

Kingdom of Lesotho



Lesotho

United Nations Development Programme

Country: Lesotho

Project Document

Project Title: Lesotho Electoral Support project

UNDAF and CP Outcome(s):	UNDAF/CPD 2013-17 OUTCOME # 3: By 2017, National and local governance structures deliver quality and accessible services to all citizens respecting the protection of human rights and access to justice and peaceful resolution of conflict.
Expected Output(s):	Output 1: Organization and management of elections enhanced. Output 2: Technical and institutional capacity of IEC strengthened. Output 3: Electoral enabling environment stabilized, including mechanisms for confidence-building, regulatory framework. Output 4: Technical output for Project Management
Implementing Partner:	UNDP (DIM)
Responsible Parties	UNDP, IEC, Christian Council of Lesotho (CCL), Transformation Resource Centre (TRC), Lesotho Council of NGOs (LCN), WLSA, PLWD

Brief Description

The objective of the Project is to support and promote the building of a 'conducive environment' ahead of, during and after the early elections in 2015, leading to the acceptance of the results, as well as addressing longer-term structural, legislative and capacity issues to create a conducive environment for future elections. Within this objective, the project will result in the following outputs:

1. Output 1: Organization and management of elections enhanced.
2. Output 2: Technical and institutional capacity of IEC strengthened.
3. Output 3: Electoral enabling environment stabilized, including mechanisms for confidence-building, regulatory framework.

Programme Period: Dec 2014 – December 2016
 Key Result (Strategic Plan) *Countries have strengthened institutions to progressively deliver universal access to basic services*
 Atlas Award ID: TBD
 Start date: 1 Dec 2014
 End Date: 31 Dec 2016
 PAC Meeting Date: TBD
 Management Arrangements: DIM

Total resources required \$ 1,750,000
 Total allocated resources: \$ 1,000,050
 Regular UNDP \$ 550,000
 Other – USAID planned: \$ 500,000
 Unfunded budget: \$700,000
 In-kind Contributions Parallel contribution by Commonwealth: technical assistance for voter roll and IEC out-facing communication strategy

Agreed by (Government)  POUTSO MAMAIKERE MAIETE IEC 09.12.2014

Agreed by (Executing Entity): IEC  09.12.2014

Agreed by (UNDP):  AGI VERES, UNDP DRE 9/12/2014
 RE a.u.

I. SITUATION ANALYSIS

Political transition and democratisation

1. The population of Lesotho is 1.89 million¹ and the majority of the population lives in rural areas.
2. Lesotho politics have been a divisive factor since independence – being driven by personalities that generate infighting, distrust and party splintering. Inter and intra-party tensions are very evident and are an important part of the political dynamic – particularly over elections when alliances of convenience are consummated. The 2012 elections were considered fair and with a democratic transition without conflict, largely thanks to an internally mediated dialogue process across all parties involved by the Heads of Churches under the aegis of the Christian Council of Lesotho (CCL) (and supported both financially and technically by UNDP). These national elections resulted in the first-ever coalition government, posing various challenges of coordination and collaboration hampering effective governance and service delivery. As a result of the challenges of the coalition government and unresolved political conflict, early elections (facilitated by SADC as part of the Maseru Facilitation Agreement, 2 October 2014) are expected in February 2015.
3. Eighteen parties contested the 2012 election with twelve being represented in parliament as a result of the MMP system. The dominant parties currently represented are the DC with 48 seats, the governing coalition partners consisting of the ABC with 30 seats, LCD with 26 seats and BNP with 5 seats. The political party system in the country is characterised by fragmentation and personal rather than ideological differences. This has led to the formation of splinter parties, shifting alliances, and floor crossing, which could, under the present reality of coalition government, create instability. The splintering of parties, in particular the LCD, ahead of the elections, cannot be ruled out.
4. While Lesotho held a successful election that resulted in a remarkably smooth, and widely acclaimed alternation of power and the establishment of a democratic coalition government, intra-government fighting has virtually halted government functionality. Since the latter part of 2013 a number of disagreements raised political tension within and between the parties of the coalition partners. Intra-coalition political tensions and related political maneuvering have increased since mid-2014, resulting in the prorogation of Parliament on 10 June 2014. The political situation remains fluid and unstable – with continuing dismissal of key government figures, and the impending indictment of corruption cases. There is some risk that the rising political tension may spawn civil unrest either as spontaneous public reaction or facilitated by disgruntled political and/or security elites. If the situation remains unchecked, it could engulf the country in a conflicts similar to those observed following the 1998 Parliamentary elections.
5. The sources of political conflict that are at the core of disagreements leading to these early elections are likely also not to be addressed effectively ahead of an early election in 2015, and as a result, security, and whether the environment will be safe enough to participate during the campaign period and on election day, is the main concern of voters. Security will be the paramount challenge and efforts should be made to continue to engage with the SADC Observer Mission in this area and ensure coordination of efforts and messaging. The deep mistrust of both the police and military is likely not to be resolved ahead of election day.
6. As the potentially conflict-generating situation unfolds – and threatens peace, security and development – the United Nations System, other Development Partners and civil society organizations need to put in place interventions to ameliorate the situation. The development-hampering hiatus among the political elite and mistrust within government and political parties suggest a need for sustained capacity enhancement in collaborative leadership enhancement, as

well as a review of the underlying frameworks that allow such situation to emerge with the aim to prevent similar future disputes and conflicts.

7. Lesotho has enjoyed a period of sustained democratic governance, and is ranked in the top ten in Africa in the Ibrahim Index of African Governance (2013)², it is ranked poorly in terms of intra-party democracy in the Economic Commission for Africa/UNDP *"African Governance Report III - Elections & the Management of Diversity (2013)"*³. Political parties in Lesotho are *"characterized by incessant intra-party and inter-party conflict and feuding sparked by personality clashes and power struggles"*⁴. This poor political party governance has had the effect of "dragging" democratic governance and the overall human security of the average Mosotho.
8. The overall issues arising after the 2012 elections largely related to the lack of experience of coalition governance in general, the lack of legal frameworks and process for "modus operandi" of a coalition government, the lack of collaborative capacities to resolve conflicts arising in absence of clearly guiding frameworks, and the fact that democratic transition and governance is not only a question of election itself but the entire electoral cycle, as well as a functioning Parliament and accountable and responsive institutions.
9. While there is some suggestion that a delay in the election timeline may occur, this cannot be relied upon, and there are significant challenges to delivering elections in such a short timeframe. Efforts will be made to mitigate these challenges and generally promote a conducive environment ahead, during and after election day with the ultimate goal of wide acceptance of the results (by both the political parties and the electorate).

