

LESOTHO

**EXTERNAL EVALUATION OF
LESOTHO UNITED NATIONS
DEVELOPMENT ASSISTANCE PLAN
2013-2017**

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Acronyms & Abbreviations

BOS	Business Operations Strategy
CAADP	Comprehensive Africa Agricultural Development Programme
CSOs	Civil Society Organizations
DaO	Delivering as One
ECD	Early Childhood Development
EDF	European Development Fund
EMIS	Education Management Information System
FBO	Faith-Based Organization
GEWE	Gender Mainstreaming and Women's Empowerment
GoL	Government of Lesotho
GHRY	UN Theme Group on Gender, Human Rights and Youth
KII	Key Informant Interview
LMIC	Lower Middle Income Country
LTA	Long-Term Agreement
LUNDAP	Lesotho UN Development Assistance Plan (2013-2017)
MCC	Millennium Challenge Corporation
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments, Agencies
MDG	Millennium Development Goals
MIC	Middle Income Country
MLA	Monitoring Learning Achievement
MoDP	Ministry of Development Planning
NGO	Non-Governmental Organizations
NSDP	National Strategic Development Plan
NRA	Non-Resident Agency
OMT	Operations Management Team
PMT	Programme Management Team
PS	Principal Secretary
RCO	Resident Coordinator's Office
RG	Result Group
SDGs	Sustainable Development Goals
SOPs	Standard Operating Procedures (SOPs)
SWAP	Sector-Wide Approach
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN	United Nations
UNCG	UN Communications Group
UNCT	UN Country Team
UNDAF	UN Development Assistance Framework

SUMMARY

This report summarizes the findings of an external evaluation of Lesotho United Nations Development Assistance (LUNDAP) 2013-2017 carried out in May and June 2016. The evaluation was commissioned by the United Nations Country Team (UNCT) to inform discussions and to develop strategies for the next United Nations Development Assistance Framework (UNDAF) for Lesotho. The evaluation was carried out in conformity with the UN Development Group Guidelines for UNDAF Evaluations. Using a mixed method, data was collected from secondary and primary sources, including interviews with government and non-governmental stakeholders, UNCT members and United Nations (UN) Lesotho staff. The main findings of the study are summarized below.

Relevance

The LUNDAP is strongly aligned with Lesotho National Strategic Development Plan (NSDP) 2013-2017 in terms of the strategic pillars of intervention and support. The Six Results Areas of the LUNDAP were relevant to Lesotho's context, needs and priorities. There is consensus within UN Lesotho and among government and non-governmental stakeholders (who are aware of the Plan) that the LUNDAP, although relevant and aligned to NSDP, was ambitious and not focused. There exist missed opportunities in education, environment/resilient, health and social support that the LUNDAP should have focused on. More attention, with clear indicators, could have been placed on resilience, youth empowerment and gender issues (such as gender-based violence) and the establishment of credible data.

Effectiveness

There is general agreement from UN staff and various government and non-governmental stakeholders that some progress has been made towards the achievement of the LUNDAP outcomes. Though the LUNDAP Annual Review 2016 and discussions with various stakeholders this report assesses the performance/achievement of what was planned is average. Out of 58 indicators, only 31% are 'on target', 27% under 'slow progress', 26% are 'off-track' and 16% are 'not tracked'. The fact that 42% of the indicators are either off-track or not tracked implies that the UN and its partners faced challenges in effectively implementing the LUNDAP objectives.

Impact

The implementation of the LUNDAP produced some notable outputs, but had limited outcomes/impact on the targeted development areas and social sectors. Unemployment and underemployment (among the youth and women in particular), governance including political stability and accountability, access to quality education and health, and high prevalence of HIV/AIDS remain some of the major challenges in Lesotho today. Lesotho failed badly in addressing MDGs.

Both the government partners and the UN acknowledge that there are significant negative external and internal shocks that adversely affected the implementation and impact LUNDAP. The shocks include effect of climate change and El Niño, political instability, the slow global economic recovery and other international shocks, such as the outbreak of Ebola and the influence of political instability in other parts of the world.

Efficiency

By the time of evaluation, USD 107,546,427 or 45.4% of the actual LUNDAP resources for 2013-2017 remained unfunded. This has to do with the limited success in mobilizing resources for the plan. In 2014 the UN Operation Management Team (OMT) has developed the Business Operations Strategy (BOS) for Lesotho to increase efficiency and effectiveness of UN programmes. It is yet to be fully operationalized. However, there is a framework and practice for joint procurement of UN common services, including: security, maintenance and repair, cleaning, information technology, and UN meetings outside UN House.

Sustainability

The LUNDAP did not clearly articulate an explicit exit strategy or a sustainability plan. Focus on support to enhance national policy and legal environment, and capacity building to MDAs could be considered as sustainability measures to the programme. However, political tension and constant change to government staff

and movement of MDA heads and staff within government institutions have affected the sustainability of some of the support given during the LUNDAP period.

Coherence: Delivering as One

UN Lesotho is not a Delivering as One (DaO) entity. In theory, LUNDAP has been and remains aligned with coherence elements of the UN DaO Principles. There are established structures for LUNDAP coordination and reporting such as the UNCT, Programme Management Team, LUNDAP Results Groups Heads of Agencies (HoAs), Operations Management Team, and UN Thematic Groups including the United Nations Coordination Group (UNCG). The UN agency leadership and various partners, including government, question the effectiveness of some of these structures, nonetheless aware that the UN team for Lesotho is very small in terms of staff.

Coordination of the LUNDAP with government counterparts is poor. The Government is not taking the lead and at the same time UN is not 'pushing' hard enough for this to happen. The weak functioning of the formally established development partners' coordination forum in Lesotho under the Ministry of Development Planning has also been a contributing factor.

Conclusions and Recommendations

Overall, performance in realizing the LUNDAP outcomes has been generally poor, with good progress in Result Area 6, average progress in Results Areas 3 and 5, and poor progress in Result area 1, 2 and 4. The performance and achievement under the LUNDAP should be examined in light of development challenges faced by Lesotho caused by global and internal shocks, including the effects of climate change and uncertain internal political environment. Based on the findings of this evaluation, some of the core recommendations include the following:

- The UN should make evidence-based impact and be relevant and visible to Lesotho's development priorities and needs. There should be a serious and comprehensive reflection by both the Government and UN (as a family) on the gaps (unfinished business) under the LUNDAP and MDGs, comprehensive analysis and assessment of the UN's comparative advantage and capacity, prioritization and strategizing for the new LUNDAP, and commitment of UN agencies' leadership and Government to DaO.
- The UN should avoid the temptation of reflecting or copying all the pillars of a national strategic development plan. Instead, it should focus on a few strategic and critical areas that will contribute towards sustainable development and promote social progress among the excluded and the most vulnerable. For the next UNDAF, it is recommended that the focus of support should be restricted to three or four strategic result areas taking into account issues of resilience, governance (such as enhancing the capacities of institutions in charge of election management, rule of law, and anti-corruption among others), building a healthy nation, and addressing the youth question as preliminary strategic result areas.
- There is need, therefore, to plan and work towards further enhancement of government leadership and ownership of the next LUNDAP. The starting point is to build consensus on how to use effectively the existing government systems, structures and mechanisms for programme and financial management, and monitoring and evaluation. It is recommended that systems within the Prime Minister's Office and the Ministry of Development Planning (MoDP) should be enhanced and used accordingly in the next LUNDAP.

1.0 Context and Introduction

1.1 Introduction

The Government of Lesotho, in collaboration with the United Nations Country Team (UNCT), developed the Lesotho United Nations Development Assistance Action Plan (LUNDAP 2013-2017), which outlines the

United Nations planned support to the Government of Lesotho (GoL) in achieving national priorities under the National Strategic Development Plan (NSDP) 2013-2017. The United Nations in Lesotho is a Delivering as One (DaO) self-starter piloting for One UN reform. As a voluntary DaO country, the UN and the Government were also committed to enhance the coherence and effectiveness of UN support to national priorities.

The LUNDAP 2013-2017 is in its fourth year of implementation and the UNCT Lesotho has started the process of developing a new UNDAF 2018-2022. It is from this perspective that the UNCT commissioned an external evaluation of LUNDAP 2013-2016. The UNCT commissioned the evaluation as the first step towards identifying challenges/bottlenecks and, eventually, with Government and other partners, making an informed decision on priority focus areas for the new UN Development Assistance Framework (UNDAF) 2018-2022 for Lesotho.

1.2 Methodology

The Evaluation Team comprised one international and one national consultant, who collected data from both secondary and primary sources from June 2017. The team worked closely with the UN Resident Coordinator's Office. The evaluation was carried out in conformity with the UN Development Group Guidelines for UNDAF Evaluations, which included the assessment of the LUNDAP relevance, effectiveness, efficiency, sustainability and coherence. Based on the emphasis given in the Evaluation Terms of Reference (ToR), the evaluation was inclusive and participatory involving consultations with government and non-government stakeholders, UNCT in Lesotho and available resident and non-UN technical staff/advisors. In summary, the following evaluation techniques and tools were used:

- Desk review of relevant documents and reports including, National Strategic Development Plan (NSDP), LUNDAP 2013-2017, Millennium Development Goals (MDGs) End-Point Report (2014), and draft LUNDAP Annual Review 2013-2015;
- Key Informant Interviews (KII) with government officials, including Principal Secretaries (PSs) in the Ministry of Development Planning (MoDP), Prime Minister's Office (PS Cabinet Administration and Team, and technical staff in various ministries, departments and agencies (MDAs); and independent agencies;
- Key informant interviews (KII) with representatives of development partners, including the Delegation of the European Union to Lesotho and the Embassy of the United States in Maseru;
- KII with representatives of selected civil society organizations (CSOs), faith-based organizations), and private sector groups;
- KII with the UN leadership, all UN heads of agencies (residence) and technical staff in Lesotho;
- Stakeholders' perception survey, using Survey Monkey, an online survey software and questionnaire tool. A total of 40 people (51.3% women and 48.7% men) responded to the survey one line.
- Implementation of a questionnaire during the High-Level Meeting on LUNDAP Annual Review (9 June 2016).

During the High-Level Meeting on LUNDAP, 71 participants were given the opportunity to respond to a survey questionnaire as part of the evaluation exercise. Of the respondents, 62% were government officials, 18% non-governmental organization and 20% were UN Lesotho staff.

2.0 EVALUATION FINDINGS

2.1 LUNDAP 2013-2017 Relevance, Effectiveness, Impact, Efficiency, Sustainability and Coherence

The evaluation team assessed the relevance, effectiveness, impact, efficiency sustainability, and coherence of the LUNDAP 2013-2017 and its utilization to promote Delivering as One (DaO) in Lesotho, as well as

supporting the Government's development agenda and objectives. The evaluation team also gave stakeholders an opportunity to review their findings. The study's main findings are summarized below.

a) Relevance

The LUNDAP 2013-2017 is strongly aligned with NSDP 2012/13-2016/17 and development needs in Lesotho in terms of programming and linkages, as well as to the MDGs. The relevance of the LUNDAP was determined by its alignment to national development needs and priorities. Based on document review and triangulation of data from different sources, the LUNDAP was based on the national agenda and the six Results Groups of LUNDAP were linked to the NSDP as well as the MDGs. The six Results Areas of LUNDAP were relevant to Lesotho's context, needs and priorities.

As shown in Table 1, the ten outcomes of the LUNDAP were derived from the NSDP covering the period 2012/2013 - 2016/2017. The LUNDAP outcomes were also related to the MDGs.

