

## MODULE 2 - STRATEGY NOTE

This Strategy Note presents the objectives of TerrAfrica and its approach to address the challenges to Sustainable Land Management (SLM) in Sub-Saharan Africa (SSA). It lays out the rationale for a regional partnership built on African countries' ownership and benefiting from existing efforts from the international development community.

TerrAfrica is a partnership between sub-Saharan African countries, donor countries and agencies, civil society and the research community with the collective goal of scaling up harmonized support of effective and efficient country-SLM approaches.

TerrAfrica emerged from initial consultations led by NEPAD, the Global Mechanism of the UNCCD, the UNCCD Secretariat and the World Bank in 2004. These consultations, which involved numerous African stakeholders, concluded that a shift in the current business model was required if efforts to support SLM were to be convincing, and have significant and long-term impacts in addressing land degradation challenges.

### **TerrAfrica Goals**

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TerrAfrica seeks to build capacity and strengthen the enabling environment around SLM, and in effect, remove the barriers to

scaling up the mainstreaming and financing of country-driven SLM.

TerrAfrica will contribute to reaching NEPAD's goals of increasing agricultural productivity by 6 per cent per year and by allocating at least 10 per cent of national budgets to agriculture. TerrAfrica will further contribute to reaching the Millennium Development Goals related to Poverty Reduction, Environmental Sustainability and to Develop Global Partnerships for Development.

As a regional platform, TerrAfrica could leverage directly and indirectly at least US\$ 4 billion over the next 12 years by helping to dismantle barriers to the widespread adoption of SLM in countries throughout SSA. The rationale and objective of such leveraging is to unlock the resources needed to put SLM at the centre of development strategies. Contributions from international, including the GEF, and domestic sources should allow TerrAfrica to meet the US\$ 4 billion target.

Specifically, TerrAfrica aims at helping partners:

- Harmonize and coordinate their efforts at the policy, strategy, technical and program levels.
- Expand and consolidate actions that support SLM.

*This note is part of a set of five basic documents for TerrAfrica: a Background Note provides a description of challenges being faced to promote Sustainable Land Management in Sub-Saharan Africa and justifies the concept of TerrAfrica; a Strategy Note explains the nature of the partnership, how it works and how it cooperates with and complements existing initiatives; a Business Planning Framework lays out the detailed objectives and concrete steps to be taken to achieve TerrAfrica's vision; a Governance Note establishes the governance principles of TerrAfrica and the mechanisms to facilitate partners to interactions; and a Presentation Note for the TerrAfrica Leveraging Fund, details the multi-donor trust fund set up to support the partnership and its activities. Each of the basic documents occasionally refers to the others, however, it is highly recommended to consult the whole set of document for a complete understanding of the TerrAfrica approach and its coherence with ongoing efforts. See Annex 3 for key to documents.*

- Benefit from qualitatively and quantitatively increased flows of knowledge, information and expertise to and from members.
- Better mobilize and channel financial resources.
- Provide and obtain mutual encouragement and support in their commitment and efforts towards SLM.

### **Business Planning Objectives**

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TerrAfrica has seven objectives to reach its goals:

- Build African-owned coalitions and strategic partnerships for SLM at regional and global levels,
- Develop an inclusive regional dialogue and advocacy on strategic priorities, enabling conditions, delivery mechanisms,
- Supporting high quality regional knowledge based mechanisms,
- Identify and generate stronger analytical underpinnings,
- Harmonize monitoring and evaluation systems,
- Advocate for SLM and mainstream into development strategies and policy dialogues at sub-regional (selectively), country and local levels, and
- Develop, mobilize, and harmonize investments at sub-regional (selectively), country and local levels.
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### **Bottlenecks and Disconnects**

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TerrAfrica's entry point is the identification of barriers and bottlenecks to the implementation of large-scale successful SLM approaches.

Such bottlenecks and barriers<sup>1</sup> must be better identified and understood by countries and other partners that face the growing challenge of combating land degradation. Better understanding is also necessary for the myriad of elements contributing to land degradation and poor land management and uses.

