Kingdom of Lesotho

Lesotho

United Nations Development Programme

Country: Lesotho

Programme Document

Project Title	**Programme on Reform of Governance, Rights and Empowerment for Sustained Stability (PROGRESS)**
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.

Under the overall objective of *"Democratic Governance and civil society institutions and processes strengthened to undertake peaceful resolution of disputes, deepen democratic governance, respect for human rights and active citizenship participation"*:

Output 1: Government of Lesotho, political parties, civil society and other stakeholders supported to muster and sustain a consultative process to deliver comprehensive and participatory reforms.

Output 2: Technical and expert support provided to stakeholders with regard to the national reform agenda (constitution, public service, judiciary, security sector, parliamentary, etc.)

Expected Output(s):

Output 3: Non-state actors provided with support and facilitated to undertake advocacy and capacitated to actively participate in the reform process.

Output 4: Key institutions of governance supported to better deliver on their mandate and universal personal and human rights promoted and monitored.

Output 5: Process and technical support provided to national stakeholders to develop a sustainable national capacity for conflict prevention and peaceful management and resolution of conflicts.

Output 6: Youth participation and inclusion enhanced through the mainstreaming of their activities/agenda in government, civil society and UN programming.

Implementing Partner:	Ministry of Development Planning

Responsible Parties:

Ministry of Law, Constitutional Affairs and Human
and Human Rights, Ministry of Public Service,
Christian Council of Lesotho (CCL)
Parliament of the Kingdom of Lesotho (Senate and National Assembly)
Independent Electoral Commission (IEC)
Lesotho Council of NGOs (LCN)
Directorate on Corruption and Economic Offenses (DCEO)

Brief Description

Through the Programme on Reform of Governance, Rights and Empowerment for Sustained Stability (PROGRESS) in Lesotho, UNDP aims to support its national partners in the further entrenchment of democratic principles and stability. PROGRESS is guided by the overall objective of project aims at supporting and order as espoused in the Country Programme objective: **"Democratic Governance and civil society institutions and processes strengthened to undertake peaceful resolution of disputes, deepen democratic governance, respect for human rights and active citizenship participation".** Within this overall objective, the project aims to:

1. Support the execution of a credible, participatory and inclusive reform agenda in Lesotho through provision of process, technical and advisory support;

2. Enhance the participation of citizens in all the stages of the reform process through facilitating citizens' inputs, support to joint government-civil society forums, and supporting alternative and complimentary forums for civil society organizations;

3. Deepen a culture of good governance and human rights protection through strengthening the capacity of key institutions of governance (parliament, election management body, the Human Rights Unit and the National Human Rights Commission) and ensuring civil society participation;

4. Support the development of a sustainable national capacity for conflict prevention and peaceful management and resolution of conflicts through the establishment of a multi-stakeholder national mechanism for peace under the framework of a 'national peace architecture';

5. Enhance youth empowerment and participation through UN-wide youth-targeted programming around priority areas of the Sustainable Development Goals and through youth mobilization, sensitization and education on the country's reform agenda.

Total resources required	$ 9,529,600.00
Total allocated resources:	$ 450,000.00
Regular UNDP	$ 450,000.00
• Other: TBD	
○ ___-_____	
○ Government__-___	
Unfunded budget:	$ 9,079,000.00
In-kind Contributions ___-____	

Atlas Award ID:	96045
Start date:	5 April 2016
End Date	31 December 2020
PAC Meeting Date:	5 April 2016
Management Arrangements: NIM	
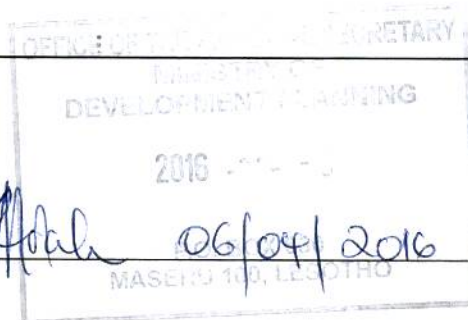
Agreed by (Government): _____ 06/04/2016

Agreed by (UNDP): _____

II.   SITUATIONAL ANALYSIS

Through its Governance and Peace-building Unit, UNDP Lesotho has in the past supported the government and the people of the Kingdom of Lesotho through programmes and processes aimed at building capacity and provision of funds to civil society organizations in promoting dialogue for political stability, and advocacy for civic engagement; promotion of human rights and training of staff and technical expertise of the Government of Lesotho Human Rights Unit, and the Office of the Ombudsman. improved functioning of Parliament through capacity building of both the Senate and the National Assembly; development of a credible elections process and uncontested elections outcome through capacity building and technical support to the country's elections management body. These past efforts registered considerable success and allowed UNDP, and the UN in general, to remain constructively engaged in the country's democratic development process through different phases The UNDP believes that achieving sustainable results to curb recurring and perennial political crises requires sustained and longer-term efforts.

This programme aims to build on and as well as expand previous efforts. It is motivated both by pressing and persisting challenges of governance in Lesotho as well as current and emerging opportunities.

The collapse of Lesotho's first coalition government elected in 2012 and the attendant instability and insecurity particularly from 2014 signals the persisting challenges attributable to, among other factors, a security apparatus which is in need of reforms; fractious politics and the proliferation of personality-driven political parties viewed mainly as vehicles for gaining political power; and enfeebled institutions of governance. The instability leading to, and subsequent to the 2014 collapse of the coalition government persisted even after the snap elections in February 2015. Today, Lesotho's continued instability is evidenced by:

- The ongoing intervention by the regional Southern Africa Development Community's (SADC) through a 'Facilitator' and the recently concluded Commission of Inquiry (CoI) into instances of insecurity in 2014 and 2015;
- The flight into exile of opposition leaders and army personnel on security fears;
- The opposition boycott of parliament;
- Unclear roles and responsibilities between the army and police;
- Cases of human rights violations including detention and torture (Habeas Corpus cases filed by families of detained soldiers, statements by CSOs and media reports.)

The decline in revenue income as witnessed by dwindling SACU contributions; the suspension of the Millennium Challenge Corporation account and the yet to be renewed AGOA Free Trade Agreement; and a devastating country and region-wide drought with serious consequences for food security; all suggest an unfavourable economic outlook. Viewed collectively these circumstances make for an austere future for the country.

