

**UNITED NATIONS**  
**DEVELOPMENT ASSISTANCE FRAMEWORK (UNDAF)**  
**FOR LESOTHO**  
**2002 - 2007**

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## **LESOTHO UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK**

We, the United Nations Country Management Team in Lesotho, pledge our commitment to utilising the UNDAF to heighten inter-agency co-ordination and cooperation, with the overarching intention of enhancing the impact of our assistance to the Government of Lesotho. The UNDAF document has been prepared with the full involvement of all the UN Agencies, funds and programmes represented below, and was formulated in accordance with our respective mandates and objectives.

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## LIST OF ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
BOS	Bureau of Statistics
BWI	Bretton Woods Institutions
CCA	Common Country Assessment
CEDAW	Convention on the Elimination of all Discrimination against Women
CPC	Country Programme Committee
ECD	Early Childhood Development
ECDC	Early Childhood Development Center
ECOSOC	Economic and Social Council
EIA	Environmental Impacts Assessment
EU	European Union
FAO	Food and Agricultural Organisation
FPE	Free Primary Education
GDP	Gross Domestic Product
GIS	Geographic Information System
GNP	Gross National Product
HIV	Human Immunodeficiency Virus
IBRD	International Bank for Reconstruction and Development
IFAD	International Fund for Agricultural Development
IOM	International Organisation of Migration
IMF	International Monetary Fund
IMR	Infant Mortality Rate
LCD	Least Developed Country
LHRF	Lesotho Highlands Revenue Fund
LHWP	Lesotho Highlands Water Project
MDP	Ministry of Development Planning
MoE	Ministry of Education
MOHSW	Ministry of Health and Social Welfare
NAPCP	National AIDS Prevention Programme
NDP	National Development Plan
NEAP	National Environment Action Plan
NEX	National Execution
NFE	Non-formal Education
NGO	Non-governmental Organisation
NHDR	National Human Development Report
ODA	Official Development Assistance
ODA	Overseas Development Agency
OECD	Organisation for Economic Cooperation and Development
PHC	Primary Health Care
PLWHA	People living with HIV / AIDS
PRSP	Poverty Reduction Strategy Paper
PSIP	Public Sector Investment Programme
RC	Resident Co-ordinator
RTC	Round Table Conference
SADC	Southern African Development Community
SME	Small and Medium Enterprises
SIDA	Swedish International Development Agency

STD	Sexually Transmitted Disease
STI	Sexually Transmitted Illness
TEBP	Targeted Equity Based Programme
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNHCHR	United Nations High Commissioner for Human Rights
UNHCR	United Nations High Commissioner for Refugees
UNIC	United Nations Information Centre
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
UNIFEM	United Nations Development Fund for Women
UNODCCP	United Nations Office for Drug Control and Crime Prevention
UNITeS	United Nations Information Technology Services
UNTWG	United Nations Technical Working Group
USD	US Dollars
WB	World Bank
WFP	World Food Programme
WHO	World Health Organisation

## SECTION I: THE UNDAF PREPARATION PROCESS

### *1.1 Introduction*

In 1997 the United Nations Secretary-General, proposed a series of reforms to enhance the impact of UN development assistance in the 21st century. To achieve this objective, the United Nations Development Assistance Framework (UNDAF) as the centrepiece of United Nations development cooperation at the country level, serving as a planning framework for all UN Development Funds, Programmes and Agencies that reflect common programme areas that respond to national development priorities and needs. In his report on UN reform, the Secretary-General stated that: *"In order to achieve goal oriented collaboration, coherence and mutual reinforcement, the United Nations programmes of assistance will be formulated and presented as a single United Nations Development Assistance Framework with common objectives and time-frame."*

The UNDAF process is preceded by the formulation of a national Common Country Assessment (CCA). As a analysis of the development situation of the country concerned, the CCA lays the foundation for the formulation of the UNDAF at country level. Through a consultative process, the CCA assesses the extent to which progress has been made against the Global UN Conferences and Conventions, and the associated International Development Targets. The assessment is based on an extensive review of the political, economic, social and human rights developments.

### *1.2 Rationale*

Building on the analysis of the CCA, the UNDAF defines common UN positions on key development issues and outlines the strategies that will be used to support the Government of Lesotho within programming framework characterised by increased collaboration among UN Agencies. The strategies outlined in the UNDAF will ensure that National Priorities are pursued in the context of the global goals and objectives as agreed to at the various UN Conferences and Conventions. The fundamental objective of the UNDAF is to increase the impact of the UN System's assistance to the Government of Lesotho through increased co-ordination and coherent programming.

Through the CCA process, six distinct issues emerged that were found to be particularly pressing in addressing the development situation in Lesotho. These six areas were identified as: poverty reduction within a context of good governance; the fight against HIV/AIDS; promoting the rights of children and youths; ensuring food security and natural resource management., and; meeting the global and regional challenges facing Lesotho.

These are also areas in which the UN Agencies possess significant experience and leverage, and where a united UN Country Team should have the greatest impact. It has therefore been agreed that targeted assistance to these areas would complement the Government of Lesotho's development priorities and strategies.

### *1.3 CCA/UNDAF Preparation Process in Lesotho*

Responding to the aims of General Assembly Resolutions 47/199, 50/120 and 50/227, the CCA/UNDAF process will increasingly foster more effective collaboration among develop-

ment partners at the country level and within the UN System. The UNDAF is to be the centrepiece of UN development assistance to Lesotho, and lays the foundation for enhanced co-operation between the UN System, the Government of Lesotho, and other development partners. Lesotho is in the second group of countries to implement the CCA/UNDAF processes. The main mechanisms for the preparation of the CCA were the UN Theme Groups. A Task Force comprising all UN Agencies was formed to spearhead the co-ordination of information and drafting of the CCA. The UN System and government departments provided the data for various indicators drawing predominately upon official data and research made available through the Bureau of Statistics and line ministries.. A common database for Lesotho's development indicators has been developed. This facility will provide the indicator framework needed to monitor progress under various UN conference goals.

The CCA Task Force transformed itself into the UNDAF Task Force in July 2000 to co-ordinate the formulation of the Lesotho's first UNDAF. Members of the Task Force act as UNDAF focal points in their respective Agencies and ensures that Agency colleagues are kept informed of progress and are actively involved in the process.

#### *1.4 Lessons Learned in the CCA/UNDAF Preparatory Process*

- Lesson 1: The CCA/UNDAF process requires the full commitment and participation of every UN agency. The very nature of the CCA/UNDAF process made the full involvement of every UN agency in Lesotho of the utmost importance, as the UNDAF is to reflect the purpose and identity of all agencies in the country. The UN inter-agency Theme Groups proved to be particularly useful for information sharing and the development of inter-agency solidarity. However, this is very much a learning process, and continued efforts are needed to institutionalise the work of the Theme Groups.
- Lesson 2: Broad and extensive consultation is paramount. The preparation period, therefore, involved extensive and broad consultation, with Government, development partners and representatives from civil society. This extensive consultation proved to be paramount in the successful formulation of the UNDAF.
- Lesson 3: A successful CCA/UNDAF process requires full Government ownership. The Government of Lesotho was involved as extensively as possible throughout the CCA/UNDAF process to ensure that the objectives of the UNDAF would be in full support of national goals and priorities. A Government official from the Ministry of Development Planning is a full member of the UNDAF Task Force. The March 2000 CCA consultation with Government proved to be particularly useful in this regard, as did the full participation of a Government of Lesotho representative in the UNDAF Task Force.
- Lesson 4: A hands-on approach in the preparation and drafting of the CCA/UNDAF directly by the UN staff increases ownership and foster a common understanding of a country's development opportunities and challenges. The hands-on approach increases synergy and interactions among UN staff. It helps improve understanding of individual agency mandates reduces inter-agency rivalries.

Lesson 5: The CCA/UNDAF process has to be treated as one continuous processes within the UN family and particularly to other development partners outside the UN System.

Lesson 6: There is need for joint partnerships to generate research and data, for the CCA/UNDAF process to be successful. A sustainable information base, including reliable indicators, is indispensable. Such a database should be created in collaboration with the Government, to foster ownership of the process, UN Agencies' involvement is mandatory.

## SECTION II: DEVELOPMENT CHALLENGES IN LESOTHO

### *II.1 Lesotho's National Development Goals*

Lesotho's national development goals and overall economic growth strategies have undergone series of transformations and structural changes in the last two decades all aimed at poverty eradication, attaining self-sufficiency and creating prosperity for Lesotho's citizens by the year 2000 and beyond.

The 1996, Pathway Out of Poverty report was the first landmark document focussing on poverty reduction. The report was prepared in collaboration with Government, the Lesotho Council of NGOs and donors. The report has explored the incidence of poverty in Lesotho, its geographical distribution, and forwarded practical priority policy change necessary to reduce poverty.

This report was followed in 1997, by the *Strategic Economic Options Study which specifically targeted on improved performance of all sectors of the economy*. The Report examined a number of strategic options that could be considered in addressing and dealing with the critical issues limiting economic development in Lesotho.

In terms of overall economic developments, Lesotho has performed remarkably well in the past two decades. Real growth in Gross Domestic Product (GDP) averaged 4.2 percent in the period 1980 to 1989. During the period 1990 – 1997 GDP growth rates accelerated to 5.2 percent placing Lesotho among the top ten fastest growing economics in Sub-Saharan African countries. Growth in the late 1980's and early 1990's was fuelled by expansion in manufacturing, construction, services and general improvement in fiscal performance through IMF supported structural adjustment programmes launched in 1988.

The single major contribution to Lesotho's growth has been the construction sector, specifically the Lesotho Highlands Water Project (LHWP) which is the largest water development project in Africa. The country is earning substantial royalties from the sale of water to the neighbouring Republic of South Africa, which is a major contributor to the economy.

Recently the country has experienced major reversals in macro-economic gains. The scaling down of the Lesotho Highlands Water Project (LHWP) (as phase one was being completed) contributed to the poor performance as a result of the progressive decline in capital inflows for construction of the dam and related infrastructure.

The political crisis of 1998, has had a more sudden impact in its contribution to macro-economic reversals. Continued civil unrest following the elections of May 1998 caused involuntary work stoppages and disrupted national production. Political tensions mounted in September 1998 resulting in the SADC military intervention. The ruling Lesotho Congress for Democracy won 79 of the 80 parliamentary seats. Although the elections were certified free and fair and as meeting the best standards by the international observers, opposition parties refused to accept the election results. Most of the commercial retail and manufacturing base of the country in the major urban centres of Maseru, Mafeteng and Mohale's Hoek, were destroyed and national production output was brought to an abrupt end and GDP dropped by 5.5 per cent. About 400 private businesses were shut down, and an estimated 6000 jobs lost.

A Post-conflict Needs Assessment conducted by a UNDP/World Bank Team estimated total loss to be about US\$60 million.

The country has further suffered adverse impacts from the world gold crisis experienced in 1999 which affected South Africa gold mining industry, on which the economy of Lesotho is heavily dependant. A large proportion of Basotho migrant workers are employed in South African gold mines and their remittances have declined in real terms indicated by the below GDP growth rates of Gross National Income (GNI) in recent years. In 1994 migrant remittances accounted for 31 per cent of GNP, in 1998 this had declined to 23per cent. As proportion of GDP the decline ranges from 44 per cent in 1994 to 31 per cent in 1998.