Table 1: LUNDAP Areas of Focus and Outcomes

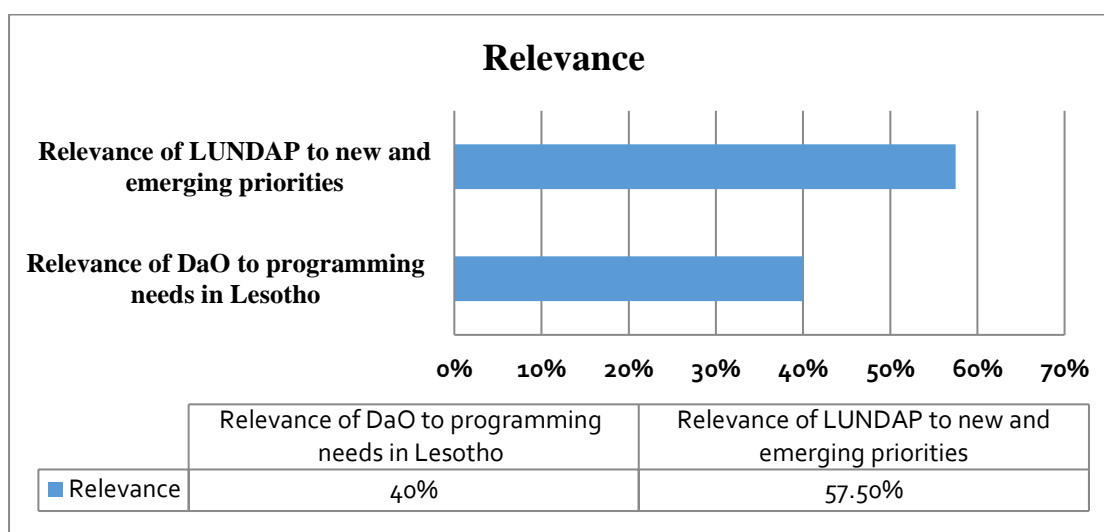
NSDP Priorities	LUNDAP Results groups	LUNDAP Outcomes	MDGs (Global numbering)
High, shared and employment creating economic growth.	Investment Climate, Manufacturing and Trade and financial services.	By 2017, public and private institutions promote increased investments, manufacturing, trade and financial services and create decent employment in an inclusive and sustainable manner.	1
	Agriculture & Food Security, Environment, Natural Resources and Climate Change.	By 2017, National institutions (public and private) deliver quality services for increased agricultural growth and food security.	
Reverse environmental degradation and adapt to climate change.		By 2017, Lesotho adopts environmental management practices that promote a low-carbon climate-resilient economy and society, sustainably manages natural resources and reduces vulnerability to disasters.	7
Promote peace, democratic governance and build effective institutions.	Governance and Institutions.	By 2017, national and local governance structures deliver quality and accessible services to all citizens respecting the protection of human rights & access to justice, and peaceful resolution of conflict.	1, 2, 3, 4, 5, 6, 7, 8
		By 2017, national and lower level institutions make evidence based policy decisions.	
Enhance the skills base and foundation for innovation.	Skills and Innovation.	By 2017, learners at ECCD and primary levels have equitable access to quality and relevant education.	2
		By 2017, vulnerable groups have access to adequate and	

Improve health, combat HIV and AIDS and reduce vulnerability.	Social Protection.	effectively managed (HIV-AIDS, Child and Gender sensitive) social protection systems	6
Improve health, combat HIV and AIDS and reduce vulnerability.	Health, Nutrition and HIV and AIDS	By 2017 equitable access to and utilization of high-impact, cost effective health and nutrition interventions achieved for vulnerable populations.	1, 4, 5
		By 2017, multi-stakeholders in the country contribute to the reduction of new annual HIV infections especially among youth, children and adults.	6
		By 2017, persons living with HIV have access to and benefit from the integrated service delivery that includes nutrition support, ART and care; and HIV/TB co-infection management.	

There is consensus within UN Lesotho and among government and non-governmental stakeholders (who are aware of the Plan) that LUNDAP although relevant and aligned to NSDP, was ambitious and not clearly focused. As indicated below, some of the indicators for LUNDAP Result Areas and Outcomes were not clearly defined.

Figure3 summarizes the responses of government and non-government stakeholders, who reported being aware of LUNDAP 2013-2017, on the relevance of LUNDAP to Lesotho's development priorities and needs. 58% of respondents, who were aware of the framework, indicated that LUNDAP was relevant to new and emerging priorities in Lesotho, while 40% indicated that Results Groups and Theme Groups (DaO) were relevant to the programming needs of Lesotho.

Figure 1: Survey Result on Stakeholders Responses on the Relevance of LUNDAP*



* 71 people responded to the Questionnaire.

Over 50% of the respondents indicated that the LUDAP is relevant to new emerging priorities while 40% indicated relevance of DaO to programming needs in Lesotho.

Most of the stakeholders are aware that the UN supports Lesotho's development agenda in various ways, but the respondents to the survey are not familiar with the LUNDAP let alone being aware of its content. Sixty per cent of government partners (from various MDAs) and 20% of development partners interviewed had little awareness of the document, although they have been working with specific UN agencies over the past two to three years. They indicated that they heard about LUNDAP for the first time either during the June 2016 Annual Review meeting or during the evaluation exercise.

The UN remains the key advocate for and promotes youth development, women's empowerment and gender mainstreaming in policy, plans and programmes, as well as in promoting the environmental protection and conservation. Gender equality and women's empowerment was treated as a crosscutting issue in LUNDAP while youth issue was only mentioned in terms of employment creation. Environment, Natural Resources and Climate Change is one of the LUNDAP clusters. Yet, there are growing concerns among stakeholders over these issues. Stakeholders felt that youth unemployment, youth health, low economic resilience and high vulnerability to natural disasters are key issues in Lesotho but there were not comprehensively and clearly articulated in LUNDAP.

The evaluation has established that stakeholders, both within the government and UN, while agreeing that resilience/sustainable development is an area of priority in Lesotho, there is yet to be a common understanding and consensus of what it means and entails. Relating humanitarian support/services to development targeting the poor and most vulnerable for poverty alleviation and sustainability remains a challenge, but require urgent attention.

b) Effectiveness

Overall, the implementation and performance of the LUNDAP was found to be average based on the assessment of outcome indicators. In determining the effectiveness of the LUNDAP, the evaluation focused on assessing the extent to which the UNCT contributed or is likely to contribute to the outcomes defined in the LUNDAP. The evaluation also focused on the effectiveness of the LUNDAP as a coordination and partnership framework for supporting the Government and other partners across the country. The LUNDAP has ten outcomes through which its performance was evaluated. Based on the available data on the LUNDAP indicators, there is a general agreement from various government and non-governmental stakeholders that some progress has been made towards the achievement of LUNDAP outcomes.

Results could have been much better if they were more focused, targeted and sustainable. It should be noted that both government and UN partners indicate that the external and internal shocks (vulnerability and risks) mentioned above, were not planned for and were also to blame for poor performance under the LUNDAP.

LUNDAP Achievement: Table 2 provides a summary of the performance of the LUNDAP. Out of 58 indicators, only 31% are 'on target', 27% under 'slow progress', 26% 'off-track' and 16% 'not tracked'.

Table 2: LUNDAP Performance against 58 Outcome Indicators

Indicators On-Target	Indicators Slow Progress	Indicators Off-Track /Constrained	Indicators Not Tracked	Total Indicators
18	16	15	9	58
31%	27%	26%	16%	100%

Source: LUNDAP Mid-Term Review 2016.

Overall, the implementation and performance of the LUNDAP was found to be average¹ based on the assessment of Outcome Indicators. The performance/progress under each of the LUNDAP Results Groups is summarized below (Refer to Annex III for details. Also refer to the LUNDAP Annual Review Report, 2016):

- Result Group 6: Social Protection- good progress/on target;
- Result Group 3: Good Governance and Institutions -average progress;
- Result Group 5: Health, Nutrition, and HIV/AIDS - average progress;
- Result Group 1: Investment Climate, Manufacturing - poor progress;
- Result Group 2: Agriculture, Environment, Natural Resources - poor progress;
- Result Group 4: Skills and Innovation- poor progress.

The fact that 42% of the indicators are either off-target or not tracked implies that the UN and its partners faced challenges in effectively implementing the LUNDAP objectives. The evaluation identified various strategic areas of missed opportunities that the LUNDAP could have focused on, and clear indicators articulated, during the planning phase. These include the following:

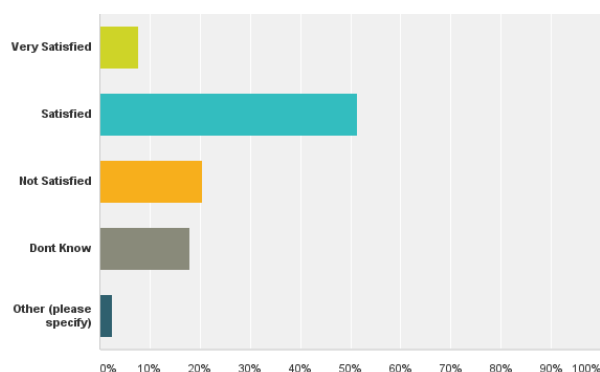
- RG 1 and RG 2: Support and establishment of a functional monitoring and evaluation (M&E), and research system;
- RG 3: Establishment of gender-based violence data and qualitative studies;
- RG 5 and RG 1: Support studies/surveys on women in leadership and small and medium enterprises (SMEs);
- RG 4: Support to Education Management Information System (EMIS) for data and studies on education, such as children enrolled in early childhood development and education (ECDE) programmes and net enrolment rate in primary education;
- RA 4: Studies on quality of education and learning outcomes in basic and higher education;
- RG 5: Adults and children living with HIV eligible and receiving nutrition support;
- RG 5: Studies and data on orphans and vulnerable children (OVCs);
- Governance indicators (localized).

Indicators in these areas were either off-target or not tracked at all because no M&E system existed or the sectors faced huge strategic challenges that were beyond the UN, and data was not available from relevant MDAs.

Survey Results on Effectiveness

To engage stakeholders' perception of the effectiveness of the UN in Lesotho, stakeholders were asked to respond to various survey questions on effectiveness. Figure 3 indicates that about 60% of the 71 respondents felt satisfied with LUNDAP as a planning tool with the Government, while 20% were not satisfied with this statement, and another 20% of the stakeholders did not know.

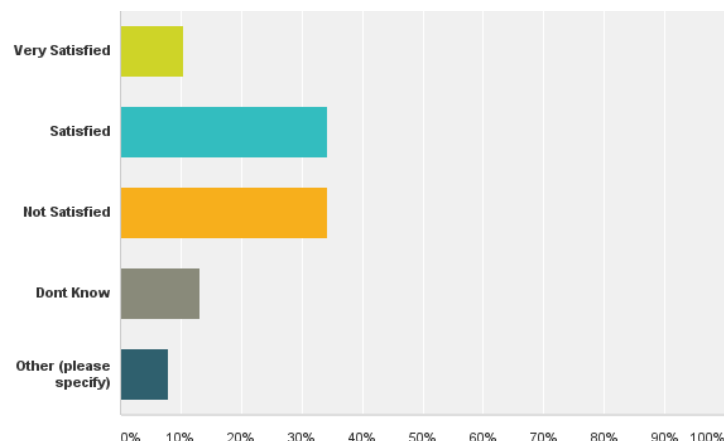
Figure 3: Stakeholders Responses to Survey Question on Effective of LUNDAP as a Planning Tool with the Government



¹ Average progress implies that only 50% indicators were on track at the time of the evaluation. The rest were either off-track or not tracked. Poor progress implies that less than 50% of indicators were on track and more than 50% off-track not tracked. The LUNDAP Annual Review Report 2016 gives details of performance/achievement under each Result Area and indicators.

Figure 4 indicates that about 35% of the stakeholders were satisfied compared to another 35% who were not satisfied with the effectiveness of LUNDAP in building stakeholders' understanding and ownership of development and development programmes in Lesotho, while about 15% do not know.

Figure4: Stakeholders' Responses to Survey Question on the Effectiveness of LUNDAP in Building Capacity and Understanding



The stakeholders' survey responses confirmed the trust partners have in the UN Lesotho as indicated in Figure 5. For example, over 28% of stakeholders indicated that the UN is doing well in 'providing monitoring and evaluation assistance' and 27% responded positively that the UN provides 'support to government projects through funding'.

Figure5: Stakeholders' Responses on Survey Question on What UN is Doing Well in Lesotho

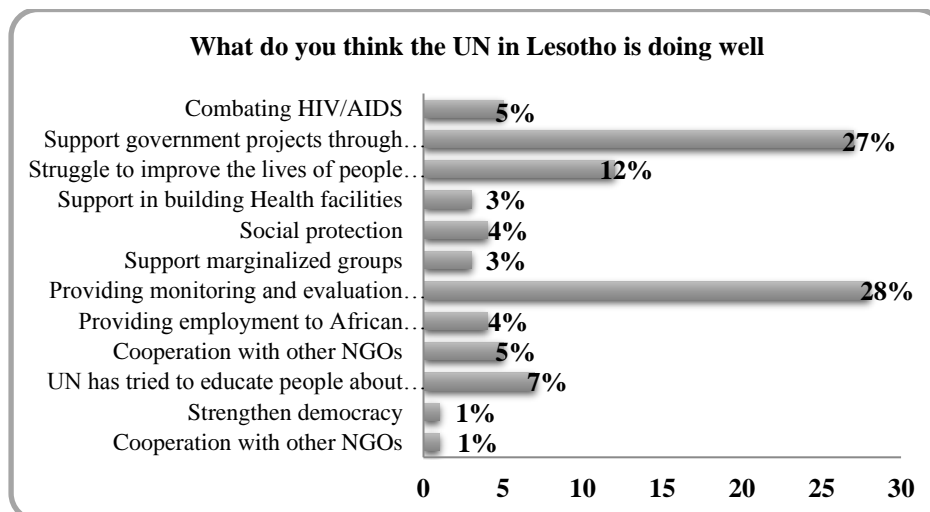
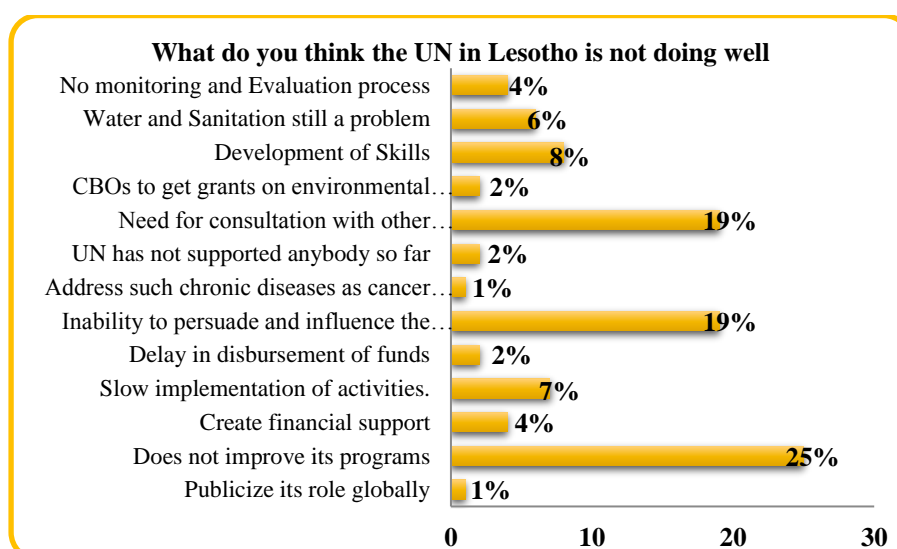


Figure 6 presents the views of stakeholders regarding what the UN is not doing well. According to 25% of the respondents the UN is not improving its programmes, 19% mentioned the inability to pursue and influence the Government, and another 19% indicated 'need for consultation with other stakeholders'.

