

Country: Afghanistan

UNDAF Area of Cooperation: Environment and Natural Resources

National priority or goals: To encourage social protection in rural and urban areas through assisting the development of a comprehensive approach to management and use of the natural environment and resources of Afghanistan (NDF)

UNDAF Objective 4: By 2008, development and implementation of environment and natural resource policies strengthened at all levels of Government, including the community level, to ensure proper management of, and appropriate education on, rare and important natural resources.

UNDAF Outcomes:

- By 2008, Government is enabled to develop and implement a legal and regulatory framework that ensures sustainable use of natural resources
- By 2008, key stakeholders can better manage environmental problems, distribution and use of natural resources, and understand the principles of sustainable development
- By 2008, Government and communities are better able to prevent, prepare for, manage and respond to natural and manmade disasters, including mine action
- By 2008, ownership of, and equitable access to, natural resources is increased

Joint Programme Outcome(s):

- Outcome 1: Environmental issues mainstreamed in national and sub-national policy, planning and investment frameworks
- Outcome 2: Local management of environmental resources improved and services delivery enhanced

Programme Title: Strengthened Approach for the Integration of Sustainable Environmental Management in Afghanistan

Programme/project Duration  
(Start/end dates): August 2008 - March 2011

Fund Management Option(s): Pass-through

Managing or Administrative Agent: UNDP  
(if/as applicable)

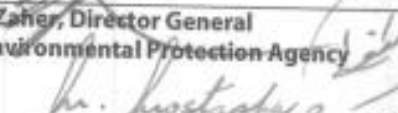
Total estimated programme budget: USD 5,000,495

Out of which:

1. Planned resources:

- Government \_\_\_\_\_
- Regular/Other Resources \_\_\_\_\_
- NGO or private \_\_\_\_\_
- UN Org.... \_\_\_\_\_
- UN Org... \_\_\_\_\_
- Donor (MDG-F) USD 5,000,495
- Donor ... \_\_\_\_\_

Names and signatures of (sub) national counterparts and participating UN organizations

UN Organizations in Afghanistan	National Partners
Bo Asplund, Resident Coordinator UN Country Team in Afghanistan	Ehsan Zia, Minister Ministry of Rural Rehabilitation and Development
Signature  Date & Seal <u>27/07/08</u>	Signature  Date & Seal _____
Tekeste Tekie, Representative FAO	Obaidullah Rameen, Minister Ministry of Agriculture, Irrigation and Livestock
Signature  Date & Seal <u>10.07.08</u>	Signature  Date & Seal _____
Anita Nirody, Country Director UNDP	Mostapha Zaher, Director General National Environmental Protection Agency
Signature  Date & Seal <u>23.07/08</u>	Signature  Date & Seal <u>15-07-2008</u>
Asif Zaidi, Programme Manager UNEP	
Signature  Date & Seal <u>20/07/08</u>	

## Executive summary

This Joint Programme is designed to promote a strengthened approach for the integration of sustainable environmental management into national sectoral strategies; promote capacity and institutional building of relevant government counterparts to operationalise and implement the environmental concerns reflected in the national strategies; and support demonstration activities in the field, the lessons from which will feed into strengthening the national and sub-national planning and community-level engagement for environmentally sustainable development of Afghanistan.

As such this Joint Programme directly contributes to the achievement of Environment and Natural Resource goals of in the 2006-2008 UNDAF, as well as Afghanistan's Millennium Development Goals (MDGs). It also directly responds to the environment and natural resources benchmarks as articulated in the interim Afghanistan National Development Strategy (ANDS).

The Programme will promote the formulation of suitable policy / strategic frameworks, implementation guidelines with due consideration of the environment-poverty linkage, ensure institutional capacity building towards the effective implementation of the strategies and projects, integrate environmental considerations in the national and sub-national planning process; and raise awareness on the topic at all levels. The programme will also pilot and upscale several Community-Based Natural Resources Management interventions in selected provinces. These projects will specifically focus on integrated approaches for rangeland management given that rangeland degradation is a significant issue in the country. By working closely with the relevant government counterparts both at the national and sub-national levels, the lessons from the CBNRM activities are intended to inform the emerging environmental and natural resource legal and regulatory framework of the country.

The Outcomes and Outputs of this Joint Programmes are:

**Outcome 1:** Environmental issues mainstreamed in national and sub-national policy, planning and investment frameworks;

Output 1.1: National environmental concerns reflected in the ANDS and selected sectoral plans, and institutional capacity strengthened to operationalise them.

Output 1.2: environmental concerns are fully reflected in provincial and district development plans.

**Outcome 2:** Local management of environmental resources improved and services delivery enhanced.

Output 2.1: Communities are able to develop and implement projects for sustainable use of natural resources and livelihoods (to include rural energy systems).

Output 2.2: Institutional knowledge management improved in relation with community based field interventions.

The main partner UN organisations of this Joint Programme are FAO, UNDP and UNEP. FAO and UNDP are direct implementing partners, while UNEP will play an advisory role in the implementation of the programme including through coordination and harmonisation of activities of the Joint Programme with those of UNEP. The main government partners are the Ministry of Agriculture, Irrigation and Livestock (MoAIL), Ministry of Rural Rehabilitation and Development (MRRD), and the National Environmental Protection Agency (NEPA).

The programme implementation period is two years and eight months, with the total budget of USD 5,000,495.

## Table of Contents

Executive summary .....	2
Acronyms .....	4
1. Situation analysis .....	6
1.1. Afghanistan's natural resources and environment-poverty linkage .....	6
1.2. Government strategy on environment .....	7
2. Strategies including lessons learned and the proposed Joint Programme .....	9
2.1. Background / Context .....	9
2.1.1. UNDAF and UN partners .....	9
2.1.2. Government partners .....	10
2.1.3. Past and current programmes of the partner UN agencies .....	11
2.2. Lessons Learned .....	13
2.3. Proposed Joint Programme .....	14
2.3.1. Strategies .....	14
2.3.2. Expected outcomes .....	15
2.3.3. Project site identification .....	18
2.3.4. Implementation / Partnership Strategies .....	19
3. Results and Resources Framework .....	22
3.1. Annual review .....	31
4. Management and coordination arrangements .....	31
5. Fund management arrangements .....	33
6. Feasibility, risk management and sustainability of results .....	34
7. Accountability, monitoring, evaluation and reporting .....	35
7.1. Programme Monitoring Framework (PMF) .....	37
8. Ex ante assessment of cross-cutting issues .....	43
9. Legal context .....	43
Annex A: WORK PLAN .....	44
Annex B: Proposed budget .....	48
Annex C: UNEP Support to the Environment Sector in Afghanistan .....	51
Annex D: Draft Terms of Reference for international experts .....	53

## Acronyms

AA	Administrative Agent
ANDS	Afghanistan National Development Strategy
ARD	Agriculture and Rural Development (Sector Strategy of ANDS)
CBNRM	Community Based Natural Resources Management
CCA	Common Country Assessment
CDC	Community Development Council
CDP	Community Development Plan
CEC	(Inter-ministerial) Committee for Environmental Coordination
CPAP	Country Programme Action Plan
DDA	District Development Assembly
DDP	District Development Plan
DIM	Direct Implementation
DoAIL	Department of Agriculture, Irrigation and Livestock (MoAIL regional outreach)
DRRD	Department of Rural Rehabilitation and Development (MRRD regional outreach)
EIA	Environmental Impact Assessment
ERDA	Energy for Rural Development Afghanistan (sub-component of NABDP)
FAO	Food and Agricultural Organization of the UN
GAIN	Green Afghanistan Initiative
GDP	Gross Domestic Products
GEF	Global Environment Facility
FP	Facilitating Partner (of NSP)
MDGs	Millennium Development Goals
MDTF	Multi-Donor Trust Fund (office of UNDP)
MEA	Multilateral Environmental Agreement
MoAIL	Ministry of Agriculture, Irrigation and Livestock
MoEW	Ministry of Energy and Water
MRRD	Ministry of Rural Rehabilitation and Development
NABDP	National Area Based Development Programme
NAPA	National Adaptation Programme of Action
NCSA	National Capacity Needs Self-Assessment for Global Environmental Management
NGO	Non-Governmental Organisation
NEPA	National Environmental Protection Agency
NSC	National Steering Committee
NSP	National Solidarity Programme
PCDMB	Post-Conflict & Disaster Management Branch of UNEP
PDC	Provincial Development Committee
PDP	Provincial Development Plan
PMC	Programme Management Committee
PRA	Participatory Rural Appraisal
PRR	Priority Reform and Restructuring
RC	Resident Coordinator of the UN
RRA	Rapid Rural Appraisal
SALEH	Sustainable Agricultural Livelihoods in Eastern Hazarajat
SLM	Sustainable Land Management

SSDG	Sector Strategy Development Groups
TCP	Technical Country Programme
TWG	Technical Working Group
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNOPS	United Nations Office for Project Services
WCS	Wildlife Conservation Society
WFP	World Food Programme

## 1. Situation analysis

### 1.1. Afghanistan's natural resources and environment-poverty linkage

Afghanistan's environment and natural resource base is under great pressure. The decades of conflict, on-going instability, lack of effective governance and service delivery, socio-economic insecurity and overall poverty, susceptibility to droughts and other natural hazards, population increase and influx of displaced and returning population, have all exacted a heavy toll on the environment and the natural resource base of the country. Over 80% of the Afghan population lives in rural areas practicing agricultural and related rural activities that rely heavily on use of natural resources. Of Afghanistan's 655,000 square kilometres of total land area, only 12% (7.9 million hectares) is arable and 4% irrigated. An additional 45% is rangeland under permanent pastures,<sup>1</sup> less than 1.5% under forest cover,<sup>2</sup> with the remaining 39% being mountainous. Large areas are considered 'barren land' or 'waste land', and are used for grazing, particularly in the winter season. Agriculture, not including poppy cultivation, generates about 40% of the GDP, employs about 70% of the labour force and is the a major source of livelihoods in the country.<sup>3</sup> The degradation of the natural resource base, therefore, directly and severely impacts the livelihood of the majority of the Afghan population as well as the country's economic development as a whole. Particularly affected are the poor and most vulnerable, such as households headed by females or with physically disabled members, landless households or those farming on only small-rain-fed plots, many of whose rights are thus unfulfilled.<sup>4</sup>

Vegetation cover in Afghanistan has been modified significantly through millennia of human occupation. It is estimated that between 1978 and 2002 alone, the area under conifer forests in the eastern part of the country has been reduced by 50 percent.<sup>5</sup> Today, most of the country appears to be subject to some degree of land degradation. Much of the land surface is used as range land for grazing livestock. The potential for re-growth of vegetation is likely to be seriously affected by browsing and grazing domestic livestock, heavy fuel wood or biomass collection and timber harvesting that far outstrips the rate of woodland regeneration. Over extraction of fuel wood (shrub) is considered to be one of the most pressing problems in management of range land, sometimes even leading to armed conflict among villages in remote areas over access to the remaining stands of shrubs.<sup>6</sup> Soil erosion is also a serious problem due to the loss of protective vegetation cover. Assessing the incomplete evidence available in the late 1970s, FAO concluded that most of north, central and eastern Afghanistan was wooded until early in the 19th century. No comprehensive assessment of the current status of the range lands, and the (reversible or irreversible) effects of the drought on the range land has been carried out<sup>7</sup> - even though a number of documents claim that there is extensive over-grazing in Afghanistan, there is no systematic evidence to corroborate this. Increasingly, pastures have come under rain fed agricultural production, with devastating consequences. To date, within the field of natural resources management, the initial focus of interventions has tended to be more in forestry rehabilitation and management, while there is little progress in range land management issues despite its well recognised significance in preserving the country's natural resources base.

With snow/rainfall low and erratic in much of Afghanistan, and large areas qualifying as desert or semi-desert, rivers, streams and other wetlands are crucial for human needs such as drinking water and agriculture, and for maintaining populations of wild plants and animals, many of which provide potential for economic opportunities. Although broad calculations suggest that, in average conditions, Afghanistan as a whole uses less than one-third of its potential 75,000 million m<sup>3</sup> water resources, regional differences in supply, inefficient use, and wastage mean that a major part of the

<sup>1</sup> FAO land cover map, 1993

<sup>2</sup> Global Forest Resource Assessment 2005, FAO, <http://www.fao.org/forestry/site/32179/en>  
The data in this assessment shows gradual decline of forested areas from 2.0% (1990), 1.6% (2000) and 1.3% (2005).

<sup>3</sup> Common Country Assessment (CCA) for the Islamic Republic of Afghanistan, October 2004, p.38

<sup>4</sup> MDG Islamic Republic of Afghanistan Country Report 2005 - Vision 2020 (summary report), p.17

<sup>5</sup> Afghanistan Post-Conflict Environmental Assessment, UNEP, 2003, p.11;

<sup>6</sup> Robinett, D. et al, *Central Afghanistan Rangelands: A History of Tribal Rule, Grazing, Water and Rebuilding* (undated report funded by USAID, received from UNEP, 17<sup>th</sup> December 2007)

<sup>7</sup> Before the civil war the Ministry of Agriculture ran offices and labs that housed and assembled land mapping information (plant species and plant communities, life zones, species ranges, wildlife habitat, cropping and grazing patterns) - however, these facilities were destroyed during the civil war. (ibid)



country experiences water scarcity. For instance, poor, uncoordinated management and excessive extraction of water for agriculture purposes, combined with long years of drought, has led to drastic declines in water flows in the Helmand River and 99% desiccation of its downstream Sistan wetlands, which is an important source of agricultural production and source of fish and water birds for food.<sup>8</sup> The recent years of conflict have made it difficult to make improvements to infrastructure or to integrate uncoordinated local schemes into a coherent national strategy for water. However, improved water resource management will, in many regions, be an essential first step in rebuilding rural communities.

To be sustainable, economic growth cannot be achieved at the cost of environmental and natural resource degradation. Establishing clear environment-poverty linkage and fostering necessary capacity in the context of Afghan development, improving the practice of natural resources management with due consideration for the vulnerable population, preventing further degradation of the environment and improving and maintaining the integrity of ecosystem services, is therefore the very key to lasting recovery, human security and sustainable development of Afghanistan.