Lesotho's employment situation has worsened as a direct consequence of the mine closures, as well as mechanisation of the mines and pressure to give priority to South African nationals. In the past decade South Africa employed an average of 125,000 Basotho nearly 50 per cent of the male labour force. In the first half of 1999 the figure went down by 50 per cent to 65,000. The latest estimates of total unemployment range between 23 per cent and 34 per cent. The Government of Lesotho has been grappling with the growing problem of unemployment, which has been progressively worsening since 1986. High economic growth rates during the period have not translated into corresponding growth rates of employment. The economy has generally failed to transform gains from stabilisation into productive and labour intensive investments. This has happened in the face of a rapidly growing labour force with new entrants not being absorbed. The Ministry of Employment and Labour estimates that 25,000 youths enter the work force every year but only 9,000 find employment.

Poverty is accelerating in Lesotho, hence the 8<sup>th</sup> Round Table Conference held in Geneva in 1997 focused on Poverty Reduction. It is estimated that over 50% of the population is living below the poverty line. In 1993 just under half of the population lived in poverty (with consumption levels of less than half the national average) and about one quarter is characterised as extremely poor.

The progress in improving longevity in Lesotho has been remarkable. However, prevalence of the HIV/AIDS virus threatens to reverse one of the most critical indicators of human development. The World Bank estimates that the presence of AIDS in Lesotho will reduce the average real GDP growth rate during the period 1986-2015 from 4.4 percent without AIDS to 3.6 percent with AIDS. Access to health facilities has improved since the country's adoption of Primary Health Care programme. However, the poor located in remote locations cannot access basic health care. Population/doctor/nurse ratios remain large and most health care institutions are understaffed and need modern equipment. Improved access to primary education has received a big boost with the Government's adoption of the Free Primary Education in 2000. Particular attention will have to be paid to reversing the high drop out rates and improving overall quality of education.

Agricultural production and productivity are on the decline. The main contributing factor being severe environmental degradation and loss of arable land. Recent adverse El Nino related weather phenomenon have worsened the situation, resulting in periodic drought spells affecting over 83% of the population which is dependant on rain fed agriculture. Recent assessments have shown that poverty is most severe within rural households.

The prevailing political situation has not been conducive to foreign investment. It is estimated that net private investment inflows dropped by 50% in 1998 compared to 1997, mainly due to reduced investor confidence following the civil unrest. Government has made a lot of

effort to improve the economy through both public sector and economic reforms, and is now seriously engaged in political reforms. The Interim Political Authority (IPA) created in 1998 by an Act of Parliament comprises all political parties. It is the main body charged with the responsibility to steer the political dialogue towards consensus on a number of political issues, particularly the holding of new elections. Initial timeframes for holding the elections by May 2000 has elapsed. The setting of a new schedule for the next election is part of the ongoing political dialogue.

## II.2 National Development Strategies

Given the enormous development challenges in Lesotho, the Government adopted poverty alleviation as its highest priority. The Sixth National Development Plan (6<sup>th</sup> NDP 1996/97 – 1998/99) was formulated adopting the principle of Sustainable Human Development focusing on:

- Rapid economic growth, the priority being improvement in the quality of economic management (civil service reforms and restructuring of parastatals);
- Improvement in public investment policies and an enhanced role of the private sector;
- Enhanced environmental management, drought mitigation and improvements in agricultural productivity;
- Rapid growth of employment and income generating opportunities and equitable distribution of income; and;
- Improvement in health delivery and education services.

To achieve the national development objectives stated above, Government recognised that it had to translate the successes of the macro-economic reforms into poverty reduction and employment generation measures in a more targeted approach.

The Government of Lesotho is currently completing the Seventh National Development Plan covering the period 1999/00 – 2001/02, outlining short- and medium-term sectoral policies, targets and strategies. Moreover, the Government has embarked on a process of preparing a Poverty Reduction Strategy Paper (PRSP) to be completed through comprehensive consultations in 2002. Simultaneously, a more long-term vision for Lesotho is being developed to guide national policy formulation and implementation into the year 2020. Although the process is still in its initial stages, the Government of Lesotho has defined those challenges that potentially pose the greatest threat to Lesotho's development in the next 20 years, and have thus identified focus areas of national priority. The Government intends to use the Vision 2020 Framework to build on those gains already made through the short to medium-term National Development Plan framework.

Lesotho's Vision 2020 Framework identifies several critical strategies required for the ultimate attainment of the national long-term goals, and the realisation of their vision statement that *"By 2020, Lesotho shall be a stable democracy, united, prosperous nation at peace with itself and it's neighbours. It shall have a healthy and well-developed human resource base. Its economy will be strong, its environment well managed and its technology well-established"*. The main elements are outline below.

### **Employment Creation through:**

- use of labour intensive methods;
- sustainable employment schemes and programmes;

- promotion of rural development opportunities, and;
- establishment of Small and Medium Enterprises.

**Sustainable Human Capacity Enhancement through:**

- appropriate education and training that is accessible to all;
- quality health services that are accessible to all, and;
- the control of HIV/AIDS using a national, multi-sectoral response.

**Sustainable Development, Growth and Prosperity to all through:**

- the development of an aggressive programme of entrepreneurship at all levels of the economy;
- the intensification and diversification of agricultural production;
- cost-effective utilisation of local materials and resources for industrial development;
- aggressive environmental management practices, and;
- development and promotion of the Tourism Industry.

**Reform/Democratisation/Empowerment through:**

- the reform of the chieftainship institutions to align them with the democratic dispensation and modern institutions;
- resuscitation and strengthening of law enforcement structures;
- the acceleration of the implementation of local government;
- establishment of social, cultural, religious and political tolerance amongst all citizens, and;
- enhancement of patriotism and its values at all levels of society.

In addition to the delineation of the above critical goals, the Vision 2020 Framework identifies other potential focus areas as windows of opportunity to address national challenges and promote sustainable development at both policy and programmatic levels. At a policy level, the implications of the recent political and socio-economic trends, dictated a shift in UN assistance to support the country's efforts to restore stability in the aftermath of the 1998 conflict. The UNCT interventions have centred around facilitation of political dialogue and providing catalytic technical and advisory services. The UN Resident Coordinator is co-witness on behalf of the United Nations to the December 1999 Agreement reached between the Government of Lesotho and the Interim Political Authority. Post conflict/conflict prevention and facilitating national dialogue will be a strategic area of intervention in the forthcoming UN Agencies' country programmes.

The UNCT in Lesotho is in full agreement that the thematic areas emerging from the Vision 2020, PRSP, National Development Plan and the CCA processes require prioritisation through collaborative and coherent development programming. The common UNDAF programming framework, outlining UN strategic objectives and areas of targeted assistance will support the Government to the fullest extent possible in its pursuit of its national objectives. Section III of the UNDAF describes the way in which the UNCT intends to approach its collaboration with Government in the pursuit of Lesotho's development goals. Several strategic objectives have been identified in response to specific development challenges.

*II.3 Progress Made on National Follow Up to Global Conferences and Declarations*

Integrated implementation of follow-up to global UN Conferences remains a challenge in Lesotho, due mainly to the political, economic and managerial situation in the country. How-

ever, over the years, Lesotho has streamlined its national legislation and programmes to meet the requirements put forth by global conferences and declarations listed below and some encouraging improvements can be discerned.

- 1978 International Conference on Primary Health Care – Alma Ata
- 1990 World Summit for Children – New York
- 1990 World Conference on Education for All – Jomtien
- 1992 United Nations Conference on Environment and Development – Rio de Janeiro
- 1993 World Conference on Human Rights – Vienna
- 1994 International Conference on Population and Development – Cairo
- 1995 World Summit for Social Development – Copenhagen
- 1995 Fourth World Conference on Women – Beijing
- 1996 Second United Nations Conference on Human Settlements – Istanbul
- 1996 World Food Summit – Rome
- 1996 Ninth Session of the United Nations Conference on Trade and Development – Medrand
- 1998 General Assembly Twentieth Special Session on the World Drug Problem – New York

Specific government targets and indicators can be found in Annex VI.2 The revised CCA Indicator Table contains details on the status of follow-up achievements attained and future challenges to be addressed.

## SECTION III: UNITED NATIONS CO-ORDINATED RESPONSE AND CO-OPERATION STRATEGIES

### *III.1 Purpose of the UNDAF*

The purpose of UNDAF in Lesotho is to orient, rationalise and encourage increased programmatic collaboration through a more systematic co-ordination the contributions of the various UN Agencies in order to strengthen national capacities and assist Lesotho to realise its development goals. The UNDAF document seeks to summarise the United Nations System common response to Lesotho's development challenges over the 2002-2007 co-operation period. As a prerequisite to the implementation of the UNDAF, the UNCT in Lesotho has agreed to harmonise programme cycles beginning 2002.

UN Country Team has agreed on a six year UNDAF Cycle starting in 2002 to 2007. The rationale for the selection stems from our different programme cycle durations ranging from two years for the specialised agencies such as WHO and FAO, five years for UNICEF, WFP and UNFPA, and three years rolling for UNDP.

The six-year UNDAF cycle will ensure that specialised agencies have three-year budget cycles within this period. UNDP, UNICEF and UNFPA cycles will therefore commence from 2002-2007.

It should be noted that the first UNDAF for Lesotho is a forward looking UNDAF providing a basis for UN coordinated response to the development challenges of Lesotho from the period 2002-2007. The strategic focus of the first UNDAF for Lesotho is to speed up the process towards halving poverty by 2015. The basis of the UNDAF is the Seventh National Development Plan priorities, national vision for Lesotho, development challenges emerging from the CCA analysis, Poverty Reduction Strategy Paper, LDC III, United Nations Poverty Strategy Action Plan.

The UNDAF will improve a co-ordinated follow-up to UN global conferences and support the implementation of international conventions and declarations.

### *III.2 The Mission of the United Nations in Lesotho*

The United Nations in Lesotho is committed to support the Basotho nation, through the Government of Lesotho involving all stakeholders, to define and implement its strategic long-term development vision and attain the global targets for sustainable human development it has committed to in the various UN global conferences and declarations.

Specifically, the UN Country Team will provide a co-ordinated response to Lesotho's goal of halving extreme poverty by 2015 through:

- Reducing unemployment;
- Attaining sustainable livelihoods;
- Empowerment of women and achieving gender equity: through the elimination of discriminatory laws;
- Protect and regenerate the environment;

- Fight the HIV/AIDS pandemic: through support the National AIDS Policy and the implementation of the National AIDS Strategic Plan for 2000-2004;
- Improve the nutritional well-being of vulnerable groups;
- Improve the welfare of the Basotho children and other vulnerable groups;
- Foster respect for human rights, including children's rights;
- Promote good governance, broad participation of citizen in decision-making and holding of free and fair elections whose results are generally accepted.
- Improve and ensure access to reproductive health facilities and services, and;
- Increase access to basic education for all: through supporting the Free Primary Education policy approved by the Government of Lesotho in 2000

The UN Country Team will use the UNDAF as the main instrument to achieve its mission.

### *III.3 Lessons learned from past United Nations Development Assistance*

Although UN agency Country Programmes of assistance were developed on an individual basis in the past, there has been extensive collaboration between and among UN agencies. Some of the key programmes of intensive collaboration involving no less than four agencies each include the Safe Motherhood Initiatives, HIV/AIDS Project, Preparation of Environmental Impact Assessment for the Lesotho Highlands Water Project, and Sectoral Round Table Consultative processes.

In the area of nutrition and health, the UN Agencies are working closely and numerous other donor organisations, such as European Union, World Bank, Ireland Aid, United States Peace Corps and DfID. For example, World Food Programme and UNDP have co-operated in providing food assistance to primary schools. In co-operation with the *Africa 2000* project, WFP provided assistance with identification and distribution of Non-Food-Items as well as advice and extension work with teachers and pupils on developing self-reliance activities. In the area of food for capacity building and non-formal education, WFP was assisted by consultants from both UNESCO and ILO to conduct a feasibility study.

