



KINGDOM OF LESOTHO



**MINISTRY OF LOCAL GOVERNMENT,
CHIEFTAINSHIP AND PARLIAMENTARY AFFAIRS**



STRATEGIC PLAN: 2015 -2019

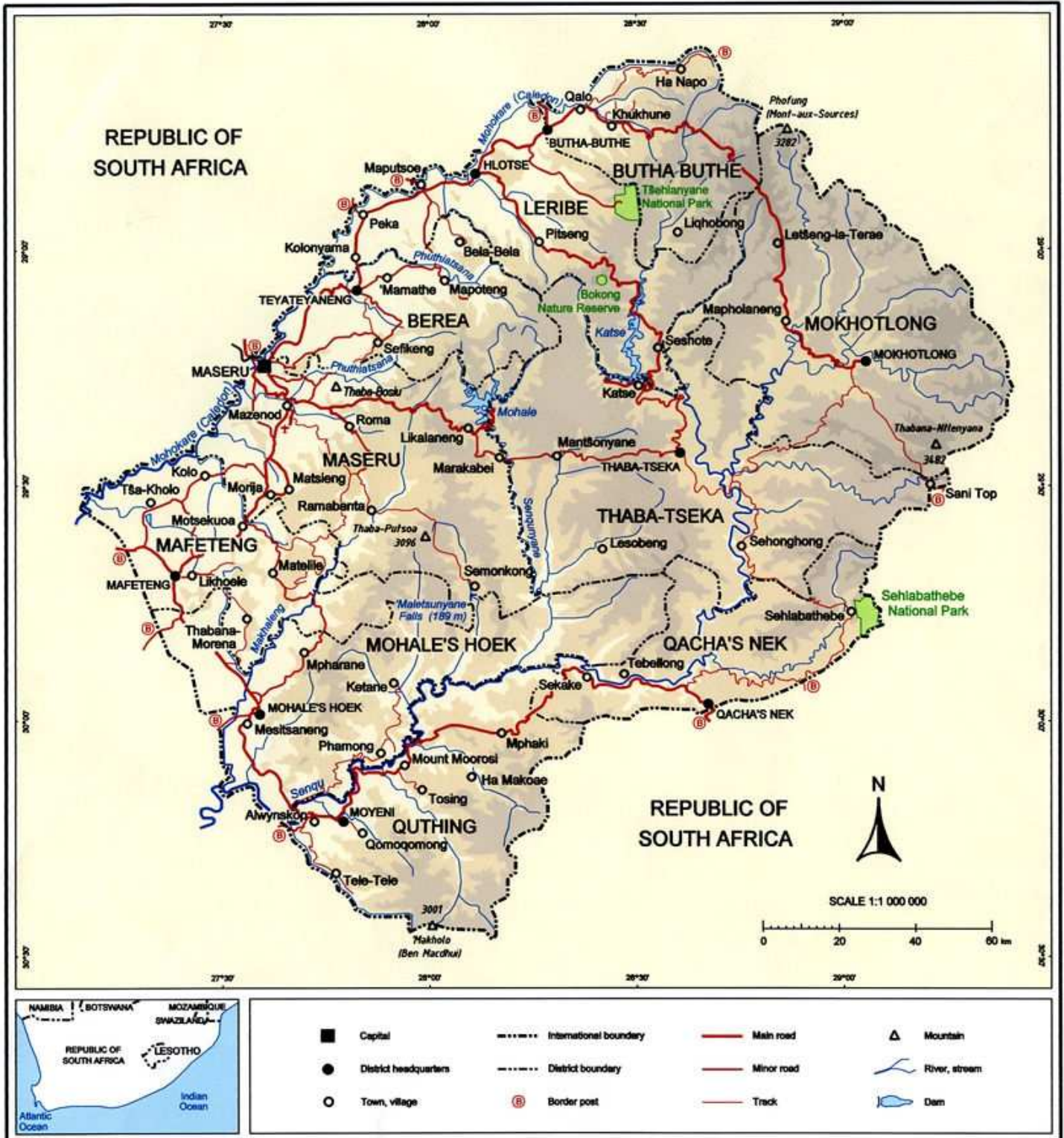
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TABLE OF CONTENTS

PART I: CONTEXT ANALYSIS AND ENVIRONMENTAL SCAN	6
1. INTRODUCTION.....	6
1.1. Constitutional Mandate and Policy Objectives of MLGCPA	6
1.2. Achievements and Lessons Learnt from Strategic Plan 2009-2013	7
1.3. Structure of the Strategic Plan 2015 – 2019.....	9
2. ENVIRONMENTAL SCAN.....	10
2.1. Situation Analysis.....	10
2.1.1. Over-politicisation of Local Government and Service Delivery.....	10
2.1.2. The Decentralisation Policy and Perceived Implementation Challenges	10
2.1.3. Administrative and Fiscal Decentralisation for Improved Service Delivery	11
2.1.4. Transfer and Capacity Development of Personnel.....	11
2.1.5. Council Financing and the Challenge of Poor Service Delivery	12
2.1.6. Absence of Results-Based Performance Culture in MLGCPA.....	12
2.1.7. Inadequate Clarification of Roles among MLGCPA Directorates	13
2.1.8. MLGCPA in Road and Building Construction	13
2.1.9. HIV/ AIDS and Gender Implementation	14
2.1.10. Functional Relationships Between Chiefs and Local Authorities	14
2.1.11. Facilitating the Establishment of National Association of Local	15
Authorities	15
2.2. Analysis of Strengths, Weaknesses, Opportunities and Threats.....	15
2.2.1. Overview	15
2.2.2. Strengths of MLGCPA.....	15
2.2.3. Weaknesses	16
2.2.4. Threats	17
2.2.5. Opportunities.....	18
3. CRITICAL FOCAL AREAS OF ACTION FOR 2015 – 2019.....	19
3.1. Overview	19
3.2. Coordinate Implementation of the Decentralisation Policy.....	19
3.3. Re-structure the Ministry and Build the Capacity of Personnel.....	19
3.4. Introduce Result-Based Performance Management Culture	20
3.5. Improve Capacity for Planning, Budgeting and Project Management	20
3.6. Clarify the Roles of Chiefs and their Functions Relationships Councils.....	21
3.7. Implement HIV/AIDS Workplace Policy and Mainstreaming	21
PART II: VISION, MISSION, OBJECTIVES AND STRUCTURE	22
4. VISION, MISSION, AND STRATEGIC OBJECTIVES.....	22
4.1. Overview	22
4.2. Vision.....	22
4.3. Mission.....	22
4.4. Overall Goal for 2015 – 2019.....	22
4.5. Strategic Objectives for 2015 – 2019.....	22
5. ORGANIZATIONAL STRUCTURE AND MANAGEMENT SYSTEM.....	23

5.1.	Overview	23
5.2.	Functions and Deliverables of Directorates of the Ministry.....	24
5.2.1.	Directorate of Decentralisation	24
5.2.2.	Directorate of Planning.....	25
5.2.3.	Directorate of Land Management	26
5.2.4.	Directorate of Housing.....	26
5.2.5.	Directorate of Chieftainship	27
5.2.6.	Directorate of Finance	28
5.2.7.	Directorate of Administration	28
5.2.8.	Directorate of Human Resources – Central & LGS Government Services 29	
5.3.	Organisational Structure of MLGCPA	30
5.4.	Management and Coordination Processes.....	31
6.	OVERALL RESULTS FRAMEWORK OF THE MINISTRY: 2015 – 2019	33
	PART III: RESULTS FRAMEWORK OF DIRECTORATES	37
7.	RESULTS FRAMEWORK: DIRECTORATE OF DECENTRALISATION	37
7.1.	Achievements and Strengths	37
7.2.	Challenges To Be Addressed On The Way Forward.....	37
7.3.	Priority Objectives for the Directorate: 2015 – 2019	38
7.4.	Results Framework for Directorate of Decentralisation: 2015 - 2019	39
8.	RESULTS FRAMEWORK: DIRECTORATE OF PLANNING	41
8.1.	Achievements and Strengths	41
8.2.	Challenges To Be Addressed On The Way Forward.....	41
8.3.	Priority Objectives for the Directorate: 2015 - 2019.....	41
8.4.	Results Framework of the Directorate of Planning: 2015 – 2019	42
9.	RESULTS FRAMEWORK: DIRECTORATE OF LAND MANAGEMENT	44
9.1.	Achievements and Strengths	44
9.2.	Challenges To Be Addressed On The Way Forward.....	44
9.3.	Priority Objectives for the Directorate: 2015 – 2019	45
9.4.	Organisational Structure of Land Management Directorate.....	45
9.5.	Results Framework of Land Management Directorate: 2015 - 2019	47
10.	RESULTS FRAMEWORK: DIRECTORATE OF HOUSING.....	53
10.1.	Achievements and Strengths	53
10.2.	Challenges To Be Addressed on the Way Forward.....	53
10.3.	Organisational Structure of Housing Directorate	54
10.4.	RESULTS FRAMEWORK OF THE DIRECTORATE OF HOUSING	55
11.	RESULTS FRAMEWORK FOR DIRECTORATE OF CHIEFTAINSHIP	57
11.1.	Achievements and Strengths	57
11.2.	Challenges to Be Addressed on the Way Forward	57
11.3.	Priority Objectives for the Directorate: 2015 – 2019	57
11.4.	Organisational Structure of Directorate of Chieftainship.....	58
11.5.	Results Framework of Chieftainship Directorate: 2015 – 2019	59
12.	RESULTS FRAMEWORK FOR DIRECTORATE OF HUMAN RESOURCES	61
12.1.	Achievements and Strengths	61
12.2.	Challenges To Be Addressed On The Way Forward	61
12.3.	Priorities Objectives of the Directorate: 2015 – 2019.....	61
12.4.	Results Framework of Human Resources Directorate: 2015 – 2019	64

13.	RESULTS FRAMEWORK OF FINANCE DIRECTORATE	66
13.1.	Achievements and Strengths	66
13.2.	Challenges To Be Addressed On The Way Forward	66
13.3.	Priority Objectives of the Directorate: 2015 -2019	66
13.4.	Results Framework of Directorate of Finance: 2015 – 2019	67
14.	RESULTS FRAMEWORK FOR DIRECTORATE OF ADMINISTRATION.....	69
14.1.	Achievements and Strengths	69
14.2.	Challenges and Weaknesses	69
14.3.	Priority Objectives of the Directorate: 2015 – 2019.....	70
14.4.	Results Framework of Directorate of Administration	71
	PART IV: IMPLEMENTATION ARRANGEMENTS.....	74
15.	CRITICAL CHANGES REQUIRED FOR IMPLEMENTATION OF THE PLAN	74
15.1.	Organisation Capacity Development and Change Management	74
15.2.	Make the Division of Physical Planning a Full Directorate	74
15.3.	Institutionalise Results-Based Performance Management Culture	74
15.4.	Revamp the Administration Directorate and make it Function	75
16.	MONITORING AND EVALUATION FRAMEWORK	75
17.	CONCLUSIONS.....	76



Prepared from Lesotho Map 1:750 000 (1977) by the Department of Lands, Surveys & Physical Planning (LSPP), P.O. Box 678, Maseru 100

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Table 1: Present Local Government Structures by District

	District	Area (Km2)	Population (2006)	No. of Councils	No. of directly elected Councilors	No. of Political groups in Councils
1	Botha-Bothe	1,767	110,320	6	68	7
2	Leribe	2,828	293,369	14	167	7
3	Berea	2,222	250,006	10	97	7
4	Maseru	4,279	393,154	13	116	6
5	Mafeteng	2,119	192,621	9	92	4
6	Mohale's Hoek	3,530	176,928	9	105	4
7	Quthing	2,916	124,048	7	84	4
8	Qacha's Nek	2,349	69,749	5	65	2
9	Thaba-Tseka	4,270	129,881	7	89	5
10	Mokhotlong	4,075	97,713	6	73	4
	Total		1,876,633	86	926	

Data Source: MoLCPA Records

PART I: CONTEXT ANALYSIS AND ENVIRONMENTAL SCAN

1. INTRODUCTION

1.1. Constitutional Mandate and Policy Objectives of MLGCPA

The 1993 National Constitution of Lesotho provides for a decentralised local government. Chapter VIII, Section 106, Sub-section 1 of the Constitution stipulates that: *“Parliament shall establish such local authorities as it deems necessary to enable urban and rural communities to determine their affairs and to develop themselves. Such authorities shall perform such functions as may be conferred by an Act of Parliament”*. This Constitutional provision was actualised in 1994 when a Ministry of Local Government and Chieftainship (now designated as the Ministry of Local Government, Chieftainship and Parliamentary Affairs) was established to be responsible for putting in place an effective and efficient local government system. In 1997 Parliament passed the Local Government Act, which has been subsequently amended in 2004, 2010 and 2011. These have provided the legal and institutional framework for the realisation of decentralised local government in Lesotho. Other supporting legislation to the Local Government Act 1997 (as amended), include the:

- Local Government Elections Act, 2004
- Local Government Regulations 2005
- Local Government Service Act, 2008
- Local Government Service Amendment Act 2008
- The Chieftaincy Act, 1968 (as amended)

In 2005, democratic elections of Councils were held for the first time. The second local Council elections took place in 2011. Currently, Lesotho has 10 District Councils, 1 Municipal Council, 11 Urban Councils and 64 Community Councils.

In the framework of Lesotho’s long-term national development policy, articulated in the Vision 2020, the Government is committed to building a stable democracy, a united and prosperous nation at peace with itself and its neighbours¹. As stated in the Vision 2020 document, the government is further committed to ensuring that by 2020 Lesotho shall have a healthy and well-developed human resource base. Its economy will be strong, its environment well managed and its technology well established. In pursuit of a stable democracy, Lesotho seeks to have *“a well-established system of local governance with full ownership and participation of the majority in decision-making and local development.”* The Government of Lesotho believes that local governance and popular participation contribute towards good governance. To this end the country has been working towards decentralised local

¹ Government of Lesotho, Vision 2020: National Vision for Lesotho – “Empowerment for Prosperity” pp. 11

government, as evidenced by the recently approved decentralization policy – a more comprehensive initiative compared to previous efforts in 2009 - 2011 to implement decentralisation.² The overarching strategy has been to decentralize service delivery and empower Councils and communities, while improving chieftainship to complement local governance at the grassroots level.

Moreover, Lesotho's Public Sector Improvement Reform Programme (PSIRP), subsequently reformulated into a Service Delivery Agenda (SDA) provides for decentralised local government as the vehicle for effective delivery of services to Basotho. The National Strategic Development Plan (NSDP) 2012/13-2016/17 also proposes strategies aimed at establishing an effective and efficient Local Government system, and enhancing systems and capacity of local authorities for planning, budgeting, monitoring and evaluation of projects and accountability of public expenditure.

The Ministry of Local Government, Chieftainship and Parliamentary Affairs (MLGCPA) is responsible for facilitating and coordinating the implementation of the national decentralisation policy and program, along with the capacity development of Local Authorities/Councils. In addition, the Ministry is responsible for: Lands, Survey, Land Use and Physical Planning; Housing; and the construction and maintenance of rural and urban roads; Chieftainship; as well as the supervision, monitoring and quality assurance of capital projects in Councils. According to the recently approved national decentralisation policy, the core business of the Ministry in all these diverse sectors of its operations, is to formulate and review policies and legislation/regulations; set standards and ensure quality; coordinate, monitor, evaluate performance of Councils; and distil lessons learnt for policy and legislative reviews. Actual program implementation would be the responsibility of Councils

1.2. Achievements and Lessons Learnt from Strategic Plan 2009-2013

In September 2009, the Ministry formulated a strategic plan 2009 – 2013 to guide the implement strategies and activities towards the achievement of its mission, namely: *“To promote, deepen and consolidate a sustainable and effective system of local governance for improved service delivery and enhanced quality of life.”* The vision of the Ministry was to contribute to the creation of: *“A nation with a well functioning decentralised local government system that delivers improved services to the people, promotes people’s participation in development and provides the enabling environment for economic growth and poverty reduction.”*

The strategies and activities in the strategic plan 2009-2013 were intended to achieve seven main objectives:

1. To support and strengthen councils in the provision of quality services to the nation through a well defined policy framework and adherence to laws and regulations [*Local Government*].

² The MoLGC (with support from GTZ) prepared a National Decentralization Action Plan 2009/10 – 2010/11, dated August 2009

2. To monitor operations of councils in relation to their powers, functions, duties, service delivery standards and general performance [*Local Government*]
3. To promote effective and sustainable land management and administration, rural and urban development in Lesotho as provided for under relevant legislation and national policies. [*Land and Settlement*]
4. To facilitate the delivery of affordable quality houses to Basotho within properly planned settlements. [*Housing*]
5. To support a service – oriented Chieftainship institution that is adaptive to the decentralisation and local governance. [*Chieftainship*]
6. To contribute towards prevention, treatment and mitigating the impact of HIV and AIDS [*Cross Cutting*]
7. To ensure adequate human and institutional capacity for policy formulation and decentralised planning and implementation. [*Cross Cutting*]

The 2009-2013 strategic plan was quite expansive in scope, because Lesotho did not have a nationally owned and commonly approved decentralization policy or a clear national strategy to guide the realization of decentralisation. Charged with the responsibility to lead the nation in implementing decentralised local government, and faced with the weak human and institutional capacities of local authorities, the MLGCPA planned to play a more direct role in the implementation of development programmes and activities at the district and community levels.

In September 2014, the Ministry reviewed the implementation of its strategic plan 2009-2013. The main lessons learnt were that: overall, not much had been achieved, except in the construction of a few rural and district roads in some Councils; and the approval of a national decentralisation policy. The construction of rural roads was made possible through direct collaboration between the MLGCPA, the Ministry of Works, and the respective Councils, whereby the responsibility and budgets for constructing the roads were decentralised to local authorities, under direct support and supervision from MLGCPA. In addition, the MLGCPA, in collaboration with the Maseru City Council, began constructing about 20 low cost housing units as an experimental housing initiative. It has since decided to hand over the initiative, the assets and knowledge to the Lesotho Housing Corporation to finalise and roll out the initiative. A few personnel from the public service (primarily from the Ministries of Public Works, and Social Development) were seconded to local authorities to perform assigned functions, as part of local government capacity building initiatives. The MLGCPA undertook a number of “inspections” that led to the building of Council capacity to enable them comply better with operational procedures and requirements in the delivery of services and the overall performance of their functions. Another area of some achievements is the recruitment and posting of Assistant Physical Planners and Surveyors to District Councils for the preparation of settlement layouts, using GIS technology. The intent was to produce Council

approved land use and settlement layouts to guide land allocation in Councils. This process has, unfortunately, been slowed down considerably due to inadequate capacity in Councils to ensure that settlement layouts and land use plans meet quality/professional standards, and also due to lack of clarity on institutional mandates for approving settlement layouts and land use plans.

Besides these few cases of achievements, the bulk of the objectives, strategies and activities outlined in the strategic plan 2009 – 2013 remain unachieved in all the Directorates of the Ministry and in nearly all the Councils. The strategic plan review found that the MLGCPA, as the facilitator, coordinator, and lead agency in the national decentralisation process had not as yet decentralised its functions, resources and personnel; and has thereby failed to serve as an example to the other sector Ministries in decentralisation.

The primary reason for the failure to implement the 2009-2013 strategic plan was that the Ministry did not operationalise the strategic plan into work plans with budgets and clear results to be achieved annually. Instead Directorates of the Ministry continued to function in one way or the other, without direct reference to the strategic plan. This was because of the absence a results-based performance culture that enables supervisors to track and benchmark the achievement of results against agreed standards or objectives. The second reason for the weak implementation of the strategic plan was the absence of a nationally approved decentralisation policy to guide the devolution of functions, assets, resources and authority to Councils, and the cold feet that many sector Ministries had developed with regard to decentralisation, including the MLGCPA itself. The third major reason for the poor implementation of the strategic plan was the prevailing weak capacity of Councils to implement programmes, utilise allocated budgets, and to deliver much needed services.

The new strategic plan 2015 – 2019 intends to address these implementation challenges as well as the key strategic objectives of the Ministry within the framework of the newly approved national decentralisation policy.

