



# Decentralized Evaluation

**Evaluation of the National School Feeding Programme in Lesotho, in consultation with the Lesotho Ministry of Education and Training**

**2007-2017**

## **Evaluation Report**

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## Executive Summary

### Methodology

- i. This evaluation assesses the evidence that the School Feeding Programme (SFP) in Lesotho contributed to the achievement of development objectives beyond education outcomes, the mechanisms by which it did so, and the factors that influenced its contributions. The analysis applies to all of Lesotho's primary schools and Early Childhood Care and Development (ECCD) centres between 2007 and 2017, during which period WFP received US\$ 52 million for the provision of school meals, including significant contributions from government.
- ii. The evaluation findings, as indicated in the Terms of Reference (TOR), respond to questions concerned with the evaluation criteria of effectiveness, impact contributions, efficiency, relevance and sustainability. The conclusions are organised around the government's desire to expand understanding on: 1) the contributions of school feeding to development objectives including social protection, employment creation and poverty reduction; 2) the comparative costs incurred by Government and communities in implementing school feeding through its three delivery models; 3) the design adjustments Government and its partners should make to integrate school feeding into the national social protection agenda; 4) institutional arrangements for managing and implementing an efficient national school feeding programme in future, and; 5) the most appropriate approach WFP and government should take to develop a transition strategy towards a fully Government funded and implemented SFP. The users of the evaluation therefore include national and district government, UN and NGO staff including WFP's main partner, the Ministry of Education and Training (MOET), and officials across partner Ministries for health and nutrition, social development, agriculture and food security, and small business development.
- iii. In order to respond to these questions, the evaluation team adopted a three-part methodology: a National Cost Assessment (NCA) that cross-referenced national, district and local level data on the costs of implementing the three delivery models; Quantitative analysis of perspectives among 660 parent households and staff (teachers, Cooks and Caterers) from 44 schools representing 15,528 children; and a Qualitative survey of national, district and local government officials, UN and NGO staff, teachers and principals, school cooks and caterers, parents, learners and community members.
- iv. Limitations included 2004 baseline data that covered the WFP delivery model only, the introduction of development objectives mid-way through the evaluation period, the absence of monitoring data for the Caterer and National Management Agent (NMA) delivery models, and time limitations that affected the evaluation's ability to visit highland schools and communities. Measures taken to mitigate these factors included use of comprehensive national data for 2017 to develop the NCA, and triangulating its findings against longitudinal projections based on stakeholder interviews and focus group discussions with multiple national, district and community actors. Qualitative findings were cross-referenced against the evaluation's quantitative study, to government data-sets stretching back to 2000, and to primary and secondary school feeding literature from Lesotho and other countries.

### Key Findings

#### *Effectiveness of school feeding in Lesotho*

- v. Teachers, children and parents consider school feeding to be a major reason why children attend school with rates of enrolment, attendance and transition consistently higher for girls than for boys. Nutrition benefits to children are unclear. While school meals may contribute to mitigating moderate acute malnutrition and support catch-up from stunting, the SFP results framework had no nutrition outcome, nutrition indicators were not tracked, and the programme was not integrated among interventions for the prevention of malnutrition. Furthermore, with a third of schools lacking clean water and 95 percent of toilets in an unfit condition, the nutrition and health status of young children is also being placed at risk.
- vi. Benefits to communities through direct employment were limited. Static payments to Cooks and Caterers by MOET over the evaluation period have led to a 40 percent decline in their relative value. When coupled

with late or absent payments, the effects have been to increase the risk of debt that community members face when engaging in the SFP as Cooks or Caterers, and to reduce their ability to purchase food products from local producers.

### ***Impact contributions of school feeding***

vii. A decline in purchasing power and policy decisions that replaced Caterers in highland areas with WFP following the 2012 drought, led to an 80 percent drop in Caterer numbers. These are now concentrated in urban and lowland areas where prices are lower. Expansion of the WFP menu which relied on imported commodities led to further reductions in local purchases. Recent government, WFP and NMA initiatives have, however, led to purchase arrangements through national value chains that provide larger-scale delivery agents and farmers with a more stable market than Caterers. The evaluation team found little evidence of institutional support to the use of school feeding as a platform for integration in national agendas for social protection, smallholder farmer, or nutrition and health support.

### ***Efficiency of school feeding delivery models***

viii. The WFP delivery model is the most expensive, costing M662.76 (US\$49.75) per child per year to feed 189,511 primary school children. Comparatively, the NMAs cost M493.97 (US\$37.08/child/year for 71,188 children) while the Caterers model is on the face of it the cheapest model at M420.86 (US\$31.59; 78,051 children). Several factors influence these cost differences which are not like-for-like. Commodities represent the largest cost driver, equivalent to 36 percent of total costs. Although Caterers operate in more accessible urban and lowland areas and serve a lunch without the breakfast provided by WFP and the NMAs, Caterer commodity costs are highest because of their reliance on local traders to purchase small quantities of more expensive food items in line with the government menu. At 28 percent, Management and Admin costs represent the second highest cost driver at M161.58 (US\$12.13/child/year). These are highest under the WFP model due in part to its inclusion of technical assistance, monitoring and training services that are not provided under the other models. Across the different models, Management costs rise to 36 percent when the hidden costs of teacher support are included. Community contributions that could lead to cost savings are negligible, as are those of school boards and school feeding committees.

### ***Relevance of the national school feeding programme***

ix. The primary contribution of the SFP has been to support education outcomes. While school meals operated as a universal social protection instrument providing, for the most part, a regular meal and reason for primary school children to go to school, a lack of cross sectoral coordination meant that school feeding was not properly integrated into national development plans or programmes despite strong complementarity with national policies for social protection, nutrition, food security and poverty reduction. Cross-institutional coordination has been limited by an absence of joint implementation protocols for national or district staff operating across different ministries. Although the launch of the NMA model in 2017 proceeded with little attention to standards and protocols, reclaim mechanism for lost payments to Cooks, or appropriate monitoring and accountability framework, teachers and district officials remain largely positive about the potential for NMAs to deliver appropriate food to schools for Cooks and Caterers to prepare for the children.

### ***Sustainability of school feeding in Lesotho***

x. Lesotho has made significant progress in ensuring the policy and budgetary preconditions of a sustainable national school feeding programme. However, strong policy alignment across ministries has yet to be translated into a systematic strategy for institutional harmonisation and oversight. Efforts supporting a decentralised private sector model for school meals implemented by NMAs were appropriate to the national political economy but need to be supported by the strengthening of national SFP governance arrangements.

### **Overall conclusions**

xi. *Contributions of school feeding to development objectives including social protection, employment creation and poverty reduction:* school meals operated as a universal social protection instrument providing, for

the most part, a regular and reliable nutritious meal for primary school children. While meals were not used to target groups like OVCs and girls in Lesotho, they have been shown to benefit vulnerable groups in other contexts through increased enrolment and attendance. Complementary actions are required to improve links to social protection programmes such as a breakfast for OVCs, stronger links to the Child Grants Programme, improved nutrition screening and investments into school water and sanitation infrastructure. Clear compliance standards are also needed for ECCDs to ensure informal providers are given effective oversight. With just 15 percent of households having ever had a member employed as a Cook or Caterer by the SFP, the employment benefits of the programme have been concentrated and many face increasing risks of debt.

- xii. *Comparative costs incurred by Government and communities in implementing school feeding through its three delivery models:* during 2017 it cost government on average M2.77 (US\$0.24) to feed a child per day. While community contributions were negligible, hidden teacher costs for the oversight of meals in schools added M0.23 per child. While the WFP model is the most expensive at M4.00 (US\$0.28) per child per day, compared to M2.34 for Caterers and M2.74 for the NMAs, WFP provided children a breakfast and implemented monitoring, training and support services that were not available under the other models. Although the Caterers model is the cheapest, NMAs are considered more cost effective due to their ability to operate across districts or nationally, and secure future economies of scale.
- xiii. *Design adjustments that Government and its partners should make to integrate school feeding into the national social protection agenda:* national political and budgetary commitments to school feeding and child grants need to be converted into common strategies. Examples include the provision of a breakfast for OVCs, engaging teachers in raising awareness about social protection entitlements and making school referrals for child grants. Nutrition screening and support to primary schools and ECCD centres is needed from district nutrition team members and health workers. The expansion of ECCD feeding and use of NMAs to scale-up in-kind provisions are potential shock responsive instruments. The procurement of fortified food items nationally alongside locally available seasonal fresh produce is an opportunity to improve cost efficiency, dietary diversity and local purchases.
- xiv. *Appropriate institutional arrangements for managing and implementing an efficient national school feeding programme in future:* cost efficiencies can be achieved by introducing district level tenders for the expansion of the NMA outsource model but with a clear separation from Cooks and Caterers who prepare school meals. Codified 'rules of the game' for NMAs and aggregators are required with training support for small-scale farmers and Caterers. National oversight should be formalised in line with the National School Feeding Policy through the activation of a school feeding coordination committee and technical working group which, with WFP support, should oversee the capacity strengthening of SSRFU and DNTs, and introduction of a national monitoring framework.

## **Recommendations**

- xv. The evaluation team makes the following eight recommendations targeting the *most appropriate approach WFP and government should take to develop a transition strategy towards a fully Government funded and implemented SFP*. Each recommendation is covered in greater detail at the end of Part 3 of the evaluation report.
- xvi. Recommendation 1: *Activate national governance and management arrangements and extend resource mobilisation efforts.* By the end of 2018, MOET, with WFP support, should begin to strengthen the capacity of the SSRFU to function as a School Feeding Secretariat (SFS) and draw on senior Ministry, UN and NMA representatives to activate the Multi-Sector Advisory Board (AB) and mobilise resources to support institutional harmonisation as envisioned in the national school feeding policy.
- xvii. Recommendation 2: *Design and expand NMA services on a district-by-district basis* reaching national coverage in 2023. To address risks, over the 2018-19 academic year, the SFS, with WFP and MSBD support, should complete an NMA risk analysis and on this basis publish rules and standards for registering NMAs before introducing competitive district-level tenders and awarding district NMA contracts in line with a sequential roll-out plan.

- xviii. Recommendation 3: *Reduce menu costs while maintaining nutrition standards.* During the 2018-19 academic year, the SFS, with WFP, FNCO and MAFS support, should simplify the menu to a daily breakfast and lunch involving a combination of fortified cereals, pulses, oil and iodised salt (WFP menu), add agreed minimum levels of locally purchased seasonal fresh fruit and vegetables to ensure dietary diversity in line with local preferences, and undertake nutrient gap analyses of menus to ensure an adequate dietary intake for children.
- xix. Recommendation 4: *Realign the role of Cooks and Caterers and their payment arrangements.* In line with the district-by-district rollout of NMAs over the period 2019-23, MOET, with WFP, NMA and MSBD support should move from a centralised to decentralised payment model overseen by schools in rural areas and/or the contracting of catering businesses by NMAs or the MOET to service multiple schools especially in urban areas.
- xx. Recommendation 5: *Strengthen the capacity of SFS and District SSRFU and DNT staff to oversee and monitor decentralised school feeding.* During the 2018-19 academic year, MOET should agree plans with WFP and AB members for the capacity strengthening of national and district SFS officers to ensure the future programme is given effective planning, oversight and support. Implementation of each component of the plan should commence on a district-by-district basis during 2019-20 in line with NMA roll-out across districts.
- xxi. Recommendation 6: *Introduce a national monitoring and accountability framework.* By mid 2019, the SFS, with WFP and AB member support, should finalise a comprehensive, gender disaggregated national school feeding monitoring and accountability framework that covers the entire SFP value chain in line with the ambitions of the NSFP including children's consumption of school meals; the employment and payment of Cooks and Caterers; nutrition screening of children; school infrastructure status; NMA performance, and; national and local procurement, aggregation and logistics provisions. To increase feedback and accountability to beneficiaries the framework should include an independent direct line call centre to support feedback and accountability for school feeding and education services following the example of the National University of Lesotho. Clear responsibilities for each component of the monitoring framework should be agreed by the SFS and AB members.
- xxii. Recommendation 7: *Ensure adequate school water, sanitation and hygiene infrastructure.* By the end of 2020, MOET, with the support of AB members as well as WFP, MOH, UNICEF and relevant NGOs, should agree investment arrangements and implementation strategies with the Ministry of Finance and donors to improve school kitchen, storage, and water and sanitation facilities.
- xxiii. Recommendation 8: *Integrate school feeding with cross-ministry development initiatives.* By the end of 2020, MOET-SFS, working in partnership with AB members as well as UNICEF and FAO, should formalise common strategies and plans that use school feeding as a platform to integrate and harmonise the SFP with sector-led programmes for nutrition, social protection, food security, and small business development led by partner ministries.

## 1. Introduction

1. This Evaluation Report (ER) has been prepared for the decentralised evaluation of the Lesotho National School Feeding Programme (SFP). The evaluation was commissioned by WFP's Lesotho Country Office on behalf of the Government of Lesotho with the purpose of addressing the question: *Is there evidence that School Feeding has contributed to achievement of developmental objectives in Lesotho beyond education outcomes, through which mechanisms did it do so, and what factors influenced its contributions?* The evaluation terms of reference (TORS) are provided in Annex 1. The evaluation period covers the years 2007 to 2017. This activity evaluation addresses both learning and accountability with a primary focus on drawing out lessons of both positive and negative outcomes to inform future decision-making. Its timing between July 2017 and March 2018 was to provide Government and WFP the opportunity to develop a workable transition strategy to a fully implemented Government programme in 2019. The full evaluation schedule is provided in Annex 2. Its scope comprises all of Lesotho's 1,427 public primary schools and 2,289 Early Childhood Care and Development (ECCD) centres through which school meals services were provided to an average of 383,905 learners each year, over the evaluation period, at a girls to boys gender ratio of 1.04.

### 1.1. Evaluation Subject

2. The objectives of the SFP were designed to contribute to the 2005-15 Education Sector Strategic Plan's ambition to *"ensure all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality"*.<sup>1</sup> Over the evaluation period this focus on equitable primary school access, attendance and performance was captured in a series of WFP development projects including DEV10266 (2006-08), DEV10582 (2008-10), and DEV200199 (2011-12). Details of the project approval, start and end dates, beneficiary numbers and transfers of each are provided in Tables A1.3 and A1.4 of Annex 1. Their place in a timeline is summarised in Annex 3, which also covers the introduction of the 2015-19 Trust Fund (TF 200771) between WFP and the Ministry of Education and Training (MOET) which coincided with the launch of the National School Feeding Policy (NSFP).

3. Under the NSFP, the MOET broadened its SFP ambitions to *"promote the development of children, farmers and communities across Lesotho by ensuring that school feeding is a multi-sector programme that receives the support from – and provides benefits to – a multitude of sectors and actors, including the Government (at the national and district levels), communities, the private sector and civil society"*.<sup>2</sup> While the Trust Fund results framework included the provision of food and non-food items to schools alongside capacity support to government and both policy and technical support,<sup>3</sup> the only gender component was to maintain a 1-1 enrolment ratio between boys and girls. At its core, the Trust Fund focused instead on five sector-specific objectives that aimed to engage cross-ministry support for: reduced chronic and acute malnutrition, including protein-energy malnutrition and micronutrient deficiencies (Health and Nutrition); increased food and nutrition security of children (Social Development); smallholder farmer economic development through support to home grown food production, processing and purchases (Agriculture and Food Security), and; clear contributions to raising employment levels (Trade and Industry).

4. Against this framework, the prospective users of the evaluation include national and district government, UN and NGO staff alongside WFP's main partner, the MOET (including but not limited to the Primary Education Inspectorate and School Self-Reliance and Feeding Unit, SSRFU), and government officials from across the Ministries of Social Development (MSD), Health and Social Welfare (MOH), Agriculture and Food Security (MAFS), Small Business Development, Cooperatives and Marketing (MSBD), Development Planning (MDP) and the Office of the Prime Minister (OPM).<sup>4</sup> The multi-functional ambitions of the SFP are also shared by stakeholders including private sector service providers (such as NMAs), UN agencies

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<sup>1</sup> MOET (2005) [Education Sector Strategic Plan](#) 2005-15

<sup>2</sup> MOET (2014) National School Feeding Policy Goal Statement

<sup>3</sup> The results framework for the Trust Fund is provided in sub-Annex A1.7 of the TORs (Annex 1). It was not adjusted over the evaluation period.

<sup>4</sup> Departments under the OPM are responsible for cross-ministerial coordination. They include the Disaster Management Authority (DMA), its subsidiary, the Food Management Unit (FMU), and the Food and Nutrition Coordinating Office (FNCO). Each body has both national and district officers

including UNICEF, UNESCO and the FAO, civil society organisations, bi- and multi-lateral donor representatives, particularly the EU and World Bank, as well as WFP's Country Office (CO), Regional Bureau Johannesburg and Rome Headquarters.

5. In line with the evaluation TORs, the primary aim of the evaluation is to build common understanding of: a) the contribution of school feeding to development objectives including social protection, employment creation and poverty reduction; b) the comparative costs incurred by Government and communities in implementing school feeding programmes through the three models and the main cost drivers; c) the design adjustments that Government and its partners should make to integrate school feeding into its national social protection agenda; d) the most appropriate and efficient institutional arrangements of managing and implementing an efficient national school feeding programme in future, and; e) the most appropriate approach WFP and government should take to develop a transition strategy towards a fully Government funded and implemented SFP in future.

6. Two earlier evaluations include the Mid-term Operational Evaluation of WFP's Lesotho Country Programme 200369 in 2015 which examined ECCDs, and the 2010 WFP midterm evaluation of DEV10582 "Support Access to Primary Education". Both studies emphasised the need for WFP's to increase its emphasis on capacity strengthening at all levels of government in support of primary and pre-school education with an eye to achieving the sustainable handover of school meals and complementary activities to government. The role of partnerships was also stressed with a view to increasing the complementarity of different stakeholder activities, especially in the use of free school meals to leverage support for health and nutrition among families of pre- and primary- school children. Neither evaluation undertook an analysis of school feeding in relation to its social protection, employment or community development dimensions.

## 1.2. Context

7. Lesotho is a small landlocked country and constitutional monarchy with a population of 2.2 million. Administratively, it is divided into ten districts (Annex 4) with 80 constituencies, 11 urban councils, 64 community councils and 1 municipality. Political risk has been a key determinant of economic performance in the country. Strong growth before and after the 2008-9 global financial crisis was cut short by the collapse of a 3-party coalition government in 2012 that led to a fall in GDP growth from 7 percent in 2011 to 2 percent in 2013.<sup>5</sup> Further political uncertainty followed in 2015-16 during a 7-party coalition, and while a further 4-party coalition was elected in June 2017, gross national income per capita has fallen from US\$1,610 in 2012 to US\$1,280 in 2015,<sup>6</sup> and Lesotho's Gini coefficient of 54.2 is the 7<sup>th</sup> most unequal in the world.<sup>7</sup> 59.7 percent of the population currently live below the World Bank poverty line of US\$1.9 per day, and its Human Development Index is ranked 160<sup>th</sup> out of 188 countries.<sup>8</sup>

8. One of the major contributing factors to poverty is unemployment which averaged 28.1 percent from 2007 to 2017. Male youths are badly affected with 47 percent of males aged 15 to 24 years unemployed compared to 31 percent of females, due in part to higher literacy rates and manufacturing opportunities for women.<sup>9</sup> While regional remittances from Lesotho's diaspora once compensated for under-employment within the economy, these declined from 72 percent of GDP in 1990 to 17.4 percent in 2016.<sup>10</sup> This fall had significant impacts on households,<sup>11</sup> and coincided with a steep rise in the prevalence of human immunodeficiency virus (HIV) which, at 24.6 percent in Lesotho, is now the second highest national rate in the world. As a result, households have become increasingly vulnerable to shocks including the 2012 drought emergency and 2016-17 El Niño event during which 679,000 people, or 35.7 percent of the national population, required emergency food assistance.

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<sup>5</sup> World Bank (2017) [World Development Indicators Database](#)

<sup>6</sup> UNICEF (2017) [National political economy analysis, Lesotho](#)

<sup>7</sup> [World Bank in Lesotho](#) (2018). The Gini coefficient is a universal measure of income equality

<sup>8</sup> UNDP (2016) [Lesotho Human Development Report](#); World Bank (2018) [Lesotho Overview](#)

<sup>9</sup> UNICEF (2017) [National political economy analysis, Lesotho](#)

<sup>10</sup> World Bank ODA Report (2017). See also the [Overview of CERF allocation](#) (2016)

<sup>11</sup> Research by the Central Bank of Lesotho in 1996 found 14 percent of remittances to have been spent on education and health. See, UNICEF (2017) Fiscal Space Profiles: [Case Study Lesotho](#)

9. The combination of falling remittances, rising HIV prevalence and vulnerability to shocks has had a strong downward effect on national poverty and the status of Lesotho's women and children. 36 percent of all households are now women-headed, and 62 percent of these live in extreme poverty.<sup>12</sup> This prevalence of female headed households relates closely to Lesotho's history of male labour outmigration and the AIDS epidemic have also left 21 percent of children aged 5 to 9 years, and 37 percent aged 10-14, as single or double orphans. As a result, 52 percent of children under the age of 15 years (representing 41 percent of the population) now live in absolute deprivation and face chronic food deficits every day.<sup>13</sup>

**Table 1. Rates of stunting, wasting and underweight children in Lesotho**

| Category                           | Stunting (percent) |        |         |        |        |         | Wasting (percent) |        |         |            |        |         | Underweight (percent -2 z-score) |        |         |        |        |         |
|------------------------------------|--------------------|--------|---------|--------|--------|---------|-------------------|--------|---------|------------|--------|---------|----------------------------------|--------|---------|--------|--------|---------|
|                                    | 2009               |        |         | 2014   |        |         | 2009              |        |         | 2014       |        |         | 2009                             |        |         | 2014   |        |         |
| Under 2 years of age (6-23 months) | Male               | Female | Average | Male   | Female | Average | Male              | Female | Average | Male       | Female | Average | Male                             | Female | Average | Male   | Female | Average |
|                                    |                    |        |         | 29.50  |        |         | 27.18             |        |         | 6.38       |        |         | 5.30                             |        |         | 1.27   |        |         |
| WHO Prevalence                     | Medium             |        |         | Medium |        |         | Poor              |        |         | Poor       |        |         | Medium                           |        |         | Medium |        |         |
| Under 5 years of Age               | Male               | Female | Average | Male   | Female | Average | Male              | Female | Average | Male       | Female | Average | Male                             | Female | Average | Male   | Female | Average |
|                                    | 43.40              | 35.00  | 39.20   | 38.80  | 28.80  | 33.20   | 4.00              | 3.50   | 3.80    | 2.60       | 3.00   | 2.80    | 1.57                             | 1.07   | 1.32    | 1.25   | 0.83   | 1.03    |
| WHO Prevalence                     | High               |        |         | High   |        |         | Acceptable        |        |         | Acceptable |        |         | Medium                           |        |         | Medium |        |         |

Source, Ministry of Health (2014) *Lesotho Demographic and Household Survey (DHS)*

10. High levels of vulnerability are reflected in rates of malnutrition (Table 1). All indicators of malnutrition have been consistently higher for boys than girls and may relate in part to early life-cycle demands for boys to provide agricultural labour. In 2014, these showed a particularly high prevalence rate for stunting of 33.2 percent which, while a decline relative to 2009, remains a major concern, however the ET found a gap in gender differentiated analysis of the causes of early life-cycle malnutrition in Lesotho, and why boys are consistently worse affected. Nevertheless, a correlation with household income is indicated by 46 percent of children in the poorest households being stunted against 13 percent in the wealthiest,<sup>14</sup> and the economic consequences of malnutrition are recognised. A 2016 Cost of Hunger study undertaken by government with the support of UNICEF, the AU, UNDP and WFP estimated that 1.96 billion maloti (or US\$200 million) in potential productivity was lost in 2014 due to child undernutrition, equivalent to 7.13 percent of GDP with the highest cost element related to undernutrition-related mortalities. Eliminating iron deficiency anaemia alone would result in a 5 to 17 percent increase in adult productivity.<sup>15</sup> Section 2.1.1. reviews malnutrition in detail.

### 1.3. School Feeding

11. To address inter-generational poverty, access to education and social protection have become core areas of government policy. Compulsory Free Primary Education (FPE) for all children aged six to 12 years was phased-in across Lesotho between 2000 and 2006. This approach was reinforced by the 2004 Poverty Reduction Strategy and 2005-15 Education Sector Strategic Plan which recognised the link between household earnings and the educational attainment of household heads.<sup>16</sup> Through these policies, primary school enrolment increased rapidly from 364,951 children in 1999 to 410,745 in 2000 and continued to rise until net enrolment rates reached a high of 82 percent for boys and 88.1 percent for girls in 2003, marking baselines for the evaluation's analysis of effectiveness.

12. Unlike in the majority of African countries, Lesotho's primary school enrolment, transition and net cohort survival rates are consistently higher for girls than boys. High rates of female access to education are

<sup>12</sup> Ministry of Health (2014) [Lesotho Demographic and Household Survey](#)

<sup>13</sup> UNDP (2016) [Lesotho Human Development Report](#)

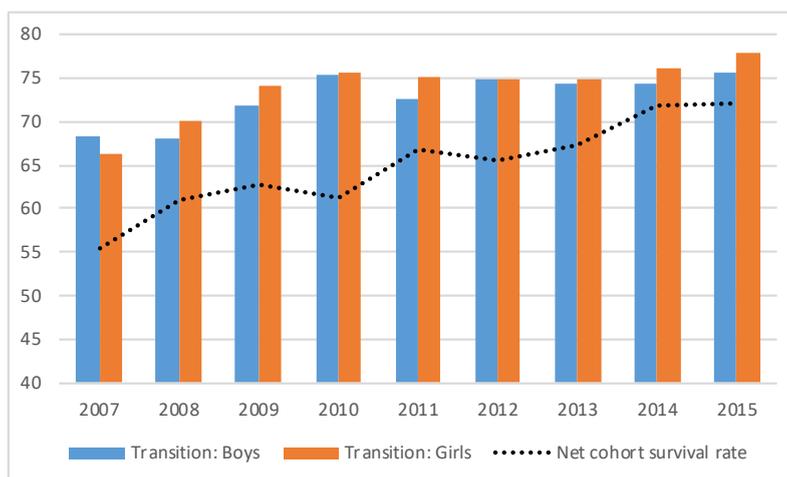
<sup>14</sup> Ministry of Health (2014) [Lesotho Demographic and Household Survey](#)

<sup>15</sup> Government of Lesotho (2016) [Lesotho Cost of Hunger: the Social and Economic Impact of Child Undernutrition on Lesotho Vision 2020](#). Section 2.1.1.1. covers malnutrition causes in more detail

<sup>16</sup> Government of Lesotho (2004) [Poverty Reduction Strategy](#) (2004/05 – 2006/07) Chapter 9, Quality and Access to Education, and; MOET (2015) [Education Sector Strategic Plan](#) (2005-15)

a result of historical male outmigration to South Africa triggered by unemployment and poverty, and cultural demands on boys to work as herders.<sup>17</sup> Transition examines the proportion of pupils leaving primary school who go on to secondary school in the following year (Figure 1). Net cohort survival reviews the life span of pupils and takes into account both dropout and repetition rates that affect pupils as they proceeded from grade one to their final year. Both measures showed consistent long-term improvements over the evaluation period. Strong primary education performance is linked to rising literacy rates in Lesotho which stand at 85 percent for females compared to 67 percent for males.<sup>18</sup>

**Figure 1. National rates for net cohort survival for primary school children and transition between primary and secondary education (percent)**



Source, MOET (2008, 2010, 2016) Education Statistics Report<sup>19</sup>

13. A major pillar of Lesotho’s FPE strategy was to support primary school enrolment and attendance through the provision of free meals. This strategy built on a significant history of school feeding in the country (Timeline, Annex 3). Beginning with 10 schools in 1963, school meals were quickly expanded to reach national coverage in 1965. Later, with WFP support over the period 1990-94, government introduced Education with Production, a policy that sought to increase school self-reliance. Schools received inputs including small livestock, seeds and building materials which they were expected to use to produce their own food while teachers taught nutrition and agricultural skills and parents contributed labour and funds. This policy was phased out in 1994 as government sought to take over responsibility from WFP for the provision of meals across all 1,044 schools (330,000 learners) in the lowlands and foothills. Accessible markets and higher population densities in these areas allowed the MOET to introduce the Caterers delivery model, directly contracting community members to provide meals for up to 150 children per day at a rate of M3.50 per child (US\$0.26) in line with a balanced menu set by nutritionists from MAFS and MOH.

14. Conversely, in the highlands where it was considered too expensive for Caterers to source food, WFP adopted an international procurement model that supplied a basic menu of food items to 429 schools (80,000 learners) to feed two meals to each child per day prepared by Cooks employed by government at the rate of M1.50 (US\$0.11) per day. Although a series of memoranda of understanding between MOET and WFP repeatedly agreed plans for government to take responsibility for feeding children in all Lesotho’s primary schools,<sup>20</sup> political uncertainty has led to a high turnover of Education Ministers and Principal Secretaries and gaps in leadership. As a result, both the Caterer and WFP models operated throughout the evaluation period, and were only added to with the handover of 318 WFP schools across 10 districts to a private sector National Management Agents (NMA) delivery model in 2017.<sup>21</sup>

<sup>17</sup> Lefoka, P. (2007) [Out of School Missing Boys: a study from Lesotho](#). Commonwealth education Partnerships: UN Girls’ Education Initiative. The ET found no examples where parents, teachers or police gender and protection officers linked gender based violence to access to primary schools

<sup>18</sup> UNESCO [Institute for Statistics](#) (2017)

<sup>19</sup> No transition or cohort survival statistics data is yet available for 2016-17.

<sup>20</sup> MOUs and letters of amendment were agreed in 2013, 2014 and 2017

<sup>21</sup> As with Caterers, NMAs are paid by MOET at a rate of M3.50 per child per day (US\$0.26)

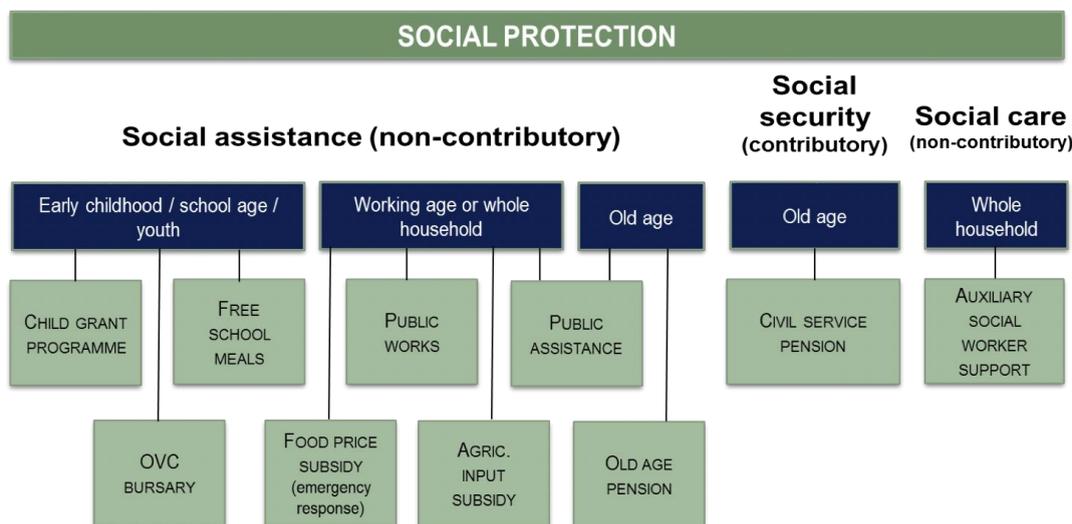
15. Despite Lesotho's poor economic and political status, its classification as a middle-income country, ongoing political instability, and inability to meet development targets has led a majority of donors to re-locate funding to low-income countries and humanitarian crises. International funding for education in Lesotho during the evaluation period was provided by South Africa, Japan, China and the World Bank and channeled through Government, WFP and UNICEF.<sup>22</sup> While South Africa provided 74 percent of the overall budget for WFP school feeding under DEV200199 during 2013-2014 totalling US\$11.5 million, from 2015 all further SFP funding was met by government. Complementary activities were provided by FAO as well as NGOs including World Vision, the Lesotho National Olympic Committee and Technologies for Economic Development who focused on teacher training, child protection and improving primary school infrastructure rather than school feeding.

#### 1.4. Social Protection

16. Progressive strategies for social protection have emerged as a priority in Lesotho. The introduction of the 2014 National Social Protection Strategy (NSPS) aims to support those who are unable to construct viable livelihoods, increase their productive capacities or raise their asset base.<sup>23</sup> The NSPS recognises that effective implementation of timely social protection programmes should benefit the most vulnerable by harmonising support across ministries throughout the life-cycle course of Lesotho's citizens (Figure 2). To this end, the MSD is scaling-up programmes under the National Information System for Social Assistance (NISSA) using government funds and support from the European Bridging Facility and World Bank.

17. After old age pensions, free primary school meals represent the second largest social protection instrument in Lesotho. But while Lesotho has one of the highest levels of spending on social safety nets in Sub Saharan Africa, equivalent to 9 percent of GDP or 16 percent of the national budget, most of the country's social protection instruments, including the SMP, have been universal, shown significant inefficiencies and led to few attributable outcomes.<sup>24</sup> Furthermore, despite early childhood strategies that have aimed to support girls and boys equitably, customary principles reinforced by dominant patriarchal institutions have continued to prioritise male marital, fiduciary and inheritance rights and understated the importance of high national prevalence rates of gender based violence.<sup>25</sup> As a result, safety net budget allocations face significant pressures and demands for evidence of value for money.<sup>26</sup>

Figure 2. Overview of the Social Protection Landscape in Lesotho<sup>27</sup>



<sup>22</sup> World Bank (2015) ODA Report. Major donors in the earlier stages of the evaluation period included the World Bank, USA, European Union, United Kingdom, United Arab Emirates, South Africa and Germany

<sup>23</sup> Freeland, N. et al (2015) [Launch of Lesotho's National Social Protection Strategy](#). Pathways Perspectives 18

<sup>24</sup> World Bank (2013) [Lesotho: A Safety Net to End Extreme Poverty](#). Report No. 77767-LS.

<sup>25</sup> Lesotho Council of Non Governmental Organisations (2015) [The status of women in Lesotho](#) and; O'Brian, C. (2015) [A Woman's Place in Lesotho: Tackling the barriers to gender equality](#).

<sup>26</sup> Private interviews during the March 2018 parliamentary budget review.

<sup>27</sup> Kardan, A., C. O'Brien and M. Masasa (2017) Shock-Responsive Social Protection Systems: [Lesotho](#)

### 1.5. Evaluation Methodology and Limitations

18. As indicated in the TOR, the evaluation methodology and questions respond to the OECD development assistance evaluation criteria of effectiveness, impact contributions, efficiency, relevance and sustainability. The evaluation questions focus on the extent to which school feeding achieved intended education and development outcomes for boys and girls, and men and women over the evaluation period; the costs and cost drivers of school meals services; the factors that influenced (positively or negatively) the contribution of school feeding to development objectives; policy and institutional relevance, and; design adjustments to ensure school feeding programme provides an effective shock-responsive social protection instrument with enhanced contributions to Lesotho's development in future (Annex 1; Table A1.5).

19. The evaluation matrix in Annex 5 is based upon the structure of these evaluation questions. The process of refining the matrix was informed by a data collection process that began with the analysis of secondary quantitative and qualitative data (policy and programme documents, monitoring reports, annual reports, evaluation reports) and the outputs of an inception visit and stakeholder workshop held in Maseru in September 2017. The full bibliography and list of documents reviewed is given in Annex 6 and the list of stakeholders interviewed provided in Annex 7. Quality assurance and management of the evaluation process was provided by JaRco with support from RBJ and CO.

20. To address the evaluation matrix, the ET designed a three-part, mixed methods approach, to ensure the triangulation of quantitative analyses of the costs and cost drivers of the SFP's three delivery models with a qualitative study of stakeholder and beneficiary perceptions regarding national and local implementation and set these against a review of the government's rationale for school feeding under the NSFP. The statistical sampling approach and examples of questions used in the February to March 2018 field mission is described in detail in Annex 8. The three components included:

- A National Cost Assessment (NCA) that used national data for 2017 to identify the costs and cost drivers of implementing the three delivery models cross-referenced against district and local level costs estimated through the evaluation's quantitative and qualitative surveys;<sup>28</sup>
- A quantitative school and household survey (SHHS) of parent households and school staff (teachers, cooks and caterers) undertaken by research assistants (RAs) using structured questionnaires to build a statistically representative analysis of school meals delivery, household engagement and school infrastructure;
- Key informant interviews (KIIs) and focus group discussions (FGDs) by the ET to obtain the full range of perspectives of over 100 national and district policy and institutional stakeholders cross-referenced against school-level interviews of learner, teacher, parent and community perspectives.

21. In adopting a stratified random sampling approach for the SHHS, the ET calculated an interview size of 660 parent households across 44 schools in 5 districts to ensure the survey gained homogeneity which, allowing for data errors. This was equivalent to 15 households for each school whose total intake was 15,528 children (Table 2). According to the population of each targeted district, a random sample of 2 to 5 selected schools was made in 3 community councils with each council identified to provide a balanced sample of highland, foothill and lowland/urban schools that would cut across Lesotho's different poverty, social protection, urban-rural, agro-ecological and livelihood contexts, and ensure an adequate dataset for all three SFP delivery models. Sampling by the ET survey visited 5 schools also visited by the SHHS team in 3 of the 5 SHHS districts, reflecting the need to balance time limitations for field visits against the call for in-depth interviews with a large number of stakeholder groups. In total, the ET interviewed 5 gender disaggregated groups of boys and 5 of girls, one joint group, 7 groups of principals and teachers, 5 KIIs with school principals, 3 FGDs with groups of Cooks and 4 with Caterers, and 5 FGDs with groups of parents and community members.

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<sup>28</sup> A Cost Based Analysis approach was not considered realistic because the of the SFP coverage of the entire country. Availability of national data for 2017 and field data from the evaluation allowed for a NCA

**Table 2. Sampling of Schools and Households by District<sup>29</sup>**

| No | Sample districts | School sample number | Households per school | Households | Qualitative analysis (ET) |
|----|------------------|----------------------|-----------------------|------------|---------------------------|
| 1  | Mohale's Hoek    | 7                    | 15                    | 105        | 2 schools                 |
| 2  | Maseru           | 13                   | 15                    | 195        | 2 schools                 |
| 3  | Qacha's Nek      | 7                    | 15                    | 105        | No                        |
| 4  | Leribe           | 9                    | 15                    | 135        | No                        |
| 5  | Berea            | 8                    | 15                    | 120        | 3 schools                 |
|    | <b>Total</b>     | <b>44</b>            |                       | <b>660</b> |                           |

22. To ensure the evaluation methodology was gender-balanced, the SHHS and ET surveys were designed to ensure appropriateness, accuracy and rigour in line with WFP's Decentralised Evaluation Quality Assurance System guide on credibility.<sup>30</sup> Men and women working as Cooks, Caterers and farmers were interviewed separately as were groups of boys and girls. Question guides for the ET and SHHS included differentiated gender questions and all SHHS questionnaires were pre-tested to ensure interview times were below 30 minutes. Ethical considerations were applied in line with UNEG guidelines and principles including respect for dignity, diversity and confidentiality. Administrative forms giving the team permission to interview children were signed by district MOET officers and teachers. Interviews with groups gave due consideration to gender and vulnerability considerations, and all interviewees were given opportunities to provide feedback on the interview process. At all times dedicated time was given by the SHHS and ET surveys to ensure a gender balance among those interviewed and OVCs were included in FGDs in ways that minimised stigma. In all, over 90 percent of ET and SHHS local interviews with teachers, parents, Cooks and Caterers were with women.

