



Kingdom of Lesotho

United Nations Development Programme

Strategy Document for

**Consolidation of Democracy and Good Governance
in Lesotho (CDGG)**

Brief Description

Consolidation of Democracy and Good Governance in Lesotho (CDGG) is a five-year programme jointly funded by the government of Ireland and the United Nations Development Programme (UNDP) designed to build on the existing multi-donor support whose main purpose is to institutionalise and deepen democracy and good governance through improved electoral processes, effective functioning of parliament and enhanced promotion of human rights.

Specifically, the CDGG will provide support to: (1) harmonization and streamlining of the electoral legislation to ensure that elections add value to democratic governance and political stability; (2) parliamentary reforms to improve the effectiveness of the legislature in its three-pronged mandate of law-making, representation and oversight; and (3) the promotion and protection of human rights in accordance with the principles of the Universal Declaration of Human Rights. To achieve its primary goals and objectives, the CDGG has identified, albeit not limited to, the following key institutions as enabling partners: The Independent Electoral Commission (IEC), Parliament, Ministry of Justice, Human Rights and Correctional Services and the Office of Ombudsman.



Agreed by (Government - MFDP):

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Agreed by UNDP:



Agreed by Irish Aid:



1. PROGRAMME SUMMARY

Outcome:	Governance institutions strengthened, ensuring management of credible elections, improved oversight role of parliament and inculcation of a human rights culture
Expected Outputs:	<ol style="list-style-type: none">1) Improvement of election management and harmonization of electoral legislation to ensure that elections deepen democracy and strengthen political stability;2) The capacity of Parliament enhanced to more effectively execute its mandate of law-making, representation and oversight; and3) Awareness, respect and promotion of human rights raised so that ordinary citizens recognise the existence of these rights and state institutions effectively protect and promote them.
Management Arrangements:	The programme will be implemented through three separate projects to deliver the above outputs. UNDP (on behalf of Irish Aid) will sign three project documents with the following implementing partners: IEC, Parliament, Ministry of Justice, Human Rights and Correctional Services.

2. SITUATION ANALYSIS

The Government of Lesotho is signatory to the Millennium Declaration adopted at the Millennium Summit in September 2000, where world leaders committed their nations to a global partnership among others to promote peace, human rights, and gender equality. Partly with a view to achieving the Millennium Development Goals (MDGs), the Government of Lesotho has adopted the National Vision 2020 which provides a platform on which this programme is grounded. The Vision states that: *“By the year 2020 Lesotho shall be a stable democracy, a united and prosperous nation at peace with itself and its neighbours. It shall have a healthy and well-developed human resource base. Its economy will be strong; its environment well managed and its technology well established”*.

Lesotho's achievement of sustainable human development is dependent on the creation of an enabling environment which includes, inter alia, democratic governance, peace and security. For Lesotho to effectively address its multivariate socio-economic challenges, including poverty, the HIV/AIDS pandemic and gender inequality, it needs a stable and peaceful multi-party democracy anchored on robust and accountable institutions. Although the country has made considerable progress on its democratisation path since 1993, various challenges still remain in terms of institutionalisation and consolidation of democracy.

In an effort to address these challenges, Lesotho has embarked on various reforms, including electoral and parliamentary reforms. Presently, the country is undergoing a self-assessment of its governance through the African Peer Review Mechanism (APRM) with a view to identifying the main impediments to its democratic governance. The assessment focuses on four main areas namely: (a) Democracy and Political Governance; (b) Economic Governance and Management; (c) Corporate Governance and (d) Socio-Economic Development.

Since Lesotho's return to multi-party democracy in 1993, successive elections have been marred by violent post electoral conflict such as occurred in 1998. The dispute was resolved by a combined effort of national and regional actors. Part of the solution came by way of reform of the Independent Electoral Commission (IEC) and reform of the electoral system. A re-constituted IEC was appointed in April 2001.

