

Action Plan for Electoral Assistance

IEC Component of the Consolidation of Democracy and Good Governance (CDGG)

2011- 2012

# ABBREVIATIONS AND ACRONYMS

ABC ALL BASOTHO CONGRESS

AP ACTION PLAN

APRM AFRICAN PEER REVIEW MERCHANIMS

BRIDGE BUILDING RESOURCES IN DEMOCRACY, GOVERNANCE AND ELECTIONS

BNP BASOTHO NATIONAL PARTY

CCL COUNCIL FO CHURCHES OF LESOTHO

CDGG CONSOLIDATING DEMOCRACY AND GOOD GOVERNANCE

CO COUNTRY OFFICE

DDP DEEPENING DEMOCRACY PROJECT

EMB ELECTORAL MANAGEMENT BODY

FTPT FIRST-PAST-THE-POST

IEC INDEPENDENT ELECTORAL COMMISSION

IPA INTERIM POLITICAL AUTHORITY

LDC LEAST DEVELOPMENT COUNTRY

LCD LESOTHO CONGRESS FOR DEMOCRACY

MDGs MILLENNIUM DEVELPOMENT GOALS

MISA MEDIA INSTITUTE OF SOUTHERN AFRICA

MMP MIXED MEMBER PROPORTIONAL

NAM NEED ASSESSMENT MISSION

NEX NATIONAL EXECUTION

NGO NON-GOVERNMENTAL ORGANISATION

PWDs PEOPLE WITH DISABILITIES

PR PROPORTIONAL REPRESENTATION

SADC SOUTHERN AFRICAN DEVELOPMENT COMMUNITY

UNEAD UNITED NATIONS ELECTORAL ASSISTANCE DIVISION

UNDP UNITED NATIONS DEVELOPMENT PROGRAMME

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# A. Summary of action plan

Lesotho held the last general elections in 2007. Local elections are scheduled for September 2011 and parliamentary elections in 2012. In 2009, the UNDP Country Office commissioned an evaluation of its governance and electoral support to Lesotho under the “Deepening *Democracy Project (DDP)*” which was implemented from 2006 – 2009. In 2010, the country requested United Nations (UN) support for the 2012 general elections. . In response the UN fielded an Electoral Needs Assessment Mission (NAM) in August 2010. Following the NAM and the submission of the report, a programming mission was fielded to elaborate a project in support of the 2012 elections. Irish Aid, UNDP and the national stakeholders agreed that the new project formulation should be informed by both the findings and recommendations of both the 2010 NAM and the 2009 Evaluation Report. Given that some activities which had been planned for implementation under the previous electoral support projects including under the DDP were not implemented due to, for example, the 2007 “snap elections” and also because of post-election conflicts among political parties and also between the IEC and political parties which derailed activity implementation, the UNDP and stakeholders resolved to develop a new action plan within the framework of the ongoing CDGG that will incorporate some of these activities and also others which emerged in the context of the NAM and Evaluation reports.

This Action Plan (henceforth AP) will therefore form part of the IEC component under the CDGG which is currently supported by Irish Aid and UNDP.

The AP will support the Independent Electoral Commission (IEC), political parties, civil society and the media on issues of institutional strengthening, electoral dialogue, legal reform and civic and voter education to promote transparent, credible and participative electoral processes. In so doing, the project aims to contribute to the UNDAF agency output of “*Relevant governance institutions have the capacity to support, organise and monitor election processes” .*

The Action Plan (AP) will be carried out through a national implementation modality (NIM) but with strong CO support. The AP will be supported by a project board comprising UNDP, Irish Aid (and other development partners that may join the support), and IEC as the implementing partner, and a project management unit which will be embedded in the IEC under a matrixed supervision between the IEC Chairperson and the UNDP Resident Coordinator.

## A.1 Proposed Areas of Support:

Proposed areas of support in this AP are as follows:

1. Strengthening the capacity of IEC
   1. Strengthening the legal framework for elections
   2. Strategic Planning and Management
   3. Human Resource Capacity Development (Professionalization)
   4. Media and Strategic Outreach
   5. IT and Logistics
2. Electoral Dialogue and Conflict Management Support
   1. Electoral System Reform
   2. Election Conflict Management and Dispute Resolution
   3. Media Monitoring
3. Civic and Voter Education
   1. Strengthening IEC capacities to oversee voter education
   2. Enhancing capacities of Civil Society to undertake voter education and awareness
   3. Support to Media engagement in voter and civic education
   4. Enhancing understanding of electoral processes amongst political parties
4. Election Observation
   1. Support IEC to coordinate Election Observation
   2. Strengthening Civil Society capacity for Election Observation
5. Enhancing Inclusive Participation of marginalised and vulnerable groups in Elections
   1. Women as candidates and voters
   2. Youth participation
   3. Ensuring participation of Persons with Disabilities (PWDs)

## A.2 Outcome:

This AP is expected to contribute to the UNDP strategic outcome of strengthened electoral systems, institutions and processes to enhance effective participation and representation bearing in mind gender considerations, political tolerance, and transparent and credible elections.

## A.3 Objective:

This AP’s overall objective is to support the Kingdom of Lesotho to conduct credible, and transparent elections which reflect the will of the people and meet both regional and international standards for democratic elections. This is expected to contribute to the mitigation of post election violence and political instability which the country is accustomed to with every election. Uncontested election outcome, contribute towards sustainable democracy, human rights observance, good governance and the realization of attainment of the Millennium Development Goals (MDGS) in Lesotho by 2015.

## A.4 Expected Outputs:

The following are the expected outputs of the AP:

* Independent Electoral Commission (IEC) capacity strengthened to plan, organize, manage and supervise elections in ways that reflect the will of the electorate;
* IEC capacity enhanced to coordinate election observation missions enhanced;
* Improved cooperation between the EMB and stakeholders, i.e. political parties, civil society and media in areas such as legal reform and conflict management;
* Increased political tolerance and peaceful conflict resolution through sustained electoral dialogue and inter-stakeholder consultations;
* Improved civic and voter education frameworks to contribute to effective and informed citizens’ participation in elections
* Enhanced media capacity to promote transparent and credible elections through civic and voter education and media monitoring efforts; and
* Strengthened capacities of marginalised groups especially women, youth and persons with disabilities (PWDs) to effectively participate in elections..

# B. SITUATION ANALYSIS

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## B.1 Introduction

Elections are a fundamental building block in the democratic development of every state, and represent a critical channel to enhance citizens’ participation in political processes and achieve the interlinked objectives of poverty alleviation and human development and security, in line with the objectives of the UN Millennium Development Goals. Elections provide citizens with a voice and choice especially in the way they want to be governed and who should govern them.

Despite their indispensable role in democracy consolidation, elections on their own are not sufficient for democratic governance. The strength of democratic governance lies in the details of how economic, social and political power is accessed and shared, and whether there are sufficient and diverse institutions and processes in place to provide equal protection and a fair distribution of resources. Democratic institutions such as a merit-based civil service, a representative parliament, independent media, active civil society, and an impartial judiciary and decentralized governance structures can go a long way towards balancing power and distributing benefits across the population. They are *sine qua non* for ensuring that elections do not become the only means by which power is pursued and attained, and resources accessed. If that is the case, then elections become a game which perpetuates historical, socio-economic inequalities through winner-takes-all propositions. Flawed elections – or those perceived as such – can call into question the legitimacy of the entire political system or even trigger violent conflicts which reverse democratic gains.

For elections to be democratic, credible and reflective of the will of citizens there must be robust legal and institutional frameworks and processes that are able to withstand political pressure and deliver incontrovertible outcomes. To achieve these, the authority with the mandate to manage and supervise elections must enjoy public confidence and approval especially through its commitment to independence, professionalism and accountability. This means the electoral management body (EMB) officials and staff must be above reproach, and, similarly, the EMB key outputs including the voter register, civic and voter education, election results and its administrative and operational directives and policies must be credible. Furthermore, the EMB must maintain good rapprochement with all electoral stakeholders such as political parties, government, civil society and the media, through regular consultations on electoral operations. Similarly, where disputes arise in the implementation of election activities, there must be effective systems to manage and resolve such disputes. Apart from formal electoral dispute resolution mechanisms such as the courts, the country must provide for informal mechanisms to mediate minor disputes and to strengthen cooperation among electoral stakeholders as a way of conflict prevention and management.

