



**PROJECT TITLE: LESOTHO NATIONAL DIALOGUE AND STABILIZATION PROJECT (LNDSP)**

**END OF PROJECT EVALUATION REPORT**

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Finally, as an independent Terminal Evaluation, the consultant takes responsibility for the views and opinions expressed in the report, but I hope that they reflect those of all stakeholders interviewed and encountered during the evaluation period. More significantly, it is my considered opinion that the findings and recommendations of this report will contribute to laying a solid foundation for good governance, sustainable peace and stability in Lesotho.

### **Disclaimer**

This End of Project Evaluation Report was prepared by one Independent External Consultant: - Hindowa B. Momoh. The findings, interpretations, and conclusions expressed herein are those of the author and do not necessarily reflect the views of UNDP and partners.

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## List of abbreviations

AfDB	Africa Development Bank
AU	African Union
BNP	Basotho National Party
BCP	Basutoland Congress Party
CCJP	Catholic in Commission for Justice and Peace
CCL	Christian Council of Lesotho
CID	Criminal Investigation Division
CPC	Community Policing Committees
CPD	Country Project Document
CSO	Civil Society Organization
DCEO	Directorate of Dispute Prevention and Resolution
DIM	Direct Implementation Modality
DPE	Development for Peace Education
EU	European Union
FIDA	Federation of Woman Lawyers
GNU	Government of National Unity
HR	Human Rights
IEC	Independent Electoral Commission
JSC	Judicial Service Commission
LCA	Lesotho Communication Authority
LCN	Lesotho Council of Non-Governmental Organization
LDF	Lesotho Defence Force
LMPS	Lesotho Mounted Police Service
LNBS	Lesotho National Broadcasting Services
LNDSPP	Lesotho National Dialogue and Stabilisation Project
LNFOOD	Lesotho National Federation of Organisation of the Disabled
LTV	Lesotho Television
LUNDAF	Lesotho UN Development Assistance Framework
MISA	Media Institute of Southern Africa
MP	Members of Parliament
MSND	Multi-Stakeholder National Dialogue
NAP	National Action Plan
NDPC	National Dialogue Planning Committee
NLF	National Leaders Forum
NHRI	National Human Rights Institutions
NRA	National Reform Authority
NSS	National Security Service
OHCHR	Office of the UN High Commissioner for Human Rights
PBF	Peace-Building Fund
PCA	Police Complaints Authority
PIC	Project Implementation Committee
PM	Prime Minister
PMU	Project Management Unit
PR	Proportional Representation
PS	Principal Secretary
PWD	People with Disabilities

RR .....	Resident Representative
RSA .....	Republic of South Africa
SA .....	South Africa
SALW .....	Small Arms and Light Weapons
SADC .....	Southern African Development Community
SOMILE .....	SADC Observer Mission in Lesotho
SDGs .....	Sustainable Development Goals
TOR .....	Terms of Reference
TRC .....	Transformation Resource Centre
TWG .....	Technical Working Group
UN .....	United Nations
UNCT .....	United Nations Country Team
UNICEF .....	United Nations International Children’s Emergency Fund
UNDP .....	United Nations and Development Programme
UNWOMEN .....	UN Entity for Gender Equality and the Empowerment of Women
VCL .....	Vodacom Lesotho
WLSA .....	Women Law in Southern Africa
YSC .....	Young Christian Students

## Executive Summary

The Lesotho National Dialogue and Stabilization Project (LNDSP) sought to respond to the political and security crisis in Lesotho and create a conducive environment for fundamental national reforms which have long been recommended by SADC and other actors as necessary for long-term stability and sustainable peace. This objective was planned to be achieved by supporting national consensus and trust-building through a multi-level dialogue on proposed reforms; urgent stabilization measures in the security sector; women's empowerment and gender mainstreaming throughout the dialogue and reforms process; and the development and implementation of a communications strategy.

Due to COVID-19 restrictions on international travel at the time, no field-based, quantitative assessments were undertaken. Only qualitative methods were used to evaluate project achievements against the expected outputs, outcomes and impacts. The approach consisted of: a desk review of project documentation, including the project proposal, meeting minutes, progress reports, and various government resolutions; and personal interviews, focusing on individuals who performed key roles at the process and strategic levels. The interviews were done virtually with UN Senior Management, project management team, executing partners, and various stakeholders.

### Findings

The overall rating for this project is **Highly Satisfactory**. The project satisfactorily and successfully achieved its intended outcomes despite the limited budget and short time frame as well as the delays caused by various factors. The project was a complex one, with a diverse network of partners and various activities geared towards the attainment of different goals. This, ultimately, shaped the focus and overall success of the project with respect to its short time frame, limited budget, and complexity. It is evident from the nature of activities implemented and the achievements realized that enhancing consensus building through national dialogues and reform processes requires a much longer timescale than allowed under the project. In this regard, the LNDSP should be complimented for developing strategies and approaches to achieve results. Considering the circumstances under which the project was implemented, it has attained important outcomes, including strengthening capacity at individual, functional, and institutional levels through significant awareness raising efforts, dialogue at high political and local levels, and institutional collaboration. The project has, therefore, laid a strong foundation for future engagement and reform processes, as well as continued ownership at the country level. Dovetailing with the above, the LNDSP has established the infrastructure of peace, national healing and stability through the legitimation and institutionalization of the National Reform Authority (NRA) designed to take the reforms forward..

**Relevance:** The overall, project design was relevant and addressed key national and international commitments. It was in sync with the Lesotho National Strategic Development Plan (2013-2018), especially goal 6 that focuses on promoting peace and democratic governance, and building effective institutions; 2016 recommendations of the SADC Double Troika Summit of Heads of States and Government for developing a comprehensive roadmap for political reforms; UN Security Council Resolution 1325 and subsequent resolutions that acknowledge women's right to be involved in all aspects of conflict prevention and resolution, peacekeeping and peacebuilding, and democratic governance; Development agenda for youth, as 40% of the population is classified as youth between the age of 15 and 35 years; Democracy, unity, and peace pillar of the Government of Lesotho's Vision 2020; Sustainable Development Goals (SDG), especially goals 5 (Achieve gender equality and empower all women and girls), 16 (Promote peaceful and inclusive societies for sustainable

development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels) and 17 (Strengthen the means of implementation and revitalize the global partnership for sustainable development); and the Lesotho UN Development Assistance Framework (LUNDAF) 2018-2023, across its three Strategic Pillars of Accountable Governance, Effective Institutions, Social Cohesion and Inclusion; Sustainable Human Capital Development; and Sustainable and Inclusive Economic Growth for Poverty Reduction.

**Effectiveness:** The project had three outcome areas. **Outcome 1** achieved the following: the project brought the Basotho to dialogue and engage in dialogue for national cohesion, reconciliation and stability; the activities were planned and implemented with a focus on ensuring gender equality and empowerment of vulnerable groups resulting in increased women's participation in the dialogue process; the project supported capacity building of Basotho women to participate effectively in the dialogue and reform process; the MSND Plenary I was successfully held in 2018 with A Joint Communique summarizing the outcome and became a multi-stakeholder compact of commitment to national reforms; the project resulted in increased collaboration and synergy among groups, including women, elders, youths, PWDs and increased interaction between critical stakeholders at the national and community/local levels. However, lack of budgetary support for the NDPC and threats of boycott from the opposition derailed and slowed down the process. **Outcome 2** achieved the following: the support provided to 1,200 security members and their families resulted in the reduction of trauma cases by 50% among the target members as reported by Inter Agency Task Force; Coordination among the security sector was enhanced resulting in joint patrols and planning; capacity development of the security sector was promoted by the project; the project collaborated with UN OHCHR and SADC to facilitate the professionalization of the security sector through training 500 Trainers from the security sector on human rights and UN Conventions, leadership, crisis management, standard operating process for joint operations, inter-agency coordination, among others. Notwithstanding the above, there was time constraint during the project implementation for the comprehensive training of the security sector.

**Outcome 3:** What has been achieved? The communication strategy was developed resulting in the establishment of the Government Communications Technical Team on Reforms; the development of the Concept Note for Training on Communication thereby strengthening the institutional capacity. The strategy also succeeded in creating the digital media platforms, brochures and public information on reforms; showing visibility of the NDPC and LCN members on media platforms at least once per week. The project also published and widely disseminated the Roadmap as a means of publicizing the dialogue process as well ensuring that ordinary Basotho are engaged directly or indirectly. The impact of this was the large turn out during the in-district and community level consultations that attracted women, men, youths and children. However, the communication component encountered some challenge *albeit* not enough to undo the effectiveness component of the project. There was delay in dissemination because of lack of consensus among stakeholders on some products. There was little congruence on technical input from experts on the communication component, which became a challenge for the beneficiaries to accept the products from the experts.

**Efficiency:** The LNDSP implementation was cost-effective, owing to a number of factors, including strategic partnerships, efficient management of resources, selection of partners and communities, and local participation in all phases of design and delivery. The project experienced some delays in the implementation of some activities (e.g., development of Gender Mainstreaming Strategy which was postponed to 2020), which had a knock-on effect on the trainings planned, and other cross-sector engagement activities that depended on the finalization of the strategy. Taking these issues and a range of other risks into consideration during project design and indeed during implementation increased the overall efficiency of the project. The requirement to strictly follow UNDP procedures for financial planning and management also resulted in greater efficiency for project.

A good balance was found in the measures taken to promote cost-efficiency including harnessing the comparative advantage of the partners and establishing strategic partnerships with key local and international organizations. The cross-country intervention also allowed for broad civil society engagement and the involvement of local communities in the design and implementation of activities. Building on past and ongoing initiatives was also a cost-efficient measure in terms of utilizing available information and strengthening capacity at functional and institutional levels.

Accordingly, long-term impacts will more likely result from the outcomes delivered by the project. The success of dialogue sessions held in various communities in the country demonstrates the project's concrete on-the-ground accomplishments, which will, in the long-term, promote further stakeholder support and legitimacy and increase country ownership. The prospect for sustainability is, therefore, moderate to high with respect to the different factors and conditions that underlie the project's success. While financing may pose a significant constraint to scaling-up the project, efforts to mobilize international and local buy-in (such as regular meetings between UNDP, international partners, church leaders, civil society leaders, etc.) present exciting opportunities for sustaining project outcomes joint action and long-range planning. Additionally, engagements with political parties and security agencies, as well as benefits accrued to youth and women's groups, make the country conducive to sustaining project outcomes.

### **The overall Project Rating is Highly Satisfactory**

#### **Lessons learned**

The following key lessons learned emerged in the implementation of the project:

- i. UNDP, OHCHR and UN Women pitched the project at both strategic and process levels, accounting for the political issues and processes that could have undermined project implementation. Recognizing the potential impacts politics could have had on project implementation avoided delays and tensions and facilitated broad stakeholder engagement. This indicates that political sensitivities and related interests cannot be ignored in the delivery of complex national dialogue and reform processes.
- ii. Broad stakeholder engagement is critical for projects in which the intended long-term outcome is reliant upon the understandings and actions of local, national, and international stakeholders. It is, however, important to note that there is no linear pathway to engaging a diverse set of stakeholders for national dialogue and reform processes, as the project conducted series of meetings, some cancelled, delayed and sabotaged.
- iii. Implementing projects of this nature through partner institutions that have the necessary competences and on-the-ground experience, and with each responsible for activities at the appropriate scale, is a useful cost-effective approach to implementation and sustaining results.
- iv. Stakeholder consultations revealed that the role of the UN, no doubt, made the difference. The world organization became the only partner without a political stake and its neutrality attracted all parties to agree on the common goal;
- v. It was not realistic to expect that all the goals set by the project will be achieved in 18 months and with USD2 million. Although major achievements were recorded, there is a long way to go in delivering reform processes. Project design for such a complex project

- needs to be realistic in terms of time and resources, especially with the many factors underlying it.
- vi. It is critical to involve local communities in the design and implementation of such projects, which emerged as a major strength of the project (as seen with in-district consultations that provided an opportunity for Basotho to engage and voice their views on the real reforms they want to put Lesotho on a progressive path of sustainable peace and stability). As it is these communities who will sustain the outcomes achieved, the project approach to involve a wide diversity of local players makes it likelier for results to be accepted and for outcomes to be sustained.
  - vii. Significant efforts were made to mainstream gender and human rights issues into strategies developed and activities implemented. However, any follow up project should ensure that HRDDP assessments are carried out prior to the finalization of any work plan and sequencing of activities, to avoid the challenges faced in the delayed implementation of the project.
  - viii. Lesotho could benefit from the South African experience in handling and managing internal conflicts. Establishing durable peace in a highly volatile political atmosphere requires concerted efforts of all citizens to design approaches that could simmer down volatility and the South African experience in the post-Apartheid era where a rainbow nation was created and a Truth and Reconciliation Commission (TRC) established cannot be more apt.

## **Recommendations**

The following recommendations look ahead to the post-project period and the development and implementation of other UNDP projects and sustaining the results of NDSP. UNDP and partners should:

- a) Undertake follow-on activities for upscaling some project outcomes as well as for integration into policy and institutional frameworks. Given the sensitivity of the issues addressed, it is recommended that UNDP, in collaboration with all implementing partners, seek support from donors for a second phase of the project as soon as possible;
- b) While planning for phase 2 of the project, follow the same model for consulting widely and broadly, including by obtaining approvals from all relevant sectors and players;
- c) Ensure the allocation of adequate time and resources to the result areas of the next project by matching any upscaling efforts with financial, human and technical resources mobilized for project implementation.
- d) Increase efforts to transfer the huge volume of knowledge generated by the project to local structures such as the LCN and LLCN, as a way of sustaining the outcomes delivered. Local partners should be supported to widely disseminate the reports and knowledge products through their respective networks and other means, to accord them high visibility at appropriate forums and increase their chances of mobilizing resources for similar interventions. The learning materials should be translated into local languages and made easily available to local communities and development partners. The technical reports should be simplified to facilitate their use by decision-makers and for effective mainstreaming into national development planning;
- e) Work closely with the government to improve monitoring and data collection so as to fill current data gaps. Appropriate mechanisms should be developed for data sharing, as this

is critical for building a consensus for shared action and supporting the successful implementation of any follow-up intervention;

- f) Ensure that a new HRDDP is developed while taking into consideration that the previous assessments are carried out prior to the finalisation of any work plan and sequencing of activities, as part of efforts to implement the recommendations of the Human Rights Due Diligence Assessment carried out in January 2019;

The Government of Lesotho should:

- a) Follow-up any changes proposed in legislation, policies and standard operating procedures that regulate the conduct of various security forces, strengthen internal and external oversight and accountability mechanisms and enhance equal access to justice for victims of violations.
- b) Ensure that the National Reform Authority (NRA) is provided with the financial support, political will and space to implement its mandate without hindrance so that dialogues and reform processes can succeed and be sustained;
- c) Mainstream gender equality and women's empowerment through policy formulations and legislative/legal reviews into national discourse and stabilization process unfolding in Lesotho;
- d) Continue, through various national partners, to provide support to the security sector, women and youth groups, PWDs and other vulnerable groups by protecting their rights and other local peace structures as infrastructure of peace in the country;
- e) Further strengthen state institutions to make them functional and disallow the politicization of particularly the security sector that had been marred in human rights violations;
- f) Ensure that human rights issues, especially police brutality, human trafficking and others, are prevented through policy formulation and legal/legislative enactments;
- g) Focus attention on and prioritize poverty reduction and unemployment among the youthful population that could enable the government to overcome the problems related to instability.

## 1. Introduction

1. The project “Lesotho National Dialogue and Stabilization Project (LNDSP)” was implemented by UNDP and its partners. The objective was to “to facilitate the process of consensus building and dialogue towards National Reforms, Reconciliation and Peace-building in Lesotho”.
2. Financial support of US\$2,000,000 was provided by the UNDP and partners. The project duration was from 4<sup>th</sup> June 2018 to 4<sup>th</sup> December 2019. The process of project conceptualization began with a request placed by the Prime Minister to UNDP in September 2017, which was followed by the development of a roadmap entitled “The Lesotho we want: Dialogues and Reforms for National Transformation- vision overview and roadmap”, which was endorsed at the SADC summit in March 2018 as the national working document for the reform process<sup>1</sup>. The request was succeeded by the formation of an Inter-Ministerial Steering Committee (ISC) and a Technical Working Group of Principal Secretaries (TWG). These two structures were to spearhead the reforms, including supporting experts and national stakeholders to draft the roadmap and framework that was eventually adopted by the Lesotho Cabinet that same year. These activities were followed by various meetings and the signing of an MOU between UNDP and SADC in March 2018.
3. A number of partners collaborated with UNDP in the execution of the project, including UN Women, OHCHR, the Government of Lesotho, etc. Each partner was responsible for specific components. Activities were implemented in 76 locations in the 10 districts of the country by a project team that comprised a Project Manager supported by a Human Rights Officer seconded

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<sup>1</sup> Coalition parties retreat concept note, 2019

from the United Nations Office of the High Commissioner for Human Rights, a Monitoring and Evaluation Officer, and Finance and Administration Officer.

4. To assess the project's performance, a terminal evaluation was conducted based on the Terms of Reference (ToR) produced for this consultancy and the contract signed between UNDP Lesotho—the project implementer, and the International Consultant. The report summarizes key findings of the terminal evaluation of the project, referred to throughout the report as LNDSP, using information obtained from the project document, progress reports, M&E reports, final implementation report, meeting minutes, and interviews conducted with key informants identified by the consultant and the client.

### **1.1. Background and Context**

5. The LNDSP identified political stability and poor governance as the two main issues that required urgent attention. The Lesotho United National Country Team (UNCT) Country Assessment done in 2017 identified the root causes to be the struggle for power by individual politicians and groups; lack of strong political parties; corruption; weak leadership; and disempowered voters and citizens in general. Actors in the instability include the political elite and political parties, security institutions, especially the Lesotho Defense Force (LDF) and the Lesotho Mounted Police Service (LMPS), and the civil service which is considered to be politicized. The struggle for state capture and opportunities among the political elite is accentuated by overreliance on the state as the main employer.
6. This mix of factors caused political instability and security challenges going back to the period immediately preceding and following independence in 1966. The country witnessed eight years of military rule and a protracted military incursion into national politics, which created an alliance between sections of the security forces and factions of the political elites over the years. The relationship between the LDF and LMPS has also been weak because of growing concerns over encroachment into each other's mandates, which is widely attributed to the ambiguous provisions in the 1993 transitional constitution that have not changed even with recent amendment efforts.
7. Moreover, the two main political parties, the Basotho National Party (BNP) and the Basutoland Congress Party (BCP) have forged strong rivalries and intensified harassment of rivals, inclusion and exclusion, reward and victimization in an otherwise ethnically and culturally homogeneous society. The number of political parties stood at 30 in 2017, demonstrating an increase in shifting alliances and a growing potential for historical rivalries to be invoked for political purposes. These dynamics have birthed many shaky political coalitions that have further complicated existing challenges and undercut government effectiveness and accountability, government continuity, national stability, development planning, human rights and investments.
8. SADC has contributed substantially to the implementation of long-recommended reforms for an enduring stability, including through a military intervention in 1998 following serious post-election violence such as a mutiny by elements of the LDF, the deployment of the SADC Observer Mission in Lesotho (SOMILES) ahead of the 2015 elections; the appointment of a SADC Commission of Inquiry into insecurity in 2015; the deployment of the SADC Oversight Committee

(OC) since 2016; and the SADC Preventive Mission in the Kingdom of Lesotho (SAPMIL) from December 2017. These interventions and other efforts promoted by other international bodies like the UN and the Government of Lesotho are intended to provide a conducive environment for fundamental national reforms that will engender long-term stability and sustainable peace. LNDSP, therefore, contributes to this agenda by supporting national consensus and trust-building through a multi-level dialogue on proposed reforms, which promise a re-engineering of the Lesotho society, including its age and gender inclusivity.