Causes for land degradations relate to:

- Institutional and sector settings
- Policies and, more broadly, shortcomings in the governance environment surrounding SLM
- Defective identification of root causes
- Insufficient analysis of socio-economic factors underlying land management practices
- Lack of knowledge and disconnects in the feed back loop linking the research community to extension services and farmers
- Lack of capacity to disseminate knowledge, replicate good practices and to address shortcomings in the enabling environment
- Inadequate alignment and harmonization of planning, implementation and monitoring between various stakeholders
- Insufficient allocation and harmonization of both domestic and international financing

The TerrAfrica platform and its work program are designed to help target these obstacles.

### **Participation**

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Building upon the direction and support provided by a group of African governments, NEPAD, the World Bank, the

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<sup>1</sup> Obstacles and bottlenecks are discussed in more details in the TerrAfrica Background Note referred to at the bottom of page 1. See also Annex 1 for summary of TerrAfrica problem analysis.

UNCCD's Global Mechanism (GM), the UNCCD Secretariat, GEF Family, IFAD, FAO, regional and sub-regional organizations, bilateral donors, civil society and scientific organizations<sup>2</sup> during a TerrAfrica framing workshop in Paris in June 2004, the concept of a multi-partner platform was developed as the primary vehicle for consultation and action. The TerrAfrica platform should help create the conditions necessary for the broadest possible array of stakeholders to actively engage in a continuing set of actions to strengthen the policy environment and refine mechanisms for the mainstreaming and implementation of SLM.

The platform is flexible and inclusive, allowing country partners, institutions and civil society to participate to the extent they are willing and able. There will be no fixed membership as the platform is conceived as an organic and dynamic entity responding to the needs of its stakeholders. Country eligibility for support will be built around the existence of a real and visible commitment to SLM at country level, with the elaboration of SLM priorities in Poverty Reduction Strategy Papers (PRSP).

### Current Development Context

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The Paris Declaration on Aid Effectiveness of March 2005 recognized that while the volume of aid and other development resources must increase in order to make progress towards the Millennium Development Goals (MDGs), support to country efforts to strengthen governance and improve development performance and aid

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<sup>2</sup> A broad array of stakeholders convened in Paris in June 2004, a decade after the UNCCD signing, to review key barriers to scaling up efficient and effective SLM financing in SSA. TerrAfrica was conceived and incubated in association with African governments, NEPAD, the UNCCD-GM, the UNCCD Secretariat, GEF, IFAD, FAO, multi-laterals, regional and sub-regional organizations, bilateral donors, civil society, and scientific organizations, including FARA and CGIAR centers.

effectiveness must also increase significantly.

The Paris Declaration emphasized the principles of ownership, harmonization, alignment, result orientation and mutual accountability. The same principles are at the heart of the TerrAfrica analytical model and work programming strategy.

### TerrAfrica and the UNCCD

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TerrAfrica's objectives are broader than the formation of a complementary structure to enhance the implementation of the UNCCD, but TerrAfrica is not meant to duplicate the UNCCD's bodies or functions. The UNCCD Secretariat and the UNCCD Global Mechanism (GM) are core partners of TerrAfrica and have been active in supporting its concept since the Paris framing workshop.

The UNCCD Secretariat sees TerrAfrica as an entry point for the improved mainstreaming of the National Action Plan (NAP) process and mobilisation of investments to implement SLM, as requested by African country Parties. In this regard, the Secretariat will assist sub-Saharan African countries, upon request, to join the TerrAfrica platform with the objective of facilitating the conclusion of partnerships agreements at the national level. The Secretariat will also contribute to building the African country ownership of TerrAfrica. The Secretariat believes that these actions will promote the harmonization of frameworks for policy and program implementation, reduce duplication and generate the targeted investments needed to make a difference on the ground.

The GM will promote the consistent use of enhanced and improved approaches and practices to resource mobilisation under the general theme of **Mainstreaming and Partnership Building**. Mainstreaming and Partnership Building is a complex and

comprehensive process, therefore, the GM will focus its activities on:

- Developing tools and instruments as well as providing analytical and advisory services to guide the process; and
- Supporting countries to mainstream the UNCCD/SLM into national development frameworks such as PRSPs and sector policies as well as country strategy papers and programmes of development partners.