23. Several limitations were experienced. While resource and budget data were obtained for WFP throughout the evaluation period, they were available for the NMA delivery model for 2017 only. Although this allowed the ET to apply the NCA methodology in line with standard practice it created gaps in understanding how the models respond to shocks such as drought. Baseline data reported in 2004 was focused on the WFP model,<sup>31</sup> that relates to the 2015 Trust Fund results framework (Annex 1; Sub-Annex A1.7) and planned outputs of WFP's earlier development projects (DEV10266, DEV10582, DEV200199). Introduction of the NSFP mid-way through the evaluation period also meant that at the time of the evaluation no theory of change or monitoring framework had been developed to support social protection, economic development and poverty reduction data-sets and learning. This led to an absence of data reflecting areas such as the incomes of participating Cook and Caterer households, and a lack of monitoring data for activities, outputs and outcomes under the Caterer's and NMA delivery models. NMA data for 2017 was based on a pilot that has not been subjected to third-party verification, making it difficult to validate the content of NMA reports.

24. Time limitations meant that fewer schools and communities were visited in highland areas relative to foothill and lowland areas, and key informants from the MOH family health division were unavailable. Socio-cultural factors also limited the ET's ability to get clear estimates of incomes from household representatives. Measures taken to mitigate the limitations included extensive use of longitudinal projections based on qualitative interviews and FGDs triangulated across multiple actors at the national, district and community levels. In most instances, qualitative findings could be cross referenced against the findings of the quantitative SHHS, government data education data-sets stretching back to 2000, and both primary and secondary literature relating to school feeding in Lesotho and other countries. The ET does not believe these gaps compromised the overall validity of the evaluation findings.

<sup>29</sup> 2006 census population figures for selected districts are Mohale's Hoek, 173,706; Maseru, 436,399; Qacha's Nek, 171,756; Leribe, 296,673; and Berea, 248,225

<sup>30</sup> DEQAS Process Guide on Credibility (2017)

<sup>31</sup> WFP (2004) School feeding baseline survey country data report: Lesotho

## 2. Evaluation Findings

25. The main evaluation findings and evidence to substantiate them are presented below. These are structured in response to the evaluation questions of the effectiveness, impact contributions, efficiency, relevance, and sustainability of the SFP in Lesotho, and presented in this order according to the design of the TORs.

26. To minimise repetition, the section on Effectiveness (2.1.) reviews the contributions of school feeding to education, food security and nutrition among primary school children. It then explores the quality of income and employment opportunities. Section (2.2.) builds on this analysis to review the subsequent positive and negative Impacts of the SFP on livelihoods, and the programme's purchasing contributions to local communities. It concludes with an examination of the influences that affected the SFP's ability to deliver its intended development outcomes. Section 2.3. focuses on the cost drivers behind each of the delivery models, and their overall Efficiency. 2.4. then reviews the Relevance of these contributions when set against Lesotho's school feeding, social protection, food security and wider policies and strategies, as well as those of WFP. The examination of evaluation findings concludes with a review of factors influencing the sustainability of the SFP in section 2.5.

### 2.1. Effectiveness of School Feeding in Lesotho

2.1.1. *To what extent did the school feeding programme achieve intended outcomes for boys and girls, men and women over the period under review?*

27. Over the 10 years of the evaluation period the primary planned outcomes for school feeding included increased equitable access to and utilization of primary education in Lesotho, and enhanced ownership and capacity to reduce undernutrition and increase access to education at regional, national and community levels. To this end, the SFP was implemented in an average of 1,465 primary schools per year through which it reached an average of 383,905 children (53 percent girls) using the three delivery approaches: the Caterers, WFP and National Management Agents (NMA) models. An outline of the delivery models is provided in Annex 9. School coverage in 2017 when all 3 models was in place is provided in Table 3.<sup>32</sup>

**Table 3. Lesotho school feeding coverage in 2017 by delivery model<sup>33</sup>**

| Delivery model | Number of Schools |              |              | Number of Children |                |                | Percent Children |      |      |
|----------------|-------------------|--------------|--------------|--------------------|----------------|----------------|------------------|------|------|
|                | 2013              | 2016         | 2017         | 2013               | 2016           | 2017           | 2013             | 2016 | 2017 |
| Caterers       | 843               | 267          | 188          | 249,570            | 94,844         | 78,051         | 68               | 28   | 23   |
| NMAs           |                   |              | 318          |                    |                | 71,188         |                  |      | 21   |
| WFP            | 629               | 1,183        | 921          | 119,899            | 250,000        | 189,511        | 32               | 72   | 56   |
| <b>Total</b>   | <b>1,472</b>      | <b>1,450</b> | <b>1,427</b> | <b>369,469</b>     | <b>344,844</b> | <b>338,750</b> |                  |      |      |

Source, MOET (2008, 2010, 2016) Education Statistics; WFP (2017) Evaluation Terms of Reference

28. Parents, guardians, children and teachers are unanimously positive about the contributions of school meals to the immediate food needs of girls and boys regardless of delivery model. In common with the findings of the 2004 baseline, each stakeholder group argues that meals helped sustain primary school enrolment, attendance and concentration. Children report that access to a meal provides them a reason to be at school, while parents and guardians "need not worry about what the children eat". Relief from hunger is highlighted as a major factor in helping orphans and vulnerable children (OVCs) attend school, while school meals provide a backstop for the wider community during times of food insecurity. For this reason, teachers in schools under the WFP model considered the provision of a breakfast to be essential for students from poor and vulnerable households who arrived at school hungry.

<sup>32</sup> A more in depth summary of the delivery models is provided in [Annex 5](#).

<sup>33</sup> MOET (2017) School Feeding Statistics: SSRFU

29. These qualitative findings were verified by the quantitative SHHS of parental rankings as to the benefits of school feeding (Table 4). They are also corroborated by international meta-analyses of school meals programmes. For example, in a review of 45 studies of school feeding programmes Kristjansson *et al.* (2016) found that children receiving a school meal during throughout school year would attend school 4 to 7 days more than children who did not receive school meals, and in a systematic review of 216 education programmes in 52 low- and middle-income countries, Snilstveit *et al.* (2016) not only found positive impacts of school meals programmes on enrolment, attendance and completion, but went on to reveal higher learning scores of beneficiaries in cognitive, language and mathematics tests. This supports a consistent finding from teachers that school meals improved the concentration and of pre-primary and primary school learners, especially after the first meal of the day.

30. SHHS analysis of the contributions of school feeding on households failed to identify any clear contributions to overall food consumption, income substitution, or linkages to food security in the home. 58 percent of households stated that the provision of a school meal makes no difference to the household budget while 36 percent consider it to require additional household expenditures, such as in the need to supplement the school meal or provide utensils.

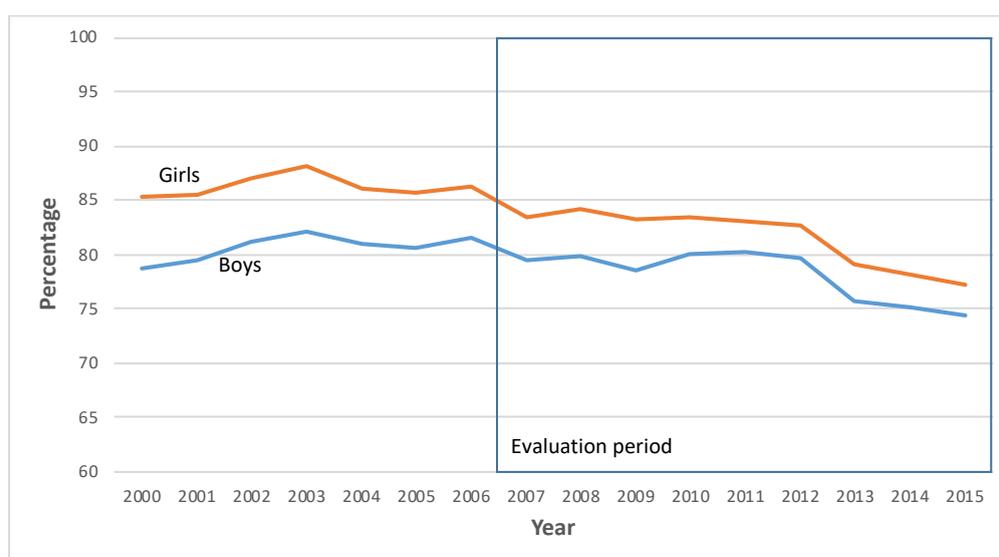
**Table 4. Parent perceptions of the primary benefits of school feeding**

| The benefits                       | Number | %    |
|------------------------------------|--------|------|
| Child gets fed                     | 685    | 100  |
| Child more active and sensitive    | 485    | 70.8 |
| Child is healthier                 | 351    | 51.2 |
| Child has more opportunity in life | 132    | 19.3 |
| Other                              | 153    | 22.3 |

Source, primary data from research assistants 2018 quantitative survey

31. The provision of free meals for primary school children is a major pillar of the NSFP’s strategy to support primary school enrolment in line with the introduction of compulsory FPE in 2000. While this strategy is supported by Gelli (2015), who identified a 10 percent increase in school enrolment in 32 sub-Saharan countries that provided a daily meal, sharp increases in enrolment following the introduction of FPE between 2000 and 2006 were followed by a long period of decline that continued through to 2015 by which time 74.7 percent of boys and 77.2 percent of girls were enrolled in primary school (Figure 3).

**Figure 3. Net child primary school enrolment (percent), 2000-15<sup>34</sup>**



Source, MOET (2008, 2010, 2016) Education Statistics

<sup>34</sup> MOET (2018) SSRFU Primary Education Statistics. No comparative data is yet available for 2016-17

32. Clearly school meals are a contributory rather than causal factor affecting enrolment. Parents, teachers and community leaders consistently argued that school meals are one of many factors affecting attitudes to education, and that trends in enrolment have also been influenced by a rising unemployment and tighter household budgets (see also section 2.2.1.2. on child labour). Both the SHHS and ET assessment also found consistent evidence linking sharp declines in primary school attendance to extended periods when individual schools received no food such as occurred when an NMA failed in 2017 (section 2.4.1.1.). This finding supports local arguments that school meals are a reason to attend school, and allows the majority of households, including the poorest, to continue to enrol their children.

2.1.1.1. *To what extent did the school feeding programme change the nutrition and health status of boys and girls attending school?*

33. Links between a child's nutrition status and education performance were identified in Lesotho's 2016 Cost of Hunger study which analysed how school repetitions and dropouts were linked to under-five nutrition. 48 percent of those who were stunted as a child completed primary school compared to 81 percent of those who were never stunted. The lower educational achievement among stunted groups was estimated to have reduced Lesotho's national economic performance by 7 percent of GDP.<sup>35</sup> A synthesis study of peer-reviewed journal papers published over a 20 year period by Jomaa *et al.* in 2011 identified similar positive effects of school feeding on protein energy intake, micronutrient status, and the enrolment and attendance of children in primary schools.<sup>36</sup> However, the positive impacts of school feeding on growth, cognition, and academic achievement were less conclusive.

34. Primary and secondary education data from Lesotho align with these findings. A level of dietary diversity is provided to children under the Caterers model in line with a menu designed by government nutritionists from the FNCO, MAFS and MOH (Box 1). However, while this centralised approach is also implemented in other countries (Bundy *et al.*, 2009) the menu has not undergone a comprehensive nutrient gap analysis to confirm its suitability (e.g. Aliyar *et al.* 2015).<sup>37</sup> There are also periods in some localities when the menu cannot be provided due to the seasonality and production capacities of Lesotho's agroecological zones. This has led many District Nutrition Teams (DNT), that oversee cross-agency coordination to deliver national programmes like the SFP, to argue that a decentralized menu could better relate to local preferences, availability and purchase arrangements than a central menu.<sup>38</sup>

| <b>Box 1: Lesotho Primary School Menu</b>   |
|---|
| <i>Caterers Delivery Model:</i><br>Monday: 150g papa (maize porridge), 100g moroho (vegetables);<br>Tuesday: 1/4 loaf of bread, 200ml of bean soup;<br>Wednesday: 150g papa, 100g moroho, 1 egg;<br>Thursday: 150g samp (boiled maize kernels), 150g beans;<br>Friday: 150g papa, 250ml milk. |
| <i>WFP Delivery Model:</i><br>A daily breakfast of 30g of maize meal porridge with 10g sugar;<br>A lunch of 120g maize meal, 30g beans/peas with 10g of vegetable oil and 3g of iodised salt. <sup>39</sup>   |
| <i>NMA Delivery Model:</i><br>Provision of the daily WFP breakfast alongside the Caterer's menu.  |

<sup>35</sup> Government of Lesotho (2016) [Lesotho Cost of Hunger: the Social and Economic Impact of Child Undernutrition on Lesotho Vision 2020](#).

<sup>36</sup> Jomaa, L.H., E. McDonnell and C. Probart (2011) [School feeding programs in developing countries: impacts on children's health and educational outcomes](#). Nutrition Review, 69(2):83-98.

<sup>37</sup> Aliyar, et al., (2015) [A Review of Nutritional Guidelines and Menu Compositions for School Feeding Programs in 12 Countries](#). Front Public Health, 3:148

<sup>38</sup> DNTs typically draw members from FNCO, DMA, SSRFU, MAFS, MSBD, MOH and the Ministry of Police Gender Protection Unit

<sup>39</sup> From 2013 to 2015 the WFP lunch served 53g canned fish twice a week instead of pulses. This was phased out following the withdrawal of South African funding

35. A modest contribution to dietary diversity is also provided by gardens in 84.4 percent of schools (SHHS, 2018), a figure similar to WFP's 2004 baseline survey. However, two thirds of gardens were without fencing leading to thefts and animal damage. As a result, just 55.6 percent of schools plant crops when rains are sufficient. Schools that did produce their own food focused on vegetables which, while not significant relative to the annual nutritional needs of children, were appreciated by teachers and learners for the dietary diversity provided.

36. This was especially important in WFP schools where the same meal of *papa* (maize porridge), oil and beans is served to students every day. While interviewed learners reported that eating from the same menu every day was boring, their teachers considered the provision of a breakfast under the WFP model to be essential for students from poor and vulnerable households who arrived at school hungry. The WFP delivery model was also the only example where procurement and testing protocols ensure that the food provided to schools is fortified.<sup>40</sup> Conversely, purchases of maize meal from national and local traders by Caterers and NMAs cannot yet be guaranteed to provide micro-nutrient fortified maize or iodized salt to children.

37. Wider relationships between school feeding and nutrition are hard to confirm. Although lower ECCD and school enrolment by boys may exacerbate higher levels of wasting than for girls, nutrition data for Lesotho is limited to the 2009 and 2014 DHS and 2017 LVAC, and impacts on stunting are unlikely because the condition is correlated to mother and child nutrition and health over the first 1000 days.<sup>41</sup> Nevertheless, because cohort studies such as Victora *et al.* (2008) clearly link early-life stunting to negative impacts on child development, educational attainment and adult earnings, the ET reviewed Lesotho's nutrition strategies but found an absence of initiatives to support catch-up growth or use of school feeding to help mitigate moderate acute malnutrition among children in ECCD centres or primary schools.

38. Arguments supporting a catch-up role for school meals are contestable. Some studies conclude that even when stunted children are provided intensive recovery treatment, physical and cognitive catch-up doesn't happen without early treatment and improvements in conditions at home (IFPRI, 2015; Bueno *et al.*, 2017). Others such as Singh *et al.* (2014) found the midday meals scheme in India had positive impacts on the height, weight and health of children from families during periods of drought-related crop loss suggesting a role in shock responsive social protection (section 2.4.3.). In a meta-analysis of 45 studies of school meals programmes around the world Kristjansson *et al.* (2016) also found that when children received a standard meal of 401 Kcal/day during 200 days of the year as part of a primary school meals programme, they gained 0.37 kg per year more than peers outside of the programme with the highest performance in pre-school meals programmes.

39. In Lesotho, a broad cross-section of stakeholders interviewed by the ET also argued that school meals can contribute to mitigating moderate acute malnutrition (MAM) and potentially support catch-up if their provision is part of an integrated package of complementary interventions including social and behavioural change communications (SBCC). This thinking is in line with a stepwise multivariate analysis of data collected by the Lesotho Vulnerability Assessment Committee (LVAC, 2016) which identified child breast feeding, child illness and the treatment of drinking water were statistically significant in predicting MAM. Child illness, related to poor water quality, was the only significant factor related to stunting.

40. What is clear from this data and research by groups such as Bueno *et al.* (2017), is the influence of multiple factors such as water quality, sanitation, child health, family size and child feeding behaviours on child malnutrition. Programmes to address child stunting and wasting need to address not only the child's access to food through school feeding but also infrastructural, socio-cultural and behavioural dimensions. While the ET found some relevant components to be in place, their integration with the SFP is weak. Some schools linked to WFP and NGO projects gave examples where nutritional awareness campaigns had been provided and WFP has an agreement with MAFS for the provision of nutrition training to schools, however this hasn't been mainstreamed.

41. Similarly, the Environmental Health Division of the Ministry of Health conducts occasional training for teachers on food safety. However, in neither case are a cross-section of DNT members engaged in

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<sup>40</sup> A short review of fortification is provided in Section 2.2.2.

<sup>41</sup> Scaling up Nutrition (2017) [Childhood Stunting – Joint Article](#) by UNICEF, WFP, WHO and FAO

providing a regular package of SBCC outreach support to schools in coordination with the SFP. While Village Health Workers (VHWs) in some districts provide deworming and vitamin A supplements to children under five years through ECCD centres, they do not engage in wider nutrition support to schools or nutrition screening (e.g. weight-for-height and mean upper-arm circumference for children 24-59 months; and BMI for age for children over 5). Furthermore, while basic water and sanitation facilities are available in most schools, the majority remain in a poor condition (section 2.2.4.).

42. In theory, the provision of meals to ECCD centres support the nutritional status of children aged 3-5 years and prepares them for primary school. To be effective, the minimum nutritional requirement recommended for pre-school meals at half-day centres is for the provision of 30 to 45 percent of a child's recommended daily kilocalorie and micronutrient intake.<sup>42</sup> In line with this target, since 2008 WFP have provided targeted ECCD centres with a morning porridge of maize and sugar and a lunchtime meal that are designed to provide an average of 877 kcal per child per day and address micronutrient deficiencies, a position confirmed by the mid-term evaluation of the WFP Country Programme (2015).

43. While WFP provides 50,000 ECCD children (52 percent girls) with meals each day under its Country Programme (CP200369), the funding has come from bilateral and private donors. In the absence of government investment, few examples have emerged of community or private sector contributions in line with the recommendations of the 2013 Integrated Policy for Early Childhood Care and Development (IECCD).<sup>43</sup> As a result, just 34 percent of children aged 2-5 years attend registered ECCD centres,<sup>44</sup> and an absence of targeting and lack of clarity over the scale of ECCD enrolment and attendance has meant that many disadvantaged and food insecure children have been excluded.<sup>45</sup>

44. Anecdotal reports suggest this gap in provision has led to informal ECCDs being set up in urban areas to provide child care for factory workers. With ECCD caregivers untrained and unsupervised, many children may be being placed at risk. This concurs with a nutrition survey conducted in 2017 by the Maseru DNT that revealed the nutritional status of children in ECCD centres to be below that of children not attending, a finding confirmed by DNT members across other visited districts. The reasons given are poor levels of understanding among ECCD caregivers regarding nutrition practices, a lack of clean water, and the poor status of classroom, water and sanitation infrastructure. The ECCD programme clearly faces significant capacity gaps within MOET to standardise centres and provide effective monitoring and supervision in line with the Integrated Plan for Early Childhood Care and Development (IPECCD).<sup>46</sup>

*2.1.1.2. To what extent did school feeding provide income and employment opportunities to vulnerable households involved in catering, farming and other activities?*

45. To understand the contributions of financial transfers to households under the SFP it is important to understand how Cooks and Caterers are contracted. An annual tender to feed up to 150 children per day in a target school is launched by the district SSRFU in advance of the school year. While anyone is eligible to apply, in practice Caterers must have the up-front resources to buy, transport and store foodstuffs, water and fuel, and oversee the cooking and provision of five different lunchtime meals per week according to the government menu. Cooks are required to cover fuel, transport, water and food preparation costs (Box 2). These up-front costs place demands on Cooks and Caterers who are expected to ensure children are fed in the event of any payment gaps. In practical terms, Caterers are required to have a registered bank account with a minimum deposit of M8,000, while Cooks must show a balance of M1,000.<sup>47</sup>

**Box 2: Eligibility criteria for cooks and caterers**

- Application in response to an annual tender notification from district SSRFU

<sup>42</sup> Kingdom of Lesotho (2013) [Integrated plan for early childhood care and development 2013/2014 – 2017/2018](#). Maseru: MOET. See also MOET (2014) Lesotho national school feeding policy document.

<sup>43</sup> MOET (2013) [National Strategic Plan for Integrated Early Child Care and Development](#)

<sup>44</sup> [UNESCO Education Statistics](#) (2016)

<sup>45</sup> Prout, J., *et al.* (2015) [Mid-term evaluation of WFP's Country Programme](#) (2013-2017)

<sup>46</sup> Government of Lesotho (2013) Integrated plan for early childhood care and development

<sup>47</sup> Based on a 5 year rolling average exchange rate (2012-17) 1 Lesotho Loti is equivalent to 0.11 US\$

- Community member – current parents usually preferred
- Bank account with accredited provider
- Current balance (M8,000 Caterers; M1,000 Cooks)
- Completion of form IR08
- Medical certificate

46. To fulfil this requirement, most caterers take out a loan to secure the deposit. Loans are only currently available from extended family members, informal lenders, or schemes such as the Boliba Savings and Credit Cooperative. Charges in excess of 30 percent interest are commonplace.<sup>48</sup> No loans are available through Standard Lesotho Bank or other formal financing institution,<sup>49</sup> nor is support available to Cooks and Caterers wishing to engage with national or local savings and credit schemes or looking for business training support in financial management or book-keeping. As a result, an unintended outcome of the programme has been to exclude some community members from applying because all those interested in becoming a Cook or Caterer must go through a process of self-selection according to their understanding of lending arrangements, budget management and appetite for risk.

47. Once a name is put forward, the subsequent selection of Cooks and Caterers is made by the school on a lottery basis from a short-list that enters a public draw. Newly selected Cooks and Caterers undergo health and financial checks before being awarded an annual contract by the School Self-Reliance and Feeding Unit of the MOET (SSFRU). While basic sanitation training is provided, at no point are cooking skills tested or developed. At the end of each month, Caterers receive a monthly payment from the MOET-SSRFU directly into their bank account at the fixed rate of M3.50/child/day. The exact attendance rate of children is updated each month by teachers and subsequent SSRFU-MOET payments adjusted.

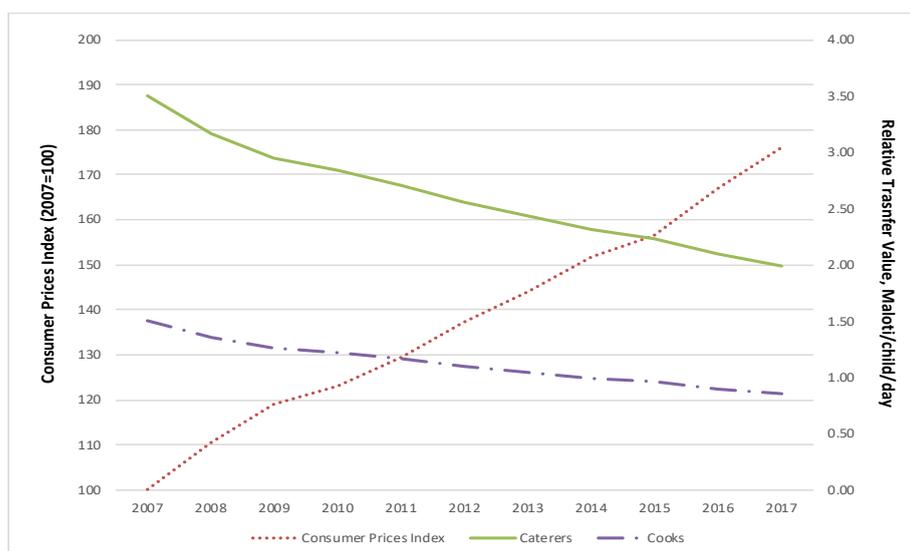
48. At each stage of the process, and despite different levels of risk exposure, households are all treated the same. At no point are vulnerability or gender considerations used to guide eligibility considerations or the processes of identifying, selecting, supporting or excluding prospective candidates. Most vulnerable households lack the financial skills for effective budgetary planning and controls. None reported that they had received basic management training or support. As a result, while many consider themselves to be excluded, others that apply may do so without a full understanding of their debt risks. With self-selection also influenced by the traditional Basotho role of women working as food providers and a ratio of female to male Caterers and Cooks of over 90 percent, the ET concludes that while employment opportunities provided a positive economic opportunity to women at the start of the evaluation period, over time women have become increasingly placed at risk of debt.

49. This view was supported by an analysis of payment values, processes and delays. Payment rates for Cooks and Caterers remained static throughout the evaluation period. When compared against consumer prices index (CPI) data for Lesotho, this equated to a 40 percent decline in relative value of the MOET transfer (Figure 4) that led to a fall in the ability of Caterers to purchase goods from local producers. Late and missing payments were also highlighted. Payments are processed by the SSRFU and made directly into the bank accounts of Cooks and Caterers on the basis of child attendance numbers set by the school during the first month of the academic year. Prior to 2012, Caterers were required to take their claims to the District Education Officer who would then forward the request to the Principle Officer for Primary Education in Maseru. This bureaucratic process led to significant delays with payments often reaching Cooks and Caterers' bank accounts 6-8 weeks after the initial claim, leading to cash flow problems and interest rate losses. While the payments process has since been digitalised leading to significant efficiency gains, significantly lower, delayed and often absent payments were reported by Cooks for 2017 in schools covered by one NMA (NMA2) that, in the absence of any reclaim mechanism, have led to indebtedness (section 2.4.1.1.).

**Figure 4. Inflation adjusted value of MOET transfers to Cooks and Caterers, 2007-17**

<sup>48</sup> This finding from Cook and Caterer interviews is also reported by Motseng Logistics Services in their 2011 recommendations to MOET for a framework for an outsourced NMA model

<sup>49</sup> Standard Lesotho Bank, Personal Communication, 29 March 2018.



Source, Lesotho CPI data from World Bank Index Mundi (2018)

### Key findings and conclusions – Effectiveness

- School feeding allows children to access food through regular and reliable meals while at school. With high rates of poverty and numbers of OVCs, this and earlier evaluations found government staff, teachers, children and parents consider the programme to be a major reason why children attend school, and an essential part of Lesotho’s education strategy.<sup>50</sup>
- Gender disaggregated enrolment, attendance and transition data indicate higher primary education outcomes for girls than boys. The ET also found evidence linking extended gaps in the provision school meals to non-attendance and despite FPE, a significant minority of children remain outside primary education.
- The provision of an early breakfast in the WFP delivery model was highlighted as having benefited the poorest children within the community. Where the breakfast is not available in schools under the Caterer’s model, they have often compensated by introducing an earlier lunch at 11h00. Future meals under the SFP including ECCD centres should consider a universal breakfast or one that is targeted for OVCs in ways that minimise stigma, such as a pre-school meal.
- While positive impacts of school feeding on stunting are unlikely, a cross-section of stakeholders argue school meals contribute to mitigating MAM and may support catch-up if they are part of an integrated package of interventions for the prevention of malnutrition. Although multiple factors beyond school meals affect a child’s nutrition status, the evaluation found measures to address these areas were limited to examples of teacher training in food hygiene and SBCC outreach.
- A combination of factors has led to declining employment benefits for Cooks and Caterers and increasing risks of indebtedness. They include: a lack of financial planning and business management skills; declining relative purchasing power due to static MOET payments; historical examples of late payments by SSRFU; the direct contracting of Cooks by NMA1 at rates levels below those set by the SSRFU and; the failure of NMA2 to pay Cooks for 2 to 4 months during 2017 and lack of any mechanism to reclaim lost income.

<sup>50</sup> Paragraph 80 summarises the actual vs. planned number of feeding days achieved under each delivery model in 2017. See also, MOET (2008) The Development of Education: National Report of Lesotho. Geneva: International Conference on Education

## 2.2. Impact Contributions of School Feeding

2.2.1. *What are the long-term effects (positive or negative, intended or unintended) of school feeding on the lives of boys and girls targeted by the school feeding programme; the households of caterers that provide the school feeding services, and Government-paid cooks that prepare on-site meals in WFP supported schools?*

50. Evidence collated under section 2.1.1. supports the contention that school meals provide an incentive for a majority of children to attend school, thereby supporting enrolment, attendance and transition. This section explores the perspectives of interview respondents in relation to the wider economic contributions of the SFP.

51. Claims that well-designed education programmes contribute to reduced poverty and inequality in the long-term are supported in the literature. In their analysis of surveys from 139 countries, Montenegro and Patrinos (2014) found that for each additional year of education, individuals gain an average 10 percent increase in income over the long-term. Positive feedback loops are created with children of more educated mothers more likely to attend school (Majgaard and Mingat, 2012) while women with primary education suffer lower mortality rates (de Walque and Filmer, 2011). Individual benefits also convert into longer-term economic opportunities. Wils *et al.* (2015) found that for each additional year of education of a country's population there was a 13 to 35 percent increase in per capita GDP, while Patrinos and Psacharopoulos (2013) estimated an extra year contributed to a 1.4 percent drop in the Gini coefficient across 114 countries.

52. For Lesotho, these macroeconomic findings are supported by the 2016 Cost of Hunger study. However, community members across livelihood zones argued in FGDs that the only tangible economic benefit from the SFP has been through the direct employment of Cooks and Caterers. Over the 10-year evaluation period the SFP has provided a national cash injection of over US\$150 million through more than 12,000 Cooks and 18,000 Caterers who have each been employed by the programme for one year. At the household level, over 90 percent of these have been women for whom the SFP continues to provide a significant employment opportunity when few alternatives were available. Nevertheless, while Cook and Caterer FGDs argued how, over the period 2007 to 2011, the transfer value allowed them to derive take-home incomes that could be reinvested into livestock, household assets or small businesses, since 2012 the rising costs of food, fuel, labour, logistics and taxation have led to a decline in margins and purchasing power. Consequently, while a small income is still derived, the opportunities it creates for investments beyond day-to-day household needs are now negligible.

53. From a community perspective, the SHHS also found these employment benefits to have been concentrated with only 15 percent of households ever having had a member working as a Cook or Caterer. As a result, while communities have sought to maximise benefit sharing through the rotation of Cooks and Caterers, after the selection process is completed at the beginning of the year, community interest rapidly falls away. The cause of this fall, illustrated in Table 5, is the limited economic opportunity community members have been able to derive from the SFP beyond direct employment with just 8 percent of respondents having any economic transaction with their local school. A finding that reinforces the analysis in section 2.1.1.2. which showed how the decline in the relative value of the SFP transfer to Cooks and Caterers over time has contributed to an increasing disengagement of communities.

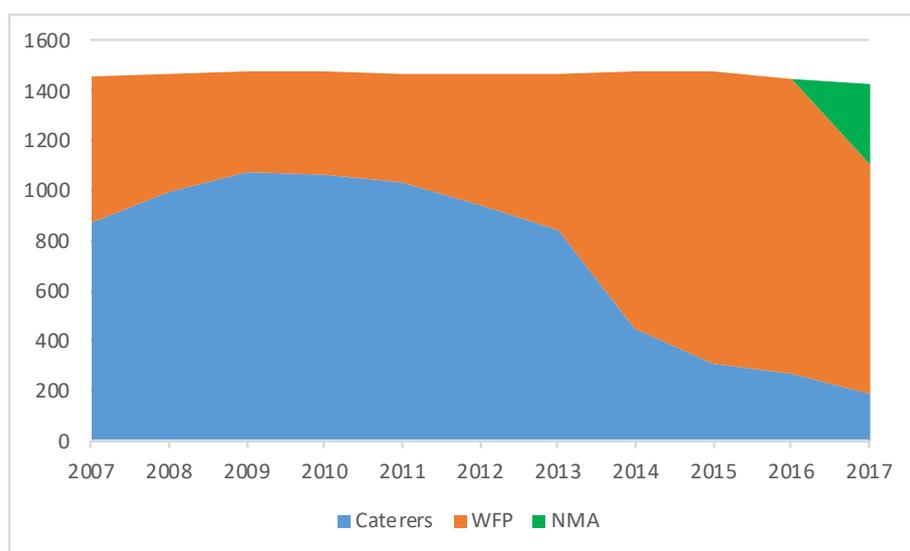
**Table 5. Households with economic transactions with their local primary school**

| Items sold to the local school      | Yes | % of Households |
|-------------------------------------|-----|-----------------|
| No items sold                       | 630 | 91.97           |
| Fire wood                           | 17  | 2.48            |
| Vegetables                          | 13  | 1.90            |
| Other food                          | 10  | 1.46            |
| Labour                              | 6   | 0.88            |
| Renting out of cooking utensils etc | 6   | 0.88            |
| Water                               | 2   | 0.29            |
| Other                               | 12  | 1.75            |

Source, primary evaluation data from 685 households (SHHS 2018 quantitative survey)

54. Anecdotal evidence reported by Cooks and Caterers phasing is supported by national data that shows a drop in Caterer numbers from 2010 onwards (Figure 5). It also correlates with the introduction of the 2013-17 Trust Fund agreement between the MOET and WFP which requested WFP to incrementally increase the number of primary school children it fed from fewer than 80,000 in 2011-12 to over 200,000 in 2014-15, a decision taken in part to compensate for falling Caterer numbers. The substitution of the Caterer menu by the WFP menu in areas where Caterers had previously been active led to a further fall in the level of purchases from local producers. Caterers also became increasingly concentrated in urban and lowland areas where commodity prices were lower.

**Figure 5. Changes in the number of primary schools supported by SFP delivery models**



Source, annual data WFP Standard Project Reports and MOET statistics reports

2.2.2. *Is there evidence that school feeding has contributed to increased livelihood opportunities and incomes for men and women, especially in the rural areas?*

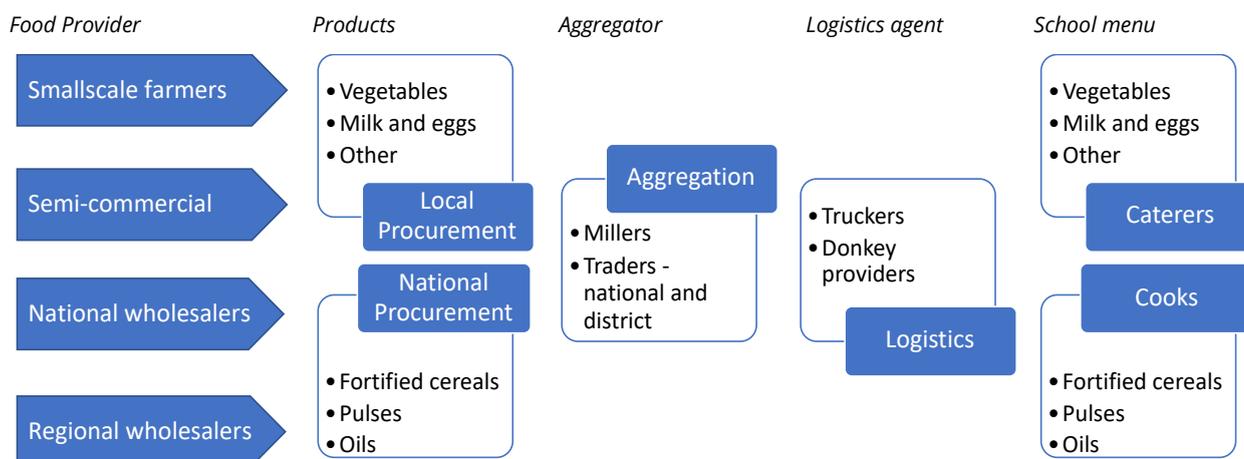
55. Both the SHHS and ET surveys revealed that, while in the past Caterers provided a small contribution to the local economy, this is now almost absent. This perception coincides with the fall in Caterer numbers, and the absence of multiplier effects of SFP cash injections due to the static transfer value and rising costs. Non-perishable items such as oil and maize meal are mostly imported commodities bought by Caterers from local traders. While Caterers have bought perishable menu items locally (vegetables, eggs and milk) they have faced challenges negotiating prices with farmers who have often increased prices when they became aware the buyer was an SFP Caterer.<sup>51</sup> Without farmers being organised and trained in marketing produce, local purchase agreements will remain difficult for Caterers making it hard to bring costs down. Caterers have also had to manage an uneasy trade-off with food safety requirements. Following a rise in reported cases of bad and diluted milk being served to children in 2016-17, Caterers in several Districts were asked to replace local fresh milk with UHT. While the decision was required in the interests of child safety, UHT is more expensive, placing further cost burdens on Caterers and excluding some of the remaining dairy suppliers.

56. To promote purchases through national value chains, WFP has begun to explore a two pronged approach of buying commodities through local traders and millers, as well as from farmers organizations (Figure 6). Linking the school meals programme to local agricultural production was identified as a priority under the 2014 NSFP, and in 2015, government sourced a total of 108mt of beans, 612mt of maize and 87mt of sorghum from smallholder farmers in Berea and Maseru districts with WFP technical assistance. Based on this production, 9,233 children from 51 WFP-supported primary schools were provided meals in Maseru district. However, because local suppliers could not meet WFP specifications on food quality, a resolution to

<sup>51</sup> For example, Caterers in Berea reported producers raising egg prices from M38 to M80 immediately they took on the contract with MOET in 2018

suspend local purchases was agreed in late 2015 and WFP reverted to procuring food internationally through the Global Commodity Managing Facility (GCMF).

**Figure 6. Value chain summary of school feeding system**



Source, adapted from WFP Country Office personal communication

57. In 2016 the Cabinet reiterated its desire to promote local purchases. This priority is being formalised in the National Development Plan and a draft Cabinet Paper is under preparation. The target is to establish systematic and organized purchase arrangements that provide Lesotho’s farmers with opportunities to increase commodity production and sales and builds on priorities in the 2008 food security policy, the NSFP, NSPS and decisions reached following a WFP assisted visit to the Brazil Centre of Excellence for school feeding in 2013.

