







DEEPENING DECENTRALIZATION PROGRAMME (DDP)

ANNUAL WORK PLAN: JANUARY-OCTOBER 2017

INTRODUCTION

The DDP aims to accelerate progress and deepen decentralization in Lesotho by building on previous collaborative work of the Government of Lesotho, UNDP and UNCDF in the area of decentralization. The objective of the Programme is to support the Government of Lesotho in reducing poverty, promoting inclusive economic growth and entrenching democratic principles through improved decentralized governance. Its main purpose is to promote decentralized service delivery for social and economic growth through the development of transparent funding mechanisms and by improving the accountability of local authorities.

PROGRAMME DETAILS

Country:

Lesotho

Programme Title:

Deepening Decentralization Programme (DDP)

UNDAF Outcomes:

UNDAF Outcome #3/4: 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.

<u>UNDP Country Programme Outcome</u>: 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.

Expected Outputs:

1) Improved development funding through local authorities

2) Decentralization and accountability systems at the local level promoted

3) Capacities of Line Ministries and local authorities enhanced to decentralize functions.

Implementing Partner: The Ministry of Local Government and Chieftainship

Responsible Parties:

Ministry of Finance and Ministry of Public Service

Duration of the Programme: 2012-2017

Planned dates for inception and end of the programme:

1st October, 2012 - 31st October 2017

Fund Management option: Parallel funding for core and pass through for non-core

Total budget estimate: EURO: 8 880 000.00

\$US 11 044 776.00

1. Budget funded: EU Euro: 8 000 000.00

\$US 9 950 249.00

UNCDF Euro: 880 000.00

\$1 094 527.00

Total Budget for 2017

USD: 2,010,146.15

EURO: 1,791,039.33

The DDP 2017 Annual Work plan and Budget is approved by:

Approved by	Signature	Date	Name/Title
On behalf of the Government of Lesotho	Many	14/03/17	Mapitoro Panyane Principal Secretary
On behalf of UNDP	whent	14/03/17	CHRISTY AHENRORY RESPONT REPRESENTATION
On behalf of UNCDF			٩

1. SITUATION ANALYSIS

The Government of Lesotho is faced with multiple and interconnected development challenges including the core issues of poverty reduction and anchoring a still fragile democratic process more firmly at both central and local level. To address these challenges decentralisation is increasingly viewed as a means by which public service delivery can be improved through more robust and intimate accountability linkages between providers and beneficiaries. Moreover, by empowering locally elected bodies and encouraging bottom-up popular participation it is expected that local level governance will further entrench democratic values and principles at sub-national level; in itself a valuable outcome, but also potentially reinforcing accountability and hence improving public service delivery.

The Government launched in 2005 the Public Sector Improvement and Reform Programme (PSIRP), which was (and to a certain extent still is) also supported by several development partners. It focused on three components, one of which was decentralisation. The goal of the decentralisation component was to reduce the poverty of the Basotho people. The key objective was to create a conducive environment whereby communities freely and effectively participate in the planning and management of development and have access to improved services through decentralised organizations and institutions. However, the PSIRP progressed at an uneven pace at best and the recently introduced Service Delivery Agenda can be seen as a means to accelerate progress. Indeed, in 2009 the Government gave signals of its willingness to commit on a re-visitation of the PSIRP: a Service Delivery Agenda whose official launch is expected to take place in 2011.

The key defining decentralisation legislation is the Local Government Act of 1997 which provides the legal basis for the subsequent establishment community-, district- and municipal-councils. The boundaries for Local Government have been reviewed in 2011. The key objectives of the Local Government Act and the accompanying decentralisation process are:

- 1. To deepen and widen public access to the structures of government.
- 2. To bring services closer to the people thereby improving service delivery.
- To promote people's participation in decision-making, planning and implementation of development programmes.
- 4. To promote equitable development in all parts of the country through the distribution of human, institutional and infrastructural resources.

