



***KINGDOM OF LESOTHO***

***NATIONAL REPORT***

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# ***NATIONAL REPORT***

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## **PART A: INTRODUCTION**

### **1. The Process**

The National Habitat II Committee of Lesotho was inducted in November 1994 with the Department of Housing, Ministry of Local Government as the Secretariat. The purpose was to undertake all the preparations leading to the Second United Nations Conference on Human Settlements (Habitat II), 3-14 June 1996 in Istanbul, Turkey.

Membership of the Lesotho National Habitat II Committee was drawn from a wide range of the civil society such as government ministries, local authorities, private sector, non-governmental organisations (NGO's), representatives of local communities, business community, academic community and professionals in human settlements. The National Habitat II Committee mandated a Steering Committee and Sector specific sub-committees were formed to address specific priority areas.

## **Part B: ASSESSMENT AND PRIORITIES**

### **1. The Broader Setting**

#### **1.1 Context**

At Independence in 1966, Lesotho had a population of around 1 million and the only town of any note was the seat of colonial power and the capital, Maseru. The vast majority of the nation's population was living in rural conditions with only 7.4% of the population being classified as urban. At this time the only areas defined as being "urban" were the nine colonial district headquarters. Each of these were little more than rural outposts with a small administrative and trading function for an agricultural hinterland. Each centre was located virtually on the border with neighbouring South Africa and the prime orientation of each settlement was with the nearest South African town with very poor communication within the country itself. It is only after Independence that the country began to address its internal needs with the development of roads and other communications between each of the urban areas.

Since 1966 the country has been subject to rapid overall population growth, undergoing a gradual process of urbanisation with 11.2% of the population in 1976 and 14% in 1986 living in urban areas. The annual growth of the urban population is now at least 5%. By third world standards this is a moderate rate which can be explained by a relatively low rural to urban migration rate caused by the following factors:-

- a) a land tenure system which has maintained a degree of equity and security in rural areas,
- b) the system of migrant labour has left families living in the rural areas while male household members travelled to the South African industrial complexes to work. Nevertheless rural to urban migration has taken place largely because living conditions in the towns, especially Maseru, offer a higher standard of living, primarily due access to basic services

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such as education, water supply, health and employment prospects.

## 1.2 The Economy

The urban areas of Lesotho play an important national role in an economy with limited supplies and an overdependence on its neighbour, South Africa, mainly in the form of remittances from migrant labourers and imports. With poor natural resources and no foundation for indigenous economic growth the remittances of the 116,000 Basotho miners contributes significantly to the economy, around 37% of GAP. With tight financial management, the country has enjoyed a good control of its national debt and has benefitted from being part of the Common Monetary Area (CMA) and the Southern African Customs Union (SACU). The two main national productive sectors remain agricultural and industry. While once a net exporter of agricultural produce to SA, Lesotho's agricultural importance has gradually reduced over time. This has been due to the declining quality of arable land, a series of drought years and poor livestock management. As agriculture has increasingly become a high risk/low return activity, more people have been encouraged to migrate into the main urban areas in search of more reliable means of making a living.

The major industrial areas are located in Maseru and Maputsoe. However, the small domestic market, the scarcity of skilled manpower, the heavy reliance on imports and the inability to secure significant export markets, has made this sector small and limited (Sechaba Consultants, 1995). While the small industrial sector has few internal linkages, especially with the primary sector, its importance is growing at a total growth rate in recent years of about 9%-per annum, with its main products being food and beverages, textiles, clothing and leather products. There have also been major spinoffs to the industrial and construction sectors from the Lesotho Highlands Water Project. Yet, employment still cannot keep pace with rural-to-urban migration.

Without any access to formal work, many of the migrants establish informal economic activities, especially in the growing peri-urban areas. This includes a whole host of activities from tailoring and carpentry to small scale agricultural practices or the retailing of beer. A significant feature of post-independence urban Lesotho has been this growth in small scale agriculture and home gardens, which partly explains the large average size of residential plots. This has increased rapidly to a point where a recent survey found that home gardens have now become the single largest source of domestic supply of vegetables (Swallow and Mpemi, 1986). Nationally it has been estimated that a total of 420,000 people (68% of the workforce) are employed within the informal sector in some form or other (Corcoran, in Sechaba Consultants 1995). While these activities display immense entrepreneurial spirit, many of the jobs are part time or temporary and do not provide multipliers to an otherwise largely stagnant economy.

The other major factor which affects the rate of growth and the quality of Lesotho's urban settlements is the widespread decline in environmental conditions. The environmental degradation has been a historical process initiated when much of the Basotho nation's land was expropriated by white settlers and compounded by the internal dynamics of population growth leading to more intensive use of what land was remaining until it ultimately lost its fertility and began to erode. The widespread environmental devastation caused by soil erosion and loss of

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fertility has further contributed to the scale of urban and rural migration as households become increasingly incapable of supporting themselves from the declining productive land.

### 1.3 Urban Growth

Much of the urban growth has been concentrated in Maseru which has now grown to a city of approximately 180,000 people thereby representing 50% of the nation's urban population. This rapid growth has resulted in sprawling peri-urban areas without adequate infrastructure and a lack of access to basic services. A few efforts have been made to control the growth of Maseru and other towns through formal planning areas such as the projects at Ha Mabote, Ha Thetsane, Ha Matala at Khubetsoana, Qoaling and others, but they have ultimately made a negligible impact on the pattern of overall growth.

This uncontrolled growth has been largely encouraged by problems in the land allocation process. In 1979 the Government of Lesotho, passed the Land Act which established a new system where land could be held under a 90 year lease, providing greater security of tenure. Theoretically the Act replaced the customary system where the local chief administered land allocation in a traditional manner. In practice however, the Land Act has not been fully implemented because of resistance to the legislation from chiefs, widespread unfamiliarity of its existence, the complex and lengthy process of obtaining a lease and the requirement to pay ground rent. As a result people have resorted to illegal means of purchasing directly from field owners or chiefs to construct housing on large unplanned plots often at some distance from the main infrastructural services.

In a typical urban area in the Lowland region of the country the mean residential plot would have a size of 200m<sup>2</sup>, which would have either been inherited, allocated by the chief or purchased directly from a field owner. The plot would typically have a poorly built modern rectangular house made of a simple concrete block foundation with a flat corrugated iron roof (known locally as a polata), with a pit or VIP latrine and the main water source being a communal tap. The rental sector is served in these areas by single room tenements (malaene), generally of doubtful quality. There would be very poor vehicular access, solid waste would be disposed on site and the main source of energy would be paraffin (See Sechaba Consultants 1990a, 1990b, 1992a and 1992b).

Unplanned developments of very low urban densities and sprawling suburbs are extremely expensive to service with basic infrastructure and they occupy valuable agricultural land or otherwise encroach on to fragile land which compounds the existing environmental problems, such as soil erosion and general land degradation. Upgrading of such settlements becomes uneconomic due to the scale and density of such areas. While there are no major slum areas, such as in the South African conurbations, this could be one prospect faced by Lesotho's towns, especially Maseru, as rural to urban migration continues and the authorities become less able to cope with the mounting urban problems.

Another major feature of Lesotho's urbanisation is the over-dominance of Maseru, the capital. As stated above, Maseru has grown rapidly over the post independence period so that it now has

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50% of the urban population and is growing much faster than the national rate of urbanisation, at between 7% and 9% every year (Sechaba Consultants, 1995). The over dominance of the capital has led to a number of problems. Firstly, there is the inadequate capacity of the capital itself to cope with rapid growth through the development of infrastructure and providing enough suitable land for development. This has proved difficult given the city's cramped position next to the South African border and other topographic features which limit the city's expansion.

Second is the effect to the dominance of the city over the rest of the country as it has increasingly attracted a large proportion of funds for national development, employment opportunities, manpower resources and political influence. An example is given that Maseru holds over 65% of the all the nation's productive investments (PPD, 1990b). This unequal spatial distribution of investment has compounded other centralising forces in the country, with very limited and ineffective local administration in the districts, with the result that almost all major decisions are still made in Maseru. In recent months, however plans have been made to establish decentralised local governments to the remaining nine districts on par with the Maseru City Council..

#### **1.4 Policy Framework**

In order to combat the substantial spatial inequality between urban and rural mountain areas the Government of Lesotho has introduced a number of policy initiatives. These include moves to establish a full system of decentralised local government and the establishment of a National Environmental Secretariat to oversee all environmental issues, including implementation of local Agenda 21. Specifically in response to the pressures from urban development and shelter provision the government has established a National Settlement Policy (PPD, 1990a) and a draft National Housing Policy (Co-operative Housing Foundation, 1987).

The National Settlement Policy was drawn up by the Department of Lands, Surveys and Physical Planning and established a physical planning framework to address the geographically unbalanced pattern of urban development and investment between regions, rural and urban areas and between urban settlements. The main policy objective includes:

- addressing the rapid and uncontrolled urbanisation of Maseru and to ensure that its development keeps a balance with the infrastructural capacity of the city;
- establishment of viable district centres and developing some of these into regional centres;
- establishment of specialised centres such as Maputsoe (industrial) and Roma (educational);
- Decentralisation of development and employment opportunities by establishing other smaller towns in the underserviced mountain areas.

Another recommendation in the NSP is the production of Structure Plans. This has been done



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for Maseru in the form of the Maseru Development Plan (PPD, 1990b), which has already been adopted by the government and has the following human settlements-related goals:

- Provide shelter and land for all income groups, with 200 hectares of land set aside for this purpose;
- Encourage densification through encouraging flats, townhouses and multistorey houses; and through limiting plot sizes;
- Provide roads, electricity water and sewerage;
- Secure land for major road network, pedestrian routes, bus traffic, bus terminals and other infrastructure.

In order to ensure the full implementation of the Maseru Development Plan and the Central Business District West Plan, the Planning Authority delegated its development control functions to the Maseru City Council on 1st July 1994. The Maseru City Council now administers the system of administering planning permissions.

Structure Plans are also being prepared for other major settlements, namely the specialised centres of Maputsoe, Butha Buthe and the regional centres for the North and South - Hlotse and Mohale's Hoek respectively. However in all these cases there is an absence of local authorities that can effectively ensure that development proceeds in accordance with the plans.

The other way that government has attempted to ensure more rational development is through intervening directly in the development process through purchasing greenfield sites, converting them to planned serviced sites and making them available to the public for developmental purposes. Many schemes have been prepared by the Departments of Lands, Surveys and Physical Planning, Urban Development Services and the Lesotho Housing and Land Development Corporation, but they have consistently failed to match the prevailing demand.

To summarise therefore, the context for any new urban initiatives in Lesotho must be aimed at redressing the rapid uncontrolled growth of the urban areas and the predominance of Maseru.

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## 2. AGENDA 21/GLOBAL SHELTER STRATEGY

### 2.1 Agenda 21

#### 2.1.1 National Environment Secretariat

The importance of Agenda 21 to Lesotho has been in acting as a catalyst for action. While there had been consensus on the importance of environmental concerns, little practical action had been taken consequent to the preparation of the National Environmental Action Plan (NEAP). Lesotho was the first country in Africa to develop the NEAP in 1998, following which nationwide discussion led to its adoption in 1992. Lesotho, as a signatory to Agenda 21 and its associated conventions, wished to see its commitments worked out in practical ways. One area where lack of resources has slowed down progress has been in the introduction of environmental legislation. This was to be undertaken by a consultant funded by UNEP but budgetary constraints have resulted in many delays. This is a priority area for effective implementation of environmental policies. NES has recently completed preparation of a National Environment Policy which was approved by Cabinet early in 1996. This document, as the title suggests, is a national policy framework covering all environmental sectors. This complements the more action oriented approach of the National Action Plan.

One of the first things to happen after Rio was the establishment of a *National Environment Secretariat*(NES) in May 1994 to act as an executive and coordinating body on environmental issues. The formulation of such an organisation had been mooted for over ten years but Agenda 21 acted as a stimulus both to donor support and national action. The establishment of NES coincided with a major consultancy into implementation of Agenda 21 in Lesotho funded by UNDP.

Immediately after the formation of the NES a national workshop was held, also in May 1994, to discuss how Agenda 21 could be implemented in the country. This workshop, funded by UNDP, brought together a broad spectrum of stakeholders together for a week of deliberations. The workshop consisted of seminars by speakers, many of these led by the UNDP consultant. Another major element was the subdivision of delegates into topic groups to discuss the four key elements within Agenda 21 and how these could be applied to the national situation. The result of these discussions was agreement on a National Agenda 21.

#### 2.1.2 Environment Units

A fundamental component to the success of Agenda 21 activities in Lesotho has been the establishment of "*Environmental Units*"(EU's) within each Ministry and parastatal organisation. These are intended to assess the environmental impact of any proposals/plans prepared by that organisation and comment on any Environmental Impact Assessments submitted when applying for a permit (eg, for building, mining, etc). Another primary function is to raise environmental awareness within the Ministry. Monthly meetings are held between the EU's and NES to monitor progress.

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The Environmental Unit has met with limited success. Many Ministries and parastatals have not designated officers to fill this role or where they have, there has been little impact. Ministry of Finance has been reluctant to fund Environmental officers within Ministries which means existing officers have to perform a role which can be very time consuming. This is an issue where senior level posts have a high vacancy rate.

One area where EU's have assisted NES has been in contributing to the selection and formulation of projects on the environment to be presented to the annual donor conference. The results of this submission are still awaited.

### **2.1.3 Environmental Information**

Since 1994 NES has been strengthened by the recruitment of additional staff through the United Nations. Increased staffing is however needed if the organisation is to operate at full effectiveness. The primary role of the Secretariat to date has been to raise awareness within government and the public at large of its role and the importance of environmental protection in general. This has involved a number of workshops in District centres plus briefing of specialist groups such as the media which have a crucial role in information dissemination.

Increasing public awareness of environmental concerns has been a major thrust of NES policy. Current developments in this area include organising an "*Environmental Fair*" in Maseru during one weekend and promoting environmental awareness through a special stamp edition. NES also works closely with other organisations involved in the field, such as *Masianokeng Environmental Centre* to raise public awareness.

### **2.1.4 Environmental Training**

Training is recognised as a key component in achieving environmental awareness. NES have been able, together with the British Council and the South African Development Community, to organise a one week training seminar on Environmental Impact Assessment for key actors in the development process in Lesotho. This was very valuable in raising awareness of EIA and its uses. Other training, especially for Environmental Units, has been proposed but has been delayed due to lack of funds.

### **2.1.5 Implementation**

Apart from the work of NES and the general increase in environmental awareness this has produced there has been little other focused attention on implementing Agenda 21. Maseru City Council is aware of the implications of "Local Agenda 21" but does not have the staffing resources to be able to fulfil its responsibilities adequately. The Ministry of Natural Resources which encompasses departments responsible for water and air management has not had the resources (staff and equipment) to effectively monitor current levels of pollution which in some circumstances are recognised as serious. Overall, therefore, Lesotho has made definite progress towards implementing Agenda 21 but lacks resources to be able to make further desirable progress.

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## **2.2 Global Strategy for Shelter to the Year 2000**

### **2.2.1 Institutional Framework**

Lesotho subscribes to the Global Strategy for Shelter by the year 2000. The facilitation of private enterprise in human settlements development is recognised as central to the implementation of national development policies. Progress in housing delivery services, in particular, has been much slower than anticipated with less than 1/3 of the total requirement being accomplished in a planned manner, ie, through government and donor sponsored schemes. The main government land/housing-delivery institutions, Lesotho Housing and Land Development Corporation (LHLDC) and Department of Lands, Surveys and Physical Planning (Urban Development Division) have been able to construct "sites and services" schemes in all of the major towns and also introduce innovative schemes such as the infrastructure loans.

With respect to infrastructure the government has made the primary utility providers into parastatals with the intention of improving efficiency. This occurred in 1992. These organisations are currently identifying mechanisms for provision of services to low income communities in ways that reduce initial costs and encourage low wage clients to benefit. The Ministry of Economic Planning has been promoting the development of "Sector Plans" to coordinate service delivery plans in such sectors as water and sanitation. It is hoped that this will reduce instances of wasteful duplication.

### **2.2.2 Finance**

Financial resources have been lacking however to instigate further projects on the scale needed to meet demand, as generated by mainly low income groups. As a result of the failure of the "formal sector" to provide shelter, people have turned to other sources, such as "illegal allocation" of land in peri-urban areas. Due to the difficulties encountered by low income groups to credit facilities, most low-income dwellings consist of shacks and/or rows of two room rental flats called "malaene" usually constructed of concrete blocks and steel roofs. Basic infrastructure is inadequate - water, sanitation, electricity, roads.

### **2.2.3 Policy/Legislation**

The draft National Housing Policy will be adopted in 1996/1997. The Department of Housing, charged with implementation of the policy, has always been acutely under-resourced. For this reason housing issues and the Global Shelter Strategy have had a very low profile among all sectors of decision making. The Department of Housing has, however, always ensured that "World Habitat Day" is publicised in a variety of media.

Government has also sought to facilitate achievement of the goal of "adequate shelter for all" by review of relevant legislation. Examples of this are introduction of amendments to the Land Act in 1992 to improve the functioning of the land market. The Town and Country Planning Act is also currently under review with the intention of simplification in many areas, such as development rights affecting low income housing.

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### **3. BEST PRACTICES**

#### **3.1 Introduction**

One of the activities which has formed part of the preparations for the United Nations Conference on Human Settlements "City Summit" (HABITAT II) is the identification, documentation and sharing of Best Practices.

#### **3.2 Presentations**

The representatives of the seven agencies identified made oral presentations to a panel of judges:

1. **Basotho Enterprise Development Corporation**  
Presented by Mr. Notsi , Director of Operations

The organisation was established to encourage, develop, promote assist and support Basotho-owned businesses in order that they should attain good standards that can combat poverty and generate income for both men and women.

2. **Urban Sanitation Improvement Team**  
Presented by Ms. Makara, Senior Community Development Officer

A unit located in the Department of Housing, Ministry of Local Government that strives to improve sanitation in all the urban centres of Lesotho. It assists urban dwellers by improving their sanitation facilities through training of local masons to construct ventilated improved pit latrines (VIP) and providing loans for such improvements.

3. **Urban Development Services**  
Presented by Mr. Theko, Commissioner of Lands

A unit located at the Department of Lands and Physical Planning, Ministry of Local government that gives financial assistance to the disadvantages peri urban communities of Lesotho in their quest for improved living conditions through greater household access to infrastructure services.

4. **Lesotho National Council of Women**  
Presented by Ms. Makoe, Principal LNCW Vocational School

An institution that was established to address an alarming increase in the number of unemployed, unskilled women and school dropouts. The institution runs a full time programme which offers hand/machine sewing and knitting, crocheting, tie and dye, cookery, spinning and weaving carpentry etc.

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5. Lesotho Electricity Corporation  
Presented by M. Motsoikha Planning Engineer.

The Lesotho Electricity Corporation's Southern Maseru Town Electrification Project was established to address the needs and demands of the Maseru South community is implementing the electrification project to avail electricity to this community at an affordable price and easy terms. LEC also aims to electrify all peri urban areas by the year 2000 and to reach a target of at least 10% of house holds by the same year.

6. Institute of Southern African Studies, National University of Lesotho  
Presented by Ms. Phororo, Research Fellow

The Institute of Southern African Studies was established within the National University of Lesotho to undertake specialised research within the Southern Africa region.

The research on urban and rural gardens investigated the income - generation potential of household gardens, including means of better nutrition & health and increased domestic production of vegetables, thus reducing dependency on imports from the Republic of South Africa.

7. National University of Lesotho  
Presented by Ms. Mapetla, Senior Research Fellow

A scheme that assists staff at the National University to build their own houses situated at a commutable distance to Roma and Maseru campus. This would also reduce accommodation expenses for the University. This loan scheme not only allows staff to build new houses but they can also purchase sites, improve their existing homes such as fencing, water and electricity installations.

### **3.3 Lessons learnt**

The Secretariat recognised the need to undertake extensive publicity about the Habitat II Conference and the relationship of Best Practices to the National Report and Plan of Action. It is important that the National Committee approves the draft programme for information dissemination to as many stakeholders as possible. It was recommended that more Best Practices should be identified and documented so that they form a basis for replication in other parts of the country and to disseminate information to other countries about what has worked well in Lesotho, providing possible solutions to problems in those countries. It was strongly recommended that the National Committee in identifying Best Practices not only focus on the capital city but that other districts should be included. Communities at grassroots level are well expected to identify these Best Practices, since they have benefited directly and they are best able to assess how their living conditions have improved.