The GM will also contribute to the development of benchmarking and criteria to ensure that in-country activities are coherent with the enhanced approach to resource mobilization.

The specific contributions of the UNCCD institutions are in line with TerrAfrica's mission to build an umbrella which benefits not just the UNCCD process but which also integrates and mainstreams SLM issues into key frameworks such as the PRSP and NEPAD's CAADP and Environmental Action Plan.

### **TerrAfrica and the other Conventions**

In responding to the interest among TerrAfrica partners to address land degradation in an integrated manner, synergies will be harnessed between the UNCCD, UNCBD, and UNFCCC, as well as the Ramsar Convention on Wetlands and the UN Forum on Forests and the African Convention on Conservation of Natural Resources.

### **How TerrAfrica Works**

TerrAfrica aims to generate the 'know how,' policies and investment packages necessary to the full and effective scaling up, mainstreaming and financing of SLM.

TerrAfrica's ambition is to generate a shared understanding between partners that linkages can be established between existing strategies and that a more efficient business model using enhanced analytical tools can be built that avoids the duplication of efforts and provides strategic targeting for limited resources. In other words, existing strategies will remain in place but synergies between them will be looked for to drive a more coherent and rational program of SLM based on gap analysis, research, policy formulation, implementation and financing. Members of the platform only commit themselves to work together. Ensuing country level agreements, targets and investments will be agreed upon at that level. They will continue to exist and be managed independently of TerrAfrica's facilitation role and the bulk of the funds for national programs will continue to come from domestic government allocations set nationally.

TerrAfrica's technical and financial support will be restricted to:

- Financing the process of mainstreaming SLM
- Formulating investment strategies
- Building knowledge sharing structures and systems to refine and disseminate 'know how'
- Investing in small pilot projects

In order to move towards this goal, partners collaborate in the development of joint work programming<sup>3</sup> around three activity lines (AL):

- AL1 – Coalition Building
- AL2 – Knowledge Management
- AL3 – Investments

<sup>3</sup> See TerrAfrica Business Planning Framework for additional information concerning TerrAfrica activities.

### **Country and Local Level**

TerrAfrica's impact is designed to be felt mainly at the country level. The facilitation, through activity lines 1 and 2, of actions that will help strengthen regional and sub-regional cooperation, the analysis of barriers and bottlenecks, and the harmonization of strategic policies will provide a framework for partners at the country level to make SLM a central component of a country's national development agenda. In order to ensure strong country and local ownership of SLM programmes and activities, the coalition of partnership will be replicated at country level. It will be based on the TerrAfrica principles in this regard but take account of existing structures and mechanism for SLM management and operation so as not to duplicate what is already ongoing but rather strengthen such activities.

#### *Activity Line 3*

AL3 is to focus efforts around two key objectives at the country level:

- Advocate for SLM and mainstream into development strategies and policy dialogues at sub-regional (selectively), country and local levels
- Develop, mobilize, and harmonize investments at sub-regional (selectively), country and local levels

At the country level, TerrAfrica seeks to help create a closer cooperation between the ministries and departments that are responsible for SLM related activities and those sections of government responsible for setting national development priorities. The objective is to enhance the effectiveness of SLM interventions, and to build a political momentum in favor of SLM.

The emphasis is on countries to take, and retain, control of their own development

priorities. TerrAfrica will provide the lens through which a new focus for SLM can be achieved. But development priorities will have to be set nationally. The Poverty Reduction Strategy Papers (PRSP) and related strategy documents should therefore also reflect that ownership and commitment.

Under AL 3, TerrAfrica will help catalyse and support such nationally driven processes, dependent on the existence of leadership and commitment of countries and on the involvement of national stakeholders in the design and implementation of activities. While country level activities are the focus of AL3, these efforts will be supported and facilitated by selected subregional and regional investments and activities when opportunities arise.

### **Regional and Global Level**

To support sustained and harmonized efforts at the national level and on the ground, to enhance efficiency and allow economies of scale--a condition to significantly scale up SLM in countries of SSA-- and to better address transboundary dimensions, significant and effective political, strategic and technical backing at the regional and global levels is necessary. Similarly, it is essential that efforts to mainstream SLM are backed up by solid analytical underpinnings.

