Programme Title:

PROGRAMME ON RENEWAL AND ENHANCEMENT OF GOVERNANCE ARCHITECTURE (PREGA)

Implementing Partner: Ministry of Development Planning

Start Date: January 2019   **End Date:** December 2023

United Nations Development Programme (UNDP)

Kingdom of Lesotho

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Programme Title: Programme on Renewal and Enhancement of Governance Architecture
Programme Number:
Implementing Partner: Ministry of Development Planning
Start Date: January 2019   **End Date**: December 2023   **LPAC Meeting date**: 4th April 2019

Brief Description
Politically, Lesotho's 53 years of independence have been marked by cyclic instability, insecurity and fractious politics. While the Ibrahim Index of African Governance ranked Lesotho 15 of 54 countries in 2017 with a score of 58.2, the collapse of two successive coalition Governments and three national elections between 2012 and 2017 demonstrate the extent of Lesotho's political volatility. From 2014 to 2017, Lesotho's ranking on the Corruption Perceptions Index slipped from 55 to 74 out of 180 countries. The political crisis in Lesotho has placed the country on the agenda of the Southern African Development Community (SADC) over the years. The current Government came to power in June 2017, with a commitment to implementing various SADC recommendations including reforming the Constitution, Parliament, the security and justice sectors and the public service, which are key for Lesotho's long-term stability and economic transformation.

Lesotho has endured political instability and weak institutions as a result there is an imperative to enhance the capacity of its governance institutions, to ensure effective public service delivery, maintenance of peace and stability, and the upholding of the rule of law and human rights, driven by effective national reforms and social cohesion leading to a just, united and prosperous nation.

The programme is premised on the fact that strategic and systematic capacity enhancement leads to transformed governance and non-governmental institutions that deliver on their mandates and uphold good governance, rule of law and human rights with all people having improved access to justice and participating in social and political decision-making processes. In turn, economic growth and social well-being of the people is realized. A deeper crisis will be prevented, and a conducive environment created for the implementation of the proposed constitutional, legislative, sectoral and institutional reforms to safeguard the long-term stability and development of Lesotho. The underlying assumption is that a transformed governance sector will help implement national reforms and provide political stability, economic growth and national security.

<table>
<tr><td colspan="2">Contributing Outcome (UNDAF):</td></tr>
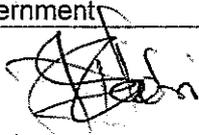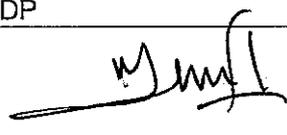<tr><td colspan="2">Outcome 1: By 2023, government and non-governmental institutions deliver their mandates and uphold good governance, rule of law, and human rights, with all people having improved access to justice and participating in social and political decision-making processes in a peaceful environment.</td></tr>
<tr><td colspan="2">Indicative Output(s) with gender marker[2]:</td></tr>
<tr><td colspan="2">1.   Support to inclusive and gender-responsive legal, policy and institutional reforms for peacebuilding and national transformation, GM 2</td></tr>
<tr><td colspan="2">2.   Enhanced capacity of government and national stakeholders for sustained gender-responsive, inclusive and participatory institutional and governance, GM 2</td></tr>
</table>

Total resources required:		3,069,700
	UNDP TRAC:	654,700
	Donor (PBF/EU/ DFID/USAID:	2,415,000
	Government:	
	In-Kind:	
Unfunded:		2,415,000

Agreed by (signatures):

Government	UNDP	Implementing Partner
Name: MAMOSOTHO MOKHETHE	Name: CHRISTY AHENKORA	Name:
Date:	Date: 08 May 2019	Date:

OFFICE OF THE PRINCIPAL SECRETARY
MINISTRY OF
DEVELOPMENT PLANNING

2019 - __ - 19

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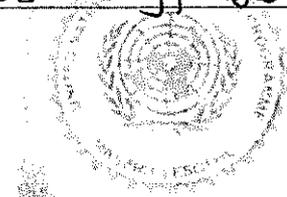
I. DEVELOPMENT CHALLENGES

1. Lesotho's 53 years of independence have been marked by cyclic instability, insecurity and fractious politics. From 2014 to 2017, Lesotho's ranking on the Corruption Perceptions Index slipped from 55 to 74 out of 180 countries. While the Ibrahim Index of African Governance ranked Lesotho 15 of 54 countries in 2017 with a score of 58.2, the collapse of two successive coalition Governments and three national elections between 2012 and 2017 demonstrate the extent of Lesotho's political volatility. The last three elections in Lesotho (2012, 2015 and 2017) did not produce a decisive winner and led to a new trend of weak coalition governments, two of which collapsed within two years of taking office. Splintering and proliferation of political parties is a root cause of enfeebled coalition arrangements. The onset of unstable coalitions has further complicated Lesotho's security challenges and had a negative impact on democratic governance, development planning, and investments. The collapse of the coalition government in 2014 was preceded by an attempted coup and LDF attacks on LMPS headquarters leading to the temporary flight of the Prime Minister; while the elections in early 2015 were followed by allegations of a mutiny, arrest of soldiers and flight of others into exile, and the killing of the immediate former commander of the LDF. Both the political and security crisis in Lesotho have placed the country on the agenda of the Southern African Development Community (SADC) over the years. The current Government came to power in June 2017, with a commitment to implementing various SADC recommendations including reforming the Constitution, Parliament, the security and justice sectors and the public service, which are key for Lesotho's long-term stability and economic transformation.

2. The legal frameworks establishing some of Lesotho's Governance institutions have not provided for their full independence. This compromises their mandate of ensuring accountability. There is a perception that the Executive interference in the selection of heads of these bodies, as much as it is a constitutional directive, is, the root cause to their weakening as well as lack of technical skills. At the same time, demand for accountability from the public has been weak due to the polarized nature of politics in the country. Lack of access to information and poor coordination of institutions involved in oversight function is a limiting factor towards demand for accountability. Civil Society Organizations and the private sector in Lesotho lack the resolute capacity to play an effective oversight role.

3. The UN Lesotho Common Country Analysis (2017) notes that both women and youth participation in political and economic leadership is still very low. While Lesotho made substantial progress in gender equality and women empowerment through appointment of women in key positions in government, its ranking on the Global Gender Gap index slipped from 54 in 2016 to 73 in 2017, due to widening gaps in political, economic and labour participation of women. Youth participation in both economy and politics remained relatively low in the last five years. With the national dialogue process in progress, both the inclusion and participation of both of these marginalised groups remain at risk of being excluded.

4. Lesotho does not have a comprehensive National Peace Architecture despite national development plans and instruments suggesting the importance of the establishment of such. The National Vision 2020 states the need for social cohesion and postulates that "By 2020, Lesotho shall be a stable democracy, united, prosperous nation at peace with itself and its neighbours". The first Lesotho National Strategic Development Plan 2013-2017 (NSDP I) included the Strategic Goal to "Improve capacity for conflict resolution, promote social cohesion and patriotism", which called for several actions including to: (i) Develop a comprehensive capacity development programme and robust peace architecture (institutions and systems) to resolve conflicts; (ii) Promote participation of all sections of society, including disadvantaged groups such as youth, women and people with disabilities, in decision-making processes; (iii) Introduce programmes for conflict resolution at all levels of the education system; (iv) Introduce leadership training programmes for different sections of society; and (v) Establish effective social dialogue mechanisms. In a politically divided country as Lesotho, strengthened capacity of Faith-Based

Organizations, CSOs, communities and institutions at national and local level for conflict prevention, peacebuilding and social cohesion is essential.

5.　　The national reforms process remains a major hope for all Lesotho to turn the corner. A deeper crisis will be prevented, and a conducive environment created for the implementation of the proposed constitutional, legislative, sectoral and institutional reforms to safeguard the long-term stability and development of Lesotho. Strategic and systematic capacity enhancement lead to transformed governance and non-governmental institutions that deliver on their mandates and uphold good governance, rule of law and human rights with all people having improved access to justice and participating in social and political decision-making processes. In turn, economic growth and social well-being of the people is realized. The underlying assumption is that a transformed governance sector will help implement national reforms and provide political stability, economic growth and national security.