The First-Past-The-Post (FPTP) electoral model that Lesotho had used since independence in 1966 was reformed with the adoption of the new Mixed Member Proportional (MMP) system through an appropriate constitutional amendment in 2002. The net effect of this reform was that the National Assembly was expanded from 80 to 120 seats. Of the 120 seats, 80 are contested on the basis of the constituency-based FPTP system, while the remaining 40 are contested on the basis of the party-based Proportional Representation (PR) system. While the MMP model did bring about relative peace and stability as well as broadening representation in the National Assembly following the 2002 election, the second election held under this model in 2007 re-ignited the age-old problem of violent post-election conflicts and

political instability. This latest election-related instability poses a major challenge to the earlier efforts made towards the nurturing and consolidation of Lesotho's democratic governance.

Management of elections in Lesotho is the sole responsibility of the **Independent Electoral Commission (IEC)**. The IEC was established in 1997 following amendments to both the Lesotho Constitution of 1993 and the National Assembly Elections Order of 1992. The IEC has delivered three elections since its establishment in 1997 (1998, 2002 & 2007). The 2007 general election suggested a continuing need within the IEC to improve the planning and administration of major processes of an election including voter registration, preparation of a voters' roll, logistics planning and timely announcement of election results

According to section 55 of the constitution, the Parliament of Lesotho consists of the King, the Senate and the National Assembly. The latter is the main legislative body. It enacts laws for the good governance and administration of the country and scrutinizes the executive on the management and administration of national affairs. The Senate (the Upper House) examines and reviews draft Legislation/Bills passed by the National Assembly, and does not initiate legislation. For a long period of time since independence, Lesotho's National Assembly has been dominated by one single party and this situation has had serious implications for parliament's effectiveness and efficacy in discharging its three-pronged mandate of (a) law-making, (b) representation, and (c) oversight. A Parliamentary Reforms Committee (PRC) set up by the Sixth Parliament after the 2002 general election initiated a reform programme to review structures and systems within the legislature.

Some of the key reforms proposed by the PRC have been implemented, including the adoption of revised Standing Orders and the creation of five portfolio committees¹ meant to ensure parliament's effective oversight over Government Ministries and Departments. However, the new portfolio committees have no prior experience and no precedent to follow in carrying out their responsibilities. Although these committees are now operational, they face severe capacity constraints, especially with regard to the numerous Bills being referred to them for scrutiny. Within the National Assembly, the inclusiveness made possible by the MMP model has at once created the space and accentuated the need to establish and strengthen committee structures that will maximise this inclusivity and enhance the institution's oversight capacity. In addition to portfolio committees, parliament also has seven select committees².

Lesotho's 1993 Constitution provides for a bill of rights which aims to promote and protect fundamental rights of Basotho. The overall responsibility for the promotion

¹ Social Cluster Portfolio Committee; Economic and Development Cluster Portfolio Committee; Law and Public Safety Cluster Portfolio Committee; Natural Resources, Tourism and Land Cluster Portfolio Committee; Prime Minister's Ministries & Departments Cluster Portfolio Committee

² Public Accounts Committee; Committee on HIV/AIDS; Business Committee; House Committee; Committee on Standing Orders; Staff Committee; and Committee of Privileges

and protection of **Human Rights** is vested in the Ministry of Justice, Human Rights and Correctional Service which is currently in the process of establishing a Human Rights Commission. Meanwhile, the Ombudsman and the Police Complaints Authority (PCA) continue to investigate human rights violations. In the last two and half years, the Ombudsman has been involved in monitoring human rights conditions in prisons, police and hospitals. Through Irish Aid support since 2004, the Office has dealt with numerous public complaints of maladministration against public servants. The Ombudsman has also been involved with the human rights aspects of the resettlement of rural communities displaced by the Lesotho Highlands Water Project.

While Lesotho has a good track record on human rights as evidenced by its standing on Freedom House rankings regarding its promotion of political rights and civil liberties³, political tensions in 2007 brought about allegations of human rights abuses of citizens by the police and the army. Notable progress towards the establishment of the Lesotho Human Rights Commission was made in 2007 with two missions conducted by an international and national consultant working through a UNDP funded project. Also, the Irish Human Rights Commission visited Lesotho twice, and has offered to mentor the Ministry of Justice, Human Rights and Correctional Service to establish a National Human Rights Commission.