9. At the close of the project cycle, a terminal evaluation was launched to provide evidence of results to meet accountability standards; synthesize lessons that can help to improve the selection, design and implementation of future projects by UNDP Lesotho; provide feedback on issues that are recurrent across the UNDP portfolio and need attention, and on improvements regarding previously identified issues; and contribute to the overall assessment of results in achieving project and wider development objectives aimed at meeting specific global targets. The main tasks included a review of documents on the performance of the project and the performance of project governance and implementation (organisation and management performance review), and primary data collection and analysis to inform a case studies report. The findings from these analyses will inform decision-making at the senior management level and ensure accountability and lesson-learning at the project level (for the implementation team and partners).

## **1.2. Evaluation Scope and Objectives**

10. In line with the guidelines offered for evaluating the project, the terminal evaluation process is undertaken after its completion to assess performance in terms of relevance, effectiveness, efficiency, and sustainability. The main objectives are to assess processes and achievements made by the NDSP with focus on the entire implementation period and draw lessons and apply them to possible follow-on assistance activities. Specifically, the evaluation will assist UNDP and Implementing Partners to:
  - a. Establish the extent to which the planned and related objectives, outcomes and results of the LNDSP have been or are being achieved;
  - b. The relevance, efficiency and effectiveness of the project in achieving its objectives, outcomes and results;
  - c. Assess the factors affecting the project implementation, outputs and its sustainability, including contributing factors and constraints; etc. and
  - d. Make recommendations for improving the design, effectiveness, efficiency, sustainability and mainstreaming of gender and other cross-cutting issues in future programming.
11. Key principles and criteria for the evaluation are provided in the ToR in annex 1. The evaluation was also guided by a set of key questions based on the project's intended outcomes. These questions were expended by the consultants in an inception report submitted at the start of the process.
12. Questions addressed for relevance include as follows:

- a. To what extent is NDSP engagement in governance and PB support the reflection of strategic consideration, including its role in the development context in Lesotho and its comparative advantage vis-à-vis other partners?
- b. To what extent was the NDSP selected method of delivery been appropriate to the development context?
- c. To what extent has the implementation of the NDSP been influential in decisions of national dialogues and PB, national policies on legal reform and HR protections?
- d. To what extent were considerations for gender equality and women's empowerment integrated in the design of the project?
- e. To what extent has gender been addressed in the design, implementation and monitoring of NDSP? Is gender marker data assigned to projects representative of reality?
- f. Did the project adopt a conflict-sensitive approach in project implementation and how were things done differently?
- g. Why was the project implemented at that time and not two years ago or later?
- h. Did the project unlock funds, expertise, resources from other sources and how was it relevant?

13. Questions addressed for effectiveness and efficiency include as follows:

- a. To what extent have the project's outputs and outcomes been achieved?
- b. What evidence is there that NDSP support has contributed towards an improvement in national government capacity on dialogue and stabilisation?
- c. To what extent has NDSP promoted positive changes in gender equality? Were there any unintended effects?
- d. Has NDSP been effective in helping establish mechanisms for comprehensive political reforms and national reconciliation at national and local levels? Do these local results aggregate into nationally significant results?
- e. Has NDSP worked effectively with other UN Agencies and other international and national delivery partners to deliver project objectives?
- f. How effective has NDSP been in partnering with different stakeholder constituencies, including civil society and the private sector, media, political parties to promote effective and active participation in the reforms and reconciliation efforts in Lesotho?
- g. Has NDSP utilized innovative techniques and best practices in its programming?
- h. The extent to which UNDP is perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Lesotho through implementation of NDSP
- i. Considering the technical capacity and institutional arrangements of the NDSP, did the project provide adequate basis for national dialogue, reforms and national reconciliation process in Lesotho?
- j. Considering the technical capacity and institutional arrangements of the NDSP, did the project provide adequate basis for national dialogue, reforms and national reconciliation process in Lesotho?
- k. What contributing factors and impediments enhance or impede NDSP performance in this area?
- l. Were resources strategically distributed to achieve planned objectives?
- m. How effective was the M&E system?

14. Questions addressed for sustainability include as follows:

- a. What is the likelihood that the interventions undertaken through the NDSP for national reforms and reconciliation agenda are sustainable?
- b. What mechanisms have been set in place by NDSP to support the government of Lesotho to sustain improvements made through these interventions?
- c. How should the project results be utilised to enhance stakeholder engagement and potential to a more united Lesotho with a commitment to implement political reforms? What changes should be made in the current set of partnerships in order to promote long term sustainability?

## 2. Evaluation process and components

### 2.1. Approach and Methodology

15. The consultant has followed a mixed-method and multi-disciplinary approach that conformed to the different requirements across the partners. The approach is predicated on UNDP guidelines for evaluations (2019) and the United Nations Evaluation Group (UNEG) Guidance Document on Integrating Human Rights and Gender Equality in Evaluations. The guidelines recommend the scope of terminal evaluations to include but not restricted to the following components:
  - a) The project strategy, which is a description of the design, indicators, assumptions and risks. These elements of the project are critical to analyzing the extent to which the project is relevant in terms of its fit to national priorities and the suitability of the implementation vehicles used;
  - b) Project implementation, which focuses on adaptive management and the management arrangements, monitoring and evaluation approaches, reporting procedures, and risk mitigation measures used to achieve intended results;
  - c) An evaluation that is HR & GE responsive addresses the programming principles required by a human rights-based approach and gender mainstreaming strategy; and
  - d) Project results, which is a presentation of the key findings of the evaluation in respect of the project's relevance, effectiveness, efficiency, sustainability, and impact.
16. The evaluation was conducted by an International Consultant between July and November 2020, under the overall responsibility and management of the UNDP Lesotho Office in Maseru, and in consultation with project partners- UNWomen, the Government of Lesotho, and OHCHR. A virtual inception meeting was held by the consultant to engage the UNDP team and other individuals who were directly involved in the delivery of the project.
17. Due to COVID-19 restrictions on international travel at the time, no field-based, quantitative assessments were undertaken. Only qualitative methods were used to evaluate project achievements against the expected outputs, outcomes and impacts. The approach consisted of:
  - a. A desk review of project documentation, including the project proposal, meeting minutes, progress reports, and various government resolutions (see annex 2).
  - b. Personal interviews, focusing on individuals who performed key roles at the process and strategic levels. The interviews were done virtually with UN Senior Management,

project management team, executing partners, and various stakeholders. A list of individuals interviewed is provided in annex 3.

## 2.2. Theory of Change

18. The long-term goal of the project was to facilitate the process of consensus building and dialogue towards national reforms in Lesotho. Its overall expected outcome is a more united Lesotho with a commitment to implement political reforms aimed at addressing the causes of recurrent crises and building sustainable peace and stability in the country. The immediate and development objectives of the project were as follows:
  - a. To address issues of women's participation in political and economic leadership processes, including by improving the statistics on gender equality and women's empowerment in the Lesotho Common Country Analysis (2017);
  - b. To increase women's involvement in political dialogues and stabilization efforts (including all aspects of conflict prevention and resolution, peacekeeping and peacebuilding) in line with UNSCR 1325;
  - c. To enhance youth participation in all spheres of civil and political life as recommended by the 2012 youth survey conducted by UNDP and the Government of Lesotho;
  - d. To promote the enjoyment of economic, social, and cultural rights in the light of high poverty rates, weak social service delivery coverage and propensity of natural disasters affecting health, food security and standards of living;
  - e. To strengthen national protection systems and enhancing reconciliation and stability by ensuring due process and justice for both alleged perpetrators and victims, survivors and their families; and
  - f. To increase access to knowledge and information on democratic and development processes beyond levels reported in the 2017 Citizen Participation Survey, to enhance citizen participation in national governance and decision-making.
  
19. Indicators and targets for tracking progress in achieving each of the outcomes proposed by the project were highlighted in the project document. A results table or results framework (logical framework- see annex 4) was used for this purpose and to link the different elements that help to show performance with aspects that described inputs and activities. The indicators proposed by the project fall under specific outcomes as follows:
  - a. Outcome 1: By 2019, there is a national agreement on the content and processes of comprehensive political reforms and national reconciliation in Lesotho with increased public and donor support.
    - Outcome indicator 1: National agreement on core objectives and areas of the political reform in Lesotho collectively agreed.
  - b. Outcome 2: By 2019, tensions and divisions within and amongst security services are reduced thereby enhancing the participation of the sector in the national dialogue and reform processes and enhancing public trust.
    - Outcome indicator 2.1: national dialogue process and outcome inclusive of security vision with broader security buy-in, participation, and guaranteed safety assurances

- c. Outcome 3: By 2019, a more informed Lesotho constituency is actively participating in political reforms and reconciliation efforts due to greater access to timely and accurate information on the national dialogue and reform processes.
        - Outcome indicator 3: a comprehensive national communications strategy in place to support public engagement on the national dialogues.
20. The outcome indicators listed above were tracked through various output indicators based on baseline information that, at the time the project commenced:
- a. A National Reforms Roadmap had been proposed by the Government of Lesotho;
  - b. There was no National Leadership Forum to guide the national dialogue process on the reform roadmap;
  - c. There was no multi-sectoral and multi-stakeholder National Dialogue Planning Committee (NDPC);
  - d. There were no structures for facilitating dialogue;
  - e. 70% of the population did not have knowledge of democratic and development processes that required their participation;
  - f. 55% of the population did not have sufficient opportunities to participate in democratic processes;
  - g. Almost 60% of the population were not satisfied with their level of participation, while around 51% were not motivated to participate in democratic processes;
  - h. No reform had been agreed since the 2015 snap election;
  - i. There were no women and youth-focused agenda and/or training for national dialogue;
  - j. There were no post-election consultations across communities in 2015;
  - k. Rehabilitation and reintegration processes has not been completed;
  - l. There was no security sector vision document to ensure gender-sensitive planning and communications;
  - m. No human rights trainings had been provided to the security sector since 2010;
  - n. There was limited public knowledge of political reforms and goals in the country; and
  - o. There was no communication and information dissemination strategy in place to support the reform process.
21. Overall, the results framework formed an important basis for framing activities, executing the project, and tracking its performance. It provided a great tool by allowing partners to think through how the project intended to bring about change, particularly how activities would produce outputs and contribute to the objectives of the project; identifying (and proposing ways to mitigate) risks that sat outside the control of the project but that had the potential to affect progress; and placing a greater focus on monitoring and evaluation by providing clear benchmarks for success and failure. In terms of the different components of the project, some specific strengths of the logical framework include:
- a. A theory of change that suggests a mechanism for creating a conducive environment for the participatory and inclusive implementation of proposed political, constitutional, legislative, sectoral and institutional reforms;
  - b. Activities that covered the entire county, with high premium placed on national participation. The proposal included seventy-six (76) in-district and community level consultations in all the 10 districts in Lesotho on the basis of Lesotho Local Government

structure as follows: 1 municipal council, 11 urban councils and 64, community councils;

- c. Robust strategies for enhancing gender equality and social inclusion, including by ensuring that at least 30% of participants across project activities comprised women;
- d. Measures for mainstreaming the participation of the youth through ensuring that the guidelines developed by the National Dialogue Planning Committee lay out clear provisions for the participation of representatives of youth groups in the national dialogue at both national plenary and district levels; and
- e. Robust monitoring and evaluation framework with measurable performance targets to regularly monitor, track and assess progress towards achieving goals set.

### 2.3. Risk Analysis

22. The project document outlines various assumptions and risks. Risks include:

- a. Boycott of the dialogue and reform process by opposition parties due to unmet conditions;
- b. Disruption of the reforms process by disaffected or worried members of security agencies;
- c. Disagreements within the coalition agreement could make consensus building difficult and, at worst, lead to new elections which could disrupt implementation;
- d. Competing priorities with the reform agenda;
- e. Politicization of the project;
- f. Negligence of accountability and human rights issues in favour of a superficial reconciliation; and
- g. Unintended exclusion of minority or marginalized weak groups in more technical dialogues.

23. Strategies were proposed for mitigating each of the above risks including that:

- a. Boycott of the dialogue and reform process would be addressed by working closely with all political parties, religious and civil society leaders to ensure the participation of as many political parties as possible. The proposed National Leaders Forum was intended as a political-level problem-solving forum and all efforts were made to ensure its functioning. The UN, SADC, CSOs and international partners leveraged their collective advantages to encourage all parties participate and submit some of the issues at the dialogue rather than make them preconditions for participating
- b. Disruption of the reform process would be avoided by reintegrating a section of security sector that could otherwise be a source of disaffection. The presence of SAPMIL in the country was intended to mitigate this risk with a possible extension of the mission if it were to become necessary. Targeted and sector-specific information sharing along-side a national communication strategy also ensured that all sectors to be affected by the reforms are well-informed about their objectives.
- c. Disagreements within the coalition government that could undermine consensus building was stemmed by including a provision for international mediation in The Coalition Agreement as well as closely monitoring political dynamics and consensus building efforts in partnership with SADC and national dialogue facilitators

- d. Concerns about competing priorities were addressed by working closely with all stakeholders particularly the Government to ensure activities did not clash and key actors had different tasks from the PBF teams.
  - e. The politicization was risk was mitigated by hiring an International Project Manager to ensure neutrality in dealing with partners and political stakeholders
  - f. To include accountability and human rights issues, the Office of the High Commission on Human Rights (OHCHR) ensured that human rights issues were fully mainstreamed in the dialogue within the security sector in line with UN Human Rights principles
  - g. To prevent the unintended marginalization of minority groups in more technical dialogues, the project worked with UN-Women and CSOs to ensure participation of minority/marginalised groups at all stages of project implementation.
24. From the above, it is obvious that the most important risks were identified for mitigation by the project. However, some of the risks proposed were a bit ambiguous and hypothetical, as reflected in the concern about the politicization of the project, which did not fully depend on the steps taken by the project to anticipate and mitigate the risk. Some of the mitigation strategies also depended on external entities, which made controlling for results challenging in some instances.

#### **2.4. Limitations and Mitigation Measures**

25. The consultant did not have the opportunity to visit the country and the communities where the project was implemented. This placed constraints on obtaining information first-hand from key stakeholders. Attempts to remotely obtain information from stakeholders were also a challenge, taking much longer than anticipated and requiring many rounds of interviews. Slow response from some of the project partners contributed to delays in the timely completion of the assignment. Nonetheless, skype and zoom interviews, direct telephone calls were conducted with individuals who performed a role in the implementation of the project, with questions mainly focusing on the performance areas described in section 1.2.

#### **2.5. Performance Rating Scale**

26. A set of ratings are used to evaluate the performance of the project. They are expressed as Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U) Highly Unsatisfactory (HU) for Portfolio Coherence, Leverage, Selectivity, Effectiveness, Partnerships and Coordination, Gender and Human Rights Integration, and Efficiency; Likely (L), Moderately Likely (ML), Moderately Unlikely (MU), and Unlikely (U) for Sustainability; and Relevant (R) and Not Relevant (NR) for Relevance. Effectiveness is evaluated in terms of the attainment of project objectives, while efficiency is evaluated in terms of well-reasoned steps to deliver value for money and improve financial and process management. Sustainability, on the other hand, is evaluated in terms of the sustainability of outcomes achieved or their catalytic effects, while relevance is evaluated in terms of the extent to which project outcomes address local and international issues and needs, including other relevant strategies and programmes implemented by UNDP Lesotho, the government, and various partners.

### **3. Findings**

#### **3.1. What factors explain the project's performance?**

27. The evaluation addresses the main question, what are the achievements of the LNDSP and what lessons can be applied to subsequent interventions seeking to build consensus and drive dialogue towards reforms in the country. To fully respond to the question, taking into consideration the underlying assumptions and exogenous factors, the consultant focused on two sets of evaluation criteria. The first set focuses on what the project achieved while the other set focuses on explaining the how and why of these accomplishments. In the first instance, the enabling factors to be evaluated include: selectivity; efficiency; leverage; and analytical capacity. The second instance is evaluated through a measure of: relevance, effectiveness, and sustainability. Basing the evaluation process on these criteria allowed the consultant to tell a performance story not only about what development results were achieved, but also how and why they have been/have not been achieved.
28. In specific terms, selectivity is understood in this report as the extent to which project activities (and resources) are selective and strategically focused. Efficiency means the extent to which project activities use the least costly resources to achieve desired results. Leverage defines the ways by which the project brought additional financing to activities through dialogue and usage of relevant instruments, and through project design- showing explicit and consistent attention to scaling-up both at project and strategic levels. Analytical capacity refers to the extent to which the project has fulfilled its role as a knowledge broker, underwritten by strong knowledge and analytical work at country and project levels. Effectiveness is understood as the extent to which project activities and associated enabling conditions have generated the expected outcomes. Partnerships refer to the extent to which the project has been effective in facilitating and engaging productive partnerships. Relevance is used to mean the extent to which project activities are suited to the priorities (and policies) of the target group (and setting), donor, and partners, while sustainability means the extent to which achieved outcomes are likely to have a lasting benefit after donor funding has been withdrawn.

### **3.1.1. Portfolio coherence**

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29. Different factors explain the coherence of the project portfolio, including preparation and readiness, implementation approach and management, stakeholder participation and public awareness, country ownership, financial planning and management, and monitoring and evaluation.
30. The project's purpose (as stated in the prodoc) to "facilitate the process of consensus building and dialogue towards National Reforms in Lesotho" was realistic within the timeframe and available budget. Approaches to planning such as country-wide assessments and broad stakeholder consultations were helpful in achieving intended outcomes. Stakeholders at all levels were adequately identified, including minority groups, which established a focus on some of the most marginalized sections of the society. Moreover, the project took account of previous and ongoing initiatives supported by UNDP, the government, and various partners. The choice of implementing and executing partners was also based on their respective competences and broad consultations with the government and local actors. Additionally, the project took account of potential risks to the project emerging from political sensitivities and proposed measures for mitigation.