In spite of these challenges, the peaceful transfer of power from the incumbent to the opposition after the February 2015 snap elections suggests elements of a nascent political culture which should be nurtured. The broadly representative coalition of parties in government presents opportunities for consensus building on a national agenda. More significantly, the articulation of a comprehensive raft of reforms by the new government provides a singularly important opportunity to work with the government and other stakeholders to get to some of the fundamental and structural causes of Lesotho's recurrent instability. In particular, the Government of Lesotho has formally requested the UN to support the implementation of its reform agenda through stakeholder process facilitation, provision of technical expertise, and resource mobilization for the reforms. Importantly, SADC

continues to play a critical stabilizing role. The reform agenda of the government is therefore potentially bolstered by the SADC intervention whose findings though the CoI strengthen the case for reforms and creates a sense of urgency. The reform process creates the opportunity for widened civil society engagement including ensuring the informed participation of the youth of Lesotho and other governance institutions including Parliament.

In addition, the completion of the legislative process for the bill establishing the National Human Rights Commission will create the opportunity to further support the promotion and protection of citizen's rights.[1]

Specifically, under PROGRESS, UNDP aims to:

1. Support the execution of a credible, participatory and inclusive reform agenda in Lesotho through provision of process, technical and advisory support;

2. Enhance the participation of citizens in all the stages of the reform process through facilitating citizens' inputs, support to joint government-civil society forums, and supporting alternative and complimentary forums for civil society organizations;

3. Deepen a culture of good governance and human rights protection through strengthening the capacity of key institutions of governance (parliament, election management body, the Human Rights Unit and the National Human Rights Commission) and ensuring civil society participation;

4. Support the development of a sustainable national capacity for conflict prevention and peaceful management and resolution of conflicts through the establishment of a multi-stakeholder national mechanism for peace under the framework of a 'national peace architecture';

5. Enhance youth empowerment and participation through UN-wide youth-targeted programming around priority areas of the Sustainable Development Goals and through youth mobilization, sensitization and education on the country's reform agenda.

This five-year programme will be implemented by the UNDP's Governance and Peace-building Unit under the leadership of the Resident Representative. Technical and advisory support will be provided by area and thematic experts from UN Headquarters entities including the Bureau for Policy and Programme Support (BPPS), Department of Political Affairs (DPA) and the Office of the High Commissioner for Human Rights (OHCHR), among others.

III.   BACKGROUND

In almost all of its entire 50 years since independence, Lesotho has experienced cycles of political instability which at times degenerated into serious violence and loss of lives. Given the ethnic/racial and cultural homogeneity of its society, Lesotho presents a somewhat atypical profile of a divided society and politically unstable country. Historically, the fissures in the country are often traced back to the pre-independence political formations which coalesced around two main parties, the Basotho National Party (BNP) and the Basutoland Congress Party (BCP). Ideologically, the BNP was considered the conservative party while the BCP had a more radical, pan-Africanist liberationist

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[1] As of this LPAC (April 5, 2016), the Bill is awaiting action by the National Assembly having been referred back there by the Senate.

orientation. A third party, the traditionalist Marematlou Freedom Party which favoured an absolute monarchy faded away soon after independence.

The two main parties shaped a 'Congress vs. Nationalist' divide which, once entrenched, came to permeate all major aspects of social reality and organizing including, for example, Christian church formations in which Catholics and Protestants were viewed as belonging exclusively to opposite sides. Indeed, some accounts of Lesotho's history suggest that the churches themselves played a role in the creation and entrenchment of the Congress-Nationalist divide. This split at times emulated racial and ethnic divisions elsewhere as, for example, marriages across the line were viewed as unusual. Harassment of rivals or reward of allies, exclusion or inclusion, victimization, etc., which characterize politics in ethnically/racially polarized societies, were meted out along political party lines.

A critical juncture in Lesotho's early post-independence history was the 1970 election in which the incumbent Prime Minister Chief Leabua Jonathan and his BNP, reportedly having sensed defeat, abrogated the constitution and stayed on with the support of the military that the BNP forged out of the former national police. This action precipitated the ongoing challenge of a perceived politicized and interventionist military that the country is yet to shake off. Since the 1970 event, political parties in power have often used the military as an alternative source of power. The abrogation of the constitution led to a short-lived BCP-led armed insurgency. Since 1970, there have been 5 coups or attempted/alleged coups beginning from the one in 1986 in which the BNP-created military ironically removed Jonathan and led to military rule up to 1993. Other military or alleged military interventions included those in 1991, 1994, 1998 and the most recent one in 2014 from which the country is still reeling.

Politically-motivated killings and other forms of violations took place repeatedly during Lesotho's upheavals and periods of undemocratic rule. While the country officially returned to civilian and democratic rule in 1993, the instability has persisted. Importantly, save for an attempt at national dialogue in 1995, through the various 'transitions', there has not been a national process of engaging with the country's troubled past in a manner that would have led to concerted reforms, redress, national reconciliation and unity.

While the political-party landscape has changed dramatically in the last 20 years, today's 24-plus political parties all trace their parentage to the original two and, in spite of shifting alliances, the historical Congress-Nationalist divide remains alive. Currently, the crevices manifest in, among others, a military perceived by some sections of society as a force in the country's politics and enjoys or seeks a symbiotic relationship with sections of the political class; a multiplicity of personality-driven political parties and the new spectre of unstable political coalitions; and enfeebled institutions such as the police, the judiciary, anti-corruption agency, etc., resulting in weak enforcement of the rule of law and protection of rights. There also exists currently an unclear division of roles and responsibilities between the Lesotho Defence Force and the Lesotho Mounted Police over who has jurisdiction over law and order matters.

Other forms of conflicts in Lesotho include those over allocation of land and between settled property developers and livestock owners. Traditional chiefs and elected council members often feud over apparently overlapping roles and responsibilities causing tensions between their respective followers. A potentially explosive conflict which has become more pronounced in the recent past revolves around disputes between rival groups over control and sales of traditional music known as 'Famo'. Conflicts over Famo music have been escalating with gang-style shooting deaths in the recent past. A troubling aspect of the Famo conflict is its increased brutality coupled with the alleged political sponsorship or affiliation of the rival groups.

The role of the state as the single largest employer, the small size of the private sector and equally relatively small organized civil society cohort limits the effectiveness of non-state organizing.

