

Title: Joint UNCT and Development Partners Support Towards The Establishment of a National Monitoring and Evaluation System and Strengthening Of The Statistical System To Monitor Development Progress In Lesotho 2008 - 2011

Goal: Monitor the MDGs and advocate for their achievement through policy measures, multi-sectoral strategies and development of appropriate interventions.

Strategic Area of

Support: Assist the government collect and disseminate data and build both institutional and technical capacities for monitoring of National developmental challenges and achievements across all sectors.

Through this project, the UN system makes an important contribution in improving data collection and analysis for evidence-based policy development, particularly along sectoral and thematic lines, with key national institutions, international organizations and civil society representatives working on socio-economic reforms in the driving seat.

Most importantly this joint programme will support the process of expanding and strengthening the National Monitoring and Evaluation System to map and monitor human poverty, vulnerability and inequality, and to elaborate socially-oriented development strategies and budgets at national, and district levels.

In particular, this project will continue the strategic institutional support to enhance evidence based policies through introduction of Lesotho DevInfo to monitor development progress relevant to the UNDAF, Vision 20/20, PRS and MDGs and other national agenda with specific emphasis to the decentralization process; localizing and disaggregating of monitoring indicators.

SIGNATURE PAGE

Country: Lesotho

UNDAF Outcome(s)/Indicator(s):
UNDAF outcome, if no UNDAF, leave blank

Enhancing National Capacity for policy analysis
& program development for human development

Expected Outcome(s)/Indicator (s):
(CP outcomes linked t the SRF/MYFF goal and service line)

National institutional capacities strengthened for
coordinated response to the triple threat and
achievement of the MDGs

Expected Output(s)/Indicator(s):
(CP outcomes linked t the SRF/MYFF goal and service line)

Support the establishment of a sustainable
National Monitoring and Evaluation System and
Strengthening of Statistical Capacity to monitor
the achievements of the MDGs

Implementing partner:
designated institution/Executing agency

Ministry of Finance and Development Planning

Other Partners:
(Formerly implementing agencies)

Line Ministries, NGOs and CSOs.

Programme Period: 2008- 2012

Programme Component: Poverty Reduction
Monitoring

Project Title: Joint UNCT project for enhanced and
coordinated Statistical System Enhancement to
monitor Development progress in Lesotho

Project ID: 00059982

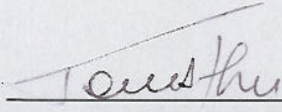
Project Duration: 5 years


Management Arrangement: Joint programme/NEX

Total Estimated Resources of Support:
2008 to 2012 - US\$ 2,345,078.00
2008 - US\$667,115.68

Allocated resources 2008:

RC	US\$ 15,000.00
UNDP	US\$400,000.00
UNICEF	_____
UNFPA	_____
FAO	_____
WHO	_____
UNAIDS	_____
WFP	_____
WB	_____
GoL	In Kind (office space & furniture)

Agreed by (UNDP)  Date: 15 July 2008
Acting Resident Representative
Mr Ernest Fausther



Agreed by (UNICEF) _____ Date: _____
Resident Representative
Mrs Aichatou Diawara Flambert

Agreed by (FAO) _____ Date:
Resident Representative
Dr. Gunawan Memed

Agreed by (WHO) _____ Date:
Resident Representative
Dr. Angela Benson

Agreed by (WFP) _____ Date:
Resident Representative
Mr. Bhim Udas

Agreed by (UNAIDS) _____ Date:
Acting Country Coordinator
Dr. Henry Tabifor

Agreed by (WB) _____ Date:
Senior Country Officer
Mr. Husam Abudagga

Agreed by (Government of Lesotho) _____ Date:
Principal Secretary
Ministry of Finance & Development Planning
Dr. Moeketsi Majoro



