

CASE STUDY LESOTHO

CSO ENABLING ENVIRONMENT FOR DEVELOPMENT EFFECTIVENESS

A MAPPING STUDY CONDUCTED BY

REALITY OF AID AFRICA NETWORK AND HAND IN HAND LESOTHO

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BACKGROUND

Lesotho is a constitutional monarchy, with the King as Head of State, the Prime Minister as Head of Government and a dual legal system – consisting of traditional customary law and the common Law. Although political stability has been achieved through the adoption of a relatively more inclusive electoral system as of 2003, strengthening the democratic institutions and culture remains a challenge to the country. Civil society actors generally lack the muscle to hold politicians and government accountable or do not have access to the means to expose government shortcomings. There are no consultations made between government, the private sector or the civil society organisations (CSOs) at the budget planning and preparation stage in Lesotho.

The country's goals and objectives, which focus primarily on questions of growth, poverty eradication, the Millennium Development Goals (MDGs) and governance, are articulated clearly in strategic documents such as Vision 2020 and the country's PRS.

Lesotho National Development Plan

Since independence, Lesotho has engaged in a variety of comprehensive planning exercises, such as the National Development Plans (NDPs), a Poverty Reduction Strategy (PRS) and the National Vision 2020. Over the last few years Lesotho has made much progress towards development but we have not yet fully escaped poverty. It is still ranked as a least developed country with per capita income of US\$ 1000. The country continues to experience lower economic growth of under 5%, poor agricultural productivity, low wages, limited industrial skills, and poor physical infrastructure. Lesotho is on course to meet the goals of promoting gender equality and achieving universal primary education. However the HIV prevalence rate has still remains high the rate of 23%. (GoL: 2012)

To address the current challenges the government has focused on a strategy that seeks to improve on governance, institutional reforms and investment in social and economic infrastructure. The objective is to build a broad-based and sustainable economic growth and employment generation resulting in long-

term reductions in poverty. The country has thus developed a national vision which seeks to among other things to create a stable democracy with strong economy.

The national vision articulates the following;

“By the year 2020 Lesotho shall be a stable democracy, a united and prosperous nation at peace with itself and its neighbours. It shall have a healthy and well-developed human resource base. Its economy will be strong, its environment well managed and its technology well established.”

Lesotho has a 5 year National Strategic Development Plan (NSDP) which runs until 2017. The NDSP succeeded the Poverty Reduction Strategy Paper (PRSP) and the Interim National Development Framework (INDF). This Plan is the key policy tool for the implementation of the National Vision 2020. The following are the strategic goals over the Plan period:

- Pursue high, shared and employment creating economic growth
- Develop key infrastructure (Minimum Infrastructure Platform)
- Enhance the skills base, technology adoption and foundation for innovation
- Improve health, combat HIV and AIDS and reduce vulnerability
- Reverse environmental degradation and adapt to climate change
- Promote peace, democratic governance and build effective institutions

The preparation of the plan was mainly through the government line ministries Technical Working group in collaboration with the development partners. CSOs and other stakeholder’s views were sought. This was contrary to the PRSP process where CSOs were part and parcel of the process. Questions still remain on whether CSO inputs were included in the final document given the lack of verification and feedback mechanism from the government.

Lesotho Development Co-operation Framework

As part of the global aid architecture, the government of Lesotho signed onto the Paris declaration and subsequently endorsed the Busan Partnership for Effective Development Co-operation. In this regard,

the government's objective to increase the effectiveness of aid through development has been at the core of seeking to develop partnership with others including other development partners, civil society and private sector. However progress with regard to implementing these key global outcomes on development co-operation remains subdued.

Since Lesotho ratified the Paris Declaration in 2008 and endorsed the Accra Agenda for Action and Busan in 2008 and 2012 respectively, aid co-ordination has been receiving increased attention. There are however concerns over the lack of co-ordination and leadership by government. Furthermore there is no framework to bring on board other stakeholders including the parliament, CSOs and the private sector.

Structure/ Institutional framework for aid effectiveness agenda

CSO involvement in both government and development partners remains non - structured. The current institutional framework is mainly to address the needs of the government and development partners and dialogue. The involvement of CSOs in the dialogue remains limited to the dissemination of the independent monitoring group report findings and recommendations on development co-operation and the implementation of the TAS.