Within this reality, each of the kingdom's election has been attended by anxiety and uncertainty with the results being disputed in all the national elections since independence except those in 2002. Some of these electoral disputes have exploded into violence, the worst of which was experienced in 1998. The serious violence in 1998 was marked SADC military intervention and the by riots, looting and widespread arson that ensued. As of 2015, there were over 24 registered political parties, 10 of which are represented in parliament following the February 2015 elections. This multiplicity of political parties and contenders at each election has reduced the likelihood of a winning party with an outright mandate to form a government. Instead, the last two elections (2012 and 2015) demonstrated the increased reality that no single political party was able to muster enough support to form a government by itself. Thus, those two elections resulted in Lesotho's new experiment in coalition governments.

Where well-managed and effective, coalition governments can be the basis for consensus politics and can create a sense of broad inclusion and participation in government by citizens. However, coalitions can also be unstable and prone to disharmony, often leading to the abrupt collapse of the government and unplanned elections which developing countries such as Lesotho can ill-afford. Countries that have avoided this latter eventuality have tended to invest in continuous dialogue and consensus-building among the coalition partners as well as within the broader society. In the case of Lesotho, the experiment with coalition governments got off to a shaky start following the 2012 elections. The deterioration of the working relations amongst the three coalition partners greatly impaired the ability of the government to pursue its agenda in and out of parliament, and triggered events that would led to its eventual collapse in 2014 and early elections in February 2015.

Even after the peaceful elections in February 2015 and transfer of power to yet another coalition, the country continues to reel from the consequences of the failed first experiment. Furthermore there is the possibility that the new 7-party coalition government may collapse and plunge the country into further political instability.

IV. PREVIOUS UNDP INTERVENTIONS AND LESSONS LEARNED

PROGRESS aims to build on and expand UNDP's previous efforts. It is aligned to the National Strategic Development Plan for 2013-2017 and also to the current Government's Coalition Agreement for Stability and Reform. It seeks to respond to pressing and persisting challenges of governance in Lesotho by leveraging UN's strategic advantages and capitalizing on current and emerging opportunities. Previous UNDP support provides important lessons which inform this proposal.

Linking institutional support to necessary sector and constitutional reforms: Under the Consolidation of Democracy and Good Governance in Lesotho (CDGG) Project which commenced in 2010 and ended in 2014, UNDP supported governance institutions to deepen democracy and good governance through, among others, improved electoral processes. This support contributed enormously to IEC's delivery of credible elections. However, in light of the lack of a clear winner in the last two elections, the country needs a clear procedural and legal framework for coalition governance. Support to the two chambers of Parliament ensured improved legislative capacity and participation of citizens; while support to the Human Rights Unit ensured better treaty reporting

and human rights monitoring. In the long-term, however, the continued enfeeblement of institutions such as the judiciary, the police, the office of the ombudsman, etc., can only be rectified with the proper separation of powers between arms of government, requisite independence of institutions, capacity building and retention, and allocation of resources. Ensuring a fully accountable and effective security apparatus calls for specific policy and management reforms to security institutions. Public sector and constitutional reforms are critical in ensuring institutional effectiveness and capacity. The structure of the IEC and the system of appointing commissioners require a review in order for the IEC to retain and improve its ability to deliver credible elections. Reform of the electoral system is therefore critical at constitutional, legislative and administrative levels. Supporting the government to implement it reform agenda is a key contribution to enhancing democratic governance in the long term.

Building and sustaining national capacity for peace-building and conflict prevention: In past seven years, UNDP has supported the Heads of Churches ('Baruti') to play third-party interventions roles, largely drawing on their moral authority. The interventions of the Baruti particularly during the tense electoral periods and during episodes of insecurity such as prior to the 2012 elections and the recent one between 2014 and 2015 have been seen to contribute to peaceful elections, transitions and de-escalation of tensions. The Baruti have played a major role in promoting and facilitating dialogue among political leaders. However, national capacity for conflict management remains constrained by the small size of the religious leaders; the lack of a strong institutional support; the rotating nature of that leadership and subsequent loss of skilled individuals once they leave office; and the less than ideal working relationships between the religious leaders and other sections of civil society which leaves them isolated. The investment of capacity for peace-building and conflict prevention in ad hoc actors such as religious leaders has therefore been effective only up to an extent. While the skilled retired heads of churches remain within the country, it has not been possible to tap into their skills in times of need due to their non-participation in church matters. Perceptions of political affiliations also breed suspicion and mistrust among religious leaders whose key goals include mediating among political leaders.

These challenges suggest the need for a broader bulwark for peace-building involving diverse actors at multiple levels and with higher returns on and sustainable capacity building. From this perspective, the concept of a nationally-owned 'peace architecture' has merit. Lessons from other African countries suggest that the African Union-endorsed approach of national, multi-stakeholder mechanism for peace has made a difference in other countries and provided a locus for focused capacity building and refinement.

Being up-front about human rights protection: Lesotho generally speaking enjoys a fairly good record of human rights respect and observance. Commendably, the country has ratified all nine core human rights treaties, while UNDP support has helped improve its reporting. There is commitment on the part of the government to ensure the harmonization of the treaty bodies with national legislation; submit overdue treaty body reports; and implement the accepted Universal Periodic Review (UPR) recommendations. However the recent and unfolding episode of political turmoil triggered by the alleged attempted coup in August 2014 and the snap elections in February 2015 have been accompanied by reported deterioration of human rights and rule of law, as illustrated by cases of extra-judicial killings, enforced disappearances and torture as well as a challenge of an independent justice system. From its experiences elsewhere, the UN has increasingly affirmed the need to be upfront with regard to its normative mandate of protecting people's rights as a way of sustaining peace. Lessons in the recent past in Lesotho indicate that the UN is well able to balance its role as a supportive development partner while at the same time being

forthright and proactive about human rights protection. Providing support for monitoring and treaty reporting through capacity building, engaging with civil society, and invoking and proffering international standards, for example with regard to the establishment of the National Human Rights Commission are among the strategies for supporting human rights in Lesotho.

