



# **National Anti-Corruption Strategy and Action Plan**



**2014/15 – 2018/19**

**LESOTHO**



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## Foreword

The preamble of the United Nations Convention against Corruption states that corruption threatens the stability and security of societies, it undermines the institutions and values of democracy, ethical values and justice and it jeopardises sustainable development and the rule of law. It also robs our citizens, the poor and vulnerable, of the services that are due to them by Government.

It is quite befitting that as Lesotho we are paying attention to mistakes we have been making in the past, by critically reflecting on the issues of corruption, as they affect our country adversely. Let me state right from the outset in my capacity as the Prime Minister of the Kingdom of Lesotho, that it is a priority of the Government of Lesotho to fight corruption in all its forms and manifestations. Those who are in the forefront of fighting corruption should know that the fight against corruption is complex and requires careful strategies and concerted effort inclusive of the whole society. This National Anti-Corruption Strategy advocates that the fight against corruption be conducted in an inclusive, integrated and coherent manner. The Strategy recognises the importance of detection, prevention and combating corruption and solid management practices are as important as the laws that facilitate effective investigation and prosecution.

One of the requirements of the Strategy is that Government ministries and departments, parastatals and statutory bodies, including the legislature and the judiciary, the private sector and the civil society entities establish the requisite capacity to prevent and combat corruption in their own operations. In the second half of 2013, representatives of all Sectors of Society converged in the Capital Maseru for the first time ever on a National Dialogue on Corruption in Lesotho involving about 250 stakeholders. . The Dialogue unanimously agreed to an inclusive initiative to fight corruption in Lesotho and as such, has formed a good basis for this strategic plan.

I am happy to present the National Anti-Corruption Strategy and Action Plan (NACSAP 2014/15 – 2018/19). The plan addresses challenges faced by Lesotho in so far as corruption is concerned and strategies have been articulated to deal with the same.

Let us all come together to fight this scourge for the betterment of Lesotho and all our people, Basotho.

Khotso, Pula, Nala!

The Right Honourable the Prime Minister Dr. Motsoahae Thomas Thabane

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Prime Minister of Lesotho

## Acknowledgements

The Government of Lesotho would like to thank all those who participated in the process of developing the National Anti-Corruption Strategy and Action Plan for Lesotho over the next five years. It is worth noting that the process was long and very challenging with regard to coordination of all stakeholders including the valuable participation of the Judiciary, the Public Sector, the Private Sector, the Legislature and the Civil Society, without whose participation the plan would not have been successfully produced.

Special recognition is made to the anti-corruption coordination committee whose members participated tirelessly in the process from the national dialogue to crafting of the strategy itself; the staff of the Directorate on Corruption and Economic Offenses by working hard to ensure that NACSAP becomes a success; our development partners namely: United Nations Development Programme, The Embassy of the United States of America and the European Union who rendered both financial and technical support during the process.

## List of Acronyms and Abbreviations

<b>AU</b>	African Union
<b>BAAC</b>	Business Action Against Corruption
<b>CCL</b>	Christian Council of Lesotho
<b>DACC</b>	District Anti-Corruption Committees
<b>DCEO</b>	Directorate on Corruption and Economic Offences
<b>GOL</b>	Government of Lesotho
<b>HIV</b>	Human Immunodeficiency Virus
<b>LNV</b>	Lesotho National Vision 2020
<b>MTICM</b>	Ministry of Trade & Industry, Cooperatives & Marketing
<b>NACCC</b>	National Anti-Corruption Coordinating Committee
<b>NACSAP</b>	National Anti-Corruption Strategy and Action Plan
<b>NC</b>	National Coordinator
<b>NGO</b>	Non-Governmental Organizations
<b>NSDP</b>	National Strategic Development Plan
<b>PESTELI</b>	Political, Economic, Social, Technological, Environmental, Legal and International
<b>PPAD</b>	Public Procurement and Advisory Division
<b>SADC</b>	Southern African Development Community
<b>SIA</b>	Student Integrity Associations
<b>SIC</b>	System Integrity Committees
<b>SWOT</b>	Strengths, Weakness, Opportunities and Threats
<b>UNCAC</b>	United Nations Convention Against Corruption
<b>UNDP</b>	United Nations Development Program

## Executive Summary

Corruption in Lesotho occurs in all Sectors of Society and it has continued unabated. In general, in so far as, the National Dialogue on Corruption pointed out, corruption occurs where public and private sectors intersect. This includes but not limited to public procurement, contracting and licensing. The malfeasance compromises economic development and the delivery of service in the Kingdom.

The National Dialogue on Corruption was held in July 2013 to harness greater national ownership on the fight against corruption, and ascertain political will and commitment of the policy makers, implementers and all other stakeholders including the private sector. It was also aimed at attaining advocacy support of the academia, media, civil society groups, and the public at large to garner adequate support in the fight against corruption in Lesotho. In the National Dialogue on Corruption, Leadership from all Sectors of Society pledged commitment and support to fight corruption in Lesotho, the commitment translates into a multifaceted approach in the fight against corruption.

The Strategic positioning and direction adopted rests on two main pillars: the Prevention of corruption and Combating corruption. There are some critical national issues that need to be addressed under each pillar. To prevent corruption from occurring as the first and priority pillar, ethics and moral values should be instilled in Basotho from young age through both formal and informal education; there should be conspicuous national coalition against corruption as to deter those intending to engage in corrupt practices; and there has to be effective national coordination mechanism to ensure that duplication of effort is avoided as the activity against corruption involves resources and requires to be monitored and evaluated.

The second pillar is combating corruption, which recognises that even if the first pillar is achieved there will be corruption taking place and that should be detected early and fought successfully since the scourge is contagious and cancerous. It is imperative for this pillar to be executed successfully and therefore regular review of legislation to ensure its relevance to newly emerging forms of corruption should be undertaken; autonomy for the Anti-corruption Oversight bodies should be seriously considered so that they become and be perceived to be independent in their duties. The autonomy will provide them with a leeway to prioritize issues and allocate resources in accordance with their priorities. When all is done, the personnel of Anti-Corruption Oversight Bodies will need regular training both technical and managerial in nature so that they remain professional at all times. Corruption evolves, and as such refreshing and providing personnel

with new skills and technological tools to be effective in the fight against corruption should always be a top priority. Even if all good structures, resources and best technologies are available, if the staff dealing with corruption is not professional, the fight against corruption will be very tedious.