In general environmental degradation represents a manifestation of deeper causes relative to weak institutions, conflicting and unequal access to and ownership of natural resources, poverty, population pressures, urbanisation and insufficient training in good environmental and natural resource management. The UN Common Country Assessment (CCA) for the Islamic Republic of Afghanistan (2004) identified, *inter alia*, the following root causes for the development challenges in Afghanistan including environmental challenges:<sup>9</sup>

- Young governance structure still in the process of establishment and/or early stages of development, and unable to curb political insecurity;
- Culture of unsustainable resource use that must be reversed;
- Wide variations in socio-economic indicators, by gender, region and rural-urban divide;
- Socio-cultural traditions that result in widespread marginalisation based on gender, social status or ethnicity; and
- Obsolete industrial and agricultural technology and practices that harm the environment.

CCA further points out that, on the part of communities, there is a lack of awareness of sound environmental practices, which needs to be addressed at the same time as improving their livelihoods and economic conditions. Communities must become owners of their natural resource base and feel that they actively participate in national economic growth. Otherwise, poverty and environmental damage can be caught in a downward spiral.<sup>10</sup> Also the lack of reliable statistics on several critical sectors including environment is considered as a major impediment for tackling the root causes for improving natural resources management.

## 1.2. Government strategy on environment

Afghanistan endorsed the Millennium Development Goals (MDGs) in 2004, much later than other countries due to the on-going conflict at the time of the Millennium Summit in 2000. As a result Afghanistan has an extended deadline (2020 as opposed to 2015) and due to the particular post-conflict challenges of the country, it has one added goal of "Goal 9: Enhancing Security". The Afghan MDG Goal 7 remains the same as the global MDG: "Ensure environmental sustainability", with one of the targets under the Goal being "Integrate the principles of sustainable development into country policies and programmes, and reverse the loss of environmental resources (Target 12)".<sup>11</sup>

As such, the Government of Afghanistan recognises that failure to address environmental degradation will negatively affect the long-term growth of the country as well as meeting the country's MDGs. However, the government's institutional and policy framework on environment is fairly young, and is still very much in the process of formulation and development. Since the Afghanistan Compact 2006 – a political commitment of both Afghanistan and international community to work towards five-year high-level benchmarks – was adopted, the Afghan Government

<sup>8</sup> UNEP 2003, pp.50-59

<sup>9</sup> CCA (2004), p.40

<sup>10</sup> CCA (2004), p.47

<sup>11</sup> Other two targets under the Goal 7 are: "Target 13: Halve, by 2020, the proportion of people without sustainable access to safe drinking water and sanitation", and "Target 14: By 2020 to have achieved a significant improvement in the lives of all slum dwellers".

has embarked on a comprehensive programme of national planning and development through the implementation of the Interim Afghanistan National Development Strategy (I-ANDS) (2006-2007) and the full ANDS (to be formulated by March 2008), which are fully aligned with Afghanistan's MDGs.

Environment is featured as a cross-cutting issue in the I-ANDS,<sup>12</sup> and its five-year strategic benchmark on environment was adopted as follows:

*In line with Afghanistan's MDGs, environmental regulatory frameworks and management services will be established for the protection of air and water quality, waste management and pollution control, and natural resource policies will be developed and implementation started at all levels of government, as well as at the community level, by 1386 (end 2007).*

I-ANDS recognises the following as constraints to achieving this benchmark:

- Lack of government's ability to integrate sustainable development approaches into the national development framework;
- Underdeveloped and unenforceable environmental legislation and the regulatory framework;
- Limited public awareness of environmental and natural resource issues; and
- Unsustainable exploitation of and inequitable access to natural resources facilitated by insecurity.

Furthermore, I-ANDS lists the following areas as the governments' sectoral strategic focuses on environment that requires support from the international community:

- Clarification of responsibilities in the environmental arena and capacity enforcement of the National Environmental Protection Agency (NEPA);
- Development and implementation of a legal and regulatory framework that ensures sustainable use of natural resources;
- Establishment of environment and natural resources management capacity within line ministries;
- Initiation of community-based management of natural resources;
- Introduction of environmental education and vocational training; and
- Promotion of regional cooperation on environmental and natural resources management.

The upcoming ANDS also recognises environment as a major issue with ramifications for addressing it within a multi-sectoral, multi-coordinated approach. Environment is one of the six cross-cutting issues<sup>13</sup> which are to be mainstreamed in all eight sectors<sup>14</sup> of ANDS, which is also to form Afghanistan's Poverty Reduction Strategy Paper (PRSP) eventually. As part of the ANDS formulation process, all ministries have contributed to the development of sector strategies, and the National Environment Strategy for the same purpose was drafted by the National Environmental Protection Agency (NEPA) and UNEP and submitted to the ANDS Secretariat in July 2007 for further review. In autumn 2007 all sector draft strategies were reviewed by Sector Strategy Development Groups (SSDGs) comprising of relevant government ministries. The review process by the SSDG was followed by reviews by international and donor communities, before submission of the final sector strategy drafts to the ANDS Oversight Committee in late November 2007. As of February 2008, the finalisation of the sector strategies is under way. UNDP assumes the role of secretariat in the process of the donor dialogue on all sector strategies including the cross-cutting issues, and UNEP, UNDP and FAO have been actively taking part in this process in order to ensure mainstreaming of the cross-cutting issue of environment in relevant sector strategies along with the finalisation of the Infrastructure and Natural Resources Sector and the Agriculture and Rural Development (ARD) Sector Strategy itself.

<sup>12</sup> Afghanistan National Development Strategy Summary Report – An Interim Strategy for Security, Governance, Economic Growth and Poverty Reduction (I-ANDS), p.27

<sup>13</sup> Other cross-cutting issues are: Gender Equity, Counter Narcotics, security, Regional Cooperation and Anti-Corruption.

<sup>14</sup> 1) Security; 2) Governance, Rule of Law and Human Rights; 3) Infrastructure & Natural resources; 4) Education; 5) Health; 6) Agriculture & Rural Development; 7) Social Protection; 8) Economic Governance & Private Sector Development



## 2. Strategies including lessons learned and the proposed Joint Programme

### 2.1. Background / Context

#### 2.1.1. UNDAF and UN partners

The proposed Joint Programme will provide focused support to the Government of Afghanistan for realising some of the government priorities for the environment identified as above, building upon or scaling up the on-going initiatives and initiating new interventions. It is also to contribute to the achievement of the following objective and UN Country Team outcomes defined under the United Nations Development Framework (UNDAF) for Afghanistan (2006-2008), for which human security and peace building represent the cornerstones encompassing human rights, good governance, economic and environmental sustainability.

UNDAF Objective 4: By 2008, development and implementation of environment and natural resource policies strengthened at all levels of Government, including the community level, to ensure proper management of, and appropriate education on, rare and important natural resources.

UNDAF Country Team Outcomes:

- By 2008, Government is enabled to develop and implement a legal and regulatory framework that ensures sustainable use of natural resources;
- By 2008, key stakeholders can better manage environmental problem, distribution and use of natural resources, and understand the principle of sustainable development;
- By 2008, Government and communities are better able to prevent, prepare for, manage and respond to natural and manmade disasters, including mine action; and
- By 2008, ownership of, and equitable access to, natural resources is increased.

Further more, based on the UNDAF objectives and outcomes, and in accordance with its global mandate to help countries build and share the solutions to the challenges of poverty reduction and environmental degradation, UNDP has signed the Country Programme Action Plan (CPAP) with the Government of Afghanistan which guides UNDP's programming in Afghanistan for the years 2006-2008 (now being extended to 2009). Within the CPAP, environmental outcome and output are defined as follows:

- Outcome 8: Policy/strategic frameworks established and institutional capacity built to mainstream sustainable development issues, and communities empowered to undertake environment and energy activities.
- Output 8.1: Strengthened national and sub-national capacity for improved environmental and natural resource management including access to renewable energy services.

FAO's strategic framework ensures FAO's continued role in assisting the global community to address natural resources management and conservation issues. FAO's Corporate Strategy D aims at "supporting the conservation, improvement and sustainable use of natural resources for food and agriculture." The Natural Resources Directorate of the Ministry of Agriculture, Irrigation and Livelihood (MoAIL) is FAO's main government counterpart in this sector and FAO's assistance is based on the MoAIL's Master Plan (in line with the ANDS Sector Strategy on Agriculture and Rural Development) as well as the above UNDAF objective 4 and corresponding outcomes.

A programme of UNEP Post-Conflict & Disaster Management Branch (PCDMB) has been active in Afghanistan. Globally, PCDMB extends UNEP's work in areas of the world where the environment is impacted by conflicts and disasters, or where the environment is a factor contributing to conflicts and disaster impacts. PCDMB conducts environmental assessments in crisis affected countries and strengthens national environmental management capacity through institution building, promoting regional cooperation, technical legal assistance, environmental information management and integrating environmental concerns and risk reduction measures in reconstruction programmes. In Afghanistan, UNEP PCDMB's "Capacity Building and Institutional Development Programme for Environmental Management in Afghanistan" has the primary aim to strengthen the technical capacity of NEPA to implement the government's environmental mandate, and has been carried out also within the UNDAF framework adopted by the UN Country Team in Afghanistan. (See Annex C for details of UNEP's activities.)

With the above mandates and commitments, UNDP, FAO will be the main implementing partners of the Joint Programme. UNEP is committed to remain in an advisory capacity and ensure due

coordination between its work and the work of the programme, specifically with regard to NEPA capacity building.

### 2.1.2. Government partners

While environment is a cross-cutting issue in the ANDS and intended to be mainstreamed in all sectoral strategies, the key government counterparts who have direct mandate to ensure environmental and natural resource management for comprehensive rural development are the Ministry of Agriculture, Irrigation and livestock (MoAIL), Ministry of Rural Rehabilitation and Development (MRRD), and the National Environmental Protection Agency (NEPA). Specifically, the newly formulated Agriculture and Rural Development Sector (ARD) Strategy of the ANDS envisages an integrated approach between the MoAIL and MRRD in carrying out their mandate towards addressing rural development and agriculture vibrancy in the country. The strategy is jointly developed by these two ministries and has explicit joint partnership arrangements to ensure cooperation between the two ministries in their individual work, so that the quality of results on the sector is achieved. In this context, the choice of this Joint Programme which includes MRRD and MoAIL as two of the three main partners is highly opportune and will explicitly contribute to the implementation of the ARD strategy, in which natural resources management is strongly featured.<sup>15</sup>

MoAIL's mandate, as expressed in its Master Plan objective, is "to ensure communities and institutions throughout Afghanistan establish and maintain natural resources and define regimes of utilisation which achieve a balance between maximization of production and productivity in all agricultural land uses and effective maintenance and enhancement of natural resource bases". In particular, Master Plan Programme 4 identifies the following main issues affecting natural resources in the country:

- Competing land use (agriculture, human settlements, forests and rangeland, wetlands and protected areas)
- Ambiguous legal status of ownership and access to natural resources (land, water, forests and rangeland, biodiversity, wetlands, and protected areas)
- Lack of enabling policy, legislation and regulatory framework for managing natural resources, along with weak governance and management of natural resources
- Negative impact of war, increasing population, human settlements, drought, overexploitation and landmines on natural resources

MRRD's mandate is to achieve human security, equity and pro-poor growth in rural Afghanistan through comprehensive programmes for "good local governance", "increased productive infrastructures", "enhanced livelihoods", "informed decision making" and "mitigation of shocks".<sup>16</sup> MRRD has proven its ability to respond to the needs on the ground in the past few years and ensure government footprint on the ground through community projects and regional provincial setups for linking rural development with peace-building and human security. As such, its activities extend across the country, encompassing a variety of large-scale national programmes with various focuses.

As the environmental regulatory body, NEPA's its institutional mandate is expressed as follows<sup>17</sup>:

- To protect the environmental integrity of Afghanistan and support sustainable development of Afghanistan's natural resources through the provision of effective environmental guidance and management services;
- To coordinate environmental affairs at international, national and sub-national level;
- To develop and implement environmental law, policies, strategies, regulations and procedures;
- To provide environmental management services in the areas of environmental impact assessment, air and water quality, waste management, pollution control and permitting of activities that impact the environment;
- To provide communication and outreach for environmental information specifically for the needs of Afghanistan;
- To increase public awareness and capacity about environment, biodiversity and other resources management;

<sup>15</sup> ANDS Sector Strategy for Agriculture and Rural Development (2008-2013), Initial Draft for donor comments, date of distribution: 22<sup>nd</sup> October 2007

<sup>16</sup> MRRD Strategy and Programme Summary: Poverty Reduction through Pro-Poor Growth, July 2007

<sup>17</sup> Presentation by NEPA for donor meeting on environment, 11<sup>th</sup> January 2007

- To provide management services for natural heritage conservation through legal and regulatory measures and monitoring

NEPA is a relatively a young institution. In 2002 the only government body dedicated to address environmental issues was housed within the Ministry of Irrigation, Water Resources and Environment<sup>18</sup> as the Department of Environment. In May 2005, NEPA was established as an independent agency directly reporting to the President Office. The Environment Law, for which NEPA is the primary implementing agency, was enacted in December 2005. During the course of 2006, it was amended and approved by the National Assembly. The final version was published in the Official Gazette in March 2007. The development of further legal and regulatory documents related to the environmental is still in the pipeline.<sup>19</sup> At the provincial level, until early 2007 NEPA's main provincial outreach remained with eight provincial hubs, but currently NEPA is in the process of expanding its provincial presence through the establishment of provincial offices in all the 34 provinces (as of October 2007, 22 provincial offices have been established.)

Community-based approaches to reducing poverty through natural resource-based livelihoods are slowly increasing in Afghanistan. However, the state of Afghanistan's environment and the well-being of Afghans will not experience an overall improvement until the Government of Afghanistan is capable of concurrently addressing the environmental security / management issues along with the broader social, economic, governance and security issues affecting the country. While communities are increasingly taking responsibility for their own natural and political environment, nonetheless the sustainability of community management also relies on an enabling framework through the promulgation of appropriate laws and regulations, effective enforcement and the implementation of programmes and services.

### 2.1.3. Past and current programmes of the partner UN agencies

Since 2002, UNDP has been providing significant support to the Government of Afghanistan in a number of key sectors crucial for the country's recovery and development. These comprise of state-building and governance, institutional strengthening and livelihood support to include immediate recovery and long-term growth. In terms of community based rural development, UNDP's National Area Based Development Programme (NABDP) with MRRD as the executing entity has supported the institutional capacity development of the ministry itself along with implementation of rural development projects, promoting economic regeneration and sub-national (provincial and district) governance and capacity building for planning and delivering development projects. As of 31<sup>st</sup> January 2008 276 District Development Assemblies (DDA) have been established and District Development Plans (DDPs) formulated in 32 provinces, and it is expected that a total of 408<sup>20</sup> districts of all 34 provinces will be covered by the end of 2008. At the provincial level, orientation training has been conducted for Provincial Development Committee (PDC) members in 17 provinces, and in 2007 NABDP was entrusted to facilitate the process of the ANDS sub-national consultation covering the entire country, and to produce Provincial Development Plans (PDPs) in all 34 provinces<sup>21</sup> - to ensure synergy between the sectoral and provincial plans and contribute to the targets of the ANDS.