As can be seen, the motivations for promoting the decentralisation process are both political (e.g. more inclusive and participatory democracy as well as more equitable development) as

well as based on efficiency concerns (e.g. assuming service delivery will improve which is again based on the principle of subsidiarity). The Local Government Act also delineates the key responsibilities of district and community councils in what is known as Schedule 1 and 2 of the Act. This include natural resource management, land allocation, water supply, minor roads, grazing rights, promotion of local economic development etc. However the exact roles and responsibilities of local authorities vis-à-vis national authorities are unfortunately ambiguously defined in the Schedules causing confusion, lack of clarity and allow high levels of arbitrary decision making to especially central government (as represented by e.g. the District Administration Office) in the execution of key functions related to service delivery. Going forward there is thus a need to further define the division of labour between local and national authorities including Ministry of Local Government and Chieftainship (MoLGC), line ministries and Ministry of Finance and Development Planning (MoFDP) and unpacking the functions at local level.

The key strategic document that guides MoLGC's efforts in the decentralisation process in the medium term is the Strategic Plan of MoLGC (November 2008), which covers the period from 2009 to 2013. The strategic plan outlines the key objectives and priorities of MoLGC and points to the strategic options for achieving these, including costs and other implementation challenges.

Obviously effective decentralisation is conditional upon considerable collaboration with other actors, including line ministries. Staff in particular is expected to be transferred to local authorities, affecting a high share of the country's civil servants. To accommodate such a substantial transfer, Government of Lesotho passed the Local Government Service Act in January 2008, which provides for the establishment of a Local Government Service overseeing the transferred staff and other workers within the local government sector. Related, a Local Government Service Commission has been established with responsibilities including recruitment, induction, staff administration and sensitisation. However progress has been uneven and is flagged as an outstanding issue in the recently drafted DAP (MoLGC August 2009). The DAP has strong emphasis on inter-ministerial cooperation especially in four key priorities:

- 1. Legal harmonization and realignment of functions between the local and national authorities including ensuring oversight of the reform process,
- 2. Guiding the transfer of human resources and providing capacity development,
- Fiscal resourcing of the local authorities including the inter-government fiscal framework,
- 4. Participation and accountability.

Lesotho's development partners are supporting the decentralisation process both at central and local level. In the case of the former, donors who have provided general budget support (GBS) have made support conditional upon a number of measurements that the government must meet, as stipulated in the Performance Assessment Framework (PAF). Decentralisation is part of the PAF targets and hence there is a considerable momentum building towards pushing the issue to the forefront of the dialogue between the partners. This resulted inter-alia in the Government drafting the Decentralisation Action Plan (DAP).

The DAP provides an operational framework for the period of 2009 to 2011 and stresses the need to have buy-in from several stakeholders outside MoLGC. Consequently substantial emphasis is placed on the Inter-Ministerial Working Group (IMWG) which has the ambition to provide the forum for technical work to be executed on the implementable actions of the DAP. At a higher level, a steering committee of principal secretaries has been established under the chairmanship of the Government Secretary which has the ambition to provide the forum for coordination and dialogue on the implementation and legal issues.

The decentralisation process is also guided by broader policy developments. In addition to the above mentioned broader policy support areas of general budget support and PSIRP the decentralisation process has more recently also benefited from the Service Delivery Agenda (SDA, which is still to be fully detailed and translated into action).

The SDA marks an attempt by the Government of Lesotho to accelerate efforts aimed at improving core social and economic service delivery, which will involve a much stronger role for local authorities in delivery, which in turn will assist in reaching the MDGs, several of which Lesotho is currently projected to miss. It can be viewed as a successor to the PSIRP with more focus on having a unified approach to reenergise the entire public sector.¹

Thus there are significant policy and institutional developments ongoing but actual progress will be conditional upon the key actors being willing and able to seize the opportunities that new momentum for decentralisation and service delivery offer. Below is an attempt to make a schematic overview of the various strengths and weaknesses, as well as opportunities and threats of the sector:

II. STRATEGY

Strategically the DPP will seek to leverage the momentum from the service delivery agenda and the recent (and related) drive to accelerate the decentralisation process, as witnessed by the

¹ See e.g. GoL: 'The Public Sector Improvement and Reform Programme revisited - Service Delivery Agenda' Concept note April 2009

adoption of the DAP and the substantive negotiations line ministries are currently engaging in, both internally and with the Local Government Service Commission on how to promote further line ministerial decentralisation. This is further evidenced by the willingness to support the development of the different decentralisation frameworks (as indicated above).