Addressing the needs of vulnerable groups, such as herdboys, has been an area of collaboration between UNFPA, WHO and UNICEF. However, progress has been hampered by lack of understanding the exact type of their needs, the magnitude of their problems, and poor co-ordination of efforts. The herd-boys study undertaken jointly by UNICEF and the National University of Lesotho has now provided answers to some of our questions.

Recognising that disaster preparedness and mitigation initiatives are vital in a country which frequently suffers from drought and severe snow falls, WFP has established a disaster management consultation group as a platform for policy dialogue. The Group includes the Disaster Management Authority, several government ministries, NGOs and UN Agencies, such as UNICEF.

Another area of common intervention is the public sector reform, which is supported by the UN System as well as DfID, SIDA, Ireland Aid, World Bank and the African Development Bank.

UN Agencies are increasingly mounting joint development and review of their country programmes. UNICEF and UNDP are members of WFP's Country Programme Committee

(CPC), a committee that has been set up together with the Government of Lesotho to ensure partners' input into the implementation and review of the WFP Country Programme.

From the few areas of collaboration and joint programming mentioned above, the UNCT has realised the benefits of working together. A key lesson learned is that the impact of programmes can be maximised through participatory programme planning, and elimination of duplication.

#### *III.4 The Strategic Focus of the UNDAF*

The UN Common Country Assessment analysis has identified the main challenges which have to be addressed in order to achieve the goal of halving extreme poverty by 2015. Since 1990, the proportion of population with monthly incomes of less than 80 Maloti has increased from 49 per cent in 1993 to 68 per cent by 1999. In addition, income disparity has widened as indicated by the Gini coefficient which was 27 per cent in 1990 and now around 57 per cent. Food security and nutrition indicators have also declined. Overall provision and access to basic social services show a worrisome trend. Although universal accessibility of primary health care facilities has improved in Lesotho, 20 per cent of the population still lack access to basic primary health care services.

HIV/AIDS is emerging as one of the major development concerns in Lesotho. The UNAIDS estimated in 1999 that about 23.6 per cent of adults (15-49 years), that is an estimated 240,000 persons out of a population of about 2 million, are living with HIV (excluding those with AIDS) in Lesotho. Overall enrolment rates have declined from 77.3 per cent in 1989 to 54.8 in 1998. Persistently high drop out and repetition rates reflect on the decline in quality of primary education in Lesotho. Adult literacy rates have remained stagnant at 38 per cent since 1985. Provision of clean water supply and adequate sanitation facilities still remains a national challenge especially in rural areas. Gender equality and women's empowerment remain some of the most serious draw backs to overall national advancement, in particular, the legal status of women needs to be reviewed and equitable access by women to key decision making positions need urgent attention. Environmental degradation continues to undermine sustainable food production, food security, employment and sustainable livelihoods.

Four key development challenges have emerged through the Common Country Assessment (CCA) consultative process, around which the UN agencies have developed four strategic objectives for intervention:

- Promoting Employment Creation and Income Generation;
- Enhancing good governance processes and institutional capacity building;
- Development of Basic Social Services to Vulnerable Groups (women, children and youth), and;
- Enhancing the sustainable management of natural resources.

These objectives form the basis of the UNDAF's collaborative programming. The UN Country Team in Lesotho is convinced that it is essential that the development challenges are dealt with as part of an integrated whole and that policy advice, funding, technical assistance, monitoring and direct programme interventions by the UN System are as co-ordinated and coherent as possible. It is also vital that these emerging development challenges are approached in the context of broader crosscutting issues, such as Gender Equality and Human

Rights. Such issues are inseparable from these development challenges and must be mainstreamed into any future UN assistance at the country level within the UNDAF framework.

### III.5 UN System Strategic Objectives under the First UNDAF

#### **Strategic Objective 1: Promoting Employment Creation and Income Generation**

##### A. Promoting Pro-poor and Pro-equity Macroeconomic and Social Policies

Despite the remarkable macro-economic growth experienced in Lesotho since the late 1980s, the analysis presented in the CCA suggests that income and human poverty suggest that overall levels have generally either stagnated or worsened over the past decade. As such, Lesotho shares the experience of many other Sub-Saharan African Least Developed Countries (LDCs), in that economic growth has proven not to be a *sufficient* condition for sustainable improvements in the livelihoods of the poorest groups. The UN System in Lesotho will advocate for engagement in public expenditure reviews that support increased budget allocations and expenditures for basic social services. It will also ensure equity in access to basic social services by the most vulnerable groups among the poor, especially the children and the disabled.

- A national Vision for the year 2020 Charter is adopted.
- A comprehensive Poverty Reduction Strategy is formulated in a nationally-owned and government-driven process.
- Viable mechanisms for poverty monitoring are developed.
- The impact of social and micro-economic policy reforms on reducing overall poverty levels are continuously assessed.

The main challenge for UN is to help the nation determine the identity of poverty and its underlying causes, and set forth policies, strategies and programmes for its eradication.

##### B. Undertaking Poverty and Vulnerability Assessment

Poverty is wide spread, affecting both rural and urban communities. In particular, Lesotho's mountainous topography renders some communities inaccessible to normal development assistance. These communities are also prone to persistent droughts, heavy snowfalls and floods. In addition, pockets of widespread poverty exist in urban and peri-urban areas. There is generally lack of systematic and continuous monitoring of urban and peri-urban poverty. Due to structural under-development, Lesotho's ability to monitor poverty levels in these stricken communities remains relatively limited. Periodic poverty and vulnerability assessment are therefore necessary to identify poverty stricken communities, define targeting criteria and help suggest appropriate methods of intervention and monitoring. UN assistance will therefore:

- Advocate for a national debate on the principal dimensions of poverty in the country.
- Undertake the assessment and mapping of poverty, reflecting the national perspective and the multidimensionality of poverty, including the dimensions of gender and geographical differences, using qualitative and quantitative measures.
- Promote a wide and transparent dissemination of poverty data.

### C. Employment Creation and Sustainable Livelihoods

One of the fundamental deficiencies in Lesotho's economic structure is the unequal way in which income is distributed. The situation is such that the more income distribution is skewed at the expense of the poorest, economic growth alone cannot alleviate poverty. Therefore, efforts to deliberately bias the benefits of economic expansion towards the poorest groups become crucial. Generating reliable sources of income for these groups by creating employment is, therefore, a vital part of the UN System assistance to Lesotho, which will focus on :

- Re-integration of retrenched mineworkers.
- Establishment of small and medium enterprises (SMEs).
- Expansion and improvement of the informal sector.
- Supporting the establishment of a micro-credit facilities to vulnerable groups.
- Supporting and promoting labour intensive development projects.

### **Strategic Objective 2: Enhancing Good Governance Processes and Institutional Capacity Building**

#### A. Good Governance

Closely linked with the reduction of poverty is the strengthening of governance institutions. The critical players in country's politics since independence have been the political parties, armed forces, the chieftainship and the monarchy. It is mainly the interplay of relationships among these institutions that has shaped the nature of governance in Lesotho and seems likely to continue to play a central role. Granted, these problems are not unique only to Lesotho but, the key single factor which exacerbates the country's problems is the apparent lack of institutional capacity to resolve conflicts peacefully which seems to be at the core of the country's continuing governance crisis. The UN's interventions in the area of governance would be in the following:

- Consolidation of democratic processes and strengthening of governance institutions.
- Enhancing national capacity for conflict resolution and management.
- Depoliticisation of public sector institutions, armed forces and civil service.
- Development of strong civil society.
- Decentralisation and devolution of power to local authorities.
- Assistance with the electoral process and voter education.
- Support to national institutions in the fight against corruption and economic offences.

#### B. Strengthen National Capacity for Development Management and Policy Implementation

Lesotho has a number of political, economic, administrative and sectoral reform processes such as Public Sector reform, agriculture sector reform and health reform aimed at improving the delivery and quality of services. Lesotho is also implementing a decentralisation programme, to ensure greater local level participation, involvement and ownership, which is essential for economic, social and political progress. However lack of capacity has constrained the effective implementation of these programmes, hence delaying the achievement of the aspirations of the people. The Government of Lesotho therefore needs UN assistance to:

- Support and strengthen Government capacity to formulate, develop, analyse and monitor development plans and co-ordinate public sector reforms.
- Promote transparent, accountable and participatory governance processes.

- Increase community ownership of development processes, especially through stronger community –based organisations.

### C. Promote Fundamental Human Rights and Peoples Empowerment

The promotion of human rights and peoples empowerment is both a moral imperative and a necessary approach to the eradication of poverty. Basically, the constitution of Lesotho guarantees fundamental human rights and freedoms to all persons regardless of race, colour, sex, language, religion and political or other opinion. The rights and freedoms prescribed within it fall into the domain of civil and political rights, such as the right to life, personal liberty, freedom of movement, freedom from inhumane treatment, and right to a fair trial. In contrast, those that fall into the category of social, economic and cultural rights are set up in the Constitution only as Principle of State Policy, not enforceable by any court. These Principles of State Policy are subject to the limits of the economic capacity and development of Lesotho, and are to guide the authorities in the performance of their functions. The serious problem that arise is that these policies are not translated into law, and so do not offer the same level of protection to those whose economic, social or cultural rights are not legalised. Such strategies will include:

- Support for the development of new legislation, which seeks to protect fundamental human rights and ensures national follow-ups to the UN conventions, treaties and declarations.
- Promoting the adoption of rights based approaches to the eradication of poverty.
- Monitoring follow-ups to UN Human Rights Conventions and Declarations; especially with regards to Rights of the Child and advancement of women.
- Development of Human Rights Culture and the need for a permanent National Human Rights Commission.
- Strengthening and monitoring of the Administration of Justice and Legal Systems.

### D. Gender Equality and Women’s Empowerment

Despite the fact that women bear most of the responsibility for managing the household and constitute the majority of the labour force in the country at senior technical and professional levels, their social and legal status remains low. Therefore, although gender equality espouses the development of both women and men, any analysis of gender issues in Lesotho will necessarily have to focus on women’s socio-economic role. One of the most central concerns regarding the position of women in Lesotho is the existence of gender-biased laws. UN System will provide support for:

- Implementation of CEDAW, ECOSOC and Beijing +5 recommendations for improving gender equality and empowerment.
- Finalisation and implementation of National Gender Policy.
- Formal and informal education for herdboys.
- Gender sensitisation and the development of a culture of gender equality and equity in women’s access to decision-making positions in society.

### E. Child Rights

Child abuse and neglect, both domestic and institutional, is a serious problem in Lesotho. Family violence, sexual abuse of children and other forms of abuse are not always reported, so it is difficult to refer to any reliable statistical data. Recently, there have been cases of

child abuse and neglect reported in some centres that provide residential care for children. The fact that this problem is getting more public attention in Lesotho indicates that it exists and that it has to be addressed seriously and systematically. The UN System will provide support for:

- Monitoring the implementation of UN Convention on the Rights of the Child.
- Strengthen of protection mechanisms and building of institutional capacity to deal with street children.
- Protection of AIDS orphans.
- Increased monitoring of child abuse and neglect.
- Co-ordinated approach to addressing the issue of herdboys.

### **Strategic Objective 3: Development of Basic Social Services to Vulnerable Groups (Women, Children and Youth)**

#### A. Primary Health Care and Reproductive Health

The country's mountainous terrain makes access to health facilities in many rural areas very difficult. In March 1979, the Government of Lesotho endorsed the concept of Primary Health Care (PHC) and thus embarked on a long road towards universal health coverage. In the 20 years since the adoption of PHC, Lesotho has made major achievements in terms of assuring and increasing access to health services. However, the major problems encountered with the implementation of PHC has been on how to assure its sustainability. The persistent problems of severe shortages of staff, poor remuneration packages, equipment have all combined to adversely affect the assurance of continued and sustainable implementation of PHC. UN assistance will:

- Strengthen the co-ordination and implementation of the health sector investment programme in the Ministry of Health.
- To improve delivery of basic health services, especially to disadvantaged groups.
- The quality and reliability of data for monitoring geographic inequalities in selected health indicators.

