

National Diaspora Policy



Government of Lesotho

Foreword



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Fundamentally, this policy framework derives its inspiration from the objectives of the **Global Compact for Safe, Orderly and Regular Migration (GCM)** as adopted by the United Nations (UN) Heads of Government and State in December 2017, Morocco. It is envisaged to pave the way for the implementation of migration and development through diaspora engagement as enclaved within the second National Strategic Development Plan (NSDP II).

The policy development process was spearheaded by the Ministry of Foreign Affairs and International Relations (MoFAIR) with the support of International Organization for Migration (IOM). The technical committee members consisted of Government Ministries & Agencies, Private Sector, Academia as well as the Diaspora community contributed to the policy development. The process was inclusive as migration is a multi-dimensional and multifaceted phenomenon which requires a coordinated approach.

The key objective of **National Diaspora Policy for Lesotho** is to influence an increased contribution of the Basotho diaspora in the socio-economic development of the Kingdom of Lesotho. In order to realise this aim, the project's objective is to strengthen the Government of Lesotho's (GoL) institutional capacity to fully coordinate diaspora affairs and mobilize the Basotho diaspora.

This development process provided the first systematic scoping of the policy and institutional landscape pertaining to the engagement of the diaspora of Lesotho. This was founded upon a robust situational analysis to provide data driven decision making at a policy and institutional level. This provides a solid analytical, theoretical and policy base to build future engagement mechanisms for the GoL in engaging Diaspora communities abroad. Furthermore, the methodology adopted within the policy development process is designed to entrench the diaspora as an active constituency in the development of the policy and engagement initiatives.

The **National Diaspora Policy for Lesotho** is a key addition in the growing commitment by GoL to pursue Migration and Diaspora related policies. These policies work to ensure a mutually beneficial relationship between the wellbeing of Lesotho and the Basotho Diaspora. Furthermore, GoL commits to provide an enabling environment for the realization of its vision, goals, outcomes, and actions, as well as to establish and implement the necessary legislative, policy and governance processes required for the successful implementation of the Diaspora Policy.

I therefore wish to express my utmost gratitude to our development partner, IOM for its unwavering support as well as other stakeholders for their valuable contribution on the development of this policy.


Hon. 'Matsepo Molise-Ramakoae
Minister of Foreign Affairs and International Relations

Preface

This document is the inaugural National Diaspora Policy of Lesotho commissioned through the International Organization for Migration in partnership with the Ministry of Foreign Affairs and International Relations (MoFAIR). The policy is the result of an inclusive policy development process designed to ensure optimal engagement of stakeholders in Lesotho and its communities abroad.

The policy's wider aim is to enhance contribution of the Basotho diaspora in the socio-economic development of the Kingdom of Lesotho. In order to realise this aim, the project's objective is to strengthen the Government of Lesotho's (GoL) institutional capacity to fully coordinate diaspora affairs and mobilize the Basotho diaspora.

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The National Diaspora Policy of Lesotho is a key addition in the growing commitment by GoL to pursue Diaspora related policies. These policies work to ensure a mutually beneficial relationship between the wellbeing of Lesotho and the Basotho Diaspora. Furthermore, GoL commits to provide an enabling environment for the realization of its vision, goals, outcomes and actions, as well as to establish and implement the necessary legislative, policy and governance processes required for the successful implementation of the Diaspora Policy.

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A. Background

This section provides a background which shapes the structure of the document along with outlining of the national, regional and global contexts that inform the policy. Whilst the regional and global contexts provide valuable supporting insight into the pertinence of this work, we must begin with the national context to root the policy in local significance. This policy document will be supplemented by a suite of Annex material identified during the policy consultation and design phases.

A1. National context: the role of diaspora engagement in the national development

In April 2018, GoL requested the IOM to support its initiative to engage with the Basotho Diaspora, via the Diaspora outreach forums in South Africa, paving the way to the development of the National Diaspora Policy for Lesotho.

The broader migration and development efforts in Lesotho have been led by a multi-stakeholder consultative framework, the National Consultative Committee on Migration (NCC), which has supported the development process of National Migration and Development Policies and other initiatives, including the following:

- The Implementation Framework for the Sequenced Short-Term Return Programme for Basotho Health Professionals in the Diaspora;
- Remittances Framework Study in Lesotho;
- Mainstreaming Migration into National Development Plans;
- Laying the Groundwork for Engaging the Basotho Diaspora for National Development;
- Formulating a National Strategy on the Reintegration of Returning Basotho Migrants;
- Supporting the drafting process of Labor migration management policy.

A2. Global and Regional context: the role of diaspora engagement in the national development

Migration has emerged as a sensitive policy area for many governments. Despite the positive contributions that many migrant communities make to their countries of origin, public and political confidence in migration remains low. As a result, governments and international donors have begun to channel significant energies and funds towards understanding the role of diaspora in development.

An important milestone came in the relevance of Diaspora Engagement to the Sustainable Development Agenda 2030 and the Sustainable Development Goals (SDGs) target 10.7 which promotes the responsibility to “facilitate orderly, safe, regular and responsible migration and mobility of people” through the implementation of planned and well – managed migration practices.¹ Other landmark global importance came through the United Nations Declaration on Refugees and Migrants of September 2016 and the recently adopted Global Compact on Safe, Orderly and Regular Migration (GCM).²

¹ United Nations. *Transforming our World: The 2030 Agenda for Sustainable Development*. New York/Geneva. Available at

<https://sustainabledevelopment.un.org/content/documents/21252030%20Agenda%20for%20Sustainable%20Development%20web.pdf>

² The Global Compact for Safe, Orderly and Regular Migration (GCM) [was adopted](#) at an intergovernmental conference on international migration on 10-11 December 2018 in Marrakesh, Morocco. For more information, see <https://www.iom.int/gcm-development-process>.

The African Union Migration Policy Framework for Africa, adopted in 2006, also states that, migration is a multifaceted phenomenon which requires action of different stakeholders from public and private sectors respectively for effective formulation and implementation of policies. It also encourages Member States to facilitate the full participation of Diaspora in national development initiatives by establishing frameworks and institutional structures necessary to reach, mobilise and engage resources and networks of Diaspora in all sectors of socio-economic activity. At the bilateral level, GoL has committed itself to discuss migration-related matters based on bilateral cooperation with South Africa, through the Joint Bilateral Commission of Cooperation (JBCC).

Therefore, this policy comes at a powerful moment for GoL given the national, regional and global interest on diaspora engagement.

A3. The Socio-economic importance of Basotho diaspora

The Basotho diaspora is not a homogenous group; it is representative of many generations of migration and different levels of connectivity with Lesotho. The socio-economic importance of the Basotho diaspora is, therefore, layered. It is signposted by the growing commitment of the GoL to advance policies addressing the migration-development nexus. Similarly, ongoing reforms will need to be advanced to develop a culture of engagement best suited for diaspora engagement. Given the informality in which the diaspora currently engages, such reforms are integral to building a culture of engagement that is impactful and ongoing.

The socio-economic importance of the diaspora has been traditionally linked to the role of remittances in safeguarding the wellbeing of Lesotho. Remittances have situated Lesotho on the top ten remittances recipient countries in the world, as a percentage of gross domestic product (GDP) according to the World Bank data.³ From 44% of GDP in 2006 to an estimated 21.2% of GDP in 2018, remittances have had a significant impact on Lesotho's economy. This data does not aggregate informal channels that are used, amongst others, due to proximity of Diasporas' country of destination and the constant flow of migrants between Republic of South Africa (RSA) and Lesotho. As per data gathered in Migration Policy Series in 2010⁴, part of Southern African Migration Programme, informal channels are the preferred transfer options in South Africa, being as high as almost 90 percent in Lesotho. Much efforts have been already made to make remittances more affordable for Basotho diaspora, but further reduction of remittance costs is needed to ensure they are transferred formally. The latter is also in line with key global development agenda.

The focus of this policy is global in its treatment of the diaspora. However, given the uniqueness of RSA to the Lesotho diaspora story, with over 90% of the diaspora residing there, a lot of initial engagement focus will centre on RSA. In turn, this can be a powerful aggregator for the GoL in that the proximity of engagement can help in terms of the budgetary and network components additionally needed for engagement. It will also help the GoL identify key case studies to learn from, for example the proximity of the Mexican diaspora to the home country in the United States.

Beyond remittances, the social capital of the diaspora may be just as powerful as the economic capital of the diaspora to safeguard Lesotho's development in the short to mid-term. The socio-economic

³ UNCTAD based on data from the World Bank (2008)

⁴ Jonathan Crush, Belinda Dodson, John Gay, Thuso Green, and Clement Leduka (2010). *Migration, Remittances and Development in Lesotho*. Migration Policy Series No. 52, Southern African Migration Programme, (SAMP).

importance of the Basotho diaspora is rooted in the diaspora capital it possesses. Diaspora capital is defined as:

*the resources available to a country, region, city, organization or place that is made up of people, connections, networks, money, ideas, attitudes and concerns of those with an ancestral or affinity-based interest in their home country.*⁵

Consultations undertaken with diaspora for this policy reiterate the socio-economic importance they retain. Below is a snapshot of insightful testimony from the diaspora in this regard.

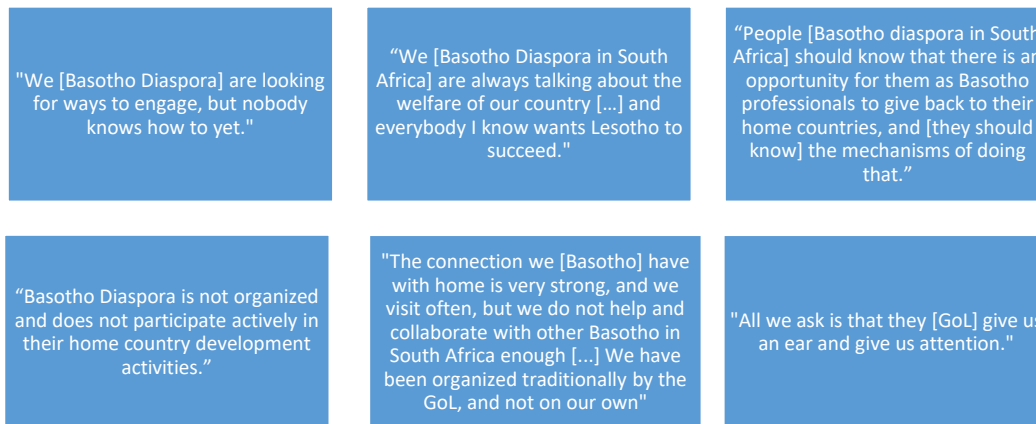


Figure 1 Insight gathered from stakeholder consultations with Basotho diaspora in South Africa, October 2019.⁶

Similarly, findings of "Mapping of Basotho Health-Care Professionals in the United Kingdom,"⁷ indicate a strong attachment among Basotho health professionals to Lesotho, whereas readiness was expressed by all respondents to engage in development initiatives virtually. Other interviewees shared their strong interest in offering mentoring assistance to Lesotho people, and "especially to young females who are hardly recognized in these corporate markets, because it is very tough."⁸

The impact of Basotho Diaspora on Lesotho's socio-economic development is a timely opportunity for Lesotho. This policy must work to support the GoL to create an effective coordination and management mechanism for diaspora engagement whilst helping the diaspora to address their needs. The policy must give to the diaspora before expecting them to give back to Lesotho.

A4. Background findings for Policy Recommendations

Throughout the study visit, and consultations with the diaspora, several key findings were developed at the macro and micro level as focus areas for this policy. These are entwined with the socio-economic importance of the diaspora. These are depicted in table below.

- The establishment of the Diaspora Directorate within MoFAIR and the institutional mechanisms to enable diaspora engagement should be a key priority for the policy – in the short term.
- The importance of adopting a framework of engaging both the integrated and vulnerable members of the diaspora was strongly articulated.