Electoral Processes

10. While Lesotho has progressed from a promising post-independence governance system through an authoritarian military rule and on to multi-party democracy, elections have consistently remained a source of violent conflict. Rather than serving as an instrument for consolidating democracy, elections have generally caused divisions that stalled development in this homogeneous Kingdom. This conflict-generating situation was exacerbated by the First-Past-The-Post (FPTP) electoral system that saw the dominance by one political party over decades of rule. The Mixed Member Proportional (MMP) system introduced through a Constitutional amendment in 2002 was first used in the election the same year. In this system, 40% of the Members of Parliament are elected through Proportional Representation (PR) using political party lists while the remaining 60% are elected through first-past-the-post system. While the MMP system has broadened representation in the National assembly, post-election violence continued to cause political instability. The Independent Electoral Commission (IEC) continues to strengthen the implementation of the MMP system – as part of its Election Cycle programmes - with support of local civil society organisations and Development Partners (which continues to be essential).
11. Significant challenges also remain for the IEC in addressing growing concerns about the perceptions of the IEC Commissioners and their level of experience, the imperfections in the voter list and general readiness of the IEC to deliver credible and accepted elections.
12. The IEC's engagement with political parties will be critical to promoting transparency and inclusiveness to increase confidence in the electoral process. The IEC shared plans to re-establish "monitoring committees" that will have political party representation and will follow the technical phases of the election in each of the substantive departments of the Commission's work.

² <http://www.moibrahimfoundation.org/downloads/2013/2013-IIAG-summary-report.pdf>

³ <http://www.africa.undp.org/content/dam/rba/docs/Reports/Africa%20Governance%20Report%203.pdf>

Promotion of Human Rights

13. The fundamental Human Rights and Freedoms of every Mosotho are enshrined in the Constitution of the Kingdom. In particular, the Constitution states in 4(2) that *“For the avoidance of doubt and without prejudice to any other provision of this Constitution it is hereby declared that the provisions of this Chapter shall, except where the context otherwise requires, apply as well in relation to things done or omitted to be done by persons acting in a private capacity (whether by virtue of any written law or otherwise) as in relation to things done or omitted to be done by or on behalf of the Government of Lesotho or by any person acting in the performance of the functions of any public office or any public authority”*. The Constitution, however, places a caveat that “protection to those rights and freedoms, subject to such limitations of that protection as are contained in those provisions, being limitations **designed to ensure that the enjoyment of the said rights and freedoms by any person does not prejudice the rights and freedoms of others or the public interest**”.
14. Lesotho is ranked relatively high as compared to other African countries, in observing human rights – improving in the overall category of “Status” to “free” – up from “partly free” in the 2013 ***Freedom in the World - Sub-Saharan Africa***⁵. It also improved in the category of “political rights”. There, however, remain areas of human abuse concerns as expressed in the **2013 *Compilation of UN information for the second cycle of the Universal Periodic Review (UPR)*** mechanism.
15. The National Strategic Development Plan (NSDP, 2013-17) – and in particular Strategic Goal (VI) *“Promote peace, democratic governance and build effective institutions”* acknowledges the “limited training in the police force, ineffective oversight, limited resources and low public knowledge on human rights as well as available remedies are major contributing factors to instances of non-observance of human rights. Tradition and cultural practices also play a role in perpetuating discrimination especially against girls and women”.
16. The Lesotho United Nations Development Assistance Plan (LUNDAP) 2013 – 2017 includes a focus on the National Strategic Development Plan priority area of ‘Governance and institutions’ and Outcome 3 of the LUNDAP states: “By 2017, national and local governance structures deliver quality and accessible services to all citizens respecting the protection of human rights and access to justice, and peaceful resolution of conflict.”

Gender Equality and Women’s Participation

17. It is noted in the *Lesotho United Nations Development Assistance Plan (2013-2017)*⁶ that Lesotho is on track to achieve both gender equality and women’s-empowerment targets of Millennium Development Goal No. 3., but a significant amount of work needs to be done to consolidate the gains achieved in positioning more qualified women in local government and overall public-sector positions – in line with both national legal developments and international trends. In advancing the gender equality and women’s-empowerment, there needs to be extensive collaboration with key traditional actors in this patriarchal society. The NSDP report also notes with concern gender-based violence and calls for improved capacity of supporting agencies (CGPU/police, social welfare, health and the justice system) to respond adequately to gender-based violence. Further, the report calls for the enhancement of political empowerment of women through implementation of policies that strengthen female participation in politics, including leadership training.

⁵ http://en.wikipedia.org/wiki/Freedom_in_the_World#Sub-Saharan_Africa
⁶ Lesotho United Nations Development Assistance Plan (2013-2017)

18. The Lesotho Gender Inequality Index improved from 0.685 (HDR 2010) to 0.534 and (HDR 2013). However, women continue to be disadvantaged even though the Revised Legal Capacity of Married Persons Act 2006 repealed many discriminatory provisions, and the gender policy framework in order to reduce women's social subordination and empower them to contribute more fully to development and poverty reduction is now in place.
19. The environment in Lesotho is commonly not conducive to women's participation in elections and security and violence are big concerns which affect the level of participation by women. Voter education will be critical to engaging women in the electoral process both as voters and as candidates and special efforts are needed to address the decrease in participation by women seen from 2007 to 2012.
20. Gender equality is a key crosscutting theme across all areas of the Project and will be considered in each intervention.
21. The electoral process is not easily accessible for voters with special needs, and efforts should be made to address this. Voters with hearing and visual impairments face particular challenges with voter education materials and on election day. To address the needs of these voters, the IEC should include sign language in their televised advertisements and programmes, and explore the provision of mechanisms which will allow visually impaired voters to vote with confidence. Simple physical adjustments to polling stations (ramps) should also be considered to allow greater accessibility.