A key strategic tenet of this is to deepen decentralisation by assisting especially MoFDP and MoLGC in designing new intergovernmental fiscal principles based on equity, transparency and performance. MoFDP will be responsible for establishing the systems and procedures. DDP will also support the roll out of IFMIS to lower levels of government thus building on previous EDF 9 support. Moreover this is fully in line with Government of Lesotho priorities which have the ambition of using IFMIS to link the central financial operations with those of the district councils through the district sub-accountancies.²

MoLGC will be supported with its mandate to assist local government in developing the necessary capacity to manage local development funding mechanisms, which includes planning, implementation and accountability strengthening support. More opportunistically, the DDP, through the MoLGC, will support line ministries that display commitment to promote the decentralisation process.

The main activities foreseen in the DDP are part of the mandate of both the MoFDP and the MoLGC and as such the programme strategy needs to be developed to harness and strengthen these mandates. Components of the DDP can be squarely defined with the remit of a single Ministry and as such that Ministry will be assigned the role of Implementing Partner over such a component whilst collaboration and communication with the other Ministry will be encouraged. The component on the decentralisation framework is a shared responsibility between the Ministries and therefore this requires a careful design of the management arrangements as defined in the programme strategy.

2.2.1. Objectives

Based on extensive stakeholder consultations and dialogues with Government the following objective have been formulated:

The general objective of the Deepening Decentralisation Programme is to support the government in reducing poverty, promoting inclusive economic growth and entrenching democratic principles through improved decentralised governance.

² Budget Speech to Parliament for the 2010/2011 Fiscal Year by Mr Thahane, Minister of Finance and Development Planning, 12 February 2010.

The general objective of DDP is closely aligned to both the interim national development framework and the principles enshrined in the Cotonou agreement. Poverty reduction is primarily addressed through a two pronged approach of improving social services and hence increasing living standards and productivity, as well as more directly focussing on creating an enabling environment for businesses to grow. To operationalise the overall objective and provide focus for the DDP the following programme purpose has been formulated.

To promote decentralised service delivery for social and economic growth through the development of transparent funding mechanisms and improving the accountability of local authorities.

The basic premise is that only a decentralised system for service delivery will be able to meet the significant challenges that the Basotho are facing, especially in terms of improving outcomes of the social investments and to stimulate local economic development. Thus there is a need to accelerate and deepen the current decentralisation drive and to provide substantial capacity development for the local authorities. However the modalities through which this will be implemented is more than a technical concern. Hence the focus on ensuring that funding is provided in a transparent fashion that, combined with other measures, will facilitate greater accountability among the local service providers. It is consequently the ambition to increase the democratic legitimacy and responsiveness of the local government institutions through these measures.

The DDP will seek to further solidify the strong gender achievements made by Lesotho not least in the relevant ministries and local governments. Many of the senior government staff, including several ministers, are women, and the local government elections held in 2005 achieved a 58% representation of women in the district and local councils. The DDP will thus work in an environment characterised by relatively equal participation of men and women at local level and will continuously seek to defend these achievements.

Environmentally the DDP is not expected to have any significant impact, but will of course comply with existing environmental legislation and regulation.

2.2.2. Expected results

To operationalise an effective strategy to address the above challenges, the DDP will have three core results with have been translated into corresponding components, described below:

³ The planned Local Government Training Centre (LGTC) will probably become instrumental in ensuring a harmonised, institutionalised and domestically anchored approach to capacity development. Especially since the LGTC will establish a sustainable system of training, research, information mobilization and dissemination and capacity development that is dedicated to the local government sector in Lesotho, within the framework of the decentralisation policy of the Government. GIZ has been extending support to making the LGTC operational.