The government and development partners recognize that non state actors including the CSOs need to be brought on board to Lesotho's aid effectiveness agenda. This is seen in the context of closer co-operation between government at the respective levels with non-state actors as well as increased transparency and accountability of non-state actors with regards to their activities and finances in line with the laws of their incorporation. There are however no structural and institutional processes to facilitate the co-operation between government and CSOs in development, participate actively in policy dialogue, and act as a monitor on Government and Development Partner performance.

Underlying the foregoing challenge is the lack of policy framework to guide the development co-operation at the national level. A policy framework would among other things address the following;

- Promote national ownership and Government leadership of development process and enhance aid effectiveness through increased aid coordination, harmonization, and reduction of transaction costs, greater transparency, accountability and alignment

- Create a framework for involving civil society and the private sector in developing national policies, strategies and priorities.
- Create enabling environment for CSOs to be independent development actors in their own rights

CSO Participation in Policy making process

Civil society sphere in Lesotho, is active in the fields of poverty alleviation, service delivery, governance issues and policy advocacy. There is an umbrella body of the Lesotho Council of Non-Governmental Organizations (LCN) that mobilizes CSOs around policy dialogue and builds the organizational capacity of CSOs in Lesotho. CSOs however still find it difficult to engage with the national legislature and government because of limited opportunity for public participation and policy dialogue. However exceptional cases such as the development of the National Vision 2020, the Poverty Reduction Strategy (PRS) and the drafting of Lesotho's African Peer Review Mechanism (APRM) country assessment report, saw CSOs largely consulted.

The PRS process in Lesotho saw perfect example of cooperation and partnership. Unlike the conventional planning process in Lesotho, the process was guided by certain key principles that emphasize participation, inclusiveness, broad based, results-oriented, partnership, country-driven and ownership. The people of Lesotho were made an active part of the process during consultations and other stakeholders, namely, government; traditional leaders, civil society, private sector and development partners were involved. It was said that this was the first time that the GoL worked together with civil society, private sector and development partners to produce a national policy document. According to the PRS, over 20,000 people (including men, women, youth, the disabled people, herds boys, the elderly, widows, orphans, etc.) were consulted in 200 communities covering all parts of Lesotho.

While the process of collecting people's input in policy making process in extensive and commendable in Lesotho, the gap still remains in the area of transforming those inputs into policy priorities and programs. This process of public policy formulation still remains secretive, though civil society organizations are normally informed about the decisions.

There are concerns registered by CSOs with regard to the structure and the processes of policy making and review at the national level. This is particularly over the management of the processes and the resultant product arising thereof. The major concern by those who participate in the policy formulation and review process is that all the processes are government driven processes and do not reflect the multistakeholder nature of the composition in various structures and processes.

In this regard, the leadership appears to be that of a process 'captured' by the state rather than facilitated by the state. The captured perception of the processes and the structure has on one hand limited the contribution of non- state actors who have different views and on another ensured that only issues and positions viewed by the government as important get to be reflected in the final document. There are no counter check mechanisms. CSOs note that consultation of CSOs in the dialogue, design and development of national development remains largely a government dominated process is lack of clarity on process and procedures for CSO involvement. CSOs are therefore compelled to fit in government designed framework and process.

Furthermore concerns are raised over the quality and the magnitude of participation of CSOs in policy making process. CSOs observe that government has select groups it works with thereby excluding those outside the circles of the select group. The policy making process also does not provide a framework for stakeholder consultations and consensus building among themselves. In seeking to address this, CSOs propose the creation of a legal and institutional framework that guides CSO- government engagement. This is important given the lack of legal and institutional framework for CSO government dialogue and engagement. Most of the engagement appears to be linked to fulfilling donor requirement and the genuine benevolence of a few government officials who have the desire to engage CSOs.

There are also concerns over the CSO uptake of the opportunities and spaces provided for by the government. Government complains that despite public opportunities provided policy input, CSOs fails to take up the opportunities. CSOs on the other hand observe that their participation in policy making process is hampered by lack of resources both human and financial to follow up with the government led process. They note that the process is expensive and labor intensive and as such cumbersome for continued engagement.

The civil society sector in Lesotho is also characterized by weak co-ordination. As a result elite professionals, international NGOs and thematic and academic-oriented CSOs have taken up the policy

spaces offered by the government. The fragmented nature of CSOs in Lesotho and the lack of strong coordinating bodies albeit in thematic areas are seen as a major weakness for the sector.

