



**United Nations Development
Programme, Lesotho**

Draft CPAP 2008-2012

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Framework

1. This Fourth Country Programme Action Plan (CPAP IV: 2008 - 2012) for Lesotho derives from and is based on the Fourth UNDP-GOL Country Programme Document (CPD IV), which was approved by the Executive Board in June 2007. The latter resulted from extensive consultations among major stakeholders, which led to the formulation of a UN Development Assistance Framework (2008 – 2012). The UNDAF is informed by the priority challenges of the country identified in: the UN Common Country Assessment (CCA); the revised, re-clustered Poverty Reduction Strategy (PRS) priority goals (presented to the November 2006 donor Round Table Conference); and the Millennium Development Goals (MDGs). The CPD IV was further informed by the Administrator's endorsement of the High Level Panel's "*Delivering as One*" recommendations in the context of the Secretary-General's UN Reform initiative, as well as the Africa Bureau's strategic focus on *Capacity Development for Pro-poor Growth and Accountability (CD-PGA)*.

Part I: Basis of Relationship and Legal Context

The Government of Lesotho (hereinafter referred to as "the Government") and the United Nations Development Programme (hereinafter referred to as UNDP) have entered into a basic agreement to govern UNDP's assistance to the country through a Standard Basic Assistance Agreement (SBAA), which was signed by both parties on 31st December 1974. The SBAA notes, in particular, that any assistance should be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UNDP organs and subject to the availability of the necessary funds to the UNDP. It also notes that the UNDP Resident Representative and the United Nations Resident Coordinator in the country shall have full responsibility and ultimate authority on behalf of the UNDP Administrator and the United Nations Secretary General for the programme in all activities of support in the country. This includes full accountability and compliance with existing audit and financial accountability requirements and the security of all United Nations personnel.

This Country Programme Action Plan (CPAP IV: 2008-2012) is a five-year framework defining mutual cooperation and agreement between the Government of Lesotho and the UNDP for the period covering 2008 to 2012. It is based on the development challenges identified in the UN Common Country Assessment (2004) and the United Nations Development Assistance Framework (UNDAF 2008-2012). These, in turn, take full account of the UN Conventions and the Millennium Development Goals (MDGs) as well as the commitments and initiatives of the Government, as reflected in the National Vision 2020, the Poverty Reduction Strategy (PRS), the Public Sector Improvement and Reform Programme (PSIRP), and the National HIV/AIDS Strategic Plan. The CPAP derives its outcomes and outputs from the Country Programme Document 2008-2012, which was reviewed and approved by the UNDP Executive Board in June 2007.

The CPAP, therefore, defines the broad goals and outcomes to which the Government of Lesotho and UNDP jointly subscribe for dealing with the development challenges of the country, within agreed financial parameters, including continued efforts regarding resource mobilization, public service delivery and public-private partnerships. Programme components are organized by outcomes as derived from the UNDAF 2008-2012, as reflected in the Country Programme Document (2008-2012). To achieve the outcomes identified in this CPAP, there is need to outline indicative programme outputs and activities, which will be developed in greater detail on a yearly basis and described in Annual Work Plans (AWPs). This CPAP, together with the AWPs, which will later be included, as developed at the beginning of each year, as annexes to this document, shall constitute the Standard Basic Assistance Agreement between the Government of Lesotho and the UNDP.

Part II: Situation Analysis

2.1 While, since its earlier years of political turmoil and conflict, Lesotho has made great progress in consolidating democracy following the successful 2002 general elections, the country still faces considerable development challenges, driven primarily by the effects of the high prevalence of HIV. With the third highest prevalence rate in the world, now estimated at approximately 23 percent of the adult population, the country is experiencing an unprecedented challenge. The pandemic, combined with deep-rooted poverty and food insecurity, is causing a new kind of vulnerability, which affects almost every household in the country.

2.2. The prevailing chronic poverty is the result of drastic structural changes to the economy since the 1990s, deriving from **three** main sources. In the past, 46 percent of Lesotho's gross national income (GNP) came from the combination of: (a) **personal remittances**; and, foreign transfers (for investments in (b) the **Lesotho Highland Water Project**, and (c) the booming **garment industry**). By the late 1990s, this massive contribution from outside sources fell by half. Besides, since the beginning of 2005, there have been some job losses in Lesotho's garment industry when the Multi-Fibre Agreement (MFA) ended in December 2004.

2.3 About half of the population now lives below the poverty line. Reduced household incomes and reduced employment opportunities for the large number of returning migrant miners is perpetuating the situation of food insecurity and chronic poverty. In turn, chronic poverty and food insecurity have forced some segments of the population into desperation. This desperation has led some to engage in risky behaviour that predisposes them to further HIV infection. Women are disproportionately affected by poverty, HIV and AIDS, which makes a gender sensitive CPAP imperative.