⁵ Kingsley Aikins and Dr. Martin Russell. *The Networking Institute's Diaspora Engagement Training Programme*. Dublin, 2019.

⁶ A more representative sample of input from the diaspora is included in Annex II accompanying this policy.

⁷ African Foundation for Development (AFFORD), and International Organization for Migration (IOM), February – May, 2014. Mapping of Basotho Health-Care Professionals in the United Kingdom.

⁸ Insight gathered from stakeholder consultations with Basotho diaspora in South Africa, October 2019.

- The aim of this policy should be to provide the building blocks of diaspora engagement for the government of Lesotho to ensure an achievable and realistic program of activity, as well as remove obstacles and create opportunities for Diaspora to engage in economic development (i.e. employment and Labor sector is conducive for investment) by taking specific actions to understand Basotho Diaspora and build solid relationships.
- The need to develop a mechanism to ensure that diaspora financial contributions to Lesotho are effectively and efficiently managed should be addressed in the policy. Stakeholders expressed interest in models such as the Ethiopian Diaspora Trust Fund- in the long-term.
- The need to facilitate ease of movement of people crossing our borders.

Figure 2 Macro Level Findings for Policy Recommendations

Dialogue constituted a key part of the process for the policy and will remain so for its implementation. It will allow GoL to recognize the importance of Basotho diaspora as a central driver of development and emphasize the importance of inclusive dialogue for building a policy environment conducive to sustainable development.

In line with this, systematic investment in the upskilling of the GoL diplomatic core will be a key component for success. The policy recommends training in specific fields pertinent to diaspora engagement along with the increased frequency of communication advocated for above. It is essential to ensure all key representatives are fit for purpose to build meaningful engagement.

Through the dialogue developed throughout the policy, systematic micro learnings were scoped out from the background analyses, as well as the extensive situational analysis, part of Annex II, that can guide the early phase recommendations of this policy. These are based upon issues of communication, trust and vulnerability.

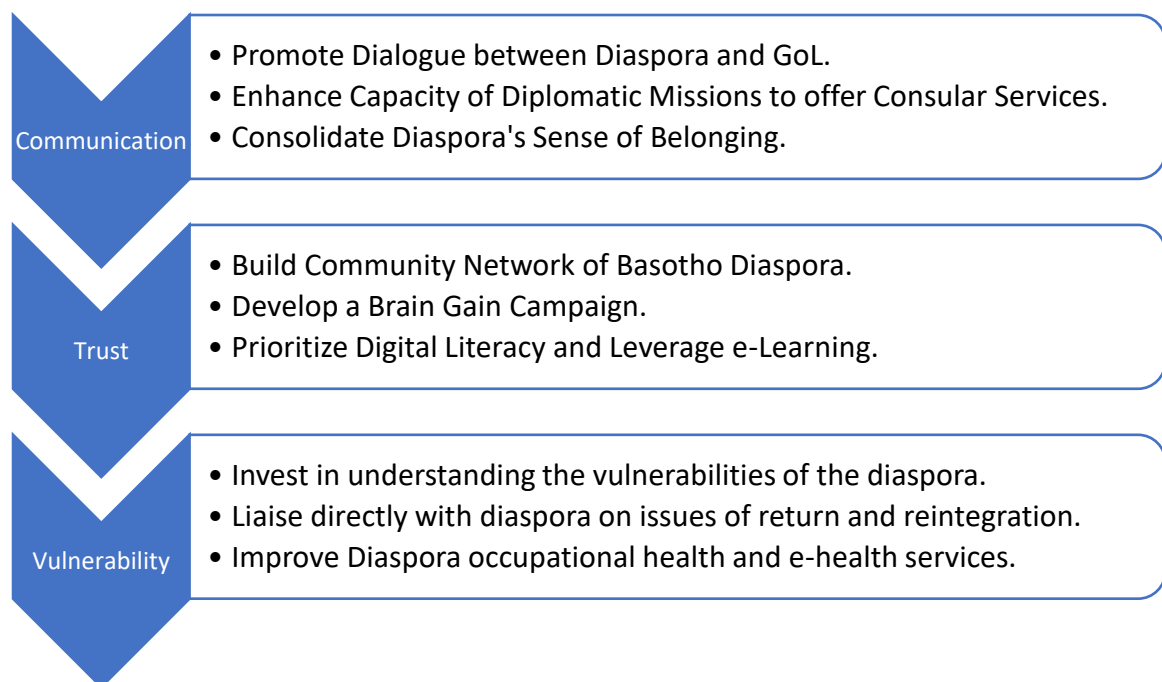


Figure 3 Overview of Micro-level Background Findings for Policy Recommendations

The annex material of this policy provides further credence to the above findings. To support the data driven decision making process of the policy, later sections examine these obstacles in more detail.

The challenge for the policy is to put in place a system of guideline and good practice to act upon the findings above. Such work can be situated within the legislative environment needed to execute such plans and identify the core foundational aspects of the policy to support this work. By rooting our policy programme in global best practice, the policy can push forward GoL work on diaspora engagement and building the institutional apparatus needed to safeguard its success.

B. Overall Guidelines

This section of the policy focuses on two key deliverables. It will outline the existing legislative landscape that informs diaspora engagement in Lesotho. Then, a system of ethics will be determined to inform the policy. Put simply, the ethics and values that have shaped the policy’s creation and those that will shape its implementation must be identified.

B1. Policy and Legislative Framework

This analysis focuses on extracting the essence of the necessary national legislation, policies and strategies relevant to diaspora engagement in Lesotho. The GoL deserve recognition for their ongoing enhancement of strategic frameworks operating within the context of the migration-development nexus. Below is a short synopsis of the key documentation.

The National Strategic Development Plan II (NSDP II), 2018/19 – 2022/23 emphasizes private sector development to encourage private sector investment and pursue sustainable inclusive growth, that create jobs and inclusive growth in Lesotho. Its stated aim is to “transform Lesotho economic from consumer-based economy driven by the Government spending to producer-based economy driven by private sector investment.”⁹ The socio-economic potential of the diaspora noted earlier pinpoint the policy coherence between this policy and NSDP II. The table below depicts the focus of NSDP II identified key priority areas, where diaspora engagement can add value to its impact awareness.

i.	Promoting inclusive and sustainable economic growth and private sector-led job creation
In the sectors of Agriculture, Manufacturing, Technology & Innovation and Tourism.	
ii.	Strengthening human capital, including: Health, Skills and Development, Migration and Diaspora, Nutrition, and Social protection
The second strategic objective of this key priority area is “Strengthening Diaspora Engagement,” while the interventions deriving from it are development of appropriate framework for diaspora engagement and awareness raising on investment opportunities in Lesotho, as well as <i>creation of a Diaspora Directorate to strengthen coordination between the Diaspora Government.</i>	
iii.	Building enabling infrastructure
For example, in roads, energy, water, ICT.	
iv.	Strengthening governance and accountability systems
Service Delivery Decentralization, Public Financial Management, Peace, Security & Stability, Law Enforcement and Administration of Justice, Protection of Human Rights, and Cooperate Governance.	

Figure 4 The National Strategic Development Plan II (NSDP II) key priority areas

⁹ Government of Lesotho. *The National Strategic Development Plan II, 2018 – 2023*. Maseru.

The NSDP II also follows the enactment of the **Eighth Amendment to the Constitution Act, 2018**, which allowed dual citizenship in Lesotho. This also strengthens the implementation of NSDP II. NSDP II is built on the achievements and lessons learned during implementation of NSDP I. The inclusive and sustainable private sector led economic growth as a key priority area in NSDP II, is also supported by the **National Industrialization Policy** that seeks to diversify both the portfolio of Lesotho export products and destination markets.

Furthermore, the trade and investment component of this policy can be linked into to the **Lesotho National Development Corporation (LNDC) Diaspora Engagement Strategy for Trade and Investment**. Enacting policy coherence between these two documents is essential. For operational purposes, this policy should be positioned as the overarching engagement document and roadmap through which LNDC can situate their endeavours.

In the interest of Basotho securing and benefiting from employment abroad, the **Labor Migration Management Policy** was developed by Ministry of Labour and Employment. The policy also focuses on attracting and retaining skills in the country to serve Lesotho's development agenda and integration as well as aims to protect the welfare of Basotho working outside of Lesotho. Moreover, it addresses labor migration management issues and responds to emerging labor migration challenges for Lesotho, such as:

- Portability of social security benefits;
- Feminization of labor migration;
- Reintegration of returning migrant workers in the labor market, and;
- Promotion of employment and decent work through labor migration.

On the 22nd September 2015, Lesotho and the Republic of South Africa entered into an Agreement on the **Lesotho Special Permit (LSP)**. The purpose of the Agreement was to regularize Basotho who were irregular in South Africa. The agreement will come to an end in December 2019. The **Lesotho Exemption Permit (LEP)** has passed negotiation phase and consensus has been achieved. The application process has been opened since November and the LEP will be valid for period of 4 years – Jan 1, 2020 to end of 2023 inclusive.¹⁰ The LEP is open to holders of the LSP.

The supplementary Annex II of this policy document provides a more substantive situational analysis the outlines other influencers and findings in more detail along with more critical insight on stakeholder consultations.

B2. Organizational and Operational Cultures of the Policy

This value system mapping is designed to ensure that MoFAIR and stakeholders in Lesotho can effectively bring the policy to market through external support. There is an increasing pressure within diaspora engagement at a national, regional and global level to ensure that such work is done through an ethics of care.¹¹ This often correlates to a growing appreciation that effective diaspora engagement

¹⁰ Insight gathered from stakeholder consultations during validation workshop in Lesotho

¹¹ The ethics of care concept in diaspora strategies was initially advanced by the collaborative work of Prof. Mark Boyle, Dr. Elaine Lynn Ee Ho and colleagues. For a formative overview, see Elaine L.E Ho, Mark Boyle, and Brenda S.A Yeoh, "Recasting Diaspora Strategies through Feminist Care Ethics," *Geoforum*, Vol 59, pp. 206-214.

not only engages the successful members of the diaspora but also supports the most vulnerable members of your diaspora.¹²

This value system can be based within an organizational and operational culture for the policy. These cultures stand as commitments from the GoL and its partners to adhere to a culture of work that reflects global standardization of diaspora engagement. In establishing such a code of ethics, it can then be ensures that these behaviours act as baseline of expectation in the culture of work of the GoL, its international partners and the diaspora like.

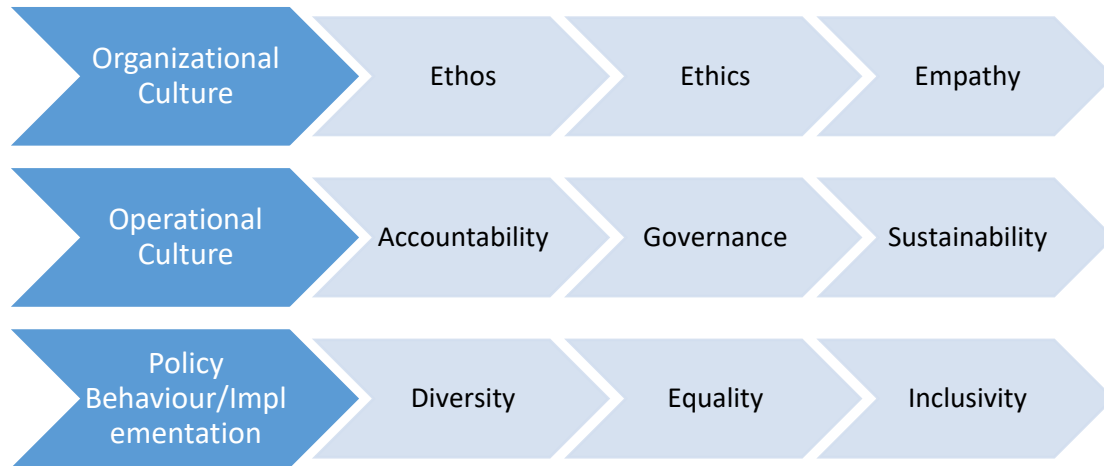


Figure 5 Organizational and Operational Cultures + Impact

B2.1 Organizational Culture

The organizational culture of this policy will reflect the normative standards of diaspora engagement informed by the IOM 3E approach. It is based upon a comparative 3E approach of “ethos, ethics and empathy”. The ethos of this policy is one of togetherness. It views the Basotho diaspora as a co-creator of Lesotho’s future.¹³

The operational culture is first and foremost driven through an ethics of care prior to ethical engagement.¹⁴ It is the stated aim of the GoL to contribute to its vulnerable people abroad whilst also ensuring ethical engagement of its integrated members of the diaspora. This is based upon a culture of empathy. Empathy is an important belief system in diaspora engagement. The migration journey is one of struggle to success to significance.¹⁵ This process reflects that many migrants endure struggle early in their migratory journey. Then, layers of the community will become successful and significant in their country of destination through where they can be key enablers of the development of both their home and host countries. An empathetic organizational culture will ensure listening across that spectrum.