#### B. Basic Education

Following independence in 1966, Lesotho made remarkable strides in raising the country's educational and literacy standards. However, in the past decade there has been a gradual decline in both the qualitative and quantitative levels of education. Despite official aims of increasing access to education, overall enrolment in primary schools has displayed a worrisome trend during the 1990s. The latest available data suggest that around 60 per cent of children 6-12 years of age – the official primary school age – attended primary school in 1997, compared to 76 per cent in 1990. Especially the enrolment rates for girls have declined. There are several factors driving these disturbing developments including: weak school management, inadequate school facilities and teaching materials, overcrowded and understaffed classrooms. The UN assistance will be in the following areas:

- Support the programme of Free Primary Education.
- Promote gender equality in education.
- Increase literacy rates, with special emphasis on male literacy.
- Support vocational skills training particularly for vulnerable groups.

### C. Drinking Water and Sanitation Facilities

In Lesotho, half a million people have no access to safe drinking water and adequate sanitation facilities. These impact most heavily on women and children in rural and peri-urban areas. In addition, there is a disturbing increase in inadequately designed or operated water-borne sewerage where the impact on the health of the community and the pollution of the environment is extremely serious. Inadequate lower levels of services may well pose less of a threat than failed high level services. These inadequate facilities combined with unhygienic practices and a general lack of formal water supplies, as well as safe disposal of other domestic wastewater, represents Lesotho's sanitation problem. Therefore, in order to improve the health and quality of life for the whole population, the UN's focus will be in the following areas:

- Improve access to safe drinking water.
- Improve access to safe sanitation.

### D. Food Security

Food insecurity in Lesotho is caused by wide inter-annual fluctuations in production as a consequence of the weather, exacerbated by landlessness, unemployment and lack of a stable income with which to buy food. The most food insecure groups of the population are geographically concentrated in the mountains and drought-prone areas such as Mafeteng and Senqu river valley. The categories most vulnerable to food insecurity are female-headed households, landless households without livestock or casual labourers, unemployed youths and old people with land, but insufficient labour and capital to use it productively.

- Strengthen the Disaster Management Authority (DMA).
- Promote access to basic foodstuffs at free market prices.
- Promote equitable distribution of foodstuff.

### E. HIV/AIDS

Considering the speed with which the HIV/AIDS pandemic has spread through Southern Africa and the potentially devastating effects it has on human capabilities, the combat against HIV/AIDS is of highest priority in Lesotho. The remarkable progress that Lesotho has made in many health and social indicators over the past decade are under severe pressure if the disease and its destructive consequences go unchecked. The UN's interventions will be in the following areas:

- Implementation of National Strategic Plan on HIV/AIDS.
- Strengthening of National AIDS Prevention and Control Programme.
- Intensifying HIV/AIDS awareness campaigns.
- Collection of reliable data and implementation of consistent surveillance systems.
- Strengthening of coordination and information sharing to minimise reversals in development gains.
- Facilitating a Round Table Conference to mobilise financial assistance in the fight against HIV/AIDS.

## **Strategic Objective 4: Enhancing the sustainable management of natural resources**

### A. Natural Resource Management

Lesotho is an agrarian economy with the agricultural sector employing more than 80 per cent of the population. However, the percentage of total arable land presently makes up less than 10 percent of total land area. Reasons for this include overgrazing of rangelands, urban sprawl, erosion and poor environmental management. Protecting Lesotho's natural resources for future generations is one of the most urgent tasks at hand. Fundamental problems of Lesotho land tenure, that is lack of land security prevents land and agricultural development conducive to attract investment at the same time being pro-poor – allowing rural household access and long term security. UN assistance, therefore, will:

- Promote secure land tenure for the rural and urban poor which guarantees legal protection against forced eviction, harassment and other threats.
- Support policies that increase access to land, particularly to the rural households.
- Support land use planning, soil conservation, and the coordination of natural resource management initiatives.

### B. Promoting increased Food Production

The environment has long been a focus of the UN System's assistance to Lesotho, both with regards to environmental protection as mentioned above, and with regards to attaining sustainable food security. Even at present, despite the high concentration of the population in rural areas, the poorest sectors of Basotho society are highly dependent on purchased food to meet their daily nutritional requirements. The UN system will:

- Support crop diversification strategies.
- Support value adding land husbandry practices.
- Improve input and extension service delivery to farmers.
- Support micro-credit/grant schemes to rural farmers.



## STRATEGIC OBJECTIVES, PRIORITIES FROM CCA AND THE UN RESPONSE

### STRATEGIC OBJECTIVE 1: Promoting Employment Creation and Income Generation

#### 1.1 Promoting Pro-Poor and Pro-Equity Macro-Economic and Social Policies

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
To promote sustainable economic growth and minimise the high inequity in income distribution.	Definition of a clear long term vision 2020	World Bank
	Formation of a comprehensive poverty reduction strategy	UNDP
To create a conducive environment for investment.	Development of a poverty monitoring framework and setting poverty lines for Lesotho	UNICEF
	Assessment of the impact of social and micro-economic policy reforms on reducing overall poverty levels.	FAO
		UNFPA
		IFAD

#### 1.2 Undertaking Poverty and Vulnerability Assessment

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
To hasten the pace of human development programme especially in geographically disadvantaged mountain areas.	Advocate for a national debate on the principal dimensions of poverty in the country.	UNDP
	Undertake the assessment and mapping of poverty reflecting the national perspective and the multi dimensionality of poverty including the dimensions of gender, and geographic differences, using qualitative and quantitative measures.	UNICEF
	Promote a wide and transparent dissemination of poverty data	WHO
		WB
		FAO
		WFP

#### 1.3 Employment Creation and Sustainable Livelihoods

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
Promoting lateral and vertical expansion of the formal sector.	Reintegration of retrenched mine workers into the economy	UNDP
Increasing productivity and income in the informal sector	Establishment of small and medium enterprises	UNIDO
Transforming the agriculture sector from subsistence production to market oriented production.	Expansion and improvement of the informal sector	ILO
Universal access to paid employment	Establishment of a micro-credit centre	FAO
	Supporting and promoting labour intensive community development projects	WB
	Trade strategy formulation	WFP
	Introduce concept of Export Production Villages (EPVs)	ITC

## STRATEGIC OBJECTIVE 2: Enhancing Good Governance Processes and Build Institutional Capacity

### 2.1 Good Governance

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
<p>Democratic consolidation, to engender respect for the constitution and protect and develop democratic institutions.</p> <p>Public sector reform, to restructure and right-size the civil service and to introduce mechanisms to improve effectiveness and efficiency in service delivery and productivity in the civil service.</p> <p>Decentralisation of power and resources to local communities.</p>	<p>Consolidation of democratic processes and strengthening of institutions</p> <p>Enhancing national capacity for conflict resolution and management</p> <p>Depoliticisation of public sector institutions, armed forces and civil service</p> <p>Development of a strong civil society</p> <p>Decentralisation and devolution of power to local authorities</p> <p>Assistance with the electoral process and voter education</p>	<p>UNIFEM</p> <p>UNDP</p> <p>UNFPA</p> <p>WB</p>

### 2.2 Strengthen National Capacity for Development Management and Policy Implementation

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
<p>To re-engineer the planning system to improve the coordination monitoring and evaluation and policy management.</p> <p>To promote partnerships with all stakeholders in all planning and implementation processes.</p>	<p>Support and strengthen government capacity to formulate, develop, analyse and monitor development plans and programmes</p> <p>Promote transparent accountable and participatory governance processes</p> <p>Promote increased community ownership of development processes, especially through stronger community-based organisations</p> <p>Provide assistance for coordination of external donor support.</p>	<p>World Bank</p> <p>UNFPA</p> <p>UNICEF</p> <p>UNDP</p>

### 2.3 Promote Fundamental Human Rights and People Empowerment

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
<p>Approve the establishment of a National Human Rights Commission</p> <p>Disseminate information on human rights</p> <p>Ensure compatibility of domestic legislation with international human rights instruments</p>	<p>Support the development of new legislation, which seeks to protect fundamental human rights and ensures national follow-ups to the UN conventions, treaties and declarations</p> <p>Promote the adoption of rights based approaches to the eradication of poverty</p> <p>Support the development of human rights culture and the establishment of a permanent human right commission.</p> <p>Strengthen and monitor the administration of justice and legal systems.</p>	<p>UNICEF</p> <p>UNDP</p> <p>UNIFEM</p> <p>UNFPA</p> <p>UNHCR</p> <p>UNESCO</p>

### 2.4 Gender Equality and Women's Empowerment

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
<p>To finalise a national gender policy</p> <p>To review and revise all laws which discriminate against women</p>	<p>Support the implementation of CEDAW, ECOSOC and Beijing + 5 recommendations for improving gender equality and empowerment in the country</p>	<p>UNCT</p> <p>Government Ministries and other</p>

To put measures in place against discrimination, exclusion or restriction on the basis of sex	Support finalisation and implementation of a national gender policy	Bilaterals,
To enforce equal opportunity in education by law	Support formal and informal herdboys education	UNICEF
Equal participation in decision making.	Advocate gender sensitisation and development of a culture of gender equality	UNFPA
	Monitor and evaluate the level of gender sensitivity in all proposed development projects and plans	UNIC
	Introduction of gender studies in all institutions of higher learning, including NUL, NHTC, LEC, LAC, etc.	UNDP
	Introduce legal literacy campaigns and programmes to make public sensitive to gender issues	FAO
	Attainment of SADC 30% quota by 2005.	WFP
		WHO

## 2.4 Child's Rights

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
To eliminate child labour	Monitoring and implementation of UN convention on the Rights of the Child	
To develop programmes focusing on herdboys in the 7 <sup>th</sup> National Development Plan	Strengthening protection mechanisms and building institutional capacity to deal with street children	
To introduce the Targeted Equity Based Programme (TEBP) to cover children from poor households not in FPE Scheme	Protection of AIDS orphans	
To put the rights and needs of children at the very centre of development strategy	Increased monitoring of child abuse and neglect	
To improve the protection of children in especially difficult circumstances	Address the issue of herdboys in a coordinated manner.	

