

Draft

Government of Lesotho

United Nations Development Programme

Capacity Building for Effective Local Governance

Summary

This programme aims to support the efforts of the government and people of Lesotho to consolidate the democratic gains made over the recent past and to design the support mechanisms and strategies needed for effective implementation of the Government's decentralisation programme.

The main objectives of the project will be to support the Lesotho Government following the local elections of 30 April 2005 in: a) the attainment of HIV & AIDS competent communities in Lesotho; b) the decentralisation process; c) the Ministry of Local Government and local authorities monitoring and evaluation activities.

Key activities will include support to the Ministry of Local Government to mobilise communities in scaling up the national response to HIV & AIDS at the community level, the provision of the necessary training to the Councillors in planning, budgeting, and related administrative skills in preparation for effective performance of their mandate as the people's elected representatives as well as the development of Monitoring and Evaluation systems.

The overall result will be to consolidate the country's democracy through strengthened local government structures and to contribute towards attainment of development goals as articulated in the long term National Vision and other development policy documents.

SIGNATURE PAGE

Country: Lesotho

UNDAF	Strengthened democratic institutions, civil society organisations, transformed leadership and, increased civil liberties and human rights.
Outcome(s)/Indicator(s):	
Expected Outcome(s)/Indicator(s):	Outcome: Empowering leadership, decentralization and local governance Indicator: Effective structures and mechanisms in place and with participation of Basotho
Expected Output(s)/Annual target(s):	Output 1: Enabling MoLG to provide training of councillors Indicator 2: Councillors trained and structures working post-elections Output 2: Community awareness among citizens of Lesotho of Local Elections and structures Indicator 3: Post-election community understanding and participation in local governance structures Output 4: HIV/AIDS awareness through the lens of local governance Indicator 4: Scaled up activities in HIV&AIDS advocacy through medium of Local Government
Implementing partner:	Ministry of Local Government.
Responsible Parties:	Ministry of Local Government and UNDP

Programme Period: 2005 - 2007

Programme Component: Empowering leadership
Decentralization and local governance

Project Title: Capacity Building for Effective Local Governance

Project ID: _____

Project Duration: June 2005 – December 2006

Management Arrangement: _____

Budget	<u>\$700,000</u>
General Management Support Fee	
Total budget:	<u>\$700,000</u>
Allocated resources:	_____
• Government	_____
• Regular	_____
• Other:	_____
○ Donor	_____
• In kind contributions	_____
Unfunded budget:	_____

Agreed by (Government): _____

Agreed by (Implementing partner): _____

Agreed by (UNDP): _____

Section I

Part. 1 Situation Analysis

Located in southern Africa, Lesotho has a population of 2.2 million, is the only constitutional monarchy on the continent and is completely surrounded by the Republic of South Africa. Political tension and conflict have destabilized the country for most of the period since its independence from Britain in 1966. A spell of authoritarian and military rule, spanning the years from 1970 to the beginning of 1993, weakened the state in such critical areas of governance as public accountability, law enforcement and the administration of justice. Since the last general election of May 2002, however, the nation has enjoyed an unprecedented period of post electoral stability. There is now a growing understanding and commitment among all stakeholders – including the main political parties – that all citizens have a role to play in deepening the country's young democracy.

On the downside, however, this period has also been impacted by the most daunting development challenges involving the triple threat of poverty, food insecurity and HIV and AIDS. Since the first AIDS case in the country was reported in 1986, adult HIV prevalence has risen from around 4 % in 1993 to 25% in 1999 and to 29% in 2004. This makes Lesotho the country with the third highest HIV prevalence rate in the world, and the poorest of the three countries; the first two being Botswana, and Swaziland. By implication, one in three Basotho aged 15-49 is now infected with HIV. Women carry the greatest burden of the disease. It is estimated that 38.1 % of women aged 15-49 years have HIV infection, whereas the infection rate for men in this age group is 17.4%.