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## 4. LEGISLATION

The principal laws impacting on Human Settlements in Lesotho with respect to management of land are *The Land Act 1979*; *The Town and Country Planning Act 1980*; *The Surveys Act 1980*; *The Valuation Act 1980* and *The Urban Government Act 1983*. The first four pieces of legislation in particular are closely linked. A new piece of legislation is *The Building Control Act 1995* which is not yet in force as it awaits the approval of enacting Regulations.

### 4.1 The Land Act

The **Land Act 1979** is a consolidation and amendment of earlier statutes and came into operation on 16th June 1980. Its principal intentions were to promote an intensification of agricultural production through a changed land tenure system and to provide for a more orderly development of urban areas by addressing the needs of residents, commerce and industry for secure title. Donor agencies were instrumental in promoting what was perceived as a "modern" land allocation system.

The Land Act and its associated Regulations (**Land Regulations 1980 and the Land (Amendment) Orders of 1986, 1989 and 1992**) together constitute a considerable array of provisions. The main elements are as follows.

#### a) *Title to land*

Land continues to be vested in the State as a whole, not individuals (section 3) with the King (s4) acting as trustee for the nation. The Act overrides customary law (s3(3)). Land is therefore not owned by individuals but they are able to hold specified use rights over it for substantial time periods. Only Basotho or companies having a majority Mosotho shareholding can hold title to land. This effectively prevents foreigners from obtaining access to prime sites.

If a person wishes to change the use specified on their lease or subdivide their land then permission must be obtained. This is stated in section 41 of the Act. The standard terms of lease are listed in section 39 of the Act being periods not exceeding :

**90 years** : Residential; professional services (eg, doctors, lawyers); religious, educational, medical, recreational or charitable

**60 years** : Industrial (heavy and light); commercial(ie, shops and offices); hotels

**30 years** : Sale or storage of oil or petroleum products

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### *b) Allocation of land*

Urban land is allocated by the Urban Land Committee(section 24). Land outside urban areas is allocated by the Village Development Councils which are elected bodies whose main powers relate to land allocation. The Local Chief was originally the Chairman of the Committee but now serves only as an *ex-officio* member. In practise however many chiefs use the VDC as a mask to continue their former practises of distributing land.

### *c) Special areas of land*

*Selected Development Areas* provide a mechanism where, within a defined area, existing lease rights are extinguished and the land reverts to the state. This enables a "development scheme" to be properly planned in an area which is not constrained by existing ownership patterns.

Land required for public purposes may be available through "*compulsory acquisition*" of land for state use. Compensation, in practise, has proved to be a contentious issue. In practise therefore considerable consultation, negotiation and sometimes enforcement against illegal development is necessary before the land acquired can be put to the use intended.

## **4.2 Town and Country Planning Act**

The *Town and Country Planning Act* was passed in 1980 and brought into force in 1984. The Act begins by stating that its purpose is "To provide for orderly development of land and to preserve and improve the amenities thereof and to promote efficiency and economy in the process of such development". The main powers of the Act are to provide for mechanisms for the preparation of Development Plans and control of development through a system of planning permissions. Certain categories of development are exempted from need for planning permission, such as traditional dwellings. Additionally, the Act provides for a Town and Country Planning Board to scrutinise Development Plans; delegation of limited powers to local authorities; enforcement powers and a system of appeal to the Minister for refusal of planning consent.

The Act applies to Planning Areas designated by the Minister. So far only the Maseru Planning Area is operational but other towns are currently being declared as Planning Areas by the Commissioner of Lands as Planning Authority. The Act is currently the subject of a consultancy to bring its provisions up to date and make it more able to cope with the exigencies of planning in Lesotho into the 21st century.

## **4.3 The Land Survey Act 1980**

The *Land Survey Act 1980* and the *Land Survey Regulations 1982* lay down the procedures for the licensing and employment of private surveyors plus the verification of their work by the Chief Surveyor. Delays often occur at this point in the land development process as private surveyors will not do the work unless paid in advance and applicants are unwilling to pay until they are sure that they will be allocated the lease.



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#### 4.4 The Valuation and Rating Act 1980

*Rates* exist as a charge on land. The *Valuation and Rating Act 1980* provides the relevant legislation on this subject. The maintenance of the Valuation Roll is very important. For example the main source of revenue for Maseru City Council is intended to be rates levied on properties. This requires an up to date valuation roll - at present this is not the case because of the large number of properties not registered under legal title. The valuation roll is based on the size of the plot, its use and the buildings located on it. Powers are provided in the Act for officers to gain access to land for rating purposes.

#### 4.5 The Urban Government Act 1983

There was however by the early 1980's a recognition in Government that the existing decentralisation was inadequate, especially for Urban areas. As a result the *Urban Government Act 1983* was passed. It was under this legislation that Maseru City Council was established. To date this is the only local authority which has been established under the Act. However, there are preparation underway for the decentralisation of local government to the remaining nine districts.

The Urban Government Act is an important piece of legislation, This is so even given the rural-urban dichotomy created; the extent of the powers retained by the Minister and the lack of clarity over what type of authority should be created for which situation. There is mounting pressure that other towns in Lesotho, eg, Butha-Buthe, should be provided with some form of local government as the present system of decentralised central government is inadequate. Government is in the process of instigating a wide ranging review of local government and it is quite probable that the present Act will be amended or replaced altogether.

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## **5. PRIORITY ISSUES**

### **5.1 POVERTY ALLEVIATION**

Lesotho has a total population of approximately 2 million, and even though relative poverty in Lesotho is high, absolute poverty is known to be lower than in many sub-Saharan countries. It is estimated that between 55 - 60% of the total population live below the poverty line. There is widespread recognition that in Lesotho, poverty inhibits the widespread participation of the majority of the population, 84% of which live in the rural areas, in the country's economic development. Lesotho has not been able to provide sufficient employment for its labour force, many of whom are returning mineworkers from South Africa.

#### **5.1.1 Economic development**

The promotion of human settlements that recognise and respect the rights of all people, in particular the vulnerable and disadvantaged groups, is of the highest priority. More recent government interventions are focusing on the co-ordination of inter-ministerial and intersectoral agencies to involve the formal and informal private sector to make housing and related services accessible for all income groups, particularly the least financially-able. An enabling social and economic environment that attracts investments, generates employment and provides revenue for the needy income groups would go a long way to the improvement of human settlements in Lesotho.

#### **5.1.2 Policy measures**

Under the Local Agenda 21, poverty alleviation and human settlements development are major priority areas. The primary objective for combatting poverty is,

"to achieve sustainable development through an integrated programme of human resource development and poverty reduction, with special attention to rural areas, urban poor, women and children."

The promotion of an entrepreneurial culture, the improvement of economic opportunities, the creation of jobs, increased access to credit are all specific targets for action.

#### **5.1.3 The role of women**

Among people living in poverty, gender disparities are marked especially in the increase of female-maintained households. Women bear a disproportionate burden of poverty. They are more affected by hunger, malnutrition, ill health, limited or lack of access to education and other basic services, increased morbidity and mortality from illness, homelessness and inadequate housing, unsafe environments and social discrimination and exclusion. Furthermore, they are most affected by absolute poverty, characterised by severe deprivation of basic human needs - including food, safe drinking water, sanitation facilities, health, shelter, education and information.

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A large proportion of women are low-wage earners, they are under increasing pressures to provide for their families since they often fall outside family support systems, social institutions and safety nets. Persistent widespread poverty, as well as serious social and gender inequities, inhibit the full participation of women in human settlements planning, development and management that meets even their basic needs.

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## 5.2 LOCAL GOVERNMENT

Lesotho does not have an established system of Local Government. Governance over the whole country is still effected by a largely centralized system of government organised sectorally in a strong hierarchical manner. There is in addition and running parallel with Central Government administrative authority, the traditional chieftainship authority which impacts significantly in the day-to-day lives of the ordinary Mosotho. While the Country is divided into districts for purposes of central government administration, the country is also divided into Chieftainship wards, which are further subdivided into smaller administrative units under the jurisdiction of lesser Chiefs and within these Chiefs areas are villages under headmen. The boundaries of the geo-administrative units of Central Government on one hand and Chieftainship on the other do not necessarily coincide but overlap in many instances resulting in considerable confusion. While government administration is highly centralized with sub-national geo-administrative units with virtually no autonomy. The absence of accountable, democratically constituted local authorities which are responsive to the needs of the respective communities has resulted in extremely poor delivery of urban services. Communities in these settlements have virtually no say in the administration of their areas.

### i) Ministry of Local Government

It should be noted that the present democratically elected government has always proclaimed its commitment to the establishment of local government. In this regard, the new Ministry of Local Government, Rural and Urban Development is responsible for local government, housing, land and rural and urban development. Developing on proposals in its manifesto the Government has held a number of workshops concerning the establishment of local government. This is an ongoing process and no firm decision has been made regarding the form local structures will take. It is still too early to discern what form or character the future local government or administration will adopt.

### ii) Urban Government

Local Authorities were first established by the British in 1959 during colonial rule but were abolished less than ten years later by the elected government voted in after independence in 1966. The main reason for this appears to have been political conflict between central and local jurisdictions. No further attempts were made to introduce local government until 1983 when assent was given to *The Urban Government Act*. Even though the Act was promulgated in 1983 the first real attempt to introduce local government was in 1988 when government initiated the establishment of Maseru City Council. Maseru City Council was itself established in 1989 and has since been the sole local authority. Whilst on paper it seems the ideals of autonomy, self-sufficiency, delivery of services are guaranteed by the *Urban Government Act*, Maseru City Council, after six years of existence is still far from being self-sufficient, enjoys very little autonomy and the quality and coverage of its services leaves much to be desired.

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### iii) District Councils

The rest of the Urban areas (Towns) which are mostly district headquarters, are still administered directly by central government through the office of the Town Clerk within what has recently been known as Ministry of Home Affairs and Local Government. Town Clerks are purely administrative and are not empowered to raise revenue for the purpose of financing the provision of physical infrastructure and social services in their localities. Charges and fees that are collected in the Urban areas are deposited in the Central Government consolidated fund rather than spent locally. Town Clerks are seriously hampered by lack of technical and administrative support, are relatively junior in status and are thus hopelessly unequipped to perform the functions expected of them.

### **Conclusion**

The successful implementation of the National Plan of Action relies on an effective system of local government that promotes participatory public involvement. The achievement of the objectives of the NPA requires fundamental institutional reform. The present system has rendered the existing authorities little success to control peri-urban growth.

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### 5.3 LAND

Land in Lesotho is currently administered under a Land Act promulgated in 1979 and reviewed in 1986 and 1992 mainly to provide for compensation and for transparency in the powers of the Minister respectively. The Land Act 1979 has inherited a complex situation created by customary practices and earlier land administration instruments which continue to feature as we prepare for the National Shelter Strategy to the year 2000. The demand for land has outstripped the ability of government agencies to allocate and plan it, resulting in a thriving informal market in land transactions.

#### 5.3.1 Overview of the Current Land Policy

Under customary practise (Laws of Lerotholi) land allocation was a responsibility of the Chiefs. They performed this role in the context that all the land belonged to the people with the King (Paramount Chief) as supreme custodian. The Chiefs role was to ensure that land was distributed so that all Basotho had the land they required to provide shelter for themselves and food for their family. The land however remained the property of the nation, not the individual to whom user rights had been granted.

The above system generally worked well at a time when there was little urbanisation and the population relatively small. After independence in 1966 rural-urban migration started to grow resulting in pressures on land in peri-urban areas. It was also felt by many, especially in the donor community, that the lack of any legal title to land inhibited productive investment in buildings and structures. These resulted in growing demands for land reform. A number of attempts were made to achieve this such as the *Administration of Lands Act 1973* and the *Land Act 1973*. These failed largely because of opposition from Chiefs who were concerned about loss of power. The donor community also felt that the reforms were not sweeping enough. *The Land Act 1979* represented the most comprehensive departure from previous policies. Contained in the new land policy was the provision for agricultural land to remain within one family through inheritance. It was this particular phenomenon, with its notion of permanence of land holding, which led to a now common tendency for owners of agricultural land not only to demand compensation when their land is taken away but also to assume land allocation powers, albeit illegally. This is evidenced by widespread subdivisions of agricultural land into residential land parcels, one of the major causes of the vast peri-urban sprawl around all urban centres of Lesotho.

#### 5.3.2 Land allocation

Land allocation in both rural and urban areas was originally the prerogative of the Chiefs. From 1979 this role was carried out by committees. In rural areas these were partly appointed by the Minister and partly elected by communities. The Minister was wholly responsible for appointing the Urban Land Allocation Committees. Early 1995, changes were introduced to provide for full election of Village Development Councils which are responsible for land allocation in rural areas.

The Chiefs were originally the Chairs of the Land Committees but since 1995 have just been observers. There have been many instances of Chiefs illegally allocating land for a sum of money

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and contributing in particular to peri-urban sprawl. The use of certificates of allocation back-dated to before the commencement of the 1979 Land Act, known as "Form C's" has been particularly common.

Of major significance with regard to Urban Land Committees is that they control two typologies of land with different historical background. At the centre lie the former Colonial Reserves which were in all respects revered as government land and appear to have enjoyed a great deal of state protection. In the periphery, thanks to the extension of urban boundaries in 1980, are peri-urban communities representing the interface between traditional and modern land administration systems. These settlements have created many problems in terms of economic costs concerning the provision of all forms of infrastructure, including water, roads and electricity. Because of the absence of governmental controls or formal intervention, much valuable agricultural land has been lost through clandestine subdivisions and un-regulated land sales. Even where attempts at upgrading have been made, usually with donor support, it has been difficult to achieve land registration and subsequent acceptance of the obligation to pay rates and thus establish a capital source for maintenance of services. Under these circumstances, it has also been difficult to provide for environmental planning.

The attractions of immediate cash payments for a piece of land on the part of the owners of agricultural land and also on the part of the chiefs who facilitate this illegal transaction and the attractions of instant acquisition of land on the part of those seeking access to housing land have combined to defeat all instruments of control. This process is much quicker than formal channels which further increases its attractiveness to would-be developers including speculators. Purchasers construct as their finances allow, usually incrementally, often using money obtained from family and friends. Thus residential plots continue to be sold in small pieces and in an adhoc manner which does not facilitate infrastructure provision. The manner in which payments are made to erstwhile land owners does not benefit them in a sustainable manner in that they also are piece-meal. The land owners have no opportunities for any sustained participation in the emerging urban development market.

The Plan of Action shall attempt to re-orientate this phenomenon, pursuing planned urban growth, sustainable urban development and promotion of a broad-based partnership of government, NGO's/CBO's and land owners.

### **5.3.3 Land Tenure and the Gender Perspective**

Women's minority status constitutes a barrier to women's progress particularly in the acquisition and management of shelter as it restricts their access to land and credit facilities. The consequences that flow this minority status are that:-

- i) They possess no legal capacity to enter into contracts without their husband consent.
- ii) They do not have *locus standi in judicio*, that is, the capacity to sue or be sued in their name.

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- iii) They cannot transfer, cede or register immovable property, bonds or other rights in their name without their husband prior consent in terms of Section 14 (3) of the Deeds Registry Act No.12 of 1967. This makes provision of collateral for loans difficult on the part of women.
  - iv) An adult single woman may own property either movable or immovable and has full legal capacity to contract in her own right. This legal independence is however lost upon marriage in community of property which renders her husband the sole administrator of the joint estate.

The irony of it all is that women are effectively household heads. The majority of men are employed in the Republic of South Africa and women remain behind administering households. Also there is no reason why a woman married in community of property should always seek her husband's consent before she can legally bind herself, particularly when she earns a steady income. Every woman's priority is her household. Women also turn a house into a home by providing household amenities like furniture, provision of sanitation facilities and waste disposal. A home provides safety, comfort and privacy not to mention things that go with it like access to drinking water, heating, lighting, ventilation and a generally healthy environment. All these also have implications on children. By denying or restricting women's access to productive resources, the aforementioned remain at stake. Women are also renowned to be reliable in terms of repayment of loans.

#### Access to land/credit: inheritance

Accessibility by women to resources, viz, land and credit property impinges on the laws relating to marriage, property, inheritance and land. The relevant law are: the Deeds Registry Act No.12 of 1967, the Land Act No.17 of 1979, the Land (Amendment) Order No.6 of 1992, the Inheritance Act No.26 of 1873, the Administration of Estates Proclamation No.2 of 1953.

##### i) Access to land

The Land Act 1979 governs land acquisition in Lesotho. The Act does not prohibit the acquisition of Land by women, be they single, marriage in or out of community of property. The Act however cannot be read in isolation, and when read with section 14 (3) of the Deeds Registry Act 1967 (aforementioned) restricts women's access to land and ultimately to credit. A woman married in community of property may facilitate the acquisition of a site but the title thereto will be written in the husband's name in conformity with the Deeds Registry Act, 1967 unless her husband grant his written consent to have the site registered in her name. The rights enshrined in the Land Act therefore become empty rights. If the husband is not interested in providing for shelter the woman is doomed. Land is a prerequisite for shelter. Where a woman held a title over land before marriage, upon marriage it automatically forms part of the joint estate subject to the husband's sole administration unless excluded by an antenuptial contract.

Under Customary Law, a woman may not acquire any rights over land. Even after the death of her husband, the widow only has a right of use or occupancy (usufruct). Thus she may not



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transfer the property as it does not belong to her. She holds the property on behalf of the heir (the eldest male issue) and in his absence her husband's brothers or their sons. Hence women are properties of their fathers, their husbands and ultimately their sons under Customary Law. The Land (Amendment) Order No.6 of 1992 amends *inter alia* section 8 of the Land Act which gave the widow only rights of occupancy over the land in trust for her eldest son (the heir). The Act as amended has reversed this situation by giving the widow full rights over the land. The Act is silent on whether the widow may transfer the land as the section provides that "the widow is given the same right in relation to the land as her deceased husband". This is a commendable step on the part of Government.

## ii) Access to Credit

At the centre of constraints women face with regard to accessibility of credit, particularly for housing projects is their minority status in law. As aforementioned women married in community or property do not have the legal capacity of enter into contracts or to register immovable property, and mortgage bonds in their own name. In order for an immovable property or bond to serve as security or collateral for a loan it must first be registered with the Registrar of Deeds under the Deeds Registry Act 1967. Section 14 prohibits such registration by women married in community of property unless they get their husbands' consent.

Commercial banks are therefore legally barred from affording women mortgages. They need their husbands' written consent. The woman may facilitate the loan, but the bond will be written consent. The woman may facilitate the loan, but the bond will be written in her husbands' name. It is more glaring where the woman is a bank employee and got the loan facility by virtue of her position, but the bond is in turn written in the husband's name. The law renders women married in community of property perpetually subservient to men. Women married in community of property as has already been indicated lack *locus standi* in judicio cannot sue or be sued in their own names. Because of their lack of *locus standi* in judicio, commercial banks cannot take the risk of lending married women money without their husband's consent. In case she defaults, the women may plead her minority status and therefore legal incapacity.

Section (45) of the Lesotho National Development and Savings Bank Order 1971 empowers married women, whether married in out of community of property to open a savings account and be subject to all the conditions attached thereto without any assistance. This does not extend to loans. Informal means of securing credit have evolved among women, for instance through burial societies and money lending associations, organised by women. The United Nations Development Programme runs a Small Business Project and another "Women in Business" currently administered by the Lesotho Bank. These facilitate women's access to credit, but are inadequate and do not help women directly towards the acquisition of shelter. Women need to be given direct access to commercial banks without having to seek their husband.

## iii) Inheritance

Inheritance connotes an acquired right, and is one avenue women may have access to property including shelter. The laws related to inheritance are the Inheritance Act No.26 of 1873, the

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Administration of Estates Proclamation No.19 of 1935 and the Intestate Proclamation No.2 of 1935 and the Intestate Proclamation No.2 of 1935 and Customary law.

- Customary Law

Under Customary Law women do not generally inherit property. Only male children can inherit property. Only male children can inherit. The eldest surviving male issue in the family is entitled to inherit property. The widow only has limited rights of use (usufruct) or occupancy over the property is done in consultation with the brother or relatives of her deceased husband. Under the Laws of Lerotholi, a husband has a right to make written instructions as to how his estate will devolve upon his death.

- The Intestate Proclamation No.2 of 1953

This piece of legislation governs succession to one's estate (property) where the deceased has left no will. In terms of the Proclamation, a surviving spouse has rights of succession over her deceased's spouse's property. A spouse married in community of property is entitled to half of the estate. The remaining half is divided equally between the surviving spouse and her children.