## B.2 Background

The Government of Lesotho has adopted a National Vision which provides for the country to be a healthy, peaceful, stable and prosperous parliamentary democracy by 2020. The country has made steady progress on the socio-economic front and has enjoyed relative peace and political stability since its return to democracy in 1993. Commitment to democratic reform and good governance has been demonstrated through the participation in Continental processes such as the *African Peer Review Mechanism (APRM)* and the signature and ratification of key international and regional instruments including the *2007 African Charter for Democracy, Elections and Governance.* The country has held regular elections since 1993 although in most instances post elections violence and disputes became a norm as the culture of non-acceptance of election results continued to haunt the country since independence.

Despite the steady progress towards democratisation and peace consolidation, many challenges still exist including high-levels of unemployment (29.4%); high HIV/Aids infection rate (23% of the population between 15 – 49 years); and a low life expectancy of 41 years. Lesotho ranks 141 among the 169 countries on the UNDP’s 2010 Human Development Index and is among the Least Developed Countries (LDCs). The proportion of the population living below the poverty line is estimated at around 56 per cent.

Lesotho has had a chequered political and electoral history. The use of *First-Past-the-Post* electoral system since independence has led to disputed election outcomes accompanied by violence except for the 2002 elections. Post-election violence reached a peak in 1998 after the Lesotho Congress for Democracy (LCD) won all but one of the 80 parliamentary seats, a landslide that resulted in charges of manipulation. Violent demonstrations took place in Maseru culminating in over one hundred casualties. A mutiny by members of the armed forces forced the Lesotho Government to send a request for help to the Southern African Development Community (SADC), which responded by sending in South African and Botswana troops. Upon entering the Lesotho the foreign troops clashed with the mutineers and both sides suffered severe casualties.

Following diplomatic efforts by SADC, donors and non-governmental organizations (NGOs) in October 1998, political parties agreed to introduce sweeping political and electoral reforms including a change of the electoral system and to hold new general elections within 18 months. An Interim Political Authority (IPA) was established to oversee the process towards elections. The electoral system was changed from *First-Past-The-Post* (FTPT) to a *Mixed Member Proportional system (MMP)* that retained the 80 single seat constituencies but added 40 seats to be elected under a *Proportional Representation (PR)* system from party lists. The new seats were to be allocated on a compensatory basis to ensure inclusiveness in the National Assembly. The first elections held under the new system, in May 2002, were largely considered credible and transparent, as well as peaceful and orderly with an unprecedented turnout of 68 per cent. Although the LCD won 79 of the 80 FTPT posts, the operation of the new MMP system resulted in ten parties winning seats in the National Assembly, including 21 seats for the Basotho National Party (BNP).

In 2005, democratic local government elections were held for the first time in post independence Lesotho. The elections were conducted under the FPTP system. In accordance with the local government electoral law, 30% of Electoral Divisions were reserved for women. This resulted in a threat by political parties to boycott the elections and it was only after interventions by a number of groups, including the UNDP that these parties finally decided to contest the polls. The local government elections drew a low voter turnout of around 30 per cent. Following the elections, political parties petitioned the court arguing that the provision of reserved seats for women was unconstitutional, but the court ruled against the petition.

Similarly, the 2007 elections were not without problems. These included incidents whereby the major political parties, LCD and All Basotho Convention (ABC) entered into alliance with smaller parties to contest the elections. Neither the LCD nor the ABC submitted lists for the PR seats, but instead placed their leaders and members on the lists of their smaller alliance partners, and urged their supporters to split their two ballots: the constituency vote going to the larger party and the PR vote to the smaller alliance partner whose lists contained leaders and members of the larger parties. LCD emerged with a constitutional majority of 83 seats. The opposition – although it had used the same strategy – cried foul of the way compensatory seats were allocated. The outcome of the 2007 election has remained in dispute for a long time. The key disputes centred around disagreements on the allocation of parliamentary seats following the controversy about pre-electoral alliances, the Speaker of Parliament and the ruling party’s refusal to acknowledge the ABC leader as the official opposition leader in parliament, and the stalemate on electoral system and law reform. Earlier negotiations under the auspices of the Christian Council of Lesotho (CCL) with the support of the United Nations and, at the initial stage, SADC did not achieve positive results until early 2011, when through the assistance of an external electoral specialist and enormous investments in shuttle diplomacy involving the UNDP CO, all political parties reached agreements on the required amendments to the electoral law. Following this historic agreement, political the government has produced a revised bill for submission to and discussion by parliament in due course. It is widely believed that the agreement among political parties on the longstanding dispute surrounding the electoral system is a giant step towards ensuring credible and transparent elections and the commitment of all political stakeholders to respecting the rules of electoral-political game in the country beyond 2011.

Despite the said achievement, the post-2007 election disputes have led to polarization among political parties, especially the ruling party and the opposition, and between the IEC and opposition political parties. Opposition parties continue to show distrust and lack of confidence in the IEC claiming it lacks independence and efficiency. Civil society and the media have also accused the IEC of lack of openness and inaccessibility. For example, until recently, the ABC, the main opposition party in Parliament, remained outside the IEC-led negotiations to reform the electoral system, citing as reasons for the boycott the lack of independence and transparency in the IEC. As conditions for its re-engagement with the electoral process the ABC leadership called for the UNDP to facilitate the implementation of the findings and recommendations of the 2009 Evaluation and 2010 NAM reports. The ABC has since re-engaged with the IEC and has played a constructive role in reaching the above-mentioned agreement on the electoral bill.

Virtually all the main parties, including the LCD, ABC and BNP have been victims of factionalism and divisions. These developments have everything to do with the struggle by factions to capture the party structures and enjoy the upper head in candidate nomination ahead of the next general elections. Various factions in the parties seek to gain such control through regular motions of no confidence in the incumbent: for example, the ruling LCD is currently discussing a motion of no confidence in its current national executive committee.

Election management and supervision is the sole responsibility of the Independent Electoral Commission. According to the Constitution (1997), as amended, the powers and responsibilities of the IEC include:

* To organize conduct and supervise elections in an impartial and independent manner
* To delimit constituencies
* To supervise voter registration
* To compile and maintain the voter registers
* To promote knowledge of sound democratic electoral processes
* To register political parties
* To ascertain, publish and declare election results
* To adjudicate complaints
* To undertake other functions prescribed by law.

The three-member EMB is appointed for six-year terms (renewable once) by the Head of State (the King) on the advice of the Council of State. The Council of State invites all registered political parties to jointly propose a list of names from which it selects Commissioners. The Commissioners have staggered terms; one term will expire before the 2012 National Assembly elections. The consensus-based appointment process of the IEC is good practice and has not created any significant dispute among the political parties. However, some parties have raised concerns about lack of consultation on the renewal of the terms of the Commissioners.

The Constitution guarantees the independence of the IEC, stating that it “shall not, in the performance of its functions, be subject to the direction or control of any person or authority.”[[1]](#footnote-1) Despite this constitutional guarantee, many opposition parties and other stakeholders seem to have lost confidence in the independence and impartiality of the current IEC, contending that its decisions and actions reflect bias in favour of the ruling party.

Despite this criticism, the IEC has adopted a number of other good practices: it has established eight consultative committees which seek to promote transparency in its operations and to consult national stakeholders, mainly political parties, in decision making on a range of issues such as voter registration, logistics operations, and legal reform.

The IEC budget is charged directly to the Consolidated Fund. The Law Minister presents the IEC budget to the National Assembly for deliberation and approval. According to the IEC, its budget is fully funded by the state and this has enabled the EMB to fulfil its mandate, especially conducting elections, without reliance on donor funding. The IEC hiring of staff and other related operational matters are governed by public service rules and regulations. The fact that the IEC budget and staff are controlled by government has been a source of public concern, and members of the IEC and also some elements of the opposition and civil society have argued that this practice undermines the independence of the IEC.

Recent developments include the call by opposition parties for the IEC members to resign following allegations of IEC bias toward the government. This call came as sequel to the IEC recent proposal to delay the local authority elections scheduled for April 2011 by a few more months. Since then political parties and the IEC have reached a compromise, i.e. for the IEC to agree to the political party proposal that they appoint a seven-member political party committee to monitor the IEC preparations for the 2011 local authority elections. At present the committee has expressed its verdict that local elections are not feasible until August or September 2011 and all parties seem to have accepted this direction.

## B.3 UNDP Support to Lesotho

Since the restoration of democracy in Lesotho in 1993, UNDP Lesotho’s governance programme has worked closely with different institutions of the state in various areas of governance including civil service reform, capacity building in electoral administration, parliamentary reform as well as support to the national decentralization programme for enhanced delivery of public services. The Country Office has assumed a leading role, working with Lesotho’s other development partners including Irish Aid, DFID, the governments of Japan and the Netherlands and other organizations including the Southern African Development Community, the Commonwealth and various organs of the United Nations itself, to support programmes that sought to strengthen political stability and consolidate democracy.