To address the twin challenges of consolidating democracy among local communities and supporting the people to play a more proactive role in scaling up their response to the pandemic, the government, working closely with the Independent Electoral Commission, made good its promise to hold local elections on 30 April 2005.

Arrangements are now being finalised to set up new Local Government Councils following those elections. When the Councils assume office, it will be the first time since the 1960s that such structures participate in the governance of the country. The

Councils have no precedent to follow, no clearly spelt out procedures for the performance of their duties and little or no understanding of how the Government machinery, of which they will now be an integral part, functions. Lesotho's legacy of divisive politics only began to dissipate with the country's return to elective government in 1993. Thus, the Local Councils will help deepen people's understanding of their rights and obligations in a democracy. They will be appropriately placed to strengthen national reconciliation at the community level. In addition, the Councils will promote the positive political inclusiveness brought about by the Mixed Member Proportional (electoral) Model under which the current parliament was elected in May 2002

Part II .Strategy

A key element of the programme will be to support the establishment of local government, a major milestone in the process of deepening democracy in Lesotho. Local Government elections were successfully held on 30 April 2005. Once more, the Independent Electoral Commission has acquitted itself commendably in planning for, and conducting an important electoral process. The challenge now is to set up the Councils and to roll out a public education programme regarding the new local government structures. Crucially, the Ministry of Local Government needs to be supported to build in-house institutional capacity to guide the decentralisation process. This support will assist the Councils to take the lead throughout the length and breadth of the country in addressing the development needs of Lesotho. If the efforts to achieve real democracy at the local level are to be realised, it is essential for the councils to be aware of their role and function – particularly important in a country which has not experienced local government structures for decades. The programme will assist the Ministry of Local Government with the necessary training for council members. Working closely with international partners, including GTZ, the programme will help build community awareness of the importance of local government and how it can facilitate official response and improved service delivery to the needs of the people. The programme will also build on the training that UNDP has started with the Ministry of Local Government in **Change Management** for staff and **Leadership for Results Training** provided to community leaders at the district level. It will set out to support the Councils to effectively carry out their functions, working in close collaboration with traditional leadership and civic organization

groups that the people themselves have formed to address their development needs and aspirations. This support will include transformational leadership programmes for upper echelons of the district local government structure. It will also include focused training programmes on community-based planning including appreciation of the budgeting cycle. Special focus will be on formulation of the estimates of revenue and expenditure and preparation of performance reports. Further, the training will cover contract administration for performance of public services and basic values of accountability and transparency. In addition, at least ten representatives of district Councils will participate in study visits to more established regional counterpart organizations to gain comparative experience.

It is envisaged that most of the training necessary to acquaint the Councils with the body of regulations and procedures they will need to be familiar with will be developed by the Ministry in collaboration with the Lesotho Institute of Public Administration and Management (LIPAM). As the training arm of the Civil Service, LIPAM will play an important role in building the capacity of the Ministry of Local Government. Foremost among the Ministry's needs will be the development of home grown capacity to plan and implement training programmes for the 129 Local Government Councils that are being set up. This capacity is needed to guide the evolution of local governance. Related activities here will include needs assessment studies for evidence based programmes that will ensure the success of the local government structures.

Part III. Management Arrangements

The programme will be nationally executed by the Ministry of Local Government, working closely with the UNDP Country Office and other partners including GTZ.

It will be implemented with due regard to the urgent need to support the newly established local government councils find their feet and to understand their role in deepening Lesotho's democracy through attention to the key values that underpin it — accountability, transparency and responsive service delivery to all members of the public irrespective of their political loyalties. It is envisaged that front -loading implementation of the project will help expose any weaknesses and constraints that may have not been foreseen during the design of the programme.

The UNDP Country Office will provide on-going support to the programme and facilitate coordination of its activities with related initiatives including support to Parliament and improved service delivery within the public service. In accordance with the Administrator's Business Plan, the project will seek to forge new partnerships to support consolidation of democracy and good governance at the local level and to empower Basotho communities to formulate development initiatives at the local level.