31. The project established a coordination mechanism with an assigned Project Manager and various partners that were previously involved in the design of the project. Selecting an international Project Manager was an excellent strategy for quelling the tensions and fears arising from partial and partisan national dialogues and reform processes. Working with local and international partners who understood the problems to be addressed and had established working relationships on various levels, was also an excellent approach. This ensured coherence in the design and delivery of different activities by different partners. A major factor that contributed to the successful implementation of the project included linking the interventions with ongoing initiatives supported by other players, to mobilize support and ensure a coherent approach to the issues and challenges on the ground. This shows that the working relationship among partners was excellent.
32. Furthermore, as the project sought to primarily support national dialogue and reforms processes, participation at all levels from local, national, and international players was required. In particular, the involvement of women's and youth groups, civil society organizations, security sector and various actors at the local level (including church and NGO leaders) ensured that the project's aims and objectives were consistent with their needs and facilitated ownership and buy-in. Clearly, the project design and implementation processes recognized the benefit of adopting a participatory approach involving local communities and national stakeholders in project activities. Through various engagement mechanisms, a significant effort was made to raise public awareness and seek public support. The linkages established between the project and various national development goals and strategies also showed country ownership. It was obvious from the review of documents that the Government of Lesotho and other national stakeholders were fully supportive of the project during its implementation and are committed to incorporating the results into national programmes.
33. Financial planning and management were consistent with UNDP procedures. Project funds were allocated to various partners for the execution of specific activities. Budget revisions were carried out and financial reports submitted in different instances. As part of its supervision and backstopping role, UNDP monitored project progress and regularly provided support to partners to ensure that any problems were addressed.
34. The overall rating on portfolio coherence is **Highly Satisfactory**.

### 3.1.2. Analytical capacity

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35. The project document outlines various measures for tracking the performance of the project for the purposes of learning and accountability. There is a monitoring and evaluation plan that clearly presents activities, outputs, and indicators, and schedules all M&E activities. Standard tools and procedures for tracking progress, including templates for assets and inventory control, financial and narrative reports formats, risk logs and field monitoring forms, and a common system for generating feedback and lessons; a results framework; a terminal evaluation report, etc., are mentioned as mechanisms used by both internal and external parties to assess performance against objectives and goals set during project design. These tools were used to gather data and form insights for board meetings, in-district consultations, communications plans, training modules, gender strategic plans, and broad-based stakeholder engagement. Accordingly, the rating on analytical capacity is **Satisfactory**.

### 3.1.3. Partnerships and Coordination

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36. Different stakeholders (or stakeholder institutions) that formed part of the management or implementation arrangement were drawn from various sectors and parts of the country to achieve the objectives of the project. These key stakeholders include Government of Lesotho, Southern African Development Community (SADC), Lesotho Council of Non-Governmental Organisations (LCN), Christian Council of Lesotho (CCL), UN-Women, OHCHR, Lesotho Women's Groups, and Security Sector Agencies (LMPS, LDF, NSS and LCS). The Project Board and Project Implementation Committee had active participation of different international delivery partners including the EU, SADC, AfDB, UN Agencies, GIZ and other CSOs. As a result, the EU provided experts and € 359,000 to support the project and are considering €2,500,000 for implementation of the reforms. The broad engagement also attracted the Commonwealth Secretariat who will be joining in the second phase of project implementation.
37. The project delivery architecture included a Project Board, a Project Implementation Committee (PIC), and a Project Management Unit (PMU).
- a. The project Board served as the overall policy and decision-making mechanism, ensuring that the project achieved its overall strategic objectives and delivered results as intended. It was co-chaired by the assigned Government Minister and the UN-RC/UNDP-RR and comprised senior representatives of the RUNOs, the SADC Executive Secretary or assignee, Executive Director of LCN and Chairperson of the CCL Heads of Churches.
  - b. The Project Implementation Committee (PIC) consisted of technical representatives of the RUNO and all the implementing partners. It was responsible for reviewing and validating the annual work plans, reviewing progress with recommendations, providing implementation oversight and monitoring, and overseeing internal and external evaluation of the project;
  - c. The Project Management Unit (PMU) coordinated the implementation of all project activities. It worked closely with the PIC and reported directly to the Project Board and the UNDP Deputy Resident Representative. It was headed by a Project Manager, and included a Human Rights Officer, Finance and Administrative Assistant, a Monitoring and Evaluation or Reporting Officer, and a driver.
38. The management arrangement included recipient organizations and implementing partners with the following roles and responsibilities:
- i. UNDP Lesotho is the UN Recipient Organisation for this project. It managed the funds allocated for the project's activities by the Government of Lesotho, SADC, LNC and CCN as Implementing Partners;
  - ii. SADC: has the convening power and access to high level political stakeholder across political divides in Lesotho and can use such influence to mobilize them for an inclusive and participatory national dialogue. The experience of SADC in supporting and reforming security sector in region made them an important and invaluable partner to the project;
  - iii. LCN is the most recognised and reputable NGO network in Lesotho and has the capacity to mobilize people and communities through the country. They are also highly respected

- in Lesotho for their influence and access to political leaders across the divide. LNC's knowledge and network was crucial for the district and community consultations;
- iv. CCL: The CCL and the Heads of Churches have a strong moral influence over the political stakeholders and possess the capacity to convene political consultations at the highest level. They played a crucial role in convening the National Leaders Forum and in mobilising religious groups impress upon political stakeholders to participate in the national dialogue process;
  - v. UN-Women collaborated with UNDP to mainstream gender across project activities and interventions. They also led in specific activities such as capacity building for women nominated to participate in National Dialogue and women members of the NDCP, convening of National Women's Conference (NWC) and development of gender mainstreaming strategy for security sectors;
  - vi. OHCHR collaborated with UNDP to conduct training on human rights and UN Conventions for the security sector, to mainstream human rights norms and standards across all project activities and interventions and to ensure the application of the Human Rights Due Diligence Policy (HRDDP). A Human Rights Officer from OHCHR was embedded in the project team.
39. This combination of partners was effective and efficient, with each partner making important contributions towards different project components and outputs. Based on interviews and review of the progress reports and project accomplishments, it was clear that there was reasonably good collaboration among the partners and engagement with stakeholders throughout the duration of the project. For instance, this institutional arrangement and their collective experience working with various national and local actors was useful in constituting a TWG to agree on the pressing priorities that could catalyse national reforms. The opportunity to work across sectors (and levels) also led to the development and adoption of various security sector interventions and the delineation of roles and responsibilities for Heads of Churches, the Christian Council of Lesotho (CCL) and the Lesotho Council of NGOs (LCN) were also held to discuss detailed activities and roles and responsibilities for the project.
40. These activities complemented iterative consultations and implementation with partner UN organisations (UN-Women and OHCHR) to discuss objectives and roles, and coordination meetings facilitated by the UN Resident Coordinator to keep international development partners and Diplomatic Corps informed about the progress of the project. They facilitated the establishment of close linkages between LNDSP and similar projects implemented by other international bodies such as the EU to foster a culture of sharing information and exchanging knowledge. The partnerships developed insights into EU's experience with civil society organizations, including LCN, maximized the value of the project in terms of the resources offered to partners and other stakeholders, and the outputs achieved by the project. The implication is that partnership arrangements worked effectively, as well as procedures set out for ensuring coordination and collaborative management.
41. The rating on partnerships and coordination is, therefore, **Highly Satisfactory**.

#### 3.1.4. Gender and Human Rights Integration

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42. Significant efforts were made to address gender concerns in both the design and implementation of the project. For instance, several planning meetings between UN Women, SADC, Ministry Defense, and Ministry of Police Service were held in 2019 in preparation for the development of a Gender Mainstreaming strategy which was rescheduled to 2020. Moreover, at least 173 Women from across all sectors – government, politicians, civil society, business, young women and faith leaders attended the first conference which took place from 23-24 October 2018. A second conference was held on 20 November 2018 to finalise outcomes of women’s demands for National Dialogue Plenary I. Furthermore, 20 women were nominated to represent women’s interests in the six priority areas during National Plenary I from which a Basotho Women’s Common Position emerged, with some recommendations integrated into the National Reform agenda. The common position was further workshopped at district consultations for women and the gender sector, allowing 1,099 women to participate in 12 Gender sector specific district and local consultations.
43. A Human Rights-Based Approach (HRBA) was also taken to consistently mainstream human rights norms and standards across all project activities and interventions, although no HRDDP assessments are carried out prior to the finalization of any work plan and sequencing of activities. In 2019, the OHCHR Human Rights Officer seconded to Lesotho provided training on human rights and UN conventions to officers from all Lesotho security agencies and supported dialogue between senior commanders on human rights responsibilities of security forces as part of the LNDSP, which was repeated following positive feedback and requests for additional dialogues from the LDF, LMPS, LCS and NSS.
44. Accordingly, the overall rating on gender and human rights integration is **Satisfactory**.

### 3.1.5. Selectivity

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45. Project activities (and resources) were selectively and strategically targeted at specific groups of stakeholders and beneficiaries. Groups targeted included political parties, mainly the Coalition Government and all the opposition parties that signed the Reforms Pledge ahead of the 2017 elections; security agencies, especially LDF, LMPS, LCS, and NSS, who have all been accused of political meddling, human rights violations, and disregard of the law; Women and Youth to mobilize for a national action plan on Women Peace and Security and address the needs of 40% of the country’s population which is classified as youth between the age of 15 and 35 years; and various communities to increase participation and inclusion in the process.
46. The overall rating for selectivity is, therefore, **Highly Satisfactory**. The project was designed to cover the entire country, delivering 76 district and community-level consultations across 10 districts. The consultations were designed on the basis of the country’s Local Government Structure which includes 1 municipal council, 11 urban councils and 64, community councils. Moreover, the project took deliberate measures to entrench gender equality and empower Basotho women including by enhancing their participation in peace and security initiatives. The project design also enhanced youth engagement and participation by ensuring that the guidelines developed by the National Dialogue Planning Committee included clear provisions for the participation of representatives of youth groups in the national dialogue at both national plenary and district levels. A further measure taken to increase the strategic focus of project

activities included a Human Rights-Based Approach (HRBA) to consistently mainstream human rights norms and standards across all project activities and interventions.

47. Examples of selectivity in the activities implemented include 6 NLFs which resulted in a consensus on reforms content and options for implementation; two successful National Leaders Forum meetings that approved the Multi Stakeholder National Dialogue (MSND) process; meetings with political players to secure commitment of the national leadership to the process by signing the solidarity “Declaration on the National Dialogue and Comprehensive Reforms”; National Dialogue Plenaries that attracted citizens of all sectors in Lesotho; a Security Sector High Command policy engagement and counselling/psychosocial support provided to 1,200 security members; engagement of women from across all sectors – government, politicians, civil society, business, young women and faith leaders through attendance in the first and second dialogue sessions, and nomination to represent women’s interests in the six priority areas during National Plenary I, etc.

### 3.1.6. Leverage

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48. Despite being implemented through activities supported by different partners, the project was solely financed by UNDP. The many partners required the sourcing of matching funds for maximizing the overall impact of the project. The challenge with bringing additional financing to activities through dialogue and usage of relevant instruments, and through project design, rates the project’s leverage as **Satisfactory**. This rating is based on the idea that valuable in-kind contributions were made by the different partners involved, although cash contributions could have substantially increased allocations to project activities to scale-up outcomes and maximize impact.

### 3.1.7. Efficiency

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49. The project cost about \$US 2 million. The three outcomes of the project were allocated 24%, 23%, and 10% of project resources respectively. 30% of the beneficiaries were women and about 8% of available financial resources supported activities that exclusively targeted women. 26% of the budget supported staff costs, while 5% of project finances was allocated to monitoring and evaluation activities. The above information regarding financial inputs and controls used to mitigate risks and keep project in line with proposals made in the design, demonstrates fairness in terms of the distribution of resources, with comparatively more benefits accruing to beneficiaries.
50. A good balance was found in the measures taken to promote cost-efficiency including harnessing the comparative advantage of the partners and establishing strategic partnerships with key local and international organizations. The cross-country intervention also allowed for broad civil society engagement and the involvement of local communities in the design and implementation of activities. Building on past and ongoing initiatives was also a cost-efficient measure in terms of utilizing available information and strengthening capacity at functional and institutional levels.

51. The consultant found that financial planning and management were in line with UNDP financial policies and procedures. The project allocated resources/funds to various IPs to carry out specific project activities. Budget revisions were carried out and financial reports submitted in different instances. As part of its supervision and backstopping role, UNDP monitored project progress and regularly provided support to partners to ensure that any problems were addressed. Rating for Efficiency is **Highly Satisfactory**.

52.

## 3.2. How well has the project performed?

### 3.2.1. Relevance

53. The project design and its engagement rested on a broadly accurate understanding of the historical and political context unraveling in Lesotho. Similar ventures have been undertaken in the past such as the military intervention in 1998 and SADC Peace Mission. Pundits have argued that the motivation for this intervention, at least on the part of South Africa, was to secure strategic resources, mainly water. National interest explains the intervention, rather than the rescue of a captive state as South Africa claimed. The SADC “peace mission” did not have a road map. LNDSP had a road map “The Lesotho We Want”, which was a product of the many consultations, that was supported by UN and its partners, held at all levels of the Basotho society embracing all sectors and people (young and old, men and women, PWDs etc.). The road map became the corner stone and defined who to consult and engage, and it formed the basis for national ownership.

54. The project responded to the national Vision 2020, National Strategic Development Plan (NSDP) 2013-2018 and the Framework and Roadmap for Reforms (2017). Specifically, the project provided an opportunity for: a) fundamental re-engineering of Lesotho society, including its gender, human rights and age inclusivity; b) reframing the previous government efforts to implement reforms that faltered due to the perception of government dominance and exclusion of other stakeholders; c) mobilising for a robust Women, Peace and Security agenda in Lesotho in line with UNSCR 1325 and subsequent resolutions; d) focusing on the fortunes of young people; e) addressing human rights as an important element in Lesotho’s context and; f) enhancing the knowledge and information on democratic and development processes that enabled them to participate in the Kingdom’s governance and decision-making.

55. The project’s contribution to SDG 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels) in its support for political dialogue as a precursor to national institutional reforms intended to ensure stability and sustainable peace and human rights cannot be overstated. Through a partnership with UN Women and Lesotho civil society, the project responded to SDG 5 (Achieve gender equality and empower all women and girls) to ensure a robust Women, Peace and Security agenda in the country in line with UNSCR 1325 and subsequent resolutions. The project build on the value of strategic partnerships, thus contributing to SDG 17: (Strengthen the means of implementation and revitalize the global partnership for sustainable development) by building broad partnership between the UN

System, international development partners, SADC, and local civil society institutions for the long-term stability and development of Lesotho.

56. The consultant established that the project was in sync with the new Lesotho UNDAF that came into effect in 2019. The new UNDAF articulated three Strategic Thrusts, namely: 1. Accountable Governance, Effective Institutions, Social Cohesion and Inclusion; 2. Sustainable Human Capital Development; and 3. Sustainable and Inclusive Economic Growth for Poverty Reduction. The LNDSP directly contributed to Outcome 1 under Strategic Pillar 1: By 2023, government and non-governmental institutions deliver their mandates and uphold good governance, rule of law and human rights, with all people having improved access to justice and participating in social and political decision-making processes in a peaceful environment. This was done under the rubrics of the project's engagement with the government in its quest to be more accountable and transparent, the security sectors and its response to prevent human rights abuses, mainstreaming gender and empowering women to take center stage in the dialogue process, bringing on board other marginalized groups such as the PWDs to ensure cohesion and inclusion and many others.
57. In short, the project objectives fall within (see prodoc):
- a. The Lesotho National Strategic Development Plan (2013-2018), especially goal 6 that focuses on promoting peace and democratic governance, and building effective institutions;
  - b. 2016 recommendations of the SADC Double Troika Summit of Heads of States and Government for developing a comprehensive roadmap for political reforms;
  - c. UN Security Council Resolution 1325 and subsequent resolutions that acknowledge women's right to be involved in all aspects of conflict prevention and resolution, peacekeeping and peacebuilding, and democratic governance;
  - d. Development agenda for youth, as 40% of the population is classified as youth between the age of 15 and 35 years;
  - e. Democracy, unity, and peace pillar of the Government of Lesotho's Vision 2020;
  - f. Sustainable Development Goals (SDG), especially goals 5 (Achieve gender equality and empower all women and girls), 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels) and 17 (Strengthen the means of implementation and revitalize the global partnership for sustainable development).
  - g. The Peacebuilding and Sustaining Peace Agenda of the Government of Lesotho, UN, and other development partners, which includes advocacy for a more strategic, integrated, and coherent international engagement to support country-led efforts on peace, security, and human rights; and
  - h. The Lesotho UN Development Assistance Framework (LUNDAF) 2018-2023, across its three Strategic Pillars of Accountable Governance, Effective Institutions, Social Cohesion and Inclusion; Sustainable Human Capital Development; and Sustainable and Inclusive Economic Growth for Poverty Reduction.
58. Furthermore, the cross-sector and institutional approach adopted by the project to enhance the achievement of national and global priorities demonstrate the comparative benefits enshrined in the design of the project. The project did not only seek to deliver local benefits, but also to achieve global goals like the SDGs and related indices. UNDP's role as lead implementer also

increased the potential for learning from previous experiences and the wide pool of ideas and strategies that existed locally to enrich both planning and implementation. UNDP's administrative and technical capacity to deliver projects at that scale, especially with the requirement to work through various partners, shaped the approaches taken to design the project and the measures implemented to meet objectives set.

59. The LNDSP was also relevant in creating a conducive atmosphere for political stability specifically in Lesotho and in the SADC/Africa region, generally. The problem of securing political stability has been flagged repeatedly and concerns raised about the adequacy of accountability mechanisms and the rule of law. Given these challenges, a common view has emerged that reforming the country must include constitutional changes. Indeed, a revision of the Constitution may provide a more stable base on which to build a stronger and more accountable political system. It may be misleading, however, to assume that all the problems of Lesotho need to be or can be addressed through constitutional changes. A major task of the reform process will be to distil and generate consensus on precisely which of the problems facing the Kingdom require constitutional changes. In the immediate, attention to strengthening existing laws and transforming the political culture is as important. Therefore, the review of the constitutional process took into consideration the implementation of immediate and short-term administrative, policy and legislative changes, which do not necessarily require constitutional changes, in order to enhance stability and strengthen Lesotho's institutions.
60. The project was very specific and built a general consensus around what the people of Lesotho want to accomplish. It brought everyone to the table including the different political parties and the security sector to dialogue and agree on how the country would be governed, and signed a commitment, establishing structures that could engender and lead the process. One of the clearest impacts of the LNDSP was the creation of a platform for dialogue among the Security Sector. There was a high-level security sector breakfast dialogue that had the Heads on NSS, Police, Army and Corrections as one venue making public pronouncements that the sector would no longer be a tool for politicians. This was followed later by joint statements in the media in show of collaboration. Equally worth noting, the trainings that were conducted by OHCHR and SADC went beyond capacity enhancement and more importantly in the context of immediate peace interventions, brought the different security sector personnel together to create spaces for connection, trust-building among institutions that historically regarded each other with suspicion. UNDP also played a crucial role as convener and corridor for the Heads of the sector.
61. The conflict prevention and peacebuilding elements came out clearly. The project has become the saving grace for Lesotho in particular, and for the wider SADC region, in general. The project was about dialogue toward building peace. It sets out to address the entrenched political divisions that have characterized the politics of Lesotho since independence in 1966. Before the commencement of the project, the country faced mounting political upheavals and uncertainties (coups and counter coups, and unsustainable, failed and collapsed coalition governments; SADC intervention; proliferation of political parties; unsustainable electoral formula-proportional representation and simple majority;); citizens lost confidence in state institutions and the security sector could not be trusted because it has been politicized. The project played a huge role in addressing the stated political feuds. The security sector too was seen as part of the wider political problems facing the country. For instance, the collapse of the coalition government in 2014 was preceded by a prolonged inter- and intra-party intrigues, an attempted coup, an LDF attack on the LMPS headquarters and other forms of lawlessness, and the temporary flight of the

Prime Minister to South Africa. The Prime Minister and some of his former coalition partners fled the country for fear that elements within the LDF planned to kill them.