II. PROJECT JUSTIFICATION

Creating a "conducive environment" for before, during and after elections

22. Lesotho has had a turbulent political history and frequently experiences post-election related violence. Past election disputes have been settled by suspending the constitution as happened from 1970-1973 or by the toppling of the civilian government by the military from 1986-1992. Given this history and the current political and security environment, the Project will focus on strengthening the capacity of the IEC, and building confidence in the electoral process.
23. The short to immediate term goals of this Project are to address these issues by helping to create a conducive environment and to encourage acceptance of the results, thereby strengthening democratic processes in the country.

III. PROJECT STRATEGY

Design Overview

24. The outputs of the Project are threefold: (1) Technical and institutional capacity of IEC strengthened; (2) Organization and management of elections enhanced; and (3) Effective and efficient management, partnership formation and monitoring and evaluation of the Project.
25. The strategy of this project document is anchored on, and is consistent with, a number of key documents of the Government of Lesotho and agreements with its development partners. These include:
 - a. The Constitution of the Kingdom of Lesotho (1993, as amended in 2000)
 - b. National Vision 2020
 - c. National Strategic Development Plan (NSDP, 2013-17) – and in particular Strategic Goal (VI) "*Promote peace, democratic governance and build effective institutions*".

- e. UNDP Country Programme Document (2013-2017)
- f. UNDP Strategic Plan (2014-2017) that frames the “*significant reduction of inequalities and exclusion*” as articulated in the *Strategic Plan’s Integrated Results and Resources Framework* issued in September 2013.
- g. Other key UNDP focus area documents such “*Evaluation of Lesotho Elections Report – 2012*”⁷.

26. The strategy draws lessons from the preceding *Consolidation of Democracy and Good Governance Programme*, and sets out a more robust monitoring mechanism to be undertaken by both the Project Steering Committee and the Project Manager. The monitoring and evaluation mechanism is further articulated below in the **Monitoring and Evaluation Framework**.

Guiding Principles for Programme Implementation

27. The Programme implementation will be **results oriented** and be guided by a fundamental set of programming principles, which seek to ensure that the key governance institutions are consciously responsive to their mandate of particularly in the prevailing and changing national context.
- a. **Promotion of national ownership of programme implementation:** The partner support must follow the principles of the Paris Declaration on Aid Effectiveness, the Accra Agenda for Action, and the Busan Partnership for Effective Development Cooperation. In order to ensure full national ownership, while using direct implementation modality, strong coordination and capacity building will be undertaken.
 - b. **Promotion of the principles of inclusiveness, participation and transparency:** The design and implementation of the Programme should at all times promote principles of inclusiveness as individuals, communities, and interests; participation by giving opportunity to the people – both women and men in equal measure - to participate in all elements of the programme.
 - c. **Promotion of Constitutionalism:** The Programme should at all times support the Partner Institutions in a manner that engenders Constitutionalism through human rights approaches and gender-sensitive programming.
 - d. **Promoting “learning” and empowered Governance Institutions:** The Programme should make capacity development an overarching theme.
 - e. **Ensuring a flexible programme approach to respond to national contexts:** The Programme should be managed in a flexible manner in order to respond to a changing operating environment. Regular monitoring and evaluation would ensure continuing relevance of the programme.
 - f. **Maximising strategic partnerships and linkages:** UNDP should work closely with other UN agencies, development partners and civil society organisations in order to leverage comparative advantages, ensure coordination of international resource mobilisation and to share lessons that can enrich the implementation of the Programme.
 - g. All programmes will be implemented with both gender-sensitive and conflict-sensitive programming lenses.
 - h. The principal objective of the *Supporting Collaborative Capacities for Peace and Democratic Governance in Lesotho* is to articulate the short-term outputs in response to the fluid socio/political environment, and the potential for long-term outcomes – both as measured through measurable indicators. The details of the implementation of the programme will be articulated in annual workplans.

Theory of Change

28. In order for development and other programmes to have the desired impact in Lesotho, it is necessary that part of the programme development process includes thinking through why the proposed approach will produce desired change in a given context.

29. The national vision of the country is that “By the year 2020 Lesotho shall be a stable democracy, a

united and prosperous nation at peace with itself and its neighbours” by promoting peace, democratic governance and effectiveness of key institutions.

30. If a robust peace architecture is developed, and the capacity for conflict resolution, effective social dialogue mechanisms developed, and leaders trained in collaborative problem-solving, the current political impasse may be resolved amicably because there will be more inclusive participation – including - youth, women and people with disabilities, - including strong support from civil society organisations - in decision- making processes.
31. If key governance institutions such as Independent Electoral Commission (IEC), improve their effectiveness, there will be peace and development because there will be reduced corruption as a result of increased accountability and fair and humane treatment of all; and there will be more equitable distribution of resources – thus lifting the most vulnerable from the clutches of debilitating poverty.
32. Early and timely support to the IEC, received throughout the electoral cycle, will be a strong contribution towards more credible elections, and will reduce the risk of post-election violence because the reasons for contestation of the results will be minimized.
33. Continuing efforts should be made by relevant UN officials to contribute to confidence-building among and between political actors, as well as to encourage and help create conditions for meaningful political dialogue. Such engagement should include targeted outreach, confidence-building and management of expectations with regard to the technical challenges (such as imperfections in the voter list, for example).
34. Additionally, the UN may have a role in facilitating political party dialogue in a similar way that it did ahead of the 2012 elections. Then the UN assisted the Heads of Churches in bringing the parties together to sign a “pledge” to accept the results. The UN should therefore consider exploring options to provide support to the Heads of Churches, an outside prominent person (such as Archbishop Desmond Tutu as was done in 2012) or the SADC Facilitator, in convening this type of dialogue. The early deployment of a UN Peace and Development Adviser to Lesotho could enhance the ability of the UNDP to assist the Church leadership in facilitating such interparty dialogue and mitigate possible election related violence.
35. Accurate and unbiased reporting contributes to a conducive environment of the electoral process. Possibilities to offer media training, focusing on accurate reporting on the electoral issues and phases of the 2015 electoral process should be explored (perhaps with partner organizations).
36. In addition the UN appears well placed to advocate for an atmosphere of peace/reconciliation amongst the parties as well as to engage the Heads of Churches, the diplomatic corp. and SADC Observer Mission on common messaging that will promote a conducive environment for elections.
37. These theories of change assumptions would need to be reviewed regularly as circumstances and contexts change. Further, they will have to be embedded in the monitoring and evaluation processes.