2.4 The current multiple crisis is negatively affecting the environmental resource base, as well as its quality. The severity of environmental challenges in the country have implications beyond national borders into the region and even globally with adverse impact on livelihoods, while poverty, illness and desperation contribute to continued degradation. Women and children are disproportionately affected by chronic environmental degradation. The major mutually-reinforcing environment-livelihoods challenges include: recurring droughts and floods; deforestation, directly linked to over-reliance on biomass as an energy source (overall, electrification coverage is estimated at 11% of Lesotho's population, with only 1% in rural areas); loss of topsoil and gully formation; ineffective land tenure system; inefficient management of the fragile mountain ecosystem; and, inefficient and unsustainable agricultural practices. Although Lesotho is not a significant emitter of Carbon Dioxide and other Green House Gases it is highly vulnerable to Climate change and needs to implement the necessary adaptation measures. One of Lesotho's development niches in the face of an economically powerful neighbor is its rich and proud culture and history which can make a significant impact on tourism and employment creation.

2.5 Lesotho's human development indicators have worsened rapidly over the last decade because of the increased mortality associated with HIV and resulting AIDS-related deaths since the 1990s. In 1997, the average new-born Lesotho had a life expectancy of 56 years (UNDP, HDR 1999), which was projected to rise steadily to 60 years in 2001. But, owing to the effects of high HIV prevalence, overall life expectancy has been reduced to 35.2 in 2004 (UNDP, HDR 2006). Average incomes have also been falling during this period. As a result, Lesotho's overall position in the UNDP human development index (HDI) ranking fell steadily from 127 out of 174 countries in 1998 to 137 in 2003, then to 149 out of 177 countries in 2006.

2.6 Following the successful general elections of May 2002, followed by local council elections of April 2005, and the recent February 2007 general elections, there is now a growing recognition within government, and among civil society and international partners that a unique opportunity exists for real change to take place in the development process. There is still need, however, to deepen gender-sensitive, participatory governance for effective, rights-based service delivery at the district and community levels, as well as continue with the reform of the public service systems and processes for more transparent, accountable and effective economic governance.

2.7 The net result of the complex crisis (commonly referred to as the **Triple Threat**) is its negative impact on progress towards human development, and, especially, towards the achievement of the Millennium Development Goals. The high HIV prevalence drastically reduces household incomes, thereby worsening poverty. It also depletes household assets and exhausts social safety nets, eroding farming households' coping mechanisms, thereby increasing food insecurity. Furthermore, the pandemic is increasing drop-out rates for school children, thereby frustrating the MDG targets of achieving universal primary education and gender equality in access to education.

Part III: Past Cooperation and Lessons Learned

3.1 Within the context of its past and current cooperation activities with Lesotho, UNDP has been using its unique position as an impartial broker to bring forward the democratic agenda, through strategic support to the political process. This has helped to create an environment of trust in the aftermath of the post-electoral turmoil of 1998. The successful general elections of May 2002 and local council elections of April 2005 attest to the effects of

relevant national capacities that have been strengthened in this process. The key lesson from this is that UNDP activities cannot be evaluated only in terms of funds expended, but also in terms of the quality of advice and support to the process of moving the democratic and development agenda forward.

3.3 Perhaps the most important recent contribution of UNDP to the poverty reduction process has been the provision of technical and financial assistance for re-clustering the Poverty Reduction Strategy priorities and costing the related action programmes for presentation to a November 2006 donor Round Table Conference (RTC). These activities took place during the period of concurrent bilateral and multilateral programme development consultations that were held with Government in 2006. A Key lesson here relates to the timing of this process and the RTC event to coincide with the period of concurrent country assistance planning activities of most of Lesotho's other key development partners (for synchronized programme cycles commencing in 2008). This has provided UNDP a strategic opportunity (which it effectively took advantage of) to facilitate collaborative and coordinated consultations on development cooperation among development partners in Lesotho, in the spirit of the Rome and Paris Declarations on aid coordination and aid effectiveness. (do we really mean this? It can be seen that we are happy with desk exercise that reviewed that PRS without with no enough consultation of the people? Some of the other activities such as youth training etc aimed at employment creation can also be mentioned?)

3.3 The recent Mid-Term Review (MTR) of past cooperation activities during the last two years of the current cycle (CPAP 2005-2007) identified a number of issues regarding programme implementation. These include: the continuing institutional capacity challenges within the Government for effective programme implementation, weak coordination of development assistance. A key lesson is that, despite the satisfactory overall implementation progress noted by the MTR, delays in the execution of some project activities can be attributed to the continuing weaknesses in institutional capacity, which calls for greater result-orientation.

3.4 The importance of using UNDP resources to catalyse the mobilization of additional non core resources for programme implementation was also taken into cognizance. Through several projects funded by GEF, DFiD and others the office was not only able to augment its core resources thus expand activities but was also able to fund additional staff.

3.5 While focusing on results-orientation, care will be taken to ensure adequate attention to national capacity building, in the spirit of the Africa Bureau's emphasis on strategic focus on capacity development for pro-poor growth and accountability (CD-PGA). In this regard, the Country Office has recognized that it needs to work in collaboration with other UN agencies, preferably through joint and/or collaborative programmes. Under the latter, UNDP, and, indeed, each agency, will focus on areas of its comparative advantage, within a collaborative framework that ensures complementary implementation of programmes by other agencies. In this respect, the programmes proposed in this CPAP will continue to focus on those **UNDP practice areas** consistent with 3 of *the 4 MDG-based UNDAF Outcome priorities identified in the new UNDAF (2008- 2012)*.