Furthermore the government selects CSO organizations it engages with. The decision of CSO representation is not entirely up to the CSOs or a CSO led process. The selection lacks openness and has excluded some of the most underprivileged groups and currently vibrant groups in Lesotho. There are also fears that incorporation of CSOs into policy making structures and processes of the government have hindered CSOs from providing the much needed policy alternatives. CSOs are accused of merely responding to government policy needs of the government as opposed to citizen needs. The result is that views from the grassroots, including villagers, local officials and CSOs have been increasingly been abandoned for technical analysis and expert input.

In conclusion, Civil society organization's including NGOs and Community Based Organisations (CBOs) are a key component of a participatory process that helps to raise the status of vulnerable groups, build confidence and enhance the ability of people to participate in development in Lesotho. However despite their growth in number, they still remain small and lack the necessary resources and capacity to assert themselves. The government has limited interest in public participation and consultation. In instances where formal civil society organizations adopt a supportive function, such as voter education and human rights training, it has proved to be very efficient.

The government has failed to support efforts of umbrella bodies such as the Lesotho Council of NGOs and Lesotho Youth Federation and has instead given the Ministry of Gender, Youth, Sports and Recreation the mandate to act as a coordinating body for civil society organizations. Apart from a draft Memorandum of Understanding to guide the relationship of government with the Lesotho Council of NGOs, (LCN) which is still awaiting government signature, there are no current initiatives to improve the linkages and partnerships between Government and NGOs. Further, CSOs lack the capacity to monitor government transparency and accountability and do not have the skills to participate in policy dialogues with government particularly on the budget process.

Access to information

Access to information, although it is a fundamental human right for all Basotho, loopholes in the country's legal framework on financial management, poor transmission of information and poor

coordination of institutions involved in financial management constrain access. In addition to this, Civil Society Organizations and the private sector in Lesotho are weak and hardly have the capacity to engage government on its programs and intentions.

Media in Lesotho is said to be free from direct government interference. It can play an important role of a watchdog on the contribution of various stakeholders and in the dissemination of information in most countries. With the transition to democratic rule in 1993, many private and independent electronic and print media have emerged in Lesotho, which are fairly independent from the state, although they are highly concentrated in the Maseru and the National Radio station is the only one that has national coverage. This has helped to extend the freedom of expression in the country. Further, media coverage and reporting has helped to ensure transparency and accountability in the governance process. Nevertheless, continued capacity building to the media is required in order to ensure responsible coverage and reporting of developments in the country. The challenges also include the consolidation of the currently scattered pieces of legislation regulating the media, inculcating media professionalism and independence, and increasing media coverage to the rural areas of Lesotho.

Freedom of expression is respected in principle, although the state has shown discomfort with, and sometimes antagonism toward, the media's role within society. While the country's constitution contains the principle of press freedom, tolerance of media criticism remains low, and legislation dating back to the country's authoritarian period has been used to silence the government's critics. The state broadcaster, the Lesotho National Broadcasting Corporation (LNBC), dominates the broadcast media and is the most cost-efficient and widely consumed source of media for ordinary Basotho. Private print and broadcast sources take a more critical posture and this is increasingly accepted.

Sedition Proclamation No. 44 of 1938, which remains a part of Lesotho's statutes, prohibits specific forms of criticism of government, and can result in charges of seditious libel. Even under democratic rule, this proclamation has been invoked on a number of instances, with libel suits filed against some of the most robustly critical media sources. The continued existence of oppressive laws remains an area of concern for CSO activists. The draft media policy for Lesotho is yet to be passed into law.

Access to information must be improved if the government is to create and strengthen not only democratic ownership of its development programs, but also deepen its support of development initiatives of CSOs. Access to information remains a critical ingredient to social accountability of development results and policy dialogue and review. Furthermore it is important in enhancing full

participation of citizens and their organizations in development partnerships. The government must therefore fully open up the processes of decision-making and enact legislation on providing access to public information.

For example a participant in the focus group discussion observed

“The annual budget speech is perhaps the most important budget information disclosure instrument in Lesotho. The budget statement is useful in highlighting how the budget can affect the economic and social opportunities of particular social groups in society. Although budget statements are not impartial, they are considered necessary for accountability and transparency. Also available to the public are the budget estimates and appropriation bills from Parliament. Unfortunately, these documents are more often than not too technical and detailed for public consumption.”