1.3. Structure of the Strategic Plan 2015 – 2019

The strategic plan 2015-2019 of the MLGCPA is in four parts, and 17 Chapters. Part I presents a Context Analysis and Environmental Scan, and is made up of three chapters. It introduces the MLGCPA, its mandate and achievements as well as the structure of the new strategic plan in Chapter 1. Chapter 2 is the Environmental Scan, covering the Situation Analysis, SWOT Analysis and identification of strategic priorities for the period 2015-2019. Part II of the strategic plan defines the Vision, Mission, and Strategic Objectives in Chapter 4; and the Organisational Structure, Management and Coordination Structures and Processes in Chapter 5.

Part III of the strategic plan presents the Overall Results Framework/Logframe of the Ministry in Chapter 6, and the Detailed Results Framework for the various Directorates: Decentralisation (Chapter 7); Planning (Chapter 8); Housing (Chapter

9); Lands, Survey and Physical Planning (Chapter 10); Chieftainship (Chapter 11); Human Resource – Central and Local Government Service (Chapter 12); Finance (Chapter 13); and Administration (Chapter 14). Part IV of the plan addresses Implementation Arrangements. It consists of Critical Considerations and Changes Required for the Effective Implementation of the Plan in Chapter 15, a Framework for Monitoring and Evaluation in Chapter 16, and the Conclusion in Chapter 17.

2. ENVIRONMENTAL SCAN

2.1. Situation Analysis

2.1.1. Over-politicisation of Local Government and Service Delivery

Lesotho has made commendable strides towards the realisation of an effective and efficient decentralised local government system. The first local government elections were held in 2005; and a second one in 2011. It has since then successfully re-demarcated the original 10 District Councils and 128 Community Councils into 10 District Councils, 1 Municipal Council, 11 Urban Councils and 64 Community Councils. Currently about 926 elected councillors are functioning in the 86 local authorities along with Chieftainship structures in the country. In some districts, there are as many as 7 different political groupings represented in the Councils. However, owing to the highly politicised nature of local governance in the country, there is a perception among many Basotho that elected councillors are responsible for service delivery and the overall development of their respective areas of jurisdiction. This is partly because the administrative machinery that should be enabled and held accountable for the development and implementation of programmes, and the delivery of municipal and rural development services are relatively very weak, and highly politicised. In nearly all District Councils in the country, there is inadequate clarity regarding the powers, authority, roles, structures and procedures of engagement between the District Administrator and the District Council Secretary – and in some cases between the Councils and the Chiefs. Some of the areas of persistent contention include land allocation and natural resource management, and in some cases the implementation of capital and infrastructure programs. The recently approved decentralisation policy and its accompanying implementation action plan seem to provide some redress to this situation.

2.1.2. The Decentralisation Policy and Perceived Implementation Challenges

By the current decentralisation policy, Lesotho seems to have chosen full devolution as its model or framework of decentralisation. Yet, the decentralisation policy does not appear to be fully owned by all stakeholders. There are subtle and overt resistances arising from perceived implementation challenges; as for example, whether or not to reverse examples of de-concentrated Ministries, such as Education, Health, etc. It is obvious the more sensitisation and buy-in would be required to enable a smooth roll out of the policy in line with the designed roadmap for its realisation.

2.1.3. Administrative and Fiscal Decentralisation for Improved Service Delivery

As part of the roadmap for implementing the decentralisation policy, the MLGCPA is geared to facilitating administrative and fiscal decentralisation. These aim towards the establishment and empowerment of the optimal level of administrative structures in Councils, along with programme budgeting and the development of functional processes, skills and competences for efficient service delivery. These initiatives would enable Councils to consolidate and coordinate the planning, implementation and review of capital programs and budgets leading to a more effective delivery of services to the communities. Presently, the functions related to programme planning and implementation of capital projects at the Council level are dispersed among various structures (such as the DA's Office, the DCS's Office, the various sector Ministries operating in the Councils, NGOs and private sector actors). As a result, economic and infrastructure development plans, settlement layout and development plans, land use and natural resource management plans, Council or Municipal services management plans, and their respective budgetary estimates are undertaken disparately. There is hardly any coordination of these disparate initiatives to align them to clearly defined Council objectives and desired results / targets. Needless to say, this is a scenario for overlaps, wastage and inefficiencies; and the MLGCPA seek to address these challenges.

2.1.4. Transfer and Capacity Development of Personnel

Significant efforts would be required to achieve the smooth transfer of the large numbers of personnel (estimated at about 6,000) from the public service to the local government service and to capacitate them in their new roles as implementers and providers of community / municipal services in the Councils.

Within the framework of the decentralisation policy, there is also the recognition that personnel in the public service or central government functions would need to be capacitated and re-oriented to enable them perform their re-defined functions, namely: policy formulation and review; harmonisation and synchronisation of legislative and regulatory framework; monitoring, evaluation, quality assurance and coordination; and distillation of lessons learnt and the management of knowledge products for policy and programming. These functions would obviously be new to many of the personnel who would remain in the central government functions as the decentralisation policy gets implemented, and all other functions get devolved to Councils. Similarly, personnel who get posted to Councils would need to be capacitated and re-oriented into their new roles and functions. The MLGCPA would be required to facilitate and coordinate these HR and capacity development processes, along with the institutionalisation of the necessary HR management tools and protocols, such as job evaluations, delineation of job functions, recruitment, remuneration systems, staff development, performance appraisal systems, promotion, discipline, and retrenchment or retirement procedures and standards. Without doubt, many public servants and local government personnel are waiting for these to happen.

2.1.5. Council Financing and the Challenge of Poor Service Delivery

Perhaps the most commonly cited challenge to the implementation of the strategic plan is council financing. Long delays in the release of heavily cut budgets are having serious impact in the form of low service delivery on the ground. In the current arrangements, budget allocation and central government transfers for financing local authorities, are routed through the MLGCPA, as the councils are not direct budget heads in the Ministry of Finance (MoF). When councils utilise public funds, their reports go through the MLGCPA, authenticated by the Directorate of Planning (for capital budgets and projects), and the Office of the Financial Controller (in the case of operational and running budgets and expenditures) to the Ministry of Finance. If the MoF has any query on the council reports before accepting them and authorising the release of more funds, the query goes through the MLGCPA. It appears the routing of Council financial allocations/transfers and financial reports through the MLGCPA is merely a tradition, as currently every district council has a Financial Manager or two (in the Offices of the DAs and DCSs) who have higher qualifications than the Financial Controller in the MLGCPA. This system has created within it a bottleneck that could be addressed by making District Councils direct budget heads in MoF budgeting process, capacitating Financial Managers of the District Council to comply with MoF standards and requirements. Interestingly, the new decentralisation policy seeks to achieve these objectives.

Another issue with council financing is that budgets (especially capital budgets) are received very late in the financial year; sometimes only in the third quarter, and are usually only a small proportion of what the Councils request. The late transfer makes it difficult for the Councils to spend, as the procurement process takes up to two months in many cases. The result is that by the time the councils are ready to award contracts to spend the budget, the financial year has ended and the funds must be returned to chest. In the subsequent budget cycle the inability to spend becomes a reason for further cuts in the council's budget. This unfortunate cycle of events has had the effect that very little service delivery actually takes place. A third phenomenon with council financing is the well-known frequent cases of financial malfeasances, corruption and incompetence associated with procurement of capital goods and services, and well as the management of public funds in general. Over the years, the failure to prosecute and punish malfeasances have tended to create a culture of impunity and a cycle of non-delivery of much needed services in the councils. It is clearly articulated in the context of the new decentralisation policy and the follow up discussions on fiscal decentralisation and public financial management that the Government of Lesotho is seeking to address these issues on council financing. This would be a major pillar to ensure the success of decentralisation and the mandate of the MLGCPA in that regard.

2.1.6. Absence of Results-Based Performance Culture in MLGCPA

Within the MLGCPA, staff performance is hardly evaluated against some defined results, objectives or targets. The absence of a results-based, performance management culture in MLGCPA has created a situation where most of the work done in the Ministry has been guided by ad-hoc, short-term, short-lived plans and

budget proposals that are not always and clearly linked to the achievement of objectives and targets in the Ministry’s strategic plan. This has been the situation, because there is no performance appraisal, rewards and sanctions system that demands of supervisors at the various levels to call their teams to account regarding the achievement of objectives in the strategic plan. This has to be addressed with a sense of urgency so that personnel in the Ministry would be utilised more efficiently and professionally.

2.1.7. Inadequate Clarification of Roles among MLGCPA Directorates

An aspect of the performance challenge in the Ministry has been the persisting overlaps in functions, lack of cooperation and coordination, and relentless turf wars among some Directorates and their respective engagements with Councils. These arise from non-functional structures, the lack of planning and the absence of a performance management culture. This has been the case primarily with regard to the Council oversight functions of the Directorates of Decentralization and Planning, and the Office of the Financial Controller on one hand; and the Office of the DG on the other. A similar lack of clarity has also persisted with regard the position and mandate of Councils as “Planning Authorities”, and the roles and responsibilities of the Divisions on Physical planning, Land Use Planning, and Lands in the Ministry. The Town and Country Planning Act 1980 stipulated that the Commissioner of Land is the Planning Authority at the national level. The Local Government Act (as amended) also makes each Council a planning authority at that level. This is not common knowledge to most people.

This confusion has been worsened by the absence of a Chief Surveyor and a Commissioner of Lands, as these positions had been ceded or moved to the Land Administration Authority (LAA). Understandably, not much service delivery could take place while these confusions persisted. There are on-going efforts to move the Commissioner of Lands and the Chief Surveyor back to the Ministry, and to also devolve land use, settlement planning and land administration implementation functions to Councils, accompanied by the requisite human resources, budgets, and assets. To address these and other re-structuring concerns, the senior management of the MLGCPA have agreed to devolve all implementation functions, along with the personnel, budgets and assets to Councils in line with the decentralisation policy.

2.1.8. MLGCPA in Road and Building Construction

The construction and/or maintenance of some 500km of rural roads (also referred to as Local Government roads) have been ceded to the MLGCPA to implement in collaboration with the various Councils. These gravel and earth roads are in all the 10 districts as follows:

District	Length (Km)
Butha Buthe	61.57
Berea	47.22
Leribe	43.00
Mafeteng	58.00

Mohale's Hoek	44.00
Mokhotlong	27.00
Maseru	67.00
Qacha's Nek	43.80
Quthing	59.00
Thaba Tseka	49.50
Total	500.09

The MLGCPA has since procured road construction plants and equipment and deployed engineers, and technicians who are constructing and/or maintaining these roads in collaboration with the respective Councils. In the same vein, the MLGCPA has engaged a structural or building engineer to work with the Councils and build their capacity in building inspection and building controls to ensure the structural soundness and safety of buildings, especially in urban areas. It appears that with the exception of Maseru City Council, all the other Councils would need support from the MLGCPA for the next 3-4 years, as these capacities and competences remain very rudimentary among their current crop of personnel.

There is even a bigger question related to this issue: how cost effective and economically sustainable is the current practice where the MLGCPA is procuring plants and equipment and building roads and infrastructure in collaboration with Councils? Has any alternative scenario been compared with this current option that sounds more politically expedient than financially and economically justifiable? Within the MLGCPA, there is a ground swell of opinions that the Ministry should not be involved in direct construction of roads and infrastructure, as these functions would have to be devolved to Councils under the new decentralisation policy.

2.1.9. HIV/ AIDS and Gender Implementation

The implementation of work place policy and HIV/AIDS mainstreaming in the Ministry and the Councils remain very weak, as there is no budgetary allocation and enough personnel directly in charge and accountable. In the new plan strategies for realizing these functions must be clearly outlined in line with the decentralization policy

2.1.10. Functional Relationships Between Chiefs and Local Authorities

The overlapping roles of Chiefs and Councils on the ground have not as yet been addressed. The moratorium that was placed on land allocation before the promulgation of the Land Act 2010 seems to have been lifted, allowing Councils to allocate land in areas with approved layouts and structure plans. But Councils still have a practical challenge, as the Assistant Physical Planners posted to the Councils do not seem to have the requisite competence to produce technically approved layouts and structure plans. Besides, layouts and structure plans cannot be approved when the land ownership, tenure-ship and acquisition processes (including the payment of requisite compensations) have not been finalised. Currently, these factors have come together to create a stalemate on land allocation and development.

Currently the functional relationships between Chiefs and local Councils have not been fully clarified. What seems to be clear is that Chiefs, as members of Councils, are involved in land development issues. Principal Chiefs do maintain rights to allocate lands in cattle posts, and grazing areas. They are deeply involved in attesting to the ownership of assets and landed properties of people living in their areas of jurisdiction; and also in affirming or attesting to births and deaths and the citizenship status of people in their areas of jurisdiction. Besides, Chiefs serve as the “*first police officers*” and “*conflict mediation officers*” in the communities; as well as the custodians of the culture and traditions of the Basotho people. To enhance and maintain the dignity and functionality of Chieftainship, the Ministry would need to implement a clear strategy in line with the decentralisation policy to resolve the persisting ambiguities in the roles, powers and limits of Chiefs with regard to local governance.

2.1.11. Facilitating the Establishment of National Association of Local Authorities

The strategic plan 2009 – 2013 did not include specific strategies for establishing and supporting the operationalisation of a National Association of Local Authorities. Yet the work the MLGCPA (specifically the Office of the DG) has done so far in this direction is laudable. This is because it serves as a significant pillar in addressing inter-governmental relations between local authorities and the central government. Efforts must continue in this initiative to enable local authorities realise their mandate and functions in a cooperative relationship with the central government.

2.2. Analysis of Strengths, Weaknesses, Opportunities and Threats

2.2.1. Overview

The SWOT analysis explains the internal strengths and weaknesses of the Ministry, and identifies external opportunities and threats that challenge it in respect of its mandate and objectives. The SWOT analysis, as part of the environmental scan, is a vital input for determining the focal areas of actions (the strategic options) of the Ministry into the future. The effectiveness of the Ministry, going forward, would depend on how well it is able to determine the critical or focal areas of action and the specific strategic objectives to pursue in these areas of action. The SWOT analysis provides a means to making these determinations; as it enables the Ministry to use its strengths, work on its weaknesses and address external and opportunities and threats.

2.2.2. Strengths of MLGCPA

As the lead agency of the Government of Lesotho implementing the nation’s agenda in decentralised local government, the MLGCP is backed by well-known and well-accepted Constitutional, legislative and regulatory frameworks. The Ministry has access to regular budgetary allocations, a pool of qualified public personnel and a commendable set of assets, infrastructure and facilities to perform its

functions/mandate. In addition, the Ministry's agenda of promoting effective decentralised local government continues to be attractive to various development partners, as they continue to provide much needed financial and technical assistance to the Ministry. Over the years the leadership of MLGCPA in the nation's decentralisation process has been well acknowledged, and this promises to continue into the foreseeable future. The relationship between the Ministry and the Chieftainship institution remains cordial as partners in the local governance process. The Ministry houses a deep well of institutional memory and knowledge products from its achievements over the years in promoting decentralised local governance, and managing the formulation and revision of the accompanying legislative and regulatory frameworks. From years of undertaking local council inspections and providing capacity development support to Councils, the Ministry has gained remarkable competence in these fields and continue to have the competence to coordinate Council support and capacity building programmes.

The Ministry has demonstrated the capacity to facilitate the formulation and revision of policies, legislative and regulatory instruments in areas of decentralisation, local authority boundary demarcation, lands, housing, and Chieftainship.

2.2.3. Weaknesses

A primary weakness of the MLGCPA is that it does not have a results-based performance management culture. As such, there is no system that supports or compels its personnel to set performance targets by way of approved work plans and budgets linked to the Ministry's strategic objectives. There is therefore no clear basis or reference point against which annual performance of personnel (or even Directorates) is assessed to enable a determination of achievements and shortfalls, competence, skills gaps and training. For some time now, nearly all the work done in the Ministry has been guided by ad-hoc, short-term, short-lived plans and budget proposals that are not clearly linked to the achievement of the strategic objectives and targets in the Ministry's strategic plan.

Another weakness of the Ministry is that there are overlaps and lack of clarity, regarding the functional relationships among a number of the Directorates. These tend to manifest as lack of cooperation and coordination, and turf wars, arising from inadequate clarity of roles, responsibilities and powers between certain Directorates, and their engagements with Councils. This has been the case primarily with regard to the Council oversight functions of the Directorates of Decentralization and Planning, and the Office of the Financial Controller on one hand, and the Office of the DG on the other. A similar lack of clarity has also persisted with regard the position and mandate of Councils as "Planning Authorities", while the Commissioner of Lands remains the planning authority at the national level. This confusion has been worsened by the absence of a Chief Surveyor and Commissioner of Lands, as these positions had been ceded or moved to the Land Administration Authority (LAA). Understandably, not much service delivery could take place while these confusions persisted. With the advent of the decentralisation policy in February 2014, and also based on decisions of the Ministry taken in June 2014 at a Senior Management Retreat held in Mohale, the Office of the DG would cease to be in

existence. Its functions have been moved into the Directorate of Decentralisation and the Office of the Financial Controller. Efforts are underway to re-structure the Directorate of LSPP. There is the need to expedite action on these decisions.

Another weakness of the Ministry is that as the lead agency of the national government, facilitating, coordinating and overseeing decentralisation, the Ministry has as yet not decentralised any of its functions, and the associated personnel, assets and authority to Councils. It has as yet not practiced what it is asking other line Ministries to do. This gives a negative public relations image to the Ministry. Moreover, the failure of the Ministry to decentralise feeds into a prevailing perception within some sector Ministries that the MLGCPA is seeking to become a “Super Ministry” by promoting the decentralisation policy. These perceptions make cooperation between the MLGCPA and some sector Ministries rather difficult.

Two separate Human Resource Directorates, one for the Central Government and the other for Local Government Service have been in operation at least since 2009. Yet, there is as yet no coherent programme for training and capacity development of personnel of the Ministry and those of the Local Government Service. The effect of this weakness is that technical and managerial competences in the MLGCPA as well as in the Councils have not been developed to match new roles and responsibilities. This is an area where urgent action is required.

Funds from development partners through joint programmes with the Ministry have always constituted a major component of the overall operational funds of the MLGCPA. The number of development partners and development cooperation programmes in the Ministry has decreased over the years. This is more visible in the HIV/AIDS sector, but also in key areas such as development/integrated planning in the Councils. This decline in donor presence has affected the volume and improvements in service delivery in the Councils and communities, as well as the capacity development of local authorities. In the years ahead, the Ministry might have to address this issue more coherently.

The competence, discipline and vigilance required for overseeing financial management and internal controls in the Councils have been weak. This has led to serious financial leakages, malfeasances, and corruption in the management of public funds channelled through the MLGCPA. This is happening, even though each of the District Councils has at least two qualified Financial Managers: one in the office of the DA, and at least another one under the Office of the DCS. As the nation prepares to develop and implement fiscal decentralisation, serious steps would have to be taken to build technical, managerial and supervisory capacity, and also institutionalise improved internal control mechanisms to ensure financial discipline in the Councils and in the Ministry as well.

2.2.4. Threats

External factors that pose a threat to the Ministry and its ability to deliver on its mandate include the pull of the South African labour market for experienced and competent personnel from Lesotho in general, and the technical fields of the

Ministry's portfolio; such as Planning, Housing, Survey, Land Administration, Finance and ICT. The public service in Lesotho is unable to compete with the more attractive public sector, and even more so, the private sector in South Africa. The risk would remain that trained personnel in the Ministry could be lost to South African employers. Another concern about personnel and human capacity in the Ministry and the Councils is the threat that delays in implementing the HR component of decentralisation policy/programme might pose. The issue here is the training/re-training needed for personnel that would remain in the central government to enable them perform their revised functions in the areas of policy, legislation, quality assurance, coordination, capacity development, and knowledge management. At the Council level the issue would also be about training and re-orientation of personnel that are moved to the Councils in the specific nuances of the work processes and culture of local authorities. The release of adequate funds and the political drive for implementing the HR components of decentralisation are not all in the power of the MLGCPA. Moreover, remuneration packages of public servants in the central government are different from those in the local government service. This accounts for on-going resistance related to transferring staff from one service to the other.

In spite of successes achieved, and clarifications gained, through the promulgation of the Lands Act 2010, and on-going efforts to return the positions of Commissioner of Lands and Chief Surveyor from LAA to the Ministry, there is as yet no answer to the question of compensation and land acquisition for purposes of settlement planning and development control. These could threaten the effective functioning of the Ministry if the necessary harmonisation and synchronisation of processes and legislative instruments are not addressed up-front. The highly polarised party political atmosphere in the country (associated with the recent security threats and instability) could pose a threat to the attainment of the mandate of the Ministry, as public servants and Councillors might not be insulated from the rancorous political processes.