II.　STRATEGY

6.　　The strategy of this programme is anchored on, and is consistent with: The Constitution of the Kingdom of Lesotho (1993, as amended); National Vision 2020; National Strategic Development Plan II 2019-2023; UNDP Strategic Plan (2018-2021); United Nations Development Assistance Framework for Lesotho (2019-2023); UNDP Country Programme Document (2019-2023); and "The Lesotho We Want: Dialogue and Reforms for National Transformation - 2018".

7.　　In order to be effective and sustainable, the Programme shall assume a broader role of supporting several actors in the democracy building arena. Towards this end, the following democratic institutions have been identified for support: Parliament (Senate and National Assembly), Independent Electoral Commission; the Ministry of Law and Constitutional Affairs; Ministry of Gender and Youth, Sports and Recreation; Directorate on Corruption and Economic Offences; Civil Society, Media, Women Organisations. Collaboration will be sought with other UN agencies such as UN-DPPA, OHCHR, and UN Women. Capacity assessments shall be done for Implementing Partners and Responsible Parties for purposes where necessary and Letters of Agreement with partners signed to strengthen accountability for the delivery of planned results. The Programme has two main outcomes: Legal, policy and institutional reforms and; Strengthening capacities of government and national stakeholders to undertake and sustain gender-responsive, inclusive and participatory institutional and governance reforms processes. The Programme shall seek to mainstream gender issues and other cross-cutting issues such as youth and people with disabilities, across the two components.

8.　　Implementation of activities across the two outcomes of the programme shall be anchored on the following documents:
- Lesotho National Strategy Development Plan II - 'strengthening national governance and accountability systems'
- Roadmap on National Dialogue and Reforms
- UNDP Strategic Plan - strengthen effective, inclusive and accountable governance.
- Lesotho United Nations Development Assistance Framework, Pillar 1 - Accountable Governance, Effective Institutions, Social Cohesion and Inclusion
- Country Programme Development (CPD) 2019-2023-Outcome on Governance, Accountability, Social Cohesion and stability.
- Sustainable Development Goals – 5; 8; 10; 16 and 17.

9.　　The Programme shall adopt distinct design features including placing greater emphasis on interventions that support implementing partners to deliver on their core mandates. This is expected to enhance benefits to citizens, particularly access to services for vulnerable groups such as women, youth, children and people living with disability.

10.	In summary, the programme will seek to uphold and advance principles of impartiality, protection of human rights, and promotion of gender equality, and will also prioritize participation of young people in democratic governance and public decision-making.

11.	Tailored capacity development tools will be developed and applied to all outputs, and periodically reviewed and monitored to ensure that progress is made towards achieving set programme objectives and targets. Partnerships with implementing institutions and organizations will be based on core principles of collaboration and mutual interest, and these will be agreed and monitored throughout the partnership and the programme lifespan. The outputs, indicative activities and results, as well as partnership frameworks are further discussed and elaborated in the subsequent sections below.

NATIONAL INSTRUMENTS (OWNERSHIP) AND UN FRAMEWORKS

12.	This five-year programme was developed through a consultative process through a strategic retreat involving implementing partners such as Parliament (National Assembly and Senate), government ministries, civil society organisations, faith-based organizations, and the anti-corruption agency. The retreat referred and inferred largely from national and UN frameworks to inform the direction and ownership of the process.

Government of Lesotho Frameworks
Vison 2020
13.	The Government of Lesotho's Vision 2020 states that, by the year 2020 Lesotho shall be a stable democracy, a united and prosperous nation at peace with itself and its neighbours. It shall have a healthy and well-developed human resource base. Its economy will be strong; its environment well managed and its technology well established. The document identifies seven pillars of development. These are democracy, unity, peace, education and training, economic growth, management of the environment, and advancement in technology. This programme contributes to the attainment of Lesotho's Vison 2020 and specifically to the democracy, unity and peace pillars.

National Strategic Development Plan (NSDP) 2013-2018
14.	The Government of Lesotho's NSDP II gives detailed expression to the Vision 2020. Goal 6 of the NSDP II sets out to promote peace, democratic governance and build effective institutions. The programme seeks to catalyse national reforms which will lead to the strengthening of national institutions and enhance peace and stability.

Framework and Roadmap for Reforms (2017)
15.	The Government of Lesotho adopted the recommendations of the SADC Double Troika Summit of Heads of State and Government of 28 June 2016 to develop a comprehensive road map for political reforms. In 2017, with inter-agency UN support, the Government of Lesotho developed a reforms vision and action plan document, titled "The Lesotho We Want: Dialogue and Reforms for National Transformation - Vision, Overview and Roadmap". The document was adopted by Cabinet in December 2017 and endorsed by the SADC Double Troika Summit in April 2018. The document outlines several actions, including the national dialogue and security sector reforms, to which this programme contributes.

UN Frameworks
Sustainable Development Goals
16.	PREGA contributes to SDG 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels), in its support to the work of faith-based organizations and civil society by building a National Peace Architecture and sustainable peace.

Lesotho United Nations Development Assistance Framework (LUNDAF)

17.   The new Lesotho UNDAF comes into effect in 2019. The UNDAF has articulated three Strategic Pillars, namely: 1. Accountable Governance, Effective Institutions, Social Cohesion and Inclusion; 2. Sustainable Human Capital Development; and 3. Sustainable and Inclusive Economic Growth for Poverty Reduction. This programme will directly contribute to Outcome 1 under Strategic Pillar 1: By 2023, government and non-governmental institutions deliver their mandates and uphold good governance, rule of law and human rights, with all people having improved access to justice and participating in social and political decision-making processes in a peaceful environment.

Theory of Change

18.   Strategic and systematic capacity enhancement lead to transformed governance and non-governmental institutions that deliver on their mandates and uphold good governance, rule of law and human rights with all people having improved access to justice and participating in social and political decision-making processes. In turn, economic growth and social well-being of the people is realized. A deeper crisis will be prevented, and a conducive environment created for the implementation of the proposed constitutional, legislative, sectoral and institutional reforms to safeguard the long-term stability and development of Lesotho.

19.   Conclusive evidence illustrates that institutional and human capacities, governance and development are interdependent and in a relationship of reciprocal cause and effect. In times of radical transformation and change, new and renewed forms of governance and public administration capacities are needed to achieve sustainable, people centred, gender-responsive, pro-poor governance and development. Through strategic and systematic capacity enhancement processes, transformed governance and strong non-governmental institutions emerge to deliver on their mandates. Good governance, rule of law and human rights are upheld and access to justice is improved. More importantly effective citizen participation in socio-economic and political decision-making processes is achieved. In turn, economic growth and social well-being of the people is realized and deeper crises averted. All these result in a conducive environment for the implementation of national reforms to safeguard the long-term stability and development of Lesotho. The underlying assumption is that transformed governance institutions will help implement national reforms and provide both political stability, economic growth and national security.

Figure 1: Graphic description of the Theory of Change for the governance programme

Strengthening National Governance and Accountability Systems

Assumptions and Risks

- Political leadership taking measures addressing reforms, peace and stability
- Sustained donor interest with financial commitments for policy and reforms
- Proper laws and legislations to support reform process will be developed
- Additional international funds will be available to cover resource gap for effective programme implementation;

- Resistance to revised laws, standards and behaviour change that will affect desired outcome level results
- Possible economic shocks and environmental calamities that derails progress and worsen the current situation
- Slow pace of implementation of enabling policies and incentive regimes that will in turn slow down progress on dependent interventions
- lack of coordination for policy reforms and among donor support

Outcome

Government and non-governmental institutions deliver their mandates and uphold good governance, rule of law, and human rights, with all people having improved access to justice and participating in social and political decision-making processes in a peaceful environment.'