In the aftermath of the 1998 post electoral conflict and the inter-party disagreements on the allocation of parliamentary seats following the 2007 general election, UNDP-Lesotho has engaged closely with various agencies of the state to roll out programmes that sought to redress these challenges. The organization’s support to the work of the Interim Political Authority (IPA), which , inter alia, restored political stability and brokered the inter- party agreement on the introduction of the Mixed Member Proportional Representation (electoral) model following the general election of 1998, still stands out as the high water mark of UNDP’s support to the country’s democratisation programme.

Since 2006, UNDP-Lesotho has implemented the *Deeping Democracy Project* which was funded by the Irish and British Governments to the tune of USD 1.6 million. This project made great strides in terms of strengthening the capacity of national stakeholders to support democracy and elections. The project had three main components, i.e. support to the EMB and the electoral process; parliamentary reform support; and human rights promotion. The “snap elections” of 2007 rendered the implementing partners unable to implement all the activities as planned in DDP.

Despite the change in the election calendar, DDP enjoyed wide-spread stakeholder support and participation and its activities were rated favourably by the majority of stakeholders including the 2009 UNDP-commissioned independent evaluation. An extract from the latter read: ...”*voting materials were ready in most polling stations, and there was very little violence reported (during the 2007 Elections). The support from the Deepening Democracy Project was fundamental in the IEC’s success. Everyone interviewed during this evaluation stated that the elections would not have been successful had it not been for this critical and timely intervention*”.

The Evaluation Report identified areas where UNDP continued electoral support would be still be needed, either because of gaps that still exist due to non-implementation of some activities in the original project document, or new challenges which require mobilization of resources under a new project.

In August 2010, following a request for electoral assistance by the IEC, the UN Electoral Assistance Division (EAD) undertook a needs assessment mission (NAM) to Lesotho. The 2010 NAM went to great lengths assessing the needs of a broad spectrum of electoral stakeholders in the country and came up with findings and recommendations, which were mostly congruous with the 2009 Evaluation especially as these relate to the needs and challenges faced by the EMB, political parties, civil society and the media. These include the lack of cooperation and tension between the EMB and political parties and the perception among opposition parties that the IEC lacked independence and credibility; the IEC need for capacity support in areas such as strategic planning and management, human resource management and training; information technology and logistics; and media and strategic outreach. With regard to civil society, both the NAM and the Evaluation Report point out the need for capacity support to conduct civic and voter education and election monitoring; and for the media training on coverage of elections related items. Both documents recommended Lesotho to strengthen media monitoring and training to ensure transparent and fair coverage of elections. A further area of need is electoral reform and conflict management and the report recommended that UNDP should strength the capacity of the IEC, political parties and civil society to engage better in ongoing negotiations on electoral reform and effort to reduce and manage election-related conflicts.

The 2009 Evaluation Report, the 2010 NAM and follow-up consultations with the IEC and other stakeholders during February 2011 served as the basis of this Action plan for electoral assistance under the IEC component of the CDGG programme

# C. JUSTIFICATION

Lesotho - being a Least Developed Country (LDC) - is in need of external support in order to consolidate democracy, peace and political stability. Democratic elections are critical to ensuring conflict prevention and management in Lesotho given the country’s long-standing history of post-electoral violence. Electoral support will assist in building the capacity and reputation of the IEC as an independent, professional and trusted authority to supervise and manage elections. Such trust and confidence among key electoral stakeholders including political parties and civil society will go a long way to ensure active citizen participation in elections and also the acceptance of election results by political parties and candidates.

As part of the CDGG programme supported by Irish Aid and UNDP, it is evident that the partners are applying their support throughout the electoral cycle. This Action Plan is developed to detail out the necessary support activities under the IEC – CDGG component as identified in the NAM and the Evaluation reports. Both the NAM and the Evaluation reports have been accepted as having identified the capacity challenges and needs of key electoral stakeholders, mainly the IEC, political parties, civil society, and the media.

All stakeholders have expressed willingness to work with each other and the UNDP in electoral support and to specifically target activities that aim at electoral cycle support, i.e. activities that fall before, during and post the electoral phase. The advantage with this project lies in the fact that its support will target institutions beyond the IEC; it will include civil society, media and political parties so as to make their interventions and role in the electoral process more effective and sustainable. A further advantage is that it will commence almost a year before the next general elections thus providing beneficiary institutions with adequate opportunity to strengthen their delivery capacity well ahead of the next elections.

Lesotho has experienced many post-election upheavals including endless disputes on election results and allocation of seats. Most of these challenges have not been resolved and continue to threaten peace and stability in the country. Some key opposition parties have indicated that unless the NAM and Evaluation report findings and recommendations were implemented they would disengage from the electoral process. This means the implementation of this project will go a long way to restore stakeholder confidence and trust in future elections.

Development partner support is most needed now to prevent the country from reliving the 1998 conflict and instability which saw other SADC countries intervening militarily to quell the violence especially in the capital Maseru. Such support in the electoral field will go a long way to enhance peace and security in the country and to create the necessary conditions for democracy, human rights and development including the achievement of the Millennium Development Goals.

# D. AREAS OF SUPPORT

The programme will have five inter-related components which are described in greater detail below.

## Component 1: Strengthening the capacity of IEC

Both the 2009 DDP Evaluation Report and the 2010 NAM Report identified serious capacity gaps and needs in the IEC which require urgent support. Such support will take various forms, such as knowledge tools development (strategy, policy and other instruments required for capacity enhancement), training and capacity support, including study visits and professional exchanges. The support will be given through the technical assistance which will be attached to the IEC for a specific period of time to, among other things, develop tools and provide training, coaching and mentoring to relevant IEC staff. The experts will be required to produce reports on their assignment before their departure. Such reports will be shared and discussed with the relevant IEC staff including management to ensure maximum benefits of the IEC from the services of the experts.

### 1.1 Strengthening the legal framework for elections

The IEC is currently spearheading efforts to improve the legal framework for elections in the country. This includes the revision of laws governing elections and the IEC operations. There is a need for a specific legislation that, among other things, defines the IEC mandate and powers including its structural and functional autonomy, and its relationships with stakeholders such as the government. Another ongoing activity within the IEC is the amendments of the electoral systems and related provisions in the law. Apart from the need for the IEC to be seen as independent and professional in the manner it undertakes this task, there is a need for enhanced capacity within the IEC to effectively lead the electoral reform process, inspire stakeholder confidence and communicate effectively with all stakeholders, including political parties, government, parliament, civil society, and the media. This task requires the IEC to have high-level skills in areas such as legal reform, legal drafting, stakeholder management, negotiations, conflict transformation, and strategic communications.

To help the IEC undertake these responsibilities more effectively, the programme will facilitate the appointment of a senior technical expert to assist the IEC to come up with anIEC legislation and assist in the electoral system reform process and related areas as mentioned above.

### 1.2 Strategic Planning and Management

The IEC lacks an overall long-term strategic plan. Instead, it functions on the basis of annual operational plans coinciding with the budget cycle. This lack of long-term planning capacity diminishes the institution’s ability to focus on clear long- term goals and contributes to an apparently *ad hoc* approach in the work of some sections of the Secretariat. Lack of strategic planning also weakens staff understanding of the key priorities of the organization and the need for effective internal interaction to achieve them. The IEC has been mainly concentrated in the past years with delivering elections. Strategic planning, however, is about looking ahead and thinking proactively, deciding what kind of institution the IEC wants to be and then setting a course on how to achieve its institutional vision.

This programme proposes the appointment of short-term consultant(s) with expertise in organisational development and strategic planning to assist the IEC produce the following tools:

* Strategic Plan
* Organisational Management Systems, including an Organogram and an Organisational Development Plan
* Performance Management systems

### 1.3 Human Resource Capacity Development (Professionalization)

Capacity development of the IEC is an integral part of its strategic plan and organisational development. The project therefore intends to develop a comprehensive learning programme aimed at enhancing the professional and technical skills, confidence, and network of IEC officials at all levels- national and district. This learning programme will be based on, but not limited to, the Building Resources in Democracy, Elections and Governance (BRIDGE) which is an adult education-based participatory learning programme on mainly election administration. The BRIDGE course is very flexible and can be run in any country – and adapted to the specific needs of the respective electoral institution(s). Lesotho already has experience with the BRIDGE course as it formed an integral part of the support package under the DDP. This lays a solid foundation for this work.