58. With the re-launch of local purchases as a strategic priority in 2017, WFP established relationships with three aggregator companies for the procurement of beans, Lesotho Mills for the purchase of nationally produced maize meal. By March 2018, local purchases of maize and beans by WFP had reached 1,450MT and 177MT respectively, and were projected to exceed its plan to procure 24 percent of all beans (500MT) and maize (2500MT) distributed during 2018. The focus on local procurement is also projected to support 1,500 farmers, at least 30 percent of them women, and support 9 farmers’ associations (3,000 farmers). A similar approach has been followed by NMA1 which in 2017 introduced the local purchase of pulses and perishable goods through contracts with national and district suppliers including for 28,000 eggs and 2.5 MT of vegetables per week. While this is evidence of progress, by early 2018 NMA1 was yet to establish local purchase agreements in 5 of the 10 districts in which it works due in part to it being an early-stage pilot that covers a limited number of community councils in each district.

59. In following a more systems-based approach to improve national access to nutritious foods in Lesotho, WFP has also been working with national stakeholders to establish food fortification regulations and practices in line with the National Food and Nutrition Policy, the country’s commitments under Scaling Up Nutrition and recommendations from the 2016 Cost of Hunger study. WFP has also begun to expand national capacity strengthening. It is collaborating with the Quality Standards Unit of the Ministry of Trade and Industry to establish fortification standards, has supported Lesotho Mills to invest in a fortification injector and establish testing protocols, supported coordination of a micronutrient task team by the FNCO, and is working with the MOH to test ready-to-use nutrition supplements nationally.

60. While these recent developments to national food fortification and procurement are positive and indicate the potential to integrate the SFP with national food systems, overall the ET found little evidence that local purchases for school feeding had a significant impact on the livelihood opportunities and incomes of men and women food producers in rural areas.

*2.2.3. Within the different regions of the country, is there evidence that school feeding is contributing (positively or negatively) towards social protection and poverty reduction while enhancing its contribution to other development objectives?*

61. Spatial differences among the delivery models are emerging. The absence of Caterers in highland areas over the evaluation period relates to the combined problems of local food sourcing and the need to keep down food commodity, transport and fuel costs against a flat-rate transfer from the SSRFU. This position was a key component of WFP's MOUs and Trust Fund agreement with MOET which requested the incremental scale-up of WFP support in highland areas. The subsequent targeting by WFP of highland areas therefore relates to the need to backstop national capacities to provide school meals in more challenging contexts rather than to school feeding, social protection or poverty reduction strategies. This trend was reinforced during the El Niño event of 2016 when the many remaining Caterers found it impossible to provide an effective service.

62. With the replacement of Caterers by WFP, many rural producers that did once supply eggs, milk and vegetables to local schools no longer had the economic opportunity, and differences in the preferences of Caterers in urban areas and rural Cooks have emerged. Cash-squeezed Caterers argue they need to become longer-term providers selected on the basis of a business tender, allowing them to establish catering businesses over a period of 3 years rather than one. Urban schools show little preference as to how Caterers are contracted. Conversely in rural areas, both teachers and Cooks advocate continuing the annual rotation of Cooks, recognising the importance of ensuring income earning opportunities are available to mainly female community members in localities where there are few other opportunities.

*2.2.4. How have the contributions of school feeding to development been influenced by different factors?*

63. While implementation of the WFP component was supported by bi- and multi-lateral donors in earlier years, from 2014 all delivery models were funded by government. However, since 2013-14, Lesotho's spending on education has been declining. At 13.8 percent of the national budget in 2017-18, Lesotho's spending on education is currently the lowest in Southern Africa except for Zambia, and 6 percent short of its Education For All commitments.<sup>52</sup> Education expenditures are also inefficient. At 95 percent, the proportion of recurrent spending in education is 15 percent above international standards, with 78 percent captured by payroll costs. As a result, and in the absence of clear political leadership, the education development budget fell from 7.4 percent of education spending in 2013-14 to just 4.3 percent in 2017-18,<sup>53</sup> and government disbursement schedules to WFP have caused frequent delays in food purchases and supplies to schools.

64. Low levels of education development spending have also impacted on school infrastructure. The SHHS found 24.4 percent of schools have no functioning kitchen. While this is an improvement from 65 percent in the 2004 baseline, Cooks and Caterers under all three delivery models continue to prepare food at home without supervision and transport it to school leading to contamination risks. In those schools that do have kitchens, 25 percent are in a poor or bad condition. 44.1 percent have no water, 73.5 percent have no washing facilities, and just 26.5 percent provide hand washing equipment for Cooks and Caterers (SHHS, 2018). As a result, just one in four schools use clean equipment to prepare and serve food and only 5 percent of schools have a dedicated feeding area. Most children are expected to bring their own bowl or Tupperware to collect food and eat it in the playground or classroom.

65. 53.3 percent of schools are also without a store, a situation especially prevalent in remote areas under the WFP model despite modest government investment in improving school storage and kitchen infrastructure under its Trust Fund agreement with MOET. In these localities, food storage is managed in the homes of Teachers, Cooks and Caterers leading to difficulties ensuring formal oversight, and heightened risks of theft and food contamination.

66. Problems with school facilities extend beyond kitchens. A third of schools visited by the SHHS did not have year-round access to clean water. This adds to the operating costs of Cooks, and prevents hand-

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<sup>52</sup> World Bank (2017) [Global Partnership for Education: Lesotho](#)

<sup>53</sup> UNICEF (2017) [Lesotho education budget brief](#)

washing among Cooks, children and teachers. While almost all schools have latrines and 95 percent of these are separated by gender (representing a significant improvement on the 2004 baseline), 43 out of 44 schools in the SHHS survey had problems with broken doors and seats, a lack of partitions, and toilet plinths that were too high for children to sit on. A third of school pit latrines were also full at the time of the evaluation visit. In some schools the poor state of toilet facilities has led to open defaecation, and school toilets in urban areas are often used by passers-by. Even as the SFP provides a reliable source of food to children, poor sanitation has at the same time increased the risks of food contamination.

67. No significant differences in the quality of latrines across the different delivery models was found. For general maintenance, all primary schools receive a grant of M20/child/year from MOET. This has been a static payment over the evaluation period and is not considered sufficient to cover even basic costs by principals and teachers. Few schools have developed effective sanitation management practices except in the presence of outside support. The SHHS found that while pupils are given primary responsibility for maintaining the toilets in 9 out of 10 schools, only a third provide adequate hand-washing facilities.

68. Good practice examples of improved infrastructure and behaviours were identified. 24 percent of schools visited by the SHHS had specialised facilities for children with disabilities including latrines (22.2 percent), water access points (15.6 percent) and classrooms (8.9 percent). Some schools had established strict regimes for toilet visits, cleaning, handwashing and teacher support. These correlated with earlier NGO education support programmes. Although a budget line was introduced to support school infrastructure development under the 2014 MOET-WFP Trust Fund, the construction programme focused on kitchen and storage infrastructure in WFP schools only, and was closed when the NMAs were introduced in 2017.

#### *2.2.5. What other factors influenced (positively or negatively) the contribution of school feeding to developmental objectives?*

69. Government, civil society and UN agency staff were unanimous in their support for the use of the SFP as a common platform for education, economic development and social protection outcomes. While these aspirations are in line with policy and supported at all levels, the ET found no clear examples where linkages had been formed by government institutions to support the design, implementation, oversight or monitoring of a multi-sectoral approach to school feeding that support wider development programmes. The need for stronger, more qualified and committed partnerships was also a finding of the 2009 mid-term evaluation of WFP's Development Project – 10582 (2008-10), "Support Access to Primary Education".

70. At the district level, DNT members recognise the potential for a stronger coordination role overseeing SFP delivery. Current activities are firefighting responses to school complaints of late food deliveries, food hygiene problems, damaged infrastructure and break-ins. The ET found no examples where support for local school meal purchases was provided by Area Agricultural Assistants (AAAs), national initiatives such as the smallholder development programme, or in the design of the Community Development Programme by MSD. Nor were any examples given where business support was provided by the MSBD officers or banks to NMAs, Caterers or farmers wanting to sell-on produce into the SFP value chain.

71. A key blockage to integration cited by stakeholders has been the centralisation of the primary education system. In the 1990s, primary responsibility for managing primary school meals was given to schools and parents. With the introduction of FPE in 2000, Lesotho's approach shifted with primary education resource decisions increasingly taken by government officers in Maseru. The result was a loss of local accountability that impacted on relationships between schools and their surrounding communities and in the associated voluntary support of communities for primary education and provision of school meals.<sup>54</sup>

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<sup>54</sup> See e.g., Ansell N (2006) [Children, education and sustainable development in Lesotho](#). pp 115-135 in, Hill J., A. Terry and W. Woodland (eds) 'Sustainable Development: National Aspirations, Local Implementation.' Ashgate; and, Morojele, P. (2012) [Implementing Free Primary Education in Lesotho: Issues and Challenges](#). Journal of Social Science, 32(1): 37-45.

72. The need for more effective leadership and capacity strengthening including stronger coordination across sectors is widely recognised and documented.<sup>55</sup> Recommendations have focused on improving the SFP’s institutional structure and coordination through a national secretariat charged with overseeing budget controls, institutional alignment, and programme delivery (Table 6). These recommendations have so far been resisted due to the risks of additional costs being incurred should new institutional structures lead to recurrent costs through the employment of significant numbers of extra staff.

**Table 6. National School Feeding Programme Capacity Index Analysis Summary**

| Quality Standards                               | Assessment   | Rating   |
|---|--|----------|
| Policy Framework                                | SFP policy awaits approval                             | Moderate |
| Strong institutional structure and coordination | Policy has set up structure                            | Moderate |
| Stable funding and budgeting                    | SFP Funding is assured                                 | Strong   |
| Sound programme design and implementation       | SFP Policy has set up organizational structure         | Moderate |
| Strong community participation and ownership    | SFP Policy as set up model for community participation | Moderate |

*Source, WFP (2015) National Capacity Index*

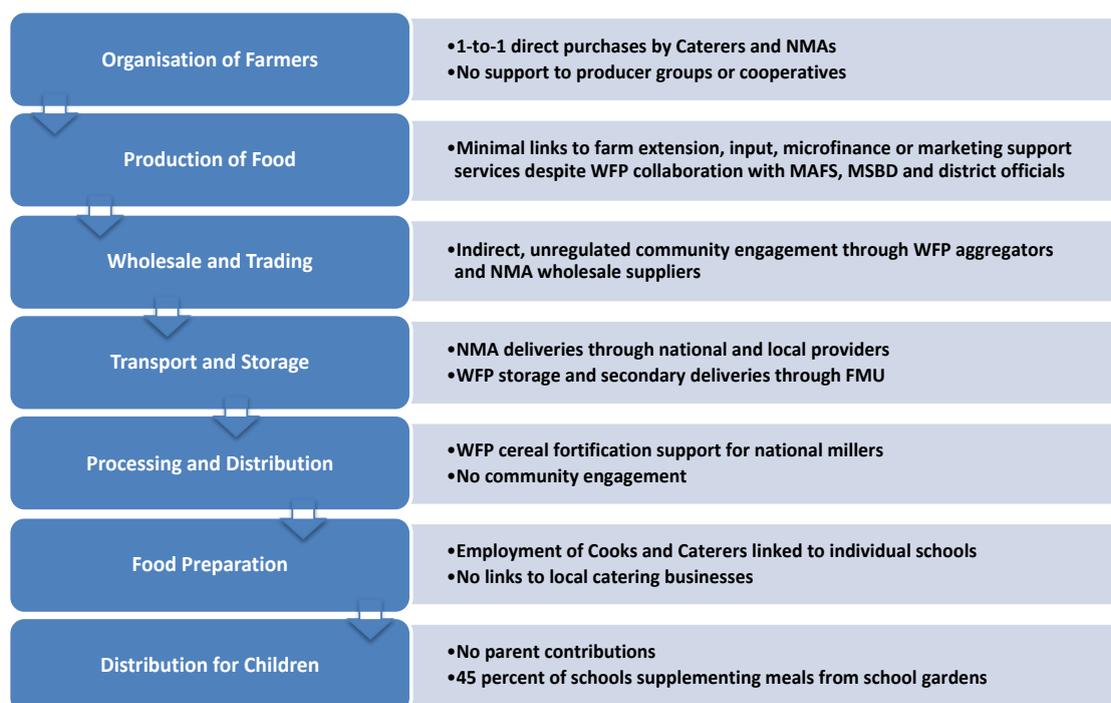
73. Informed leadership requires effective monitoring and accountability systems. While some elements are in place, including the monitoring of school meals under the WFP delivery model, a beneficiary call centre run by the National University of Lesotho (NUL), and school inspections that have visited some Caterer and NMA schools, these approaches need to be better aligned with the demands of the NSFP if they are to better understand school meal contributions to children’s wellbeing, drive accountability across the supply chain and track the integration of school meals with wider services.

*2.2.1.1. What were the long-term results of school feeding programs on livelihoods, nutrition, social protection and poverty reduction?*

74. Rather than repeat findings reported earlier in the report, this section builds on the food systems analysis of Figure 6 to provide a short summary of community contributions and benefits across the school feeding delivery models in Figure 7. This framework illustrates the limited range of opportunities available to community members but also provides a breakdown of categories that could each provide specific opportunities to build future ownership, contributions and benefit sharing among community members, from farmer mobilisation and production support to food preparation and distribution in the school.

**Figure 7. Summary of community contributions and benefits**

<sup>55</sup> See, WFP (2009) mid-term evaluation Development Project 10582.0 (2008-10), “Support Access to Primary Education”, and; WFP (2015) Capacity Gap Analysis of the Ministry of Education and Training for the Implementation of the National School Feeding Programme. Maseru: WFP Lesotho



Source, Evaluation Team. Framework adapted from Drake et al. (2014)

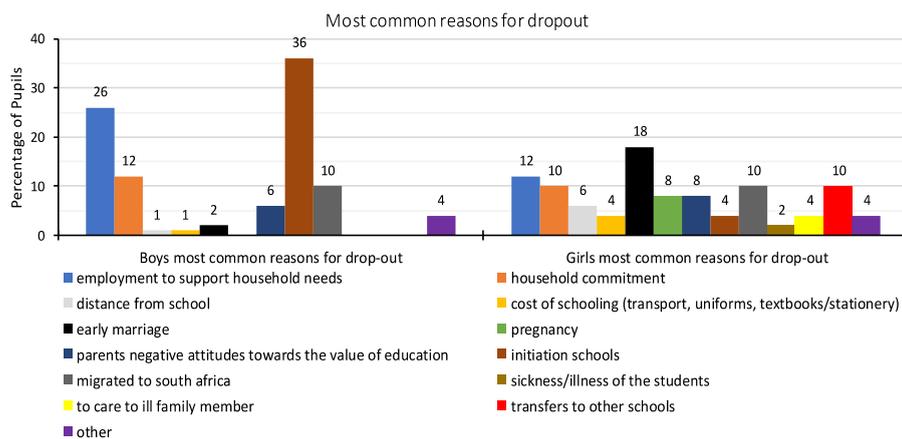
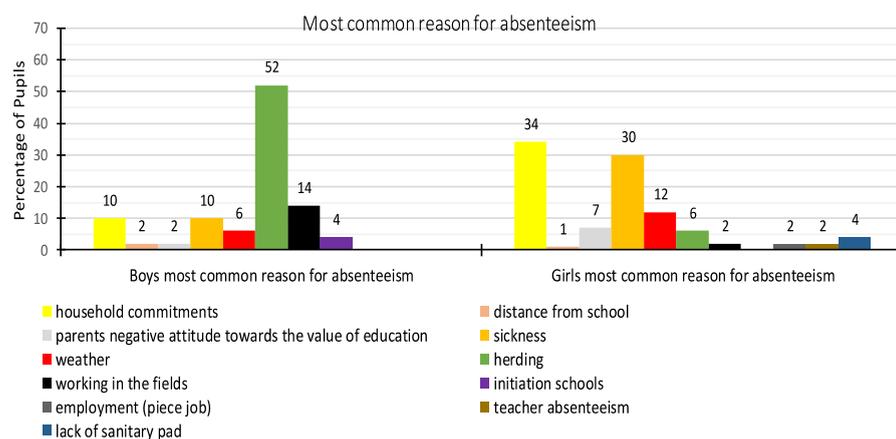
### 2.2.1.2. Have the models of school feeding reduced child labour?

75. 3 percent of children aged 6-14 years in Lesotho are involved in child labour. Among these, child labour is more predominant among boys (86.6 percent) than girls (13.4 percent) irrespective of the type of economic activity.<sup>56</sup> To assess whether the SFP helped reduce child labour, the evaluation analysed the causes of primary school absenteeism and drop-outs. Government and WFP data cross referenced well with the findings of KIIs and FGDs to provide a consistent picture summarised in Figure 8. Child labour is clearly indicated among absentee boys with 52 percent of them engaged in livestock herding and 26 percent in wider economic activities. The high rates of male initiation drop-outs (36 percent) are also often linked to cultural demands for boys to engage livestock herding. Poor households where the male head left to find work remain particularly vulnerable to child labour among boys and was linked by teachers and communities to the lower enrolment of boys over the evaluation period. Domestic demands for labour and care was the primary cause of absenteeism among girls (34 percent), and 22 percent of girls who drop out do so to seek employment (12 percent) or to provide household support (10 percent).

76. Section 2.1. reported how stakeholders at all levels argue that school feeding helped sustain the enrolment and attendance of both boys and girls in primary school. This position is corroborated by anecdotal reports across schools under the failed NMA (NMA2) that showed a fall in attendance during 2017 during an extended period without school meals. Given the majority of children that left school did so to find work, the evaluation concludes that the SFP made a positive contribution to reducing child labour. However, strengthening the link between education and child labour does not appear to be a priority for primary schools. While over half of schools responded to absenteeism by sensitising parents about the importance of education, these actions were responsive. 45 percent of schools gave no example of how they sought to improve enrolment or help mitigate child labour, and only a handful could cite instances where they engaged in child labour awareness campaigns to support enrolment or pre-empt absenteeism and drop-outs.

**Figure 8. Causes of primary school absenteeism and drop-outs in Lesotho**

<sup>56</sup> UNDP (2017) [Lesotho Country Profile](#)



Source, WFP Year-end School Feeding Report, December 2017

### Key findings and conclusions - Impact contributions

- Although the SFP provided a significant investment by MOET employing up to 30,000 largely women Cooks and Caterers, only 15 percent of 660 interviewed households have benefited. Once the annual selection process is completed, community interest falls away due to the absence of wider benefits. Low levels of local ownership are reinforced by a centralised school feeding system in which resource decisions by-pass community members and teachers.
- Caterers are concentrated in urban and lowland areas where commodity prices are lower and they can more easily purchase foodstuffs from traders. With the 40 percent decline in the relative value of payments over the evaluation period Caterers are seeking to establish small catering businesses for a period of 3 years rather than take on the risks of providing school meals for a single year.
- A combination of government, WFP and NMA initiatives has led to the recent emergence of more systematic and organized purchase arrangements through national value chains. These should provide SFP delivery agents and farmers with a more stable market than under the Caterers model. Market monitoring systems will need to track the impacts of SFP purchases on national commodity markets, aggregators and Lesotho's farmers.
- The provision by MOET of a school utility grant of M20 per child per year to pay for school services and a kitchen improvement grant to WFP have been inadequate to address the poor state of primary school water, sanitation, kitchen and storage infrastructure. With a third of schools lacking clean water and 95 percent of toilets in an unfit condition for use, open defaecation is increasing, and the health of young children is being placed at risk.

- The complexity of school feeding can be attributed to the education, health and nutrition, agriculture and community development contributions it is asked to respond to. While these ambitions are recognised by stakeholders, the ET found little evidence of institutional support to the design, coordination or monitoring of a multi-sectoral approach that uses school feeding as a platform for wider interventions or integrates the SFP within sector-led improvement agendas.
- A welcome process to develop a national SFP monitoring framework is under way. To be effective, it needs to review and stakeholder engagement across the entire school feeding value chain in line with the full ambitions of the NSFP. The framework may also consider an independent call centre (following the example of the NUL) to ensure school and community feedback is used to build accountability and the tracking of SFP performance under all delivery models.

### 2.3. Efficiency of School Feeding Delivery Models

#### 2.3.1. How much does it cost (government and communities) to implement the school feeding programme to achieve the outcomes and impacts that it has achieved?

77. The analysis of cost categories under an NCA allows comparisons to be drawn between delivery models within Lesotho and with other countries, thereby providing the basis for a school meals investment case.<sup>57</sup> The evaluation's approach to data collection and analysis including the NCA is summarised in Annex 8. As a primary measure, this section reviews the total costs of school feeding to government on a per child basis in 2017 for the different delivery models. It then builds a 'from-the-field' picture by factoring-in the hidden costs of school and community contributions, and the actual, as opposed to planned, days children were fed.

78. Table 7 presents government payments for school feeding disaggregated by delivery model and cost category. The last four rows show the total cost per child per year and per day. In all, the government spent M498.04 (US\$42.91) per child on school feeding in 2017 equivalent to an average of M2.77 (US\$0.24) per child per day. While the WFP delivery model was the most expensive at M662.76 (US\$49.75) per child per year, WFP costs include a number of elements that are not covered under the Caterers or NMA delivery models. Section 2.3.2 analyses the main cost drivers and how they differ under each delivery model. A full breakdown of cost categories and their content by delivery model is provided in Annex 10.

**Table 7. Government school feeding costs by cost category and delivery model**

| Cost Category                    | WFP + Cooks           | Caterers             | NMA                  | Total                 |
|----------------------------------|-----------------------|----------------------|----------------------|-----------------------|
| Commodity                        | M34 144 090           | M19 613 498          | M15 303 306          | M69 060 895           |
| Logistics, Storage, Utilities    | M8 097 394            | M1 990 812           | M3 633 829           | M13 722 036           |
| Management and Admin             | M52 363 718           | M4 098               | M2 385 031           | M54 752 847           |
| Staff                            | M6 652 119            | M9 605 961           | M2 951 555           | M19 209 634           |
| Capital                          | M24 342 285           | M1 634 458           | M10 890 911          | M36 867 655           |
| <b>Total (with SSRFU) Maloti</b> | <b>M125 599 606</b>   | <b>M32 848 829</b>   | <b>M35 164 632</b>   | <b>M193 613 067</b>   |
| <b>Total (with SSRFU) US\$</b>   | <b>US\$9 428 7623</b> | <b>US\$2 465 962</b> | <b>US\$2 639 809</b> | <b>US\$14 534 534</b> |
| M/Child/Year                     | M662.76               | M420.86              | M493.97              | M498.04               |
| US\$/Child/Year                  | US\$49.75             | US\$31.59            | US\$37.08            | US\$42.91             |
| M/Child/Day                      | M3.68                 | M2.34                | M2.74                | M2.77                 |
| US\$/Child/Day                   | US\$0.28              | US\$0.18             | US\$0.21             | US\$0.24              |

Source, Authors calculations based on 2017 data from MOET, WFP, Government of Lesotho 2017/2018 Budget Book, and SSRFU. Figures use the average annual exchange rate for 2017 (US\$1 = M13.3209)

<sup>57</sup> WFP School Feeding Cost Assessment Guidelines (2012) and [School Meals Investment Case](#) (2017)

79. Table 8 adds community and school contributions using cost estimates from the SHHS, the qualitative survey and MOET. The total contribution by communities and teachers is valued at M22,772,923 equivalent to 10 percent of SFP costs. Community contributions include minimal levels of labour (M42,528.00) and logistic, storage, and utility support. School contributions include food from school gardens (valued at M14,239.50) and teacher support. Teachers allocate on average one hour per day per school to perform food quality checks, monitor food preparation and oversee meals. Based on national salary rates, this service is estimated at M22,716,056.25 per year nationally,<sup>58</sup> bringing the total cost of school feeding in Lesotho to M556.62 (US\$41.79) per child per year when local contributions are included.

**Table 8. School feeding category costs of school and community contributions**

| Cost Category                    | Delivery Model Costs   | School and Community  | Total Costs            |
|----------------------------------|------------------------|-----------------------|------------------------|
| Commodity                        | M69 060 895            | M14 239               | M69 075 134            |
| Logistics, Storage and Utilities | M13 722 036            | M100                  | M13 722 136            |
| Management and Admin.            | M54 752 847            | M22 716 056           | M77 468 903            |
| Staff                            | M19 209 634            | M42 528               | M19 252 162            |
| Capital                          | M36 867 654            | M0.00                 | M36 867 654            |
| <b>Total (with SSRFU) Maloti</b> | <b>M 193 613 067</b>   | <b>M 22 772 923</b>   | <b>M 216 385 991</b>   |
| <b>Total (with SSRFU) US\$</b>   | <b>US\$ 14 534 533</b> | <b>US\$ 1 709 563</b> | <b>US\$ 16 244 096</b> |

Source, Authors calculations based on 2017 data from MOET, WFP, Government of Lesotho 2017/2018 Budget Book, and SSRFU. Figures use the average annual exchange rate for 2017 (US\$1 = M13.3209)

80. The analysis so far is based on the assumption that food was delivered and fed to children on each of the 180 days in the 2017 school year. To review this, the SHHS and ET surveys assessed the number of occasions in 2017 when food was not delivered to the schools visited, and children were either not fed at all or provided a limited diet of maize meal and cooking oil (*'malebota'*) because of gaps in commodity supplies. Out of a maximum 180 school days, children were actually fed for 178 days under the Caterer model, 173 days by WFP, and 153 days by the NMAs. While the main cause of the WFP gap was delayed payments during periods of government transition. The gap in NMA provision was created by the failure of NMA2 while NMA1 was largely successful in meeting targets and took over NMA1 schools.

81. By taking into account the number of days children were actually fed, Table 9 adjusts the overall analysis to present the real costs per child per year for each delivery model. Under this revision it cost the Government and people of Lesotho a revised total of US\$42.91 to feed one child per year. The Caterers model was the cheapest with per child costs of US\$0.18. Despite significant gaps in provision, the NMA model remained less expensive than the WFP model with an actual cost to government of US\$0.24 compared to US\$0.29 under WFP despite the more expensive menu served by NMAs alongside the provision of a breakfast.

**Table 9. Actual school feeding costs including all hidden costs (/child/day actually fed)**

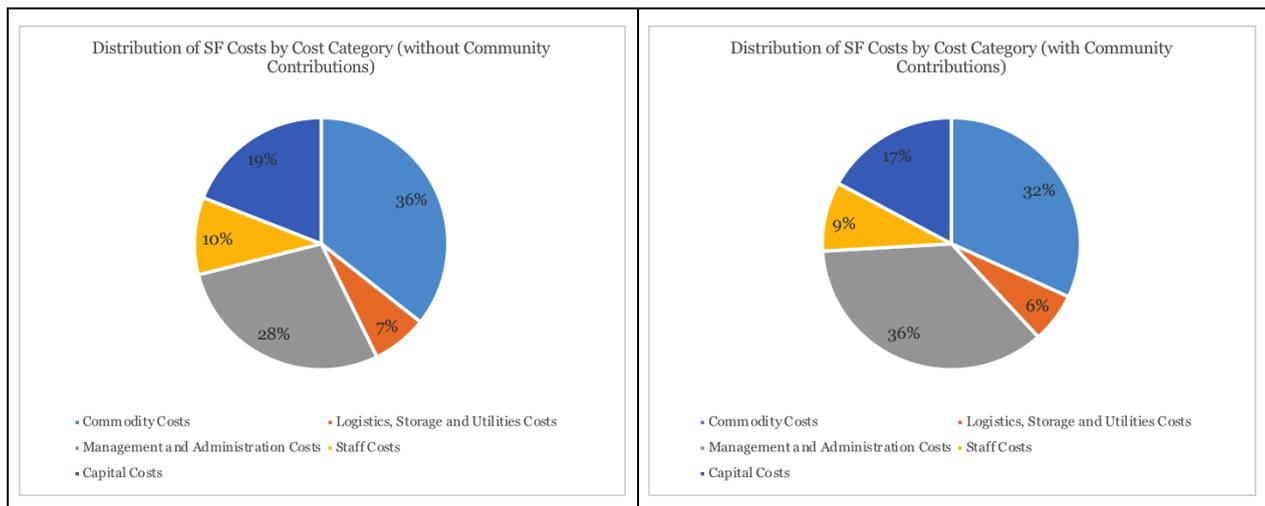
| Cost categories                        | Cost per child per Day by SF Model (US\$) |           |           | Total     |
|--|---|-----------|-----------|-----------|
|  | WFP + Cooks                               | Caterers  | NMA       |           |
| Commodity Costs                        | 1.07                                      | 1.47      | 1.47      | 1.20      |
| Logistics, Storage and Utilities Costs | 0.27                                      | 0.13      | 0.40      | 0.27      |
| Management and Administration Costs    | 1.60                                      | 0.00      | 0.27      | 0.93      |
| Staff Costs                            | 0.27                                      | 0.67      | 0.27      | 0.40      |
| Capital Costs                          | 0.80                                      | 0.13      | 1.07      | 0.67      |
| Total (with SSRFU) M                   | M 4.00                                    | M 2.40    | M 3.46    | M 3.46    |
| Total (with SSRFU) US\$                | US\$ 0.30                                 | US\$ 0.18 | US\$ 0.24 | US\$ 0.26 |

<sup>58</sup> The evaluation uses the MOET revised Teacher Salary Structure rate of M169,800 per annum (2017)

### 2.3.1. What are the key cost drivers of school feeding in Lesotho?

82. To illustrate cost drivers, Figure 9 presents the disaggregation of costs per child per year with and without community contributions. With teacher and community contributions left out, Commodities represent the largest cost driver equivalent to 36 percent of total costs, or M203.80 per child per year (US\$15.30), a finding that correlates with a number of synthesis studies including Drake *at al.* (2014). At 28 percent, Management and Administration costs represent the second highest cost item (M161.58 or US\$12.13/child/year) but rise significantly to 36 percent when the hidden costs of teacher contributions are added.

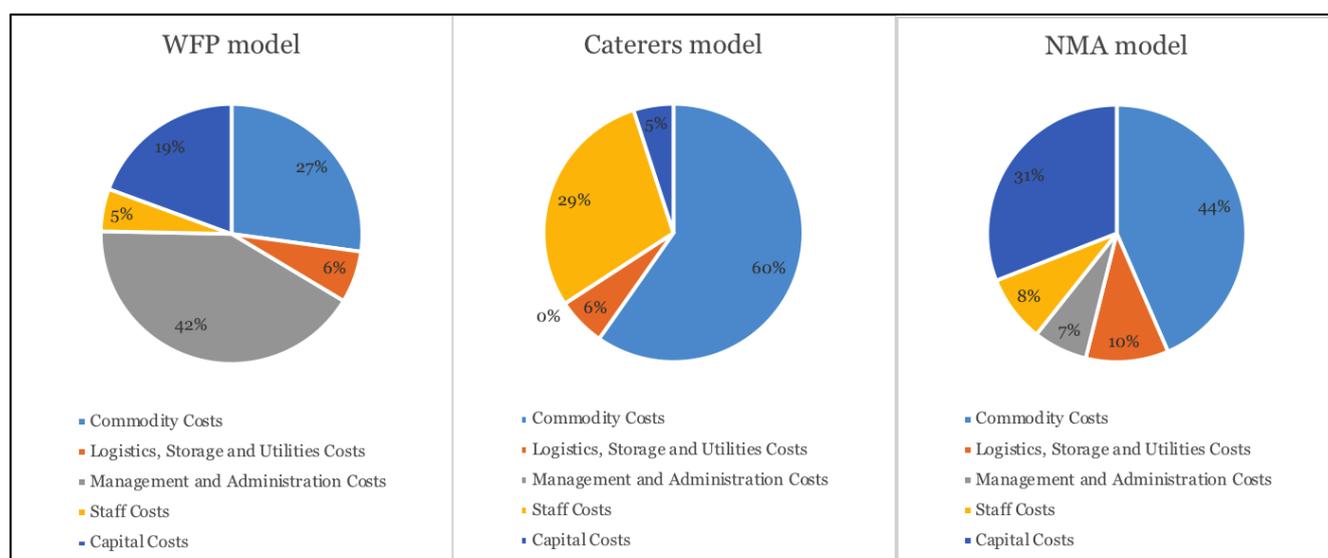
**Figure 9. Summary of cost drivers across delivery models**



Source: Authors calculations based on 2017 data from MOET, WFP, Government of Lesotho

83. Figure 10 disaggregates cost drivers by delivery model. Management and Administration costs make up 42 percent of the total per child costs incurred by WFP. 90 percent of these are explained by the inclusion of SSRFU payments to Cooks while the remaining 10 percent include WFP overheads for monitoring, travel and training; costs that are not incurred by the other delivery models. 27 percent of WFP expenditures go to the procurement of food (commodities). Despite the provision of a universal breakfast that is not available under the Caterers model, and available to only 43 percent of NMA schools visited, WFP commodity costs were significantly lower than under the other models due to its use of regional and international bulk commodity imports. Conversely, under the Caterers model, 60 percent of the per child costs are for the procurement of more expensive food items from local traders in line with the national menu. Unlike in the other two models, staff costs per child make up the second largest share of Caterers' costs (29 percent). This is mainly due to the local employment of Caterer assistants. Whereas, due to local nature of the Caterer model, just 6 percent of costs go to logistics and storage, and 5 percent to capital costs.

**Figure 10. Cost distributions of the different school feeding delivery models**



Source, Authors' calculations based on 2017 data from MOET, WFP CO, the Government 2017/2018 Budget Book, and SSRFU

84. Cost distributions under the NMA model also show the main cost drivers to be commodity costs (44 percent) followed by capital items (31 percent). Compared to WFP, it costs an NMA slightly more to procure food items. This is explained by WFP's ability to buy the same food items as the NMAs in larger quantities from the international market and the alignment of the NMA food basket to the national menu where more expensive food items are included such as eggs, vegetables, and soya mince. The ET also found that the ability for NMAs to build efficiencies into their Commodity, Logistics and Management costs was limited by their being allocated individual community councils distributed across districts and agroecological zones. Greater efficiencies may be obtained through the introduction of effective competition among NMAs involving the consolidation of school meals services across entire districts such as through 3 year district tenders that include the purchase of local perishables.

2.3.2. Given the identified cost drivers, could the same outcomes be attained at lower costs or higher outcomes achieved with the same resources?

85. This section explores Lesotho's school feeding costs in relation to national benchmarks from equivalent studies in the region and goes on to identify opportunities to find savings across the SFP's different cost categories. In benchmarking the SFP, the ET found the direct costs to the Government of Lesotho to be almost 3 times as much per child per year than for Zambia, and 25 percent more than in Namibia (Table 10). Lesotho's rates are nevertheless significantly below Botswana where it costs US\$106.62 to feed a child for a year,<sup>59</sup> and on a par with the global average of US\$45 estimated by Drake, *et al.* (2012).

**Table 10. School Feeding direct costs to government by country (US\$)**

| Cost categories                  | Lesotho | Namibia | Zambia |
|----------------------------------|---------|---------|--------|
| Commodity                        | 15.30   | 23.05   | 4.38   |
| Logistics, Storage and Utilities | 3.04    | 4.47    | 2.55   |
| Management and Administration    | 12.13   | 1.09    | 0.44   |
| Staff                            | 4.26    | 1.45    | 7.59   |
| Capital                          | 8.17    | 3.98    | 0.39   |
| Total Costs per child per Year   | 42.91   | 34.00   | 15.24  |

Sources: Lesotho, MOET-SSRFU budget (2017), WFP country office (2017), and the 2017/2018 Budget Book; Namibia, Ministry of Education (2012) NCA; Zambia, WFP Regional Office (2017) NCA summary

<sup>59</sup> Republic of Botswana (2012) [The Botswana School Feeding Programme : A Case Study](#). Gaborone: Ministry of Local Government and Rural Development. Botswana data is directly not comparable to the other countries

86. As the largest cost driver, Commodity costs are over 3 times higher in Lesotho than Zambia. Zambia is a net maize exporter to the region and has been able to ensure low maize prices are carried over to school meals. Conversely, both Namibia and Zambia also have a more simple and cheaper menu than Lesotho while the high relative costs of meals in Botswana are carried by a menu that includes beef stew, bread, jam and peanut butter.<sup>60</sup> Where it costs Caterers and NMAs M1.47 (US\$0.11) per child per day to procure food compared to M1.07 (US\$0.08) for WFP, a first opportunity for cost savings in Lesotho would be to simplify the menu to a combination of fortified cereals, oil and iodised salt with locally purchased seasonal fresh fruit and vegetables added to allow a degree of diet diversity in line with local preferences.

87. Because of their limited turnover, Caterers are in a weak position to negotiate prices with producers and suppliers who may inflate prices. Conversely, WFP and the NMAs can procure large quantities of non-perishable food items from national and international suppliers at prices that can be negotiated on the basis of economies of scale, allowing them to keep Commodity costs down (Table 7). Maximising opportunities for the bulk purchase of fortified meal and oil from national and international markets through the gradual expansion of the NMA delivery model is therefore an opportunity to reduce overall Commodity costs.

88. The ET did not identify significant opportunities to make cost savings through changes to logistics, storage and utilities arrangements. Allowing private delivery agents the flexibility to negotiate warehousing and transport arrangements directly with suppliers should enable the system to sustain competitive rates in future.

89. Unlike in Lesotho, Management and Administration overheads in other countries are held down by a combination of community engagement and decentralised budgets. In Botswana, parent-teacher associations oversee the employment and payment of Cooks, local procurement, and food preparation. In Namibia, cooks are volunteers recruited by the school board who are required to ensure fuel, water, eating and cooking utensils, cleaning agents, shelter and storage are provided. In Lesotho, the equivalent functions are paid for by the SSRFU and teacher contributions. While it may be possible to reduce Management costs by encouraging school boards to perform these duties as is currently promoted under the WFP model, stronger systems of support from district SSRFU and DNT staff will be needed to bridge gaps in local capacity for the reintroduction of these functions across schools and ECCDs and to help begin to bridge the gap between schools and their surrounding communities.

90. Management costs under the WFP model also cover capacity strengthening through modest investments into workshops and training that benefit schools and participants across all delivery models. Given the major capacity gaps in the coordination and monitoring of the SFP at all levels, an expanded investment in capacity strengthening will be needed to ensure the effective running of the future programme. By shifting schools incrementally from the WFP to NMA delivery models, WFP Management costs may be refocused to capacity strengthening.