62. UNDP has a robust mechanism for project delivery that was appropriate to the development context of Lesotho. The project planning strategy was all-encompassing bringing on board stakeholders to sit together and develop project work plans, identify resources required for each activity, how targets will be delivered, and made presentation to the Project Implementing Committee (PIC) and the UN Fraternity for approval. There was also the Project Board co-chaired by the Minister of Foreign Affairs and the UN Resident Coordinator. The Board, comprising of other members such as the Head of EU, the Archbishop, was responsible for the approval of all work plans and budget for expenditure. It also provided strategic direction to the process.
63. Gender mainstreaming was another key aspect of the project's relevance. The national dialogue and reforms provided an opportunity for integrating for a robust Women, Peace and Security agenda in Lesotho in sync with UNSCR 1325 and subsequent resolutions. Building on the disadvantages women have experienced in the country and the need to acknowledge that women have a role to play in conflict prevention and peace building, the project provided a catalyst for the recognition of women's rights to participate in the resolution and management of conflict not to mention their inclusion in peacebuilding processes and decision-making at all levels of society. To this end, outcomes one and two indicators, activities and outputs were based on women and youth participation in project activities including capacity building, providing space for women's inclusion in decision making and on committees. Women played a key role on the planning committee and were well represented in other fora.
64. The project facilitated and supported the National Women's Conference, which created a platform for women to gain a common understanding to dialogue and share experiences on key national political, democratic and governance issues from a gender perspective in the context of the national reforms. For Basotho women, the "Conference enabled agreement on how to deconstruct the norms that have been constructed traditionally to enforce patriarchal power at the expense of women's rights". The Children's Conference provided the platform for children to articulate their views, voices and positions on the Lesotho they want to see. In particular, the children made an impassioned plea for the "Constitution to harmonize customary law especially the Laws of Lerotoli and CPWA relating to marriage age as well as sexual offences Act". However, the budget allocated for gender specific activities was significantly low in relation to the overall budget.
65. There was the need and the opportunity to consolidate stability and prevent future crises in Lesotho's. The stabilizing presence of the SADC Oversight Committee and SAPMIL, and the Government's and other stakeholders' expressed commitments, provide an opportunity for the UN Peace Building Fund (PBF) to support a catalytic process of national dialogue and quick-win measures in the security sector which in order to forge a national consensus and create an enabling environment for the proposed comprehensive reforms. The government had articulated its vision and plans for the reforms through the Reforms Framework and Roadmap document (The Lesotho We Want: Dialogue and Reforms for National Transformation - Vision, Overview and Roadmap) which was formally endorsed by the SADC Double Troika Summit in April 2018. At the same time, civil society organizations had articulated their own views while opposition parties had aired their conditions for participation in the reforms. A structured and iterative national dialogue would help in forging consensus on the way forward for an inclusive

and participatory process. It would also provide an opportunity for Basotho to agree on actions for ensuring long-term reconciliation and national unity. The current domestic demand for change and the regional attention on Lesotho provide an opportunity for the PBF to execute its mandate by catalyzing a promising stabilisation and peacebuilding project.

66. The project catalyzed and attracted additional non-PBF financial resources. The Government of Lesotho provided in-kind contribution equivalent to US\$ 3,000,000. The project received additional amount of € 359,000 parallel funding and in-kind contribution of Technical Experts from the Delegation of the European Union. The Delegation is also in consultation with UNDP for a Contribution Agreement amounting to € 2,500,000 to support implementation of agreed reforms to sustain project outcomes.
67. Other non-financial resources included capturing of policy currency through wide consultations with various stakeholders, the commitment of all political parties and organised groups including return of exiled opposition leaders to participate in the national dialogue and reforms has led to renewed enthusiasm from ordinary Basotho towards the dialogue and the overall reform process. There were monthly meetings with the Minister for Foreign Affairs and International Relations who is Head of Government Team, Cabinet Technical Committee on Reforms; structured issues meetings with the Opposition Parties in and outside Parliament; the Youths; Religious Leaders and process review meetings with NDPC, hosted by the Government of South Africa.
68. Second, a UN/Donors Technical Advisory Group was established to provide expert technical advice and in-put into the content of the reforms process by interfacing with thematic experts, ensuring cross-sectional technical representation in the process, leveraging UN/DPs global technical expertise and knowledge repository and, providing coordinated support to the process.
69. Third, the use of the traditional mechanism of consultations - LiPitso- has generated a platform for the Basotho to be part of the reforms dialogue, ensuring inclusivity and citizen participation. The rating on Relevance is **Highly Satisfactory**

### 3.2.2. Effectiveness

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**To what extent have the project's outputs and outcomes been achieved?**

**Outcome 1: By 2019, there is a national agreement on the content and processes of comprehensive political reforms and national reconciliation in Lesotho with increased public and donor support**

70. The project's first intended outcome was to achieve a national agreement on the content and processes of comprehensive political reforms and national reconciliation in Lesotho with increased public and donor support. The corresponding activities were the convening of the National Leaders Forum (NLF); convening of two multi-stakeholder dialogue National Plenaries by the National Dialogue Planning Committee (NDPC) and undertaking 76 in-district consultations. The bi-annual reports supported by evidences from stakeholders indicated the

activities were delivered as there was national and collective agreement on core objectives and areas of the political reform in Lesotho.

71. The project attracted the Basotho including young and old, political parties, the media, CSOs, religious leaders, traditional leaders, women's organisations, people with disabilities etc., at the national, local/community and diaspora levels to participate in a national dialogue on the reform process in the country that helped prevent conflict. The project succeeded in supporting 6 successful NLFs that approved the Multi Stakeholder National Dialogue process involving citizens of the country. The LNDSP also succeeded in securing the commitment of the national leadership to the process by signing the solidarity "Declaration on the National Dialogue and Comprehensive Reforms" that charted a roadmap for Lesotho's peace building, conflict prevention and governance initiatives. The project established and operationalized a 15-member (10 Males and 5 Females) NDPC with sufficient legitimacy and a fully functional Secretariat to shepherd the dialogue process; it created a political deadlock-breaking mechanism through shuttle diplomacy resulting in acceptance of, for instance, bringing back exiled politicians from South Africa to participate in the process; the enactment of the National Reforms Dialogue Act 2018 legitimizing NDPC and provided a legal framework and sustainable mechanism to keep alive the reform process; and undertook large scale sensitization thereby creating a common understanding among the Basotho on the reforms process.<sup>2</sup> The project met the target indicator-the level of participation and satisfaction of national stakeholders.
72. The activities were planned and implemented with a focus on ensuring gender equality, youth empowerment, traditional and community leaders' participation and the involvement of PWDs not to mention the Basotho in South Africa. To actualize this, capacity development activities were carried out by UN Women in concert with UNICEF with the view to effectively engage marginalized groups to own the national dialogue and reforms process. This resulted in the development and production of the Women's Compact, the Youth Compact and the Children's Compact that articulated the respective positions and contributing to the ongoing process. Further, the project in collaboration with UN-Women trained 333 Basotho Women of all ages that have been nominated to participate at the conference with dialogue on advocacy and lobbying skills required to make meaningful impact at the National Dialogue Plenary.<sup>3</sup> This resulted in strong advocacy and participation of women culminating in the development of the Women's Compact. Targeted consultations were held for minority and marginalized groups including women, youths, elders, and children. Other minority groups such as LGBTI, PLWHA, PWD etc. was also considered across all conferences. This assured the recognition of the rights of all Basotho. The consultant concluded that the project was very much gender and age sensitive although some members of the women's group argued that more needs to be done with regards reviewing discriminatory policies, traditional and cultural impediments still existing.
73. There is documentary evidence that the project supported capacity building of Basotho women to participate in effectively in the dialogue and reform process. Firstly, the project in collaboration with UN-Women supported the convening of the National Women Conference that led to the development of Basotho Women Compact, which is an articulation of the Lesotho that Basotho Women Want. A total of 250 Women representing divers' groups of women in Lesotho participated in the conference. A number of gender-focused and women empowerment activities

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<sup>2</sup> See Bi-Annual Progress Report of 2019

<sup>3</sup> See Progress Reports of 2019 for details

have taken place so far. They include, the national women conference that brought over 250 Basotho women together to developed and led to the development of a National Women Compact, the youth conference that brought over 120 youth (60 young women) together that also led to the development of National Youth Compact and the children conference that brought children from age 10-15 together to share their perspectives on the Lesotho that they want.

74. Progress reports indicated that MSND Plenary I was successfully held in 2018 with A Joint Communique summarizing the outcome and became a multi-stakeholder compact of commitment to national reforms. NDPC in collaboration with LCN developed guidelines/tools, inducted/deployed 44 teams. 76 Gateway meetings and 389 community Lipitsos, 36 diaspora and 7 sectoral consultations gave voice/participation reaching 400,000 Basotho.<sup>4</sup> These activities, indubitably, animated and galvanized support from all sectors of Basotho society and also resulted in reawakening, re-energizing and sharpening people's consciousness and recommitment to national call. These activities contributed to national ownership, established and made functional national institutions for conflict prevention, peace building and governance priorities. For instance, the NDPC was established to drive the process while the Cabinet Technical Committee on reforms provided support to the government in its oversight functions. There was, therefore, substantive dialogue that resulted in concrete recommendation to prepare the roadmap on political reforms.
75. The consultant's findings also indicated that Inclusivity and sustained dialogue were key to the success of this outcome. The project engaged in extensive consultations at all levels, held numerous meetings with all stakeholders thereby leaving no one behind. At the national level, political parties, religious leaders, CSOs, the UN Agencies, Development Partners, SADC etc. were in constant consultations not only to push the reform process forward but to salvage it from collapsing. At the local/community level, women and men (young and old), traditional and community leaders and the entire the Basotho family were brought behind the dialogue and reform process, which started the healing process of long-lasting grievances that had pervaded the Lesotho society. Put succinctly, the project succeeded in bringing together a once divided and highly charged society.
76. However, the consultant established that the outcome faced some challenges. The project had not budgeted for the NDPC because it was established after the Project formulation and its absorption rate far exceeded what was available. In many instances, the NDPC became a theatre used by politicians to score political goals resulting in delays to build consensus and take crucial decisions. NDPC was seen as a high-volume, high-cost activity-loaded entity whose resource requirements far exceeded the project limits. The demand by NDPC for salaries and other resources clearly threatened to derail the process. However, consultation between UNDP, the Government, SADC and NDPC helped resolve the matter and has since fully committed and engaged in delivering on its mandate. Still outstanding, and an issue of concern to NDPC, is the provision of a more permanent office for NDPC.<sup>5</sup>
77. Threat of boycott from opposition had the potential to endanger the process and delay outcome. This was managed through regular consultations, back-channel preventive diplomacy by SADC and UNDP and high-level diplomatic engagement by SADC Organ; Politicization of the Project

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<sup>4</sup> Ibid. p. 5.

<sup>5</sup> See Annual Progress Report of November 2019

was managed through a number of actions, notably the regular consultations and briefing with all stakeholders.

78. Notwithstanding the aforementioned shortcomings highlighted above, there is evidence that the project did in fact resulted in increased collaboration and synergy among groups, including women, elders, youths, PWDs and increased interaction between critical stakeholders at the national and community/local levels. Although some of these interactions could be described as outputs rather than outcomes, given the nature of the project's activities, they were significant results given the limited scale and duration of the project.

**Outcome 2: By 2019, tensions and divisions within and amongst security services are reduced thereby enhancing the participation of the sector in the national dialogue and reform processes and enhancing public trust**

79. The outcome indicators and activities included: national dialogue process and outcome inclusive of security vision with broader security sector buy-in, participation and guaranteed safety assurances targeting at least 50% of affected officers across the three security agencies rehabilitated and reintegrated by 2019; Gender sensitive security sector vision developed to informed Security Sector communication strategy to ensure visions document developed, communication strategy in place fast track security sector engagement with the public; Gender mainstreaming strategy for Security sector in place to ensure gender sensitive vision documents and communication strategy; Status of training of security Officers on inter-agency coordination, Code of Conduct, SOPs, civil- security relations, crisis management and human rights.
80. It is evident in the literature and interviews conducted that Lesotho's security institutions have historically been blamed for the political instability and insecurity in the country. Resultantly, the need for security sector reform during LNDSP implementation took a prominently center stage. Reforming the national security architecture of Lesotho was seen by most of Basotho as key to the achievement of lasting peace, democracy and a stable political, security and social environment. Training was part of LNDSP's strategy for the security sector. It provided information on the international human rights standards relevant to the work of the security sector; reinforced security sector officers' respect for, and faith in, human dignity and fundamental human rights; Encouraged and reinforced an ethos of legality and of compliance with international human rights standards within the security sector agencies; and encouraged the development of skills and the formulation and application of policies needed to transform that information into practical behaviour. Trainings were conducted in conflict transformation by ICON in peace building identifying alternatives to violence and how to manage conflict and not to escalate violence. The result was that during the COVID-19 epidemic, the security sector worked together through joint operations and by participating in the dialogue and reform process as a unit and not a fragmented sector. This clearly demonstrated that the trainings were indeed relevant and appropriate for a sector that been responsible for human rights violations in the country.
81. Progress reports and interviews conducted indicated that this outcome area was achieved *albeit* minor challenges. The support provided to 1,200 security members and their families resulted

in the reduction of trauma cases by 50% among the target members as reported by Inter Agency Task Force. Initially the project documents developed did not integrate a Human Rights Due Diligence Assessment. This was subsequently included in the project at the recommendation of OHCHR. A UN-Human Rights Due Diligence Policy Assessment was carried out, which approved limited UN engagement with the security sector, though this was conditional on implementation of a number of specific measures, including in relation to screening, investigations, accountability, advancing transitional justice and reconciliation, the development of an Action Plan for implementation of the recommendations of the HRDDP Assessment, strict sequencing of activities in line with these recommendations and carrying out further, more in-depth assessments of the justice and security sectors in Lesotho. The assessment identified risk factors of possible human rights violations and provided mitigation measures as well as respective plans of action for engagement with each of the security sector formations.<sup>6</sup>

82. The project collaborated with UN OHCHR and SADC to facilitate the professionalization of the security sector through training 500 Trainers from Lesotho Defence Force, Mounted Police Service, Correctional Service and National Security Service on human rights and UN Conventions, leadership, crisis management, standard operating process for joint operations, inter-agency coordination.<sup>7</sup> The pool of 500 TOTs was tasked with the responsibility to cascade the training in their respective jurisdictions, which created a multiplier effect. This pool of Trained Trainers also supported integration of human rights training into all capacity building interventions under this outcome. Interviews with the security sector stated that the sector is now more integrated, well capacitated with skills such as intelligence gathering, conflict management and transformation and went into the reform process as a unit, a novelty in Lesotho.
83. The regional engagement involving the fourteen SADC member countries facilitated and built partnership between Lesotho and its neighbours to promote regional security, economic and political development. This was achieved through a comprehensive SADC diplomacy agenda, a shared SADC vision for reforms in Lesotho and cooperation evidenced through physical presence of the Standby Mission, Oversight Body and deployment of Security Experts to facilitate training. The SADC timetable for reforms in Lesotho exerts influence on the process and has created a regional accountability and compliance mechanism.<sup>8</sup>
84. The project, through the SADC and CCL, provided psychosocial support to 180 members of the Lesotho Defence Force (LDF), Lesotho Mounted Police Service (LMPS), National Security Service (NSS) and the Lesotho Correctional Services (LCS) and their families as part of the short-term stabilization support. In order to support an integrated voice for the security and ensure coordinated representation of the security sector at the National Dialogue Plenary, the project in collaboration with SADC organised an intra and inter security service dialogue, and visioning that led to the development of a Joint Vision Document for all security forces. Overall 124 members of the security services (Army, Police, NSS and LCS) benefited from the dialogue out of which 45 (36%) were female. To strengthen the strained reputation between security sector and the public, the project through SADC and in collaboration with the Ministry of Defence, organised a two-day public engagement and dialogue with security sector in order to smoothen relationship with key stakeholders. About 58 representatives of 25 organisations from the public

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<sup>6</sup> Human Rights Due Diligence Policy Risk Assessment, February 2019

<sup>7</sup> Ibid., p. 18.

<sup>8</sup> See Progress Report

service, parliament, academia, people with disabilities, traditional rulers, media, development partners, women's groups, CSOs, faith-based organisations and political parties were engaged.

However, the outcome faced some challenges. First, there was time constraint during the project implementation for the training of the security sector especially for a sector that has been blamed for the country's instability for a long period. Second, delays were experienced in implementing some activities such as the UN HRDDPA process that required government approval.

**85. Outcome 3: By 2019, a more informed Lesotho constituency is actively participating in political reforms and reconciliation efforts due to greater access to timely and accurate information on the national dialogue and reform processes**

86. The corresponding activities/outputs of the outcome are: a comprehensive national Communications Strategy in place to support public engagement on the national dialogues; Communication strategy develop, validated and training provided for the rolling out of the communication strategy to inform the public of the national dialogue and reform processes; Improvement in the level of communication, popularization and public engagement in national dialogue and reform processes ensuring that at least one 5 discussions and engagement with media houses held, monthly newsletters released and IEC materials developed and disseminated.

87. The consultant found that some aspects of this outcome area was achieved including the development of the communication strategy was developed resulting in the establishment of the Government Communications Technical Team on Reforms; recruitment of 1 Communications Officer that was attached to the NDPC Secretariat; and the development of the Concept Note for Training on Communication thereby strengthening the institutional capacity. The strategy also succeeded in creating the digital media platforms; brochures and public information on reforms; showing visibility of the NDPC and LCN members on media platforms at least once per week. To ensure visibility of the project and disseminate project information to the wider public, the project branded all project visibility materials including banners, pull-up and folders. The project also published and widely disseminated the Roadmap as a means of publicizing the dialogue process as well ensuring that ordinary Basotho are engaged directly or indirectly. The impact of this was the large turn out during the in-district and community level consultations that attracted women, men, youths and children.