#### *Activity Line 1*

AL 1 is to mobilize partners in a coalition to advocate a common vision of SLM, share analyses, set the foundations for strengthening and harmonizing policy dialogues and strategies, and improve coordination at all levels.

AL1 specific objectives include:

- Build African-owned coalitions and strategic partnerships for SLM at regional and global levels
- Develop inclusive regional dialogue and advocacy on strategic priorities,



enabling conditions, and delivery mechanisms

### *Activity Line 2*

AL 2 provides a platform for TerrAfrica partners at all levels to identify, generate, and disseminate targeted knowledge that supports decision-making, informs policymaking, advances mainstreaming (in particular in PRSPs, donor strategies and sector plans), helps secure domestic financing, and supports the harmonization of monitoring and evaluation activities by governments, donors, and civil society organizations. In this way, knowledge will be channeled to support investments on the ground that will be undertaken by governments, donors and civil society under AL 3.

Objectives under AL 2 include:

- Support high quality regional knowledge based mechanisms
- Identify and generate stronger analytical underpinnings
- Harmonize monitoring and evaluation systems

### **Resource Mobilization**

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It is clear that the bulk of the resources to support SLM on the ground are at the country level and hence activities under AL3 are aimed at leveraging resources available at the country level. This will include domestic and international financial and non-financial resources, as well as public and private funding. The GEF will play an important role, on an incremental costs basis, consistent with its specific eligibility criteria. Lessons and experience will be gathered from past and on-going activities, including the three GEF-financed Country Pilot Partnerships.<sup>4</sup> TerrAfrica will contribute to a more strategic and

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<sup>4</sup> Burkina Faso (IFAD/UNDP), Ethiopia (WB), and Namibia (UNDP),

programmatically mobilization of the GEF, enhancing its leveraging impact.

Where there are gaps in financing to support specific products, particularly knowledge tools as identified under AL2, there will be a need to raise targeted additional financing.

### **TerrAfrica Leveraging Fund (TLF)**

Because the strategy foresees a need for direct TerrAfrica financial support to certain pre-defined areas, a TerrAfrica Leveraging Fund<sup>5</sup>, or TLF, will be created to provide such resources in a flexible and cost effective way. Those products justifying TLF support will chiefly be under activity lines 1 (Coalition Building) and 2 (Knowledge Management). The objective will be to ensure that resources are available to broaden and strengthen the coalition of partners, in particular civil society, their harmonization, understanding and knowledge base. In addition, the TLF could occasionally provide seed funding for country dialogue, mainstreaming and pilot investments when there would be an important catalytic potential under activity line 3, particularly to assist in leveraging longer-term support and facilitating scaling up (See TerrAfrica Leveraging Fund Presentation Note for further details).

### **Implementation**

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TerrAfrica's success depends on the leadership and commitment of African countries backed by the commitment of regional and international partners. Responsibility for the development of SLM programs, their implementation, monitoring and evaluation will rest with each country government in consultation with civil society and other development partners. Success on the ground is what will count at the end and thus the successful implementation of SLM strategies at the

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<sup>5</sup> See the Presentation Note on the TerrAfrica Leveraging Fund.

country and local levels is the cornerstone of TerrAfrica's mission.

At the operational level, TerrAfrica should be highly responsive to evolving situations in partner countries, the region and on the international stage. It will promote synergies between international, regional, and national processes while applying the principles of subsidiarity and complementarity. At the country level, it will be important to build on and fully benefit from existing knowledge with regard to technical as well as policy and institutional aspects of SLM. It will be important to be able to scale up what is already working and to speed up the learning process. All of which is important for generating the knowledge and confidence for an increased investment in SLM activities on the ground. Closer and more efficient cooperation and consultation will thus be organized at country level. This will be done by ensuring that information flow is efficiently managed, analyzed and made available in appropriate ways to all stakeholders at country level. Existing mechanisms and structures will be used for this purpose but new ones will be considered where existing ones do not sufficiently ensure efficient flow of information within and between, government structures, civil society and the donor community. At regional level, each participating partner country will feed its knowledge, policies and plans into a regional platform that will both facilitate and enhance the sharing of lessons learned across countries and regions.