**The National Anti-Corruption Vision:**

A Nation founded on principles of transparency and integrity with all sectors committed to prevention of corruption.

**The Mission statement:**

To prevent and Combat corruption in order to promote service delivery, rule of law and economic development in Lesotho.

Four Strategic Goals were set to achieve the above envisioning:

- Goal 1: Transparent and accountable Systems
- Goal 2: Awareness and knowledge of the scourge of corruption and its implications
- Goal 3: Improved legislation and prosecution to deter corruption practices
- Goal 4: Fully capacitated Anti-Corruption Oversight Bodies.

**Monitoring Implementation of NACSAP**

Monitoring and Evaluation system should be put in place for successful implementation of the strategies and related action plans. Periodic and systematic reporting on activities in this plan should be coordinated and effected immediately upon implementation. Continuous review of this plan will ensure that it remains relevant at all times since changes in the factors influencing the operational environment will be taken cognizance of. Strategic Plan implementation progress reports should be prepared quarterly with half yearly cumulative and exceptional reporting where necessary to give account of progress achieved on implementation and where there are challenges decisions should be made to deal with hindrances. Quarterly meetings facilitated by the coordinating body should be held where different sectors will present progress in implementing the strategies and the coordination mechanisms should be formalized.

# 1. Introduction

## 1.1. Background to NACSAP 2014/15 – 2018/19

The fight against the scourge of corruption in the Kingdom of Lesotho cannot be addressed in a haphazard manner, but in a systematic approach instilling the core principles of transparency and accountability. Corruption occurs in all Sectors of Society and it has continued unabated. Generally, in so far as the National Dialogue on Corruption<sup>1</sup> pointed out, corruption occurs where public and private sectors intersect. This includes but is not limited to, public procurement and licensing. The malfeasance compromises economic development and the delivery of services in the country.

The Directorate on Corruption and Economic Offences (DCEO) has always driven the anti-corruption efforts in Lesotho since its establishment in 2003, under the *Prevention of Corruption and Economic Offences Act No. 5 of 1999*, as amended. To date the DCEO has mobilized different Sectors of Society against corruption. This mobilization culminated into sectoral structures being formed: the District Anti-Corruption Committees (DACCs), Systems Integrity Committees (SICs), Business Action Against Corruption (BAAC) and Students Integrity Associations (SIAs). Be that as it may, however, the DCEO has been leading the fight against corruption without much resource capacity in terms of personnel and financial resources. Leaders must have the political will to pass legislation to put the right structures and proper systems in place and provide the structures with necessary capacity to effectively fight corruption in Lesotho.

Lesotho as a State Party to the United Nations Convention Against Corruption (UNCAC) has other obligations to fulfil in order to be seen to comply with the provisions of the treaty. But over and above the UNCAC, Lesotho has other obligations at the continental level and regional level to comply with; namely, the *African Union (AU) Convention on Preventing and Combating Corruption* and the *Southern African Development Community (SADC) Protocol Against Corruption*, respectively. These commitments are being made in recognition of the increasing seriousness of the negative impact of corruption on socio-economic and political development of societies.

Transparent and accountable systems of delivery of services are threatened by corruption, which further threatens good

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<sup>1</sup> 2013, Lesotho National Dialogue on Corruption, brought together 250 stakeholders.

governance, democratic processes and fair business competition which are the building blocks to sustainable economic development and protection of society. Corruption disproportionately hurts the poor by diverting funds intended for development, thereby undermining the Government's ability to provide basic services, thus promoting inequality and injustice, and discouraging investment and foreign assistance. It is against the backdrop of the international obligations highlighted above, the debilitating scourge of corruption and the need for sustainable economic development that the participants in the National Dialogue against Corruption deemed it appropriate to recommend the development of the National Anti-Corruption Strategy and Action Plan (NACSAP) so as to escalate the fight against corruption in Lesotho to a multi-faceted approach over a specified period of time. The NACSAP 2014/15 – 2018/19 is therefore the result of this undertaking.

## 1.2. Rationale for NACSAP

The National Dialogue on Corruption harnessed greater national ownership of the fight against corruption, and ascertained political will and commitment of the policy makers and other actors, being the executive and the legislature including the judiciary, the private sector (business community), the academia, the media and all other civil society groups to garner support in the fight against corruption in Lesotho. The dialogue was held in July 2013 with about 250 participants representing all national stakeholders. . The stakeholders unanimously agreed to the need to fight corruption in Lesotho.

NACSAP establishes a coordinated approach for all stakeholders in the fight against corruption; it establishes, among others, National Anti-Corruption Coordinating Mechanism, a body responsible for an oversight of the implementation of the NACASP. The strategy provides a standard and systematic approach for both private and public sectors in the fight against corruption in Lesotho.

## 1.3. Approach to NACSAP Development

The National Dialogue on Corruption was held in July 2013 as an initial formal step towards a coordinated fight against corruption in Lesotho. About 250 stakeholders representing both national and international stakeholders participated in the event with the theme: "Harnessing Political Will to Fight Corruption at All Levels of Leadership". The participants in this event agreed with one voice that Lesotho should intensify her efforts in the fight against corruption.

In November 2013, stakeholder consultations were conducted and documentation relating to corruption and related offences was reviewed. District visits were undertaken to ensure that community based organisations have a direct participation in the exercise for improved ownership of the strategy country-wide. Stakeholders in the districts of Mofale Hoek, Maseru, Botha-Bothe and Mokhotlong were visited and teams representing the districts communities were met and their inputs recorded.

A Management brief was held for the National Anti-Corruption Coordination Committee and PESTELI Analysis undertaken with the committee facilitated by the consultant. A situation analysis was undertaken that culminated into a situation analysis report that was presented at the beginning of the three day strategic planning workshop to facilitate analysis of factors relevant to corruption. Following the analysis of issues pertaining to corruption in Lesotho, a SWOT Analysis exercise was facilitated prior to crafting of the strategy that commenced with the national anti-corruption vision and mission; then strategic goals were set followed by objectives and strategies. An implementation action plan (with timelines and responsible institutions for each strategic action) for the five years strategic plan period was also included.