Table of Content

	Page No.
Signature Page	2
List of Acronyms	4
SECTION 1 BACKGROUND AND ANALYSIS THE PROJECT	5
1. <i>Background</i>	5
2. <i>Constraints</i>	6
3. <i>Strategy</i>	7
SECTION 2 MANAGEMENT AND COORDINATION ARRANGEMENT	7
1. <i>Execution Modalities and Implementation Arrangements</i>	7
2. <i>Coordination & Synergies with other Related Projects</i>	8
3. <i>Joint Programme Steering Committee</i>	8
4. <i>Administration and Management Of Funds</i>	8
5. <i>Implementation and Budgeting of Funds</i>	9
6. <i>Ownership of Equipment, Supplies and Other Property</i>	9
7. <i>Monitoring and Evaluation</i>	9
8. <i>Audit</i>	9
9. <i>Reporting</i>	10
10. <i>Other Matters</i>	10
11. <i>Opportunities</i>	10
12. <i>Risks</i>	11
13. <i>Legal Context</i>	11
SECTION 3 COMMON WORK PLAN AND BUDGET	12
1. RESULT AND RESOURCES FRAMEWORK -Work plan	12
2. <i>Tripartite</i>	12
3. <i>Evaluation</i>	12
SECTION 4 Detail Budget description	13
Component 1 – National Monitoring and Evaluation System	13
Component 2 – National Strategy for Development Statistics	14
Component 3 – UN Advocacy Tools	15
Miscellaneous	16

List of Acronyms

ALD	Appointment for Limited Duration
BoS	Bureau of Statistics
CCA	Common Country Assessment
CO	Country Office
CPD	Country Programme Document
CSOs	Civil Society Organisations
DCI	Development Cooperation Ireland
DEC	Department of Economic Cooperation
DEP	Department of Economic Policy
DfID	Department for International Development
DPMP	Department of Population and Manpower Planning
DSA	Daily Subsistence Allowance
DSP	Department for Sectoral Programming
EU	European Union
GIS	Geographical Information System
GOL	Government of Lesotho
GTZ	German Development Cooperation
HBS	Household Budget Survey
HIV and AIDS	Human Immuno-deficiency Virus and Acquired Immuno Deficiency Syndrome
IHS	Integrated Household Survey
MDGR	Millennium Development Goals Report
MDGs	Millennium Development Goals
MoFDP	Ministry of Finance and Development Planning
NEX	National Execution
NSC	National Statistical Council
NM&ES	National Monitoring and Evaluation System
PPA	Participatory Poverty Assessment
PRS	Poverty Reduction Strategies
PRSP	Poverty Reduction Strategy Paper
PSIR	Public Sector Improvement Programme
SURF	Sub-regional Resource Facility
TRAC	Target Resource Assignment from the Core
TTF	Thematic Trust Fund
TWG	Technical Working Group
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistant Framework
UNDG	United Nations Development Group

SECTION 1 - BACKGROUND AND SITUATIONAL ANALYSIS

1. Background

The UN, through its Funds, Programmes and Specialised Agencies, has had a long presence in developing countries and has therefore accumulated vast sector and cross-sectoral experience and knowledge about the nature of support it is required to provide in the development process. The strengths of the UN are in the areas of policy advice, capacity building and advocacy, which can be shared with governments and other national partners.

The importance of UN engagement is further underlined by recent decisions of the General Assembly and the Economic and Social Council that emphasise the importance of focussing PRS on the Millennium Declaration and the Millennium Development Goals (MDGs)

With poverty reduction now firmly at the centre and forefront of the UN's customary and operational work, the PRS process presents a unique opportunity of strategic importance for active engagement of the UN system. To take advantage of this opportunity, UNCTs in Lesotho as in all sub-Saharan countries advocated for the MDGs, fulfilling the UNDAF outcomes.

1.1 Situational Analysis

The UN system makes an important contribution to help improve data collection, analysis and application for evidence-based policy development in Lesotho, particularly along sectoral and thematic lines, with national partners in the driving seat.

There is increasing international consensus on the importance of having better information systems to support the global development and poverty reduction effort. The recent emphasis on results-based management, such as the Action Plan agreed at the Second International Roundtable on Managing for Development Results that took place in Marrakech, Morocco in February 2004, has sharpened the focus on the current inadequacy of both the national monitoring systems and the national and international statistical systems and highlighted the need for effective capacity building at all levels. In addition, the PRS, MDGs, UNDAF, and CCA processes have led to increasing demands for information, analysis, and informed decision-making.

Monitoring systems have a role to play at different levels – understanding poverty, setting priorities, and defining interventions, monitoring implementation and evaluating impact. Many national monitoring systems, however, fail to satisfactorily perform these functions, often because the institutional arrangements for the coordination of the various actors and activities are not effective. As a result, the data produced is often not used to inform decision-making.