Programme Outputs and Activity Results

38. There are three key current documents with related governance outcomes that must be aligned for the purposes of developing programme outputs and activities for this programme document. These are:
- a. **LUNDAP and UNDP CPD Outcome 3:** By 2017, national and local governance structures deliver quality and accessible services to all citizens respecting the protection of human rights & access to justice, and peaceful resolution of conflict
 - b. **National Strategic Development Plan (NSDP) (2013 – 2017) Outcome 5.6:** Promote peace, democratic governance and build effective institutions.
 - c. **UNDP Strategic Plan (2014-2017) Outcome 2:** Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance;
39. **The Overall Objective of this Project: Democratic Governance processes strengthened to undertake peaceful, credible and accepted elections with inclusive participation.** Each Project output and activity ultimately draws their essence from this overall objective.
40. Recognizing the need for continuous capacity development for all governance institutions is an essential overarching principle of the programme with strong gender and rights-based perspectives running through each area. The phrase “capacity-building,” whether it is enhancement of existing capacities or development of new ones, is too often mistaken for training, and more training. While training is important in capacity building, it is not an end in itself. In this Project Document, capacity building is approached as a planned, transformative, participatory process for developing the IECs skills, and the enhancement of their resources at various levels so that they are better able to serve people. The main thrust of the proposed capacity development is to embed capacities in institutions and institutional processes and strengthen the enabling environment to ensure that capacities are not only tied to personalities.

OVERALL PROGRAMME OBJECTIVE: Democratic Governance processes strengthened to undertake peaceful, credible and accepted elections with inclusive participation.

Output 1: Organization and management of elections enhanced.

Output 2: Technical and institutional capacity of IEC strengthened.

Output 3: Electoral enabling environment stabilized, including mechanisms for confidence-building, regulatory framework.

Output 1: Organization and management of elections enhanced. (ELECTORAL PROCESSES)

41. Under this output support will be provided to organize and run elections in Lesotho, targeted for the 2015 early elections, but also applicable in case elections are postponed. This will include technical support through the IEC directly and civil society organizations in the following areas:
- a. **Voter registration:** IT/database and technical support in updating and cleaning the voter list.
 - b. **External Relations/Media support:**
 - Providing support to the IEC on clear media strategy, message development, enhanced relations with media and political parties, and role of a spokesperson.
 - Technical support to ensuring a code of conduct for the elections is not only in place but also accepted, relying on the existing Code of Conduct in the Electoral Act. Advisory support for applying the code of conduct with political parties and well as the media (conflict prevention measures). This will contribute to reducing tension and preventing conflict to some extent.
 - c. **Public Outreach for voter/civic education:**
 - To target both the voter registration phase as well as the election process as a whole. Voter education should specifically target women, youth, the disabled and other

disadvantaged groups, to enable them to enhance their meaningful participation in the electoral process.

- Advisory support to the IEC Public Outreach Department to develop training on the electoral processes for political parties (particularly party leadership, women and youth leagues within the party structures), the judiciary, faith-based organizations and the media.
 - Possible limited support for training of police and military. Training will focus on sensitization and appropriate/proper conduct of security services during the electoral process.
 - Support to provide training to observer-like groups, such as polling officers, party agents and civil society and local observer representatives (chiefs, clergy, etc.).
 - Graphic design: Support to developing public outreach materials.
- d. **Logistics:** Support in developing and implementing a robust and transparent logistics plan; coordinating possible international support from SADC countries and other partners.
- e. **Coordination:**
- The UN is well positioned to play a leadership role in coordinating all electoral assistance providers and interested parties on electoral matters. Facilitating information sharing, prevention of duplication of efforts and ensuring coherence of any international electoral advice to Basotho counterparts will be critical.
 - The UN will not conduct electoral observation, since it has not received a mandate to do so from the Security Council or General Assembly, and it can be seen as a conflict of interest when the UN is providing technical assistance to the IEC. Nevertheless, the UN played a key role in coordinating observers for the elections in 2012, and is planned for the next elections as well under this component.
- f. **Gender and disadvantaged groups:** Providing advice and advocate for enhanced participation of women and disadvantaged groups in all facets of the electoral process.

Output 2: Technical and institutional capacity of IEC strengthened. (IEC CAPACITIES)

42. Capacity building support will be provided to the IEC not only tied to the upcoming elections, but to strengthen the IEC as an electoral body to be able to run credible and accepted elections, including local elections, by-elections or the next national elections. This will include ongoing support in the following areas:
- a. Advice on human resource management and assistance with ongoing restructuring processes within the IEC. Support will be provided to these areas as and when the current election process has passed and after a lessons learnt exercise conducted.
 - b. Specific advice on political party registration – particularly in light of any changes in the legal framework (there is a wish to modify the process by removing registration from the IEC to a separate body).
 - c. Capacity building support to the IEC in voter registration/IT, voter/civic education, logistics, external relations as well as the introduction of appropriate procedures to allow the participation of voters with disabilities.
 - d. Capacity building of the IEC Commissioners.
 - e. Capacity building on electoral dispute resolution mechanisms, including for the judiciary.