¹² This model of diaspora engagement is based on the approach adopted by the Government of Ireland. For more information, see Government of Ireland. *The Global Irish Policy*. Dublin 2015.

¹³ The concept of co-creation is an early marker of policy coherence with the existing LNDC strategy as it aligns to the vision of that strategy. For more information, see Lesotho National Development Corporation, *Diaspora Engagement Strategy for Trade and Investment*, Maseru 2019.

¹⁴ See footnote 11.

¹⁵ Adopted from the presentation by Kingsley Aikins, “Why Diaspora Matters,” *The Networking Institute, Dublin 2018*.

B2.2 Operational Culture

It is the stated aim of the policy that the GoL will undertake diaspora engagement in an accountable manner. The institutional framework to be developed later will outline a system of accountability to instil donor and diaspora confidence in the transparency of the operational culture. Furthermore, the GoL commits to establishing an optimal governance framework for the policy.

Contextualizing both those components is a stated commitment by the GoL to ensure sustainability to the policy both in terms of sourcing support and its operational output. Furthermore, there is a commitment to ensure that the operational output works to the sustainability of the communities it serves – donors and diaspora.

B2.3 Policy Behaviour/Implementation

By embedding these organizational and operational cultures, a robust baseline of expectations can now be established to help the policy in the future in terms of behaviour and implementation. It is the aim of these cultures and the policy to ensure that the policy meets global standards on:

Accessibility; Agility; Aspiration; Community Integration; Co-operation; Digitalization; Diversity; Equality; Inclusive; Innovation; Transparency; and Trustworthiness.

Situating such a focus to this policy will be a strong policy innovation for the GoL given the feedback from the diaspora during the policy development process. The above principles will have varying levels of importance depending on the stage of policy implementation, but they can act as a core guide for the ongoing culture of reform in Lesotho. This will ensure further policy coherence between this policy and the evolving policy landscape in Lesotho.

C. Rationale for Diaspora Policy

This section of the policy is focused on synchronizing the rationale for the policy via the contexts and findings outlined earlier. The initial focus is on identifying the foundational parameters that inform the rationale and recommendations of the policy. These include the issue of definition, vision and mission to complement the existing principles outlined in terms of the organizational and operational cultures.

The rationale is then extended to provide an overview of the policy development process and methodology, as well as a short contextual analysis on the challenges for diaspora engagement.

C1. Policy Development Process

Here, a more detailed breakdown of the policy development process is extended in order to verify the recommendations to be developed fully in the next section of the policy. The methodology and its application were limited by the ongoing methodological realities of migration and diaspora studies.

As noted in the LNDC *Diaspora Engagement Strategy for Trade and Investment*:

An on-going methodological difficulty in diaspora and migration studies remains the ability to collect and interpret precise data on a given community abroad. Whilst a key methodological and analytical query, the historiography of the Lesotho diaspora will need deepening..... If we prescribe to the vision that the

*diaspora represents a central developmental agent in designing, implementing and securing Lesotho's developmental aspirations then we will need to network our existing datasets.*¹⁶

Considering this challenge, the policy development process was one based on accessibility and agility. It ensured an inclusive and participatory approach through a phased implementation plan. This resulted in key phases designed to ensure that all stakeholders were afforded an opportunity to input into the policy.

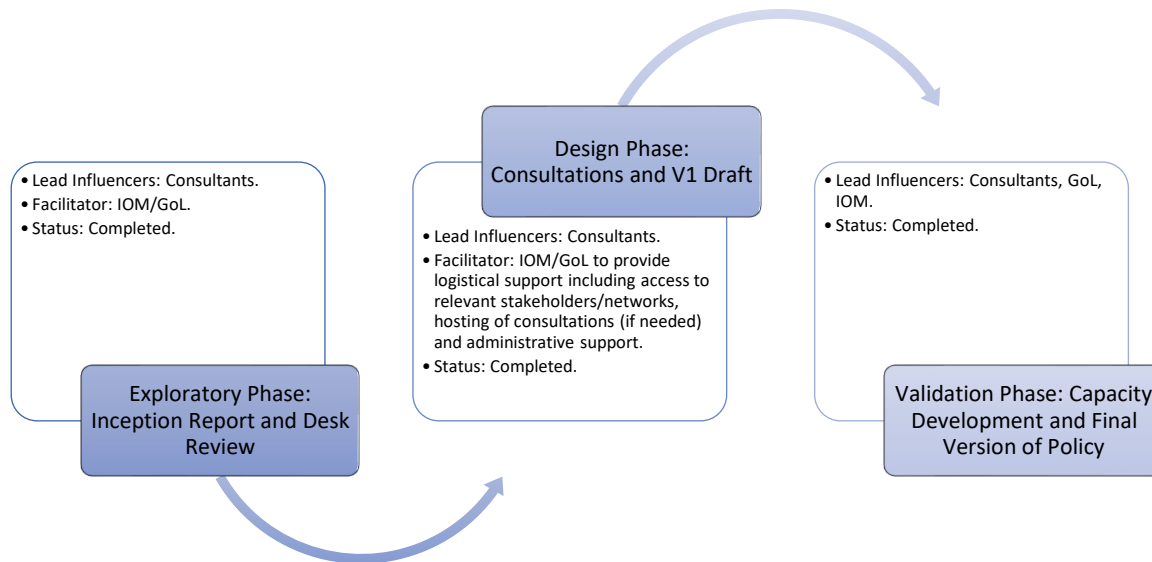


Figure 6 Phases of Policy Development Process

The exploratory phase: focused on the delivery of an inception report for the policy followed by an extensive desk review of pertinent source materials. These sources included the relevant primary and secondary source material that informs the policy.

The design phase: focused upon an extensive period of consultation both in Lesotho and with the diaspora. A study visit and workshop were held in Lesotho in early September 2019. During the visit, approximately 16 meetings were held with leading public and private sector institutions. This workshop enabled coherence and consensus to be built on the foundational features of the policy outlined in this section – definition, vision and mission.

The validation phase: Extensive consultations were then designed to engage the diaspora along with embassy and consulate representatives in South Africa where over 90% of Basotho diaspora reside. A series of digital consultations through semi-structured interviews and surveys were provided to the diaspora. Finally, there will be extensive consultation process of reviewing the policy draft with stakeholders, provision of capacity development workshops along with verification of the draft of the policy with its annexes.

C2. Definition of the Lesotho Diaspora

The definitional necessity of any policy is to ensure the development of a realistic definition of its subject matter. Given that the policy is keen to ensure that the viable diaspora capital within the

¹⁶ Lesotho National Development Corporation, *Diaspora Engagement Strategy for Trade and Investment*, Maseru 2019.

diaspora is accessible for the development of Lesotho, the policy works towards an expansive, progressive definition of diaspora. This policy defines the diaspora as:

People of Lesotho origin living outside the country, along with any person willing to preserve and embrace Lesotho's heritage, and contribute to its development.

This definition was developed upon critical assessment of existing definitional frameworks on diaspora from global best practice including the African Union, IOM and several diaspora policies.¹⁷

C3. Profile of Basotho diaspora

The Lesotho diaspora comprises of emigrants from Lesotho and their descendants around the world and those with a tangible connection to Lesotho. Although difficult to prescribe a precise number on the Lesotho diaspora, for reasons of proximity and shared history, there is a significant portion of the diaspora in South Africa. Nevertheless, Lesotho diaspora is noted to have been active individually or in groups at one point, in the United Kingdom (UK), United States (US), Canada, and other locales.

The Basotho diaspora represents people of different interests, beliefs and reasons for being outside of Lesotho. It is young and old people, those that have managed to integrate well, as well as those that are still living in poor conditions and are struggling, including those that have not left Lesotho by choice. Additionally, the definition informing this policy includes friends of Lesotho, such as those who have spent time living, studying and working in Lesotho, and/or those that have Lesotho affiliation.

The 2016 Census revealed that there are among 179,579 people living abroad. This represents approximately 8% of the overall population of the country when contextualized within varied estimates of the official population of Lesotho.¹⁸ Given that the definition of diaspora in this policy works beyond migrants, the diaspora represents an important constituency for the development of Lesotho.

74.3% (133,202 persons) of Lesotho migrants are the aged between 25-59 years or workforce age. This is followed by 13.2% (23,691 persons) aged 20-24 years some of them may go to university and others may work. 4.2% (7,603 persons) of them are aged 15-19 years (presumably secondary students), 3.2% (5,764 persons) are aged 5-14 years (pre- and primary students), and 2.4% (4,377 persons) are infant and children between 0 and 4 years (pre- and nursery school). 2.6% (4,672 persons) of the emigrants are aged over 60 years, of which some may have been retired.¹⁹ Approximately 40% of the diaspora are women.²⁰

The Diaspora Outreach forums organized in 2019 by the MoFAIR in collaboration with the IOM, in three Provinces of South Africa in Gauteng, Free State and KwaZulu-Nata, provide indicative profiling of the diaspora. The objective of these forums was to give Basotho living in these provinces in South Africa an opportunity to have an open dialogue with GoL senior officials and to enhance effective engagement with the diaspora for the development of their country, as well as to identify issues that need to be addressed for the welfare of Basotho leaving in South Africa. There, Basotho diaspora was

¹⁷ During stakeholder workshops, examples of diaspora policies included Ethiopia, Ghana, Malawi and Ireland. Various definitional approaches from international agencies and organizations were also provided to stakeholder to develop the most suitable definition for this policy.

¹⁸ Census 2016, Bureau of Statistics, Ministry of Development Planning. This calculation is based upon the population estimates from IOM. Slight variations in the data exist with other sources including <https://www.worldbank.org/en/country/lesotho/overview> and <http://worldpopulationreview.com/countries/lesotho-population/>

¹⁹ Data sourced and assessed from *International Migration of Lesotho: Data Analysis from BOS Census 2016*.

²⁰ Data sourced and assessed from *International Migration of Lesotho: Data Analysis from BOS Census 2016*.

represented by a *maturing* and *gendered community*, consisting of both *skilled, semi-skilled and unskilled Basotho*. In two out of the three forums held, in Durban and Bloemfontein, there were more women than men participants. Nevertheless, the professions of the participants of these forums were: hawkers, hairdressers, and construction, factory, farm and domestic workers, while some were unemployed.

Conversely, the forum in Johannesburg had a slightly greater number of male participants, and the professions of participants included investors, business owners, consultants, management professionals, lecturers, technical specialists, and other. As can be inferred from this data,²¹ gender inequality still disadvantages women in Basotho diaspora over men in socio-economic and political spheres, due to limited opportunities for their professional advancement and limited job opportunities as comparison to Basotho diaspora man in South Africa. Moreover, as a result of the forums held, it was also concluded that Basotho living in the Free State and Kwazulu Natal provinces are the most vulnerable diaspora and are still in need of protection and support from the GoL.