Through this mechanism, no activity undertaken as part of TerrAfrica should duplicate activities undertaken through an existing mechanism. Rather, TerrAfrica will help amplify and scale up such successful activities to achieve a more efficient SLM.

### **Monitoring and Evaluation**

Measuring improved performance across all aspects of SLM through the establishment of a monitoring and evaluation (M&E) structure based on the principles of transparency, mutual responsibility and

accountability is an important objective for TerrAfrica. At the country level M&E would include:

- Transparent, annual monitoring of nationally and regionally agreed targets
- Strengthening the analytical research base, the analysis of results and the effective dissemination of 'know how'
- Transparent monitoring of donors' progress in increasing the quantity and quality of their assistance to SLM against an agreed set of indicators consistent with the Paris Declaration on Aid Effectiveness
- Comparative benchmarking of progress towards agreed goals across TerrAfrica's membership
- Reviewing adequacy of structures to address bottlenecks

The country level M&E process will become part of sector plans for SLM to ensure a consistent approach to M&E. Links will also be established with the annual progress reviews and monitoring processes for MDG and PRSP goals, so that the mainstreaming of SLM is integrated into the overall M&E program. The TerrAfrica Secretariat will be responsible for preparing and disseminating reports to partners.

### **Governance**

The following principles will govern TerrAfrica<sup>6</sup>:

- African country ownership
- Transparency and accountability
- Broad-based participation including civil society and farming communities
- Subsidiarity based on partners' comparative advantage

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<sup>6</sup> See TerrAfrica Governance Note.

- Measurable and sustainable performance and results

efficient SLM. (See TerrAfrica Governance Note for further details).

TerrAfrica has a two-tier decision-making structure: at the country level and at the regional platform level with the country level feeding the knowledge and experience shared at the regional level.

### **Country Level**

TerrAfrica is nationally driven and depends on the leadership and commitments of African countries. Responsibility for the development of country SLM programs, their financing, implementation, monitoring and evaluation rests with country governments in consultation with civil society and development partners.

Countries are encouraged to replicate at the national level, with their respective partners, the TerrAfrica regional platform approach to address SLM.