Output 3: Electoral enabling environment stabilized, including mechanisms for confidence-building, regulatory framework (ENABLING ENVIRONMENT)

43. Much of the public violence in Lesotho seems to be anchored on political party management – both intra and inter. The violence generally tends to escalate during the election season and is motivated by various factors, including lack of collaborative leadership skills at the management apex of the political parties, non-acceptance and contestation of election results, lack of knowledge and skills in

44. Confidence-building among and between political actors will be critical before, during and after the electoral process, as well as encouraging and helping to create conditions for meaningful political dialogue. Such engagement should include targeted outreach, confidence-building and management of expectations with regard to the technical challenges (such as imperfections in the voter list – for example, to seek agreement on the level of accepted tolerance of such imperfections ahead of election day). The facilitation of political party dialogue will be a key element of this.
45. The paramount challenge to the electoral environment will be security, and efforts will be made to engage with the SADC Observer Mission in this area. The deep mistrust of both the police and military is likely not to be resolved ahead of Election Day, and SADC support in mitigating the security challenges during all phases of the electoral process cannot be underestimated. The Project will support the IEC in exploring options in this regard with SADC.
46. The current political situation is partially due to lack of clarity in the Constitution and election-related frameworks, especially linked to coalition governance. On the longer run, these regulatory issues need to be addressed providing ample guidance for forming governments as a result to elections.
47. Under this output the following support will be given during the lifecycle of the project:
 - a. Advocate for peace and reconciliation overall.
 - b. Coordination with other facilitation processes, including SADC. Mitigating security challenges, etc.
 - c. Confidence building among and between political actors. Facilitate political party dialogue
 - d. Support to electoral reform discussions. Provide inputs and expert advice to any constitutional review process and ongoing political processes related to revision of the electoral framework.
 - e. Media training focusing on enhancing and promoting fair reporting and best practices in election coverage.
 - f. Support for enhanced women's participation, including: information sessions and seminars on basic gender mainstreaming concepts related to election matters to all electoral stakeholders including political party leaders and party members; advocacy support via NGO initiatives for women-focused voter education; find creative solutions to support female candidates (for example, provide free access to media); training for journalists to ensure a fair representation and access of female politicians in the media.

RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme (2013-2017) and Corporate Strategic Plan Results and Resource Framework (2014 – 2017):

- By 2017, national and local governance structures deliver quality and accessible services to all citizens respecting the protection of human rights and access to justice, and peaceful resolution of conflict. [Country Programme] 2. Citizen expectations for voice, effective development, the rule of law and accountability are met by stronger systems of democratic governance [Corporate Strategic Plan RRF]

Outcome indicators as stated in the Country Programme (2013-2017) Results and Resources Framework, including baseline and targets:

- Indicator 1:** Quality of public services **Baseline:** Not available **Target:** 50% increase in quality of service delivery
- Indicator 2:** % of women who participate in making household decisions **Baseline:** 66.9% in 2009 **Target:** 80%
- Indicator 3:** # of reported cases of violence, abuse and exploitation cases reported, managed and completed by CGPU **Baseline:** 536 in 2010 **Target:** 75%
- Indicator 4:** Level of risk of conflict **Baseline:** Medium in 2012 leading to national elections **Target:** Very low by 2017
- Indicator 5:** Costed implementation plan with a Monitoring and Evaluation (M&E) Framework for the CPWA 2011 in place **Baseline:** None. **Target:** Implementation plan and M&E framework
- Indicator 6:** % of children whose births have been registered **Baseline:** 10% **Target:** 28%

Applicable Key Result Area (from UNDP Strategic Plan: 2014–17):

- Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance;
- Countries have strengthened institutions to progressively deliver universal access to basic services;
- Faster progress is achieved in reducing gender inequality and promoting women's empowerment;

Partnership Strategy: UNDP to coordinate with other development partners supporting elections.

Project title and ID (ATLAS Award ID): Lesotho Electoral Support

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>Output 1: Organization and management elections enhanced</p> <p>Indicator 1.1: Level of acceptance voter list by political parties Baseline: Low acceptance mostly alligned (as per NAM) Target: High level of acceptance with imperfections</p>	<p>Targets (Year 1)</p> <p>Operational plan, budget and calendar for national elections prepared and disseminated.</p> <p>Voter registration process complete</p> <p>90% of IEC's target voters registered.</p> <p>Political party dialogues held and agreement on election acceptance reached.</p>	<p>Activity 1.1 Voter registration:</p> <ul style="list-style-type: none"> Technical support and IT/database support for updating and cleaning the voter list. <p>Activity 1.2 External Relations/Media support:</p> <ul style="list-style-type: none"> Technical support to develop a clear media strategy, messages, enhanced relations with media and political parties, training of a spokesperson. Advisory support for a potential revisions 	<p>UNDP</p> <p>IEC</p> <p>Civil Society</p> <p>Organizations: LCN, DPE, Herd Boys Association (Monnaka Khomo), CCL, TRC, WLSA, PLWD</p>	<p>\$ 900,000</p>