2.2.5. Opportunities

The recently approved decentralisation policy and its accompanying road map provide the Ministry with great opportunities to work with other sector Ministries to devolve functions, along with the accompanying personnel, assets and authority to Councils. They also offer a means to mobilise other sector Ministries towards building the capacity of local authorities to improve on service delivery. There are positive signs that the International Monetary Fund (IMF) is keen to support Lesotho to reform and improve its Public Financial Management system and also implement Fiscal Decentralisation. These would be great opportunities to improve capacity and discipline at all levels of government in the management of public funds.

The Chieftainship Act 168 (as amended) is currently being revised. This is an opportunity to ensure that the roles of Chiefs, and their functional relationships with Councils in the management of local development and governance systems are clarified and improved.

3. CRITICAL FOCAL AREAS OF ACTION FOR 2015 – 2019

3.1. Overview

Based on the situation analysis and the analysis of the strengths, weaknesses, threats and opportunities, the Ministry was faced with strategic choices regarding the way forward. The choice of focal action areas (or strategic priorities), and the corresponding strategic objectives for the period 2015 – 2019 was informed by an appreciation of the critical changes that have to be made in order to improve service delivery in the communities, and to sustain the capacity of Councils to perform their mandate. Moreover, the improvements needed within the MLGCPA to enable efficiency and effectiveness in the performance of its functions have been considered as a priority area of action in the next five years.

3.2. Coordinate Implementation of the Decentralisation Policy

The MLGCPA has been charged with the responsibility to facilitate and coordinate the implementation of the national decentralisation policy and its accompanying action plan. This is a traditional mandate of the Ministry. It would be crucial in the years ahead that the Ministry leads the decentralisation process by being an example. It would devolve functions, personnel, assets and authority to Councils in accordance with the decisions taken at the Senior Management retreat held in June 2014 at Mohale. In addition, the Ministry will develop strategies to work effectively with other sector Ministries to implement the decentralisation policy and all the objectives in the National Decentralisation Implementation Strategy and Action Plan. An important aspect of this would be for the Directorate of HR Local Government Service to collaborate closely with the Ministry of Public Services to develop and deploy the necessary HR Management tools to ensure appropriate job evaluations, job placement, performance management, capacity development and the grooming of a cadre of local government personnel who are knowledgeable in the nuances of local government administration and financial management.

3.3. Re-structure the Ministry and Build the Capacity of Personnel

Associated with the devolution of functions from the MLGCPA is the need to re-structure and capacitate the personnel who would remain in the Ministry. As a matter of urgency the organisational set up of the MLGCPA would have to be firmed up, together with ensuring that the right mix of skills and competences are assembled in each Directorate to perform the functions for which the Ministry exists. With regard to this, it is of utmost importance that the functions of the Directorates of Lands, Survey and Physical (Settlement) Planning, as well as the Directorate of Housing are amply clarified, along with a clear organizational set up for each of these Directorates. Similar actions might be needed in the other Directorates, informed by functional analysis (or job evaluations) to determine the calibre, qualifications, competences and numbers of personnel required for each Directorate in relation to the new functions after devolution to Councils. This process would entail re-writing the job descriptions and deliverables of some critical individuals and Directorates. The required HR policy and management tools would need to be developed and

deployed to ensure the right job placements, performance management and capacity development in the MLGCPA.

3.4. Introduce Result-Based Performance Management Culture

This would seek to ensure that work done by personnel in the various Directorates and their respective supervisors are guided by annual work plans and budgets that are geared towards the realisation of the objectives and indicators in the Ministry's strategic plan. It would also ensure that performance is measured regularly (say quarterly) and rewarded, while incompetence is addressed through training and/or sanctions. In the next five years it would be crucial for the Ministry to introduce this culture with as much support as it would need. These would in essence be a culture change process that would require sustained effort over a long period of time. An aspect of this culture change would be the institutionalisation of monitoring, evaluation and knowledge management as a major pillar in the results-based performance management system of the Ministry.

As part of this process, personnel who remain in the MLGCPA at the centre would need to be re-oriented into their re-defined functions of policy formulation and review, the development and review of legislative and regulatory instruments, coordination, monitoring, evaluation, quality assurance and knowledge management. They would also be required to be competent in overseeing and coordinating capacity development of local authorities. A well-supervised annual work plan used as a basis for clarifying performance and results, would also be a fair yardstick for measuring the performance of personnel of the Ministry. The concept of service/performance contracts would be a worthwhile idea towards ensuring enhanced efficiency and effectiveness in the next five years.

3.5. Improve Capacity for Planning, Budgeting and Project Management

The new strategic plan may need to introduce and implement strategies for improving the capacity of Councils and Directorates of MLGCPA in the areas of planning, budgeting and project management. As part of this improvement process, it would be important to ensure that Council level planning and budgeting processes integrate the economic, land use, environment and natural resource management as well as settlement planning and infrastructure development aspects of the service delivery mandate of Councils. Currently planning and budgeting for these aspects of development in Councils are undertaken separately, with little or no coordination or integration; especially because various aspects fall under the responsibility of different departments or structures operating in the Councils. This would mean consolidating the planning process under the DCSs and giving the District Councils the capacity to function as planning authorities and budget-accountable entities to the Ministry of Finance. This would be a strategy to overcome the current fragmented and disparate planning and budgeting processes in the councils, and is in line with the new decentralisation policy.

If this is achieved, infrastructure development, and other public works, such as land reclamation and natural resource management projects, water and roads

construction, rehabilitation and maintenance works, as well as settlement planning and land management would all be coordinated across sectors in the geographical space of the districts. In addition, the relevant personnel in the DPUs and DDCCs as well as the respective implementers of service delivery functions in the Councils would need to be trained in project management to ensure enhanced efficiency and effectiveness in project implementation and budget management.

At the national /central level in MLGCPA, there would be the need to work out a strategy to also ensure that the Ministry's annual and medium-term BFPs (and the BFPs for the various Directorates) serve to guide the allocation of resources and the tracking of results of various Directorates and personnel. These could be used as a basis for Directors to sign respective Performance Contracts with the Principal Secretary of the Ministry; thus, establishing the benchmark for evaluating performance and competence.

3.6. Clarify the Roles of Chiefs and their Functions Relationships Councils

It is generally recognized (as reflected in the decentralisation policy and the decision of the senior management team in MLGCPA at the retreat held in Mohale in June 2014) that Chieftainship functions would not be devolved. However, it is also widely recognized that there is a prevailing lack of clarity and shared understanding about the functional relationships between Chiefs and Councils. Chiefs continue to function as the "first policemen" in their communities. They deal with conflict mediation, and attest to the ownership of properties and assets, births and deaths; and are also the custodians of the traditions and cultural heritage of Basotho, among several other administrative oversight functions in their areas of jurisdiction, including the management of cattle posts and grazing lands, etc. There is as yet no sufficient clarity on the relational mechanisms between Chiefs and the Councils, beyond Chiefs serving as (ex-officio?) members of Councils. This is the root cause of the frequent and persistent conflicts between Chiefs and Councils.

Considering that the Chieftainship Act is currently being reviewed, it be recommended that the strategic planning should include strategies and activities that would drive the review of the Chieftainship Act towards strengthening and enhancing the effectiveness of Chiefs in the Councils. In the MLGCPA, it would be of particularly relevant to build the capacity of the Chieftainship Directorate with sub-functions and sub-programs line with its mandate.

3.7. Implement HIV/AIDS Workplace Policy and Mainstreaming

In the new plan clearer and more realistic strategies must be formulated to ensure the achievement of the objectives espoused in the Ministry's HIV/AIDS workplace policy. In addition, more realistic strategies need to be implemented to ensure the mainstreaming of HIV/AIDS into the functions and programmes of the various Directorates of the Ministry and the Councils. This would require ensuring that competent, proactive and capacitated HIV/AIDS Units are functioning in the Ministry; one responsible for the overseeing and coordinating HIV/AIDS programmes of Councils, and the other for programmes of the Ministry at the national level.

PART II: VISION, MISSION, OBJECTIVES AND STRUCTURE

4. VISION, MISSION, AND STRATEGIC OBJECTIVES

4.1. Overview

The Vision, Mission, Overall Goal and Strategic Objectives of the Ministry for the period 2015 - 2019 have been determined on the basis of the analysis of its internal and external environment. The situation analysis and the analysis of the strengths, weaknesses, opportunities and threats led to the determination of the critical focal areas the Ministry needs to attend to over the next five years. The strategic objectives that have been defined emanate from what the Ministry has chosen to achieve in these critical focal areas over the period 2015-2019.

4.2. Vision

A nation with a well functioning decentralised local government system that delivers improved services to the people, promotes people's participation in development and provides the enabling environment for economic growth and poverty reduction.

4.3. Mission

To promote, deepen and consolidate a sustainable and effective system of local governance for improved service delivery and enhanced quality of life

4.4. Overall Goal for 2015 – 2019

To support and strengthen Councils in the provision of quality services to the nation through a well defined policy framework and adherence to laws and regulations

4.5. Strategic Objectives for 2015 – 2019

1. To facilitate and coordinate the implementation of the national decentralisation policy (including fiscal decentralisation), and its accompanying action plan [*Decentralisation*]
2. To re-structure the MLGCPA and enhance its capacity to deliver its core mandate more effectively and efficiently in line with the Local Government Act 1997 (as amended), other relevant Acts, and the national decentralisation policy [*Organisational Capacity Development*]
3. To ensure efficient and sustainable management of land, as well as rural and urban development through the promotion of appropriate policies and guidelines, and capacity development of Councils and other relevant actors [*Lands, Survey and Physical Planning*]

4. To support and strengthen Councils to provide quality services to the nation through efficient planning, budgeting and program management [*Planning and Budgeting*]
5. To facilitate the delivery of affordable quality houses to Basotho within properly planned settlements [*Housing*]
6. To support a service – oriented Chieftainship institution that is adaptive to the decentralisation and local governance. [*Chieftainship*]
7. To contribute towards prevention, treatment and mitigating the impact of HIV and AIDS [*Cross Cutting*]

5. ORGANIZATIONAL STRUCTURE AND MANAGEMENT SYSTEM

5.1. Overview

The MLGCPA is responsible for a wide range of portfolios that span local government and rural development; lands and physical planning, including settlement planning; Chieftainship; Housing; and overall planning, budgeting and project management of Councils. It is obvious that special care needs to be taken to define the detailed functions and deliverables of each of these portfolios, and the interface mechanisms needed for managing cooperation among them. This section of the strategic plan addresses these issues.

In line with the Ministry's decisions at the senior management retreat in June 2014, and to enable the Ministry achieve the strategic objectives outlined in section 4 above, the Ministry would be organised into the following Directorates with the corresponding functions and deliverables. It is intended that there would be five Technical Directorates of the Ministry and three Directorates responsible for administration and support services. These are:

A. Technical Directorates:

1. Directorate of Decentralisation
2. Directorate of Planning³
3. Directorate of Land Management (formerly, and otherwise known as LSPP)
4. Directorate of Housing
5. Directorate of Chieftainship

³ The Directorate of Planning has traditionally been associated with the Directorates of Finance, HR and Administration as constituting the Support Services of the Ministry. In this current strategic plan, the technical functions of the Planning Directorate, related to the quality assurance of plans and budgets, the M&E of the Ministry's strategic plan implementation, coordination of donor funds and development cooperation support programmes in the Ministry have served to highlight the technical nature of the Directorate. This is the basis for placing the Directorate of Planning in the list of Technical Directorates

B. Administration and Support Services Directorates:

6. Directorate of Finance
7. Directorate of Administration
8. Directorate of Human Resources – Central Government and Local Government Service)

To ensure efficient oversight and supervision, and a manageable span of control over the 8 Directorates, it has been decided that the Deputy Principal Secretary (DPS) will be assigned the delegated function of maintaining oversight and immediate supervisory responsibility over the three Administration and Support Services Directorates on behalf of the Principal Secretary. The Principal Secretary, in essence, remains the Chief Accounting Officer of the Ministry and overall head of all the eight Directorates, as well as the DPS and the Directorates assigned to him/her to supervise. In addition, there is an Office of the Internal Auditor that is semi-autonomous and supports the PS in his/her oversight responsibilities, regarding procurement, financial management and internal controls.

5.2. Functions and Deliverables of Directorates of the Ministry

The functions and deliverables of each of the ten (10) Directorates of the Ministry are presented in this section. These functions and deliverables reflect the critical services that each Directorate exists to deliver; and more especially, what the Directorate would focus on as the key functions, outputs and outcomes it would like to achieve in the next five years (2015-2019).

5.2.1. Directorate of Decentralisation	
Functions	Main Deliverables
<ul style="list-style-type: none">• Facilitate and coordinate the implementation and revision of the national decentralisation policy (including fiscal decentralisation) and its implementation strategy or action plan, ensuring that it is broadly owned by all key stakeholders as a national policy and strategy for improved service delivery• Facilitate the revision/amendment of the Local Government Act and its harmonisation with other relevant Acts to reflect the provisions in the national decentralisation policy and the role and structure of Local Authorities• Facilitate, organise and be overall responsible for Council inspections and the use of inspection reports as insights to coordinate and facilitate capacity development programmes of	<ul style="list-style-type: none">• Sector Ministries (including and led by the MLGCPA) have devolved relevant functions, personnel, assets and authority to Councils• The Local Government Act 1997 (as amended) is updated and harmonised with all other relevant Laws and regulations to make the legal and regulatory frameworks in Lesotho more responsive to the national decentralisation agenda• Guidelines for Council Inspection and the criteria for performance assessment of Councils are developed, shared and used through cooperation with relevant Directorates & stakeholders, including Councils.• Insights from Council inspection reports are distilled and used as the basis for formulating capacity building programmes of Councils• Capacity of Councillors, Chiefs and other

<p>Councils to enable them comply with the decentralisation policy, the Local Government Act, and their mandated roles</p> <ul style="list-style-type: none"> • Collaborate with the Directorate of Chieftainship to oversee and facilitate improved functional relationships between Chiefs and Councils in line with the decentralisation policy, the Local Government Act and the Chieftainship Act. • Facilitate the implementation of capacity building programmes for Councillors, Chiefs and Local Authorities, CSOs and other Non-State actors towards enhanced compliance with requirements for decentralised local government 	<p>relevant functionaries of local authorities are built</p> <ul style="list-style-type: none"> • Councils are clear about their functions and responsibilities and gain more competence and capacity to comply with standards and procedures expected of them • Enhanced clarity to all key stakeholders in the Councils about the roles and powers/limitations of Chiefs in local government • Improved functional relationships and reporting lines within Council and between Council and Central Government structures are clarified and operationalized through regulations and training
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5.2.2. Directorate of Planning

Functions	Main Deliverables
<ul style="list-style-type: none"> • Facilitate and coordinate the formulation, implementation management (including M&E), and the revision of the MLGCPA strategic plan through Annual Work Plans and Budgets preparation and review of the various Directorates towards achieving the objectives and indicators set in the strategic plan • Facilitate, coordinate and assure the quality of Council plans and budgets (including capital projects and capital budgets) to ensure they are realistic and implementable within the framework of national plans and budget • Facilitate capacity building of Councils in planning, budgeting and project management to ensure enhanced effectiveness and efficiency in planning, budgeting and service delivery • Monitor and evaluate implementation of capital projects & budgets in MLGCPA and Councils • Collaborate with Directorate of Lands and Physical Planning to ensure integrated planning and budgeting for local economic development, infrastructure, land use and settlement development and land management planning 	<ul style="list-style-type: none"> • The MLGCPA strategic plan is used as a basis for annual work plans and budgets of various Directorates, and also for evaluating the achievement of results and re-planning annually • Councils are able to formulate realistic capital projects and plans and are able to implement at least 70% of planned targets/objectives annually • Councils are able to produce integrated mid-term and annual plans and budgets that reflect the local economic development, infrastructure, land use, land management and settlement development of the Councils • Improved capacity of Councils to plan, budget, implement and evaluate capital projects and district development plans

5.2.3. Directorate of Land Management

Functions	Main Deliverables
<ul style="list-style-type: none"> • Facilitate and coordinate the formulation, and revision of national land policy, land use policy and settlement policy (including physical / settlement planning standards) with central government agencies and local authorities • Collaborate with Directorate of Planning to facilitate, coordinate and quality assure Council land use, land management, and physical / settlement planning in line with key national objectives and standards • Oversee and facilitate the formulation and implementation of capacity development programmes of Councils to enable them comply with national land policy, national land use policy guidelines, and national land physical / settlement planning guidelines and standards 	<ul style="list-style-type: none"> • National Land Act 2010, and Land Policy, Land Use Policy, Settlement Policy are broadly owned and used by various stakeholders to guide land administration and management • Councils formulate physical / urban and settlement plans that are in line with national standards and are integrated with local economic development, and infrastructure development plans and budgets • Council plans meet national standards and are aligned to key national development objectives • Capacity of Councils to plan, implement and manage physical/settlement plans and development programmes have improved • Councils are clear about their functions and responsibilities, the functional relationships and reporting lines within Council and between Council and Central Government structures in the areas of lands management, physical and settlement planning and urban development

5.2.4. Directorate of Housing

Functions	Main Deliverables
<ul style="list-style-type: none"> • Undertake research and use the results to facilitate and coordinate the formulation of National Housing Policy (including alternative housing delivery approaches) in consultation with central government agencies, local authorities and private sector actors • Oversee and coordinate housing schemes to increase the delivery of affordable housing for government workers, industrial and other salaried workers, as well as other segments of the population in urban and rural centres • Coordinate the development of a 	<ul style="list-style-type: none"> • National Housing Policy is broadly owned and used by various stakeholders to guide housing delivery • Up-to-date database and validated information on urban and rural housing situation in Lesotho • Councils and private housing developers comply with national housing standards and building code • Capacity of Councils to deliver affordable, quality and safe housing in collaboration with private developers and other stakeholders are enhanced through training and exposure to

<p>strategy/framework for upgrading urban and rural settlements in collaboration with relevant Directorates and stakeholders</p> <ul style="list-style-type: none"> • Facilitate, organise and be responsible for the formulation of national housing standards and regulations, and their enforcement to ensure compliance • Formulate, and coordinate capacity development programmes for Councils to enable them comply with national Housing standards and building codes to improve housing quality and safety • Develop and maintain Housing Information and Data Management 	<p>guidelines and standards</p> <ul style="list-style-type: none"> • Councils are clear about their functions and responsibilities and the relationships and reporting lines within Council and between Council and Central Government structures in the areas of housing and housing delivery
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5.2.5. Directorate of Chieftainship	
Functions	Main Deliverables
<ul style="list-style-type: none"> • Review the Chieftainship Act 1968 to reflect current realities with regard to the functions, roles, responsibilities, powers and limitation of Chiefs in local governance, and their functional relationships with Councils • To ensure that chiefs have conducive working environment, and that at least all Principal Chiefs have decent and functional offices • To ensure that Chiefs are more supportive of and have synergetic relationship with Councils regarding development activities of local communities and Councils • To restore and streamline the judicial functions of Chiefs for minor offences in line with the national criminal code and civil laws of the nation • To reduce the incidence of boundary disputes • To build the capacity of Chiefs to play their roles more effectively 	<ul style="list-style-type: none"> • Chieftainship Act 1968 is amended and shared with all chiefs and key stakeholders, including Councillors and Council staffs • Chiefs are sensitized about their roles, powers and limitations, and their functional relationships with Councils • The functional relationship between Chiefs, Councillors and Council personnel are improved through the development and implementation of operational guidelines and training of all stakeholders • The capacity of Chiefs to engage with Councils and be supportive of local development is developed • The welfare and operational environment/facilities (offices, etc.) of Chiefs have improved • Prevailing boundary disputes are resolved

5.2.6. Directorate of Finance

Functions	Main Deliverables
<ul style="list-style-type: none"> • To ensure compliance with national financial regulations and standards within the Ministry • To produce faultless annual financial accounts of the Ministry on time • To support Council financial management and reporting to Ministry of Finance, ensuring compliance and improved quality annually • To institute budget controls and expenditure management (cost-saving and cost-efficiency) measures that would enable the Ministry achieve more results from allocated budget 	<ul style="list-style-type: none"> • The MLGCPA submits annual financial reports on time and with improved quality • Internal controls are instituted and improve cost-saving and cost efficiency • Council financial reports are of better quality and delivered on time annually • The capacity of Council financial personnel and systems are enhanced through training and exposure programmes