Specific training areas will include:

1. Electoral Budget Development and Monitoring: including accounting and financial management. It was clear from the 2009 Evaluation and the 2010 NAM reports that more capacity is needed on the part of the IEC to develop, implement proper and comprehensive budgets especially those of donor-funded projects.
2. Electoral Legislation: Electoral law reform is an issue of current discussion in Lesotho. The IEC officials and staff need to be aware of and understand the national electoral legislation, provide input on proposed changes to laws and processes, and be able to draft procedures in accordance with the IEC mandate and to implement the electoral laws.
3. Information Technology: training will range from the general operation of computers, the use of Internet, email programmes, word, excel, website development (to enhance IEC website), moving to more operational aspects including voter registration database management, programmes for the compilation of electoral results, etc.
4. Human Resources Management: including recruitment methods, interviewing techniques, developing job descriptions, drafting personnel policies and procedures, conflict management skills, other professional training courses on an “*as-needed”* basis.
5. Archiving and Indexing: including methods to establish and maintain a library, archiving, indexing and retrieving publications and files, producing lists, etc.
6. Media and Strategic Communications: this will include how to define and implement a media and communications strategy for the IEC; identify the relevant media and their coverage; be proactive and transparent in releasing information to the stakeholders and the media; ensure that the information given to the media is clear and easily understandable; develop a timetable for providing information so that stakeholders and the media have a steady, accurate flow of information; designate an IEC spokesperson and media focal point and train him/her in providing relevant information to the media; set up a media centre within IEC to deal with media issues such as media conferences and releases, media tours of electoral activities, a media room, and monitoring media coverage of IEC’s activities, etc. These activities will need to be closely coordinated with the other media aspects of the project.
7. Logistics and Procurement: These are two critical areas that need to be strengthened to guarantee that future elections are organized in an efficient and professional manner. Based on the lessons from the 2007 elections, making logistics management systems more effective is a key strategic priority to improving the IEC’s operational efficiency.
8. Civic and Voter Education: this will entail capacity support to the IEC to conduct civic and voter education, and coordinate and accredit civil society organisations and other stakeholders involved in civic and voter education
9. Training of Trainers: This will focus on developing a pool of trainers from among the permanent staff of the IEC so that the future training at the IEC’s Headquarter, district and local levels, is undertaken by the members of this pool. If the number of BRIDGE-accredited trainers is expanded within IEC, these individuals would comprise a ready-made cadre of primary trainers in Lesotho.

### 1.4 Media and Strategic Outreach

The 2010 NAM Reports identified the IEC’s lack of a strategy to counter its image problem, i.e. the growing perception among opposition parties and some other stakeholders that the IEC is biased towards the governing party. This is perhaps the biggest challenge now facing the IEC, and the one that could do the most to undermine participation in and acceptance of the next elections. While technical assistance might help improve the IEC’s image by boosting its professionalism and capacity, this is not sufficient to resolve this problem. Improving its image will require the IEC to find ways to reach out to the opposition to restore its confidence and cooperation. Such interaction will also be important to ensure that the opposition remains involved in the election process. This situation is compounded by the fact the IEC does not have media and strategic outreach strategy. The IEC Internet website could be improved through the services of a webmaster and updating and providing more information on the site.

To its credit, the IEC recognizes this as a serious problem that it needs to address, although it appears to lack the skills and capacity to develop an effective strategy. Currently, the IEC media section consists of two people whose main role is to pass information to the media. The media section prepares pamphlets, brochures, and fliers on election issues. It also sponsors a weekly radio program.

The project will provide short-term technical expertise to assist the IEC to deal with its image problem. The expert will assist develop a media and strategic outreach strategy for the IEC and help train the IEC media unit and spokesperson, building the skills he/she needs to effectively engage the media and other stakeholders on matters of public interest. The expert will also train other IEC officials and staff in strategic communication (both internal and external communication) and media liaison.

### 1.5 IT and Logistics

The IEC’s IT section is responsible for compiling and maintaining the voter lists. The IEC has sufficient inventory of computer hardware including office computers and the field equipment for voter registration. However, the mobile voter registration laptops which are used in the field are not always reliable; this results in unexplained data losses and the need to re-enter substantial amounts of information manually, including photographs and fingerprints. The IEC has expressed the need to acquire an UPS to ensure uninterrupted operations and data security in the event of power failure especially during voter registration data capturing and results verification and announcement.

There is currently no intranet within the IEC; personnel at headquarters and in the field communicate through the Internet. This raises some security concerns, despite the assurance from the IEC that existing computer firewalls were secure and could prevent any hacking into the system.

Another key responsibility of the IEC is the election results management process. Since 2002, election results have been collected by fax at a result verification and tabulation centre in Maseru, where they would then be entered manually into an electronic database before being posted on the Internet. This is a good practice that provides a high level of transparency in the verification and announcement of results. There is a need to improve on the current practice in order to ensure enhanced transparency and efficiency.

The IEC also needs capacity to effectively manage logistics during elections especially using IT-based logistics management systems. Capacity development efforts will focus on the improvement of IEC’s procurement strategy and regulations, on enhancing methods for the identification of commodity needs, on developing bid specifications and vendor lists, improving tendering, bid awarding procedures and the preparation of contracts. The logistics unit has expressed the need for training in logistics and project management in general and the use of IT, i.e. geographical information systems, etc.

The project will seek to appoint a short-term IT consultant to advise the IEC on data security and firewalling; logistics management; election results management and announcement; develop the IEC intranet to facilitate internal communication and operational management; and develop strategies and policies in the use of ICT in the IEC strategic and operational management.

## Component 2: Electoral Dialogue and Conflict Management Support

Election-related conflicts are common Lesotho. Various strategies have been employed by various actors to mitigate conflicts in the past albeit with varied degrees of successes. These included efforts by the IEC to persuade belligerent groups to accept election results and also other mediation efforts led by external actors to the electoral processes, such as the SADC executive organs in conjunction with local actors and civil society organisations. Conflicts which have affected Lesotho recently include the disagreements among political parties on ways to implement the MMP systems after 2007 elections and several other intra-party conflicts and rivalries.

The IEC and civil society are constantly called upon to mediate in election-related disputes because of the convening powers vested in these institutions; this responsibility requires high-levels of trust and confidence in the IEC and civil society as honest brokers, yet at times the parties to the conflict do not have such trust and confidence in the mediating efforts of either the IEC or civil society. Stakeholder lack of confidence and trust tends to render the mediators’ role and interventions ineffectual. And this has also been exacerbated by the IEC and civil society’s lack of capacity including skills to facilitate high-level negotiations and brokerage in fierce conflict situations.

This project will support a dialogue process to assist in promote a culture of peace and political tolerance in the country especially during elections. The dialogue process will include expert discussions on electoral systems and law reform, democratic participation, and citizens’ engagement in public affairs. Other activities will include training workshops in conflict management for electoral stakeholders including political parties and candidates, community groups, civic society, etc. The project will work closely with the UN supported programme on Developing Collaborative Capacities in Lesotho to ensure synergies and avoid duplication.

Additional work will entail support to the electoral dispute resolution institutions, such as the courts. It goes without saying that independent, effective and accessible systems for dispute resolution during and after elections can significantly enhance public confidence in the electoral process thereby reducing tension and conflict that may arise especially after the announcement of results. Towards this end, this programme will render support to the judiciary to ensure capacity strengthening for the courts to expeditiously resolve election disputes. Such support will entail orientation workshops for judicial officers and their support staff, and also education and training to political parties, candidates and voters who may wish to file election petitions. It will also entail providing support to the Courts with a view to strengthening their capacities to expeditiously and effectively adjudicate election related disputes.

Support will also be provided to the media and civil society to ensure that the media plays a constructive role during elections, i.e. promoting transparency and fairness, as well as a level playing field for all actors in the electoral process. This assistance will entail media training and monitoring and will be carried out by the Media Institute of Southern Africa (MISA).

## Component 3: Civic and Voter Education

### 3.1 Support to the IEC

The IEC requires support to improve its capacity to undertake its own programmes of civic and voter education and also coordinate and accredit the civic and voter education programmes of others organisations including civic society and the media. In 2007, the Commonwealth Expert Team criticised the quality of civic and voter education saying the IEC needed to “develop a well-articulated strategy for voter education”. With voter turnout declining in recent elections to about 50 per cent in 2007, the IEC believes there is a need to promote voter participation in future elections. Another clear need is ensuring that voters understand the basic elements of the MMP system used for National Assembly elections.