Freedom of assembly, association and expression

The freedoms of association and assembly are constitutionally enshrined and are manifested through the existence of several political parties and right to organize under the labour laws, economic, social and cultural rights.

Freedom of expression is guaranteed by section 14 of the Lesotho Constitution. This provision is however limited and can be denied when, public safety, public order, public morality or public health is under threat. The constitution however remains vague on the definition and interpretation of what entails public morality. Section 15 provides for the freedom of peaceful assembly. It provides thus:

“Every person shall be entitled to, and (except with his own consent) shall not be hindered in his enjoyment of freedom of peaceful assembly, without arms, that is to say, freedom to assemble with other persons”.

This right is also subject to the same limitations as described above. Section 16 guarantees the individual’s right to freedom of association. To that end, the provision states that an individual is free to associate freely with others for ideological, religious, political, economic, labour, social, cultural, recreational and similar purposes.

All these constitutional rights notwithstanding, the court of law can declare an NGO or a demonstration to be unlawful on the basis of public morality which is vague. Furthermore the Act prohibits engagement

with unregistered groups, and criminalises such societies, thereby violating the rights of such groups to associate. CSOs also need a permit from the police before public demonstration, and the police can deny such a permit under the public safety Act. Transmission or receipt of information is also hampered by the Internal Security Act, which criminalises non-disclosure of certain information in certain circumstances. A major setback in the freedoms of association and assembly came in the form of a law enacted by parliament that restricted and regulated protests and private citizen meetings. Protesters are normally barred from using main streets during their marches.

Donors Engagement with CSOs

Donor engagement with CSOs in Lesotho appears to lack strategy and framework. The approach seems disjointed and lacks co-ordination with each donor managing its own funding programs. Furthermore the mechanisms used for CSOs do not give CSOs voice to decide, but gives donors the power to prescribe focus and thematic areas of support. This is largely seen in the strong correlation between the themes and programs of CSOs and those of donor kitty. Furthermore most CSO initiatives appear to target the Lesotho government and the local communities. Very few organizations target donors with their lobby and advocacy activities. Donors are merely seen as providers of funding, and capacity building in the context of infrastructure development.

While some Donors have made attempts to invite CSOs to present their views in some areas that they feel that CSOs have technical capacity, including in international trade and HIV AIDS, they continue to routinely exclude civil society from their decision making organs.

Donor Funding for CSOs

There is high dependence of CSOs on donor funding. Over 90 per cent of CSOs are largely dependent on donor funding .The Donor support to CSOs in Lesotho is in line with international trends. The funding currently goes beyond service provision to focus on advocacy and the role of civil society in improving governance. The support has remained one of the key measures designed to deepen democratic

ownership, and increase domestic accountability in Lesotho. Donors also support CSOs initiatives towards the provision of social services to the marginalized groups.

Donor policy on civil society and aid modalities are seen by some groups as rigid, uninformed, and sometimes misplaced. They largely seem to fail to recognize the dynamism and heterogeneity that exist among the CSOs

CSOs observe that for funding to be effective, development partners would need to observe greater flexibility in their funding instruments while still maintaining fiduciary requirements. Donors need to reduce bureaucracy in grant management and make grant application easier and accessible to most CSOs. At the same time, CSOs note the need for policy space and leadership in determining their priority areas and projects. For sustainable engagement with CSOs in policy dialogue, donors will need to consider increasing their funding towards lobby and advocacy initiatives; other important areas also include capacity building, information exchange, and organizational development.

While the relationship between donors and CSOs on the policy front appears nascent, funding relationship is more developed. There is however a need to streamline the funding policy and priorities to meet the needs of CSOs. This however needs to happen in a dialogue framework between CSOs and donors. The objective should be to develop a partnership that transcends mere resource flows to a development co-operation framework. This should include dialogue in policy engagement areas both from the field offices and headquarters, capacity building of both sides and partnership in service delivery.

Legal and Regulatory Framework

The civil society sector is governed by several laws including the Societies' Act 1966, Cooperative Societies' Act 2000, Labor Code 1992, Partnership proclamation, and Friendly Society's Act. Following from the various Acts, forms civil society organizations may legally assume non-governmental organizations, voluntary charitable organizations, religious organizations and congregations, social and sports clubs, professional associations, research foundations, and relief organizations . It is important to note that the existence of the multiplicity of laws covering CSOs in Lesotho has allowed the sector to thrive and catalysed innovation within the sector.