91. Management and Staff cost savings affecting all models may also be made by adapting payment arrangements for Cooks and Caterers. One option is to provide schools with budgets to recruit Cooks directly from local communities at locally agreed rates. This approach was identified by rural schools where it is likely to be more appropriate, so long as effective monitoring, accountability and support systems are in place. Conversely, in densely populated urban councils and Maseru municipality, Caterers supported an alternative approach by which Caterer businesses are recruited to provide meals services to a cluster of schools while the NMA functions as the commodity supplier in line with the original 2011 recommendations for the introduction of NMAs. Similar approaches have been adopted in Cape Verde and Ghana that incentivise private partnerships between schools, caterers and suppliers through targeted financial support and tax exemptions.<sup>61</sup>

92. High comparative Capital costs in Lesotho are carried primarily for infrastructure expenditures under the WFP model including for investments into office and warehousing infrastructure. The ET does not consider this budget line to be an area where cost savings are to be made. On the contrary, given the

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<sup>60</sup> Menu breakdowns by delivery model are provided in Box 1 of Section 2.1.1.1.

<sup>61</sup> Motseng Logistics Services (2011); see also, school feeding country case studies in Drake *et al.*, (2012)

significant health risks to young children caused by the state of kitchen, water and sanitation infrastructure in many schools (section 2.1.2.), the ET recommend the MOET to work with other agencies to identify joint opportunities to invest in addressing the underlying causes of child malnutrition, and start by improving the basic sanitary conditions of primary schools and ECCD centres.

#### **Key findings and conclusions – Efficiency**

- The Government of Lesotho spent M498.04 (US\$42.91) to feed each child during 2017 under the SFP, equivalent to M2.77 (US\$0.24) per child per day. While these direct costs are 3 times more per child in Lesotho than in Zambia, and 25 percent more than in Namibia, they benchmark at around the international average.
- When comparing delivery models, the WFP model is the most expensive, costing M662.76 (US\$49.75) per child per year. The Caterers model is the cheapest at M420.86 (US\$31.59), while the NMA model costs M493.97 (US\$37.08).
- WFP Management and Admin costs are significantly higher than for the other delivery models due to the inclusion of Cooks payments (90 percent of Management costs) and WFP overheads that cover the monitoring, travel and training that benefits of all delivery models (10 percent of Management costs).
- Out of a maximum possible 180 school days, children were actually fed for 178 days under the Caterer model, 173 days by WFP, and 153 days by the NMAs. The gap in NMA provision was equivalent to children going over a month without a school meal. Children in schools under the failed NMA2 suffered significantly longer gaps in provision than those under NMA1 which successfully took over NMA2 schools.
- At M203.80 per child per year (US\$15.30), Commodity costs represent the largest direct cost to government, equivalent to 36 percent of total costs. This finding is in line with other countries. Commodity costs are at their highest under the Caterers model. It costs Caterers and NMAs M1.47 (US\$0.11) per child per day to procure food compared to M1.07 (US\$0.08) for WFP, a difference of M72.00 per child per year (US\$5.40). This is because Caterers are required to purchase more expensive menu items and must procure food from local traders in relatively small quantities.
- Commodity cost savings can be found through the bulk purchases of fortified meal and oil from national and international markets by WFP and/or the NMAs. Perishable items represent the strongest opportunity for local purchases. The design of a flexible, seasonal menu that uses perishable food items that are available at the district level is an opportunity to improve cost efficiency. Managed well, it may also provide a platform for farmer support in local food production and market engagement involving MAFS and MSBD programme staff.
- The ability for NMAs to find efficiencies in their Commodity, Logistics and Management costs was limited by their being allocated community councils distributed across districts and agroecological zones. Greater NMA efficiencies can be obtained by consolidating their oversight of school meals on a per district basis with district tenders offering opportunities to introduce competition among NMAs.

## **2.4. Relevance of the National School Feeding Programme**

*2.4.1. To what extent did the adaptation of the school feeding programme over time remain relevant to the needs of boys, girls, men and women and aligned to Government priorities and WFP policies including gender policies?*

93. Annex 11 consolidates relevant findings to show how adaptations to the SFP over the evaluation period remained coherent with sector policies in Lesotho and WFP’s institutional policies relevant to school

meals services. The strongest relevance to national policies over time was to the SFP's primary objective of supporting national education enrolment, retention and transition. Strengths were also shown in the SFP's relevance to Government and complementarity of WFP gender policies promoting equal access to education for boys and girls. While Lesotho's policy frameworks for social protection, agriculture and food security, and small enterprise development are largely coherent with the ambitions of the NSFP, and the SFP provided an effective social protection instrument, it was less effective in achieving operational harmonisation between MOET and other relevant institutions. To avoid repetition, relevance to the needs of beneficiaries is covered in sections 2.2.1 (employment of cooks and caterers); 2.2.2. (contributions to the wider community); 2.2.1.1. (value chain development); 2.2.1.2. (child labour); and 2.4.2. and 2.4.3. (social protection).

*2.4.2. To what extent does the school feeding programme as currently designed and implemented complement other social protection instruments in Lesotho as envisaged in the national social protection strategy and school feeding policy?*

94. Examples of contributory and non-contributory instruments summarised in Table 1 are outlined in greater detail in Annex 12 and demonstrate how the NSPS adopts a broad definition of social protection encompassing several mechanisms. The introduction of new social benefits in the early 2000s came with a clear political commitment to approve legal amendments, implement reforms and allocate sufficient financing to provide social benefits including the SFP. The MOET was identified as a key partner for early stages of the MSD's life-course approach to social protection, and in the need to transition children from primary to secondary school education in the interests of social and economic development. NSPS initiatives for working age youths and adults also aimed to support complementary with the SFP by engaging local producers in the provision of nutritious food to schools.

95. By 2016 SFP expenditures were equivalent to 1.05 percent of GDP.<sup>62</sup> For this investment, the SFP operated as a universal social protection instrument providing, for the most part, a regular and reliable meal and reason for primary school children to go to school. The ET also found schools, families and children expressed a clear preference for a breakfast for the benefit of OVCs and identified instances where teachers in some schools retain food for vulnerable children on an informal basis. However, none of the school feeding delivery models have been gender-driven or used to specifically target OVCs or other vulnerable groups using packages such as Take-Home Rations. Within this context, the SHHS found a breakfast to be currently available under 95 percent of WFP and 30 percent of NMA schools, representing 61 percent of all schools in Lesotho. There are also clear preferences for the government menu over the daily WFP food basket repeating WFP-MOET 2014 survey results that found children in WFP schools were calling for a more varied diet.<sup>63</sup>

96. While the NSPS questions whether education performance might be better-promoted by direct cash transfers to poor households than by school meals, the ET found a highly consistent picture among stakeholders at school, community, district and national levels who believe the removal of school meals would reduce the participation of OVCs and poorer households in education. The ET found no inclination among local, district or national actors to develop an alternative vulnerability-based school meals strategy. Stakeholders instead argue that national political and budgetary commitments to the SFP and child cash grants need to be converted by MSD and MOET into common strategies to support vulnerable children. Examples given included using teachers to raise awareness of social protection entitlements; providing school referrals for registration on the MSD NISSA database for cash grants; and improving coordination and oversight of SFP and cash grant coverage in schools.

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<sup>62</sup> World Bank (2016) [Lesotho - Social Assistance Project](#). Washington DC: World Bank Group

<sup>63</sup> WFP (2014) [Lesotho's primary school children call for a more varied diet](#)

2.4.3. *Within the context of the national school feeding policy, national social protection and other relevant policy frameworks, what adjustments to the design and implementation of the school feeding programme are required to make it an effective, shock-responsive social protection instrument while enhancing its contribution to other development objectives?*

97. Ensuring resilience to shocks is an important component the 2014 NSPS in which the 5-year action plan has sought to establish a residual safety net to ensure those households that fall through gaps in social protection system receive a quick, reactive and discretionary short-term response until they can be transferred to a more appropriate programme of long-term social assistance. The MSD recognises that such an approach will require improvements to the NISSA database including universal coverage, and its use to rapidly deploy additional resources to vulnerable households in the event of shocks.

98. The ET found no examples when school feeding operated as a shock responsive social protection instrument for children and families during periods of acute food insecurity such as during the 2016 El Niño. While school meals were an ongoing provision and were not used as part of the drought response, the El Niño event led to some minor impacts on SFP delivery. In some schools, teachers cited instances where boys dropped out of school to herd animals, and girls were either absent or arrived late due to having to walk further to fetch water. Children were also often fed late as longer distances had to be travelled by Cooks and Caterers to find water, and Caterers highlighted instances where the composition of the meals was changed to rely on food items that needed less water and had a longer shelf life. Collectively, these aspects reduced the ability of the programme to provide social protection to children during the El Niño event, a finding that correlates with Kardan *et al.* (2017).

99. In terms of the national El Niño response, international partners preferred to scale-up existing cash-based programmes. They were neither aware of the potential, nor confident in the role of the SFP for shock responsive social protection and instances were cited indicating potential risks to the strategy, such as where suppliers under the Catering delivery model had withdrawn from the programme because the price they were paid per child had remained the same while the overall cost of foods rose.

100. Looking ahead, this points to the need for a robust risk-based analysis and support for private sector NMAs and/or Caterers who are likely to be impacted by drought due to having planned school supplies based on full enrolment, normal-year commodity costs and adequate access to water. A crisis escalator contingency fund should be considered. Design adjustments to the SFP can also be envisaged to support enhanced contributions to Lesotho’s shock responsive capacity in future, particularly with respect to piggybacking the private sector NMA logistics capacities to support the rapid scaling up and down of future crisis response interventions including, but not limited to, the SFP (Table 11).

**Table 11. Options for shock-responsive adaptations to school feeding in Lesotho**

| Option  | Approach  |
|---|---|
| Vertical expansion – increasing the value or duration of the transfer       | Introduction of Take Home Rations (e.g. Swaziland El Nino) (or cash-based transfers) tied to NISSA household vulnerability quartiles.<br>Provision of a crisis escalator payment facility for NMAs and Caterers.<br>Extra meal or meals during school break to ensure stability for children. |
| Horizontal expansion – increasing the number of beneficiaries during crises | Expand feeding through Early Childhood Care and Development Centres for children 2 to 5 years old. Targeting either geographical, focusing on at-risk community councils, or based on NISSA household quartiles.  |
| Piggybacking – using existing infrastructure to scale up interventions      | Provide a crisis escalator targeting NMAs for the rapid scaling-up of in-kind provisions to schools, ECCDs and wider communities / institutions.  |
| Refocusing – reprioritising existing resources to other interventions       | Scaling-up cash-based transfers over the NISSA platform under the Child Grants Programme and ISPA Payment Tool. Focus on poverty alleviation and accept minimal linkages to education outcomes.   |

#### 2.4.1.1. To what extent are NMAs fully capacitated to carry out school feeding?

101. The original framework for implementation of a private sector SFP model (NMA) was introduced in a 2011 consultancy commissioned by MOET.<sup>65</sup> This analysis recommended the appointment of a managing agent charged with overseeing the purchase, supply and delivery of foodstuffs to Lesotho's primary schools. The NMA was to be responsible for engaging local entrepreneurs and farmers for the supply goods and services, for warehousing, transport and food quality oversight. Bulk commodities would be purchased from national suppliers and the menu was to be aligned with the national Caterers model (Box 1). The relationship between the NMA and the MOET would be governed by a service level agreement in which the MOET would be responsible for the direct payment of Cooks and the NMA, monitoring of performance, and rehabilitation of kitchens and storage facilities. Governance would be provided by a cabinet sub-committee comprising MOET, the NMA, MAFS, MSD, MSBD and Ministry of Finance. A first implementation phase was to commence in 2013 with the appointment of the NMA and set-up of scheme governance systems. Full roll-out to all primary schools was to begin in 2014.

102. Actual implementation of the NMA model began with a pilot in 2017 following a tender launched in late 2016. Two independent agents (NMA1 and NMA2) were selected and allocated 318 NMA schools distributed across a range of community councils, districts and agroecological zones. The FMU was not eligible to apply but should be considered in future. Both NMAs were allowed to negotiate food purchases, warehousing and transport prices independently of government rates. However, unlike the 2011 recommendation, the payment of Cooks was the responsibility of the NMA. While service level agreements were agreed with MOET through extensive negotiations, there is little evidence that either of the selected NMAs underwent an audit of investors, accounts or delivery performance across related businesses, no system for the governance and monitoring of NMA delivery was set in place prior to the pilot, nor was any contingency planning put in place in the event of NMA failure.

103. While the launch of NMA1 was largely successful, in the absence of a committed investor, NMA2 food deliveries failed, delivery reports and accounts weren't submitted, and their contract with the MOET was cancelled. Over 35,000 children did not receive allocated food leading the MOET to request NMA1 to take on NMA2 schools. The ET also estimate that 275 cooks received no payment from NMA2. Many have been pushed into debt as a result of the outsourcing programme's failure to ensure effective standards, oversight and risk-based contingencies. Even among NMA1 schools, the ET estimate that while payments to Cooks were made, at M1.20/child/day they were less than the standard M1.50 MOET rate. School, district and national officials are unanimous in calling for a shift in Cook payments either back to the SSRFU or over to schools. While some local procurement efforts have been made by NMA1 which were corroborated by schools in some, but not all districts, no independent monitoring of national or local purchases was undertaken to assess the actual scale of local purchases.

104. Despite these shortcomings, the ET found schools and districts to be largely positive about the shift to NMA providers. There is widespread recognition that the current system does not support local producers and is placing some Caterers at risk of debt. Outsourcing is seen as a potentially more effective instrument for building contractually based supply arrangements between Lesotho's food producers and the SFP leading to stronger opportunities for collective price negotiations and sustainability. Nevertheless, all stakeholders recognise the system needs to be made more accountable. Teachers, parents, district SSRFU and DNT staff have no say on NMA service provision or oversight of Cooks working within their schools under an NMA.

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<sup>64</sup> Option categories follow Kardan, A., C. O'Brien and M. Masasa (2017) [Case study—Lesotho: Shock-Responsive Social Protection Systems Research](#). Oxford Policy Management.

<sup>65</sup> Motseng Logistics Services (2011) The development of a framework for implementation of an outsourced, revised and sustainable School Feeding Programme for the Ministry of Education and Training, Lesotho. Maseru: MOET

### Key findings and conclusions – Relevance

- The SFP's primary relevance was to the original FPE objective of supporting equitable access to primary school education for boys and girls with respect to enrolment, attendance, retention and transition. The SFP was less effective in its operational alignment with the wider policies and institutional processes of social protection, agriculture and food security, and small enterprise development.
- The SFP operated as a universal social protection instrument providing, for the most part, a regular and reliable meal for primary school children. While school meals were not used to target OVCs, local stakeholders expressed a clear preference for a breakfast for the benefit of OVCs. This is currently provided in 61 percent of schools, mostly under the WFP model. Conversely, the government NMA and Caterers menu is preferred to that of WFP due to the greater dietary diversity provided.
- School meals were not used as a shock responsive social protection instrument during the 2016 El Niño event. International partners instead looked to scale-up existing cash-based programmes. While the ET supports this strategy, options to use school feeding to respond to local food insecurity in future include: the introduction of take home rations for vulnerable children; the horizontal expansion of feeding in ECCD centres; and provision of a crisis escalator to NMAs allowing them to rapidly scale-up in-kind provisions to schools, ECCDs and institutions.
- Implementation of the NMA model began with a pilot in 2017 when two providers were selected and allocated a total of 318 NMA schools. No prior consultation was used to engage the FMU or potential NGO service providers. No system for the governance and monitoring of NMA delivery was in place, nor was any contingency planning undertaken to mitigate the risks of NMA failure. While NMA service level agreements were agreed with MOET, there is little evidence the selection process included an audit of accounts or performance across related businesses.
- While the launch of NMA1 was largely successful, the NMA2 contract was put on hold after prolonged failure to provide services following the withdrawal of an investor. The ET estimate at least 275 cooks have been pushed into debt and over 35,000 children did not receive allocated food. Nevertheless, NMA1 was able to scale-up rapidly and absorb NMA2 schools, and the ET found teachers and district officials remain largely positive about the shift to NMA service providers.
- There is a need to codify standards and agree the 'rules of the game' by which NMAs will be monitored including: NMA contract agreements with producers and wholesalers; procurement, storage and transport arrangements; payments to Cooks, and; the quality of school meals. Rather than rely on self-reporting, this approach should involve complementary support by MOET, WFP and DNT staff.

## 2.5. Sustainability of School Feeding in Lesotho

### 2.5.1. What are the key factors that drive sustainability of the different national school feeding programme delivery models in the Lesotho context?

105. In their 2009 analysis, 'Rethinking School Feeding', Bundy *et al.* argued that the sustainability aim of national school feeding programmes was to ensure the development of government policies, programmes and education sector plans supported by national budgets.<sup>66</sup> Overall, the findings of the evaluation show that Lesotho has made significant progress in ensuring the policy and budgetary preconditions of Bundy's

<sup>66</sup> Bundy, D., C. Burbano, M. Grosh. A. Gelli M. Jukes and L. Drake (2009) [Rethinking school feeding : social safety nets, child development, and the education sector](#). International Bank for Reconstruction and Development: World Bank

assessment have been met, but that there are opportunities to go further. With strong policy alignment and coherence across ministries, sustainability is undermined by the absence of institutional harmonisation. Gaps identified by stakeholders included: an absence of national to district joint coordination, monitoring or outreach efforts such as through DNTs; a lack of SFP resources for schools to support local monitoring and oversight; gaps in programme integration with social protection programmes such as the NISSA and provision of Child Grants; an absence of support to smallholder farmers to help them understand and meet the time, quantity and quality needs of SFP buyers; a lack of basic small business training and support to Cooks and Caterers; the weakness of links to national health and nutrition programmes including nutrition screening; and, under-investment in primary school water, sanitation and hygiene infrastructure. Each of these areas are covered in earlier findings. Their sustainability implications are examined in greater depth in Part 3. Crucially, the ET believe that improving the overall sustainability of the SFP in Lesotho will rely on a combination of the closer integration and harmonisation of different government institutions in the delivery and support of school meals services, improving cost efficiency through the expansion of NMA services and efforts to decentralise delivery and build ownership and engagement at the district, school and community levels.

*2.5.1.1. To what extent does the school meals programme consider environmental degradation due to the firewood collection?*

106. The primary environmental impact of the SFP in Lesotho is through the use of wood for cooking. 58.8 percent of school kitchens have inefficient traditional stoves; however, the majority of users were urban Caterers, some of which have shifted to gas. From calculations based on interviews with Cooks and Caterers, the ET estimate a conservative average demand for 1 tree to cook for 300 children each month, equivalent to over 10,000 trees felled nationally each year for the purposes of cooking school meals. While the ET found instances where Cooks purchased fuelwood from government forestry programmes, this related to lower public-sector prices. The evaluation found no examples where fuelwood use was deliberately linked to sustainable forestry management practices. No studies have been conducted on the impact of school feeding activities on the natural resources during the evaluation period, and there have been no examples of a Safe Access to Fuel and Energy analysis or its equivalent in Lesotho.<sup>67</sup>

107. While some stakeholders suggested the issue might be incorporated as part of environmental campaigns or the reintroduction of tree planting day in schools, others suggested a gradual shift over to gas and fuel-efficient stoves should be supported. This approach recognises that development of alternative arrangements for cooking on more energy efficient gas and wood stoves in urban and rural areas will require investments into a comprehensive cost benefit and supply chain analysis covering appropriate equipment, fuel availability and credit access arrangements. Such an approach is more likely to be supported by Caterer businesses in urban areas that cook for children in one or more schools over a period of years and thereby look to introduce economies of scale, financial collateral and business efficiencies than through centrally paid Cooks paid on a short-term basis.

**Key findings and conclusions – Sustainability**

- Lesotho has made significant progress in ensuring the policy and budgetary preconditions of a sustainable national school feeding programme have been met. However, this strong policy alignment across ministries needs to be translated into a systematic strategy to introduce opportunities for institutional harmonisation and community engagement with a stronger focus on social protection.
- Moves towards a decentralised private sector model led by NMAs are recent. Any expansion will need to be reviewed incrementally and should include efforts to introduce greater competition among NMAs, provide capacity strengthening support in line with clear standards,

<sup>67</sup> See for instance the WFP [Safe Access to Fuel and Energy Initiative](#) SAFE, the [FAO SAFE Toolbox](#) and WFP's 2016 [Energy efficiency Strategy](#)

and ensure the SFP involves more effective coordination and monitoring oversight at the school, district and national levels.

- While there are examples of schools that have fuel efficient stoves and Caterers that cook on gas, they are limited. The mainstreaming of cooking on more energy efficient stoves or gas in rural and urban areas will require investments into a comprehensive cost benefit and supply chain analysis covering equipment, fuel and credit access arrangements if more sustainable cooking practices are to be adopted.

### 3. Conclusions and Recommendations

108. Based on the findings presented in Part 2 of the report, an overall assessment that responds to the evaluation questions is provided below. This analysis is consolidated using the five primary questions of the TOR outlined in Part 1, including: the contribution of school feeding to development outcomes in Lesotho; the costs and cost drivers of school meals; design adjustments that Government and its partners should consider; optimising institutional arrangements to support the SFP, and; the approach by which WFP and Government can develop a transition strategy towards a fully Government funded and implemented SFP. It is followed by eight recommendations of how MOET, with WFP support, can build on the lessons learned in partnership with senior national and district level officials from MAFS, MSD, MOH, MSBD, MDP and OPM, and with the collaboration of UN agencies including UNICEF and FAO, civil society organisations, and donors.

#### 3.1. Overall Assessment/Conclusions

##### 3.1.1. *Contribution of school feeding to development objectives including social protection, employment creation and poverty reduction*

109. School feeding allows children to access food through regular and reliable meals while at school. With high rates of poverty and numbers of OVCs, this and earlier evaluations found that the SFP is considered by teachers, children and parents, as well as government, UN and NGO officials, as a major reason for girls and boys to attend school. Although this outcome has depended on significant contributions from WFP, the ET agrees the SFP should remain a central component of Lesotho's FPE strategy.

110. While education statistics show a declining enrolment in primary schools, net improvements in transition rates and cohort survival are evident. Gender disaggregated figures indicate girls achieved consistently higher primary education outcomes than boys over the evaluation period. While these findings cannot be directly attributed to school meals, gaps in provision were linked to rises in non-attendance for both boys and girls due to household economic and domestic needs. This suggests that while school meals provide a reason for the majority of children to attend school, there is a need to integrate wider social protection instruments to ensure FPE is available to all and to reduce drop-outs.

111. School meals operated as a universal social protection instrument. They were not used to specifically target OVCs, or girls. Teachers, children and parents expressed a preference for a breakfast to benefit OVCs. This is only currently available under the WFP and NMA models in 61 percent of schools. Conversely, the government Caterers menu is preferred to that of WFP because of the greater dietary diversity provided.

112. Relationships between school feeding and nutrition are difficult to confirm. National nutrition data is limited and impacts on stunting are unlikely because of the correlation of the condition to mother and child nutrition and health in the first 1000 days. While a broad cross-section of stakeholders argues that school meals contribute to mitigating MAM by reducing associated labour demands among boys, there has been little government or WFP effort to integrate SFP as part of a package of interventions for the prevention of malnutrition that addresses food, water, sanitation, or social and behaviour change needs.

113. There is anecdotal evidence of an expansion of informal ECCD centres in urban areas. With current WFP coverage for ECCD children aged 2-5 years at just 34 percent, the expansion in services is needed and may provide opportunities to engage the private sector including manufacturer creches and smaller-scale ECCD providers. Clear compliance standards, institutional responsibilities and monitoring systems are

needed to ensure the effective oversight of providers and alignment to national IECCD and SUN commitments.

114. While the employment of Cooks and Caterers represented a significant investment during the evaluation period, only 15 percent of 660 interviewed households were ever reached. A range of factors also led to rising levels of debt risk and declining multiplier effects. They included, a 40 percent decline in the real value of MOET payments; periods when payments by SSRFU were delayed; the need for Cooks and Caterers to take on loans to bridge payment gaps; the direct contracting of Cooks by newly established NMAs at rates below those set by the SSRFU; the failure of one NMA to pay many Cooks at all during 2017, and; a lack of financial planning and business support to Cooks and Caterers including from WFP.

115. As a result, Caterer numbers have declined from a peak of over 1,000 in 2009 to fewer than 200 in 2017. Caterers increasingly see their role as business providers concentrated in urban and lowland areas where foodstuffs can be purchased from traders rather than local producers because their prices are lower, and quality is easier to control.

116. With the retreat of Caterers from rural schools, MOET requested WFP to fill the gap and recruited Cooks in the new WFP schools. While WFP are to be applauded for having scaled up effectively, the WFP menu was a simple basket of fortified maize, oil, pulse with sugar or salt that was largely imported and led to a decline in local purchases from already low levels. While the strategy meant that school meals were sustained, when combined with the limited opportunities for community members to participate as Cooks or Caterers, and reduction in local purchasing power of Caterers, it also contributed to the disengagement of communities.

117. Instead, a combination of government, WFP and NMA initiatives has led to a rise in purchase arrangements through national value chains since 2017. These systematic and organized purchase arrangements provide larger scale delivery agents and farmers with a more stable market than the Caterers model. While this business-led approach is appropriate to the context, it needs to be coupled with tighter 'rules of the game' for aggregators and NMAs to ensure aggregator purchase arrangements translate into benefits for Lesotho's small and medium scale producers, and skills development support for small-scale farmers and Caterers who supply and prepare food under the SFP.

### *3.1.2. Comparative costs incurred by Government and communities in implementing school feeding programmes through the three models and the main cost drivers*

118. Overall, the MOET spent M498.04 (US\$42.91) to feed each child for the year during 2017, equivalent to M2.77 (US\$0.24) per child per day. While these direct costs to Government are almost 3 times as much per child per year than for Zambia, and 25 percent more than in Namibia, they benchmark at around the international average.

119. When comparing the costs of different delivery models, WFP is the most expensive at M662.76 (US\$49.75) per child per year. The Caterers model is the cheapest at M420.86 (US\$31.59) per child per year, while the NMA model costs M493.97 (US\$37.08). Higher WFP costs are primarily due to larger Management and Admin overheads including MOET payments to Cooks (totalling 90 percent of Management and Admin costs and from which Cooks must cover fuel, labour, water and in some cases pay storage rent to schools), and WFP overheads (10 percent) that are not carried by other models. Examples include government study tours and technical support, a morning breakfast for children, and WFP staff and monitoring costs. While the NMA delivery model currently costs more than the Caterers', it includes the provision of a breakfast in 43 percent of NMA schools and is likely to be more cost effective as a national approach due to its ability to operate across urban and rural community councils and improve efficiencies through economies of scale.

120. Teachers and principals monitor the quality and preparation of food and oversee the service of meals. The time taken for these functions costs an estimated M22,716,056 (US\$1,709,563) per year, equivalent to an additional 41 percent of Management costs across all models. These hidden costs are paid for by MOET through teacher salaries.

121. At M203.80 per child per year (US\$15.30), Commodity costs represent the largest cost driver, equivalent to 36 percent of all costs. This finding aligns with other countries. Commodity costs are highest

under the Caterers model which commit 60 percent of expenditures to food procurement. Caterers are required to purchase more expensive menu items and are unable to find economies of scale to negotiate prices. Instead they procure food from local traders in relatively small quantities. It costs Caterers and NMAs M1.47 (US\$0.11) per child per day to buy food against M1.07 (US\$0.08) for WFP, a difference of M72.00 (US\$5.40) per child per year. Moving WFP children to other models in 2017 would have cost US\$1 million to cover additional food costs.

122. At 28 percent, Management and Administration costs represent the second highest driver (M161.58 or US\$12.13/child/year), rising to 36 percent when teacher contributions are included. While other countries in Southern Africa secure lower Management costs through community volunteers including Cooks, community contributions to school meals in Lesotho are negligible and volunteering is unlikely to be accepted. Although some Management cost savings may be possible through the transfer of WFP schools to NMAs, the strategy would need to include investments into setting standards and monitoring systems to guarantee proper oversight and accountability.

123. The ability for NMAs to manage Commodity, Logistics and Management costs is limited by their being allocated community councils across districts and agroecological zones. Greater efficiencies can be obtained through the oversight of school meals across schools on a per district and national basis. The SFP also needs to introduce measures to maximise competition among prospective national and local NMAs.

124. To bring the NSFP budget up-to-date in line with current practice while introducing measures to address the risks of Caterer and Cook indebtedness, the ET estimate it would cost government M285,486,167.20 in the 2018 fiscal year, a 47 percent rise over the 2017 budget.<sup>68</sup>

### 3.1.3. *Design adjustments that Government and its partners should make to integrate school feeding into its national social protection agenda*

125. The SFP operated as a universal means of providing children with a regular and reliable meal and reason to go to school and provided a recognised component of Lesotho's life-cycle approach to social protection. However, while school meals supported over 80 percent of primary school aged children and 34 percent of children aged 3-4 who attended WFP-supported ECCD centres, the quality of food and exposure to other sanitation risks at schools risked undermining the nutrition benefits of the feeding programs. Links to wider health risks like hygiene, sanitation and nutritional diversity need to be addressed.

126. Stakeholders at all levels argue that national political and budgetary commitments to the SFP and child grants need to be converted into common strategies to support vulnerable children. Opportunities to use primary schools as a vehicle for social protection include engaging teachers in awareness raising about social protection entitlements, making school referrals for registration on the MSD NISSA database for cash grants, and monitoring SFP and cash grant coverage for OVCs in their schools.

127. The provision of an early breakfast in the WFP delivery model was highlighted as having benefited the poorest children who arrive at school hungry. Schools that do not provide a breakfast often compensate by introducing an earlier lunch. Adjustments to the SFP should consider inclusion of a universal breakfast or one that is targeted for OVCs.

128. School meals were not used as part of a shock responsive approach to social protection during the 2012 drought response or 2016 El Niño event. Options to use school feeding as a shock responsive instrument include the introduction of take home rations for vulnerable children in the event of local food insecurity, the expansion of feeding in ECCD centres, and provision of a crisis escalator to NMAs to allow them to rapidly scale-up or down in-kind provisions to Lesotho's schools, ECCDs and wider institutions.

129. While it is acknowledged that multiple factors beyond school meals affect a child's nutrition status (e.g. water quality, sanitation, health, family size and feeding behaviours), the evaluation found measures to address these areas in primary schools and ECCDs to be limited to irregular nutrition and hygiene education for teachers and children. Integration with national strategies for the prevention of malnutrition is required. DNT members and VHWs need to be able to expand nutrition visits to schools and ECCD centres

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<sup>68</sup> The assumptions behind this analysis are provided in Annex 8 Box A8.1.

for nutrition screening (weight-for-height and mean upper-arm circumference for children 24-59 months; and BMI for age for children over 5), spot checks on the quality of school meals, SBCC outreach, and reporting on the condition of water and sanitation facilities in schools.

130. The provision by MOET of a school utility grant of M20 per child per year to pay for school services and a kitchen improvement grant to WFP have proved inadequate investments to address the state of primary school water, sanitation, kitchen and storage infrastructure. A third of schools lack clean water and 95 percent of toilets are in an unfit condition for use. Open defaecation is common, and the health of young children is at risk.

131. The design of a flexible, seasonal menu by DNTs that integrates non-perishable items purchased through national markets with perishable food items bought when available at the district level is an opportunity to improve cost efficiency and dietary diversity while meeting local food preferences and maximising opportunities for local purchases. Managed well, it may also provide a platform for farmer support in local food production and market engagement involving MAFS and MSBD programme staff.

132. WFP has been working with national stakeholders to establish food fortification regulations and practices in support of Lesotho's Scaling Up Nutrition, Cost of Hunger, and National Food and Nutrition Policy commitments. WFP should continue to provide capacity support to the Quality Standards Unit of the Ministry of Trade and Industry to establish fortification standards, Lesotho Millers and the FNCO to maximise micronutrient provision through national purchases of non-perishables under the SFP.

#### *3.1.4. Appropriate and efficient institutional arrangements for managing and implementing an efficient national school feeding programme in future*

133. WFP complementary support for the transition of the SFP to government has included assistance in the preparation of the NSFP, study tours exploring the expansion of local purchases, and technical assistance in identifying and contracting NMAs. Introduction of the NMAs by government in 2017 was linked to efforts, including resource mobilisation, to ensure sustainability in the handover of WFP schools to government oversight. With slow economic growth, the ongoing fiscal squeeze and high recurrent costs, a first step toward an effective and efficient approach to school feeding should be to expand the NMA outsource model. The evaluation findings do not point to the sustainability of the Caterer model in its current form.

134. To ensure the private sector-led approach is efficient, the SFP needs to ensure effective competition. This can be achieved through the introduction of 3 year district level NMA tenders to which interested national and district level NMAs (including the FMU and NGOs) can apply. A decentralised model will also encourage district oversight of local purchase agreements and capacity strengthening arrangements for farmers and Caterers.

135. A combination of government, WFP and NMA initiatives has led to the recent emergence of purchase arrangements through national value chains. In line with the original outsource model recommendations of 2011, the shift toward a food systems approach should involve a clear delineation between NMAs as food suppliers and Cooks and Caterers overseeing the preparation of food within schools.

136. The integration of Commodity cost savings and local purchases can be achieved through the bulk purchase of non-perishable items including fortified cereals, oil, sugar and iodized salt primarily from national markets by NMA service providers. Codified rules and standards for NMA engagement and accountability are required at each step of the value chain ensuring: transparent agreements for local (district level) procurement of perishables and national procurement non-perishables from food providers from farmers and wholesalers; the use of nationally food fortified foods; standards for food aggregation, storage and quality control, and; oversight of contracts with logistics service providers.

137. More effective payment and support arrangements for urban Caterers and rural Cooks are required. Examples include direct SSRFU payments to rural schools for the recruitment, payment and oversight of Cooks, and the launching of 3-year Caterer tenders for the preparation of school meals in one or more schools in urban and lowland areas. Investments into capacity strengthening will be required to support these initiatives.

138. The aspirations of the school feeding policy are for the SFP to provide a wide range of education, nutrition, agriculture, community and social protection contributions. While these ambitions are recognised by stakeholders, the evaluation found few examples where these relationships had been developed into cross-institutional arrangements. School feeding nevertheless provides opportunities for institutional harmonisation by lending direction for improved coordination across existing structures, processes and the activities of staff.

139. Table 12 summarises a decentralised approach to the future management of the SFP. To ensure programme sustainability, the strengthening of planning, coordination and monitoring capacities will be essential all levels, using existing structures to minimise costs. To ensure effective harmonisation, a first priority should be to consider an upgrade to the governance arrangements of the SFP through the capacity strengthening of the SSRFU as a school feeding Secretariat and activation of a Multi-Sector Advisory Board (AB). Both aspects are in line with the NSFP with cross-ministerial representation to ensure effective cross-sector harmonisation.

**Table 12. Opportunities to improve institutional harmonisation**

| Level             | Recommended function   |
|-------------------|--|
| School            | Activate School Boards and the engagement of Community Representatives, Teachers and Principals in the planning and monitoring of school meals services.<br>Introduce a school budget for the payment of Cooks.  |
| Community Council | Bring together VHWs and AAAs as part of common school-based approach to nutrition outreach and monitoring.   |
| District          | Move from firefighting to prioritising a harmonised approach to planning and monitoring under the coordination of District Nutrition Teams and SSRFU officers.<br>Formulate seasonal menus; oversee NMA tenders and implementation<br>Activate AAAs to help small-scale farmers negotiate contracts with aggregators and NMAs, and ensure production meets agreed quality, quantity, timeliness and costs.<br>Engage MSBD officers for business and financial support to Cooks and Caterers  |
| National          | Strengthen oversight through a national secretariat and advisory board<br>Establish and codify NMA guidelines and standards, launch tenders, oversee contract negotiations and ensure effective transparency and accountability of NMAs<br>Oversee Caterer and Cook payments including through schools and NMAs<br>Design and roll-out a cross-institutional monitoring and coordination framework for primary school and ECCD centre feeding with defined measures and responsibilities for national, district, community council and school stakeholders<br>WFP to consider senior secondments to support SSRFU capacity strengthening |

*Source, Authors' interviews at local, district and national levels (2018)*

140. Opportunities for harmonisation at the sub-national levels include: strengthening national to district coordination, monitoring and outreach capacities including those of DNTs and district SSRFU staff; decentralising greater resource oversight to districts and schools such as through the oversight of NMAs; ensuring smallholder farmers receive district MAFS support to meet the time, quantity and quality needs of SFP buyers; and providing MSBD business and financial management support to Caterers and Cooks.

141. Quick gains for improving the SFP's nutrition contributions should also focus on enhanced national and district institutional coherence. Examples include: developing a package of SBCC outreach support with district MOH officials; adopting strategies to use locally available products that meet local food preferences through a shift to decentralised seasonal menus; introducing ECCD protocols and standards for private sector service providers, and; planning and undertaking monitoring of school meals and ECCD services.

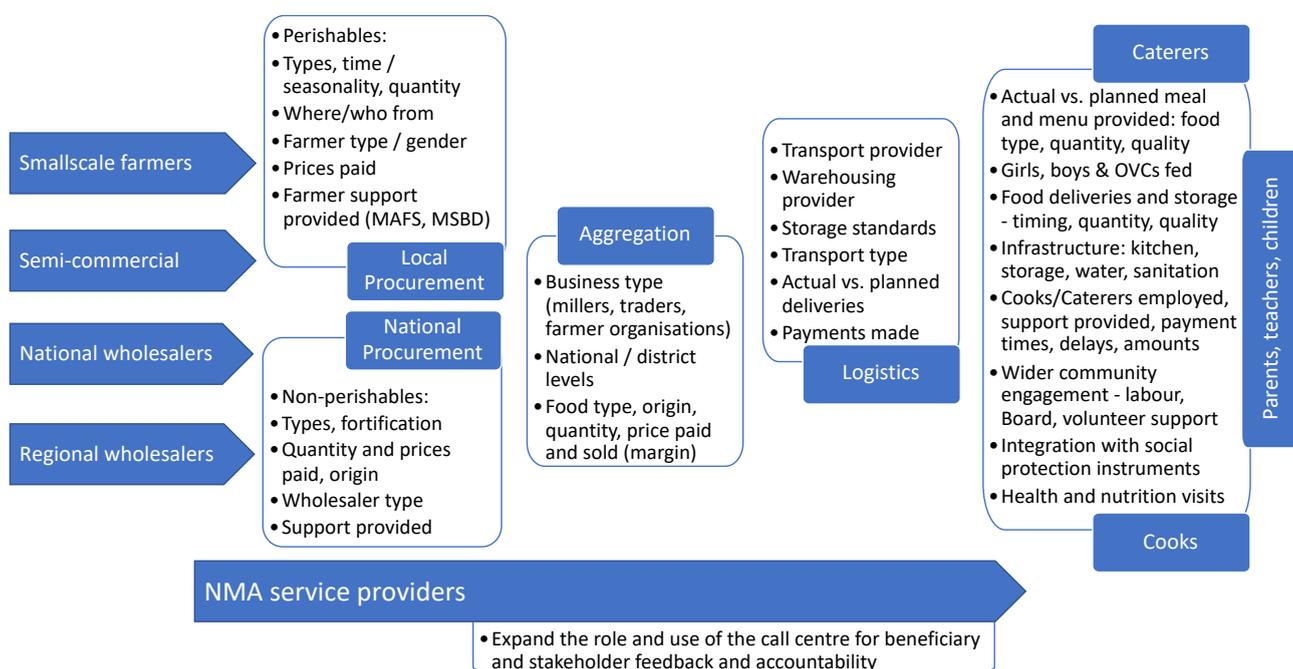
142. Social factors are important to cost efficiency and sustainability. Where community engagement under the SFP has largely failed, a proportion of parents expressed a willingness to engage School Boards in providing an oversight function for the monitoring and reporting on school meals services, in overseeing Cooks and Caterers, and in finding ways to enhance child enrolment, attendance and community participation.