The project will appoint a short term consultant to articulate the IEC civic and voter education strategy including training for the IEC staff in civic and voter education best practices including IEC support to other civil society and the media on the design, implementation and dissemination of civic and voter education materials. The consultant will also help to develop a civic and voter education curriculum for the IEC and possible sharing of the same curriculum with civil society, media and political parties.

### 3.2 Support to Civil Society

Lesotho has an active civil society, which enjoys the support and confidence of key stakeholders such as government, the IEC and the development partner community. Civic and voter education by CSOs can go a long way to promote public awareness on the rights and obligations of citizens to participate in elections, thereby do away with the current cynicism among political parties and citizens alike with regard to elections in the country. The CSOs have indeed played an important role in voter education in previous elections.

The project will provide training support, mainly “training of trainers”, and facilitate the provision of small grants to civil society organisations to implement civic and voter education programmes.

### 3.3 Support to the Media

The media plays a critical role in the building of democracy by giving citizens a voice in public affairs including elections, and also giving them an opportunity to know and assess the performance of their leaders. In Lesotho, the media is generally free and operates without restrictions. The media, mainly radio and newspapers, is the only source of reliable information for the majority of citizens, in the rural and urban areas alike. The IEC, political parties and civil society, rely on the media to disseminate key messages, i.e. political advertising and civic and voter education messages. There is however a need for the media to receive assistance to enhance its capacity as a provider of civic and voter education. This programme will give such support through media training workshops on balanced and fair election reporting.

## Component 4: Election Observation

Both the domestic and international observers can play a key role of promoting confidence and trust in the electoral process. In addition the presence of observers can reduce conflict, fraud and encourage high participation in elections. Therefore, there is a need to support and encourage both domestic and international observation of elections, especially in a country like Lesotho which is renowned for election -related conflicts and where voters may abstain from voting because of fear of violence.

### 4.1 Support to the IEC

The IEC mandate provides for the accreditation of election observer missions, both domestic monitors and international observers. The accreditation process entails briefing to observers on the electoral law, the observer code of conduct and the general election and security context in the country. There is a need to strengthen the IEC capacity to render professional and effective support to observer missions to enable them to carry out their work in manner that enhances the credibility of the electoral process. This programme will support IEC capacity to conduct professional observer briefing and accreditation.

### 4.2 Support to Civil Society

The high level of distrust and political polarisation in the Lesotho electoral environment requires the mobilisation of domestic monitors and observers to enhance the integrity of the electoral process and mitigate conflict which may arise at any point in the electoral cycle. The fact that the electoral law in Lesotho provides for the role of domestic monitors who have the right to bring any flaws in the electoral process to the IEC, augurs well for the credibility of the electoral process and legitimacy of election outcomes in the country. Civil Society monitoring is to go beyond monitoring at the day of elections, but should include campaign monitoring as well.

The project will provide “*training of trainers*” to civic society organisations to undertake domestic observations during elections. Such training will take place during the pre-election period in order to ensure that CSOs undertake own training of domestic monitors during elections. The training of trainers will be coordinated by the IEC and will be based on the BRIDGE curriculum tailored to the local context and reality.

## Component 5: Enhancing Inclusive Participation in Elections:

For elections to be genuinely democratic and representative, they should encourage and ensure the participation of all citizens mainly as voters and candidates. Elections must ensure the participation and representation of social groups which have historically been marginalized.

These include the following:

### 5.1 Women

Although they constitute the majority of citizens and even voters in most country, women remain marginalized in electoral processes specifically and decision-making generally. Most countries tend to discourage women from participating in elections as voters, candidates, and even election staff. Although Lesotho has done well to promote gender equality and women’s empowerment in elections, for example obtaining 58% in the 2005 local authority elections, more work needs to be done to get women to become equal actors with men in elections. This programme will sponsor training workshops for the IEC, political parties and civil society to encourage effective participation of women in elections. Knowledge tools will be developed and best practices shared to assist institutions improve their gender equality performance.

### 5.2 Youth

In most African countries, including Lesotho, the youth comprise the largest and fastest growing demographic group. There is an increasing interest of the youth in politics and elections, judging from recent developments in several countries, including the US, Tunisia and Egypt. Yet more work needs to be done to encourage increased participation of the youth in electoral processes especially in Lesotho. This programme will conduct training workshops to encourage the youth to participate more actively in elections through registration, campaigns and voting. Special attention will be given to youth issues in voter and civic education campaigns of the IEC and civil society.

### 5.3 Persons with Disabilities (PWDs)

The last few years have seen increased interest in promoting the participation of PWDs in elections through various means that guarantee their access to the electoral process. These include the use of election facilities that are friendly and responsive to the needs of PWDs, such as Braille for the blind voters, and other forms of assistance to others including the elderly, frail and also pregnant women. There is a need in Lesotho to conduct an audit of the number and needs of PWDs; develop a response strategy to the needs and challenges of PWDs in relations to elections; and provide training and other capacity support to organisations that deal with PWDs including the IEC and civil society.

## E. Approach to Implementation

Through the CDGG programme, the office has already embraced the Electoral *Cycle Approach (ECA)*: i.e. adopting a long-term approach to supporting the electoral process and seeking to engage with different actors and entry points throughout the cycle, rather than channelling substantial resources and technical support uniquely towards the delivery of a given electoral event, at intermittent and disconnected points in time. The electoral cycle is divided into three broad phases – pre*-electoral, electoral and post-electoral*. At first glance it may seem that the post-electoral component is the shortest, but in reality, this is the longest period of time and perhaps the ripest opportunity for addressing systemic issues that impact on the electoral process and wider democratic governance per se, including electoral system reform, electoral management design, boundary delimitation, political party charters, media training, and so forth.

The timing of the implementation of this component is ideal, i.e. 2011 which is a year before the 2012 election and then two years after election. However, there is a need to finalize and fund the proposal in a rapid manner as some of the support options are time critical and it will require some effort to deploy the necessary expertise. The adoption of the electoral cycle helps implement electoral assistance within the broader framework of democratic governance with a pro-active and strategic approach. Instead of supporting the IEC and elections only and doing so on a one-off basis, the electoral cycle approach advocates for electoral support that is carried out for the long haul and that includes civil society, political parties, media and other institutions of democracy addressing their long-term capacity requirements to support sustainable democratic elections.

The AP will guarantee that information and knowledge which is created through various activities is distilled and codified for sharing with other stakeholders and actors within the country and beyond. In order to foster effective knowledge management, the project will encourage sharing of the knowledge through various national and external platforms including team works and other social networks within and outside the UNDP. The project activities will include study visits and professional exchanges for local stakeholders to share and benefit from the experiences of other similar bodies and organisations. The project activities will include appointment of appropriate technical advisors, such as specialists in IT, logistics, media and strategic outreach, civic and voter education, legal reform, etc, who will be attached to the IEC to assist with capacity enhancement with a strong emphasis on skills transfer based on mentoring and coaching. This aspect will enjoy maximum attention from the project management in order to ensure that while the technical experts come to develop tools and strategies to improve IEC performance they also spend time developing the capacity of those who will oversee the implementation of such tools and strategies in the long term. Technical advisors will have to prepare “lessons learnt reports” before the expiry of their contracts and such reports must be shared and discussed with the host institution and UNDP.

The AP will ensure systematic cooperation and capacity sharing with the UN Development of Collaborative Capacities Programme on the ground especially to benefit from ongoing activities in conflict management and prevention. The various training workshops on conflict management that are being planned will be carried out in conjunction with the Development of Collaborative Capacities Programme which focuses on strengthening national capacities for conflict prevention, mitigation and management.

## F. Management Arrangements

In line with the agreed CDGG programme, this component on electoral assistance to the IEC will be implemented over a period of two years, i.e. 2011- 2012. Additional potential activities for 2013 have been identified but at present they will be kept in a proposal phase to be detailed out during project implementation. CDGG is a nationally implemented project but with a strong Country Office support. It is important to note that the strategy is that members of the technical team responsible to support the activities are to be integrated into the existing teams in the respective departments of the IEC that are responsible to carry out these activities. This arrangement underscores that the programme is designed to support the IEC with the necessary technical assistance to carry out its own mandate and priorities on elections. In addition, this arrangement will greatly facilitate capacity development of the teams in the respective departments and the IEC at large. Members of the team will have a dual reporting line so as to ensure that the project manager can influence the pace and direction of the activities, however their main responsibility with be managed through the host institution.

There will be a project board comprising UNDP, Irish Aid (and other development partners that may join the support), and IEC as the implementing partner.