Basotho Diaspora mainly left their country of origin due to economic reasons such as lack of employment opportunities, poor living conditions, and lack of opportunities for academic advancement. Their future aims reveal that they are mainly not ready to return to Lesotho, but that they aim to be engaged and help Lesotho and Basotho people from afar. Some Basotho agree that with conducive and favourable conditions they would not hesitate to contribute to the development of Lesotho, and even return and reside there, close to their families²².

As per online survey results, it can be noted that Basotho diaspora want to know more about what is happening in Lesotho and how the GoL perceives them as diaspora, as well as who they can turn to for help when they are not in Lesotho.²³

Basotho Diaspora rarely communicate with consulates and considers that there is no sustainability in services offered by Lesotho Consulates in South Africa, who in turn lack resources and capacities to assist the diaspora. Moreover, Basotho diaspora believe that the lack of this communication, and/or interactive platforms denies them the opportunity to enhance their impact at home, and/or promote dialogue and action on economic development in Lesotho. As such, lack of trust in the government of the country of origin, is one of the main challenges faced by the diaspora especially in relation to maintaining links with Lesotho.

From these datasets and interactions, we can design a preliminary profile of the diaspora, in line with the vision of this policy. It can be outlined as follows:

²¹ Insight from the third inclusive Diaspora Outreach Forum held in Durban, South Africa, November 2019.

²² Insight gathered from stakeholder consultations with Basotho diaspora in South Africa, October 2019.

²³ Data gathered from online survey undertaken with Basotho diaspora abroad, October - November 2019.

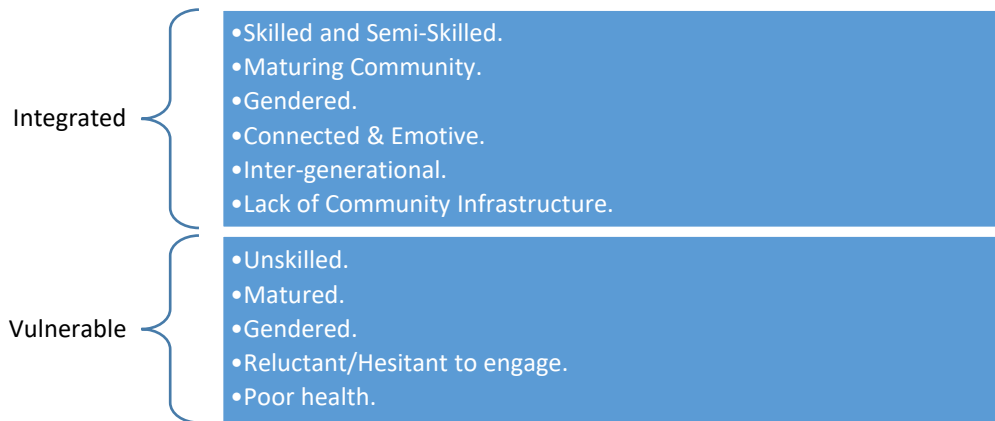


Figure 7 Initial Profiling of Diaspora

i. Integrated Basotho Diaspora

The diasporas' sense of community and readiness to engage is stronger amongst the integrated, rather than vulnerable diaspora members. Nevertheless, trends of priority towards their connection to Lesotho, have still not shifted. Most Basotho still undertake trips annually to Lesotho, and hold on to their family ties strongly, while younger generations particularly, do not generally see a future back in Lesotho.

Basotho in South Africa are passionate about their country of origin and are eager to be involved and share positive information about Lesotho in South Africa, making it easy to leverage on their presence with a view to promoting Lesotho. Additionally, there is a limited formal collaboration amongst Basotho in South Africa. Due to the proximity to Lesotho, even the Basotho in South Africa that have left Lesotho long ago, deem themselves as "connected" to their home country, as well as "emotive," but there seems to be "lack of community infrastructure" and missing link with other non-family Basotho in South Africa.

In that spirit, consulted Basotho in South Africa and the United States of America (USA), note that there is a need for an establishment of an internally democratic Basotho Diaspora association, in order to drive the engagement success. Furthermore, one of the most popular services from the Lesotho government for Basotho diaspora abroad are receiving up-to-date information, online or else, as well as joint trainings between the homeland and diaspora businesses so skills can be transferred²⁴. Additional services deemed as necessary by respondents, can be noted in commentary in Figure 6.

²⁴ Data gathered from online survey undertaken with Basotho diaspora abroad, October - November 2019.

"Creation of skills transfer programmes between diaspora and Lesotho" [...] "Exchange of skills is very important" [...] "Important to transfer knowledge"	"Maybe we need a dedicated website for Diaspora engagement. But we definitely need up to date information. Newsletters, facebook, TV and Radio Program"
"Receive regular updates about employment and investment opportunities in Lesotho. Have a online platform where information on all these opportunities can be accessed"	"We need to be kept up to date with relevant information. Some of the very critical websites like Central Bank of Lesotho are rarely updated and this leads to Lesotho missing out on key investments and opportunities"
"The Government should hold expos where different departments and the private sector showcase investment opportunities available in the country"	"Basotho need a supportive structure that takes care of their wellbeing"

Figure 8 Survey respondents' note the services they need to receive from the Lesotho government

Other potential interventions through this policy that have been advocated for include economic business opportunities and business advice services; information on availability of jobs, creating a conducive environment for newcomers; and the need for transparency around required skills and recruitment processes for government jobs. Additionally, access to land and education opportunities as well as organizing of temporary/ permanent return of skilled people are also noted to be extremely important for Basotho abroad.

ii. Vulnerable Basotho Diaspora

While many Basotho have found great success in South Africa and abroad, for others it has been a challenging and difficult experience. Yet, all of them continue to regard Lesotho as their home. Key matters of importance to unskilled and vulnerable Basotho Diaspora are services for better Border Management Systems, sustainable re-negotiations of the LSP documents and nearer Consular service.

Over the years, male migrants from Lesotho tended to enlist with mine recruitment agencies for employment in South Africa's gold, diamond and coal mines. Some Basotho mineworkers settled in South Africa as permanent citizens. Others would still return home to Lesotho at the end of their contracts of employment, while potential women migrants would stay at home and go to school.

In this matter, Basotho man referred education to women while they migrated to South African mines.²⁵ It is interesting to note, that because of this cultural background, Lesotho had more girls educated than boys, and the literacy rate among women hits 95% as opposed to 83% among men.²⁶ That gap is now closing, whereas Lesotho remains as one of the 20% most unequal countries in the world with a Gini coefficient of 44.6.²⁷ That said, women are more likely to be poor, unemployed, face

²⁵ Francis M., 1997. Gender and Politics: A Note on Gender Inequality in Lesotho. *Journal of Social Development in Africa* 12: 5-14.

²⁶ UNDP, 2015. Lesotho National Human Development Report: Summary 2015. Leveraging the Power of Youth to Promote Human Development. United Nations Development Programme.

²⁷ Lesotho Overview <http://www.worldbank.org/en/country/lesotho/overview> accessed November 27, 2019

gender-based violence and have a higher prevalence of HIV than their male counterparts across the country.²⁸ In context of support provisions to vulnerable diaspora, there are important variations that will apply across the gender profile of the community. For example, there are varied health needs across gender in vulnerable members of the community.

Similarly, the occupational *health burden* from ailing Basotho mineworkers who work in South Africa remains a concern. In October 2012, the Southern African Development Community (SADC) signed a Declaration on tuberculosis in the Mining sector²⁹, recognizing that HIV prevalence is higher and vulnerability to HIV infection is more acute among mineworkers, their families and surrounding communities in SADC region, and also that mining workers are vulnerable to tuberculosis. Unfortunately, there seems to be fragmentation in administration to delivery of information and services, including health services which results in poor communication within and across stakeholder groups. As such, the current policy framework ought to focus on wider aspects of migration, beyond health generally to enhance Basotho diaspora community empowerment and access to services, increased accountability and supervision, as well as improved documentation and data.

Basotho Diaspora, especially the vulnerable Basotho, can also be categorized as *reluctant and hesitant to engage* and attend the Diaspora outreach forums and share their information, and thus remain isolated. In most cases that is due to the lack of trust in GoL, and/or their irregular status in the host country. Consequently, these Basotho shy away from communication with any institutional representative, thus making it difficult for them to be informed of services and opportunities for open dialogue that inform strategies adopted by the GoL.

To vulnerable Basotho, a key need is being able to travel across the border to obtain proper residence and work permits and be protected from police harassment.³⁰ Additionally, there seems to be an increasing need for Lesotho to protect Basotho, who are “*exploited,*” “*paid less,*” and “*face Xenophobia*” in South Africa³¹. Such common experiences of invisibility leave vulnerable Basotho families and communities isolated and disempowered.

These preliminary insights will act as a guide to designing targeted interventions to achieve the vision and mission of the policy. The cross-cutting features from both profiles will enable early interventions of mutual interest across the nuances of the community. The diaspora outreach forms are a prime example of this. Furthermore, this policy will need to mainstream gender in its aims and activities given the composition of the community.³²

C4. Objectives of the Diaspora policy

The objective of the policy is a purpose driven statement that will be enacted through the vision and mission of the policy. The top-tier objectives of the policy are as follows:

- To build a more coordinated approach to diaspora engagement in Lesotho from an institutional and leadership perspective;
- To commit to the development and strengthening of the community network of Basotho diaspora;

²⁸ Government of Lesotho (2014b). Demographic and Health Survey 2014.

²⁹ World Bank, (2014). Southern Africa tackled TB in the Mining Sector. News. Press Release.

³⁰ Insight gathered from stakeholder consultations with Lesotho Consulates in South Africa on November, 2019

³¹ Insight gathered from stakeholder consultations with Basotho diaspora in South Africa, October 2019.

³² Given the clear gendered profile of the diaspora with over 40% of the diaspora being women, it will be critical to mainstream gender across all activities associated with the policy and its implementation.

- To increase effectiveness of engagement of Basotho diaspora;
- To provide services to both the integrated and vulnerable members of the diaspora.

These objectives will ensure a holistic approach to diaspora engagement through the policy whilst cultivating stronger ties and trust between Lesotho and the diaspora.

C5. Vision and Mission of the Policy

The vision of the policy is defined as follows:

The vision of this policy is to ensure that the diaspora is integral to the development of the country by enhancing the effectiveness of its contribution to the development of Lesotho. This vision is coupled with ensuring the diaspora feel supported and protected to improve their welfare as a community abroad.

The mission of the policy is defined as followed:

The mission of this policy is to empower both the successful and vulnerable members of the diaspora. It is to provide a directorate that can facilitate a committed engagement of the diaspora to the development of the country through their knowledge, capital and skills. Central to this will be ensuring the accountability of the GoL to deliver the mission.

This vision and mission are based upon core principles that exemplify the spirit of the policy. This will be based upon a principle of ***mutual trust between diaspora and Lesotho.***

C6. Identify the existing challenges in hindering effective diaspora engagement

The challenges that hinder effective diaspora engagement in the context of Lesotho can also be thematically based into organizational and operational challenges. These themes build consistency with previous analysis and further strengthen the findings of earlier sections.

As per consultations undertaken with Basotho diaspora, the general belief is that decisive and comprehensive reform is needed in Lesotho, not focusing on specific sectors or groups, but on the wider system. This organizational challenge is the first body of work of this policy. Other organizational challenges include:

Organizational Challenges
a. Lack of a policy instrument/ institutional mechanism for co-ordination and administration of issues crucial to Basotho diaspora’s well-being.
b. Limited existent communities and Basotho Diaspora networks.
c. Limited engagement with GoL regarding the welfare of the vulnerable Basotho diaspora.
d. Lack of Communication and inadequate capacity of Lesotho Consular services.
e. Limited dialogue amongst Basotho Diaspora and GoL.