Figure 6: Stakeholders' on Survey Question on What UN is Not Doing Well in Lesotho



c) Impact of Implementation of the LUNDAP

Lesotho did not meet any of the MDGs goals. As indicated in Table 4, the country performed poorly in almost all the MDGs indicators. Thus poor performance of the LUNDAP programmes as articulated in the UNDAAP Annual Review Report 2016 is also reflected in the country's MDG End-Point Report.²

Table 4: Lesotho's progress and status in each if the MDGs Targets

MDG	STATUS
MDG 1: Eradicate Extreme Poverty and Hunger	Very Slow Progress But Target Not Achieved
MDG 2: Achieve Universal Primary Education	Substantial Progress But Target Not Achieved
MDG 3: Promote Gender Equality and Empower Women	Substantial Progress
MDG 4: Reduce Child Mortality	Very Slow Progress Target Not Achieved
MDG 5: Improve Maternal Health	Very Slow Progress Target Not Achieved
MDG 6: Combat HIV and AIDS and TB	Very Slow Progress Target Not Achieved
MDG 7: Ensure Environmental Sustainability	Very Slow Progress Target Not Achieved
MDG 8: Develop a Global Partnership for Development	Substantial Progress

As indicated in the LUNDAP Annual Review 2016, although the implementation of the LUDAP produced some notable outputs, it had limited impact on the targeted development and social sectors. Unemployment and underemployment (among the youth and women in particular), governance (including political stability and accountability), access to quality education and health care, high prevalence of HIV/AIDS remain some of the major challenges in Lesotho today.

Issues of limited education opportunities for school age population, dropouts, retention, quality of education and transition to secondary education are critical across the country, and rural areas in particular. As indicated by the MDG End-Point Report, the negative trend in enrolment figures in primary education is especially

²MDGs End-Point Report, 2015

worrisome given the size of budget allocated towards education in Lesotho. Lack of sector capacity to construct sufficient secondary schools; together with tuition fees, remains the key barrier for young people wanting to attend secondary school.

The Government of Lesotho allocates 15% of public resources to the health sector (one of the highest in Sub-Saharan Africa). But performance/results in the sector are not commensurate to this investment in Lesotho. There exists a demand-supply side mismatch. As indicated in the MGDs End-Point Report, the greatest challenges in scaling up health services to reduce child and maternal mortality are weaknesses in the health care system coupled with poor family and community health practices. Lack of skilled health professionals, inadequate capacity to carry out post-training supervision and mentoring that support trainees and build their confidence in caring for sick children are some of the critical gaps in the sector that affect its performance. Just like in the education sector, insufficient data collection system and M&E mechanisms within the sector limit the capacity to evaluate and therefore respond to changes on the ground. Many uncoordinated data collection tools from different programmes create problems in the collection, analysis and use of data/information to formulate quality policies and plans.

Gender mainstreaming and women's empowerment (GEWE), (as well as the empowerment of young people – 15-24 years old), remains a challenge in Lesotho. Promoting gender equality and curbing violence against women remains a major challenge across the country. Sexual violence is a particular concern in a country where HIV/AIDS is so prevalent. The growing gap between males and females in secondary and tertiary education is alarming (MDG End-Point Report, 2015).

Both the government partners and the UN acknowledge that there are significant negative external and internal shocks that adversely affected the implementation and impact of the LUNDAP. The shocks include the effects of climate change and El Niño, political instability, the slow global economic recovery, and other international shocks, such as the outbreak of Ebola and the influence of political instability in other parts of the world. These issues increased the need for international aid and humanitarian assistance in an already fragile development assistance climate. This had a knock-on effect on the continuity and rate of implementation of projects, as well as on the collaborative capacity between the Government and the UN (such as the Comprehensive Africa Agriculture Development Programme and climate financing) to mobilize resources so as to close the financing gaps.

d) Efficiency

Moderate progress has been made in relation to efficiency gains. This section reports the total financial resources budgeted and mobilized for the LUNDAP 2013-2017 and examines the extent to which the Plan and the DaO modality of the UNCT Lesotho have enhanced efficiency and value for money. By the time of the evaluation, USD 107,546,427 or 45.4% of the planned LUNDAP resources for 2013-2017 remained unfunded against USD 236,812,562 of revised planned budget.

There was limited success in mobilizing resources for the LUNDAP plan due to the unfavourable aid environment and failure by partners and agencies to raise funds for identified projects under the plan. With four years into implementation, only 55% of funds have been mobilized. As of June 2016 Results Groups the largest funding gaps are RG2: Agriculture, Environment & Climate Change (61%), RG3: Governance & Institutions (60%), RG1: Investment Climate and Employment Creation (40%), and RG5: Health, Nutrition and HIV& AIDS (49%).

The discussions also indicate that the major factors that contributed to limited resource mobilization for the LUNDAP is decreasing donors' support due to Lesotho's lower-middle-income country (LMIC) status, political instability (Millennium Challenge Corporation, MCC), failure to meet conditions (European Development Fund, EDF) and lack of adequate support from non-resident agencies (NRAs), who had initially committed extensive resources mobilization for LUNDAP at the design stage.

As the LUNDAP Review highlighted, given the country's small size and excessive dependence on South African Customs Union receipts, textile exports to the United States and miners' remittances, Lesotho is highly vulnerable to external economic shocks. Given this scenario, there is a need for greater international donor support and engagement to support Lesotho in addressing its persistent socioeconomic challenges and to adopt innovative financing mechanisms.

It is, however, good to note that the UN Operation Management Team (OMT) has managed to put in place a framework to guide UNCT in common services and business operations to increase efficiency and effectiveness of UN programmes. The Business Operations Strategy (BOS) for Lesotho was adopted by UNCT and introduced in 2014 for piloting between 2014 and 2016. It is yet to be fully operationalized as a closer inter-linkage with programmes is a next stage. However, there is a framework and practice for joint procurement of some UN common services, including: security, maintenance & repair, cleaning, IT and conferencing. Already there is 'Long Term Agreement (LTA)' for the procurement of similar services, for example hotel services. Procurement focal persons from different agencies sometimes meet to discuss BOS and LTA for hotels. It was indicated that they communicate regularly through emails.

The UN Common Services and Procurement representatives interviewed for this report indicated that the benefits of BOS and LTA are yet to be documented because a formal study/cost analysis has not been done.

e) Sustainability

The emphasis on capacity and systems development, as well as with sustainability and exit strategies are necessary for major social programmes targeting the vulnerable. This section examines the extent to which the LUNDAP has clear strategies and measures that would ensure Government and other implementing partners continue with and scale up the programmes that were started and funded under the LUNDAP. It is important also to consider social and environmental sustainability of programmes.

The LUNDAP has contributed to institutional capacity development. The models, ideas and projects developed through the LUNDAP are viable and sustainable. However, it appears that exit and sustainable strategies were not agreed upon or properly articulated during the development of the LUNDAP. Stakeholders interviewed during the evaluation indicated, however, that clear exit strategies for the interventions should be agreed with government and other stakeholders. This is important because any sudden stop in programme implementation, in the current economic environment, such as social protection, and condom programmes, could have detrimental effects on the poor.

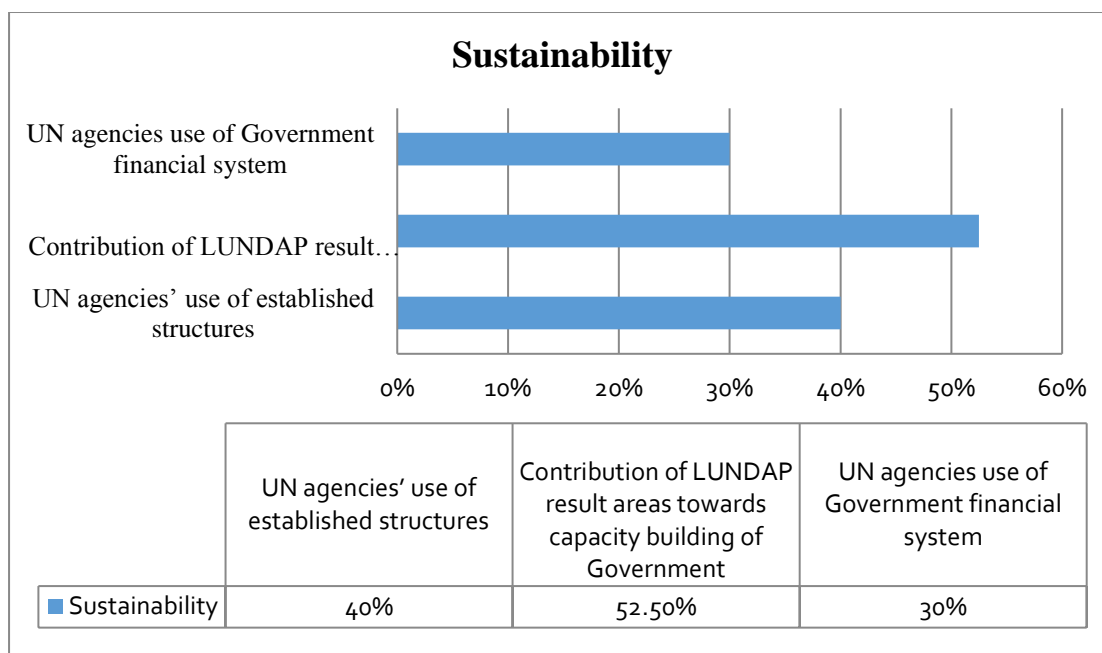
The evaluation and discussion with various stakeholders indicate that the issue of sustainability of programmes was not clearly articulated in the LUNDAP. It can only be assumed that sustainability was implied in the following measures taken:

- aligning LUNDAP priorities with NSDP priorities;
- focusing on supporting policy development;
- enhancing the establishments of functional national systems; and
- building capacity of government/MDAs and NGOs.

The UN has done commendable work in supporting and enhancing the capacities of national organizations like the Independent Electoral Commission and Directorate on Corruption and Economic Offences to be more effective over time. But more could be done to ensure that the gains are sustained and good practices scaled-up.

Stakeholders were asked to indicate what structures and mechanisms have been put in place under the LUNDAP that address sustainability of programmes and operations. Figure 7 indicates stakeholders' responses on sustainability in three areas; 30% of respondents mentioned 'use of government financial system'; 52% mentioned 'the contribution of the LUNDAP results to sustainability'; and 40% 'mentioned the use of established structures'.

Figure 7: Stakeholders Responses to "what structures/mechanisms are in place for sustainability" of LUNDAP activities"



The UN's support to national systems/institutions - including ministries, departments and agencies (MDAs) - during the LUNDAP period was hampered by among other factors, the uncertain political environment and the frequent government changes in Lesotho, including deployment and changes of MDA leadership and technical staff.

f) Coherence: Delivering as One

The UN in Lesotho is a Delivering as One (DaO) self-starter (pilot) and notable progress has been made, but challenges remain in operationalizing the DaO. The DaO is at the heart of the current UN reform agenda, wherein countries are expected to have one leader, one programme, one budget and one office. This approach is still a work in progress.

There are established coordination structures within the UN for the LUNDAP implementation and reporting, though there is limited capacity to make them effective. At the apex is the UNCT, then Programme Management Team, the LUNDAP Results Groups (six) chaired by heads of agencies, Operations Management Team, and the UN Thematic Groups including the United Nations Communications Group. All groups are chaired by heads of agencies. The UN agency leadership and various partners, including the Government, question the effectiveness of some of these coordination structures for only seven UN resident agencies operating in the country. Thus having so many structures could be overtaxing institutional and human capacities of most of the agencies. The UNCT have had discussions on the effectiveness these structures but no conclusion has been reached about the issue.