## G. Monitoring and evaluation (M&E)

M& E will be undertaken in accordance with standard UNDP policy

(<http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/documents/full_draft>.pdf). UNDP will produce quarterly progress and financial reports according to standard UNDP procedures and format, and/or as required by the UNDP Country Office. The project office/PMU will report quarterly or when needed to the Project Board.

**APPENDIX 1** Draft Work Plan Years: 2011 – 2012

The funding source for all activities within this work plan will be provided through the SPEL Basket Fund

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| OUTPUT | PLANNED ACTIVITIES | | | TIMEFRAME | Budget Description | | | | | Budget |
| Component 1: Strengthening Capacities of IEC | | | | | | | | | | |
| Independent Electoral Commission (IEC) able to plan and manage the electoral process effectively  Baseline:  Electoral bodies possess modest capacity to manage the electoral process due to shortage of skilled staff.  Indicators:  1. Electoral Management System delivering regular and actionable findings, including information about the participation of marginalized groups in election-related activities  2. Percentage of complaints leading to timely, transparent and motivated decisions,  3. Polling officers trained on roles and responsibilities on election day and basic election management  4. Assessment/Monitoring of the pre-electoral environment conducted and disseminated to key stakeholders  Targets:  Free, fair, credible and peaceful elections in Lesotho with acceptable outcomes | | 1. Activity Result: Strategy for preparation, management and conduct of 2012 election developed sequencing key actions and activities and based on Election Calendar  Provision of Technical Assistance for both IEC: Procurement, Logistics and IT  Development and publication of the electoral calendar and other electoral sensitization materials. | | 2011-2013 | | International and local travel, subsistence, staffing, equipment and other costs  Printing  Logistics | | |  | |
| 2. Activity Result: Strategies in place to build trust in the electoral management bodies and the electoral process;  Institute public forums on election management, including Political Parties, IEC, Civil Society, and Government,  Media management training for executives and staff in IEC  Establishment of an election hotline,  Develop a complaints handling mechanism | | 2011-2013  2011  2011 | | Meeting Costs  Consultancy fees, sub-contracts  Travel  Hotline | | |  | |
| 3. Activity Result Electoral Monitoring & Evaluation systems for IEC related to the implementation strategies for the 2012 election developed and implemented  Electoral M&E systems developed and implemented. | | 2011 | | Travel and other MER related costs  Consultancy Fees  DSA | | |  | |
| 4. Activity Result: Training manuals for registration and polling officials reviewed and updated and training program designed and implemented.  Short term expert hired.  Manuals updated to reflect internationally accepted standards.  IEC Workshop to validate training manuals and instructions.  Training of polling officers conducted | | 2011  2011  2011  2011 | | Consultancy Fees  costs  Workshop costs  Training costs | | |  | |
| 5. Activity Result: Plan for support for pre and post election activities developed and implemented  Conduct a comprehensive evaluation of the 2010 local government election process for reflection  Continuous Pre election political assessment by key stakeholders in 2010/2011  Comprehensive Independent Post electoral analysis of democratic development in the Lesotho in 2011/2012,  Popularize and disseminate key findings to CSO’s Media and general public,  Strategic media activities to allow the public to voice their opinion on the electoral process and democratic development | | 2011  2011  2012  2011  2011 | | Evaluation costs  Mission costs  Assessment costs  Publications  Media costs | | |  | |
| 6. Activity Result: Establish and implement strategies and mechanisms for addressing disputes/concerns related to the voter register  Establish and manage a dispute and complaint handling mechanism for IEC  Consultations and education  Training for IEC staff | | 2011  2011 | | Consultancy costs, workshop costs, training costs  Training Costs | | |  | |
| OUTPUT | | PLANNED ACTIVITIES | | TIMEFRAME | | Budget Description | | | Budget | |
| Component 2: Electoral Dialogue and Conflict Management | | | | | | | | | | |
| a. Elections conducted in a secure and peaceful environment with peaceful and acceptable outcomes  Baseline:  IEC, Political parties and other stakeholders have moderate capacities for conflict management and resolution.    Indicators:  % decrease in election related conflicts  % increase in numbers of election disputes resolved peacefully through the dialogue mechanisms  Targets:  The stakeholders resolve election related conflicts in a peaceful manner | | 1. Activity Result: Dispute resolution/management capacities of IEC assessed and appropriate strategies designed for improvement  Hire consultant to conduct assessment and design strategies for IEC.  Election dispute management expert facilitators contracted.  Training for IEC staff and commissioners on dispute resolution | | 2011-2012 | | Consultancy costs  Training costs | | |  | |
| Activity Result : Risk analysis conducted and contingency and strategic scenario planning facilities for rapid response;  Prepare TOR’s and contract Risk and scenario planning expert for rapid response to electoral disturbance  Train stakeholders in rapid response mechanism  Equipment support to expand rapid response mechanism to connect all security management stakeholders as well as expanded security incident management capacity of the IEC. | | 2011-2012  2011-2012  2011-2012 | | Consultant costs  Training costs  Equipment, contractual services | | |  | |
| Activity Result : Undertake training of police on election related policing and human rights  Prepare TOR’s and contract Election Policing and Human Rights trainers  Implement training sessions with police and security forces | | 2011  2011 | | Consultancy fees  Training and logistics costs | | |  | |
| Activity Result: Contingency for rapid response to election disturbance | | 2011-2012 | | Misc. | | |  | |
| b. Capacities of Political Parties to contribute to voter registration, election monitoring and electoral conflict resolution strengthened;  Indicators:  1.Code of conduct complied with for the Electoral period by all participating Parties  2.Political party monitors and polling agents perform duties effectively  Baseline :  Political Parties have modest capacity to engage at all stages of the electoral process.  *Targets:* Political Parties participate effectively at all stages in the electoral process. | | 1. Activity Result: Develop mechanism for engagement of political parties in the electoral process.  Short term Political Party expert hired  Provide Technical Expert for specific Political Party capacity building activities;  Women leadership,  Youth leadership and political grooming,  Inclusive political campaigning,  Deliver Political Party training programs | | 2011  2011  2011-2012 | | Expert costs  Training costs, workshop costs, travel and subsistence | | |  | |
| 2. Activity Result : Facilitate implementation of code of conduct with a monitoring, complaints and dispute resolution mechanism signed by all political parties  Facilitate the monitoring of implementation of Code of Conduct  Review existing Political Party Codes of conduct and present recommendations to parties for validation and signing | | 2011  2011 | | Facilitation costs  Meeting costs | | |  | |
| 3. Activity Result: Develop training plan for political parties  Contract political party and gender training expert  Develop political party training plan  Implement training plan | | 2011  2011  2011 | | Consultancy costs  Training costs | | |  | |
| c. Capacity of media to enhance transparency of the electoral process built.  *Baseline:* Media possess modest capacity to conduct effective, fair and issue based election reporting.  Indicators:  *1.* Media Code of conduct developed and MoU signed,  2. Voter’s education messages and modules produced by IEC for use by CSO’s and Media  Targets:  Media reports throughout the electoral period are objective informed and unbiased. | | 1. Activity Result: Undertake assessment of media capacities for engagement in the electoral process and identify gaps.  Develop TOR’s for Media Capacity Assessment  Advertise and select consultants to conduct assessment  Contract Consultants  Conduct Media Assessment  Produce Media Action Plan for 2010 election and validate with stakeholders | | 2011  2011  2011  2011  2011 | | Consultancy Costs  Advertising costs  Consultancy costs  Assessment costs  Production and workshop costs | | |  | |
| 2. Activity Result Identify target group for media ethics training  Contract media training expert  Develop a media training plan  Develop/adopt training material  Implement Training workshop at national level | | 2011  2011  2011  2011  2011-2013 | | Consultancy costs  Facilitation costs  Production costs  Training costs | | |  | |