Part IV: Proposed Programme

4.1 *An Integrated programme:* The UNDP corporate practice areas covered by the 3 UNDAF Outcomes to which UNDP can effectively contribute *country programme outputs* are: HIV & AIDS; Poverty Reduction; Energy and Environment; as well as Democratic Governance. The aim of the proposed programme is to ensure an integrated response to the complex and rapidly worsening development challenges facing Lesotho today. Support will continue to be provided, under the programme, to the Government and people of Lesotho in their efforts to achieve sustainable development in a democratic, transparent and HIV & AIDS-competent society. This country programme will seek to further this goal by supporting Government's efforts to: (a) scale up the national response to HIV & AIDS; (b) reduce poverty; (c) reverse environmental degradation and promote energy efficiency; as well as, (d) deepen democratic governance in the country. This will be pursued within the framework of joint and/or collaborative programmes involving other UN agencies and Lesotho's other development partners (see details on this in the annexed CPAP Results and Resources Matrices).

4.2 There are many types of linkages that unite the four sub-programmes proposed in this CPAP. For instance, environmental degradation leads to a weakened natural resource base, which, in turn, can only support limited crop production. Reduced crop production leads to food insecurity among rural households, increased morbidity and

potentials for risky coping behaviour, greater vulnerability to HIV & AIDS, with chronic malnutrition hampering the effectiveness of ARVs that are currently available. Given the fact that Lesotho is an agricultural country (nearly 80 percent of Basotho live in rural areas), land degradation has a very immediate inverse link with food production and direct, mutually re-inforcing cause-and-effect relationship with poverty. Furthermore, land productivity is a function of the land tenure systems (a land governance issue), given that most of the land in Lesotho is communally-owned. Special effort will be made to ensure that all projects and activities undergo a gender audit and have fully mainstreamed gender issues. Each project will make specific budget allocations for this purpose.

The expected sub-programme results (UNDAF Country Programme Outputs) are discussed below.

A. HIV & AIDS

4.3 The key expected results under the HIV & AIDS sub-programme are:

- National capacity to gather, process and analyze HIV-related strategic information strengthened (CPO 1.1.1);
- Prioritisation and utilisation of HIV-related resources and programmes is informed by strategic information (CPO 1.1.2);
- Community PLHIV (People Living with HIV) groups empowered to effectively access and utilise institutions and systems (CPO 1.2.1);
- Communities enabled to develop and manage HIV-related programmes (CPO 1.2.2); and,
- Quality technical assistance is accessed by key stakeholders to scale up implementation and delivery of HIV-related programmes (CPO 1.3.1).

4.4 HIV & AIDS is now recognized as the greatest development challenge facing the country. Consequently, the UN Development Assistance Framework (UNDAF) recognizes HIV & AIDS as the key strategic area for all UN agencies working in the country. The focus of UNDP in this area will be to work within the context of the *Joint UN Team on AIDS (JUNTA)*, to design, coordinate funding support for and monitor the implementation of a UN-wide joint programme on HIV. Details of the coordination mechanisms and programme modalities are summarized in the relevant Annex 1 Table on *UNDAF Resources and Results Matrices*

B. Poverty and Food Security

4.5 The expected results under the Poverty and Food Security sub-programme are:

- Employment opportunities for men, women and youth created through enterprise development in urban and rural areas (CPO 3.1.1);
- National policies for employment adopted and implemented for youth in viable sectors (CPO 3.1.2); and,
- Productivity of communal land improved through implementation of integrated watershed management programmes (CPO 3.2.2).

4.6 The Millennium Development Goals (MDGs) are a powerful unifying force that offers an opportunity to foster multi-stakeholder consultation about poverty reduction and human development. To measure progress towards the achievement of the (MDGs), support will continue to be provided for monitoring the MDGs, based on disaggregated and decentralized data, for the purposes of public advocacy and resource mobilization. Dimensions of this sub-programme will include: (a) support to identifying data needs and strengthening statistical capacity to generate indicators relevant for monitoring the implementation of the PRS; (b) addressing the links among poverty, food insecurity and environmental quality by productivity improvements through integrated watershed management activities; and (c) a joint ILO-UNDP programme on improving employment prospects, especially for youth, by supporting the creation of an enabling national environment for the promotion of youth employment and enterprise development, in furtherance of poverty reduction initiatives in Lesotho

C. Environment and Energy

4.7 The expected results under the Environment and Energy sub-programme are:

- Policies and legal frameworks developed and implemented on global conventions on Climate Change, and Desertification for sustainable development (CPO 3.3.1);
- Access to sustainable energy services, electricity and cleaner fuels increased (CPO 3.3.2);
- Local authorities capacitated in land and environmental management, urban development and settlements planning well as service delivery in general (CPO 3.3.3); and,
- Sustainable land management to combat desertification and land degradation implemented (CPO 3.3.4).