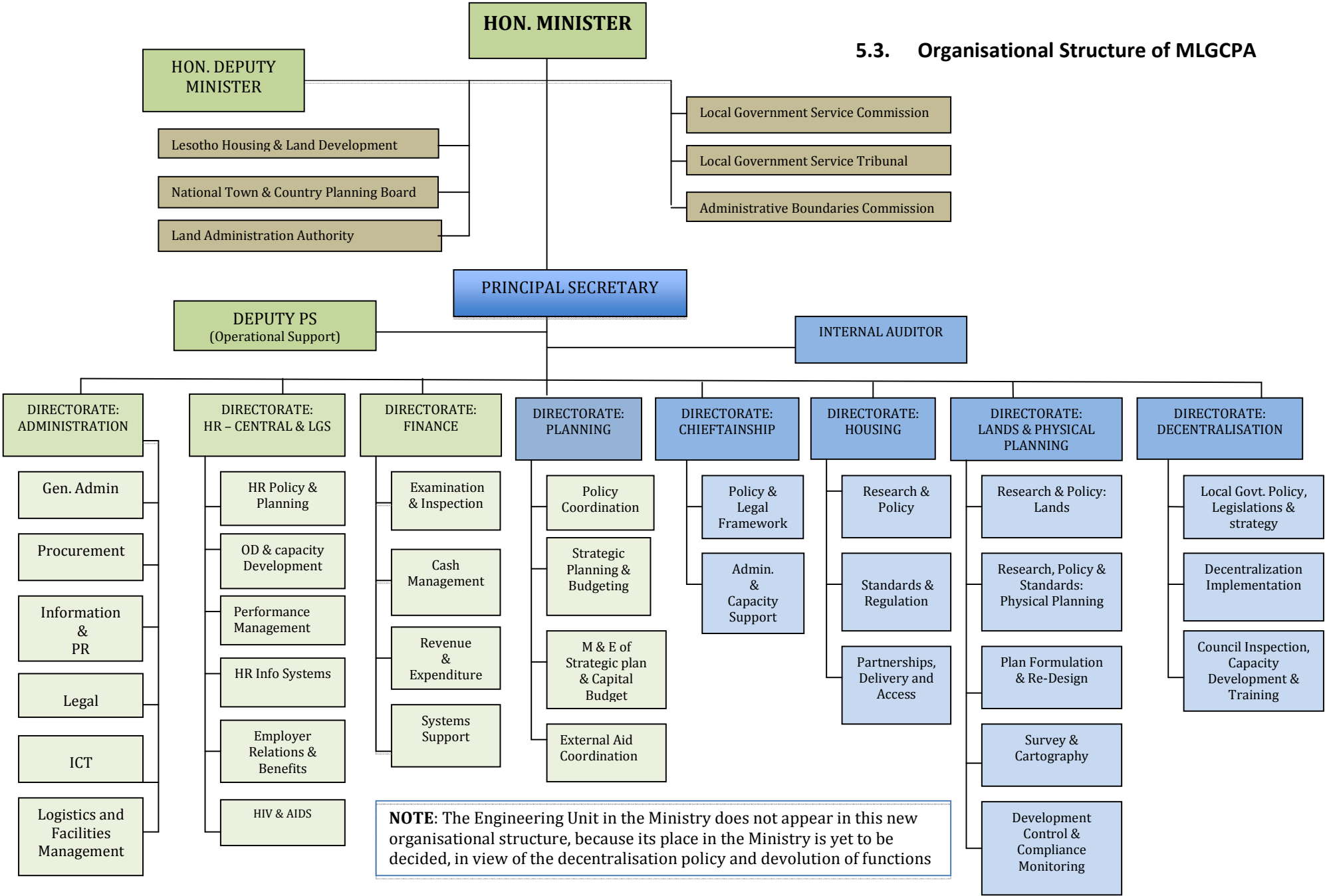
5.2.7. Directorate of Administration

<p>a. Administration Division:</p> <ul style="list-style-type: none"> • Provide secretarial and chancellery support to the Ministry • Procurement management • Logistic, infrastructure and information technology management • Management of the Ministry’s fixed and recurrent resources /assets • Information design, dissemination and management of Information, Education and Communication and the relevant policy, materials and equipment/technology 	<ul style="list-style-type: none"> • Archival, Registry and Chancellery services are efficient and effective • Safety of and easy access to records • Filing system (including electronic library) enhances access to files and records • Inputs for service delivery are procured on time, and in line with laid down procedures (IFMIS, etc.) • Effective and efficient operations and maintenance of Ministry’s assets, equipment and software assured • Ensure that there is adequate office space, equipment, events coordination for all Directorates
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5.2.8. Directorate of Human Resources – Central & LGS Government Services

Functions	Main Deliverables
<ul style="list-style-type: none"> • Formulation, implementation and review of Human Resource regulations and policies • Oversee compliance and adherence to Human Resource policies and standards • Manages institutional and organisational development: <ul style="list-style-type: none"> ○ Recruitment and selection ○ Remuneration and benefits ○ Employee Relations (discipline, grievance, disputes) ○ Management of the establishment ○ Training and Development/ Capacity Building • Management of Human Resource Information System • Managing performance • Building capacity within the Local Government Service • To contribute towards the national goal of reduction of HIV and AIDS prevalence by aligning the Ministerial response to the National HIV and AIDS Strategic Plan • Clarification of roles and functions within the Local Government • Improving the development of Human Resources within the Local Government Service 	<ul style="list-style-type: none"> • HR policies developed (e. g. recruitment policy, training policy, code of conduct, etc.) • Operational and functional structure (Establishments) of Councils are reviewed and developed in line with decentralisation policy • Up-to- date job descriptions and job profiles are developed and utilised • Establishment List developed and vacant positions filled timeously • Training of Human Resource and other Officers on the policies in force based on outcome of Council inspections on compliance of HR standards and procedures • Manage staff transfers from the Centre to the Councils, including staff benefits • Performance Management tools developed and used (e.g. performance appraisal, compact, work plan) and linked to training, promotion, etc. • Oversee compliance and adherence to Human Resource policies and code of good conduct in the LGS • Supervise Computerization and management of Human Resource Database • Consolidated Human Resource Data Bank • Capacity building of Local Authorities to become HIV and AIDS competent, and to mainstream HIV/AIDS into their programmes and budgets • Decentralized HIV and AIDS Workplace and wellness programmes mainstreaming • Ministerial HIV and AIDS Policy implementation (towards an effective and functional workplace wellness programmes under the 4 HIV and AIDS Domains; namely, Prevention, Care, Treatment and Support, as well as Impact Mitigation, Management and Coordination • Multi-sector approach towards the fight against HIV and AIDS (networking and adoption of regional, international and national HIV and AIDS development goals, policies and declarations)

5.3. Organisational Structure of MLGCPA



5.4. Management and Coordination Processes

There is the need for improved coordination and synergy among the Directorates to ensure cost effectiveness and efficiency in the use of resources towards the attainment of the Ministry's strategic objectives. The most critical functions that need to be coordinated are outlined in the chart below. The PS is the responsible Office in charge of these coordination functions. However, some of the coordination functions could be delegated to some Directorates to facilitate them for and on behalf of the PS.

Function / Process To Be Coordinated	Expected Results/Outcome	Stakeholders	Frequency	Responsible Office
1. Preparation of Annual Work Plans and Budgets, (including Medium-Term and Annual BFPs) of Directorates and the Ministry as a whole	<ul style="list-style-type: none"> Annual Work Plans, Budgets and BFPs of Directorates are synchronized with priorities, objectives and indicators in the Ministry's strategic plan 	All Directorates and Senior Management Personnel	By end of October each year	Director Planning
2. Quarterly M&E and review of work plans, budgets and BFPs (including capital projects and budgets) to determine achievements and deviations, and also make the necessary adjustments	<ul style="list-style-type: none"> Progress made and challenges faced with the implementation of Annual Work Plans and budgets are evaluated/reviewed, and remedial actions are developed to ensure success Status report and recommendations on the Ministry's performance regarding capital projects and capital budgets 	All Directorates and Senior Management Personnel	Quarterly	Director Planning
3. Formulation of capacity building programmes for personnel of the Ministry and Councils in the areas of planning, budgeting and project implementation management	<ul style="list-style-type: none"> Findings and recommendations of the M&E processes on the Work plans and budgets of Directorates are used to identify training needs and capacity gaps of the Ministry's personnel. These are then used to formulate training and capacity building programmes related to planning, budgeting and project cycle management 	All Directors and Senior Management Personnel	Once a year as part of Annual Work Plans and Budget preparation	Director Planning

Function / Process To Be Coordinated	Expected Results/Outcome	Stakeholders	Frequency	Responsible Office
4. Council inspections to assess compliance with approved guidelines, procedures, SoPs, and standards regarding: how Councils should function, including the roles of councillors and chiefs, and their relationships with the Council's administrative and technical personnel; inter-departmental relations and financial management and financial reporting	<ul style="list-style-type: none"> The strengths and weaknesses of Councils (the various actors/functionaries) with regard to skills, knowledge and practices in performing their functions and roles are identified The findings and recommendations of inspections are used for management decision making relating to: training, counselling, and discipline Inspection visits are linked to M&E of Council programmes to ensure the identification of strengths and weaknesses in complying to approved Standard operating practices and also to ensure synergy and cost-reduction in Inspections and M&E processes 	Selected personnel from all Directorates are constituted into inspection and M&E teams	At least half-yearly	Director Decentralisation
5. Annual Performance Appraisal of personnel who have supervisory or managerial functions (Directors and heads of Divisions)	<ul style="list-style-type: none"> An evaluation of the performance or achievements of supervisory and managerial level staffs against the results or targets in their annual work plans and budgets. A determination of the level of competence and training needs, regarding technical skills, managerial abilities, and relational/behavioural competence that enable more efficient and effective achievement of results. 	All senior management personnel	By November of each year	PS with support from the Director HR
6. Coordination of Financial and Technical / Development Assistance from donors and development partners	<ul style="list-style-type: none"> Evaluation and re-strategizing for enhanced effectiveness and growth in financial/technical assistance support from development partners 	PS and all Directors	By November of each year	PS with support from Director Planning

6. OVERALL RESULTS FRAMEWORK OF THE MINISTRY: 2015 – 2019

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES / OUTPUTS	MAIN ACTIVITIES
VISION: A nation with a well functioning decentralised local government system that delivers improved services to the people, promotes people’s participation in development and provides the enabling environment for economic growth and poverty reduction			
MISSION: To promote, deepen and consolidate a sustainable and effective system of local governance for improved service delivery and enhanced quality of life			
OVERALL GOAL: 2015 – 2019 To support and strengthen Councils in the provision of quality services to the nation through a well defined policy framework and adherence to laws and regulations			
STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES / OUTPUTS	MAIN ACTIVITIES
1. To facilitate and coordinate the implementation of the national decentralisation policy (including fiscal decentralisation), and its accompanying action plan [<i>Decentralisation</i>]	1.1. Awareness, knowledge and ownership of the decentralisation policy and its usefulness for service delivery have been raised among key stakeholders and the general public 1.2. Democratic Local Governments with executive authority are established and fully operational 1.3. Local Authorities capacitated and able to deliver improved services to the communities 1.4. Monitoring and evaluation provides evidence on progress made with implementing decentralisation	<ul style="list-style-type: none"> From 2015 onwards, an effective Communication Strategy with IEC materials is being implemented and ensures effective stakeholder engagement at all levels in the Decentralisation Process By end of 2016 the political and administrative structures, as well as the financing mechanisms and operational guidelines for devolved local government are in place and functioning At least 50% of line Ministries devolve functions, personnel and assets to Councils by end of 2016 By 2017 Fiscal decentralisation and PFM reforms enable Councils to receive increased inter-governmental transfers of funds 	<ul style="list-style-type: none"> Collaborate with Media, NGOs and CSOs to design and implement multimedia communication strategy with IEC materials for the various publics in Lesotho Develop and implement functional organisational structures and administrative /financial management processes for Councils Collaborate with Sector Ministries to devolve functions, resources, assets and authority to Councils Implement fiscal decentralisation and PFM reforms to enhance inter-governmental fiscal transfers Build capacity of Councils to deliver decentralised services

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES / OUTPUTS	MAIN ACTIVITIES
<p>2. To re-structure the MLGCPA and enhance its capacity to deliver its core mandate more effectively and efficiently in line with the Local Government Act 1997 (as amended), other relevant Acts, and the national decentralisation policy [<i>Organisational Capacity Development</i>]</p>	<p>2.1. Functions, personnel, budgets and assets are devolved to Councils, and the Directorates of the Ministry re-structured for the remaining functions</p> <p>2.2. Results-based performance management culture developed and institutionalised as performance contracts</p> <p>2.3. M&E and knowledge management supports the implementation and review of the Ministry's strategic plan and objectives</p>	<ul style="list-style-type: none"> • Organisational structure and job positions in all Directorates have been justified through job evaluations and competence matching to functions • Half-yearly and Annual result-based performance appraisal is used to track service delivery effectiveness and competence • Half-yearly and Annual M&E of Work Plans and budgets of Directorates provides evidence of strategic plan implementation and attainment of Ministry's objectives 	<ul style="list-style-type: none"> • Re-structure the Directorates as recommended in the June 2014 Mohale report on senior management retreat • Use Annual Work Plans and budgets of Directorates as a basis for performance contracts with senior personnel, and evaluate achievement half-yearly • Monitor and evaluate the Annual Work Plans and budgets of Directorates quarterly against planned targets in the strategic plan
<p>3. To ensure efficient and sustainable management of land, as well as rural and urban development through the promotion of appropriate policies and guidelines, and capacity development of Councils and other relevant actors [<i>Lands, Survey and Physical Planning</i>]</p>	<p>3.1. National Land Policy and Land Acquisition and Compensation Act / Policy</p> <p>3.2. National Settlement Policy (1990) is revised and updated</p> <p>3.3. Town & Country Planning Act 1980 is revised and harmonised with other existing legislations</p> <p>3.4. National Town & Country Planning standards are revised and updated</p> <p>3.5. National Development Control Code is revised and updated</p> <p>3.6. National urban development policy is produced</p> <p>3.7. A National Spatial Development Framework is approved</p>	<ul style="list-style-type: none"> • By end of 2015, the National Land Policy and its accompanying implementation strategy have been approved • By end of 2016 laws and regulations on land acquisition have been harmonised and disseminated to all key stakeholders and civil society groups • By mid 2018, a National Spatial / Physical Development Framework, linked to the National Land Use Plan and also reflecting the NSDP is available for use • By end of 2015, a new settlement policy for Lesotho is approved • By end of 2016, the Town & Country Planning Act is revised and a new version gazetted • By end of 2017, a revised Development Control Code is in use in all Councils • By end of 2017, urban policy is approved and in use 	<ul style="list-style-type: none"> • Engage consultants to revise existing policies and formulate new ones in consultation with civil society and other key stakeholders • Engage Councils, Chiefs and broad range of stakeholders to develop land acquisition and compensation policy • Publicise the policies among key stakeholders and the general public. • Review and update Town & Country Planning Act, Planning standards and Development Control Code • Engage consultants to assist in preparing National Physical /Spatial Development Plan • Collaborate with District Councils to prepare Regional Physical development Plan for the Mountain Region

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES / OUTPUTS	MAIN ACTIVITIES
<p>4. To support and strengthen Councils to provide quality services to the nation through efficient planning, budgeting and program management [<i>Planning and Budgeting</i>]</p>	<p>4.1. Policy and guidelines for production of District Development Plans are formulated and used in training DPUs and DDCCs to produce plans for Councils</p> <p>4.2. Councils prepare capital projects and budgets from District Development Plans</p> <p>4.3. Implementation of Capital projects and budget in Councils are more efficient</p>	<ul style="list-style-type: none"> • By end of 2015 all 10 District Councils have produced District Development Plans according to the standard in the planning guidelines, and able to revise them annually • Steady increase in the number of capital projects that are completed on schedule and within (below 10% deviation from) original budget 	<ul style="list-style-type: none"> • Build capacity of Councils to produce approved integrated District Development Plans • Support Departments and Councils to develop annual implementation schedules for all capital projects • Build capacity of DPUs and DDCCs in plan preparation • Train Councils in Project Management
<p>5. To facilitate the delivery of affordable quality houses to Basotho within properly planned settlements [<i>Housing</i>]</p>	<p>5.1. Housing development and delivery options are guided by policy and up-to-date research findings relevant for the Lesotho housing market and socio-economic and cultural setting</p> <p>5.2. Housing schemes and residential developments are undertaken in accordance with national standards, laws and regulations</p>	<ul style="list-style-type: none"> • National Housing Policy and housing delivery strategy are approved for implementation by various stakeholders • Up-to-date urban and rural housing situation analysis / profiles and market analysis • Relevant laws, regulations and guidelines have been reviewed, updated and/or formulated • Mechanisms/instruments/strategies for the enforcement of housing legislations, regulations and guidelines have been approved and shared with all relevant stakeholders 	<ul style="list-style-type: none"> • Formulate and revise national housing policy • Disseminate housing policy and delivery options to relevant stakeholders and the public • Collaborate with relevant agencies to review, up-date and/or formulate laws, regulations and guidelines for urban and rural housing to ensure quality and safety of housing • Collaborate with relevant stakeholders (private developers, Councils, government departments, etc.) to review mechanisms and strategies for enhancing compliance to, and enforcement of existing laws, regulations and guidelines in housing delivery

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES / OUTPUTS	MAIN ACTIVITIES
<p>6. To support a service – oriented Chieftainship institution that is adaptive to the decentralisation and local governance. [Chieftainship]</p>	<p>6.1. To re-structure the Directorate of Chieftainship and District Chiefs Offices and build their capacity to deliver the mandate of Chieftainship</p> <p>6.2. To Review the Chieftainship Act of 1968 and bring it up to date with current needs and thinking towards enhancing the welfare and dignity of the Chieftainship institution</p>	<ul style="list-style-type: none"> • Organisational set up of Chieftainship Directorate in the Ministry and the Districts are reviewed and improved • Performance of chiefs improved through regular training, supervision and monitoring • Functions of chiefs in a democratic decentralised local governance dispensation redefined and clarified, (including judicial functions) • A revised Chieftainship Act that is harmonised with other relevant legislations 	<ul style="list-style-type: none"> • Re-structure the Chieftainship Directorate to make it more effective • Review functions performed by chiefs and/or the chieftainship institution and reflect them in the Revised Chieftainship Act • Organise training of Chiefs in Leadership, communication, project supervision, monitoring & public sector management •
<p>7. To contribute towards prevention, treatment and mitigating the impact of HIV and AIDS [Cross Cutting]</p>	<p>7.1. HIV/AIDS work place policy promoted in MLGCPA and LGs</p> <p>7.2. All programmes of MLGCPA Directorates and Councils have mainstreamed HIV/AIDS interventions/activities with adequate budget and personnel to deliver</p>		

PART III: RESULTS FRAMEWORK OF DIRECTORATES

7. RESULTS FRAMEWORK: DIRECTORATE OF DECENTRALISATION

7.1. Achievements and Strengths

The Directorate of Decentralisation has successfully facilitated the formulation of a national decentralisation policy and an accompanying implementation strategy or work plan. Since August 2014, the Directorate has been leading a sensitisation and public awareness programme to make the various local authorities and stakeholders in the Councils aware of the provisions of the policy and the changes that are to be implemented. There are plans to rope in civil society organisations, NGOs and the media to implement a more widespread public awareness campaign to educate the broader mass of Basotho on the decentralisation policy as a means towards making government and the Councils more effective in service delivery. Plans are also underway to establish the recommended national umbrella structures and sub-committees under the Prime Minister, Cabinet and the Government Secretary to drive the national decentralisation agenda as spelt out in the National Decentralisation Implementation Strategy and Action Plan 2014/15 – 1018/19.

In addition to these achievements, the Directorate has undertaken a number of Council Inspections that have helped to identify capacity weaknesses regarding compliance with procedures and processes in the performance of Council functions. These inspections have identified capacity weaknesses as well as malfeasances in financial management, procurement procedures and even in the knowledge, skills and practices related to the performance of a number of functions among Council staffs as well as Councillors and Chiefs. These insights have been documented in a number of “Council Inspection Reports”. The Ministry has, however, not acted on most of the recommendations as yet; though awareness about the identified weaknesses in Councils is quite widespread.