| 3. Activity Result Design and establish media monitoring strategy  Prepare RFP for Media monitoring consultancy  Contract media monitoring institution  Procurement of media monitoring materials  Develop and distribute final media monitoring report | | 2011  2011  2011  2012 | | Consultancy Costs  Sub-grant  Procurement costs  Translation and Printing costs | | |  | |
| 4. Activity Result: Develop Code of conduct for election reporting, support the organisation of regular dialogues among media and other key election stakeholders.  Review and update media code of conduct for election reporting  Disseminate code to stakeholders | | 2011 | | Facilitation costs  Distribution costs | | |  | |
| 5. Activity Result: Undertake monitoring and evaluation of implementation of code of conduct.  Monitor and report on compliance to code by media actors | | 2011-2012 | | Logistics costs  Monitoring costs | | |  | |
| OUTPUT | | PLANNED ACTIVITIES | | TIMEFRAME | | Budget Description | | | Budget | |
| Component 3: Civic and Voter Education | | | | | | | | | | |
| a. Voters especially women and marginalized groups are educated on the registration and voting process in time to participate.  Indicators:  1. CSO’s able to effectively conduct Voter Education in conjunction with key partners and stakeholders  Gender sensitive messages developed,  2. % of people reached by voter education campaigns  3. No of women, persons with disabilities and young people benefiting from voter education  *Baseline:* In 2007, CSOs were unable to cover the whole nation especial rural outlying areas and voter education messages were not consistent and well coordinated.  Targets:  Provision of timely voter’s education to at least 900,000 eligible voters.  b. Civil Society Organisations are engaged to enhance participation and fairness in elections  Baseline:  IEC carries the mandate to conduct voter education, however it does not possess the necessary numbers of staff and capacities to carry out national campaigns.  Indicators:  1. CSO conducts voter’s education activities under the leadership of IEC.  2. Women and Marginalised groups are provided with relevant and timely voter’s education.  Targets:  Relevant, timely and comprehensive voter’s education provided to all citizens. | 1. Activity Result: Develop and implement voter education strategy taking into account women and people with disabilities (PWD).  Short –term Voter Education Expert hired to support IEC.  Establish Voter Education Reference Groups (VERG) under IEC  Develop Voter education modules and messages  Validation of materials and messages by Voters Education Resource Group’s Voters Education Resource Groups  Messages developed in appropriate languages are relevant, gender sensitive and target marginalized groups | | | 2011/2012  2011  2011  2011  2011 | Consultancy Costs  Meeting costs  Meetings costs  Meeting costs  Production and printing costs | | | | |  |
| 2. Activity Result: Qualified CSOs to undertake voter education identified through transparent and competitive process  Procurement costs for voter education Selection of Implementing Agent to undertake the grant making activities , | | | 2011  2011 | Misc  Selection costs | | | | |  |
| 3. Activity Result: Undertake training of CSO’s in voter education methodology.  Contract VE trainer  Conduct training for CSO’s, Political Parties and other relevant actors | | | 2011  2011 | Facilitation costs  Training costs | | | | |  |
| 1. Activity Result: A system for, monitoring and evaluation for selected CSOs developed.  M&E tool developed by VE expert with gender responsive indicators.  Training on use of M&E tools  Monitoring and Evaluation conducted and reports produced | | | 2011  2011  2011  2011-2012 | Consultancy fees  Consultancy costs  Training costs  Monitoring and other costs | | | | |  |
| Activity Result: Undertake assessment of civil society capacities for engagement in the electoral process and identify gaps.  Sub-contract for grant management  Sub-grant facilitation small grant distribution | | | 2011  2011 | Implementation costs  grants | | | | |  |
| 3. Activity Result: Design and implement training strategy for voter education through CSOs.  Develop a VE action plan in collaboration with selected CSO’s, | | | 2011 | Meeting and other costs | | | | |  |
| 4. Activity Result: Design strategies for the dissemination of voter education to women and other disadvantaged and rural/urban groups  Develop VE TOT schedule  Conduct TOT for key VE stakeholders in delivering VE | | | 2011  2011 | Training costs | | | | |  |
| 5. Activity Result: Design and implement impact monitoring and evaluation strategy for voter education  Develop VE impact monitoring tools  Train CSO partners in impact monitoring methodologies | | | 2011  2011 | Expert costs  Training costs  Publication costs | | | | |  |
| 6. Activity Result Training on financial management and reporting for selected CSOs  Conduct CSO micro assessments  Micro assessments of recipient CSO’s | | | 2011  2011  2011 | Training costs  Training costs  Facilitation costs | | | | |  |
| OUTPUT | PLANNED ACTIVITIES | | | TIMEFRAME | Budget Description | | | | | Budget |
| Component 4: Election Observation | | | | | | | | | | |
| Effective coordination of Electoral Observation.  Baseline:  Coordination of election observation is conducted by IEC with assistance from international bodies like the UN and SADC  Indicators:  1. Election Observation Team assembled and trained,  2. Election Observer Mission Reports developed and submitted  Targets:  Effective and objective election observation and reporting conducted | 1. Activity Result: Facilitate development of a coordinated National Observation Plan.  Contract Election Observation expert  Procure accreditation System  Preparation of deployment maps  Printing of deployment maps, code of conduct  Deployment and Procurement of materials for observers | | | 2011  2011  2011  2011  2011 | Consultancy Costs  Contractual services  Preparation costs  Printing costs  Procurement costs | | | | |  |
| Activity Result: Undertake training of domestic observers  Contract observer training expert  Facilitate training for local and international observers | | | 2011-2012  2011-2012 | Consultancy Costs  Training Costs | | | | |  |
| Activity Result: Establish resource and manage operations centre for observation missions to serve as a link to the observer teams.  Secure site for observation coordination activities  Provide equipment and Hire temporary staff to man the coordination centers | | | 2011  2011 | Site costs  Staffing and equipment costs | | | | |  |
| Activity Result Facilitate development of a coordinated National Observation Plan.  Contract Election Observation expert  Procure accreditation System  Preparation of deployment maps  Printing of deployment maps, code of conduct  Deployment and Procurement of materials for observers | | | 2011  2011  2011  2011  2011 | Consultancy Costs  Contractual services  Preparation costs  Printing costs  Procurement costs | | | | |  |
| OUTPUT | PLANNED ACTIVITIES | | | TIMEFRAME | Budget Description | | | | | Budget |
| OUTPUT 5: Enhancing Inclusive Participation of marginalised groups | | | | | | | | | | |
| Effective participation in elections by marginalized groups  Indicator:  1. Increase in #s of marginalized groups participating in elections  2. Strategies aimed at enhancing participation by marginalized groups developed,  3. No of women, persons with disabilities and young people benefiting from programme and strategies aimed at increasing their participation  *Baseline:* In previous elections no programmes and efforts have existed focusing on some marginalized groups such as PWDs, youth and women. | Activity Result: Conduct comparative review of obstacles to participation of marginalized groups  Develop strategy to enhance participation of select groups including PWDs | | 2011  2011  2011-2012 | | | | Expert costs  Training costs, workshop costs, travel and subsistence | | |  |
| 2. Activity Result: Develop mechanism for engagement of marginalized and vulnerable groups in the electoral process.  Provide Technical Expert for specific capacity building activities and targeted measures aimed at:  Women as voters and candidates,  Persons with Disabilities  Youth engagement in electoral activities | | 2011-2012 | | | | Expert costs  Training costs, workshop costs, travel and subsistence | | |  |
| PROGRAM COST | | | | | | | | | | |
| Program Support Monitoring and Evaluation | Program Management Monitoring, Evaluation and Reporting  Evaluation Report  Project audit  Project staffing  Procurement of vehicles and office equipment  Communication and dissemination costs:  Evaluation and Audit | | 2011/12  2011/12  2011/12  2011/2012 | | | | | Premise costs  Staff salaries  Procurement  Procurement and logistics | |  |
| Implementation Support services |  | |  | | | | |  | |  |
| Total |  | |  | | | | |  | | 3,221.770 |
| UNDP cost recovery costs |  | |  | | | | |  | |  |
| Grand Total |  | |  | | | | |  | |  |