- The Inheritance Act No.26 of 1873

The Act applies where the deceased has left a will. A person is free to appoint any anyone to administer or inherit his property after his death. A husband may therefore bequeath all his property to his wife. According to Section 3 (b) of the Administration of Estates Proclamation No.19 of 1935 any people married by civil rites or living an European way of life may make a will.

Proposed changes in policies and legislation

Lesotho has taken a commendable step by ratifying the Convention of the Elimination of all Forms of Discrimination Against Women (CEDAW) it should therefore strive to fulfil its obligations under the Convention, by reviewing all laws and statutes which discriminate on the basis of gender. In order to improve accessibility to resources viz., credit, property and land thereby guaranteeing shelter development, the constitution as the supreme law will to be amended (Section 18 (4) (b) thereof) to remove discrimination in all its forms. The other laws like the Deeds Registry Act of 1967 will also be amended to be in line with the Constitution.

Women married in community of property should not be compelled to seek their husband, consent before they can have bonds or immovable property registered in their names. Laws/policies regulating banking institutions will naturally accordingly be amended. The marital power concept is archaic and should no longer form part of our laws. There is nothing wrong with parties deciding to marry in community of property as long as it operates on a partnership basis. The Law Reform Commission should start functioning, and should hopefully have completed its mandate by the year 2000.

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## Conclusion

Lessons obtained from a number of projects in various districts of the country indicate that the majority of those wanting plots would prefer serviced sites, water ranking highest, followed by electricity and sanitation. Roads do not feature as an important service. These findings are reflected in a survey undertaken recently by Urban Development Services, now part of the Ministry of Local Government.

The majority of applicants for plots, around 76%, required these for their own occupation with only 15.5% requiring plots for constructing rental accommodation and 8.5% for commercial purposes. The majority of applicants preferred taking a loan with INFUND (a revolving fund established by UDS with comparatively low interest rates) to pay for their site, with other loans and cash payments taking second and third position respectively.

It can be concluded from these case studies that the majority of urban dwellers lack and seek housing of their own. The majority of applicants prefer sites to be provided with water. It is further observed that the majority of the people cannot pay cash for their sites, so that it is essential to strengthen measures providing for a loan facility. Although the pattern of preferences seem consistent with different projects, it would appear essential that projects be planned in consultation with would-be beneficiaries to be relevant and responsive to local needs.

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## 5.4 ENVIRONMENT

### 5.4.1 Environmental Problems

Lesotho has a number of serious problems relating to environmental management and human settlements. Primary among these is the increasing unplanned sprawl of houses onto agricultural land. The process by which this happens is explained in the chapter on Land Administration and produces low density, chaotic developments. As well as the loss of scarce arable fields the impact is also felt in the poor quality or absence of services. Waste disposal is done on plot or in nearby gullies; a similar scenario prevails with sewage. Many lowland rivers are heavily polluted by human waste which can on occasion lead to disease. Cans, bottles and paper can be seen dumped all around settlements.

Other problems of human settlement are seen in air and water pollution. The burning of coal and wood in winter results in smoke hazes developing over settlements at morning and evening hours. The impact of this is particularly severe on those suffering respiratory disease. TB aggravated by smoke inhalation is a major cause of mortality in Lesotho. Pollution from motor vehicles, many of which are in poor condition, is an increasing problem in towns. Water pollution from inadequate sanitation has already been alluded to. An increasing problem in the last ten years has been water pollution from industry. Many factories discharge their waste directly into storm water sewers or rivers without any pre-treatment. This situation is particularly severe in the towns of Maputsoe and Maseru.

Management of these problems has until recently been solely the responsibility of individual government ministries. These have lacked the manpower, resources and frequently the legal power to do much about the problems. The centralisation of staff and decision-making in Maseru has meant it has been very difficult to manage and monitor environmental problems outside the capital. Problems have also been exacerbated by lack of clarity over who was responsible for undertaking functions such as control of water pollution. Lesotho's recognition of the need for management of its environmental problems and a vision for sustainable development dates as far back as the colonial area; that is before the country's independence in 1966. However the first international conference on Environment and Development held in 1988 in Lesotho marked an important step for the country in grappling with the close interrelationship between the environment and socio-economic development. Since this Conference, environmental issues have had a higher profile in the country and environmental awareness and consciousness has increased. Government has also recognised the importance of taking practical steps to incorporate environment into national decision making.

### 5.4.2 National Environmental Action Plan

One of the most important initiatives deriving from the Conference was the preparation of the *National Environment Action Plan*. Lesotho was one of the first countries in Sub-Saharan Africa to prepare and adopt a National Environment Action Plan (NEAP). The NEAP process marked an important initiative for Lesotho as it provided a framework for integration of environmental considerations into the planning and decision making process. NEAP outlined major

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environmental problems to be addressed in the country and continued to identify remedial measures that could be undertaken to address these.

For various reasons, the National Environment Action Plan was not implemented and over the years, environmental problems have been escalating. In 1994, with the support of UNDP, Government of Lesotho revisited NEAP, and a more comprehensive Action Plan was prepared. This was part of the Government's response to the UNCED "Earth Summit" held in Rio de Janeiro in June 1992. The Agenda 21 National Action Plan builds on the foundations of NEAP, and identifies seventeen (17) priority programmes which are to be implemented in Lesotho if sustainable development is to be achieved. The document relates directly to Lesotho's national development priorities focusing on the socio-economic dimensions, management and conservation of natural resources and the promotion of community participation. One of the priority areas in the Agenda 21 National Action Plan is Promoting Sustainable Development of Human Settlements.

#### 5.4.3 Institutional Framework

Within Government structures, different line ministries have produced environment related policies relevant to their specific sectors. These policies are implemented independently without taking cognizance of how they relate or even affect other sectors of the economy. Given the inter-sectoral and multi-dimensional nature of activities envisaged under this programme there is urgent need for policy reform to address these different linkages if desired results are to be achieved. A comprehensive National Environment policy has therefore been formulated and approved by Cabinet to deal with sectoral linkages. It is intended that sectoral policies will be reviewed as soon as possible to ensure that they are in harmony with the main policy.

The institutional framework to deal with the above is as follows:

*i) National Environment Secretariat*

NES in its capacity as the lead agency for environmental management will therefore foster coordination and collaboration between different government ministries, parastatal organizations, NGOs, and other major groups. It has a broad mandate to pay attention to the following:

- i Supporting training and technical assistance to government ministries, parastatal organizations, private sector etc. involved in environmental management programmes so as to build capacity in planning and design of projects.*
- ii Assisting ministerial environmental units on issues such as implementation of environmental impact assessments for major projects, guidelines and standards and enforcement of regulations.*
- iii Setting regular consultation meetings with the donors to discuss issues of common interest and areas of cooperation.*

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- iv *Maintaining programmes of public education and awareness* to enhance common understanding of environmental management issues.

*ii) Maseru City Council*

Its role relates both to planning and building control but also the environmental health department.

*iii) Department of Lands, Surveys and Physical Planning*

LSPP is the main agency responsible for land management and planning. The department has been unable, to date, to prevent the unplanned, environmentally unsustainable growth of settlements. It is recognised that with the current lack of human and financial resources and uninformed public opinion this will not change overnight but certain changes can be made to improve the situation.

*iv) Department of Land Use Planning - Ministry of Agriculture*

This department is responsible for advising communities on the management of land around their settlements. Together with LSPP they recently sponsored the preparation of a "Village Planning Manual" to assist villages in the planning of their settlements.

*v) Ministry of Natural Resources*

This is the main government ministry responsible for environmental matters. Monitoring of air and water pollution, for example, will be the responsibility of departments within this organisation.

#### **5.4.4 Environmental Legislation/EIAs**

To-date Lesotho does not have a comprehensive environment legislation or policy, as a result there is no legal requirement for the developer to prepare an EIA. However, the overall environmental legislation which will include EIA procedures and guidelines is currently being prepared with a draft version available by the end of May 1996. The Legislation will include Environmental Impact Assessment procedures as well as environmental quality standards and enforcement procedures. The proposed law will also deal with cross-sectoral overlaps and promote sound environmental management. In the interim, NES has prepared preliminary EIA guidelines and a ~~suggested list~~ of projects that are subject to EIA. These are supplemented where necessary by World Bank, European Community and ODA guidelines.

Environmental Impact Assessment (EIA) is a fairly new concept in Lesotho's environmental management. It was first introduced in 1988 when the Action Plan recommended that EIA should become an integral component of economic feasibility studies of projects which will have a significant impact on the environment. To date the Lesotho Highlands Water Project (LHWP)

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is the only project which has been subjected to EIA though others are in the pipeline such as for the Ski resorts at Mahlasela and Sani Top. However, the Government of Lesotho is fully committed to making EIA mandatory to all large scale projects and a number of Environmental Impact Statements (EIS) are expected to be submitted in 1996. Environment Units from the relevant Ministry are the first to make comments on EIS. It is expected that in many cases that the Unit attached to LSPP will fulfil this role as EIS's will in many cases be a requirement of planning and land lease applications. The National Environment Secretariat is the body responsible for the final approval of the EIS plus monitoring and enforcement of any conditions imposed.

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## 5.5 INFRASTRUCTURE

Effective infrastructure provision is a fundamental element in the creation of sustainable human settlements. Water is fundamental to life itself; roads allow access to employment and shops. Failure to provide these services efficiently has both economic, human and environmental impacts. Experience in Lesotho shows both the problems of inadequate infrastructure and approaches which may be taken to resolve identified problems.

### 5.5.1 Service Provision

Provision of essential services such as water, electricity and roads can usually be achieved most cost-efficiently through the planning of areas before construction commences. This enables "economies of scale" to be obtained, eg, in hiring graders for roads and supplying electricity, which results in savings both for residents and the government. A number of well planned areas have been provided through the Department of Lands, Surveys and Physical Planning and parastatal agencies such as Lesotho Housing and Land Development Corporation. The Government has not however been able to meet the demand for new layouts. Where settlements sprout as a result of the illegal subdivision great difficulties have been experienced in providing adequate services, primarily because of tortuous access and distance from existing supplies. As a result access to even the most basic services has been very poor for a substantial percentage of the urban population. Even where it does exist the infrastructure is often of poor quality, such as roads impassable in wet weather and broken or polluted water pumps.

The primary focus of government activity has been on planning "greenfield sites" and providing services to existing communities when demand is sufficient to warrant it. Little focus has been placed on "upgrading" largely informal areas, primarily because of the considerable financial expense. Physical constraints due to lack of planning have been one reason for poor infrastructure. Another major constraint for many in obtaining access to infrastructure has been the high cost of connecting to services which are available. On plot connections for water, electricity and telephone are prohibitively expensive for large segments of the urban population. The further the consumer is from existing networks, the higher the costs become. The poor often have to pay a premium for the available alternatives such as paraffin for heating or water from a private vendor.

The Government recognises these problems and has been examining ways to address the situation. Examples of this include the urban sanitation programme and low interest loans available in a revolving fund to plot owners on schemes developed by Urban Development Services. It is recognised however that greater attention must be paid to this important area.

### 5.5.2 Constraints for infrastructure provision

What is currently lacking most is coordination of objectives between sectors; eg, water and electricity. This results in wasteful duplication in some situations such as when roads are dug up for access to cabling and pipes and environmental degradation sometimes results. There is a need to *establish fora at national and district level* to exchange information between the different



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agencies and achieve greater unity of approach. The Ministry of Economic Planning (MEPD) should coordinate these.

There are a large number of infrastructure agencies, each with different remits and constraints. Coordination of each of these bodies can be a major problem when seeking to develop a planned approach as each sector has individual targets and objectives. Inadequate consultation mechanisms between LSPP and the infrastructure agencies has resulted in many problems. These have included failure to provide services to new developments in a coordinated manner and disputes over wayleaves. These have resulted in unsightly lines of poles duplicating each other and lines being inaccessible for maintenance.

General lack of environmental awareness by service providers who often only consider engineering aspects of proposals has been another difficulty. The shortest route technically available is often selected with little consideration of other impacts. The recent Environmental Impact Assessment undertaken for the Lesotho Highlands Water Project has been a welcome step forward on this matter.

Poor enforcement/protection of road reserve corridors where these exist has caused problems both for Ministry of Works/Town Clerks but also utility agencies. Politically it is difficult to demolish a structure once constructed. This results in illegal encroachment making future widening schemes very expensive with respect to compensation.

### **5.5.3 Key Actors**

#### *Department of Lands, Surveys and Physical Planning*

Preparation of plans and layouts; up to date mapping; liaison with utilities; decentralisation of functions

#### *Urban Development Services (now Infrastructure Division, LSPP)*

Co-ordinating service provision on new site and service schemes

#### *Lesotho Housing and Land Development Corporation*

Co-ordinating service provision on new site and service schemes

#### *Maseru City Council*

Planning in urban area; road maintenance

#### *Water and Sewerage Authority*

Water and sewerage provision in urban areas

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*Department of Rural Water Services*

Provision of Water in rural areas

*Urban Sanitation Improvement Team, Ministry of Local Government*

Promotion of Ventilated Improved Pit Latrines in urban areas

*Rural Sanitation Project, Ministry of Health*

Promotion of Ventilated Improved Pit Latrines in rural areas

*Lesotho Electricity Corporation*

Electricity reticulation nationally

*Ministry of Natural Resources, Department of Energy*

Advice on various energy matters (especially conservation)

*Lesotho Telecommunications Corporation*

Telephone provision

*Ministry of Works, Roads Branch*

Maintenance of national roads

*Ministry of Works, Labour Construction Unit*

Provision of secondary roads

*Civil Works Section, Ministry of Local Government*

Upgrading and maintenance of tertiary roads

*National Environment Secretariat*

Environmental impact of infrastructure proposals

*Civil Works, Ministry of Local Government*

Provision of urban roads and solid waste collection

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*Ministry of Economic Planning*

Co-ordination of sector policies

*Ministry of Finance*

Approval of budgets for capital and recurrent expenditure

*Donors*

Funding of selected projects submitted for approval

*Non Governmental Organisations*

Involvement in smaller projects, especially in the water sector

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## 5.6 HOUSING

Housing is an essential component of human settlements and it is the category of social infrastructure concerned with the specific locations where people reside. Adequate housing is a measurement of the social and physical well being and therefore it should be afforded a high priority in the identification of national development and the allocation of resources. National housing planning and programming is critical to ensure that the activities of the housing sector are co-ordinated and integrated within the activities and resources of other sectors, including the inclusion and mobilisation of the private sector.

The key issues in housing are land, finance and institutions. Generally, human settlements are receiving increasingly higher priority on the national and international agendas. The manifestations of the impacts of urbanization are more visible than ever before, calling for concerted actions by all key actors involved in the shelter sector. Urban to rural migration accounts for a significant proportion of the expansion of urban and peri-urban areas and the positive and negative factors accompanying rapid urbanisation need to be carefully managed so that local and national development objectives are attained.

Despite the negative impacts of urbanisation that governments are confronted with, such as poverty, unemployment, crime, homelessness, urbanisation presents unrivalled opportunities for all sectors of society to contribute to local and national economic growth. Innovative methods of addressing these challenges need to be incorporated into new and existing strategies for implementation.

### 5.6.1 Land

Land is the most essential commodity required for an effective housing programme. According to the draft National Housing Policy, land issues are classified into three categories:

- access to land for housing;
- control over development;
- security of tenure.

#### 1. Access to land for housing

The rapid peri-urban growth, especially around Maseru demonstrates that individuals have access to land for residential and other developments. A considerable amount of agricultural land has been converted to residential use, and even the open land that has earmarked for residential projects has been developed privately. However, apart from those who are allocated land on the basis of being the most economically able, many are illegal allottees, many of whom have undertaken residential construction on sites that are not accessible to basic services.

#### 2. Control over development

Peri-urban sprawl is a demonstration of the difficulties encountered to control the distribution of

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populations and urban development. To ensure that housing land needs are met, the priorities are land use planning and land management, controls and incentives to guide urban growth and development, and the planning and implementation of housing services.

### 3. Security of tenure

Security of tenure is essential, particularly to ensure that all developments conform to the legal frameworks and regulations within which they operate. Legal rights to land encourage orderly development, attract individual investment, provide long-term finance for housing, maintain the economic viability of the housing sector and its institutions and foster home ownership.

Despite the questionable legality of leases held by many urban residents, there has been extensive individual investment in housing, resulting in large sections of peri-urban areas being developed. In some areas, under-development has led to the inadequate provision of basic services and infrastructure. To enable the economic provision of basic services, land owners have been encouraged to sub-divide their properties and/or undertake construction of rental accommodation.

## 5.6.2 Finance

### 1. Private investment in housing

Finance for housing has been inadequate. Yet the forecasts for growth in the housing sector require a significant injection of funding. Housing development in Lesotho has primarily been funded by individuals investing in their own houses and studies indicate that approximately 50% of all urban housing is financed by the remittances from Basotho migrants working in SA.

### 2. Mortgage financing: Lesotho Building Finance Corporation

A prerequisite to the increased delivery of housing is the availability of adequate mortgage financing. The primary housing finance institution, the Lesotho Building Finance Corporation (now merged with Lesotho Bank) was established in 1977 to provide mortgages to private and publicly-assisted individuals.

## 5.6.3 Institutional Framework

The institutional framework has suffered from serious constraints due to the inadequate institutional capacity to manage the increased scope of housing required by a growing populations in urban and rural areas. The division of responsibilities in the former Lehco-op, Lesotho Housing Corporation and the Lesotho Building Finance Corporation posed problems of co-ordinating the shelter sector activities to the extent that the duplication of roles became a common feature. Notwithstanding the limited resources which were available for undertaking the delivery of housing services, particular inadequacies were in the areas of shelter sector planning and programming.

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### **5.6.5 National Housing Policy**

The requirement for a legal framework within which the Government of Lesotho could address national housing issues necessitated the expansion of the Department of Housing. The National Housing Policy was drafted in early 1987 by the National Housing Policy Reference Committee with donor assistance from the Co-operative Housing Foundation. The draft National Housing Policy addresses priority housing needs and facilitates adequate housing so that land and basic services are accessible to individuals. The draft National Housing Policy and National Housing Implementation Plan are the subject of a forthcoming review.

The government's primary shelter-related goal is to facilitate the production of housing by strategic planning and effective resource management. Short term objectives have been prioritized to form the basis of Lesotho's housing strategy, 1987 - 2001. However, the drawback of the housing strategy is its focus on urban housing to the exclusion of rural housing. This major shortfall in the housing policy is intended to be addressed during the review of the National Housing Policy.

The provision of housing and ancillary infrastructure within human settlements is the responsibility of several public and parastatal agencies including Ministry of Local Government, Ministry of Transport, Ministry of Works, and parastatals such as Water and Sewerage Authority, Lesotho Electricity Corporation, Lesotho Telecommunications Corporation. One of the major drawbacks in the provision of housing related infrastructure services is inadequate delivery or the duplication of responsibilities. The Department of Housing has not maximised its role as the agency mandated to co-ordinate the activities of infrastructure and other agencies for the benefit of urban and rural development in the field of human settlements.

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## **PART C: NATIONAL PLAN OF ACTION**

### **PREAMBLE**

The National Plan of Action is a statement of objectives and activities which guide all stakeholders towards the improvement, management and development of human settlements within a specific timescale. The Lesotho National Habitat II Committee produced its National Plan of Action (1996-2000, and beyond) through a process of participatory involvement by relevant key actors/stakeholders. The outcome is contained in this report.

The purpose of the National Plan of Action is to identify key priority areas, objectives and activities for effective human settlements development in Lesotho between 1996 - 2000. It is recognised that many activities are of a long term nature, therefore are marked as 'ongoing'. For this reason, the time scale should be seen as indicative rather than precise. The key actors for each priority area are also indicated. The main responsibility for co-ordinating the implementation of activities lies with the agencies first mentioned under each heading.

The National Plan of Action is *about people* and *for people* - the men, women, youth and children who live in human settlements, in urban and rural areas. Given that men and women not only have different interests in human settlements development but also exercise different roles, all actors should be sensitive to the needs of each gender. The elderly, the disadvantaged, the unemployed and the poor are each stakeholders in and consumers of the products of human settlements. Therefore, the engendering of responsive human settlements is critical for the much-needed transformation of our society so that the hitherto marginalised groups should be fully engaged. The *people-centred* approach lies at the core of the Plan's objectives, strategies and activities.