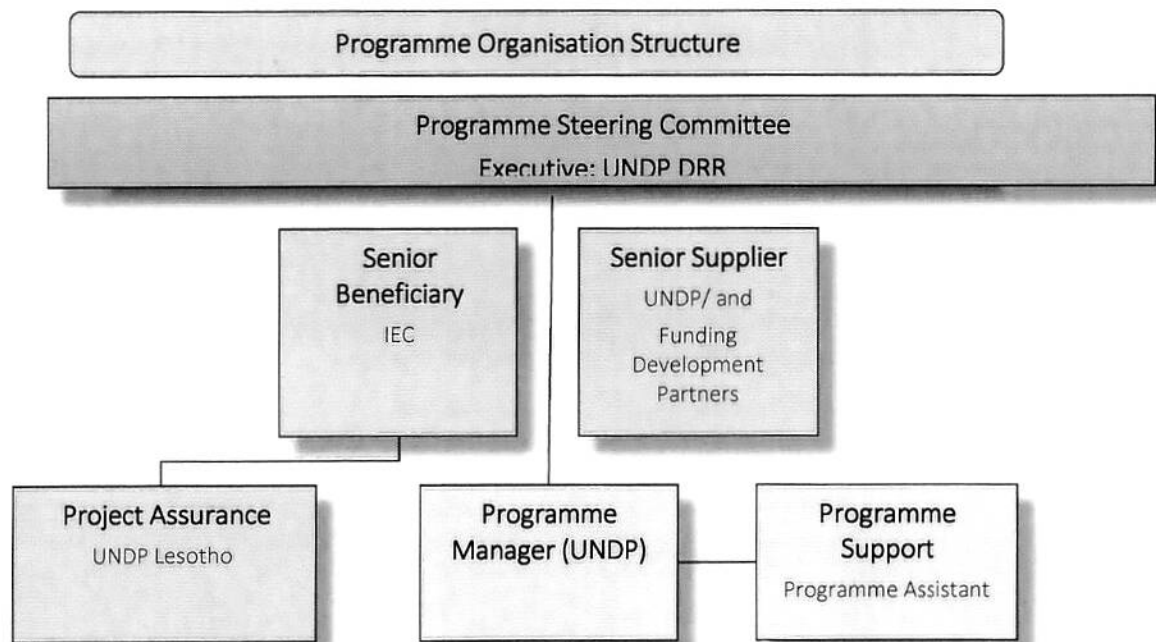
INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>Indicator 1.2: No. of High Court challenges to IEC's decisions on registration, party nomination or actions day proceedings</p> <p>baseline: 0 for registration, 5 cases for party nominations; 1 case for actions day proceedings.</p> <p>target: No more than 10% increase</p> <p>Indicator 1.3: Percentage of women voters</p> <p>baseline: 56.1% in 2012</p> <p>target: 56.1%</p> <p>Indicator 1.4: Percentage of servers clearing the elections as admissible and accepted</p> <p>baseline: 100% in 2012</p> <p>target: 100%</p>	<p>Code of conduct or alike agreed upon or revised if needed by political parties (already part of electoral act).</p> <p>Media strategy operational and implemented.</p> <p>No more than 10% increase on High Court challenges of IEC.</p> <p>Voter outreach programmes targeting vulnerable groups implemented</p> <p>56.1% of women voters</p> <p>Training conducted to observer-like groups, such as polling officers, party agents and civil society and local observer representatives (chiefs, clergy, etc.).</p> <p>Logistical support in place and all voting stations equipped as needed.</p> <p>Partners and observer missions briefed, coordinating meetings held regularly.</p> <p>Targets (Year 2) By-elections held with accepted results.</p>	<p>code of conduct of political parties and inter-party reconciliation.</p> <p>Activity 1.3 Public Outreach for voter/civic education:</p> <ul style="list-style-type: none"> Run voter education to target both the voter registration phase as well as the election process as a whole. Specifically target women, youth, the disabled and other disadvantaged groups. Advisory support to the IEC Public Outreach Department to develop training on the electoral processes for political parties, the judiciary, faith-based organizations and the media. Limited support for training of security services. Technical support to design public outreach materials. Gender and disadvantaged groups: Providing advice and advocate for enhanced participation of women and disadvantaged groups in all facets of the electoral process. <p>Activity 1.4 Logistics:</p> <ul style="list-style-type: none"> Support in developing and implementing a robust and transparent logistics plan; coordinating possible international support. <p>Activity 1.5 Training of polling/observers:</p> <ul style="list-style-type: none"> Training polling officers, party agents & other observer groups, e.g. NGOs, clergy and chiefs. <p>Activity 1.6 Coordination:</p> <ul style="list-style-type: none"> Coordinate observer missions. Coordinate interventions for elections. 		

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>Output 2: Technical and institutional capacity of IEC strengthened</p> <p>Indicator 2.1: Level of acceptance IEC capacity to run elections Baseline: Medium (as per NAM) Target: High</p> <p>Indicator 2.2: Percentage of agreed election plan activities achieved on schedule Baseline: Not yet started Target: 60%</p>	<p>Targets (Year 1) Capacity building activities for IEC to run elections in the areas of IT, public relations, logistics. Level of acceptance of IEC capacity to run 2015 elections. Action plan for IEC capacity development operational. 30% of action plan activities achieved on schedule.</p> <p>Targets (Year 2) Post-election capacity building for ongoing IEC activities, including local- and by-elections. Level of acceptance of IEC capacity to run subsequent elections. 60% of action plan activities achieved on schedule. Electoral dispute resolution mechanisms strengthened.</p>	<p>Activity 2.1 IEC capacity development:</p> <ul style="list-style-type: none"> • Technical assistance on human resource management and assistance with ongoing restructuring processes within the IEC. • Technical assistance to improvement of registration and party registration processes, should there be need to review as per lessons learnt from elections. Specific advice on political party Capacity building support to the IEC in voter registration/IT, voter/civic education, logistics, external relations as well as the introduction of appropriate procedures to allow the participation of voters with disabilities. • Capacity building of the IEC Commissioners. • Capacity building on electoral dispute resolution mechanisms, including for the judiciary. • Lessons learnt on elections 	<p>UNDP IEC</p>	<p>\$ 300,000</p>
<p>Output 3: Electoral enabling environment stabilized, including mechanisms for confidence-building, regulatory framework</p> <p>Indicator 3.1: Status of election and governance related regulatory frameworks Baseline: Constitution and electoral framework disputed Target: Constitution and electoral framework revised and approved by Parliament</p>	<p>Targets (Year 1) Constitutional discussions initiated and gaps identified. Electoral and government formation regulatory framework discussed by key stakeholders and gaps identified.</p> <p>Targets (Year 2) Constitution revised and approved by Parliament. Electoral and government formation framework revised as needed and accepted by key stakeholders</p>	<p>Activity 3.1 Advisory and technical support for enabling environment related to elections:</p> <ul style="list-style-type: none"> • Advocate for peace and reconciliation overall. • Coordinate with other facilitation processes, including SADC. Mitigating security challenges, etc. • Confidence building among and between political actors. Facilitate political party dialogue • Support to electoral reform discussions. Provide inputs and expert advice to any constitutional review process and ongoing political processes related to revision of the electoral framework. 	<p>UNDP</p>	<p>\$ 400,000</p>