88. However, there was delay in dissemination because of lack of consensus among stakeholders on some products. There was little or no congruence on technical input from experts on the communication component, which became a challenge for the beneficiaries to accept the products from the experts. Preventive measures need to be put in place for quality control in future.

89. Further, the training activity was not implemented because of lack of agreement on the contents of the training modules among stakeholders and the implementation of the in-district consultations. The activities were referred to the Project Board for decision on alternative approach for implementation. The project could have benefitted from additional funding to increase staff capacity. There is a need for full time communication Officer and the separation of Monitoring and Evaluation and reporting function. UNDP continues to engage other donors to mobilize additional resources.

90. The LNDSP was a people-centered project<sup>9</sup> and, therefore, contributed immensely to improving government's capacity on dialogue and stabilization. Critical to the project was sustained engagement and inclusivity. The project galvanized and mobilized the Basotho and for the first time in the history of the country (past governments have not done this before); stakeholders from all shades of society came to an open space to engage in an open and transparent dialogue and discourse. National and in-district and community level engagements comprising every Basotho regardless of age, ethnicity and religion were brought to talk about the need to reform the country and save it from sliding into chaos and anarchy. The project promoted a national conversation on transformation and nation-building and tried to lay the building blocks that require the country moving forward. This helped to sustain the government of Lesotho.
91. Documentary evidence exists to show that LNDSP has contributed towards an improvement in national government capacity on dialogue and stabilization. Progress to reduce tension and enhance participation of security sector in the reforms process included policy engagement with sector high command; counselling/psychosocial support to 1,200 security members; completion of UN-Human Rights Due Diligence Policy Assessment; in conjunction with SADC/UN OHCHR, 500 Trainers were trained on key security aspects. The engagement with the security sector by SADC and UNOHCHR, for instance, contributed to enhancing the professionalism of the institutions and supported the reduction of tensions and suspicions in the country pertaining to the sector.
92. The project supported shuttle diplomacy by the SADC Facilitation Team that fed into the 6 NLFs which created consensus on reforms content. A political impasse breaking mechanism was created and a Memorandum of Understanding (MoU) between the ruling coalition and opposition parties on rules of engagement was reached with the signing of the "Declaration on the National Dialogue and Comprehensive Reforms" by the national leadership and paved the way for the return of exiled leaders to participate in the Multi-Stakeholders National Dialogue processes.
93. Project reports indicated that the gazettment of NDPC, enactment of National Reforms Dialogue Act 2018 created legitimacy for NDPC to shepherd the dialogue process. The National Plenary I addressed by H.M King Letsie III signaled royal approval of the process, distilled the key reform issues into themes and agreed on the structure as well as process of the consultations. 500 in-district, diaspora and sectoral consultations resulted in national consensus on reforms content and options for implementation adopted by National Plenary II, in the presence of H.M King Letsie III and SADC Facilitator for Lesotho, President Ramaphosa of South Africa. Implementation of agreed reforms was legally insulated by enactment of the National Reforms Authority Act 2019 establishing the Authority as custodian. Finally, UN-Human Rights Due Diligence Policy Assessment approved limited UN engagement with the Security Sector in specific areas conditional on implementation of a number of specific measures, including in relation to screening, investigations, accountability, advancing transitional justice and reconciliation, the development of an Action Plan for implementation of the recommendations

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<sup>9</sup> The fact that all Basotho were brought together including men, women, political parties, CSOs, traditional leaders, youths, children, to dialogue and come up with a document "The Lesotho We Want" speaks to the notion that the project put the people of Lesotho at the center of the reform process.

of the HRDDP Assessment, strict sequencing of activities in line with these recommendations and carrying out further, more in-depth assessments of the justice and security sectors in Lesotho.<sup>10</sup>

94. In terms of promoting positive changes in gender equality, specific and targeted interventions such as the women conference, women in-district consultations created space for gender equality; b) the women's position paper to the MSNDP ensured that women's voices were captured and integrated in the main outcome document; c) specific gender focused policy proposed were distilled and produced as specific policy recommendations to ensure gender equality; d) The NRA Act and antecedent regulations ensured gender equality in the appointments and functioning of the NRA; e) gender mainstreaming was at the core of the project as demonstrated by the mainstreaming of gender in the security sector and engagement of women led and focused organizations to facilitate consultations. However, interviews with some women, youths and marginalized groups especially in the rural areas complained about their exclusion (likely unintended) in some of the activities and processes.
95. The project provided support that brought women together in a conference a platform for women to gain a common understanding and create a space to dialogue and share experiences on key national political, democratic and governance issues from a gender perspective in the context of the national reforms.<sup>11</sup> The conference was organized with the objective to hear women's views, voices and perspectives on the ongoing political discourse in the country and to document what they want to see happening in Lesotho from a gender perspective. The conference brought together more than 173 women representatives representing all sectors, levels and shades of Basotho society and engendered a conversation and dialogue on the reform agenda that eventually paved the way for the National Dialogue process.
96. In tandem with the above, women finalized and adopted a common position at a follow up meeting attended by 160 women on 20 November 2018, which guided the negotiations and implementation of the reform agenda in a manner that is gender responsive and ensures women's representation and effective participation. Participants resolved that this common position should outlive the national dialogue and stabilisation process. The historic women's conference was a significant milestone towards inclusive approach for the national reforms, stabilisation and transformation agenda. Conference deliberations focused on the six agreed road map areas: Political systems and Constitutional arrangements; Security sector; Justice Sector; Public service; Media; and the Economy.
97. With regards the project's effectiveness in helping establish mechanisms for comprehensive political reforms and national reconciliation at national and local levels, it responded to the ongoing political and Security crisis creating hospitable environment for fundamental national reforms, which had long been recommended by SADC as a necessary mechanism for the long-term stability and sustainable peace in Lesotho. SADC provided an opportunity for stability through its preventive Mission in Lesotho among others, but the high cost was challenging. A structured national dialogue did not only help in forging consensus on the way forward for an inclusive and participatory process, but also provided an opportunity for Basotho to agree on actions for ensuring long term reconciliation and national unity. The current demand for change

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<sup>10</sup> See the UN-Human Rights Due Diligence Policy Assessment Report

<sup>11</sup> National Women's Conference October 23-24 2018

and the regional attention on Lesotho provides an opportunity for everyone, irrespective of social status to speak out and voice out concerns so that they too would be included.

98. The project successfully completed the dialogue phase; generated nationally agreed reforms contents; created the legal framework for the implementation through the enactment of the National Reform Authority (NRA) Act of 2019; initiated the fundamental steps towards professionalization of the security sector; and catalyzed adequate development partner support for the reform process. UNDP, the government of Lesotho and the Delegation of the EU initiated consultations for contribution Agreement 3m Euro to support the operationalization of the NRA, implement catalytic reforms and sustain the peace dividends achieved in the dialogue phase.<sup>12</sup>
99. The Security Sector, which has been politicized and was quite unpopular with the citizenry because of the human rights violations committed, affirmed its support to the ongoing national dialogue and reforms process with a commitment to work together as a unit in making sure that the rule of law is upheld. In May 2019, the security sector agencies the Lesotho Defence Force (LDF), Lesotho Mounted Police Service (LMPS), the National Security Service (NSS) and Lesotho Correctional Services (LCS) signed a commitment to regularly engage one another with the view to exchange views on leadership and capacity building-initiatives planned for the security sector and enhancing their participation in the national dialogue and reform processes for long-term stability and sustainable peace in Lesotho.
100. The project also proved effective in working with other UN Agencies and other delivery partners. The consultant established that the LNDSP galvanized and mobilized UN Agencies and other international and national partners to ensure the successful delivery of project's objectives. As indicated earlier in our analysis, the project was about peace building, reconciliation, dialogue and reforms in Lesotho. It brought together stakeholders who were not on talking terms and forged a national dialogue for a conversation about the future of Lesotho. Interest groups, political parties in and out of the country, civil society, traditional leaders, women, youths, PWDs, religious leaders and the laity, exiled political were all brought under one roof to talk and chart a future of Basotho.
101. The LNDSP established structures through which it worked. There was the Project Board co-chaired by the UN Resident Coordinator and the Minister for Foreign Affairs of Lesotho. This was the highest decision-making body that approved all work plans, expenditure etc. At another layer was the Project Implementation Committee (PIC) including the project managers seated at UNDP, Ministries of Defence, Justices, and CCL etc. and was very participatory. The PIC sat with Implementing partners and agreed on the work plans and see if the project was on track or not. They were critical to the monitoring of the project. Statutory bodies such as the National Dialogue Planning Committee were established involving major stakeholders such as political parties, CSOs, women, youths etc. The UN also attracted other UN agencies such as UN Women and the Office of the United Nations High Commissioner for Human Rights because of their comparative advantage in gender equality and human rights expertise respectively.
102. There is documentary evidence that the project partnered with national stakeholders such as the Council of Churches of Lesotho and the synergy produced the development of guidelines, tools and methodology for counselling and psychosocial support. Further, 1,200 security

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<sup>12</sup> See the PBF Project Document: Project Development No. 1, 2018

members and their families were supported to address the relationship between individuals and their environments in a post-conflict setting. This reduced reported trauma cases by 50% among the target members. The UN-Human Rights Due Diligence Policy Assessment was undertaken in January 2019. The process approved limited UN engagement with the security sector in specific areas conditional on implementation of a number of specific measures, including in relation to screening, investigations, accountability, advancing transitional justice and reconciliation, the development of an Action Plan for implementation of the recommendations of the HRDDP Assessment with each of the security sector formations, strict sequencing of activities in line with these recommendations and carrying out further, more in-depth assessments of the justice and security sectors in Lesotho. This being the first time such an assessment has been done in Lesotho subsequent development programmes of support is an important precedent that will need close follow up and implementation of the recommendations in the context of any future UN work in relation to the security sector in Lesotho. The project also engaged traditional and community leaders with the view to have their buy-in and legitimize the reform agenda.

103. The project engaged the High Command of the Security Sector securing their commitment and support at the highest level of sector echelons. The LNDSP, in collaboration with UN OHCHR and SADC trained 49 Trainers from all the Security Sector formations on human rights and UN Convention. The pool of 49 cascaded the training in their respective formations to create a multiplier effect. This pool of Trained Trainers supported integration of human rights training into all capacity building interventions.

104. Interlocutors interviewed and literature review indicated that the project engaged SADC, the regional body, in several ways to achieve its objectives. According to project reports, there was a strong collaboration between the project and SADC to promote security and stability in Lesotho. The presence of SADC in Lesotho's conflict prevention and peace building mission particularly its strong influence over the security sector created a regional accountability and compliance mechanism. There was the SADC facilitator that helped bring the conflicting parties together and had enormous influence on the security sector. The regional body facilitated many agreements between political parties with the view to quell the seeming deterioration of situation the country. This was carried out by shuttle diplomacy facilitated by the facilitator, the High Commissioner to South Africa and other high-level UN officials. The facilitation produced the plenary sessions, in-district and diaspora consultations that brought all Basotho that formed the basis of the reform and dialogue process. However, these activities did not go without hiccups. There was challenge to the political class when the Prime Minister (PM) was removed and replaced with a new PM. According to a stakeholder that was in the thick of events unfolding in the country, the removal did not strengthen the government but rather further splintered and weakened it making it difficult for the government to conclude on reforms.

105. At the UN level, the agency has been very active and involved from the design stage to date. It brought other UN agencies such as UNICEF, UN Women, the Office of the UN High Commissioner for Human Rights etc. and their contribution to the realization of the objectives are well documented.<sup>13</sup> The UN helped design the framework-The Lesotho We Want of the Road Map, established consultative structures and forged strong relationships with SADC, EU, The US Embassy and the Chinese that proved helpful to the LNDSP. The international partners worked very well bringing on board EU that had pledged three million Euro for the next phase. However,

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<sup>13</sup> See the annual and quarterly, M&E reports for details.

the project experienced obstacles such as the distraction of the ruling party due to internal strife and discord. The National Dialogue Planning Committee (NDPC) was also slow in their proceedings because everyone sought to seek selfish interests as against the national interest to push the reform agenda forward. To some extent, they became liabilities some of the time and the UN and other key stakeholders had to come in to bring sanity to the process.

106. Stakeholders interviewed affirmed that the project also worked with national partners such as the CSOs, media, political parties, the private to promote effective participation in the reform process. The LNDSP has been described variously by interlocutors as the people's project anchored on critical good governance and peace building elements such as participation, inclusivity, consensus building, recognition and reconciliation, among others. It was an all-inclusive, all-encompassing and integrated effort to prevent Lesotho from experiencing a potential cataclysmic conflict. To actualize this, the project design targeted all sectors and everyone in the country including the civil society, media, private sector, political parties, traditional leaders etc.
107. The in-district consultations used CSOs led by the Lesotho Council Non-Governmental Organisations to facilitate community consultations allowed more interaction and open discussions. Entry points such as Gateway meetings with key opinion leaders and mobilisers in the districts gave the process the much-needed local endorsement and support. The incorporation of independent Observers provided public validation and gave the dialogue process the needed transparency.<sup>14</sup>
108. The LNDSP utilized the expertise of the media as a conduit to get information out to the public. The media was used as a vehicle to sensitize and educate the Basotho about the reform process, its context and update. Outcome three of the Project Document speaks clearly to communication strategy that ensures that people were mobilized to participate in the process particularly the NDPC. The project provided training for the media on Social Media with the objective to publicize key areas of reforms: The Constitution, Parliament, the Security Sector, the Judiciary, the Public Service, the Economy and the Media.<sup>15</sup> As such, many of the output areas in the project document targeted the media to reach to especially citizens in the hard-to-reach areas (districts and communities) of the country. The media was also used to observe the proceedings of project implementation and as a platform to reach the majority of the Basotho. Traditional structures were informed through the LiPitso.
109. The LNDSP was equally a political process and the need to engage and involve political parties was not unsurprising. It portends to engage this key stakeholder group because of its role in the governance of the country. The projects brought all political parties to the same table to dialogue and contribute to the common agenda. The project brought political parties to the broad-based gatherings such as the plenary sessions where everyone had a voice. Representatives from all political parties were represented. Of particularly importance to note is the broad representation of political parties at the NDPC that oversaw the implementation of the project. The involvement of political parties in the NDPC was critical because it was mandated to plan meetings and workshops at national and local levels and to provide the space for people to express their views on events unfolding in the country. The NDPC was also gender sensitive (five

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<sup>14</sup> Annual Report of 2018

<sup>15</sup> The NDPC: Reforms Communication Audit Report, February 2019.

women nominated by political parties, ten men from NGOs, academia and business; I representative from the youths, and women dominated the in-district consultations) and the composition of membership was mainstreamed. Political parties were very instrumental in the implementation of the LNDSP and their relevance as the country's political class cannot be overemphasized.

110. The bringing together of the ruling party and members of the opposition to dialogue and plan the future of Lesotho was a novel situation in the country. The project's ability to create structures such as the NDPC for people to air their frustrations, anger, emotions and viewpoints brought hope to the people. The Basotho was able to vent its opinion at the unstable political and deplorable economic situation in the country. The people were engaged in a conversation with their leaders and the NDPC became a microcosm of national leadership where different of political persuasion reached a consensus how to take the country forward. The dialogue process was divided into different groups: The National Leaders Forum, which paved the way for the successful plenary, that comprised leaders across Lesotho; the National Dialogue Plenary 1 with representatives of Basotho from different groups and the In-district consultations involving local communities; the Diaspora representing Basotho living in South Africa and the National Dialogue Plenary 2 that discussed what the NDPC had reported.
111. However, managing diversity was a challenge. The political elite politicized the process and attempted to manipulate it to their party advantage. The political differences and self-interest became apparent and a nightmare for the NDPC to operate without challenges. At times, discussions and dialogue were stalled and arguments prevented the NDPC from going forward. They had to resort to shuttle diplomacy from the UN family particularly UNDP that was instrumental to get the parties back to the table. Also critical was the role of the religious leaders as moral guarantors (with respect across board) who would invite the political parties to prayer meetings with the objective to reconcile them and reach consensus.
112. The project approach was unique, coherent and innovative in its programming in several ways. Firstly, rather than delving directly into reforms, the project adopted a consultative approach of facilitating dialogue that led to agreement on the process, content and options for implementation of national reforms in order to avoid mistakes of the past. The sequencing, level of consultations, the participation and involvement of different national institutions and stakeholders could be regarded as a best practice for UNDP. Innovatively, the project identified and consulted all relevant stakeholders in order to foster national buy-in and ownership of the project. These include a three-tier consultation with tradition leaders that started from the top leadership of the college of chiefs to the principal chief and finally to the area chief, the consultation and dialogue with representation of youth, women, children and elders of Lesotho negotiations. The political dead-lock breaking mechanism defused tension.
113. Innovatively, the project identified and consulted all relevant stakeholders in order to foster national buy-in and ownership of the project. These include a three-tier consultation with tradition leaders that started from the top leadership of the college of chiefs to the principal chief and finally to the area chief, the consultation and dialogue with representation of Basotho youth, Women, Children and Elders.<sup>16</sup>

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<sup>16</sup> See Annual Report of 2019 for details

114. Division of labour between national partners - Christian Council of Lesotho and Lesotho Council for NGOs, adopting traditional dialogue mechanism (LiPitso) to get views and input of citizens in the reforms as well as active involvement of SADC/South Africa as Facilitator is unique, innovative and a global best practice. The SADC timelines/oversight sustained regional engagement. Employing South Africa's experience of transition from the apartheid rule on handling of internal conflicts with a mediating role was critical to the process. Diaspora consultation was another innovative mechanism employed by the project. A delegation from Lesotho brought the Basotho diaspora together to dialogue on the ongoing reform process and to gauge their views, record their inputs and opinions and brought back feedback that was integrated into the ongoing process.
115. With regards to stakeholders' perception of UNDP as strong advocate for improving government effectiveness, the consultant found that each of the three UN Agencies (UNDP, UN Women and OHCHR) had comparative advantages that were brought to bear on the LNDSP. The UNDP has a comparative advantage on issues relating to good governance, institutional and human capacity development and has done this in the last several years with little or no competition. UN Women is perceived as a strong advocate of gender equality and women's empowerment and is uniquely grounded in a rights-based approach and a long-standing relationship with the women's movement, gender-equality advocates, women's groups and organizations. The OHCHR is the only UN body specifically mandated to promote and protect human rights. It does this by supporting the development of human rights norms and standards, providing advice and building capacity, monitoring human rights situations, supporting integration of human rights into UN activities, and speaking out against violations and abuses.
116. UNDP has established a strong relationship with the Government of Lesotho and is perceived as a strategic partner in the country's development trajectory. Stakeholder interviews indicated that UNDP took the lead in mobilizing and managing funds raised for the project as a way of helping the government, immensely contributed to the designing of the Project Document, served as the interlocutor between the government and the opposition, was perceived a neutral partner serving all parties, exercised patience and restraint especially with the political parties all in the best interest of Lesotho, ensure that the process was as inclusive as possible with the objective to get a nut in and legitimacy from the people, diplomatically handled challenges arising from the structures and the process itself and in many ways served as the engine pushing the reform and dialogue process forward. Consequently, UNDP proved to be the lead agency for governance and peacebuilding in Lesotho. As such, the dialogue and reform were carefully mid-wife by UNDP.
117. UNDP also used its leverage to engage SADC and the South African government to be more involved in Lesotho. The agency played a key role in the regional engagement involving the 14 SADC member countries has facilitated and encouraged Lesotho, its neighbouring countries, and other key states in the region to partner in promoting both Lesotho's and the region's security, economic and political development through comprehensive SADC diplomacy, a shared SADC vision for reforms in Lesotho, and cooperation. The SADC timetable for reforms exerts influence on the process and has created a regional accountability and compliance mechanism. The sequencing, level of consultations, the participation and involvement of different national institutions and stakeholders could be regarded as a best practice for UNDP.