The most significant output from the UNDP funded consultancy was the completion of a draft of the Lesotho Human Rights Commission Bill. The draft Lesotho Human Rights Bill (2007) requires that the Human Rights Commission, as the highest authority on human rights in Lesotho, establish a working relationship with the Office of the Ombudsman. The Government intends to have legislation introduced and passed in parliament during 2009, thereby facilitating the establishment of the Human Rights Commission during the 2009/10 fiscal year. The Government has pledged budgetary commitments towards the setting up of the Lesotho Human Rights Commission and has requested donor support to complement its efforts.

2. STRATEGY

The two cooperating partners, Irish Aid and UNDP, have firmly positioned governance as an integral component of their future country programmes for achieving sustainable human development and accountability. The strategic focus of this programme will be to build upon the governance milestones achieved through the Deepening Democracy Programme⁴ jointly supported by Irish Aid, DFID and UNDP.

³ Measured on a scale ranging between 1 (excellent performance) and 7 (very poor performance), Lesotho's record has improved over the years since the country's re-democratisation process in 1993. Since 2003, Lesotho has consistently scored 2 on the promotion of political rights and 3 on the promotion of civil liberties thereby qualifying as a free country in terms of the Freedom House rating.

⁴ The main purpose of this project was support peace and democracy building to ensure credible elections and political stability. The main outputs of the programme included (a) strengthening the IEC, (b) conflict transformation, (c) enhancing civil responsibility and (d) coordinating international support.

The programme has three key components, all in tandem with the overarching principles of Lesotho's National Vision 2020. These components are: i) strengthening the capacity of the IEC and enhancing the quality of elections; ii) strengthening the capacity of parliament to undertake its mandate of law-making, representation and oversight; and iii) strengthening the capacity of human rights institutions to enhance their effectiveness in the protection and promotion of human rights.

2.1 Support to the Key Electoral Processes

Given that almost all the general elections since 1970 have been marred by post electoral conflict which has in turn generated political instability with adverse consequences for democracy and development, continuing support to key electoral processes is critical to consolidation of democracy in Lesotho. Successive elections have pointed to capacity gaps within the IEC to deliver elections. Accordingly, capacity building of the Independent Electoral Commission (IEC) will be provided to plan and administer major processes of an election including voter education, continuous voter registration, preparation of a voters' roll, logistics planning and timely announcement of results. Also, the implementation of the MMP model has raised serious questions following the 2007 general election over the allocation of the 40 Proportional Representation seats and pointed to the need to strengthen the legislation in order to safeguard the integrity of the model.

In addition, challenges posed by the 2007 general election have demonstrated the need to support the IEC to proactively plan and administer a credible electoral process. Most of Lesotho's past elections have precipitated political crises of one form or another, partly due to existing capacity constraints or to perceptions of mismanagement engendered by inadequate voter education.

To address the foregoing, extensive work with all political stakeholders and key institutions will be conducted to ensure that Basotho engage in the democratic process through on-going education and awareness programmes. To enhance broader stakeholder participation in elections, the programme will strengthen IEC's partnerships with civil society organisations especially in relation to enhancing voter and civic education.

2.2 Parliamentary Reforms

A Parliamentary Reforms Committee (PRC) set up by the Sixth Parliament after the 2002 general election initiated a reform programme to review structures and systems within the legislature. Some of the key reforms proposed by the PRC have been implemented including the adoption of revised Standing Orders and the creation of 5 portfolio committees to facilitate greater oversight of parliament over Government Ministries and Departments. Although these committees are now operational, they face severe capacity constraints especially with regard to the numerous Bills and the Government budget for 2008-09 being referred to them for scrutiny. The new committees established under the chapeaux of the parliamentary reform programme have no prior experience in carrying out their responsibilities. Committee members, many of them new MPs, need intensive orientation programmes to be able to

discharge their duties and bring about improved efficiency and effectiveness in the conduct of parliamentary business.

A key aspect of ensuring that the new committee system is effective will be improving the capacity of appointed and elected officials serving on the new committees. Committee Chairs will need training on their new roles, as will Committee Members. Technical assistance will be required in terms of establishing best practice in the support provided by the clerk in addition to technical, legal and expert assistance to the specific committees. The committees will also require increased technical capacity to ensure that they are able to fulfil their role to invite external organisations to give evidence on legislation and sector investigations. The programme will enable parliament to improve its scrutiny of the executive while facilitating effective civil society participation to strengthen partnership between the two bodies, to enhance the quality of governance in Lesotho.