### STRATEGIC OBJECTIVE 3: Development of Basic Social Services and Increasing their Accessibility to Vulnerable Groups (Women, Children and Youth)

#### 3.1 Primary Health Care and Reproductive Health

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
To improve delivery of basic health services, especially to disadvantaged groups	Strengthen the coordination and implementation of the health sector investment programme in the MOH	WHO
To reduce infant mortality rate	Improve delivery of basic health services especially to disadvantaged groups	UNICEF
To reduce child mortality rate	Improve the quality and reliability of health data for monitoring geographic inequalities in selection health indicators	UNFPA
To improve maternal health and reduce maternal mortality rate	Strengthening family planning services	
To increase access to family planning	Contraceptive distribution	
To maintain and increase high levels of immunisation coverage	Promotion of child-spacing	
To develop policies, procedures and guidelines for all priority health services	Promotion of safe motherhood	
To increase equitable access to quality reproductive health care for women, men, youth and children	Advocacy for the reduction of harmful traditional practises	
	Create awareness on sexual related violence	

#### 3.2 Basic Education

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
To increase primary school enrolment rate	Support the programme of Free Primary Education	UNICEF
To embark on a programme of Free Primary Education	Promote gender equality in education	WFP
To reduce adult illiteracy	Increase literacy rate with special emphasis on male literacy	UNDP
	Support vocational skills training, particularly for vulnerable groups	

#### 3.3 Drinking Water and Sanitation Facilities

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
To increase access to safe drinking water	Improve access to safe drinking water	UNICEF
To increase access to latrines	Improve access to safe sanitation	ILO
	Encourage the use of sustainable technologies in the provision of water and sanitation especially in the rural areas	WHO
	Assist development of Waste Management Action Plan	

### 3.4 Food Security and Nutrition

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
To ensure household food security.	Strengthen the Disaster Management Authority (DMA)	UNDP
To reduce malnutrition amongst under fives	Promote access to basic food stuff at free market prices	UNICEF
Disaster management preparedness	Promote equitable distribution of food stuff	WFP
Impact assessment of policy reforms to date and to determine additional constraints	Programme for use of traditional food	IFAD
	Promote combination of employment and food production in agriculture to ensure dual income and access to food.	FAO
	Assistance to implementation of National Disaster Management Preparedness Plan	

### 3.5 HIV/AIDS

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
To reduce HIV/AIDS sero prevalence	Support implementation of National HIV/AIDS Policy and National Strategic Plan	UNDP
100% coverage of PLWHAS through support and care	Strengthen National AIDS Prevention and Control Programme	UNAIDS
100% of AIDS orphans cared for	Intensification of AIDS awareness campaigns	WHO
Spread of HIV/AIDS among 15-49 years olds reduced	Collection and collation of reliable data and implementation of consistent surveillance systems	UNICEF
Behavioural change regarding HIV/AIDS among the general public increased	Strengthening of coordination and information sharing to minimise reversal development gains	WFP
	Promote use of condoms	FAO
	Protection of AIDS orphans	WB
	Ensure quality of blood transfusion services	UNFPA
	Promotion of the rights of PLWHA	

## STRATEGIC OBJECTIVE 4: Enhancing the Sustainable Management of Natural Resources

### 4.1 Natural Resource Management

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
To reverse current trends in environmental degradation	Promotion of secure land tenure for the rural and urban poor which guarantees legal protection against forced eviction, harassment and other threats	UNDP
Make land tenure especially women's right to land more secure	Support policies that ensure increased access to land, particularly for rural households	FAO WFP
To improve rangeland capacity to sustain better quality livestock	Support land use planning, soil conservation and the coordination of natural resource management initiatives	UNIDO
To refocus the LHRF on poverty alleviation projects including public works in rural areas to arrest soil erosion and environmental degradation	Promote environmental protection	WHO World Bank
	Strengthening of NEAP and implementation	IFAD
	Enforce EIA	
	Combat soil erosion and further loss of arable land	
	Promote land reclamation	
	Promote coordination of Natural Resource Management	
	Protect the fragile mountain ecosystem and biodiversity	

### 4.2 Promoting increased Food Production

National Priorities	Areas of UN Assistance and Proposed Strategies	Collaborating Agencies
To remove price and market distortions for maize and sorghum	Support livestock and crop diversification strategies	FAO
Invest in rural infrastructure that supports intensified agriculture and the production of export crops	Support value adding and husbandry practises	WFP
To emphasise agricultural diversification	Improve input and extension service delivery to farmers	IFAD
To re-orient agricultural support services and capacity building to be more user-driven rather than supply-driven.	Support micro-credit/grant schemes to rural farmers	
To fine-tune agricultural policy to support the development of the sector	Focus on improving female farmer's access to land and services	
	Technological improvements and development	

## SECTION IV: FOLLOW UP AND REVIEW

### *IV.1 Implementation Arrangements*

In order to ensure the greatest possible impact of UN activities, the implementation arrangements of the UNDAF in Lesotho comprise a variety of interrelated levels; starting with the Office of the Resident Coordinator and the UNCT, the UN Inter-Agency CCA/UNDAF Task Force and reaching out to the Government, bilateral donors, NGOs through the extensive network of the UN Thematic Groups and Technical Working Groups.

### *IV.2 The Resident Co-ordinator System in Lesotho*

The Office of the Resident Co-ordinator of the UN System's operational activities for development ensures effective complementary and synergistic contributions of the UN System, and fosters a collegial team approach to leadership. The Resident Co-ordinator assumes, on behalf of the UN System, and in consultation with the other representatives, overall responsibility for, and co-ordination of, the system's operational activities carried out at the country level. The UN Resident Co-ordinator in Lesotho is also helping to orchestrate the full intellectual and technical resources of the UN System in support of national development.

The UNCT in Lesotho includes the United Nations Development Programme, United Nations Children's Fund, World Health Organisation, World Bank, World Food Programme, United Nations Population Fund, Food and Agriculture Organisation of the United Nations and United Nations Information Centre. Other agencies cover Lesotho but are based in the neighbouring countries, especially in the Republic of South Africa. These include the Office of the UN High Commissioner for Refugees (UNHCR), the UN High Commissioner for Human Rights (UNHCHR), the United Nations Industrial Development Organisation (UNIDO) and United Nations Office for Drug Control and Crime Prevention (UNODCCP). These agencies collaborate under the UN Resident Co-ordinator. All agencies resident in Lesotho are housed under one roof at The UN House in Maseru, with the exception of WFP, which occupies an adjoining complex close to the UN House

Several Common Services initiatives have also become operational since moving into the UN House. A Memorandum of Understanding on the occupancy and the use of the Common Premises was signed by all Agencies, with the exception of UNICEF. The Common Services Account became effective in 1997 with the participation of those agencies that share the UN House premises, i.e. UNDP, UNICEF, FAO, WHO, UNFPA and World Bank. The common services include security, cleaning, maintenance and repairs of facilities, waste removal, garden maintenance, water and electricity supply, telephone services, receptionist and general services such as satellite connectivity connecting all agencies, web page, UN Newsletter. In addition, the cafeteria, banking facilities and travel agent have been secured for UN house for the benefit of all UN staff and facilitation of their work. The Common Services Account has proved to be more effective and provides better quality services and has improved cooperation among the UN Agencies.

The production of the UN in Lesotho newsletter and web page, joint press conferences, celebration of UN International Days and other events, spearheaded by the theme groups, have created much greater visibility for the UN System, and awareness of UN programmes, projects and activities in general. There is demonstrably greater understanding of the activities of the UN System, and enhanced appreciation for its presence in Lesotho. All these collabora-

tive efforts constitute positive indicators for strengthened partnership and teamwork by the UN Country Team in Lesotho.

### IV.3 UN Inter-Agency Theme Groups

In order to enhance UN collaboration and cooperation, UN Theme Groups and Technical Working Groups were established as essential instruments for improving information sharing and co-ordination efforts of the UN System. These Theme Groups cover the areas of:

- HIV/AIDS
- Poverty, Food and Nutrition
- Good Governance and Human Rights
- Environment, Sanitation and Water
- Gender and Reproductive Health

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Main accomplishment after their formation in 1999 was their contribution to the production of CCA. Although most were involved in preparing for the celebration of UN days relating to their thematic area, only HIV/AIDS and Reproductive Health carried out any substantial operational activities.

The **UN Theme Group on HIV/AIDS** comprises representatives from all UN Agencies resident in Lesotho. The United States Ambassador is a member and is also Co-chairing the Theme Group with UNICEF. The Chairmanship of the Theme Group is on rotational basis and presently, UNICEF is the Chair. The Theme Group is supported by a Technical Working Group composed of selected professional staff from all agencies.

The prevalence of HIV/AIDS and related diseases in Lesotho has ensured that the Technical Working Group (TWG) on HIV/AIDS remains extremely active. This is the working group that reports to the Theme Group. The TWG was established to meet frequently to deal with the technical issues. This TWG comprises focal points from all the UN Agencies resident in Lesotho and the Manager of the Lesotho AIDS Programme Coordinating Authority (LAPCA). Co-opting the LAPCA Manager into the TWG has harmonised the process of identification of priority areas and the subsequent writing of proposals submitted to UNAIDS for funding.

Both the Theme Group and the Technical Working Groups meet once every month. The scope of the groups' activities and discussions spans across a variety of issues pertaining to HIV/AIDS in Lesotho. These include such activities as support for the completion and implementation of the HIV/AIDS policy and the implementation of the National AIDS Strategic Plan. It was agreed that there was need to increase the number of bilateral and multilateral donors, Government, NGOs in the Theme Group activities. The HIV/AIDS Theme Group has been expanded accordingly.

The **Theme Group on Poverty, Food and Nutrition** comprises the heads of all UN Agencies in Lesotho and is co-chaired by FAO and UNDP. The Theme Group brings together the UN System, acknowledging that in spite of the distinct backgrounds and specialised focuses of each of the agencies all adhere to an overarching goal of alleviating poverty in Lesotho. As such the Theme Group on Poverty Reduction reaches across the thematic areas of all the other Theme Groups and is supported by the strong inter-agency collaboration that already exist.

Currently, the Theme Group is engaged in two activities. The first includes the elaboration of a UN System approach to the Government-driven process of designing a Poverty Reduction Strategy for Lesotho. This work is closely related to the UNDAF context and is set to operationalise the UN's poverty interventions in the usual close cooperation with the Government of Lesotho .

The second activity of the Theme Group concerns the preparation of the second National Human Development Report (NHDR) for Lesotho. It has been decided that the NHDR will carry the overarching theme of Poverty Reduction and the Poverty Reduction Team of UNDP is co-ordinating this activity through the Government's Technical Working Group to formulate a Poverty Strategy Reduction Paper (PRSP). The NHDR is set to focus on synthesising the various surveys and studies on the poverty situation, stimulate debate and strengthen capacities for analysing and monitoring poverty in Lesotho. The focus of the Theme Group will be broadened to include: nutrition, food security and disaster management.

After its foundation in March 1999, the **Theme Group on Good Governance and Human Rights** consisting of UNDP and UNICEF (Co-Chairs), as well as WHO and UNIC proceeded by preparing its Terms of Reference. In order to establish a comprehensive overview over Good Governance and Human Rights activities in Lesotho, the Theme Group compiled an inventory of organisations working in these areas. Liasing with the Government of Lesotho, the Theme Group distributed the Constitution of Lesotho widely to stakeholders. In addition, the Theme Group participated in the preparation of the CCA, in particular in the development of indicators.

The **Theme Group on Environment, Sanitation and Water** was established in May 1999 and currently comprises four agencies, namely UNDP and WHO (Co-Chairs), as well as UNICEF and the Africa 2000 Network. While the Theme Group originally met on an *ad hoc* basis, it has been agreed that future meetings will be scheduled regularly.

Since its inception and drafting of the Terms of Reference, the Theme Group has been active in a variety of areas. In its function as a focal point for all activities centring on environment, water and sanitation, it has corresponded with the Ministry of Development Planning in order to bring the Government of Lesotho as well as other stakeholders on board. The Theme Group is seen as catalysing a broader, but closely linked National Consultative Forum on Environment.

The Theme Group has contributed to the "Environment, water and sanitation" chapter of the CCA and has participated in the World Environment and World Desertification Days celebrations, in Berea and Mafeteng districts.

The **Theme Group on Gender and Reproductive Health** presently consists of WHO (Chair), UNFPA, UNICEF, UNIC, UNDP, FAO and WFP. As the Theme Group is relatively small, it also acts as Technical Working Group. The Theme Group has developed its Terms of Reference. The major activity undertaken was to provide guidance to the Ministry of Environment, Gender and Youth Affairs to develop the national Gender Policy.