118. UNDP was also a problem solver and had the capacity to manage challenges. For instance, the NDPC faced technical and operational capacity challenges to execute their mandate. They lacked office space as well as delay in establishing the technical secretariat. This was addressed by sustained engagement with the Government leading to identification of office space, hiring and establishing a Secretariat composed of Executive Secretary, Communications Officer and Administrative Officer.
119. The LNDSP also provided adequate basis for national dialogue, reforms and reconciliation, which was why the project integrated all citizens of Lesotho into the process. It was about change, what needs to change, how to change it, and what needs to be transformed. The leaders' forum brought together political and traditional leaders to dialogue the reform agenda. The Plenary 1 and 2 provided a platform where views were exchanged that contributed to the outcome areas. In-district consultations were carried out, which helped to dialogue with the wider community ensuring buy-in and ownership of the process. The dialogue, which was broad based, formed the basis for consensus building and produced the NRA which is good enough. However, no Truth and Reconciliation Commission (TRC) was advocated as was the case in SA.
120. The project targeted the security sector through training sessions that integrated soldiers based in country and those exiled in South Africa. Workshops were conducted that focused on reconciliation. The flip side to this was that the training was great, but the root causes of conflict were not properly addressed. For instance, how political parties and the security sector contributed to the human rights violations in the country. The aspect of accountability was glossed over. Moreover, as highlighted by OHCHR, human rights training on its own will not lead to change in the behaviour of security forces, which requires changes to legislation, policies and standard operating procedures that regulate the conduct of the various security forces, strengthening of internal and external oversight and accountability mechanisms and access to justice for victims of violations.
121. Inter-religious groups were brought into the process to provide the moral space and guarantee reconciliation. Prayer meetings, an innovative technique, with particularly political party leadership were often called and used as a mechanism to diffuse tension and potential confrontation. They were positioned to provide leadership, serve as moral guarantors and engaged with political parties that prevented conflict. However, some of the religious were drawn into the conflict and divided along political lines because of affiliation. This undermined the legitimacy and leadership of religious leaders as moral guarantors. It is recommended that the project develops strong peace architecture so that religious leaders will serve as mediators, the conscience of society and a good mechanism for providing leadership. The church leadership needs to be strengthened to serve as the conscience of society.
122. At the UN level, basket meetings were called, and the UN used its leverage to prevail on conflicting political parties thereby putting away potential conflict. The PIC would meet to assess how meetings ended and where there were confrontations and disagreements, the PIC would engage the parties with support provided by SADC facilitator. With the National Reform Act, the country is poised for implementation. Consensus has been built around the thematic areas but was slowed down by the COVID pandemic.
123. The consultant noted some key factors that led to the results including: a) Adherence to the project Annual Work plan and deadlines. Through quarterly Project Implementation Committee

and Biannual Project Board Meetings as well as structured monitoring, the project was able to meet the deadlines. Where extraneous factors affected deadlines such as the prolonged negotiations, mitigation measures including the legal framework for establishing NRA were put in place; b) Realistic budgeting, adherence to budget ceilings, proper financial reporting, procurement planning and regular budget reviews was a critical factor that determines a project's progress and management; c) Measures were put in place to ensure effective stakeholder engagement and management. The project had multiple stakeholders from different backgrounds, with possibility of disagreement between them. Great convincing and negotiation skills were required to reach a consensus. The project manager adopted tactful approaches to get the work done, regular high-level policy meeting, use of SADC Facilitation team and flexibility activity implementation; d) a cohesive project team was built through shared vision, identification and optimization of team members' strength to minimise weakness, weekly project team meetings, proper records and regular performance appraisal and feedback. The project manager applied techniques that brought the team closer especially with regular team meetings both formal and informal; and e) another key factor was the value proposition of the project that created demand for the project outputs. The project engaged beneficiaries and implementing partners on a regular basis, regular reporting sessions, perception surveys, pilot testing and advance negotiation teams during consultations, detailed analysis that identified well-articulated outputs.

124. Notwithstanding the enormous success of the project, the project faced constraints in building stakeholder consensus on technical input from experts as there was little congruence on the communication component of the LNDSP. There was also challenge with beneficiaries accepting the products from the experts. Moreover, expectations were too high and managing those expectations was critical. Also, getting interlocutors from another country posed some challenges. Furthermore, the project's lead implementing partner, SADC, was not domiciled in Lesotho and was represented by the SADC Preventive Mission in Lesotho (SAPMIL). Their lack of full presence in Lesotho resulted in administrative and operational delays, although UNDP stepped in to sign a Letter of Agreement with SADC for providing administrative and operational support. There was also a challenge with the political interaction between the SADC facilitation team led by South Africa and the government of Lesotho. The SADC appointed Facilitation Team has been seen and perceived by other partners as riding rough shod over the plans of the local SAPMIL and Government, which created animosity and led to postponements and rushing of planned events. Overall rating on Effectiveness is Highly **Satisfactory**.

### 3.2.3. Sustainability

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125. Project sustainability is about the capacity to endure and positing the functionality of systems and processes at institutional level and also putting emphasis on the resilience of the systems and processes. The element of political primacy has been achieved by making political settlement a cornerstone of the dialogue and reform process. The political deadlock breaking mechanism, the solidarity declaration of support and commitment by all political actors and endorsement of the process by His Majesty have a catalytic impact on forging political agreement in Lesotho.
126. The legitimacy and authorizing environment through the National Dialogue Act 2018, National Reforms Authority Act 2019, formal and informal structures of engagement has created

two facets of peacebuilding: the degree to which (1) the Basotho have accepted the process and; (2) the government remaining accountable to its commitment to reforms.

127. The consultant noted from the interviews that the LNDSP's intervention for national reforms and reconciliation have sustainability elements. First, it was a nationally own and a-people-driven project that brought together the Basotho, regardless of class, region, ethnicity, religion to participate and contribute to the reform and reconciliation process. The people's involvement, their voice and commitment coupled with their active role within the established structures (NDPC, Plenary 1 and 2, in-district and community consultations etc.) clearly lay the foundation for sustainability because dialogue and reconciliation have now been institutionalized as seen in the establishment of the NRA. The establishment and legalization of the National Reform Authority Act of 2019 climaxed the institutionalization of the reform process. It was the right step in the right direction for sustaining the dialogue and reform process. The NRA, with the responsibility to implement the roadmap, has the potential for continuity and inclusivity, has become the heartbeat of the reform agenda in Lesotho. The NRA's responsibility to implement the roadmap cannot be overstated. The processes by itself guarantee ownership and legitimacy which are essential elements of sustainability.
128. Interviews with women and youth groups revealed that the decentralization of the process, which included in-district and community consultations and engagements, was a novelty in the history of Lesotho where ordinary citizens were provided the platform to voice their opinions and views on the real reforms they want that would position Lesotho on a progressive path of sustainable peace and stability. There is no gainsaying the fact that citizens' participation in and ownership of the process; the creation of the dialogue platform for citizens to continue the conversation and debate on national political issues; the empowerment of women and youth culminating in the development of the Women's and Youth Compacts, and the building of the capacity (the professionalization of the sector) of the security sector guarantee sustainability.
129. In terms of supporting the government of Lesotho to sustain improvements made through these interventions, the LNDSP had two phases in sustaining improvements made through project interventions: the dialogue phase and the reform phase. The reform phase ensures that the results of the dialogue phase remain animated and extant. The establishment of the National Reform Authority and its legalization through the National Reform Authority Act of 2019 to undertake the implementation of the reforms ensures that the reform and reconciliation started in 2018 will be kept alive. UNDP in collaboration with government is planning a round table with development partners to prepare for the outcome of the dialogue and to mobilize support towards the reform. Institutions such as the European Union has committed to supporting the reforms process. The reform is an end in itself and would put Lesotho on a progressive path of sustainable economic and political development.
130. Dovetailing with the above, there is documentary evidence the enactment of National Reforms Authority Act, 2019 to insulate the implementation process have created genuine interest, awareness and desire among the Basotho to participate in the dialogue and reforms processes. "The Basotho spoke in a loud and clear voice, let us implement their views because Vox populi, vox Dei - the people's voice is God's voice" H.M King Letsie III at Plenary II. The programme of support for implementation of the reforms provides a framework for sustainability of the results.

131. Critical too is UNDP and partners' role in sustaining the reform process. The Agency's Country Program Document (CPD) is alive to the fact that the reforms initiated in 2018 are fundamental to its programmatic activities and will be willing to provide support for its implementation as outlined in the Final Declaration of MSND Plenary II of 27 November 2019. The newly developed four-year Programme on Renewal and Enhancing Governance Architecture will take aspects of the project to the next level of reform implementation.

132. The project results are already being used by stakeholders in a number of ways:

- a. The results formed the basis for establishment of a legal and institutional framework – The National Reforms Authority - that is overseeing the implementation of Lesotho national reforms whose ultimate goal is a more united, peaceful and prosperous Lesotho;
- b. The results generated consensus on the reforms content that will transform Lesotho. Implementation of the reforms has been initiated with the establishment of the National Reforms Authority;
- c. The results informed the design and formulation of a comprehensive programme of support for implementation of the reforms. It also constitutes a framework for development partner coordination that will reduce duplication and enhance aggregation of results;
- d. The UN Human Rights Due Diligence Policy Assessment highlights areas of risk that need to be addressed and mitigate measures that will protect and promote respect for human rights. In order to achieve lasting change in the behaviour of security forces, there is a need for changes to legislation, policies and standard operating procedures that regulate the conduct of various security forces, strengthening of internal and external oversight and accountability mechanisms and access to justice for victims of violations;
- e. Under the proposed programme, a platform for citizen participation and engagement in national reforms shall be created to ensure sustained and continuous dialogue with consistent public information messaging;
- f. The results of the project have become part of articles of Coalition Government Agreement which will ensure persistent high-level commitment as demonstrated by budgetary allocation for implementation of reforms, establishment of a Cabinet Sub-Committee on Reforms;
- g. There is buy-in towards the development of National Action Plan on Women, Peace and Security, as a framework for facilitating women representation and participation in peacebuilding, mediation, negotiation and Constitution Building processes<sup>17</sup>.

133. In terms of changes in the current set of partnerships in order to promote long term sustainability, the prevailing partnership is designed to enhance and promote sustainability. The establishment of a UN/Development Partner Advisory Group shall be linked to the Government Development Coordination mechanism to ensure the results remains consistent with the national development strategies. It is a critical framework of partnership, and will no doubt help in the formulation of a joint programme of support and resource mobilization strategy for the future.

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<sup>17</sup> See Progress reports for details

134. The rating on Sustainability is **Likely**.

#### 4. Conclusions

135. The main objective of the terminal evaluation is to assess project performance (in terms of relevance, effectiveness, and efficiency); determine outcomes and impacts (actual and potential) arising from the project, including their sustainability; and promote learning, feedback, and knowledge sharing through results and lessons learned among UNDP and the executing partners. It has been noted that while the project's outputs and outcomes were amended during implementation, its objective, scope, and results framework remain unchanged. The LNDSP was designed to facilitate the process of consensus building and dialogue towards National Reforms in Lesotho. The overall purpose of the project and its implementation approach has remained relevant, effective, and efficient in the context of the problems that it addressed in Lesotho.

136. The project was a complex one, with a diverse network of partners and various activities geared towards the attainment of different goals. This, ultimately, shaped the focus and overall success of the project with respect to its short time frame, limited budget, and complexity. It is evident from the nature of activities implemented and the achievements realized that enhancing consensus building through national dialogues and reform processes requires a much longer timescale than allowed under the project. In this regard, the stated objective of the project was not realistic. However, considering the circumstances under which the project was implemented, the project has attained important outcomes, including strengthening capacity at individual, functional, and institutional levels through significant awareness raising efforts, dialogue at high political and local levels, and institutional collaboration. The project has, therefore, laid a strong foundation for future engagement and reform processes, as well as continued ownership at the country level.

137. Moreover, the timeframe for monitoring the performance of dialogue and reform processes in terms of actual and potential learning and uptake was inadequate. A much longer time period is needed for obtaining conclusive results about the progress and overall performance of some of the interventions supported by different partners. More time will also be needed for determining if a significant uptake of the human rights approaches or gender mainstreaming considerations, for example, will be substantially incorporated into policy and planning, or scaled up to benefit more sectors and communities across the country. Still, there were some promising developments in the latter stages of the project with engagements with other international actors who could apply results achieved to processes seeking to scale-up or replicate the important outcomes delivered by project. An example is the non-PBF support mobilized and commitments made by the EU to the Technical Experts and the Multi-stakeholder Dialogue Plenary II. For this, and future partnerships that would ensue, making the results and knowledge products widely available in the appropriate formats will drive an effective use of project outputs and further strengthen capacity building efforts across the country.

138. Altogether, project implementation was cost-effective, owing to a number of factors, including strategic partnerships, selection of partners and communities, and local participation

in all phases of design and delivery. Efficiency, however, was reduced by delays in the implementation of some activities (e.g., development of Gender Mainstreaming Strategy which was postponed to 2020), which had a knock-on effect on the trainings planned, and other cross-sector engagement activities that depended on the finalization of the strategy. Taking these issues and a range of other risks into consideration during project design and indeed during implementation increased the overall efficiency of the project. The requirement to strictly follow UNDP procedures for financial planning and management also resulted in greater efficiency for the project.

139. Clearly, long-term impacts will more likely result from the outcomes delivered by the project. The success of dialogue sessions held in various communities in the country demonstrates the project's concrete on-the-ground accomplishments, which will, in the long-term, promote further stakeholder support and legitimacy and increase country ownership and driven-ness. The prospect for sustainability is, therefore, moderate to high with respect to the different factors and conditions that underlie the project's success. While financing may pose a significant constraint to scaling-up the project, efforts to mobilize international and local buy-in (such as regular meetings between UNDP, international partners, church leaders, civil society leaders, etc.) present exciting opportunities for sustaining project outcomes joint action and long-range planning. Additionally, engagements with political parties and security agencies, as well as benefits accrued to youth and women's groups, make the country conducive to sustaining project outcomes.

140. The overall rating for this project is **Highly Satisfactory**. Although some of the evaluation criteria are given low ratings, generally, the project satisfactorily achieved its intended outcomes despite the limited budget and short time frame as well as the delays caused by various factors.

## 5. Lessons Learned

141. The following key lessons learned emerged in the implementation of the project (not arranged in any order of priority):

- a. UNDP and its partners pitched the project at both strategic and process levels, accounting for the political issues and processes that could have undermined project implementation. Recognizing the potential impacts politics could have had on project implementation avoided delays and tensions and facilitated broad stakeholder engagement. This indicates that political sensitivities and related interests cannot be ignored in the delivery of complex national dialogue and reform processes.
- b. Broad stakeholder engagement is critical for projects in which the intended long-term outcome is reliant upon the understandings and actions of local, national, and international stakeholders. It is, however, important to note that there is no linear pathway to engaging a diverse set of stakeholders for national dialogue and reform processes, as the project conducted series of meetings, some cancelled, delayed and sabotaged.
- c. Implementing projects of this nature through partner institutions that have the necessary competences and on-the-ground experience, and with each responsible for

activities at the appropriate scale, is a useful cost-effective approach to implementation and sustaining results.

- d. The role of the UN no doubt made the difference. The UN became the only partner without a political stake and its neutrality attracted all parties to agree on the common goal;
- e. It was not realistic to expect that all the goals set by the project will be achieved in 18 months and with USD2 million. Although major achievements were recorded, there is a long way to go in delivering reform processes. Project design for such a complex project needs to be realistic in terms of time and resources, especially with the many factors underlying it.
- f. It is critical to involve local communities in the design and implementation of such projects, which emerged as a major strength of the project (as seen with in-district consultations that provided an opportunity for Basotho to engage and voice their views on the real reforms they want to put Lesotho on a progressive path of sustainable peace and stability). As it is these communities who will sustain the outcomes achieved, the project approach to involve a wide diversity of local players makes it likelier for results to be accepted and for outcomes to be sustained.
- g. Significant efforts were made to mainstream gender and human rights issues into strategies developed and activities implemented. However, any follow up project should ensure that HRDDP assessments are carried out prior to the finalization of any work plan and sequencing of activities, to avoid the challenges faced in the implementation of the project.
- h. Lesotho could benefit from the South African experience in handling and managing internal conflicts. Establishing durable peace in a highly volatile political atmosphere requires political will and concerted efforts of all citizens to design approaches (local and national) that could simmer down volatility, and the South African experience in the post-Apartheid era where a rainbow nation was created and a Truth and Reconciliation Commission (TRC) established cannot be more apt.
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## 6. Recommendations

142. The LNDSP aimed to provide support to the Government of Lesotho and to respond to the political and security crisis in Lesotho with the objective to create an enabling environment for national dialogue, reconciliation and reforms necessary for an enduring and sustainable peace. The project is exploring possibilities for another phase, and how to integrate peacebuilding into its ongoing activities.