The strategy to achieve this will include capacity development in Parliament through continuing in-house training of Members of Parliament on topical issues relevant to their select or portfolio committees. Using its wide international networks, UNDP will procure the necessary technical assistance, based in Parliament, to undertake the training. In addition, broader logistical assistance will be required in terms of ensuring that committees have the facilities and resources to carry out their functions of meeting regularly as well as overseeing and scrutinising the work of the executive. Recently, Parliamentary committees have been allocated committee rooms. This will provide space to meet and engage with the public, CSOs and media. Providing the necessary equipment (e.g. recording equipment etc) is another capacity gap which with the programme will address.

2.3 Human Rights Promotion

The respect, promotion and observance of fundamental human rights form part of the cardinal pillars of democratic governance. Therefore, improving the culture of respect for human rights, reporting on human rights and ensuring that this is institutionalised forms an integral part of the basic tenets of democratic culture and practice. While efforts to set up a national Human Rights Commission will continue, support to the Office of the Ombudsman to strengthen its capacity to investigate, report and, within its mandate, address and offer relief to relevant cases of abuse of authority and denial of legitimate rights to individuals and organisations, will be necessary. The programme will strengthen partnerships between the Office of the Ombudsman and civil society organisations to enhance visibility and effectiveness of this office in addressing broader human rights issues.

Once set up, it is envisaged that the Human Rights Commission would become the apex state organisation for the promotion and protection of people's rights and basic freedoms. It will provide an institutionalised platform for people to lay claim to their rights and to complain against their infringement or neglect. Once established, the LHRC will be supported to raise its capacity for hearing and investigating human rights abuses as well as pointing complainants to such relief as they may need to protect their rights. Efforts aimed at the ultimate establishment of the LHRC need to

be supported. UNDP has been supporting the establishment of a national human rights commission in Lesotho since 2004 in partnership with the Ministry of Justice, Human Rights and Correctional Services. While some progress has been made, there is still much work to be done. Under a joint governance programme, efforts towards completion of the establishment process and the realisation of a fully functioning Human Rights Commission would be greatly facilitated by continued support and monitoring.

Over and above the foregoing, advocacy to raise people's awareness of their human rights and basic freedoms, negotiations with relevant authorities to integrate human rights in school curricula, as well as closely focused training programmes for the officer corps in the police, the army and the prison services, will go a long way towards institutionalising a culture of respect for human rights and directly contribute to political stability and confidence in elections and democratic governance.

3.0. Programme Stakeholders and Beneficiaries

The programme will deal with a wide range of stakeholders who will include, among others, the Independent Electoral Commission; Ministry of Justice, Human Rights and Correctional Services; Parliament; Civil Society Organisations; Law enforcement agencies; Political Parties; and Lesotho's Development Partners. The main beneficiaries of the programme will include the Parliament, the Independent Electoral Commission, the Ministry of Justice, Human Rights and Correctional Services, the Ombudsman, and the envisaged LHRC.

3.1. Key activity areas

3.1.1. Support to key electoral processes including voter registration, voter education and logistics planning

- Regional and global best practices and sharing of experience;
- Professional review of the application of the electoral model;
- Codification of ethical standards and review of the electoral code of conduct;
- Voter and civic education; and
- Promoting constructive management of election-related conflicts through negotiations and mediation.

3.1.2. Parliamentary Reform

- Training programme for MPs on role, mandate and effectiveness of the Legislature;
- Strengthening the Office of the Clerk and training for Parliamentary staff
- Capacity building for, and technical support to, Parliamentary Committees;
- Enhancement of research support for MPs;
- Strengthening Parliament-Government relations; and
- Strengthening Parliament-Civil Society relations.

3.1.3. Human Rights Promotion.

- Assistance to the Ministry of Justice towards the establishment of the Lesotho Human Rights Commission (LHRC);
- Capacity building for the Office of the Ombudsman;
- Training of the security organs on human rights issues, through the LHRC; and
- Support to civic education on human rights and assistance in integrating human rights in the school curriculum.