The Theme Groups is very actively playing an advocacy role in various gender issues in Lesotho. In particular, the Theme Group is engaging the Government of Lesotho, NGOs and other civic organisation to promote awareness for eliminating violence against women, child abuse, rape and all discriminatory laws against women.

#### IV.4 *Expected Use of UNDAF for Advocacy, Policy Dialogue and Aid Coordination*

External assistance in Lesotho plays a major role in financing development programmes and projects for overall socio-economic development of the country and particularly in the implementation of poverty alleviation strategies.

In recent years, however, external aid has declined globally and this trend has affected Lesotho greatly. According to figures from the OECD Development Assistance Committee, Lesotho received a total of USD 66 million in ODA in 1998: the lowest level since the late 1970's, and in real terms less than one third compared to the peak of the early 1980's. In per capita terms, aid has dropped from USD 73 a head in 1983 to USD 32 in 1998. Given this trend and the importance of the external aid to the Government of Lesotho, the UNDAF will be used as a tool to mobilise resources and improve the effectiveness of available resources.

#### IV.5 *Institutional Arrangements and Commitments*

The Ministry of Development Planning, through the Department of Economic Cooperation has the mandate and the responsibility of co-ordinating and managing the external assistance. UNDP has been supporting the Government of Lesotho with the main aim of poverty alleviation programmes through key areas of technical assistance focusing on:

- ⊕ Capacity Building
- ⊕ Resource Mobilisation
- ⊕ Policy development
- ⊕ Facilitating Technical Cooperation among Developing Countries
- ⊕ Co-ordination of United Nations Operational Activities for Development
- ⊕ Infrastructure Development
- ⊕ Advocacy and Advisory Services

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Currently, the Department of Economic Cooperation is embarking upon the formulation and development of a National Aid Policy and setting up appropriate computerised Aid Management Information System to capture and monitor external aid flows. This will ultimately allow the Ministry of Development Planning the capacity for better managing, co-ordinate more effectively the utilisation of external assistance.

#### IV.6 *Strengthening Development Partnerships*

A critical element in the UN System's organisations and the Government's relations with its partners, and government access to aid resources is the development and adoption of the poverty reduction strategy. The Poverty Reduction Strategy Paper (PRSP), which is currently being prepared is expected to improve the effectiveness of the financial resources management and targeting of poverty reduction programmes to the most vulnerable segments of the population through the design, implementation and monitoring of pro-poor policies.

The UN System intends to boost external partners to help strengthen aid co-ordination and management through a stronger emphasis on comprehensive and nationally-owned programmes as an alternative to the traditional project approach.

The programme approach could act as a catalyst for major institutional development focusing on impact rather than the management of inputs. It systematises efforts in inter-sectoral and multi-institutional sectors, avoids duplication of effort. Above all, the programme approach will support the UNDAF programming framework and facilitate the Government's co-ordination among different donor agencies.

UN agencies in partnership with the Government of Lesotho should focus and share with other donors the advantages of a coordinated response framework offered by UNDAF first, as a value adding approach to increasing the impact development assistance. Secondly, as a more deliberate attempt to focus development assistance to country's strategic priorities for development. The UNDAF will help strengthen Lesotho's capacity to better manage UN System Aid flows.

To maximise the UNDAF as a tool for Aid Co-ordination, it is recommended to periodically undertake joint monitoring and evaluation of development programmes. This mechanism could be further developed and widely applied, with a view to learn together, and progressively maximise the strength of the approach, the lessons of achievements and failures.

On the side of the Government of Lesotho, with assistance and networking of UN System could improve the coherence between external partners' development cooperation policies including disbursement formalities and procurement procedures affecting the Government. This initiative has already started with the World Bank under the auspices of UNDP initiative for Government of Lesotho/International Organisations/Donors Co-ordination meeting on Procurement Reform Initiative. Through such initiatives, transparency of donor and government interest and mutual trust could be enhanced through continuous dialogue.

UNDP has facilitated no less than eight Round table Conferences: The Round Table mechanism has been the main modality for resource mobilisation.

Whilst the Round Table Conferences have attracted million of dollars in pledges, follow-up of these pledges have been unsatisfactory. The UNDAF will be used as the main instrument to follow-up on Round Table pledges as a means to adding value to the development financing for Lesotho.

#### *IV.7 Monitoring and Evaluation Plan*

In order to ensure that activities under the UNDAF continue to be of relevance to the development situation in Lesotho and that timely corrective action is fostered, the UN Country Team has agreed on a number of follow-up mechanisms. These are:

- | ⊕ Identification of specific and quantifiable targets in each area of assistance, based on the CCA database which is to be continuously developed in close collaboration with Government agencies.
- | ⊕ In-depth involvement of the inter-agency Theme Groups in assessing progress in their areas of expertise.
- | ⊕ Tripartite reviews and an in-depth evaluation of activities in each focus area
- | ⊕ An annual UNCT Review.
- | ⊕ Joint UNCT regular meetings (at least quarterly) with relevant ministries to be able to better meet the needs of Lesotho and to be responsive to current changes.
- | ⊕ UN/Government of Lesotho midterm review of UNDAF to assess continuing relevance and any remedial action.

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| ☺ External and independent review at end of UNDAF cycle to plan for next cycle.

Furthermore, the annual Report of the Resident Co-ordinator will continue to serve as a tool for comprehensively analysing the previous year's achievements and challenges, and serves to assess the development situation of the country on a regular basis. The Report also articulates the subsequent year's work plan, including desired key results of the Resident Co-ordinator System.

## SECTION V: RESOURCE USE

### *V.1 The Common Resources Framework*

Over the 2002-2007 period covered by this UNDAF, the total anticipated resources to be mobilised through the UN System in support of UNDAF strategies will be finalised and inserted following approval of individual agencies' cooperation programmes and frameworks. The tables below summarise the level of funding by major UN strategic objectives and by Agency. It is expected that harmonisation of programmes cycles will greatly enhance the Country Team's ability to make efficient use of the declining resources. (The table will be updated as the country programme formulation process develops during 2001).

**United Nations Planned or Estimated Resource Allocations by Agencies  
(2001 - 2004)**

<b>Agency</b>	<b>Strategic Objective 1</b>	<b>Strategic Objective 2</b>	<b>Strategic Objective 3</b>	<b>Strategic Objective 4</b>	<b>Projected Totals</b>
<b>FAO</b>		Analysis of agricultural Census Data: \$ 187 000		Food Security through Water Control: \$ 294 000	
<b>UNDP</b>	Poverty Reduction  Development of Poverty Reduction Programme to support the implementation of PRSP: \$ 3 000 000	Governance: \$ 2 891 200  Support to Conflict Resolution and Conflict Management.  Support political and electoral reform including holding of next general elections. \$ 500 000	UNDP accelerated Response to HIV / AIDS: \$  Human Capacity Building: \$ 1 326 913	Environment: \$ 3 471 575  Conserving Biodiversity and enhancing environmental rehabilitation.  Urban solid waste management \$ 500 000  Promoting new and renewable resources of energy.	
<b>UNFPA</b>		Population and Development Strategies: \$ 500 000  Advocacy for Gender Equality: \$ 300 000	Reproductive Health: \$ 1 500 000		
<b>UNICEF</b>		Promotion of Community needs assessment and participation: \$ 2 279 300  Advocacy for Children and Gender Equality: \$ 858 700	Primary Education, NFE \$ 4 174 600  Reproductive Health, Community-based Health Service: \$ 1 385 200  ECDCs, immunisation: \$ 3 301 800	Food Security, water supply: \$ 1 903 400	
<b>WFP</b>	Food for work: \$ 224 482		Food for capacity building in vocational training: \$ 150 107  Food assistance to Primary Schools: \$ 4 987 006	Disaster Preparedness: \$ 278 360	

			ECDCs: \$ 457 840		
<b>WHO</b>		Assistance to Health System: \$ 292 000  Immunisation campaigns and strengthening of government capacity: \$ 969 440	Mother and Child Health Care and Nutrition: \$ 317 000  Hygiene Education and Emergency Response: \$ 140 000  Health Promotion Activities and Social Welfare: \$ 247 585		
<b>TOTAL</b>					

Source: UN Agency Country Programmes of FAO, UNDP, UNFPA, UNICEF, WFP, WHO

## SECTION VI: ANNEXES

### VI.1 Lesotho's UNDAF Work Plan

Key Task	Responsible Person	Time Frame
1. Overall co-ordination, liaison with Resident Coordinator & UN Country Team and convenor of meetings	Ms. Chandiwana (assisted by Ms. Addis)	July – October 2000
2. Taking of minutes & meeting administrative requirements of Task Force	Ms. Addis	July – August 2000
3. Drawing up of TORs for Task Force	UNDAF Task Force	10 July 2000
4. Drawing up of Work Plan	UNDAF Task Force	10 July 2000
5. Collection of Agency country programmes	Ms. Addis	July 2000
6. Review of current Agency country programmes	UNDAF Task Force	July 2000
7. Review of final chapter of Lesotho's CCA, and defining of opportunities for UN System support emerging from CCA	UNDAF Task Force	July 2000
8. Data collection from Agencies & stakeholders and liaison with Theme Groups:	UNDAF Task Force	July – September 2000
a. Environment, Sanitation & Water	Ms. Mdee	July, August, September 2000
b. Poverty Reduction, Food & Nutrition	Ms. Letete	July, August, September 2000
c. Gender		July, August, September 2000
d. HIV/AIDS & Reproductive Health	Ms. Mokose	July, August, September 2000
e. Governance & Human Rights	Dr. Haile-Selassie	July, August, September 2000
9. Collation of information that is submitted	UNDAF Task Force	August - September 2000
10. Developing a working outline of the UNDAF document	UNDAF Task Force	July / August 2000
11. Consultation with development partners on emerging contents of UNDAF	UNDAF Task Force / UNCT	August / September 2000
12. Review & updating of CCA Indicators	UNDAF Task Force	August / September 2000
13. Zero Draft of UNDAF document	UNDAF Task Force	Early October 2000

14. Presentation of draft UNDAF to UNCT	UNDAF Task Force	October 2000
15. Review of UNDAF draft	UNCT	Early November 2000
16. Final Consolidation	UNDAF Task Force	November 2000
17. Consultative meetings with partners on draft UNDAF	RC / UNCT / UNDAF Task Force	November 2000
18. Final drafting	UNCT / UNDAF Task Force	November 2000
19. Government endorsement	RC	November 2000
20. Finalisation, clearance & distribution of UNDAF document	UNCT	December 2000

## VI.2 Lesotho Development Indicator Tables

### 1. Contextual Indicators

<b>Demographics</b>	<b>Size of Population<sup>a</sup></b>	- Million -
	1976	1.22
	1986	1.59
	1996	1.96
	<b>Fertility Rate<sup>a</sup></b>	- Rates -
	1986	5.3
	1996	4.9
	<b>Life Expectancy at Birth<sup>a, b</sup></b>	- Years -
	1950-1950	38.4
	1975-80	51.8
	2000	55
<b>Human Development</b>	<b>Human Development Index</b>	- Index -
	1988	0.580 <sup>b</sup>
	1992	0.473 <sup>c</sup>
	1998	0.569 <sup>d</sup>
	<b>Human Poverty Index<sup>e</sup></b>	- Index -
	1997	23.0
	1998	23.3
	<b>Gender-related Development Index<sup>e</sup></b>	- Index -
	1997	0.570
	1998	0.556
<b>Economy</b>	<b>GNP per Capita<sup>f</sup></b>	- 1995 USD -
	1975	220
	1998	486
	<b>External Debt<sup>f</sup></b>	- % of GDP -
	1997	35
	<b>Gross Domestic Savings<sup>g</sup></b>	- % of GDP -
	1988	-69.0
	1996	-1.8
	<b>Public expenditure on community and social services</b>	- in % of recurrent expenditures -
	1987/88	31.8 <sup>h</sup>
	1996/97	46.0 <sup>i</sup>
	<b>Overseas Development Assistance<sup>j</sup></b>	- Million USD -
	1983	204
	1997	96
	<b>Foreign Direct Investment<sup>f</sup></b>	- Million USD -
1987	17	
1997	29	

Sources: a) BOS (1996), b) UN (1998), c) UNDP (1990), d) UNDP (1995), e) UNDP (2000), f) World Bank (1999), g) World Bank (1998), h) Central Bank of Lesotho (1990), i) Central Bank of Lesotho (1999), j) OECD (1999)

**Global Conferences:** World Conference on Education for All (EFA), Jomtien 1990. World Summit for Children (WSC), New York 1990. United Nations Conference on Environment and Development (UNCED), Rio de Janeiro 1992. World Conference on Human Rights (WCHR), Vienna 1993. International Conference on Population and Development (ICPD), Cairo 1994. World Summit for Social Development (WSSD), Copenhagen 1995. Fourth World Conference on Women (FWCW), Beijing 1995. Ninth Congress on the Prevention of Crime and Treatment of Offenders (UNCPCTO), Cairo 1995. Second United Nations Conference on Human Settlements (HABITAT II), Istanbul 1996. World Food Summit (WFS), Rome 1996.