Assumptions and Risks

- Reforms and dialogue remain a national priority
- There is consistent commitment by stakeholders to promote and increase participation, inclusion and gender responsive reforms
- Domestic funding for reforms will increase
- International funding and technical assistance will be accessible to cover resource gap for effective programme implementation
- Accountability and participatory mechanisms increase

- Limited financial investment for institutional capacity development;
- Possible delays in completion of dialogue and agreement on reform implementation plans
- Collapse of government leading to lack of continued political support and buy-in
- High turn-over in staff affecting interventions and timely delivery of results.
- Slow pace of implementation of enabling policies and incentive regimes

Outputs

Legal, policy and institutional reforms implemented for national transformation

Enhanced capacity of government and national stakeholders for sustained gender-responsive, inclusive and participatory institutional and governance reform processes

Key Interventions - Activities

- Strengthening Parliament for effective legislation, oversight and representative functions.
- Enhanced access to justice and rule of law;
- Public Sector and financial management reforms;
- Support to national reforms and policy coordination

- Strengthening constitution-making and electoral processes and institutions strengthened to promote inclusion, transparency and accountability
- Improving technical capacity of Faith-based, Civil society and citizen for advocacy, public participation, oversight and social accountability;
- Strengthening capacity of Faith-Based Organizations, CSOs, communities for conflict prevention, peacebuilding and social cohesion;
- Increased technical capacity of Rule of law and national human rights institutions and systems for promoting inclusion, transparency and accountability;
- Targeted support to women, youth and vulnerable groups for effective lobbying, advocacy and participation in reform processes

Pre-conditions

- The UN Agencies and Government continue to work with a broad range of stakeholders through innovative partnerships to implement the UNDAF and CPD with government ministries and departments, civil society, local administrations, Faith-based organisations, private sector, academia, donors, and regional institutions.
- Partners commit and perform their roles in the implementation, monitoring, evaluation, and reporting of the UNDAF and CPD
- The Governments, UNCTs and Programme Board retain their convening power and capacity to mobilize partners in the civil society, donor the private sector and a large variety of public and semi-public institutions
- Financial and technical resources from multilateral and bilateral institutions in order to advance priority results in governance c, accountability, justice, capacity development and citizen security have been earmarked or mobilized.
- Regional partnerships, advocacy, and resource mobilisation strategies developed

Results Pathway

Governance, Accountability, Social Cohesion and Stability

III. RESULTS AND PARTNERSHIPS

PROGRAMME OUTPUTS AND ACTIVITY RESULTS

Output 1: Inclusive and gender responsive legal, policy and institutional reforms for peacebuilding and national transformation supported

Activity Result 1.1: Capacities of government and national stakeholders strengthened to undertake and sustain gender-responsive, inclusive and participatory institutional and governance reforms processes

20.   This activity shall enhance the role and participation of women and youth in the reforms, political and public decision-making processes. The activity shall include strengthening the capacity of women, youth leaders and groups to actively participate in national and community legislative processes, improve capacity of women legislators to lead gender responsive legislative processes, as well as strengthening Parliament and the Women's Caucus, and youth and other organisations, to advocate for particular needs of marginalised groups; and training parliamentary staff in gender analysis and gender mainstreaming in laws and policies.

Activity Result 1.2: Targeted support to women, youth and vulnerable groups for effective lobbying, advocacy and participation in reform processes

21.   Complementary efforts to systematically domesticate, implement and fulfil Lesotho's human rights obligation has not yet led to a culture of human rights respect, despite the ratification of core international human rights treaties. Lesotho does not yet have the means to establish and sustain a legislative, policy and regulatory framework that fully complies with human rights standards and which are conducive also to peacebuilding and national development. Compared to civil and political rights, inadequate attention is being paid to socio-economic rights including in the Constitution where they are expressed as directive principles of state policy and not included in the main text of the Bill of Rights.

Activity Result 1.3: Capacities of CSOs, communities and institutions at national and local level strengthened for conflict prevention, peacebuilding and social cohesion

22.   The Lesotho We Want: Dialogue and Reforms for National Transformation Roadmap provides a clear direction on enhancing national capacity for conflict prevention, resolution, and peace building in Lesotho. These efforts shall be instrumental in terms of setting-up local conflict management mechanisms. Nevertheless, there is a lot to be done in building national capacity to detect, analyse and prevent conflicts, and properly manage them when they arise. Building on the momentum generated by the LNDSP thus far, the programme will support expansion and strengthening of early warning systems, strengthening peace architectures, including establishment of strong national dialogue platforms and mechanisms for peace; and the promotion of tolerance and peaceful co-existence.

Activity Result 1.4: Support to inclusive and gender-responsive national reforms process and implementation mechanism.

23.   The success of NSDP II; the Roadmap; UNDAF, CPD and SDGs shall require consistent and integrated policies. The GoL has a clear policy coordination role. Effective coordination of **reforms** and policy at Cabinet level need to be given the highest priority by Government, together with supporting arrangements within key administrations and between Government, donors, private sector and other key constituencies. This Activity Result shall aim at establishing a strategic framework for public policies to ensure that individual policies are consistent with national goals and priorities, and there are clear definitions and accurate analysis of problems to support cabinet and decision makers; establishing a central coordination capacity to ensure horizontal consistency between policies. This will contribute to developing a mechanism to anticipate, detect and resolve political conflicts, to identify inconsistencies and reduce incoherence and, promote dynamic implementation procedures and monitoring mechanisms.

Output 2.0: Enhanced capacity of government and national stakeholders for sustained gender-responsive, inclusive and participatory governance

Activity Result 2.1: Constitution-making and electoral processes and institutions strengthened to promote inclusion, transparency and accountability

24.	Integrity and credibility of governance institutions depend in large part on public perceptions, which itself is shaped by the ability of governance institutions such as Parliament, IEC, DCEO, NHRC, and others, to respond in a professional and satisfactory manner to grievances, complaints and queries lodged by the public. This activity result will focus on building public confidence and trust in democratic institutions through awareness raising, improving operational frameworks of the institutions, improving public relations through platforms for dialogues between democratic institutions, on the one hand, and the public at all levels on the other.

Activity Result 2.2: Civil society and citizen have strengthened technical capacities for advocacy, public participation, oversight and social accountability

25.	Voice and participation are the corner-stones of a stable and inclusive society. Where a governance system allows for wider participation and creates space for dissenting views; and development is perceived to be inclusive, then violent conflicts are significantly lower and sustainable peace is stronger. This activity will support the GOL to increase and institutionalize public consultations and dialogues with the aim to create national consensus on issues of strategic importance; faith-based, support civil society and the media to work with local communities in monitoring good governance, in the delivery of public services, and in the implementation and monitoring of government programmes, as part of promoting social accountability; support media institutions to build professional competencies of journalists in investigative reporting on complex and sensitive topics; working with official reports and statistical data; and ensure gender, ethnic and religious sensitivity in reporting.

Activity Result 2.3: Rule of law and national human rights institutions and systems have strengthened technical capacities to promote inclusion, transparency and accountability

26.	Public perceptions and confidence in the justice system is currently low. Coupled with low levels of public knowledge about their rights, the costly legal services and long distances to access services, most Basotho especially in the rural areas opt instead to rely on the lay-manned Central and Local Courts, and traditional justice that is delivered through chiefs. While these mechanisms offer an accessible, affordable and efficient means of resolving disputes, they often fail to follow due process or comply with human rights standards, thus undermining the quality of justice they dispense, and therefore a strong, impartial and independent judiciary is imperative.