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>Input 4: Technical output: effective management of the project</p> <p>Indicator 4.1: Annual delivery rate against the budget baseline: N/a target: At least 85%</p>	<p>Targets (Year 1) Project management structures and arrangements are established, meetings are convened on schedule and mandates undertaken.</p> <p>Basket fund is established and funded. Monitoring and evaluation, and audit plans are followed. Partnerships established and maintained. Delivery at least 85%.</p> <p>Targets (Year 2) Project management arrangements and meetings are convened on schedule and mandates undertaken. Monitoring and evaluation, and audit plans are followed. Delivery at least 85%. Partnerships maintained.</p>	<ul style="list-style-type: none"> • Media training focusing on enhancing and promoting fair reporting and best practices in election coverage. • Support for enhanced women’s participation, including: information sessions and seminars on basic gender mainstreaming concepts related to election matters to all electoral stakeholders including political party leaders and party members; advocacy support via NGO initiatives for women-focused voter education; find creative solutions to support female candidates (for example, provide free access to media); training for journalists to ensure a fair representation and access of female politicians in the media. <p>Activity 4.1 Project is effectively and efficiently managed:</p> <ul style="list-style-type: none"> • Implement Project management arrangements, assurance and coordination arrangements. • Convene Project management entities on agreed schedules and support their respective mandates. • Benchmark, monitor and assess progress. • Produce regular and accurate budgetary and narrative reporting. • Coordinate with other initiatives and Projects with similar or related goals. 	<p>UNDP</p>	<p>\$ 150,000</p>

V. MANAGEMENT ARRANGEMENTS

48. This Programme represents an integrated multi-partner initiative managed by UNDP in support of the *promotion of peace, democratic governance and building effective institutions* – and significantly contributes towards the achievement of the LUNDAP Outcomes. The programme will be implemented by UNDP in the Direct Execution Modality (DIM) given the sensitivity and need for involvement of various political and institutional stakeholders.
49. The Programme Steering Committee shall serve as the overall policy and decision-making mechanism, ensuring that the project is achieving its overall objectives and delivers results as intended. Specifically, the PSC approves the project team, the Annual Work Plans, and the direction of implementation of the project. The Steering Committee will be comprised as per the diagram below and will meet quarterly or more frequently if need arises. Other stakeholders may be engaged by the Project Board as appropriate.
50. The Programme Manager will be responsible for implementation of all programme activities established by this programme. Further, she/he will be responsible for day-to-day management and decision-making for the programme within the approved Annual Work Plan, as well as ensuring that the programme produces the outputs and results specified in this programme document, in compliance with the required standards of quality, within the specified limits of time and cost and in line with UNDP rules and regulations. The Programme Manager brings major issues and risks to the Project Board.
51. The programme management structure, illustrated below, is as follows:



52. The Project Steering Committee shall meet every quarter chaired by UNDP. It shall be responsible for general oversight of programme activities, including financial oversight and approval of funding allocations within the overall budget as recommended by the Programme Manager. It shall receive regular reports from the Responsible Parties through the Programme Manager, approve major activities and expenditures, reach consensus and take decisions in any change in the programme work plan, provide on-going risk analysis, and consider funding for emerging issues. Decisions of the Programme Steering Committee will be by consensus. Any matters in which consensus is not reached shall be referred to the Steering Committee for final determination. The Programme Steering Committee meetings shall be facilitated by the Programme Manager, who shall provide secretariat services. Specific functions of the Programme Steering Committee shall be:
- a. Approve Annual Work Plans, Quarterly Work Plans and Budgets and authorize any major deviations / amendment from the agreed work plans and budgets
 - b. Review and approve progress reports
 - c. Review the progress of the programme and make recommendations for any improvements
 - d. Undertake programme implementation oversight and monitoring functions, ensuring that appropriate milestones are achieved
 - e. Oversee internal and external evaluation of the programme
53. Programme Assurance will primarily be provided by UNDP Lesotho on behalf of the Programme Steering Committee. In addition, UNDP shall, as necessary, provide technical and advisory backstopping to the programme components.

VI. MONITORING FRAMEWORK AND EVALUATION

54. In terms of monitoring and evaluation, the programme will be subject to UNDP's current monitoring and evaluation procedures. The Programme will be monitored throughout its duration, reviewed substantively on an annual basis and evaluated in accordance with the requirements of the Steering Committee. The focus of M&E will be at the level to determine the impact that the programme has had on the work of the peace and stability of Lesotho.
55. All programme activities will be closely monitored by UNDP. The programme shall be subject to the internal and external auditing procedures laid down in the Financial Regulations, Rules and directives of UNDP.
56. The Programme will be guided by the following documents, which will be produced within the first three months by the **Programme Manager** for endorsement and approval by the Steering Committee.
- a. A Monitoring & Evaluation Framework, which finalizes the baselines, impact, outcomes and outputs with associated indicators and means of verification as based on the Programme's Results and Resources Framework.
 - b. A Monitoring & Evaluation Plan, which schedules all major M&E activities
 - c. A Monitoring & Evaluation System that contains tools and templates (e.g. assets and inventory control, financial and narrative reports formats, risk logs and field monitoring forms, and a common system for generating feedback and lessons). The M&E System will also clarify the monitoring, review and evaluation roles and responsibilities at the different levels of the Programme for internal monitoring, monitoring and review committees for external monitoring, and detail the principles of joint monitoring and evaluation.
57. In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- a. On a quarterly basis, a quality assessment shall record progress towards the completion of key results, and against budget, including a Narrative and Financial report.
- b. An Issue Log shall be activated in Atlas and updated by the UNDP Programme Manager to facilitate tracking and resolution of potential problems or requests for change.
- c. 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.
- d. Based on the above information recorded in Atlas, a Programme Progress Report (PPR) shall be submitted by the Programme Manager to the Programme Board through Project Assurance, using the standard report format available.
- e. 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
- f. A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- g. An Annual Review Report shall be prepared by the Programme Manager and shared with the Programme Board and Project Partners. 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.
- h. 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 Plan (AWP) for the following year. In the last year.

this review will be a final assessment. This review is driven by the Programme 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.

58. A final evaluation of the programme will be undertaken at the end of its period to draw lessons and apply these to possible follow-on assistance activities.

VII. LEGAL CONTEXT

59. This document together with the LUNDAP signed by the Government of Lesotho and UNDP which is incorporated by reference, constitute together a Programme Document as referred to in the Standard Basic Assistance Agreement (SBAA) signed between the Kingdom of Lesotho and UNDP⁸ and all CPAP provisions apply to this document.
60. Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency. The executing agency 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 programme is being carried;
 - b. assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.
61. 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.
62. The Executing Agency or Implementing Partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Programme 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 Programme Document.