143. Introduction of an NSFP monitoring framework is under way. To maximise transparency and accountability, the design should be reviewed to ensure government and WFP are able to assess gender disaggregated contributions of the SFP across the school feeding value chain from school to district and national levels (Figure 11). The framework should also incorporate an independently operated direct line call centre to support feedback and accountability for school feeding and education services (following the example of the NUL call centre); a service that may be operated, as an option, by a private sector provider.

3.1.5. Approach by which WFP and Government can develop a transition strategy towards a fully Government funded and implemented SFP

144. Key elements of a revised SFP have been identified in the above conclusions. WFP withdrawal from a role as a school feeding service provider and handover to NMAs should be undertaken on a phased basis as outlined in the Recommendations. The sequential approach is based on the cross referencing of stakeholder discussions at national, district and local levels and the examination of institutional structures and processes. The incremental roll-out of Recommendations district-by-district is projected to take 5 years.

Figure 11. Monitoring of the school feeding value chain



Source, Authors, adapted from WFP Country Office, personal communication

3.2. Recommendations

145. Based on the findings and conclusions of this evaluation, eight recommendations from the evaluation team are outlined below. Recommendations are operational and are structured sequentially to ensure clarity of purpose and function. Responsible stakeholders for each recommendation are clearly identified. All inter-relate with one another. Recommendations 1 to 6 are important for MOET and WFP to realise a successful transition in 2018-23. Recommendations 1 and 8 are highlighted for their contribution to institutional harmonisation through the development of common strategies, leadership and oversight across ministries:

146. Recommendation 1: *Activate national governance and management arrangements and extend resource mobilisation efforts.* By the end of 2018, MOET, with WFP support, should begin to strengthen the capacity of the SSRFU to function as a Secretariat (SFS) and activate the Multi-Sector Advisory Board (AB) to expand resource mobilisation, efficiency and institutional harmonisation measures as envisioned in the national school feeding policy.

- Located in the MOET, the Secretariat will oversee the roll-out and delivery of NMAs, as well as the monitoring and capacity strengthening of district operations.

- The AB should draw on senior Ministry, UN and NMA partner representatives with the authority to oversee school feeding implementation and institutional harmonisation, while supporting resource mobilisation and efficiency measures to balance budgetary and operational demands.<sup>69</sup>

*(Importance: High. Lead: MOET with cross ministerial support. Timeline: 2018)*

147. Recommendation 2: *Design and expand NMA services on a district-by-district basis reaching national coverage in 2023.* To increase NMA efficiency, and beginning in the 2018-19 academic year, the SFS, with WFP and MSBD support, should introduce competitive district-level tendering and award district level contracts to registered NMAs in line with a sequential district-by-district roll-out plan.

- By mid 2019, SFS, with WFP, AB and FAO support, should complete a risk analysis of NMAs and on this basis publish codified rules and Standards for NMA contracting, procurement, operations and reporting (transparency).
- Led by the SFS, and with WFP and MSBD support, interested NMAs, including the FMU and NGOs, should undergo capacity analyses to assess their ability to meet national standards prior to registration.
- On publication of the Standards, NMA roll-out should begin with a maximum 3 districts tendered out to NMAs during the 2018-19 academic year. More district tenders may be launched from 2020 through to 2023.
- NMAs bidding for district level tenders should submit procurement plans for fortified commodities and local perishables as well as farmer support measures. By June 2020, the first round of contracted NMAs should show evidence of local purchases of perishable foods from farmers and/or aggregators and examples of farmer support with MAFS, MSBD, FAO, and/or private sector service partners.
- WFP and Caterer school meals services should continue in districts not covered by NMAs until they are phased out in line with the district roll-out strategy.

*(Importance: High. Lead: MOET-SFS. Timeline: 2018-23. Support: WFP, NMAs, MSBD, MAFS, FAO)*

148. Recommendation 3: *Reduce menu costs while maintaining nutrition standards.* During the 2018-19 academic year, the SFS, with WFP, FNCO and MAFS support, should simplify the menu to a daily breakfast and lunch involving a combination of fortified cereals, pulses, oil and iodised salt (WFP menu) with agreed minimum levels of locally purchased seasonal fresh fruit and vegetables to ensure dietary diversity in line with local preferences.

- To ensure OVCs are supported, the menu provided in all schools should include either a universal breakfast and lunch, a universal breakfast without lunch, or a targeted pre-school breakfast for NISSA registered OVCs, plus universal lunch.
- To promote dietary diversity, the SFS and NMA with FNCO, MOH, MAFS and WFP support, should agree seasonal menus with district nutrition teams in roll-out districts.
- To ensure children receive a balanced diet, the SFS, with WFP and MOH support should lead a comprehensive nutrient gap analysis of district menus to identify improvements.

*(Importance: high. Lead: MOET-SFS. Timeline: 2018. Support: WFP, FNCO, MAFS, MOH, FAO, UNICEF and District Nutrition Teams)*

149. Recommendation 4: *Realign the role of Cooks and Caterers and their payment arrangements.* In line with the rollout of district NMAs over the period 2019-23, MOET, with WFP, NMA and MSBD support should move from a centralised to decentralised payment model overseen by schools in rural areas and the contracting of catering businesses by NMAs or the MOET to service multiple urban schools.

- In the short-term, during 2018-19, and to reduce risks of indebtedness, Cooks payments should revert to central MOET contracts and removed from NMAs.
- From 2020 to 2023, MOET, with WFP support, should provide capacity strengthening of school principals and school feeding committees and introduce budgets for rural schools in NMA roll-out districts to recruit Cooks at locally agreed rates from communities with an opt out for schools with limited capacity.

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<sup>69</sup> The ET estimate it would cost government M285,486,167.20 in 2018 to maintain the current SFP menu while addressing Cook, Caterer and NMA payment needs: a 47 percent rise over the 2017 budget

- By 2020, MOET-SFS and the NMAs, with WFP support, should operationalise the recruitment of Caterer businesses for the provision of school meals services to multiple schools in NMA districts through the issue of three-year tenders.
- By 2020, MOET-SFS and the NMAs should engage MSBD to strengthen Cooks and Caterers contracting, book-keeping and small business management skills.

*(Importance: medium-high. Lead: MOET-SFS. Timeline: 2018-23. Support: WFP, MSBD, NMAs)*

150. Recommendation 5: *Strengthen the capacity of SFS and District Nutrition Team staff to oversee and monitor decentralised school feeding.* During the 2018-19 academic year, MOET should agree plans with WFP and AB members for the capacity strengthening of SFS officers at national and district levels to ensure the future programme is given effective planning, oversight and support. Implementation of each component of the plan should commence on a district-by-district basis during 2019-20 in line with NMA roll-out and include:

- Recruitment and/or the secondment of WFP senior coordination staff to the SFS;
- Training and support to national and district SFS staff and district nutrition teams to facilitate, monitor and review school meals services in schools, the performance of NMAs in delivering to contract commitments and standards, and cross-institutional support to the SFP within districts (see Recommendation 6)

*(Importance: High. Lead: MOET-SFS with WFP support. Timeline: 2019-23. Support: NMAs and line ministries as represented in the AB and DNT members)*

151. Recommendation 6: *Introduce a national monitoring and accountability framework.* By mid 2019, the SFS, with WFP and AB member support, should finalise a comprehensive, gender disaggregated national school feeding monitoring and accountability framework that covers the entire SFP value chain in line with the ambitions of the NSFP including children's consumption of school meals; the employment and payment of Cooks and Caterers; the nutrition screening of children; school infrastructure status; NMA performance, and; national and local procurement, aggregation and logistics provisions. With WFP support, and following the example of the NUL call centre, accountability to beneficiaries should be promoted through an independent call centre, potentially operated by a private sector provider, to support feedback concerned with school feeding and education services. Clear responsibilities for reporting against each component of the monitoring framework should be agreed by the SFS and AB members at school, district and national levels with appropriate resources allocated. Capacity strengthening of stakeholders in NMA districts should begin from mid-2019 onwards.

*(Importance: High. Lead: MOET-SSRFU with WFP. Timeline: 2018-23)*

152. Recommendation 7: *Ensure adequate school water, sanitation and hygiene infrastructure.* By the end of 2020, MOET, with the support of AB members, WFP, MOH, UNICEF and relevant NGOs, should agree investment arrangements and implementation strategies with the Ministry of Finance and donors to improve school kitchen, storage, and water and sanitation facilities.

*(Importance: medium-high. Lead: MOET and MOF. Timeline: 2020 onwards. Support: WFP, UNICEF, NGOs)*

153. Recommendation 8: *Integrate school feeding with cross-ministry development initiatives.* By the end of 2020, MOET, through the SFS, working in partnership with AB members as well as UNICEF and FAO, should formalise common strategies and plans to use school feeding as a platform for sector-led programmes for nutrition, social protection, food security, and small business development led by other ministries. Examples include:

- MOET, through the AB and with WFP and UNICEF support, should agree a common strategy with the MOH for strengthening the provision of nutrition services to ECCDs and primary schools including the anthropometric measurement of children and provision of complementary nutrition services;
- MOET and MSD with WFP and UNICEF support should agree protocols for engaging and helping teachers to raise awareness of social protection entitlements, identify and refer OVCs to NISSA, and ensure registered OVCs are fed;

- MOET and MAFS with WFP and FAO support should agree capacity strengthening support to help farmer organisations provide the right produce, negotiate purchase agreements, and develop aggregation and logistic arrangements with NMAs, and;
- MOET and MSBD with WFP support should agree plans to strengthen the capacities of Cooks and Caterers in running small businesses and responding to local, multi-school and multi-year school feeding tenders.

*(Importance: medium-high. Lead: MOET-AB. Timeline: 2020 onwards. Support: MOH, MAFS, MSBD; WFP, FAO, UNICEF)*

## Annexes

### Annex 1. Terms of Reference

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## 1. Introduction

1. In the context of widespread poverty, food insecurity and malnutrition, school feeding has been an important safety net in Lesotho for over 50 years.<sup>1</sup> In 1990s, the government introduced the “education for production” policy that focused on supporting schools to produce their own food to make school feeding sustainable. In 2000s, further changes were made with the objective of using school feeding to contribute to wider developmental objectives by creating employment using community members as caterers in schools that WFP handed over to the Government as well as formal payment of cooks within the WFP-assisted schools. In 2017, a small pilot was introduced to use private sector actors referred to as national management agents (NMAs). Currently the School feeding programme is implemented through three different models: Caterers model, the NMAs model and the WFP model (see section 3.1 for more details). The Government is funding all the models with WFP implementing the programme on a full cost recovery basis as per the agreement with government.

2. These Terms of Reference (TOR) are for the evaluation of the Lesotho school feeding to assess its contribution to developmental objectives including to social protection, nutrition, employment creation, poverty reduction. The main purpose is to establish the benefits of the national school feeding programme beyond educational outcomes of improving school enrolment, attendance and reducing drop-out rates and to make recommendations on what the Government and its development partners including WFP needs to do to make school feeding an effective and efficient social safety net while contributing to wider development goals as envisaged in the national school feeding policy. The evaluation is commissioned by the WFP Lesotho Country Office in close consultation with the Government through the Ministry of Education and Training. The evaluation will cover the period from January 2007 to June 2017 and will be conducted over a period of seven months starting from July 2017 (**see annex A1.2 for a detailed evaluation schedule and key milestones**).

3. These TORs were prepared by the WFP Lesotho country office team based upon an initial document review and consultation with stakeholders, and with technical support from the WFP regional bureau. The purpose of the TOR is twofold. Firstly, it provides key information to the evaluation team and helps guide them throughout the evaluation process; and secondly, it provides key information to stakeholders about the proposed evaluation.

## 2. Reasons for and Objectives of the Evaluation

### 2.1. Rationale for the Evaluation

4. After almost 2 years of implementation of school feeding under the Memorandum of understanding signed in 2014 between the Government and WFP, a mid-term review (MTR) was commissioned by the Government and WFP Lesotho country office in 2016.<sup>2</sup> The MTR report recommended that the school feeding programme should be reframed in line with the new school feeding policy whose long term objective is to ensure that school feeding contributes to national development by having multiple benefits beyond education.<sup>3</sup> Such reframing needs to be guided by credible evidence that shows the benefits of school feeding beyond education. Furthermore, the agreement between WFP and the Government was initially expected to end in 2017 with a full transition to a fully Government implemented

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<sup>1</sup> Government of Lesotho, National School Feeding Policy, 2015: page iv

<sup>2</sup> Saleheen and Raselimo (2016), “A mid-term Review of the Lesotho School Feeding Programme (Trust Fund: TF 200771)

<sup>3</sup> See page 9 of the National School Feeding Policy

programme. However, this agreement has now been extended to 2019, with expectation that the additional time gives the Government and WFP the opportunity to develop a workable transition strategy, which will include capacity development and strengthening. To do so requires evidence of what is workable within the Lesotho context.

5. In line with the above-mentioned MTR recommendation, the reason why this evaluation is being commissioned in 2017 is to provide the Government and its key partners, including WFP with the evidence on:

- a. The contributions of school feeding to other developmental objectives including social protection, employment creation and poverty reduction objectives;
- b. The cost incurred by Government and communities in implementing the school feeding programme through the three different models and the main cost drivers;
- c. The design adjustments that the Government with support from its partners including WFP needs to make to appropriately integrate school feeding into its social protection programming and use it as an instrument of development as envisaged in the national school feeding policy;
- d. The most appropriate and efficient institutional arrangements for managing and implementing an efficient national school feeding programme that contributes to Government's development priorities as outlined in the National School Feeding Policy and other policy frameworks such as the Lesotho social protection strategy;
- e. The most appropriate approach that WFP and the Government should take to develop a transition strategy towards a fully Government funded and implemented national school feeding programme.

6. The findings of this evaluation are expected to be used to inform the following decisions by Government, WFP and other key stakeholders:

- a. Government decision on design adjustments to ensure an efficient, effective and sustainable national school feeding programme;
- b. Government decision on institutional arrangements for the financing, management and implementation of school feeding, such as the setup and running of a secretariat and appropriate budgetary allocation;
- c. WFP decision on its capacity development/strengthening and transition strategies;
- d. Other partner's decisions on their support to the Government in the implementation of the national school feeding policy.

## 2.2. Objectives of the Evaluation

7. This evaluation will serve the mutually reinforcing objectives of accountability and learning, with more weight towards learning:

- **For accountability**, the evaluation will assess and report on the performance and results of the school feeding programme against its stated objectives within the framework of the agreement between WFP and the Government;
- **For Learning**, which is the core objective of this evaluation, the evaluation will determine the contribution of school meals to other developmental objectives including social protection, employment creation and poverty reduction and the factors influencing these contributions (or lack thereof). The evaluation will draw lessons and provide evidence-based findings to inform strategic as well as operational decision-making as outlined in section 2.1. To achieve this learning objective, the evaluation may employ some goal-free evaluation principles where appropriate

considering that past designs of WFP supported school feeding programme may not have explicitly outcomes beyond education outcomes. As such, existing monitoring data is unlikely to have systematic information to assess school feeding contribution to objectives other than education. The goal-free principles if used well allow evaluators to observe and measure actual processes and outcomes thus preventing a tunnel vision that look only at the intended educational outcomes at the risk of overlooking any positive and/or negative unintended effects in other developmental areas.

8. These findings will be actively disseminated and shared to facilitate learning not just for the Government and WFP who are the main stakeholders, but also by other key stakeholders interested in and supporting social protection and development programming in Lesotho.

### 2.3. Evaluation Stakeholders and Users

9. **Stakeholders:** Two of the key stakeholders of this evaluation is the Government and WFP Lesotho country office. Further, the results of this evaluation will be of interest to other stakeholders and some of these will play a role in the evaluation process. Table 1 below provides a preliminary stakeholder analysis, which will be further developed by the evaluation team as part of the Inception phase. Within the Government, the key stakeholders include the Ministry of Education and Training, Ministry of Social Development, Ministry of Health, Ministry of Gender, Ministry of Agriculture and Food Security, Ministry of Development Planning, Ministry of Trade and Industry, Ministry of Local Government, Ministry of Small Business Development, Cooperatives and Marketing as well as the Ministry of Finance. Outside of government, the key stakeholders include members of the United Nations Country team, particularly UNICEF and FAO; as well as the World Bank and NGOs.

10. **The main primary users** of this evaluation are the Government and WFP:

- The Government and the WFP Lesotho Country Office and its partners in decision- making, notably related to programme implementation; design adjustments, and institutional arrangements set up; and for Country Strategic planning for WFP;
- Given the core functions of the WFP Regional Bureau (RB), the RB is expected to use the evaluation findings to provide strategic guidance, programme support, and oversight to both Lesotho and other country offices who may be needing evidence on school feeding and its contribution to national developmental objectives.

11. **Other users** of the evaluation include:

- Key stakeholders involved in education, social protection and safety net programming, including UN agencies and NGOs;
- WFP HQ policy and programme division for wider organizational learning and accountability;
- WFP OEV may use the evaluation findings, as appropriate, to feed into evaluation syntheses as well as for annual reporting to the Executive Board;
- The NMAs may will use the findings to inform their operations as well as their overall partnership arrangements with the government in the implementation of school feeding;

- The communities, through the caterers who provide school feeding services may use the findings to inform their operations and to improve service delivery to school;

12. **Accountability to affected populations:** The beneficiaries of the school feeding programme (school children and their households, caterers –men and women and teachers) will be included as key stakeholders in this evaluation. WFP is committed to ensuring that gender equality and women’s empowerment is integrated in the evaluation process, with participation and consultation in the evaluation by women, men, boys and girls from diverse groups.

**Table A1.1. Preliminary Stakeholders' Analysis**

| Stakeholders   | Interest in the evaluation and likely uses of evaluation report to this stakeholder   |
|--|---|
| <b>WFP STAKEHOLDERS</b>  |   |
| <b>WFP Country Office (CO) Lesotho</b>                             | Responsible for the implementation of the national school feeding programme as a service provider to the Government, the country office has a direct stake in the evaluation and an interest in both accounting for results and resources and learning to inform decision-making. It is called upon to account internally as well as to its beneficiaries and partners for performance and results of its operation. In addition, the evaluation results will help the CO in developing and or refining its strategy for handover of school feeding to the government.  |
| <b>Regional Bureau (RB) Johannesburg</b>                           | Responsible for both oversight of and technical guidance/support to the country office, the RB has an interest in an independent/ impartial account of the contribution that WFP’s support to Lesotho is making towards achievement of Zero hunger, as well as in learning from the evaluation findings to apply this learning to other country offices. The results of this evaluation of the Lesotho school feeding programme will help the RB in providing the required support to the school feeding handover process and to the Country Office.  |
| <b>WFP HQ</b>  | WFP has an interest in the lessons that emerge from evaluations, particularly as they relate to WFP strategies, policies, thematic areas, or delivery modality with wider relevance to WFP programming. In this particular evaluation lessons on WFP’s support to national government use of national school feeding programmes as a social protection instrument is of interest;   |
| <b>Office of Evaluation (OEV)</b>                                  | OEV has a stake in ensuring that evaluations deliver quality, credible and useful products respecting provisions for impartiality as well as roles and accountabilities of various decentralised evaluation stakeholders as identified in the evaluation policy. OEV does this by providing the normative framework within which this evaluation will be conducted. The evaluation findings may also contribute to useful learning across WFP projects and programmes.  |
| <b>WFP Executive Board (EB)</b>                                    | The WFP governing body has an interest in being informed about the effectiveness of WFP operations as well as progress towards implementation of the WFP evaluation policy. This evaluation will not be presented to the EB but its findings may feed into annual syntheses and into corporate learning processes.  |
| <b>EXTERNAL STAKEHOLDERS</b>                                       |   |
| <b>Beneficiaries (school children; their households; teachers)</b> | As the ultimate recipients of food assistance, beneficiaries have a stake in knowing determining whether the assistance provided is appropriate and effective. As such, the level of participation in the evaluation of school children (boys and girls), women and men, from different groups will be determined during the evaluation design and their respective perspectives will be sought during data collection.   |
| <b>Government</b>  | The Government finances the school feeding programme from national budget, and the Ministry of Education and Training is the institution directly responsible for coordination of implementation. The Government therefore has a direct interest in knowing whether the school feeding programme is being implemented efficiently, whether it is achieving the intended objectives and most importantly whether it is contributing to the national development as envisaged in the national school feeding policy. Issues related to capacity development, handover and sustainability of the school feeding programme are of particular interest to the Government; and the results of this evaluation will help the government decide how the programme should be adjusted to meet the national priorities set out in its policies. |

|   |  |
|---|--|
|   | The ministries of Education and Training, Social Development, Health, Agriculture and Food Security, Development Planning, Trade and Industry, Local Government, Small Business Development, Cooperatives and Marketing, and Finance all have an interest in school feeding.   |
| <b>UN Country team</b>  | The United Nations Country Team's (UNCT) harmonized action should contribute to the realisation of the government developmental objectives. It has therefore an interest in ensuring that WFP support to the national school feeding programme is effective in contributing to the UN concerted efforts, both within the education sector as well as the social protection perspective. Members of the UNCT such as UNICEF and FAO have particular interest in the findings of this evaluation as it relates to their support to the education, social protection and rural development sectors. |
| <b>National Management Agents (NMAs)</b>                                    | The National Management Agents have been appointed by the Government to implement the Home Grown School Feeding (HGFS) model in the country. They have an interest in the findings of the evaluation, given that it will be considering the three models of the school feeding implemented in the country and making recommendations on how to make them efficient. They will benefit from these findings in moving their partnership with the government forward.   |
| <b>Men and women in the Communities where school feeding is implemented</b> | Through the caterers model, the Government uses communities to provide school feeding to schools as a means of employment. Further, in the other two models, the food is prepared by members of communities who are employed as cooks. The communities therefore have an interest in the results of this evaluation as the decisions that the Government will make in relation to their involvement in the implementation of the school feeding.   |

### 3. The Context and subject of the Evaluation

#### 3.1. The Context

13. Lesotho is a landlocked country of 30,350 square kilometres, divided into four geographical regions: the mountain, the foothills, the lowlands, and the Senqu valley. For administrative purposes, it is divided into ten districts, each headed by a district administrator. The districts are further subdivided into 80 constituencies, which consist of 11 urban councils, 64 community councils and 1 municipality.<sup>4</sup>

14. **Macro Environment:** Lesotho is categorised as a lower middle-income country with Gross Domestic Product (GDP) per capita of \$3,100 and with a population of 1.9 million people. It ranks 160 out of 188 countries on the 2016 United Nations Development Programme (UNDP) Human Development Index<sup>5</sup>. With a Gini coefficient of 0.53, Lesotho is among the 10 most unequal countries in the world. The country continues to struggle with a range of persistent development challenges, including chronic poverty and high level of unemployment. The Country has a national strategic vision (Vision 2020) which is operationalised through five-year strategic development plans, with the current one being the 2012/13-2016/17.

15. **Poverty and Unemployment:** About 59.7 percent of the 1.9 million Basotho (of which 51% are females<sup>6</sup>) live below the \$1.9 dollar a day poverty line. As shown in Annex A1.5, even though Lesotho had made some progress in reducing prevalence of poverty by 9 percentage points between 1999 and 2013, it was off track in achieving the targets to reduce poverty down to 29% by 2015. Similarly, while the country made modest progress in reducing unemployment, the overall unemployment rate remains high at 31.8 percent for females and 23.8 percent for males.<sup>7</sup> Youth unemployment (those aged 15 to 24 years) is

<sup>4</sup> [http://genderlinks.org.za/wp-content/uploads/2016/03/Lesotho\\_Strategy2016to2020\\_ahsxmm\\_REVISIED\\_06015.pdf#page/1](http://genderlinks.org.za/wp-content/uploads/2016/03/Lesotho_Strategy2016to2020_ahsxmm_REVISIED_06015.pdf#page/1)

<sup>5</sup> Human Development Report 2016.

<sup>6</sup> Lesotho Census Report; 2006

<sup>7</sup> <http://datatopics.worldbank.org/sdgs/>; accessed on 9<sup>th</sup> June 2017

higher at 46.6 percent for females and 30.8 percent for males. Lesotho is ranked 13<sup>th</sup> in the list of top countries receiving remittances which contribute up to 17.4 percent of its GDP.<sup>8</sup>

16. **Education:** Lesotho has made good progress in education with its literacy rate of 79% being one of the highest in Sub-Saharan Africa with females at 88 percent versus males at 70 percent<sup>9</sup>. With a primary school completion rate of 77 percent (86 for females and 68 for males) Lesotho has one of the highest completion rates in Sub-Saharan Africa where the average completion rate stands at 69 percent. However the country still faces challenges in ensuring early formation as the enrolment in pre-primary school stands at only 34 percent, with no significant difference between boys and girls.

17. **Food security:** Lesotho is a small, mountainous, landlocked country with little arable land, leaving its population vulnerable to food shortages and reliant on remittances. While the country made significant improvements in reducing undernourishment in 1990s as shown in figures 1 and 2 below, progress stagnated since early 2000s.<sup>10</sup> Food and nutrition insecurity in Lesotho is exacerbated by recurrent climatic shocks which compound vulnerabilities in affected areas. The 2016 El Niño event has resulted in the worst drought in decades, triggering a sharp decline in food production and 491,000 people requiring emergency food assistance<sup>11</sup>. In response to the drought, WFP and other humanitarian actors have been supporting the government to address immediate food needs of food insecure drought-affected households in high priority areas to compliment on-going government and NGOs social safety net programmes. Households' access to food continues to be affected by low incomes, poor health, a low performing economy, highly variable food prices, lack of diversified income strategies, and weak social-support networks because of the effects of HIV and AID.

**Figure A1.2 Number of people Undernourished (million) Figure A1.1 Prevalence of undernourishment (%)**



18. **Health and Nutrition:** With an estimated maternal Mortality ratio of 487 deaths per 100,000 live births, Lesotho is ranked 12<sup>th</sup> in the world. The country's HIV and AIDS prevalence rate stands at 25% with prevalence among females higher at 30% compared to men at 20%<sup>12</sup>. Life expectancy is 53 years. Stunting levels are at 33% and more prevalent in rural areas at 35% compared to 27% in urban areas. Boys are mostly affected at 39% compared to girls at 28%<sup>13</sup>.

<sup>8</sup> <https://siteresources.worldbank.org/INTPROSPECTS/Resources/334934-1199807908806/4549025-1450455807487/Factbookpart1.pdf>, accessed on 9<sup>th</sup> June 2017

<sup>9</sup> <http://www.indexmundi.com/lesotho/literacy>

<sup>10</sup> <http://www.fao.org/faostat/en/#country/122>, accessed on 9<sup>th</sup> June 2017

<sup>11</sup> Lesotho Vulnerability Assessment Committee Report (LVAC), 2016.

<sup>12</sup> Lesotho Demographic and Health Survey; 2014

<sup>13</sup> Lesotho Demographic and Health Survey; 2014

19. **Social Protection:** The Government of Lesotho has more recently established itself as a pioneer, within sub-Saharan Africa, of formal social protection programmes. Its National Strategic Development Plan (2012-2017) emphasises reduction of vulnerability through social protection, focusing on (i) Consolidating social protection programmes and improving their efficiency and coverage; (ii) Providing support to vulnerable able-bodied persons to adopt sustainable livelihood strategies and reviewing and implementing the strategy for social security scheme development; (iii) Promoting work safety and easing job search; and (iv) Strengthening capacity for disaster risk management.<sup>14</sup> The national social protection strategy reflects an intention to actualise these objectives. Annex A1.6 shows the proposed implementation plan for the strategy.

20. **School feeding** has been an important safety net in Lesotho for over 50 years. The national social protection strategy identifying it as one of the complementary programmes for providing a degree of protection against deprivation and risk.<sup>15</sup> It started with the first ten schools in Maseru District in 1961, and reached national coverage in 1965 when WFP began its support. In 1990, the Government introduced a policy of “Education with Production”. Intended to make the school feeding programme more sustainable, this policy focused on schools producing their own food. Schools were provided with inputs such as piglets, layers, broilers, vegetable seeds, roofing material and cement to start agricultural projects. Parents contributed by providing labour for infrastructure (e.g. livestock shelters), producing vegetables in school gardens and providing funds for school activities that would enhance school meals. To promote agricultural education, teachers used school gardens to teach nutrition and agricultural skills.

21. **Policy Framework:** In 2000, the Government introduced free primary education policy, which included school meals for primary school children. Free education combined with the continued provision of school meals led to 12.5 percent increase in primary school enrolment from just under 360,000 pupils to more than 410,000. Since then, there have been two different school feeding schemes in Lesotho: a government programme reaching children in the lowlands and foothills; and a WFP programme reaching school children in the highlands.<sup>16</sup> Government model is based on the use of caterers recruited from poor communities surrounding primary schools using standard guidelines. This practice was intended to promote enrolment, attendance and concentration **while providing employment for the poor**. Caterers are expected to procure, store and transport food to schools, and to prepare and serve daily meals according to a nationally prescribed menu.

22. In 2015, the Government Launched the National School Feeding Policy, whose purpose is to provide a mechanism for the national school feeding programme’s effective, efficient and transparent implementation, and a framework for cross-sector cooperation, ensuring meaningful involvement and participation of communities<sup>17</sup>. The Policy stipulates that school feeding is an inter-ministerial programme which should be implemented by several ministries including ministry of health, education and training, social development, local government and agriculture and food security. The country has several existing policy and legal frameworks that are relevant to the achievement of the aims outlined in the school feeding policy. These includes<sup>18</sup>:

- a. **National Social Protection Strategy (2014)**, which notes that school feeding is the largest social safety net in Lesotho, covering 61 percent of all individuals reached by social protection programmes. It also questions whether attendance and school

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<sup>14</sup> Government of the Kingdom of Lesotho (2014), “National Social Protection Strategy”, page 1

<sup>15</sup> Ibid; page vi

<sup>16</sup> Government of the Kingdom of Lesotho (2015), National school Feeding Policy

<sup>17</sup> Government of the Kingdom of Lesotho (2015), National school Feeding Policy

<sup>18</sup> Government of the Kingdom of Lesotho (2015), National school Feeding Policy, page 5

performance are best promoted by direct cash transfers to poor households or through school feeding, and proposes review of costs and benefits of alternative models;

b. **National Policy on Social Development (2014/2015–2024/2025)** foresees the Government's development and implementation of a comprehensive social protection system including social insurance, social safety nets, universal benefits, basic social services, labour market policies and livelihood support;

c. **Agricultural Sector Strategy (2003)**, which promotes sustainable land use, diversified agricultural production, improved access to inputs, greater stability of outputs and improved household food security through more efficient subsistence agricultural practices and employment opportunities;

d. **Ministry of Trade and Industry, Cooperatives and Marketing Strategic Plan (2013/14–2016/17)** which advances economic development characterized by growth, innovation, an enabling environment for trade, investment and industrial development for private sector-led job creation and poverty reduction;

e. **Education Act of 2010** which establishes free and compulsory primary education. It obliges all actors to ensure that students are free from any form of discrimination in accessing education and have access to all educational opportunities;

f. **Education Sector Strategic Plan (2005–2015)** which establishes specific objectives, including improved access, efficiency and equity of education at all levels;

g. The draft **Lesotho National Nutrition Policy of 2011** which foresees the Government promoting increased nutrition security by reviewing and strengthening institutional feeding initiatives in schools, ECCD centres and prisons;

h. **National Disaster Risk Reduction Policy** provides a framework for planning and implementing disaster risk reduction measures in Lesotho. With respect to risk reduction and development, the policy states that Government shall develop and strengthen social safety nets.

23. **Gender:** Lesotho faces a unique situation especially in education where girls consistently have better indicators than boys, and adult females aged over 15 years have higher literacy rate than males contrary to the situation across most countries.

### 3.2. The Subject of the evaluation

24. WFP has been supporting the Government with direct implementation of school feeding programme for primary schools since 1965. The introduction of self-reliance projects in schools in the 1990s entailed gradual phase-out of WFP assisted school feeding. During the initial phase (1990–1994) WFP handed over schools in the lowlands and then handed over in the foothills during the second phase (1995–1999). Between 1990 and 2012, while the government was gradually taking over the programme, both the Ministry of Education and Training (MoET) and WFP feeding models were operating in the country with different designs and food baskets. The WFP model in the highlands rely on internationally procured food, transported quarterly to schools by the Food Management Unit (FMU) the Government's food logistics arm. The meals are prepared on-site by cooks who are paid by the government. In the MoET model, which is fully funded by the government, private caterers are selected from surrounding communities of the supported schools to purchase, transport and prepare meals according to a prescribed weekly menu.

25. By 2010, the government had taken over more than 80 percent of the programme. WFP had planned to hand over remaining schools by the end of 2012. However, the handover did not take place as the MoET did not have adequate capacity to implement the

food-procurement based model. While a more manageable model had not been identified, the mid-term evaluation illustrated advantages and disadvantages of the different models.<sup>19</sup>

26. In 2011, the MoET, with financial support from WFP, engaged a consultant to undertake a review of the two feeding models, and to develop a framework for a revised and sustainable programme. The consultant proposed a uniform, outsourced model throughout the country, which would provide a nutritious daily meal for primary school children, while promoting the local economy through local purchases and creating employment. The proposed model foresaw the outsourcing of school feeding implementation to a “managing agent or service provider,” which would manage procurement, warehousing, transport, delivery and distribution to the schools.

27. In 2012, MoET requested WFP to be the service provider for its national primary school feeding programme throughout the country for a 5-year period, on a full cost recovery basis. This was to allow time for government to develop capacity to implement school feeding. As a result, a Trust fund was established in 2014 with the purpose of assisting MoET in implementing and managing the national school feeding programme while undertaking capacity development activities. The goal was for WFP to hand over the funding and management of the entire programme to MoET by 2018.

28. In 2017, the ministry of Education outsourced the feeding programme for about 21 percent of the primary school children to private sector entities referred to as National Management Agents (NMAs). The expectation is that WFP will hand over the feeding programme on a phased approach to these NMAs. The agreement between WFP and the Government has been signed to extend the period of implementation to the end of 2019.

29. **Targeting and implementation arrangements:** Since 1965, school feeding in Lesotho has been a universal programme that targets all primary school children. Currently the programme is implemented through three models as shown on table 2: Caterers model, NMAs model and WFP model. The Government provides the funding for all the models, while WFP supports the implementation on a full cost recovery basis as per the agreement with government. Both the Caterers and NMAs models are characterized by a diversified food basket and the government recommends that sourcing of commodities be done locally from farmers and retailers. The WFP model provides a restricted menu with commodities sourced from regional and international markets.

**Table A1.2: School Feeding Coverage in Lesotho by implementation Model**

| SF Model     | Number of Schools | Number of children | % of children |
|--------------|-------------------|--------------------|---------------|
| Caterers     | 188               | 78,051             | 23%           |
| NMAs         | 318               | 71,188             | 21%           |
| WFP          | 921               | 189,511            | 56%           |
| <b>Total</b> | <b>1,427</b>      | <b>338,750</b>     |               |

30. **Feeding Activities:** Provision of onsite meals to primary school children is the main activity of the school feeding programme. They are provided with two meals: a morning meal of soft maize-meal porridge; and a lunch of maize meals, pulses and vegetable oil. The mid-morning snack provides 30g of maize meal porridge with 10 grams of sugar; while the lunch provides 120g maize meal, 30 grams beans/peas with 10 grams of vegetable oil and 3 grams of iodised salt served three times a week, and 120g of maize meal with 53 grams of canned fish served twice a week.<sup>20</sup>

<sup>19</sup> Haag, P., de Meulders, F. and Kharma, D. 2009. Mid-term Evaluation of WFP Lesotho Development Project 10582 “Support Access to Primary Education”  
<sup>20</sup> WFP DEV 200199, Standard Project Report, 2015, page 5.

31. **Key Partnerships and key actors:** To implement the school feeding programme activities, WFP works with the Government of Lesotho, particularly the Ministry of Education and Training, the Ministry of Health, Agriculture and Food Security and the Food Management Unit (FMU). The MoET and WFP work together in the construction of school kitchens and storerooms, with the government providing funding and WFP the technical support.<sup>21</sup> The government provides warehouse facilities and the delivery of food and non- food items to schools. The Ministry of Agriculture and Food Security is WFP's primary partner in the provision of nutrition education. The FMU is responsible for the secondary transportation and deliveries to the primary schools. The Environmental Health Division of the Ministry of Health conducts trainings for teachers on food safety.

32. WFP works with local partners such as Lesotho National Olympic Committee (LNOC), Help Lesotho and Lesotho Red Cross in the implementation of complimentary activities including reaching boys and girls with messaging on the importance of education, HIV and AIDS awareness, sexual reproductive health, gender dynamics, and gender-based violence; trainings for pupils and teachers on life skills, leadership, and good hygiene practices including WASH awareness to ensure a healthy physical learning environment.

33. The **Key outputs** of the school feeding programme is the number of children provided with meals, the number of feeding days, and the amount of food distributed. WFP support to the Lesotho school feeding programme has been provided through several development projects and one country programme as shown in tables 3 and 4. Annex A1.7 provides a summary logframe for the latest iteration of the WFP supported programme.