27.	Complementary efforts to systematically domesticate, implement and fulfil Lesotho's human rights obligation has not yet led to a culture of respect for human rights, despite the ratification of core international human rights treaties. Lesotho does not yet have the means to establish and sustain a legislative, policy and regulatory framework that fully complies with human rights standards and which are conducive also to peacebuilding and national development. Compared to civil and political rights, inadequate attention is being paid to socio-economic rights including in the Constitution where they are expressed as directive principles of state policy and not included in the main text of the Bill of Rights. Additionally, the national human rights system in Lesotho remains weak in the absence of an operational National Human Rights Commission (NHRC).

28.	Functioning as the secretariat for treaty body reporting and the Universal Periodic Review (UPR), the Human Rights Unit of the Ministry of Law and Constitutional Affairs, has been able to carry out several promotional activities, prepare and submit treaty reports to different Treaty Bodies despite being understaffed and underfunded. The HRU however faces challenges in coordinating government ministries, departments and agencies who do not have a shared understanding of their reporting roles. The absence of a clear process and inadequate capacity of technical staff within other ministries to collate information and prepare human rights-oriented reports coupled with lack of available data to draw from has, according to the Human Right's Unit, led to a high number of residual reports that are overdue, some dating as far back as 2001 or

2002. Moreover, there is no systematized way for follow up action on ensuing recommendations from these mechanisms.

29.　Through the Ministry of Law and Constitutional Affairs, PREGA aims to technically and financially support the establishment of an Advocacy Strategy for the National Human Rights Commission (with particular attention to vulnerable groups); Support to the operationalisation of Human Rights Clubs and institutional capacity to the Human Rights Unit so a culture of human rights can be instilled in Basotho at an early stage, as well as supporting the Ministry to carry out the execution of its mandate. Support to the establishment and capacity building for members of the National Mechanism on Treaty Body Reporting will in itself ensure that Lesotho's progression in this regard is monitored, and that human rights obligations and rights are adhered to.

Activity Result 2.4: Strengthened Parliament for effective legislation, oversight and representative functions.
30.　The role of Parliament is central to national transformation, political stability, economic growth and progress. Under this activity, support shall be provided for the implementation of legislative reforms as identified by the national reforms process. This will include amongst others, a comprehensive assessment of current legislative, oversight and representative capacity of the Parliament of Lesotho. The technical capacity of parliamentary staff and resources as well as existing platforms for citizen engagement in the parliamentary processes shall be reviewed. Based on the findings, a capacity strengthening strategy shall be developed and a range of capacity development activities implemented resulting in improved quality, relevance and viability of Parliament as a core governance institution.

Partnerships
31.　The Ministry of Development Planning is identified the lead Implementing Partner, to coordinate and lead engagement with Government and selected ministries on the implementation of the proposed programme. In line with the NSDP implementation, the Ministry will be expected to coordinate selected ministries, and ensure alignment to the national priorities and strategies.

32.　The following government ministries and autonomous institutions including civil and faith-based organizations are identified as responsible parties in the implementation of the programme: Ministry of Gender and Youth, Sports and Recreation (MGYSR), and Ministry of Law and Constitutional Affairs, Lesotho Parliament (National Assembly and Senate), Independent Electoral Commission (IEC),　Directorate on Corruption and Economic Offences (DCEO), Lesotho Council of NGOs, Christian Council of Lesotho, and the Elders Reference Group will play a pivotal role in the programme.

33.　Marginalised and minority groups such as youth and women, people living with disabilities, and the academia will be strategic partners in the implementation of the programme and national reforms process. It is envisaged that for a national reforms process to be complete and to ensure inclusiveness, active participation of marginalised groups and the younger generation will be critical. The academic community lead the nation's intellectual development though research and foresight thinking and will therefore be a partner in delivering planned outputs.

34.　The CO will further promote broad-based partnerships for resources mobilisation and expansion of possibilities for South – South Cooperation with other COs, UN agencies especially UN Women and OHCHR and other development partners.

Risks and Assumptions
35.　The following assumptions are relative to the successful implementation of this programme. A detailed risk log is attached in the Annex section.
- The Ministry of Development Planning has adequate human resources and technical capacity to coordinate Ministries and institutions identified.
- There is political will to oversee the implementation of the reforms process, and adequate foresight thinking to build and capacitate institutions of governance, so they can reach their full potential and exercise their constitutional mandate.

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- There are adequate resources financial and technical to support implementation of identified reforms and capacity building initiatives. Throughout the programme, UNDP and partners will have to engage in resources mobilization to support implementation of the programme.
- Change of government resulting in changes in the political leadership in government ministries and programme instability and changes in government priorities (middle management).

Stakeholder Engagement

36.   The programme is targeted at the following stakeholders:
- Support to the National Dialogue Planning Committee (NDPC) to finalise the In-district consultation process and the subsequent holding of Plenary Two of the national dialogue will be maintained. In the post dialogue phase of the reforms process, the emerging national reforms programme and implementation mechanisms will be supported to implement the agreed raft of reforms.
- Government ministries at the director level, and technical staff. The Programme will work with the Ministry of Development Planning to strengthen coordination and information filtered between the ministries and the programme. The programme will further use the relevant NSDP II coordination platforms to ensure relevance of programme strategy and proposed interventions. Partner ministries will also be engaged through technical team meetings, which will be used to facilitate peer learning, partnerships and share information.
- Autonomous and independent Institutions of governance such as the IEC, DCEO, and civil society organizations will complement efforts of partner ministries such as Law, Constitutional Affairs and Human Rights, to play their oversight roles. Through Parliamentary Committees, the National Assembly and Senate will be assisted by these bodies to make inputs and monitor all parliamentary processes in law making.
- Youth and women's organizations. Both the Departments of Youth and Gender in the Ministry of Gender and Youth, Sports and Recreation, will play a leading role in the coordination of all related activities on youth and women. The Ministry of Gender and Youth, Sports and Recreation, has established a data base of youth and women's organizations. Through the civil society umbrella body Lesotho Council of NGOs (LCN), other youth and women organizations will be engaged.

South-South and Triangular Cooperation (SSC/TrC)

37.   The programme will utilise opportunities for South – South and Triangular Cooperation for capacity building and to share lessons and best practices generated within the programme. Expertise and experiences from other countries and programmes will be constantly referred to enhance programme effectiveness and sustainability. The programme will also develop a strategy to identify good practices and document strategies mature for South – South and Triangular Cooperation.

Knowledge Management

38.   As part of programme implementation, UNDP will produce the following publications and products on the programme:
- Policy briefs
- Media products on major project outputs
- Research products
- Data and statistics publications

39.   In line with the UNDP Partnership and Communications Strategy, the programme will develop a visibility and communication plan to guide publicity and media engagement. Further, UNDP platforms such as website, social media and newsletters will be utilised to spread programme information and results.   The programme will also promote reporting and communication for results among partners, to build ownership for results and anticipated advocacy on results.

Sustainability and Scaling Up

40.   The programme is aimed at contributing to national results to action commitments made through the UNDAF and CPD. UNDP will work closely with the Ministry of Development Planning to ensure alignment to national programme priorities to build programme sustainability and continuity. The programme will further establish technical committees to facilitate joint planning, decision – making and implementation. In line with the Lesotho Partnership Policy, UNDP in collaboration with partner ministries and agencies, will submit programme plans, budgets and reports, to facilitate coordination and explore opportunities for collaboration. Based on the results of the Micro Assessments for Implementing and Responsible Partners, the programme will develop a capacity building plan to support and enhance capacities of stakeholders to independently deliver the programme beyond UNDP support. Scaling up and sustainability plans will be established based on programme results, institutional capacities and relevance to national priorities.

41.   UNDP will develop and support stakeholder capacities for reporting, utilising, where possible, technological innovations to enhance transparency. Regular project and management audits and spot checks will be carried out to ensure efficiency of internal controls and accountability.

IV.   PROGRAMME MANAGEMENT

42.   In line with the National Strategy Development Plan (NSDP II) the proposed Programme aims to support the National Reforms and build capacity of institutions of governance for sustained social cohesion. The programme will support the completion of the national dialogue for reforms. The raft of reforms that emerge as a result of the dialogue processes will be supported with capacity building and coordination activities, and resource mobilization.