### **PRIORITY AREAS**

The National Plan of Action identifies six priority areas:-

*Poverty alleviation*

*Local Government*

*Land*

*Environment*

*Infrastructure*

*Housing*

In addition, the Plan emphasises participatory involvement, private enterprise, capacity building

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and information systems development. The actions proposed take full cognizance of previous UN Conferences, namely the Conference on Environment and Development (1992); the Conference on Population and Development (1994); the World Summit for Social development (1995) and Fourth World Conference on Women (1995).

### **1. Poverty Alleviation**

Poverty is the root cause of many problems affecting human settlements and shelter in Lesotho. Unemployment rates are high, in the realm of 40-45% of the working age population. Under-employment is also a major problem of the economy. Employment opportunities in the formal sector are low, leaving little recourse but to the informal sector. Many men formerly employed in the South African mines are now being retrenched, further aggravating the competition for jobs. Many households are *de facto* female headed. Opportunities for the youth entering the job market are seriously constrained. The high level of migration to urban centres also tends to break down the traditional extended family structure, increasing the sense of alienation and despair experienced by many in the poorest sectors of society. Unemployment and poverty has other concomitant effects. This includes lack of access to essential services and relegation to the poorest quality of housing.

The measures put forward in the National Plan of Action seek to address these problems by increasing employment opportunities and improving access to services. It is recognised that encouragement of investment in the shelter sector and infrastructure, especially where labour intensive methods are used, will have multiplier effects in terms of employment, disposable income and economic growth.

### **2. Local Government**

Government in Lesotho is currently highly centralised with all major decisions taken in Maseru. This creates serious problems in both serving the public and reflecting their aspirations. People frequently have to travel long distances to obtain necessary government permits. The constraints affecting local government outside Maseru have contributed to urban sprawl and illegal development nationwide.

A major priority of the Government is the introduction of representative local government throughout Lesotho. It is anticipated that this will be achieved within the next two years. Crucial functions, amongst others, the allocation, development and management of land are expected to be the responsibility of such authorities. The intention is to produce more responsive decision making and to enable more effective monitoring, evaluation and enforcement of the development of land.

### **3. Land**

#### **3.1 Availability/Utility**

Land which is both available and suitable for human settlements development in general, and



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greenfield development in particular, is extremely limited in Lesotho for primarily topographical reasons. This situation is further compounded by the customary land tenure system and out-dated land allocation and registration procedures.

A key element of the National Plan of Action will be the acquisition, planning and transfer of land to qualifying applicants, particularly in the rapidly expanding peri-urban areas. Particular attention will be paid to the needs of landless, homeless and other marginalised groups in society. The consolidation of existing developed land is of equal importance. The maximum utilisation and densification of land and plot will be incorporated into layouts for planned and services sites; notwithstanding the upgrading of existing infrastructure and structures.

To this end, the institutional and technical capacity of the Ministry of Local Government, particularly the Department of Lands, Surveys and Physical Planning (incorporating Housing and Urban Development) require considerable expansion in order to undertake the following:

- decentralisation of land administration;
- acquisition/transfer of land;
- land information systems development;
- public relations.

### 3.2 Accessibility/Serviceability

Access to services affordable land by all income groups is of secondary importance. At both national and local levels, the delivery of basic infrastructure to users of the type and price which meets their needs is paramount. Opportunities for credit and flexible repayment mechanisms are contributory elements of the Plan's success.

## 4. Environment

### 4.1 Context

Lesotho is a mountainous country with only 9% of the land surface in agricultural use. When combined with an increasing population, pressure on land resources is intense. The problem of insufficient suitable land is exacerbated by unplanned urban expansion. A major focus of the environment sector programme therefore concentrates on implementing approaches which will reduce the loss of agriculturally-productive land and manage the available land in an efficient and sustainable manner.

### 4.2 Assessment/Management

The assessment and management of the environment are not new. Considerable resources and information are required to report on the 'state of the environment', a key tool for decision making. The National Environment Secretariat requires extensive technical expertise in order to establish operational Environmental Units in all ministries and parastatals so that environmental legislation and other issues can be fully integrated into the policy formulation and

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implementation. Inter-ministerial and inter-sectoral co-ordination will ensure institutional effectiveness as well as an operational network for the dissemination of environmental information.

#### 4.3 Protection/Mitigation

The protection and conservation of agriculturally-valuable peri-urban land in general, and sites of historical, cultural and scientific significance in particular, promotes the maximum utilisation of limited land. Safeguarding the environment is of utmost importance, especially regarding the effects of soil erosion, pollution and solid waste disposal.

##### 4.3.1 Soil Erosion

Soil erosion and donga formation have resulted in decreasing productivity. Among the causes of this are fragile soils, lack of vegetative cover, wind and rain erosion and inappropriate practises.

##### 4.3.2 Air/Water Pollution

The Plan recognises that the regulation and reduction of emissions and effluents into the environment will go a long way towards the achievement of clean air and safe, drinking water in the built-up areas. In the past, there has been inadequate monitoring of pollution sources and poor enforcement of the law against polluters. Quantification of the problem and examination of measures to improve air/water quality is proposed during the Plan period. However, it is recognised that substantial progress remains a long term goal.

Air pollution has not been fully addressed in Lesotho. Poorly-maintained vehicles and the use of high sulphur coal for residential and industrial use contribute to a high incidence of respiratory diseases among the population.

On the other hand, water pollution has become a major problem. Contributing factors include polluting factories, inadequate or non-operational sewerage treatment facilities, intensive use of pesticides/fertilisers in agriculture, indiscriminate dumping and poorly-managed waste disposal sites.

##### 4.3.4 Solid Waste Management

Of utmost importance it the management of solid waste., particularly its potential for income generation. Private enterprise in solid waste recycling is largely unexplored in Lesotho, therefore the Plan proposes to promote and facilitate the development of new strategies and activities.

## 5. Infrastructure

This section addresses the delivery of basic infrastructure, i.e. water, sanitation and electricity,

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otherwise referred to as 'utilities'.

The Plan takes cognisance of the pivotal position occupied by developers and investors in human settlements development. It further recognises that the growth of human settlements is largely determined by an operational infrastructure network. The expansion of the production, manufacturing and service sectors in Lesotho is largely dependent on proximity to basic utilities. For these reasons, the improvement of utility delivery by infrastructure agencies and the co-ordination of projects and programmes would ensure that the current demand is successfully met.

## **6. Housing**

Accessibility to housing is largely determined by availability of land, building materials, and finance. The Plan, therefore, seeks to promote the integration of private enterprise by individuals and institutions into the housing-delivery process.

## **7. Implementation**

The implementation of the National Plan of Action is dependent on the establishment of an appropriate institutional framework that co-ordinates the inputs of relevant key actors. The Plan proposes to expand the existing Secretariat in order to review progress towards the Plan's objectives and monitor & evaluate the activities being undertaken. Additionally, the adoption of the National Housing Policy is accorded a high priority.

The people-centred approach to human settlements development requires participatory public involvement. To this end, the decentralisation of local government is integral to the success of the Plan, as is the incorporation of gender concerns. The Plan recognises that an informed public can effectively contribute to decision making. Therefore, the development of appropriate information systems, networks for information dissemination and improved public relations are essential components towards the fuller integration of all stakeholders. International co-operation is addressed in the context of cross-cutting issues, such as capacity building and promoting private enterprise in human settlements development.

Other activities that relate to the follow-up of the Habitat II Conference include:-

- the implementation of the Habitat Agenda;
- the establishment of a Best Practises database;
- the extension of the Urban Indicators Programme.

## **8. International Cooperation/Assistance**

Economic growth and sustainable development is central to national development planning in Lesotho, particularly strategies that address poverty alleviation and the promotion of private enterprise.

The Government of Lesotho acknowledges the instrumental role undertaken by bilateral, multi-lateral and international agencies in the transformation of the economy and the improvement of

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human settlements. In keeping with the Global Shelter Strategy whereby the role of government is to facilitate access to basic services, the Government of Lesotho adopted the Privatisation and Parastatal Reform Programme in 1994, thereby committing itself to the extensive involvement of the parastatals and the private sector in national development.

The Government of Lesotho participated in and subscribes to all the Declarations passed at recent UN Conferences which have largely focused on developmental concerns. It adopted Local Agenda 21 thereby attesting its commitment to combatting environmental degradation and improving protection and management of the environment. Government of Lesotho recognises the importance of safeguarding agriculturally - productive land whilst ensuring the availability and sustainability of affordable and accessible land for human settlements development. Furthermore, the Government of Lesotho recognises the importance of maintaining land and infrastructure delivery systems that promote the expansion of public and parastatal projects and programmes also national industrial/commercial enterprises and other sectors that attract much needed foreign investment.

Institutional reform and resource capacities are central to the achievement of the Government of Lesotho's macro-economic policy objectives as outlined in the draft Sixth Year National Development Plan (1996 - 2000). The achievement of the objectives of the three priority areas identified in the National Plan of Action, namely land, environment and infrastructure/housing is wholly depended on an appropriate institutional framework that is well informed, organised and resourced. Whilst available funds are limited to existing budgetary controls, the Government of Lesotho supports projects, programmes and activities that focus on the realisation of the National Plan of Action, particularly where the private sector and community organisations are actively involved.

To supplement national efforts, the Government of Lesotho will seek additional assistance from bilateral and multi-lateral agencies as well as sub-regional, regional and international institutions to successfully implement the National Plan of Action (1996-2000). Specific assistance will be sought in the following areas:-

- research and training;
- institutional/organisational development;
- informations systems;
- technological transfer;
- private sector involvement.

## CONCLUSION

This National Plan of Action outlines Lesotho's priorities for the forth-coming five year period, 1996-2000. The Plan focuses on land, environment and infrastructure/housing as the key priority areas for action. It recognises that the successful implementation of the Plan requires the involvement of all stakeholders and the improvement of institutional efficiency and effectiveness. Human settlements are under constant transformation. Therefore, the National Plan of Action

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should be seen within the context of change and development thereby necessitating continuous monitoring and evaluation throughout the Plan's period and beyond.

**POVERTY ALLEVIATION**

Priority issues/Strategies	Objectives	Activities	Time Scale	Key Actors
<p><i>Poverty Alleviation</i></p>	<p>To promote labour intensive growth and to increase access by low income groups to services in order to raise their standard of living and to facilitate their participation in sustainable human settlements</p>	<p><u>Employment/Job creation</u></p> <ul style="list-style-type: none"> <li>*Promote Private/Informal sector activities;</li> <li>*Collect and analyse information on the existing situation in order to identify priorities for action;</li> <li>*Disseminate information to interested parties;</li> <li>*Coordinate the activities of different actors;</li> <li>*Encourage the development of micro enterprises, particularly in the informal sector;</li> <li>*Institutional development and strengthening;</li> <li>*Training of communities and expansion of vocational schools network;</li> <li>*Examination of the existing legislation relating in particular to employment in order to ensure equitable access to jobs;</li> <li>*Promotion of training facilities for vulnerable groups such as the disabled;</li> <li>*Encourage the work of voluntary groups assisting vulnerable members of society;</li> </ul>	<p>1996-2000</p>	<p>MoLG/MoTI: Bedco, BAPS, Vocational Schools, Labour Office, MoEm, LNDC, NGO's/CBO's</p>

		<p><b>*Enforcement of legislation on accessibility for the disabled;</b>  <b>*Provision of appropriate services for vulnerable groups;</b>  <b>*Provision of support services, including feeding support where appropriate, to those most in need such as the very young;</b>  <b>*Institution of appropriate education programmes for "street children".</b></p>		
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## LOCAL GOVERNMENT

Priority issues/Strategies	Objectives	Activities	Time Scale	Key Actors
<i>Establishment of representative local government throughout Lesotho</i>	Establishment of functional Local Authorities for all major settlements within two years	*Institutional strengthening of Ministry of Local Government;	1996-1998	MoLG, Public Service Commission, Government Planning Unit: Donors
		*Consultation and Publicity;	1996-ongoing	
		*Review of MCC performance and problems;	1996	MoLG, Task Group consultants: donor.
		*Preparation and adoption of White Paper;	1996	MoLG, Task Group consultants, Cabinet: Donor.
		*Drafting and enactment of legislation;	1996	MoLG, Law Office, Parliament: Donor.
		*Election preparations and elections;	1996-1997	MoLG, Election Office: Donor.
		*Establishment of Local Authorities (including training);	1997	MoLG
		*Monitoring and evaluation.	1997-ongoing	MoLG, Donors



**LAND**

Priority issues/Strategies	Objectives	Activities	Time Scale	Key Actors
<p><i>Availability of land for development</i></p>	<p>To acquire and make available suitable land for sustainable human settlements                      development:                      a) Green field development                      b) Consolidation of existing developed land</p>	<p>a) <u>Greenfield development</u>                      * Identify available and suitable land in key urban and rural areas identified in the National Settlement Policy;                      * Incorporate into existing Structure Plans;                      * Demarcate and acquire land;                      * Register land and issue titles;                      * Transfer of land;                      * Plan, survey and subdivide land.</p> <p>b) <u>Consolidation of existing developed land</u>                      * Identify opportunities and constraints for consolidation of existing land ;                      * Identify suitable areas for consolidation, densification, rehabilitation and redevelopment;                      * Negotiate with existing land owners and interested parties;                      * Present options for consolidation of existing plots;                      * Demarcate and replan the defined areas                      * Implement redevelopment schemes</p>	<p>1996-ongoing</p> <p>1996-ongoing 1996-1998</p> <p>1997-1997</p> <p>1997-ongoing</p> <p>1997-ongoing</p> <p>1997-ongoing 1996-ongoing</p>	<p>MoLG/LSPP: Central/local government, MoHA, landowners, private sector, financial institutions.</p> <p>LG/LSPP: Central/Local govt, private sector, landowners.</p>

<i>Serviceability of land</i>	To facilitate the provision of affordable, serviced land a) Strategic level b) Local level	<p>a) <u>Strategic Level</u></p> <ul style="list-style-type: none"> <li>*Identify coordinating mechanisms;</li> <li>*Provide input into strategic planning to ensure effective, coordinated provision of utilities;</li> <li>*Disseminate information to development agencies;</li> <li>*Establish pricing structures, payment options and cost recovery mechanisms for the delivery of utilities;</li> <li>*Establish a repair and maintenance plan</li> </ul> <p>b) <u>Local level</u></p> <ul style="list-style-type: none"> <li>*Identify and consult with beneficiaries on plans for infrastructure provision;</li> <li>*Determine type and level of services required by end users;</li> <li>*Discuss payment options with beneficiaries;</li> <li>*Communicate repair and maintenance plan to beneficiaries;</li> <li>*Ensure compliance with standards and regulations (e.g. wayleaves);</li> </ul>	<p>1996-ongoing 1996-1997 1996-ongoing</p> <p>1996-ongoing</p> <p>1996-1998</p> <p>1996-ongoing</p> <p>1997-ongoing 1997-ongoing 1998-ongoing</p> <p>1998-ongoing</p> <p>1998-ongoing 1996-ongoing</p>	<p>MoLG/LSPP: MoLG, LSPP. Central/Local Govt, parastatals, private sector.</p> <p>LSPP, utilities, media</p> <p>Central/Local Government, utilities, financial institutions, users. Utilities, users.</p> <p>MoLG/MCC: Local Govt, users, LSPP, NGO's/CBO's Local Govt, users</p> <p>Utilities, users, NGO's/CBO's Local Govt, utilities, users, NGO's/CBO's, media LSPP, utilities,</p>
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<p><u>Accessibility to serviced land</u></p>	<p>To facilitate access to serviced land for all income groups</p> <p>a) Preferences b) Finance c) Procedure</p>	<p>a) <u>User Preferences</u></p> <ul style="list-style-type: none"> <li>*Consult with public to determine preferred site location, including accessibility to employment and services and affordability levels;</li> <li>*Select potential developers according to pre-determined criteria;</li> <li>*Match users preferences to existing planned serviced land;</li> <li>*Involve NGOs and CBO's to mobilise and articulate views of all groups, including women &amp; facilitate access to serviced land.</li> </ul> <p>b) <u>Finance</u></p> <ul style="list-style-type: none"> <li>*Determine range of prices and payment options considering all different income groups;</li> <li>*Communicate price range and payment options to beneficiaries;</li> <li>*Identify potential beneficiaries;</li> <li>*Identify credit mechanisms, manage and strengthen existing formal and informal credit mechanisms;</li> <li>*Institute enforceable mechanisms for cost recovery;</li> <li>*Identify new mechanisms for broadening financial accessibility;</li> <li>*Involving private sector, including institutions, in purchase and development of land</li> </ul>	<p>1996-ongoing</p> <p>1996-ongoing</p>	<p>MoLG/Public Relations:</p> <p>Central/Local Government, Financial Institutions: NGO's/CBO's, Chamber of Commerce, Informal Sector:</p>
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<p><i>Efficiency of Land Use</i></p>	<p>To ensure the optimum efficient use of land as a scarce natural resource</p>	<p><u>c) Procedure</u></p> <ul style="list-style-type: none"> <li>* Advertise sites (in urban areas);</li> <li>* Interview applicants;</li> <li>* Identify beneficiaries (in urban areas);</li> <li>* Allocate sites;</li> <li>* Register land and issue title.</li> </ul> <p>a) <u>Efficiency</u></p> <ul style="list-style-type: none"> <li>* Review existing mechanisms for rate and ground rent collection;</li> <li>* Investigate taxation and other financial mechanisms to promote the effective utilisation of land;</li> <li>* Promote planned and serviced developments especially in peri urban areas.</li> <li>* Promote and facilitate the efficient use of land for agricultural activities and enforce against inappropriate uses on such land.</li> </ul>	<p>1996-ongoing</p> <p>1996-2000</p>	<p>MoLG/LSPP, MoHA:</p> <p>MoLG/LSPP, MoAg, MoHA, NGO's/CBO's:</p>
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<i>Capacity Building</i>	To identify means to improve effectiveness in land delivery through improved information, administration, equipment and staff training	<u>Capacity Building</u>  <u>Availability</u> *Decentralise land administration; *Examine how Lesotho can apply other countries experiences of involving the private sector in land development; *Modify Deeds Registry Act and Inheritance laws to eliminate gender discrimination; *Train District Council staff and councillors in land and human settlements matters; *Establish and strengthen engineering and environmental expertise in site selection process; *Establish and strengthen a Public Relations Office in LSPP and MoLG to make information available to stakeholders and potential beneficiaries; *Equip Survey Division to complete cadastral survey in all districts; *Establish effective revenue collection and valuation procedures for land and property; *Commission a thorough review of the land tenure system;	1996-ongoing  1996-1998 - 1996-ongoing  1996-1997  1996-1998  1996-2000  - 1996-1998  1996-2000  1996-1997  - 1997-1998	MoLG/all departments:  MoLG, LSPP MoLG, Consultant  MoLG, Law Office, NGO's/CBO's  MoLG, LSPP  LSPP, LHDA, Donor  MoLG, LSPP, private sector, advertising agencies, media. LSPP(Surveys), private sector LSPP-Lands/Valuation  LSPP(Lands), Donor

			<p>1996-1998</p> <p>1996-ongoing</p> <p>1996-ongoing 1997-1998</p> <p>1996-1997</p> <p>1996-ongoing</p> <p>1997-1998</p> <p>1996-1998</p>	<p>LSP (Lands)</p> <p>MoLG community sections</p> <p>MoLG/ MoNR: MoNR, utilities.</p> <p>MoNR, utilities.</p> <p>Utilities, Computer Centre, D of Energy. Utilities.</p> <p>MoLG/LSP:</p>
	<p>*Speed up process of land registration including computerisation/mapping of land records;</p> <p>*Train and empower community groups in land matters</p> <p><u>Serviceability</u></p> <p>*Commission research into payment options for beneficiaries;</p> <p>*Identify mechanisms for coordinating planning and implementation of activities of utility agencies;</p> <p>*Establish compatible Information systems, eg, GIS;</p> <p>*Commission research and disseminate information on alternative methods of utility provision including solar energy, energy saving devices and other appropriate technology solutions</p>			
	<p><u>Efficiency of Land Use</u></p> <p>*Establish data base of vacant and under-used land including indications of constraints to its development;</p> <p>*Review existing planning standards, amending where necessary;</p> <p>*Commission studies into alternative revenue collection methods.</p>			