The Societies Act of Lesotho

The Act Seeks to

“Provide for registering societies, for the consequences for failure to register societies and for dissolving unlawful societies to the extent that is necessary in a practical sense in a democratic society in the interest of public safety, public order, public morality and protecting fundamental human rights and freedoms”

Application of the Law and its implication of CSO Enabling Environment

The Societies Act was intended to establish one law for all nonprofit organizations in the country and regulate the registration process of Civil society organizations but failed to repeal other laws leaving intact the previous statutory provisions dealing with non-profit organizations, which are scattered in a number of Acts. There is therefore no single body of law in the country for the entire classes of nonprofit organizations. There are also no different legal provisions at national and local levels for nonprofit organizations. All the different types of nonprofit organizations are regulated centrally by national legislation and regulations.

Legal impediments affect a broad range of civil society organizations, regardless of their mission; For examples in the past organizations pursuing human rights and democracy in Lesotho were disproportionately affected and deliberately targeted.

The government under the current law can ban any CSOs under the assertion of them not serving the public order, public morality although there is no clear definition of what public morality means. This in the past has created tension between government and CSOs.

Few provisions in the laws, more specifically in the Societies Act, 1966 pose threats to the right to freedom of association. For instance:

The Societies Act, 1966 provides that registrar may refuse to approve application for registration of an NGO, if its activities do not strive for public morality and order.

Furthermore the law puts a mandatory requirement for every CSO to be registered prior to its operation, without considering the right to assembly where NGOs have the right to form loose coalition

for certain purposes in a particular period of time only. It also compromises the formation of coalitions and networks for resource sharing and coalition building.

“The Registrar may, in his discretion, at any time after registration demand from a society within a period of 21 days –(a) the rules of society in force; or (b) list of office bearers and members of the society; or (c) Number and place of meetings of the society held within the period six months ; or (d) Such accounts, returns, and other information the registrar may deem fit.

The Act seems to seek to only regulate CSOs as opposed to promoting and developing the growth of the sector. The Act also fails to recognize the dichotomies that exist in the current composition of those registered under the ACT. For example political parties may also seek registration under the ACT alongside CSOs seeking to provide basic services such as health.

Furthermore the Act does not empower the minister to create an oversight body to facilitate the implementation of the Act. It relies solely on the registrar for compliance and the courts for deregistration and interpretation of the law. Institutional, policy and operational aspects of the law have not been created to facilitate the implementation.

The definition of what constitutes CSO, NGO remain ambiguous. For example the concept CSO and NGO as expressed in the Societies Act fails to define when an organization is referred to as NGO or a CSO. In other instances other CSOs such as a trade union, a social club, or a sports club, a religious organization do not qualify as Societies as defined under the law. However civil society as concept as used by the government, development partners and NGOs appears to imply organizations in the nonprofit sector.

The government nevertheless recognizes the important role CSOs play in the overall development of the country as exemplified by their efforts to consult and engage them in various policy and development initiatives in the country. However a huge gap still remains with regard to how to develop the sector into a vibrant development partner. Other countries in the region such as South Africa, Tanzania, and Zambia have relevant departments or oversight bodies that regulate the affairs of NGOs and CSOs. Such bodies have full powers, to register and co-ordinate CSO activities with a view of developing the sector. Such institutional framework would benefit Lesotho and its CSO players. The government through a multistakeholder process would create a body’s main task would be to provide a “one stop office for registration and co-ordination of NGOs in order to harmonize their activities with the overall national development policies and programs. To this end the body would;

- Co - ordinate and facilitate the work of national and international NGOs operating in Lesotho
- Maintain a register of national and international NGOs operating in Lesotho, with their precise sectors, affiliations and location of their activities
- Receive, analyze and evaluate the annual reports of NGOs
- Advise the Government on the activities of NGOs and their role in development within Lesotho
- Conduct a regular review of the register and to determine its consistency with the reports submitted by NGOs and the NGOs Council
- Receive, discuss and approve the regular reports of the NGOs Council and to provide strategies for efficient planning and coordination of activities for NGOs in Lesotho
- Develop and publishes a code of conduct for the regulation of NGOs and their activities in Lesotho

National Policy on Non-Governmental Organizations

A fundamental change that has taken place over the years in Lesotho is in the numbers of NGOs and CSO that have sprung up. These NGOs and CSOs have different dynamics, focus and approach and challenges that is different from other Societies registered under the same Act. It is therefore important to consider a separate and different legal and regulatory for this different sector.