## 2. Lesotho's Follow Up to Global Conferences:

Conference Goal	Target	National Targets	National Follow Up	Key Indicators
<b>Income-Poverty</b>				
Reduced poverty levels	Proportion in extreme poverty in 1990 reduced by ½ by 2015 (WSSD)	Lesotho's Sixth National Development Plan 91996/7- 1998/9) adopted sustainable human development as its over-arching goal To hasten the pace of human development programme especially in geographically disadvantaged mountain areas	Poverty Reduction Programme was formulated, which produced a Poverty Action Plan. The programme received the commitment of over US\$200 million during the Round table Conference (RTC) of November 1997 Poverty Reduction Strategy Paper (PRSP), is being formulated with focus on grassroots level. Taskforce has been formed headed by Ministry of Development Planning to spearhead the process. A draft is expected to be completed by June 2000	<b>Poverty headcount ratio<sup>a</sup></b> - % of population with monthly incomes less than Maloti 80 - 1990 49 1993 71 1999 68 <b>Inequality 1997<sup>b</sup></b> Lowest income quartile 2% Gini-index 57

I. SOURCES: A) SECHABA (FORTHC.), B) UNDP (1998), C) OECD (1999)

<b>Food Security and Nutrition</b>				
Improved child nutrition	Severe/ moderate malnutrition among children <5 to reach ½ of 1990 level by 2000 (WSSD/ FWCW/WSC/ WFS)	To reduce malnutrition amongst under-fives from: 18% to 9% (underweight) 5.7% to 2.8% (wasting) 42% to 21% (stunting)		<b>Child nutrition<sup>a</sup></b> - % of children under-5 that are underweight - 1976 22.0 1993 15.8 1996 16.0 <sup>b</sup> - % of children under-5 that are wasted - 1976 3.4 1993 2.4 - % of children under-5 that are stunted - 1976 23 1981 19 1993 33
Increased food security	Reduce number of chronically under-nourished by half by 2015 (WFS)	Ensure household food security, with focus on comparative advantage and export-oriented growth while ensuring access to basic foodstuff at free market prices		<b>Iodised salt<sup>b</sup></b> - % of households with Consumption of iodised salt - 1996 73

Sources: a) Ministry of Health – need to confirm source, except, b) BOS (1998).

**Global Conferences:** World Conference on Education for All (EFA), Jomtien 1990. World Summit for Children (WSC), New York 1990. United Nations Conference on Environment and Development (UNCED), Rio de Janeiro 1992. World Conference on Human Rights (WCHR), Vienna 1993. International Conference on Population and Development (ICPD), Cairo 1994. World Summit for Social Development (WSSD), Copenhagen 1995. Fourth World Conference on Women (FWCW), Beijing 1995. Ninth Congress on the Prevention of Crime and Treatment of Offenders (UNCPCTO), Cairo 1995. Second United Nations Conference on Human Settlements (HABITAT II), Istanbul 1996. World Food Summit (WFS), Rome 1996.

Conference Goal	Target	National Targets	National Follow Up	Key Indicators
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<b>Health and Mortality</b>				
Improved health care	Universal accessibility of primary health care (ICPD/WSSD/FWCW)	To improve delivery of basic health services, especially to disadvantaged groups.	Primary Health Care (PHC) adopted 1979 National Adolescent Health and development programme is being implemented by the Ministry of Health	<b>Primary health care</b> - % population with access to primary health care services - 1987 1990 1995
Reduction in levels of HIV/AIDS	Universal access to Reproductive Health services and information by 2015 (ICPD)	To reduce HIV/AIDS seroprevalence by 20% by March 2003 100% coverage of PLWHAs through support and care by March 2003 100% of AIDS orphans to be cared for by March 2003 Spread of HIV/AIDS among 15-49 year-olds reduced from 10% per annum to 5% by March 2003 Behavioural change regarding HIV/AIDS among the general public increased from 5% to 25% by March 2003.	National AIDS Prevention and Control Programme (NAP) set up in the Ministry of Health and Social Welfare	<b>HIV prevalence<sup>a</sup></b> - HIV prevalence rate in % of total adult population - 1997 8.35 1998 9.8 1999 35.3
Reduced infant mortality	Reduction of IMR by 1/3 of 1990 level and below 35 per 1,000 by 2015 (ICPD/WSSD/WCW/WSC)	To reduce IMR from 85/1,000 to 70/1,000 live births by 2000.	Target of reducing IMR to 70/1,000 live births by 2000 has been passed.	<b>Infant mortality<sup>c</sup></b> - Deaths per 1,000 births - 1986 85 1996 55
Reduced child mortality	MR at ages <5 reduced by 2/3 of 1990 level by 2015 (ICPD/WSC)	To reduce under-five mortality rate from 60 to 30 per 1,000 live births		<b>Under 5 mortality</b> - Deaths per 1,000 in age group - 1983 156 <sup>d</sup> 1996 60 <sup>e</sup>

#: SOURCES: A) WORLD BANK (FORTHCOMING), B) MOH (1999), C) BOS (1996), D) MOH (1984), E) MOH 1996.

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**Global Conferences:** World Conference on Education for All (EFA), Jomtien 1990. World Summit for Children (WSC), New York 1990. United Nations Conference on Environment and Development (UNCED), Rio de Janeiro 1992. World Conference on Human Rights (WCHR), Vienna 1993. International Conference on Population and Development (ICPD), Cairo 1994. World Summit for Social Development (WSSD), Copenhagen 1995. Fourth World Conference on Women (FWCW), Beijing 1995. Ninth Congress on the Prevention of Crime and Treatment of Offenders (UNCPCTO), Cairo 1995. Second United Nations Conference on Human Settlements (HABITAT II), Istanbul 1996. World Food Summit (WFS), Rome 1996.

Conference Goal	Target	National Targets	National Follow Up	Key Indicators
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<b>Reproductive Health</b>				
Improved maternal health and reduced maternal mortality	Reduction by ½ of 1990 levels by year 2000 and a further ½ by 2015 (ICPD/ WSSD/ FWCW/WSC)	To reduce maternal mortality from 282 per 100,000 live births to 140 per 100,000 live births.	Safe Motherhood Initiative launched by MOHSW	<b>Maternal mortality<sup>a</sup></b> - Deaths per 100,000 -
				1992 282
				1997 738
Increased access to family planning	Universal access to safe/reliable contraceptive methods (ICPD)	To increase condom usage by 50% per annum		<b>Contraceptive prevalence<sup>c</sup></b> - Users in % total-
				1977 8
				1993 34.6 <sup>d</sup>
				1996 23

III-II. SOURCES: <sup>A</sup> MOH (1997), <sup>C</sup> BOS 1996 EXCEPT <sup>D</sup> MOHSW 1993

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<b>Child health and welfare</b>				
Improved child health	Universal immunization against measles (WSC)	To maintain and increase high level of immunisation coverage – at least 90% of children under one-year by 2000.		<b>Immunisation of one year olds<sup>a, b</sup></b> - Measles, in % of all -
				1999 55
				- Total immunisation, in % of all -
				1993 71
				1996 67
Reduced child labour	Elimination of child labour (WSSD)		A National Co-ordination Workshop was held in October 1999 to address the herd boy issue and to develop impact-oriented programmes. A 20-member National Steering Committee to deal with herd boys was set up under the chairmanship of the Director of Sectoral Planning at MDP. Programmes focusing on herd boys are to be included in the 7 <sup>th</sup> National Development Plan.	<b>Herd boys<sup>c</sup></b> - % of all males 5-19 of age -
				1997 32

IV. SOURCES: A) MOH (1999), B) BOS (1998), C) UNICEF 1999.

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**Global Conferences:** World Conference on Education for All (EFA), Jomtien 1990. World Summit for Children (WSC), New York 1990. United Nations Conference on Environment and Development (UNCED), Rio de Janeiro 1992. World Conference on Human Rights (WCHR), Vienna 1993. International Conference on Population and Development (ICPD), Cairo 1994. World Summit for Social Development (WSSD), Copenhagen 1995. Fourth World Conference on Women (FWCW), Beijing 1995. Ninth Congress on the Prevention of Crime and Treatment of Offenders (UNCPCTO), Cairo 1995. Second United Nations Conference on Human Settlements (HABITAT II), Istanbul 1996. World Food Summit (WFS), Rome 1996.

Conference Goal	Target	National Targets	National Follow Up	Key Indicators
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<b>Education</b>				
Increased access to basic education	Universal access, and completion of primary education by 2015 (EFA/WCW/WSC/ICPD)	To increase primary school enrolment rate from 64 per cent for boys and 76 per cent for girls to 80 per cent for both sexes by 2000. To embark on a programme of Free Primary Education.	Free primary education adopted as effective from January 2000 and starting with Std.1.	<b>Primary school enrolment<sup>a</sup></b> - Enrolment in % of children in school age - 1989 77.3 1995 66.7 1998 54.8 <b>Primary Pupil-Teacher ratio<sup>b</sup></b> 1983 51.1 1992 51.4 1998 45.2 <b>Primary School-Student Ratio<sup>b</sup></b> 1983 259 1992 302 1998 292 <b>Secondary Teacher-Student Ratio<sup>b</sup></b> 1983 20.2 1992 21.2 1998 23.8 <b>Secondary School-Student Ratio<sup>b</sup></b> 1983 255 1992 279 1998 348 <b>Unqualified teachers in Primary Schools<sup>b</sup></b> - % of total - 1983 29.1 1992 21.0 1998 21.8
Increased literacy	Adult illiteracy reduced by ½ 1990 level by 2000 (EFA/WSSD/WCW)	To reduce illiteracy rate from 38% to 10% with an emphasis on male literacy.		<b>Adult illiteracy<sup>c</sup></b> - Basic illiterate in % of total - 1985 38 1997 39 - Functionally illiterate in % of total - 1985 54 1997 43

∓.SOURCES: A) BOS (1998), B) MINISTRY OF EDUCATION (1984, 1992, 1998), C) MINISTRY OF EDUCATION (1985, 2000).