**ENVIRONMENT**

Priority Issue/Strategies	Objectives	Activities	Time Scale	Key Actors
<i>Information on existing environmental status</i>	To identify and disseminate information on the existing state of the environment	<p>a) <u>Environmental Information</u></p> <ul style="list-style-type: none"> <li>*Identify available data;</li> <li>*Strengthen existing environmental data collection;</li> <li>*Liaise and incorporate all sources of knowledge about the environment including that from the community;</li> <li>*Disseminate disaggregated environmental information through Annual State of the Environment Reports to interested and affected parties including institutions, companies, communities and individuals;</li> <li>*Embark on intensive public awareness campaign.</li> </ul>	1996-ongoing	<p>MoLG/NES :                      Central/Local Govt,                      NGO's/CBO's,                      NUL/ISAS,                      interested and affected parties, media</p>
<i>Protection</i>	To protect environmentally sensitive and agriculturally viable land as a scarce resource from inappropriate development	<p>a) <u>Safeguarding the environment</u></p> <ul style="list-style-type: none"> <li>*Identify protect and manage environmentally and agriculturally sensitive areas and sites of historic, architectural, cultural and scientific significance;</li> <li>*Identify, safeguard, enhance and promote green spaces within settlements;</li> <li>*Conserve agriculturally valuable land through promotion of effective farming practises;</li> </ul>	<p>1996-1998                       1996-1998                       1996-ongoing</p>	<p>MoLG/NES :                      LSPP, NES,                      Tourist Board,                      MinAg,                      Monuments Commission                      MoAG</p>

<i>Mitigation</i>	<p>To minimise the negative impacts of environmental degradation</p> <p>a) To slow down the process of soil erosion and donga formation</p>	<p>*Safeguard peri-urban areas from illegal sale, subdivision and development of land;</p> <p>*Identify incentives to promote peri-urban agricultural activities;</p> <p>*Reduce urban sprawl by defining and phasing the release of planned and serviced land for immediate occupation;</p> <p>*Undertake EIA where appropriate.</p> <p>a) <u>Soil erosion</u></p> <p>*Incorporate soil analysis studies into environmental appraisal and computerise inventory on fragile land;</p> <p>*Disseminate soil analysis studies to interested and affected parties;</p> <p>*Identify and disseminate information on existing projects which have successfully combatted soil erosion;</p> <p>*Strengthen existing techniques for donga reclamation and rehabilitation;</p> <p>*Investigate new techniques to combat soil erosion.</p>	<p>1996-ongoing</p> <p>1996-1997</p> <p>1996-1998</p> <p>1996-ongoing</p>	<p>LSPP, Landowners</p> <p>MoLG, MinAg.</p> <p>LSPP, private sector, NGO's/ CBO's.</p> <p>MoLG/MinAg;</p>
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	<p>b) To minimise air pollution by identifying, quantifying and raising awareness on its negative consequences</p>	<p><b>b) <u>Air pollution</u></b>          *To install equipment that will measure extent of air pollution;          *Investigate measures for minimising air pollution by reducing emissions from vehicles and industries burning fossil fuels;          *Disseminate information to industrialists and affected parties;          *Ensure that industrial and commercial practices comply with Health and Safety Regulations and standards;          *Enforce EIA compliance for industrial activities.</p>	<p>1996-2000</p>	<p><b>MoLG/NES:</b>          Central/Local Govt, parastatals, private sector.</p>
<p>c) To protect and improve the quantity and quality supply of water resources and minimise pollution.</p>		<p><b>c) <u>Water pollution</u></b>          *Expand the capacity to measure and monitor the extent of water pollution;          *Investigate additional measures to minimise water pollution;          *Institute and enforce treatment of industrial effluent into water courses;          - reduce discharge of raw sewerage into water courses by rehabilitating and expanding sewerage works          - phase out existing rubbish tips to prevent percolation of toxic materials into water courses</p>	<p>1996-2000</p>	<p><b>MoLG/NES/WASA/          MoNR:</b>          Central/Local Govt, parastatals, private sector.</p>

	<p><b>*Institute and enforce treatment of industrial effluent into water courses;</b></p> <p><b>*Reduce discharge of raw sewerage into water courses by rehabilitating and expanding sewerage works;</b></p> <p><b>*Phase out existing polluting rubbish tips to prevent percolation of toxic materials into water courses;</b></p> <p><b>*Seek alternative locations for rubbish tips.</b></p>		
<p><b>To promote and enforce the collection and disposal of solid waste</b></p>	<p><b>d) <u>Solid waste management</u></b></p> <p><b>*Promote awareness of the problems caused by indiscriminate waste disposal;</b></p> <p><b>*Disseminate information to improve the effective collection and disposal of solid waste;</b></p> <p><b>*Propose new and improved methods and strategies in solid waste management;</b></p> <p><b>*Initiate innovative solid waste collection by promoting private enterprise;</b></p> <p><b>*Integrate the location of solid waste disposal areas into the planning process;</b></p> <p><b>*Promote the private sector, NGO's/CBO's in solid waste reduction and recycling;</b></p> <p><b>*Engage the informal sector to assist the public and private sector agencies to collect solid waste for profit;</b></p> <p><b>*Develop enforceable mechanisms to promote</b></p>	<p>1996-2000</p>	<p><b>MoLG/NES:</b>  <b>Central/Local Govt, parastatals, private sector, NGO's/CBO's</b></p>

<p><i>Management</i></p>	<p>To strengthen the institutional framework and technical capacity to effectively and efficiently promote, administer and enforce appropriate environmental management</p>	<p>solid waste recycling and reduction by industrial and commercial enterprises</p> <p>a) <u>Institutional Framework</u>  *Review, strengthen and expand the existing institutional framework for environmental management especially in National Environment Secretariat &amp; Environment Units;  *To acquire funding/resources/equipment to establish operational EU's within all ministries, parastatals and local authorities;  *Train and develop a qualified cadre of specialised environmental expertise;  *Promote and ensure interministerial coordination of environment management.  *Finalise, operationalise and enforce Environment Management Act  *Train and develop a qualified cadre of specialised environmental expertise;  *Promote and ensure interministerial coordination of environmental management.  *Strengthen and enable Monuments Commission;</p> <p>b) <u>Environmental Legislation</u>  *Finalise, operationalise and enforce the Environmental Management Act;</p>	<p>1996-ongoing</p> <p>1996-ongoing 1996-1997</p>	<p>MoLG/NES: EU's, intersectoral and interministerial working groups, training &amp; research institutions, donor agencies.</p> <p>NES/MoLG: Central/Local Govt, NGO's/CBO's, donors.</p>
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		<p><b>*Review other existing and relevant legislation to incorporate environmental matters;</b>  <b>*Establish an environmental information network to involve all stakeholders;</b>  <b>*Examine and establish new mechanisms to manage sites of historical cultural, scientific and ecological interest.</b></p>	<p>1997-2000  1997-1998  1998-ongoing</p>	
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<p><i>Capacity Building</i></p>	<p>To identify means to improve effectiveness in environmental management through improved information, administration, equipment and staff training</p>	<p><b>Identification</b>  *Develop a comprehensive, accurate, up to date environmental database including environmentally and agriculturally sensitive areas and sites of historic, architectural, cultural and scientific interest;  *Strengthen formal and informal information networks for the exchange of environmental data;  *Expand technical and analytical expertise in environmental information systems.  *Strengthen local capacity to undertake EIA.</p> <p><b>Protection</b>  *Commission research into urban agriculture and the role and involvement of formal and informal private sectors in environmental protection/conservation strategies;  *Expand expertise/training in urban design, landscape architecture and related disciplines.</p>	<p>1996-1998  1996-1998</p> <p>1996-1998</p> <p>1996-ongoing  1997-1998</p> <p>1996-ongoing</p>	<p>MOLG/NES/NUL:  Central/Local Government,  NGO's/CBO's</p> <p>LSP/NE:  MoA, NUL, NES,  LSP:</p> <p>Training Institutions, donors</p>
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		<p><u>Mitigation</u></p> <ul style="list-style-type: none"> <li>*Establish formal and informal networks to exchange information on environment problems and solutions;</li> <li>*Purchase of equipment to measure extent of air pollution;</li> <li>*Establish alternative energy mechanisms;</li> <li>*Strengthen, expand and improve coordination between agencies that monitor air and water pollution;</li> <li>*Commission research into the involvement of the private sector in solid waste collection, disposal and management;</li> <li>*Training in all aspects of environmental problems.</li> </ul>	<p>1996-ongoing</p>	<p><b>MoLG/NES:</b>  <b>Central/Local Govt, parastatals, NGO's/ CBO's, training institutions, donor agencies.</b></p>
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**INFRASTRUCTURE**

Priority Issues/Strategies	Objectives	Activities	Time Scale	Key Actors
<p><b>Structure</b></p>	<p>Strengthen and expand the ability and capacity of formal and informal infrastructure agencies to deliver utilities</p>	<p>a) <u>Institutional Framework</u>            *Identify the strengths and weaknesses of the capacity and mechanisms of existing institutions for utility delivery;            *Identify and implement methods of enhancing the effective delivery of utilities by infrastructure agencies;            *Update, analyse and computerise information on existing infrastructural networks;            *Disseminate disaggregated information to all stakeholders;            *Streamline organisational and administrative procedures to avoid duplication of activities.</p> <p>b) <u>Accessibility</u>            *Investigate alternative structures and mechanisms for utility delivery;            *Coordinate planning and implementation of utility networks between all service delivery agencies and other stakeholders.</p>	<p>1996-ongoing 1996-1998</p> <p>1997-ongoing</p> <p>1996-2000</p> <p>1996-ongoing</p> <p>1996-ongoing</p> <p>1997-ongoing</p>	<p><b>MoLG/MoNR:</b>            Central/Local Govt, parastatal, private sector, NGO's/CBO's, donors, other stakeholders.</p> <p><b>MoLG/Utilities:</b>            Central/Local Govt, parastatal, private sector, other s/holders.</p>

<i>Finance</i>	<p>To facilitate and operationalise accessibility to affordable utilities</p>	<p><u>Activities</u></p> <ul style="list-style-type: none"> <li>*Assess existing financial mechanisms and structures for delivery and accessibility to utilities;</li> <li>*Examine options for implementing appropriate and affordable financial mechanisms for all income groups;</li> <li>*Examine new and alternative financial mechanisms to facilitate access to utilities by all income groups;</li> <li>*Examine appropriate, affordable and user friendly cost-recovery mechanisms;</li> <li>*Examine opportunities for replication of popular financial mechanisms;</li> <li>*Promote the establishment of appropriate credit funds with utility organisations, involving the private sector;</li> <li>*Involve existing and new financial institutions as guarantors to beneficiaries of utility schemes;</li> <li>*Promote financial mechanisms for alternative sources of infrastructure, including energy;</li> <li>*Disseminate information on successful infrastructure schemes that meet affordable cost-recovery criteria and can be replicated.</li> </ul>	<p>1996-ongoing 1996-1998</p> <p>1996-1997</p> <p>1997-1998</p> <p>1997-1998</p> <p>1997-1998</p> <p>1997-ongoing</p> <p>1997-ongoing</p> <p>1998-ongoing</p> <p>1996-ongoing</p>	<p><b>MoLG/MoNR:</b> Central/Local Govt, parastatals, private sector, donors, other stakeholders.</p>
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<b>Capacity Building</b>	To identify means to improve effectiveness in utility provision through improved information, administration, equipment and staff training	<b>Strategies</b> *Establish coordination between utility agencies; *Establish computerised utility information systems; *Train and develop a qualified cadre of specialised expertise in utility matters; *Training in database management and statistical analysis; *Training in housing finance and credit *Research into involvement of private sector in utility provision; *Establish formal networks to facilitate the exchange of information; *Strengthen and expand public relations;	1996-ongoing 1997-1998 1997-2000 1997-2000 1997-2000 1997-2000 1997-1998 1997-1998 1997-1998	<b>MoLG/DoH:</b> Central/Local Govt, parastatals, private sector, NGO's/CBO's, donors, other stakeholders.
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## HOUSING

Priority Issues/Strategies	Objectives	Activities	Time Scale	Key Actors
<p><b>Structure</b></p>	<p>Strengthen and expand the ability and capacity of relevant agencies, formal and informal, to facilitate access to housing.</p> <p>a) Institutional Framework; b) Implementation; c) Information.</p>	<p>a) <u>Institutional Framework</u> *Assess current provision of housing; *Coordinate the activities of agencies responsible for housing projects and programmes; *Establish clear lines of responsibility at inter-ministerial level; *Strengthen and expand resources/expertise to address housing-related matters.</p> <p>b) <u>Implementation</u> *Implement housing projects and programmes; *Involve formal and informal private sector; *Examine new and alternative methods for involvement of private enterprise in housing.</p> <p>c) <u>Information</u> *Establish computerised housing information systems, particularly socio-economic and other indicators;</p>	<p>1996-ongoing 1996-1997 1996-1998</p> <p>1996-1998</p> <p>1996-ongoing</p> <p>1996-ongoing 1996-ongoing</p> <p>1996-ongoing 1996-1998</p> <p>1996-ongoing 1996-2000</p>	<p><b>MoLG/DoH:</b> Central/Local Govt, parastatals, private sector, NGO's/ CBO's, donors, other stakeholders.</p> <p><b>MoLG/DoH:</b> Central/Local Govt, parastatals, private sector, NGO's/ CBO's, donors, other stakeholders.</p> <p><b>MoLG/DoH/NUL:</b></p>

<i>Finance</i>	To facilitate and operationalise accessibility to affordable housing	<p>*Establish networks for effective exchange and dissemination of information</p> <p><u>Activities</u></p> <ul style="list-style-type: none"> <li>*Review existing housing finance mechanisms including primary and secondary mortgage schemes;</li> <li>*Propose financial mechanisms especially for low income groups;</li> <li>*Propose new and alternative finance mechanisms for all income groups, including access to credit for building materials;</li> <li>*Examine regulatory mechanisms in the housing rental market;</li> <li>*Secure private sector and donor funding in housing related development;</li> <li>*Promote the development of the Civil Service Mortgage scheme.</li> </ul>	<p>1996-ongoing 1996-1998</p> <p>1997-1998</p> <p>1997-1998</p> <p>1997-1998</p> <p>1996-ongoing</p>	<p>MoLG/DoH: Central/ Local Govt, parastatals, private sector, banks, credit agencies, donors, other stakeholders.</p>
<i>Capacity Building</i>	To identify means to improve effectiveness in utility provision through improved information, administration, equipment and	<p><u>Activities</u></p> <ul style="list-style-type: none"> <li>*Training in housing finance and credit management;</li> <li>*Establish a well-equipped research and documentation centre for housing matters;</li> <li>*Establish coordination between housing agencies;</li> <li>*Establish computerised housing</li> </ul>	<p>1997-1998</p> <p>1997-2000</p> <p>1997-1998</p> <p>1997-2000</p>	<p>MoLG/DoH: Central/Local Govt, parastatals, private sector, NGO's/CBO's, donors, other stakeholders.</p>

		<p>housing information system;  *Train and develop a qualified cadre of specialised expertise in housing matters;  *Training in database management and statistical analysis;  *Research into involvement of private sector in housing provision;  *Establish formal networks to facilitate the exchange of information;  *Strengthen and expand public relations.</p>	<p>1997-2000  1997-2000  1997-1998  1997-1998  1997-1998</p>	
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**IMPLEMENTATION**

Priority Issues/Strategies	Objectives	Activities	Time Scale	Key actors
<b>Briefing</b>	To ensure that all key actors are informed of their roles and responsibilities to implement the National Plan of Action.	<ul style="list-style-type: none"> <li>*Undertake post Habitat II Conference briefing seminar;</li> <li>*Assign roles and responsibilities to key actors, including those involved in gender issues;</li> <li>*Set up quarterly meetings;</li> <li>*Disseminate information to relevant stakeholders;</li> <li>*Improve audio-visual, oral and written business communication skills for the Secretariat,</li> <li>*Engage media in education and awareness campaigns.</li> </ul>	1996-ongoing	<p><b>MoL/G/DoH:</b>            Central/Local Govt; parastatals, private sector, LCCl, LCN, Construction Industry Board, Womens Groups, NGO's/CBO's, media.</p>
<b>Monitoring and Evaluation</b>	a)Review progress of key actors in implementing recommendations outlined in the National Plan of Action.	<ul style="list-style-type: none"> <li>*Expand the capacity of the Secretariat to undertake monitoring and evaluation;</li> <li>*Design standard format for reporting;</li> <li>*Request bi-annual report from all key actors;</li> <li>*Set up bi-annual seminars to discuss reports and review progress;</li> <li>*Liaise with the implementors of relevant schemes;</li> <li>*Make amendments to the implementation of the National Plan of Action, where necessary;</li> </ul>	1996-ongoing	<p><b>MoL/G/Secretariat</b>            Central/Local Govt, parastatals, private sector, NGO's/CBO's and other stakeholders</p>

	<p>b) To ensure that adequate resources - finances, expertise and equipment - are available to implement the National Plan of Action</p>	<ul style="list-style-type: none"> <li>*Include key items of expenditure in budget preparations;</li> <li>*Incorporate resource requirements into existing projects and programmes;</li> <li>*Identify incentives for resource expenditure, eg, revenue collection;</li> <li>*Investigate and implement resource-sharing techniques;</li> <li>*Exchange information on locally available resources;</li> <li>*Identify resources at regional and international level.</li> </ul>	<p>1996-ongoing</p>	<p><b>MoLG/MinPlan:</b> Central/Local Govt, parastatals, private sector, banks, regional organisations, donors.</p>
	<p>c) To exchange information, learn from and use experiences gained in other countries related to human settlements</p>	<ul style="list-style-type: none"> <li>*Establish access to international information systems, eg; E-Mail, Internet;</li> <li>*Organise national and regional workshops;</li> <li>*Liaise with donor agencies;</li> </ul>	<p>1996-1998 and ongoing</p>	<p><b>MoLG/NUL:</b> Research institutions, private sector, media, local/regional professional orgs, UN agencies, other donors.</p>
<p><i>Capacity Building</i></p>		<ul style="list-style-type: none"> <li>*Develop institutional efficiency and effectiveness;</li> <li>*Train and develop a qualified cadre of specialised expertise;</li> <li>*Integrate the private sector and community organisations into ongoing programmes;</li> <li>*Coordinate policies and activities of different</li> </ul>	<p>1997-ongoing</p>	<p><b>MoLG/DoH:</b> Central/Local Govt, parastatals, private sector, UN agencies, donors, regional organisations.</p>

	<p>agencies with overlapping responsibilities;  *Commission research into new and alternative strategies;  *Develop innovative financial mechanisms;  *Establish and strengthen information collection and dissemination;  *Establish effective information systems;  *Develop effective public relations and participatory involvement;  *Obtain and maintain relevant specialised equipment and other resources.</p>			<p>MOLG/DoH:  Central/Local Govt,  NGO's/CBO's, Private  sector; Research  Institutions; BoS.</p>
<p><i>Related Programmes</i>  a) <i>Follow up of Habitat II</i></p>	<p>Identify and implement resolutions of the City Summit Conference with particular relevance to Lesotho.</p>	<p>1996-ongoing</p>		<p>MoLG; DoH:  Central/Local Govt,  parastatals, private  sector, NGO's/  CBO's, donors, other  stakeholders.</p>
<p>b) <i>National Housing Policy</i></p>	<p>Adopt a National Housing Policy framework to facilitate accessibility to housing related services and guide private sector involvement in human settlements.</p>	<p>1996-1997</p>		

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**KEY :**

**MoLG = Ministry of Local Government**  
**LSP = Department of Lands, Surveys and Physical Planning, Ministry of Local Government**  
**DoH = Department of Housing, Ministry of Local Government**  
**MoNR = Ministry of Natural Resources**  
**MoHA = Ministry of Home Affairs**  
**MoEM = Ministry of Employment**  
**MTI = Ministry of Trade and Industry**  
**LNDC = Lesotho National Development Corporation**  
**BEDCO = Basotho Enterprises Development Corporation**  
**BAPS = Business Advisory and Promotion Service**  
**NGO = Non Governmental Organisation**  
**CBO = Community Based Organisation**  
**Utilities = Lesotho Electricity Corporation; Water and Sewerage Authority and other relevant agencies**  
**BOS = Bureau of Statistics**  
**NUL = National University of Lesotho**  
**ISAS = Institute of Southern African Studies**  
**UN = United Nations agencies such as UNDP - United Nations Development Programme**  
**MCC = Maseru City Council**  
**LHDA = Lesotho Highlands Development Authority**  
**MoAg = Ministry of Agriculture**  
**SADC = Southern African Development Community**

**NOTE :** There are many instances where the time frame is indicated as "ongoing". This euphemism is used to show those projects expected to commence within the period of the National Plan of Action but continuing beyond 2000.