The drafting of the NACSAP was concluded with a one day stakeholders workshop for validation of the document and noting of comments for incorporation in the final document.

#### 1.4. Linkages with National Plans

The National Vision 2020 under the statement of “A stable democracy” advocates for principles of good governance anchored on the respect for ... rule of law and efficient public service that delivers justice for all. “A nation at peace with itself and its neighbours,” aspiring for a coherent society with a fair distribution of income and wealth. The most important and overarching vision statement is that of “A strong economy and prosperous nation”, It is only when these principles are upheld that Lesotho will be as envisioned in the National Vision.

Lesotho is experiencing high levels of poverty and unemployment, which can be addressed by creating an enabling environment for business to prosper and as a result effectively create new jobs thus indirectly fighting the endemic unemployment in Lesotho. Since poverty is an effect of unemployment, high levels of stock and crop theft, low investor confidence due to perceived lawlessness and high levels of corruption, poverty reduction and employment

creation objectives cannot be attained in a corrupt environment where jobs are reserved for relatives and performance is low due to failure to enforce performance standards. Access to services will be by the corrupt that pay bribes to even secure licenses for businesses. Government funds will be diverted for personal use and the fight against social ills such as poverty will be in vain as projects aimed at dealing with these challenges are perceived as opportunities for corrupt activities and poor products for such projects as a result.

The National Strategic Development Plan (NSDP) strategic goals are to: (i) pursue high, shared and employment creating economic growth; (ii) develop key infrastructure (iii) enhance the skills base, technology adoption and foundation for innovation; (iv) improve health, combat HIV and AIDS and reduce vulnerability; (v) reverse environmental degradation and adapt to climate change; and (vi) promote peace, democratic governance and build effective institutions.

It is very difficult to achieve economic growth in a corrupt environment where access to basic services can be by favour, development of key infrastructure cannot be attained as projects are always approved on the basis of payments of large bribes and as such even the quality of work is of low standards. Construction projects take far longer than necessary with serious cost-overruns, as some project managers and contractors are not of requisite standards and are engaged on dubious selection criteria.

## **2. Situational Analysis**

### **2.0 Stakeholders Consultations**

Different stakeholders were consulted during the exercise and below are the issues that came out of the meetings:

Procurement processes and procedures are not adhered to and due to laxity regarding monitoring of activities those responsible are not being made to account for their work. Internal Audits are not part of the regular routine work but engaged by management where they suspect or if they want to get rid of an officer. Spending of funds is not monitored, the systems used are predominantly manual and this makes it easy to destroy evidence by the culprits and as such most corruption cases are not successfully prosecuted and this renders corruption to be attractive as culprits see benefits with less associated risks.

There is generally poor management of resources, little supervision where the same supervisors would have not been engaged on merit

but political backgrounds, personal relationships, clubs memberships, religious backgrounds, and other irrelevant criteria. Officers are not motivated, training offered is irrelevant to the work done by officers and no regular reporting done to inform management for decision making. In addition to recruitment process that has little integrity, there is rampant misplacement of officers and this leads to generally poor performance and promotions are not done on the basis of performance. Incentives are not based on good performance, as performance appraisals are not done or used effectively, good performers get demoralized and find no reason to continue good work. No rotation of staff is practiced and accounts are not frequently audited.

Induction programmes are rare for newly recruited officers and no code of ethics for staff generally in organizations. District authorities have no powers to hire and fire, so corrupt officials disregard their supervision and render poor services deliberately to pressurize members of the public to pay bribes. Licencing authorities make the process very frustrating so that people resort to paying bribes in order to get these licences even when they do not qualify. There is general lack of policies and procedures and where they exist, are not monitored for adherence.

Corruption is a result of incompetence and unethical behaviour by public servants and politicians. The moral values are so compromised that individuals want to be wealthy without working hard and then resort to illicit means of accumulating wealth. Training for public servants does not include good values, integrity and humanity. Government employees own companies and are active in those companies without declaring them.

Officers responsible for procurement process award orders and tenders to businesses that pay bribes and the centralization of services such as payment of suppliers by government creates opportunities for corruption as the officers responsible can only process payments for which they got bribes as businesses struggle to survive and that defeats the whole purpose of segregating duties. Review of finance regulations and laws that deal with corruption is not frequent as to take into consideration the present challenges.

Public is reluctant to report suspected corruption incidents and where they do, they don't want to be witnesses in courts of law due to fear for their lives. Whistle blowers should be protected so that the public can report and come forth to be witnesses.

## 2.1. PESTELI Analysis

External environmental factors that may affect the fight against corruption in Lesotho were identified through the PESTELI analysis. The analysis provided the following findings:

### 2.1.1. Political Factors

The level of political will that exists is not enough to engender political climate conducive to effectively preventing and fighting corruption. It has been found that political interference, at times in investigations of corruption cases hinders smooth progress in combating corruption as it leads to unfair administration of justice. The lack of political maturity and politicized public service make those responsible vulnerable to misuse and delivery of service very poor and biased.

### 2.1.2. Economic Factors

There is a high level of unemployment in Lesotho and this leads to poverty levels that end up creating an environment prone to corruption. On the one hand, government has not allocated sufficient resources geared towards supporting economic activity and the fight against corruption in Lesotho, as a consequence socio-economic factors lead to chronic under development.

Lesotho has a cash based economy, an environment prone to financial crimes including corruption. Tracking of corruption transactions in cash based economy can be tricky and cumbersome. High inflation and interest rate discourage savings and erode purchasing power and when this is experienced by a competitive individual who has peer pressure, it can easily create a temptation for corruption in an environment where controls are weak.

### 2.1.3. Social Factors

The Public generally acknowledge existence of corruption but have learned to accept it because corruption has no direct victim, members of society see it as the responsibility of Government to fight against corruption without identifying the

role of each individual society groups and playing it.