For external coordination of programmes with the Government, there are proposals and plans to establish a forum for selected principal secretaries and possibly private sector and civil society representatives with heads of agencies, which will then report to the high level forum of the government ministers and heads of agencies. This is to ensure engagement, consultation and commitment towards the implementation of the UNDAF at the highest level.

The evaluation indicates that **UN agencies are not yet operating as one and many have their own operating systems and mechanisms.** Government stakeholders and UN staff perceive the LUNDAP as a good mechanism to consolidate programme priorities, avoid duplications and reduce transaction costs with partners,

and the Government in particular. Good attempts to operate as one system are at an early stage. Each of the six UN agencies still has their own procurement unit and does its own procurement.

The LUNDAP remains a good planning framework that brings UN agencies together to implement common goals, but it is difficult to break the silos at the operational level. UN agencies continue prioritizing the work through an individual agency focus and plans. The evaluation indicates that there are various reasons behind UN Lesotho not Delivering as One, which include:

- Limited understanding of DaO by UN agencies and the Government, and what is required for it to operate effectively in Lesotho. There is no clear understanding of the difference between ‘joint programming’ and ‘joint programme’;
- Some UN agencies’ leadership and staff perceive LUNDAP activities as add-ons and extra work. There is also limited commitment to DaO;
- Competition, mistrust and lack/limited transparency among UN agencies. Both UN staff and government representatives cited several cases where different UN agencies struggle to undo or out-manoeuvre one another in order to get the attention of government partners and MDAs.
- Competition among MDAs for UN attention and lack of coordination among government structures and institutions;
- The Government is not pushing for DaO and demanding the UN to deliver on the LUNDAP as one system;
- Agencies’ reporting mechanisms to their headquarters vary from agency to agency. Thus, reporting to the Resident Coordinator’s Office is seen as additional work. Some agencies perceived reporting on the LUNDAP as not a mandatory requirement;
- Non-resident agencies continue to pursue their agencies’ mandate or interests in the region and in Lesotho without aligning with the LUNDAP;
- The limited use of established coordination mechanisms and pressures from the agency headquarters for delivery create unhealthy competition for visibility among agencies and backdoor contests for resources by MDAs.

2.2 Summary of Emerging Issues on the LUNDAP Relevance, Effectiveness and Missed Opportunity for Strategic UN Support

Emerging Issues

- **The LUNDAP is very relevant and its implementation has made some notable impact in several areas.** In areas where intended outcomes are not yet visible, major strides have been made to improve the institutional infrastructure (systems, policies, pilot programmes and investment plans) to create an enabling environment to operate and provide clear strategic direction (for example in agriculture, environment and public sector management).
- **There was too much overlap between NSDP outcomes and LUNDAP ambitions.** The UN having actively and effectively participated in the development of NSDP decided to incorporate all the five NSDP priorities into the LUNDAP without prioritization leading to identification of outcomes and indicators which were overly ambitious. Even the names of LUNDAP clusters reflect NSDP priorities.
- **Although articulated in the LUNDAP, some critical issues did not receive enough attention.** These include the following:
 - The strategies and support to building national and community resilience capacity was not clearly articulated in the LUNDAP. Lesotho's location, political environment and the effect of climate change make the issue of resilience a priority in any development plan in the country.

- Gender mainstreaming and women's empowerment (GEWE), as well as youth development, are major challenges in Lesotho, but did not receive sufficient strategic focus in the LUNDAP. Gender equality is vital for economic growth and needs to be addressed in a comprehensive manner in Lesotho. Curbing violence against women remains a major challenge as it adversely impacts on women's health, productivity and wellbeing. Sexual violence is a particular concern in a country with high HIV/AIDS incidence and prevalence rates. Youth unemployment and skills development could have received much more attention and support.
- UN support to the education sector has not been sufficient enough to address the issues of access, retention and quality of basic education. There are missed opportunities to give strategic support to the sector. For example, the focus should have been on supporting the Education Management Information System (EMIS) and special studies on quality of education and Monitoring Learning Achievement (MLA) in Lesotho. The data gaps and challenges facing the education sector could have been addressed more strategically. The increasing number of unskilled and unemployed young people should have led the UN to focus on technical vocational education and training.
- The Government allocates 15% of public resources to the health sector (one of the highest in sub-Saharan Africa). But sector performance and results are not commensurate to this level of investment. Investment and efficient management of available resources on strategic sector activities seem to be a challenge. Lesotho failed to meet all health MDGs.

Establishing baselines, M&E and knowledge management systems are a big challenge affecting decision making and programming, and need a comprehensive review. Some of the factors behind this include: limited capacity within the Lesotho Bureau of Statistics, limited coordination between UN agencies and national counterpart and limited discussions among stakeholders on sector or programme based data. There are many uncoordinated data collection tools from different programmes (as well as major surveys like the Demographic and Health Survey), which create problems in the collection, analysis and use of data and information to formulate quality policies and plans in major sectors of agriculture, education and health in particular. The selection of indicators for the governance and environment pillar proved to be equally challenging and data is largely missing.

There is room to improve coordination and coherence. Managing overlaps of strategies in and across the sectors by UN agencies, and coordinating their support to Government and MDAs appeared to be a challenge. For example, government stakeholders interviewed indicated that various UN agencies on a number of occasions tried to crowd in on gender mainstreaming, HIV/AIDS, maternal and child health, and social protection, maternal and child health. These are practical-oriented areas of interventions that directly touch on people's lives. Thus it is easy to gain support from various stakeholders when an agency is associated with such programmes. The government stakeholders noted that the UN agencies worked with various MDAs without harmonising their activities so as to deliver as one UN.

There are technical capacity gaps and/or complacency among UN staff in Lesotho. Discussions with UN heads of agencies and technical staff indicated that there are some critical technical specialists' positions that are needed, while there is a challenge on the commitment and/or capacity of some of the staff to deliver effectively on their assignments. The possibility of reducing country representatives would further weaken the UN system in Lesotho since, some agencies, at least two, are planning to remove their representatives from Lesotho. With the state of development and social progress in Lesotho, and a complex and unstable political and social climate, this move will make the work of UN even more challenging. The UN will be drained of crucial resources, and will be less visible in those sectors under the mandate of such key agencies.

3.0 CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

3.1 Conclusions

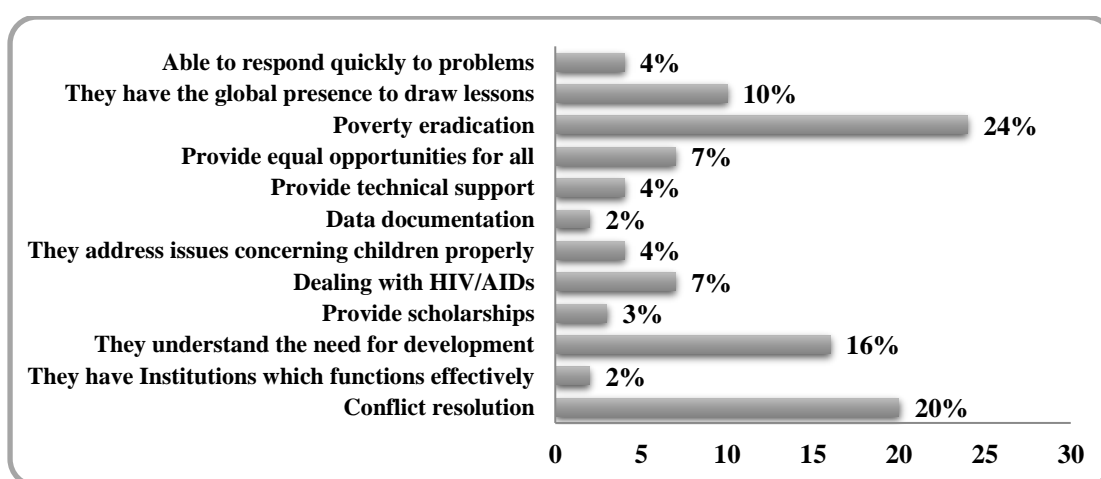
The role of the UN in Lesotho remains critical and expectations of the public and partners are high. Thus, the UNCT is expected to be strategic, committed and work as a united family to support the Government's development objectives and priorities. In order for this to occur, there are critical challenges and gaps which the UNCT and government counterparts have to face and address with deliberate care and commitment. With only average performance of the LUNDAP and the development challenges facing Lesotho, the UN and its partners need to redefine their comparative advantage and focus on a few development issues that they can effectively support and make a difference (refer to Annex III for LUNDAP 2013-2017 status in relation to the advantages of DaO suggested by the Standard Operating Procedures).

As a key custodian of MDGs and now SDGs, the UN has a role in supporting the Government and non-government partners to attain national development targets and effectively support the poor and the most vulnerable individuals and households across Lesotho. For this to happen, the UN has to avoid spreading its engagement too thin, competing between agencies and be more strategic, focused and inclusive, and work as one family. The Government, however, has to be more pro-active and provide an enabling political and leadership environment, take ownership of the new LUNDAP and avoid competing for visibility and resources among UN agencies. For this to happen there is a need for effective cross-sectoral coordination and communication. MDAs should seek the support of UN as a united team. Besides there is need to revive a donor coordination mechanism. Providing periodic progress reports to the stakeholders and the public is a necessary strategy in the next LUNDAP.

The challenges facing Lesotho – a country of about two million people and rated by the International Monetary Fund as a lower-middle-income country – are enormous. Thus development efforts require more knowledgeable, skilled and experience persons, with various soft skills, who have served in larger countries with similar conditions as those in Lesotho.

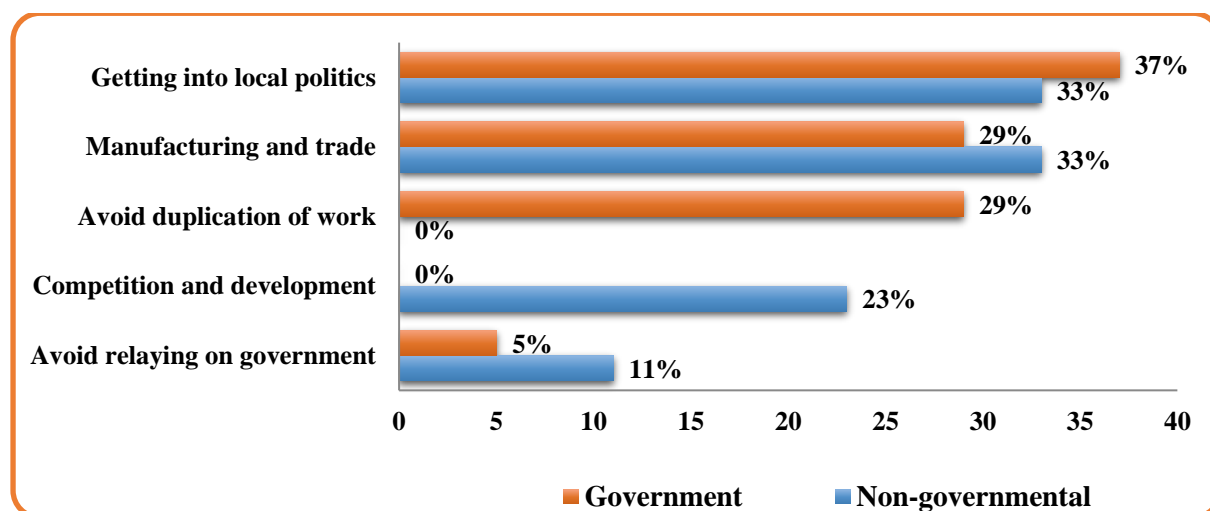
Figure 8 indicates stakeholders' responses on what the UN is doing better compared with other development partners in Lesotho. Poverty (24%), conflict resolution (20%) and understanding framework for development (16%) are some of the areas where UN is seen as having a comparative advantage.

Figure 8: What Stakeholders' Think UN is better at Compared to other Development Partners



The Government and non-governmental stakeholders also have a clear message to UN on issues they should avoid because they may not have a comparative advantage over them (Figure 9). These include avoiding involvement in the country's politics, which tops the list of suggestions. This is followed by the UN not getting involved in manufacturing and trade, duplicating work, and avoiding competition among UN agencies in supporting development.

Figure 9: Stakeholders Response to Survey Question on What UN Should Avoid Doing



The external evaluation findings provide useful information, which should be used together with Lesotho's Common Country Analysis Report (CCA) to inform the vision and strategy for the new LUNDAP2018-2022 for Lesotho.

3.2 Key Lessons with Implications for the new UNDAF

This section articulates lessons learned, as reported by key informants, which could be of benefit to UNCT during prioritization and programming for the new UNDAF (2018-2022) for Lesotho.