Figure 9 Organizational Challenges Hindering Diaspora Engagement in Lesotho

These organizational challenges pinpoint the early phase implementation focus needed for this policy. When applied to the projected targeted areas of engagement for this policy, they also unearth more detailed insights on the operational obstacles ahead for the policy.

The table below is a short summarizing of the key operational challenges to effective diaspora engagement stemming from the organizational top-tier analysis above. They can be categorized as follows:

i.	Obstacles to Entrepreneurship
	a. The lack of capital for Basotho who wish to develop a business;
	b. The absence of assistance to Basotho diaspora, consisting of professionals;
	c. No transparency on the assistance provided to entrepreneurs in Lesotho.
ii.	Obstacles to Investment
	a. Difficulty in movement of people crossing Lesotho border with South Africa;
	b. Inadequate capacity to offer consulate services;
	c. Political instability.
iii.	Obstacles to Skills Transfer
	a. Hostility towards losing its people, while there are limited job opportunities in Lesotho, rather than creating means for those that are leaving to contribute via short term visits;
	b. Untapped skills and expertise and lack of an integrate database of Basotho abroad;
	c. No incentives for training institutions to be developed by Diaspora, whether physically in Lesotho or online.
iv.	Obstacles to Access to Information
	a. Weak structures to inform Basotho in the Diaspora of investment opportunities;
	b. A need for facilitating ease of movement of goods people crossing borders;
	c. No formal Basotho diaspora networks.
v.	Obstacles to protecting the vulnerable Basotho Diaspora
	a. No structured dialogue between the vulnerable groups and the government;
	b. No Structured dialogue between the vulnerable groups and those who can intermediate between government and them, such as various nongovernmental organization (NGOs).

Figure 10 Operational challenges or barriers to effective diaspora engagement

The focus of the policy now shifts to understanding global best practice in overcoming such challenges and then applying such insight to design an updated roadmap or programme for the policy. It is clear that this policy should initiate the process of closing these challenges, but it will take time and several iterations of this policy to empower GoL to overcome these obstacles.

C7. Standardizing Engagement Processes: Global Best Practice on State Policies

This policy is informed by recognized global best practice on state policies to engage diaspora communities. The two examples of global best practice identified here are the IOM-MPI *Joint Handbook on Developing a Roadmap for Diaspora Engagement* and The Networking Institute's 4-step process to Diaspora Engagement (as outlined in their *Diaspora Engagement Training Programme*).³³ Annex material will include a bibliography that illustrates other useful sources of best practice.

In accordance to the joint IOM-MPI *Handbook on Developing a Roadmap for Diaspora Engagement*, there are 4 key pillars to successfully embedding diaspora communities – in this case the diaspora of Lesotho – as partners for development. These are: **Identify Goals and Objectives; Know Your Diaspora; Build Trust; and Mobilize Stakeholders.**

IOM's 3E strategy: Enable, Engage and Empower

These pillars are founded upon the core 3E strategic approach of **engage, enable and empower**. These 3 interconnected elements help to identify and shape existing roadmap for diaspora engagement that

³³ International Organization for Migration and Migration Policy Institute, *Developing a Roadmap for Engaging Diasporas in Development: A Handbook for Policymakers and Practitioners in Home and Host Countries*, Geneva/Washington D.C., 2012.

is operational within Lesotho. This triumvirate will also remain central to the programmatic realignment outlined in later sections of the policy.

Capitals Associated with 3E strategy

The 3E strategy identifies a series of core capitals that communities abroad can contribute to home country development. These are Human and Social Capital, Economic Capital and Cultural Capital. Within the context of this policy, these capitals are instrumental to the design of the building blocks of diaspora engagement in Lesotho.

Human and Social Capital

This form of capital is “described as the human resources that diaspora members constitute through their skills and knowledge, and the extended networks that they maintain.” These networks are intrinsic in nurturing productive flows of ideas, trade and jobs and are based “upon relationships with families, friends, colleagues or associations.”³⁴

Economic Capital

This capital is “not only represented by remittances and savings, which constitute only a fraction of total private capital flow, it also includes direct investments made by diaspora members in business activities.”³⁵ Communities abroad will often constitute various roles within the Diaspora Direct Investment (DDI) landscape including “the brain-gainer, the technologist, the brave capital investor, the catalyst and the diplomat.”³⁶ Members of communities abroad will “often be in a prime position to take advantage of new economic opportunities in the countries where they both reside and originate from, and they are more willing to invest as a result of their personal ties.”³⁷

Cultural Capital

Culture remains the glue that binds communities abroad to home. Variations of culture exist across the diaspora and GoL needs to be receptive to this cultural diversity. This capital is hugely influential for Lesotho. Through diaspora consultations for this policy, repeated stories were heard of how diasporic culture has opened Lesotho to new audiences of influencers with no physical ties to Lesotho.³⁸

The Networking Institute 4-Step Process to Diaspora Engagement

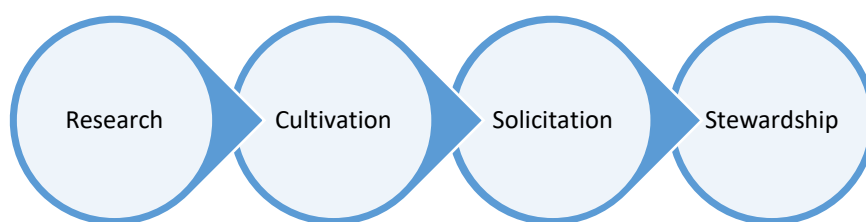


Figure 11 TNI 4-step process to diaspora engagement

³⁴ This is adopted from the IOM’s 3E strategy, outline available at <https://diaspora.iom.int/ioms-strategy-enable-engage-and-empower-diaspora>.

³⁵ This is adopted from the IOM’s 3E strategy, outline available at <https://diaspora.iom.int/ioms-strategy-enable-engage-and-empower-diaspora>.

³⁶ Thomas DeBass, *Diaspora Direct Investment: The Untapped Resource for Development*, US Agency for International Development (USAID), Washington D.C., 2009.

³⁷ This is adopted from the IOM’s 3E strategy, outline available at <https://diaspora.iom.int/ioms-strategy-enable-engage-and-empower-diaspora>.

³⁸ Insight gathered from Stakeholder Consultation.

The Networking Institute have developed a unique 4-step process to diaspora engagement that acts as an informative platform for the aims of this policy. The 4-steps in the process are: Research, Cultivation, Solicitation, and Stewardship.

Research

In this phase, it is about getting to know who the diaspora is, where they are and what they do. Individuals and organizations need to be identified, their histories learned, and profiles built. It is all about what people “can” do rather than what they “will” do.

Cultivation

Diaspora engagement evolves over time. Initially, it is often impulsive, yet through effective process, it gradually becomes habitual, thoughtful, strategic and, ultimately, inspirational. Cultivation is mainly about having conversations with, listening to and getting to know diaspora members on several different levels.

Solicitation

For diaspora engagement to be effective, there should be “asks and tasks.” Key diaspora members need to be engaged in small groups with specific projects over a limited period. The solicitation step, through, “asks and tasks,” is important in focusing the engagement process for diaspora members, and it provides a crucial stake for diaspora members in their engagement with their homeland.

Stewardship

Stewardship is centred on transforming one-off transactional relationships into long-term sustainable ones. The greatest error is to take support for granted and the biggest reason people do not continue to support is an attitude of indifference.

D. Programme

This section of the policy outlines the core programme of policy activities to enact the global best practice outlined above to the opportunities in Lesotho. It is updating the existing roadmap developed by MoFAIR and IOM to initiate diaspora engagement. The roadmap is re-imagined strengthening these initial activities by embedding them into an incremental roll-out as the capacity of key stakeholders develop at home and abroad.

The expected role of government in the following recommendations is to be one of facilitator. This focuses on ensuring a conducive environment for engagement from a policy and legislative standpoint. It focuses on working in partnership with key development partners, including the diaspora. This should not deter the GoL to asserting an implementer role if the expected outputs of partnership are not met.

D1. Existing Roadmap + Strategies

The aims of the programme are to adopt the 6 intervention areas of the initial roadmap, illustrated below, into an inter-connected programme of strands that are designed to address the engagement areas of interest identified during stakeholder consultations. Furthermore, they are designed to initiate a process of capacity and knowledge development that can build robustness into the direct engagement activities.

Intervention Area in Existing Roadmap	Deliverable
Rights-Based Legal Policy, Protection of Basotho Diaspora (ENABLE)	Building Lesotho’s approach to diaspora engagement as an inclusive, right-based, protection-mainstreamed, gender-sensitive, and development oriented diaspora policy.

Enhanced Coordination and Institution with Diaspora Engagement (ENABLE)	Establishing cost-effective, sustainable coordination and management mechanism for diaspora engagement in Lesotho and abroad.
Mapping Diaspora and Understand Diaspora (ENGAGE)	Understanding Basotho diaspora and their profile, needs and expectation through physical and online tools.
Outreach, Dialogue with Diaspora to Enhance Cultural / Social Capital (ENGAGE)	Engaging diaspora members abroad based on open and meaningful dialogue, social and cultural events as well as formalization of diaspora organizations in the country of residents.
Skills Transfer Programme through Diaspora Engagement (EMPOWER)	Highly skilled diaspora members are able to contribute to Lesotho's economic transformation through skills transfer, short term visit and training, video-medication, video-lecturing etc.
Trade & Investment Promotion and Affordable Remittance for Diaspora (EMPOWER)	Diaspora business community, investors, traders and entrepreneurs are able to contribute to Lesotho's economic development through profitable investment, business / job in Lesotho. A key stated aim of global development agenda is to reduce the cost of remittances to make them more affordable for migrants and to ensure they are transferred formally.

Figure 12 Overview of Existing MoFAIR - IOM Roadmap for Diaspora Engagement

The adoption of the 3E strategy through the six intervention areas of the existing roadmap is a viable framework upon which to build the programme of this policy. Given the longer timeframe of this policy, a slightly more nuanced framing for the programme of the policy can be adopted. This framework needs to reflect the partnership-based model of implementation that will feature in the short to mid-term of policy implementation. This restructuring will be critical in accessing and inspiring key partners such as the diaspora, international agencies and private sector partners.

Therefore, this policy's programme is now designed as a collation of 4 strategic strands that operate as individual cycles of programmes that can be leveraged in partnership with the respective partners and prospects to be identified within the annex material.

D2. New Programme: Strategic Re-alignment of Roadmap

The 4 strategic strands of activity to implement the policy are visualized below.



Figure 13 Strands of National Diaspora Policy of Lesotho Programme

Strand 1 is an Institutional Development Programme which focuses on the development of the key institutional apparatus required for diaspora engagement. It also focuses on the development of the key governance frameworks that will drive the implementation of the policy.

Strand 2 is a Knowledge Development Programme which focuses on the creation of new knowledge and insight on the diaspora. It is focused on a hybrid model of research and development [R&D] along with a strengthening of ongoing outreach activities.

Strand 3 is a Community Development Programme which focuses on the commitment of this policy to build the community network infrastructure of the diaspora. It will be centred on softer engagements to build such community depth along with providing direct market intervention to support the most vulnerable members of the diaspora.

Strand 4 is an Investment Development Programme that incubates investment from the diaspora across their capital portfolio. The challenge ahead for this policy is to develop a culture of diaspora investment. This strand will utilize a phased risk mitigation strategy to this process by promoting low-risk engagement pathways through areas such as skills transfer and philanthropy.