Urban migration has since led to stretch of service delivery in the district towns and Maseru city, in particular, thus precipitating competition for access to public goods and services which has created an environment prone to corruption. Migration seems to cause a culture shock when other nationals from different cultures influence Basotho to shift from their original norms which were generally on good morality. The high levels of bribery, which most of the time was started by foreign nationals, is adopted and leads to unfair provision of services and poorly constructed public facilities.

Members of the community fail to report on corruption when it is witnessed due to a perception that no action is ever taken after reporting. The current education system in Lesotho does not instil principles of good ethics and morality. There is no education on corruption and its adverse effects that would somehow influence an understanding to report corruption by members of the community.

#### 2.1.4. Technological Factors

The technological advancement of Lesotho in the region and the world at large puts the country at a vulnerable position as it is behind in terms of both technological infrastructure and skills. Most of economic offenses today accompany international transfer payments and there are also instances of cybercrime, which require very advanced technological equipment and skills to detect and redress. There is generally slow rate of development in technological infrastructure and this opens an opportunity for technologically facilitated corruption to increase unabated.

#### 2.1.5. Environmental Factors

The Mountain Kingdom is endowed with different natural resources in its ecological space ranging from diversity of minerals e.g. diamonds of high quality, abundant clean and portable water and different species of flora and fauna. All of these comprise necessary resources for improved economic growth and development. However, Inadequate Environmental Management Expertise and rent-seeking behavioural attitude of responsible officers lead to poor enforcement of environmental laws and as such industrial activities cause environmental degradation, unnecessary health risks and high risk of extinction for flora and fauna due to failure to regulate investors.

### 2.1.6. Legal Factors

Application of the anti-corruption legislation falls short to deter corruption, as punishments do not adequately match the loss incurred due to corruption.

The Public Prosecution and the Judiciary are autonomous in discharging their functions and this provides the necessary environment for the Judiciary to address corruption effectively.

### 2.1.7. International Obligations

Information and technical support as prescribed by the UNCAC can be improved. At the moment the International Community seems to be more ready to provide technical assistance in anti-corruption programmes. Lesotho has subscribed to the regional obligations: African Union Convention on Preventing and Combating Corruption and Southern African Development Community (SADC) Protocol Against Corruption. The conventions set standards and the best practices that Lesotho can easily adopt.

## 2.2. SWOT Analysis

### 2.2.1. Internal Environmental Analysis

Lesotho has good strengths that can be used to prevent and combat corruption effectively. It is a small country with common language and culture, high literacy levels with dominance of Christianity for more than 80 per cent of its populace. These factors make it relatively easy to prevent and combat corruption effectively in the Mountain Kingdom. There are formal administrative structures from the grassroots in the form of chieftainship, schools, community councils and community-based organizations, religious, cultural, developmental and or recreational. The structures will be used to sensitize the public and instil transparency and integrity through public outreach programs targeted for the youth and the elderly respectively. Written material in both English and Sesotho languages will be distributed with information on how to report suspected corrupt activities.

The strengths of political will and sound legal framework will be used to address identified weaknesses of insufficient resources to

fight corruption, ineffective coordination of structures to fight corruption at national level and dependence on donor support.

A national coordination mechanism will be formalized to undertake, in particular, coordination of the Anti-Corruption Oversight Bodies in the implementation of this Strategic Plan. There are deliberate strategies in this plan addressing weaknesses of outdated legislation, leniency on sentencing and poor enforcement of the laws.

### 2.2.2. External Environmental Analysis

The membership of Lesotho in international anti-corruption organizations, international best practices and regional technological advancement present opportunities for Lesotho to fight cross border crime such as human and drug trafficking as they are predicate offences to corruption. The Anti-Corruption Oversight Bodies can tap from the technological advancement in the region and use the skills to arrest the increasing rate of corruption in Lesotho.

## 3. Strategic Direction

### 3.1. Prevention of Corruption

#### 3.1.1. Ethics and Moral Values

There should be a deliberate move to create a strong social base that will help Lesotho get out of the deep social crisis of eroded principles, values and morals lying at the base of causes of corruption. Leadership should cultivate a culture of transparency and avoiding anything unethical. Citizens should operate within the boundaries of morality and integrity governed by principles of the rule of law.

Education should teach children to respect the law and develop their moral conscience. This education should be delivered through schools, families and the general spiritual, political and cultural environment. Families play pivotal role in laying foundation for understanding and solidarity, which determine attitudes of individuals in the social environment. Development of moral personality must also be done in schools as to grow a society that puts collective responsibility over personal interests.

### 3.1.2. National Coordination Mechanism

An independent structure or authority that will coordinate anti-corruption efforts nation-wide is imperative for successful implementation and monitoring of this strategy. This body should be adequately empowered because anti-corruption efforts will meet resistance and negative attitudes. The body will have to establish transparency and assist to fight corruption. It will have to be accountable as to maintain required level of integrity and avoid undue influence while effecting attitudinal change in society. It will also play the role of monitoring implementation of this plan and evaluating results from anti-corruption efforts made and making recommendations for continuous review as necessary.

### 3.1.3. National Coalition against corruption

The increased understanding of corruption mechanisms and stimulation of civic anti-corruption attitude by all citizens: young and old in the general public should be targeted. Performance and integrity standards require support of citizens who should demand them as consumers of public services. Raising public awareness is imperative as a fundamental element of corruption prevention. Corruption is an ideological practice that can be confronted by strong morality and integrity. While it is the responsibility of all Basotho to prevent corruption, political and traditional leadership should promote accountability and morality as its primary concern and determination to prevent corruption.

## 3.2. Combating corruption

### 3.2.1. Revision of legislation and Autonomy of Anti-Corruption bodies

The laws that establish the Anti-Corruption bodies, the laws that facilitate procurement of goods and services in the Public Sector and, those used as instruments to fight corruption need constant review. The Anti-Corruption bodies need autonomy to function effectively with minimal interference and optimum resources. The message of the determination to fight corruption should be conveyed to society clearly in no vague terms and without any double standards that confuse the society. Mechanisms for efficient control of corruption in the private sector should be seen as protection of both foreign and local investment and ensuring equal opportunities for business activities as to create enabling environment that will attract further investments.