4.8 UNDP will strengthen its emphasis on a comprehensive soil conservation and efficient water use strategy, primarily through work with national communities to build capacity for natural resources conservation and management (especially involving income generating initiatives), working with the poor. The sub-programme will also enhance efforts to reduce dependence on bio-mass fuels, thus contributing to soil conservation (especially through promoting the use of renewable energies). Private public partnerships for urban environment will be enhanced through the joint UN Habitat Sustainable Cities Programme, with the overall aim to build and strengthen the planning and management capacity of Maseru City Council. This collaboration will be further enhanced to support future development of the local councils and the decentralisation process for effective public service delivery. Community participation in sustainable environmental management will be enhanced and promoted through the Small Grants Programme (SGP), under which communities will prepare proposals and access grants for community based responses to environmental management.

D. Democratic Governance

4.9 The expected results under the Democratic Governance sub-programme are:

- Capacity of governance institutions strengthened to support consolidation of democracy and the implementation of regional and international economic and social obligations (CPO 4.1.1);
- Capacity of Parliament and civil society organisations (CSOs) strengthened to play watchdog role for a stable, participatory and accountable democracy (CPO 4.1.2);
- Institutional capacities strengthened to implement the 2008 -2012 National Strategy for Development Statistics and operationalise the National Monitoring and Evaluation System (CPO 4.1.3);
- National commissions and other mechanisms for the protection and promotion of human rights, children's rights and gender equality in place by 2012 (CPO 4.2.1)
- Women's participation in legislative processes and decision-making enhanced (CPO 4.2.2);
- Advocacy, communication and partnerships with governmental bodies and NGOs strengthened to demand improved delivery of public services (CPO 4.3.1);
- Strengthened capacity of selected government institutions and other public service providers to support delivery of public services (CPO 4.3.2); and,
- Strengthened advocacy for the use of ICT to enhance public service delivery (CPO 4.3.4).

4.10 Under this sub-programme, UNDP support will be provided for: strengthening and consolidating democracy through advocacy programmes to deepen people's understanding of their roles and obligations in support of their elected government; providing discrete support to the institutional capacity of the Government to meet its international, development oriented commitments; contributing towards improved capacity of civil service systems to support efficient and effective delivery of public services; promoting respect for human rights; advocacy towards increased use of information and communications technology for development; supporting gender mainstreaming in all development interventions; and working closely with the Government and other partners to strengthen the Government's decentralisation programme. Through the establishment of the NM&ES enhance the process of formulating evidence –based policies to promote the welfare of the nation.

Part V: Partnership Strategy

5.1 The small and declining number of resident development partners in Lesotho, since the 1994 multi-party democratic dispensation in the Republic of South Africa (RSA), has significant implications for the partnership

strategy of the UNDP Country Office. Only last year, one other major partner, the High Commission of the United Kingdom (U.K.) relocated to the RSA. Currently, there are ten (10) resident diplomatic and consular missions in the country. Of these, only three (3) can be classified as major bilateral donors. When the UN system is excluded, the ten missions comprise the following: the People's Republic of China; the European Commission (EC); France; the Honorary Consulate of Germany; Guinea; the Development Cooperation Ireland (DCI); the Libyan People's Bureau; the Netherlands; the RSA; and, the United States of America (USA). Of these, only Development Cooperation Ireland (Irish Aid), the USA and the Consulate of Germany are major bilateral donors. While the U.K. Department for International Development (DfID) also closed its offices in Lesotho last year, it still maintains one programme manager in Maseru for its ongoing programmes.

5.2 The major development partners have agreed to coordinate their development assistance to Lesotho around the framework of the Poverty Reduction Strategy (PRS), towards which a UNDP-assisted resource mobilization Donor Round Table Conference was organized in November 2006. Currently, like the UN System, all the major development partners are finalizing their frameworks within which to provide development assistance support to Lesotho during their respective programme cycles commencing in 2008. Cognisant of this, UNDP has embarked on extensive aid coordination efforts, through the Development Partners Consultative Forum (DPCF), to facilitate cohesion in development assistance to Lesotho and enhance aid effectiveness.

5.3 **HIV and AIDS.** The desired outcome under this broad head as described in UNDAF Outcome 1 is to achieve strengthened national capacity to sustain universal access to HIV prevention, treatment, care and support as well as impact mitigation. UNDP's contribution to this goal during the programme cycle is summarized as the expected results described in paragraph 4.3 above. DCI, DfID, the EC, GTZ and the US Government will continue their support to this sector through various channels. These include their respective assistance, where relevant, through the collaborative programme of the UN System's Joint Team on AIDS (JUNTA) .

5.4 **Poverty and Food Security.** The desired outcome under this broad head, as described in UNDAF Outcome 3, is to achieve increased employment and household food security. UNDP's contribution to this goal during the five-year period is summarized as the **relevant expected results** described in paragraph 4.5 above. Several UN system agencies (FAO, ILO, UNDP, UNFPA, UNICEF, UNESCO, UNHABITAT and WFP) will collaborate towards the achievement of this overall outcome. Assistance from several development partners is expected, either through parallel but coordinated agency-specific programmes or through joint UN programmes as necessary. The key development partners in this regard are the World Bank, Irish Aid, The Department for International Development (DfID), and the German Technical Cooperation (GTZ) in decentralisation and local authorities' poverty related interventions.