43.   The capacity of institutions of governance in order for them to realize their mandate and carry an effective and proper oversight over the Executive will be a resultant intervention
The programme will have one programme management document, and a single programme implementation and procurement plan. These will be reviewed regularly to improve efficiencies and to ensure that the desired outputs are being achieved, in required quality and timeliness.

44.   National implementation modality (NIM) is the default modality for this programme. The Ministry of Development Planning, as a lead Implementing Partner in this portfolio, will also support implementation decision-making, monitoring and evaluation and facilitate benchmarking to national programmes. Each ministry, department and institution involved in the programme will be required to appoint technical focal points, who shall lead implementation and engagement in technical sessions. Harmonised Approach to Cash Transfers (HACT) will be used, together with other programme units and agencies to manage risks. UNDP will develop and support stakeholder capacities for reporting, utilising, where possible, technological innovations to enhance transparency. Regular programme and management audits and spot checks will be carried out to ensure efficiency of internal controls and accountability.

V. RESULTS FRAMEWORK

Intended Outcome as stated in the UNDAF Results and Resource Framework:

Outcome 1: By 2023, government and non-governmental institutions deliver their mandates and uphold good governance, rule of law, and human rights, with all people having improved access to justice and participating in social and political decision-making processes in a peaceful environment.

UNDAF Outcome indicators as stated in the Country Programme Document Results and Resources Framework, including baseline and targets:

1.1. Proportion of seats held by women in the (a) National Assembly and (b) local government - Baseline: (a) 24 (2017); (b) 47 Target: (a) 30; (b) 50

1.2. Lesotho's ranking on the Economist Intelligence Unit Democracy Index - Baseline: 56 (2017) Target: 40

1.3. Existence of an independent national human rights institution - Baseline: No Target: Yes

Applicable Output(s) from the UNDP Strategic Plan:

1.2.3 Institutions and systems enabled to address awareness, prevention and enforcement of anti-corruption measures to maximize availability of resources for poverty eradication

2.2.2 Constitution-making, electoral and parliamentary processes and institutions strengthened to promote inclusion, transparency and accountability

2.2.3 Capacities, functions and financing of rule of law and national human rights institutions and systems strengthened to expand access to justice and combat discrimination, with a focus on women and other marginalised groups[1]

3.2.2 National and local systems enabled and communities empowered to ensure the restoration of justice institutions, redress mechanisms and community security

Applicable Output(s) from the Country Programme Document:

1.1 Capacities of government and national stakeholders strengthened to undertake and sustain gender-responsive, inclusive and participatory institutional and governance reforms processes

1.2 Constitution-making, electoral and parliamentary processes and institutions strengthened to promote inclusion, transparency and accountability

1.3 Civil society and citizen have strengthened technical capacities for advocacy, public participation, oversight and social accountability

1.4 Capacities of CSOs, communities and institutions at national and local level strengthened for conflict prevention, peacebuilding and social cohesion

1.5 Rule of law and national human rights institutions and systems have strengthened technical capacities to promote inclusion, transparency and accountability

Programme title and Atlas Programme Number:

Programme on Renewal and Enhancement of Governance Architecture (PREGA) 2019-2023

EXPECTED OUTPUTS / ACTIVITIES	OUTPUT INDICATORS	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)						DATA COLLECTION METHODS
			Value	Year	Year 2019	Year 2020	Year 2021	Year 2022	Year 2023	FINAL	
Output 1 Support to inclusive and	1.1 Proportion of reform recommendations addressing persons	Parliamentary reports, Reforms document	(a) 0%; (b) 0%	2018			(a) 30%		b) 5%	(a) 30%; (b) 5%	Qualitative data methods: observations, reports, surveys

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[1] Includes youth, people with disabilities, people living with HIV and other traditionally marginalised groups, as relevant in each national context.

Outcome / Activity Results	Indicator	Data source / means of verification	Baseline	Year	Target	Target	Target	Target	Target	Target	Risks / Data methods
gender-responsive legal, policy and institutional reforms for peacebuilding and national transformation	with disabilities, youth, women's empowerment and gender equality a) adopted and b) proportion of these reforms implemented as a percentage of all reforms										*Risks: lack of inclusion; Limited capacity and awareness on issues and importance of gender equity and women's empowerment, youth, PLWD, and others;*
Activity Results: 1.1. Capacities of government and national stakeholders strengthened to undertake and sustain gender-responsive, inclusive and participatory institutional and governance reforms processes	1.2 Proportion of women participating in sessions of dialogue on reforms at a) national and b) community levels.	LNDSP Reports, Surveys, Dialogue and Plenary attendance lists, Plenary Reports, In-District Dialogue Reports, Media reports	(a) 0; (b) 0	2018	(a) 30%; (b) 30%	(a) 30%; (b) 30%	(a) 30%; (b) 30%	(a) 30%; (b) 30%	(a) 30%; (b) 30%	(a) 30%; (b) 30%	Qualitative data methods: observations, reports, register, surveys. *Risks: lack of inclusion; Limited capacity and awareness on issues and importance of gender equity and women's empowerment, and women's representation*
	1.3 Extent to which there are data-informed mechanisms in place to strengthen social cohesion and prevent risk of conflict	Ministry of Development Planning, Human Rights Commission?	1 (2016);	2018		1	1	1	1	3	Qualitative data methods: observations, case studies, legislation record, reports *Risks: limited data; lack of mechanisms in place*
1.2. Targeted support to women, youth and vulnerable groups for effective lobbying, advocacy and participation in reform processes	1.4 Percentage of peace committees that integrate gender consideration in their negotiations	CCJP, CSOs, Project reports, Attendance lists and minutes of meetings	0;	2018	20%	20%	25%	25%	25%	25%	Qualitative data methods: observations, reports, register, surveys *Risks: lack of inclusion and integration of gender; cultural barriers; lack of technical expertise; lack of/failure of peace committees*
1.3. Capacities of CSOs, communities and institutions at national and local level strengthened for conflict	1.5 Number of a) citizen forums and b) proposals on reforms and good governance facilitated by non-State actors	NGO / CSO reporting, LNDSP project reports, media	(a) 0; (b) 0;	2018	(a) 2; (b) 1	(a) 2; (b) 1	(a) 2; (b) 1	(a) 2; (b) 1	(a) 2; (b) 1	(a) 10; (b) 5	Qualitative data methods: observations, case studies, reports, register, surveys *Risks: lack of platforms for engagement; lack of citizen and non-state actor*

Indicator	Means of verification	Baseline Year	Baseline						Target	Qualitative data methods / Risks
prevention, peacebuilding and social cohesion 1.4. Support to inclusive and gender-responsive national reforms process and implementation mechanism										*engagement in democratic processes; lack of political will to engage citizens and non-state actors*
1.6 Inclusive National Reforms Document and Implementation Mechanism a) agreed on, b) legislated c) operationalised d) commenced implementation	National Reforms Roadmap National legislation record, Project reports	2017	No mechanism in place	a) agreed on	b) legislated	c) operationalised commenced implementation	d) ongoing implementation		National reforms document and mechanism a) agreed on, b) legislated c) operationalised d) commenced implementation	Qualitative data methods: legislation record, reports, *Risks: delays in implementation due to political uncertainty, lack of consensus on content, attrition*
Output 2 Enhanced capacity of government and national stakeholders for sustained gender-responsive, inclusive and participatory governance Activity Results: 2.1. Constitution-making, electoral and parliamentary processes and institutions strengthened to promote inclusion, transparency and accountability 2.2. Civil society										
2.1: Women's participation in elections: a) Proportion of women in the voter registry b) Proportion of women on the governing mechanism of the electoral management body c) Benefiting from Temporary Special Measures to ensure women's participation and representation	Independent Electoral Commission (IEC) Voter Registry, Parliament	2018	(a) 56%; (c) 21	(a) 56%; (b) 56%; (c) 21	(a) 56%; (b) 56%; (c) 22	(a) 56%; (b) 56%; (c) 23	(a) 56%; (b) 56%; (c) 24	(a) 56%; (b) 56%; (c) 25	(a) 56%; (b) 56%; (c) 25	Qualitative data methods: case studies, Parliamentary record, voter registry, legislation record, reports, surveys, database *Risks: lack of political will for TSM, Limited capacity and awareness on issues and importance of gender equity and women's empowerment, and women's representation*
2.2 Number of a) national and b) local elections judged free and fair by independent observer	Parliamentary reports, IEC reports, UN Election Observer reports	2018	(a) 3; (b) 2						(a) 1; (b) 1	Qualitative data methods: observations, reports, surveys, *Risks: political uncertainty leading to multiple elections, election violence or intimidation*
2.3 Number of parliamentary hearings and committee meetings	Parliamentary Committee Reports, Parliament	2018	0;					2		Qualitative data methods: observations, case studies, reports, register, surveys, database,