### 3.2.2. Professionalism of personnel in Anti-Corruption bodies

In order to fight corruption successfully, the personnel of the Anti-Corruption oversight bodies should be highly skilled and professional in their approach. Since corruption evolves, all the personnel should be constantly trained and equipped with new skills and technological tools to be effective in the fight against corruption. Even if all good structures, resources and best technologies are available, if the staff dealing with corruption is not professional, the fight against corruption will be cumbersome.

### 3.3. The Vision and Mission

#### The Vision

A Nation founded on principles of transparency and integrity with all Sectors committed to prevention of corruption.

#### The Mission

To prevent and combat corruption in order to promote service delivery, rule of law and economic development in Lesotho.

### 1.1. Strategic Goals and Objectives

Strategic Goals	Strategic Objectives
<b>1. Transparent and accountable Systems</b>	1.1 To strengthen recruitment, procurement and tendering processes and procedures by April 2016 1.2 To improve regulation of business registration process and practices by April 2016 1.3 To establish service standards regime for all Sectors of Society by 2017 1.4 To institutionalise declaration of assets and interests regime in Lesotho by 2017
<b>2. Awareness and knowledge of the scourge of corruption and its implications</b>	2.1 To sensitise the entire nation about corruption and its implications by 2019 2.2 To prevent moral decay from households level by 2016
<b>3. Improved legislation and prosecution to deter corrupt practices</b>	3.1 To maintain relevance of anti-corruption legal tools to emerging corruption challenges by 2019 3.2 To Conclude corruption cases pending in the courts of law by 2019
<b>4. Fully capacitated Anti-Corruption Oversight Bodies.</b>	4.1 To establish autonomy for Anti-Corruption Oversight Bodies by 2017.

## 1.2. NACSAP Implementation and Monitoring

### 1.2.1. NACSAP Action Plan

<b>Strategic Goal 1: Transparent and Accountable Systems</b>				
<b>Strategic Objectives</b>	<b>Strategies</b>	<b>Actions</b>	<b>Timeline</b>	<b>Responsible Institution</b>
<b>1.1 To strengthen recruitment, procurement and tendering processes and procedures by April 2016</b>	1.1.1 Review the recruitment process to cater for transparent advertising of positions, selection, assessment and placement in the Public Sector and Parastatals	1.1.1.1 Review the Public Service and Parastatals Human Resource Policies 1.1.1.2 Monitor implementation of the reviewed Human Resource Policies 1.1.1.3 Establish a screening process for senior public servants	Jun '15 Aug '15 Sep '15	Min. of Public Service.
	1.1.2 Review the procurement and tendering processes to cater for transparent and accountable processes	1.1.2.1 Develop Procurement Act with tight control measures to implement strict procedures manuals which will be known to public. 1.1.2.2 Review Public Procurement Regulations of 2007 and Stores Regulations of 1967 as to align with the new Procurement Act 1.1.2.3 Monitor implementation of the Public Procurement Regulations	Dec '16 Feb '17 Apr '18 Feb '19	Min. of Finance

		1.1.2.4 Introduce screening and vetting of service providers to avoid conflict of interest	Dec '15	DCEO
		1.1.2.5 Establish mechanisms for monitoring and evaluation of adherence to Policies and procedures	June '17	Min. of Finance
		1.1.2.6 Publish the procurement policy and procedures manual to public for information	Apr '16	Min. of Finance

<b>1.2 To improve regulations of business registration process and practices by April 2016</b>	1.2.1 Strengthen the registration and regulations to ensure integrity in business registration processes	1.2.1.1 Review and amend business registration and practice regulations	May '15	MTICM
		1.2.1.2 Monitor post registration business activity to ensure it conforms to stipulations of the licences held.	Jul '15	
		1.2.1.3 Mobilize businesses (small, medium and large) to register with formal business associations	Feb '15	
		1.2.1.4 Adopt a name and shame approach for businesses involved in corruption	Sept '15	
	1.2.2 Vetting of companies during registration and renewal of traders licenses	1.2.2.1 Establish the procedure for vetting of companies during registration and renewal of traders licenses	Nov '15	
		1.2.2.2 Enforce the procedure of vetting of companies during registration and renewal of traders licenses	Jan '16	

<b>1.3 To establish service standards regime for all Sectors of Society by 2017</b>	1.3.1 Establish system Integrity Committees in all government ministries, agencies, private sector, parastatals and NGOs	1.1.1.1 Recruit officials from all Sectors into SIC's	Jan '15	DCEO
		1.3.1.2 Augment capacities of SICs in all Sectors	Apr '15	DCEO
		1.3.1.3 Monitor and evaluate effectiveness of SICs	Jun '15	DCEO
	1.3.2 Adopt service charter in Public and Private Sectors	1.3.2.1 Develop and implement clear service processes and standard operating procedures	Apr '15	All Gov. Min. and Private Sector
		1.3.2.2 Document and publish minimum requirements for services and commit to turn-around times	Apr '15	
<b>1.4 To institutionalise declaration of assets and interests regime in Lesotho by 2017</b>	1.4.1 Strengthen the declaration of assets and interests by all in the Public Sector and Parastatals	1.4.1.1 Review the declaration of assets and interests regime	Jun '15	Gov. Min. and Private Sector
		1.4.1.2 Sensitise stakeholders on declaration of assets and interests regime	Dec '15	
		1.4.1.3 Implement the declaration of assets and interests regime	Feb '16	DCEO