5.5 **Energy and Environment.** The desired outcome under this broad head, as described in UNDAF Outcome 3, is to achieve enhanced natural resource and environmental management. UNDP's contribution to this goal during the programme cycle is summarized as the **relevant expected results** described in paragraphs 4.5 and 4.7 above. Several UN system agencies (FAO, ILO, UNDP, UNFPA, UNICEF, UNESCO, UNHABITAT and WFP) will collaborate towards the achievement of this overall outcome through joint programmes. The Global Environment Facility (GEF) will as in previous cycles continue to be the major partner providing resources for the implementation of sustainable energy and land management strategies under the relevant conventions. World Bank Performance Based Guarantee Scheme will fund the installation of Photo voltaic systems in health clinics and police posts in three mountain districts. On the other hand GTZ collaboration will continue to build capacity of local authorities for participatory planning, natural resources management and livelihoods creation in selected catchment areas. A major component of work will be the implementation of legal frameworks towards which UNEP is expected to provide legal assistance/legal assistance.

5.6 **Democratic Governance.** The desired outcome under this broad head as described in UNDAF Outcome 4 is to achieve strengthened governance institutions for ensuring enhanced gender equity, public service delivery and human rights for all. UNDP's contribution to this broad goal during the five-year period is summarized as the relevant expected results described in paragraph 4.9 above. Several UN system agencies (FAO, ILO, UNDP, UNFPA, UNICEF, UNIFEM, UNESCO, UNODC and WHO) will collaborate towards the achievement of this overall outcome. Assistance from several development partners is expected, either through parallel but coordinated agency-specific programmes or through joint UN programmes as necessary. The key development partners in this regard are: Irish Aid, DfID and the UK Government, the EC, and GTZ.

Part VI: Programme Management

Results Based Management

6.1 The decision to implement one integrated Lesotho UNDP country programme, within the context of increased inter-agency collaboration, calls for greater inter-Unit coordination and team-work within the Country Office (CO), and between it and other UN agencies, to ensure timely feedback loops. This is necessary for information sharing and coordination related to joint and/or collaborative programme activities involving the other UN agencies, within the context of the UNDAF, using the results-based management (RBM) approach. This arrangement will also imply even closer collaboration between Programme Units and the CO Strategy and Policy Unit (SPU). The latter plays a lead role, at the UNCT level, as Convener of the UN-wide Common Country Programme Strategy Team (CCPST) forum, which is responsible for the design, monitoring and evaluation processes for the UNDAF.

Execution Modality

6.2 The government and UNDP have agreed that National Execution (NEX) should cover 90% of programme activities during the 2008-2012 cycle. However, notwithstanding this commitment to NEX, given the lingering capacity problems with programme implementation, and delivery rates that are far from satisfactory, it has been decided that a combination of NEX and agency execution modalities will be adopted for this CPAP. Meanwhile, efforts to strengthen implementation capacities under NEX will be stepped up, alongside the use of agency execution, as appropriate.

6.3 The UNDP programme will, therefore, be mostly nationally-executed, under the overall coordination of the Ministry of Finance and Development Planning (MoFDP). This is the central ministry responsible for the management of the financial affairs of the government. Efforts will be made to promote increased private-public partnerships as well as the use of NGOs and private sector institutions, where relevant, in the implementation of programme components, in order to enhance the Government's commitment to its Private Sector Development Initiative.

6.4 The Annual Work Plans (AWPs) will form the basic agreement between UNDP and each implementing partner regarding the use of resources for achieving specified results during a given year. This process of annual planning will be based on the approved Country Programme Document (2008-2012) and the signed CPAP, and will be informed by the outcomes of meetings among Government, UNDP and relevant implementing partners. UNDP will sign related project documents with partners to satisfy local requirement. In line with the new joint programme guidelines, the scope of interagency cooperation and collaboration will be strengthened to enhance programme coherence as well as geographical convergence where relevant.

6.5 Results of capacity assessments, within the context of the new *Harmonized Approach to Cash Transfers (HACT) to Implementing Partners* will be used to inform decisions on resource transfers as well as assurance activities. Audit observations, emanating from, and as an integral part of UNDP's accountability framework for sound financial and administrative management, will be used, alongside monitoring, evaluation and other reports, to continuously improve the quality of programme management.

6.6 Resource mobilization efforts will be intensified, to support the Results and Resources Framework and ensure the sustainability of the programme. In this context, additional resources will be mobilized in the form of cost-sharing, trust funds and government cash counterpart contributions. In collaboration with the Government and key stakeholders, UNDP will support the design of viable resource mobilization projects, especially targeting non-resident and non-traditional development partners accredited to Lesotho. This programme management strategy will also include competency procurement by UNDP for relevant programme activities, in the form of technical expertise in partnership with other UN partners.