Supplementing each of these strands will be a separate body of work on monitoring and evaluation (M&E) where each activity/strand will have its own internal evaluative criteria (designed by the tiered governance system for the policy) along with wider systematic reviews during the lifecycle of the policy depicted in Strand 5 as Monitoring and Evaluation (M&E). This strand will encompass Annual Review of the policy, as well as external mid-term review of policy, and external full-term review and design of 2nd iteration of Policy and Roadmap 2025 – 2030.

Adherence of Strands to Recommended Areas of Engagement

This new categorization of engagement through the policy's 4 strands of programmatic activity closely adheres to the recommended areas of engagement outlined at the inception stage of the policy development process. It is an important convenor of support for this framework to provide a roadmap of these linkages. The annex material will provide more insights on global best practice in each of these engagement areas.

The main areas of engagement identified at the inception stage and their corresponding presence in the new framework are as follows:

Area of Engagement	Position in New Framework
Human Capital (Skills and Knowledge) Transfer	Knowledge Development Programme + Investment Development Programme.
Remittances	Investment Development Programme.
Direct Investment	Community Development Programme + Investment Development Programme.
Philanthropy	Community Development Programme + Investment Development Programme.
Capital Market Investment	Community Development Programme + Investment Development Programme.
Tourism Promotion	Knowledge Development Programme + Investment Development Programme.
Emergency Service	Knowledge Development Programme + Community Development Programme.
Labour Migration Service	Knowledge Development Programme + Community Development Programme.

Figure 14 Compatibility of Planned Areas of Engagement to New Framework for Engagement

The correlations above are a clear indication of the need for an inter-connected approach to the programme of this policy. By building the inter-institutional apparatus to smooth collaboration through the respective programmes, a procedural roadmap can be put in place in order to create impact through diaspora engagement for Lesotho. The challenge will be ensuring simplicity in this system in the early phases of the policy.

Another conducive mechanism to extract this simplicity is to allocate a core set of activities within each strand as a baseline roadmap. The following analysis is an outline of these core set of activities and a short description of each. It is also noted where the coherence with the *LNDC Diaspora Engagement Strategy for Trade and Investment, 2020 – 2025* aligns with the programme of this policy.

D3. Programme Activities: A Synopsis

The graphic below illustrates the core set of activities per strand. These are designed to be achievable and realistic. The 4 core deliverables that provide the spine of this policy are as follows:

1. Creation of Diaspora Directorate (Short-term deliverable).
2. Creation of Basotho Diaspora Association and Hosting Lesotho Diaspora Civic Forum (Short-mid-term deliverable).
3. Lesotho Emigrant Support Programme (Short to mid-term).
4. Lesotho Diaspora Trust Fund (Mid-Long Term: The trust fund should be independently institutionalized away from government with its own mandate and predominantly led by the diaspora. It can work in partnership to government when applicable but should not be government owned).

The other activities are determined to supplement this work and to deliver engagement in the recommended areas of engagement outlined previously. All such activities will be dependent on public-private partnership and collaborative leadership by the GoL and its partners. The Action Plan that accompanies this policy will outline – in detail – the relevant lead and support institutions to deliver each activity.

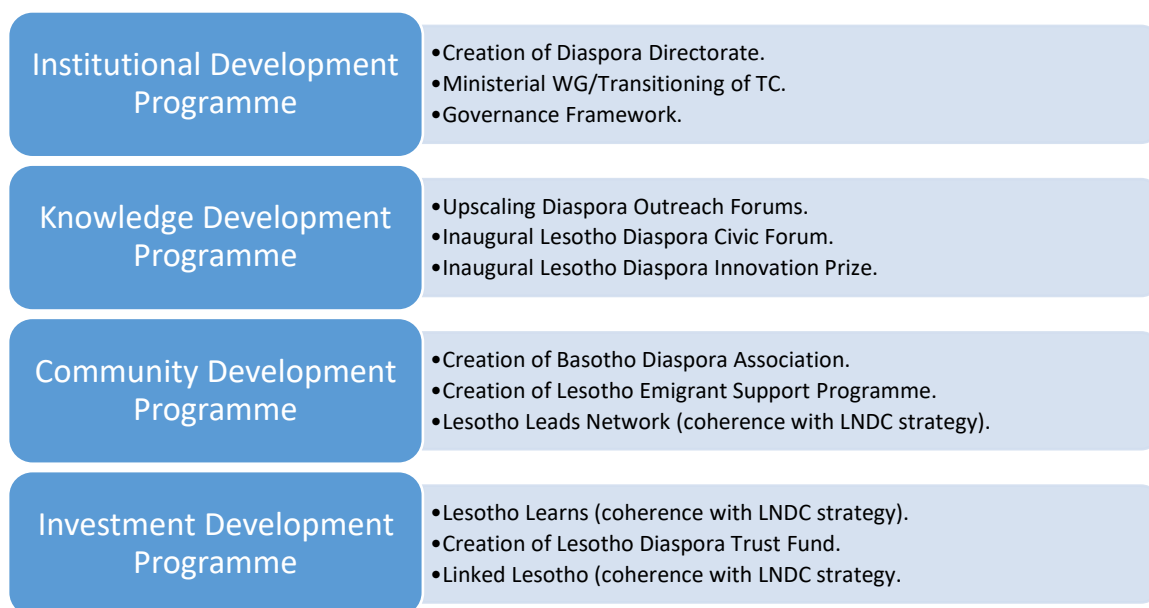


Figure 15 Breakdown of Activities per Strand

Strand 1 – Institutional Development Programme

The core activities within this strand are the creation of the diaspora directorate; creation of a ministerial working group along with transitioning the work of the Technical Committee to the Diaspora Directorate (in line with implementation framework discussed later); and the development of a governance framework for policy implementation.

The development of the directorate will, in time, establish an institutional apparatus that can takeover the ongoing commitments of the Technical Committee. However, this will be a process and should not be transitioned quickly. During the establishment phase of the directorate, ongoing support will be needed from the TC to make the Directorate efficiently functional and sustainable to enhance the importance of diaspora engagement at a national, regional and global level.

These activities are essentially the internal institution building to safeguard policy implementation. The IOM should retain a central role in developing such programmatic work given their prominent leadership in such issues in areas of migration and development.

Strand 2 – Knowledge Development Programme

The core activities within this strand are the upscaling of the diaspora outreach forums; the hosting of the inaugural Diaspora Civic Forum in Lesotho; and the creation of the inaugural Lesotho Diaspora Research Prize.

The forums remain the critical “go-to” point for diaspora consultation and need continued support. The Diaspora Civic Forum will be a showcase event in Lesotho to be held annually where Lesotho stakeholders can shape direct consultations with the diaspora in line with their interest area (e.g. tourism, social development, investment, and so forth). The Lesotho Diaspora Innovation Prize will be a competition for thought and practice leaders across disciplines to develop solutions to the key needs/opportunities identified by the policy.

Strand 3 – Community Development Programme

The core activities within this strand are the creation of a Basotho Diaspora Association; the creation of the Lesotho Diaspora Support Programme; and the Lesotho Leads Network as outlined in the LNDC

strategy. The diaspora association and the support programme will be the delivery of the ethics of care identified in earlier sections of this policy. It will ensure a deepening of the community infrastructure with the diaspora. As outlined in the LNDC strategy, The Lesotho Leads Network will provide access to key leaders within the diaspora in a programmatic format.³⁹

Strand 4 – Investment Development Programme

The core activities within this strand are the Lesotho Learns initiative from the LNDC strategy; creation of the Lesotho Diaspora Trust Fund; and Linked Lesotho initiative from the LNDC strategy. The Lesotho Learns initiative is a fellowship and mentorship programme that combines both the in-person and digital transfer of human capital from the diaspora back home. It is called Learns as it is a programme centred on facilitating the human capital back to Lesotho. The fellowship programme will be designed to garner impact from the expertise and social remittances of the diaspora. The mentorship programme will be an executive development programme where peer-to-peer networks in a sector specific framing will be developed. Moreover, a separate women-women mentorship program, also industry-specific, will be developed, while talent exchange will be facilitated especially to young women, who are hardly recognized in corporate or other markets in Lesotho, and the region.

The Lesotho Diaspora Trust Fund will be the creation of an independent trust fund model that will facilitate diaspora financial capital towards developmental projects in Lesotho. The modelling of the fund will be designed through the policy governance framework in partnership with the diaspora. There is a role for IOM to safeguard this process and incubate the fund. The fund, at a minimum, should be designed as independently owned and run outside government. It can then retain the independence needed to shape trust with the diaspora and ensure accountability/transparency in its operations.

The Linked Lesotho initiative then works toward direct market access for diaspora capital after a culture of investment is secured through the Trust Fund. The initiative is designed as a Diaspora Marketplace competition where businesses in Lesotho and potential entrepreneurs in the Diaspora compete for a variety of business development support from a variety of partners (including diaspora investors).

Verification of these recommendations can be processed through a reflection back on the stated vision and mission of the policy. This programme achieves the vision and mission when reflected through the activities. The programme positions the diaspora as ***integral to the development of the country by enhancing the effectiveness of its contribution to the development of Lesotho***. It provides support and protection to the diaspora along with a commitment to the diaspora's welfare abroad.

This programme echoes the mission in that it ***empowers both the successful and vulnerable members of the diaspora*** and provides a ***directorate that can facilitate a committed engagement of the diaspora to the development of the country through their knowledge, capital and skills***.

The success of this policy and programme will be contingent on all of stakeholder's ability to work together to achieve these goals. The GoL cannot be expected to do this alone so all relevant stakeholders now need to focus on the institutional and implementation frameworks needed to bring them from roadmap to reality.

³⁹ For more information, see Lesotho National Development Corporation, *Diaspora Engagement Strategy for Trade and Investment*, Maseru 2019.

E. Institutional Framework

This section provides an overview of the institutional apparatus and framework required to shift the policy from design to implementation. Such frameworks will determine the early stages of the phased implementation action plan accompanying this policy. It is recommended that the IOM in partnership with MoFAIR retain the central responsibility for the creation and curation of these early phases of institutional alignment.

The ongoing commitment of multiple stakeholders through the Technical Committee remains an important pathway to mainstream the institutional framework to drive the policy forward. Coupling this with ongoing high-level political support will build the institutional importance of the strategy and embed diaspora engagement as a policy of choice within Lesotho.

During stakeholder consultations, it was also recommended that there be a process of “diasporization” to existing legislation when applicable.⁴⁰ This essentially means acknowledging the role of diaspora within individual ministerial portfolios in order to enhance its institutional standing in Lesotho.

E1. Roles and responsibility of Lesotho Diaspora Directorate

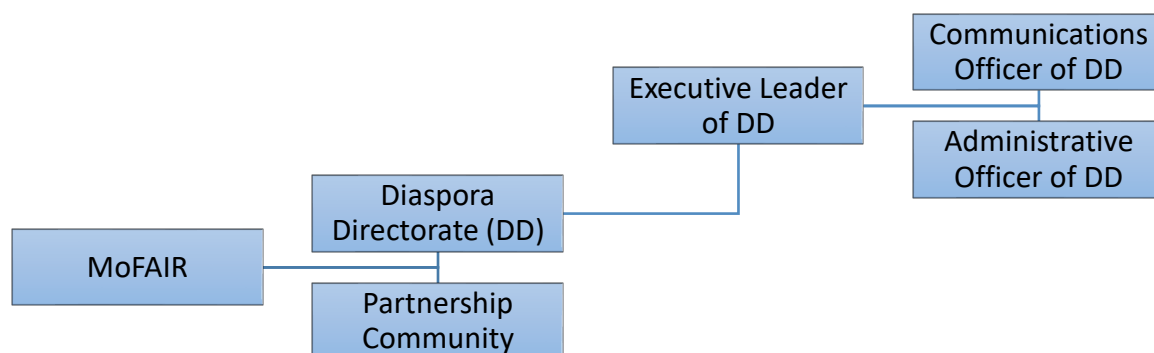


Figure 16 Organizational Chart of Diaspora Engagement Model of Lesotho including Diaspora Directorate

The creation of the Lesotho Diaspora Directorate within the MoFAIR is the key early institutional deliverable of the policy. The role and responsibility of the directorate needs preliminary definition to facilitate its early operation. The governance of the Directorate and its correlation to the existing Technical Committee is outlined further in Annex III of this policy.