3. RESULTS AND MONITORING FRAMEWORK

<p>Goal: To contribute to deepening democratic governance and political stability in Lesotho.</p>	
<p>Purpose: Strengthened institutions capable of delivering stable and participatory democracy.</p>	
<p>Intended Outcome: Governance institutions manage credible elections, effectively oversee legislative and executive processes, and a human rights culture internalised.</p>	
<p>Applicable Key Result Area: 1) Fostering inclusive participation 2) Strengthening responsive governing institutions and 3) Supporting national partners to implement democratic governance practices grounded in human rights.</p>	
<p>Partnership Strategy: Joint programme between UNDP and Irish Aid. Also link closely to DPCF and coordination of Development Partners' Assistance</p>	
<p>Project title and ID (ATLAS Award ID): Consolidation of Democracy and Good Governance in Lesotho (GDGG)</p>	
<p>Output 1: IEC effectively and efficiently manages local government and general elections</p>	
<p>Year 2012</p>	<p>Actions Support for conduct of general elections to enhance the integrity of elections</p>
<p>Outputs and performance indicators Credible, free and fair general elections held. Improved levels of public confidence in the electoral system. An enabling environment for party competition. % decline in wasted/rejected ballots</p>	

2011	<p>Technical and financial support for a post-election review of local government elections</p> <p>Support for the development of a logistics plan for the 2012 general election</p> <p>Technical and financial support for comprehensive voter and civic education programme implementation ahead of the general elections</p>	<p>Post-election review workshop recommendations accepted and feeding into 2012 general elections plans</p> <p>Logistics plan developed and agreed by stakeholders</p> <p>Accessible registration system developed and quality of register enhanced. IEC, civil society and other stakeholders working together to implement the national voter and civic education programme</p>
2010	<p>Technical and financial support for continuous voter registration programme and up-date of the voter's roll</p> <p>Technical and financial support for local government elections</p>	<p>Legislative reform process consultative and concluded</p> <p>Draft review on the application of the electoral model developed</p> <p>% increase in registration of voters. Voter's roll updated and accurate</p>
2009	<p>Technical and financial support voter and civic education ahead of local government elections conducted</p> <p>Technical and financial support to build the capacity of IEC in election planning, logistics and ICT sufficient to conduct an election when called upon.</p>	<p>Smooth delivery of local government elections - % decline in wasted/rejected ballots</p> <p>% of population reached. Civic education guidelines developed. IEC, civil society and other stakeholders working together to implement the national voter and civic education programme</p> <p>Credible Voter's roll updated and in place for the 2010 local government elections</p>
2008	<p>Conduct needs assessment and plan produced based on capacity needs</p>	<p>Capacity and logistics plans developed for the conduct of local government elections</p> <p>Costed prioritised plan developed and agreed</p>

<p>Inputs: Technical Advisor; Consultancies (national and international); Logistics Officer; Printing and translation costs; Publications; Communications costs; IT / office equipment; Travel; Website development; Newsletters; Consultancy support; Training of staff; Study Tours</p> <p>Baseline output indicators: IEC caught unprepared for the 2007 snap elections, but was able to deliver elections from donor supported Deepening Democracy Project. Dispute on the application of the MMP Electoral Model during the 2007 general elections generating political instability; Indicators: IEC capacity enhanced and electoral Laws reviewed</p>	
<p>Output 2: Enhanced capacity of Parliamentary Committees to deliver on their mandates: including oversight, law-making and representation.</p>	
2012	<p>Provide support for the orientation for new members of parliament following the general elections</p> <p>Parliamentary committees critically debate bills and MPs initiate bills.</p>
2011	<p>Continue to provide technical and financial support to Parliamentary committees to adequately resource them to effectively deliver their oversight function</p> <p>Quality committee reports (PAC and Portfolio committee reports) produced on a regular and timely basis.</p> <p>Debates, public consultation reports in public domain in timely manner</p> <p>Enhanced quality of draft legislation by parliament</p> <p>Effective outreach to citizens/public and relevant government institutions</p>
2010	<p>Continue to provide technical (research and specialist assistance) and financial support to strengthen and Parliamentary committees to deliver on their mandates</p> <p>Parliamentary quality reports (PAC and Portfolio committee reports) produced on a regular and timely basis. Report recommendations implemented.</p> <p>Parliamentary committees scrutinise government departments and critically debate national budget.</p> <p>Strengthened parliament-civil society relations and enhanced constituency work and outreach programmes.</p>