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**Global Conferences:** World Conference on Education for All (EFA), Jomtien 1990. World Summit for Children (WSC), New York 1990. United Nations Conference on Environment and Development (UNCED), Rio de Janeiro 1992. World Conference on Human Rights (WCHR), Vienna 1993. International Conference on Population and Development (ICPD), Cairo 1994. World Summit for Social Development (WSSD), Copenhagen 1995. Fourth World Conference on Women (FWCW), Beijing 1995. Ninth Congress on the Prevention of Crime and Treatment of Offenders (UNCPCTO), Cairo 1995. Second United Nations Conference on Human Settlements (HABITAT II), Istanbul 1996. World Food Summit (WFS), Rome 1996.

Conference Goal	Target	National Targets	National Follow Up	Key Indicators
<b>Gender Equality and Women's Empowerment</b>				
Gender equality in education	Eliminate disparity in primary and secondary education by 2005 (ICPD/WSSD/FWCW)	Equal opportunity in education to be enforced by national law	The Ministry of Environment, Gender, and Youth Affairs was created in 1998.  A National Gender Policy is being drafted but is yet to be finalised.	<b>Ratio of boys to girls in secondary education<sup>a</sup></b> 1983 1.5 1991 1.45 1998 1.4 <b>Female illiteracy<sup>b</sup></b> - Basic illiterate in % of total - 1985 30 1997 37 - Functionally illiterate in % of total - 1985 47 1997 42
Gender equality in employment	Eliminate discriminatory practices in employment (FWCW)	Measures to be put in place against discrimination, exclusion or restriction on the basis of sex	Law Reform Commission established in 1997 to review and revise all laws which discriminate against women	<b>Economically active women<sup>c</sup> - % of total economically active population-</b> 1986 27 1996 33.5
Women's political empowerment	Equitable access to political institutions (FWCW)		Although the legal system does not prohibit women from holding public office, there is no quota system in place in Lesotho.	<b>Female Government Ministers</b> - % of total - 2000 6 <b>Female Principal Secretaries</b> - % of total - 2000 19

Sources: a) Ministry of Education (1984, 1992, 1998), b)<sup>b</sup> Ministry of Education (1985, 2000), c) BOS (1996).

**Global Conferences:** World Conference on Education for All (EFA), Jomtien 1990. World Summit for Children (WSC), New York 1990. United Nations Conference on Environment and Development (UNCED), Rio de Janeiro 1992. World Conference on Human Rights (WCHR), Vienna 1993. International Conference on Population and Development (ICPD), Cairo 1994. World Summit for Social Development (WSSD), Copenhagen 1995. Fourth World Conference on Women (FWCW), Beijing 1995. Ninth Congress on the Prevention of Crime and Treatment of Offenders (UNCPCTO), Cairo 1995. Second United Nations Conference on Human Settlements (HABITAT II), Istanbul 1996. World Food Summit (WFS), Rome 1996.

Conference Goal	Target	National Targets	National Follow Up	Key Indicators
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<i>Housing and Basic Household Amenities and Facilities</i>				
Adequate shelter for all	Provision of sufficient living space and avoidance of overcrowding (HABITAT II)	To develop and adopt a National Shelter policy. To reduce national average household size from 5 persons per house, and to increase average number of rooms per house from 2 to 3.	The Ministry is in the final phase of developing a National Shelter policy. A Land Commission is presently reviewing the 1979 Land Act, which is expected to bring about the equitable enforcement of a legal and regulatory framework for land use	<b>Households sizes<sup>a</sup></b> - average number of inhabitants - - 5.0 1986 5.1 1996 5.0 - Houses with 5 rooms or more, in % of total - 1996 10.7 - houses, with 1 room in % of total - 1996 33.4
Improved access to safe drinking water	Universal access to safe drinking water; full coverage of drinking water supply (by 2025). (WCW/WSSD/ UNCED)	To increase access to safe water from 55 per cent to 82 per cent in rural areas and from 58 per cent to 80 per cent in urban areas by 2000.	The target set for urban areas has been achieved but the rural figure falls considerably short of the 82 per cent target.	<b>Safe water<sup>b</sup></b> - National access in % of total - 1996 62 - Rural population with access, in % of total - 1993 55 1996 57 - Urban population with access, in % of total - 1993 58 1996 91
Improved access to safe sanitation	Universal sanitary waste disposal (WCW/WCS/WSSD/ UNCED)	To increase access to latrines from 35 per cent to 65 per cent in rural areas and from 38 per cent to 60 per cent in urban areas by 2000.	Progress has been made towards the attainment of the 2000 goal of 60 per cent in urban areas, but no improvement has been made in rural areas.	<b>Safe sanitation<sup>b</sup></b> - National access in % of total - 1996 45 - Rural population with access, in % of total - 1993 35 1996 35 - Urban population with access, in % of total - 1993 38 1996 56

Sources: a) BOS(1996), b) BOS (1998).

**Global Conferences:** World Conference on Education for All (EFA), Jomtien 1990. World Summit for Children (WSC), New York 1990. United Nations Conference on Environment and Development (UNCED), Rio de Janeiro 1992. World Conference on Human Rights (WCHR), Vienna 1993. International Conference on Population and Development (ICPD), Cairo 1994. World Summit for Social Development (WSSD), Copenhagen 1995. Fourth World Conference on Women (FWCW), Beijing 1995. Ninth Congress on the Prevention of Crime and Treatment of Offenders (UNCPCTO), Cairo 1995. Second United Nations Conference on Human Settlements (HABITAT II), Istanbul 1996. World Food Summit (WFS), Rome 1996.

Conference Goal	Target	National Targets	National Follow Up	Key Indicators
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<b>Environment</b>				
Improved environment	Clean and healthy environment and reversal of current trends in loss of environmental resources (UNCED)	To ensure that environmental concerns are integrated into all aspects of life in Lesotho. To prepare a National Environment Action Plan. To establish a national institutional framework to implement Agenda 21 and the UNCED Process	First comprehensive National Environment Action Plan was produced in 1998. National Environment Secretariat was established in 1994 and a fully-fledged Ministry of the Environment set up in September 1998.  Since 1998 NES has held a series of workshops aiming at bringing environmental issues into both formal and non-formal education. The campaign is on-going.  Draft Environmental Law is under discussion in Parliament.	<b>Carbon Dioxide<sup>a</sup></b> - Emissions per capita, tonnes - 1994 0.97 1997 2.55 <b>Biodiversity<sup>a</sup></b> - Total protected land area, ha - - 1997 197,378 <b>Landless households<sup>a</sup></b> - Landless rural households on % of total - 1970 13 1980 22 1990 55 <b>Arable Land<sup>a, b</sup></b> - % of total land area - 1997 9 - Arable land per capita, ha - 1992 0.169 1996 0.150 <b>Energy<sup>a</sup></b> - % of national demands met by traditional fuels - 1997 76

Sources: a) Ministry of Environment, Gender and Youth Affairs (1998), b) BOS (1996).

<b>Employment and Sustainable Livelihood<sup>(b)</sup></b>				
Creation of full employment	Universal access to paid employment (WSSD)	To formulate policies to combat poverty, high unemployment, declining social services and promote equitable income distribution.		<b>Unemployment<sup>b</sup></b> - % of economically active population - 1976 5.7 1986 7.0 1996 23.5 1997 34.5 <sup>b</sup>

Source: a) BOS 1996, b) Ministry of Labour and Bureau of Statistics (1998)

**Global Conferences:** World Conference on Education for All (EFA), Jomtien 1990. World Summit for Children (WSC), New York 1990. United Nations Conference on Environment and Development (UNCED), Rio de Janeiro 1992. World Conference on Human Rights (WCHR), Vienna 1993. International Conference on Population and Development (ICPD), Cairo 1994. World Summit for Social Development (WSSD), Copenhagen 1995. Fourth World Conference on Women (FWCW), Beijing 1995. Ninth Congress on the Prevention of Crime and Treatment of Offenders (UNCPCTO), Cairo 1995. Second United Nations Conference on Human Settlements (HABITAT II), Istanbul 1996. World Food Summit (WFS), Rome 1996.

### 3. Conference and Convention Indicators on Governance and Civil and Political Rights

Conference Goal	Target	Indicators
<i>International Legal Commitments for Human Rights</i>		
Universal ratification of international human rights instruments	Acceding to all international human rights instruments and avoiding the resort to reservations, as far as possible	<p>Lesotho has ratified:</p> <ul style="list-style-type: none"> <li>• International covenant on economic, social and cultural rights (1992),</li> <li>• International covenant on civil and political rights (1992),</li> <li>• International convention on the elimination of all forms of racial discrimination (1971),</li> <li>• Convention on the prevention and punishment of the crime of genocide</li> <li>• Convention on the rights of the child (1992),</li> <li>• Convention on the elimination of all forms of discrimination against women (1995), with reservations,</li> <li>• Convention relating to the status of refugees.</li> </ul>
<i>Democracy and Participation</i>		
Strengthened democratic institutions and popular participation	Free and fair elections and democratic government (WCHR)	<ul style="list-style-type: none"> <li>• Democratic elections are held every 5 years.</li> <li>• Lesotho's Constitution contains the Bill of Rights to ensure that the right to freedom of expression, association and assembly are recognised. Press freedom is promoted but there is no media policy as such. The Bill of rights is modelled on the Universal Declaration of Human Rights.</li> </ul>

**Global Conferences:** World Conference on Education for All (EFA), Jomtien 1990. World Summit for Children (WSC), New York 1990. United Nations Conference on Environment and Development (UNCED), Rio de Janeiro 1992. World Conference on Human Rights (WCHR), Vienna 1993. International Conference on Population and Development (ICPD), Cairo 1994. World Summit for Social Development (WSSD), Copenhagen 1995. Fourth World Conference on Women (FWCW), Beijing 1995. Ninth Congress on the Prevention of Crime and Treatment of Offenders (UNCPCTO), Cairo 1995. Second United Nations Conference on Human Settlements (HABITAT II), Istanbul 1996. World Food Summit (WFS), Rome 1996.

Conference Goal	Target	Indicators
<b>Administration of Justice</b>		
Fair administration of justice	Effective legislative framework, law enforcement, prosecutions, legal profession, and fair trials in conformity with international standards (WCHR)	<ul style="list-style-type: none"> <li>It has been alleged that the Government and Chieftainship have some influence on Magistrates (US Dept of State, Lesotho Country Report on Human Rights Practices, 1998). Judges have also been accused of conservatism.</li> </ul>
Improved framework of remedies	Existence of legal remedies in conformity with international standards	<ul style="list-style-type: none"> <li>The Office of the Ombudsman protects the rights of individuals who believe themselves to be victims of unjust acts on the part of the public administration.</li> <li>The Office of the Ombudsman focuses on responding to individual complaints concerning abuse of power and maladministration by public officials of Government and Parastatals.</li> </ul>
<b>Security of Person</b>		
Liberty and security of person	Elimination of gross violations of human rights affecting security of person, including torture and cruel, inhumane or degrading treatment or punishment; summary and arbitrary execution; disappearances, and slavery (WCHR)	<ul style="list-style-type: none"> <li>Lesotho's Constitution prohibits torture and other cruel, inhumane and degrading treatment or punishment.</li> </ul>

**Global Conferences:** World Conference on Education for All (EFA), Jomtien 1990. World Summit for Children (WSC), New York 1990. United Nations Conference on Environment and Development (UNCED), Rio de Janeiro 1992. World Conference on Human Rights (WCHR), Vienna 1993. International Conference on Population and Development (ICPD), Cairo 1994. World Summit for Social Development (WSSD), Copenhagen 1995. Fourth World Conference on Women (FWCW), Beijing 1995. Ninth Congress on the Prevention of Crime and Treatment of Offenders (UNCPCTO), Cairo 1995. Second United Nations Conference on Human Settlements (HABITAT II), Istanbul 1996. World Food Summit (WFS), Rome 1996.



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