The government of Lesotho is keen to put in place structures that will enable the country to meet the targets of the Millennium Development Goals, foremost of which (in the context of Lesotho) are the goals of reducing the HIV infection rate and halving poverty by the year 2015. In this context, increased community involvement in the national fight against HIV & AIDS will stimulate the people's own critical assessment of risk and vulnerability with respect to the pandemic, and facilitate a process in which villagers will be able to develop their own appropriate responses. Members of the newly elected community councils will receive training to enable them to take the lead, in collaboration with viable local organisations, in raising awareness of communities and making available to them the necessary information to plan their own interventions.

Day to day business of the project will be directed by a Programme Manager who will be recruited locally on the basis of his/her qualifications, familiarity with the Government's decentralisation policies and previous experience in a relevant field. The Programme Manager will be answerable, through the Principal Secretary for the Ministry of Local Government, to a Steering Committee comprising representatives of the Ministry, UNDP and GTZ. The project will continue to engage Lesotho's other development partners to mobilise resources on a cost-sharing basis in order to increase the scope and impact of the activities that may be undertaken.

The UNDP country office will conduct regular evaluations of this programme to assess its contribution to the government's decentralisation policy and the national effort to scale up Lesotho's response to HIV & AIDS. The monitoring and evaluation strategy will particularly seek to ensure timely completion of the intended outputs. Lessons learnt will be posted through the UNDP knowledge networks to other UNDP programme countries.

Part V. Legal Context

The legal context for UNDP supported programmes and projects in the Kingdom of Lesotho is set out in the Standard Basic Agreement entered into by the two parties on 31 December 1974. This project document shall be the instrument referred to as a Plan of Operation envisaged in Article 1, paragraph 2 of the Standard Basic Agreement. In accordance with the provisions of that agreement, the following types of revisions may be made to the PSD with the signature of the UNDP Resident Representative only, provided he/she is assured that the other signatories of the PSD have no objection to the proposed changes:

- a) Revisions in, or addition to, any of the annexes of the PSD
- b) Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but which are caused by rearrangement of the inputs already agreed or by cost increases due to inflation

Section II. Results

PROJECT RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework: Empowering leadership, decentralization and local governance				
Outcome Indicators as stated in the Country Programme Results and Resources Framework:				
Applicable MYFF Service Line: 2.6 Decentralization, local governance and urban/rural development				
Partnership Strategy: Main partners will be:				
<ul style="list-style-type: none"> a. The Ministry of Local Government b. Lesotho Institute for Public Administration and Management c. GTZ 				
Project title and ID (ATLAS Award ID): Capacity Building for Effective Local Governance in Lesotho				
Intended Outputs	Output Targets (month)	Indicative Activities	Responsible parties	Inputs
1 HIV & AIDS awareness and mobilisation through the lens of local governance		1.1 Use of ICT for HIV & AIDS impact mitigation 1.2 Community based planning for HIV & AIDS	UNDP/MOLG	Local Consultant. Training and support to GTZ and on-going activities.
2 Capacity building in relation to the decentralisation process	Training programmes designed and offered to 10 Councillors from each district by end of 2005.	2.1.1 LIPAM assisted in conducting needs assessment studies and providing relevant courses 2.1.2 Service Delivery training 2.1.3 Leadership for Results training 2.1.4 Change Management training 2.1.5 Study visits for minimum 10 district councillors 2.1.6 Simple operating manuals produced for	UNDP/MoLG/LIPAM	Training and study visits. UNDP Consultant.