Outcome / Output	Indicator	Data source	Baseline	Year						Qualitative data methods / Risks
and citizen have strengthened technical capacities for advocacy, public participation,	triggered by the Private Members Bill through public participation processes.									*Risks: lack of accessible platforms for engagement; lack of awareness of mechanism; lack of private members bills tabled*
oversight and social accountability 2.3. Rule of law and national human rights institutions and systems have strengthened technical capacities to	2.4 Percentage of human rights treaty bodies State Party reports completed and submitted	Treaty Body Report Submissions, Project Reports, UNDAF Reporting, OHCHR reports Ministry of Development Planning, Human Rights Commission	22%1 (2016);	2018 2018		1	1	1	56%3	Qualitative data methods: reports *Risks: Staff turnover; technical and financial capacity; lack of political will to support reporting*Qualitative data methods: observations, case studies, legislation record, reports
promote inclusion, transparency and accountability 2.4. Strengthened Parliament for effective and inclusive legislation, oversight and representative functions;	2.5 Existence of effective measures adopted to mitigate and remedy corruption risks at: a) national level, b) subnational level, c) sector levels	Directorate on Corruption and Economic Offences (DCEO) reports, Parliamentary reports, project reports	(a) 3 (2017); (b) 0; (c) 00;	2018 2018	(a) 3; (b) 0; (c) 020%	(a) 3; (b) 1; (c) 120%	(a) 4; (b) 2; (c) 225%	(a) 4; (b) 3; (c) 225%	(a) 4; (b) 4; (c) 325%	(a) 4; (b) 4; (c) 325%	Qualitative data methods: observations, case studies, legislation record, parliamentary reports, parliamentary database *Risks: lack of political will, lack of financial and technical capacity*Qualitative data methods: observations, reports, register, surveys
	2.6 Mechanism to enable inclusive citizen participation in the proposal and development of legislation a) established b) operationalised;	National legislation record, Parliament, Project Reports	No mechanism in place	2019	a) Established	b) operationalis ed				Mechanism a) established and b) operationalised Qualitative data methods: case studies, legislation record, reports, *Risks: lack of citizen engagement in legislative processes, lack of resources for mechanism*

VI. MONITORING AND EVALUATION

45.   UNDP shall ensure that programme monitoring and evaluation frameworks are aligned with programme priorities, including strengthening the capacities of implementing partners in data collection and usage. The emphasis will be on data disaggregation for monitoring impacts on target groups. UNDP Governance and Peacebuilding Unit (GPU) will ensure consistent use of the UNDP gender marker to monitor expenditure and improve gender-based planning and decision-making. The GPU will monitor field activities and provide quality assurance in line with the results framework. Indicators will be revised as warranted to ensure consistency with the UNDP Strategic Plan, 2018-2021, NSDP II, UNDAF and CPD.

46.   The Governance and Peacebuilding Unit within UNDP shall be responsible for Monitoring, Evaluation and Reporting. The Unit shall develop comprehensive monitoring, evaluation and reporting plan to be negotiated and agreed upon with partners and stakeholders during the first year of implementation. The Monitoring, Evaluation and Reporting shall form the basis for tracking progress, risks and capturing lessons and best practices.

47.   Responsible Parties shall be required to produce quarterly, bi-annually and annual progress and financial reports to UNDP in line with the approved budge and work plan and based on the standard reporting template. UNDP shall in turn prepare consolidated quarterly, bi-annual and annual reports and share the same with Government and Partners within agreed time frame. Stakeholders annual review meetings shall be organised by Government and UNDP to assess programme performance and agree on priorities for the subsequent year. Two independent programme reviews shall be undertaken during the life of the programme. The Mid-Term Review shall be conducted at the end of the second year of implementation and the final review towards the end of the programme.

48.   In collaboration with the Government and the National Statistics Office, UNDP will support implementation of a strategy to improve data quality and strengthen the capacity of implementing partners to generate and use data for improved evidence-based policy development and monitoring of programme implementation.

49.   To facilitate evidence-based programme design and support office-wide engagement, a multi-year research agenda will produce policy briefs, discussion papers and periodic reports, focused on reforms, Governance, Accountability, Social Cohesion and stability. Other issues identified as part of the research agenda include: gender analyses linked to governance, analysis of the policymaking process; and planning/budgeting/monitoring linked to the programme goals.

50.   In order to increase the transparency, visibility and impact of its interventions, the programme will intensify efforts to communicate its development results to stakeholders, beneficiaries and partners through stories and real-life narratives, using innovative, user-friendly formats and social media tools to reach diverse audiences.

MONITORING PLAN

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the programme in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by programme management.		
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by programme management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.		
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the programme.	At least annually	Relevant lessons are captured by the programme team and used to inform management decisions.		
Annual Programme Quality Assurance	The quality of the programme will be assessed against UNDP's quality standards to identify programme strengths and weaknesses and to inform management decision making to improve the programme.	Annually	Areas of strength and weakness will be reviewed by programme management and used to inform decisions to improve programme performance.		
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the programme board and used to make course corrections.		
Programme Report	A progress report will be presented to the Programme Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual programme quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the programme (final report)			
Programme Review (Programme Board)	The programme's governance mechanism (i.e., programme board) will hold regular programme reviews to assess the performance of the programme and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the programme. In the programme's final year, the Programme Board shall hold an end-of programme review to capture lessons learned and discuss opportunities for scaling up and to socialize programme results and lessons learned with relevant audiences.	Bi-annually (i.e., at least annually)	Any quality concerns or slower than expected progress should be discussed by the programme board and management actions agreed to address the issues identified.		

EVALUATION PLAN

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
End of project Evaluation of Lesotho National Dialogue and Stabilisation Project				November 2019	Office of the Prime Minister National Dialogue Planning Committee Lesotho Council of NGOs	117,000 (Project resources)
Mid-term evaluation of the Country Programme (2019 – 2023)		SP Outcomes 1, 2 & 3	Outcome 1: By 2023, government and non-governmental institutions deliver their mandates and uphold good governance, rule of law, and human rights, with all people having improved access to justice and participating in social and political decision-making processes in a peaceful environment.	September 2021	Ministry of Development Planning, Parliament (Senate and National Assembly), Independent Electoral Commission; Ministry of Law and Constitutional Affairs; Ministry of Gender, Youth, Sports and Recreation; Directorate on Corruption and Economic Offences; Civil Society,	20,000
End of Programme Evaluation				December 2023	Ministry of Development Planning	25,000