While NABDP's focus, in addition to the central institutional capacity building, is more at the provincial and district level for capacity development and project implementation, MRRD's another flagship programme National Solidarity Programme (NSP) works extensively with the communities themselves. As of 21<sup>st</sup> December 2007, 19,347 Community Development Councils (CDCs) have been established and Community Development Plans (CDPs) have been formulated, and 34,040

<sup>18</sup> The Afghan ministries have gone through several mergers and renaming in the past several years in the process of rebuilding the government, and MIRWE has become the Ministry of Energy and Water (MEW) while its former environmental department became an independent agency.

<sup>19</sup> As of October 2007: Environment Law (in effect since 2006); Ozone Regulations (in effect); Forest Law (technical draft finalised in 2007, in legislative process); Range Land Law (technical draft under development); Water Law (technical draft finalised, in legislative process); Hunting and Wildlife Law (first technical draft developed and being revised); EIA regulations, policy and administrative guidelines (regulations technical draft finalised, in legislative process); Protected Area regulations (technical draft finalised, in legislative process).

<sup>20</sup> Afghanistan's administrative boundaries are still under development in some provinces, and the total number of districts in Afghanistan is increasing.

<sup>21</sup> In total 35 PDPs were prepared, including two for Kabul Province (one for Kabul Central and another for Kabul Provincial). These PDPs were prepared in local languages and as of February 2008 are still being translated into English.

community projects were implemented with support from 28 Facilitating Partners (FPs – mostly NGOs based in the communities). These numbers, as well as those of NABDP's DDA/DDP formation, are still on the rise.<sup>22</sup> Increasingly such community-level entities as CDCs and DDAs are gaining legal status and social recognition as a major civic platform to roll out development projects; and development partners including donors thus see them as a vehicle for strengthened sub-national approach to development. NABDP is engaged in mainstreaming of ANDS crosscutting issues such as gender and counter narcotics in the PDPs and DDPs, but so far no mainstreaming activities have been initiated on environment. Therefore there is great opportunity to address this through the planning process at these community and sub-national levels.

In terms of more environment-focused activities, UNDP has been part of a joint UN programme on the environment "Green Afghanistan Initiative (GAIN)," initiated since 2005 with FAO, UNEP, UNOPS, WFP and UNDP as partner agencies.<sup>23</sup> Under the GAIN programme UNDP has been carrying out community-based environmental awareness raising activities including awareness campaigns at schools. 40 Village Environment Committees, comprising of CDC members, school teachers, local clinic staff, religious leaders and other volunteers, have been established in five provinces in northern Afghanistan (Balkh, Sari Pul, Jawzjan, Samangan and Faryab) in close collaboration with the NEPA provincial office in Mazar-e-Sharif and other local government partners. Reforestation, nursery establishment and adopt-a-tree programmes are also carried out under this GAIN programme by other partners.

UNDP has also recently received GEF approval to initiate the Global Environmental Facility (GEF)-funded Sustainable Land Management (SLM) project with the objective to build capacities for sustainable SLM in appropriate government (particularly MoAIL) and civil society institutions and user groups, and mainstream SLM into government planning and strategy development. The project is expected to run for three years starting from early 2008.

Moreover, since mid 2007 UNDP has initiated a new sub-project under NABDP, Energy for Rural Development in Afghanistan (ERDA), with the objectives of rural / renewable energy-related awareness and capacity building within the government, sub-national bodies and communities; piloting community-based rural energy projects for possible scaling up; and policy and strategy review with regard to rural energy.

FAO has been working to strengthen the institutional capacity of the main ministries involved in natural resources management, based on their respective ministerial master plans. FAO's Technical Country Programme (TCP) project on "Support to Forestry Sector Rehabilitation in Afghanistan" (2002-2007) assisted the MoAIL in developing the policy and legal framework for natural resources management, including those also supported by UNEP: Range Land and Forestry Policy (2003) and the draft Forestry Law (2007). This project also contributed to building the capacity of relevant MoAIL departments. FAO has more recently assisted the MoAIL, including its Natural Resources Directorate in charge of range land and forest management, to further develop its Sectoral Master Plan (2005-2010) and its Investment and Implementation Plan (2008-2013), which are to be incorporated in the ANDS. Furthermore, through its "Emergency Irrigation Rehabilitation Project" (2004-2008), FAO has also assisted the Ministry of Energy and Water (MoEW) in developing the country's Water Policy which will be included in the overall ANDS.

In addition to participation in the above mentioned GAIN initiative, FAO is currently implementing several natural resources management related field projects in collaboration with the relevant ministries. The FAO project on the "Development of Sustainable Agricultural Livelihoods in Eastern Hazarajat (SALEH) (2003-2008) has been working with the MoAIL on community based range land management and integrated livelihoods improvement activities in Bamiyan Province. FAO's field projects on "Supporting the Improvement of Household Food Security, Nutrition and Livelihoods" (2005-2010) and "Managing Biodiversity for Sustainable Food Security and Nutrition in Afghanistan"

<sup>22</sup> MRRD Brochure – Stakeholder Update (updated February 2008), downloaded from MRRD website on 7<sup>th</sup> February 2008

<sup>23</sup> Intended GAIN outcomes are: 1) contribute to the formulation of strategic and policy framework for environmental, forestry and rangeland protection / rehabilitation; 2) improve capacity of the Department of Forestry and Ranges (DRF) of MoAIL and NEPA; 3) create alternative livelihoods and income-generating activities aimed at the most vulnerable and destitute; 4) create national environmental awareness; 5) involve communities in conservation and rehabilitation of their environment; 6) promote environmental education (especially for children) in conservation; 7) provide sustainable production facilities for high quality planting materials to be used in environmental rehabilitation programmes; and 8) develop a self-reliant and sustainable forestry industry.



(2007-2010) are working on the inventory of local species of range land and forests ecosystems, the promotion of species with high nutritional or commercial value and environmental education and technical advice on related policy and legislation. FAO's "Emergency Irrigation Rehabilitation Project" (2004-2008), has been assisting the MoEW with the rehabilitation of 15% of the countries degraded irrigation schemes.

FAO is also about to initiate a Forestry Project (2008-2010) in collaboration with the MoAIL. This project will capitalise on results achieved by the previous forestry project and will concentrate on piloting community based forest management in the different forest ecosystems of the country. Further development of the necessary regulatory framework and institutional capacity for the forest sector will be based on field level experience gained during project implementation. This Forestry Project will complement the range land management activities proposed in the FAO component of this Joint Programme.

To date, UNEP, within its programmatic framework of "Capacity Building and Institutional Development Programme for Environmental Management in Afghanistan", has been playing a major role in assisting the government at the central level in a number of critical areas, including the establishment, institutional building and restructuring of NEPA, and the formulation of relevant policies, legislation and regulations mentioned above. UNEP has also conducted a Post-Conflict Environmental Assessment (2003) with support from FAO and UNDP, which to date serves as a key reference in the environmental sector in Afghanistan. Today, UNEP's assistance is focused on specific functions of the NEPA, including technical and normative work on environmental laws and regulations, environmental assessments and standard setting, multilateral environmental agreements, and environmental education (mainly at the national level). (For more detailed description of UNEP's past and on-going activities, please see Annex C.)

This Joint Programme will build on the ongoing work of the above programmes and planned initiatives by all the partner UN agencies, and in particular ensure that the areas of opportunity for further addressing environment mainstreaming and natural resource management practices be addressed with due linkages so as to influence policy and legislative formulations/fine tuning.

## 2.2. Lessons Learned

Some key lessons, intervention gaps, as well as opportunities identified in Afghanistan's environmental sector through the partner agencies' previous experience, which are to be addressed in this Joint Programme include:

- Insufficient capacity of relevant government counterparts (MoAIL, NEPA, MRRD, MoEW) in the environment and natural resources management sector. In particular NEPA is still a nascent, organisation which nonetheless has key regulatory mandate. Despite the institutional support by UNEP, it is widely acknowledged that NEPA still requires much more capacity building interventions;
- Lack of coherent, systematised environmental mainstreaming initiative across different sectors, despite the government's recognition of the environment as an important cross-cutting sector for enabling sustainable development;
- Lack of environmental awareness at all levels as a prerequisite for environmental mainstreaming in policy and planning and project implementation;
- Insufficient field-level impact due to small-scale, uncoordinated project based approaches as well as lack of common joint planning of most of the community based natural resources activities undertaken in Afghanistan. Initiatives and programmes often lack field level impact beyond numerous assessments, studies and planning;
- Lack of effective monitoring and impact assessment tools, and lack of a standardised baseline information available with the relevant government agencies;
- Tendency to over-rely on NGOs as implementing partners with little or marginal involvement of the government, private sector and community structures, leading to short-term project focus and unsustainable project outcomes;
- Nascent stage of policy and legal framework as a basis for systemic and institutionalised environment mainstreaming and natural resource management. Furthermore weak mechanism for feeding field level experience to influence policy / legislative fine-tuning;



- Complexity and diversity of environmental issues leading not only to lack of focus but also generalisations and simplistic or ill-adapted interventions;
- Often unrealistic project timeframes and insufficient budget for achieving sustainable results including community capacitation. There is a need for long term commitment to ensure successful testing and sustainable implementation of participatory natural resources management programmes; and
- Need for balancing community expectations through ensuring participatory, accountable and transparent process from the inception to implementation and ensuring community ability to sustain project outputs through effectively capacitating them for operations and maintenance.

While a number of lessons and intervention gaps are identified above, there are equally a number of opportunities which are emerging in today's Afghanistan and on which this Joint Programme will build to achieve its outcomes, including:

- On-going building of government-recognised sub-national / community bodies such as CDCs, DDAs and PDCs as a platform for planning and implementation of development projects (through various national programmes such as NABDP and NSP);
- Government, donor and civil society's support for these sub-national / community entities;
- ANDS and sector strategy formulation by early 2008 and its implementation for the coming five years – including the MoAIL Master Plan;
- On-going sub-national level planning exercise which needs regular reviews in the coming years
- On-going work to establish environmental legal framework; and
- Strong government support for and community interest in participatory natural resources management approaches.

The proposed mitigation measures for the risks and challenges identified are described in the risk management section below.

This Joint Programme is designed to contribute to the development of the 'duty bearers' (national and sub-national level government / public actors) to address sub-national and community natural resource management issues, including in the planning and budgeting process. It also aims to empower the 'rights holders' (beneficiary communities) to claim their rights, manage their natural surroundings and sustain their livelihood. Significant efforts will be made to address government's ownership and capacity, as well as vulnerability concerns for marginalised and disadvantaged groups such as the extreme poor, women, landless and disabled. Considering the need for sustained commitment of natural resources management activities, this Joint Programme will utilise participatory rights based approaches to ensure that both the government and communities are cognizant of the issues and are empowered to take on and be accountable for the activities themselves by the end of the programme.

## 2.3. Proposed Joint Programme

### 2.3.1. Strategies

Based on the lessons learned and intervention gaps identified above, the key strategies and principles for this Joint Programme implementation include:

- Ensure national ownership in the implementation process through the involvement of appropriate key agency staff in all the components with technical guidance and support by the programme. Specifically the Programme will work directly with MoAIL, NEPA and MRRD.
- Support decentralised planning, budgeting and programming with focus on environment and natural resources management aspects to support ministerial mandates and expertise as appropriate.
- Promote participatory natural resources management as the main tool to reverse environmental degradation and to ensure the integrity of ecosystem services.
- Respect and use the government-recognised community / sub-national entities as a vehicle of project implementation (especially CDCs), and wherever possible explore the

possibility of drawing upon existing expertise of community-based activities, such as that of NSP.

- Ensure the quality, sustainability and local ownership of community project outputs by involving a wide range of local partners, including government organisations, NGOs and Community Based Organisations.
- Promote the application of lessons learned from field-based natural resources management activities into the development of legal and policy frameworks.
- Ensure collaboration and partnership with other agencies, programmes and projects necessary for the optimisation of limited resources and time-frame, improve ownership, programme outreach, and sustainability. This includes coordination and information sharing within the Joint Programme components.
- Promote awareness raising among all stakeholders.
- Ensure sustainability through appropriate exit planning, as well as accountability and transparency in project implementation. Pursue all opportunities to promote gender equality throughout, and ensure the involvement of vulnerable / marginalised groups wherever possible. Develop gender sensitive indicators and beneficiary profile and monitor implementation.

### 2.3.2. Expected outcomes

The proposed Joint Programme builds upon the aforementioned ongoing initiatives and structures in the country. It aims to support institutional mandates and promote greater coordination and utilises in this regard, the programmatic technical expertise of both FAO and UNDP as well as advisory engagement of UNEP. It draws upon the lessons learned and opportunities identified on the ongoing work by various partners in the area. At this initial stage of development where government capacity building remains a priority and as community based activities across the country are gaining momentum, it is imperative to influence strategic thinking and ensure environmental concerns are integrated in the government planning process and in activities at national and sub-national levels. Communities need to be empowered to establish conducive natural resource management practices in their daily livelihood efforts. It is expected that synergetic effects coming from activities based on each agency's comparative advantage will maximise the programme impact towards the set of expected outcomes.

In this context, this Joint Programme envisages to contribute to the following two main outcomes:

- Outcome 1: Environmental issues mainstreamed in national and sub-national policy, planning and investment frameworks – *Integrate the environment into national and sub-national development strategies and plans, and key sectoral plans and their implementation; Improve institutional capacities to mainstream environment in development planning and implementation, using participatory approaches where appropriate.*
- Outcome 2: Local management of environmental and natural resources improved and services delivery enhanced – *Integrate environmental management into participatory rural development processes to help generate resources for poverty reduction and for the valuation of environmental services; promote the sustainable use of biodiversity and ecosystem services and promote relevant institutional knowledge management*

**Outcome 1: Environmental issues mainstreamed in national and sub-national policy, planning and investment frameworks**

The reflection of environmental concerns in the ANDS Sector Strategy texts by itself does not guarantee that environmental mainstreaming will take place in the government strategies and particularly the implementation plans. ANDS, which is to be completed in March 2008 and costed by the end of the year, presents five-year strategies for all sectors, and constant efforts are needed to ensure that the environmental mainstreaming is done continuously within all relevant sectors throughout the ANDS implementation period. While each ministry will be responsible for implementation of the ministry / relevant sector strategies, NEPA as the environmental regulatory body is expected to play the key role in ensuring environmental concerns are duly reflected in line ministry activities both at the national and sub-national levels, as well as facilitating the process.