**Table A1.3: Summary of WFP School Feeding Operations: Beneficiaries and Budget<sup>22</sup>**

| Operation               | Approval Date | Duration of the operation | Planned Beneficiaries & Budget |                            |   | Actuals Beneficiaries & Budget |                              |                         |
|-------------------------|---------------|---------------------------|--------------------------------|----------------------------|---|--------------------------------|------------------------------|-------------------------|
|                         |               |                           | A<br>Bens at design            | B<br>Budget at design (\$) | C<br>Budget at the End <sup>23</sup> (\$) | D<br>Actual Bens at the end    | E<br>Funding at the end (\$) | F<br>Level of funding % |
| DEV 385301              | May 1994      | Jan 1995-Dec 2002         | 108,990                        | 16,196,020                 | 16,196,020                                | 110,238                        | 11,881,858                   | 73%                     |
| CP 10151.0              | Oct 1999      | Jan 2000-Feb 2004         | 150,000                        | 6,334,546                  | 5,483,225                                 | 176,393                        | 3,085,075                    | 56%                     |
| DEV 10266               | Jun 2003      | Jan 2004-Dec 2007         | 183,000                        | 14,452,294                 | 15,593,507                                | 115,000                        | 10,576,207                   | 68%                     |
| DEV 10582               | Nov 2007      | Jan 2008-Dec 2010         | 66,693                         | 5,481,878                  | 5,639,755                                 | 66,693                         | 4,332,474                    | 79%                     |
| DEV 200199              | Dec 2010      | Jan 2011-Apr 2015         | 110,000                        | 6,137,921                  | 18,879,546                                | 190,000                        | 15,628,372                   | 83%                     |
| CP 200369 <sup>24</sup> | July 2012     | Jan 2013-Dec 2017         | 50,000                         | 5,028,480                  | 5,028,480                                 | 50,000                         | 13,442,628                   | 267%                    |
| TF 200771               | Sept 2014     | Jan 2015-Dec 2017         | 250,000                        | 21,713,819                 | 20,413,819                                | 190,000                        | 18,839,566                   | 92%                     |
| <b>Totals</b>           |               |                           | <b>75,344,958</b>              | <b>87,234,352</b>          |   | <b>Totals</b>                  | <b>77,786,180</b>            | <b>89%</b>              |

**Table A1.4: Summary of WFP school Feeding Operations: Food in Metric tonnes**

| Operation         | Approval Date | Duration of the operation | Planned Amount of food (mts) |                |
|-------------------|---------------|---------------------------|------------------------------|----------------|
|                   |               |                           | at design                    | at the end     |
| DEV 385301        | May 1994      | Jan 1995-Dec 2002         | 32,143                       | 32,143         |
| CP 10151.0        | Oct 1999      | Jan 2000-Feb 2004         | 12,275                       | 12,275         |
| DEV 10266         | June 2003     | Jan 2004-Dec 2007         | 29,074                       | 29,074         |
| DEV 10582         | Nov 2007      | Jan 2008-Dec 2010         | 6,669                        | 7,199          |
| DEV 200199        | Dec 2010      | Jan 2011-Apr 2015         | 7,524                        | 19,810         |
| CP 200369         | July 2012     | Jan 2013-Dec 2017         | 9,900                        | 9,988          |
| Trust Fund 200771 | Sept 2014     | Jan 2015-Dec 2015         | 9,310                        | 9,310          |
| Trust Fund 200771 | Sept 2014     | Jan 2016-Dec 2016         | 9,034                        | 9,034          |
| Trust Fund 200771 | Sept 2014     | Jan 2017-Dec 2017         | 6,925                        | 6,925          |
| <b>Totals</b>     |               |                           | <b>122,854</b>               | <b>135,758</b> |

<sup>21</sup> This is implemented through a separate trust fund

<sup>22</sup> Based on the original project documents and the SPRs for the final year. Further analysis will be carried out by the evaluation team for the entire period for each operation to see the trends for not only the inputs and outputs outlined here but also the outcomes

<sup>23</sup> Or latest budget revision for CP 200369 and TF 200771 which are still ongoing

<sup>24</sup> School feeding for pre-primary school children in early childhood development centres

34. As shown in Annex 1 . 7, the **Key educational outcomes** of the school feeding programme is increased equitable access to and utilization of education, measured by the extent to which children start school (enrolment rate), extent to which they attend school regularly (attendance rate) and stay in school (retention rate).<sup>25</sup> Other outcomes not reflected in the logframe includes those related to improving school feeding infrastructure (kitchen, storage). In this regard the number of schools supported is the key output and the number of schools using improved infrastructure is the key outcome.

35. **Other activities by WFP and other actors:** In addition to the school feeding programme targeting primary school children described above, WFP is supporting the Government in enhancing the nutritional and social well-being of vulnerable groups through a combination of food assistance and capacity development activities under the country programme (2013-2017). It targets children under 5 in pre-schools with school feeding; pregnant and lactating women, and people living with HIV and tuberculosis. UNICEF supports the national measles vaccination campaign, provides therapeutic feeding to children with severe acute malnutrition and supports emergency cash programme for vulnerable families and children.<sup>26</sup> FAO is distributing seeds, providing training on conservation agriculture and home gardening, and raising awareness on nutrition and food utilization to help vulnerable families enrich their diets.

36. **Donors:** South Africa has been a key donor for WFP operations in Lesotho including the school feeding programme. It provided 11.5 million (74%) of the total budget for DEV 200199 (2011-2015) and as so far provided 18 percent of the overall funding of the country programme (2013-2017).<sup>27</sup> When a drought emergency was declared in July 2012, the South African government made an important contribution of US\$20 Million towards WFP's operations in Lesotho, which also included support to school feeding.

## 4. Evaluation Approach

### 4.1. Scope

37. This evaluation is proposed to cover all school feeding activities **over the period 2007-2017**, to allow building of evidence of achievement of intended educational outcomes and contribution to **other developmental objectives namely employment creation, poverty reduction and social protection**. The rationale for covering this period is to start from the time the Government explicitly included wider developmental objectives in its school feeding programme. This was marked by the introduction of the caterers model and the latest design changes in 2017 that introduced the use of the private sector. The evaluation will cover all the districts and all the three models of school feeding. However this will be with the understanding that the NMAs model is only a small pilot that has been implemented for a few months. The coverage of this model will therefore be for learning purposes. During the scoping phase, the evaluation team will **assess the feasibility of the proposed scope in terms of period and activities**.

38. The scope will include **analysis of gender dimensions** to assess the extent to which the benefits of school feeding accrue to both boys and girls, men and women and the factors influencing accrual of benefits across gender. This is particularly important dimension in assessing the caterers and the NMAs models given their explicit developmental objectives to create employment, support livelihoods and increase household incomes.

<sup>25</sup> Over the period under review, WFP logframes have included these and more indicators, guided by the prevailing strategic results frameworks

<sup>26</sup> <http://reliefweb.int/sites/reliefweb.int/files/resources/UNICEF%20Lesotho%20Humanitarian%20SitRep%20April%202017.pdf>

<sup>27</sup> [http://one.wfp.org/operations/current\\_operations/ResUpdates/200369.pdf](http://one.wfp.org/operations/current_operations/ResUpdates/200369.pdf); accessed on 16<sup>th</sup> June 2017

## 4.2. Evaluation Criteria and Questions

39. **Evaluation Criteria:** The evaluation will apply the international criteria of Relevance, Effectiveness, Efficiency, Impact and Sustainability.<sup>28</sup> As the overall purpose of the evaluation is to identify and assess the contribution of school feeding to developmental objectives with the aim of informing government decisions in the implementation of the school feeding policy, the application of the criteria will ensure sufficient balance in the depth and breadth in assessing effectiveness of achieving stated outcomes, efficiency with which these outcomes have been achieved (costs of school feeding and cost drivers); the contributions of these outcomes towards developmental objectives; the mechanisms through which these contributions are realised; and most importantly the relevance and potential of school feeding within prevailing policy frameworks and development context.

40. **Evaluation Questions:** The overarching question to be answered by this evaluation is “*Is there evidence that school feeding has contributed to achievement of developmental objectives in Lesotho beyond education outcomes, through which mechanisms has it done so, and what factors have influenced such contributions?*” To answer this question, a number of sub-questions have been identified as shown in table 5. During the scoping phase, the evaluation team will assess the feasibility of answering these sub-questions given the data availability, budget and time constraints. The team may reframe these sub-questions or propose additional sub-questions to enable the evaluation to answer the overarching question within the identified constraints.

**Table A1.5: Evaluation Criteria and Evaluation Sub-Questions**

| Evaluation Criteria          | Evaluation Questions  |
|------------------------------|---|
| <b>Effectiveness</b>         | 1. To what extent has school feeding programme achieved intended outcomes for boys and girls, men and women, over the period under review?  |
| <b>Impact (contribution)</b> | 2. What are the long-term effects (positive or negative, intended or unintended) of school feeding on the lives of boys and girls targeted by the school feeding programme; the households of caterers that provide the school feeding services and Government-paid cooks that prepare on-site meals in WFP supported schools?  |
|                              | 3. Is there evidence that school feeding has contributed to increased livelihood opportunities and incomes for men and women, especially in the rural areas?  |
|                              | 4. Within the different regions of the country, is there evidence that school feeding is contributing (positively or negatively) towards Social protection and poverty reduction?   |
|                              | 5. How have contributions been influenced by differences in: <ul style="list-style-type: none"> <li>a. Type/level of school feeding i.e. pre-primary or primary?</li> <li>b. Level of community involvement in the school feeding?</li> <li>c. Model of school feeding (WFP, caterers, National Management Agents<sup>29</sup>)</li> <li>d. Availability of complementary services (water, sanitation, health education etc)</li> </ul> |
|                              | 6. What other factors influenced (positively or negatively) the contribution of school feeding to developmental objectives?   |
|                              | <b>Efficiency</b>   |
| <b>Relevance</b>             | 10. To what extent did the adaptation of the school feeding programme over time remain relevant to the needs of boys, girls, men and women, and aligned to Government priorities and WFP policies including gender policies where/as appropriate?   |
|                              | 11. To what extent does the school feeding programme as currently designed and implemented complement other social protection instruments in Lesotho as envisaged in the national social protection strategy and the national school feeding policy?  |

<sup>28</sup> For more detail see: <http://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm> and <http://www.alnap.org/what-we-do/evaluation/eha>

<sup>29</sup> Noting that it is too soon to assess the NMA in any level of details considering that it is new;

|                       |  |
|-----------------------|--|
|                       | 12. Within the context of the national school feeding policy, national social protection strategy and other relevant policy frameworks, what adjustments are required to the design and implementation of the school feeding programme to make it an effective shock-responsive social protection instrument while enhancing its contribution to other developmental objectives? |
| <b>Sustainability</b> | 13. What are the key factors that drive sustainability of the national school feeding programme in the Lesotho context (including political-economy, economic and social factors)?   |

41. Gender dimensions have been mainstreamed within the proposed sub-questions as appropriate. More gender related sub-questions may be identified during the inception phase to ensure that gender dimensions of school feeding are sufficiently addressed. After the sub-questions have been agreed upon **during the scoping phase**, the evaluation team will present them in an evaluation matrix annexed to the inception report. The matrix will detail the methods that will be used to collect data to answer each sub-question, the sources of data and analysis methods. This evaluation matrix will form the core tool for structuring data collection, analysis and reporting and will guide the team through the rest of the evaluation process.

### 4.3. Preliminary Evaluability Assessment and Data Availability

42. **Evaluability** is the extent to which the subject can be evaluated in a reliable and credible fashion. Evaluability is high if the subject has: (a) a clear description of the situation before/at the start that can be used as reference point to measure change; (b) a clear statement of intended outcomes, i.e. the desired changes that should be observable once implementation is under way or completed; (c) a set of clearly defined and appropriate indicators with which to measure changes; and (d) a defined timeframe by which outcomes should be occurring; and (e) A system for collecting and storing performance data.

43. The level of evaluability of the school feeding programme in Lesotho to meet the objectives set out in section 2.2 is assessed to be medium at this **preliminary stage**. While sufficient information exists for assessment of achievements of intended educational outcomes and the utilisation of resources over the period under review (accountability objective), there is no explicit theory of change that shows the mechanisms through which school feeding was intended to contribute to objectives beyond education; though a reading of the Lesotho national school feeding policy does implicitly reflect what the programme has been aiming to achieve through its various iterations since its inception in 1961.

44. While the Lesotho Government school feeding programme has intended to contribute to objectives beyond education as marked by design changes such as introduction of self-reliance projects, use of caterers and recently use of private sector, WFP School feeding programme documents have not explicitly included indicators related to contribution of school feeding to other objectives beyond education. (See Annex A1.7). As such, the availability of monitoring data beyond education outputs and outcomes is likely to be limited. The evaluation team will rely on primary data collection to answer questions related to contribution, relevance and factors driving sustainability.

45. The main sources of data to be used to answer outcomes related questions will come mainly from Government education statistics complemented by WFP monitoring data and reports that are derived from school feeding reports from the districts. The WFP Annual standard project reports provides a summary of outputs and outcomes by year and by operation (one for each operation listed in table 3). Food security monitoring data and reports are available from the annual Lesotho vulnerability assessment committee (LVAC) and will provide a reliable source of data to understand the food security situation in Lesotho.

46. Past review and evaluation reports (notably the 2016 mid-term review report; 2015 mid-term evaluation of country programme 200369 and the 2009 mid-term evaluation of development project 200199) will be a useful source of information. In addition, several relevant studies have been conducted in the recent past that will be useful for this evaluation, including: (i) A capacity gap analysis conducted in 2015; (iii) a study on the rate of return on social protection commissioned by UNICEF in 2016<sup>30</sup>; (iii) Education sector diagnostics study supported by UNICEF, UNESCO and the World Bank.<sup>31</sup> Finally, a report from an ongoing research on Shock-Responsive Social protection Systems by the Oxford Policy Management may be available by the time the data collection phase starts.

47. To answer the efficiency related questions, the evaluation will require a careful process of consolidating, validating and analysing all costs related to school feeding – government, WFP and community costs. This will be complemented with qualitative interviews to understand the costs drivers.

48. During the **scoping phase**, the evaluation team will expand on this preliminary evaluability assessment by:

- a. Reviewing existing documents related school feeding over the period under review and drafting a theory of change (making explicit what is currently implicit)
- b. Leading a stakeholder session to discuss the draft theory of change and build consensus on how it will be used as the framework within which school feeding in Lesotho will be evaluated to answer the overarching evaluation question;
- c. Assessing data availability and reliability from the various sources including those noted above; this assessment will inform the design of the primary data collection;
- d. Presenting an updated set of sub-questions that collectively will answer the overarching evaluation question.

#### 4.4. Methodological Approach

49. To answer the evaluation sub-questions, a three-pronged mixed methods approach comprising of sequenced data collection processes is proposed:

- a. A careful analysis of existing quantitative and qualitative data from secondary sources including policy documents, programme documents, monitoring reports, annual project reports; past reviews and evaluations reports;
- b. Collection of quantitative and qualitative primary data through a carefully designed survey, bearing in mind that: (i) school feeding in Lesotho is national and covers all primary schools; (ii) it is implemented through three different models with one model being a small pilot that has been running for only 6 months; (iii) there is no baseline survey upon which this survey will be based and (iii) the involvement of women and men is a key element to be assessed. It is proposed to use technology that is currently in use for WFP monitoring to collect survey data in order to: a) increase efficiency of the process; and (b) enable real time preliminary analysis that may enrich preliminary analysis and exit briefings;
- c. Collection of qualitative primary data through interviews, focus group discussions, key informative interviews and other participatory methods. This may include a tracer study involving interviewing of ex-beneficiaries of school feeding programme.

50. During the scoping phase, the evaluation team will consider the above broad proposal and may propose changes to overall approach. During the inception phase, the evaluation

<sup>30</sup> Dietrich, et al, (2016), Estimation of Rates of Return (ROR) on social protection investments in Lesotho, Maastricht University

<sup>31</sup> 2016, **Education sector study of Lesotho: A system at a crossroads**, A national study with the support of UNESCO, UNICEF and World Bank With funding from the Global Partnership for Education

team will identify specific methods for collecting data to answer each of the evaluation sub- questions. In doing so, the evaluation team will ensure that the methodology adopted:

- a. Employs the relevant evaluation criteria in table 5, to ensure that sub-questions are answered in a focused manner; while ensuring the right balance between depth and breadth of analysis;
- b. Demonstrates impartiality and lack of biases by relying on a cross-section of information sources (variety of documents, interview of a variety of stakeholder groups, including men and women; national and district level) and a transparent sampling process for the selection of sites to be visited during the evaluation;
- c. Uses an evaluation matrix as the organising tool to ensure all key evaluation questions are addressed, considering data availability, budget and time available;
- d. Ensures that women, girls, men and boys from different stakeholders groups participate and that their different voices are heard and reflected in the final report;
- e. Mainstreams gender equality and women's empowerment in the way the evaluation is designed, the way data is collected and analysed (as above) and findings are reported, and conclusions and recommendations are made. This will enable the team to reflect on lessons and recommendations for the conduct of a gender responsible evaluation which may be of use to future evaluations.

51. To enhance the credibility of the evaluation, the following mechanisms for independence and impartiality will be employed:

- a. The staff appointed to manage this evaluation is not responsible for the direct implementation of the school feeding activities being evaluated;
- b. An internal Evaluation Committee (IEC) chaired by the WFP Country Director has been established comprising of: Country office VAM, M&E and Programme staff and the WFP Regional Evaluation Officer (See annex A1.3). The main responsibility of the IEC will be to facilitate the evaluation process, provide comments to draft products (TOR, draft inception report and draft evaluation report) and approve final products. The IEC supports the evaluation manager in managing the evaluation process;
- c. An Evaluation Reference Group (ERG) chaired by the WFP Country Director has been established comprising of: members the IEC above, government representatives, UN agencies and RB technical unit representatives (see annex A1.4). The ERG will act in advisory capacity by bringing expertise and providing inputs into the evaluation process; reviewing and commenting on inception report and evaluation report. This will provide further safeguard against bias and/or undue influence, while enhancing overall ownership of the evaluation by key stakeholders;
- d. The evaluation team will work under the supervision of its team leader and the team leader will be accountable to the evaluation committee. The evaluation manager will provide the link between the evaluation team leader, the evaluation committee and the evaluation reference group;
- e. The evaluation schedule attached in annex A1.2 will guide the evaluation process, and all parties involved will ensure that sufficient time is allocated for quality assurance of all evaluation products and for stakeholders to provide feedback (see section 4.5).

52. A number of risks to the evaluation have been identified and some mitigation actions are proposed as shown in table 6. The evaluation team will need to reconsider these risks and where appropriate deepen the mitigation measures in consultation with the evaluation manager.

**Table A1.6: Potential Risks and Mitigation Actions**

| Potential Risk   | Mitigation actions   |
|--|--|
| There may be <b>no explicit theory of change</b> for the school feeding other than the logical frameworks for WFP model of school feeding that provides a linear understanding of how the programme is intended to achieve education outcomes. The theory of how school feeding is intended to contribute to other objectives is largely implicit/tacit and therefore not accessible to the evaluation team; | <p>a) A scoping phase has been planned and budgeted to allow the evaluation team pace and time to reconstruct the theory of change of change based on the evolution of the national school feeding objectives and design and stakeholder inputs; This should be validated in a session facilitated by the team leader;</p> <p>Annex A1.8 provides an example of a theory of change that was constructed for the evaluation of a WFP supported school feeding programme that does not include some of the developmental elements of the Lesotho school feeding such as employment creation.</p> |
| <b>Limited availability</b> of key data on other indicators apart from education outcomes;   | <p>b) Design a survey to collect primary data during the field work, allocate resources for the survey and use technology to collect data to increase efficiency;<sup>32</sup></p> <p>c) Identify proxies for indicators during the inception phase;</p> <p>d) Utilise data from other agencies and sources where appropriate.</p>   |
| <b>Logistical difficulties</b> in getting access to some schools/beneficiaries in some areas due to poor infrastructure;   | e) Use historical data and experience of WFP and Government to carefully identify areas that may be hard to reach and devise methods to interview stakeholders via phone or other methods as well as use of with local enumerators/research assistants who may have alternative means to reach the areas   |
| <b>Difficulties accessing government institutional partners and representatives</b> if the 2017 June elections result in significant changes in personnel and especially in key positions related to school feeding financing and implementation;  | <p>f) WFP country office to use their long term relationship with Government to establish means of reaching the key persons even if after the elections they may be in different positions unrelated to school feeding.</p> <p>g) Initial contacts with new Government ministers will give the country office a good understanding of the extent to which the team may need to contact multiple officials in new ministries;</p>   |
| In the absence of baseline for such indicators as household incomes of caterers, <b>recall challenges</b> may limit the extent to which primary data can be collected on what their incomes were before they started being engaged in school feeding in order to assess the increase in their household income;  | h) The evaluation team to come up with creative methods to estimate incomes based on the economic activities in which they were engaged prior to starting the provision of catering services for school feeding; or other approaches   |

#### 4.5. Quality Assurance and Quality Assessment

53. WFP's Decentralized Evaluation Quality Assurance System (DEQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for Quality Assurance, Templates for evaluation products and Checklists for their review. DEQAS is closely aligned to the WFP's evaluation quality assurance system (EQAS) and is based on the UNEG norms and standards and good practice of the international evaluation community and aims to ensure that the evaluation process and products conform to best practice.

54. DEQAS will be systematically used throughout this evaluation. The WFP Evaluation Manager will be responsible for ensuring that the evaluation progresses as per the [DEQAS Process Guide](#) and for [conducting a rigorous quality control](#) of the evaluation products ahead of their finalization.

<sup>32</sup> WFP Lesotho uses tablets to collect monitoring data, and a recent experience in WFP Malawi where the school feeding team used this technology with support of the M&E will inform the approach

55. WFP has developed a set of Quality Assurance Checklists for its decentralized evaluations. This includes Checklists for feedback on quality for each of the evaluation products. The relevant Checklist will be applied at each stage, to ensure the quality of the evaluation process and outputs.

56. To enhance the quality and credibility of this evaluation, an outsourced quality support (QS) service directly managed by WFP's Office of Evaluation in Headquarter provides review of the draft inception and evaluation report (in addition to the same provided on the draft of these TOR before they were finalise), and provide:

- a. systematic feedback from an evaluation perspective, on the quality of the draft inception and evaluation report;
- b. recommendations on how to improve the quality of inception/evaluation reports

57. The evaluation manager will review the feedback and recommendations from QS and share with the team leader, who is expected to use them to finalise the inception and evaluation report. To ensure transparency and credibility of the process in line with the UNEG norms and standards<sup>[1]</sup>, a rationale should be provided for any recommendations that the team does not consider when finalising the report.

58. This quality assurance process as outline above does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.

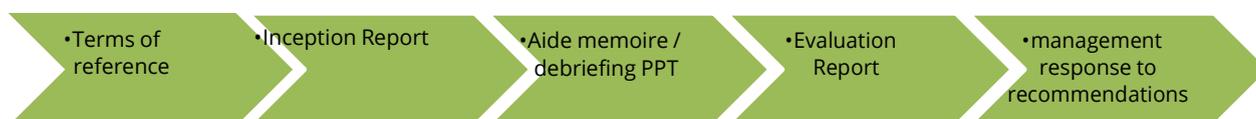
59. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on disclosure of information. This is available in WFP's Directive (#CP2010/001) on Information Disclosure.

~~60. All final evaluation reports will be subjected to a post hoc quality assessment by an independent entity through a process that is managed by OEV. The overall rating category of the reports will be made public alongside the evaluation reports.~~

## 5. Phases and Deliverables

61. The evaluation will proceed through five phases with key deliverables as shown in figure 1 below and detailed in Annex A1.2.

**Figure A1.3: Evaluation Process Map with the 5 phases**



62. The Key milestones and deliverables for each phase will be:

<sup>[1]</sup> [UNEG, 2016 Norms and Standards states](#) Norm #7 states "that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability"

1. **Preparation:** Relevant evaluation criteria and evaluation questions are selected based upon the purpose and objectives of the evaluation. TORs for the evaluation are developed, reviewed and finalised. The Evaluation team is recruited.
2. **Inception:** The evaluation team reviews documents and secondary data and prepares the inception report. Evaluation questions are revised and sub-questions developed and an evaluation matrix developed. Evaluation methodology is further clarified, and data collection tools developed.
3. **Data Collection:** Field work is conducted by the evaluation team with data collection guided by the evaluation matrix to ensure that all evaluation questions are sufficiently answered.
4. **Data Collection and Reporting:** Evaluation team analyses all data and information collected during field work to address evaluation questions; They prepare evaluation report based on the evaluation questions; They develop conclusions based on the findings and make recommendations;
5. **Disseminate and Follow-up:** The Government and WFP share the final report and recommendations with wider stakeholders and users.

## **6. Organization of the Evaluation**

### **6.1. Evaluation Conduct**

63. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with the evaluation committee through the evaluation manager. The team will be hired by the WFP Lesotho country office based on the required competences (see section 6.2) and following WFP appropriate procedures.

64. The evaluation team members will not have been involved in the design or implementation of the subject of evaluation or have any other conflicts of interest. Further, they will act impartially and respect the [code of conduct of the evaluation profession](#).<sup>33</sup> As the evaluation will include contact with children who are the main beneficiaries of school feeding, the evaluation team will use methods suitable to protect children.

### **6.2. Team composition, Competencies and Responsibilities**

65. The evaluation will be conducted by a multi-disciplinary team of 2 team members and one team leader. The team should be gender-balanced, geographically and culturally diverse with appropriate skills to assess gender dimensions of school feeding as specified in the scope, approach and methodology sections of the TOR. At least one team member should have WFP experience.

66. Together, the team will include an appropriate balance of expertise and practical knowledge in the following areas:

- a) Evaluation of School Feeding/Education/social protection programmes in development context using mixed methods
- b) Social protection/safety net programming within middle income country context;
- c) Cost-Benefit analysis in general, and of school feeding programmes in particular;
- d) Gender expertise/good knowledge of gender issues in education and development;
- e) Knowledge of Southern Africa context and related capacity development issues.

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<sup>33</sup> <http://www.unevaluation.org/unegcodeofconduct>

67. The **Team leader will be a highly experienced evaluator** with technical expertise in one of the areas listed above as well as expertise in designing evaluation methodologies for complex situations. He/she will have demonstrated experience in leading similar evaluations that combine quantitative and qualitative methods and involve evaluation subjects where Governments play a key role in funding and/or implementation. She/he must have proven leadership, analytical and communication skills, including a track record of excellent English writing and presentation skills.

68. The team leader's primary responsibilities will be: (i) conducting the scoping exercise, reconstructing the theory of change and leading a stakeholders' session to validate it; (ii) defining the evaluation approach and methodology; (iii) guiding and managing the evaluation team and taking responsibility for team performance; (iv) leading the evaluation mission and representing the evaluation team; (v) drafting, revising and finalising inception report, end of field work debriefing presentations and evaluation report in line with DEQAS; (vi) leading other dissemination sessions as may be agreed during the inception phase;

69. The team members will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments. Team members will: (i) contribute to methodology design in their area of expertise; (ii) conduct field work; (iii) participate in team meetings and meetings with stakeholders; (iv) Contribute to drafting, revisions and finalisation of evaluation products in their technical area(s).

70. All team members should have strong analytical and communication skills, evaluation experience and familiarity with Southern African region. The evaluation team should speak and write well in English as all evaluation products will be in English.

### 6.3. Security Considerations

71. **Security clearance** where required is to be obtained from United Nations Department of Safety and Security (UNDSS).

- If the team will be hired through an 'independent supplier' of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.
- If the evaluation will be hired as individual consultants, they will be covered by the UN Department of Safety & Security (UNDSS) system for UN personnel which cover WFP staff and consultants contracted directly by WFP. Independent consultants must obtain UNDSS security clearance for travelling to be obtained from designated duty station and complete the UN system's Basic and Advance Security in the Field courses in advance, print out their certificates and take them with them.<sup>34</sup>

72. No matter how the team will be hired, to avoid any security incidents, the Evaluation Manager is requested to ensure that:

- The WFP CO registers the team members with the Security Officer on arrival in the country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
- The team members observe applicable UN security rules and regulations – e.g. curfews etc.

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<sup>34</sup> Field Courses: Basic <https://dss.un.org/bsitf/>; Advanced <http://dss.un.org/asitf>

## 7. Roles and Responsibilities of Stakeholders

73. The WFP **Country Director** will take responsibility to:

- Assign a staff to play the role of Evaluation Manager for the duration of the evaluation (**Makhauta MOKHETHI**, Programme Associate (Nutrition) [makhauta.mokhethi@wfp.org](mailto:makhauta.mokhethi@wfp.org))
- Establish the internal evaluation committee and the evaluation reference group (see annexes A1.3 and A1.4)
- Approve the final TOR, inception and evaluation reports;
- Ensure the independence and impartiality of the evaluation at all stages, including ensuring that the evaluation Committee and of a Reference Group are functional;
- Participate in discussions with the evaluation team on the evaluation design and the evaluation subject, its performance and results with the Evaluation Manager and the evaluation team;
- Organise and participate in two separate debriefings, one internal and one with external stakeholders;
- Oversee dissemination and follow-up processes, including the preparation of a Management Response to the evaluation recommendations;

74. **The evaluation Manager** will:

- Manage the evaluation process through all phases, in close consultation with and help of the evaluation committee;
- Ensure quality assurance mechanisms are operational, including submission of the products to the quality support service;
- Consolidate and share comments on the inception and evaluation reports with the evaluation team;
- Ensure that the team has access to all documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings, field visits; provide logistic support during the fieldwork; and arrange for interpretation, if required.
- Organise security briefings for the evaluation team and provide any materials as required

75. **Internal Evaluation Committee** has been formed as part of ensuring the independence and impartiality of the evaluation. The members and summary of their role are listed in Annex A1.3.

76. **Evaluation reference group** has been formed, as appropriate, with representation from WFP, Government and UN agencies and will review the evaluation products as further safeguard against bias and influence. The members and summary of their role are listed in annex A1.4.

77. **The Regional Bureau** will take responsibility to:

- Assign a focal point for the evaluation. **Grace Igweta, the Regional Evaluation officer** ([grace.igweta@wfp.org](mailto:grace.igweta@wfp.org)), will be the focal point for this evaluation;
- Identify key RB staff to be members of the evaluation reference group. These staff will participate in discussions with the evaluation team on the evaluation design and on the evaluation subject as relevant; participate in discussions and review products;
- Provide comments on the draft TOR, Inception and Evaluation reports;
- Support the Management Response to the evaluation and track the implementation of the recommendations;
- Identify and support opportunities for dissemination of the evaluation findings.

78. **Relevant WFP Headquarters divisions** will take responsibility to:

- Discuss, if appropriate, WFP strategies, policies or systems in relation to school feeding;
- Comment on the evaluation TOR, inception report and evaluation report;

79. **Government Ministries** particularly those identified as having a role in the implementation of the school feeding policy will be members of the reference, and through this membership they will review and comment on the inception report and the evaluation report. While the ministry of education is a direct stakeholder of school feeding, a number of key government ministries are currently indirect stakeholders as they are hardly involved in school feeding even though the new national school feeding policy identifies them as direct stakeholders. As the evaluation is intended to inform Government decisions across ministries, these will, in consultation with and support of WFP, discuss the recommendations and their implementations for Government policy and resource allocations.

80. **Local NGOs** involved in rural development activities are indirect stakeholders of school feeding considering the wider objectives of the programme to create employment and reduce poverty in the rural areas. The evaluation team, in consultation with WFP will explore how to engage these both as sources of information as well as means of validation of key findings related to contribution of school feeding to those objectives.

81. **National Management agents** will act as key sources of information and will be by the evaluation team individually. A few representatives will also be invited for debriefings as well as future dissemination exercises as appropriate.

82. **Communities (caterers)** will act as key sources of information and will be central to exploring the questions related to contribution of school feeding programme to improving livelihoods, creating employment and reducing poverty. They will be interviewed individually as well as in focus groups. They will also be pivotal in identifying ex- beneficiaries of school feeding if tracer study is included as an element in the data collection. Within limits of literacy, some may be invited to debriefings and other dissemination exercises as appropriate;

83. **UN agencies** will be members of the reference, and through this membership they will review and comment on the inception report and the evaluation report.

84. **The Office of Evaluation (OEV)** is responsible to provide access to independent quality support service that will review the draft TOR, inception and evaluation reports from an evaluation perspective. It will also ensure a help desk function that will be accessible to the evaluation manager if required.

## 8. Communication and budget

### 8.1. Communication

85. The **Evaluation manager**, in consultation with the evaluation committee will develop a communication and learning plan that will outline processes and channels of communication and responsibilities. The evaluation manager will be responsible for:

- Sharing all draft products including TOR, inception report and evaluation report with internal and external stakeholders to solicit their feedback; The communication will **specify the date by when the feedback is expected** and highlight next steps;
- Documenting systematically how stakeholder feedback has been used in finalised the product, ensuring that where feedback has not been used a rationale is provided;

- Informing stakeholders (through the ERG) of planned meetings at least one week before and where appropriate sharing the agenda for such meetings;
- Informing the team leader in advance the people who have been invited for meetings that the team leader is expected to attend/present and sharing the agenda;
- Sharing final evaluation products (TOR, inception and Evaluation report) with all internal and external stakeholders for their information and action as appropriate;

86. To ensure a smooth and efficient process and enhance the learning from this evaluation, the evaluation team will place emphasis on transparent and open communication with all key stakeholders. The evaluation team leader will be responsible for:

- Communicating the rationale for the evaluation design decisions (sampling, methodology, tools) in the inception report;
- Working with the evaluation manager to ensure a detailed evaluation schedule is communicated to stakeholders before field work starts, and it is annexed to the inception report;
- Sharing a brief PowerPoint presentation prior to the internal and external debriefings to enable stakeholders joining the briefings remotely to follow the discussions;
- Including in the final report the list of people interviewed, as appropriate (bearing in mind confidentiality and protection issues)<sup>35</sup>;
- Systematically considering all stakeholder feedback when finalising the evaluation report, and **transparently provide rationale for feedback that was not used**;

87. As part of the international standards for evaluation, WFP requires that all evaluations are made publicly available following the approval of the final evaluation report; and the links circulated to key stakeholders as appropriate. The evaluation manager will be responsible for sharing the final report and the management response with the regional evaluation officer, who will upload it in the appropriate systems. OEV will upload the final products on the WFP intranet and public website.

88. The country director may consider holding a dissemination and learning workshop to enhance the use of the evaluation findings. Such a workshop will target key government officers and partners. The team leader will be called upon to co-facilitate the workshop.

## 8.2. Budget

89. **Budget:** The actual budget will be determined by the option of contracting the evaluation team that will be used and the results of the evaluability assessment during scoping phase which will dictate the extent of primary data collection required in order to sufficiently answer the evaluation questions. Consultations are still on going to determine the most appropriate option (individual consultants or firm). Considering that the decision to commission this evaluation was made after the conclusion of the 2017 budget allocation for the current trust fund, and yet the results are required before the next budgeting cycle,

70% of the evaluation budget will be funded from the contingency evaluation fund, and 30% from the funds earmarked for capacity development activities under the current budget allocation.