Part VII: Monitoring and Evaluation

7.1 The ***Monitoring and Evaluation (M & E) Framework*** of the UNDAF (including relevant reference indicators in the Annex Table of the UNDAF M & E Matrices) will form the broad context that will guide the comprehensive monitoring and evaluation of this CPAP. Annual reviews of the Country Programme Action Plan (CPAP) will be informed by the UNDAF M & E indicators, as well as other programme output-specific indicators identified in the annexed CPAP Results and Resources Framework. Tripartite review meetings with government and other stakeholders will provide the forums for participatory, results-oriented decision-making, and also opportunities for assessing the effectiveness of the National Execution (NEX) modality. The auditing of the programme will take into account the implications of the new tool on ***Harmonized Approach to Cash Transfers (HACT) to Implementing Partners***.

7.2 The Government and UNDP through a ***hierarchy of programme and project management structures will be instituted to monitor implementation of the CPAP and the constituent work plans and activities and will*** be responsible for setting up the necessary M & E mechanisms and tools and conducting reviews, in order to ensure continuous monitoring and evaluation of this CPAP, with the view to ensuring the efficient utilization of programme resources as well as accountability, transparency and integrity. The implementing partners will provide periodic reports on the progress, achievements and results of their projects, outlining the challenges faced in project implementation, as well as well as resource utilization, as articulated in the AWP. The basis of this reporting will be in accordance with the UNDP procedures and harmonized with those of other UN agencies and development partners to the extent possible.

7.3 UNDP will ensure that a draft M & E Plan is prepared for this CPAP during the programme design stage, in conjunction with the UNCT, reflecting at the minimum: (a) identification of the users and uses of the M & E information; (b) outcome and output indicators; (c) baseline for each of the indicators; (d) instruments for related data collection; (e) allocation of clear roles and responsibilities for the data collection; and, (f) allocation of related resources.

7.4 Each element of the minimum requirements stipulated for programme monitoring also applies to project monitoring. The reporting tools for M & E will include: quarterly monitoring progress reports submitted by the Implementing Partner/Project Manager; and Standard Progress Reports (SPRs) to be prepared on the basis of annual review of the AWP.

7.5 ***Evaluations:*** Selected Country Programme Outcomes will be evaluated during the programme cycle, as much as possible carried out as joint evaluations by the UN system. The timing of these CP Outcome evaluations will be at the discretion of the country programme management, and should be structured to permit the performance of contributory projects to be assessed. A joint evaluation of the UNDAF will be carried out in the penultimate year of the Country Programme. UNDP will conduct separate evaluations for outcomes which are not jointly evaluated or covered by the UNDAF evaluation.

7.6 A minimum of 5 percent of total programme/project resources will be allocated to monitoring and evaluation activities.

7.7 Reporting will be gradually harmonized and aligned with other development partners and agreed upon by the Government, in the spirit of the Rome Declaration. Such harmonized or joint evaluations and reviews will provide feedback and guidance on management of the process, results and outcomes. They will also ensure that efforts of the United Nations system remain focused on national priorities, that the achievements and lessons learned are recognized, that difficulties are addressed, and that best practices are acknowledged. M & E activities will, to the extent possible, link with UNDAF and other Agency and thematic reviews. Mechanisms for involving the participation of civil society in M & E activities will also be implemented.

7.8 Reporting on Lesotho's progress towards the achievement of the Millennium Development Goals (MDGs) will serve as the primary instrument for reporting on the impact of UNDAF activities. This will be complemented by the Annual Report and Work Plan of the Resident Coordinator. A linkage will be established between the indicators used to measure the UNDAF outputs and the contribution of these outputs to progress towards the achievement of the MDGs.

Part VIII: Commitments of the UNDP

8.1 UNDP will ensure coherence between the CPAP/AWPs, the UNDAF results and the MDGs, including related monitoring, evaluation and reporting. Joint responsibilities among the UNDP, Government and implementing partners regarding annual reviews and quarterly progress reporting will be articulated.

8.2 At the request of Government, UNDP will provide the following support services for activities in this CPAP:

- (a) Assistance with the identification and/or recruitment of project and programme personnel as well as procurement of goods and services, in accordance with UNDP regulations, rule and procedures;
- (b) Identification and facilitation of training activities, including fellowships and study tours;
- (c) Access to UNDP-managed global information systems, including rosters of consultants and providers of development services; and,
- (d) Access to technical assistance provided by the network of UN specialized agencies, funds and programmes.

Part IX: Commitments of the Government of Lesotho

9.1 The Government will honour its commitments in accordance with the provisions of the Standard Basic Assistance Agreement (SBAA) of 1974. In line with that Agreement, the Government will accord UNDP and its officials and other persons performing services on behalf of UNDP such facilities and services as are accorded to officials and consultants of the various United Nations funds, programmes and specialized agencies. The Government shall apply the provisions of the Convention on the Privileges and Immunities of the United Nations agencies to UNDP property, funds, and assets, and to its officials and consultants.

9.2 As a contribution to the programme, Government cost-sharing arrangements will be pursued and honoured in implementation of programmes as may be agreed in programme planning.

9.3 Mechanisms for participatory planning, monitoring and evaluation on the progress of the country programme involving civil society and other development partners will be implemented. The Government is also committed to organizing periodic programme reviews, planning and joint strategy meetings and, where appropriate, the coordination of sectoral and thematic development partners groups, to facilitate the participation of donors, civil society, private sector and other UN agencies.