VII. MULTI-YEAR WORK PLAN [23]

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year				RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2	Y3	Y4		Funding Source	Budget Description	Amount
Output 1: **Support to inclusive and gender-responsive legal, policy and institutional reforms for peacebuilding and national transformation** Gender marker: 2	Activity 1.1 Capacities of government and national stakeholders strengthened to undertake and sustain gender-responsive, inclusive and participatory institutional and governance reforms processes	13,000	15,000	15,000	15,000	UNDP, MoDP, DCEO	TRAC		58,000
	Activity 1.2 Targeted support to women, youth and vulnerable groups for effective lobbying, advocacy and participation in reform processes	3,000	15,000	15,000	15,000	UNDP, MGYSR	TRAC		48,000
	Activity 1.3 Capacities of CSOs, communities and institutions at national and local level strengthened for conflict prevention, peacebuilding and social cohesion	17,500	20,000	300,000	300,000	UNDP, LCN, CCL, CCJP	TRAC, PBF, EU		637,500
	Activity 1.4 Support to inclusive and gender-responsive national reforms process and implementation mechanism		250,000	250,000	250,000	UNDP, MoDP	, EU		750,000
	MONITORING & EVALUATION		10,000	20,000	20,000	UNDP	PBF, EU		50,000
	Sub-Total for Output 1								**1,543,500**

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[2] Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32
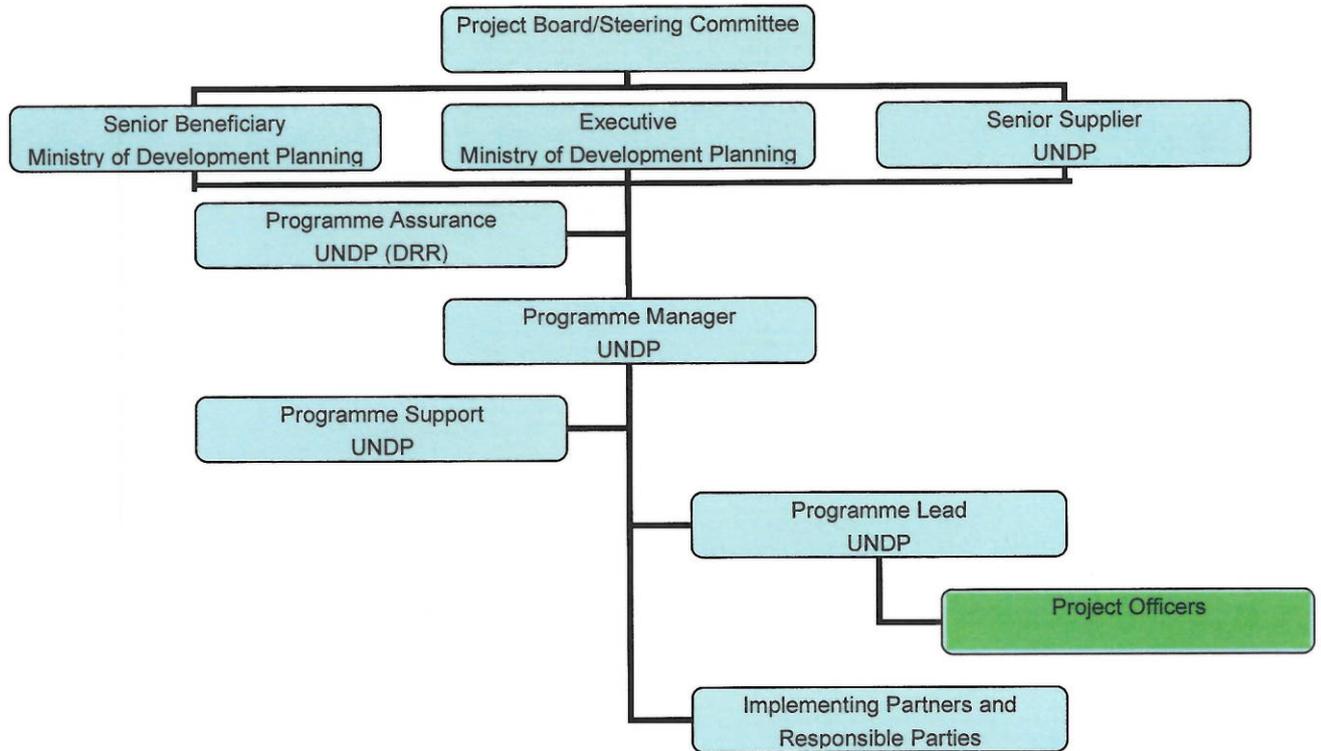
[3] Changes to a programme budget affecting the scope (outputs), completion date, or total estimated programme costs require a formal budget revision that must be signed by the programme board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

Output 2: **Enhanced capacity of government and national stakeholders for sustained gender-responsive, inclusive and participatory governance** **Gender marker: 2**	Activity 2.1 Constitution-making, electoral and parliamentary processes and institutions strengthened to promote inclusion, transparency and accountability	5,000	50,000	50,000	50,000	UNDP, IEC Parliament	TRAC EU	155,000
	Activity 2.2 Civil society and citizen have strengthened technical capacities for advocacy, public participation, oversight and social accountability	10,000	50,000	50,000	50,000	UNDP, LCN. CCL	TRAC, EU	160,000
	Activity 2.3 Rule of law and national human rights institutions and systems have strengthened technical capacities to promote inclusion, transparency and accountability	23,000	25,000	25,000	25,000	UNDP, MLCAHR MoDP	TRAC	98,000
	Activity 2.4 Strengthened Parliament for effective and inclusive legislation, oversight and representative functions		250,000	250,000	250,000	UNDP, Parliament	TRAC	750,000
	MONITORING & EVALUATION	10,000	20,000	20,000		UNDP	TRAC, PBF, EU	50,000
	Sub-Total for Output 2							**1,213,000**
Programme Management Support		73,200	80,000	80,000	80,000	UNDP	TRAC,	313,200
TOTAL.								**3,069,700**

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

45.   The programme will be managed by UNDP, with oversight and governance support from the Programme Steering Committee, as reflected below:

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                    ┌──────────────────────────────┐
                    │ Project Board/Steering Committee │
                    └──────────────────────────────┘
                                 │
  ┌──────────────────────┐  ┌─────────────────────┐  ┌──────────────────┐
  │  Senior Beneficiary  │  │     Executive       │  │  Senior Supplier │
  │ Ministry of Development│  │ Ministry of Development│  │      UNDP       │
  │      Planning        │  │     Planning        │  │                  │
  └──────────────────────┘  └─────────────────────┘  └──────────────────┘

        ┌──────────────────────┐
        │  Programme Assurance  │
        │      UNDP (DRR)       │
        └──────────────────────┘

                 ┌──────────────────────┐
                 │  Programme Manager    │
                 │        UNDP          │
                 └──────────────────────┘

  ┌──────────────────────┐
  │  Programme Support    │
  │        UNDP          │
  └──────────────────────┘

                      ┌──────────────────────┐
                      │   Programme Lead      │
                      │        UNDP          │
                      └──────────────────────┘

                              ┌──────────────────────┐
                              │    Project Officers   │
                              └──────────────────────┘

            ┌──────────────────────────────┐
            │ Implementing Partners and     │
            │    Responsible Parties        │
            └──────────────────────────────┘
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51.   Programme Steering Committee: The Programme Steering Committee (PSC) is responsible for the overall direction and management of the programme. The PSC is the group responsible for making executive management decisions for a programme when guidance when required, including approval of programme plans and revisions. This group contains three roles as defined below:

- An Executive (Ministry of Development Planning), representing the programme ownership and alignment to the national priorities. Also acts as chairperson to the Committee.
- A Senior Supplier (UNDP) to provide guidance regarding the technical feasibility, including compliance and alignment to UNDP objectives. Acts a co-chairperson to the Committee.
- A Senior Beneficiary to ensure the realization of programme benefits from the perspective of programme beneficiaries represented. This role will be played by the Ministry of Development Planning as an interlocutor for development and lead coordinating agency in Lesotho. Other stakeholders to be involved in the programme include government ministries, (Ministry of Law and Constitutional Affairs, Ministry of Gender and Youth, Sports and Recreation, Lesotho Parliament (National Assembly and Senate), Independent Electoral Commission, Directorate on Corruption and Economic Offences, Lesotho Council of NGOs, Christian Council of Lesotho

52.   The Steering Committee will meet every six months and review and approve annual budgets and work plans and provide strategic guidance to the programme. An annual programme review will be hosted annually to share programme results and review progress towards programme objectives.