Please send any queries to the following contact persons:

- Makhauta MOKHETHI, [makhauta.mokhethi@wfp.org](mailto:makhauta.mokhethi@wfp.org)
- Napo NTLOU, [napo.ntlou@wfp.org](mailto:napo.ntlou@wfp.org)
- Ntebaleng THETSANE [ntebaleng.thetsane@wfp.org](mailto:ntebaleng.thetsane@wfp.org)

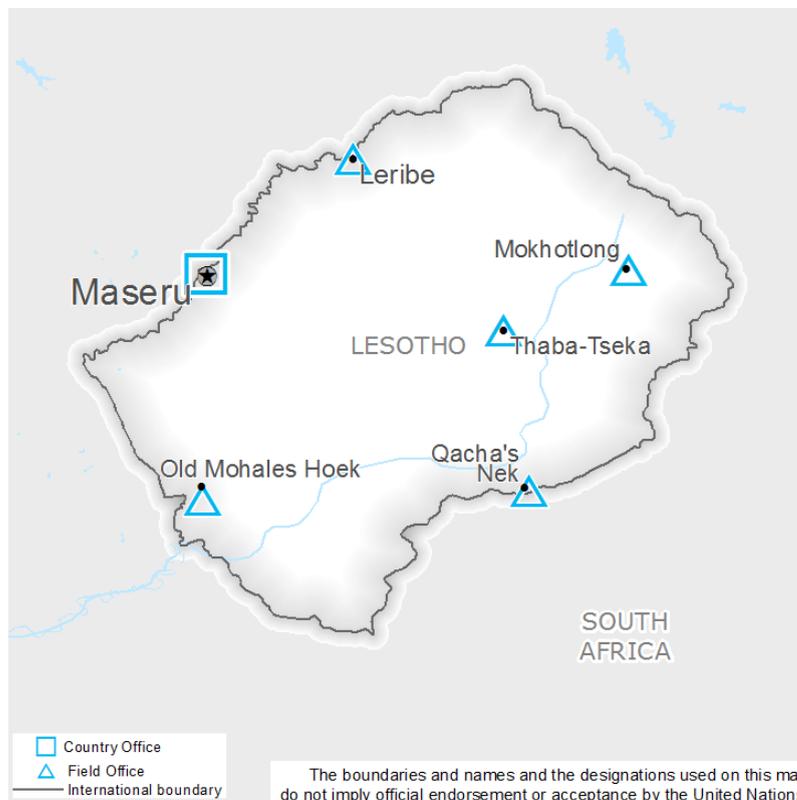
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<sup>35</sup> For example, omitting names of people where appropriate, and instead stating the name of the organisation

A1.1a: Map with Lesotho Districts



A1.1b: Map with WFP field offices in Lesotho



## A1.2: Evaluation Schedule and Milestones

| Phases, Deliverables and Timeline  |   | Key Dates   |
|--|---|---|
| <b>Phase 1: Preparation</b>  |   |   |
|  | Desk review, first draft of TOR and quality assurance   | May 2017  |
|  | Submission of draft TOR to the quality support (QS) advisory service for review and feedback  | 29 <sup>th</sup> May 2017                         |
|  | Revise the TOR based on feedback from QS  | 7 <sup>th</sup> June 2017                         |
|  | Circulation of TOR for review and comments to stakeholders (ministries of education, ministry of social development, health, ministry of Development planning, UNICEF, FAO)   | 9 <sup>th</sup> June 2017                         |
|  | Hold a meeting with the Ministry of education to discuss the evaluation and the overall proposed approach   | 13 <sup>th</sup> June 2017                        |
|  | Finalize the TOR  | 15 <sup>th</sup> June 2017                        |
|  | <b>Final TOR approved by Chair of evaluation committee</b>  | <b>15<sup>th</sup> June 2017</b>                  |
|  | Submit TOR and contingency evaluation fund application form   | 15 <sup>th</sup> June 2017                        |
|  | Finalize the Identification and recruitment of evaluation team  | 30 <sup>th</sup> July 2017                        |
| <b>Phase 2: Scoping and Inception phase</b>  |   |   |
|  | Briefing evaluation team (orientation call with evaluation committee)   | 13 <sup>th</sup> Sept 2017                        |
|  | <b>Scoping</b> to deepen the evaluability assessment presented in section 4.3 by assess data availability/reliability and the feasibility of answering the evaluation sub-questions within time and budget constraints; reconstruct the theory of change and refine evaluation sub-questions; | 13 <sup>th</sup> – 24 <sup>th</sup> Sept 2017     |
|  | <b>Stakeholder session</b> to present and discuss the theory of change; the evaluation sub-questions and proposed methodology   | 29 <sup>th</sup> Sep 2017                         |
|  | Finalize the draft inception report including methodology and evaluation schedule   | 20 <sup>th</sup> Oct 2017                         |
|  | <b>Evaluation team leader Submit draft inception report to the evaluation manager</b>   | 20 <sup>th</sup> Oct 2017                         |
|  | Evaluation manager check the Draft inception report for completeness, and share with the evaluation committee members for their review  | 23 <sup>rd</sup> Oct 2017                         |
|  | Evaluation manager submit the Draft evaluation report to the Quality Support (QS) advisory services for review and feedback   | 25 <sup>th</sup> Oct 2017                         |
|  | Evaluation Manager Receive feedback from QS   | 1 <sup>st</sup> Nov 2017                          |
|  | Evaluation manager in consultation with the evaluation committee review the feedback from QS and share with evaluation team leader  | 2 <sup>nd</sup> Nov 2017                          |
| <b>The preparation was postponed due to school vacation overlap with the survey time</b> |   |   |
|  | Evaluation Team Revise inception report based on QS feedback to produce draft 2   | 22 <sup>nd</sup> Jan – 4 <sup>th</sup> Feb 2018   |
|  | <b>Evaluation team leader Submit draft 2 of the inception report to the evaluation manager</b>  | 4 <sup>th</sup> Feb 2018                          |
|  | Evaluation manager in consultation with the evaluation committee share draft 2 of the inception report with stakeholders for review and comments (ministries of education, ministry of social development, health, ministry of Development planning, UNICEF, FAO)                             | 5 <sup>th</sup> Feb 2018                          |
|  | Stakeholders review draft 2 of the inception report and send comments to the evaluation manager   | 8 <sup>th</sup> Feb 2018                          |
|  | Evaluation manager in consultation with the committee share the stakeholder comments with team leader.  | 10 <sup>th</sup> Feb 2018                         |
|  | Evaluation team revise the inception report based on stakeholder comments to produce final inception report   | 13 <sup>th</sup> Feb 2018                         |
|  | <b>Evaluation team leader submits final inception report to evaluation manager</b>  | 13 <sup>th</sup> Feb 2018                         |
|  | The evaluation members review the final report before submission to the chair of the committee for approval   | 14 <sup>th</sup> Feb 2018                         |
|  | Chair of evaluation committee, in consultation with the members of the committee approve the final inception report   | 16 <sup>th</sup> Feb 2018                         |
|  | EM Shares final inception report with stakeholders for information Feb 2018   | 17 <sup>th</sup> Feb 2018                         |
| <b>Field Mission</b>   |   |   |
| <b>Phase 3: Data Collection</b>  |   |   |
|  | Arrival to Lesotho  | 18 <sup>th</sup> Feb 2018                         |
|  | Briefing Session (morning)  | 19 <sup>th</sup> Feb 2018                         |
|  | National level interview (WFP Staff, Government, NGO, UN)   | 20-21 <sup>st</sup> Feb 2018                      |
|  | Research assistance training, pre-test and feedback   | 22-23 <sup>rd</sup> Feb 2018                      |
|  | <b>Field work (ET selected Districts)</b>   | 24 <sup>th</sup> Feb – 4 <sup>th</sup> March 2018 |
|  | <b>Aide memoire/In-country Debriefing PowerPoints</b>   | 5-6 <sup>th</sup> March 2018                      |
|  | Debriefing (internal with WFP stakeholders)   | 7 <sup>th</sup> March 2018                        |
|  | Debriefing (external stakeholders)  | 8 <sup>th</sup> March 2018                        |
|  | Departure from Lesotho  | 9 <sup>th</sup> March 2018                        |

| <b>Phase 4: Data Analysis and Reporting</b> |   |  |
|---|---|--|
|   | Draft evaluation report   | 11 <sup>th</sup> March -8 <sup>th</sup> Apr 2018 |
|   | <b>Evaluation team leader submit Draft 1 of the evaluation report to evaluation manager</b>   | 9 <sup>th</sup> Apr 2018                         |
|   | Evaluation manager in consultation with the evaluation committee check report for completeness and submit to QS advisory service for review and feedback  | 11 <sup>th</sup> Apr 2018                        |
|   | Receive feedback from Quality support services feedback   | 20 <sup>th</sup> Apr 2018                        |
|   | Review Feedback from QS, review and share with evaluation team leader   | 27 <sup>th</sup> Apr 2018                        |
|   | Evaluation team revise evaluation report based on QS feedback to produce draft 2  | 4 <sup>th</sup> May 2018                         |
|   | <b>Evaluation team leader submit revised draft 2 of the evaluation report to the evaluation manager</b>   | 5 <sup>th</sup> May 2018                         |
|   | Share evaluation report with stakeholders for their review and comments (ministries of education, ministry of social development, health, ministry of Development planning, UNICEF, FAO), <sup>36</sup> | 7 <sup>th</sup> May 2018                         |
|   | Stakeholders review draft 2 of evaluation report and submit comments to the evaluation manager  | 12 <sup>th</sup> May 2018                        |
|   | Evaluation manager in consultation with the evaluation committee consolidate comments and submit to team leader   | 17 <sup>th</sup> May 2018                        |
|   | Evaluation team revise evaluation report to produce final report  | 22 <sup>nd</sup> May 2018                        |
|   | <b>Evaluation team leader submit final evaluation report to evaluation manager.</b>   | 23 <sup>rd</sup> May 2018                        |
|   | Evaluation manager in consultation with the evaluation committee checks the final report against the stakeholder comments, if OK submits to EC chair for approval <sup>37</sup>                         | 28 <sup>th</sup> May 2018                        |
|   | Chair of EC approves the evaluation report  | 3 <sup>rd</sup> June 2018                        |
|   | Share the report with stakeholders (ministries of education, ministry of social development, health, ministry of Development planning, UNICEF, FAO, UNESCO) <sup>38</sup>                               | 8 <sup>th</sup> June 2018                        |
| <b>Phase 5: Dissemination and follow-up</b> |   |  |
|   | Country office management prepare management response to the evaluation recommendations in consultation with the stakeholders; submit to RB for review and comments                                     | 12 <sup>th</sup> of June 2018                    |
|   | RB review the MR and provide feedback   | 19 <sup>th</sup> June 2018                       |
|   | Country office management finalize the MR based on feedback from the RB   | 24 <sup>th</sup> June 2018                       |
|   | The evaluation report and the management response are published in the intranet and external website  | 30 <sup>th</sup> June 2018                       |

<sup>36</sup> The sharing might include a workshop to review and validate the findings of the evaluation

<sup>37</sup> If the stakeholder comments are not fully addressed, the EM will return the report to the evaluation team leader.

<sup>38</sup> This sharing might include organise a workshop to discuss the recommendations and way forward

### **A1.3: Evaluation committee Purpose and List of Members**

The evaluation committee (EC) is a temporary mechanism established to facilitate the evaluation management process. The overall purpose of the committee is to ensure a credible, transparent, impartial and quality evaluation process in accordance with WFP Evaluation Policy (2016-2021). It will achieve this by:

- a. Supporting the evaluation manager throughout the process, including resolving any issues that may affect the quality of the evaluation
- b. Making decisions on evaluation budget, funds allocation and selection of evaluation team;
- c. Reviewing evaluation deliverables (TOR, inception report and evaluation report) and submitting them for approval by the CD/DCCD
- d. Lead the preparation of the management response to the evaluation recommendations to ensure that the findings of the evaluation inform decision making in the implementation of the CP and the design of subsequent interventions.

The evaluation committee will be composed of:

1. Chair: Marian Yun; The DCD
2. Secretary: Makhauta MOKHETHI, Programme Associate (Nutrition)

**Members:**

1. Likeleli PHOOLO, VAM/M&E
2. Nthomeng MAHAO, M&E
3. Napo NTLOU, Programme (School Feeding)
4. Ntebaleng THETSANE, Programme (School Feeding)
5. Grace Igweta, Regional Evaluation Officer

### **A1.4: Evaluation Reference Group Purpose and List of Members**

The Evaluation Reference Group (ERG) is a temporary mechanism established to facilitate stakeholder's systematic engagement in the evaluation process. The overall purpose of the reference group is to support a credible, transparent, impartial and quality evaluation process in accordance with WFP Evaluation Policy (2016-2021). It will achieve this by:

- a) Providing a systematic mechanism for engaging stakeholders in the evaluation process;
- b) Reviewing draft evaluation products and providing feedback;
- c) Attending the debriefing sessions to discuss preliminary findings;
- d) Attending other dissemination sessions as required, and support use of evaluation findings

The evaluation reference group will be composed of:

- 1) Chair: Marian Yun; the WFP Lesotho Deputy Country Director
- 2) Secretary: Makhauta MOKHETHI, Programme (Nutrition)

**Members:**

1. Makhauta MOKHETHI, Programme (Nutrition) and the Evaluation Manager;
2. Likeleli PHOOLO, head of VAM/M&E: Alternate: Nthomeng MAHAO, M&E;
3. Napo NTLOU, Programme Officer (School Feeding) Alternate: Ntebaleng THETSANE, Senior Programme Assistant, (School Feeding)
4. TrixieBelle NICOLLE WFP RB Programme officer (School Feeding);
5. Charles INWANI, WFP Regional programme advisor (social protection);
6. Ministry of Education and Training
7. Ministry of Social development
8. Ministry of Health
9. Ministry of Agriculture and food security
10. Ministry of Development Planning
11. Ministry of Small Businesses Development, Cooperatives & Marketing
12. UNICEF
13. FAO

## A1.5: Lesotho Progress towards achieving MDGs (2013 Report)

| GOAL                                      | TARGET   | INDICATOR   | BASELINE             | CURRENT              | 2015 Target | PROGRESS      |
|---|--|---|----------------------|----------------------|-------------|---------------|
| Eradicate Extreme Poverty and Hunger      | Halve the proportion of people whose income is less than a dollar a day              | Proportion of people below the poverty line                 | 66.6 %               | 57.1%                | 29%         | Off Track     |
|   |  | Unemployment Rate   | 28.7%                | 25.3%                | 15%         | Off Track     |
|   | Halve the proportion of people who suffer from hunger                                | Proportion of people vulnerable to food insecurity          | 29%                  | 39%                  | No target   | No target     |
|   |  | Prevalence of underweight children under 5                  | 15.8%                | 13.2%                | 8%          | Slow Progress |
| Achieve Universal Primary Education       | Ensure that all children are able to complete primary education                      | Net Enrolment Rate  | 82%                  | 82.1%                | 100         | Slow Progress |
|   |  | Proportion of pupils who reach last grade of primary school | 61.2%                | 65.5%                | 100         | Slow Progress |
|   |  | Literacy rate among 15-24 year olds                         | M: 82.5%<br>F: 96.1% | M: 87.4%<br>F: 98.2% | 100         | On Track      |
| Promote Gender Equality and Empower Women | Eliminate gender disparity in education by 2005 and at all levels no later than 2015 | Primary education (girls/100 boys)                          | 101                  | 105                  | 100         | On Track      |
|   |  | Secondary education (girls/100 boys)                        | 128                  | 133                  | 100         | Off Track     |
|   |  | Tertiary education (girls/100 boys)                         | 118                  | 146                  | 100         | Off Track     |
|   |  | Proportion of seats held by women in the National Assembly  | 10.6%                | 25%                  | 30%         | Slow Progress |
|   |  | Share of women in non-agricultural wage employment          | 34.4%                | 56.1%                | 50%         | On Track      |

| GOAL                       | TARGET  | INDICATOR   | BASELINE             | CURRENT              | 2015 Target      | PROGRESS      |
|----------------------------|---|---|----------------------|----------------------|------------------|---------------|
| Reduce Child Mortality     | Reduce by two-thirds the under-five mortality rate    | Under-five mortality rate (per 1000 live births)                    | 113                  | 117                  | 37               | Off Track     |
|                            |   | Infant mortality rate (per 1000 live births)                        | 81                   | 91                   | 27               | Off Track     |
|                            |   | Proportion of 1 year olds immunized for measles                     | 71.3%                | 69.6%                | 100%             | Off Track     |
| Improve Maternal health    | Reduce by three-quarters the maternal mortality ratio | Maternal Mortality Rate (per 100,000)                               | 419                  | 1,155                | 93               | Off Track     |
|                            |   | Proportion of births attended by skilled health personnel           | 60%                  | 61.7%                | 80%              | Slow Progress |
|                            |   | Antenatal care coverage (at least 1 visit)                          | 85.2%                | 92%                  | 100%             | Slow Progress |
|                            |   | Contraceptive Prevalence Rate among married women (15-49)           | 36.1%                | 47%                  | 80%              | Slow Progress |
|                            |   | Unmet need for family planning                                      | 30.9%                | 23%                  | No target        | No target     |
| Combat HIV and AIDS and TB | Halt and begin to reverse spread of HIV and AIDS      | Prevalence among adults (15-49)                                     | 25%                  | 23%                  | No target        | No target     |
|                            |   | Prevalence among youth (15-24)                                      | 11.3%                | 9.3%                 | No target        | No target     |
|                            |   | Condom use at last high-risk sex among adults                       | M: 48.6%<br>F: 41.9% | M: 50.5%<br>F: 38.5% | M: 80%<br>F: 70% | Slow Progress |
|                            |   | Proportion of adults who have ever been tested and received results | M: 9.1%<br>F: 12%    | M: 38.5%<br>F: 65.6% | No Target        | No target     |
|                            |   | Youth with comprehensive correct knowledge of HIV and AIDS          | M: 18.4%<br>F: 25.8% | M: 28.7%<br>F: 38.6% | 85%              | Slow Progress |
|                            |   | Adult Antiretroviral Coverage Rate                                  | 16%                  | 59%                  | 80%              | Slow Progress |
|                            |   | ARV Coverage among children (under 15)                              | 22%                  | 24%                  | 95%              | Slow Progress |
|                            |   | Mother to Child Transmission Rate                                   | 6%                   | 8.8%                 | 97%              | Slow Progress |
|                            | Halt and begin to reverse incidence of TB             | Incidence of TB per 100,000   | -                    | 633                  | No target        | No target     |
|                            |   | Prevalence of TB per 100,000  | 249                  | 402                  | No target        | No target     |

| GOAL   | TARGET  | INDICATOR  | BASELINE | CURRENT | 2015 Target | PROGRESS      |
|--|---|--|----------|---------|-------------|---------------|
| Ensure Environmental Sustainability          | Halve the proportion of people without access to safe drinking water and basic sanitation | Population with access to safe drinking water                | 80.6%    | 82%     | 91%         | Slow Progress |
|  |   | Population with access to basic sanitation                   | 24%      | 55%     | 38%         | On track      |
|  | Reverse loss of environmental resources   | Proportion of Arable land                                    | 10.1%    | 9.6%    | No target   | No Target     |
|  |   | Proportion of land covered by forest                         | 1.3%     | 1.6%    | 5%          | Slow Progress |
|  |   | Proportion of Energy Needs met using biomass                 | 66%      | 57%     | No target   | No target     |
| Develop a Global Partnership for Development | Develop further an environment conducive for beneficial trade and investment              | ODA as a proportion of Lesotho GNI                           | 3.8%     | 9%      | No Target   | No Target     |
|  |   | ODA per capita (current USD)                                 | \$20     | \$121   | No Target   | No Target     |
|  |   | Proportion of ODA that is untied                             | -        | 96%     | No Target   | No Target     |
|  |   | Proportion of ODA allocated to social services               | 60.4%    | 91.1%   | No Target   | No Target     |
|  |   | Share of Exports in GDP                                      | -        | 36.6%   | No Target   | No Target     |
|  | Make available the benefit of new technology in cooperation with the private sector       | Mobile lines per 100   | 0.4      | 84      | No Target   | No Target     |
|  |   | Internet users per 100                                       | 0.2      | 4.5     | No Target   | No Target     |
|  |   | Average availability of essential medicines at all hospitals | 74%      | 77.7%   | No Target   | No Target     |

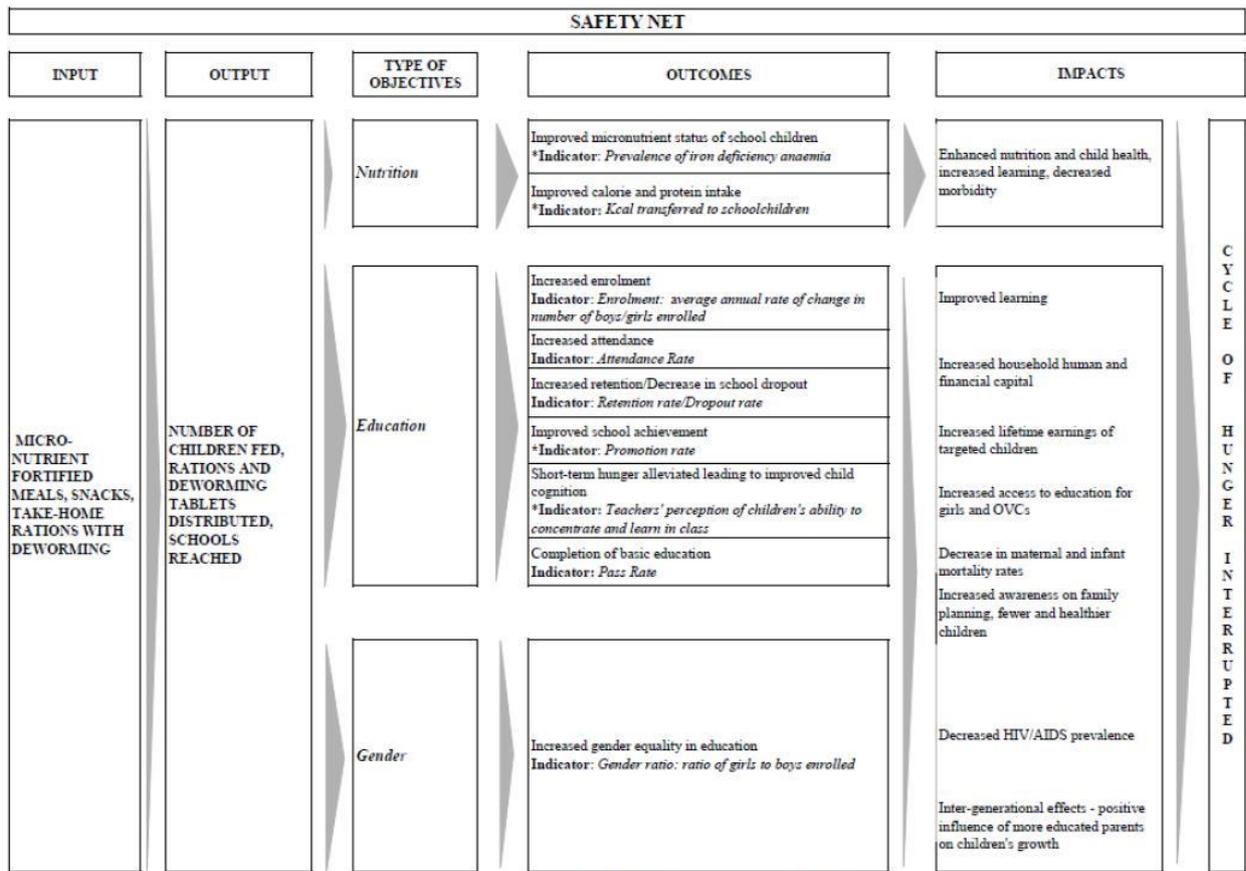
## A1.6: Proposed Core Social Protection Implementation Plan

| Life-course stage                             | Pregnancy & early childhood                           | School age & youth   | Working age  | Old age   | Disability & chronic illness                              | Shocks   |
|---|---|--|--|---|---|--|
| <b>Core social assistance programme</b>       | Infant grant  | Child grant  | Seasonal employment guarantee  | Old age pension                                     | Disability grant  | Public assistance grant  |
| <b>2014/15</b>                                | Planning design                                       | CCT pilot; expand to all districts                                 | Coordination and concept   | Increase value of transfer                          | Mapping and design  | Review and re-design   |
| <b>2015/16</b>                                | Universal pilot in one district                       | Increase coverage to 15% of HHs w/ children                        | Piloting   | Reduce age eligibility                              | Cover 25% of those with severe disability                 | Transfer of PwDs to 69 disability grant  |
| <b>2016/17</b>                                | Three more districts                                  | Increase coverage to 20% of HHs w/ children                        | Piloting   |   | Cover 50% of those with severe disability                 | Continue PA grant as temporary safety net  |
| <b>2017/18</b>                                | Three more districts                                  | Increase coverage to 25% of HHs w/ children                        | Negotiation of funding for scale-up                                    | Reduce age of eligibility to 68                     | Cover 75% of those with severe disability                 | Continue PA grant as temporary safety net  |
| <b>2018/19</b>                                | Final three districts                                 | Increase coverage to 30% of HHs w/ children                        | Design of national scale-up  |   | Cover 100% of those with severe disability                | Continue PA grant as temporary safety net  |
| <b>Situation in 2018/19</b>                   | Universal grant to all pregnant and poor HHs under-2s | Poverty-targeted child grant to all extreme employment with scheme | Design and funding in place for national seasonal employment guarantee | Universal old age pension to all over-68 disability | Universal disability grant to all with a severe suffering | PA grant infant available as temporary safety net to all mothers of women children personal/ HH shocks (30%) |
| <b>Cost in 2018/19 as % of GDP in 2018/19</b> | M366 million  | M249 in Phase 1]   | [not costed million  | M497 million  | M127 million  | M35 million  |
|   | 1.13  | 0.77   | 0.00   | 1.53  | 0.39  | 0.11   |
| <b>Vision for 2025</b>                        | Universal grant to all pregnant and children under-2s | Poverty-targeted child grant to all poor HHs with scheme (50%)     | National seasonal employment guarantee                                 | Universal old age pension to all over-65 disability | Universal disability grant to all with a severe suffering | PA grant infant available as temporary safety net to all mothers of women children personal/ HH shocks       |

## A1.7: Logical Framework: School Feeding Outputs and Outcomes

| Trust Fund 200771 School Feeding (Primary)   |   |  |
|--|---|--|
| Strategic Objective 4 : Reduce undernutrition and break the intergenerational cycle of hunger  |   |  |
| Goal 2: Goal 2: Increase access to education and health services, contribute to learning and improve nutrition and health for children, adolescent girls and their families                            |   |  |
| <p><b>Outcome 2.1</b><br/>Increased equitable access to and utilization of education</p>   | <ul style="list-style-type: none"> <li><input type="checkbox"/> Enrolment rate of boys and girls: average annual rate of change in number of girls and boys enrolled in WFP assisted primary schools.<br/><b>Baseline:</b> Boys 4% Girls -0.3% (2014)<br/><b>Target:</b> Boys 6% Girls 6% (2017)</li> <li><input type="checkbox"/> Retention rate of boys and girls <b>Baseline:</b> Boys 93% Girls 96% (2014) <b>Target:</b> Boys 96% Girls 98% (2017)</li> </ul>  | <ul style="list-style-type: none"> <li>- Continued government commitment to School Meals Programme.</li> </ul>   |
| <p><b>Output 2.1.1</b><br/>Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p> | <ul style="list-style-type: none"> <li><input type="checkbox"/> Number of boys and girls receiving food assistance, as % of planned</li> <li><input type="checkbox"/> Quantity of food assistance distributed, disaggregated by type, as % of planned<br/>Quantity of non-food items distributed, disaggregated by type, as % of planned</li> </ul>   |  |
| <p><b>Outcome 2.2</b><br/>Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels</p>                                 | <ul style="list-style-type: none"> <li><input type="checkbox"/> National capacity index<br/><b>Baseline:</b> 13 (2013) <b>Target:</b> 15 (2017)</li> </ul>  | <ul style="list-style-type: none"> <li>- The project is fully resourced.</li> <li>- Line ministries and NGOs support the initiative.</li> <li>- Expertise available to provide the trainings.</li> </ul> |
| <p><b>Output 2.1.2</b><br/>Policy advice and technical support provided to enhance management of food security, nutrition and school feeding</p>   | <ul style="list-style-type: none"> <li><input type="checkbox"/> Number of government and potential national agent staff trained by WFP in School meals programme design, implementation and other schools meals-related areas – technical/strategic/managerial – disaggregated by sex and type of training</li> <li><input type="checkbox"/> Number of technical assistance activities provided, by type</li> </ul>   |  |
| CROSSCUTTING RESULTS AND INDICATORS  |   |  |
| <p><b>Partnership</b><br/>Food assistance interventions coordinated and partnerships developed and maintained.</p>   | <ul style="list-style-type: none"> <li><input type="checkbox"/> Proportion of project complementary activities implemented with the engagement of complimentary partners<br/><b>Target:</b> 100%</li> <li><input type="checkbox"/> Amount of complementary funds provided to the project, by partners, (including NGOs, civil society, private sector organisations, international financial institutions and regional development banks)<br/><b>Target:</b></li> <li><input type="checkbox"/> Number of partner organisations that provide complementary inputs and services<br/><b>Target:</b> 7</li> </ul> | <ul style="list-style-type: none"> <li>- Advocacy by WFP and Partners' commitment to foster partnership with WFP</li> </ul>  |

**A1.8: Example of a Theory of Change for School Feeding<sup>39</sup>**



\*Project specific indicators not currently appearing in the Strategic Results Framework

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## Annex 2. Evaluation Schedule

| Phases, Deliverables and Timeline  |   | Key Dates                           |
|--|---|-------------------------------------|
| <b>Phase 1: Preparation</b>  |   |                                     |
|  | Desk review, first draft of TOR and quality assurance   | May 2017                            |
|  | <b>Submission of draft TOR to the quality support advisory service for review and feedback</b>  | <b>29 May</b>                       |
|  | Revise the TOR based on feedback from QS  | 7 June                              |
|  | Circulation of TOR for review and comments to stakeholders (ministries of education, ministry of social development, health, ministry of Development planning, UNICEF, FAO)   | 9 June                              |
|  | Hold a meeting with the Ministry of education to discuss the evaluation and the overall proposed approach   | 13 June                             |
|  | Finalize the TOR  | 15 June                             |
|  | <b>Final TOR approved by Chair of evaluation committee</b>  | <b>15 June</b>                      |
|  | Submit TOR and contingency evaluation fund application form   | 15 June                             |
|  | Finalize the Identification and recruitment of evaluation team  | 30 July                             |
| <b>Phase 2: Scoping and Inception phase</b>                                      |   |                                     |
|  | Briefing evaluation team (orientation call with evaluation committee)   | 13 September                        |
|  | <b>Scoping</b> to deepen the evaluability assessment presented in section 4.3 by assess data availability/reliability and the feasibility of answering the evaluation sub-questions within time and budget constraints; reconstruct the theory of change and refine evaluation sub-questions; | 13 – 24 September                   |
|  | <b>Stakeholder session</b> to present and discuss the theory of change; the evaluation sub-questions and proposed methodology   | 29 September                        |
|  | Finalize the draft inception report including methodology and evaluation schedule   | 20 October                          |
|  | <b>Evaluation team leader Submits draft inception report to the evaluation manager</b>  | 20 October                          |
|  | Evaluation manager check the Draft inception report for completeness, and share with the evaluation committee members for their review  | 23 October                          |
|  | Evaluation manager submit the Draft evaluation report to the Quality Support (QS) advisory services for review and feedback   | 25 October                          |
|  | Evaluation Manager Receive feedback from QS   | 01 November                         |
|  | Evaluation manager in consultation with the evaluation committee review the feedback from QS and share with evaluation team leader  | 02 November                         |
| <b>Preparation postponed due to school vacation overlap with the survey time</b> |   |                                     |
| <b>Replacement of Evaluation Team Leader</b>                                     |   |                                     |
|  | Evaluation Team revise inception report based on QS feedback to produce draft 2   | <b>January 22 – 4 February 2018</b> |
|  | <b>Evaluation team leader Submit draft 2 of the inception report to the evaluation manager</b>  | 4 February                          |
|  | Evaluation manager in consultation with the evaluation committee share draft 2 of the inception report with stakeholders for review and comments (ministries of education, ministry of social development, health, ministry of Development planning, UNICEF, FAO)                             | 5 February                          |
|  | Stakeholders review draft 2 of the inception report and send comments to the evaluation manager   | 8 February                          |
|  | Evaluation manager in consultation with the committee share the stakeholder comments with team leader.  | 10 February                         |
|  | Evaluation team revise the inception report based on stakeholder comments to produce final inception report   | 13 February                         |
| <b>Field Mission</b>   |   |                                     |
| <b>Phase 3: Data Collection</b>  |   |                                     |

|  |                       |
|--|-----------------------|
| Arrival in Lesotho   | 18 February           |
| WFP security and senior staff briefings. Evaluation team planning meeting  | 19 February           |
| <b>Evaluation team leader submits final inception report to evaluation manager</b>   | 20 February           |
| National level interviews (WFP technical Staff, Government, NGO, UN)   | 20 – 23 February      |
| Research assistants training and programming of ODK note books   | 22 – 2 February       |
| Research assistants quantitative survey pre-test and feedback  | 26 February           |
| <b>Field work and National Cost Assessment data collection (evaluation team visits to 3 districts, research assistants to 5)</b>   | February 26 – 6 March |
| <b>WFP Country Office Senior Staff debriefing</b>  | 6 March               |
| <b>Political debriefing for Minister of Education and 7 permanent secretaries. Technical debriefing for WFP CO Staff</b>   | 7 March               |
| <b>Debriefing of external stakeholders - mostly technical cadres</b>   | 8 March               |
| Evaluation team departure from Lesotho   | 9 March               |
| <b>Phase 4: Data Analysis and Reporting</b>  |                       |
| Quantitative survey and national cost assessment analyses, and preparation of technical findings   | 12 March – 23 April   |
| Preparation of 1 <sup>st</sup> draft evaluation report   | 12 March – 2 May      |
| <b>Evaluation team leader submits 1<sup>st</sup> draft of the evaluation report to evaluation manager</b>  | 3 May                 |
| Evaluation manager and the evaluation committee review 1 <sup>st</sup> draft   | 4 – 8 May             |
| Evaluation committee submit 1 <sup>st</sup> draft to Quality Support advisory service for review and feedback  | 9 May                 |
| Evaluation manager and Evaluation Team receive first round of QS and Evaluation Committee feedback   | 16 May                |
| Evaluation team revise evaluation report based on QS feedback  | 17 – 25 May           |
| <b>Evaluation team leader submits 2<sup>nd</sup> draft of the evaluation report to the evaluation manager</b>  | 25 May                |
| Evaluation manager shares 2 <sup>nd</sup> draft evaluation report with evaluation team who circulate it among external stakeholders for their review and comment (MOET, MSD, MOH, MDP, MSBCM, UNICEF, FAO, UNESCO) | 28 May – 1 June       |
| Stakeholders submit comments to the evaluation committee   | 1 June                |
| Evaluation committee consolidates comments and submits to team leader  | 5 June                |
| Evaluation team revises evaluation report  | 6-13 June             |
| <b>Evaluation team leader submits final evaluation report to evaluation manager.</b>   | 13 June               |
| Evaluation manager in consultation with the evaluation committee checks the final report against the stakeholder comments and submits to EC chair for approval   | 14 June               |
| Chair of EC approves the final evaluation report   | 15 June               |
| Final evaluation report circulated among external stakeholders   | 18 June               |
| <b>Phase 5: Dissemination and follow-up</b>  |                       |
| Country office management prepare management response to the evaluation recommendations in consultation with the stakeholders; submit to RB for review and comments  | 18 – 20 June          |
| RBJ review and provide feedback to the CO management response  | 25 June               |
| Country office management finalize management response   | 29 June               |
| <b>Final evaluation report and management response published on the WFP intranet and external website</b>  | <b>30 June 2018</b>   |

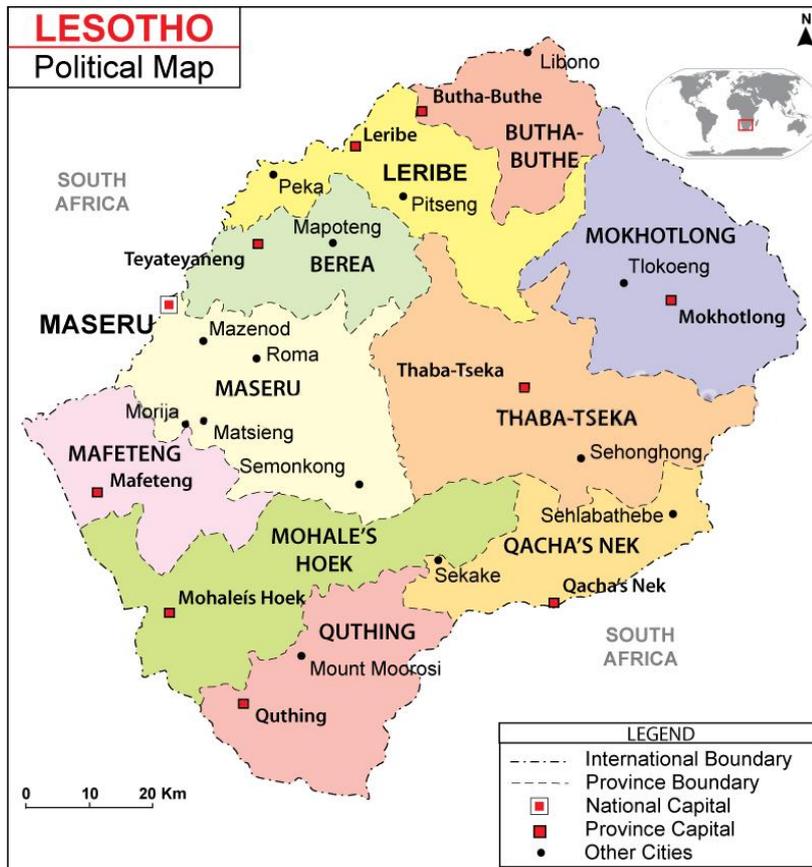


### Annex 3. Timeline of School Feeding in Lesotho

- 1963: Primary school feeding introduced by Save the Children in Maseru
- 1965: Government and WFP agree to scale-up. Primary school feeding introduced into all community councils. Establishment of Food Management Unit for procurement and logistics support to deliver core food basket (fortified cereal, pulse, oil). National logistics provision for all subsequent WFP interventions provided by the FMU
- 1987: WFP handover to government agreed
- 1990: WFP commence gradual phase-out of school feeding from schools in lowlands and foothills, a process that continues through to 1999
- 1994: Government introduce school self-reliance projects supported from January 1995 by WFP introduction of development project DEV385301
- 1998: Independent review concludes self-reliance unsuccessful: limited oversight of gardens, school fees subsidising school meals. Government decides to centralise education and school feeding under Free Primary Education policy
- 2000: Introduction of universal access to primary school education with free school meals 180 days a year supported by DEV385301, and introduction of the Country Programme CP 10151 prioritising support to early child care and development centres
- 2002: WFP closure of DEV385301 having fed 110,238 children per year against 108,990 planned, and secured a total of US\$11,881,858, equivalent to 73 percent of projected funding needs. (Note: no available data is disaggregated by gender)
- 2002-6: Caterer's model phased-in across 7 national grids, with national menu set by government nutritionists. Community members engaged as Caterers on a 3 month rotation. Each Caterer required to procure food locally, and cook and feed up to 150 children
- 2004: WFP close CP 10151 in February having supported 176,393 children per year against 150,000 planned and secured US\$ 3,085,075 equivalent to 56 percent of planned. WFP also introduce DEV10266 in January which plans to reach 183,000 children each year through a budget of US\$14,452,294
- 2005: A mid-term review of school feeding recommends WFP phase out from highlands to be replaced by Caterers. Caterer's price set at M3.50 per child
- 2006: WFP requested to cover midland areas where Caterer's still not providing full coverage leading to budget review to DEV10266
- 2007: WFP phase out of highlands and Caterers model introduced on MOET request. Closure of DEV10266 in December having reached 115,000 children per year (63 percent of planned) and secured US\$10,576,207 (68 percent of the planned budget)
- 2008: On MOET request, WFP phase out of the midlands and take responsibility for 80,000 children in the highlands where Caterers have proven unsuccessful. WFP introduce DEV10582 in January which plans to secure US\$5,481,878 to feed 66,693 children per year
- 2009-10: Mid-term evaluation of DEV10582 recommends WFP and Government initiate a consultation process and study to agree the future operations strategy Government should promote nationally (FMU or a permanent outsource - private sector - model) including for more remote schools where the Caterer model had proved unfeasible. While WFP should phase out from primary school feeding and focus on meals for ECCD centres.
- 2010: MOET request WFP accept a 2 year extension to continue to cover primary schools in the highlands due to weaknesses in procurement, logistics and monitoring. Government releases funds to WFP to feed 15,000 children over the period 2010-12. WFP phases out DEV10582 in December having fed the target 66,693 children per year despite a secured budget of US\$4,332,474 (79 percent of planned).
- 2011-12: Government extends funding to WFP to assist 30,000 children until end 2012 with WFP securing further funds for 80,000 children per year under DEV 200199 (total 110,000 children at an overall cost of US\$6,137,921). WFP fund a consultancy to develop a revised implementation framework for the SFP which recommends government appoint a managing agent (NMA) for the future supply and delivery of the commodities to schools.

- 2012-13: MOET and WFP agree an MOU by which WFP operates as a managing agent in the highlands for the period 2013 to end 2017 under DEV200199. Revised budget of US\$18,879,546 agreed with government Ministries of Finance and Education to end 2015. Following the declaration of food crisis in 2012, South Africa promises full funding for school feeding in all highland primary schools for the years 2013-14. WFP initiates a budget review to this effect for DEV200199 and the MOU between MOET and WFP is put on hold.
- 2013: WFP arranges a study visit for government officials to the Brazil Centre of Excellence to explore links between school feeding and local production. Government immediately requests WFP to begin local procurement of commodities within Lesotho. WFP introduce Country Programme CP200369 in January targeting 50,000 ECCD children per year for the period 2013-17 through a planned budget of US\$5,028,480
- 2014: Government introduce a pilot home grown school meals programme in 2 districts. WFP and government agree to introduce local procurement in Berea district. WFP and MOET agree a Trust Fund financing model by which WFP should act as a managing agent for school feeding with full funding from government
- 2015: National School Feeding Policy introduced. National Trust Fund programme TF200771 established which plans to support 250,000 primary school children against an overall budget of US\$21,713,819 for the period January 2015 to December 2017
- 2017: A first pilot of private sector school feeding service is introduced with 2 private sector National Management Agents. WFP requested to continue providing school meals services through to 2019. The MOET-WFP budget for Trust Fund 200771 is revised down to US\$20,413,819 to reflect the handover of some schools to NMAs. A total trust Fund budget of US\$18,839,566 secured by the end of the year at 92 percent of planned, reaching 190,000 children per year. One of the two contracted NMAs fails to deliver agreed services.