Engagement with non-state actors and investing in the youth: Much of UNDP's work on promoting and facilitating dialogue has been undertaken with and through non-state actors such as religious leaders. In spite of the small size of organized civil society in Lesotho, space exists for expanded collaboration in areas such as human rights protection, advocacy for sector and constitutional reforms, youth empowerment and participation, and the roll-out of the Sustainable Development Goals, among others. In particular, the SDGs development process revealed both the perception of severe marginalization of the youth from political, social and economic opportunities and their enthusiastic desire to be engaged. Despite the establishment of the National Youth Council under Ministry of Youth in 2012, the issues surrounding youth have yet to be mainstreamed within the national strategy and addressed as critical to the peace and stable development in Lesotho. UNDP therefore recognizes the need, and the opportunity, to invest in empowering youth and supporting their participation in governance and development.

V.   STRATEGY AND GUIDING PRINCIPLES FOR PROGRAMME IMPLEMENTATION

The strategy of this programme 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)
  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"*.
  d. Lesotho United Nations Development Assistance Plan (2013-2017)
  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. The Coalition Agreement for Stability and Reform (2015)
  h. Other key UNDP focus area documents such *"Evaluation of Lesotho Elections Report – 2012"*.

The strategy seeks to align outputs and outcomes to all the key documents cited in the paragraph above; and articulates a clear link between outputs and the financial and human resource inputs required to deliver them. 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 Programme Steering Committee and the Programme Manager. The monitoring and evaluation mechanism is further articulated below in the **Monitoring and Evaluation Framework.**

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 and the Accra Agenda for Action. 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 work plans.

VI.   THEORY OF CHANGE

Lesotho, might be a relatively small country, but the complexities of its politics and governance as well as issues of conflict, peace, justice and security are as daunting as those of other countries. In order for development and other programmes to achieve the desired impact, it is necessary that part of the programme development process is thinking through why the proposed approach will produce desired change in a given context.

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.

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 more inclusive participation – including - youth, women and people with disabilities, - including strong support from civil society organisations - in decision- making processes.

Furthermore, if key governance institutions such as Independent Electoral Commission (IEC), Parliament of the Kingdom of Lesotho, Office of the Ombudsman of the Kingdom of Lesotho and the Directorate on Corruption and Economic Offences (DCEO) improve the effectiveness of their oversight functions, 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 more equitable distribution of resources – thus lifting the most vulnerable off the clutches of debilitating poverty.

Given the centrality of elections in any democracy, the role of the elections management body is critical. Thus, if the Independent Electoral Commission receives early and timely support throughout the electoral cycle, then it will be able to conduct more credible elections; and there will be less post-election violence because the reasons for contestation of the results will be minimized.

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.

VII.   PROGRAMME OUTPUTS AND ACTIVITY RESULTS

The Overall Objective for this Programme: Democratic Governance and civil society institutions and processes strengthened to undertake peaceful resolution of disputes, deepen democratic governance, respect for human rights and active citizenship participation. All the programme outputs and activities ultimately draw their essence from this overall objective.

The proposed programme is made up of five (5) Key Components and 6 Outputs

Key Component One (1): Support to the Country's Reform Agenda

Component One will focus on supporting momentum for and requisite process for delivering on a participatory, inclusive, consultative, democratic and credible reforms. Key Component One will be implemented through two Outputs.

Output 1: Government of Lesotho, political parties, civil society and other stakeholders supported to muster and sustain a consultative process to deliver comprehensive and participatory reforms; and to resolve process problems as they may arise.

Actions under Output 1 include:

- o Provide a dialogue and consensus building expert to the Office of the Prime Minister for a period of at least one year
- o Organize stakeholder forums
- o Provide problem-solving support through dialogue facilitators for each stakeholders forum
- o Organize an international development partners roundtable on reforms
- o Provide resource mobilization support for the reforms

Output 2: Technical and expert support provided to the reform stakeholders with regard to the specific aspects of the reform agenda (constitution, public service, judiciary, security sector and parliamentary).

Specific actions under Output 2:

- o Training and capacity building of members of the reform mechanism including on process and technical aspects of management
- o Technical experts in specific sectors and thematic areas hired and provided to the reform process (Security sector, judiciary, parliamentary, public sector, land, etc.)
- o At least one overall constitutional expert provided
- o Secretariat support provided

Key Component Two (2): Support to Citizen Participation

This component will aim to ensure the effective participation of citizens in all the stages of democratic governance in general and particularly the reform process and will be implemented under Output 3.

The UN has long had a strong partnership with CSOs as natural allies for development issues. The partnering especially contributes to effectiveness of development interventions, particularly with respect to marginalized and vulnerable groups. CSOs have generally supported the UN and other Development Partners to "facilitate citizen action for democratic governance and development by supporting democratic governance through collective civic action for accountability". As contributors to positive social change, CSOs have supported dialogue mechanisms at multiple levels to promote inclusive participation in development processes; and facilitating multi-stakeholder platforms. CSOs in Lesotho have been active on many fronts, including facilitating key political dialogue that has on a number of occasions saved the country from degenerating into chaos.

Output 3: Non-state actors provided with support and facilitated to undertake advocacy and provide substantive inputs to the reform process.

Specific actions under Output 3:

- o At least 10 district-level and 1 national level civil society forums organized in collaboration with key civil society organizations;
- o CSO recommendations compiled and presented to the national reform entity
- o Joint government-civil society forums organized.

Key Component Three (3): Support to Governance Institutions and Promotion of Human Rights

Component Three will focus on supporting key institutions of governance and the promotion, protection and monitoring of human rights will be the focus of Output 4.

Output 4: Key institutions of governance supported to better deliver on their mandate and humans rights promoted and monitored.

Specific actions under Output 4:

Electoral Support:

Running successful elections largely depends on the overall electoral cycle management, including pre- and post-elections, as well as strengthening processes and capacities in-between. The Independent Electoral Commission (IEC) will continue to depend on support to manage key electoral processes and build individual and institutional capacities.

- o Conduct a needs assessment and provide capacity support to the IEC to ensure preparedness for the 2016 Local Government Elections and develop contingency plans in case of early National Assembly Elections (before 2020).
- o Hire an electoral expert and related support to advise IEC and stakeholders on post-electoral process and options, including consolidating acceptance of election outcome amongst stakeholders.
- o Provide technical support for the electoral process, including "cleaning up" and updating the voter rolls, manage voter registration and other pre-election processes.
- o Review, assess and revise as needed legal and constitutional framework to ensure accurate provision for various electoral scenarios, such as coalition governance and non-electoral transitions.