53.   The Programme Manager has the authority to run the programme on a day-to-day basis on behalf of the Steering Committee within the mandate and strategic organisation of UNDP and is responsible for management and decision-making for the programme. The Manager is mainly accountable to delivering the programme results in line with stated objectives, to the required standard of quality and within the specified constraints of time and cost. S/He will be hired by UNDP and will be charged with the responsibility of implementing the programme from planning, implementation, monitoring and evaluation, to reporting phase. S/he must coordinate programme activities and provide programme oversight in liaison with lead officers and implementing partners.

54.   The Programme Support role provides programme administration, management and technical support to the Programme Manager as required by the needs of the individual programme. In this role a programme administration assistant will be engaged for the duration of the programme period.

55.   Programme Assurance is the responsibility of the Steering Committee; however, daily monitoring function in this regard is delegated to the UNDP Deputy Resident Representative.

IX.   LEGAL CONTEXT

56.   This programme document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Lesotho and UNDP, signed on 31 December, 1974. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

57.   This programme will be implemented by Ministry of Development Planning ("Implementing Partner") in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

X.   RISK MANAGEMENT

1. Consistent with the Article III of the SBAA [or the Supplemental Provisions to the Programme Document], the responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP's property in the Implementing Partner's custody, rests with the Implementing Partner. To this end, the Implementing Partner shall:
a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the programme is being carried;
b) assume all risks and liabilities related to the Implementing Partner's security, and the full implementation of the security plan.

2. 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 the Implementing Partner's obligations under this Programme Document.

3. The Implementing Partner agrees to undertake all reasonable efforts to ensure that no 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/sc/committees/1267/aq_sanctions_list.shtml.

4. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (http://www.undp.org/ses) and related Accountability Mechanism (http://www.undp.org/secu-srm).

5. The Implementing Partner shall: (a) conduct programme and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other programme stakeholders are informed of and have access to the Accountability Mechanism.

6. All signatories to the Programme Document shall cooperate in good faith with any exercise to evaluate any programme or programme-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to programme sites, relevant personnel, information, and documentation.

7. The Implementing Partner will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, responsible parties, subcontractors and sub-recipients in implementing the programme or using UNDP funds. The Implementing Partner will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.

8. The requirements of the following documents, then in force at the time of signature of the Programme Document, apply to the Implementing Partner: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. The Implementing Partner agrees to the requirements of the above documents, which are an integral part of this Programme Document and are available online at www.undp.org.

9. In the event that an investigation is required, UNDP has the obligation to conduct investigations relating to any aspect of UNDP projects and programmes. The Implementing Partner shall provide its full cooperation, including making available personnel, relevant documentation, and granting access to the Implementing Partner's (and its consultants', responsible parties', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with the Implementing Partner to find a solution.

10. The signatories to this Programme Document will promptly inform one another in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality. Where the Implementing Partner becomes aware that a UNDP programme or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, the Implementing Partner will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). The Implementing Partner shall provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

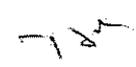11. UNDP shall be entitled to a refund from the Implementing Partner of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Programme Document. Such amount may be deducted by UNDP from any payment due to the Implementing Partner under this or any other agreement. Where such funds have not been refunded to UNDP, the Implementing Partner agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Programme Document, may seek recourse to the Implementing Partner for the recovery of any funds determined by UNDP to have been used

inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Programme Document.

Note: The term "Programme Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Programme Document, including those with responsible parties, subcontractors and sub-recipients.

12. Each contract issued by the Implementing Partner in connection with this Programme Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from the Implementing Partner shall cooperate with any and all investigations and post-payment audits.

13. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.

14. The Implementing Partner shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to each responsible party, subcontractor and sub-recipient and that all the clauses under this section entitled "Risk Management Standard Clauses" are included, mutatis mutandis, in all sub-contracts or sub-agreements entered into further to this Programme Document.

XI. ANNEXES

i. Risk Analysis

No.	Description	Category	Probability and Impact	Mitigating Measures	Owner	Date Identified	Last Update	Status
1.	Disagreements within the coalition government could make consensus-building difficult and, at worst, lead to new elections which could disrupt implementation	Operational	High	• In case of serious disagreement within the government, coalition partners will be encouraged to activate the provision for international mediation contained in The Coalition Agreement. • Close monitoring of political dynamics and consensus building efforts will be deployed in partnership with SADC and national dialogue facilitators.	UNDP, Programme Steering Committee	Programme Inception	March 2019	
2.	Disruption of the reforms process by disaffected or worried members of the security agencies including some political youth and groupings which feel disenfranchised	Operational	Medium	• The programme specifically seeks to reduce this risk by reintegrating a section of soldiers who could otherwise be a source of disaffection. • The proposed process of internal dialogue and visioning will be geared to ensuring that members of the fully understand and embrace the reforms and feel less threatened by them. • UN in collaboration with resident development partners and religious groups will continue to engage all sectors of society and monitor the process for inclusivity and against partisan interest • Targeted and sector-specific information sharing along-side a national communication strategy will ensure that all sectors to be affected by the reforms are well-informed about their objectives.	UNDP, Programme Steering Committee	Programme Inception	March 2019	
3.	Boycott of the dialogue and reforms process by opposition parties.	Operational	High	• The UN will work closely with all political parties, SADC religious and civil society leaders to ensure the participation of as many political parties as possible. The proposed National Leaders Forum is intended as a problem-solving forum and all efforts will be made to ensure its functioning.	UNDP, Programme Steering Committee	Programme Inception	March 2019	
4.	Constitutional crisis could lead to	Operational	Low	• In the context of Lesotho, there are established mechanisms such as Constitutional Courts, where different interpretations of the	UNDP, Programme	Programme Inception	March 2019	

#	Risk	Type	Impact	Mitigation Measures	Responsible	Timing	Date
	the collapse of the coalition government.			constitution are mediated. The courts strictly adhere to this principle hence conflict resolution mechanisms including dialogue will be executed to alleviate any possible constitutional crisis.	Steering Committee		
5.	Programme Implementation Delays	Operational	High	• Consistent and frequent monitoring of programme activities • Regular convening of programme implementation meetings with actionable recommendations.	UNDP, Programme Steering Committee	Programme Inception	March 2019
6.	Full funding for the programme is not available	Financial	Medium	• With a few development partners resident in Lesotho, resource mobilization from other sources except traditional ones is a distant prospect	UNDP	Programme Inception	March 2019
7.	Strong Coordination among all responsible partners is needed to avoid overlaps, maximise synergies and ensure that results are achieved	Operational	High	• Regular meeting of the steering committee with all key responsible partners in attendance is a prerequisite	UNDP/ Programme Steering Committee	Programme Inception	March 2019

1. **Programme Quality Assurance Report**

2. **Social and Environmental Screening Template** [English][French][Spanish], including additional Social and Environmental Assessments or Management Plans as relevant. (NOTE: The SES Screening is not required for projects in which UNDP is Administrative Agent only and/or projects comprised solely of reports, coordination of events, trainings, workshops, meetings, conferences, preparation of communication materials, strengthening capacities of partners to participate in international negotiations and conferences, partnership coordination and management of networks, or global/regional projects with no country level activities).

3. **Risk Analysis**. Use the standard Risk Log template. Please refer to the Deliverable Description of the Risk Log for instructions

4. **Capacity Assessment:** Results of capacity assessments of Implementing Partner (including HACT Micro Assessment)

5. **Programme Board Terms of Reference and TORs of key management positions**