7.2. Challenges To Be Addressed On The Way Forward

The main challenge facing the Decentralisation Directorate is the delay in the establishment of the national level structures that are to drive decentralisation across sector ministries. These are the proposed Cabinet Sub-Committee, the Policy Implementation Steering Committee under the Prime Minister, the Technical Steering Committee, and the Technical Working Groups at national level to drive the decentralisation process, giving it the required national ownership. This is what the decentralisation implementation strategy and work plan has proposed. Given the on-going turbulent political situation in the country, the Directorate of Decentralisation and the MLGCPA would need to use dialogues and technical working relationships with other sector Ministries to gain more traction in the

implementation of the decentralisation agenda, while waiting for these national level structures to come into being.

Another challenge is the slow response towards implementing the recommendations for changes that come from Council inspections. Going forward, the Directorate might need to work more closely with other Directorates (especially, Planning and HR) to enable them incorporate the recommendations into their respective work plans and BFPs.

7.3. Priority Objectives for the Directorate: 2015 – 2019

For the period 2015 – 2019, the Decentralisation Directorate will focus on the outcomes, outputs, strategies and main activities spelt out in the National Decentralisation Implementation Strategy and Action Plan (NDISAP). The following outcomes in the NDISAP that relate more directly to the responsibilities of the Decentralisation Directorate will constitute its focus of actions from 2015 - 2019.

1. Citizens and stakeholders are aware of and are knowledgeable about the Decentralisation Policy and Implementation Process (*Outcome 1 of NDISAP*)
2. An Effective Communication Strategy being implemented and ensures effective stakeholder engagement in the Decentralisation Process (*Outcome 25 of NDISAP*)
3. Democratic Local Governments with executive authority are established and fully operational (*Outcome 2 of NDISAP*)
4. Institutional Framework for Devolution in place and used to guide decentralisation activities (*Outcome 3 of NDISAP*)
5. Local Governance and service delivery functions, responsibilities and resources are devolved to Local authorities (*Outcome 4 of NDISAP*)
6. Enabling legal framework for devolved democratic governance and service delivery (*Outcome 5 of NDISAP*)
7. Effective and sustainable Fiscal Decentralisation and Public Financial Management Framework in place (*Outcome 6 of NDISAP*)
8. An effective framework for promotion of local autonomy and harmonious Inter-Governmental relations in place (Outcome 11 of NDISAP)
9. Performance contracts implemented in Local Governments and used to improve service delivery and accountability (Outcome 13 of NDISAP)
10. A comprehensive program for Long-term Capacity Development in LGs in place and being implemented (Outcome 18 of NDISAP)
11. Decentralisation mainstreamed in Lesotho's regional integration & international cooperation agenda (Outcome 20 of NDISAP)
12. Effective civic education implemented to empower citizens to actively participate in governance and promote accountability
13. A robust Monitoring, Evaluation and Knowledge Management system in place and supports effective implementation of the National Decentralisation Policy (Outcome 26 of NDISAP)

7.4. Results Framework for Directorate of Decentralisation: 2015 - 2019

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>1. Awareness, knowledge and ownership of the decentralisation policy and its usefulness for service delivery have been raised among key stakeholders and the general public</p>	<p>1.1. Citizens and stakeholders are aware of and are knowledgeable about the Decentralisation Policy and Implementation Process (<i>Outcome 1 of NDISAP</i>)</p> <p>1.2. An Effective Communication Strategy being implemented and ensures effective stakeholder engagement in the Decentralisation Process (<i>Outcome 25 of NDISAP</i>)</p>	<ul style="list-style-type: none"> • By end of 2015, Decentralisation Policy and implementation documents together with IEC materials are disseminated to local political, civic, religious and community leaders at all levels in appropriate languages and formats • By end of 2015 communication strategy for decentralisation implementation has been developed and being rolled out throughout the country, and all Basotho have been informed with IEC material on the decentralisation policy 	<ul style="list-style-type: none"> • Secure technical assistance and budget to prepare communication strategy, together with IEC materials, for a national outreach to promote the decentralisation policy • Collaborate with NGOs, civil society organisations, media and relevant private sector actors to implement a national publicity campaign on decentralisation in English and Sesotho • Establish a website for decentralisation implementation and facilitate timely updates on progress • Deploy social media to promote decentralisation
<p>2. Democratic Local Governments with executive authority are established and fully operational</p>	<p>2.1. Inter-Ministerial and other high level national structures for driving decentralisation are in place and functioning</p> <p>2.2. Local Government Act is revised and related legislations are harmonised to provide legal the framework that supports the implementation of the decentralisation policy</p> <p>2.3. MLGCPA and other line Ministries have devolved functions, personnel, budgets, assets and</p>	<ul style="list-style-type: none"> • By end of 2016 the political and administrative structures, as well as the financing mechanisms and operational guidelines for devolved local government are in place and functioning • By end of 2015 Local Government Act is amended and harmonised with relevant legislations • At least 50% of line Ministries devolve functions, personnel and assets to Councils by end of 2016 	<ul style="list-style-type: none"> • Facilitate devolution of MLGCPA and other line Ministries • Facilitate the establishment of the inter-ministerial high national level structures to drive decentralisation • Consult with stakeholders to develop and roll out model administrative structures for Councils • Review Local Government Act and related legislations, and harmonise them • Collaborate with Ministry of Finance to implement fiscal decentralisation

	<p>authority to Councils</p> <p>2.4. Council structures, operational procedures and financing instruments are in place and functioning</p> <p>2.5. Fiscal decentralisation and improved PFM mechanisms enable Councils to improve service delivery</p>	<ul style="list-style-type: none"> • By end of 2015, Councils are a direct budget line at Ministry of Finance • By 2017 Fiscal decentralisation and PFM reforms enable Councils to receive increased inter-governmental transfers of funds 	<ul style="list-style-type: none"> • Collaborate with Ministry of Finance to reform the public financial management system and inter-governmental financial transfers
<p>3. Local Authorities capacitated and able to deliver improved services to the communities</p>	<p>3.1. Decentralisation capacity needs in Central and Local Governments are identified and appropriate training provided</p> <p>3.2. Capacity building of Councils, Councillors and Chiefs on their roles and responsibilities in decentralised local government</p> <p>3.3. Performance contracts implemented in Local Governments and used to improve service delivery and accountability</p>	<ul style="list-style-type: none"> • Capacity needs are determined by end of 2016 and comprehensive training and capacity development rolled out from beginning of 2017 • By end of 2016 all key personnel in Local Government have signed performance contract based on agreed deliverables 	<ul style="list-style-type: none"> • Collaborate with HR Directorate to determine the capacity needs of councillors, chiefs and other functionaries of Councils • Collaborate with HR Directorate and Directorate of Planning to produce a capacity building program for Central and local government personnel • Facilitate the implementation of training and capacity building programmes for local government functionaries
<p>4. Monitoring and evaluation provides evidence on progress made with implementing decentralisation</p>	<p>4.1. Council inspections help to identify and update capacity and knowledge gaps regarding compliance, and level of achievements against agreed performance indicators/milestones</p> <p>4.2. LG Authorities have the skills and resources to monitor and report performance on decentralisation activities</p>	<ul style="list-style-type: none"> • From end of 2015 onwards half-yearly inspection reports are collated to track extent and growth in compliance, and achievement of agreed performance indicators and milestones • M&E system developed and used by Local Authorities to track performance and extent of compliance against a clear set of performance indicators 	<ul style="list-style-type: none"> • Collaborate with other Directorates to undertake Council inspections • Ensure that inspection reports are used to inform training and capacity development programmes, and also for addressing malfeasances in Councils • Develop, share and use clear performance indicators for assessing compliance and growth of Council in the implementation of decentralisation

8. RESULTS FRAMEWORK: DIRECTORATE OF PLANNING

8.1. Achievements and Strengths

The Directorate of Planning has over the years successfully assisted the Ministry and districts in the budgeting process and also coordinated donor funds to the Ministry. It has consolidated reports on capital projects, and improved the mobilisation of resources for the Ministry.

8.2. Challenges To Be Addressed On The Way Forward

The poor coordination among the various Directorates of the Ministry continues to pose a challenge to the objective of coordinating and consolidating the Ministry's annual and medium-term BFPs. In response to this, regular meetings have now been instituted, such as the senior personnel meetings on the BFP preparation. Another challenge is the long delays in the implementation of capital projects. This is primarily due to the late submission of project documents and budgets. In addition, Councils do not have properly developed plans to guide the identification and prioritisation of infrastructure and capital projects. This challenge is being addressed through initiatives to assist Council in the production of well-structured development plans. There are challenges posed by infrequent and poor communication from Directorates and Councils. More frequent meetings are being held to address the communication gap.

8.3. Priority Objectives for the Directorate: 2015 - 2019

In the next five years, it would be important that the leadership of MLGCPA empowers the Directorate of Planning to coordinate the preparation, monitoring and evaluation of annual work plans and budgets of all the Directorates, linking them to the specific objectives and results defined in the strategic plan. The targets set in the annual work plans would be used as the basis for each Director and Head of Division /Unit in the Ministry to enter into a performance contract with the PS. This will be part of the results-based performance management culture to be gradually and systematically introduced in the Ministry.

8.4. Results Framework of the Directorate of Planning: 2015 – 2019

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>1. To support district and Headquarters departments planning, and, coordinate budget preparation for the Ministry</p>	<p>1.1. The MLGCPA strategic plan is implemented through annual work plans and budgets of Directorates, and reviewed annually, including BFP</p>	<ul style="list-style-type: none"> • By October each year, all Directorates of the MLGCPA have finalized their work plans and corresponding budgets (including BFP), reflecting the respective objectives in the Ministry’s strategic plan • Achievement of results / indicators in each Directorate’s Work Plans and Budgets are reviewed and up-dated quarterly • Annual monitoring report on Strategic plan shows that at least 70% of results / indicators in the work plans of every Directorate is achieved 	<ul style="list-style-type: none"> • Facilitate the formulation of annual work plans and budgets for every Directorate of MLGCPA linked to objectives in the Ministry’s strategic plan • Assist departments to develop annual implementation schedules for all approved capital projects • Facilitate quarterly reviews and adjustments of Work Plans and Budgets of each Directorate of MLGCPA • Train MLGCPA Directorates in results-based planning and project implementation management linked to the strategic plan
	<p>1.2. Policy and guidelines for production of District Development Plans are formulated and used in training DPUs and DDCCs to produce plans for Councils</p>	<ul style="list-style-type: none"> • By end of March 2015 policy and guidelines for production of District Development Plans are finalized for use 	<ul style="list-style-type: none"> • Collaborate with stakeholders to formulate guidelines for DPUs and DDCCs in the preparation of District Development Plans
		<ul style="list-style-type: none"> • By end of 2015 all 10 District Councils have produced District Development Plans according to the standard in the planning guidelines, and able to revise them annually • Implementation plans for capital projects are produced by March every year • DPUs and DDCCs are trained in the planning process 	<ul style="list-style-type: none"> • Collaborate with stakeholders to consolidate District Development Plans • Support Departments and Councils to develop annual implementation schedules for all capital projects • Build capacity of DPUs and DDCCs in plan preparation

<p>2. To coordinate preparation of capital budget for the Ministry, and monitor and evaluate the implementation of capital projects</p>	<p>2.1. Resources mobilised for implementation of capital projects</p> <p>2.2. Timely payment of claims received</p> <p>2.3. Increase in the number of capital projects that are completed on schedule and within (below 10% deviation from) original budget</p>	<ul style="list-style-type: none"> • Medium Term BFP and capital budget estimates are produced by November each year • RIEs produced on time for all claims • Analysed quarterly monitoring reports on capital projects showing the rate / extent of improvements in the efficiency and/or effectiveness project implementation (time and cost efficiency) • Quarterly site visit reports, showing progress and deviations (financial and physical) in implementation of capital projects 	<ul style="list-style-type: none"> • Consolidate Medium-Term BFP • Prepare Medium-Term capital estimates • Facilitate authorisation and timely preparation of implementation schedules • Monitor and evaluate implementation of District Development Plans and support Councils to revise/adjust their plans • Conduct quarterly site visits on capital projects under implementation of departments and councils • Consolidate quarterly capital projects progress reports
<p>3. To coordinate the Ministry's development cooperation and technical assistance programmes with donors / international partners</p>	<p>3.1. Steady increase in the capital projects completed on schedule and attracting more funding into the sector</p> <p>3.2. Capacity of a number of MLGCPA personnel in project/programme management has improved</p>	<ul style="list-style-type: none"> • Steady increase in the volume of funds in-flowing from development cooperation partners and joint projects • Number of training and capacity building programmes in project management conducted each year 	<ul style="list-style-type: none"> • Prepare project proposals and leverage funds from donors and development partners • Implement project management training programmes for personnel of MLGCPA, DPUs and DDCCs
<p>4. To undertake research and use insights to inform policy and strategy</p>	<p>4.1. Number of research results influencing Council and national planning and project management</p>	<ul style="list-style-type: none"> • Field-based research improves the design and implementation of projects 	<ul style="list-style-type: none"> • Undertake research on critical needs and capacity of Councils to inform project design and implementation

9. RESULTS FRAMEWORK: DIRECTORATE OF LAND MANAGEMENT

9.1. Achievements and Strengths

This Directorate comprises four main Divisions: Lands, Survey, Land Use Planning and Physical Planning. As such, it is sometimes referred to as the LSPP Directorate or Department. The achievements and strengths of the Directorate over the past 3-5 years are that:

- a. In the Lands Division, a draft Lands Policy has been formulated and is ready to be finalised. The Lands Act 2010 has been amended. There has been some verification of land parcels, initiatives to protect sensitive eco-systems, such as wetlands. The position of Commissioner of Lands that was taken to the LAA has been returned to the Department. Functions to be devolved to Councils have also been identified
- b. In the Survey Division, the Survey Act 1980 is being amended. The Division has also surveyed about 400 sites in planned layouts, and produced different maps and also procured a number of survey equipment.
- c. In the Land Use Division, a draft Land Use Policy is in place and ready to be finalised. Also a National Land Use Map has been produced and is being finalised and digitized. A number of thematic maps have also been produced towards the formulation a national land use plan
- d. In the Physical Planning Division, over a 120 Assistant Physical Planners have been engaged, trained and posted to the various Councils. Technical support continues to be provided to the Assistant Physical Planners in the preparation of settlement layouts in the councils. The Division provides planning advice to sister organisation, such as the Lesotho Housing and Land Development Corporation and the Maseru Municipal Council. These include the identification of landfill sites and development control, including the control of illegal and informal settlements.

9.2. Challenges To Be Addressed On The Way Forward

Besides the issue of poor financing for equipment and the functions of the directorate, the main challenge they face is the inability of government to acquire lands for proper planning. There is the need for a policy and even some legislation on land acquisition and compensation to serve as a basis for proper planning and management of lands. Besides, layouts and structure plans cannot be approved when the land ownership, tenure-ship and acquisition processes (including the payment of requisite compensations) have not been finalised. Currently, these factors have come together to create a stalemate on land allocation and development. The coming into being of the LAA has posed some unnecessary challenges to the functions of the Directorate, because of resistances in high government circles to implement the changes needed to enable the Directorate perform its nationally assigned roles in relation to the LAA. After nearly three years some progress has been made as the Commissioner of Lands has been returned to

the government from the LAA, and the Chief Surveyor is also about to be returned to government.

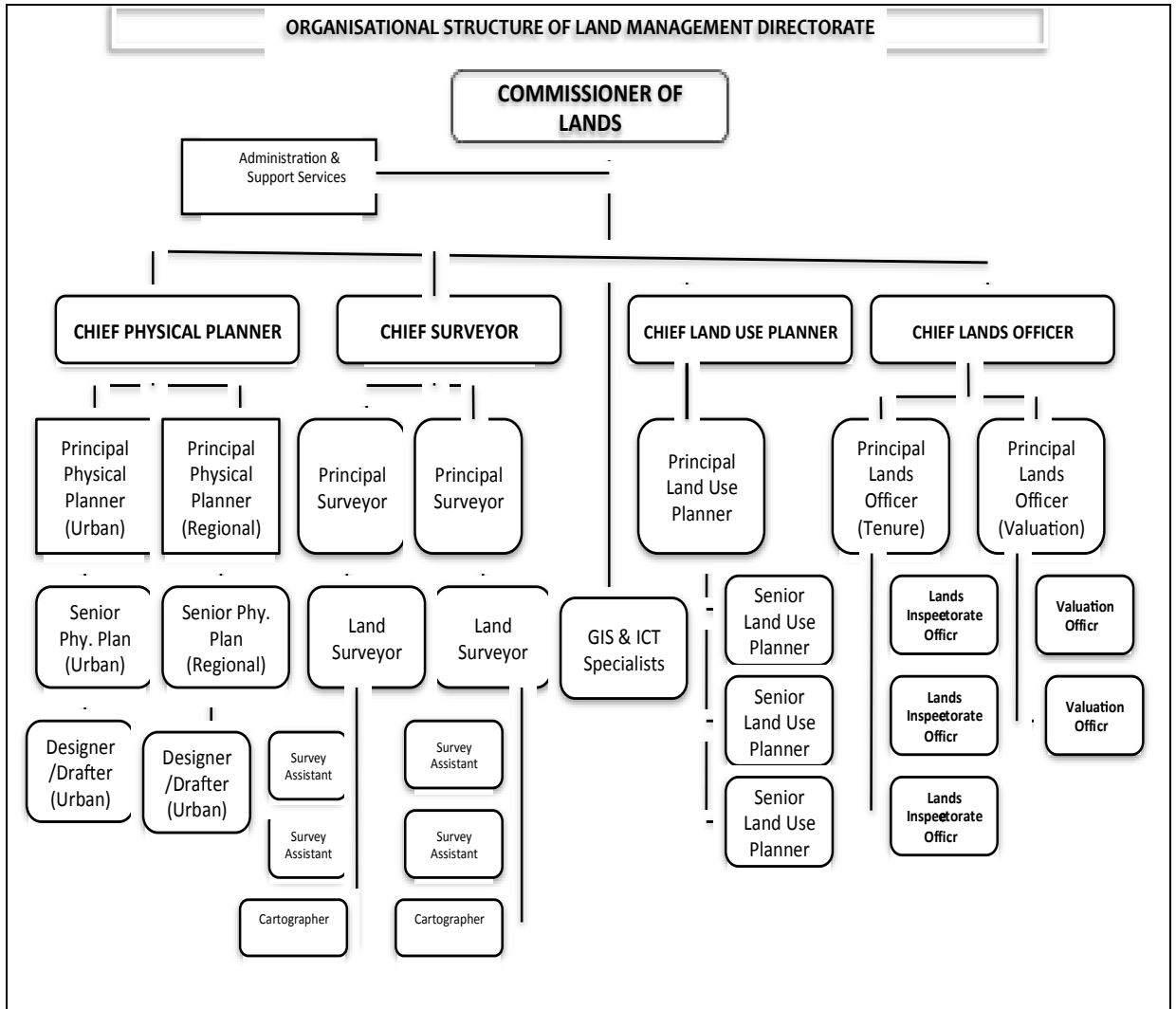
9.3. Priority Objectives for the Directorate: 2015 – 2019

In the next five years, the Directorate seeks to consolidate its new organisational structure and re-defined functions in line with the decentralisation policy. This would enable the Directorate to perform its national level functions while providing technical backstopping to Councils in the various land management duties. With regard to technical outputs, the Directorate seeks to finalise the National Land Policy, the National Land Use Policy, and the National and District Land Use Plans. In addition it seeks to revise the Survey Act 1980, the Town and Country Planning Act 1980, and the National Settlement Policy 1990. These are intended to provide a more up-to-date legislative and regulatory framework, as well as fresh policy directions for land management and settlement planning in Lesotho

9.4. Organisational Structure of Land Management Directorate

As part of the strategic plan preparation process, personnel of the former LSPP came together to agree on a functional and organisational structure that would enable them to operate effectively and efficiently in the next five years: 2015 -2019. This was a significant progress in view of the fact that for the past 2-3 years since the LAA was established the land management functions of the government of Lesotho had been disrupted. The agreed structure of the Directorate is as shown in the figure below. What remains is a directive from leadership of the Ministry instructing all personnel to work with the structure, the chain of command and reporting lines