- Working together and in a coordinated manner is beneficial and can make the UN more focused, relevant and visible in its support to the Government of Lesotho. But the UN must work as one and avoid competition and duplication.
- The effectiveness of support delivery to the Government's priorities and objectives will depend on the skills and qualities of individuals - including members of UNCT and the Government - and will require 'soft skills' like leadership, negotiations, persuasion, risk management, communication and conflict resolution.
- Unequal economic growth, in particular benefiting the poor and the most vulnerable, could increase political tension in Lesotho and could result into social unrest among young people. These risks must be taken into account when formulating the new LUNDAP.
- If there is no buy-in and ownership of a new LUNDAP by the Government, then achieving programme outcomes will remain limited, UN-driven and unsustainable. Therefore, the UN must make ensure Government leadership is engaged in all the new LUNDAP development processes.
- Data speaks and knowledge management is crucial. The UN and Government should work together in establishing credible evidence in all sectors. The importance of data for evidence-based decision-making and planning is a vehicle for effectiveness, accountability and transparency.
- A clear understanding of and commitment to the principles of DaO by both the UN and MDAs is key to effective operation and success of DaO. There must be common understanding, sufficient resources and trade-offs to avoid competition and mistrust.

3.3 Recommendations

1. Joint Comprehensive reflection on unfinished business under the MDGs and the LUNDAP

For the UN to make evidence-based impact and be relevant and visible to Lesotho's development priorities and needs, there should be a serious and comprehensive reflection by both the Government and UN (as a family) on the gaps (unfinished business) under the MDGs and the LUNDAP. This includes a comprehensive analysis and assessment of the UN's comparative advantage and capacity, prioritization and strategizing for the new LUNDAP, and commitment of UN agencies' leadership and Government to DaO.

2 .Avoid spreading engagement too thin; focus on three to four strategic areas of support

The UN should avoid the temptation of reflecting or copying all the pillars of a national strategic development plan. Instead, it should focus on a few strategic and critical areas that will contribute towards sustainable development and promote social progress among the excluded and the most vulnerable. For the next LUNDAP, it is recommended that the focus of support should be restricted to four strategic result areas taking into account issues of **resilience, governance (such as enhancing the capacities of institutions in charge of election management, rule of law, and ant-corruption among others), building a healthy nation, and addressing the youth question as preliminary strategic result areas.**

3. Enhance sustainability of programmes and projects and achievements under the new LUNDAP

The new LUNDAP should articulate strategies and guidelines on addressing sustainability and exist issues in various programmes. The UN support, therefore, should target enhancing existing MDAs systems, structures and capacities to effectively and sustainably address the identified development priorities in various sectors.

4. Commit to and programme for DaO

The UNCT does not have a practical framework to operationalize DaO in Lesotho and make itself effective as a self-starter country. The heads of agencies should, therefore, show commitment to the DaO and draw a framework for implementing it. The UN family needs to work on a 'mind-set' change for 'silo breaking', and thinking about and supporting the development and social programmes in Lesotho one 'UN system'. The starting point is for UNCT is to have one or two joint programmes in the next LUNDAP cycle. It is recommended that the UNCT should seek technical assistance to help in the design of a joint programme.

5. Enhance the ownership and leadership of the Government and other key stakeholders

The UNDAF Steering Committee has not worked in the better part of the four years of LUNDAP implementation. But during the evaluation there were initiatives and discussions between the UN System (RCO) and the Government (led by Minister of Development Planning) to resuscitate it, and the LUNDAP review took place under government ownership. The evaluation has indicated that the government leadership and ownership of the LUNDAP faced challenges because of political changes in the country - for example two different governments in less than three years. Government monitoring of the implementation of programmes under LUNDAP also faced the same problems as already been mentioned. There is need, therefore, to plan and work towards further enhancing government leadership and ownership of the next LUNDAP. The starting point is to build consensus on how to use effectively the existing government systems, structures and mechanisms for programme and financial management, and monitoring and evaluation. It is recommended that systems within the Prime Minister's Office and the MoDP should be enhanced and used accordingly in the next LUNDAP.

6. Redefine the role of non-resident agencies (NRAs) to be more effective in supporting the Government

The majority of UN members in Lesotho are NRAs and they have been mainly supporting the development agenda under the LUNDAP directly with the Government which has created limitations in joint strategic planning. It is recommended that the UNCT, in a participatory and strategic manner, under the guidance of R-UNDG ESA and in consultation with non-residence agencies, develops a clear framework and guidelines on the role NRAs should play in Lesotho, within the next LUNDAP; including participating in resource mobilization, capacity building and evaluation of results and outcomes.

7. Develop gender equality and women's empowerment (GEWE), youth empowerment and HIV/AIDS, and human rights as flagship programmes in the next LUNDAP

The next LUNDAP should emphasize joint programming and articulating flagship programmes namely GEWE, youth empowerment, human rights and HIV/AIDS among others. It is recommended that UNCT strengthens further the capacities and operations of the Gender, Human Rights and Youth Theme Group that will ensure that this mainstreaming takes place.

8. Promote and support evidence collection and analysis

The UN should strategically and effectively work with MDAs, including the Bureau of Statistics, and CSOs to establish a knowledge management system. This includes investing in funding and capacity building in baseline surveys, situation analysis, policy research, M&E and impact studies. Supporting storage, analysis and dissemination of evidence is critical for future decision making and planning.

9. Strengthen joint resource mobilization

Various UN agencies (including NRAs) should embrace joint resource mobilization for two to three programmes areas and/or activities in the next LUNDAP. This requires identification of joint programmes and activities and identifying possible financial resources in advance.

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ANNEXES

Annex 1: List of Interviewees

Name	Position	Ministry/Agency
GOVERNMENT OF LESOTHO/ MDAs		
1. Makalo Theko	PS - Cabinet Administration	Office of the Prime Minister
2. Silas Mosukho	Director	Office of the Prime Minister
3. Liepollo Tlamane	Director - Public Service Effectiveness	Office of the Prime Minister
4. Seth Putsoane	Director - PSIRP	Office of the Prime Minister
5.	Principal Secretary and Technical Team	Ministry of Development Planning
6. Refuoe Pakela	Acting PS	Ministry of Social Development
7. Nkaiseng Mamotselisi	Director Policy and Strategic Planning	Ministry of Development Planning
8. Ms. Malefu Khanyapa	Director – Monitoring and Evaluation	Ministry of Development Planning
9. MatauFutho-Letsatsi	Director Gender Department	Ministry of Gender
10. Ntsieleng Moorosi	Senior Gender Officer	Ministry of Gender
11. Mathoke Khaile	Political Empowerment Division	Ministry of Gender
12. Mr. Lekhoee Makhate	Director	Ministry of Small Businesses, Co-ops and Marketing
13. Mr Matsoetlane	Marketing Manger	Ministry of Small Businesses, Co-ops and Marketing
14. Ms Lisemelo Seheri	Nutrition Officer	Ministry of Health
15. Ms Seipati Nchephe	PMTCT Manager	Ministry of Health
16. Ms Motsoanku 'Mefane	Sexual and Reproductive Health (SRH) Manager	Ministry of Health
17. Ms Polo Chabane	Chief Legal Officer	Law and Constitutional Affairs
18. Mr Damane	Director - National Environment Secretariat	Ministry of Tourism, Culture and Environment
19. M. Phakisi	CEP	Ministry of Agriculture
20. M. Hassan	CAPO	Ministry of Agriculture
21. M. Ratsoane	SEP	Ministry of Agriculture
22. Mr. MositoLedimo	Assistant Deputy Clerk	National Assembly
23. Litelu Ramokhorro	Director of Public Education and Corruption Prevention	Directorate of Corruption and Economic Offences
24. Malerato Tsilo	Senior Economist	Directorate of Corruption and Economic Offences
25. Pheko Mashoi	Aid Coordination Office	Ministry of Development Planning
26. Thabo Phera	Aid Coordination Office	Ministry of Development Planning
27. Moeketsi Mokhoele	Aid Coordination Office	Ministry of Development Planning
28. Mannete Sechi	Aid Coordination Office	Ministry of Development Planning
29. Marethabile Tsoeu	Aid Coordination Office	Ministry of Development Planning
30. Motulu Molapo	Aid Coordination Office	Ministry of Development Planning.
CIVIL SOCIETY ORGANIZATION/ NGOs		
31. Khosi Emmanuel Makubakube	General Secretary	CCL
32. Thabo Qhesi	CEO	Private Sector Foundation of Lesotho (PSFL)
33. Mr. Seabata Motsamai	Executive Director	Lesotho Council of Non-Governmental Organisations (LCN)
34. Shadrack Mutembei	Country Director	Help Lesotho
35. Ms Lucie Tshloane	Program Manager	LENASO
36. Mr. Tseliso Makoa	Monitoring and Evaluation	LENASO
37. Mr. M. Monyalotsa	CAG	LENASO
38. Mr. Peter Ralieli	Programme Officer	LENASO

39. Mr. Khasane	Programme officer	LENASO
UNITED NATIONS AGENCIES		
40. Karla Hershey	Representative Coordinator	UNDP/UN
41. Christy Ahenkora	Deputy Resident Representative	UNDP
42. Ms. Therese Zeba	UNFPA- Country Representative	UNFPA
43. Ms. Mary Njoroge	WFP Representative and Country Director	WFP
44. Dr. Nadia Albino	Country Representative	UNICEF
45. Victor Ankrah	Deputy Representative	UNICEF
46. Dr. Cornelia Atsyor	Country Representative	WHO
47. Dr. Alti Zwandor	Country Director	UNAIDS
48. Yves Klompenhouwer	i.a. Country Representative	FAO
49. Mokitinyane Nthimo	Assistant FAO Representative	FAO
50. Chibwe Lwamba	Technical Expert HIV & AIDS	UNAIDS
51. Puleng Letsie	Mobilisation & Networking Advisor	UNAIDS
52. Geoffrey Okumu	Maternal Health/HIV Technical Expert	UNFPA
53. Ms. Jennifer Bukhokhe Wakhungu	Technical advisor to Ministry of Local Government	UNCDF/UNDP - Ministry of Local Government
54. Asha Kannan	Senior Economic Advisor	UNDP
55. Thabo Masoeinyane	Governance Specialist	UNDP
56. Christoph Oberlack	Humanitarian Officer	UNDP
57. Mantsane Tsolomane-Bolepo	FHP	WHO
58. Thato Mxakaza	Health Promotion Officer	WHO
59. Dr. Susan Tembo	HIV/AIDS Advisor	WHO
60. M. Molopo	National Programme Analyst	UNFPA
61. Borja Miguelez	Emergency Coordinator	FAO
62. Mapo Ntlou	Deputy Head of Programme	WFP
63. Asel Abdurahmanova	UN Coordination Specialist, RCO Office	RCO
64. Sipho Ndlovu	Senior Programme Officer	ILO
65. Limomane Peshoane	Climate Change/Sustainable Development Specialist	UNDP
66. Rethabile Thipe	Procurement Associate	UNDP
67. Mamello Raliapeng	Common services Associate	UNDP
68. Coopers Mykers	UNV Programme Officer	UN
DONORS/DEVELOPMENT PARTNERS		
69. Theo Kaspers	First Counsellor/Head of Cooperation	European Union
70. Jyrki Torini	First Secretary / Operation Manager	European Union
71. Reuben Haylett	PEPFA Coordinator	America Embassy
72. David Brown	USAID	America Embassy
73. Ameer Schitters	CDC	America Embassy

Annex II: Strengths of LUNDAP at a glance

On the advantages of DaO suggested by the Standard Operating Procedures (SOP) are summarized as follows:

**The status is based on the evaluator's judgement on the basis of triangulation of data from various sources during the evaluation. The score is as follows: Poor = 1, Weak = 2, Average = 3, Strong = 4-5.*

Delivering as One Advantages	Status* at Evaluation (May 2016)	Strength	Weakness	Remarks
Improving the UN system's focus on working together towards achieving national development results.	Weak	LUNDAP in place and is rated as a relevant document	Too ambitious; not strictly followed	New LUNDAP must be modest to UNCT, owned and popularized
Aligning UN activities with national priorities, and avoiding duplications.	Strong	Mirrored NSDP 2013-2017	Took every pillar as articulated by NSDP	Prioritization was needed, with more focus on strategic high level issues only
Making best use of the mandates and expertise of the entire UN system to deliver results.	Average	Each agency has comparative advantage and accepted /needed in Lesotho	Competition, conflicts and refusing to DaO	Should have one or two joint programmes
Creating integrated policy solutions and responses needed to address multi-dimensional challenges.	Weak	Opportunity to do so is there (one leader, one budget, one programme, one office)	Competition, conflicts and refusing to DaO	Lesotho is a DaO country, thus Government has to make UN deliver as one.
Promoting the values, norms and standards of the UN in a coherent and consistent manner.	Average	Conscious of mainstreaming the values and norms in their work	Refusing to DaO thus no coherence and consistency in mainstreaming issues	Need a joint programme in gender mainstreaming and for youth empowerment
Increasing transparency, predictability and accountability of UN system.	Average	Conscious and each agency tries to be above board in operation: observing good governance, transparency and accountability	Refusing to DaO, thus less consistency and effectiveness	DaO is an appropriate solution in future
Using convening role of the UN system to facilitate the inclusion of all the relevant stakeholders, including global and regional practitioners and non-state actors.	Average	Tried to play this role by working with various stakeholders	Not as UN system but individual agencies. Youth excluded.	More inclusiveness and targeting needed
Reducing transaction costs for Government, development partners, and based on new Standard Operating Standards, also for UN Country Team.	At a planning stage	Business Operations Strategy (BOS) and structures in place	Took long to develop BOS	Effectively implement the BOS. There has to be commitment to it.
Establishing a clear division of labour based on comparative advantage and capacity of each agency.	Poor	One office, One leader	No commitment to DaO. Competition among agencies	Needs Joint programme under DaO
Achieving efficiency gains and cost savings through harmonized business practices and integrated business practices and integrated operational support services.	At planning stage	Business Operations Strategy and structures in place	Took extended time to integrate full BOS implementation	Implement the BOS. There has to be commitment to it