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## PART D : INTERNATIONAL CO-OPERATION AND ASSISTANCE

Economic growth and sustainable development is central to national development planning in Lesotho, particularly strategies that address poverty alleviation and the promotion of private enterprise.

The Government of Lesotho acknowledges the instrumental role undertaken by bilateral, multi-lateral and international agencies in the transformation of the economy and the improvement of human settlements. In keeping with the Global Shelter Strategy whereby the role of government is to facilitate access to basic services, the Government of Lesotho adopted the Privatisation and Parastatal Reform Programme in 1994, thereby committing itself to the extensive involvement of the parastatals and the private sector in national development.

The Government of Lesotho participated in and subscribes to all the Declarations passed at recent UN Conferences which have largely focused on developmental concerns. It adopted Local Agenda 21 thereby attesting its commitment to combatting environmental degradation and improving protection and management of the environment. Government of Lesotho recognises the importance of safeguarding agriculturally - productive land whilst ensuring the availability and sustainability of affordable and accessible land for human settlements development. Furthermore, the Government of Lesotho recognises the importance of maintaining land and infrastructure delivery systems that promote the expansion of public and parastatal projects and programmes also national industrial/commercial enterprises and other sectors that attract much needed foreign investment.

Institutional reform and resource capacities are central to the achievement of the Government of Lesotho's macro-economic policy objectives as outlined in the draft Sixth Year National Development Plan (1996 - 2000). The achievement of the objectives of the three priority areas identified in the National Plan of Action, namely land, environment and infrastructure/housing is wholly depended on an appropriate institutional framework that is well informed, organised and resourced. Whilst available funds are limited to existing budgetary controls, the Government of Lesotho supports projects, programmes and activities that focus on the realisation of the National Plan of Action, particularly where the private sector and community organisations are actively involved.

To supplement national efforts, the Government of Lesotho will seek additional assistance from bilateral and multi-lateral agencies as well as sub-regional, regional and international institutions to successfully implement the National Plan of Action (1996-2000). Specific assistance will be sought in the following areas:-

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- research and training;
  - institutional/organisational development;
  - informations systems;
  - technological transfer;
  - private sector involvement.

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## Appendix One

### PARTICIPANTS IN HABITAT II NATIONAL COMMITTEE

<u>NAME</u>	<u>AGENCY</u>
Mr. S.H. Sekatle	P.S. Local Government (Chairman)
Hon. G.R. Ramolahloane	National Assembly
Mr. Masemene	Senate
Mr. T. Moholobela	District Secretary - Maseru
Mrs. L.K. Mdee	United Nations Development Programme
Miss. L. Lebona	Department of Housing
Miss L. Sello	Department of Housing
Mrs. M. Ramonaheng	Department of Housing
Ms. N.Makara	Urban Sanitation Improvement Team
Mr. M. Theko	Lands Survey and Physical Planning
Mr. Frank Mdee	Lands Survey and Physical Planning
Mr. Adrian Smith	Lands Survey and Physical Planning
Mr. Q. Selebalo	Lands Survey and Physical Planning
Mr. M. Tlale	Lands Survey and Physical Planning
Ms. N. Lesale	Urban Development Services
Mr. M. Ntaote	Urban Development Services
Mr. S.H. Lehana	Maseru City Council (Planning Dept)
Mr. P. Qobo	Maseru City Council (Planning Dept)
Mr. D. Nyokana	Maseru City Council (Environmental Health)
Mrs. A. Sekhesa	National Environment Secretariat
Mr. Mapetla	Lesotho Housing and Land Dev. Corporation
Ms. M. Molapo	Lesotho Housing and Land Dev. Corporation
Mr. Sootho	Lesotho National Development Corporation
Mr. B. Mateka	Lesotho Highlands Development Authority
Mr. L. Notsi	Basotho Enterprise Development Corporation
Mr. Tlali	Lesotho Telecommunications Corporation
Mrs. K. Redeby	Lesotho Electricity Corporation
Mr. M. Lerotholi	Water & Sewerage Authority
Mr. M. Monethi	Lesotho Tourist Board

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Mrs. Mapetla	Institute of Southern African Studies
Mr. M. Moteane	LAESA
Mr. Seqoete	Lesotho Chamber of Credit and Commerce
Mrs. M. Setloboko	Lesotho Christian Council
Mrs. M. Kimane	Women in Business
Mrs. M. Tsakatsi	Business Advisory Promotion Services
Mrs. Patisi	Lifofung
Mr. Nassaro	Lesotho Manufacturers Association
Mr. E. Motopi	Archiplan
	Lesotho U.N.E.S.C.O.
Mrs. Mosala	Lesotho National Council of Women
Mrs. M. Rapolaki	Ministry of Planning
Mrs. Motselebane	Ministry of Planning
Mr. L. Setlolela	Ministry of Local Government (Planning Unit)
Ms K.M. Matsepe	Ministry of Agriculture (LUPD)
Mr S. M. Ramosoou	Ministry of Works, Roads Branch
Mr. M. Monaheng	Transport
Mr. M. Sejanamane	Drought Relief Implementation Group
Mr. Marite	Social Welfare
Mrs. M. Africa	Bureau of Statistics
Mr. Maleke	Bureau of Statistics
Mrs. B. M. Mokhatla	Ministry of Local Government (Rural Development)
Mrs. Khabo	Labour Court
Ms. Toeba	Ministry of Education
Mr. Mokhutsoane	Department of Energy
Dr. Lerotholi	FHD
Mrs. Ntlhakana	Treasury

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## Appendix Two

### URBAN INDICATORS

#### Part A. Background Data

#### Background data module.

#### A. Land Use.

##### Indicator D1: Land use

	Total area	Residential	Institutional	Commercial	Industrial	Agricultural	Open* Spaces
City	138	49	6	0.5	2	43	37.5

**Data Source:** Maseru Development Plan 1, Report of Survey, Physical Planning Division, L.S.P.P, Ministry of Interior, 1989.

**Notes:** The urban boundaries are as contained in the Development Plan of 1989. (\* Open spaces comprise of 36Km<sup>2</sup> of hills, dongas, and steep terrain, and actively used open spaces taking up 1.5Km<sup>2</sup>).

#### **B. Population**      Last census:...1986 Previous census...1996

##### **Indicator D2: Population by sex**

	Male	Female
City proper	51829	60035
National	827800	865955

**Data Source:** Household Budget Survey, 1986/87, Bureau of Statistics.

**Notes:** Data for 1993 from Sechaba Consultants depicts data as percentages for Maseru only. There is no data for national averages for the variable, as a result comparison would not be possible using two different time periods.

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**Indicator D3: Population growth rate**

Annual population growth rate	i)	City	7.0%
	ii)	National	2.5%

**Data source:** Household Budget Survey, 1986/87, Bureau of Statistics, and Maseru Structure Plan Vol II, Part One, Quoting 1986 Census.

**Notes:** Growth rates are for the inter-censal period 1976-1986, the current growth rate for Maseru city is estimated to be above 6% (Ambrose, 1992).

**C. Households****Indicator D4: Woman headed Households**

	Number or Proportion of H/holds headed by women		
i)	City	25.3 %	
ii)	National	24.0 %	

**Data source:** The Situation of Children and Women in Lesotho, 1994. GoL & UNICEF.

**Notes:** There is a distinction between female managed h/holds as opposed to female headed h/holds.

**Indicator D5: Average household size**

i)	City	4.36
ii)	National	5.18

**Data source:** Household Budget Survey, 1986/87, Bureau of Statistics.

**Notes:**

**Indicator D6: Household formation rate**

(Data not available)

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**Indicator D7: Household income distribution**

## National Averages

	Shares of income 1986/87 HBS (%)	Share of income 1993 Bank staff estimated (%)
1	0.92	0.86
2	1.89	1.77
3	2.77	2.43
4	3.77	3.07
5	4.88	4.32
6	6.29	5.81
7	8.21	7.93
8	11.23	11.77
9	16.68	17.98
10	43.40	44.06

**Data Source:** Poverty Assessment in Lesotho, World Bank, 1994.

**Notes:** Data is available in deciles for the nation as a whole; data on Maseru(city) is not available for the same time period.

**D. Economic****Indicator D8: City product per person**

i) GNP	3897.8
ii) Total national household income.	2081.4
iii) Number of households in city	43000
iv) Average household income (city)	800.00
City product = (i)* (iii)* (iv)/(ii)	46.5

The population is estimated to be 187,000 in 1994, therefore City product per person = M46.5 million/187,000 = M249.00

**Data Source:** GNP and Total national household income. from Central Bank of Lesotho Quarterly Review, Dec 1994, Vol XIII, no. 4. Average household income in the city estimated from data obtained from Sechaba Consultants Data Bank. Number of h/holds in the city estimated by using the annual growth rate of Maseru and the average h/hold size, 7.0%, and 4.36 respectively.

**Notes:** GNP, Total national household income, and City product expressed in Million Maloti.

## E. Housing

### Indicator D9: Tenure type

	City	National
Owned	51.4	91.3
Rented	39.2	5.8
Provided free	2.9	1.4
Subsidised rent	5.3	0.8
Other	1.2	0.7

Data Source: Household Budget Survey, 1986/87, Bureau of Statistics.

**Notes:** There is no current data for the rural areas, the most recent study on this variable assumed no rental for the rural areas.

## PART B. URBAN INDICATORS

### Module 1: Socioeconomic Development

#### Indicator 1: Households below poverty line

##### I. Households below poverty line....

- a) ..... 28%
- b) .... 27%
- c). ..... 54%
- d). ..... 49%

**Notes:** a) Maseru urban, b) Other urban, c) Rural, and d) National



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II. Female-headed h\holds below poverty line.....

a)..... 25%

b)..... 59%

**Notes:** a) de-facto female headed h\holds, i.e. those with absent male heads.  
b) de-jure female headed h\holds, i.e. those who are single, widowed, divorced or abandoned by spouse.  
c) percentages of household headed by females are presented as national figures.

The poverty line was set at expenditure level of 50% of Average Adult Equivalent Consumption, which is estimated at M140.96 per month. Expenditure of M70.48 per month is assumed to satisfy calorific requirements of an adult and other non-food needs.

**Data Source:** World Bank estimates based on the 1993 Sechaba Household Survey.

**Indicator 2:** Informal employment 31%

**Data Source:** The situation of Children and Women in Lesotho, GoL and UNICEF, 1994.

**Notes:** Informal employment is as described by the ILO, International Conference of Labour Statisticians, 1987. The data excludes casual labourers in the formal sector at 13%, and those in dry-land, and livestock farming at 25%.

**Indicator 3: Hospital beds**

Number of persons per hospital bed..... 791

**Data Source:** Health Sector Plan, Ministry of Health and Social Welfare, 1995

**Notes:** The ratio excludes two specialised health centres which are a psychiatric hospital, Mohlomi Mental Hospital, and a leprosy hospital, Botsabelo, which have 120 and 62 beds respectively. (Data is presented as a national ratio).

**Indicator 4: Child mortality**

Child Mortality..... a) Maseru..... 45

b) Non Maseru... 58

**Data Source:** World Bank, Poverty Assessment in Lesotho, quoting 1986 Census Vol iv.

**Notes:** Data on mortality is obtained from 1986 census because the Demography and Health Survey data has not been cleaned and analysed.

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**Indicator 5: School classrooms**

Number of school children/classroom in	a) Primary school..... 50.4
	b) Secondary school.....N/A
Pupil\Teacher Ratio	a) Primary School..... 8.6
	b) Secondary School.....21.9

**Data Source:** Education Statistics, 1993, Ministry of Education, Planning Unit.

**Notes:** The Pupil\teacher ratio is preferred to the pupil\teacher ratio as the latter is only available for primary schools only. The data is presented as national average.

**Indicator 6: Crime rates**

- a) Offences against persons.... 42%
- b) Offences against property... 46%

**Data Source:** Statistical Yearbook, 1994, Bureau of Statistics.

**Notes:** The offences are as per record of persons received by the prison services throughout the country.

**Module 2: Infrastructure****Indicator 7: Household connection levels**

- a) Water
  - i).....30.1 %
  - ii).....30.6 %
  - iii).....30.0 %
- b) Sewerage
  - i)..... 4.9 %
  - ii)..... 0.9 %
  - iii)..... 8.1 %

**Data Source:** Water and Sector Action Plan, Vol 2, 1994( draft)

**Notes:**

- i) National average including Maseru,
- ii) National average excluding Maseru, and
- iii) Maseru average.

- c)Electricity
  - i) Maseru... 22%
  - ii) National. 3%

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**Data Source:** LEC records of the number of domestic connections

**Notes:** Number of domestic consumers in Maseru were found to be 9309, with the number of h/holds at 43000. National consumers were found to be 11921, with the number of h/holds at 386100.

d)Telephone	i).....	%	
	ii).....	%	
	iii).....	%	(Data not available)

**Indicator 8: Access to potable water**

Access to portable water	a)..55.0%
	b)..57.5%
	c)..53.0%

**Data Source** Water and Sanitation Action Plan, Vol 2, 1994(draft)

**Notes:** a) National average including Maseru,  
b) National average excluding Maseru, and  
c) Maseru average.

**Indicator 9: Consumption of water**

a)Maseru urban.....	361934m <sup>3</sup> /month
b)Maseru urban & other urban...	524412m <sup>3</sup> /month

**Source:** Head of Technical Services, WASA (1995). Presented by letter referenced WASA/1A/27,AM/AS.

**Notes:** WASA (Water And Sewerage Authority) is a parastatal responsible for water and sewerage in urban areas. Other urban areas comprise of district headquarters and Maputsoe, Peka, Mapoteng, Morija, and Roma.

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**Indicator 10: Median price of water, scarce season**

Average water cost/m<sup>3</sup> = M2.78

**Data Source:** Head of Technical Services, WASA (1995). Presented in a letter referenced WASA/1A/27, AM/AS.

**Notes:** The price of water does not vary seasonally i.e dry or wet season. The cost is estimated by dividing the total revenue collected by the total water consumed.

**Module 3: Transport**

**Indicator 11: Modal split**

Data not available in any form.

**Indicator 12: Travel time**

Data not available in any form.

**Indicator 13: Expenditure on road infrastructure**

Per-Capita expenditure \$18.86

**Data Source:** Lesotho National Transport Study - Final Report, Jan. 1995, quoting government estimates

**Notes:** Total expenditure includes recurrent and capital costs and is not subdivided into urban roads only. Three year average as yet not obtained.

**Indicator 14: Automobile ownership**

Automobiles to 1000 population

a)... 25

b)... 18

**Data Source:** Lesotho National Transport Study - Final Report, January 1995, quoting Statistical Yearbook 1988 (Bureau of Statistics) which states a "subsource" of Transport and Traffic Department..

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**Notes:** a)private vehicles including public transport vehicles and trucks.  
b)private vehicles excluding public transport vehicles and trucks.  
The ratio of automobiles to people of driving age is presented as a national average.

#### **Module 4: Environment Management**

##### **Indicator 15: Percentage of waste water treated**

- a) Maseru urban.....52%
- b) Maseru urban & other urban areas.....41%

**Data source:** Head of Technical Services, WASA (1995). Presented in a letter referenced WASA/1A/27, AM/AS.

**Notes:** Other urban areas comprise of district headquarters and Maputsoe, Mapoteng, Peka, Morija, and Roma.

##### **Indicator 16: Solid waste generated**

Data not available

**Data source:**

**Notes:**

##### **Indicator 17: Disposal methods of solid waste**

Proportion of solid waste by weight disposed to

- a) Sanitary landfill
- b) Incinerated
- c) Open dump
- d) Recycled
- e) Other

**Data source:**

**Notes:**

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**Indicator 18: Regular solid-waste collection**      Data not Available.

**Data source:**

**Notes:**

**Indicator 19: Housing destroyed**

Proportion of housing stock destroyed per thousand by natural or man-made disaster. (no other data available)

**Data source:**

**Notes:**

**Module 5: Local Government**

**Indicator 20: Major sources of income**

20.1: Local government per-capita income    \$11.80

20.2: Sources of income (per cent)

a) Taxes	80 %
b) User charges	2 %
c) Other own-source income	-
d) Transfers from higher levels of government	12 %
e) Borrowing	-
f) Other income	6 %

**Data source:** Annual Recurrent and Capital Budget, MCC

**Notes:** Period 1994/95

**Indicator 21: Per-capita capital expenditure**

Per-capita expenditure, average over the three years.      \$1.03

**Data source:** Annual Recurrent and Capital Budget, MCC

**Notes:** Period 1994/95

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**Indicator 22: Debt service charge**

Not applicable as there has been no borrowing by the Local Government

**Indicator 23: Local government employees**

Total government employees per 1000 population 1.0

**Data source:** Obtained from the Director of Planning and Development, M.C.C

**Notes:** Employees to date (1995)

**Indicator 24: Wages in the budget**

Proportion of recurrent expenditure spent on wages 53.1%

**Data source:** Annual Recurrent and Capital Budget, MCC.

**Notes:** Period 1994/95

**Indicator 25: Contracted recurrent expenditure ratio**

Proportion of recurrent expenditure on contracted activities 0.6%

**Data source:** Estimated from the Annual Recurrent and Capital Budget, MCC.

**Notes:** Period 1994/95

**Indicator 26: Government level providing services**

Services provided	Public		Other	
	Local Government	National Government	Semi-Public	Private
Water			+	
Sewerage			+	
Refuse Collection	+	+		

Electricity			+	
Telephone			+	
Public or mass transport				+
Emergency (fire/ambulance)		+		
Road maintenance	+	+		
Education		+		+
Health care	+	+		+
Public housing		+		+
Recreation/sports facilities	+			+

**Data Source:** Maseru City Council

### **Indicator 27: Control of higher levels of government**

Can Higher Levels of Government (National):

I. Close the local govt, e.g. appoint an administrator or a new council/call new elections ?

II. Remove councillors from office ?

Can the Local Government, without permission from higher government:

III. Set local tax levels(property tax etc.)?

IV. Set user charges for services?

V. Borrow funds?

VI. Choose contractors for projects?

Is the amount of fund transfers from higher government known in advance of the local budget setting process?

**Data Source:** Maseru City Council

**Notes:**



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## **PART C. HOUSING INDICATORS**

### **Module 6: Housing Affordability and Availability**

#### **Indicator H 1: House price to income ratio**

Average price of a house = M105,000.00

Average h/hold income(city) = M 800.00

House price to Income ratio = 0.76%

**Data source:** Average house price estimated from data obtained from Central Bank of Lesotho Quarterly Review, Dec. 1994, vol xiii, No. 4.  
Average h/hold income obtained from Sechaba Consultants Data bank, Temporary file ('a:hhd93rn8.sys') for a survey carried out in 1993.

**Notes:** Average house price is for formal housing only i.e. houses on legal sites and for which building permits having been obtained. The average is calculated for Maseru (city).

#### **Indicator H 2: House rent to Income ratio**

Average house rent to average income ratio. 1:13

**Data source:** Sechaba Consultants Data Bank, survey carried in 1992.

**Notes:** Average income is for both renters and owners. The renters' income is about 4% lower than homeowners' income, this is established from Sechaba Consultants' survey of 4688 h/holds in peri-urban, without private water connection, in Maseru, M. Hoek, and Maputsoe in 1994.

#### **Indicator H 3: Floor area per person**

The variable is only available as number of persons per room 2.7

**Data source:** Sechaba Consultants Data Bank, Survey carried out in 1993.

**Notes:** The variable is for Maseru city.

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**Indicator H 4: Permanent structure**

Percentage of dwelling units which are likely to last twenty years or more given normal maintenance and repairs, taking into account locational and environmental hazards  
(Data not available)

**Data source:**

**Notes:**

**Indicator H 5: Housing in compliance**

Percentage of total housing stock in the urban area which is in compliance with regulations

**Data source:**

**Notes:**

**Module 7: Housing Provision****Indicator H 6: Land development multiplier**

Ratio between the median land price of a developed plot in the urban fringe in a typical subdivision and the median price of raw undeveloped land in an area currently being developed (i.e. with planning permission)  
(Data not available)

**Data source:**

**Notes:**

**Indicator H 7: Infrastructure expenditure**

Ratio of total expenditure in US dollars by all levels of government (including private utilities and parastatals) on infrastructure services during the current year and the urban population.