ORGANISATIONAL STRUCTURE OF LAND MANAGEMENT DIRECTORATE



9.5. Results Framework of Land Management Directorate: 2015 - 2019

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
The main strategic objective of the Directorate is: To put in place an effective and equitable land management system that promotes sustainable utilisation of Lesotho's land resources			
1. The organisational set up and functioning processes among the various Divisions in the Directorate have been approved and working.	1.1. The PS and Minister have approved the proposed organisational set up and operating procedures among the Divisions	<ul style="list-style-type: none"> By January 2015, the organisational set up and proposed positions have been filled and functioning The chain of command and reporting lines within Divisions and in the Directorate are known and respected 	<ul style="list-style-type: none"> Hold a meeting with PS and Minister to agree on the final organisational structure of the Directorate, the reporting lines and chain of command Hold workshops with personnel of the Directorates to share on approved lines of reporting and the chain of command
A. Lands Division: 2. To review and finalise the Land Policy	2.1. The revised Land Policy is approved and made operational by means of an implementation strategy 2.2. General public and civil society groups approve and own the national land policy	<ul style="list-style-type: none"> By end of 2015, the National Land Policy and its accompanying implementation strategy have been approved Key stakeholders and civil society groups acknowledge the appropriateness of the policy 	<ul style="list-style-type: none"> Engage consultants to revise existing policy and formulate a new one in consultation with civil society and other key stakeholders Publicise the policy among key stakeholders and the general public.
3. To update legislations and regulations on land and harmonize them	3.1. The Land Act 2010 is harmonised with all other existing laws and regulations 3.2. Publicise and sensitise Basotho on the legislative framework on land ownership and tenure	<ul style="list-style-type: none"> By end of 2016 laws and regulations on land acquisition have been harmonised and disseminated to all key stakeholders and civil society groups 	<ul style="list-style-type: none"> Engage with all key stakeholders to review and harmonise existing laws and regulations on land ownership, acquisition and allocation
4. To value government properties (in Lesotho and abroad) and update inventory	4.1. Up-to-date inventory of all government properties in Lesotho and abroad 4.2. The market value of government properties are known	<ul style="list-style-type: none"> By 2017 the first draft inventory is available for key stakeholders to review A final inventory is ready by 2018, and updated every 3-4 years 	<ul style="list-style-type: none"> Collaborate with various line Ministries, corporations and other stakeholders to value government properties Establish a database of the inventory and update every 3-4 years

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
5. To ensure the enactment of a Land Acquisition and Compensation Act, and the formulation of national policy on land acquisition and compensation	5.1. Basotho of all walks of life are aware of the land acquisition and compensation processes 5.2. Government is able to acquire lands for settlement and other developments in the framework of approved land market conditions	<ul style="list-style-type: none"> By end of 2016, the Land Acquisition and Compensation Act and Policy are approved and made operational An X number of cases of illegal or inappropriate acquisition of lands are resolved 	<ul style="list-style-type: none"> Prepare concept paper for consideration of Cabinet Draft a Bill on Land Acquisition and Compensations and submit to Parliament Follow up and ensure the Act id passed and signed
6. To train Councillors, chiefs and Councils in land allocation according to the law and regulations	6.1. Councils, Councillors and Chiefs are trained and capacitated on land rights and acquisition processes	<ul style="list-style-type: none"> By 2017 training and capacity building of Councils, Councillors and Chiefs on the legislative framework for land acquisition, land allocation The incidence of land grabbing is minimised 	<ul style="list-style-type: none"> Engage and collaborate with CSOs, NGOs to train key stakeholders on the legislative and regulatory processes on land ownership, acquisition and land allocation
B. Land Use Planning Division			
7. To finalise the National Land Use Policy	7.1. National Land Use Policy is used to guide land management and development	<ul style="list-style-type: none"> By mid 2016, the National Land Use Policy is finalised and approved Key stakeholders own and use the policy from mid 2016 onwards 	<ul style="list-style-type: none"> Secure technical assistance to revise the existing draft and to finalise the policy Publicise the policy, and sensitise key stakeholders on the policy
8. To finalize the National Land Use Plan	8.1. An integrated National Land Use Plan, reflecting the spatial dimensions of the National Strategic Development Plan (NSDP) and Vision 2020	<ul style="list-style-type: none"> By end of 2017, the National Land Use Plan is finalised with the involvement of all key stakeholders Strategy for implementing the National Land Use Plan to promote productive and sustainable management of natural resources rolled out by end of 2017 	<ul style="list-style-type: none"> Collaborate with all key stakeholders to formulate a National Land Use Plan, reflecting the growth agenda of Lesotho
9. Revise guidelines for Land Use Planning	9.1. Existing standards and guidelines for land use planning are revised and available for use	<ul style="list-style-type: none"> By end of 2016, national standards and guidelines for land use planning have been approved by key stakeholders 	<ul style="list-style-type: none"> Consult key stakeholders to revise existing standards and guidelines Finalise the standards and guidelines and publicise them
10. Capacitate Councils in Land Use Planning	10.1. Councils know and use the approved standards and guidelines for land use planning	<ul style="list-style-type: none"> From beginning of 2018, Councils use approved standards and guidelines for land use planning 	<ul style="list-style-type: none"> Develop training manuals for land use planning using approved standards and guidelines, and train Councils

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>C. Physical Planning Division</p> <p>11. To provide the appropriate policy, legislative and regulatory frameworks to guide urban and rural development in Lesotho</p>	<p>11.1. National Settlement Policy (1990) is revised and updated</p> <p>11.2. Town & Country Planning Act 1980 is revised and harmonised with other existing legislations</p> <p>11.3. National Town & Country Planning standards are revised and updated</p> <p>11.4. National Development Control Code is revised and updated</p> <p>11.5. National urban development policy is produced</p>	<ul style="list-style-type: none"> • By end of 2015, a new settlement policy for Lesotho is approved • By end of 2016, the Town & Country Planning Act is revised and a new version gazetted • By March 2017, the national planning standards have been updated and communicated to all key stakeholders • By end of 2017, a revised Development Control Code is in use in all Councils • By end of 2017, urban policy is approved and in use 	<ul style="list-style-type: none"> • Secure the services of consultants to review • Undertake stakeholder consultations • Procure suitable maps and equipment • Undertake public education and sensitisation programmes • Publicise the policies, laws and standards and disseminate through IEC materials
<p>12. To guide land development and settlement planning in Lesotho with a National and regional Spatial / Physical Development Frameworks</p>	<p>12.1. A National Spatial Development Framework is approved</p> <p>12.2. A Regional physical Development Plan for the Mountain Region is prepared</p> <p>12.3. District Development Plans and structure plans of Thaba-Tseka and Mokhotlong are prepared</p> <p>12.4. Pilot model villages are established in all districts and used to guide planning and roll-out of the national settlement re-organisation program</p>	<ul style="list-style-type: none"> • By mid 2018, a National Spatial / Physical Development Framework, linked to the National Land Use Plan and also reflecting the NSDP is available for use • By end of 2018, Regional Physical Development Plan for the Mountain Region is in use • By end of 2018 District Development Plans of Thaba-Tseka and Mokhotlong are ready and in use 	<ul style="list-style-type: none"> • Consult all key stakeholders for inputs and data • Produce a draft of each plan for discussion with key stakeholders • Incorporate inputs from the validation consultations and finalise the plans • Print and disseminate the plans • Train key stakeholders on how to implement and review the plans
<p>13. To build capacity of physical planners in Councils Planning and Development Control to enable Councils produce settlement plans /layouts according to nationally approved standards</p>	<p>13.1. Physical Planners in Councils have enhanced competence in physical planning and able to produce structure plans, and layouts according to approved standards</p> <p>13.2. Development Control in Councils is more effective, minimising illegal developments</p>	<ul style="list-style-type: none"> • By March 2017 a National Manual for Physical Planning is ready and in use • From beginning of 2016 a sequenced programme to train physical planners in Councils is initiated • From end of 2017 onwards Councils are able to implement development control with more efficiency 	<ul style="list-style-type: none"> • Train Physical Planners in Councils on settlement layout and development control • Train Physical Planners and Councils on plan approval processes • Train land allocating authorities/councils to allocate lands according to approved layouts
<p>14. To work with Councils to select waste management sites</p>	<p>14.1. Waste Management sites proactively selected with professional inputs</p>	<ul style="list-style-type: none"> • Councils needing the selection of waste management sites are supported professionally on regular basis 	<ul style="list-style-type: none"> • Participate in selection of waste management sites for Councils

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>D. <u>Survey Division</u></p> <p>15. To review and update policies, procedures, and standards for land surveys, mapping, geo-spatial information, and spatial data infrastructures</p>	<p>15.1. Surveyors are familiar with and use revised policies, procedures and standards for land surveys, mapping, geo-spatial information and spatial data infrastructures</p> <p>15.2. The quality of survey products and services have improved</p> <p>15.3. Channels for provision of professional and policy advice to the government are established</p>	<ul style="list-style-type: none"> • By end of 2015 revised policies, procedures and standards are gazetted for all land surveys, mapping, geo-spatial information and spatial data infrastructures. • By end of 2015 and onwards survey services and products will be well streamlined and improved. • By end of 2015 clear professional guidelines and policy advices to government are established. 	<ul style="list-style-type: none"> • Consult relevant stakeholders, L. Surveying Professional membership, GIS professionals and Cartographers for Technical inputs and advancements. • Undertake external stakeholder consultations on professional guidelines and policy advices.
<p>16. To finalise the review of the legal framework of Land surveys</p>	<p>16.1. Legislative and regulatory framework for surveying in Lesotho are updated</p> <p>16.2. Fully functional surveyor's licensing board and its fully defined functions is established and maintained to regulate surveying, professional conduct and standards</p>	<ul style="list-style-type: none"> • By 2017 an updated Legislative and regulatory framework policy be ready and put to use (gazetted) for all surveying in Lesotho. • By 2017 a Surveyor's Licensing Board is established and is fully functional. 	<ul style="list-style-type: none"> • Hold National Professional consultative workshop and meetings. • Hold regular meetings with members of the Surveyor's Licensing Board for inputs and maintenance of surveying professional standards.
<p>17. To check, re-establish, densify, transform and maintain the National Geodetic Control Survey systems for the monitoring of all type of surveys and mappings.</p>	<ul style="list-style-type: none"> • Destroyed Trigonometric Stations and Reference marks are identified. • Surveys and Mathematical Checks on existing Controls and Re-establishments. • Densification of Primary Triangular Control Networks. • Densification of Secondary Controls (ref. Marks) along main roads and mountains in Urban and Rural Areas. • Existing Co-ordinate Systems 	<ul style="list-style-type: none"> • By 2019 training and capacity building of Professional Land Surveyors, Cartographers and Land Surveying Technicians. • By 2015 training and capacity building of Surveyors, Cartographers and Technicians on modern and advanced Surveying and mapping software and machinery. • By 2019 an improved and densified National Geodetic Control Surveyed Stations are established in World Geodetic Co-ordinates System. 	<ul style="list-style-type: none"> • Identifications of destroyed Primary Trigonometric Stations and Reference Marks (on-going). • Secure Funds and Engage highly skilled and experienced Land Surveyors to establish National Controls and Carry-out Field Surveys and undertake the advance Mathematical checks and Computations for Geo. Controls • Secure Technical assistance to train Professional Land Surveyors the advanced practical surveying and mapping techniques and to establish

	<p>Lo27 and Lo29 are transformed into World Geodetic System (WGS).</p> <p>17.1. Maintain Database of the National Control Network in WGS</p>		<p>Primary Geodetic Control systems.</p> <ul style="list-style-type: none"> • Re- establishments and Densifications of Secondary Control Ref. Marks for both Urban and Rural Areas ongoing. • Compilation of new National Control Network Database in WGS is systematic • Procure Real Time Global Positioning System Machines, Theodolite Total Stations, Software, Computers and other equipment and accessories.
<p>18. Demarcation and Topographic Surveys of Public land, Infill and proposed settlements lay-outs at National and District level for registrations.</p>	<p>18.1. Settlements and Public land are well planned and mapped with a registration database in place.</p>	<ul style="list-style-type: none"> • By 2017/18 all Public land and settlement layouts are registered and mapped under the relevant National Policy. • By 2018 a National Database is established for registered land; both Public land and settlements. 	<ul style="list-style-type: none"> • Carry out Field Reconnaissance to locate and map Public land for surveying. • Carry out detailed surveying for identified proposed settlements. • Draw and map surveyed settlements and capture them into the National Database.
<p>19. To Supervise and build capacity of Land Technicians in Districts in practical Land Surveying techniques and challenges to undertake lay-out surveys and solve any unforeseen technical challenges in the field.</p>	<p>19.1. Land Technicians in the Districts have improved ability to be able under the Chief Surveyors regulations to carry-out bigger and more complicated practical land surveying duties in the absence of Professional Land Surveyors.</p> <p>19.2. Districts field surveys are carried out without having to secure much assistance from the head office</p>	<ul style="list-style-type: none"> • By 2017 Districts are able to demarcate public lands for registrations and allocations. • By 2018 districts public Land will be surveyed, mapped and registered. 	<ul style="list-style-type: none"> • Train Land Technicians in the Districts and their supporting staffs that formed a field party. • Procure surveying and mapping equipment. • Work with Decentralisation Directorate to inform on the structure of Survey unit in Districts

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>20. Aerial photography, digital images, film negatives and flight diagrams of all land in Lesotho are coordinated, controlled and maintained.</p>	<p>20.1. All Aerial photography, digital imagery together with their flight diagrams in Lesotho are coordinated, controlled and maintained.</p>	<ul style="list-style-type: none"> • By end of 2017 a Digital Imagery Act is established and fully functional. 	<ul style="list-style-type: none"> • Hold consultative meetings and workshops on contracting out the exercise of Aerial photography for all land in Lesotho. • Quality-check the Aerial photography, digital imagery and film negatives for consistency.
<p>21. Accurate spatial information and updated official maps of Lesotho are achieved, published and controlled.</p>	<p>21.1. All Thematic spatial data and information are updated. 21.2. Official maps of Lesotho; (1:20,000, 1:50,000, 1:250,000 topographic sheet series) are updated. 21.3. Development of Metadata Base for internal Spatial Data.</p>	<ul style="list-style-type: none"> • By 2017 and on going, thematic spatial data and information are captured, mapped and published. • By 2017 all official maps of Lesotho are updated, published and controlled. • By 2017 the public and Target groups are well informed with updated topographic sheets. • By end of 2017 a fully-fleshed Spatial Data Metadata Base is developed • 	<ul style="list-style-type: none"> • Undertake Field visits where necessary for confirming and updating spatial features and information. • Consult an International company on assistance and advice. • Hold a User stakeholder workshop and meetings on selective and sensitive mapping; e.g. The Military.

10. RESULTS FRAMEWORK: DIRECTORATE OF HOUSING

10.1. Achievements and Strengths

The main achievement of the Directorate of Housing has been the study report on urban housing profile, and the construction of 20 low cost experimental housing units at Linakotseng and Khubelu, which have now been transferred to the Lesotho Housing and Lands Development Corporation. In addition, the Directorate has facilitated the acquisition of land for the delivery of middle and high income housing in Maseru. In December 2009, the Directorate produced a Housing Policy, which was approved by Cabinet. This was, however, not implemented because the research/information base was weak. This policy is now being revised. To this end a national urban housing profile has been developed towards the revision of the Policy

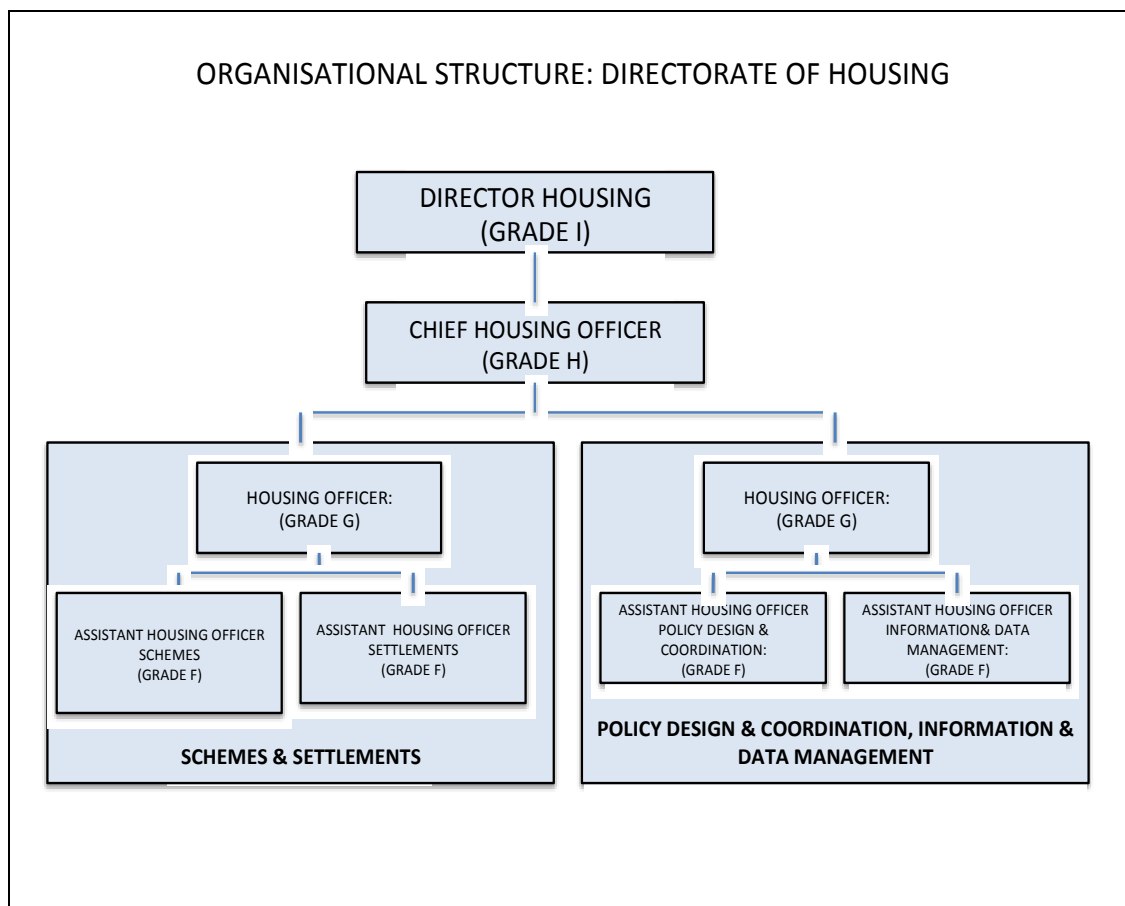
10.2. Challenges To Be Addressed on the Way Forward

The main challenge of the Directorate is that it has not as yet implemented its structure / establishment, and still has to be build its capacity to implement its mandate. The core business of the Directorate at the national level and within the context of decentralisation are in four functional areas, in accordance with the functions defined when the Directorate was established in 2007:

- a. To undertake research and use the insights to inform and review housing policy and the legislative framework (*Policy Design and Coordination*);
- b. To develop and review housing standards, building codes and guidelines; and to overseeing their enforcement through development control to ensure quality and safe housing (*Schemes and Settlements*);
- c. To facilitate the delivery of affordable housing through the management of cooperation and partnerships between government and other housing providers and estate developers; (*Schemes and Settlements*).; and
- d. To develop and maintain housing information and data management (*Information and Data Management*)

In the next five years steps would be taken to strengthen/built the structures in the Directorate and also build its capacity to deliver on its mandate. In the immediate term, the officers in the Directorate will be deliberately assigned to schedules in the established structure.