⁴⁰ The concept of diasporization was advanced by Kinsley Aikins and Dr. Martin Russell. It is based upon the belief that the importance of diaspora engagement can be safeguarded at an institutional level by embedding a diaspora component to all relevant ministerial portfolios, hence “diasporizing” such portfolios. For example, diaspora engagement can be a key contributor in areas of trade so it is important for the Ministry of Trade to acknowledge this specifically in its policy documents.

Before defining the role and responsibility of the directorate, it is imperative to identify the organogram and basic skillsets associated with each staffing role of the directorate. The visualization below is a basic roadmap for the roles and responsibilities of each individual within the directorate team to drive the wider roles and responsibilities of the directorate itself.

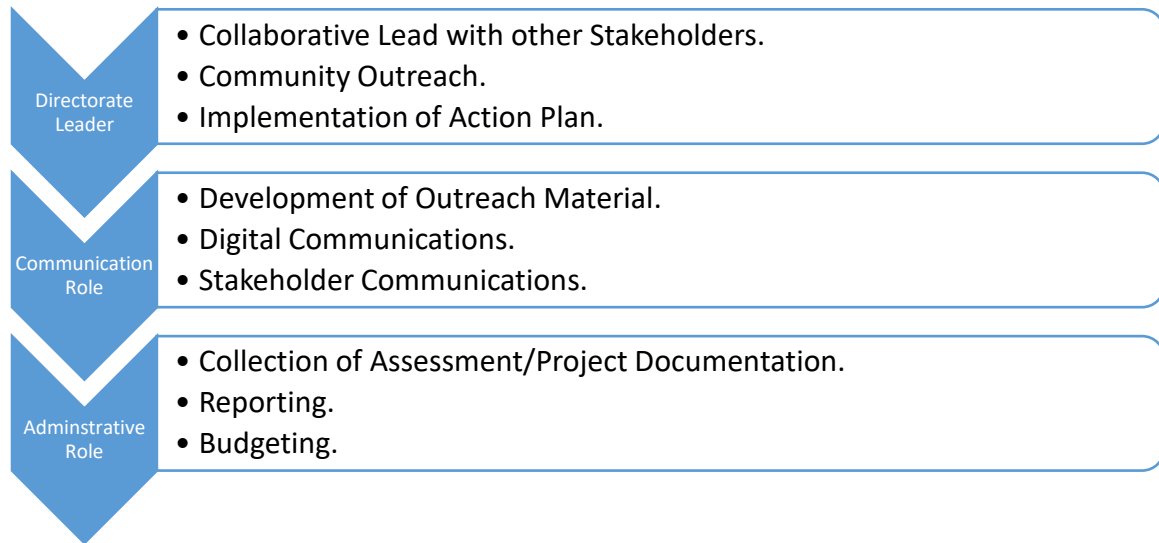


Figure 17 Breakdown of Directorate Staffing Roles

The Directorate Leader role will essentially adopt:

- The overall leadership capacities for the successful implementation of the directorate’s roadmap;
- Lead facilitation of a committed engagement of the diaspora to the development of the country through coordination of GoL knowledge, capital and skills;
- Build a collaborative culture to deliver the policy;
- Ensure sustainability of the directorate and accountable reporting to the MoFAIR;
- Coordinate relationship with external partners, including donors and private sector;
- Key Skills required for this role are efficient capacities in executive leadership, strategic planning (including fiscal responsibility), soft skills of leadership (including public speaking, building partnerships), reporting, and team-building.

The communication role will be key to:

- The internal and external collaboration to enact diaspora engagement;
- Focusing on ensuring real time analysis and insight to shape communication and outreach.
- Key Skills required for this role are efficient capacities in digital communications, media training/outreach, speech writing, and ability to convey complex information in a succinct, informative manner.

The administrative role will be key to:

- Co-ordinate and ensure strong accountability through reporting and ongoing transparency under the lead of Directorate Leader
- Key Skills required for this role are efficient capacities in accountability, compliance, fiscal planning, reporting and project management.

Beyond these role specific insights, the directorate itself has a core set of responsibilities and roles to deliver. These are identified here as a means to initiate the scoping of the sustainability of the Directorate:

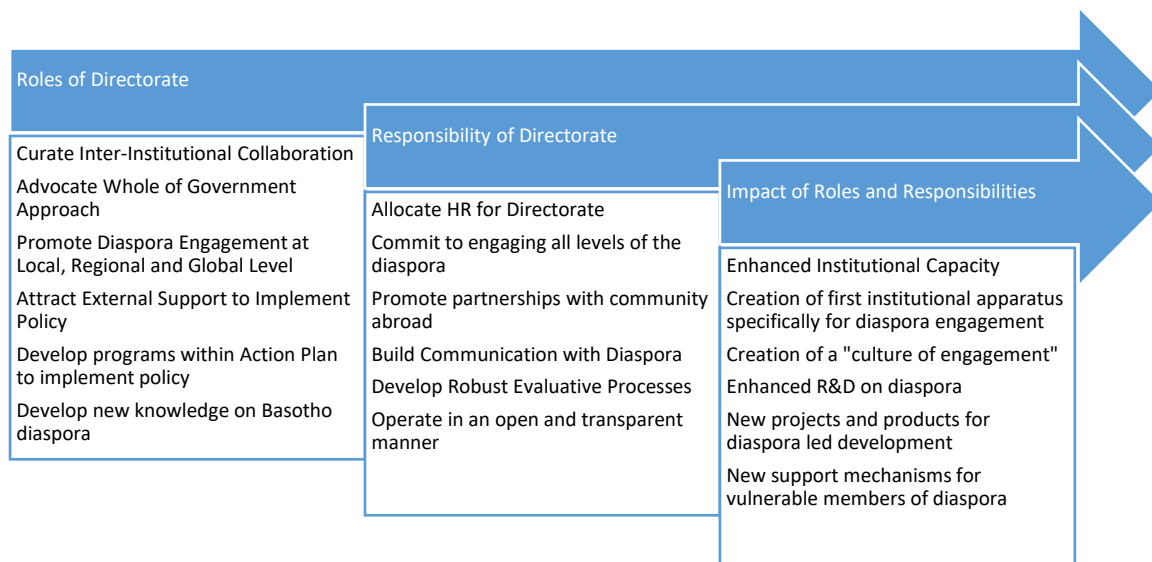


Figure 18 Roles/Responsibilities of Diaspora Directorate + Impact

The roles of the directorate are determined by the implementation needs of the policy. It is centred on the continued curation of inter-institutional collaboration in a whole of government approach. Their role will be to enhance the importance of diaspora engagement at a national, regional and global level with a view to attracting ongoing support to implement the policy.

Their responsibilities will be in line with the organizational and operational cultures discussed earlier. It will be to operate in an open and transparent manner with robust evaluative criteria to drive diaspora engagement forward. The directorate will also be responsible for engaging all levels of the diaspora along with building a communication system for diaspora engagement.

By mainstreaming these roles and responsibilities, GoL and partners can now engage how to make the Directorate sustainable. The mandate of the Directorate will be phased. Initially, it will contribute to the existing mandate of the MoFAIR in relation to diaspora engagement. The minimalistic staffing structure is to ensure agility in the organizational development of the Directorate.

This will ensure that the staff of the Directorate can be effectively trained and embedded within the work of the TC in the early phases of the Directorate's existence. Through a phase of transition, the Directorate and its staff can then familiarize itself with work of the Directorate and the diaspora. The exiting of the TC will then signpost the scaling of the Directorate. This moment of scale will ensure that the Directorate and its staff have the substantive experience and expertise to take over.

Building successful institutional instruments takes time. This policy sees this transition process as a process of necessity in terms of risk management. During the early phases of the process, the Directorate will report to the MoFAIR. As it matures and works towards consuming the work of the TC, it is recommended that further realignment of the M&E takes place. The purpose of the

Directorate is simple – to be the go-to government apparatus on diaspora engagement for the GoL. It will take time and partnership to get there.

E2. Roles and responsibility of Ministries, Agencies, private sector in engagement of diaspora

Given the recommended central role for the directorate for implementation of the policy, a supplementary collective overview can be provided of the roles and responsibilities of ministries, institutes and the private sector in engaging the diaspora. The level of pertinence of diaspora engagement will vary across ministries given the specificity of engagement through certain interventions. The roles and responsibilities outlined here are a collective set of commitments and principles to contribute to effective diaspora engagement for Lesotho.

The roles and responsibilities of these key partners are as follows:

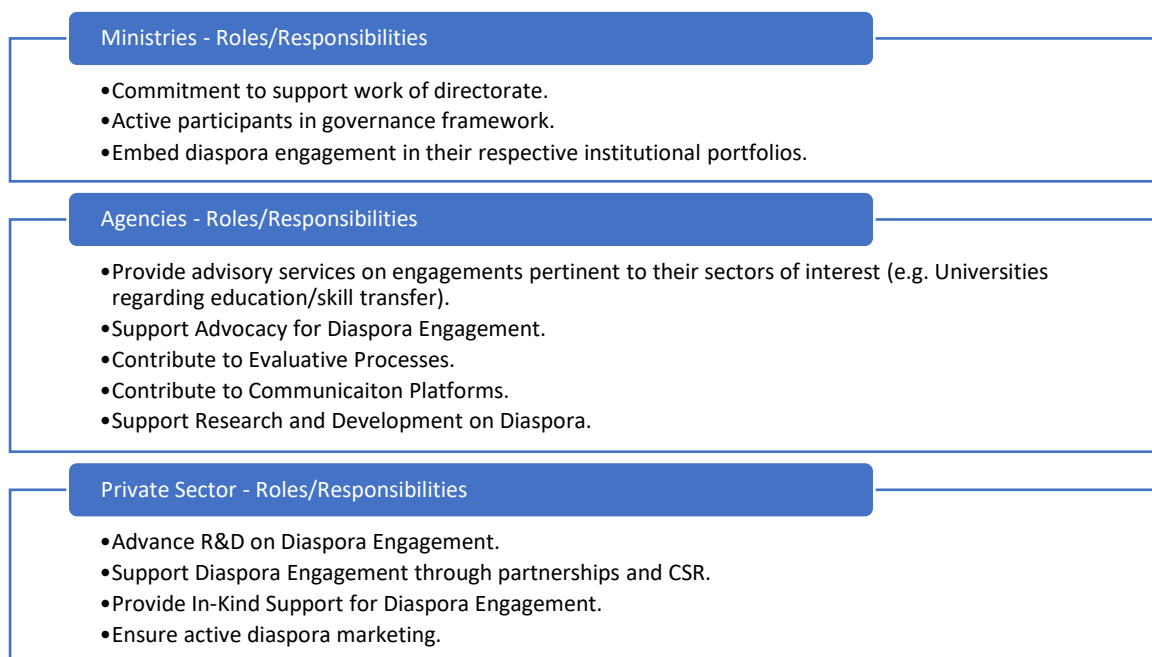


Figure 19 Roles/Responsibilities of Ministries, Agencies and Private Sector

Early diaspora engagement in Lesotho has been developed through a collaborative framework that is fresh and innovative within the region. The roles of stakeholders outside the Diaspora Directorate will be to enhance this collaborative moment. The success of this policy will be dependent on such processes. Therefore, the roles and responsibilities of such stakeholders focus on this continuation.