• Result 1: Increased development funding through local authorities: The key outcome of this component would be the provision of funds for local development (aligned to national funding systems) through local authorities in the whole country. Modalities and mechanisms for implementation will be informed by lessons learned from the Government local development funding mechanisms currently being established with the assistance of UNDP/UNCDF. Ensuring alignment with national systems is a key guiding principle. These initiatives are a key element of decentralisation and empowering local governance structures. Experience gained will be relevant for structuring such a mechanism on a large scale within Government of Lesotho systems.⁴

The funds will be made available based on the priorities and plans of the district and community councils following transparent and mutually agreed criteria in which both the process and outcomes (e.g. the council plan) are publicly available and open to scrutiny. Implementation procedures will to a large extent follow those of Government of Lesotho, deviating only where fiduciary concerns are decisive or where there is a need to pilot and test new approaches. Capacity development for the associated planning, implementation and monitoring will be provided and delivered mainly through MoLGC. Institutionally, both the MoLGC and MoFDP would play a key role.

Key indicators would be: Cross-ministerial buy-in to the principles of local development funding; N° of district and community councils supported; Amount of funds provided, including Government of Lesotho share; Integration into Government of Lesotho systems.

• Result 2: Decentralization and accountability systems at the local level promoted: This component will work simultaneously with the activity described above and utilise the experience gained to inform and accelerate the decentralisation process. Continued substantial work on modalities for local development funding mechanisms (reference is made to the before-mentioned decentralisation frameworks), including equalisation formulas⁵ and performance incentives, are expected to be undertaken under this component. In addition, the LLDP has generated valuable lessons on decentralisation, as well as a road map informing initial interventions in the area. MoFDP will be a key partner in this process together with MoLGC, but, to gain momentum, it will also have to engage line ministries (such as MoHSW). MoFDP has indicated that the introduction of IFMIS at district council level could facilitate decentralisation and improve accountability if managed correctly and supported by appropriate capacity

⁵ Equalisation formulas are used to calculate intergovernmental transfers and can be based on indicators of a locality's general needs or estimates of its fiscal capacity.

⁴ Ideally an equalisation formula guiding intergovernmental transfers should already be in place, but reality is that districts and communities have severely underfunded mandates undermining the political legitimacy. Hence it is suggested to proceed with the LDF as a pilot, with the clear objective of assisting in design the formula for governing fiscal transfers.

development.⁶ It would thus facilitate upwards accountability, but it could also allow local NSAs to hold councils accountable. Moreover decentralisation might also open the way for local revenue generation and capacities for management of these, building on previous work in this area.⁷

The exact sequencing and pace of the decentralisation process (and hence this component), is conditional upon the political momentum the process forward. Hence focus will initially be on relatively technical aspects (e.g. feasibility and capacity development requirement studies of IFMIS at council level). Broader fiduciary issues related to public financial management (PFM) will be addressed through the GBS PAF where Pillar II has an explicit focus on governance and PFM, including procurement and auditing weaknesses and fragility.

Key indicators would be: Studies documenting current system and proposing more appropriate principles; Piloting new principles; Adoption of formula-based system of inter-governmental transfers; IFMIS linking the central financial operations and the district councils through the district sub-accountancies.

• Result 3: Capacities of Line Ministries and Local Authorities enhanced to decentralize functions: In close coordination with MoLGC and in line with the Local Government Act, several line ministries have engaged in transferring functions and related staff to local government. The commitment has been mixed and often due to a combination of external pressures and an internal recognition of the benefits of decentralisation.⁸ Regardless of motivation, Ministries decentralising their functions are facing significant challenges in managing the process and deciding on the sequencing, content and adapting to the new roles that decentralisation will imply. Moreover there are significant regulatory, procedural and legal issues associated and support in this respect is also needed and constitute a key area for assistance.

In essence, the DDP will support the MoLGC and decentralizing ministries in sensitising their staff on devolving functions from the ministry to community councils, provide support in function mapping, business process improvement, organizational design —helping restructure and reorganize councils to fit new functions, train ministries on monitoring and evaluation and provide a wide a range of HR support functions including role profiling, and the development of competency frameworks.

III ACHIEVEMENTS TODATE AND WORK PLAN OUTLOOK

MoFDP: Budget Speech, 12 February 2010.

⁷ See e.g. GoL: 'Study of Grants and Revenue Raising Capacity of Local Government' June 2007. The study was co-sponsored by GIZ and the World Bank.

⁸ Thus the substantial MCC support to the Ministry of Health being conditional on further progress in decentralisation has arguably facilitated a better understanding of the need to promote the process.