Lesotho has no National Policy on Non-Governmental Organizations (NGOs), therefore making operational definition of NGOs and legal and institutional arrangements to facilitate the operations of NGOs in difficult. A policy framework for purposes of streamlining the sector and facilitating their self - regulation is key in creating enabling environment. Government thus needs to initiative the an inclusive process to develop a policy framework in order to strengthen its partnership with CSOs in Lesotho.

Recommendations

Develop a development co-operation policy that includes civil society groups

Currently the government of Lesotho is developing an aid policy to guide its development co-operation with its development partners. This is however limited to the executive and the development partners. Other development partners such as CSOs and the private sector are not currently included in the dialogue and neither is their role streamlined in the new framework. Busan partnership envisions co-operation beyond just aid financial flows to other forms of development co-operation including inclusive partnership and South – South Co-operation. In line with the global partnership for effective development co-operation, a new policy that captures the roles of other stakeholders including CSOs is necessary for effective implementation of the Busan partnership principles. The development co-operation policy among other things should include the co-operation principles between government and CSOs, the institutional framework of engagement, sharing resources including the provision of funds for certain CSO initiatives, capacity building, and technical assistance, and channels of communication.

Reform the NGO and other Acts governing CSO Enabling Environment.

Legal and regulatory frameworks for CSOs remain a key ingredient in disabling CSO effectiveness. The government of Lesotho would need to review and amend the law to address needs of CSOs that are captured by the Societies Act. This would need the creation of a new ACT that would cater for the needs of NGOs. NGOs have different needs and play a specialized role in development and poverty eradication in Lesotho, thus a law that governs, enables and promotes their growth and development is not only necessary but also crucial for the creation of enabling environment. Fiscal policies also need to address taxation policies on income, local fundraising, duties and VAT.

Develop a National Policy on Non-Governmental Organizations

Lesotho has no National Policy on Non-Governmental Organizations (NGOs), making operational definition of NGOs, legal and institutional arrangements to facilitate the operations of NGOs in Lesotho complex and complicated. In order to address this gap, there is a need for the country to develop a national NGO policy. A policy framework would seek to streamline the registration of NGOs and other CSOs by removing current deficiencies in the existing laws and harmonize all existing laws dealing with NGO matters by enacting a new single NGO law for the country. The policy would form the basis of the formation of the NGO Act and the creation of an oversight body and a National Council of NGOs. The main role of the National Council of NGOs is to supervise adherence to NGOs Code of Conduct and initiate civil societies per review and self-assessment

Deepen and improve the CSO – government partnership

CSO government policy engagement requires clear mechanism for participation including institutionalization of CSO government engagement processes. This will be key in establishing effective and efficient co-ordination framework and consolidate CSO processes. Beyond policy dialogue and engagement the government should in future involve CSOs in project implementation through subcontracting, grant aid and contracts. This must however be developed through a legal framework that is facilitative and enabling of CSOs to remain independent development actors.

Deepen and Improve CSO – Donor engagement

CSOs in Tanzania currently have a relatively well developed funding relationship with development partners. The same cannot however be said in policy engagement. As development partners continue with direct project implementation and Appropriation in Aid as instruments for support for government's development program, CSOs must also engage development partners over their own effectiveness over the projects they run. They must demand domestic accountability for such projects and demand local participation in the formulation Country Assistance Strategies. . Development partners therefore need to create an enabling framework for CSO engagement at the policy design and

Furthermore instrument for supporting CSO initiative will need to respond to the CSO needs and complexity in order to enhance CSO development effectiveness, this will include the need to limit paper works and other fiduciary requirements that do not facilitate CSO effectiveness

Strengthen and Deepen their Lobby and Advocacy Strategy

Government continues to observe capacity issues with regard to CSO engagement on technical issues. Furthermore they observe lack of co-ordination among CSOs. Furthermore CSOs that lobby government appear to be largely Maseru based, while those in the rural areas remain weak in lobby and advocacy areas. For CSOs to address the gaps in the Enabling environment, they will have to build their capacity on enabling environment issues including the legal and regulatory framework. Furthermore CSOs would need to collaborate with each other at both national and sub national level for the realization of a better enabling environment.