2009	Technical and financial support for the orientation of Parliamentary committees enable them to perform their mandate.	Public Accounts report tabled in parliament timely. Parliamentary committees scrutinise government departments and critically debate national budget Reports produced and recommendations implemented.
	Advocate for engagement of Parliamentary committees by civil society	Civil society engaging with Parliamentary committees and influencing decisions.
	Technical support to selected Parliamentary committees to develop plans (based on the 2008 needs assessment) for their work.	Parliamentary committee plans developed and implemented
2008	Conduct needs assessment and plan based on capacity needs	Costed plan based on capacity needs developed and agreed
Inputs: Technical Advisor; Consultancies; Printing and translation costs; Publications and research materials; Travel; Workshop costs		
Baseline output indicators: Newly established parliamentary committees with no prior experience in achieving the core mandate of the legislature, but willing to engage; Indicators: Parliamentary committees capacitated and able to monitor accountability for use of public resources		
Output 3: Institutional effectiveness of human rights organizations enhances respect of fundamental freedoms.		
2012	Continue to provide technical and financial support to the capacity strengthening of the LHRC, incorporating civic education with focus on the promotion and protection of human rights throughout Lesotho	% in number of rural cases completed. Increased attention to carrying out effective social investigations, advancing gender issues.
2011	Once set up provide technical and financial support to enhance the institutional capacity of the LHRC	Proportion of human rights cases received and addressed by the LHRC
	Continue to provide technical and financial support to the Office of the Ombudsman and ensure its aligned to the LHRC or incorporated into LHRC if required by law	% increase in coverage of rural areas and number of cases completed advancing gender issues

2010	Continue to provide technical and financial support to the Office of the Ombudsman to enhance its capacity to manage the caseload	<p>% number of cases completed. % increase in coverage of rural areas. Increased attention to carrying out effective social investigations, advancing gender issues</p> <p>Costed proposal (with significant GoL contribution) developed for establishing the LHRC</p>
2009	<p>Technical and financial support to establish the LHRC</p> <p>Technical and financial support to the Office of the Ombudsman to enhance its capacity to manage the caseload</p> <p>Technical support Government on initial ground work to establish the LHRC</p> <p>Lobby for the passing of the Lesotho Human Rights Commission (LHRC) Bill Parliament</p>	<p>% number of cases completed. % increase in coverage of rural areas. Increased attention to carrying out effective social investigations, advancing gender issues</p> <p>Roadmap agreed on the establishment of the LHRC</p> <p>The Lesotho Human Rights Commission (LHRC) Bill enacted by Parliament</p> <p>Strategic plan produced and endorsed by partners</p>
2008	Support capacity needs assessment of the Office of the Ombudsman and development of a strategic plan addressing capacity gaps and recommendations of the 2007 visibility and accessibility study.	
<p>Inputs: Communications costs (printed materials, media campaign including TV and radio spots); Information Technology Equipment; National consultant; Travel ; Publications; Website development ; Newletters ; Human Rights Specialist; Office equipment; Consultancy support; Training manuals developed; Study Tours; Work exchange programme; Training materials developed; Awareness materials; Translation services</p> <p>Baseline, output indicators: No overarching national human rights watchdog body charged with the promotion and protection of fundamental freedoms. Office of the Ombudsman only institution promoting and protecting human rights, but not accessible to people in rural areas.</p> <p>Indicators: Strengthened human rights bodies; enhanced capacity of law-enforcement agencies to protect human rights and the establishment of the Lesotho Human Rights Commission (LHRC).</p>		

4. BUDGET FORECAST

Summary budget for programme period

	Year 1	Year 2	Year 3	Year 4	Totals
Output 1	150,000	400,000	475,000	500,000	1,525,000
Output 2	150,000	250,000	350,000	350,000	1,100,000
Output 3	75,000	300,000	600,000	400,000	1,375,000
Totals	375,000	950,000	1,425,000	1,250,000	4,000,000

An Annual Workplan (AWP) will be produced for each programme component in each year of the programme. The AWP will be finalised before the start of the project.