9.4 In addition, Government will facilitate periodic monitoring visits by UNDP staff and/or designated officials, for the purposes of monitoring, meeting beneficiaries, assessing progress and evaluating the impact of the use of programme resources.

9.5 The Government will make available to UNDP in a timely manner any information about policy and legislative changes occurring during the implementation of this CPAP that might have an impact on this cooperation.

Part X: Final Provisions

10.1 This CPAP between the Government of Lesotho and the UNDP may be modified by mutual consent of both parties on the recommendation of a joint strategy meeting.

10.2 Nothing in this CPAP shall in any way be construed as having waived the protection of UNDP accorded by the contents and substance of the United Nations Convention on Privileges and Immunities to which the Government of Lesotho is a signatory.

Annex: CPAP 2008 – 2012 Results and Resources Framework

The annexed *CPAP Results and Resources Framework* (RRF) that follows constitutes the core of this CPAP. It further elaborates the *CPD Results and Resources Framework*, and is linked to the *UNDAF Results Matrix*. The CPAP RRF spells out the key results that UNDP will be accountable for towards the achievement of the broader national outcomes over the period of the 2008-2012 programme cycle.

Programme Component	Expected Outcomes	Expected Outputs	Annualized Output targets and indicators	Implementing Partners	Indicative Resources by programme component (per year US\$)					
					2008	2009	2010	2011	2012	Total
Intended UNDAF Outcome #1: Capacity strengthened to sustain universal access to HIV prevention, treatment, care and support, and impact mitigation										
Responding to HIV and AIDS	Evidence-based HIV-related Programmes and Policies that draw on international best practices are developed and implemented. <u>% of recurrent national budget allocated to HIV by GoL</u> Baseline: 0.8%; Target: 5%	The national capacity to gather, process, and analyse strategic information is strengthened	<u>National M&E Plan 2006-2011 implementation rate</u> Baseline: 0% Target: 80% on a yearly basis. <u>Resource allocation and expenditure by priority areas and target groups</u> Baseline: N/A; Target: Assessment showing resources adequately match priority areas and target groups	National AIDS Commission, LENEPWHA, Ministry of Local Government & Chieftainship, German Agency for Technical Cooperation (GTZ), Ministry of Finance & Development Planning, Ministry of Public Service, MGYSR	Regular Resources					
					TRA C1	TRA C1	TRA C1	TRA C1	TRA C1	TRA C1
					180,000	150,000	50,000	40,000	30,000	450,000
				TRA C2&3	TRA C2&3	TRA C2&3	TRA C2&3	TRA C2&3	TRA C2&3	-
	Scaled up response of PLHIV and communities to HIV <u>Proportion of members of selected committees and forums who are living openly with HIV</u> Baseline: 0 Target: 20%	Community PLHIV groups empowered to effectively access and utilize institutions and systems; and communities enabled to develop and manage HIV-related programmes.	<u>% of the general population with accepting attitudes towards PLHIV</u> Baseline: 22%; Target: 90%		Other Resources					
					100,000	800,000	550,000	300,000	300,000	2,050,000
	Implementation of HIV-related programmes is scaled up <u>Number of people with advanced HIV infection receiving ART</u> Baseline: 8000 Target: 56,000	Quality technical assistance is accessed by key stakeholders to scales up implementation and delivery of HIV-related programmes	<u>Number of technical experts in key HIV-related institutions available for stakeholders</u> Baseline: N/A Target: 30							
Intended UNDAF Outcome #2: Increased employment, household security and enhanced natural resources & environmental management										
Achieving the MDGs and reducing poverty	Strengthened national capacity to create employment opportunities for women, men and youth. <u>Proportion of people living below the poverty line</u> Baseline: 50.2% target: 25%	Employment opportunities for men, women and youth created through enterprise development in urban and rural areas.	<u>Unemployment rate</u> Baseline Target Men 42% Women 45% Youth 79% 30%	The Ministry of Trade and Industry will provide policy oversight and facilitate national adoption of policies ; ILO technical inputs and UNDP training and coordination of activities	Regular Resources					
					TRAC 1	TRAC 1	TRAC 1	TRAC 1	TRAC 1	TRAC 1
					360,000	360,000	360,000	360,000	360,000	1,800,000
					TRAC 2&3	TRAC 2&3	TRAC 2&3	TRAC 2&3	TRAC 2&3	