143. The following recommendations look ahead to the post-project period and the development and implementation of other UNDP projects and sustaining the results of LNDSP:

UNDP and partners should:

- g) Undertake follow-on activities for upscaling some project outcomes as well as for integration into policy and institutional frameworks. Given the sensitivity of the issues addressed, it is recommended that UNDP, in collaboration with all implementing partners, seek support from donors for a second phase of the project as soon as possible;

- h) While planning for phase 2 of the project, follow the same model for consulting widely and broadly, including by obtaining approvals from all relevant sectors and players;
- i) Ensure the allocation of adequate time and resources to the result areas of the next project by matching any upscaling efforts with financial, human and technical resources mobilized for project implementation.
- j) Increase efforts to transfer the huge volume of knowledge generated by the project to local structures such as the LCN and LLCN, as a way of sustaining the outcomes delivered. Local partners should be supported to widely disseminate the reports and knowledge products through their respective networks and other means, to accord them high visibility at appropriate forums and increase their chances of mobilizing resources for similar interventions. The learning materials should be translated into local languages and made easily available to local communities and development partners. The technical reports should be simplified to facilitate their use by decision-makers and for effective mainstreaming into national development planning;
- k) Work closely with the government to improve monitoring and data collection so as to fill current data gaps. Appropriate mechanisms should be developed for data sharing, as this is critical for building a consensus for shared action and supporting the successful implementation of any follow-up intervention;
- l) Ensure that a new HRDDP is developed while taking into consideration that the previous HRDDP assessments are carried out prior to the finalisation of any work plan and sequencing of activities, as part of efforts to implement the recommendations of the Human Rights Due Diligence Assessment carried out in 2019;

The Government of Lesotho should:

- a) Follow-up any changes proposed in legislation, policies and standard operating procedures that regulate the conduct of various security forces, strengthen internal and external oversight and accountability mechanisms and enhance equal access to justice for victims of violations
- b) Ensure that the NRA is provided with the financial support, political will and space to implement its mandate without hindrance so that dialogues and reform processes can succeed and be sustained;
- c) Mainstream gender equality and women's empowerment through policy formulations and legislative/legal reviews into national discourse and stabilization process unfolding in Lesotho;
- d) Continue, in collaboration with various national partners, to provide support to and promote efforts of the security sector, women and youth groups, PWDs and other vulnerable groups by protecting their rights and other local peace structures as infrastructure of peace in the country;
- e) Further strengthen state institutions to make them functional and disallow the politicization of particularly the security sector that had been marred in human rights violations;
- f) Ensure that HR issues, especially those bordering on police brutality, human trafficking and other violations, are curbed through policy formulation and legal/legislative enactments;
- g) Focus attention on and prioritize poverty reduction and unemployment among the youthful population that could enable the government to overcome the problems related to instability.

## Annexes

### Annex 1: Terms of Reference

#### TERMS OF REFERENCE

#### CONSULTANCY FOR END-OF- PROJECT EVALUATION OF THE LESOTHO NATIONAL DIALOGUE AND STABILIZATION PROJECT (LNDSP)

##### 1. Background and context

UNDP is the UN global development network, advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. It works with individual countries on their own solutions to global and national development challenges. UNDP has recently initiated a new Country Programme (2019-2023) anchored on the Lesotho National Strategic Development Plan (NSDP II), the UNDAF (2019—2023) and guided by the UNDP Strategic Plan (2018—2021). The Programme comprises three pillars: (i) Governance, Accountability, Social Cohesion and Stability; (ii) Sustainable and Inclusive Economic Growth and (iii) Environmental Sustainability, Climate Change and Resilience. UNDP Lesotho supported the Government of Lesotho in the implementation of the Lesotho National Dialogue and Stabilization Project as part of its

Country Programme, Outcome 1: By 2023, government and non- governmental institutions deliver their mandates and uphold good governance, rule of law and human rights, with all people having improved access to justice and participating in social and political decision-making processes in a peaceful environment.

UNDP Lesotho, in partnership with the Government of Lesotho and the Southern African Development Community (SADC) recently secured funding from the UN Peacebuilding Fund (PBF) to implement the Lesotho National Dialogue and Stabilisation Project (LNDSP). The LNDSP is a response to Lesotho's cyclic political instability and a first step towards the implementation of comprehensive national reforms aimed at long-term stability and sustained peace and development. The support by the PBF through its Immediate Response Facility (IRF) enables UNDP and other UN agencies, specifically, UN Women, the United Nations Department of Political and Peacebuilding Affairs (DPPA) and the United Nations Office of the High Commissioner on Human Rights (UN OHCHR), the Government, SADC and non-governmental groups - Lesotho Council of NGOs (LCN) and the Christian Council of Lesotho (CCL) to work collaboratively to catalyse positive change.

In this regard, LNDSP aims at creating a conducive environment, unity and commitment among Basotho to implement political reforms that address the causes of recurrent crises and build sustainable peace and stability. Specifically, the project seeks to deliver three key outcomes:

- By 2019, there is a national agreement on the content and processes of comprehensive political reforms and national reconciliation in Lesotho with increased public and donor support;
- By 2019, tensions and divisions within and amongst security services are reduced thereby enhancing the participation of the sector in the national dialogue and reform processes and enhancing public trust.
- By 2019, a more informed Lesotho constituency is actively participating in political reforms and reconciliation efforts due to greater access to timely and accurate information on the national dialogue and reform processes.

The LNDSP provides a unique opportunity for UNDP to go beyond its regular programming to support the Government and collaborate with SADC and civil society groups to tackle and mitigate risks by, foremost, initiating a national political dialogue that will bring all stakeholders together to agree on the reform content and processes of the national reforms. The first step was a national consensus building and a broad-based, inclusive and participatory national dialogue process to generate political and societal consensus on the reforms content for future stability, reconciliation and peaceful co-existence in Lesotho.

Secondly, the project also prepared the security sector for a constructive engagement in the national dialogue and reforms, through analysis and assessment of the security sector policy environment. As part of interim stabilisation and human rights mainstreaming measures in the security sector, the Project supported capacity building interventions geared towards professionalising the security sector and enhancing inter-agency coordination including formulating a national security sector strategy and policy.

Thirdly, the project supported the development and operationalisation of a coherent and professional communication strategy to ensure that stakeholders have the correct information, enhance participation and reduce anxiety among those who may feel targeted by the reforms. Communication training was provided to existing intra- government communication teams, key

stakeholders involved in the national dialogue and reforms process, and local media to ensure a comprehensive operationalisation and roll out of the communication strategy.

UNDP will commission an end of project evaluation for the Lesotho National Dialogue and Stabilization project to facilitate accountability for results and resources invested in the project. The evaluation will also assess the partnerships across agencies, global, regional, and local environment and comparative value and positioning of UNDP. UNDP is thus soliciting for Expression of Interest from individual consultants to undertake an end of project evaluation.

## 2. Evaluation purpose, scope and objectives

### Purpose

This evaluation is undertaken as part of the UNDP program management requirements to assess the extent to which the Lesotho Dialogue and Stabilisation Project has met its objectives, to provide evidence of UNDP's contribution towards outcome achievements, impact and role played and partnerships developed. Apart from UNDP, the results of this evaluation will be used by the Government of Lesotho, SADC, Development Partners, Civil Society Organisations, Political Parties, Faith-Based Organisations and other stakeholders.

### Scope

The evaluation will be conducted from December 2019 to February 2020, covering the implementation phase of the project. The evaluation will cover the project implementation period from the 4th June 2018 to the 31st December 2019. It will also consider project results achieved through various project stakeholders and beneficiaries, and consider activities in different geographic locations, through effective sampling for evaluation. The evaluation will include achievements made by the following implementing agencies in the context of this project; namely; Government of Lesotho, SADC, LCN, CCL, UN DPPA, UN- Women and the UN OHCHR

### Objectives

The overall objective of the end of project evaluation is to assess processes and achievements made with focus on the entire implementation period and draw lessons and apply them to possible follow-on assistance activities. The evaluation will detail lessons learnt that will apply in the next phase of the implementation of the reforms. Specifically, the evaluation will assist UNDP and Implementing Partners to:

- Establish the extent to which the planned and related objectives, outcomes and results of the LNDSP have been or are being achieved;
- The relevance, efficiency and effectiveness of the project in achieving its objectives, outcomes and results;
- Assess the factors affecting the project implementation, outputs and its sustainability, including contributing factors and constraints;
- Assess UNDP's strategy used in making contribution to the outcome, including on the use of partnerships for implementation and programming arrangements;
- Examine the extent to which gender, human rights and other cross-cutting issues were considered in the project's design, implementation and monitoring;

- Establish lessons from implementation of the project and;
- Make recommendations for improving the design, effectiveness, efficiency, sustainability and mainstreaming of gender and other cross-cutting issues in future programming.

### 3. Evaluation criteria and guiding questions

The End of Project evaluation seeks to answer the following questions, focused around the evaluation criteria of relevance, effectiveness, efficiency and sustainability:

#### Relevance

- To what extent is LNDSP's engagement in governance and peacebuilding support a reflection of strategic considerations, including its role in the development context in Lesotho and its comparative advantage vis-a-vis other partners?
- To what extent has LNDSP's selected method of delivery been appropriate to the development context?
- To what extent has the implementation of the LNDSP been influential in decisions for national dialogues and Peacebuilding, national policies on legal reforms and human rights protection?
- To what extent were considerations for gender equality and women's empowerment integrated in the design of the project?
- To what extent has gender been addressed in the design, implementation and monitoring of LNDSP? Is gender marker data assigned to projects representative of reality?

#### Effectiveness

- What evidence is there that LNDSP support has contributed towards an improvement in national government capacity on dialogue and stabilization?
- To what extent has LNDSP promoted positive changes in gender equality? Were there any unintended effects?
- Has LNDSP been effective in helping establish mechanisms for comprehensive political reforms and national reconciliation at national and local levels? Do these local results aggregate into nationally significant results?
- Has LNDSP worked effectively with other UN Agencies and other international and national delivery partners to deliver project objectives?
- How effective has LNDSP been in partnering with different stakeholder constituencies, including civil society and the private sector, media, political parties to promote effective and active participation in the reforms and reconciliation efforts in Lesotho?
- Has LNDSP utilized innovative techniques and best practices in its programming?

- Extent to which UNDP is perceived by stakeholders as a strong advocate for improving government effectiveness and integrity in Lesotho through implementation of LNDSP?
- Considering the technical capacity and institutional arrangements of the LNDSP, did the project provide adequate basis for national dialogue, reforms and national reconciliation process in Lesotho?
- What contributing factors and impediments enhance or impede LNDSP performance in this area?

#### Efficiency

- Are LNDSP approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country (political stability, post crisis situations, etc.)?
- Has LNDSP's strategy and execution in these 3 areas been efficient and cost effective?
- Has there been an economical use of financial and human resources?
- Are the monitoring and evaluation systems that LNDSP has in place helping to ensure that programmes are managed efficiently and effectively?
- Were alternative approaches considered in designing the Projects?

#### Sustainability

- What is the likelihood that the interventions undertaken through the LNDSP for national reforms and reconciliation agenda are sustainable?
- What mechanisms have been set in place by LNDSP to support the government of Lesotho to sustain improvements made through these interventions?
- How should the project results be utilized to enhance stakeholder engagement and potential to a more united Lesotho with a commitment to implement political reforms? Project stakeholders what changes should be made in the current set of partnerships in order to promote long term sustainability?

#### Partnership strategy

- Has the partnership strategy adopted for the LNDSP been appropriate and effective?
- Are there current or potential complementarities or overlaps with existing national partners' programmes?
- How have partnerships affected the progress towards achieving the project outputs
- Has LNDSP worked effectively with other international delivery partners to deliver on project outputs and initiatives?

- How effective has LNDSP been in partnering with civil society, media, the private sector and other national stakeholders to promote dialogue and reconciliation?

Based on the above analysis, the evaluators are expected to provide overarching conclusions on the implementation of the LNDSP, its results, as well as recommendations on how the UNDP could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities in this area to ensure that it is positioned for sustainable results in the future. The evaluation is additionally expected to offer wider lessons for LNDSP support on the governance and peacebuilding portfolio in Lesotho and elsewhere

#### 4. Methodology

The evaluation is expected to review and validate the project's "theory of change" (TOC) to provide a contextual framework for examining relevant elements of the project including the causal links between interventions and the components of the Project. Evidence obtained and used to assess the results of the Project support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, reviews and technical papers, stakeholder interviews, focus groups, surveys and site visits.

The Consultant should also adopt methodological approaches likely to yield most reliable and valid feedback to the evaluation questions, scope of the assignment, and gender analysis. The evaluation team should take into consideration both qualitative and quantitative approaches, encompassing all or some of the following:

Desk review of relevant documents, including the following:

- Project document (contribution agreement).
- Theory of change and results framework.
- Programme and Project quality assurance reports.
- Annual work plans.
- Activity designs/concept notes.
- Consolidated quarterly and annual reports.
- « Results-oriented monitoring report.
- Highlights of project board meetings.
- Technical/financial monitoring reports

#### Data Collection and Analysis

- Evaluation questions around relevance, effectiveness, efficiency, sustainability and design for different stakeholders to be interviewed,

» Key informant and focus group discussions with beneficiaries and stakeholders. All interviews should be undertaken in full confidence and anonymity, without assigning specific comments to individuals

- Semi-structured interviews with key stakeholders including key government counterparts, UN agencies, Donor Community, SADC and representatives of key civil society organizations,
- Discussions with senior management, Project team and Project staff. The evaluator is expected to follow a participatory and consultative approach that ensures close engagement with the evaluation managers, implementing partners and direct beneficiaries.
- Field visits to selected Ministries, Departments and Agencies
- Data analysis methods and software (where necessary).

The final methodological approach including interview schedule, field visits and data to be used in the evaluation should be clearly outlined in the inception report and be fully discussed and agreed between the UNDP and the evaluation team.

## 5. Evaluation products and deliverables

The Consultant will be expected to deliver the following:

- Inception report (10 - 15 pages).

One week after contract signing, the Consultant should produce an inception report, considering the following:

» The inception report is expected to outline the evaluators' understanding of the assignment, how each of the evaluation questions will be answered, proposed methodologies for analysis and data collection, as well as proposed data sources.

- The inception report should also include the evaluation matrix to summarize evaluation criteria and process, indicators/success standards, and methods for data analysis as well as an outline of anticipated risks and management plan.
- The report should detail the specific timing for evaluation activities and deliverables and propose specific site visits and stakeholders to be interviewed. Protocols for engaging different stakeholders should be developed.
- The inception report should be discussed and agreed with the UNDP office and the evaluation team before the evaluators proceed with site visits.
- The evaluators should also propose in the inception report a rating scale to assess the evaluation criteria and to standardize assessments.
- Draft evaluation report

Produce a draft evaluation report consistent with the evaluation Terms of Reference and Inception Report,

» A preliminary debriefing shall be required by UNDP Management prior to finalisation of draft report.

- The draft report shall be reviewed by implementing partners, Project management team and the Evaluation Advisory Committee to ensure that the evaluation meets the required quality criteria and standards, and purpose and objectives are fulfilled.
- Feedback received from these sessions should be considered when preparing the final report. The evaluators will produce an 'audit trail' indicating whether and how each comment received was addressed in revisions to the final report.
- Presentation to stakeholders.

Presentation of a draft evaluation report to key stakeholders, (partners and beneficiaries). A debriefing report, presentation and list of partners and stakeholders who participated/contributed to the evaluation will be submitted to the Evaluation Manager.

- Final evaluation report (maximum 50 pages, excluding annexes).

Prepare the final report, taking into consideration all comments and inputs made by the implementing partners, and the Evaluation Advisory Committee to formulate the final evaluation report. The Report format shall follow the UNDP Evaluation Guidelines suggested table of contents for reports.

- Evaluation brief

A technical report of the evaluation covering main findings, lessons learnt, conclusions and recommendations of the evaluation

## 6. Evaluation team composition and required competences

General: It is proposed that the evaluation is undertaken by One International Consultant. The evaluator shall be experts in evaluating development programmes and projects with specific emphasis on governance and peacebuilding sub-sector. They should not have been associated with the formulation and engaged in the implementation of the project

The International Consultant will be responsible for overall production of reports at all stages of the evaluation process; data collection, analysis of the stakeholder feedback, quality and timely submission of the evaluation reports to UNDP. The consultant should have experience in programme design and development, results-based evaluation based on feasible and substantive methodological approach maximised on data collection, collation; synthesis and stakeholder engagement.

Education: Advanced University Degree in Monitoring and Evaluation or: Governance; Social Sciences; Project Management or other related fields.

Experience:

- At least 10 years of experience in programme evaluations and proven accomplishments in undertaking evaluations for international organizations;
- At least 7 years of solid experience in democratic governance and peacebuilding programming and evaluation, Development Management, Capacity Development, Partnerships and gender; local development and RBM

- Consultant should have sound knowledge and understanding of democratic governance and local development in Lesotho, and
- Proven experience and expertise in conducting program or projects evaluations.
- Further experience working with international organizations and evaluating UNDP programmes and projects is an asset.
- Some knowledge of the Lesotho political context will be an added advantage

Language: Fluency in spoken and written English with good report writing skills. Samples of previous written work may be required.

## 7. Evaluation ethics

Consultants must sign the Ethical Code of Conduct for UNDP Evaluations and must be free and clear of perceived conflicts of interest. According to this, "The consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners."

Interested consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the LNDSP project under review. The code of conduct and an agreement form to be signed by each consultant.

## 8. Implementation arrangements

- Evaluation Manager: - The Consultant will be engaged by UNDP and becomes directly responsible to UNDP Country Office (CO). UNDP CO management is ultimately responsible and accountable for the quality of the evaluation process and products under the leadership of the UNDP Deputy Resident Representative and direct supervision of the LNDSP Manager. The LNDSP Manager will be the focal point for the assignment and shall be responsible for engaging and debriefing the evaluation team, reviewing the inception report and ensuring compliance to the UNDP ethics and code of conduct for outcome evaluations.
- The UNDP CO will select the evaluator through an open process and will be responsible for the management of the evaluator. The CO Management supported by the LNDSP Manager will take responsibility for the approval of the final evaluation report. The Monitoring, Reporting and Evaluation Officer, in consultation with the Project Manager, will arrange introductory meetings within the CO and with partners, avail relevant documentation, and arranging visits/interviews with key informants. The Consultant, with help from Project Management Team, will take responsibility for setting up meetings and conducting the evaluation, subject to advanced approval of the methodology submitted in the inception report. The CO management will develop a management response to the evaluation within two weeks of report finalization.

- The Evaluation Advisory Group: A five - member Evaluation Advisory Group comprising of key stakeholders from the Ministry of Development Planning, UNDP, selected ministries and development agencies, and a representative of UNDP partners will work closely with the evaluation manager. The advisory group will guide the evaluation by advising the manager on evaluation design and reviewing the TOR and reviewing the draft report to enhance its quality, credibility and utility. This group will review the inception report and the draft evaluation report to provide detail comments related to the quality of methodology, evidence collected, analysis and reporting. The group will also advise on the conformity of evaluation processes to the UNEG standards. The evaluation team is required to address all comments of the Panel completely and comprehensively. The Consultant will provide a detail rationale to the advisory panel for any comment that remain unaddressed

» Evaluation Team: Will comprise of the Consultant, who did not work for UNDP or were not involved as national partners and were not involved in the design or implementation of the programme. S/He is responsible for producing the evaluation report.

- The Quality Assurance Team: The quality assurance team is external to the evaluation, consisting of the Regional Evaluation Advisors at the Regional Bureau and Regional Service Centre. They will critically review the documents and provide advice on the evaluation

- The evaluation will use a system of ratings standardizing assessments proposed by the evaluators in the inception report. Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency and sustainability.