In Lesotho there is a need for greater capacity to produce reliable statistics and make use of them for effective decision-making. Past efforts at capacity building have often not been successful and improvements in data quality have not been sustained. A central theme in addressing this problem, mirroring the poverty reduction strategy process, is for developing countries to take control of statistical capacity building, defining appropriate strategies, setting priorities, and managing implementation. The preparation of national strategies of this kind has proved to be a powerful tool for making real changes in statistical capacity and for

mobilizing political and financial support for investments in statistics. A key objective, which forms a component of the Marrakech Action Plan for Statistics (MAPS), is to mainstream this process and to make it possible for all developing countries committed to improving statistical capacity adopting the Marrakech declaration to support all countries to formulate and implement National Strategy for Development Statistics (NSDS).

In the spirit of this, and based on the successful application in a number of countries, the Executive Director of UNICEF offered ChildInfo as a basis for DevInfo – a powerful software tool designed to help countries monitor the MDGs and advocate their achievement through policy measures, multi-sectoral strategies and the development of appropriate interventions. The members of UNDG subsequently endorsed this initiative and requested an inter-agency team to prepare for further implementation of MDG tracking and monitoring tools.

The UNCT in Lesotho identified statistics capacity development as a key area of support. In this regard, it is envisaged that the Country Programmes of specific agencies will support building of MDG monitoring capacities, including strengthening of national statistical capabilities through human capacity building and modern technological resources development, as well as introduction of sound management practices and data analysis methodologies in accordance with international statistical standards. This project involving all UN Agencies and development Partners in Lesotho including WB, EU, DfiD, GTZ, DCI etc is being initiated to galvanize efforts and resources to support the capacity building of the statistical machinery in the country. This will ensure a successful monitoring and reporting of progress towards achievement of nationalized MDG targets, PRS and other Development Agendas.

2. Constraint

Realities of the current transition period and recent changes in economic policies has increased demand for statistical data from public sector, private businesses, international agencies and research institutions. Furthermore, availability of the relevant, accurate, transparent and reliable statistical information is one of the key aspects of ongoing reforms. Despite the efforts to strengthen its statistical capacity and establish an institutional framework the Governments of Lesotho still needs strong collaborative support from international donor community.

At present, the majority of initiatives and activities have been short-term based or in most cases as a component of another initiative or project. Therefore, there is a need for designing of sector-oriented (statistics) and multi-donor-funded programs/projects. Specifically, this project will focused on developing and applying widely accepted international statistics standards, better identified and linked with general development goals in a coordinated and harmonised manner.

Central in this project is the DevInfo technology which offers a database tool to organize, disseminate and display data in a result based environment with unique features linking indicators to strategic monitoring frameworks such as the Millennium Development Goals or National Poverty Reduction Strategies. As a common platform for indicators related to Human Development, DevInfo facilitates data sharing and indicator harmonization at global, regional and country level by making vital statistics available to a wide audience.

A strategic partnership across all UN agencies is critical to sustain efforts in DevInfo implementation for PRS, Vision 2020, UNDAF, MDGs monitoring at all levels.

3. STRATEGY

As Government of Lesotho's (GOL's) committed development partners, UN agencies and other development partners' support to national development is geared towards helping the country achieve its overarching objectives of fighting poverty and promoting equitable and sustainable human development. The present focus of donors on reducing poverty, especially through the Poverty Reduction Strategy Paper (PRSP) and the Millennium Development Goals, represents a unique opportunity to further consolidate activities that are directed at addressing this challenge.

The current UN Development Assistance Framework (UNDAF) **2008-2012** identifies common objectives and strategies for UN interagency cooperation and with development partners to ensure increase coordination and coherent programming. The UN Country Team in Lesotho is convinced that the development challenges should be dealt with in an integrated approach and that policy advice, funding, technical assistance monitoring and direct programme interventions are articulated in a coordinated and coherent manner and approached in the context of broader crosscutting issues and mainstreamed into current and future country level assistance within the UNDAF framework.

The UN family and in-country development partners are engaged in several initiatives to assist the government collect and disseminate data and build both institutional and technical capacities for national development indicator performance monitoring for policy formulation across all sectors. The MDGs and PRS can be used as an organizing principle to harmonize aid delivery – particularly, using MDG 8 to strengthen joint venture among various partners in achieving a suitable outcome. The collaborative support that existed during the development of the Poverty Reduction Strategy Paper (PRSP) by the UN agencies will be reinforced through the establishment of this project.