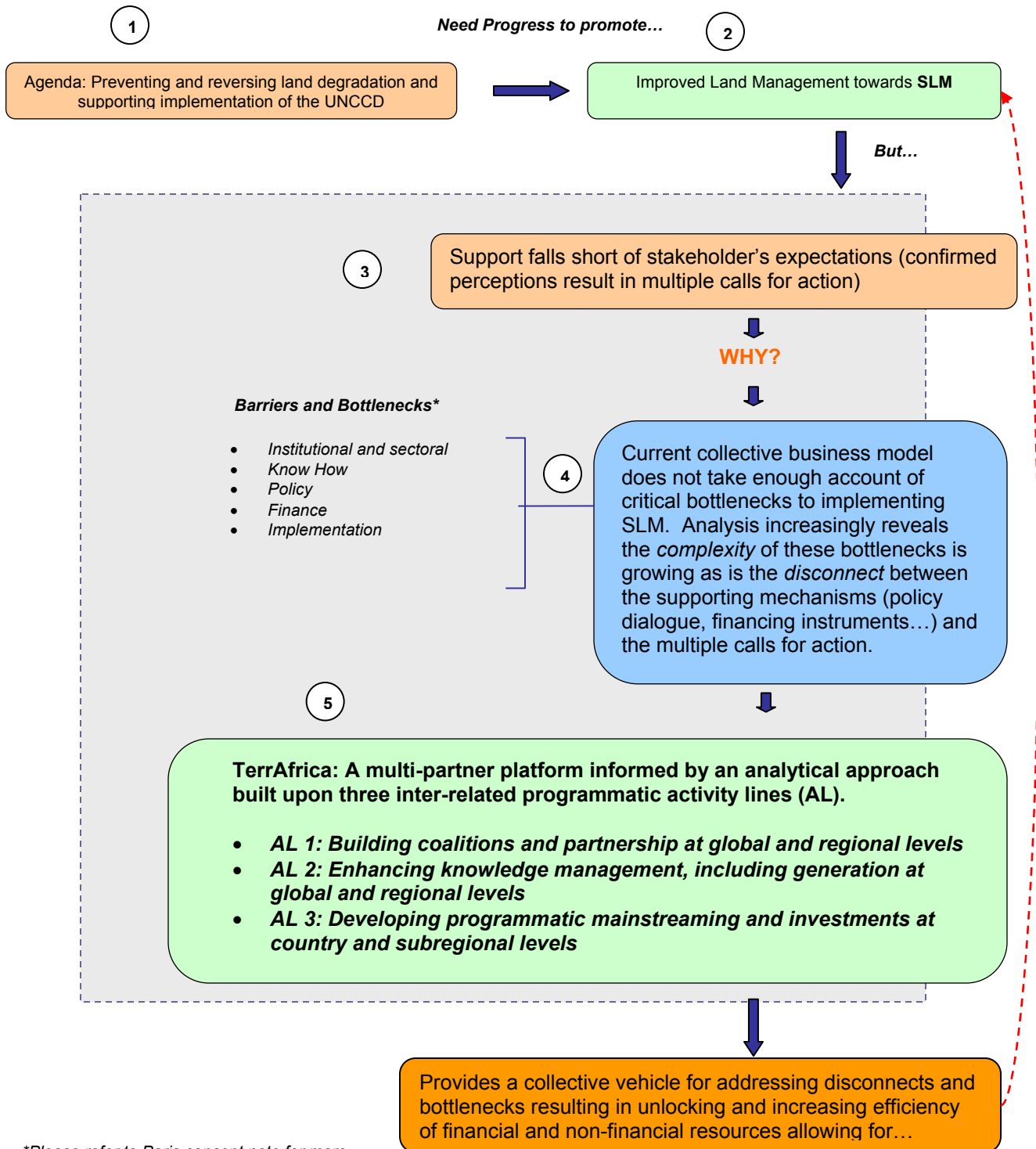
### **Regional Platform Level**

At the regional platform level, the TerrAfrica governance structure includes a **Consultative Forum (CF)**, an **Executive Committee (EC)** and a **Secretariat**. In addition, the Executive Committee is vested with the capacity to establish **Special Advisory Groups (SAGs)** as needed and proposed by one of the governance bodies. SLM activities--led at the country level--are the main drivers for the harmonization and consultation mechanisms of the governance at the regional level. This structure carefully builds on and benefits from activities led under existing mechanisms at regional (notably the UNCCD and NEPAD) and country levels (national PRSPs and country assistances strategies).

As a principle, no activity undertaken as part of TerrAfrica should duplicate activities undertaken through an existing mechanism. Rather, TerrAfrica aims at amplifying and scaling up such activities to achieve more