In this regard, the main focus of UNDP activities will be at institutional levels: supporting capacity and institutional building of NEPA both at the national and sub-national level and the formulation of

guidelines and tools that will be applied by ministries in their work to assess environment risk as well as encourage opportunities for linking resource management with livelihood support. This approach responds to the need for more external support recognised by both UNEP and NEPA (e.g. draft NEPA Strategy, March 2007).

UNDP, under this Joint Programme, will provide further support to NEPA both at the central and sub-national levels to complement the capacity building initiatives of UNEP in concurrent and harmonised manner, working in close consultation with UNEP. Specifically, the support will be at three levels: a) NEPA's institutional building as a basis to support its increasing role in the environment sector and to facilitate smooth expansion into the provinces; b) development of awareness tools and guidelines for environment mainstreaming; and c) coordination with other ministries or governmental bodies activities of which have significant environmental implications.

Furthermore, ministries such as MoAIL and MRRD which have significant field presence have a major role to play in terms of translation of the guidelines explicitly in their sectoral work to include aspects of coordination and joint planning. As mentioned above, the ARD Sector Strategy of the ANDS (which is a main vehicle for comprehensive rural development including environment stewardship) is being formulated and will be implemented with the joint leadership of these two ministries.

Using modality for direct community engagement, MRRD has been able, through its NABDP and other programmes, to deliver community projects in inaccessible insecure areas. However, while operational guidelines for community engagement and project selection exist, there is room for improving these guidelines in order to explicitly integrate environmental aspects and further sustainability concerns for assisting communities, in selecting and prioritising projects for infrastructure and other social and livelihood support activities, within the extensive rural development work of MRRD. Ensuring environmental concerns reflected in MRRD's various programmes (starting from NABDP) alone has a significant potential in improving environmental impacts and sustainability of projects in rural areas, where most of the country's natural resources also exist. Under this Joint Programme UNDP will pilot environmental mainstreaming within MRRD starting from NABDP, including updating of relevant operational guidelines to incorporate environmental concerns. In case of the guidelines for infrastructure projects, EIA concepts will be incorporated into the project management cycle and the experience of piloting with actual projects will also inform the policy and regulatory framework of EIA which is being developed.

FAO's focus at national level will be to improve the capacity and delivery of the MoAIL's Natural Resources Directorate and its Range Land Department in particular. FAO will assist the Range Land Department in reviewing and improving relevant sections of MoAIL's policy and legal frameworks (in close collaboration with UNEP), Master Plan and its Investment and Implementation Plan. FAO will assist in the design and implementation of programmes and will help with the preparation and submission of government budgets and donor proposals. FAO will also develop, in collaboration with MoAIL's Range Land Department, a set of monitoring indicators and corresponding data collection methods to monitor the effectiveness of participatory range land activities. The development of this monitoring tool will be based on field experience gained during the initial Participatory Rural Assessments, when indicators will be identified and a monitoring baseline established. Data, along with administrative data, site maps and management plans, will be stored in a monitoring database.

At the sub-national and community levels, towards propelling their capacity environmental stewardship, sectoral counterparts including civil society, communities, CDCs, DDAs and PDCs will be the main programme partners. The PDPs, DDPs and CDPs are expected to be rolling plans to be annually updated to ensure community priority needs are articulated and funded from the government budget. A large number of priority projects have been identified as a result of the DDP exercise related to rural livelihood and infrastructures. Integrating environmental considerations in both the planning and implementation of community-level / community-led projects is thus of paramount importance not only for reflecting the national strategy (and its environmental concerns) at the sub-national and community level, but also to ensure that programmes / projects entrusted to the province, district or community, will be sustainable from the view point of sustainable livelihood. In this context, UNDP under this Joint Programme will work specifically with MRRD to integrate the environmental considerations through updating the MRRD's community operational guidelines and planning tools as well as supporting awareness raising and related training. The NABDP programme with its nationwide presence will, on behalf of MRRD, be the main partner for translating the institutional mainstreaming into MRRD. However, the participation of both MoAIL and NEPA will be secured for providing technical inputs during this process. In particular, towards their greater ability to ensure appropriate planning on NRM and environment matters particularly at provincial and

district levels, it is envisaged that training courses include NEPA, MRRD, and MoAIL (with technical support from both FAO and UNEP).

FAO's sub-national capacity building efforts will be focused on MoAIL's staff at provincial and district levels, other relevant provincial, district and community level institutions (MRRD, PDCs, DDAs, CDCs), NGO staff and NSP social workers participating in field level activities and communities themselves. Capacity building will be done through specific training, study tours and on-the-job training.

Environmental awareness building at all levels, especially on the environment-poverty linkage, remains a key area for the programme and to be accomplished through the development of training materials, guidelines and tools which train MoAIL, MRRD, and NEPA on concepts, usage and applications. Awareness building at the community level will cover not only the natural resources use but also more general environmental subjects, including the environmental hygiene and health issues. Specifically FAO and UNDP, in collaboration with UNEP, will develop joint media outreach material to disseminate environmental messages across to wide range of communities in local languages. In this regard, use of the existing media network established at the community level by MRRD / NSP will be explored as a vehicle.

Additionally, in terms of strategic support to ARD Sector in policy fine-tuning, it is intended that FAO and UNDP will jointly support the MoAIL and MRRD in the translation of the implementation plan for the ARD sector which will be rolled out expectedly from 2009 onwards.

#### Outcome 2: Local management of environmental resources improved and services delivery enhanced

In order to build upon the environmental mainstreaming in sub-national planning and awareness building carried out with technical input and participation of MoAIL/FAO and NEPA/UNEP as above, UNDP will assist MRRD to further build capacity of DDAs and communities to carry out pilot community projects with stronger focus on livelihood outcomes towards not only the improvement of economic and social conditions but also environmental sustainability. CBNRM (or livelihood improvement through the sustainable use of natural resources) facilitation tools (to include available references and guide on technical partnership) will be developed for the use and training directed to MRRD staff, including resource mapping, data collection, M&E and environmental impact mitigation measures. Training will be given to selected MRRD staff at both central and provincial levels, which in turn will train and work with identified communities to implement pilot the projects. Strong technical input and coordination with MoAIL/FAO in particular will be sought throughout this process. Primarily such pilot projects implemented by MRRD will be on rural energy provision combined with livelihood / economic regeneration opportunities, to be carried out alongside with FAO's community projects as described below, to form a comprehensive CBNRM jointly.

Given that range lands account for 45% of the total land area, there is an urgent need to try and reverse its rampant degradation to ensure sustainable ecosystem service delivery, biodiversity conservation and to mitigate the effects of drought. FAO has identified range land management as an intervention gap which is inadequately addressed, and therefore its main focus under this Outcome is given on the improvement and sustainable use of range land resources. The main strategy will be to promote participatory or community based range land management approaches. The justification for promoting a participatory approach is that all on-going policy development and research in the field of range land management (and natural resources management in general) that has been carried out points in the direction of 'Community Based Natural Resource Management' (CBNRM) as the most appropriate way forward to addressing range land management and conflict resolution. This priority is also clearly reflected in the MoAIL's Master Plan. Recognising the challenge of initiating community based management of a much degraded natural resource, FAO, together with relevant MoAIL departments as well as other counterparts of this Joint Programme will implement a number of supporting livelihoods improvement activities. These supporting activities will be planned and developed in close consultation with the communities and CDCs involved in range land management activities.

District level Rapid Rural Appraisal (RRA), will allow the initial selection of target communities. More detailed Participatory Rural Appraisal (PRA) in selected communities will be used to 1) raise awareness about participatory range land management, 2) collect the necessary information to start range land management and 3) to establish a baseline for the monitoring of range land condition and overall project impact. Participatory range land management activities will include assistance to local communities to solve or reduce conflicts related to range land utilization, improvement of legal



tenure or stewardship over traditional pastures, establishment of community level management structures<sup>24</sup> and the development and implementation and monitoring of management plans.

Range land activities will be complemented by a number of supporting livelihoods improvement activities to ensure socio-economic improvements supported by environmental improvements, to result in sustainable development. Such livelihood improvement activities may include agroforestry (on-farm fodder, food and fuel wood production), framing systems and livestock improvement, rehabilitation of small scale irrigation schemes, alternative energy development and other economic regeneration opportunities including small scale rural enterprises. These livelihood options and the livelihood improvement plans will be devised in a participatory manner, under consultation and joint work of FAO/MoAIL and UNDP/MRRD. Alternative energy activities will aim at reducing excessive biomass collection from range lands. In this context, the community selection criteria (see below) include the possibility to join the activities with MRRD/NABDP's rural energy community pilot projects in the same areas where FAO's range land management community projects will be carried out. Additionally Afghanistan is in the process of initiating the Small Grants Programme (SGP). This programme will therefore also ensure to join activities with the SGP communities once the SGP programme starts. The Identification, prioritisation, planning and implementation of livelihoods improvement activities will be done by local committees (e.g. range land management committees, water user groups, women groups, CDCs and DDAs etc.) with support from government or non-government service providers. Women, disadvantaged groups and community members heavily reliant on common access range land resources will be given priority as beneficiaries.

The successful development of community NRM relies on an enabling framework including laws, regulations, enforcement and appropriate programmes and services. The NR working group led by UNEP has developed the first draft of the Range Land Law, and will provide the necessary legal support. The development of the pilot range land management activities within the framework of comprehensive rural development by joint efforts of the two ministries will provide field level experience and feedback for the further development of the Range Land Law and corresponding regulations. UNEP will continue playing a lead role in legal framework development.

Drawing upon lessons learned from on-going CBNRM activities and with technical support from FAO, MoAIL, UNEP and NEPA, a training manual / facilitation tools for community level NRM activities will also be drafted for the use of MRRD community-based rural development projects, as mentioned above. In the application of such manual, collaboration with the existing expertise of MRRD/NSP social workers, who have been operating based in communities across the country, will be pursued.

UNEP through its Capacity Building Programme (Phase-III, 2008-2010), plans to expand its CBNRM pilot projects<sup>25</sup> and to produce reports, including research reports and professional publications on progress and lessons learned in CBNRM project implementation in Afghanistan. Experience from the CBNRM activities undertaken under this Programme may provide further case studies for this purpose along with being used for advocacy and awareness raising.

UNEP further plans to conduct local CBNRM workshops for NEPA/MoAIL staff at the regional and central level during its Phase-III. Participation of MRRD will also be encouraged in order to streamline CBNRM activities and avoid conflicting methodology, practice and duplication.

### 2.3.3. Project site identification

For sub-national and community level activities under this Joint Programme, target provinces, districts and communities will be identified upon completion of relevant DDPs and through sector-

<sup>24</sup> Under this Joint Programme the establishment of "Range Land Management Committees" will be piloted within selected communities. The formation of such community groups ("Community Range Land Associations") is envisaged in the draft Range Land Law, in accordance with certain criteria. The draft law suggests avoidance of institutional duplications to the extent possible, and where appropriate existing structures such as CDCs and traditional shura will be utilised. In order to use an existing organisation, however, the community will need to show that the representatives were elected in a fair manner, and that the institution has a Constitution which sets out basic requirements as the principles of access to the local resources, the membership of the institution, etc.

<sup>25</sup> By mid 2007 UNEP implemented six pilot CBNRM projects in four communities in Herat. During its Phase-III (2008-2010), UNEP plans to carry out further 10 CBNRM demonstration projects in different locations with strong links with provincial administrations, as part of its assistance to the Natural Resources Division of MoAIL.



wise analysis of those DDPs, RRA / PRA exercises, and upon close examination of site selection criteria, including:

- Expressed interest of the community for environmental / natural resources management projects, or projects with potentially significant environmental and livelihood implications, as their priority as a result of DDP;
- Natural resources characteristics of the area and possibility of inter-district initiatives;
- Project implementation resource availability from NABDP or other sources in order to ensure follow up activities after planning;
- Clear land ownership where relevant;
- Existence of CDCs and support of NSP Facilitating Partners in the choice of community project sites;
- Possibility of complementarities with other on-going projects or build upon past interventions (especially those of FAO, UNDP and UNEP) for optimising limited resources, programme continuity, synergy and sustainability;
- Possibility of long-term economic regeneration potential with environmental outcomes;
- Existence and the extent of preparedness of NEPA provincial office, DRRD and DoAIL to participate (in consideration of due capacity development activities under this programme; and
- Accessibility to site by project staff.

The target area identification process should involve all partner UN agencies, representatives of NEPA, MRRD/DRRD as well as MoAIL/DoAIL under the overall guidance of the Programme Management Committee (PMC – see below section on management arrangements). Rapid Rural Appraisal will be conducted by FAO in each identified province to determine specific communities to be targeted for rangeland management intervention, while the interest in range land management activities expressed in CDPs, PDPs and PDPs will also be considered when selecting such communities. Preference is also given to the areas where both FAO rangeland management and UNDP/MRRD rural energy interventions can take place side by side in order to augment the impacts of the community level interventions, since excessive biomass extraction from range land contributes significantly to range land degradation, and promotion of alternative energy options is considered essential to ensure successful range land management.

The potential provinces for such joint community interventions include Badakhshan, Badghis, Bamiyan and Herat, where mainstreaming in environmental awareness raising activities and sub-national planning process will also be carried out. As mentioned before, the establishment of a Small Grants Programme (SGP) is underway and a recent assessment mission from HQ, to verify the feasibility of its establishment has identified Bamiyan as the working area for SGP. In this context, the MDG programme will ensure optimise resources and result by working to the extent possible with the SGP communities in the same site once the SGP is initiated. Other potential provinces initially identified in accordance with resource availabilities for project implementation and linkage with other programmes, including but not limited to: Faryab, Takhar, and Kunduz (where there is potential for linking with NABDP community project implementation).

The specific target provinces, districts and communities for intervention will be determined within 2 months of project start-up explicitly in the detailed joint annual work plan, while areas to be covered in subsequent two years will be determined during the course of the year first year implementation.