The main objective of the program is to ensure comprehensive development of statistical informational system on the basis of strengthening, introduction to methods of sampling surveys and use of modern information techniques of data collection, processing, dissemination and data exchange focusing in these areas:

- ✚ Support the establishment of a viable National Monitoring System to monitor development progress in Lesotho;
 - Support the process of building capacity of planners and policy makers in the country and promote the process of formulation of evidence-based policy.
 - Support the implementation of DevInfo in the country to promote indicator harmonization and data sharing to monitor the MDGs and other national agenda.
 - develop an integrated system to support the tracking of the Millennium Development Goals, PRS , Vision2020 and other national development theme

- ✚ Strengthen the capacity of BoS and the statistical units in the line ministries and Districts by reviewing current training needs for staff, developing and implementing a

comprehensive statistical training programme that encompasses both local training workshops and international study tours.

- Strengthen Statistical Governance through an appropriate institutional set-up;
- ensure usage of the available statistics by civil society, business committee and other public- and private actor
- utilize national, regional and international experts in relevant technical areas to reinforce the capacity of Government in preparation of the 2007 – 2012 Bureau of Statistics National Strategy for Development Statistics
- Support the development of a Continuous Multi-Purpose Household Survey as a crucial part of the tracking system.

Section - Management And Coordination Arrangements

1. *Execution Modalities and Implementation Arrangements*

The overall responsibility of coordinating this Joint programme will rest with the Office of the UN Resident Coordinator, assisted by the project manager (UN Agency focal point) responsible for the day-to day management of project activities technically and financially.

2. *Coordination and Synergies with other Related Projects*

To facilitate the UNCT coordination, the current MDG Task force under the guidance of the UN RC and UNCT will serve as Coordination Committee overseeing the strategic direction of this project including UN/donor engagement and technical discussions on support, evaluation missions and other resources requirements. The committee will in addition:

- Review operational activities of the joint programme
- Review the joint programme reports
- Liaise with the government of Lesotho counterparts, on a continuing basis to ensure both programme and implementation coherence with country's priorities.

3. *Joint Programme Steering Committee*

The Joint Programme Steering Committee (JPSC) will be composed of the RC as Chairperson, UNCT contributing donor representative, Government designated officials (Ministry of Finance and Development Planning, CEO DPP and , Director Bureau of Statistics) and the Focal point as Secretary.

The JPSC will ensure that the activities guided under the Joint Programme are coordinated with those funded from the national budget and bilateral donors and advice on the most appropriate allocation of their resources based needs, priorities and absorptive capacities.

4. Administration and Management Of Funds

The Joint programme will be operational with the first donor contribution has been deposited into the joint account located with the finance unit in UNDP.

As administrative agent, UNDP' responsibility will include the following:

- ✓ Receipt, administration and management of contributions from donors;
- ✓ Disbursement of such funds for implementation of planned activities; and
- ✓ Compilation of project financial reports and provision of such reports to the contributing donors.

Each participating member of the UNCT would have to sign a standardized Memorandum of Understanding with UNDP setting out terms and conditions governing the receipt and administration of the contribution.

Project level management, procurement and expenditure shall be governed by regulations, rules and directives of the respective participating UNCT Members.

5. Implementation and Budgeting of Funds

The aggregate of the amounts budgeted for the project together with any estimated payments in respect of support services shall not exceed the total resources available to the joint programme.

If unforeseen increases in commitment or expenditures are expected or realized (whether due to inflationary factor, fluctuation in exchange rates or unforeseen contingencies) the assistance to be provided under the Fund may be reduced, suspended or terminated

6. Ownership of Equipment, Supplies and Other Property

Ownership of equipment, supplies and other property financed from the Joint Programme shall be vested in the respective institution undertaking the activities. Matter relating to the transfer of ownership by the participating UNCT member shall be determined in accordance with their applicable policies and procedures

7. Monitoring and Evaluation

The coordination Committee, subject to UNDP's applicable regulations, rules and policies, will monitor the Joint Programme. An evaluation of the Joint Programme will be conducted to measure and evaluate how it is achieving its targeted outputs, as well as, record best practices and lessoned learned. The evaluation will be submitted to the JPSC for review and endorsement and subsequent circulation to all concerned by the UN RC.

8. Audit

Project level auditing shall be subject to exclusively to the internal and external auditing procedures provided for in the financial regulations, rules and directives of the respective participation UNCT organizations. The activities of the administrative agent shall be subject exclusively to the internal and external auditing procedures provided for in the financial regulations, rules, and directives of UNDP, Audit observation and recommendations from the external auditors should be reviewed and endorsed by the coordination committee and appropriate action plan established to ensure that audit queries are addressed and complied with.