E3. Formulation, role and responsibility of Basotho Diaspora Association

Whilst the early portions of this section focused on the institutional framework within Lesotho to develop diaspora engagement, it is critical to also build the institutional infrastructure of the Basotho diaspora to drive engagement from their perspective. As one diaspora member noted, “the formalization of the diaspora through an association would be a powerful first-step.”⁴¹

It is imperative at this juncture to note that there are existing micro-networks within the diaspora that operate with various levels of professionalization. The aim here is to ensure that process of creating a

⁴¹ Insight gathered from stakeholder consultations.

representative Basotho diaspora association is enacted and that it can, in time, be segmented to reflect the nuances within the community abroad.

One of the challenges of diaspora engagement is due to the inherent complexities within the diaspora across a range of cultural, economic, ideological, tribal or political divides. Therefore, the creation of a Basotho Diaspora Association should work to minimize any such tensions and adopt a softer introductory framing. Culture, education, and heritage are often powerful call to actions for such associations.

Apart from identifying the core characteristics of the association, it will be imperative to identify key steps in the formulation, role and responsibility of the association. These are inextricably linked and will determine the likelihood of success for the association. It needs to be reflective of the realities of the community and embed a networked approach to ensure active voices for such realities.

The guiding insights on the formulation, role and responsibilities of the association can be categorized as such:



Figure 20 Guide for Establishing Basotho Diaspora Association

If the association formulation process can achieve the steps identified above in correlation to the institutional apparatus being developed internally within Lesotho, then the recommendations of the programme within this policy will be achievable. It will execute the vision and mission of this policy by establishing the diaspora as integral to the development of Lesotho whilst ensuring they are reached and supported. The concluding part of this section provides a short organizational chart to outline the implementation structure of the policy to embed all relevant stakeholders in partnership.

E4. Implementation structure



Figure 21 Tiered Implementation Structure

The implementation structure for the policy is cognisant of the incubation needed to build diaspora engagement in Lesotho from the perspective of the GoL and the diaspora. The design of the structure is simple and straightforward. It works across two tiers – one on executive leadership and one on operational leadership.

The first tier builds the necessary high-level ministerial and political support for the policy. It is the formalization of such a structure that will design the legacy of the policy development process. This tier will result in the formalization of a Minister level Working Group on Diaspora Engagement in Lesotho.

Tier two is more directly in line with the implementation recommendations of the policy. It prescribes a role for the relevant constituents and partners to safeguard successful implementation of the policy. It is recommended that a representative team from tier two of the implementation structure be embedded within the tier one system to ensure accountability across the structure. Tier two will be defined by a new governance apparatus to scale the existing Technical Committee framework to include the diaspora and international agencies/partners.

The IOM is uniquely positioned to act as the honest broker within the implementation structure given its global presence on diaspora engagement and ability to broker key partnerships with donors and diaspora communities. The accompanying action plan outlines the operational procedures for both tiers and their respective structures.

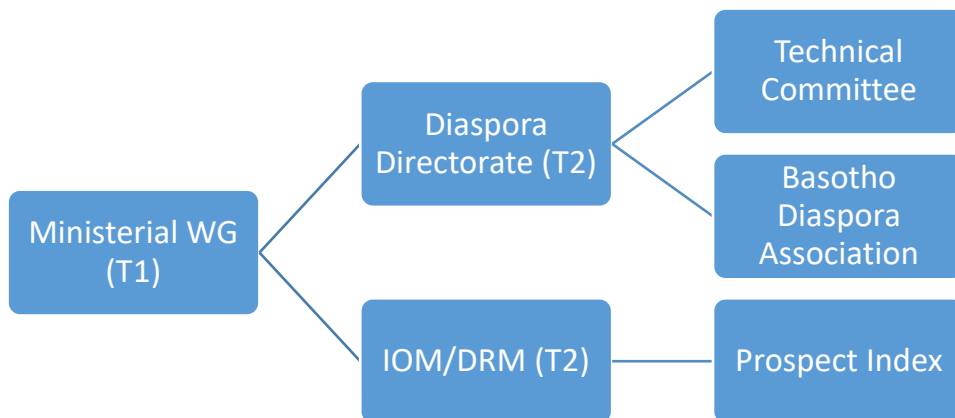


Figure 22 Networked Agency of Tiered Implementation Structure

The above organogram displays the agency within the tiered structure. It is developed through a networked agency model to avoid hierarchical approaches to implementation structure. This adopts “a team of teams” approach that is shaping optimal implementation models in the public and private sector. In bridging both tiers, systems of networks and partnerships can be created that can drive purpose driven market interventions in diaspora engagement for Lesotho.

The policy will be systematically reviewed annually and at completion of its lifecycle for design of the next iteration of the policy 2025 – 2030. During these evaluative points, this implementation framework can be assessed for market compatibility. The aim here is to ensure that a deepening of M&E for the policy is maintained. As engagement matures in later iterations of this policy, the implementation framework may take on a more complex footing. This will require a fresh re-imagining of the implementation framework at that stage.

F. Communication, Information and Outreach

This policy requires a strategic approach to communication, information and outreach. The infancy of diaspora engagement in Lesotho prescribes an institutional and informational landscape that needs to be built from the early successes of the diaspora forums.

The necessity to build communication with and data on the Basotho diaspora community is the first step in this regard, reiterated strongly by Basotho diaspora. Within this, GoL needs to curate a culture of trust that will cluster existing datasets and ensure diaspora trust in future data outreach. This process is shaped by the implementation framework outlined earlier which allocates a diaspora presence in the leadership of this policy.

This section of the policy narrates these components and provides guidelines on how best to shape such communication, information and outreach dimensions for the policy. The GoL will need external partners such as media companies and IOM to drive forward this piece of the policy agenda.

F1. Deepening Dataset of Diaspora Members

At the beginning of this policy, it was noted the ongoing methodological challenge of migration and diaspora studies in accessing realistic datasets on diaspora members. The harsh reality is that given the cultural, economic, social or political influences in the creation of diaspora communities, many retain a lack of trust in the governmental institutional apparatus to share their data. It is important that this reality be acknowledged within the policy and look beyond the traditional mapping exercises to prep community confidence in sharing their data.

The consultative phases of this policy development process indicate a starting point on this journey. The development of listening exercises through interviews and the consultation surveys – operated by independent institutions – can provide a useful guide in formalizing data relationships with your diaspora. Partnership institutions, such as academia, can be important data conduits for the GoL to access data.

Another useful mechanism to aggregate data is to scope out where existing datasets reside. The private sector becomes prominent in this regard. A lot of data on diaspora communities resides within the companies and services it uses on a regular basis to negotiate their layered senses of belonging. For example, key sectors such as banking – in particular mobile money transfers – along with hospitality, ICT and media companies retain substantive data on diaspora communities. The opportunity through this policy is to embed these sectors with a stake in the policy and illustrate the commercial value of networking their datasets.

F2. Principles in regards to secure confidentiality of the personal information, including data sharing, storing and management

This diaspora policy enters a policy landscape that will be determined by the power of data. It has been noted that the “power of the future will be data and networks.”⁴² Therefore, the principles around data protection should be informed by globalized standardization of General Data Protection Regulations (GDPR).⁴³ This is particularly pertinent due to the composition of the Basotho diaspora, especially regarding more vulnerable members of the diaspora. The policy must ensure that it complies with normative standards on data production, protection and management. This compliance

⁴² Noted from inputs on diaspora engagement by Mike Feerick. He is a leading social entrepreneur and founder of Ireland Reaching Out XO.

⁴³ For more information on GDPR, see https://ec.europa.eu/commission/priorities/justice-and-fundamental-rights/data-protection/2018-reform-eu-data-protection-rules/eu-data-protection-rules_en.

is a minimum requirement for this policy given the data needed to effectively understand your communities abroad.

The digital capacities required to align with global best practice on GDPR will need investing in within Lesotho. Such solutions will come from inside and outside government.

At a minimum, this policy commits the GoL to ensuring that data is: retained for the sole use of implementing the policy; will remain for this sole purpose unless authorization is provided by the data respondent; be stored through an independent intermediary until compliance is built with global standard of practice; will not be outsourced to external partners in the lifecycle of this policy; data respondents will retain an option to have their data removed from storage if compliance with above steps are not adhered to.

F3. Two-way Communication (communication, feedback and information sharing)

The communication strategy informing this policy commits to a two-way format to:

- Continue support of community and marketing services abroad on Lesotho culture, heritage, and development opportunities;
- Promote design of Social and New Media strategies for communication;
- Develop a holistic digital platform to promote diaspora engagement;
- Establish partnerships with private, public and community organizations to promote digital inclusion for diaspora;
- Increase digital education/literacy for vulnerable members of the diaspora;
- Create a portal for storytelling for the diaspora;
- Continue in-country and in-market engagement such as Diaspora Forums and inaugural Lesotho Diaspora Civic Forum.
- The establishment of an adequate public information system for communicating GoL activities outside of Lesotho to the Basotho Diaspora is crucial.

Whilst the system is being built for such communication, leveraging existing outreach mechanisms – such as IOM’s iDiaspora – will provide portal points to initiate communication and outreach. It can also be leveraged to test the market feasibility of the communication plan and strategy. This can be an early legacy of this policy and the diaspora outreach forums. Digital diplomacy is emerging as a tool of choice for diaspora engagement, yet it should not replace in-person engagements. It should supplement them.

F4. Diaspora outreach

The communication strategies of this policy would not have been possible without the exemplary leadership of the GoL and IOM in initiating diaspora outreach through the diaspora forums. Stakeholder consultations pay testament to the community impact that such forums have brought for the diaspora.⁴⁴ This policy strongly recommends the scaling up of the diaspora forums over the lifecycle of the policy.

Within the recommended activities of this policy, there are also complementary outreach activities identified. It is also important to convene the diaspora back in Lesotho to “give them an ear and attention” as noted by one diaspora member.⁴⁵ The development of the inaugural Lesotho Diaspora

⁴⁴ Insight gathered from stakeholder consultations.

⁴⁵ Insight gathered from stakeholder consultations.

Civic Forum will help to link key stakeholders at home and abroad. It will become the flagship event on diaspora engagement in Lesotho.

The purpose of any future improvements in the area of communication should be to strengthen the communication structures which GoL utilizes to ensure that they are able to increase the internal messaging compliance and outreach to the public of their rights and duties, the services available to them, how they can access these services, feedback on government performance, and as far as possible to consult with diaspora to engage them in policy and operational developments.

Conclusion

The GoL has now earmarked its diaspora as an integral partner to co-create the future of Lesotho. This policy has been designed to supplement their early leadership in diaspora engagement to provide the GoL and its partners with a viable system of engagement for the next 5 years. GoL and its partners are entering a new dawn of diaspora infused development for Lesotho.

The GoL and its communities abroad are uniquely positioned to positively contribute to their respective journeys in the years ahead. Through engagement of care and opportunity, lasting relationships that will bring meaning for the diaspora and Lesotho alike will be built.

The aim of this policy has been simple from its inception. It is designed to formalize engagement and give all pertinent stakeholders a voice in its development. This will mature to giving the same stakeholders an active role in implementing the policy. This policy is not about the diaspora of Lesotho but for the diaspora of Lesotho.

GoL and its partners remain steadfast in their vision and mission. They believe that implementing this policy will put the diaspora and Lesotho on the road to partnership. They also believe that this policy is the first iteration of the National Diaspora Policy of Lesotho. In the years ahead, through collaboration and partnership, this policy can bring Lesotho and its people abroad closer together for the betterment of Lesotho and its people abroad. This policy is a call to action. People of Lesotho need to do it together, for each other.

Annex I – Action Plan (Provided as Separate Document)

Annex II – Extensive Situational Analysis (Provided as Separate Document)

Annex III – Governance Roadmap (Provided as Separate Document)

Annex IV – Examples of Global Best Practice (Provided as Separate Document)