10.3. Organisational Structure of Housing Directorate⁴



⁴ This structure is the same as what was defined when the Directorate was set up in 2007, and needs to be actualized through clear job schedules of the personnel in the Directorate

10.4. RESULTS FRAMEWORK OF THE DIRECTORATE OF HOUSING

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
1. Undertake research to inform the formulation and review of Housing Policy and delivery strategy	1.1. Housing development and delivery options are guided by policy and up-to-date research findings relevant for the Lesotho housing market and socio-economic and cultural setting	<ul style="list-style-type: none"> • National Housing Policy and housing delivery strategy are approved for implementation by various stakeholders • Up-to-date urban and rural housing situation analysis / profiles and market analysis • Up-to-date information and data management on housing 	<ul style="list-style-type: none"> • Undertake research on housing options for Lesotho (use of local materials, design options, housing supply and demand, housing finance options, etc.) • Formulate and revise national housing / policy to enhance delivery and access to quality and safe housing • Disseminate housing policy and delivery options to relevant stakeholders and the public
2. Review Housing standards, legislative and regulatory instruments and ensure compliance	2.1. Housing schemes and residential developments are undertaken in accordance with national standards, laws and regulations 2.2. The rate of increase in informal and slum development declines	3. Relevant laws, regulations and guidelines have been reviewed, updated and/or formulated 4. Mechanisms/instruments/strategies for the enforcement of housing legislations, regulations and guidelines have been approved and shared with all relevant stakeholders 5. Un-planned and substandard housing and settlements in urban and peri-urban areas decrease	6. Collaborate with relevant agencies to review, up-date and/or formulate laws, regulations and guidelines for urban and rural housing to ensure quality and safety of housing 7. Collaborate with relevant stakeholders (private developers, Councils, government departments, etc.) to review mechanisms and strategies for enhancing compliance to, and enforcement of existing laws, regulations and guidelines in housing delivery 8. Monitor and evaluate housing situation to ensure quality and safety of housing and access to services and facilities

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>3. Facilitate improved housing delivery through fostering collaboration with relevant public and private sector agencies</p>	<p>3.1. The housing backlog in urban and rural areas have been reduced</p> <p>3.2. Low-cost housing, Council housing, private housing estates and various other housing delivery approaches are available on the housing market for different segments of the population</p> <p>3.3. Quality and safety of housing have improved</p>	<ul style="list-style-type: none"> • Affordable / low-cost housing schemes are rolled out for workers and other regular income earners • Councils, financial institutions and other private developers collaborate to deliver alternative housing schemes 	<ul style="list-style-type: none"> • Collaborate with LSPP on the planning / layout of residential schemes to ensure compliance with housing standards • Collaborate with private sector to leverage PPP and other housing delivery approaches based on research and policy • Establish functional partnerships with private sector and other stakeholders. (Public Private Partnerships)
<p>4. Facilitate capacity development and training of personnel in the Directorate, Councils, and the relevant agencies to enhance effectiveness in housing</p>	<p>4.1. Housing Directorate has specialists in housing policy, housing delivery and regulations, housing information data management, standards, PPP to guide national housing sector</p> <p>4.2. Lesotho is abreast with international discussions and conventions in the housing sector</p> <p>4.3. Various segments of the population have improved access to affordable, quality and safe housing</p>	<ul style="list-style-type: none"> • By 2017, Personnel in Housing Directorate have specialisations in policy, standards, regulations, data management and housing delivery • Professionals in the Directorate belong to respective professional networks/bodies in housing • Capacity of housing delivery agencies to provide affordable, quality and safe housing to different segments of the population (urban and rural) has been enhanced 	<ul style="list-style-type: none"> • Clarify establishment and job positions in the Directorate and recruit/train appropriate staff in accordance with phased capacity building programme • Participate in international seminars and programmes in housing to upgrade skills and competence • Facilitate the capacity development of housing delivery agencies and relevant stakeholders in the housing value chain

11. RESULTS FRAMEWORK FOR DIRECTORATE OF CHIEFTAINSHIP

11.1. Achievements and Strengths

The functions of Chiefs are prescribed under the Constitution of Lesotho, the Chieftainship Law 1968, the Animal/Livestock Theft Act 2003, and the Administration of Offenders and Provision of Evidence Act 1981. These functions include:

- To keep custody of lost items including livestock and establish ownership
- To enforce rule of law
- To protect lives and properties of his subjects
- To maintain peace amongst his people
- To attest registration of births, deaths and marriages of his subjects
- To serve as the first contact person in his area of jurisdiction
- To be the custodians of Basotho culture and traditions

Chieftainship is an integral part of local governance and is represented in all local authorities with chiefs working alongside the elected local Councillors. Chiefs maintain rights to allocate lands in cattle posts, and grazing areas. They are deeply involved in attesting to the ownership of assets and landed properties of people living in their areas of jurisdiction. They also affirm or attest to births and deaths and the citizenship status of people in their areas of jurisdiction. Besides, Chiefs serve as the *“first police officers”* and *“conflict mediation officers”* in the communities; as well as the custodians of the culture and traditions of the Basotho people.

11.2. Challenges to Be Addressed on the Way Forward

The overlapping and sometimes conflicting roles of Chiefs and Councils/Councillors have not as yet been resolved. The moratorium that was placed on land allocation before the promulgation of the Land Act 2010 seems to have been lifted, allowing chiefs to allocate lands in areas with approved layouts and structure plans. But approval of layouts has stalled for over 2 – years now. Chiefs still have a practical challenge, as the Assistant Physical Planners posted to the Councils do not seem to have the requisite competence to produce technically approved layouts and structure plans. To enhance and maintain the dignity and functionality of Chieftainship, the Ministry would need to implement a clear strategy in line with the decentralisation policy to resolve the persisting ambiguities in the roles, powers and limits of Chiefs with regard to local governance.

11.3. Priority Objectives for the Directorate: 2015 – 2019

The main objectives of the Directorate in the next five years are:

- a. To re-structure the Directorate of Chieftainship and build its capacity to deliver its mandate

- b. To facilitate understanding, ownership and active involvement of Chiefs in the implementation of decentralisation policy
- c. To Review the Chieftainship Act of 1968 and bring it up to date with current needs and thinking
- d. To foster harmonious relationship between chiefs and local authorities
- e. To work closely with the chiefs to reduce the incidence of boundary disputes as a way of creating a stable environment for development
- f. To support the authority of the chiefs by supporting the restoration of arbitrational functions to chiefs for minor offences and disputes at the community levels

11.4. Organisational Structure of Directorate of Chieftainship

The mandate of the Chieftainship Directorate can be fulfilled more effectively if more personnel are engaged or appointed to support the Director. The current staff strength is too small for the scope of work the Directorate is expected to perform. In the immediate term the following positions need to be created in the Directorate in addition to the existing administrative support personnel:

A. At the Head Office in Maseru:

- i. A Chieftainship Programme Manager (of Grade I) who would be responsible to oversee the planning, implementation and evaluation of all programmes of the Directorate
- ii. A Chieftainship Coordination Officer (of Grade H) who would assist the Director to coordinate all the administrative, welfare, training, and dispute or conflict resolution tasks of the Directorate
- iii. Two (2) Chieftainship Officers to assist the Director, the Programme Manager and the Coordinator

B. In each of the 10 Districts:

- iv. An Administrative Manager (of Grade H) in each District Chieftainship Office, supported by two (2) Executive Officers

C. In each Principal Chiefs Office:

- v. A Principal Adviser (Grade F)
- vi. Two (2) Support staff/Executive Officers

11.5. Results Framework of Chieftainship Directorate: 2015 – 2019

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>1. To re-structure the Directorate of Chieftainship and District Chiefs Offices and build their capacity to deliver the mandate of Chieftainship</p>	<p>1.2. Organisational set up of Chieftainship Directorate in the Ministry and the Districts are reviewed and improved</p> <p>1.3. At least 15 District Chiefs Offices are completed, staffed and in use</p> <p>1.4. More programmes addressing the welfare of Chiefs and enhancing their effectiveness in local governance are implemented</p> <p>1.5. Performance of chiefs improved through regular training, supervision and monitoring</p>	<ul style="list-style-type: none"> • More qualified and experienced personnel appointed to support Chieftainship Directorate in MLGCPA and District Offices • Increase in the number of socio-cultural and economic development programmes initiated by Chiefs • Number of training organised for Chiefs and District Chieftainship support offices in M&E of chieftainship activities and service delivery processes • Performance monitoring system for chiefs at district level established 	<ul style="list-style-type: none"> • Establish district Chieftainship support offices in all districts following the most efficient support mechanisms • Conduct capacity needs assessment for performance improvement of chiefs based on new functions • Identify and implement innovative strategies for increasing and sustaining the welfare, motivation and productivity of chiefs • Organise training of Chiefs in Leadership, communication, project supervision, monitoring & public sector management • Organise regular review/evaluation meetings with chiefs to evaluate their performance, identify & address challenges
<p>2. To Review the Chieftainship Act of 1968 and bring it up to date with current needs and thinking towards enhancing the welfare and dignity of the Chieftainship institution</p>	<p>2.1. Functions of chiefs in a democratic decentralised local governance dispensation redefined and clarified, (including judicial functions)</p> <p>2.2. A revised Chieftainship Act that is harmonised with other relevant legislations</p>	<ul style="list-style-type: none"> • Policy, legal/regulatory & institutional instruments to support activities of Chiefs are reviewed or developed • Revised Chieftainship Act is harmonised with the Revised Local Government Act, Town & Country Planning Act, and Lands Act 2010 • The number of disputes/conflicts between Chiefs and local government personnel/councils arising from clash/overlap in roles and powers are minimised 	<ul style="list-style-type: none"> • Review existing functions performed by chiefs and/or the chieftainship institution • Organise stakeholder meetings to define appropriate roles for chiefs in local government and local socio-economic development

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>3. To foster harmonious relationship between chiefs and local authorities</p>	<p>3.1. The understanding, ownership and active involvement of Chiefs in the implementation of the decentralisation policy and programme are enhanced</p> <p>3.2. Chieftainship is streamlined and Chiefs re-positioned to build synergy in decentralised service delivery and enhance accountable local governance</p> <p>3.3. Chieftainship structures at sub-national level are strengthened to enhance harmonious and productive relationship with local councils</p>	<ul style="list-style-type: none"> • Chiefs and Chieftainship staff are sensitised about democratic decentralisation and the evolving role of the Chieftainship • Existing welfare system is reviewed and transformed into a Chieftainship support structure to enhance performance of Chiefs • Sensitisation workshops and tailor-made training courses for chiefs on decentralisation laws, regulations & policies • Chiefs initiate socio-cultural and economic development programmes in cooperation with Councils 	<ul style="list-style-type: none"> • Organise sensitisation & awareness raising workshops on the decentralisation policy and implementation process for chiefs • Organise sensitisation and training workshops for chiefs, chieftainship staff and stakeholders in new Council structures, relationships and accountability • Provide on-going change management support to enhance functional relationships between LGs and Chiefs in service delivery • Train and support Chiefs with Technical Assistance in socio-cultural and economic development programmes
<p>4. To work closely with the chiefs to reduce the incidence of boundary disputes as a way of creating a stable environment for development</p>	<p>4.1. Backlog of pending boundary cases reduced</p> <p>4.2. Number of potential / new boundary disputes are avoided</p>	<ul style="list-style-type: none"> • Number of boundary disputes settled amicably • Alternative dispute resolution used to avoid potential boundary disputes 	<ul style="list-style-type: none"> • Appoint and capacitate boundary disputes committees • Develop and use alternate dispute resolution mechanisms • Build capacity for conflict resolution
<p>5. To support the authority of the chiefs by supporting the restoration of arbitrational functions to chiefs for minor offences and disputes at the community levels</p>	<p>5.1. Number of minor disputes settled effectively by Chiefs, using alternative dispute resolution mechanisms</p> <p>5.2. The honour and dignity of Chiefs as beacons of Peace and custodians of Basotho traditions and culture enhanced</p>	<ul style="list-style-type: none"> • The incidence of community level conflicts escalating is reduced • Evidence/instances of mutual cooperation and cordiality between law enforcement agencies and Chiefs in ensuring peace and security in communities improved 	<ul style="list-style-type: none"> • Organise training workshops to enhance technical skills of chiefs in justice, conflict management, counselling, and others • Organise training of chiefs in Law enforcement and mediatory justice with a focus on areas under their jurisdiction

12.RESULTS FRAMEWORK FOR DIRECTORATE OF HUMAN RESOURCES

12.1. Achievements and Strengths

The Ministry has decided to merge the two HR Directorates (Central and LGS) into a single Directorate from 2015 onwards. This is in recognition of the provisions in the decentralisation policy, requiring the Ministry to devolve some of its functions to Councils. From 2015 when the implementation of decentralisation would begin, the volume and nature of HR work that would remain in the Ministry would not justify the existence of the two Directorates. In regard of this, there would be two Divisions under one Directorate; one Division would be responsible for HR functions of the Central Government, and the other with HR functions of the LGS.

In the past five years, the HR Directorate has made some commendable progress (under the former HR Directorate – LGS) by establishing the Local Government Service Tribunal, appointing the Chairperson, two members of the tribunal, and the Secretary; and also procuring office furniture and equipment for Tribunal office. The Directorate also appointed principal technical officers (mechanical and civil construction) for Councils. The establishment and inauguration of the National Local Government Association has been the achieved with the active support and facilitation of the Office of the Director General.

12.2. Challenges To Be Addressed On The Way Forward

The Directorate seeks to address a number of challenges in the years ahead. It would strive to secure suitable office space for the LGS Tribunal. Currently, there is no integrated Human Resource Information System (HRIS) for Local Government Service. The Directorate has decided to adopt the Standard Bank Lesotho software with the DHR office as a way of addressing this challenge. There is also inadequate or poor coordination of training and development programs for personnel of the Ministry and the Councils. Going forward, the Directorate would come up with properly designed training and development plans that would be implemented to build the necessary capacity for decentralised local government. There is no performance driven culture in the Ministry and the Councils. It is the intention of the Directorate to instil performance driven culture with all cross sections of employees.

12.3. Priorities Objectives of the Directorate: 2015 – 2019

For the period 2015 – 2019, the HR Directorate would concentrate on achieving the following objectives and deliverables:

1. Establish the skills base for Public Service and Local Governments Service functions in the Ministry and Councils. As part of the process of devolving functions, the Directorate will compile an inventory of existing skills and future requirements for

public service and local government service. The data will cover the current skills base (including officers on contract employment) for functions of MLGCPA and LGS, as well as future requirements. The Human Resource Managers and Assistant Human Resource Officers of the Ministry would begin this process by updating the profiles of permanent and fixed term employees, as well as contract officers. This would be followed by a determination of the skills mix required for each Directorate and Council to deliver its mandate. It is anticipated that this process will end with a determination of the establishments and job positions required in the Ministry and the Councils, and would be followed up with revised job descriptions for all affected personnel

2. Collaborate with Directorate of Finance in MLGCPA, HR Directorate of the Ministry of Public Services and the Ministry of Finance to harmonise cost codes and other requirements that would facilitate smooth transfer of personnel and their emoluments to Councils. Related to emoluments is the issue with the management of staff pension fund in LGS.
3. A capacity building programme (including on-the-job training, coaching and mentoring) would be formulated, based on the skills gaps identified. This programme will be implemented in phases to ensure that the Ministry and Councils are availed of competent HR to implement decentralised local government as spelt out in the decentralisation policy
4. Design and implementation of a results-based performance management system benchmarked against approved annual work plans of the various Directorates in the Ministry and Councils, and aligned to the strategic objectives of the Ministry and the decentralisation policy. In rolling out this programme, the Directorate would ensure that all personnel have been sensitised and oriented to the requirements of results-oriented PMS. The Directorate will organise a number of sensitisation and training workshops to bring every personnel on board.
5. The Directorate will collaborate with other Directorates in the Ministry to undertake regular (monthly or quarterly) monitoring and evaluation of programmes in the Councils, especially related to HR development and management. This is to ensure the institutionalisation of early warning and early response mechanisms to address weaknesses, malfeasances and shortfalls in meeting planned results
6. Another focal area of action for the Directorate would be to design procedures and rules on the operations of the Tribunal. An operating manual would be produced to guide the Tribunal.
7. To develop and/or update the necessary HR management tools, the Directorate would undertake an inventory of existing HR policies and procedures, and take steps to address gaps identified on existing HR policies and procedures

8. The implementation of HIV/AIDS work place policy and mainstreaming would be achieved through ensuring that in the programmes of all Directorates of the Ministry and also of Councils HIV/AIDS activities are included and budgeted for. This would lead to an increase in the number of established counselling centres and also the degree of outreach to communities and vulnerable groups.
9. The Directorate will manage the appointment of suitably qualifying candidates for Local Government Service Commission in ways that would ensure that 80% of candidates are successful

12.4. Results Framework of Human Resources Directorate: 2015 – 2019

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>1. Strategy for Decentralised Human Resources Development & Management in place and being implemented</p>	<p>1.1. HRM/D Policy and Strategy for MLGCPA and Councils 1.2. Job assessment of each Directorate of MLGCPA used to determine appropriate structure and job positions in the Ministry (Central) 1.3. LGs have adequate staff positions and human resource management structures 1.4. Up-to-date integrated Human Resource Information System (HRIS) for Local Government Service and MLGCPA</p>	<ul style="list-style-type: none"> • Job assessment of all Directorates of the Ministry (Central) is done and used to determine appropriate structure and job positions needed in each Directorate • Appropriate organizational structures and human resource management systems for District and Community Councils have been validated and approved • An up-to-date inventory of existing skills and future requirements for MLGCPA and local government service • Establishments list that catalogues the positions of the LGS • Job descriptions for MLGCPA personnel that remain after devolution • Job descriptions for Council personnel 	<ul style="list-style-type: none"> • Review and update the organisational structure, staff establishments and human resource management structures of District and Community Councils • Undertake job assessment/evaluation of the Ministry and determine its appropriate structure, establishments and job positions • Establish the skills base for Public Service and Local Governments Service functions in the Ministry and Councils • Design, install and operationalise computer-based HR Records management systems in all LGs and MLGCPA • Conduct regular personnel audits in LGs to ensure compliance with established personnel and pay procedures & standards
<p>2. Personnel recruitment, deployment, promotion and sanctioning in LGs is transparent and conforms to established laws and regulations</p>	<p>2.1. Decentralised HRD&M tools in place and being implemented 2.2. Local Government Commission operates as District/Regional Centres to oversee and quality assure the recruitment processes of Councils</p>	<ul style="list-style-type: none"> • Standard Operating Procedures (SoPs) are available and in use for recruitment, deployment, promotion and sanctioning • Harmonised cost codes and other requirements facilitate smooth transfer of personnel and their emoluments from Central government to LGS/Councils 	<ul style="list-style-type: none"> • Secure Technical assistance to support HRD assessments and design and institutionalization of HRM tools in LGs • Sensitize all personnel about the HRM tools and how they are applied • Collaborate with Directorate of Finance to finalise cost codes and other requirements on transfer of staff emoluments to Councils
<p>3. MLGCPA and LGs have effective internal results-based personnel performance management systems</p>	<p>3.1. Results-based personnel performance management system improves efficiency and results achievement in MLGCPA & LGs 3.2. LGs have internal staff motivation systems conforming to established HR procedures, policies & laws</p>	<ul style="list-style-type: none"> • Performance contracts signed by all senior management personnel and used as a basis for annual performance appraisal • Results/targets and budgets approved in Annual work plans and BFPs are achieved to 75% and above 	<ul style="list-style-type: none"> • Sensitize personnel of MLGCPA on results-based performance management and implement the system • Conduct regular monitoring & assessments to ensure that LGs are equipped to effectively address HR performance management issues

	3.3. Functional relationships among MLGCPA and LG personnel support enhanced efficiency	<ul style="list-style-type: none"> • Number of teambuilding and change management training programmes organized 	<ul style="list-style-type: none"> • Organise sensitisation and training of LG political and administrative leaders on best HRM practices
4. Councils are availed of competent HR to implement decentralised local government as spelt out in the decentralisation policy	<p>4.1. LGs have developed and are implementing HR Training and skills Development plans</p> <p>4.2. Training programmes for MLGCPA and LG personnel enable Councils to improve their delivery of services</p>	<ul style="list-style-type: none"> • Training and facilitation of MLGCPA and LG HR Departments to ensure controls and best HR practices in decentralised service delivery • Number of tailor-made and dedicated training programmes to build specific skills in personnel of LGs and MLGCPA 	<ul style="list-style-type: none"> • Design and implement HR training and skills development plans in LGs • Undertake regular HR inspection & audits to ensure LGs' compliance with established laws, standards and procedures • Design and implement tailor-made skills transfer programmes for personnel MLGCPA and LG
5. LG Tribunal is functioning effectively	5.1. Tribunal operations are seen to be transparent, just and fair to all parties and stakeholders	<ul style="list-style-type: none"> • SoP and guidelines on the operations of the Tribunal are developed and widely disseminated 	<ul style="list-style-type: none"> • Develop a SoP and operational manual to guide the operations of the Tribunal • Disseminate SoP and manual among key stakeholders
6. HIV/AIDS prevention, treatment, and mitigation programmes are effectively implemented	<p>6.1. HIV/AIDS work place policy promoted in MLGCPA and LGs</p> <p>6.2. All programmes of MLGCPA Directorates and Councils have mainstreamed HIV/AIDS interventions/activities with adequate budget and personnel to deliver</p>	<ul style="list-style-type: none"> • Number of “know-your-status” campaigns coordinated by the Human Resources and service providers in the districts • Number of officers and councillors counselled and motivated to remain on ART /ARV. • Reduced cases of absenteeism due to sickness, attending to burials of next kin or low rate of vacancies especially for skilled personnel. 	<ul style="list-style-type: none"> • Workshops undertaken with other key service providers to educate staff members especially on non -discrimination of affected employees. • HR people sensitised on the importance of confidentiality when dealing with affected employees.