I. RISK LOG

as present themselves in terms of unpredictable political situation; management of scarce economic resources; management and coordination of programme; and support from Development Partners, Donors and CSOs. The following are potential risks associated with the implementation of the programme (P=Probability; and impact):

Description	Category	Probability and Impact	Countermeasures / Management response	Owner	Date Identified	Last Update	Status
Political tension escalates during the campaign period	Operational	P=Medium I=High	Immediate and active engagement of the Church Leaders, principal chiefs and other civil society actors.	UNDP and Programme Board /Steering Committee	Programme Inception		
Early election called as a result of political impasse	Operational	P=M I=High	Immediately put in place support for IEC; conflict mitigation measures and establishment of Peace Architecture	UNDP and Programme Board /Steering Committee	Programme Inception		
Programme start-up takes longer than planned, due to difficulties in securing the appropriate expertise	Operational	P=Medium I=Medium	UNDP available to provide technical advice and support until the Programme is initiated	Programme Assurance	Programme Inception		
Full funding for the programme is not available	Financial	P=Low I=High	Based on current estimates of probable pledges from stable partners, the current complement of programme activities looks fairly well covered.	Programme Board /Steering Committee	Programme Inception		
Expertise required for successful implementation of the programme is not identified	Operational	P=Medium I=High	The programme will rely on a wide range of experts	Programme Board /Steering Committee	Programme Inception		
Strong coordination among all responsible partners is needed to avoid overlaps, maximize synergies and ensure that results are achieved	Operational	P=Medium I=High	The Steering Committee and the Programme Board must meet regularly with all key members attending.	Programme Board /Steering Committee	Programme Inception		

ANNUAL WORK PLAN: Lesotho Election Support Project

December 2014 to 31st December, 2015

EXPECTED OUTPUTS	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET	
		Q1	Q2	Q3	Q4		Funding Source	Budget Description
Output 1: Organization and management of elections	Activity 1.1 Voter registration						Parallel support by Commonwealth	\$ 0
	Voter registration campaign	x				UNDP	Media campaign	\$5,000
	Activity 1.2 External Relations/Media support						Parallel support by Commonwealth	\$ 0
	Activity 1.3 Public Outreach for voter/civic education:							
	1. Public Outreach Expert	X				UNDP	1 FTE for 2 months Expert travel, DSA and professional fee	\$ 30,000
	2. Outreach campaign: - Voter education targeting women, people with disabilities, youth including herd boys and other groups	x				UNDP	Rural women, disabled - \$ 80,000; Herd boys: \$ 20,000. Other underrepresented groups through faith-based organizations: \$ 50,000	\$ 170,000
	- Social media and youth campaign	x				UNDP	1000 SMSs @ \$0.3 Facebook and social media management (national volunteers @ \$900 @ 4 volunteers; 10 districts @ \$4,000 youth roadshow	\$ 43,900
	- Public outreach through faith-based organizations	X				UNDP, CCL	Faith based outreach through NGO campaign	\$ 60,000
	3. Public service outreach through various media including TV, Radio, Facebook and mobile phones	X				UNDP	Media campaign \$60,000; 10 x Billboards @ 600 each; 5 x radio programmes & TV appearances @ 1200 each	\$ 87,420

Input 2: Technical and institutional capacity of IEC strengthened	Activity 1.4 Logistics: Logistical support to election organization through logistics expert	x					UNDP	UNDP	Technical assistance (1 FTE for 3 months) Travel and DSA	\$ 60,000
	Activity 1.5 Training of polling/observers									
	1. Polling officers training Training workshop for 118 participants; Facility costs and accommodation	X					UNDP	UNDP	3 locations x 3 x days for 18 IEC trainers and 100 Constituency based staff @ \$115 cost/day + conference costs	\$ 24,630
	2. Party agent monitors' training Training workshop for 1,720 people; Facilities, food and transport	X					UNDP	UNDP	1 day for 1,720 party agent representatives @ \$ 10 allowance each plus conference costs	\$ 50,680
	3. Training workshop for observers CSO, Chiefs, Other observers	X					UNDP	UNDP	2 x days for 300 observers, 160 Chiefs and 40 people (accommodation, meals, facilities)	\$ 83,370
	Activity 1.6 Coordination:									
	Observer Coordinator	x					UNDP	UNDP	1 FTE for 20 days Expert travel, DSA and professional fee	\$ 10,000
	Activity 2.1 IEC Capacity development:									
	1. Electoral Expert Expert travel, DSA and professional fee	x					UNDP	UNDP	60 x days	\$ 30,000
	2. Technical expertise to IEC processes, staff and structures improvement		x	x	x		UNDP	UNDP	Consultancies, training, study tours, South South cooperation	\$ 50,000

	3. Training for High Court Judges Refresher training on the Electoral Act and conflict management	x	x	x	x	x	x	UNDP	1 FTE for 15 days Workshop	\$ 10,000
	4. Lessons learnt of 2015 elections				x			UNDP	1 FTE for 15 days	\$ 10,000
Output 3: Electoral enabling environment stabilized, including mechanisms for finance-building, regulatory network	Activity 3.1 Advisory and technical support for enabling environment related to elections:									
	1. Conflict Resolution, political reconciliation, confidence building	x	x	x	x	x	x	UNDP	Power sharing technical advisor Workshops and meeting facilitation	\$ 30,000
	2. Electoral reform facilitation				x			UNDP	Technical expertise 1 FTE for 2 months	\$ 30,000
	3. Support to women's participation	x	x	x	x			UNDP	Technical expertise	\$ 10,000
	4. Media training	x	x	x	x			UNDP	Technical expertise 1 FTE for 1 months South South cooperation/study tours	\$ 10,000
	5. Election Debates Political party leaders debate campaign issues. Simulcast debate broadcast live on Lesotho TV and Radio Lesotho	x						MISA and UNDP	Media costs	\$ 5,000
Output 4: Technical output: effective management of the project	Indirect costs to USAID	x						UNDP	GMS 8%.	\$ 39,999
	Project management	x	x	x	x	x	x	UNDP	1 FTE for 12 months	\$ 40,000
	M&E and communication	x	x	x	x	x	x	UNDP	Technical assistance	\$ 10,000
	-total								USAID	\$ 499,999
	-total								UNDP	\$ 400,000
	TOTAL									\$ 899,999