Parliamentary Support:

Parliamentary functions are key to the effective democratic governance. Parliamentary reform is an ongoing process, and key assessments are needed to ensure Parliament is capacitated and structured to fulfil its role. For the term ending 2017, the Lesotho Parliament (Senate / National Assembly) has the following strategic objectives:

- To develop the institutional capacity of the Parliament through inter alia establishing a Parliamentary Service and Service Commission and developing the Code of Ethics for MPs;
- To develop a more open, inclusive and effective legislative process through improving legislative scrutiny by committees and increasing public participation in the legislative process.
- To increase the effectiveness of Parliament in fulfilling its oversight duties over the Executive and other public bodies through enhancing the oversight function of committees.

  o Training workshops to strengthen the capacity of political parties in the legislature to organize party caucuses, negotiate and reach consensus/compromise on parliamentary business in the national interest.
  o Provide expert and technical assistance in the setting up of a Parliamentary Service Commission
  o Training, study tours and attachments to other parliaments to enhance the capacity of Parliamentary Portfolio and Sessional Committees including the Women's Caucus
  o Training Senators and MPs on computer and internet applications to enable them to conduct research on their own
  o Purchase of equipment for the newly established Research Unit
  o Training of Presiding Officers and staff on their roles.
  o Training of Hansard Staff Reporters to standardize and professionalize the reporting system and ensure high quality reports
  o Training in gender mainstreaming for all members of Parliament

  Human Rights:

The NSDP (2013 – 2017) and the LUNDAP (2013 -2017) provide the bedrock the human rights programming in the section **"Enhance the protection and fulfilment of human rights"**

  o An international Human Rights Advisor hired
  o Training and expert provided to the Human Rights Unit to allow improved treaty monitoring and reporting
  o Provide technical support to the Human Rights Unit and the Government in the implementation of the 137 accepted (out of 169) UPR recommendations
  o Facilitate the completion and submission of overdue human rights reports; international and regional treaties and conventions ratified and domesticated;
  o A UN-wide human rights mainstreaming training and action plan
  o Technical support provided to the National Human Rights Commission including the development of operational manuals and tools
  o NHRC supported to develop a complaints handling mechanism

Anti-Corruption:

  o Implement specific areas of the National Anti-Corruption Strategy and Action Plan

Public Sector Reform:

- o Performance Management infrastructure implemented and strengthened capacities of public service institutions

Key Component Four (4): Building National Capacity for Peace, Dialogue and Conflict Prevention

This component will aim to ensure effective, sustainable institutionalised national capacities for peace, social cohesion and conflict prevention and will be the focus of Output 5.

Output 5: Process and technical support provided to national stakeholders to develop a sustainable national capacity for conflict prevention and peaceful management and resolution of conflicts through the establishment of a multi-stakeholder national mechanism for peace; and support to national actors to facilitate dialogue and prevent conflict

Actions under Output 5:

- o Start-up consultations with key stakeholders, including government ministries and civil society, to building consensus on the concept and relevance of 'national peace architecture' (NPA) for Lesotho
- o A concept note developed by stakeholders with the support of UNDP
- o 5 district-level consultations on the NPA undertaken
- o A consultant provided to the stakeholders to support the process
- o Exchange visits and learning opportunities organized focusing on success cases from other countries
- o Training for Heads of Churches of Lesotho and expanded group of religious leaders in mediation and dialogue facilitation
- o Identification and training of additional 'key personalities' in mediation and dialogue facilitation

Key Component Five (5): Youth inclusion, empowerment and participation

Under this component, UNDP will seek to enhance youth empowerment and participation through UN-wide youth-targeted programming around priority areas of the Sustainable Development Goals and through youth mobilization, sensitization and education on the country's reform agenda.

Output 6: Youth participation and inclusion enhanced through the mainstreaming of their agenda in government, civil society and UN programming.

- o Work with the relevant ministries to develop a National Youth Status and Prospects Report
- o Develop and implement a youth empowerment training and mentoring programme in collaboration with the Ministry of Youth and Sports and civil society organizations
- o A national consultation on the status and re-launch of the National Youth Council to with requisite independence or facilitate an alternative National Youth Forum
- o Facilitate the creation and strengthening of networks of youth-led NGOs
- o Train youth facilitators and with other UN agencies organize youth-led and youth-focuses forums on Lesotho SDG priorities.
- o Collaborate with UNV and other UN programmes to create a youth-led climate change and environmental awareness campaign.

Results and Resources Framework

Intended Outcome as stated in the Country Programme (2013-2017)

1. 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*]

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

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

Partnership Strategy: The LUNDAP defines mutual cooperation between the Government of Lesotho and the UN System for the period 2013–2017. Together, the UN Country Team and the Ministry of Development Planning (MODP) coordinate LUNDAP implementation. All relevant Government ministries and statutory bodies are partners in the planned LUNDAP activities, as are all relevant NGOs. The partnerships also extend to the bilateral and multi-lateral donors who have organized their activities around the National Strategic Development Plan and Vision 2020, which will ensure that development efforts are aligned and harmonized.

BUDGET

EXPECTED OUTPUTS	PLANNED ACTIVITIES	IRRF/CPD Output Indicator # (Reference)	TIMEFRAME				Implementing Partner	PLANNED BUDGET			
			Q 1	Q 2	Q 3	Q 4		Funding Source/ Donor	udget Description	Total Amount (USD)	TRAC Donor
UNDAF Outcome: 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											

Output / Indicators / Targets	Action	IRRF #				Responsible	Budget Description	Amount
Output 1: Government of Lesotho, political parties, civil society and other stakeholders supported to muster and sustain a consultative process to deliver comprehensive and participatory reforms; and to resolve process problems as they may arise.	Dialogue on Reform Agenda initiated							
Baseline: Commonwealth Report on the Study Tour to New Zealand 2014, Coalition Government Agreement 2015, SADC Commission of Inquiry Report 2016	**Action**: Consensus and Dialogue Advisor (CDA) x 2 months to provide technical support	IRRF # 2.1.1b and 5.6.1 CPD Outcome 35	x	x	x	CCL, GOL AND UNDP	Salary and allowances for CDA x 2 months	30,000.00
Indicators: Roadmap developed and stakeholder consultations held	**Action:** Stakeholder consultations (Political Parties, Religious Leaders)					TRAC	Costs workshop, venue and conference accoutrements for 60 pple x 5 days	20,000.00
Target Year 1: Reforms Agenda agreed upon with stakeholders and initiated								
Target Year 2: Road map and Action plan developed	**Action:** Resource Mobilisation for the reform agenda						Senior Management travel and DSA to Pretoria to meet potential Development Partners	10,000.00
Target Year 3: Action plan implemented								
Output 2: Technical and expert support provided to the reform stakeholders with regard to the specific aspects of the reform agenda (constitution, public service, judiciary, security sector and parliamentary).	**Activity Result:** Constitutional reforms initiated							