5. MANAGEMENT ARRANGEMENTS

Project Implementation:

Following the agreement between the Government of Lesotho and UNDP contained within the Country programme Action Plan (CPAP), the project will be primarily implemented through the National Implementation (NIM/NEX) modality. Given the broad scope of the programme, a number of Implementing Partners (IP) will be responsible for specific Output areas, and Annual Work Plans (AWP) – also referred to as projects - will be signed with each partner.

While the programme will operate under National Implementation modality, UNDP will manage the funds on behalf of the funding Agencies. UNDP and the Implementing Partners will sign a yearly workplan. UNDP, in consultation, and at the request of Implementing Partners, will make direct payments for services provided, and report quarterly on the disbursements. Each Implementing Partner will have responsibility for the management and delivery of project activities to produce the specified output(s). Whereas Government has overall ownership of the programme, because of capacity constraints, UNDP will make direct payments to service providers. UNDP will support the Implementing Partners by recruiting a Project Manager, a Project Assistant, and three specialists (Parliamentary Reform Specialist, Electoral Reform Specialist and Human Rights Specialist) through project funds. While the Project Manager and the Project Assistant will be based in UNDP, the three specialists will be located in the implementing institutions.

To ensure collective responsibility for the programme, overall oversight on the pace, direction and quality of its implementation will be assured through, first, quarterly reviews by technical staff of the two cooperating partners (Irish Aid & UNDP). UNDP will be responsible for convening and chairing these review meetings. Heads of all organisations will meet on a six monthly basis to review the report of the technical staff, provide support at political level and offer such guidance as may be necessary to ensure achievement of programme outputs

In all administrative and operational aspects of programme implementation, the UNDP Country Office will provide support to and facilitate the implementation of activities. Recruitment of project staff and consultants can be done by UNDP, in consultation with Irish Aid, in line with standard, published, UNDP procurement and recruiting rules and procedures. In addition, UNDP is able to provide support to the Implementing Partner by processing procurement of goods and services, as well as accessing and adapting best practices from its global knowledge networks.

Other payments will be made by UNDP on presentation of Direct Payment Requests (DPRs) by the Implementing Partner. In line with UNDP rules and operational procedures, such DPRs will include sufficient documentation to support the requested payments.

Training on the UNDP project management, procurement and financial practices and regulations will be given during the start up of the project to the Implementing Partners.

Reporting arrangements

The three specialists for each focus area (Parliamentary Reform, Strengthening of Electoral Processes and Human Rights) will report to the Project Manager who will manage the subsequent consolidated programme reporting to various project stakeholders.

Project Board:

The Project Board is a steering committee and will include representatives of UNDP, Irish Aid, the Government of Lesotho and the three Implementing Partners benefiting from the programme. It is responsible for making, on a consensus basis, management decisions for the project when guidance is required by the Project Manager, including recommendation for UNDP/ Implementing Partner approval of project revisions. Project reviews by this group are made at designated decision points during the running of a project, or as necessary when raised by the Project Manager. This group is consulted by the Project Manager for decisions when Project Manager tolerances have been exceeded. The Project Board will provide overall coordination of the programme, provide guidance regarding the technical feasibility of the programme, and, through the involvement of the senior beneficiary, ensure the realisation of programme benefits from the perspective of programme beneficiaries.