9. Reporting

Consolidated (financial and substantive) reporting will be provided to all Joint programme donors by UNDP, as Administrative Agent on a semi-annual basis. The responsibility of preparing and distributing such reports is vested in the Resident Coordinator's Office. The Resident Coordinator will provide the UNCT a final report on the activities of the Joint Programme prepared in accordance with UNDP accounting and reporting procedures.

10. Other Matters

Notwithstanding the completion of the components financed from the Joint programme, any unutilized balances shall continue to be held in the Joint Programme account until all commitments and liabilities incurred in implementation of the project have been satisfied and component activities have been brought to an orderly conclusion.

11. Opportunities

Data gathering and dissemination exercises present an excellent platform to introduce and benefit from a well coordinated joint programme. Since the promotion of evidence-based policy making can be sensitive, a collective UN and Development Partner voice can better advocate for and building consensus around contentious development issues – such as the analysis and dissemination of well being and welfare data.

Through this Joint programme will help to address the complex, multi-sectoral issues surrounding data processing (from collection to dissemination). It will also ***Deepen and Widen the UNCT's Influence and Reach*** and build understanding and awareness between government agencies and ministries and among and between key implementing partners on the ground. Features unique to joint programmes, such as joint needs-assessment, joint-monitoring and evaluation, collaborative decision-making, streamlined government dialogue and or enhanced government participation in key multi-agency decision making bodies have facilitated a reduction in duplicative activities across UN agencies as well as between UN agencies and their development partners. As it will ensure that the funds and other resources are utilized under an efficient and harmonised environment. This Joint Programmes will also create a platform for knowledge management and exchange within the UN country team,

within theme and working groups, and between and amongst the UN and government agencies in relation to their data requirements.

12. Risks

A lack of national participation in joint programme design, as demonstrated can lead to insufficient needs assessments, faulty frameworks, low programme implementation and sustainability rates. Further investigation of the joint programme portfolio should consider whether governments are contributing comparatively more resources to joint programmes than single agency operations.

Joint Programmes are typically designed within a limited timeframe and with small budgets. This may be attributed in part to limited funding.

The administrative decision-making structures will not be sustained past the life of the programme. Designed to run on average for only two years, joint programmes often unrealistically expect national implementers to 'take over' joint programme tasks. While joint programme 'extensions' are often requested, this ad-hoc approach increases transactions costs

13. Legal Context

1. *This Programme Document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Lesotho and United Nations Development Programme, signed by the parties concerned.*
2. *The following types of revisions may be made to this Programme Document with the signature of the UN RC only, provided he/she is assured that the other signatories of the programme document have no objection to the proposed changes:*
 - a) *Revisions in, or addition to, any of the annexes of the programme document*
 - b) *Revisions which do not involve significant changes in the immediate outcomes, outputs, or activities of the programme, but are caused by the re-arrangement of inputs already agreed upon or by cost increases due to inflation; and*
 - c) *Mandatory annual revisions, which re-phase the delivery of agreed programme inputs, or reflect actual expenditure or other costs due to inflation or take into account agency expenditure flexibility.*

Section 3 Common work Plan and Budget

Result and Resource Framework

1. Work plan:

UNDP is using a results- based management system where programme monitoring is carried out to ensure optimal use of resources. The work plan format provides easy analysis of cost per each activity and results per expenditure incurred against the budgeted amount. It will also serve as a reference for developing the annual programme and expenditure report. Consequently, the work plan will provide stakeholders with a user-friendly basis for monitoring the implementation of the programme closely.

2. Tripartite Review:

Tripartite review meetings involving key stakeholders (Government, UN and communities/beneficiaries) will be held at the end of each year. The objective of the tripartite meetings are: to assess the progress of the programme, to take decisions on recommendations to improve the design and implementation of the programme (in order to achieve the expected outputs) and, to feed back lessons learnt into the design of a subsequent phase of the programme ,if so desired.

3. Evaluation:

A Mid-term evaluation will be carried out half way through the programme in order to draw lessons learned for improving the quality of the programme. To the extent possible, these monitoring and evaluation requirements will be jointly undertaken with those of other development partners who are supporting the Poverty Monitoring Strategic Plan. This will contribute to reduced transaction costs and minimize duplication of efforts.