Handwritten annotations: Home travel (to cover Mt. Georges travel) — took 5,978

Baseline / Indicators / Targets	Action	Reference				Responsible	Budget note	Amount
Baseline: Commonwealth Report on the Study Tour to New Zealand 2014, Coalition Government Agreement 2015, SADC Commission of Inquiry Report 2016	**Action:** UN constitutional expert on detail assignment for 2 months (flights and DSA)					GOL AND UNDP	UN constitutional expert on detail assignment for 2 months $7211.84.	7,212.00
Indicators: Roadmap developed and stakeholder consultations held	**Action:** Hire an international constitutional consultant for 2 months	IRRF # 2.1.1b and 5.6.1 CPD Outcome 35	x	x	x	TRAC	Costs for an international constitutional consultant for 2 months $22,788.86	22,788.00
Target Year 1: Reforms Agenda agreed upon with stakeholders and initiated	**Action:** Printing and Dissemination of documents developed					UNDP	# of copies printed TBD	5,000.00
Target Year 2: Technical expertise provided to draft key documents								
Target Year 3: Implementation of reforms								
Output 3: Non-state actors provided with support and facilitated to undertake advocacy and provide substantive inputs to the reform process.	*Electoral Support* **Activity result:** CSO engaged in reform process							
Baseline: Commonwealth Report on the Study Tour to New Zealand 2014 **Indicators:** MOU with CSOs signed	**Action:** Organize a national level civil society forum on reforms	IRRF # 2.4.1 and 5.6.1 CPD Outcome 35	x	x	x	CSOs AND UNDP / TRAC	Costs for venue and conference accoutrements x 2 days	8000.00

Target Year 1: Agenda for reforms agreed upon with stakeholders and initiated							
Target Year 2: Action plan developed							
Target Year 3: Reforms Implemented							
Electoral Support							
Activity Result : IEC Outreach campaign enhanced for LG Elections							
Output 4: Key institutions of governance supported to better deliver on their mandate and humans rights promoted and monitored.							
Action: Voter Education targeting women, people with disabilities, youth including herd boys		x	x	IEC AND UNDP	TRAC	Voter education targeting women, people with disabilities and youth x 30 days	40,000.00
Baseline: Voters' limited awareness of their rights and responsibilities in electoral matters; Electoral processes and Framework disputed							
Indicators: Level of acceptance of voter list by all parties political parties and Status of election and governance related regulatory frameworks							
Action: Hire and train UNVs for IEC call centre		x	x	IEC AND UNDP		Training of 10 UNVs to operate the IEC Call Centre for x 30 days	30,000.00
	IRRF # 2.1.1.C.1.1 and 2.1.3 CPD Outcome 35						
Action :Project manager costs, including communication	x	x	x	x	UNDP	PM costs for 12 months	46,500.00
Target Year 1: Capacity building activities for IEC to run 2016 Local Government Elections (public outreach); Adequate representation of women; Electoral dispute resolution mechanisms strengthened.							

Target Year 2: Regular dialogues on Electoral law and Constitution held with political parties, CSOs and other stakeholders **Target Year 3:** Electoral law and Constitution amended to clarify coalition governance and non-electoral government transitions.	costs and capacity building							
Action: M & E (including End-of-Project Evaluation) and 7% DPC			x	x	x	x	UNDP	Engage an international consultant to conduct an End-of-Project Evaluation 15 000, 5000 for CPD Outcome Evaluation (share costs with DDP) and 11 500 for DPC	31,500.00
Parliamentary Support **Activity Result :** Thematic areas and caucuses of Parliament and outreach activities strengthened								
Baseline: MPs lacking skills in budget analysis; Committee Chairpersons and Clerks with inadequate skills in areas such as drafting and analysis impedes the functioning of Parliament; Lack of research expertise to support Parliamentary mandate; Audit of knowledge and skills deficits in legislative and policy analysis; and **Action:** Hold Workshop for the Women Caucus on SDGs - and gender-focused issues	IRRF # 2.1.1a CPD Outcome 35	x	x	x	x	NATIONAL ASSEMBLY, SENATE AND UNDP	Costs for facilitation, venue and conference accoutrements x 2 days for 50 pple	20,000.00

	Action		Responsible	Cost	Remarks
coalition governance; Lack of Parliamentary Service Commission **Indicators:** Training-of-Trainers programme in specialist areas completed and in-house training modules prepared; Committee members and staff trained in reporting, legislative, policy analysis and Gender budgeting **Target Year 1:** Training of Committee Chairpersons and Clerks and Women's Caucus trained in Gender focused issues and SDGs. Training of Research Unit staff on International best practises of Parliaments Research Units **Target Year 2:** Review of outstanding mandate of Parliamentary Reforms Committee reviewed; Code of Conduct drafted and consultation completed and consultation completed Manual on Public Participation implemented **Target Year 3:** Code of Conduct adopted; Training on collaborative leadership, conflict resolution and peace-building skills completed for all legislators	**Action:** Parliament Outreach activities (Public Participation) and support Parliament Research Unit		NATIONAL ASSEMBLY, SENATE AND UNDP	14,000.00	Costs for facilitator, venue for workshops and conference accoutrements