Improved Legislative and Policy Environment for Decentralisation

The programme supported development of the National Decentralisation Policy which was adopted by cabinet in 2014. The Policy's purpose is to introduce devolution as the new paradigm in local governance. Devolution will eventually replace the current de-concentration in which central government has power and authority over local government structure in terms physical and human resources. The adoption of the Policy in 2014 called for the review of the Local Government Act 1997 as amended. The review would harmonise legislation with the provisions of the new policy. The review was an almost overhaul of the Act to the extent of resulting in a new Local Government Bill of 2016.

Increased Devolution and Empowerment of Local Authorities

Five (5) of the eight (8) decentralising line ministries identified and gazetted functions they wish to transfer from the central government to the sub-national level. The Ministry of Local Government and Chieftainship went further to transfer all Senior Economic Planners from the offices of District Administrators (DAs) to the local government services.

Improved Evidenced-based Planning for Local authorities

As part of capacity building initiatives in public financial management (PFM) within the local government structures, the programme supported the Office of the Auditor General (OAG) to audit district councils and the MCC. The district councils and MCC had not been audited for several years. The backlog was ranging from ten to four years. Only one district (Mohale's hoek) had been audited on annual basis. OAG lacked budgetary resources and manpower to undertake the audits, hence the programme provided financial resources to OAG to commission audits through private audit firms. Without external audits, capacity of the local authorities and extent of compliance with acceptable financial management standards and procurement procedures would be assessed. The audit report provided the basis and informed capacity building interventions that are being implemented by the district councils and MCC with respect to financial management, procurement and asset management. This also triggered the swift response by the office of the Accountant General to embark on hand-ontraining and mentoring of councils to use the International Public Sector Accountability Standards (IPSAS).

Improved Local Development funding through local authorities

Eight (8) of the eleven (11) local authorities received local development grants to undertake capital development interventions ranging from water and sanitation, education (classroom building), health centre infrastructure, transport, commerce and industry, etc. Total of 195 capital development projects have been completed giving local communities access to various

socio-economic services. In conjunction with the local development grants, the programme also transfer to the district councils and the Maseru City Council capacity building and re-tooling grants for capacity development on their day-to-day functional areas.

COUNTRY: LESOTHO: DEEPENING DECENTRALIZATION PROGRAMME (DDP)

Period: January to October 2017 Work plan

OUTPUTS OUTPUTS And baseline, associated indicators and annual targets	PLANNED ACTIVITIES List activity results and associated actions	TIVITIES ults and ctions	IRRF/CP D Output indicator #	TIME FRAME	UN Agency	IMPLEME NTING AGENT	RESPONS	ਰ	PLANNED BUDGET	3ET	Amount in Euros
							PARTY	Funding	Budget Description	Amount	
	Ä	Activity Result 1.1:		Operationalize the local development funding mechanism	e local dev	elopment f	unding me	chanism			
Action (LDF) external councils Local 2015/16 findings	Action 1.1.1 Under external audit of do councils and MCC 2015/16 and dissertifings to the councils	Undertake t of district MCC for disseminate councils		January to June 2017	UNCDF	MoLG	MoF	UNCDF-EU	Local audit firms	100 000.00	89 100.00
Acti finar supp and traini traini	Action 1.1.2 Provide public financial Management support to district councils and MCC through hands on training and mentoring and training on IPSAS for all	ride public nent councils hands on oring and for all	S	March - June 2017	UNCDF	MOLG	MOLG	UNCDF-EU	Public Financial Manageme nt consultants	200 000 00	178 200 00
Actic disse lesso	accounts stair) Action 1.1.3 Document and disseminate best practices/lessons on the DDP	ment and practices/)P		April – June 2017	UNCDF	MoLG	MoLG	UNCDF-EU	Consultants	50 000.00	44 550.00
										350 000.00	311 850.00
Acti	Activity result 2.1: support development of the Legal framework to facilitate the implementation of the depositation framework to facilitate the implementation of the depositation and the depositation of th	1: Suppor	develop.	ment of the Loc	XXXXXXXXXXX						