#### 2.3.4. Implementation / Partnership Strategies

UNDP and FAO will jointly implement this Joint Programme under the Direct Implementation Modality (DIM) in close cooperation with UNEP. UNEP will not implement directly but will through the technical coordination arrangements have an advisory and coordination role,<sup>26</sup> given their on-going policy and institutional support work in the area. UNEP's involvement in this Joint Programme, as well as close coordination and partnership, will be formalised by having UNEP's participation and oversight in the Programme Management Committee (PMC) and Technical Working Group (TWG) (see

<sup>26</sup> UNEP participates in GAIN, another UN Joint Programme on environment in Afghanistan, in the same manner. i.e. it does not receive any funding and does not directly implement activities under GAIN but participates in the Technical Working Group and Steering Committee to oversee, coordinate and provide technical advice. UNEP in Afghanistan operates as a programme with given work plan and budget, and does not seek further funding or additional activities during its programme period. However it plays an important coordination and advisory role in the environment sector in the country, and the current JP tries to harmonise its activities with those of UNEP to the maximum extent possible.

below on management arrangements). This close coordination and collaboration will leverage organisational competencies and build on each other's on-going programmatic work.

As discussed above, UNDP has considerable experience in supporting national development planning and decentralisation processes coupled with major capacity building interventions. Through the flagship programme such as NABDP, it has nationwide footprint supporting district planning and community-level projects. Therefore UNDP will take the lead in mainstreaming environmental issues at the national and sub-national level while also working on improving local management of environmental resources. UNDP thus will work closely with the NEPA on strengthening of institutional capacity and coordination for national level environmental mainstreaming, and with MRRD for sub-national planning and capacity development, including for implementation of natural resources related community projects, primarily rural energy.

Similarly, FAO has substantial experience on CBNRM regimes and piloting demonstration sites along with an already established close partnership with MoAIL which will remain as the main counterpart of FAO. It will therefore ensure close planning and coordination with MoAIL in project activities and delivery and at local levels with DoAIL. It will also ensure close collaboration with UNEP in the legislative support to MoAIL on rangeland aspects along with institutional support for MoAIL to translate its Master Plan as well as the ARD Sector Strategy into actual implementation.

Pilot activities will be executed by local government departments, NGOs and community groups as implementation partners. Where community capacity exists, community specific activities will be directly implemented by community groups or through subcontracting partners with clear community capacity building as a core item of delivery. Wherever possible, use of and/or linkage with the expertise of NSP social workers, who have been operating based in communities across the country, will be pursued. Gender dimensions will be addressed through specific process such as the inclusion of women community groups, female membership in CBNRM activities as well as including project which directly benefit women groups. Specialised international and national expertise will be provided for some specific activities to provide technical advice for policy and capacity building along with effective planning and monitoring at local levels.

The detailed implementation plan and joint annual work plans of the Joint Programme will be developed upon the start-up of the programme, with UNDP and FAO as main implementing agents being directly responsible for achieving agreed upon relevant outcomes and outputs. The annual and quarterly work plans including individual work plans will be developed in consultation with all programme partners – MoAIL, MRRD, NEPA, who are signatories to the programme document, along with UNEP. Especially UNDP's support activities for NEPA will be planned in such way to harmonise with activities undertaken by UNEP. Similarly the field activities including geographic location will be chosen in consultation with the main government counterparts.

#### Implementation by UNDP

UNDP will place a project team comprising two international experts (one expert in environment, institutional strengthening and capacity building to be based in NEPA, and another expert in environmental mainstreaming in planning, capacity building (including awareness raising) to be based in MRRD/NABDP) and national counterpart staff in NEPA and MRRD. (See Annex D for draft ToRs of the international experts.) While the main project office will be established within NEPA, the project team will have physical presence within MRRD and contribute significant amount of time also with MRRD to coordinate the environmental mainstreaming activities piloted within NABDP. Where appropriate and feasible, using UNDP's Mutual Support Initiative (MSI) scheme, experts from other UNDP Country Offices with relevant experience and knowledge may be engaged on a short-term basis to provide required technical input, in addition to technical expertise to be provided by the JP UN partners FAO and UNEP. As for the implementation of community-based rural energy projects, the project team will work closely with the rural energy sub-component of MRRD/NABDP, which is embedded in the Rural Livelihood and Energy Department of MRRD and equipped with appropriate technical expertise and works with provincial outreach of MRRD as well as other MRRD departments and national programmes. The international expert based in NEPA will also play the coordination role for the overall Joint Programme as well to coordinate agency activities, reporting and monitoring.

UNDP's activities will take a phased approach with the first year intended for needs assessment, developing tools and piloting environmental mainstreaming in district and provincial level planning. The second and third will pilot community-level activities and apply lessons learned and leverage

them upward to policy institutional thinking. The final year will focus on ensuring institutional ownership and exit planning. NEPA's institutional capacity building and coordination with other ministries will be carried out throughout the programme period. The environmental mainstreaming in sub-national level planning will be piloted, upon finalisation of guidelines including in the revision and updating of the DDPs as well as PDPs. Following the process of site selection, planning exercise with environmental focus (to include awareness building) will be piloted at least in two provinces and two districts in the first year, with a set of lessons learned to be earned by the end of the year 1. More provinces and districts will be covered in the following two years.

#### Implementation by FAO

The FAO staff input will include an International Expert on Range Land Management and a number of national experts including a Field Manager, a Livelihoods Officer, an M&E Officer and NRM Officers (to be based in the target provinces) (See Annex D for ToRs for international experts). The international expert will supervise the implementation of the FAO component and will ensure the quality and timely implementation of field activities, build capacity of all government and non-government partners involved and contribute to the development or improvement of relevant legal and policy frameworks. The Range Land Department of MoAIL will provide the necessary counterpart staff at national level. Government counterparts at provincial level will include staff from provincial and district offices of MoAIL (as well as MoEW).

The sequence and timing of the JP activities are reflected in the Results and Resources Framework below.

### 3. Results and Resources Framework

Outcome of Joint Programme (if different from UNDAF outcome(s), corresponding indicators, baselines, means of verification, resources, risks and assumptions)								
Outcome 1: Environmental issues mainstreamed in national and sub-national policy, planning and investment frameworks.								
Indicator: # of national / sub-national policies, plans and budget integrating environmental concerns. Baseline: Policies and plans - various in pipeline but none fully established. Budget: none.								
Indicator: % of government funding allocated to the environmental sector especially through NEPA and MoAIL. Baseline: Unknown / to be established. NEPA development budget (USD 3.5 million) granted for the year 1386 (Mar 07-Mar08) for the first time. Currently there is no budget division looking at the ANDS cross cutting issues (incl. environment) within the Ministry of Finance Budget Department, while there are divisions dedicated for each ANDS sector.								
JP Outputs (Give corresponding indicators and baselines)	SMART Outputs and Responsible Organization	Reference to Agency priority or Country Programme	Main Impl. Partner	Indicative activities for each Output	Resource allocation and indicative time frame (Rounded estimates including 7% agency overheads)			
					Y1	Y2	Y3	Total
Output 1.1: National environmental concerns reflected in the ANDS and select sectoral plans, and institutional capacity strengthened to operationalise them.  Indicator: # of national and sub-national plans integrating environmental concerns. Baseline: None.	Guideline for mainstreaming environment in sector and project planning formulated.  At least 30 officials from NEPA and line ministries (at least 4 ministries to include MoAIL, MRRD, ) sensitized on environmental mainstreaming (UNDP)	UNDP CPAP Outcome 8 / Output 8.1	NEPA	Activity 1.1.1: i. Desk review of existing references; ii. Technical consultation with NEPA, UNEP and other partners, including finalization of the list of relevant line ministries (to be selected from the CEC members) and departments; iii. Identify focal points within the target ministries / departments; iv. Organise consultation workshops with the identified ministry participants towards a needs assessment; v. Draft an environmental mainstreaming guideline/user friend tool for usage by ministries in their programme work; vi. Select target staff within the above selected ministries for training on environmental mainstreaming based on the guideline drafted; as well as training in EIA concepts (see below also); vii. Conduct sensitization workshop	144,000	118,500	0	262,500
Indicator: Environmental considerations incorporated target ministry project cycles. Baseline: None.								
Indicator: NEPA institutional development strategy in place and operational in both the centre and provinces. Baseline: No comprehensive strategy	NABDP infrastructure project guideline and to incorporate environmental considerations including EIA concepts in its project cycle	UNDP CPAP Outcome 8 / Output 8.1	MRRD	Activity 1.1.2: i. Share the draft environmental mainstreaming guideline with MRRD, and prepare guideline piloting schedule within NABDP; ii. Incorporate environmental guideline into the NABDP operational (PCM) guideline on infrastructure projects; iii. Select target departments and staff	74,500	107,500	109,000	291,000

Indicator: Relevant government departments able to formulate and implement projects incorporating considerations for environment and NRM (incl. MRRD projects with EIA, and rangeland management projects by MoAIL) including M&E. Baseline: Low thematic awareness and insufficient capacity for project formulation, implementation, M&E and resource mobilisation.	At least 50 MRRD officials sensitized on environmental considerations in RD and trained on application of EIA in community infrastructure projects.  At least 5 medium-size community projects piloted with EIA. (UNDP)	UNDP CPAP Outcome 8 / Output 8.1	NEPA	Activity 1.1.3: i. Review past capacity assessment of NEPA, if any, and on-going external support provided to NEPA (in addition to UNEP support) to identify capacity needs; ii. Conduct capacity assessment which includes self-assessment by NEPA staff and departments, sensitization workshops, review of division ToRs in light of the ANDS Environment Strategy; iii. Draft overall NEPA institutional development strategy including human resources planning for both central and provincial offices, in consultation with NEPA and UNEP; iv. Conduct a workshop to finalise strategy with all stakeholders for operationalisation and activity and resource planning; v. Support NEPA capacity building in accordance with the strategy.	74,500	107,500	109,000	291,000	(including of NABDP) for training, in centre and provinces; iv. Conduct training on environmental concepts including EIA with NEPA/UNEP technical input; v. Pilot EIA in community infrastructure procurement process of NABDP; (involving NEPA following the draft EIA administrative guidelines to the extent possible); vi. Review and revise the NABDP PCM guideline / MRRD environmental guideline based on the piloting results as required;
Indicator: Natural resources management policy framework developed (incl. range land policy). Baseline: Several in pipeline for different resources incl. rangeland. None fully established.	NEPA institutional development strategy including HRD plan formulated.  As for the provincial offices, at least in 3 provinces capacity assessment and capacity development plans formulated. (UNDP)	MoAIL Master Plan	MoAIL	Activity 1.1.4: i. Review current annual planning process related to Rangeland Management and identify the gaps and options for improvement; ii. Train the MoAIL's Range Land Department in planning implementing,	26,000	30,000	40,000	96,000	
Indicator: Relevant government departments able to formulate and implement projects incorporating considerations for environment and NRM (incl. MRRD projects with EIA, and rangeland management projects by MoAIL) including M&E. Baseline: Low thematic awareness and insufficient capacity for project formulation, implementation, M&E and resource mobilisation.	At least 50 MRRD officials sensitized on environmental considerations in RD and trained on application of EIA in community infrastructure projects.  At least 5 medium-size community projects piloted with EIA. (UNDP)	UNDP CPAP Outcome 8 / Output 8.1	NEPA	Activity 1.1.3: i. Review past capacity assessment of NEPA, if any, and on-going external support provided to NEPA (in addition to UNEP support) to identify capacity needs; ii. Conduct capacity assessment which includes self-assessment by NEPA staff and departments, sensitization workshops, review of division ToRs in light of the ANDS Environment Strategy; iii. Draft overall NEPA institutional development strategy including human resources planning for both central and provincial offices, in consultation with NEPA and UNEP; iv. Conduct a workshop to finalise strategy with all stakeholders for operationalisation and activity and resource planning; v. Support NEPA capacity building in accordance with the strategy.	74,500	107,500	109,000	291,000	(including of NABDP) for training, in centre and provinces; iv. Conduct training on environmental concepts including EIA with NEPA/UNEP technical input; v. Pilot EIA in community infrastructure procurement process of NABDP; (involving NEPA following the draft EIA administrative guidelines to the extent possible); vi. Review and revise the NABDP PCM guideline / MRRD environmental guideline based on the piloting results as required;
Indicator: Natural resources management policy framework developed (incl. range land policy). Baseline: Several in pipeline for different resources incl. rangeland. None fully established.	NEPA institutional development strategy including HRD plan formulated.  As for the provincial offices, at least in 3 provinces capacity assessment and capacity development plans formulated. (UNDP)	MoAIL Master Plan	MoAIL	Activity 1.1.4: i. Review current annual planning process related to Rangeland Management and identify the gaps and options for improvement; ii. Train the MoAIL's Range Land Department in planning implementing,	26,000	30,000	40,000	96,000	



<p>Department trained.</p> <p>At least 5 range land management proposals developed.</p> <p>MoAIL's Range Land Department participatory rangeland management monitoring tools developed (FAO)</p>			<p>and monitoring range land management activities based on (i);</p> <p>iii. Develop range land management proposals to complement government funding;</p> <p>iv. Help develop the range land related legal and policy frameworks (contribute to existing UNEP activity on environmental related laws) based on field level experience.</p> <p>Activity 1.1.5:</p> <p>i. Establish together with Range Land Department a central monitoring database to document (legal documentation, maps, management plans) participatory range land management initiatives and to monitor the improvement (or degradation) of range land condition in areas under community management;</p> <p>ii. Identify and finalize the indicators and procedures for participatory monitoring and baseline establishment, based on field piloting in 3 target provinces;</p> <p>iii. Establish networking and information sharing mechanisms for wider dissemination of (i) and (ii).</p>	180,000	0	0	180,000
<p>Subtotal 1.1</p> <p>Output 1.2:</p> <p>Environmental concerns are fully reflected in provincial and district development plans</p> <p>Indicator:</p> <p># of sub-national plans incorporating environmental concerns.</p> <p>Baseline: Over 270 DDPs and 35 PDPs without mainstreaming environmental aspects.</p>	<p>Environmental awareness advocated in target groups (DDAs, PDCs, CDCs, shuras, schools, mosques, government offices).</p> <p>25,000 copies (2 types) of awareness materials produced and disseminated (in local language)</p> <p>Local media contracted for environmental outreach.</p> <p>(UNDP, in close collaboration with</p>	NEPA	<p>Activity 1.2.1:</p> <p>i. Design and agree on the content of environmental awareness materials and media programmes in consultation with the programme partners (NEPA, UNEP, MoAIL, FAO, MRRD);</p> <p>ii. Produce and disseminate the awareness materials in the target entities (DDAs, PDCs, local government offices) and communities in the same districts/provinces identified for Activity 1.2.1;</p> <p>iii. Identify and contract appropriate local media to disseminate environmental information (including NSP community radio network).</p>	499,000	363,500	258,000	1,120,500
	UNDP CPAP Outcome 8 / Output 8.1			82,000	188,000	58,500	328,500