**Strategic Goal 2: Improved awareness and knowledge of the scourge of corruption and its implications**

<b>Strategic Objectives</b>	<b>Strategies</b>	<b>Actions</b>	<b>Timeline</b>	<b>Responsible Institution</b>
<b>2.1 To sensitize the entire nation about corruption and its implications by 2019</b>	2.1.1 Formulate anti-corruption initiatives in Primary and High schools for sensitisation of the youth	2.1.1.1 Hold teachers regional and national anti-corruption sessions/workshops	Apr '15	MoET
		2.1.1.2 Establish anti-corruption clubs from primary school level to tertiary	Sept '15	
		2.1.1.3 Hold students regional and national anti-corruption debate competitions	Apr '16	
		2.1.1.4 Develop anti-corruption drama materials and train students to perform during teacher parents meetings	Jul '15	
		2.1.1.5 Disgorge the culture of silence and instil anti-corruption tendencies using church platforms	Apr '15	
	2.1.2 Develop school curricula to accommodate corruption related issues	2.1.2.1 Review school curricula to incorporate anti-corruption aspects	Jan '16	MoET
		2.1.2.2 Establish code of good behaviour and practice in secondary school curriculum	Jan '16	
	2.1.3 Sensitize Community Leaders and Parliamentarians on corruption and its ramifications	2.1.3.1 Hold road shows for Community Leaders and Politicians on undesirable effects of corruption	Nov '15	DCEO
			Dec '14	DCEO

		<p>2.1.3.2 Include a “corruption watch” in all newspapers and social media</p> <p>2.1.3.3 Open Parliamentary Portfolio committees sitting to Public and Media coverage</p> <p>2.1.3.4 Institutionalize annual National Anti-Corruption Day to be observed across districts with full activity.</p>	Aug '16	GOL
	2.1.4 Capacitate Community Based Organizations against corruption	<p>2.1.4.1 Develop policies that will guide community based organizations in the fight against corruption</p> <p>2.1.4.2 Mobilize registered associations and recognised groups against corruption</p> <p>2.1.4.3 Train registered associations and recognised groups on good moral values and anti-corruption behaviour</p>	<p>Apr '15</p> <p>Dec '14</p> <p>Mar '15</p>	<p>DCEO</p> <p>Civil Society</p> <p>Civil Society</p>
<b>2.2 To prevent Moral decay from households level by 2016</b>	2.2.1 Instil ethics, good moral values and integrity in society	<p>2.2.1.1 Mobilize faith-based organizations to explicitly preach against corrupt activities</p> <p>2.2.1.2 Resuscitate Basotho good cultural values and norms through different community fora</p> <p>2.2.1.3 Lobby associations and registered groups to teach and observe good morals and values</p>	<p>Jan '16</p> <p>Jan '16</p> <p>Jan '16</p>	<p>Civil Society</p> <p>Civil Society</p> <p>Civil Society</p>

**Strategic Goal 3: Improved legislation and prosecution to deter corrupt practices**

<b>Strategic Objectives</b>	<b>Strategies</b>	<b>Actions</b>	<b>Timeline</b>	<b>Responsible Institution</b>
<b>3.1 To maintain relevance of anti-corruption legal tools to emerging corruption challenges by 2019</b>	3.1.1 Review legislation in order that it remains relevant to all forms of corruption	3.1.1.1 Undertake a research to establish consistent relevance of existing laws to corruption prevention	Apr '15	Min. of Law and DCEO
		3.1.1.2 Amend laws to include clauses that deal with newly emerging forms of corruption	Sep '15	Min. of Law
		3.1.1.3 Legislate Corporate Governance to enforce observation of good corporate practice.	May '16	Legislature
	3.1.2 Develop and implement code of ethics	3.1.2.1 Enact law on code of ethics for leadership 3.1.2.2 Sensitize political parties and community based organisations about the new code of ethics law	Oct '15 Jan '16	Legislature Min. of Law

	3.1.3 Legalize establishment of System Integrity Committees	3.1.3.1 Amend the Prevention of Corruption and Economic Offence Act to provide for establishment of Integrity Committees 3.1.3.2 Formulate Anti-Corruption Regulations to operationalize the Systems Integrity Committees in conformity to the Anti-Corruption Act	Oct '15  Dec '15	Min. of Law  Min. of Law
	<b>3.2 To conclude corruption cases pending in the courts of law by 2019</b>	3.1.3 Create a conducive environment for reporting of corrupt activities  3.2.1 Expedite prosecution of corruption related cases	3.1.1.1 Lobby media houses to participate by allocating slots for corruption related issues 3.1.1.2 Protect whistle blowers to facilitate reporting of corruption related incidents  3.2.1.1 Prepare schedule of pending cases to present for special court sessions 3.2.1.2 Organize special court sessions for timely resolution of corruption cases 3.2.1.3 Improve on timely hearing of corruption cases and apply maximum penalty sentences avoiding payment options	July '15  April '15  May '15  Sept '15  Oct '15

**Strategic Goal 4: Fully capacitated Anti-Corruption Oversight Bodies**

Strategic Objectives	Strategies	Actions	Timeline	Responsible Institution
<b>4.1 To establish autonomy for Anti-Corruption Oversight Bodies by 2017</b>	4.1.1 Review the laws that provide autonomy to the Anti-Corruption Oversight Bodies	4.1.1.1 Lobby Members of Parliament from their constituencies to support amendment of Laws 4.1.1.2 Amend laws that will provide autonomy to the Anti-Corruption Oversight Bodies	Oct '15  Oct '15	Civil Society  Min. of Law
	4.1.2 Equip Anti-Corruption Oversight Bodies with necessary resources and skills	4.1.2.1 Lobby Members of Parliament for budget support to Anti-Corruption Oversight Bodies 4.1.2.2 Request development partners to render support through technological infrastructure, skills and equipment	Dec '15  Dec '15	Civil Society  Ministry of Foreign Affairs

### 1.2.2. NACSAP Monitoring, Evaluation and Reporting

The monitoring and evaluation of this National Anti-Corruption Strategy and Action Plan will play a pivotal role in ensuring that the plan is implemented successfully. Monitoring and Evaluation system should be put in place supplemented by periodic reporting on implementation of strategies and related action plans. Corrective action should be continuously made to ensure that the plan is still relevant taking into account changes in the operational environment. Strategic Plan implementation progress reports should be prepared quarterly with half yearly cumulative reports and Exceptional Reports to give account of extra-ordinary issues that require attention during implementation and where there are challenges decisions should be made to deal with hindrances.