PROJECT BUDGET: 2011 – 2013

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
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| Expected Output | | Key Activities | | Time frames | | | | | | | | | | Description | | | | | 2011 | | | | 2012 | 2013 | | | Total – USD | | |
| Q1 | | | Q2 | | Q3 | | Q4 | | |
| Component I: Strengthening the Capacity of the IEC | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| (IEC) plans an manage elections in a credible way | | Strengthening the legal framework for elections | |  | | X | | | |  |  | | | Short-term consultant to review election law and produce IEC legislation | | | | | 40,000 | | | |  | |  | | | 40,000 | |
|  | | X | | | |  |  | | | Consultation and Validation workshops (3) | | | | | 45,000 | | | | 20,000 | |  | | | 65,000 | |
| Strategic Planning and Management | |  | | X | | | |  |  | | | Short-term consultant to develop Strategic Plan | | | | | 30,000 | | | |  | |  | | | 30,000 | |
|  | |  | | | | X |  | | | Short-term consultant to develop new IEC Organogram | | | | | 30,000 | | | |  | |  | | | 30,000 | |
|  | |  | | | |  |  | | | Short-term consultant to review performance management system | | | | |  | | | | 30,000 | |  | | | 30,000 | |
| Human Resource Development (Professionalization) | |  | | X | | | | x | x | | | Staff training workshops in various areas of professional development (9) | | | | | 50,000 | | | | 50,000 | | 50,000 | | | 150,000 | |
|  | |  | | X | | | |  |  | | | Training of Trainers | | | | | 20,000 | | | |  | |  | | | 20,000 | |
|  | |  | |  | | | | x |  | | | Professional exchange and study visits | | | | |  | | | | 25,000 | | 25,000 | | | 50,000 | |
|  | | Media and Strategic Outreach | |  | | X | | | |  |  | | | Short-term consultant to  develop media & strategic outreach strategy | | | | | 40,000 | | | |  | |  | | | 40,000 | |
|  | |  | |  | | X | | | |  |  | | |
| Conduct Staff training workshops and study visits | | | | | 20,000 | | | |  | |  | | | 20,000 | |
|  | | | IT and Logistics | |  | | X | | | |  |  | | | Appoint short-term consultant to review IT and Logistics policies & practices | | | | | 40,000 | | | |  | |  | | | 40,000 |
|  | |  | | | | x |  | | | Conduct IT and Logistics staff training workshops & study visits | | | | | 50,000 | | | |  | | 20,000 | | | 70,000 |
|  | |  | | | |  | x | | | Purchase Logistics Management systems & train staff | | | | | 20,000 | | | |  | | 10,000 | | | 30,000 |
|  | |  | | | |  | x | | | Upgrade results verification and announcement equipment | | | | | 30,000 | | | |  | |  | | | 30,000 |
|  | | |  | |  | |  | | | |  | x | | | Staff training workshops | | | | | 20,000 | | | |  | | 10,000 | | | 30,000 |
| Subtotal | | | | | | | | | | | | | | | | | | | | 435,000 | | | | 125,000 | | 115,000 | | | 675,000 |
| Component 2: Electoral Dialogue and Conflict Management Support | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Improved commitment to political tolerance and peaceful conflict resolution through sustained electoral dialogue and inter-stakeholder consultations | | Dialogue, advocacy and training to prevent and manage conflict in the electoral process | | x | |  | | | | |  | |  | Training workshops for IEC and stakeholders on conflict management | | | | | 40,000 | | | 40,000 | | | | 40,000 | | | 120,000 |
|  | |  | | | | | x | |  | Training materials | | | | | 5,000 | | | 5,000 | | | | 5,000 | | | 15,000 |
|  | |  | | | | | x | |  | Dialogue 1:  electoral reform: laws and systems | | | | |  | | | 15,000 | | | |  | | | 15,000 |
|  | |  | | | | | x | |  | Dialogue 2:  democracy assessment | | | | |  | | |  | | | | 15,000 | | | 15,000 |
| x | |  | | | | |  | |  | Dialogue 3: citizens’ engagement with the state | | | | |  | | |  | | | | 15,000 | | | 15,000 |
| x | |  | | | | |  | |  | Media training and monitoring | | | | |  | | | 20,000 | | | |  | | | 20,000 |
| x | |  | | | | |  | |  | Orientation workshops for judicial officers on electoral disputes resolution | | | | |  | | | 20,000 | | | | 20,000 | | | 40,000 |
|  | |  | | x | |  | | | | |  | |  | Training materials | | | | |  | | | 5,000 | | | | 5,000 | | | 10,000 |
|  | | x | |  | | | | |  | |  | Advocacy on political tolerance and conflict prevention and management | | | | |  | | |  | | | | 30,000 | | | 30,000 |
|  | | x | |  | | | | |  | |  | Advocacy materials | | | | |  | | |  | | | | 10,000 | | | 10,000 |
| Subtotal | | | | | | | | | | | | | | | | | | | 45,000 | | | 105,000 | | | | 140,000 | | | 290,000 |
| Component 3: Civic and voter education | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Civic and voter education mobilized to ensure effective citizen’s participation in elections | | | | Support to IEC | |  | | | | x |  | |  | | | Short-term consult to develop national civic and voter education strategy and policy | | | | 40,000 | |  | | | | |  | | | 40,000 | | |
|  | | | |  | x | |  | | | Voter education training workshops | | | | 60,000 | |  | | | | |  | | | 60,000 | | |
|  | |  | | | |  | x | |  | | | Training materials | | | | 5,000 | |  | | | | |  | | | 5,000 | | |
| Support to  Civil Society | |  | | | |  | x | | X | | | Training workshops (*Train-the-trainers*) | | | | 80,000 | |  | | | | |  | | | 80,000 | | |
|  | | | |  | | | |  |  | |  | | | Training materials | | | | 10,000 | |  | | | | |  | | | 10,000 | | |
|  | | | |  | | | |  | x | | X | | | Small grants | | | | 150,000 | | 100,000 | | | | | 100,000 | | | 350,000 | | |
|  | | | | Support to the media | |  | | | |  |  | | x | | | Training workshops | | | | 40,000 | | 30,000 | | | | | 20,000 | | | 90,000 | | |
| Subtotal | | | | | | | | | | | | | | | | | | | | 385,000 | | 130,000 | | | | | 120,000 | | | 635,000 | | |
| Increased public confidence and trust in the electoral process through sustained and effective election observation and monitoring | | | | Component 4: Election Observation | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Support to IEC | | x | | | |  |  | |  | | | Training on election observer management and accreditation |  | | 10,000 | | | | |  | | | | 10,000 | | | | |
|  | |  | | | |  |  | |  | | | Training materials |  | | 4,000 | | | | |  | | | | 4,000 | | | | |
| Support to Civil Society | | x | | | |  |  | |  | | | Conduct “Train the Trainer workshops on election observation | 40,000 | |  | | | | |  | | | | 40,000 | | | | |
|  | | | |  | |  | | | |  |  | |  | | | Training materials |  | | 7,000 | | | | |  | | | | 7,000 | | | | |
| Subtotal | | | | | | | | | | | | | | | | | 40,000 | | 21,000 | | | | |  | | | | 61,000 | | | | |
| Component 5: Enhancing Inclusive Participation in Elections | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Institutional capacity of the EMB, civic society and political parties strengthened to promote inclusive participation in elections especially for marginalized groups such as women, the youth, and persons with disabilities (PWDs) | | | | Support to Women | | X | | | |  |  | |  | | | Training workshops on women-in-elections |  | | 40,000 | | | | | 20,000 | | | | 60,000 | | | | |
|  | | | | Support to Youth | | X | | | |  |  | |  | | | Training workshops for youth-in-elections |  | | 20,000 | | | | | 20,000 | | | | 40,000 | | | | |
|  | | | | Support to PWDs | | X | | | |  |  | |  | | | Election training and advocacy for PWDs |  | | 25,000 | | | | | 25,000 | | | | 50,000 | | | | |
|  | | | |  | |  | | | |  |  | |  | | | Training and advocacy materials on women, youth, and PWD in elections |  | | 15,000 | | | | | 15,000 | | | | 30,000 | | | | |
| Total | | | | | | | | | | | | | | | | |  | | 100,000 | | | | | 80,000 | | | | 180,000 | | | | |
| Component 6: Project Management | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Staff  Appointment | | | | | |  | | | | x |  | |  | | | Appoint CTA | 220,000 | | 180,000 | | | | | 220,000 | | | | 620,000 | | | | |
|  | | | | x |  | |  | | | Appoint Project Manager | 150,000 | | 130,00 | | | | | 150,000 | | | | 430,000 | | | | |
| Furniture  & other Supplies | | | | | |  | | | |  |  | |  | | | Equipment & Consumables | 50,000 | | 20,000 | | | | | 10,000 | | | | 80,000 | | | | |
|  | | | |  |  | |  | | | DSA | 10,000 | | 5,000 | | | | | 15,000 | | | | 30,000 | | | | |
|  | | | |  | |  | | | |  |  | |  | | | Miscellaneous | 5,000 | | 3,000 | | | | | 2,000 | | | | 10,000 | | | | |
| Subtotal | | | | | | | | | | | | | | | |  | | 435,000 | 338,000 | | | | | 397,000 | | | | 1170,000 | | | | |
| Total | | | | | | | | | | | | | | | |  | |  |  | | | | |  | | | | 3011,000 | | | | |
| GMS 7% | | | | | | | | | | | | | | | | | | | | | | | | | | | | 210,770 | | | | |
| Grand Total | | | | | | | | | | | | | | | | | | | | | | | | | | | | 3221,77,000 | | | | |

1. Constitution of Lesotho, Second Amendment, Section 68 [↑](#footnote-ref-1)