The CO will provide some logistical support during the evaluation, for instance assisting in setting interviews with senior government officials, and arrangement of travel to and from project sites. Planned travels and associated costs will be included in the Inception Report and agreed with the CO.

## 10. Application submission process and criteria for selection

For application, interested consultants are invited to submit the following\_

- P11 indicating all experience from similar projects, as well as the contact details (e- mail and telephone number) of at least three (3) professional references using the template provided by UNDP (Annex I)

- Letter of Confirmation of Interest and Availability using the template provided by UNDP (Annex II)

- Methodology — Brief description of why the individual considers him/herself as the most suitable for the assignment and a detailed methodology on how they will approach and complete the assignment.

- Financial Proposal that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs using template provided by UNDP (Annex III)

- Criteria for Selecting the Best Offer Cumulative analysis

The award of the contract will be made to the individual consultant whose offer has been evaluated and determined as:

- a) responsive/compliant/acceptable, and
  - b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.
- \* Technical Criteria weight; 70%
  - \* Financial Criteria weight; 30%

Only candidates obtaining a minimum of 70 points would be considered for the Financial Evaluation

Inception report 20%

Upon submission of Draft Evaluation Report

Meeting the evaluation ToR 40%

Upon submission of an acceptable Final

Evaluation Report 40%

The project theory of change:

If a participatory and structured multi-stakeholder national dialogue is held with due attention to human rights, youth and women empowerment, and measures taken to address the fears and needs of opposition stakeholders including within the security sector while keeping the public informed in a timely, professional and unbiased manner, then a deeper crisis will be prevented, a broader political and societal consensus built, and a conducive environment created for the participatory and inclusive implementation of proposed political, constitutional, legislative, sectoral and institutional reforms to safeguard the long-term stability and development of Lesotho, gender equality and human rights. In seeking to address these intermediate needs, the basic assumptions are that:

- Inclusive national dialogue is a viable means to achieve political and societal consensus on fundamental and sensitive changes such as the ones proposed in the Framework and Roadmap document;
- That deliberately engaging members of the security agencies through addressing their needs and fears would help to turn the security sector personnel into allies rather than just targets of the reforms and thereby enhance security and stability;
- Proposed national dialogue provide the single-most important avenue to re-engineer gender and age relations and empower women and youth in Lesotho.

Annex 2. Key stakeholders and partners

1. Ministry of Communication, Science and Technology (MOCST)
2. Ministry of Defence and National Security (MODNS)

3. Ministry of Foreign Affairs & International relations (MOFAIR)
4. Ministry of Gender, Youth, Sports and Recreation (MGYSR)
5. Ministry of Justice, Human Rights and Correctional Services (Judiciary, Lesotho Correctional Services)
6. Ministry of Law and Constitutional Affairs (MOLCA)
7. Ministry of Police and Public Safety (MOPPS)
8. Ministry of Prime Minister's Office (Government Technical Working Team)
9. Ministry of Public Service (MPS)
10. Directorate on Corruption and Economic Offence (DCEO)
11. Limkokwing University
12. National University of Lesotho (NUL) and Institute of Extra-Mural Studies (IEMS)
13. College of Chiefs (SENATE)
14. Opposition Bloc

#### Parties outside Parliament

16. EU
17. OHCHR
18. UNDP
19. UNICEF
20. UNFPA
21. UN-Women
22. Southern African Development Community (SADC)
23. Lesotho Council of Non-Governmental Organisations (LCN)
24. Development for Peace and Education (DPE)
25. Christian Council of Lesotho (CCL)
26. Federation of Lesotho Women Entrepreneurs
27. LENAFU
28. Lesotho Youth Federation
29. Maseru Women Senior Citizens

30. Monna Ka Khomo

#### Annex 3. Documents to be consulted

1. Project Document
2. Project Annual Work Plans
3. Project Agreement and Addendum
4. Project Visibility and Communication Plan
5. Project Progress Reports
6. Project Financial Audit Report
7. The Lesotho We want: Dialogue and Reforms for the National Transformation (Roadmap)
8. Lesotho Citizen's Participation Survey (CPS) 2017
9. Consultants reports (list to be provided)
10. Implementing Partners reports (list to be provided )
11. UNDP Evaluation Policy
12. UNDP Code of Ethics
13. UNDP Country Programme Document (2013 — 2018)
14. UN Development Assistance Framework (2013 — 2018) — Evaluation report
15. UN Development Assistance Framework for Lesotho (2019 -2023)
16. UNDP Strategic Plan
17. NSDP II

#### Annex 4: Outline of the Reporting Format

- a. Inception report Format
- b. Evaluation Report Format
  - Title
  - Table of contents
  - Acronyms and abbreviations
  - Executive Summary
  - Introduction
  - Background and context

- Evaluation scope and objectives
- Evaluation approach and methods
- Data analysis
- Findings and conclusions
- Lessons learned
- Recommendations
- Annexes

#### Annex 5: Code of Conduct

The consultant will follow this link, read and understand the evaluator's code of conduct in the UN system. [www.unevaluation.org/document/detail/100](http://www.unevaluation.org/document/detail/100)

#### **Annex 2: List of documents reviewed**

1. Coalition parties retreat concept note
2. Concept note for human rights convention training
3. Concept note for managing intra and interagency coordination for the Lesotho security sector
4. Concept note for developing an integrated security sector training work plan
5. PBF financial report (Nov 2019)
6. LNDSP project document
7. NRA Gazette (November 2019)

8. PBF financial report (October 2018)
9. Project progress reports (Nov 2018, June 2019, and January 2020)
10. Project board meeting minutes
11. Terms of reference for the project board
12. Monitoring Reports
13. The Lesotho We Want: The Roadmap
14. NDPC Brochures
15. Needs Assessment Reports
16. HR Due Diligence Risk Policy
17. Diaspora Concept
18. Quality Assurance Report
19. Security sector reports

### Annex 3: List of persons interviewed

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Ms Betty Wabunoha, UNDP Resident Representative	<a href="mailto:betty.wabunoha@undp.org">betty.wabunoha@undp.org</a> Cell: +266 5864 0201	F
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## Annex 5: Data collection tools and instruments

### A. QUESTIONS FOR DONORS and UNDP SENIOR Management, OHCHR, UN Women, PBSO, Management, SADC

1. How strategic was the LNDSP's engagement in governance and peacebuilding support for the Government of Lesotho? What role did it play in the development context in the country?
2. How well has the project performed in the 3 outcome areas?
3. What factors explain project's performance in promoting dialogue and national reconciliation?
4. How effective was partnership in its delivery of results?
5. How well did the project integrate gender and human rights norms and standards and recommendations in the project design, monitoring and implementation?
6. Were the project's objectives for gender equality and promoting HR achieved?
7. Has LNDSP utilized innovative techniques and best practices in its programming?
8. Was the project cost effective and efficient and were resources strategically distributed?
9. What critical challenges did the project face and what were some of the lessons?
10. Was there national ownership of the project? How was it achieved, if yes? What impede its achievement, if no?
11. What do you recommend for similar future interventions?
12. Was the project aligned with National Peacebuilding Policy and national priorities?
13. Did the project capitalized on the UN's added value in Lesotho?
14. How has the project helped advanced SDG 16?
15. Did the project adopt a conflict-sensitive approach in project implementation?
16. How efficient was the project's implementation strategy, institutional arrangements as well as its management and operational systems and value for money?
17. What are the good practices, innovations and lessons emerging from the project?
18. What was innovative about this project?
19. Did the project unlock funds from resources, expertise from other sources?

### B. Focus Group Protocol—CSOs, Private Sector, Political Parties, Women, Marginalized Groups, Youths etc.

This protocol is a general and draft list of questions which will be further tailored based on initial interviews and depending on the different categories of participants of the various focus groups.

#### QUESTIONS

1. How involved were you in the project design, implementation and monitoring?
2. How efficient was the project's implementation strategy, institutional arrangements as well as its management and operational systems and value for money?
3. The degree to which the project addressed cross-cutting issues such as youth and gender-sensitivity in country;
4. How did the project address key drivers of conflict and the most relevant peacebuilding issues;
5. To what extent the PBF project made a concrete contribution to reducing a conflict factor or seizing a peacebuilding opportunity in Lesotho?
6. Did the support provided by the PBF promote the Women, Peace and Security agenda (WPS), allowed a specific focus on women's participation in peacebuilding processes, and was it accountable to gender equality?
7. Did the project integrate human rights in its design and implementation, was it inclusive and ensure participation of persons who are marginalized and face discrimination and did it contribute to advancing protection, respect, fulfilment of human rights in Lesotho?
8. How effective was the project in addressing issues affecting marginalization of women and other groups in Lesotho?
9. Did the LNDSP address your needs and priorities?
10. Did the project improve national dialogue and reconciliation? How?

11. Did you partner with IPs? How?
12. Was the delivery of the project effective?
13. In what ways was it effective?
14. How involved were you in national dialogue and reconciliation? What were your contributions?
15. Were there specific difficulties encountered in the implementation of the project? What could be improved?
16. Do you see other effects of this project, on your organizations and its performance / results?
17. How the performance of the IP is assessed and to what extent was this effective?
18. Was gender equality and women's empowerment key to the intervention approach?
19. Were youths and other vulnerable groups central in project implementation? How?
20. Were your capacities built? What were the capacity building initiatives you benefitted from?
21. Have any changes taken place at the community and national levels as a result of this intervention?
22. Do you see categories of populations excluded from the potential benefits of the project? Which ones and why?
23. How do you describe your partnership with project implementers?
24. How sustainable is the project for long term national dialogue, stabilization and reconciliation?
25. How has the project impacted your life or change the way you address national dialogue and reconciliation today?
26. Is UNDP a strong advocate for government effectiveness through this project?
27. Did the project succeed? Examples of success stories
28. Did it have challenges? What are they?
29. What did you benefit from this project? Give examples
30. Any success stories? Any recommendations for similar future interventions?

### **C. SEMI-STRUCTURED QUESTIONS FOR UNDP, UN Agencies, Project Board, Government, NGOs and other IPs**

#### **Relevance**

1. To what extent are project objectives relevant to the: (i) Reform agenda of the country?
2. (ii) Development needs/priorities of the intended primary beneficiaries? (iii) Strategies and approaches of other UN, OHCHR, UN Women and UNCT Lesotho initiatives (including those supported by government and other development partners)? (iv) UN strategic programme priorities for African countries? (v) alignment with National Peacebuilding Policy and national priorities; (vi) whether the project capitalized on the UN's added value in Lesotho; (vii) how has the project helped advanced SDG 16?
3. How coherent are the activities that make up the LNDSP project portfolio?
4. To what extent is the project's theory of change and planning framework plausible, feasible, evaluable, and in line with the overall LNDSP strategy and theory of change?
5. How well was the project's monitoring and evaluation framework designed?
6. How well focused on gender equity, human rights, and partnerships is the project design and delivery framework?
7. To what extent were the project activities and objectives aligned and contributing to Lesotho's national and international obligations and commitments in relation to gender and human rights and informed by the situation of women and groups that face marginalization and discrimination in Lesotho?
8. How coherent is the project results framework?
9. To what extent does the project's design incorporate innovative approaches and/or means to stimulate transformation?
10. Did the project adopt a conflict-sensitive approach in project implementation?
11. How innovative was the project and were things done differently?
12. Why was the project implemented at that time and not two years ago or later?
13. Did the project unlock funds, expertise, resources from other sources and how was it relevant?

#### **Effectiveness**

1. How well has the project performed? Provide concrete examples
2. What factors explain project's performance?
3. What are some of the intended and/or unintended results? Provide evidence

4. Has the project utilized innovative techniques and best practices in its programming?
5. How effective has the LNDSP worked with partners in delivering project's objectives: in establishing mechanisms for comprehensive reforms and national reconciliation? Promoted positive changes in gender equality? Contributed towards improvement in government national capacity on dialogue and stabilization?
6. Did the Basotho people: provide adequate basis for national dialogue, reforms and national reconciliation?
7. The degree to which the project addressed cross-cutting issues such as youth and gender-sensitivity in country;
8. How did the project address key drivers of conflict and the most relevant peacebuilding issues;
9. To what extent the PBF project made a concrete contribution to reducing a conflict factor or seizing a peacebuilding opportunity in Lesotho?
10. Did the support provided by the PBF promote the Women, Peace and Security agenda (WPS), allowed a specific focus on women's participation in peacebuilding processes, and was it accountable to gender equality?
11. To what extent were human rights-based approach and a gender mainstreaming strategy incorporated in the design and implementation of the project.

#### **Efficiency**

1. Were resources strategically distributed to achieve planned objectives?
2. How effective and efficient was the LNDSP strategy in the execution of the 3 outcomes?
3. Was there an economical use of financial and human resources?
4. How effective was the M&E system?
5. Were alternative approaches considered in designing the project?
6. How efficient was the project's implementation strategy, institutional arrangements as well as its management and operational systems and value for money?
7. To what extent were intervention resources used in an efficient way to address human rights and gender equality in the implementation?

#### **Sustainability**

1. Were mechanisms put in place to ensure: the intervention for national reforms and reconciliation are sustainable? Support the government to sustain improvements made by the interventions?
2. How should the project results be utilized to enhance stakeholder engagement?
3. What changes are needed in the current partnership to promote long term sustainability/
4. To what extent did the project contribute to institutional changes conducive to systematically and sustainably addressing human rights and gender equality concerns?

#### **Partnership**

1. How appropriate and effective was the partnership strategy? Did it succeed? If yes, How; If not Why?
2. What role has partnership played in achieving project's objectives and results?
3. Are there current or potential complementarities or overlaps with existing national partners' programmes?
4. How effective was the project's partnership with CSOs, media, the private sector and other national stakeholders to promote dialogue and reconciliation?
5. Were HR considerations integral to project design and implementation?
6. To what extent did partnerships include women and persons who face marginalization and discrimination in Lesotho?

#### **Participation, Inclusion, Empowerment**

1. To what extent were women and groups who face marginalization or discrimination in Lesotho able to participate in the design, implementation and monitoring of the project and benefited from and contributed to the project, including in terms of empowerment, with disaggregation by gender and status?

#### **Human Rights and Gender**

1. To what extent did the project integrate gender and human rights in its design, implementation, monitoring?

2. To what extent did project outcomes advance gender equality and the protection, respect and fulfilment of human rights in Lesotho, in line with Lesotho's national and international obligations and commitments on human rights and gender?

### Lessons Learned and Recommendations

1. What are the good practices, innovations and lessons emerging from the project?
2. What are the emerging strengths, weaknesses, constraints and opportunities in managing and implementing the project and related initiatives?
3. What are the key risks, constraints and opportunities that a second phase of the project will have to continue to deal with?
4. What are the key options for improving the implementation performance of the project?

### Recommendations

1. On the basis of the evaluation findings, what are the actionable recommendations for future programming?

<b>D. INTERVIEW INSTRUMENT FOR WOMEN ORGANIZATIONS</b>	
<b>Relevance</b>	<ol style="list-style-type: none"> <li>1. Have the interventions matched with the expectations (national goal) of women? If yes, how?</li> <li>2. Was the project relevant to your priorities and needs?</li> <li>3. Did you participate in the design, implementation and monitoring of the project?</li> <li>4. How were gender and other HR issues addressed in the design, implementation and monitoring of the project?</li> </ol>
<b>Effectiveness</b>	<ol style="list-style-type: none"> <li>1. How did the project contribute to positively change gender equality and women's empowerment in Lesotho?</li> <li>2. How did the project delivery address gender equality and human rights?</li> <li>3. Did UNDP prove to be a strong advocate for improving government effectiveness and integrity in Lesotho?</li> <li>4. How effective was your participation in national dialogue and reconciliation? Were you supported to play leadership role?</li> <li>5. The degree to which the project addressed cross-cutting issues such as youth and gender-sensitivity in country;</li> <li>6. How did the project address key drivers of conflict and the most relevant peacebuilding issues;</li> <li>7. To what extent the PBF project made a concrete contribution to reducing a conflict factor or seizing a peacebuilding opportunity in Lesotho?</li> <li>8. To what extent did the project support human rights defenders and CSOs working on human rights and gender equality?</li> <li>9. Did the support provided by the PBF promote the Women, Peace and Security agenda (WPS), allowed a specific focus on women's participation in peacebuilding processes, and was it accountable to gender equality?</li> </ol>
<b>Efficiency</b>	<ol style="list-style-type: none"> <li>1. How have you benefitted from the project's resources? Provide evidence</li> <li>2. In what ways this project could have been more useful to you?</li> </ol>
<b>Impact</b>	<ol style="list-style-type: none"> <li>1. What is the contribution of the project on women's empowerment and status in the country?</li> </ol>
<b>Sustainability</b>	<ol style="list-style-type: none"> <li>1. How can you carry over the project results that you have attained after the project phases out? What support would you require to continue and expand what you have achieved?</li> <li>2. What are your suggestions for future project that would be more valuable to you?</li> </ol>
<b>Partnership</b>	

1. What has been the nature and added value of these partnerships?

#### **D. INTERVIEW GUIDE FOR THE SECURITY SECTOR, THEMATIC SECTOR EXPERTS**

1. To what extent was the LNDSP's engagement in government and peacebuilding support of strategic consideration?
2. How well did the security sectors participate in project design and implementation?
3. What capacity building initiatives did the project promote to ensure that the security stays apolitical?
4. How have these trainings helped in your perception toward national dialogue and reconciliation?
5. Were gender consideration key to the intervention? How was it addressed in the project's design, implementation and monitoring?
6. To what extent did the project integrate human rights norms and standards in relation to the security sector, in its design, monitoring and implementation
7. To what extent did the project contribute to strengthening security sector capacity on respect for human rights?
8. To what extent did the project outcomes advance gender equality and the protection, respect and fulfilment of human rights in the security sector in Lesotho, in line with Lesotho's national and international obligations and commitments on human rights and gender and previous UN human rights recommendations in relation to the security sector?
9. How did the project contribute towards the improvement in government capacity on dialogue and stabilization?
10. What positive changes in the security sector did the project promote?
11. How effective was the UN agencies in the delivery of the project with particular reference to the security of the state?
12. How effective did the project partner with you in delivering its objectives?
13. Did the project utilize innovative techniques and best practices in programming?
14. Were there efforts to depoliticize and professionalize the security sector of Lesotho? How?
15. Do you consider UNDP to be a strong advocate of government effectiveness and integrity in Lesotho?
16. Did the project provide adequate basis for national dialogue, reforms and national reconciliation?
17. Is the project sustainable? How?
18. Did the project put in place mechanisms to support the security sector to sustain improvements made through these interventions?
19. How should the project results be utilized to enhance stakeholder engagement and potential to a more united Lesotho with commitment to implement political reforms?
20. How well did the project perform?
21. What factors explain project's performance?
22. What lessons have been learned?
23. Any recommendations for similar future projects with reference to professionalization of the security apparatus?