**Data source:**

**Notes:** Data not disaggregated into urban and rural.

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**Indicator H 8: Mortgage to credit ratio**

$$R_m = \text{Total mortgage loans/Total credit} \quad 13.3\%$$

**Data source:** Central Bank of Lesotho, Quarterly Review, Dec 994, Vol xiii, No. 4

**Notes:** Domestic credit is taken as that which is offered to business enterprises, households, and statutory bodies. Sources of mortgage lending are commercial banks only. The ratio is for the quarter ending Dec 1994.

Total mortgage loans = 77.5 Million Maloti  
Total credit = 584.4 Million Maloti  
(Quarter ending December 1994)

**Indicator H 9: Housing production**

Net number of units produced (units produced minus units demolished) last year in both the formal and informal sectors per 1000 population

Number of units produced = 61  
Total population = 2.0 million  
0.03 houses produced per 1000 population

**Data source:** Central Bank of Lesotho Quarterly Review, Dec 1994, vol xiii, No. 4.

**Notes:** The proportion is for formal housing only and is estimated from gross number of units produced (units demolished are not subtracted). The period of the estimate is 1994.

**Indicator H10: Housing investment**

Total investment in housing (in both the formal and informal sectors) as a percentage of gross national, total urban or city product

a) as % of GNP = 0.2%

**Data source:** Estimated from data obtained from Central Bank of Lesotho Quarterly Review, Dec. 1994, vol xiii, No. 4.

**Notes:** The percentage of housing investment is calculated for formal housing only.

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## Appendix Three

### BEST PRACTISES COMPETITION

#### Introduction

On the 29th January, 1996 the National Committee with the assistance of Habitat Secretariat in Nairobi held a one day "Best Practices" competition and exhibition at the Maseru Sun Cabanas Hotel to select the best five cases to be forwarded to Nairobi.

The Principal Secretary for the Ministry of Local Government and Lesotho's Chairman for the National Habitat Committee, Mr. Semano Sekatle, officiated at the competition and exhibition. In his opening remarks, the Principal Secretary thanked all those who participated especially the judges who availed themselves to assess the Best Practices and assist the National Committee in making the event a success. He took cognisance of the fact that there are a number of good practices which have greatly benefited the Basotho nation but have not been documented and hence there is a need to find ways of documenting such practices and disseminate such information for broader application throughout the country. He said Best Practices are important because they represent solutions to problems facing urban communities and that they are a learning process which constitute a knowledge base for effective action both now and in future.

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#### The Panel of Judges

The Lesotho National Committee through the Housing Department/ Secretariat selected a panel of judges based on the set guidelines of the Habitat Secretariat. There was a total of eight judges from different fields - academicians, NGOs, private sector, former government officials, independent consultants etc. The panel of judges comprised the following:

- Ms. Lebeko: NGOs
- Ms. Epps : National Environment Secretariat
- Ms. Motebang: National University of Lesotho
- Mr. Ncholu : Deputy Principal Secretary, Planning
- Mr. Mosaase : Former Principal Secretary , Home Affairs
- Mr. Motopi : Architect/Consultant
- Mr. Khali : Hotelier/Businessman
- Mr. Mateka : Lesotho Highland Development Authority.

The Secretariat of the National Committee explained how the Best Practices were to be judged and how the prizes would be awarded. The panel of judges used a score sheet (attached) to award marks for the different areas as set out by the Secretariat. They independently awarded marks to the Best Practices as they were presented and the total marks determined the winning Best Practices. (results as marked by different judges are attached)

The Secretariat gave a brief presentation on the outline of the Best Practices following the Habitat II Secretariat's guide for selection, particularly how the information gathered from the Best Practices could be built into the National Report and Plan of Action as activities or areas of priority.

### The Participants

Participants were identified and drawn from a number of governmental and non government agencies but only seven were able to attend and participate in the competition. Agencies exhibited their products in the form of actual product items, posters, pamphlets, calenders, photos and information materials.

Summary of score marks from the panel of judges

JUDGES	BEDCO	USIT	UDS	LNCW	LEC	NUL AGRIC	NUL HOUSING
1	35	39	40	34	37	29	36
2	25	43	42	33	31	20	39
3	25	28	46	34	38	34	34
4	33	22	26	17	21	23	28
5	31	34	34	29	34	29	33
6	28	37	36	23	22.5	37	28
7	29	48	29.5	38	17	32	14
8	20	32	28.5	25	37	29	28
TOTAL	226	285	282	233	237.5	233	240

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Marking System for Judges:criteria for Awarding Points:

**1. Impact** **TOTAL : 10 points**

- How well were goals achieved?
- How well were problems overcome? points

**2. Sustainability** **TOTAL : 15 points**

- Ongoing funding/financial viability
- Replication
- Environmental acceptability

**3. Partnership** **TOTAL : 10 points**

- How well were beneficiaries integrated into the scheme?
- How well did implementors carry out wishes of beneficiaries?

**4. Gender** **TOTAL : 12 points**

- Involvement of gender in project formulation
- Involvement of gender in project planning
- Involvement of gender in project implementation
- Involvement of gender now

**5. New methods/approaches** **TOTAL : 3 points**

- Was new method/approach successful?

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**GRAND TOTAL 50 POINTS**

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## **Best Practices: Questionnaire**

### **I. Project Description**

1. Identification tag:-  
What is the title of the Best Practice?
2. Where in the Best Practice located.
3. Give the name, job title address, telephone, fax of the contacting organisation.
4. Who are the partners/associated agencies in the Best Practice?
5. Why was the project conceived? Briefly describe actions making your project a Best Practice. Identify objectives and goals, indicate objectives. Date of commencement.
6. How did you get funding for the Best Practice ? How much ? From where?.

### **II. Lessons Learnt**

7. What are lessons learnt from the Best Practice? What goals were achieved?
8. Can the Best Practice be replicated throughout the country?
9. Is the Best Practice sustainable/self sufficient? Can it continue on its own? Can the Best Practice sustain itself financially?
10. How could you describe the attitude of the beneficiaries before and after the implementation of the best practice.
11. Has the best practice been tested, proven? Is it socially acceptable to the beneficiaries?
12. Is there a marked acceptance of the new technology or approach. Was the Best Practice resisted or rejected by the beneficiaries? If so how many beneficiaries were involved?

### **III. Assessment of Impact**

13. How many beneficiaries those who positively benefitted are covered by the Best Practice?

Intended number of beneficiaries before the scheme, at commencement and now

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14. How has the project improved the living standard of the beneficiaries. (Health, environment, job creation etc.)
  15. Give qualitative and or quantitative impact of the Best Practices. (statistics or coverage.)
  16. How many women and men are involved in the Best Practice and their roles in the Best Practices?
    - Who is the leader of the scheme ? Male / Female
    - Who is in the committee - How many males and females?
    - Who makes decisions - Male /Female
    - Are decisions made by an individual, by the committee or collectively by the beneficiaries?



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## Appendix Four

### INFRASTRUCTURE AGENCIES

#### Agencies Responsible for Infrastructure Provision

Provision of infrastructure is the responsibility of a large number of government and parastatal bodies. The primary ones among these are as follows :

#### *1. The Department of Lands, Surveys and Physical Planning (LSPP)*

- ▶ Identification in Structure Plans of the adequacy of existing utility and waste management provision.
- ▶ Identification of suitable sites for development, road lines, electricity and water reticulation in Local Plans such as the Maseru Central Business District West Local Plan. Such plans include detailed proposals as to where the most suitable sites for development are located with regard to existing facilities and what improvements should be made in the future.
- Preparation of layouts in urban areas. These are drawings identifying at a fairly large scale (usually 1:2500) the position of sites, roads and other utilities. Identification of sites for development usually includes surveying the area and final processing of leases after allocation by the relevant Land Committee. Sometimes grading of roads and fencing of plots is contracted out but usually infrastructure provision is left to leaseholders.
- Liaison with utility agencies over provision of suitable wayleaves (rights of way) and advice on compensation of affected landowners. Liaison also covers discussions on the affordability and timing of infrastructure for new developments and consultations on individual planning applications.
- Consideration of infrastructure provision in individual planning applications. This includes looking at road access, toilet proposals and infrastructure provision. Where large industrial and commercial proposals are submitted provision of relevant infrastructure and treatment of waste products are especially carefully examined.

#### *2. Urban Development Services (UDS) now Infrastructure Division, LSPP*

This organisation has now been integrated into LSPP as the Infrastructure Division. It has successfully developed a number of "Site and Service" type schemes throughout Lesotho, including in the mountain towns. Activities include :

- ▶ Purchase of land by negotiation with site-holders.
- ▶ Discussion with potential beneficiaries on the level of services required

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- ▶ Design of layouts including street pattern; location of services and position of plots. This includes engineering studies where relevant.
  - ▶ Negotiation with utility companies for the supply of services at as low a connection fee as possible.
  - ▶ Grading of roads and delineating plot boundaries.
  - ▶ Providing site purchasers with access to the "Pulamiboho Fund" for purchase of materials and accessibility to services.

### *3. Lesotho Housing and Land Development Corporation*

LHLDC was formed in 1988 as an amalgamation of earlier organisations. It seeks to provide sites serviced to a standard appropriate to the planned beneficiaries and capable of future upgrading. Thus the target group of the particular project has a major impact on the services provided, reflecting both willingness and ability to pay. A Feasibility Study and Design Brief which are prepared for each project determine the level of services to be provided.

The main components of infrastructure on LHLDC projects are roads and water/sanitation. Roads are designed and constructed for the Corporation by the Labour Construction Unit (LCU) and are usually graded gravel. Water is provided to a level reflecting the needs of the target groups. The three levels are :

- a) Basic level - water reticulation along roads with public standpipes to supply water. Each standpipe serves approximately 30-50 households with a maximum distance to any household of 100 metres. All standpipes are carefully situated with regard to drainage.
- b) Second level - yard taps for those who want them with public standpipes for everyone else.
- c) Third level - individual connections to multiple in-house taps.

A similar system is used for provision of sanitation. This is linked directly to the water supply standards chosen.

- a) First level - Ventilated Improved Pit (VIP) Latrine with soakaways for household waste water.
- b) Second level - where the plot is connected to the water mains water based systems discharging into the sewer network can be used. This is however restricted to the extent that the area is sewered which is very limited outside Maseru.

### *4. Department of Water Affairs, Ministry of Natural Resources*

DWS is responsible for overall planning and management of water resources. This includes such

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requirements as catchment management, collection of data and pollution control. It has been hampered in its operation by lack of institutional capacity.

#### *5. Water and Sewerage Authority (WASA)*

WASA is responsible for delivery of water and water borne sanitation in gazetted urban areas. The Authority is currently substantially short of its service targets. The rate of growth of informal settlements creates the bulk of the organisation's problems as these are difficult to anticipate within the planning process. This reflects both in the supply of water to new households and in the pollution of existing water catchments. The main storage dam for Maseru, Maqalika, has suffered serious pollution from unplanned development in the immediate vicinity.

Another difficulty has been the mixed nature of development which occurs. A high-cost dwelling may be situated next to a shack. Again this creates problems for the planning process in determining what level of service should be supplied to such areas. Some parts of the older parts of the well established urban areas, particularly Maseru, have had water and sewer pipes for well over fifty years. In these "urban cores" parts of the infrastructure is life-expired and in need of replacement.

A final issue which requires considerable attention is provision of storage and treatment facilities to provide for future population growth. New water tanks, dams and boreholes are required and sewerage works in all towns are inadequate for existing demand. Finding suitable sites for such facilities in a country where land is a scarce resource is problematic.

#### *6. Department of Rural Water Supply (DRWS)*

DRWS is a section within the Ministry of Natural Resources and is the primary agency responsible for supply of water to settlements outside the main urban areas. It has an ambitious programme of constructing protected springs and tanks, drilling boreholes, etc and providing standpipes to rural communities. Some of these communities are large (5 000 plus) while many are isolated villages. The organisation works closely with communities to determine the level of supply needed and to address maintenance issues. It is presently estimated that 56% of rural communities, some extremely remote, have been supplied with water through DRWS and the work of a number of Non Governmental Organisations (NGO's). The Rural water supply programme can therefore be judged as highly successful in terms of coverage.

A research study undertaken for DRWS in 1994/5 (*Sechaba Consultants : August 1995*) found Lesotho has 5 800 systems serving over 2 000 settlements. It should be noted however that not all these systems are operational (27% at the time of inspection) and that some of the 73% which are operational require upgrading because of poor water flow. Most systems are gravity fed water tanks though in the lowland areas more reliance has to be placed on boreholes. These have proved to be intrinsically less reliable than gravity systems.

Another important point noted in the survey was that 46% of villages with improved supplies still use traditional sources. This significantly reduces the health benefits of the improved systems.

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### 7. Urban Sanitation Improvement Team (USIT)

Originally established in the early 1980's as part of the "13 Towns Project". Initially dependent on donor funding, USIT has since grown into independent unit within the Ministry of Local Government. The main objective has been to encourage the use of Ventilated Improved Pit Latrines (VIP's) in urban areas as a replacement for use of bushes or poorly constructed normal latrines. Loans are provided to potential users through Lesotho Bank repayable over a maximum period of twenty months. USIT also provides supervision for privately funded latrines and operates a limited pit-emptying service. There is an element of confusion over who is responsible for pit emptying; WASA considers this to be the role of USIT and vice-versa. Overall the project has been very successful in training builders and publicising the advantages of VIP's such that these latrines are now in common use.

#### VIP Latrines constructed in Urban Areas (excl Maseru) to March 31 1995

Urban Area	No. of VIP's constructed
Morija	288
Roma	485
Thaba Tseka	205
TY	890
Mokhotlong	247
Butha Buthe	672
Hlotse	687
Maputsoe	752
Mohale's Hoek	642
Mafeteng	723
Quthing	480
Qacha's Nek	221

A similar project operates in rural villages operated under the auspices of the Ministry of Health known as the *Rural Sanitation Project*. This has also been successful but has suffered from lack of resources particularly in terms of manpower and vehicles. As a result problems have been encountered in achieving targets.

There is some confusion and overlap between the two agencies in peri-urban areas. USIT cannot

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operate outside designated urban areas but the Rural Sanitation Project sees its primary role as in rural villages. It appears that USIT advises builders in such areas but cannot grant loans. USIT is also unable to operate in the large villages of Mapoteng and Peka as these were not included in the original 13 Towns Project.

#### *8. Lesotho Electricity Corporation (LEC)*

LEC was given the following mandate by Parliament on its inception in 1969 :

- a) "To generate, transmit, distribute and supply electricity, establish, acquire, maintain and operate transmission lines and appurtenant works for that purpose and acquire existing electric generating plants;
- b) To secure, so far as practicable, the development and extension and cheapening of supplies of electricity.
- c) To conduct research, experiments or trials for the improvement of methods of generation, transmission, distribution or use of electricity and incur such expenditure for the purpose as the Corporation may think fit with the object of achieving such improvements or promoting the use of electricity".

98% of electricity is currently purchased from the South African generator, Eskom. A small hydro-electric scheme supplies the mountain town of Semonkong. Other mountain towns such as Mokhotlong and Qacha's Nek are serviced through diesel generators. It is expected that when the Muela Hydro-Electric plant (part of the Lesotho Highlands Water Project) becomes operational in 1997/8 nearly all Lesotho's current electricity needs (70MW) can be met from this source.

LEC has not been very successful in achieving its objectives due to the requirement to take strict financial concerns into consideration. Until 1995 all potential customers over 100 yards from existing power lines were required to pay all the capital costs involved in connecting to the power lines. This and similar cost recovery policies have resulted in only 2% of Lesotho households having mains electricity in 1995 - a very low figure. LEC recognises this problem and is seeking to address the issues of accessibility and affordability.

#### *9. Department of Energy, Ministry of Natural Resources*

The Department of Energy has been given a mandate by Government of identifying methods for reducing energy consumption. Two of the main facets of the programme relevant to infrastructure are solar energy and energy efficient building design.

Lesotho has been identified by a number of regional studies as having tremendous potential for the use of photo-voltaic electricity (solar power). This source of energy obviously has the advantage of not requiring a network of transmission cables and low maintenance costs. It has been used in a number of structures but there is tremendous scope for expansion, especially in

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remoter areas of Lesotho.

Most structures in urban areas are now constructed of concrete blocks or brick roofed with corrugated steel. Few in the low income sector have ceilings. While being relatively cheap and durable they are also thermally inefficient in the countries hot summers and cold winters. The Department is seeking to reduce peoples costs in space heating by encouraging the use of insulation by builders during construction. This is still in the formative stages.

#### *10. Lesotho Telecommunications Corporation(LTC)*

LTC was established as a parastatal corporation in October 1980 under the Telecommunications Act 1979 having previously been a constituent part of the Post Office. It provides telephone services to much of urban Lesotho and parts of the mountain districts (see attached map). Where rural areas are not currently served essential users such as the Police rely on radio telephones.

Considerable information on the telecommunications network is contained in the *Telecommunication Development Master Plan 1991-2010* which was funded by UNDP and International Telecommunication Union. This provides helpful background on the present status of telecommunications in the country. This is updated in the ensuing five year action plans produced under the auspices of the Master Plan. The *1995-2000 Priority Development Plan* provides the following statistics :

	<b>Maseru City</b>	<b>Central Region</b>	<b>North Region</b>	<b>South Region</b>	<b>National Total</b>
Subscribers	10 845	1 384	1 539	1 525	<b>15 293</b>
Waiting List	5 442	859	1 679	1 358	<b>9 338</b>

At present therefore 62% of demand is served indicating the need to increase capacity. The table clearly shows that the overwhelming demand for lines is in Maseru. The masterplan research discovered that 60% of the demand for telephone lines within Lesotho derived from Maseru Central Business area alone. The overall figures given do not of course reflect "suppressed demand" from potential customers who either cannot afford a line or are located far from the existing network, eg, in the foothills and lowlands.

In Maseru the network is mostly underground. The links to other settlements are almost exclusively aerial. The network is serviced by one international switching centre; 17 automatic exchanges and 19 manual exchanges. The manual exchanges in particular are outdated and often break down due to lack of spare parts. A number of the automatic exchanges are outdated and require replacement to both increase capacity and efficiency.

LTC has fallen behind the programme of activities proposed in the master plan due to problems in obtaining financing projects and is currently redoubling efforts to attract donor support.

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The use of cellular phones was formally introduced to the Maseru area in late 1995. It is anticipated that this sector of the telecommunications market will grow fast in the lowland areas and require the construction of masts in strategic locations. The high cost of initial purchase is likely to suppress demand outside the lowlands with the possible exception of the Lesotho Highland Water Project camps. In 1995 LTC signed a joint venture scheme with a major South African cellphone operator. Penetration by other South African systems into the lowlands is also expected.

### *11. Department of Transport*

The only railway in Lesotho links Maseru with South Africa and is currently freight only. Traffic handled is in the order of 390 000 tonnes annually. A scheme to build a spur from South Africa to the industrial town of Maputsoe was abandoned in 1993.

Domestic Air traffic was quite significant until the mid 1980's but has been declining as the road network improved. It is however still important for access to the more remote mountain settlements. The country's network of airstrips is particularly important for medical reasons with the Flying Doctor transporting people to hospitals who would otherwise be unable to gain access.

### *12. Ministry of Works*

Lesotho currently possesses a road infrastructure of some 5 400km of which 1 005km are paved; 2 228km are gravel and 2 090km are earth (*National Transport Study 1994 p4.14*). Construction and maintenance of main roads throughout the country is the responsibility of the *Roads Department* within the Ministry of Works. Other roads outside urban areas are built and maintained by the *Labour Construction Unit (LCU)* within the same Ministry. LCU follows priorities established by Parliament and the Ministry of Transport and Communications. Most of the roads are gravel and are constructed using labour intensive methods. LCU also acts as a contractor to such organisations as LHLDC. One feature of roads construction and maintenance in Lesotho has been the multiplicity of agencies involved. This has resulted in a very *ad hoc* approach; duplication and muddled priorities. This is discussed at length in the *National Transport Study 1994* and suggestions made for how the structure may be streamlined. The World Bank funded *Pavement Maintenance and Management Study*, established in 1993, complements this by examining the condition of every section of road in Lesotho; identifies ownership and uses the criteria established in the National Transport Study to establish a five year action plan.

### *13. Ministry of Local Government*

*Civil Works Section* is the lowest tier authority responsible for roads to rural settlements with a primary responsibility of upgrading tracks to motorable standard. Within urban areas construction and maintenance of non-gazetted roads is the responsibility of *Town Clerks*. These are relatively low ranking officials with little resources at their disposal. For this reason most urban roads are in a poor state of repair. *Maseru City Council* is responsible for non-gazetted roads in the capital but is acutely short of funds to undertake its responsibilities. Roads within Maseru Urban Area

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have been identified by Roads Branch as being in the worst condition nationally.