<p>3 Increased community awareness of the role of Local Government structure as a vehicle of response to citizen needs</p>	<p>By December 2005, system tested.</p> <p>Post local election awareness training by December.</p>	<p>Councillors</p> <p>2.2.1 Development of community based planning framework linked to public sector budget allocation cycle</p> <p>2.3.1 Monitoring and Evaluation system development</p> <p>2.3.2 Training on M&E</p> <p>2.3.3 Manuals on M&E</p> <p>3.1 Support to IEC's production of information in Sesotho to all districts</p>	<p>UNDP/MOLG/GTZ</p> <p>UNDP/MoLG/IEC</p>	<p>UNDP support to on-going MOLG and GTZ activities</p> <p>Assistance towards publication of training manuals</p> <p>Advisory and assistance with printing/distribution</p>
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Section III – The total work plan



United Nations Development Programme

Lesotho

Year: 2005

Project Number:

Project Title: Capacity Building for Effective Local Governance

Proj. ID	Expected Output	Key Activities	Timeframe				Respon. Party	Planned Budget					
			Q1	Q2	Q3	Q4		Fund	Donor	Budget Description	Amount		
	HIV & AIDS awareness and mobilisation	1 ICT support to HIV & AIDS impact mitigation		X	X	X	UNDP	TRAC	UNDP	71200	International Consultant	80,000	
							/MoLG			72505	stationery and supplies	10,000	
										71600	travel	30,000	
										71300	Local Consultants	40,000	
		3 Community based planning for HIV & AIDS				X	X				74500	Misc. Expenses	4,000
											71400	personnel	25,000
Sub total											189,000		
	Competence building in LG structures	1 LIPAM supported in course offering through capacity building and advice		X	X	X	UNDP	TRAC	UNDP	71200	International Consultant	80,000	
							/MoLG			72505	stationery and supplies	10,000	
										71600	travel	30,000	
										71300	Local Consultants	40,000	
		2 Monitoring and Evaluation development and training				X	X	UNDP/MoL	TRAC	UNDP	71400	personnel	25,000
											72400	printing costs	20,000
											72505	stationery and supplies	4,000
		4 Operating manuals for councillors						UNDP/MoL	TRAC	UNDP	74500	Misc. Expenses	4,000
		Sub total											213,000
	Citizen awareness and participation in decentralisation process	1 IEC Awareness informtion			X		UNDP/MoL	TRAC	UNDP	72400	printing costs	30,000	
										74500	Misc. expenses	6,000	
										71600	travel	10,000	
		2 'Citizens and Local Government manuals' - to all 129 Councils				X		UNDP/MoL	TRAC	UNDP	72300	Goods	11,000
								GTZ			71300	local consultant	30,000
Sub total											87,000		
TOTAL											300,000		



Year: 2006
 Project Number:
 Project Title: Capacity Building for Effective Local Governance

Proj. ID	Expected Output	Key Activities	Timeframe				Respon. Party	Planned Budget				
			Q1	Q2	Q3	Q4		Fund	Donor	Budget Description	Amount	
	Competence enhancement of councillors	1 Development of community based planning framework linked to public sector budget allocation cycle	X	X			UNDP	TRAC	UNDP	71200	International Consultant	80,000
							/MoLG			72505	stationery and supplies	10,000
										71600	travel	30,000
										71300	Local Consultants	40,000
		2 Continued training programmes for councillors per district	X	X			UNDP/MoLC	TRAC	UNDP	71400	personnel	25,000
										72400	printing costs	20,000
										72505	stationery and supplies	4,000
		3 Study Visits for 10 district councillors (min 3 female councillors)		X			UNDP/MoLC	TRAC	UNDP	71600	travel	40,000
										74500	Misc. expenses	4,000
		4 Dissemination of manuals for councillors	X	X	X		UNDP/MoLC	TRAC	UNDP	71602	transportation	20,000
											vehicle maintenance	10,000
		Sub total										
	Citizen awareness and participation in decentralisation process	1 Train the Trainer programme on Voter education	X	X	X		UNDP/MoLC	TRAC	UNDP	72400	printing costs	30,000
										74500	Misc. expenses	6,000
										71600	travel	40,000
		2 Workshops at community level on manual		X	X		UNDP/MoLC	TRAC	UNDP	72300	Goods	11,000
							GTZ			71300	local consultant	30,000
Sub total											117,000	
TOTAL											400,000	

Annex 1

DECENTRALISATION PROCESS
IN LESOTHO