Outcome of Joint Programme (if different from UNDAF outcome(s), corresponding indicators, baselines, means of verification, resources, risks and assumptions								
Outcome 2: Local management of environment and natural resources improved and services delivery enhanced								
Indicator: # of sustainable community-based environment and natural resources initiatives. Baseline: No data.								
Indicator: Improved capacity of the government, communities, local entrepreneurs to plan, manage and execute environment and natural resources projects. Baseline: Low level of awareness and use of sustainable natural resources practices (including rangeland management and rural energy).								
JP Outputs (Give corresponding indicators and baselines)	SMART Outputs and Responsible UN Organization	Reference to Agency priority or Country Programme	Main Impl. Partner	Indicative activities for each Output	Y1	Y2	Y3	Total
Output 2.1: Communities are able to develop and implement projects for sustainable use of natural resources and livelihoods (to include rural energy systems).	Resource data collected and M&E plans established in selected communities.  At least 10 communities trained on resource mapping, data collection, monitoring, environmental mitigation.  At least one community-based rural energy piloted per selected district. (UNDP)	UNDP CPAP Outcome 8 / Output 8.1	MRRD	Activity 2.1.1: i. Within the DDAs where environmental mainstreaming of DDPs have been carried out as above, identify communities for piloting CBNRM projects (primarily rural energy); ii. Conduct detailed resource mapping (with gender considerations where appropriate) and data collection with participation of communities, following appropriate training; iii. In collaboration with FAO/MoAIL, prepare implementation and M&E plan for the identified CBNRM projects; iv. Carry out the pilot projects (primarily rural energy projects to complement FAO range land management)	0	183,500	185,000	368,500
Indicator: # of CBNRM initiatives. Baseline: Unknown at supra-village level. Six piloted by UNEP in Herat, at the village level.								
Indicator: # of livelihood projects with focus on sustainable use of NR. (to include rural energy) Baseline: Over 1,000 rural energy projects initiated in the country, but very few linking up with livelihood improvement, economic regeneration or environmental improvement.								
Indicator: # of community-based NRM plans including range land. Baseline: Unknown.	Communities selected and range land management plans developed, implemented and	MoAIL Master Plan	MoAIL	Activity 2.1.2 i. Conduct RRA focusing on NR (range land and water) utilization in all accessible districts (3 provinces) ii. Select target communities based on RRA	30,000	0	0	30,000

monitored (FAO)		results and NRM priorities identified during local planning processes (CDC, district and provincial levels), in consultation with UNDP/MRRD and UNEP				
		Activity 2.1.3: i. Conduct PRA covering Range Land utilization and user rights, resource systems in selected target communities (in preparation of range land management and integrated livelihoods improvement activities. ii. Finalise the indicators to monitor and evaluate the NRM activities. iii. Based on the PRA exercise, set initial baseline data for future evaluation	125,000	0	0	125,000
		Activity 2.1.4: i. Facilitate the establishment of local Range Land Management Committees (to be termed as "Community Range Land Associations" under the draft Range Land Law, which may be established within CDCs); ii. Develop of range land management plans including resource mapping, protection, regulations, conflict resolution mechanisms, range land improvement measures and participatory monitoring systems	180,000	70,000	0	250,000
		Activity 2.1.5: i. Support local communities implementation of the rangeland management plan prepared above ii. Conduct Community Based Participatory M&E to evaluate the intervention	0	340,000	310,000	650,000



Minimum of 30 integrated livelihoods improvement plans developed and implemented in support of the community based range land management activities. (Development and Implementation of plans through range land management committees and CDCs). (FAO)	MoAIL Master Plan	MoAIL	Activity 2.1.6: i. Review the existing livelihood options within the communities; ii. In collaboration with MRRD/UNDP, identify areas of intervention focusing on environmental and social sustainability; iii. In collaboration with MRRD/UNDP, plan integrated livelihoods improvement activities through community based approaches	60,000	0	0	0	60,000
			Activity 2.1.7: i. In collaboration with MRRD/UNDP, implement integrated livelihoods improvement plans in support of range land management activities ii. Together with MRRD/UNDP, conduct participatory M&E of the livelihood improvement activities implemented in (i)	170,000	330,000	310,000	810,000	
			Activity 2.1.8: i. Identify potential irrigation/water harvesting structures based on PRA for intervention; ii. Select the appropriate projects based on technical need and local priorities; iii. Finalize detail design and cost estimate after technical and social survey; iv. Implement construction through community mobilization	0	130,000	120,000	250,000	
Subtotal 2.1			Activity 2.2.1: i. Desk review of existing CBNRM training manuals and references; ii. Conduct technical consultation with FAO, UNEP and other partners who have carried out CBNRM in the country; iii. Draft CBNRM training manual / facilitation tool including resource mapping, data collection, M&E and environmental impact mitigation measures; iv. Select target staff for training in MRRD at central and provincial levels; v. Conduct training sessions in collaboration with FAO, MoAIL and UNEP vi. Review the CBNRM facilitation tool based	565,000 75,500	1,053,500 108,500	925,000 110,500	2,543,500 294,500	
JP Output 2.2: Institutional knowledge management improved in relation with community based field interventions  Indicator: CBNRM facilitation tools available and relevant government staff and local stakeholders trained.	Training manual / facilitation tools on CBNRM produced and 50 relevant MRRD (and MoAIL) staff trained. (UNDP)	UNDP CPAP Outcome 8 / Output 8.1						

Baseline: No CBNRM facilitation tools available. Insufficient knowledge, capacity and experience within relevant government departments for community-based livelihood activities through use and management of natural resources.	Minimum of 30 provincial and district MoAIL (and MRRD) staff, 15 NGO staff and 30 community (including DDA and CDC) members trained. (FAO)	MoAIL Master Plan	MoAIL	on pilot outcomes (under Output 2.1) as required.	28,000	0	0	28,000
				Activity 2.2.2: Training on Participatory Rural Appraisal, Participatory Monitoring and CBNRM (initial technical training needed for the implementation of range land management activities by government, non-government and community partners)	15,000	6,000	0	21,000
				Activity 2.2.3: In country study tours for field level government, non-government and community partners directly involved in range land management activities.				
Subtotal 2.2					118,500	114,500	110,500	343,500
Yearly total Outcome 2					683,500	1,168,000	1,035,500	2,887,000
Grand total					1,430,000	1,967,500	1,603,000	5,000,500

Grand total includes 7% agency overhead calculated with "off-the-top" method: USD 350,000 (USD 175,000 each for UNDP and FAO). This is 7% of the programmable amount for each agency, and the total overhead of each agency is 3.5% of the entire programme budget.

### 3.1. Annual review

Implementing partners and participating UN agencies will conduct joint annual planning and review meetings for all activities included in the Joint Programme Results Framework, Monitoring and Evaluation plan and work plans. This will include an assessment of the risks and assumptions to determine whether they are still relevant, and whether mitigation measures are sufficient. Each consecutive year the new annual Joint Programme Work Plan and Budget will be produced with the necessary adjustments made based on the lessons learned from a review of the risks and assumptions and implementation progress achieved. The Annual Work Plans should be approved in writing by the Programme Management Committee (PMC). Any substantive change in the Joint Programme scope will require a revision of the Joint Programme document, with due signatures by all parties. Each participating UN agency will prepare, in collaboration with its respective implementing partner(s), an agency specific work plan to be submitted (as a subsection of the overall Joint Programme Annual Work Plan and which will be approved by the PMC during the annual review.

The annual review will take place no later than 2 weeks after the finalisation of the Joint Annual M&E report and the Joint Annual Progress report. The annual review of Year 2 will include relevant recommendations of the Joint Programme mid-term evaluation (intended to be conducted within the second year of programme implementation).

For the joint Annual Work Plan and budget (Year 1), refer to Annex A.

## 4. Management and coordination arrangements

The management structure of this Joint Programme will follow the Operational Guidance Note of MDG-F. Accordingly, at the central/national level, the National Steering Committee (NSC) comprising of the UN Resident Coordinator<sup>27</sup>, Spanish Embassy and a senior government representative will be formulated to oversee all MDG-F funded Joint Programmes in the country. The NSC will meet ideally twice a year (and at least once a year at a minimum).

In accordance with the MDG-F Operational Guidance Note, the responsibilities of the NSC will include:

- a. Reviewing and adopting the Terms of Reference and Rules of Procedures of the NSC and/or modify them, as necessary (Generic Terms of Reference can be found on the MDTF website)
- b. Approving the Joint Programme Document before submission to the Fund Steering Committee. Minutes of meeting to be sent to MDG-F Secretariat with final programme submission.
- c. Approving the strategic direction for the implementation of the Joint Programme within the operational framework authorized by the MDG-F Steering Committee.
- d. aligning MDG-F funded activities with the UN Strategic Framework or UNDAF approved strategic priorities;
- e. Approving the documented arrangements for management and coordination
- f. establishing programme baselines to enable sound monitoring and evaluation
- g. Approving the annual work plans and budgets as well as making necessary adjustments to attain the anticipated outcomes.
- h. Reviewing the Consolidated Joint Programme Report from the Administrative Agent and provide strategic comments and decisions and communicate this to the Participating UN Organizations.
- i. Suggesting corrective action to emerging strategic and implementation problems.
- j. Creating synergies and seeking agreement on similar programmes and projects by other donors.
- k. Approving the communication and public information plans prepared by the Programme Management Committees (below).

<sup>27</sup> As of October 2007, the Deputy Senior Representative of Secretary General (DSRSG), Humanitarian Coordinator of the UN Assistance Mission for Afghanistan (UNAMA), is acting as UN Resident Coordinator / Resident Representative in Afghanistan.

As for the management of the individual Joint Programme a Programme Management Committee (PMC) comprising of heads of the partner UN agencies (UNDP, FAO, and UNEP), senior representatives of concerned ministries and departments (MoAIL, MRRD and NEPA) and Spanish Embassy,<sup>26</sup> will provide strategic oversight and policy advice to the Programme, approve work plans and assess progress, and ensure overall programme coordination (equivalent to UNDP's Project Board). The PMC will normally meet quarterly, but may have to meet more often depending on the need to address issues related directly to management and implementation of the programme.

The specific responsibilities of the PMC will include:

- a. ensuring operational coordination
- b. managing programme resources to achieve the outcomes and output defined in the programme;
- c. establishing adequate reporting mechanisms in the programme;
- d. integrating work plans, budgets, reports and other programme related documents; and ensures that budget overlaps or gaps are addressed;
- e. providing technical and substantive leadership regarding the activities envisaged in the Annual Work Plan;
- f. agreeing on re-allocations and budget revisions and make recommendations to the NSC as appropriate;
- g. addressing management and implementation problems;
- h. identifying emerging lessons learned; and
- i. establishing communication and public information plans.

The PMC will be chaired by the RC or his/her designate. As per the MDG-F requirement, it is RC's responsibility to facilitate collaboration between Participating UN Organisations to ensure that the programme is on track and that promised results are being delivered.

For ensuring regular coordination and management at the working and field level, a Joint Technical Working Group (TWG) comprising of technical representatives of UNDP, FAO, UNEP and concerned ministries will meet on a monthly basis. The TWG will ensure joint planning, reporting and monitoring of progress and will report to the PMC. It will meet once a month and will undertake the following task:

- a. Review the progress as reported by the Project implementation unit (PIU) including review of the minutes of the meeting of the PIU;
- b. provide advise and guidance to PIU on implementation issues as well as ensuring appropriate coordination and synergy between the components and the agency activities;
- c. report quarterly and annual progress (UNDP and FAO) to PMC; and
- d. undertake monitoring visits as required.

At the implementation levels, the FAO and UNDP project teams will comprise of two teams, teams geographically housed within MRRD, NEPA and MAIL. While each team is responsible for their specific components, to ensure programmatic integration during the course of planning and implementation, the project teams (PT) will meeting every 2 weeks to ensure good coordination, synergy, joint implementation culture of activities with regard to capacity building, training, awareness raising and pilot sites. In this regard, they will report on progress to TWG every month, and highlight issues that need to be resolved for decision and guidance.

To influence policy decision and inter-sectoral coordination, the results of the Programme will be advocated through the newly establish Inter-ministerial Committee for Environmental Coordination along with the inter-ministerial working group on agro-ecology.

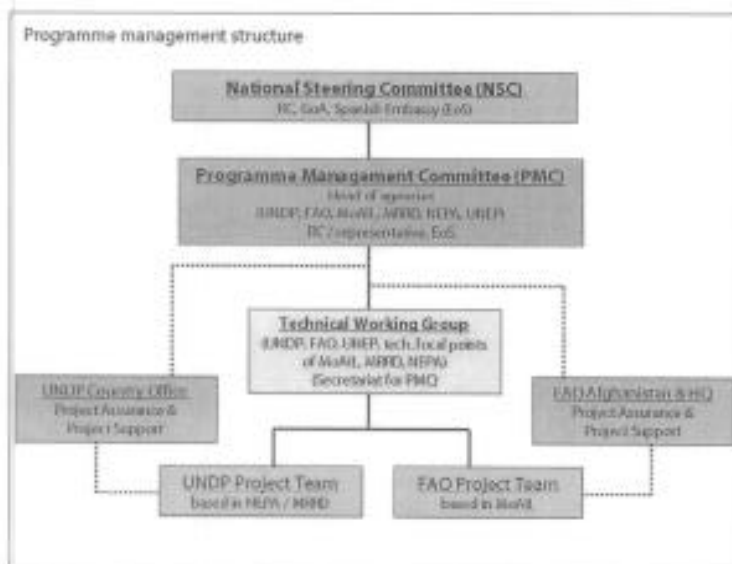
At the local level, UNDP Afghanistan assumes the coordination role under the guidance of the Resident Coordinator and will also ensure submission of joint quarterly reports to the MDTF office. The institutional arrangements and management plan (i.e. TWG meetings, PIT, and common work

<sup>26</sup> Upon consent of the Spanish Embassy, Kabul

plans etc.) ensure that the activities and outcomes are well synergised and coordinated despite implementation of various components by each agency. While each agency is responsible to follow its own procedures for procurement and contracts in line with the budget, overall oversight of the Joint Programme rests with the NSC.

Day-to-day project management tasks will be entrusted to respective project teams under agencies. Project teams will implement the Programme according to UNDP and FAO project management rules and guidelines taking into account various rules and regulations and standard agreements signed between UNDP and FAO, or between AA and each participating organisation.