13.RESULTS FRAMEWORK OF FINANCE DIRECTORATE

13.1. Achievements and Strengths

The Finance Directorate has hitherto been operating as a Unit in the Directorate of Administration. Recently a directive from the Ministry of Finance has requested all Finance Units in the various sector ministries to be elevated to the status of Directorate. This is part of a programme from the Ministry of Finance towards the implementation of Accounting Cadre structure. It is also argued that this way, the various Principal Secretaries, being the sole accounting officers of the Ministry, would have unencumbered access to their Finance Directors on a regular basis.

Some of the major achievements of the Finance Directorate are that at least one officer has received some short-term training on Fiscal Decentralization and Local Taxation. In the 2013/14 financial year revenue reconciliation was properly done, quarterly warrants were issued on time and financial reports and budgets were prepared on schedule

13.2. Challenges To Be Addressed On The Way Forward

Owing to the failure to implement the Accounting Cadre Structure, the Directorate was only able to support five (5) cost centres instead of the ten (10) it planned to support. Going forward the Finance Directorate plans to implement the Accounting Cadre Structure (even if partially) so as to be able to support all the ten cost centres (10 district councils). Another challenge is that the Directorate was unable to develop the fiscal decentralisation framework. Technical assistance has been sought from the IMF to develop the framework and guide its implementation. Overall the Directorate delays in its service delivery. The prolonged turn around time arises from failure to implement the Accounting Cadre Structure, the need to upgrade the IFMIS equipment, and roles not always being clear. In the years ahead the Directorates intends to train its personnel, clarify its roles in relation with other Directorates in the Ministry and upgrade the IFMIS equipment. Another focal area of action for the Directorate is to improve in its coordination of financial management for the local government service. In view of this, the Directorate would seek support to develop the fiscal decentralisation policy and also review finance laws

13.3. Priority Objectives of the Directorate: 2015 -2019

The main priority of the Directorate is to implement the Accounting Cadre restructuring in the Ministry, improve on budget preparation, and reduce the turn around time for service delivery.

13.4. Results Framework of Directorate of Finance: 2015 – 2019

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>1. Turnaround time for service delivery is drastically reduced</p>	<p>1.1. Accounting Cadre Structure fully implemented in the Ministry 1.2. IFMIS equipment upgraded 1.3. Personnel are trained in the various services the Directorate delivers</p>	<ul style="list-style-type: none"> • Increase in the number of qualified and experienced personnel in the Directorate • % Decrease in turn around time for services using 2014 as benchmark: <ul style="list-style-type: none"> ○ Payments ○ Warrants ○ Revenue reconciliation ○ Consolidation of the operational budget of the Ministry 	<ul style="list-style-type: none"> • Develop SoPs for various services, indicating acceptable turnaround times for each service, and implement the SoPs • Design and disseminate Operational manuals and other tools for LG Finance and accounting cadre • Train LG Accounting cadre in SoPs for various services
<p>2. Financial Accountability in LGs strengthened to ensure good governance and improved service delivery</p>	<p>2.1. Accounting and Financial management services of the Directorate cover all ten (10) cost centres every year 2.2. Financial reports from Councils improve in quality, with steady reduction in errors annually 2.3. Infrastructure for finance and accounting services in LGs improve</p>	<ul style="list-style-type: none"> • Annual Financial reports cover all 10 cost centres • Regular and more supportive accounting services delivered to all 10 cost centres • LGs financial reports meet deadlines and quality standards of Ministry of Finance and Accountant Generals Office • Fiscal transfers and disbursements improve, enabling LGs to undertake more projects and provide better services • A system to motivate LGs to adopt good practices in financial management in place 	<ul style="list-style-type: none"> • Organise training courses and on-going mentorship support for LGs finance and accounting cadre • Facilitate capacity building in financial accountability and reporting for LGs finance and accounting personnel • Facilitate regular joint Local Government Inspection visits to provide on-site mentorship • Develop and implement a program to improve infrastructure for LG financial management •
<p>3. Fiscal decentralisation and PFM reforms are implemented and rolled out to the Councils ensures operational efficiency and effectiveness</p>	<p>3.1. Councils become direct budget line items in the Ministry of Finance 3.2. Cost codes for all LGS personnel have been transferred to Councils to facilitate payment of emoluments by Councils</p>	<ul style="list-style-type: none"> • Fiscal transfers to Councils increase, and service delivery by Councils improve • Fiscal transfer mechanisms and reporting system reviewed, ensuring strict compliance with financial reporting regulations 	<ul style="list-style-type: none"> • Secure technical assistance to produce the fiscal decentralisation policy and implementation guidelines • Develop and disseminate guidelines, regulations, standards and other tools for PFM in LGs and decentralised service delivery

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
4. Review the LG revenue collection system and support measures to enhance LGs' capacity in revenue collection & management	4.1. The volume of revenue generated by Councils increase steadily each year 4.2. Non-traditional sources of revenue are reached systematically	<ul style="list-style-type: none"> • Councils generate steadily higher amounts from revenue • 	<ul style="list-style-type: none"> • Undertake feasibility study and develop a framework & operational modalities for establishing a Local Development Support Fund • Develop incentive mechanisms for LGs to expand local revenue collection and efficient management

14. RESULTS FRAMEWORK FOR DIRECTORATE OF ADMINISTRATION

14.1. Achievements and Strengths

This Directorate consists of the following Units:

- a.) General Administration;
- b.) Information, Communication and PR;
- c.) Procurement; d.) Legal Services;
- e.) Information Technology (IT);
- f.) Logistics/Transport; and
- g.) Facilities and Security Management

Together with the Finance and HR Directorates, the Directorate of Administration provides all the corporate and operational support services to the Ministry. Its main achievement over the past five years is that it has kept the Ministry functioning. It has also enabled the Ministry to provide technical and operational support to Councils

14.2. Challenges and Weaknesses

The primary weakness of the Directorate of Administration is that owing to inter-departmental turf wars in the Ministry, and highly dysfunctional inter-personal relationship that have not been addressed over the years, the Directorate has not been enabled to function to its best capacity. To address this challenge the Ministry would need to embark on a series of change management and teambuilding initiatives that would bring an end to these dysfunctional behaviour and practices among its personnel. Of particular concern is the non-functioning of the Ministry's registry or record management system. The last time an inventory of the Ministry's assets, office equipment and furniture was updated was in in 2009. Since then every Directorate has been setting up its own registry, and building up its own administration and support service structure. The wastage and overlaps and duplications arising from this practice should be obvious. As a matter of urgency, the General Administration Unit needs to be re-established and revamped to provide cost-effective services to the various Directorates.

Another concern is that though the Information, Communication and PR Unit has proved to be very competent and effective, some Directorates do not use this capacity in Ministry fully. Much more visibility and effective communication could be achieved for the Ministry by enabling and empowering this Unit to provide public awareness and sensitisation services to the various Directorates.

The Information Technology Unit of the Directorate would also need to be revamped to enable it service all the Directorates better. The current reality in the Ministry is that every Directorate is clamouring for its own IT support unit, because the existing Unit in the Administration Directorate fails to function effectively. Much can be improved in a relatively short time by building up the competence of the personnel, re-tooling the Unit, and instituting a results-based performance culture to demand and track service delivery.

Much can be said about the inefficiencies and delays associated with procurement in the Ministry. It would be expedient to review/update a SoP for procurement in the Ministry and to communicate or train everyone on how procurement should be done. This could save the Ministry a lot of delays and costs.

14.3. Priority Objectives of the Directorate: 2015 – 2019

In the period 2015 – 2019, the Directorate of Administration would focus on revamping the General Administration, Procurement and IT Units, especially to provide much needed services to the various Directorates of the Ministry. Some leadership/executive support would also be required to make the various Directorates utilise more professionally the high competence in the Information and Communication Unit to enhance the visibility of the Ministry and to communicate its achievements more widely.

For the period 2015 – 2019, the Directorate will implement strategies and activities that would result in the following objectives:

- a. The Registry is revamped and records management improved
- b. Secretarial and chancellery services in the Ministry have improved
- c. Procurement of goods and services become more cost-efficient, timely and in compliance with national procurement standards, rules and regulations and IFMIS
- d. Publicity and public education, sensitisation and awareness creation programmes project the achievements and programmes of the Ministry, giving visibility and reputation to the Ministry and securing ownership and participation from the general public
- e. IT Services to the Directorates improve efficiency and timeliness of service delivery from the Ministry

14.4. Results Framework of Directorate of Administration

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>A. <u>General Administration</u></p> <p>1. The Registry is revamped and records management improved</p>	<p>1.1. Inventory of assets, equipment, furniture are updated and managed, reducing cost</p> <p>1.2. Filing system (including electronic library) enhances access to files and records, and their safety</p> <p>1.3. Maintenance and repairs are timely and cost-efficient</p>	<ul style="list-style-type: none"> • By end of 2015, an up-to-date inventory of the Ministry's assets, equipment, furniture, etc. is prepared, and updated annually • Directorates are able to keep up-to-date records of files, reports and products, and are easily retrievable • Equipment, furniture and assets are maintained/repared routinely, minimizing the down time of equipment and assets 	<ul style="list-style-type: none"> • Take stock and prepare /update inventory of assets, equipment, furniture, etc. annually • Review filing system and introduce electronic filing • Train Directorates to use improved filing system • Collaborate with Directorates to develop and implement routine maintenance schedules for various equipment and assets of the Ministry
<p>2. Secretarial and chancellery services in the Ministry are improved</p>	<p>2.1. Correspondence and general communication from and to the Ministry are more efficient and better coordinated</p> <p>2.2. More efficient management and coordination for Ministry's celebrations/events for all Directorates and liaison with relevant Ministries</p> <p>2.3. Secretarial services and chancellery services of the Minister and Executives of the Ministry are up to international standards</p>	<ul style="list-style-type: none"> • Correspondences from various Directorates reach their destinations on time • Reduction in the cost, and improvement in the quality of events management, using 2014 as a benchmark • Management of office spaces for events of the Ministry is improved, compared to the situation in 2014 • Efficiency and quality of secretarial support service to the Executives and leadership of the Ministry maintained at a high standard 	<ul style="list-style-type: none"> • Develop a system to facilitate speedy delivery of correspondences from and to the Ministry, and keep updated records • Coordinate the management of events in the Ministry by synchronising diaries of various Directorates and Executive personnel • Inspect, assess and improve secretarial support services to Directorates and the Executives of the Ministry •

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>B. <u>Procurement</u></p> <p>3. Procurement of goods and services become more cost-efficient, timely and in compliance with national procurement standards, rules and regulations and IFMIS</p>	<p>3.1. Directorates are provided with their supplies, goods and requested services in time, at reasonable prices and in good quality</p> <p>3.2. Personnel in all Directorates are familiarised with SoP on procurement, and are able to proactively make timely procurement requests</p>	<ul style="list-style-type: none"> • The incidence of queries or delays from Ministry of Finance (PPAD) on procurement of goods and services from the MLGCPA are minimised, using 2014 as benchmark • Directorates submit their requisitions within the stipulated timeframes on the procurement SoP of the Ministry 	<ul style="list-style-type: none"> • Develop SoP with timelines for requisitions for procurement of various goods and services, and familiarise Ministry personnel with the deadlines • Be available always to authorise documents • Abide by the Procurement Rules and Regulations • Identify and use a pool of accepted and accredited suppliers and service providers
<p>C. <u>Information and Communication</u></p> <p>4. Publicity and public education, sensitisation and awareness creation programmes project the achievements and programmes of the Ministry, giving visibility and reputation to the Ministry and securing ownership and participation from the general public</p>	<p>4.1. A multimedia IEC programme for public awareness and knowledge building about the Decentralization Policy and its Implementation</p> <p>4.2. Communication and public awareness are enhanced on land management, settlement development, development control and Housing standards</p> <p>4.3. A Multimedia IEC programme on the role of chiefs in decentralised local government and review of the Chieftainship Act 1968</p> <p>4.4. Enhanced public awareness on HIV/AIDS through different channels of media</p> <p>4.5. Compilation, printing and dissemination of reports on the outcomes of M&E exercises in order to build an information hub</p>	<ul style="list-style-type: none"> • Increase in the number of radio, TV, print media and other presentations and discussions on the decentralisation policy every year in English and Sesotho • Number of awareness campaigns and sensitisation events implemented in urban areas and hotspots where land management issues are rife • Enhanced appreciation and cooperation of chiefs and councillors for their mutually supportive roles in development of their communities • Public awareness and utilisation of HIV/AIDS support services improve in rural and urban centres • A Resource /Information Centre in the Ministry stocking and updating reports, knowledge products and M&E insights of programmes for public consumption 	<ul style="list-style-type: none"> • Collaborate with the Media and NGOs/CSOs to design and implement intensive sensitisation and public education programme on decentralisation and its benefits for service delivery • Proactively collaborate with various Directorates to facilitate stakeholders forums, public education and sensitisation programmes for capital projects, settlement planning and land management initiatives of the ministry • Develop and implement multimedia programmes to enhance the visibility and reputation management of the Ministry

STRATEGIC OBJECTIVES	EXPECTED OUTCOMES / OUTPUTS	INDICATORS FOR MEASURING OUTCOMES /OUTPUTS	MAIN ACTIVITIES
<p>D. <u>Information Technology</u></p> <p>5. IT Services to the Directorates improve efficiency and timeliness of service delivery from the Ministry</p>	<p>5.1. Improved bandwidth and control over abuse and non-official use of internet services creates higher speed and efficiency for official usage</p> <p>5.2. Regular maintenance and replacement of obsolete equipment and software promote efficiency in IT usage</p> <p>5.3. Website updated and functioning all year round</p>	<ul style="list-style-type: none"> • Internet and IT services support efficiency in the Directorates • Electronic file management enhances archiving and retrieval of documents • Communication within the Ministry and with the outside becomes more efficient and productive 	<ul style="list-style-type: none"> • Engage the services of competent IT specialists to manage the bandwidth and block unauthorised usage (e.g. downloading of videos, YouTube, Facebook, etc.) • Develop and implement regular maintenance and repair schedule for equipment and IT facilities various Directorates • Regularly train personnel in new software and IT services

PART IV: IMPLEMENTATION ARRANGEMENTS

15. CRITICAL CHANGES REQUIRED FOR IMPLEMENTATION OF THE PLAN

15.1. Organisation Capacity Development and Change Management

The organisational culture and functional relationships among personnel of the Ministry is highly dysfunctional. There is very little drive and self-motivation for excellence. The absence of a result-based performance assessment culture is the main reason for this way of being and working in the Ministry. As a matter of urgency, an organisational development and change management programme needs to be implemented to address the situation. This is the primary intent in the second strategic objective the Ministry has defined in the strategic plan: 2015-2019. The objective is, *“To re-structure the MLGCPA and enhance its capacity to deliver its core mandate more effectively and efficiently in line with the Local Government Act 1997 (as amended), other relevant Acts, and the national decentralisation policy [Organisational Capacity Development].”* The leadership and executives of the Ministry would need to provide the resources and needed executive attention to the implementation of the activities and outcomes/outputs defined in the plan under this strategic objective. Teams have to be built around functions, such that personnel would become familiar with how to function in mutual support and cooperation towards the delivery of common objectives.

15.2. Make the Division of Physical Planning a Full Directorate

During the period of the strategic plan implementation, due consideration may have to be given to the apparent need for converting the Division of Physical Planning to a full Directorate. The arguments for such a change are based on the scope of work of Physical Planning at the national level. The proposed Directorate would be providing technical backstopping, quality assurance and capacity development support services to the 128 Assistant planners in the Councils. It would also be coordinating and overseeing settlement planning and layouts in the Councils to ensure they conform to national standards and guidelines. In addition, there would be the need to create a Unit of Environmental Health and Sanitation under the proposed Directorate to coordinate with Councils on environmental health and waste management. Besides the Directorate would be collaborating with the Directorate of Housing to ensure the development of affordable and quality housing in urban and rural settlements.

15.3. Institutionalise Results-Based Performance Management Culture

There are two aspects of results-based performance management required in the Ministry. The first has to do with the Leadership of the Ministry tasking the Directorate of Planning and supporting it undertake half yearly and annual monitoring of the performance of all Directorates with regard to achievements and challenges in implementing their respective Annual Work Plans and budgets. Before the beginning of the financial year as the Department of Planning facilitates the BFP process, it could be empowered to expand the process to support all Directorates to formulate their Annual Work Plans and budgets with clear output and outcome indicators. These indicators would be assessed in the middle of the year and also

at the end to determine achievement and failures, and to establish reasons that would enable the Directorates to adjust their plans and budgets and be more effective. This discipline of tracking results is currently non-existent in the Ministry, and accounts for the non-performance and non-implementation of its previous strategic plan. The leadership and executives of the Ministry need to address this issue with utmost concern.

The second aspect of results-based performance required in the Ministry has to do with human resource management and development. It is proposed that Directors should sign performance contracts with the PS, based on the Results Framework of their respective Directorate as detailed in the Strategic plan. Each year the PS will assess the performance of Directors with the support of HR Director, while Directors in turn assess the performance of their team members. Systematically executed, this process would result in the identification of skills gaps and development needs of personnel in the Ministry, and would offer data for competence and skills development in the Ministry.

15.4. Revamp the Administration Directorate and make it Function

The Ministry needs to revamp the Directorate of Administration and make it begin to function properly. Particular attention must be focused on reviving the General Administration Unit to provide much needed services to the Ministry. Attention must also be paid to ensuring that the quality and efficiency of services from the Procurement Unit is improved and made to comply more with national procurement standards, rules and regulations.

16. MONITORING AND EVALUATION FRAMEWORK

As has been indicated in section 15.2 above and in many other places in the plan, the Ministry would institutionalise monitoring and evaluation of the strategic plan implementation by tasking the Directorate of Planning with that responsibility. The Directorate of Planning will support all Directorates to prepare Annual Work Plans and Budgets, reflecting the objectives and indicators in their respective Results Framework in the strategic plan. These Annual Work Plans and budgets would then serve as the tasks and deliverables of each Directorate. Every quarter, the Directorates will give evidence of what has been achieved relative to what was planned, and the reasons for success or failure. This will then serve as a basis for adjusting the targets and activities in the Work Plan to ensure more success in the following quarter. By systematically following this process, the implementation of the strategic plan could be tracked and reviewed based on field evidence.

In essence the Monitoring and Evaluation would use the frame suggested below to track performance and results:

1. What was planned?
 - Objectives, Outcomes, Outputs and their respective indicators
 - Budget and cost estimates
 - Human resource, equipment, and other resources to be deployed
2. What has been achieved?

- The actual Objectives, Outcomes, Outputs achieved and the evidence/indicators
 - Actual expenditure incurred
 - Human resource and other resources actually used
3. What is the deviation between what was planned and what was achieved?
 - This has to do with comparing what was planned with what has actually been achieved or consumed
 4. Reasons for Success or failure
 - Explain the factors and circumstances that caused the success or failure with facts and evidence
 5. Adjustment the plan to ensure success
 - Re-plan, set new and more realistic targets, adjust the cost estimates, deploy new or more resources

17.CONCLUSIONS

The strategic plan of the Ministry of Local Government, Chieftainship and Parliamentary Affairs for the period 2015 – 2019 provided a pragmatic road map that would enable the Ministry to be more effective in delivering its mandate. This is especially so, as the Ministry facilitates and coordinates the implementation of the national decentralisation agenda to establish functioning local governments.

There are two critical considerations that would ensure the success of this strategic plan. The first is for the Ministry to re-organise its internal operating system and work culture towards results-based performance management. This will ensure that every work done in the Ministry is geared towards realising the objectives and targets set in the plan. The second critical consideration is to leverage the resources needed to implement the strategies and programmes set out in the plan.