Periodic meetings facilitated by DCEO should be held where different sectors will present progress in implementing the strategies and the coordination mechanisms in terms of the National Anti-Corruption Coordination Committee (NACCC) comprises the representatives from Executive; Judiciary; Legislation Traditional Leaders; Youth Council; Private Sector; Civil Sector; Media and Faith Based Organisation should be formalized. This structure should be resourced to coordinate implementation of the NACSAP, undertake monitoring and evaluation and report periodically about progress and challenges as well as decisions made to overcome challenges. Review of NACSAP should take place continuously on the basis of newly emerging forms of corruption and changes in the enabling environment.

NACSAP Monitoring and Evaluation Matrix

Strategic Objectives	Impact Indicators	Strategies	Output Indicators
<b>1.1 To strengthen recruitment, procurement, tendering processes and procedures by April 2016</b>	<ul style="list-style-type: none"> <li>• Transparent recruitment process</li> <li>• Transparent and proper tendering process and procedures</li> </ul>	1.1.1 Review the recruitment process to cater for transparent advertising of positions, selection, assessment and placement in the Public Sector and Parastatals	<ul style="list-style-type: none"> <li>• Documented Reports of reviewed recruitment processes</li> <li>• Report of Reviewed Tendering processes and procedures.</li> </ul>
		1.1.2 Review the Procurement and Tendering processes to cater for transparent and accountable processes	<ul style="list-style-type: none"> <li>• Document on reviewed procurement and tendering processes</li> </ul>
<b>1.2 To improve regulation of business registration process and practices by April 2016</b>	<ul style="list-style-type: none"> <li>• Decrease in issuing of business licenses without following proper processes</li> </ul>	1.2.1 Strengthen the registration regulations to ensure integrity in business registration processes	<ul style="list-style-type: none"> <li>• Reports on business inspections carried out by authorities.</li> <li>• Documents on reviewed business registration regulations</li> </ul>

Strategic Objectives	Impact Indicators	Strategies	Output Indicators
		1.2.2 Vetting on companies during registration and renewal of traders licences	<ul style="list-style-type: none"> <li>• Reports on registration and renewal of Traders Licences and operations.</li> </ul>
<b>1.3 To establish service standards regime for all sectors of society by 2017</b>	<ul style="list-style-type: none"> <li>• Improved service delivery in Lesotho</li> <li>• Decrease in offers of bribes by public</li> </ul>	1.3.1 Establish system integrity committees in all government Ministries, agencies, Private Sector, parastatals and NGOs	<ul style="list-style-type: none"> <li>• One System Integrity Committee in every Ministry</li> </ul>
		1.3.2 Adopt service charter in public and private sectors	<ul style="list-style-type: none"> <li>• Service Charter adopted and documented for all services</li> </ul>
<b>1.4 To institutionalize declarations of assets and interests regime in Lesotho by 2017</b>	<ul style="list-style-type: none"> <li>• Instilled conscience against corrupt activities</li> <li>• Decrease in crime related to corruption</li> </ul>	1.4.1 Strengthen the declaration of assets and interests by all in the Public Sector and Parastatals	<ul style="list-style-type: none"> <li>• Number of Declaration of assets records held per annum</li> </ul>
		1.4.2 Employees in all sectors declare assets & interest during annual performance appraisal	<ul style="list-style-type: none"> <li>• Asset declaration forms filled and vetted</li> </ul>

Strategic Objectives	Impact Indicators	Strategies	Output Indicators
<b>2.1 To sensitize the entire nation about corruption and its implications by 2019</b>	<ul style="list-style-type: none"> <li>• Improved accounting for resource usage</li> <li>• Increased reporting of corruption related activities</li> </ul>	2.1.1 Formulate anti-corruption initiatives in Primary and High Schools for sensitization of the youth	<ul style="list-style-type: none"> <li>• Document on anti-corruption initiatives in schools</li> </ul>
		2.1.2 Develop school curriculum to accommodate corruption related issues	<ul style="list-style-type: none"> <li>• New School Curriculum incorporating Anti-Corruption</li> </ul>
		2.1.3 Sensitize community leaders and parliamentarians on corruption and its ramifications	<ul style="list-style-type: none"> <li>• Reports of Road Shows held for community leaders and Parliamentarians</li> </ul>
		2.1.4 Capacitated Community Based Organizations (CBO) against corruption	<ul style="list-style-type: none"> <li>• Reports of support rendered to CBOs</li> </ul>
<b>2.2 To prevent moral decay from household level by 2016</b>	<ul style="list-style-type: none"> <li>• High level of integrity in society</li> <li>• Improved observance of good moral values</li> </ul>	2.2.1 Instil ethics, good moral values and integrity in society	<ul style="list-style-type: none"> <li>• Reports on training/awareness creation on Activities to teach good morals and integrity</li> </ul>

Strategic Objectives	Impact Indicators	Strategies	Output Indicators
<b>3.1 To maintain relevance of anti-corruption legal tools to emerging corruption challenges by 2019.</b>	<ul style="list-style-type: none"> <li>• Decrease in the level of corruption in Lesotho</li> </ul>	3.1.1 Review legislation in order that it remains relevant to all forms of corruption  3.1.2 Develop and Implement code of ethics  3.1.3 Legalize establishment of System Integrity Committees  3.1.4 Create a conducive environment for reporting corrupt activities	implemented  <ul style="list-style-type: none"> <li>• Amended legal Documents in line with new forms of corruption</li> <li>• Code of Ethics document</li> <li>• Gazetted SICs</li> <li>• Increase in the number of corrupt activities reported</li> </ul>
<b>3.2 To conclude corruption cases pending in the courts of Law by 2019</b>	<ul style="list-style-type: none"> <li>• Decrease in the level of corruption in Lesotho</li> </ul>	3.2.1 Expedite prosecution of corruption related cases	<ul style="list-style-type: none"> <li>• Number of Corruption Cases concluded within a year</li> </ul>