Improving the UN system's focus on working together towards achieving national development results.	Poor	One Leader, One Office	No commitment to DaO. Competition among agencies	Needs Joint programme under DaO
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Annex III: LUNDAP Indicators Considered Ambitious and Status of Performance

Result Area/Indicator	Evaluation Remark	Performance Status As per Annual Review Results (2016)
Result Group 1: Investment Climate, Manufacturing and Trade and Financial Services		
Indicator 1: % of new employment created for Basotho aged 15-64 years	- Too ambitious/general - UN has limited capacity to achieve this - Measuring attribution is complex - many big players involve.	Slow Progress/Off Track
Indicator 2: % of Basotho adults (20-64 years) have access to finance	- Too ambitious/general Too ambitious/general - UN has limited capacity to achieve this - Measuring attribution is complex- many big players involved	Slow Progress
Result Group 2: Agriculture, Food Security, Environment, Natural Resources & Climate Change		
Indicator 3: Proportion of farmers that adopt improved technologies/practices resilient to natural resources	- Too ambitious / broad - Needs heavy investment and comprehensive evaluation	Not Measured/tracked
Indicator 4: No. of agricultural innovations applied by farmers.	- Too ambitious/broad - Needs heavy investment and comprehensive evaluation	Not Measured/Tracked
Indicator 5: Policies, planned and projects shaped by information from M&E	- CCA not informed this indicator - Missed opportunity for UN to support M&E Framework and system	Off Track.
Result Area 4: Skills and Innovations		
Outcome: By 2017 learners at ECCD and Primary levels have equitable access to quality and relevant education*		
Indicator 1: Net enrolment rate of each level disaggregated by sex	- Too ambitious/general - Many players - UN limited resources to influence this.	Constrained/not tracked
Primary level		Constrained

ECCD		Slow progress
Indicator 4: % of 3-5 years children in rural areas enrolled in pre-primary	- Too ambitious -No system/mechanism of tracking this -Missed opportunity of supporting EMIS	Not Tracked
Indicator 5: % of lower quintile children enrolled in home base and other ECCD centres	Too ambitious -No system/mechanism of tracking this -Missed opportunity of supporting EMIS	Not Tracked
Indicator 6: % increase of learning outcomes (SACMEQ reading and Maths)	Too ambitious -No system/mechanism of tracking this -Missed opportunity of supporting quality education	Not Tracked
Result Area 5: Health, Nutrition and HIV & AIDS**		
Indicator 1: % of young women and men aged 15-24 with comprehensive knowledge about AIDS	- Situational analysis and targeting not properly done - Missed opportunity for UN	Constrained/Not Tracked
Indicator 2: % of HIV+ pregnant women who receive ARVs	- Situational analysis and targeting not properly done - Missed opportunity for UN	Constrained/Not tracked
Result Area 6: Social Protection		
Indicator: % of IVC (aged 10-17) that are in school)	- Missed opportunity for UN	Not tracked

**Indicators in the education sector are lagging behind and performance in this sector not encouraging. Access to primary education has gone down in the last three years.*

*** Indicators in the health sectors are lagging behind and there is slow progress in achieving health objectives in NSDP for Lesotho. The sector faces many structural and operational challenges despite the fact that the GoL invests 15% of the total public resources in the sector.*

The implication of this finding suggests that UN and its partners planned for outcomes and indicators that they could not effectively contribute to and/or track. Only 58 per cent of the indicators show some positive progress.

Annex IX: LUNDAP Evaluation Management Response Matrix

I. KEY ISSUES AND RECOMMENDATIONS		II. MANAGEMENT RESPONSE				Responsible party	III. TRACKING	
No.	Recommendation	Response [select dropdown]	Comments Response	Key Actions	Time Frame [select dropdown]		Status	Comments Status
1	Reflection and Visioning for Future Support. For UN to make evidence-based impact and be relevant/visible to Lesotho's development priorities and needs, there should be a serious and comprehensive reflection by both the Government and UN (as a family) on the gaps (unfinished business) under LUNDAP/MDGs, comprehensive analysis/assessment of UN comparative advantage and capacity, sober prioritization/strategizing for new UNDAF, and commitment of UN agencies leadership and Government of Lesotho to DaO.	Agree	<ul style="list-style-type: none"> - UN supported the GoL in developing the final MDG Report. The major lessons learned and unfinished business will feed the CCA and NSDP II. - UN is supporting mainstreaming and localization of the Agenda 2030 - As part of LUNDAP extension, UNCT continues to support NSDP implementation in 2017 and 2018 and support NSDP II roll-out - Under LUNDAP mid-term review processes the Joint GoL/UN Striating Committee has been revitalized - New UN partnerships with academia, private sector other stakeholders were built to advance SDGs agenda - High-level Roundtable under the theme "Transformation and Reform: The Path to Lesotho's Sustainable Development" was held in July 2016 with R-UNDG participation to spotlight the mutually reinforcing and multiple macro-level challenges facing Lesotho. 	SDGs roll-out support to GoL	Q1-Q4 2017	UNCT/SDT team support and collaboration of all WGs M&E/PMT		
				Support GoL to develop national and sectoral M&E systems which may be tapped by the UN to enhance GoL performance and programme effectiveness.	Q2-Q4 2017	PMT/RCO		
				Review and agree on integrating the SDG coordination platforms including on supporting GoL on multi-sectoral mechanisms to monitor and report on SDG progress.	Q1-Q3 2017	SDG Team under UNDP advisory support and RCO coordination support		
2	Avoiding Spreading too thin, thus focus on 3-4 Strategic Areas of support	Agree	- UNCT has made preliminary prioritization of three interrelated thematic areas (health,	Continue implementation of the High-Level Round Table Outcome Statement Recommendations.	Q1-Q4 2017	UNCT		
				Develop NRAs engagement guidelines including on participating in joint	Q2-Q4 2017	PMT with RCO support		

	For the next UNDAF, it is recommended that the focus of support should be restricted to 3 strategic result areas taking into account issues of resilience, governance (e.g. enhancing political stability), building a healthy nation, and addressing the youth question.		governance and poverty alleviation) under Regional Strategy on MICs - The MIC's Strategy, Outcomes of the HRT and NSDP review and CCA will inform the focus of the new UNDAF	resource mobilization, capacity building and follow-up to outcomes. Under setting key pillars for the new UNDAF limit to three key priority areas.				
3	Commitment and programming for DaO Heads of Agencies should therefore show commitment to DaO and draw a framework for implementing it. The starting point is for UNCT to have one or two joint programmes in the next UNDAF circle. It is recommended that UNCT should seek technical assistance to help in the design of a joint programme. A Sector-wide approach should be used in the identified/established joint programme	Agree	- Lesotho is a DaO self-starter and has introduced 15 core DAO SOPs elements. So far indicatively 10 achieved, 3 mostly achieved and 2 need progress. UNCT work and LUNDAP RGs are supported by UN Theme Groups on: Gender, Human Rights and Youth, M&E, JUNTA, OMT, PMT, DRMT, UNCG and UN Nutrition Team. - In the current cycle, six result areas of LUNDAP are aimed at bringing joint efforts in all thematic areas. Joint RGs work planning will remain a priority in 2017 to address the need for more coherence in programming and to prepare as part of JWPs under new UNDAF guidance. - UNCT has made efforts to develop joint programmes on human security and has successfully undertaken joint humanitarian response for the El Nino drought. HCT has mobilized US\$39 mln for drought response. - UNCT is continuing to look for opportunities for joint programmes especially on youth, gender, climate change and HIV/AIDS issues. - Common Budgetary Framework has been rolled out in 2016 as UNCT management tool to analyze the UN funding gap and define resource mobilization efforts. - Implementation of the Business Operations Strategy remained as a key tool to harmonize business processes, a number of LTAs have been finalized. UNCT TORs and Mutual accountability framework have been reintroduced in last years' UNCT retreat. - As part of Communicating as One - UNCT implemented with support from RCO/UNCG	Strengthen advocacy and internal capacities for implementing DaO SOPs across agencies.	Continuous (Q1-Q4 2017)	RCO		Coordination
				Identify possible joint programmes entry points and mobilize resources for key priority areas.	Q2-Q4 2017	PMT/RCO		
				Develop JWPs for 2017 by RGs, CBF (with inclusion of operations costs and budgets/DaO SOPs) and M&E reporting for 2016.	Q1-Q2 2017	RGs/M&E and RCO support/PMT oversight		
				Integrate programme and operations planning for reducing duplication and costs saving.	Q1-Q3 2017	PMT and OMT with support with RCO		

			key joint advocacy around SDGs, LUNDAP, humanitarian response, youth, gender and other.					
4	Enhance the ownership and leadership of the government and other key stakeholders build consensus on how to effectively use the existing Government systems and structures/mechanisms for programme and financial management, and monitoring and evaluation. It is recommended that systems within the Prime Minister's office and the MoDP should be enhanced and used accordingly in the next UNDAF.	Agree	<p>- Following the UNCT advocacy on revitalizing a Joint UN/GoL Steering Committee for the UNDAF, the GoL has adopted the proposed ToR for the Committee and the findings of the LUNDAP mid-term review. The Committee will be co-chaired by the Ministry of Development Planning and RC. Major LUNDAP review and evaluation multi-stakeholder consultations took place at the technical and ministers' levels. Follow-up meeting to LUNDAP review recommendations and action points will be held taking into consideration the LUNDAP extension alignment with the NSDP and development of the extension Interim document focusing on key areas of UN support to the GoL and setting priorities for 2018.</p> <p>- UN is participating in the development of the NSDP II to provide technical support and alignment of the planning processes (LUNDAP/UNDAP and NSDP II) and identifying key areas of work and champions for different sectors</p> <p>- Under the joint UN humanitarian response, the UN system engaged closely with the Office of the Prime Minister/Deputy PM under RC leadership for coordinated response planning and all line ministries under sector coordination.</p>	Convene regular Joint GoL/UN Steering Committee Meetings	Continuous (Q1-Q4 2017)	RCO coordination support		These actions subject to amendments following finalization of RC/UNCT AWP for 2017.
				<p>Under the UN JP on humanitarian support, continue engaging GoL and key stakeholders in monitoring the progress and reporting.</p> <p>Set up engagement with government and other development partners through the Aid coordination forum and sectoral coordination mechanisms.</p>	Q1-3 2017	Implementing agencies and RCO support for joint monitoring and reporting to donor/MPTF		Inputs on Management Responses may be further amended by UNCT.

5	Re-defining the role of NRAs to be more effective in supporting GoL UNCT, in a participatory and strategic manner, should develop a clear framework and guidelines on the role NRAs should play in Lesotho, within the next UNDAF; including participating in resource mobilization, capacity building and evaluation of results/outcomes.	Agree	- NRAs are engaged through the various LUNDAP RGs work, UNCT retreats and meetings. However, there is a need for more consistent engagement.	Develop NRAs engagement guidelines for the new UNDAF implementation arrangements and joint efforts for resource mobilization, capacity building and other priorities.	Q3-Q4 2017	RCO in cooperation with UNCT/UN agencies		
6	Mainstreaming of GEWE and Youth Empowerment in UNDAF Implementation the major focus of UN coherence on GEWE and youth empowerment to ensure mainstreaming and effectiveness	Agree	- UN Theme Group on Gender, Human Rights and Youth (GHRY) has been established by the UNCT. OCHA GenCap support was mobilized to integrate protection and GBV into humanitarian response programmes. New GenCap TORs have been developed to continue with GenCap support to UNCT in 2017, 6 months support has been committed by OCHA RO. - GHRY has strengthened joint engagement with CSOs and with the Ministry of Gender, Sports, Youth and Recreation (MGYSR). SDGs and GBV area have been of particular focus, series of capacity building and advocacy workshops took place including on innovations in fighting GBV with GoL, private sector, CSOs and academia. As a result CSOs have established GBV network that is closely working with the Government and the UN. - UNCT has initiated UNCT Gender Audit that will be finalized in 2017 and will help with gender mainstreaming in the new UNDAF. - With the support of the UN JP funded by DFID under the GBV component, GBV countrywide baseline development has been rolled out that will help to analyze the levels of GBV under the current humanitarian setting and identify future UNCT gender programming. - In the area of Youth - the UN supported the formulation of the National Youth Policy and a joint effort was put in place to develop the UN Joint programme on Youth.	Support the GoL in SDG 5 roll-out and gender mainstreaming across sectors in an integrated manner	Q2-Q3 2017	GHRY in partnership with SDG team and RCO support		
				Develop capacity development programme for the MGYSR for leadership on the GEWE and youth programmes and to foster Ministry's capacities in gender mainstreaming across ministries.	Q1 2017	GHRY		

			- Youth engagement and outreach on SDGs has been central under the Innovations agenda.					
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Annex V: TORs

TERMS OF REFERENCE

PROFESSIONAL SERVICES TO CONDUCT THE INDEPENDENT EVALUATION OF THE LESOTHO UNITED NATIONS DEVELOPMENT ASSISTANCE PLAN (LUNDAP, 2013-2017) FOR PERIOD OF 2013-2016, COUNTRY ANALYSIS AND STRATEGIC PLANNING FOR THE NEW UNDAF (2018-2022) – LESOTHO UNDAF CONSULTANT

Type of Contract	:	Individual Contract (International)
Languages Required	:	English
Commencement Date	:	2 May 2016
End Date	:	30 November 2016
Duration of the work	:	75 working days – Lesotho UNDAF Consultant
Location/duty station	:	Maseru, Lesotho / desk consultancy
First Level Supervisor	:	UN Resident Coordinator
Second Level Supervisor	:	UN Coordination Specialist

The Government of Lesotho in collaboration with the United National Country team (UNCT) formulated Lesotho United Nations Development Assistance Action Plan (LUNDAP, 2013-2017) which outlines United Nations planned support to achieving national priorities under the National Strategic Development Plan (2013-2017). LUNDAP provides a collective, coherent and integrated UN system response. LUNDAP was signed in December 2012. Participating Agencies include: FAO, UNAIDS, UNDP, UNICEF, UNFPA, WHO and WFP. Non-Resident Agencies (NRAs) are also contributors to the LUNDAP. The Resident Coordinator is the representative of all NRAs. The United Nations in Lesotho is a Delivering as One (DaO) self-starter piloting for One UN reform.