Human Rights Activity result: Technical support to the Human Rights Unit										
Baseline: National Human Rights Commission legislated but yet to be formed; 137 accepted UPR recommendations; 8 reports overdue to UN human rights system										
Indicators: Independent National Human Rights Commission established in compliance with the Paris Principles; # of UPR recommendations implemented; # of treaty body reports submitted										
Target Year 1: An independent National Human Rights Commission established and operationalized by Q4 2016; Roadmap drawn toward UPR implementation by mid-2016; National Mechanism for Reporting and Follow-Up established by Q4 2016	IRRF # 2.3.1 Outcome 35									
Action: Support towards the establishment and operation of the National Human Rights Commission		x	x			Human Rights Unit of the Ministry of Law, Constitutional Affairs and Human Rights and UNDP	Develop and disseminate communication material on NHRC design and production $5,000; dissemination and awareness-raising: $5,000); technical expert for workshop for Parliament, Human Rights Unit and NGOs$10,000); expert to develop organogram, strategic plan and workplan for the NHRC ($10,000)	30,000.00
Target Year 2: NHRC Commissioners appointed; Operational manuals and tools developed; Public sensitized on the functions and mandate of the NHRC; UPR recommendations: 25% of accepted recommendations implemented		x	x	x		Human Rights Unit of the Ministry of Law, Constitutional Affairs and Human Rights and UNDP	Engage consultant for workshop on the implementation of UPR; $10,000; Prepare materials (presentations, tables, summaries and reports to develop appropriate strategies cost estimate: $5,000;	15,000.00
Action: Enhance the capacities of the Human Rights Unit to implement Lesotho's accepted recommendations								

Target Year 3: A Complaints handling mechanism developed; NHRC moves from B to A-status rating; UPR recommendations: 50% of accepted recommendations implemented								
Anti-Corruption Activities ***Activity result:*** Selected Areas of NACSAP implemented								
Baseline: Directorate on Corruption and Economic Offences (DCEO) new Strategic developed. The National Anti-Corruption Strategy and Action Plan (NACSAP) launched but not yet implemented								
Indicators: Implementation of the National Anti-Corruption and Action Plan initiated								
Action: Hold media training on corruption reporting	IRRF # 2.3.1.A.1.1 Outcome 35	x	x		DCEO AND UNDP		Costs for facilitation, venue and conference accoutrements x 2 days for 20 pple	5000.00
Target Year 1: Implementation of NACSAP initiated								
Target Year 2: Continue implementation of NACSAP; Capacity assessment exercise to determine functional gaps in the DCEO completed								

Target Year 3: Refresher training for NHRC, Office of the Ombudsman and DCEO;					

Public Sector Reform

Activity result: Performance Management infrastructure implemented and strengthened capacities of public service institutions

		IRRF # 3.1 CPD Outcome 35	Ministry of Public Service and UNDP	

Baseline: Performance Management infrastructure developed but not implemented

Action: Engage Performance Management Policy Consultant) — x   x x — Costs for consultant for Drafting a Policy Document 5 x days. — 15,000.00

Indicators: Level of governmental entities(national and local) that meet revised standards of public service

Action: Stakeholder Consultations on Policy Development — x x — Costs for facilitation, venue and conference accoutrements x 3 days for 30 pple — 15,000.00

Action: Capacity Assessment Study and capacity Development Plan Legal Framework (autonomy and mandate) for LIPAM — x x x — Costs for consultant x 5 days. — 15,000.00

Target Year 1: 50% of national institutions, and 30% of local governments implement PMS

Target Year 2: An Action Plan on revised standards of public service developed and implemented

Action : Review public service procedures in — x x x — Costs for facilitation, venue and conference — 20,000.00

Target Year 3: Long term capacity to maintain a professional civil service

through key support institutions (LIPAM, PSC and CAD).	support of the PMS, Develop the Policy Framework for the Independent Ethics Committee and Develop Framework for Monitoring and Evaluation										accoutrements x 5 days for 30 pple
Output 5: Process and technical support provided to national stakeholders to develop a sustainable national capacity for conflict prevention and peaceful management and resolution of conflicts through the establishment of a multi-stakeholder national mechanism for peace; and support to national actors to facilitate dialogue and prevent conflict	**Activity result:** Consultations for the Establishment of the NPA undertaken										
Baseline: The National Strategic Development Plan (NSDP, 2013-17) calls for the development of a robust peace architecture (institutions and systems) to resolve conflicts, none has been established; There are no structured programmes for conflict resolution at all levels of the education system; No community level framework for Conflict Early Warning and Early Response (CEWER); There is no structured collaborative conflict transformation and peace-building platform among CSOS; There is no	**Action:** Start-up consultations with key stakeholders, including government ministries and civil society, to building consensus on the concept and relevance of 'national peace architecture' (NPA) for Lesotho	IRRF # 5.6.1 CPD Outcome 35	x	x	x	x	CCL, CSOs, GOL AND UNDP	CCL, CSOs, GOL AND UNDP	TRAC	Costs for facilitation, venue and conference accoutrements x 3 days for 50 pple	20000.00