The international expert recruited for this Joint Programme by UNDP will play the coordination role among the partner agencies for planning, reporting, and monitoring including the secretarial role for PMC. UNDP Country Office will provide project assurance support for the UNDP component implementation as well as for the overall programme coordination.



## 5. Fund management arrangements

At the global level, Multi-Donor Trust Fund (MDTF) Office of UNDP HQ assumes the role of Administrative Agent (AA) of this Joint Programme, which will manage the programme fund through the “pass through” modality. The procedural details, including auditing and accountability for resources, are as determined by the Operational Guidelines of the pass through fund management modality, Memorandum of Understanding signed between AA and the participating UN organisations, as well as outlined in the attached MDG-F Framework Document.

Any fund transfer is subject to submission of an approved AWP and budget to AA. The fund transfer timing and conditions are as determined in the Operational Guidance Note of MDG-F. That is, the AA will transfer the funds in annual instalments to the Headquarters of respective Participating UN Organisations. Subsequent instalments will be released in accordance with a new AWP approved by the NSC. The release of funds is subject to meeting a minimum overall commitment threshold of 70% of the previous fund release to the Participating UN Organisations. If the 70% commitment threshold is not met for the programme as a whole, funds will not be released to any organisation, regardless of the individual organisation’s performance.

On the other hand, the following year’s advance can be requested at any point after the combined disbursement against the current advance has exceeded 70% and the work plan requirements have been met. If the overall commitment of the programme reaches 70% before the end of the twelve-month period, the participating UN organisations may upon endorsement by the NSC request the MDTF to release the next instalment ahead of schedule. The RC will make the request to the AA on NSC’s behalf.



In accordance with the MDG-F Operational Guidance Note, indirect costs charged by the Participating UN Organisations will not exceed 7% of their respective programme expenditure. Under the current Joint Programme, this 7% is calculated using "off-the-top" method<sup>29</sup> in accordance with UNDP's General Management Service (GMS) cost calculation method.

Each participating and implementing UN organisation will account for the funds distributed by the AA in respect of its components in the Joint Programme in accordance with its Financial Rules and Regulations.

## 6. Feasibility, risk management and sustainability of results

### Challenges and risks

The following is an overview of main risks, assumptions and potential mitigation measures:

Risks and assumptions	Possible mitigation measures
Security	Security risks will be mitigated by promoting implementation modality which builds on the existing interventions and incorporating security concerns in the selection criteria of pilot project sites. For field activities efforts will be made to minimise the security risks by building upon and linking with the existing interventions and incorporating security concerns in selection criteria of pilot project sites. Programme experiences in Afghanistan have indicated that it is possible to work even in insecure areas so long as the communities themselves are involved in the direct selection and implementation of activities. The community level activities where relevant will directly be implemented by communities and local service providers. Furthermore, the district-level environmental mainstreaming activities of UNDP also will comply with the security and safety guidelines in the Operational Guidelines for MRRD Community Empowerment Process. <sup>30</sup>
Capacity and political commitment of government counterparts, including unclear ministerial mandates	Institutional and capacity building and increased government ownership, as well as close consultation with / among the government counterparts and other concerned stakeholders, will be the key features of this Joint Programme, and this will help circumvent potential risks and ensure sustainability of programme impacts. The continued application of lessons learned and awareness raising will also ensure the sectoral issues remain high on the development agenda.
Land tenure conflict	Conflicts related to traditional land tenure or ownership is common in Afghanistan. The implementation of participatory range land management will help reduce conflict through inter-community negotiation and demarcation of community range land areas. Promoting community custodianship of range lands, allowing access by secondary users, should clarify responsibilities and rights and should lead to reduced conflict in traditionally common access resources such as range lands.
Climatic conditions	Afghanistan has varied climatic conditions and some of the CBNRM pilot project sites may not be accessible during severe winter (e.g. in Bamiyan field activities are not possible for almost five months in winter). Therefore, depending on the timing of project commencement and given this seasonality dimension, there may be delays in certain pilot community projects with respect to those which are implemented in more climatically favourable places.

<sup>29</sup> The formula is "[programmable amount] + 93 x 7"

<sup>30</sup> "Staff and participants' safety and security are equally important and must be ensured at all times during the activity. Among the major threats to security expressed by the participants [...] include suicide attack to civilian populations, roadside IED, and threats to communities from being associated with international assistance. Where it is not possible to conduct meetings *in situ*, an alternative, safer location should be identified where activities are carried out. While this mechanism likely reduces direct participation of communities, it also allows participants to focus their attention to the activities on hand. As part of the preliminary activities facilitators must seek advice from authorities or other agencies on the security status of the focus district prior to field team deployment. The provincial governor or commander, Provincial Rural Rehabilitation Director, and the Regional Coordinator must confirm the insecure status of the district and that *in situ* activities are not possible."

## Sustainability of results

The Joint Programme will promote a mutually beneficial link between the NRM management activities for a sectoral approach implemented by the MoAIL and environmental mainstreaming in the decentralised planning and development approach of MRRD, with close involvement and oversight of NEPA. This should lead to a better integration of rural development activities with due environmental concerns, whereby the utilisation of scarce government and donor resources can be optimised.

An established legal and policy framework will provide legal recognition of the pilot NRM activities as well as a basis for environmental awareness building and planning, and will allow their further expansion through improved institutional capacity and established service delivery systems. The incorporation of field level feedback into legal and policy frameworks will facilitate their national level implementation and the overall sustainability of NRM activities.

Following enhanced capacities will contribute to the sustainability of the Joint Programme results:

- Institutional capacity for addressing and mainstreaming environmental and NRM issues to include policy, planning and budgeting at the national and decentralised levels;
- Communities, government agencies and NGOs' capacity to prioritise, formulate and implement community-based natural resources management interventions;
- Increased awareness on environment and natural resource management issues.

In order to ensure that the results are achieved as planned and are sustainable the following measures will be employed:

- Ensuring government and community ownership of the programme, sectoral and departmental participation in project planning, implementation and monitoring through the TWG and PMC;
- Use of and linkage with existing systems as a vehicle for community project delivery, for continuation and reinforcement of consolidated, systematised and therefore sustainable community activities;
- Dissemination through appropriate media tools of lessons learned and to raise awareness.

It is expected that by the end of the programme duration, the government counterparts (ministries / agencies / departments) will have greater capacity, funding and tools to apply the programme results.

## 7. Accountability, monitoring, evaluation and reporting

### Accountability

Decisions by the NSC and PMC will be shared with all stakeholders in order to ensure the full coordination and coherence of MDG-F efforts. In line with the UN's commitment towards public disclosure of its operational activities, summaries of project information, periodic progress reports and monthly updates on project commitments and disbursements, procurement requests and contract awards will be made publicly available. UNDP and FAO will publish expressions of interest, requests for proposals and invitations to bid on public web sites.

Activities carried out by the UN Agencies shall be subject to internal and external audit as articulated in their applicable Financial Rules and Regulations. In addition, the NSC will consult with the UN Agencies on any additional specific audits or reviews that may be required, subject to the respective Financial Regulations and Rules of the UN Agencies. Participating Organisations will provide a summary of their internal audit key findings and recommendations for consolidation by the AA and submission to the NSC.

## Evaluation

The project will undergo a mid term review and final evaluation. The mid-term review will be organised by the MDG-F Secretariat. A final evaluation will externally led, to ensure an impartial assessment and will be held at the end of implementation. The final evaluation ToR will be jointly developed by FAO and UNDP in consultation with UNEP, NEPA, MoAIL and MRRD, and approved by the PMC. The selection of consultants will be jointly accomplished by FAO and UNDP.

## Reporting

UNDP Multi-Donor Trust Fund (MDTF) Office, in the capacity of an AA, will be responsible for reporting to the MDG-F Secretariat on behalf of the participating UN organisations, UNDP and FAO. The minimum joint reporting requirements from the Participating UN Organisations to the AA, as per the MDG-F Framework Document, are as follows:

- Narrative progress reports for each six-month period to be provided no later than one month after the end of the applicable reporting period;
- Financial reports as of 31 December each year and every six months thereafter with respect to the funds disbursed from the MDG-F to be provided no later than three months after the end of the applicable reporting period;
- A final narrative report and financial report after the completion of all programme activities financed by the MDG-F to be provided no later than three months following the financial closing of the programme activities; and
- A final certified financial statement to be provided no later than 30 June of the year following the financial closing of the programme activities.

Additionally, in accordance with the reporting requirements of UNDP, quarterly results-based progress reports, as well as financial reports, and annual reports will be produced for the UNDP component.

As per internal reporting requirements, FAO will also produce an inception report, six-months and annual progress reports and a terminal report covering FAO activities. These progress reports will be complemented by Quarterly Project Implementation Reports or the Quarterly M&E reports which will be mentioned in a Joint Programme M&E plan.

UNDP will coordinate initial compilation of the joint Annual Progress Reports and Final Report in line with the format of the Joint Programme reporting at the country level. These reports will be a consolidation of agency specific progress and annual reports. Corresponding report formats, based on the Results Framework and the Programme Monitoring Frameworks, will be jointly developed by UNDP and FAO. UNDP will disseminate those reports to the PMC, AA, UN counterparts and government counterparts. The AA will consolidate the reports by the Joint Programme and present them to the NSC.

## Monitoring

Monitoring will be at several levels in the form of: (a) joint monitoring to include central and sub-national government counterparts; and (b) agency specific monitoring. In this regard a Joint Programme M&E plan will be developed in line with the Joint Programme Annual Work Plan (AWP). Critical indicators, mentioned in the Joint Project Monitoring Framework, will enable tracking of progress and will measure empowerment and project impact on women and vulnerable groups. M&E will also evaluate and ensure synergy and collaboration between the various components mentioned in the Programme Results Framework and Monitoring Framework. Specifically, the monitoring and evaluation plan will also include agency performance, progress of activities and associated indicators, and financial reporting. The monitoring system will feed into the formulation of quarterly reports as well as quarterly/annual planning and project management inputs by UNDP and FAO.

## 7.1. Programme Monitoring Framework (PMF)

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification*	Collection methods (with indicative time frame & frequency)	Responsibilities**	Risks & assumptions
<b>Outcome 1: Mainstreaming environmental issues in national and sub-national policy, planning and investment frameworks</b>					
<b>Output 1.1: National environmental concerns reflected in the ANDS and select sectoral plans, and institutional capacity strengthened to operationalise them.</b>	Environmental mainstreaming guideline (which includes gender considerations)  Baseline: 0 Target (end of Year 1): Drafted  Number of government officials trained / sensitised on environmental mainstreaming and environmental concepts and applying the knowledge and skills within their ministries / departments (target to include NEPA and at least 4 ministries including MRRD and MoAIL) including female participants  Baseline: 0 Target (end of Year 2): At least 30	Draft guideline; workshop reports  Training reports and certificates; follow up survey / monitoring reports	To be recorded by the project team; approved final version from NEPA  To be recorded and maintained by the project team, to be collected / verified at the end of each year Monitoring missions	UNDP / NEPA / MRRD  UNDP / NEPA / MRRD  UNDP / NEPA / MRRD	Political commitment of counterpart ministries / government bodies  Political commitment of counterpart ministries / government bodies Turnover of trained officials  Turnover of trained officials
	Number of MRRD officials understanding and applying the environmental concepts including EIA  Baseline: 0 Target (end of Year 2): At least 50  Number of rural infrastructure projects of MRRD which underwent EIA  Baseline: 0	Training reports and certificates; follow-up survey / monitoring reports Project/EIA reports; mission reports	To be recorded and maintained by the project team, to be collected / verified at the end of each year Monitoring missions  From NABDP, To be recorded constantly by the project team, and to be collected / verified at the end of each year; monitoring missions	UNDP / NEPA / MRRD  UNDP/MRRD	

	Target (end of project): At least 5 NEPA institutional development strategy developed (which is gender sensitive)  Baseline: 0 Target (end of project): Strategy formulated and further capacity building activities initiated	Project reports; workshop reports; draft strategy	To be recorded and maintained by the project team, to be collected / verified at the end of each year	UNDP / NEPA	Turnover of trained officials
	Number of range land management proposals developed by MoAIL RLD and funded (to also include those which benefit females)  Baseline: 0 or few Targets (end of project): At least 5	Concept notes, drafts, final proposals	Available from MoAIL RLD	FAO/MoAIL	
	Number of officials applying the knowledge and skills in planning implementing, and monitoring range land management activities  Baseline: 0 of few Targets (end of year 2): At least 10	Training reports; follow-up survey / monitoring reports	To be maintained by the project team and MoAIL RLD	FAO/MoAIL	Turn over of trained officials
	Range Land monitoring tools developed (which is gender sensitive)  Baseline: 0 Targets (end of year 1): Tools in place	Monitoring database	Initial measurement of indicators will form baseline (year one) updates for impact measurements in year 2 and 3	FAO/MoAIL	
	Number of environmental awareness materials produced in local language  Baseline: Unknown (various)	Designs and materials produced	Record of distribution to be maintained constantly by the project team	UNDP/MRRD	
Output 1.2: Environmental concerns are fully reflected in provincial and district development plans					



	Target (end of projects): 25,000 copies (2 types) produced and disseminated					
	Number of awareness / environmental mainstreaming workshops / training conducted under the supervision of NEPA to include female participants and which also address women's role in environment protection / management	Workshop / training reports; mission reports	To be recorded constantly by the project team, to be collected / verified at the end of each year; monitoring missions	UNDP/NEPA		
	Baseline: Unknown Target (end of project): At least 30					
	Number of provincial / district development plans which address environmental issues including rangeland and NRM issues.	PDPs and mission reports; project reports	To be recorded constantly by the project team; from NABDP, to be collected at the end of each year; monitoring missions	UNDP/MRRD		Commitment of the target provinces and districts (including participation of relevant line ministry representatives)
	Baseline: 0 Target (end of project): At least 10 DDPs (or PDPs)					Security
Outcome 2: Improving local management of environmental resources and services delivery						
Output 2.1: Communities are able to develop and implement projects for sustainable use of natural resources and livelihoods (to include rural energy systems).	Number of communities participated (including female members) in training and applying the skills in resource mapping, data collection, monitoring, and environmental mitigation.	Training reports; project reports; mission reports	To be recorded / collected by the project team and NABDP constantly; monitoring missions	UNDP/MRRD/NEPA /MoAIL		
	Baseline: 6 villages by UNEP (with MoAIL), but 0 at supra-village level by MRRD Target (end of project): 10					