The Common Country Assessment conducted in 2012 presented a robust analysis of national development challenges which helped shaping the current LUNDAP (2013-2017). Significant analytical products were subsequently developed during the first three years of the LUNDAP cycle, as highlighted in the LUNDAP Review conducted in April 2016. The major achievements made by the UNCT Lesotho, the Review noted, have been most evident in supporting the development of informed and evidence-based planning and policy formulation, through extensive collection and analysis of data. Support to national analytical work will be provided, in particular, through technical assistance to the Ministry of Development Planning the primary development national partner to the UNCT and other line ministries, for the review of the NSDP I (2013-2017) the drafting of the NSDP II (2018-2022) through close involvement of UN Agencies. The Ministry of Development Planning also collaborated closely with the UNCT during the Review process demonstrating that the Government of Lesotho and the UNCT share common views on national challenges and priorities. As the UNCT is preparing the new UNDAF cycle (2018-2022), it intends to conduct a comprehensive Country Analysis which, jointly with the UNDAF Evaluation, will help inform the strategic planning phase of the next UNDAF.

The LUNDAP Evaluation and country analysis outcomes will build the base for Strategic Planning for the development of the new UNDAF.

This assignment seeks to support key UNDAF processes:

- 1) **Independent Evaluation of LUNDAP (2013-2016) – 25 working days**
- 2) **Develop comprehensive analysis providing critical insights on the national development priorities, good practices and programming gaps in Lesotho – 20 days**
- 3) **Strategic Planning for the new UNDAF and drafting of the UNDAF – 30 days**

1. Objectives of the Independent Evaluation of LUNDAP (2013-2016):

The evaluation exercise will be a combination of an evaluation and defining of the UN position in the country by looking at UN contributions at the key results areas and outcomes level. Overall purposes of the LUNDAP evaluation are:

- To assess the contributions made by the UNCT in the framework of the LUNDAP to national development results through making Judgments using evaluation criteria based on evidence
- To identify the factors that have affected the UNCT's contributions, answering the question of why the performance is as it is and explaining the enabling factors and bottlenecks
- To reach conclusions concerning the UN's contributions and comparative advantage, including good practices and lessons learned across the scope being examined;
- To provide actionable recommendations for the design and implementation of the new UNDAF. These recommendations should be logically linked to the conclusions and draw upon lessons learned identified through the evaluation.
- To provide specific recommendations on how the UN should position itself in the changing development context of Lesotho, including Lesotho's accession to lower middle income country status, emerging development priorities and the end of the MDGs.
- To build upon lessons learned and good practices for informing better programming for the next cycle of UNDAF

The LUNDAP will be evaluated against the strategic intent laid out in the LUNDAP document. More specifically, the evaluation will use as its basis the LUNDAP 2013-2017 document and **will assess:**

- i. The UNCT's interventions in support of national development results as described in the four strategic priority areas and thirteen outcome statements included in results framework;
- ii. The effectiveness of the strategies employed for development cooperation by the UN in Lesotho;
- iii. The extent to which the UNCT has addressed the five cross cutting issues (gender equality, human rights-based approach, environmental sustainability, results-based management, capacity development, climate change & disaster risk-reduction, role of civil society & volunteerism, communications and information) in its results programming;
- iv. The comparative advantage of the UNCT in the context of other development partners in achieving development results in Lesotho

Other factors to be considered in the evaluation to the extent possible are:

- v. *UN Coordination*: Did UN coordination reduce transaction costs and increase the efficiency of LUNDAP implementation? To what extent did the UNDAF create actual synergies among agencies and involve concerted efforts to optimize results and avoid duplication? Did the UNCT respond and adapt to major national changes effectively through the LUNDAP.
- vi. *Data collection and analysis*: To what extent did the LUNDAP strengthen the capacities for data collection and analysis to improve understanding and support to vulnerable groups?
- vii. *Partnership*: To what extent did stakeholders participate in the implementation in the LUNDAP and how did their presence improve its performance? How did partners view UN's contribution to development?

The contribution of the UNCT to the development outcomes will be assessed according to the following standard set of evaluation criteria:

- viii. *Relevance*: The extent to which the outcomes of the LUNDAP are consistent with the issues, underlying causes and challenges identified in the 2010 Common Country Assessment and a reflection of Lesotho's commitments to internationally agreed goals, norms and standards;
- ix. *Effectiveness*: the extent to which the UNCT contributed to, or is likely to contribute to, the outcomes defined in the LUNDAP; and the effectiveness of the LUNDAP as a coordination and partnership framework;
- x. *Efficiency*: whether the LUNDAP was appropriately funded and the extent to which LUNDAP served as a mechanism to mobilize resources and minimize transaction costs for UN agencies and the GoL
- xi. *Sustainability*: The extent to which the benefits from a development intervention have continued or are likely to continue after the completion of the LUNDAP; and led national capacity development;

Methodology and Process:

The evaluation will follow the UN Development Group (UNDG) Guidelines for UNDAF Evaluations. Overall approach for the evaluation is:

- To make the assessment, first, the evaluators will examine the stated LUNDAP Result Areas and outcomes; identify the change over the period being evaluated on the basis of available baseline information; and observe the national strategy and actions in support of that change. Second, they will examine the implementation of UNDAF strategy and interventions in support of national efforts. The UNDAF evaluation is also a forward looking evaluation.
- Recommendations to the UNCT on how to position itself in the changing development context in Lesotho, especially with end of the MDGs and new 2030 agenda, the fact that Lesotho has reached lower middle income country status and ODA has declined and the emergence of new development challenges such as inequality and urbanization.
- The 2013-2017 LUNDAP Evaluation will be participatory and inclusive exercise.
- Convene validation stakeholder consultations and workshops.

Proposed Structure of the Final Report of the Evaluation:

The final report is expected to have sections related to the national context, evaluation findings and conclusions and recommendations. It shall also have an executive summary and introduction sections. The expected structure of the evaluation report is as follows:

- Executive Summary;

- ❑ Introduction (objectives, scope and methodology, limitations);
- ❑ Chapter 1: National development context;
- ❑ Chapter 2: Evaluation Findings;
- ❑ Chapter 3: Conclusions and Recommendations (including UN positioning in the country);
- ❑ Annexes: as relevant.

A detailed outline of the UNDAF evaluation final report should be included in the Inception report.
The final report shall be prepared in accordance with UNEG guidance (Quality Checklist for Evaluation Reports).

2. Objectives and scope of the comprehensive Country Analysis:

Is to better understand development trends and challenges with a view to identifying key entry points for the UN. It is important that the findings and recommendations of the evaluation inform and contribute to the country analysis and guide the UNCT in identifying priority areas for UN intervention.

Based on the above and in accordance with the new UNDAF guidelines, the Country Analysis is designed to:

- i. Provide a desk review of current analytical products (national, regional and global), as well as the LUNDAP review, and the national priorities identified by national counterparts for the next national development cycle;
- ii. Complement UN-supported analytical work, with a focus on gaps in existing analysis
- iii. Identify national capacity gaps as perceived by Government's counterparts and in particular with regard to the UN Five Programming Principles;
- iv. Assess UN's comparative advantage and collaborative capacities
- v. Develop comparative and collective advantage of the UN
- vi. Provide an updated status of the country's fulfilment of international norms and standards;
- vii. Provide a mapping of development partners, private, and academic sectors in Lesotho, taking into particular consideration ODA decrease, MICs context as well as an analysis of donor trends;
- viii. Map Government's national strategies that will be implemented during the next UNDAF cycle;
- ix. Identify national priorities for the next five years.
- x. Human Rights/Root causes analysis
- xi. Gender Analysis
- xii. Capacity assessment of UN and Risk Analysis
- xiii. Identify geographic priorities and gaps
- xiv. Review current UNDAF to highlight what is still relevant.
- xv. Contact Government ministries and departments to assess the socio-economic needs of Lesotho
- xvi. Identify geographic priorities and gaps
- xvii. Obtain data to support rationale and develop evidence base.
- xviii. Review current UNDAF to highlight what is still relevant.
- xix. Highlight development activities where the UN system could contribute most effectively.

- xx. Convene consultations and present the findings to the UN and partners

The expected outcome of the Country Analysis is to define the areas of intervention where UN support will be the most strategic over the coming five years (2018-2022). The analysis will take into particular consideration the context of Lesotho as a Lower Middle Income Country and what it implies for the role of the UN system. As highlighted in the R-UNDG Strategy in support of MICs, evidence suggests that UN agencies need to define a sharper thematic focus, provide high quality upstream technical assistance, policy advocacy, capacity development and develop partnerships that nurture meaningful and sustainable support in key sectors where significant policy change is required. In the case of Lesotho, health, poverty, governance and issues of youth are recognized as an eminent priority that requires solid national strategies.

Proposed Structure of the Country Analysis:

The Country Analysis report is expected to have sections related to the national context, evaluation and consultations findings and conclusions and recommendations. It shall also have an executive summary and introduction sections. The expected structure of the CA is as follows:

- ❑ Executive Summary;
- ❑ Introduction (objectives, scope and methodology);
- ❑ Chapter 1: The country context;
- ❑ Chapter 2: Opportunities for the UN;
- ❑ Chapter 3: Analysis of Priority National Issues
- ❑ The Way forward: UNDAF and Priority Development Challenges. Conclusions and Recommendations;
- ❑ Annexes: as relevant.

3. Strategic Planning for the new UNDAF and drafting of the UNDAF is aimed to develop:

- A New UNDAF Narrative
- Results Matrix including the guidance on the Theory of Change and evaluability assessment of the Results Matrix and M&E Plan Development including costing.

Proposed Structure of the new UNDAF:

The final UNDAF text is expected to have sections related to the national context, evaluation and CA findings and conclusions and recommendations. It shall also have an executive summary and introduction sections. The expected structure of the UNDAF text (not more than 50 pages narrative) is as follows:

- ❑ Executive Summary;
- ❑ Introduction and Context;
- ❑ Chapter 1: UNDAF Results;
- ❑ Chapter 2: UNDAF Estimations;
- ❑ Chapter 3: Conclusions and Recommendations (including UN positioning in the country);

- ❑ Annexes including TORs for coordination structures.

Data collection methods are:

The LUNDAP evaluation and other process, will draw on a variety of data collection methods including, but not limited to:

- i. Document review focusing on LUNDAP planning documents, mid-term progress reviews (where undertaken), annual reports and past evaluation reports (including those on programmes and projects, and those issued by national counterparts), strategy papers, national plans and policies and related programme and project documents. These should include reports on the progress against national and international commitments;
- ii. Other relevant UNCT and agency reports;
- iii. Semi-structured interviews with key stakeholders including key government counterparts, donor community members, representatives of key civil society organizations, UNCT members, and implementing partners;
- iv. Focus Group discussions and consultations involving groups and sub-groups of stakeholders, decision-makers, beneficiaries;
- v. Other methods such as outcome mapping, observational visits, etc.

UN Agencies and Government of Lesotho counterparts will provide the necessary information, data, support and guidance required to carry out planned activities and prepare the LUNDAP Evaluation and other UNDAF processes.

Management and Governance of LUNDAP Evaluation and UNDAF design process:

The evaluation and other processes will be commissioned by UNCT and the Government (represented by the Ministry of Development Planning).

The LUNDAP Evaluation Team will work under the supervision of a dual-tiered management structure.