*14. Lesotho Highlands Development Project (LHDA)*

LHDA is responsible for constructing the Katse and Mohale Dams which will store and deliver water to South Africa. As part of this project a number of new roads have been built to transport materials. Construction camps have been established at Katse and Mohale and also within existing towns such as Buthe-Buthe. These camps, which will result in permanent settlements have their own roads infrastructure. In 1994 LHDA was responsible for maintaining 202km of roads in Lesotho and is shortly to start work on the Maseru Southern bypass which will divert construction traffic bound for Mohale Dam from the railhead in Maseru away from the City Centre. Ultimately all LHDA roads will be handed over to the relevant government agencies to maintain.



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## Appendix Five

### HOUSING ISSUES

#### Agencies involved in the Housing Sector

##### 1. Lesotho Building Finance Corporation

As the primary lender for housing, LBFC has been encouraged to attract more customers to deposit their savings so as to maximise its capacity to offer housing loans at attractive rates. The proposed strategies included the following:

- a) To provide mortgages tied to fixed amounts of savings over a given period of time
- b) To obtain and channel pension fund investments into housing
- c) To market this mortgage service to lower income households
- d) To adjust interest rates for deposits and loans in order to compete effectively for increased financial resources
- e) To divert a share of remittances from Lesotho Bank to the Corporation
- f) To become the principle finance agency for channelling donor funds into housing.

#### Assessment of LBFC lending policy

Studies show that the majority of the Corporation's loans have been advanced to higher income households, whilst the lower income households have benefitted from other housing schemes. Namely the scheme implemented by the former Lower Income Housing Company (Lehco-op), a housing agency established to provide housing to lower income households from donor funds. Since the housing agencies have operated from an inadequate capital base, the expectation was that the establishment of a new housing agency would overcome the predominant financial limitations. The result was the new Lesotho Housing and Land Development Corporation comprising the merger of the Lesotho Housing Corporation with the Lesotho Lower Income Housing Company (Lehco-op).

##### 2. Department of Planning and Development, Maseru City Council

In 1985 the Project Coordination Unit (PCU) was established within the then Ministry of Interior. Its responsibilities were primarily to administer a World Bank funded project which was to upgrade infrastructure in the urban and peri-urban areas of Maseru, the capital city.

The success of this project was manifested in the establishment of the Department of Planning

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and Development in the Maseru City Council, mandated to undertake the planning and management of urban projects in the Maseru Urban Area. The Planning Authority, located in the Department of Lands, Surveys and Physical Planning, is the Commissioner of Lands.

On 1st July 1994, the Planning Authority delegated development control functions to the Maseru City Council's Department of Planning and Development. The powers of enforcement remain the sole responsibility of the Planning Authority, namely illegal allocation, occupation and development of land.

The Development Control Unit is authorised to issue permits to eligible candidates to use their land for specific purposes (planning permission), on the basis of a satisfactory planning application. The Building Control Division of the Maseru City Council's Works Department issues building permits which authorise eligible candidates to construct structures that conform to building regulations, and the newly legislated Building Act 1995.

### 3. Department of Housing

The Department of Housing, located within the then Ministry of Interior, was re-located to the new Ministry of Local Government upon its formation. It was instituted as the government's primary agency to direct and co-ordinate national shelter sector activities, as well as being the focal point for national housing programming. This included the monitoring and evaluation of the operations of the Lesotho Housing and Land Development Corporation, a parastatal which is responsible for implementing the National Housing Policy through its Implementation Plan.

The proposed decentralisation of local government administration to the remaining nine districts in Lesotho, on par with the Maseru City Council, provides unrivalled opportunities for the expanded delivery of housing services and greater public participation in the provision of housing.

### 4. The Lesotho Housing and Land Development Corporation

According to the 1987 Draft National Housing Policy the Lesotho Housing and Land Development Corporation's (LHLDC) position in Lesotho's shelter delivery system is that of a "parastatal agency responsible for production of new housing" and its main role is that of a primary public sector housing production executing agency. The policy defines housing broadly as the land, physical structures, infrastructure, community facilities and ancillary services which form the residential environment and are necessary for the physical and social well-being of the individual, family and larger community. In pursuance of this role, the Corporation has since its inception in 1988 been involved in the production not only of serviced plots but also housing albeit on a moderate scale. Continuous efforts are being made to ensure that housing occupies a prominent role in LHLDC's activities.

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### *Objectives*

The immediate objective of the housing sector is to increase the production of housing. Following the restructuring of institutions as contemplated under the Draft National Housing Policy which saw the merger of Lesotho Housing Corporation (LHC) and Lower Income Housing Company (LEHCO-OP) into LHLDC, LHLDC's main objective has been to produce housing for all income groups at affordable prices. This has seen the implementation of various projects since 1989 which have contributed to Maseru's housing stock in particular. The Corporation's other primary objective is to provide affordable rental accommodation to the various income groups. This has to a large extent meant managing rental portfolio of some 230 apartments and town houses as well as detached houses largely in Maseru and as far in Leribe.

### *Projects since 1989*

House construction under LHLDC started with the twenty-five (25) Executive houses at Arrival Centre where families in the high income bracket purchased houses. The scheme funded by the Lesotho National Insurance Company (LNIC) and Lesotho Bank propelled the Corporation into the shelter sector and enabled it to make a significant mark. Further the Corporation completed twenty-six (26) townhouses at Hillsvie funded to the tune of M3m by the Lesotho Bank for high income families. A total of 257 self help built houses for lower income groups was also completed in both Teyateyaneng and Mafeteng. This project was funded by the Canadian International Development Agency (CIDA) and the Government of Lesotho. Since then prototypes meant to interest prospective clients in the Corporation's activities have been built in Leribe and Thetsane with preparations now advanced for construction of middle and high income prototype houses in both the Matala and Thetsane areas respectively.

The Corporation maintains a full cost recovery strategy where all monies invested in either land servicing or house construction are recovered. The expertise within the Corporation is adequate to ensure that not only the planning is maintained but also the effective implementation. Affordable standards in both housing and site development have been put in place and would be used.

### *Benefits*

The most obvious benefits are the release of affordable sites and housing to various income groups. The involvement of the private sector will also be important in fostering a relationship that will ultimately see their effective participation in the construction industry. While LHLDC has managed to use its own resources in developing some of the schemes to date, lack of adequate and cheap finance remains a problem. The Corporation requires to tap sources, both local and foreign, to ultimately implement a more robust housing programme which touches all income groups in all districts of the Country.

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## *Summary*

Housing in general has to increase at a rate commensurate with the high urbanisation rate characteristic of the town centres in Lesotho. Studies undertaken have identified a strong demand for housing at all levels of affordability and only concerted effort by all key actors will ensure that the backlog in housing is eliminated while the target of 3,500 units annually are achieved. The rental market has to be revamped and where possible hygienic rental accommodation initiated for the low income population who up to now depend on the informal sector for their housing needs. LHLDC has since its inception espoused the two as critical in its endeavours and if they can be translated into concrete action by all actors, then Lesotho's housing problems will be overcome.

### The National Housing Policy

The National Housing Policy was developed in 1987, involving close cooperation between Government and a donor agency. It has never been formally adopted and is shortly to be reviewed. Therefore, some of the issues and figures which are presented below will be subject to rigorous examination and debate over the next few months.

The major elements of the strategy are summarised as follows:-

#### 1. Definition of housing needs

These are loosely defined as "rural" needs, comprising improved services, community facilities and improved building technologies whilst "urban" needs are improved infrastructure, services and community facilities. In the past, urban needs have received a higher priority due to the visible and seemingly greater impacts of urbanisation, therefore requiring expanded levels of public and private sector interventions to facilitate access to land and services. However, there is a diversion of attention from urban housing to rural housing, especially with the inherent decentralisation of local government services to other districts.

#### 2. Institutional arrangements

The key elements are:

- the establishment of the Lesotho Housing and Land Development Corporation
- the establishment of the Maseru City Council
- restructuring the housing delivery system and other related institutions as well as the provision of adequate staff, equipment and capitalization

#### 3. Setting priorities

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Priority has been given to the allocation of resources in the following areas:

- development of serviced plots
- construction of housing
- sanitation improvement
- water supply improvements

#### 4. Setting targets

The main targets and considerations which are important are the following:

- the development of 2000 - 3000 serviced plots per year initially, to reach 8000 plots per year in the year 2001, targeted at all income groups.
- provision of water supply points, primarily individual yard taps, to 1200-1500 units per year for the next seven to ten years.
- provision of sanitation units, primarily ventilated improved pit latrines (VIPs) to 4000 - 5000 units per year for the next five to seven years, especially to under-served households.
- Due to the limitation of financial resources for the delivery of housing services, the priority of allocating resources is to for the provision and servicing of land, so that maximum contributions by private individuals can be made by owner-builders. The availability of sites is dependent on the maximum utilisation of land through increased densities and the willingness of land owners to subdivide and/or build rental units.
- The incorporation of housing sector concerns into rural development plans is critical to the extension of housing delivery services into rural areas. Rural services and community facilities as well as improved building technologies would contribute extensively to the improvement of rural housing conditions.

#### Implementation Programme

The programme required to undertake the Housing Strategy addresses the following issues:

- the restructuring of housing institutions to focus their efforts on increasing housing production. To this end the Lesotho Housing and Land Development Corporation's primary role should incorporate housing production.
- additional restructuring of the housing institutions to include the provision of adequate staffing, equipment and capital to enable the agencies to maintain their designated roles and productive capacities.

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- the priorities for action require a reflection of the predominant housing needs in both urban and rural areas. Basic serviced units with improved sanitation and water supply are a prerequisite to the fulfilment of pressing housing needs.
  - the involvement of the private sector is critical to the success of the Housing Strategy, which assigns much of the house construction component to the private sector, through the medium of owner-builders, who have raised considerable private funds. In effect, the public housing institutions are responsible for affording private individuals the opportunities to obtain serviced plots.
  - The efficient utilisation of residential land is important in the light of increased populations and under-serviced peri urban areas. Community initiatives and participation are essential to gain the support and compliance of urban and rural residents so as to increase densities in residential areas rather than the exacerbation of illegal developments on unoccupied land ("squatting").

#### International Co-Operation in the Shelter Sector

Specific international interventions in Lesotho's shelter sector have contributed significantly to the government's involvement in shelter sector and to addressing shelter issues in the national context. This was demonstrated by the preparation of the draft National Housing Policy and the National Housing Implementation Plan by the Co-operative Housing Foundation in 1987.

In the past, international co-operation and assistance has been solicited from the World Bank, United Nations, Shelter Afrique, and other shelter related institutions. Funding of selected projects, training and placements of shelter professionals have been the dominant form of technical assistance. The profile of the shelter sector is, at present, greatly enhanced due to the on-going preparations for the forthcoming United Nations Conference on Human Settlements (Habitat II) to be held in Istanbul, Turkey from 3 - 4 June, 1996.

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## Appendix Six

### LOCAL GOVERNMENT: MASERU CITY COUNCIL

In terms of section 4 of the Urban Government Act 1983, the Minister responsible for local government may by notice in the gazette declare an area a municipality and within three months should institute the establishment of either a Municipal Council or an Urban Council. Municipal Councils are intended for cities or large urban conurbations whereas Urban Council or Urban Boards are intended for smaller urban settlements. Maseru was declared a municipality in 1988 and a Municipal Council, Maseru City Council was established in 1989. The primary objective of establishing Maseru City Council was to introduce an accountable, autonomous, self sufficient and democratic local structure to provide, expand and improve the quality of services in Maseru. Finances were to derive largely from locally mobilized resources. To effect the autonomy of Municipal Councils, Section 5 (2) of the Urban Government Act 1983 elevates such councils to the status of a body corporate, capable of suing, of being sued and Part VI of the Act enumerates the powers and duties of councils.

The democratic nature of the councils is provided for in Section 6 of the Act which requires popular election of Councillors. The Minister, however is allowed some latitude to determine the number of councillors to be either popularly elected or appointed by him in the case of Urban Councils. An attempt is made to ensure self sufficiency in Section 37 (1) (c) which allows a Council to be a rating authority and Section 58 which lists the full spectrum of the sources of revenue of a Council such as property tax, fees and charges for services rendered, interest on invested funds, government contributions and grants, loans, trading activities etc. Schedules 1,2 and 3 of the act clearly lists the specific functions of the Councils to facilitate delivery of services.

#### Central Government Control

The institutional capacity of Maseru City Council is impacted largely by the role of Central Government in local government affairs and the relationships with and responsibilities of various government and quasi-government agencies involved in urban development and provision of urban services. At the core of this question lies the capacity and structure of central government to enable it to define and implement viable urban development policy, to positively interact with and guide urban governments and to respond timeously to problems and queries. Since the inception of Maseru City Council, the capacity of Central government in this regard has been very poor.

It is accepted that local government is the creation of central government, and that central government is obligated to monitor and control local authorities to ensure good governance. However it is also true that a large measure of autonomy and minimal intervention by central government will help ensure smooth operation of a local authority.

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The Urban Government Act 1983 provides for too much control and intervention by central government in the normal operations of local authorities. Section 29 of the Act as amended by Order No.11 of 1990 gives the Minister sole powers of employment of staff of a municipal council. The denial of Maseru City Council the right to employ its own staff has caused serious operational problems. The Minister is also empowered to approve the staffing structure of local authorities as well as salary scales. The long delays by the Minister, in many cases, the failure to respond to requests for recruitment of staff, restructuring of Council departments, creation of new (but critical) positions, review and improvement of salary scales have seriously frustrated the normal operation of Council. Any delegation of any of the functions of a local authority to any officers must be approved by the Minister in terms of section 33. Section 1 (4) and (5) require any bye-laws proposed by a council to be approved by the Minister. In terms of Section 63, the Minister must approve a council's recurrent and capital estimates and before he approves the estimate the Minister must approve the property tax rate. In this regard also, MCC experienced long delays in approving the estimates or the property tax rate. Bye-laws proposed by MCC as far back as 1990 have either not been approved; rejected or revised. When uncertainties, conflicts and confusion surfaced within MCC central government was slow to provide clarification, direction or guidance. These problems abound when there is only one local authority, MCC, in existence. One can only speculate as to the potential chaotic situation if the other nine or so towns were to assume the status of municipalities.

It is clear that whilst central government through its relevant ministry has unlimited control over the affairs of local authorities, it lacks the capacity to exercise this control. The capacity crisis is to be expected given the fact that until recently the Ministry did not have even a semblance of a department devoted to local government matters. Only one officer in the ministry had been devoted to local government affairs. The Ministry itself has been a large one charged with responsibilities for land, physical planning, housing, local government, urban development, rural roads and water supplies, Chieftainship, immigration, refugees, police etc. MCC obviously occupies a very low position on the priority list. The Ministry has recently been divided into two with the creation of the Ministry of Local Government to improve administration but they still share one Minister. Before the advent of democratic rule, past governments demonstrated total lack of commitment to elected local government probably since they were themselves not democratically constituted. The fact that MCC was only established in 1989 when the Urban Government Act was passed in 1983 is testimony to this. The lack of central government commitment to the ideals of local government has diminished any confidence in the council on the part of the general public. MCC is now plagued with a credibility crisis exacerbated by poor delivery of services. This is reflected in the resistance of the residents of Maseru to meet their property rate obligations. The 12% or so turnout during MCC elections and the calibre of the candidates is testimony to the lack of confidence on Maseru City Council by the community.

#### Management Capacity

A Management Team of Heads of Departments headed by the Town Clerk is responsible for the overall management of Maseru City Council under policy guidelines established by the elected Council. As already indicated, Maseru City Council is relatively young with no experience of local government practice and urban management. Maseru City Council since its inception has



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been plagued with a critical shortage of adequately trained and experienced personnel. Being the first and only local authority in the country, there is nowhere in the country to draw experience or appropriate personnel from. There are therefore very weak management systems and the necessary communication channels and forums through which participation by the community, private sector NGO's etc can be mobilized have not been adequately defined. This has seriously constrained the capacity of MCC to deliver essential urban services. Effective control and management of the city has therefore been confined to the old inner core of the city or the former colonial reserve. The rapid growth of the city has not been accompanied by a corresponding expansion of management capacity of the Council. It is no wonder therefore that even limited provision of services by MCC is limited to the old reserve.

### Infrastructure and Services

As indicated earlier, the range of functions and services to be provided by MCC are listed in the first, second and third Schedules of the legislation. These functions include amongst others:-

- (a) Design, construction and maintenance of local roads.
- (b) Cleaning of streets and public places and provision of public conveniences.
- (c) Sanitation and refuse removal.
- (d) Health inspection of business premises.
- (e) Clinics, Health Education, Pre-natal and Ante-natal care and prevention of infectious diseases.
- (f) Parks and Gardens, recreation and burial grounds.
- (g) Grazing and animal pounds.
- (h) Markets, street vending etc.
- (i) Development/building control.

As indicated earlier, the infrastructure that exists and services provided by MCC are largely confined to the old reserve area. Up to 98% of the population of the old reserve enjoy safe and reliable water supply in the form of yard or house connections or public stand pipes. Piped water is available in a few older, long established peri-urban areas such as Thamaes and Motimposo. The newly established peri-urban areas have no piped water at all. While the very affluent source water from electrically operated borehole pumps, and the less affluent have installed hand operated borehole pumps, the very poor have to draw water from natural springs and flowing streams or purchase from mobile water vendors. While the old reserve is well reticulated with sewer systems, there is virtually no sewer reticulation in the peri-urban areas. The affluent in the new areas can afford conservancy tanks, septic tanks and French drains. The rest must resort to VIP latrines, ordinary pit latrines or the privacy of wooded dongas in the peri-urban areas.

Electricity in the peri-urban areas is available to a select few at extremely high cost. There are virtually no engineered roads in the peri-urban areas. Most roads in the old reserve are properly constructed even though they are in a terrible state of disrepair. Only the busy feeder roads are bitumen surfaced-albeit in a poor condition. Well maintained parks and recreational areas are only found in the old reserve. The Council operates only one clinic in the whole city and the other clinics are operated by either the government or private sector. Refuse removal and street

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cleaning are also largely confined to the old reserve though the service is erratic. Peri-urban areas hardly enjoy any regular refuse removal service and street cleaning resulting in litter sprawling all over the place. The disastrous environmental effects of the situation are obvious.

### Self Sufficiency

The weak institutional capacity of Maseru City Council has already been described. This weakness is reflected in the failure of MCC to achieve financial self-sufficiency. MCC is plagued with a critical shortage of resources. Of critical concern here is MCC's ability and capacity to generate and collect revenues. MCC revenues derive primarily from property taxes or rates collected in terms of the Rating and Valuation Act 1980. About 80 % of MCC revenue come from property rates. Other fees and charges, charges from public conveniences, building permit fees, market fees etc constitute an insignificant proportion of revenue. There are virtually no government transfers except government contribution in lieu of rates on government properties. An annual M1 million subvention has been terminated. Business licences even for small café's are controlled by Central government and the revenue therefore is collected by central government. While revenue sources of the Council are extremely limited, the property tax base is itself restricted in geographic terms. MCC manages to collect rates only in the old reserve which accounts for less than 25% of the city area. The 1.18 per capita income is a clear reflection of this anomaly. The peri-urban areas which constitute an excess of 75% of the city area are not rated as no valuation roll exists.

Within the rated area, there is a high default rate in excess of 50% in respect of rates payments. There is an apparent reluctance and resistance to pay rates by the residents probably as a result the lack of confidence on the council as indicated earlier. Another reason for the reluctance to pay rates is the weakness inherent in the Rating and Valuation Act 1980. The court process against defaulters is cumbersome and lengthy and does not facilitate easy recovery of rate arrears. The weak court process is often exploited by the defaulters so that after lengthy and expensive court procedures very little of the arrears are recovered. Proposals have been tendered to central government to revise the legislation so that it is in line with the sales tax and income tax laws to facilitate easy recovery of arrears from defaulters. The figure charged on property tax is very low. The rate is charged at 0.25% of the value of residential properties and 1.25% for industrial and commercial properties. Considering that in many cities rates vary from 5% to as high as 10%, our rate is extremely low and cannot be expected to bring in any significant revenue.

It is against this background that the Council finds it extremely difficult to finance its recurrent budget. So far, since its inception, the Council has not been able to finance a capital budget at all. Consequently the Council can hardly deliver the essential urban services.