	Number of community-based projects (rural energy) implemented which also benefit women groups  Baseline: Over 1,000 rural energy interventions in the country, but mostly focusing on electricity provision and very few with livelihood opportunities, environmental concerns and community mobilisation. Target (end of project): At least one in each selected district	Project reports; mission reports	To be recorded / collected by the project team and NABDP constantly; monitoring missions	UNDP/MRRD/NEPA /MoAIL	Security
	Number of Community based range land management committees established with recognized user rights  Baseline: 27 (SALEH, Bamiyan, Target (end of year 2): 30	Official documents signed by provincial government and MoAIL	Official documents centralised at Range Land Department by the end of year 2	FAO/MoAIL	Security issues may hamper the delivery of key programmes and services to target groups and areas  Political and traditional views on the use and management of rare and valuable resources is harmonious  Lack of administrative capacity to implement appropriate resource management policy
	Number of community based range land management plans (which include gender considerations) developed and implemented  Baseline: none Targets (end of project): 30	Range Land Management Plans	Documents centralised at Range Land Department during year 2-3	FAO/MoAIL	

JP Output 2.2: Institutional knowledge management improved in relation with community based field interventions	Improvement of range land condition in pilot sites (soil degradation, rate of firewood extraction, etc.)  Baseline: to be established through PRAs (1 <sup>st</sup> year) Target (end of project): significant improvement of range land condition, sustainable exploitation of NR. Confirmed by target communities	Participatory monitoring reports against PRA baseline	From project documentation and databases by the end of year 1	FAO/MoAIL	
	Supportive livelihoods development plans developed and implemented  Baseline: none Targets (end of project): 30	Livelihood development plans; field reports; meeting reports	To be maintained by the project team; official documentation available from MoAIL and MRRD	FAO/MoAIL/UNDP/ MRRD	
	Livelihood conditions of participating communities including income level, socio- economic opportunities.  Baseline: to be established through PRAs Targets (end of project): Significant improvement confirmed by communities.	Participatory monitoring reports against PRA baseline.	Project documentation and databases by the end of year 3	FAO/MoAIL/UNDP/ MRRD	
	CBNRM facilitation tool for MRRD  Baseline: 0 Target (by end year 1): in place	Facilitation tool	To be produced by the project team	UNDP/MRRD/NEPA /FAO/MoAIL	
	Number of MRRD staff applying the knowledge and skills in CBNRM	Workshop / training reports; follow-up	To be produced by the project team	UNDP/MRRD/NEPA /FAO/MoAIL	
					Turn over of trained officials

	<p>Baseline: 0 Target (end of project): 50</p> <p>Number of MoAIL staff (national, provincial and district levels), NGO staff and community members (including DDA, CDC) trained and applying the skills in PRA, Participatory Monitoring and CBNRM</p> <p>Baseline: none Target (end of year 1): 30 MoAIL staff, 15 INGO staff and 30 community members</p>	<p>survey / monitoring reports</p> <p>Training reports and certificates; follow-up survey / monitoring reports; study tour reports</p>	<p>Project reports produced by the end of year 1</p> <p>Project reports year 1 and 2</p>	<p>FAO/MoAIL</p>	<p>Turn over of trained officials</p>
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\*Mid-term and/or final evaluation reports will constitute additional means of verification.

\*\* Does not include UNEP which will give overall advice and technical support.

## **8. Ex ante assessment of cross-cutting issues**

Gender dimensions will be addressed through specific process such as female participation, women committee groups and women membership in CBNRM activities. Also the sub-national planning process will be guided by the Operational Guidelines of MRRD, to address gender dimension of the planning exercises.

## **9. Legal context**

This document shall be the instrument referred to as such in a) the Standard Technical Assistance Agreement, 1956 (for UNDP and FAO) and b) Country Programme Action Plan (CPAP) 2006-2008 (currently being revised and to be extended to 2009) signed between UNDP and the Government of Afghanistan. The host country implementing agency shall, for the purposes of the Standard Technical Assistance Agreement, refer to the Government co-operating agency described in the Agreement.



# Annex A: WORK PLAN

## For MDGF1713-E-11a-AFG "Strengthened Approach for the Integration of Sustainable Environmental Management in Afghanistan" Period: August – December 2008

Annual targets	Activities	TIME FRAME				UN AGENCY	RESPON-SIBLE PARTY	PLANNED BUDGET		
		1 year						Source of Funds	Budget Description	Amount
		Q1	Q2	Q3	Q4					
JP Output 1.1: National environmental concerns reflected in the ANDS and selected sectoral plans, and institutional capacity strengthened to operationalise them.										
Annual targets:  UNDP: Environmental mainstreaming guideline drafted; NABDP infrastructure operational guideline revised; NEPA capacity assessment initiated  FAO: Training needs identified and training initiated, the range land monitoring tools designed	Activity 1.1.1 i. Desk review of existing references; ii. Technical consultation with NEPA, UNEP and other partners, including finalization of the list of relevant line ministries (to be selected from the CEC members) and departments; iii. Identify focal points within the target ministries / departments; iv. Organise consultation workshops with the identified ministry participants towards a needs assessment; v. Draft an environmental mainstreaming guideline/user friend tool for usage by ministries in their programme work  Activity 1.1.2: i. Share the draft environmental mainstreaming guideline with MRRD, and prepare guideline piloting schedule within NABDP; ii. Incorporate environmental guideline into the NABDP operational (PCM) guideline on infrastructure projects					UNDP	NEPA	MDG-F	Training of counterparts	6,000
									Contracts	10,000
									Personnel	87,286
									Supplies, commodities, equipment and transport	24,115
									Travel	2,229
									Miscellaneous	4,340
									F&A*	10,084
	Activity 1.1.3: i. Review past capacity assessment of NEPA, if any, and on-going external support provided to NEPA (in addition to UNEP support) to identify capacity needs; ii. Conduct capacity assessment which includes self-assessment by NEPA staff and departments, sensitization workshops, review of division ToRs in light of the ANDS Environment Strategy;					UNDP	NEPA	MDG-F	Training of counterparts	4,000
								Contracts	5,000	
								Travel	8,969	
								Personnel	23,986	
								Supplies, commodities, equipment and transport	24,115	
								Miscellaneous	3,200	
								F&A	5,214	



JP Output 2.1: Communities are able to develop and implement projects for sustainable use of natural resources and livelihoods									
Annual targets:	Activity 2.1.1: (No activity planned for Year 1)				UNDP	MRRD	MDG-F		
UNDP-Nil  FAO: RRA/PRA conducted and target communities selected. Formulation of the rangeland management plan initiated in at least one province. Livelihood improvement plans developed and implementation of relevant projects initiated in at least one province.	Activity 2.1.2 i. Conduct RRA focusing on NR (range land and water) utilization in all accessible districts (3 provinces) ii. Select target communities based on RRA results and NRM priorities identified during local planning processes (CDC, district and provincial levels), in consultation with UNDP/MRRD and UNEP				FAO	MoAIL	MDG-F	Travel	6,600
								Personnel	19,368
								Supplies, commodities, equipment and transport	1,932
								Miscellaneous	2,100
								F&A	
	Activity 2.1.3: i. Conduct PRA covering Range Land utilization and user rights, resource condition and livelihoods support systems in selected target communities (in preparation of range land management and integrated livelihoods improvement activities. ii. Finalise the indicators to monitor and evaluate the NRM activities. iii. Based on the PRA exercise, set initial baseline data for future evaluation				FAO	MoAIL	MDG-F	Travel	10,400
								Personnel	55,068
								Supplies, commodities, equipment and transport	47,900
								Miscellaneous	2,882
								F&A	8,750
	Activity 2.1.4: i. Facilitate the establishment of local Range Land Management Committees (to be termed as "Community Range Land Associations" under the draft Range Land Law, which may be established within CDCs); ii. Develop of range land management plans including resource mapping, protection, regulations, conflict resolution mechanisms, range land improvement measures and participatory monitoring systems				FAO	MoAIL	MDG-F	Training of counterparts	15,000
								Travel	10,400
								Personnel	64,404
							Supplies, commodities, equipment and transport	70,850	
							Miscellaneous	6,714	
							F&A	12,598	
	Activity 2.1.5: (No activities in Year 1)				FAO	MoAIL	MDG-F		
	Activity 2.1.6: i. Review the existing livelihood options within the communities; ii. In collaboration with MRRD/UNDP, identify areas of intervention focusing on environmental and social sustainability; iii. In collaboration with MRRD/UNDP, plan integrated livelihoods improvement activities through community based approaches				FAO	MoAIL	MDG-F	Training of counterparts	15,000
								Personnel	27,368
								Supplies, commodities, equipment and transport	7,350
								Travel	3,600
								Miscellaneous	2,482
								F&A	4,200
	Activity 2.1.7:				FAO	MoAIL	MDG-F	Contracts	50,000

I. In collaboration with MRRD/UNDP, implement integrated livelihoods improvement plans in support of range land management activities																		Personnel	58,736	
																		Supplies, commodities, equipment and transport	42,350	
																		Travel	3,600	
																		Miscellaneous	3,382	
																		F&A	11,898	
Activity 2.1.8:(not planned in Year 1)																		MDG-F		
JP Output 2.2: Institutional knowledge management improved in relation with community based field interventions																				
Annual targets:	Activity 2.2.1:																	MDG-F		
UNDP: Desk review of existing CBNRM manuals and references conducted; technical consultation with FAO, UNEP and other partners who have carried out CBNRM in the country;	i. Desk review of existing CBNRM training manuals and references; ii. Conduct technical consultation with FAO, UNEP and other partners who have carried out CBNRM in the country;																	Training of counterparts	4,000	
																		Personnel	36,686	
																		Supplies, commodities, equipment and transport	24,115	
																		Travel	2,229	
																		Miscellaneous	3,200	
																		F&A	5,286	
																		Training of counterparts	8,000	
																		Personnel		
																		Supplies, commodities, equipment and transport	12,350	
																		Travel	3,600	
																		Miscellaneous	2,182	
																		F&A	1,967	
																		Training of counterparts	4,000	
																		Personnel		
																		Supplies, commodities, equipment and transport	3,850	
																		Travel	3,600	
																		Miscellaneous	2,482	
																		F&A	1,049	
Total Planned Budget																				1,430,093

\* F&A is 7% agency overhead calculated with "off-the-top" method - [programmable amount ÷ 93 x7]

## Annex B: Proposed budget

Category	Item	Unit \$	Quantity	Amount (USD)
<b>1. Personnel</b>				
<b>UNDP</b>				
<b>International</b>	International senior advisor on environmental mainstreaming and institutional / capacity development (ALD4) (to be based in NEPA)	18,500	30	555,000
	International expert on environment and rural development (ALD3) (to be based in MRRD)	16,300	30	489,000
<b>National</b>	National project manager (SC 11) (to be based in NEPA)	3,500	30	105,000
	National environment expert (SC10) (to be based in MRRD)	2,500	30	75,000
	National environment coordinator (translator / workshop facilitator) (SC9) (to be based in NEPA/MRRD)	2,000	30	60,000
	Admin/Finance Officer (SC7) (to be based in NEPA/MRRD)	1,500	30	45,000
	Driver (SC2)	600	30	18,000
<b>Total UNDP Personnel</b>				<b>1,347,000</b>
<b>FAO</b>				
<b>International</b>	Rangeland Management Expert (P-4)	16,000	32	512,000
	Senior Projects Operations Officer (SPOO) (P-5)	21,500	4	86,000
	Technical Backstopping by FAO Officers (2 missions)	21,000	1	21,000
	Project Formulation Consultant	15,520	1	15,520
<b>National</b>	National Operations Officer (33%)	4,500	12	54,000
	National Field Manager	1,600	32	51,200
	National NRM Provincial Officer (1 per province)	1,400	96	134,400
	Administrative/Finance Assistant (1 No.)	900	32	28,800
	National Livelihood Officer (1 No.)	1,400	32	44,800
	4 drivers, months	480	128	61,440
	6 guards for 3 provincial office locations	260	192	49,920
	Various National Consultants	1,400	36	50,400
<b>Total FAO Personnel</b>				<b>1,109,480</b>
<b>Sub Total Personnel</b>				
<b>2. Contracts</b>				
<b>UNDP</b>				
	Sub-contracts or grants for community management projects (in addition to in kind contribution from other programmes)	30,000	3	90,000
	Designing and printing	20,000	2	40,000
	Translation	20,000	2	40,000
	Media contracts	30,000	1	30,000
	External evaluation (pooled)	20,000	1	20,000
	Audit (pooled)	15,000	1	15,000
<b>Total UNDP Contracts</b>				<b>235,000</b>
<b>FAO</b>				
	NGO contract for base line survey, mapping, training and support	5,000	3	15,000
	Improved livelihoods Packages by NGOs, Pvt. Service providers or communities.	55,000	6	330,000
	Other NGO contracts	10,000	3	30,000
	External evaluation (pooled)	20,000	1	20,000
	Audit (pooled)		1	15,000

		15,000		
Total FAO Contracts				410,000
Sub Total Contracts				645,000
3. Trainings				
UNDP				
	Workshops (awareness and training) in Kabul (per day)	2,000	20	40,000
	Workshops (awareness, training and planning) at provincial level (per day) including travel	4,000	35	140,000
	Workshops (awareness, training and planning) at district/community level (per day) including travel	4,000	35	140,000
Total UNDP trainings				320,000
FAO				
	Workshops (awareness, training ) in country training for MoAIL Counterparts, staff of partner NGOs and community members (PRA/RRR, CBNRM, others)	12,000	3	36,000
	In country study tours for MoAIL Counterparts, staff of partner NGOs and community members	4,000	3	12,000
	In service training allowance to counterparts (months)	100	540	54,000
Total FAO trainings				102,000
Subtotal Trainings				422,000
4. Transport				
UNDP				
	MOSS-compliant vehicle (also to be obtained from other projects)	40,000	1	40,000
Total UNDP Transport				40,000
FAO				
	3 MOSS Compliant 4x4 field pickups	30,000	3	90,000
	1 MOSS Compliant 4x4	40,000	1	40,000
	GOE for vehicle maintenance etc.	20,000	4	80,000
Total FAO Transport				210,000
Subtotal Transport				250,000
5. Supplies & commodities				
UNDP				
	Office consumables	1,500	30	45,000
Total UNDP supplies & commodities				45,000
FAO				
	For 3 office supplies, rent etc	10,000	3	30,000
	Livelihoods improvement activities through Govt. or directly	40,000	3	120,000
	Field Activity supplies	15,000	3	45,000
Total FAO supplies & commodities				195,000
Sub Total Supplies and Commodities				240,000
6. Equipment				
UNDP				
	Computer and office equipment	5,000	20	100,000