		National policies for employment adopted and implemented for youth in viable sectors. Institutional capacity of the tourism sector strengthened.	<u>Youth Unemployment</u> Baseline 79%; Target 30%		Other Resources					
		Skills development, income generating activities and entrepreneurship education supported.	<u>Number of enterprises started up</u> Baseline 0; Target 500							
Energy and environment for sustainable development	Policies, legislation and institutional capacity strengthened to improve natural resources, environmental and cultural management; <u>Provision of sustainable energy services improved ; Plans/policies/programmes subjected to Strategic Environmental Assessment (SEA)</u>	Policies and frameworks developed and implemented on global conventions, for sustainable development	<u>Plans, and development proposals subjected to Strategic Environmental Assessments under the Environment Act 2001</u>	UNDP in collaboration with UNHABITAT, WFP and FAO will lead interventions in this CP Outcome, working closely with the with the National Environmental Secretariat and the Ministry of Natural Resources as well as the Ministry of Forestry and Land Reclamation	Regular Resources					
		Sustainable land and range management to combat desertification and land degradation implemented. Increased water harvesting and improved watershed management.	<u>Local SLM knowledge and success stories documented and piloted for replication</u> <u>Proportion of protected areas and sustainable use areas</u> Baseline 6.9; Target 12.6 <u>Renewable energy technologies adopted and used</u> <u>Baseline 11% electrification rate</u> <u>Target: 35 % electrification rate</u>							
Other Resources: GEF 3, 000,000.00										
Intended UNDAF Outcome #3: Governance institutions strengthened, ensuring gender equality, public service delivery and human rights for all by 2012										
Fostering	Strengthened	Capacity of Governance	<u>International Agreements on</u>	Ministry of Finance and	Regular Resources					

Democratic Governance	governance institutions for a stable participatory democracy and effective economic governance. <u>Number of Parliamentary oversight committees established.</u> Baseline: 2; Target: 5	institutions strengthened to support consolidation of democracy and implementation of regional and international economic and social development obligations.	<u>democratic governance implemented</u> Baseline: (No. of Agreements/Treaties Target: All implemented/reported on	Development Planning, the Independent Electoral Commission, Ministry of Public Service, Parliament of Lesotho, Lesotho Council of NGOs, Bureau of Statistics	TRA C1 640,000	TRA C1 622,000	TRA C1 580,000	TRA C1 407,000	TRA C1 360,000	TRA C1 2,609,000
	<u>Number of cases of corruption and economic offences taken to court.</u> Baseline: 3 per year; Target: 12 per year	Capacity of Parliament and CSOs strengthened to play watchdog role for a stable and participatory democracy and support to sound economic growth.	<u>Number of Parliamentary sub-committees able to monitor accountability for use of resources.</u> Baseline: 1 Target: All		TRA C2&3 50,000	TRA C2&3	TRA C2&3	TRA C2&3	TRA C2&3	TRA C2&3 50,000
		Institutional capacity strengthened for data collection, analysis and management.	<u>Number of institutions providing accurate data</u> Baseline: 5; Target: All		Other Resources					
				1,000,000	500,000	250,000	250,000	300,000	2,300,000	
Achieving the MDGs and reducing human poverty	Enhanced institutional capacity for gender mainstreaming, equality, empowerment of women, children and other vulnerable groups. <u>Number of gender equality policies adopted and enacted into Law.</u> Baseline: 1; Target: 2	National commissions and other mechanisms for the protection and promotion of human rights, children's rights and gender equality in place and operational	<u>Commissions on Human Rights, Gender and Children.</u> Baseline: 0; Target 3.	Ministry of Finance and Development Planning, Parliament of Lesotho, Lesotho Council of NGOs, Ministry of Justice, Human Rights and Correctional Services, Ministry of Education, Ministry of Home Affairs, Ministry of Gender, Youth, Sports and Recreation	Regular Resources					
	<u>Number of International Conventions and Protocols on gender and human rights ratified and implemented</u> Baseline: 4; Target 7(WSC, WCHR, ICPD, WSSD, FWCW, MS,CEDAW)	Women's participation in legislative processes and decision-making enhanced.	<u>50% representation women in Parliament.</u> Baseline:10.7% ; Target: 50%		TRA C1 200,000	TRA C1 50,000	TRA C1 0	TRA C1 0	TRA C1 0	TRA C1
		Increased capacity of governance institutions for enhanced participation of women and vulnerable groups in the formulation and implementation of policies that affect them by 2012.	<u>Number of laws and policies that discriminate against women, children and other vulnerable groups repealed.</u> Baseline: 0; Target: 3 Acts and 3 policies adopted.		TRA C2&3 50,000	TRA C2&3	TRA C2&3	TRA C2&3	TRA C2&3	TRA C2&3
				Other Resources						
Fostering	Demand-driven and	Advocacy, communication	<u>Number of institutions</u>	Ministry of Finance and	Regular Resources					

Democratic Governance	decentralized public service delivery based on claim-holder aspirations and participation strengthened. <u>Accessibility of public services at the local level</u> Baseline: Over-centralization of public services in the capital Target: All public services decentralized	and partnerships with governmental bodies and NGOs strengthened to demand public services.	<u>providing accurate data</u> Baseline: 5; Target: All	Development Planning , Ministry of Local Government and Chieftainship, Lesotho Council of NGOs, Ministry of Communications, Science and Technology.	TRA C1 305,000	TRA C1 250,000	TRA C1 250,000	TRA C1 250,000	TRA C1 200,000	TRA C1 1,255,000
		Strengthened capacity of selected government institutions and other public service providers to support delivery of public services.	<u>Provision of quality public services</u> Baseline: Unequal access to quality services; Target: Accessibility of services to the community as a whole		TRA C2&3 140,000	TRA C2&3	TRA C2&3	TRA C2&3	TRA C2&3	TRA C2&3
		Government programmes to control alcohol, crime and drugs strengthened.			Other Resources					
		Strengthened advocacy for use of ICT to enhance service delivery.								