Direct supervision is provided by the RCO, M&E Group Chair within the UNDAF Reference Group (UNDAF RG) and overall guidance is provided by UN RC/UNCT. The UNDAF Reference Group will be responsible for the day-to-day implementation of the evaluation, country analysis, new UNDAF design and management of the UNDAF budget. The key roles of the UNDAF RG are:

To provide oversight in each step of the evaluation and other processes:

- Guiding the review, evaluation, country analysis and UNDAF design processes
- Ensures UNCT, Joint UN-National Steering committee and other structures receive timely information and engaged where necessary
- Guide the team of consultants (national and international) in each step of the processes
- Develop TORs and ensure feedback from management
- Review and provide substantive comments and approve the inception reports, including the work plans, analytical frameworks and methodology
- Review and provide substantive feedback to the draft and final review and evaluation reports, for quality assurance purposes, including the country analysis and new UNDAF drafting

- Ensure the quality and independence of the review, evaluation and other processes to guarantee its alignment with UN Evaluation Group Norms and Standards and Ethical Guidelines and UNDAF guidelines
- Identify and ensure the participation of relevant stakeholders throughout the UNDAF processes
- Ensure the findings and conclusions are relevant and recommendations are implementable
- Ensure all analytical reports are made available to the consultants team
- Contribute to the dissemination of the findings and follow-up on the management response.

The decision-making organ for the Evaluation and other processes are the UNCT and Joint UN-National UNDAF Steering Committee guiding the representatives of the UNDAF Reference Group and bringing possibly other key stakeholders such as national civil society organizations and donor representatives into consultations. All key deliverables need to be approved by the UNDAF Reference Group. The group is also the main body responsible for providing a written and agreed management response to the evaluation within two weeks of receiving the final evaluation report and for other reports accordingly. The UN Coordination Specialist of the UN Resident Coordinator's office (RCO) will serve as the UNDAF Task Manager and provide day to day support to the consultants also in close collaboration with the UNDAF Reference Group.

Key Reference Documents

- Lesotho Millennium Development Goals progress reports;
- Lesotho's country development strategies and policies;
- 2013-2015 LUNDAP Review Reports;
- Respective agency's annual and mid-term review reports;
- LUNDAP M&E framework;
- Table on UN coordination structure, i.e. results groups, theme groups, working groups, TFs.
- Country Program Documents (CPDs) and Country Programme Action Plans of UN agencies;
- End-of-programme evaluation reports of all UN agencies that participated in the LUNDAP Process;
- UN Evaluation Group Guidance Note on Application of Programming Principles to the UNDAF (2010);
- Standards for Evaluation in the UN System;
- Norms for Evaluation in the UN System;
- UNEG Ethical Guidelines;
- UNEG Code of Conduct for Evaluation in the UN system;
- Any other relevant documents and guidelines provided by the UNRCO and UN agencies.

Team composition and timelines:

- The evaluation is expected to be done in 25 working days, starting from 2 May through May 2016.
- The Country Analysis is expected to be completed in 20 working days in June-July 2016 with consideration that some areas with overlap with Evaluation findings and processes.

- The Strategic planning will engage 30 days of consultancy while M&E Expert and UNDAF Reference Group will continue supporting the processes and the work under overall guidance of RC/UNCT.

Two consultants (one international and one national) will be mobilized through individual contracting modality. The international consultant will serve as the Team Leader and have ultimate responsibility for delivering results. He/she will be responsible for quality and timeliness of all deliverables under this TOR and will guide the national consultant and will work closely with the RCO and UNDAF Reference Group.

Travel:

- International travel will be required to Lesotho to undertake the assignment;
- Individual Consultant(s) are responsible for ensuring they have vaccinations/inoculations when travelling to certain countries;
- Consultants are required to comply with the UN security directives set forth under <https://dss.un.org/dssweb>.
- Deliverables and Timeframe
- The duration of the assignment is expected to be 75 working days.

Deliverables/Content/Duration – Evaluation:

- Kick off meetings and table review of key documents;
- Week 1-Conduct meetings and communication with the RCO, UNDAF RG, LUNDAP RGs leads and MoDP; review key documents;
- Inception report: End of Week 1
- Refine the overall evaluation scope, approach, methodology, design and timeframe also with consideration of the Country Analysis processes;
- Recommend and agree on field missions;
- Present and agree on detailed outline of the LUNDAP evaluation final report.
- Data Collection: Week 2 -Data collection, field trips as needed, meetings and consultations.
- Progress Report: End of Week 2-Present progress report (1-2 pages) to the UNDAF RG/RC/UNCT on:
 - ✓ How tasks are progressing; and Evaluation of LUNDAP 2013 -2017
 - ✓ Any challenges faced, (this is not a report on initial evaluation findings, but related to the process).
 - ✓ Draft evaluation report: Beginning of Week 3 -Present draft evaluation report to UNDAF RG/UNCT, to include but not limited to:
 - ✓ Findings and lessons learned;
 - ✓ Conclusions concerning Capacity assessment of UN and Risk Analysis, the UN's contributions, comparative advantage (through survey) and collective advantage of the UN, including best practices and lessons learned across the scope being examined;
 - ✓ Identify national capacity gaps as perceived by Government's counterparts and in particular with regard to the UN Five Programming Principles;
 - ✓ Provide an updated status of the country's fulfilment of international norms and standards;
 - ✓ Provide a mapping of development partners, private, and academic sectors in Lesotho, taking into particular consideration ODA decrease, MICs context as well as an analysis of donor trends;
 - ✓ Map Government's national strategies that will be implemented during the next UNDAF cycle;
 - ✓ Identify national priorities for the next five years.

- ✓ Human Rights/Root causes analysis
- ✓ Gender Analysis

Deliverables/Content/Duration – Country Analysis:

The Common Country Analysis consist of three elements:

- A. Analysis of country situation
- B. Mapping of UNCT work in country and determine UNCT comparative advantages
- C. Analysis of the Stakeholders

Process:

- Develop a roadmap for the Common Country Analysis with key milestones
- Stakeholder engagement towards analysis and validation
- Information gathering and consolidation of development problems from existing sources
- Shortlist major development problems for deeper analysis
- In-depth analysis of the root causes of the short listed elements and their linkages

At the end of the process Country Analysis:

- Critical gaps are identified
- An understanding of key developmental challenges in relation to the MDGs and agreed international standards is attained
- The UNS comparative advantage is identified
- Information is gathered to assist in establishing strategic priorities and the UNDAF Outcomes

Programming Considerations/Checklist

- Structured, comprehensive, accessible analysis of country situation
- References to existing processes and reports
- Identification of patterns of discrimination & inequality
- Disaggregated data (e.g. gender, religion)
- Identification of key environmental issues
- Assessment of capacity gaps at different levels
- Involvement of non-government stakeholders and civil society
- Assessment of risks of conflict and natural disasters

Deliverables/Content/Duration – Strategic Planning: Strategic Planning Based on CCA and other reports, the processes will be based on the following:

1. Conduct a Strategic Prioritization Exercise
2. Select priorities and outcomes (use as a guide 5 programming principles, Management for Development Results principles & UN comparative advantages)

3. Develop an UNDAF Results Matrix
4. Obtain feedback on Results Matrix
5. Finalize the UNDAF and prepare for Government Signature

Recommendations.

Work on all report for each of the three milestones and data analysis: ensure at least 2 weeks for comments and continue work on data collection and analysis. Validation workshops: Beginning of Week 4-Presentation of findings, conclusions & recommendations to stakeholders.

Work on finalization of the final reports: Incorporate comments from stakeholders and finalize the report.

Final Report: present final report by end of each milestone.

Meeting to establish synergies between the Evaluation and Country Analysis: End May - work on the Country Analysis to present results and help establish synergies between the findings of the Evaluation and those of the country analysis and for consolidate for the strategic planning of the new UNDAF.

Recommended presentation of offer:

- Cover letter, stating why the candidate thinks s/he is the best candidate for the assignment;
- CV indicating all past work experiences with details relevant to the announced TOR and at least two (2) professional references;
- Brief Description of Approach to Work/ Methodology;
- P11 shall be required from the selected candidate prior to concluding a contract;
- Financial Proposal should be all-inclusive fixed total contract price, including professional fee, travel cost as a lump sum.

Note:

While preparing your financial offer, kindly note that the standard for all travel authorized by UNDP for individual subscribers is economy class. Individuals on this contract are not UN staff and are therefore not entitled to DSAs. All living allowances required to perform the demands of the ToR must be incorporated in the financial proposal.

For further questions and clarifications, please contact UNDP Lesotho Rethabile Thipe rethabile.thipe@undp.org.

Payment schedule:

The UNDP standard method of payment is the output-based lump-sum scheme and the payment will be made upon satisfactory completion of deliverables in up to 3 installments scheduled as follows:

1. Upon submission of final Evaluation report and acceptance by the UNDAF Reference Group/RC/UNCT/Joint UN-National UNDAF Steering Committee -33%;
2. Upon submission of the Country Analysis Report and acceptance by the UNDAF Reference Group/RC/UNCT/Joint UN-National UNDAF Steering Committee - 33%;

3. Upon submission of the UNDAF Narrative and with M&E Framework and acceptance the UNDAF Reference Group/RC/UNCT/Joint UN-National UNDAF Steering Committee – 34%.

Criteria for Selection of the Best Offer:

Applications will be assessed on a basis of a cumulative analysis that will evaluate both the technical suitability and the financial proposal. The weight of the technical criteria is 70%; the weight of the financial proposal is 30%. Only candidates with a minimum of 70% in the technical evaluation will be considered for the financial evaluation.

Technical Criteria:

- At least 10 years of relevant education & experience and proven expertise with CCA/UNDAF processes, evaluations and reviews, including strong understanding of UN's relevant Programming Guidelines on Gender Equality, HRBA, Capacity Development, Environmental Sustainability and RBM;
- Previous experience in UNDAF or related evaluation process and practical experience in the Africa region and/or knowledge of the development issue in MICs;
- Excellent report writing skills, analytical skills as well as good computer skills;
- Experience in working as a team leader in evaluation and UNDAF design teams.
- The applicant receiving the highest combined score that has also accepted UNDP's general terms and conditions will be awarded the contract.

Competencies

- A strong record in designing and leading evaluations;
- Data collection and analysis skills;
- Excellent report writing skills, analytical skills as well as good computer skills;
- Process management skills such as facilitation skills and ability to negotiate with a wide range of stakeholders;
- Technical competence in undertaking complex evaluations which involve use of mixed methods;
- Knowledge of UN role, UN reform process and UN programming at the country level, particularly UNDAF;
- An understanding of and ability to abide by the core values of the United Nations;
- Exposure to the Africa region, as well as MICs and post-socialist context as an added advantage
- Required Skills and Experience Education:
 - Master's degree or equivalent in M&E, Economics, Development Studies, Social Studies, international Relations, Environment, Governance, Human Rights or other related field.
- Proven track record in evaluation and review writing Language:
 - Proven excellent command in written and spoken English

REPORTING REQUIREMENTS

The reporting and timely information sharing on substantial part of the assignments will be made to UN UNDAF Reference Group, M&E WG, LUNDAP RGs Chairs and Leads and RCO. RCO will provide Secretariat Support to the UNCT and M&E WG.

The contractor will submit the reports based on the results achieved in agreed format stating all actions taken during the assignment. Reports shall be submitted after each deliverable result achieved according to the schedule and approved by the UN M&E WG Chair and RCO, which will serve as a justification for the payments.

SCOPE OF PRICE PROPOSAL AND SCHEDULE OF PAYMENTS

Contracts based on lump-sum

Lump sum contracts

The financial proposals shall specify a total lump sum amounts, and payment terms around specific and measurable (qualitative and quantitative) deliverables. Payments are based upon output, i.e. upon delivery of the services specified in the TOR. In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump sum amount (including travel, number of anticipated working days).

ADDITIONAL REQUIREMENTS FOR RECOMMENDED CONTRACTOR

Individual Consultants/Contractors whose assignments require travel and who are over 62 years of age are required at their own cost to undergo a full medical examination including x-rays and obtaining medical clearance from an UN approved Doctor prior to taking up their assignment.

Individual Consultants/Contractors are required to have vaccinations/inoculations when traveling to certain countries, as designated by the UN Medical Director. The cost of required vaccinations/inoculations, when foreseeable, must be included in the financial proposal. Any unforeseeable vaccination/inoculation cost will be reimbursed by UNDP.

Travel

If applicant is requesting for travel coverage, the costs need to be calculated and included in the financial proposal.

The fare will always be “most economical” and any difference in price with the preferred route will be paid for by the consultant.

In the case of additional and unforeseeable travel, payments of travel costs including tickets, lodging and terminal expenses should be agreed upon, between UN M&E Team, RCO and the Individual Consultant, prior to travel and will be covered and paid by the managing agent.

SECURITY CLEARANCE

The Consultant should undertake the Basic Security in the Field (BSIF) training and Advanced Security in the Field (ASIF) tests prior to travelling. These requirements apply for all Consultants, attracted individually or through the Employer.

UNDP INPUT

UNDP will provide the Consultant with the following:

- ✓ Access to premises and working space in the UN House;
- ✓ Access to network, internet, printing/copying communication equipment.