**Annex 1: Problem Analysis Flowchart**

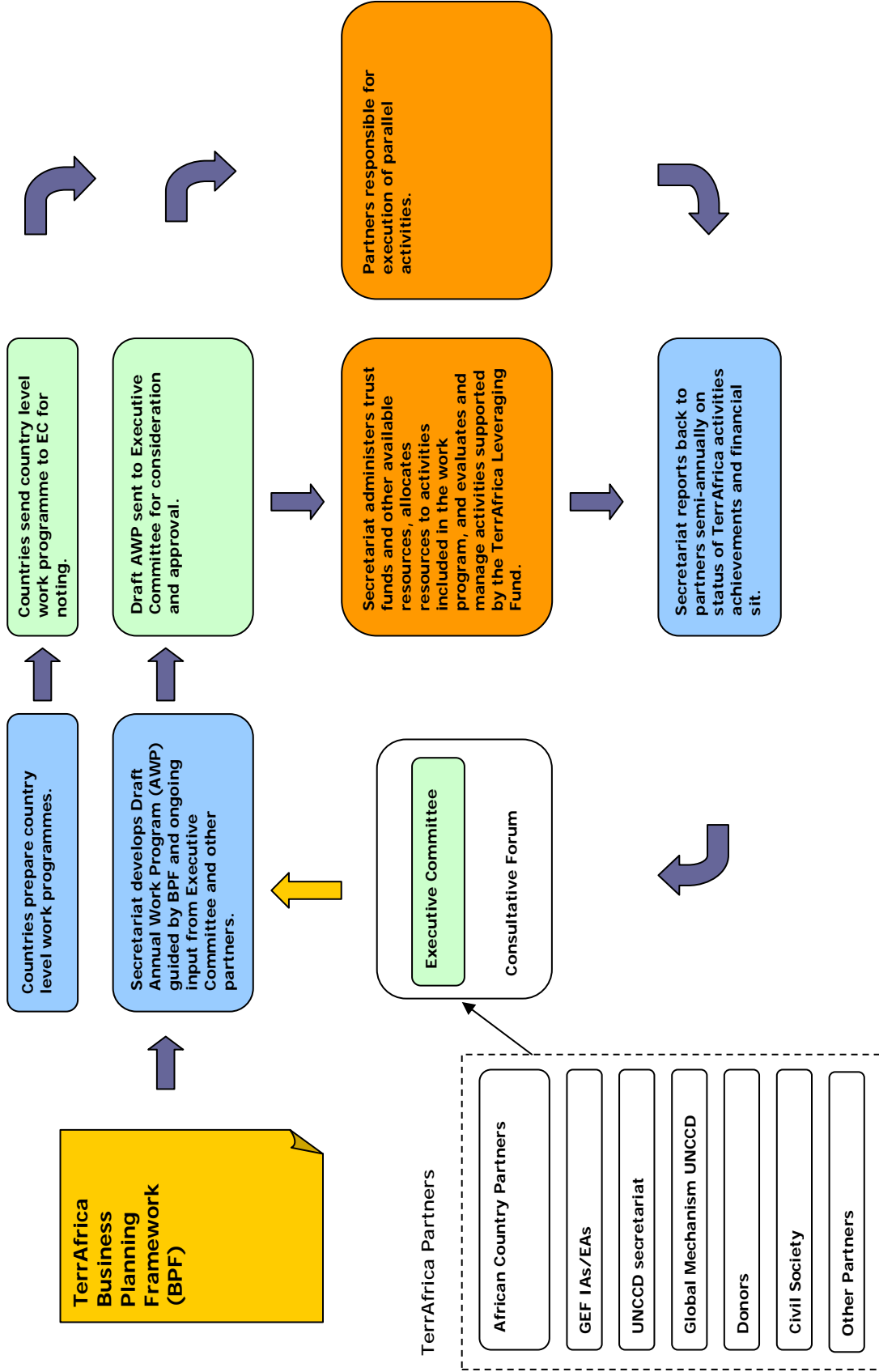


\*Please refer to Paris concept note for more

**Annex 2: Table of Acronyms**

AAPP	African Agricultural Productivity Programme
AL	Activity Lines
BPF	Business Planning Framework
CAADP	Comprehensive Africa Agriculture Development Programme
CAS	Country Assistance Strategy
CF	Consultative Forum
COP	Conference of the Parties
CRIC	Committee for the Review of the Implementation of the Convention
CSO	Civil Society Organization
EC	Executive Committee
FAO	United Nations Food and Agriculture Organization
GEF	Global Environment Facility
GM	Global Mechanism of the United Nations Convention to Combat Desertification
GPP	Global Public Partnership
IFAD	International Fund for Agricultural Development
LD	Land degradation
M&E	Monitoring and evaluation
MDGs	Millennium Development Goals
NAP	National Action Programme
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organization
PRSP	Poverty Reduction Strategy Papers
SADC	Southern African Development Community
SAGs	Special Advisory Groups
SIP	GEF Strategic Investment Program for SLM in SSA
SLM	Sustainable Land Management
SSA	Sub-Saharan Africa
TLF	TerrAfrica Leveraging Fund
UNCBD	United Nations Convention on Biodiversity
UNCCD	United Nations Convention to Combat Desertification
UNFCCC	United Nations Framework Convention on Climate Change
UNDP	United Nations Development Programme
WAAPP	West Africa Agricultural Productivity Program

### Annex 3 - Development of TerrAfrica Annual Work Program (AWP)



### Annex 4 TerrAfrica: Regional Sustainable Land Management Key Documentation