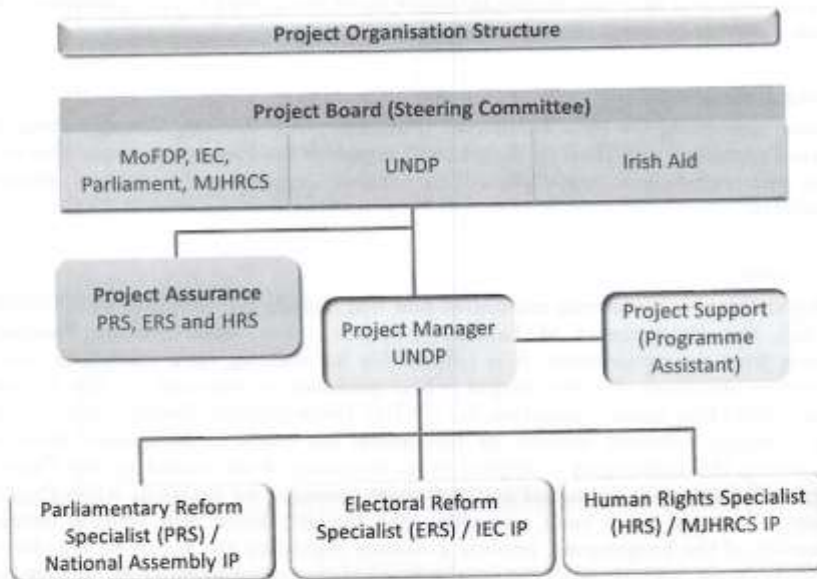
Project Roles

The Project Manager will have the authority to run the project on a day-to-day basis on behalf of the Project Board within the constraints laid down by the Project Board. The Project Manager is responsible for day-to-day management and decision-making for the project. The Project Managers' prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost.

The Project Support role provides project administration, management and technical support to the Project Manager as required by the needs of the individual project or Project Manager. An Administrative Assistant will be recruited to support the Project Manager in this regard.

Project Assurance is the responsibility of each specialist and the Project Manager. In addition, representatives from the various responsible parties (UNDP and Irish Aid) will carry out objective and independent project oversight and monitoring functions. This role ensures that appropriate project management milestones are managed and completed.

The Parliamentary Reform, Electoral Processes and Human Rights Specialists will be appointed jointly by the Implementing Partners and UNDP through a transparent recruitment process. These Specialists will liaise with the Project manager on a regular basis on matters of project implementation.



Audit arrangements

In line with UNDP auditing procedures, the project will be subject to audit on an annual basis. Audit reports will be made available to all partners involved in this programme. The costs for the audit will be borne by the programme.

Intellectual property Rights and Use of logo

In all communication, the programme will bear the logos of the Government of Lesotho, the UNDP and Irish Aid.

Financing arrangements

The UNDP-managed programme will be jointly funded by Irish Aid and UNDP.

6. MONITORING AND EVALUATION FRAMEWORK

The project will be monitored through the following:

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, Quarterly Progress Reports (QPR) shall be submitted by the Governance Specialists, through the UNDP Project Manager, to the Project Board, using the standard report format available in UNDP's standard Executive Snapshot.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the ATLAS standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plans (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

Final Project Evaluation

- During the final year of the project, an evaluation will be conducted funded through the project. An international consultant will be engaged to assess the

impact of the project and draw up Lessons Learned to guide future programming by UNDP and other development partners.

7. LEGAL CONTEXT

This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the SBAA and all CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".

ANNEX 1: RISK ANALYSIS

Project Title: Consolidation of Democracy and Good Governance Award ID: Date: 28 February 2008

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	Large number of stakeholders due to broad nature of project	07 August 2008	Operational & Programmatic	Critical coordination among key stakeholders are not streamlined then the project may fail to achieve the desired results in all areas. P = 5 I = 5	UNDP to ensure project manager and support staff are recruited rather than relying on appointed PM by Implementing partner. Focal points from each responsible party will need to be identified at project start.	UNDP	UNDP		
2	Coordination with other	07 August 2008	Strategic	Risk that other Development	Meetings held with	UNDP	UNDP		

3	Governance Programmes	07 August 2008	Political				Partners and Agencies run duplicate activities P = 5 I = 3	development partners to share information and align programmes to avoid duplication	UNDP		
								UNDP to use its position as neutral, impartial and trusted partner to facilitate dialogue between government and civil society	UNDP		
4	Implementation capacity of Implementing Partners.	07 August 2008	Organizational				Although Government assessed as capable of implementing programme, there are weaknesses in its ability to effectively manage the project P = 5 I = 3	UNDP to insist on recruitment of project manager. Direct implementation of project will speed up implementation.	UNDP		
5	Coordination among responsible partners	07 August 2008	Organizational				Although the responsible partners have capacities to oversee implementation of	Project manager must ensure smooth communication and	UNDP		

					the programme, if there are weaknesses in coordination of their joint efforts, this may adversely affect the programme	effective coordination, of the responsible partners			
					P = 4 I = 3				