Strategic Objectives	Impact Indicators	Strategies	Output Indicators
<b>4.1 To establish autonomy for Anti – Corruption Oversight Bodies by 2017</b>	<ul style="list-style-type: none"> <li>• Oversight bodies take action on Auditor General’s Reports</li> <li>• Parliament demand accountability on use of allocated funds</li> </ul>	4.1.1 Review the laws that provide autonomy to the Anti-Corruption Oversight Bodies	<ul style="list-style-type: none"> <li>• Amended laws establishing corruption oversight bodies</li> </ul>
		4.1.2 Equip Anti-Corruption Oversight Bodies with necessary resources and skills	<ul style="list-style-type: none"> <li>• Report on skills provided and resources allocated</li> </ul>

## ANNEXTURES:

### 1. SWOT Table

<b>INTERNAL ENVIRONMENT</b>	
<b>Strengths</b>	<b>Weaknesses</b>
<ol style="list-style-type: none"> <li>1. Formal administration structures from grassroots</li> <li>2. Common language</li> <li>3. High Literacy Levels</li> <li>4. Sound Legal Framework</li> <li>5. Political Will</li> <li>6. DCEO established</li> <li>7. Common culture</li> <li>8. Political stability</li> <li>9. Christianity dominance</li> <li>10. Educational institutions</li> </ol>	<ol style="list-style-type: none"> <li>1. Poor enforcement of laws</li> <li>2. Insufficient resources to fight corruption</li> <li>3. Ineffective coordination of structures to fight corruption at national level</li> <li>4. Putting self before the country</li> <li>5. Politicization of the public service</li> <li>6. Dependence on donor support</li> <li>7. Outdated legislation</li> <li>8. Leniency on sentencing</li> </ol>
<b>EXTERNAL ENVIRONMENT</b>	
<b>Opportunities</b>	<b>Threats</b>
<ol style="list-style-type: none"> <li>1. Funding from development partners</li> <li>2. International membership</li> <li>3. Political Will</li> <li>4. Technological advancement</li> <li>5. International best practices</li> <li>6. Access to media</li> <li>7. International consultancies</li> </ol>	<ol style="list-style-type: none"> <li>1. High regional unemployment</li> <li>2. Global Economic recession</li> <li>3. Resistance to change</li> <li>4. Cross culture effects</li> <li>5. Human and drug trafficking</li> <li>6. Cross border crime</li> </ol>

## 2. PESTELI Analysis

<b>POLITICAL ENVIRONMENT</b>	<b>IMPLICATIONS</b>
<ol style="list-style-type: none"> <li>1. Lack of political maturity</li> <li>2. Politicized public service</li> <li>3. Political will</li> <li>4. Political stability</li> <li>5. Political interference</li> </ol>	<ol style="list-style-type: none"> <li>1. Vulnerability to misuse</li> <li>2. Poor and biased service delivery</li> <li>3. Conducive environment to fighting corruption</li> <li>4. Encourages patriotism and attraction of foreign investment</li> <li>5. Unfair administration of justice</li> </ol>
<b>ECONOMICAL ENVIRONMENT</b>	<b>IMPLICATIONS</b>
<ol style="list-style-type: none"> <li>1. High inflation and interest rate</li> <li>2. Illegal connections to utility services</li> <li>3. Monopoly of service delivery</li> <li>4. High levels of unemployment</li> <li>5. Lesotho is a cash based economy</li> </ol>	<ol style="list-style-type: none"> <li>1. Discourage savings and less purchasing power</li> <li>2. Unaffordable service tariffs</li> <li>3. Retards provision of services</li> <li>4. Increase in crime, poverty and corruption</li> <li>5. Difficulty in tracking fraudulent transactions</li> </ol>
<b>SOCIAL ENVIRONMENT</b>	<b>IMPLICATIONS</b>
<ol style="list-style-type: none"> <li>1. Hunger for power</li> <li>2. Urban migration</li> <li>3. In-migration</li> <li>4. Brain drain</li> <li>5. Non-support of local products and services</li> <li>6. High levels of bribery</li> <li>7. Gender inequality</li> </ol>	<ol style="list-style-type: none"> <li>1. Vulnerability to misuse</li> <li>2. Over-stretched service delivery</li> <li>3. Culture shock</li> <li>4. Poor professional service delivery</li> <li>5. Unethical conduct and loss of our culture</li> <li>6. Unfair provision of services and poorly constructed public facilities</li> <li>7. Domination and oppression</li> </ol>
<b>TECHNOLOGICAL</b>	<b>IMPLICATIONS</b>
<ol style="list-style-type: none"> <li>1. Technological Advancement</li> <li>2. Slow rate of development in technological infrastructure</li> </ol>	<ol style="list-style-type: none"> <li>1. Cyber Fraud and Improved service delivery</li> <li>2. Increase in technologically facilitated corruption</li> </ol>
<b>ENVIRONMENTAL</b>	<b>IMPLICATIONS</b>
<ol style="list-style-type: none"> <li>1. Poor enforcement of environmental laws</li> <li>2. Availability of resources</li> </ol>	<ol style="list-style-type: none"> <li>1. Industrial activities leading to environmental degradation, unnecessary health risks,</li> </ol>

<ol style="list-style-type: none"> <li>3. Inadequate Environmental Management Expertise</li> </ol>	<ol style="list-style-type: none"> <li>extinction risk of flora and fauna.</li> <li>2. Can improve economic growth</li> <li>3. Failure to regulate investors</li> </ol>
<b>LEGAL ENVIRONMENT</b>	<b>IMPLICATIONS</b>
<ol style="list-style-type: none"> <li>1. Enforcement and execution of anti-corruption laws</li> <li>2. Tax evasion</li> <li>3. Subscription to international conventions</li> </ol>	<ol style="list-style-type: none"> <li>1. Deterrence on corruption activities, Low economic growth,</li> <li>2. Unfair/unjust enrichment</li> <li>3. Knowledge of latest trends in corruption issues</li> </ol>
<b>INTERNATIONAL ENVIRONMENT</b>	<b>IMPLICATIONS</b>
<ol style="list-style-type: none"> <li>1. International and regional cooperation</li> <li>2. Donor driven development</li> <li>3. Organized syndicates</li> </ol>	<ol style="list-style-type: none"> <li>1. Exchange expertise and skills transfer</li> <li>2. Compromises national priorities</li> <li>3. Destabilization of prevention programmes</li> </ol>