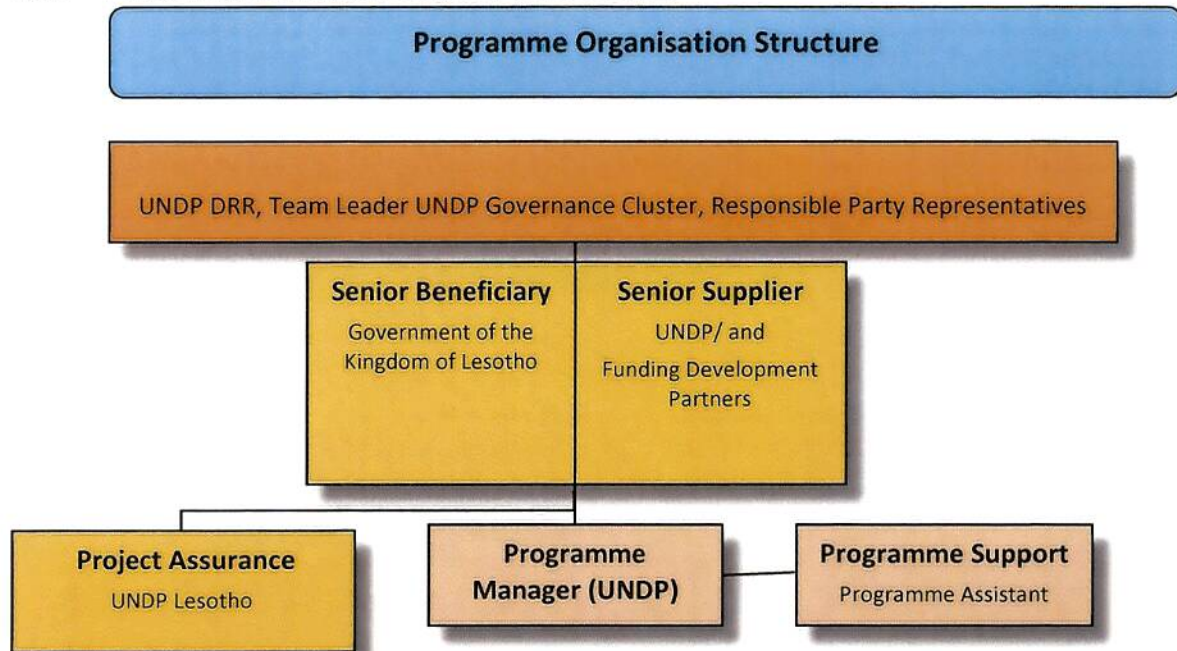|							
coordinated mechanism for involving women and youth in collaborative conflict transformation and peace-building; Stakeholder capacity mapping in collaborative conflict transformation and peace-building has not been done **Indicators:** Efforts towards the establishment of a National Peace Architecture (NPA) initiated, NPA Strategic Plan, Action Plan, Communication Plan and M&E Framework developed; NPA leadership and staff appointed and trained in collaborative leadership, conflict transformation and peace building; Number of facilitated dialogue sessions among political parties and other conflicting parties by Christian Council of Lesotho **Target Year 1:** Consultations on National Peace Architecture (NPA) with Government and other stakeholders completed and draft policy document prepared; **Target Year 2:** Training of FBOs on collaborative leadership, conflict transformation and peace-building completed; Training of political parties on conflict transformation and peace building and coalition formation initiated; Dialogues on intra-party democracy initiated among political parties; Facilitated dialogues among political parties and other conflicting entities held;	**Action:** Dialogue facilitation through religious leaders			Costs for facilitation, venue and conference accoutrements x 5 days for 10 pple	10,000.00		

Target Year 3: Collaboration between FBOs and other CSOs – including media formalized and discussions on development of peace education programme completed									
Output 6: Youth participation and inclusion enhanced through the mainstreaming of their agenda in government, civil society and UN programming	**Activity Result:** Awareness on youth participation and inclusion is enhanced within the Basotho society; Capacities of youth leaders and organizations in various sectors (NGOs, Political Parties) are strengthened.								
Baseline: Capacities of youth leaders are low to strengthen the youth-led organizations and their activities; No consultation with Political Party Youth Groups in regards to SDGs and developmental issues in Lesotho is made **Indicators:** Number of the trainings on youth facilitators; Level of understanding among youth on SDGs in terms for of the	**Action 1:** In collaboration with other UN Agencies train a corps of youth facilitators on Lesotho SDGs priorities, and organize youth-led and youth - focused forums	IRRF # 1.1.A.3.1 and 2.4.2.A.2.1 CPD Outcome 35	x	x	x	CSOs, GOL AND UNDP	TRAC	1. 1 day training session for youth leaders: 20 participants*$20 (lunch and transportation)*10 districts =$4,000; Youth-led commemoration events: Int'l day of sport for development and	7,000.00

Target/Indicator	Action	Budget details	Amount
implementations; Number of consultation meetings with Political Party Youth groups		peace, two-day event $1,500; Int'l Youth Day, $1,500	
Target Year 1: Trainings are organized and held on national and local level for youth facilitators regarding on SDGs principles, importance of youth participation, and developmental issues in Lesotho are promoted among youth; Youth issues are mainstreamed among UN	**Action 2:** Develop and implement a leadership for development training programme for political party youth leaders	2. Political Party Youth Group Leadership for Development training: Facilitation fee $5,000, Module developmentv$2,000, 30 participants*$20 (lunch and transportation) = $600 Conference hall venue $1,000, Stationary $400. TOTAL=$10,000	10,000.00
Target Year 2: Capacity Development of National Youth Council; Launch of Youth Mentorship Programme in collaboration with Ministries and local communities; Support and capacity building of youth leaders	**Action 3:** Enhance mainstreaming of youth in all the UN Agencies by organizing regular brown-bag/knowledge sharing meetings in regards to youth and developmental issues among UN staff	3. Brown-bag meetings:10 times*$300each TOTAL=$3,000	3,000.00
Target Year 3: Continued Support of National Youth Council; Support of development and implementation of youth-led project on the community-level			450,000.00

VIII. PROGRAMME MANAGEMENT STRUCTURE

Programme Organisation Structure

UNDP DRR, Team Leader UNDP Governance Cluster, Responsible Party Representatives

Senior Beneficiary Government of the Kingdom of Lesotho	**Senior Supplier** UNDP/ and Funding Development Partners

Project Assurance UNDP Lesotho	**Programme Manager (UNDP)**	**Programme Support** Programme Assistant

MANAGEMENT ARRANGEMENTS

1. 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 National Execution Modality.

2. 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 of the Responsible Party Representatives, UNDP DRR, Team Leader UNDP Governance Cluster, and will meet quarterly or more frequently if need arises. Other stakeholders may be co-opted by the Project Board as appropriate.

3. 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 escalates to the project board major issues and risks.

4. The programme management structure is illustrated as follows:

5. 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

6. 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.

Monitoring Framework and Evaluation

1. 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.

2. 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.

3. 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.

    f. A Monitoring & Evaluation Framework, which finalises the baselines, impact, outcomes and outputs with associated indicators and means of verification as based on the Programme's Results and Resources Framework.
    g. A Monitoring & Evaluation Plan, which schedules all major M&E activities
    h. 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.

4. 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

<u>Annually</u>

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.

6. 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.

IX. LEGAL CONTEXT

1. 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 UNDP[2] and all CPAP provisions apply to this document.

2. 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.

3. 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.

4. 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.

X. RISK LOG

Risks 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; I=Impact):

#	Description	Category	Probability and Impact	Countermeasures / Management response	Owner	Date Identified	Last Update	Status
1.	Political tension escalates	Operational	P=Medium I-High	Immediate and active engagement of the Church Leaders. Escalate processes for establishment of Peace Architecture	UNDP and Programme Board /Steering Committee	Programme Inception	April 2016	
2.	Early election called as a result of political impasse, or non-passage of budget	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	April 2016	
3.	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	April 2016	
4.	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	April 2016	
5.	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	April 2016	
6.	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	April 2016	