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740 000.00	20 000 00	20 000.00	100 000.00	50 000.00	100 000.00	
Consulta ncy fees Conferen ce facilities	Conferen ce facilities Consulta ncy fee	Conferen ce facilities	Internation al consultanc	or the state of th	S	Contractu al services
UNDP-EU	UNDP-EU	UNDP-EU	UNCDF -EU	UNCDF -EU	UNCDF-EU	
MoLG (engage ment of CSOs)	MoLG (engage ment CSOs)	MOLG (working with NUL)	MoF	MoF MoLG	MoPS	
MoLG	MoLG	MOLG	MoLG			
d Q Q	UNDP	UNDP	UNCDF			
June 2017	February to June 2017	April to June 2017	February to June 2017		7/61	
3.2.2. CPD Outcome 35						
Community mobilisation through public gatherings to raise awareness on the National Decentralisation Policy.	s tribur goverr 016	Action 2.1.3 Hold national dialogue on Lesotho's Decentralisation model	ort a	the Fiscal Decentrali Zation Strategy and discominat	review of PFM Act	ion revamping the LG payroll system
accountability systems at the local level promoted						

917 730.00	44 550.00	53 460	89100.00		17 820.00
	50 000.00	60 000.00	100 000.00		20 000.00
1 030 000.00	Consultan cy facilities	Consultan cy Facilities Conference facilities	consultan cy fees Conference e Facilities		Conferenc e facilities
centralization	UNDP-EU	UNDP-EU	UNDP-EU	change	UNDP-EU
o facilitate de	MOLG	MOLG	systems to in MOLG	ronment for c	MOLG
e systems t	MOLG	MOLG	MOLG	ational envi	MOLG
dministrative	UNDP	UNDP	undp UNDP	and organiz	UNDP
and strengthened administrative systems to facilitate decentralization	Feb to June 2017	April to June 2017	Mar – June 2017	bling leadership	Feb - June 2017
tization and	IRRF# 3.2.2. CPD Outcom e 35		IRRF# 3.2.2. CPD Outcom e 35	ate an ena	IRRF# 3.2.2. CPD Outcom e 35
Activity Result 3.1: Sensitization	Action 3.1.1 Develop and disseminate DDP communication materials	Action 3.1.2 Provide institutional support to Local Government Association	Activity result 3.2. Facilitate a Human Resource infrastructure, functions and systems to implement the process of decentralization Action 3.2.1 RRF# Mar – June UNDP MOLG MOLG UNDP-EU Consultan 100 000.00 Provide technical support CPD to map functions for Outcom transfer, development of e 35 competency profiles and business processes.	Activity Result 3.3: Facilitate an enabling leadership and organizational environment for change	Action 3.3.1 Conduct sensitisation workshops for pilot ministries and councils on transfer of functions
21.101.02	Capacities of Line Ministries and Local Authorities enhanced to decentralize functions				

8 910.00	17 820.00	231 660		529 261.26	5 468.95	44 550.00
10 000.00	20 000.00	260 000.00		594 008.15	6 138.00	20 000
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April to June 2017	March – June 2017		Programme Management structure and overall management arrangements	January to October 2017	Quarterly and Monthly	Ongoing
IRRF# 3.2.2. CPD Outcom e 35				IRRF# 3.2.2. CPD	e 35	
Action 3.3.2 Offer Re-orientation to personnel transferred and to be transferred to local level	Action 3.3.3 Conduct Leadership and organisational change workshops for local authorities.		Activity result 4.1 Set up and run	and Junior	Action 4.1.2 Convene the Programme Steering and Technical Committee meetings	Action 4.1.3 Support cabinet sub-committee on decentralisation on its oversight role
		e : 3	Programme 4	Managed effectively and consistently	(recrinical output)	

	Action 4.1.4 Learning, Monitoring and evaluation	Ongoing	d Q Q	MOLG MOLG	MOLG	UNDP-EU Travel and and Confer ce facilitie	Travel and Conferen ce facilities	30 000 00	26 730.00
	Action 4.1.5 Operating Costs	ongoing	UNDP	MOLG UNDP	UNDP	UNDP-EU O&M	O&M	50 000.00	44 550.00
TOTAL: 4						EU	220		650 560.21
GRAND TOTAL							130 140.13	CI.041	

Exchange rate USD - EURO - 0.891