**Annex 4. Map of Lesotho Administrative Regions**



## Annex 5. Evaluation Matrix

| <b>Overarching Question: Is there evidence that School Feeding has contributed to achievement of developmental objectives in Lesotho beyond education outcomes, through which mechanisms has it done so, and what factors have influenced such contributions?</b> |   |   |   |   |   |                                      |
|---|---|---|---|---|---|--------------------------------------|
| No.   | Main questions  | Measure / Indicator of Success  | Main sources of Information   | Data Collection Methods   | Data Analysis Methods   | Evidence Avail-ability / Reliability |
| Evaluation Criteria 1. <b>Effectiveness</b>   |   |   |   |   | <b>Strong (Medium)</b>  |                                      |
|   |   |   |   |   | <b>Medium (Satisfactory)</b>  |                                      |
|   |   |   |   |   | <b>Poor (Weak)</b>  |                                      |
| 1.1   | To what extent has school feeding programme achieved intended outcomes for boys and girls, men and women over the period under review?                              | <p>Stakeholder and beneficiaries perceptions regarding implementation modalities of the three models to address needs of beneficiary children and their households, drawing from rationale for school feeding (Government of Lesotho, School Feeding policy).</p> <p>Evidence of differentiation of actual outcome against intended outcome.</p> <p>Intended outcomes as stated in the logical framework (safety net) in the TOR are met.</p> | <ul style="list-style-type: none"> <li>Quantitative analysis of primary data from interviews (men, women, boys, girls separately).</li> <li>Key Informant Interviews</li> <li>Evaluation reports 2007-, 2016/17</li> <li>VAM analyses (2007-2016)</li> <li>WFP Standardized project reports 2003, 04, 20014/15, and 2016.</li> <li>Lesotho Country Information 2017,</li> <li>Lesotho Demographic and Health Survey 2014</li> <li>EMIS</li> <li>2004 Baseline survey</li> </ul> | <ul style="list-style-type: none"> <li>Review of existing databases (e.g. EMIS), 2004 Baseline survey.</li> <li>Documentary analysis</li> <li>KIIs, GIs Interviews with MoET, WFP, FAO</li> <li>Interviews with other ministries, district development committees</li> <li>FGDs (and/or GIs) farmers, cooks, caterers' learners, parents in sampled 10 schools and environs.</li> </ul>                           | <ul style="list-style-type: none"> <li>Use/consider DEQAS and, UNEG standards,</li> <li>Interview matrix with key themes</li> <li>Summary tables / graphs /charts with narrative</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of primary data disaggregated by men, women, boys and girls.</li> </ul> |                                      |
| <b>Sub-questions</b>  |   |   |   |   |   |                                      |
| 1.1.1   | To what extent did the school feeding programme change the nutritional and health status of boys and girls attending school?  | Comparative stakeholder and beneficiary perceptions regarding positive and negative effects and changes on the nutritional and health status of boys and girls attending primary schools as per the Caters, WFP and NMA management models   | <ul style="list-style-type: none"> <li>Data from beneficiary interviews with school management committees, health centre management and others.</li> <li>Ministry databases (sectors of health, agriculture)</li> <li>VAM analyses (2007-2016)</li> <li>WFP Standardized project reports 2003,04, 20014/15,</li> <li>Lesotho Country Information 2017.</li> <li>Lesotho Demographic and Health Survey 2014</li> </ul>   | <ul style="list-style-type: none"> <li>Review of existing databases and 2004 Baseline survey</li> <li>Review Strategic plans (poverty livelihoods)</li> <li>Documentary analysis of policies, reports</li> <li>KIIs, FGDs (and/or GIs) ministries, NGOs, district development committees, school management committees, farmers, cooks, caterers learners, parents in sampled 10 schools and environs.</li> </ul> | <ul style="list-style-type: none"> <li>Use/consider DEQAS and , UNEG standards, Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of primary data disaggregated by boys and girls.</li> </ul>   |                                      |
| 1.1.2   | To what extent does the school feeding provide income and employment opportunities to the vulnerable households involved in catering, farming and other activities? | The degree to which the three SFP management delivery models, and the complementary activities specific to each, created employment opportunities to  | <ul style="list-style-type: none"> <li>Data from beneficiary focus group meetings</li> <li>Lesotho Livelihood Profile Report</li> <li>Poverty Reduction Strategy</li> <li>VAM analyses (2007-2016)</li> </ul>   | <ul style="list-style-type: none"> <li>Documentary analysis</li> <li>KIIs, GIs Interviews with Ministry of Trade and Industry, Small Business Development, Cooperatives and Marketing, P4P project and others.</li> </ul>   | <ul style="list-style-type: none"> <li>Quantitative analysis of primary data disaggregated by women, men and youth</li> <li>Quantitative analysis of primary data disaggregated by delivery model</li> </ul>  |                                      |

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|   |  | households including vulnerable households.<br>Evidence of income and marketing opportunities for farmers, and improved school infrastructure.   | <ul style="list-style-type: none"> <li>WFP Standardized project reports (2007-2016/17)</li> <li>Lesotho Livelihood Profile Report, Lesotho Country Information 2017.</li> <li>Lesotho Demographic and Health Survey 2014.</li> </ul>   | <ul style="list-style-type: none"> <li>Interviews with district development committees</li> <li>FGDs (and/or GlS) farmers, cooks, caterers, business people (markets).</li> </ul>  | <ul style="list-style-type: none"> <li>DEQAS and UNEG standards.</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> </ul>   |  |
| <b>Criteria 2.IMPACT (Contribution)</b> |  |  |  |  |   |  |
| <b>Main questions</b>                   |  |  |  |  |   |  |
| 2.1                                     | What are the long term effects (positive or negative, intended or unintended)of school feeding on the lives of boys and girls targeted by the school feeding program; the households of caterers that provide the school feeding services and Government-paid cooks that prepare on – site meals in WFP supported schools? | Stakeholder (partners' and beneficiaries') perceptions of the effect/contribution of school feeding (positive/negative or intended/untended)<br>Evidence of long term changes in the three models.   | <ul style="list-style-type: none"> <li>Data from FGDs, Case studies, GlS conducted with intended beneficiaries</li> <li>Quantitative analysis of primary data from interviews (men, women, boys, girls separately).</li> <li>Evaluation reports 2009, 2016</li> <li>VAM analyses (2007-2016)</li> <li>WFP Standardized project reports 2003,04, 20014/15, Lesotho Country Information 2017,</li> <li>Lesotho Demographic and Health Survey 2014</li> </ul> | <ul style="list-style-type: none"> <li>Documentary analysis.</li> <li>KIIs, GlS, Case Studies with beneficiaries.</li> </ul>   | <ul style="list-style-type: none"> <li>Quantitative analysis of primary data disaggregated by delivery model</li> <li>Quantitative analysis of primary data disaggregated by women, men and youth and vulnerable groups such as OVC, PLWHA</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>DEQAS and UNEG standards</li> </ul> |  |
| 2.2                                     | Is there evidence that school feeding has contributed to increased livelihood opportunities and incomes for men and women, especially in the rural areas?  | The degree to which beneficiary feel/perceive that the modalities of the three models to respond to employment and livelihood stimulation and increased incomes.<br>Household food consumption<br>Increased opportunities for farmers to produce commodities locally.  | <ul style="list-style-type: none"> <li>Data from FGDs, Case studies, GlS conducted with intended beneficiaries</li> <li>Evaluation reports 2009, 2016</li> <li>VAM analyses (2007-2016)</li> <li>WFP Standardized project reports 2003,04, 20014/15, Lesotho Country Information 2017, .Lesotho Demographic and Health Survey 2014</li> </ul>  | <ul style="list-style-type: none"> <li>Review of existing strategies, reports esp. gender and development- with key ministries such as Small Business Development, Cooperatives Marketing and Trade, Gender</li> <li>Food consumption scores, FGDs, GlS, with farmers, cooks, caterers and parents in sampled schools</li> </ul> | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of primary data disaggregated by livelihood, employment type for women, men and youth, rural vs urban.</li> <li>Data disaggregation by delivery model</li> </ul>                |  |
| 2.3                                     | Within the different regions of the country, is there evidence that school feeding is contributing (positively or negatively) towards social protection and poverty reduction?   | Stakeholder perception regarding the degree to which the modalities of the three models alignment with policy strategies and activities of social protection and poverty reduction<br>Evidence of differentiation by region with regard to school feeding's contribution towards social protection and poverty reduction.<br>Actual versus Intended outcomes as shown in log frame | <ul style="list-style-type: none"> <li>Data from stakeholder and beneficiaries' interviews.</li> <li>Government policy and strategies on social protection, poverty, WFP Strategies</li> <li>VAM analyses (2007-2016)</li> <li>WFP Standardized project reports 2003,04, 20014/15, 2016</li> <li>Demographic and Health Survey 2014</li> </ul>   | <ul style="list-style-type: none"> <li>Interviews with beneficiaries, government and WFP departments and NMA management, on contribution of support to social protection and poverty reduction.</li> </ul>   | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards, Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of primary data disaggregated by region</li> </ul>  |  |

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|      |  | and global log frames for school feeding.   |  |  |   |  |
| 2.4  | How have contributions been influenced by differences in:<br>a. Type /level of school feeding i.e. Pre-primary or primary? | Perception of stakeholders (partners and beneficiaries) with regard to the influence of the type/level of school on the contribution of school feeding.   | <ul style="list-style-type: none"> <li>Quantitative analysis of primary data from interviews (men, women, boys, girls separately).</li> <li>Data from Key Informant interviews of stakeholders and implementing partners.</li> <li>Data from FGD with beneficiaries.</li> <li>Data from secondary document.</li> </ul> | <ul style="list-style-type: none"> <li>KIIs, with beneficiaries in primary and pre-primary schools</li> <li>KII Interviews with UNICEF and other donors and school management and ECCD committees.</li> </ul>  | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of primary data disaggregated by primary, pre-primary, model.</li> </ul>              |  |
|      | b. Level of community involvement in the school feeding?   | The degree to which stakeholder/beneficiaries feel that community involvement influence the contribution of school feeding .  | <ul style="list-style-type: none"> <li>Data from Key Informant interviews of stakeholders and implementing partners.</li> <li>Data from school management.</li> <li>Data from FGD with beneficiaries.</li> <li>Data from secondary document</li> </ul>   | <ul style="list-style-type: none"> <li>KIIs, with school management (PTA, Head Master/teachers)</li> <li>FGD with beneficiaries in primary and pre-primary schools .</li> </ul>  | <ul style="list-style-type: none"> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Interview matrix with key themes</li> </ul>  |  |
|      | c. Model of School feeding (WFP, Caterers, NMA)?   | Evidence on the determination different model's on the contribution of school feeding.<br>Perception of different stakeholders (beneficiaries and partners) with-regard to the contribution of different models on the contribution of school feeding | <ul style="list-style-type: none"> <li>Quantitative analysis of primary data from interviews (men, women, boys, girls separately).</li> <li>Data from Key Informant interviews of stakeholders and implementing partners.</li> <li>Data from FGD with beneficiaries.</li> <li>Data from secondary document</li> </ul>  | <ul style="list-style-type: none"> <li>KIIs, with school management (PTA, Head Master/teachers)</li> <li>FGD with beneficiaries in primary and pre-primary schools .</li> </ul>  | <ul style="list-style-type: none"> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Interview matrix with key themes</li> </ul>  |  |
|      | d. Availability of complementary services (water, sanitation, health education, etc.                                       | Evidence on the influence (positive or negative) of complementary services on the contribution of school feeding, education, food safety training, kitchen structures.  | <ul style="list-style-type: none"> <li>Data from beneficiaries' interviews.</li> <li>WFP Standardized project reports 2003,04, 20014/15, 2016</li> <li>Data from stakeholders interviews (GO and NGO)</li> <li>Lesotho Country Information 2017</li> <li>Lesotho Demographic and Health Survey 2014</li> </ul>         | <ul style="list-style-type: none"> <li>Observations of complementary services at sampled schools and ECCDs</li> <li>KIIs, with school management (PTA, Head Master/teachers)</li> <li>FGD with beneficiaries in primary and pre-primary schools .</li> </ul> | <ul style="list-style-type: none"> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Interview matrix with key themes</li> </ul>  |  |
| 2.5. | What other factors influenced (positively or negatively) the contribution of school feeding to developmental objectives?   | Evidence on the factors that influenced the contribution of school feeding to the countries development<br>Targeting modalities in the sampled sites to respond to developmental objectives.<br>Contextual aspects of school feeding from 2000-2017   | <ul style="list-style-type: none"> <li>Data from KIIs, historical timelines with government, WFP, donors district development committees</li> <li>Lesotho Country Information 2017</li> <li>Lesotho Demographic and Health Survey 2014</li> </ul>  | <ul style="list-style-type: none"> <li>Documentary analysis</li> <li>Interviews with ministries, district development committees, other donors, local leaders,</li> </ul>  | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards,</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Interview matrix with key themes</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of data disaggregated by region</li> </ul> |  |

**Sub-questions**

|                              |   |   |  |   |  |  |
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| 2.1.1                        | Assess the long term results of school feeding programs on livelihoods, nutrition, social protection and poverty reduction?                           | <p>Targeting modalities and activities of the three models</p> <p>Degree of success in responding over the long term to livelihoods development, employment creation, improved nutrition, social protection and poverty reduction.</p> <p>Evidence of differentiation of activities over time to meet communities' needs.</p> | <ul style="list-style-type: none"> <li>Data from KIIs, GIs, with ministries, local leaders, district development committees.</li> <li>Evaluation reports 2009, 2016</li> <li>VAM analyses (2007-2016)</li> <li>WFP Standardized project reports 2003,04, 20014/15, Lesotho Country Information 2017</li> <li>Lesotho Demographic and Health Survey 2014</li> </ul>             | <ul style="list-style-type: none"> <li>Review of existing strategies, reports esp. livelihoods nutrition, social protection and poverty reduction</li> <li>FGDs (and/or GIs) with local leaders, farmers, cooks, caterers parents who can provide a historical perspective.</li> </ul>  | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards,</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of primary data disaggregated by livelihood, nutrition, social protection and poverty reduction</li> </ul>          |  |
| 2.1.2                        | Have the models of school feeding reduced child labour?   | <p>Targeting modalities of the three models respond to social protection for boys and girls.</p> <p>Evidence of activities factored into school feeding or provided by other donors/NGOs to address and reduce child labour by gender (e.g. boys' herding).</p>   | <ul style="list-style-type: none"> <li>Data from interviews with government ministries concerned with child labour and local leaders.</li> <li>Evaluation reports 2009, 2016</li> <li>Lesotho Country Information 2017.</li> <li>Lesotho Demographic and Health Survey 2014.</li> </ul>  | <ul style="list-style-type: none"> <li>Review of existing databases (e.g. EMIS and those with Ministries) and 2004 Baseline survey.</li> <li>Documentary analysis</li> <li>KIIs, GIs Interviews with Ministries working on gender, social development, and labour patterns.</li> </ul>  | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of primary data disaggregated by boys and girls.</li> </ul>  |  |
| <b>Criteria 3.EFFICIENCY</b> |   |   |  |   |  |  |
| <b>Main questions</b>        |   |   |  |   |  |  |
| 3.1                          | How much does it cost (government and communities) to implement the school feeding programme to achieve the outcomes and impact that it has achieved? | <p>Targeting modalities of the three models to respond to school feeding, and achieve intended outcomes and impact using human and financial resources.</p> <p>Evidence of consideration and use of alternative resources which are more cost-effective.</p> <p>Identification of more efficient costing models</p>           | <ul style="list-style-type: none"> <li>Data from NCA checklists, RAP question guides administered to government, district and school level actors.</li> <li>Quantitative analysis of primary data from interviews (men, women, boys, girls separately).</li> <li>Government financial records at national, district and school levels.</li> <li>Global NCA studies.</li> </ul> | <ul style="list-style-type: none"> <li>NCA Checklist and field tools (national, district and schools level)</li> <li>Market rapid study</li> <li>Food consumption scoring.</li> <li>Review of existing databases on cost analysis</li> <li>Documentary analysis (salaries, etc.)</li> <li>KIIs, GIs Interviews with MoET, district development committees, school and ECCD feeding committees.</li> </ul> | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards, Global NCA standards and procedures.</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of primary data disaggregated by model type and geographic location</li> </ul> |  |
| 3.2                          | What are the key cost drivers?  | <p>Identification of cost drivers and other financial targeting modalities used in the three models, to provide school feeding</p> <p>Differentiation of key drivers by type following NCA standards.</p>   | <ul style="list-style-type: none"> <li>Data from NCA field tools.</li> <li>Data from Government financial records at national, district and school levels. Evaluation reports 2009, 2016</li> <li>VAM analyses (2007-2016)</li> <li>WFP Standardized project reports 2003,04, 20014/15,</li> <li>Other models on cost benefit or school feeding</li> </ul>                     | <ul style="list-style-type: none"> <li>Administration of NCA Checklist and field tools (national, district and schools levels)</li> <li>Market rapid study</li> <li>Food consumption score.</li> <li>Review of existing databases on cost analysis</li> <li>Documentary analysis (salaries, etc.)</li> <li>KIIs, GIs Interviews with MoET, district development committees,</li> </ul>                    | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of primary data disaggregated by model type and geographic location</li> </ul>                                       |  |

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|                             |  |  |   | school and ECCD feeding committees.  |   |  |
| 3.3                         | Given the identified cost drivers, could the same outcomes be attained at lower costs or higher outcomes achieved with the same resources?   | <p>Identification of cost drivers and other financial targeting modalities used by the government, WFP and other donors, to achieve higher outcomes at lower cost for school feeding</p> <p>Evidence of differentiation and use of alternative resources.</p> <p>Identification of more efficient costing models</p>           | <ul style="list-style-type: none"> <li>Government financial records, reports on costing at national, district and school levels. Review of other NCA models.</li> <li>Data from NCA tools, including interviews. .</li> </ul>   | <ul style="list-style-type: none"> <li>NCA Checklist and field tools (national, district and schools level)</li> <li>Market rapid study</li> <li>Food consumption score tool administered to caterers, cooks, farmers.</li> <li>Review of existing databases on cost analysis.</li> <li>Documentary analysis (salaries, etc.)</li> <li>KIIs, GIs Interviews with MoET, district development committees, school and ECCD feeding committees.</li> </ul> | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards,</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of primary data disaggregated by model type and geographic location</li> </ul>                           |  |
| <b>Criteria 4.RELEVANCE</b> |  |  |   |  |   |  |
| <b>Main questions</b>       |  |  |   |  |   |  |
| 4.1                         | To what extent did the adaptation of the school feeding programme over time remain relevant to the needs of boys, girls, men and women and aligned to Government priorities and WFP policies including gender policies where / as appropriate? | <p>Targeting modalities of the three models respond to historical and ongoing needs of school feeding boys, girls and their parents</p> <p>Evidence of differentiation according to different needs by gender by WFP, government and donors</p> <p>Intended outcomes as stated in the historical origins of school feeding</p> | <ul style="list-style-type: none"> <li>Data from Government and WFP historical account of school feeding evolution</li> <li>VAM analyses (2007-2016)</li> <li>WFP Standardized project reports 2003, 04, 20014/15, and 2016.</li> </ul>   | <ul style="list-style-type: none"> <li>KIIs, GIs Interviews with government and WFP</li> <li>Documentary review of existing government and WFP annual reports, strategies, databases (e.g. EMIS) and 2004 Baseline survey</li> <li>Interviews with other ministries, district development committees on priorities</li> <li>FGDs (and/or GIs) Leaders, head teachers.</li> </ul>   | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of primary data disaggregated by men, women, boys, girls, vulnerable groups such as OVC, PLWHA</li> </ul> |  |
| 4.2                         | To what extent does the school feeding programme as currently designed and implemented complement other social protection instruments in Lesotho as envisaged in the national social protection strategy and national school feeding policy?   | <p>Design and implementation modalities of school feeding and the three models respond to social protection and school feeding instruments.</p>  | <ul style="list-style-type: none"> <li>Data from interviews with key ministries at national level concerned with social protection and school feeding.</li> <li>Interviews with WFP national and regional levels on design and alignment of WFP and Governments on social protection approaches.</li> <li>WFP Standardized project reports 2003, 04, 20014/15, and 2016.</li> <li>Lesotho Country Information 2017</li> <li>Lesotho Demographic and Health Survey 2014</li> </ul> | <ul style="list-style-type: none"> <li>Review of existing databases (e.g. EMIS) and 2004 Baseline survey.</li> <li>Documentary analysis.</li> <li>KIIs, GIs Interviews with MoET, WFP, FAO</li> <li>Interviews with other ministries, district development committees.</li> <li>FGDs (and/or GIs) farmers, cooks, caterers, learners, parents in sampled 10 schools and environs (ECCDs and beneficiaries).</li> </ul>                                 | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of primary data disaggregated by women, girls, vulnerable groups such as OVC, PLWHA</li> </ul>            |  |
| 4.3                         | Within the context of the national school feeding policy, national social protection and other relevant policy frameworks, what adjustments to   | <p>Evidence on the required adjustment for better contribution of the school feeding for the country development objectives.</p>   | <ul style="list-style-type: none"> <li>Reports on framework for implementation of school feeding, other strategies on social protection and school feeding.</li> </ul>  | <ul style="list-style-type: none"> <li>Review of existing databases (e.g. EMIS) and 2004 Baseline survey</li> <li>Documentary analysis</li> </ul>  | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards</li> </ul>   |  |

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|                                   | the design and implementation of the school feeding programme are required to make it an effective, shock-responsive social protection instrument while enhancing its contribution to other development objectives? | Transition framework for implementation of a sustainable school feeding programme that responds to shock-responsive social protection and other development objectives.   | <ul style="list-style-type: none"> <li>Data from Interviews with MoET on strengths, weaknesses, opportunities and threats to successful implementation. .</li> </ul>  | <ul style="list-style-type: none"> <li>KIIs, GIs, SWOT Interviews with MoET (national and district levels).</li> <li>Interviews with development partners, WFP, FAO, and UNICEF.</li> </ul>  | <ul style="list-style-type: none"> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected including SWOT.</li> <li>Quantitative analysis of primary data disaggregated by women, girls, vulnerable groups such as OVC, PLWHA</li> </ul>   |   |
| <b>Sub-questions</b>              |   |   |   |  |   |   |
| 4.1.1                             | To what extent is the NMA fully capacitated to carry out school feeding?  | <p>The degree to which stakeholder feel/perceive that NMAs have the capacity to procure and transport food to primary schools on behalf of the government.</p> <p>Evidence of expected outcomes of supported –children’ parents/guardians benefitting, from job creation, improved agricultural production, dietary diversity.</p>                                    | <ul style="list-style-type: none"> <li>Data from KIIs, GIs with NMAs and FGDs with school feeding committees.</li> <li>Key Informant Interviews</li> <li>Reports-Lesotho Country Information 2017, .</li> </ul>   | <ul style="list-style-type: none"> <li>Interviews with NMA management, FGDs with school feeding committees and beneficiaries-farmers.</li> <li>Interviews with other ministries, district development committees</li> <li>FGDs (and/or GIs) farmers, cooks, caterers learners, parents in sampled 10 schools and environs (ECCDs and beneficiaries)</li> </ul>                           | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Interview matrix with key themes</li> </ul>   |   |
| <b>Criteria 5. SUSTAINABILITY</b> |   |   |   |  |   |   |
| <b>Main questions</b>             |   |   |   |  |   |   |
| 5.1                               | What are the key factors that drive sustainability of the different national school feeding programme delivery models in the Lesotho context (including political-economy, economic and social factors)?            | <p>Evidence of activities, outcomes and impacts lasting after handover of WFP schools to government</p> <p>Differentiation of factors making the school feeding sustainable (social, political, institutional and economic factors e.g. local ownership and initiatives, cost effectiveness, accountability)</p> <p>New infrastructures at schools, ECCDs, roads.</p> | <ul style="list-style-type: none"> <li>Data from beneficiary case studies, FGDs and KIIs with Government, WFP and other donors.</li> <li>Evaluation reports 2009, 2016</li> <li>VAM analyses (2007-2016).</li> <li>WFP Standardized project reports 2003, 04, 20014/15, and 2016.</li> <li>Reports of other donors and NGOs on sustainability.</li> </ul> | <ul style="list-style-type: none"> <li>Documentary analysis of KIIs, FGDs (and/or GIs) with beneficiaries on how to sustain activities – in kind labour volunteerism, and changes in incomes, asset levels.</li> <li>Documentary analysis</li> <li>KIIs, GIs with MoET, WFP, FAO.</li> <li>Interviews with other ministries, district development committees on jobs created.</li> </ul> | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards,</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> <li>Quantitative analysis of data primary disaggregated by delivery model</li> <li>Quantitative analysis of data primary disaggregated by socio-economic factors.</li> </ul> | ) |
| <b>Sub-questions</b>              |   |   |   |  |   |   |
| 5.1.1                             | To what extent does the school meals programme consider the environmental degradation due to the firewood collection?   | Activities, outputs and outcomes of the three models respond to means of conserving & replacing natural resources (orchards, tree lots, gardens) and development of new approach for lower cost alternative sources of fuel.  | <ul style="list-style-type: none"> <li>Data from interviews.</li> <li>NGO reports on environmental degradation.</li> <li>Ministries and donor plans and reports on environmental protection.</li> <li>Lesotho Country Information 2017.</li> </ul>  | <ul style="list-style-type: none"> <li>Documentary analysis.</li> <li>KII, GI Interviews with NGOs, MoET and other ministries.</li> </ul>  | <ul style="list-style-type: none"> <li>Reliance on DEQAS, UNEG standards</li> <li>Narrative/thematic analysis, synthesis of secondary data collected</li> <li>Discourse analysis of primary data collected</li> </ul>   |   |

|  |  |  |  |  |  |  |  |
|--|--|--|--|--|--|--|--|
|  |  | Evidence of studies conducted on the impact of school feeding activities on the natural resources. |  |  |  |  |  |
|--|--|--|--|--|--|--|--|

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## Annex 7. Stakeholders Interviewed by the Evaluation Team

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| <b>Date (2018)</b>   | <b>Name and position</b>   | <b>Organisation</b>   |
|--|--|---|
| February 19  | Napo Ntlou, Head of Social Protection, School Feeding Focal Point  | WFP   |
|  | Simon Engenaf, South Africa Regional Program Quality Officer   | WFP   |
|  | Marian Yu, Deputy director   | WFP   |
|  | Makhauta Mokhethi, WFP Program Associate (Nutrition)   | WFP   |
|  | Charles Iniwani, Regional Program Advisor (Social protection)  | WFP   |
|  | Likeleli Phoolo, Head of VAM/M&E   | WFP   |
|  | Nthomeng Mahao, M&E  | WFP   |
| February 20  | Mpho Lifalakangane, Nutritionist   | Food and Nutrition Coordination (FNCO)  |
|  | Mokitinyane Nthimo, Country Director oic   | FAO   |
|  | N. S. Mahase   | Ministry of Agriculture and Food Security MAFS<br>Department of Crop Services |
|  | Katleho Matsabisa  |   |
|  | Makopano Soai  |   |
|  | Malechesa Tjabane  |   |
|  | 'Mantaoleng Tlali  |   |
| Kizito Makumbi, Administration and Logistics<br>Chris Mshamba, Logistics | WFP  |   |
| February 21  | Itumeleng Mosala, Senior Economic Planner  | Ministry of Social Development  |
|  | Motsamai Mahahabisa, Food Safety Program Manager   | Ministry of Health, Food Safety Programme                                     |
|  | Paramente Phamotse, Chief Executive  | Ministry of Education and Training  |
|  | Matseliso Morahanye, Coordinator School Feeding  |   |
|  | Mabafokeng Sekaleli, Finance   |   |
|  | Mamajone Molelle, Finance  |   |
|  | Mamaime Motanyane, Deputy Director<br>Thabang Sekeleoane, Controller of Stores<br>Ntsoaki Tau-Futo, Plans and Programmes | Food Management Unit  |
| February 22  | John Kinney CEO  | National Management Agency  |
|  | George K. Ben Project Manager  |   |
|  | Salim A. Razvi Director (not met by ET)  | TJ General Traders  |
|  | Mantopi Lebofa, Director, Technologies for Economic Development  | NGOs  |
|  | Maine Makula, Director, Red Cross Society of Lesotho   |   |
|  | Morake Raleaka, Director, Lesotho National Olympic Committee   |   |
|  | Paul Mokoai, Director, World Vision  |   |
| Lehlohonolo Moretlane, Head of Programmes, World Vision                  |  |   |

|             |   |   |
|-------------|---|---|
| February 22 | Mpaki Makara Principal Nutrition Officer  | Ministry of Agriculture,<br>Agricultural Nutrition<br>Department                          |
| February 23 | Mokete Khobotle, Social Protection Officer<br>Gbetoho Joachim Boko, Social Protection Advisor<br>Mariam Homayoum, Head of Governance and Social Protection  | UNICEF<br>World Bank<br>European Union  |
| February 27 | Teachers and Principal (4)<br>School Board (3)<br>Cooks (2)<br>Community members (5)<br>Children (2 groups, boys and girls)<br><br>Maphoma Masola, Red Cross<br>Manyeoe Tsoho, FNCO<br>Matseko Tseole, FNCO<br>Lerato Ntho, Ministry of Trade<br>Lineo Rakolobe, Msizi Africa<br>Mpolokeng Pita, SSRFU<br>Lijeng Mokati, MOH<br>Rabolou Mapesa, WFP<br>Mabele Khaile, Centre for Impact on Lives<br>Elizabeth Moletsane, Lesotho Correction Service                       | St. Stephen's Primary<br><br><br><br><br><br><br>Mohale's Hoek<br>District Nutrition Team |
| February 28 | Teachers and Principal (4)<br>Parents (7)<br>School Board (3)<br>Former Caterers (5)<br>Community members (17)<br>Children (2 groups, boys and girls)   | Nko-ea-Khomo Primary  |
| March 01    | Teachers and Principal (4)<br>Cooks (7)<br>Children (3 groups, boys, girls mixed)<br>Parents and community (6)<br><br>Ntsilane Baholo, DMA<br>Maseboele Mosenya, Lesotho Police, Gender Protection<br>Lomile Manyeli, Lesotho Correction Service<br>Ramakau Sokoane, MOET<br>Mpho Mahlaha-Lesia, FNCO<br>Maphunye Thamae, MGYSR<br>Mathe Koatsa, MOH DHMT<br>Maliako Posholi, WFP<br>Neko Hababa, Lesotho Red Cross Society<br>Nthabiseng Mantutle-Khoele, MAFS Nutrition | Koali Primary<br><br><br><br><br><br><br>Berea<br>District Nutrition Team                 |
| March 02    | Teachers and Principal (3)<br>Caterers (2)<br>Children (2 groups, girls, mixed)   | Tsereokane Primary  |

|          |                                  |                         |          |
|----------|----------------------------------|-------------------------|----------|
|          | Parents (5)                      |                         |          |
|          | Teachers and Principal (3)       | Teyateyaneng            | (TY) LEC |
|          | Caterers (3)                     | Primary                 |          |
|          | Children (2 groups, girls, boys) |                         |          |
|          | Parents (4)                      |                         |          |
|          | Community members (5)            |                         |          |
| March 05 | Tsebo Thubathiba, MOH DHMT EHD   | Maseru                  |          |
|          | Maliako Posholi, WFP             | District Nutrition Team |          |
|          | Mphainyane Mphato, EGPAF         |                         |          |
|          | Masitsane Nthulanyane, MOET      |                         |          |
|          | Mampuo Motsamai, DA Office       |                         |          |
|          | Likese Lerotholi, Lesotho, CS    |                         |          |
|          | Mamolibeli Ngakane, MGYSR        |                         |          |
|          | Phomolo Mohotlane, MSD           |                         |          |

***National Cost Assessment***

The National Cost Assessment (NCA) provided an analysis of all operational costs incurred by the school meals programme. Its aim was to determine the total cost of the programme and the relative weight of its components, providing a reliable basis for recommendations on areas such as cost optimization and the re-design of delivery models for greater cost-efficiency. As a descriptive tool, the NCA integrated information coming from multiple national and local sources to provide a unified financial picture of the national school meals programme to all stakeholders.

The NCA for Lesotho uses data for 2017, the most recent year for which data is available. Data covering the number of child beneficiaries for 2017 was provided by SSRFU (Table 3, section 2.1.). A summary of information sources for the analysis is provided in Table A8.1. This information was used to calculate the costs of school feeding per child per year and per day by delivery model. The data analysis is presented in tables and pie charts in the main report. The report then compares Lesotho’s results with those from other countries.

**Table A8.1. National Cost Assessment data checklist**

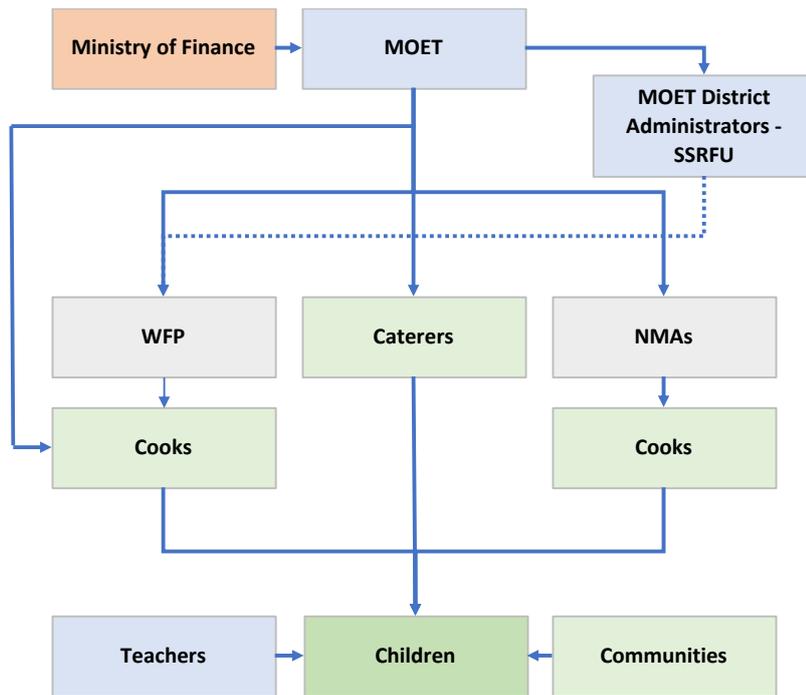
| Type of Data                            | Source                   |  | Available |
|---|--------------------------|--|-----------|
| Total expenditure on Caterers, and NMAs | Government               | MOET Accounts department   | Yes       |
| Management and Administration costs     | Government               | MOET human resources, SSRFU Director and the 2017/2018 Budget Book | Yes       |
| Capital costs                           | Government, WFP, Schools | MOET, WFP, and School Principals (school-cost survey)              | Yes       |
| WFP expenditures by cost category       | WFP                      | WFP CO (Logistics, and Finance and Administration departments)     | Yes       |
| Total contributions per year            | Community                | School/Household Surveys.  | Yes       |

The flow of funds chart provided in Figure A8.1 allows the reader to follow the cost analysis process, but also highlights the centralised nature of the SFP in Lesotho. Funds flow from the Ministry of Finance to the MOET, which then allocates 46 percent of the funds to WFP.<sup>70</sup> WFP uses the funds to procure food internationally and to transport them to schools through the FMU. The MOET directly contracts Cooks selected by WFP schools to prepare food. Therefore, to ensure parity across models, WFP costs include MOET payments to Cooks.<sup>71</sup> Remaining funds are directed through Caterers (36 percent) and NMAs (18 percent) who procure, transport and prepare food for pupils. Unlike WFP NMAs are also responsible for the contracting of Cooks. Unlike with the other two models, the MOET released funds to WFP in October 2016 in advance of the 2017 academic year. Both Caterers and NMAs are paid in arrears.

<sup>70</sup> WFP personal communication, March 2018

<sup>71</sup> The ET stripped out WFP Cooks costs from the total government 2017 payment to Cooks and Caterers of M79,729,670.33 at the rate of 0.59 which represents the average across the Cooks’ payment share per child per day, the proportion of Cooks to Caterers, and WFP Cooks’ share of beneficiaries. This calculation gives M47,040,505.49 as the total MOET fund allocation to WFP Cooks for 2017 which was added to the Management and Administration costs of WFP

**Figure A8.1. Financial Flows of the School Feeding Programme**



Source, Authors based on national, district and school KIIs and FGDs in March 2018

Central level governance costs are carried by the SSRFU. SSRFU staff are also present in all 10 of Lesotho's districts and are paid directly from the central SSRFU budget. All SFP costs incurred by WFP are paid from the country office budget. The ET was therefore able to determine overall administrative costs from central budgets and SSRFU costs (transportation, staff, and management and administration) were apportioned to all three models based on their respective beneficiary shares.

Given that the SFP is the single most important programme run by WFP in Lesotho it is assumed that 97 percent of WFP country office costs are incurred by activities that relate directly or indirectly to the SFP. The ET tested this assumption by reducing the activity share to 80 percent which had no effect on the overall analysis. For the WFP model, a cost breakdown was possible against five cost categories: commodities; logistics, storage and utilities; management and administration; staff; and capital. While this categorisation was not possible for the Caterers and NMA models because of the way in which the MOET makes an all-inclusive payment to these service providers, the ET calculated category costs for Caterers using shares estimated from expenditure data collected during school visits, multiplied by the total government payment to Caterers. Category costs for NMAs were calculated on the basis of WFP cost category shares multiplied by the total payment to NMAs. These calculations allow a comparative picture of how costs are spread across cost categories in line with the WFP model.

The ET found no voluntarism on the part communities in Lesotho. Communities and schools (through the actions of teachers) do nevertheless incur indirect costs as a result of their contributions to the SFP. For example, teachers use part of their time on school feeding activities (monitoring food preparation, helping children form feeding queues, recruiting Cooks and/or Caterers, etc.) even though they are not hired to do so. These indirect staff costs were reviewed under the quantitative and qualitative surveys with overall costs estimated on a *pro rata* basis.<sup>72</sup> Members of the community may contribute to SFP by lending out their cooking utensils. These contributions go through schools to the Cooks, Caterers and NMAs and were identified using both the SHHS and ET surveys and incorporated into the NCA analysis.

<sup>72</sup> Tools 1 and 3 are provided in the Inception Report package

To estimate annual costs for one-off expenses (examples include kitchen and storage infrastructure costs that are not recurrent but paid once and last for a certain number of years), the ET divided the cost of the item by its projected lifespan. For example, it was assumed a kitchen would last for ten years before needing major repairs.

#### **Box A8.1. Assumptions behind MOET 2018 budget cost projections**

The ET estimate it would cost government M285,486,167.20 in the 2018 fiscal year to bring the NSFP budget up-to-date in line with practice in 2017. The assumptions behind this analysis are provided in Box A8.1. Adjustments to address reported risks of indebtedness among Cooks and Caterers in relation to costs and inflation are included. In making this analysis, the ET emphasise the 42.9 percent increase is considerably lower than the inflation-adjusted rate of M9.00 government would have been paying in 2017 had rates been sustained over the evaluation period (157 percent above current payment rates), and is considered appropriate to the sustainability needs of the programme. The assumptions behind this 47 percent rise over the 2017 budget include:

- 338,750 primary school children beneficiaries (the same number as in 2017);
- All children fed for all 180 days of the school year;
- The same share of beneficiaries for each of the delivery models;
- No change to MOET's 2017 payment to WFP;
- A 42.9 percent increase in payments per child per day to NMAs in line with the recommendations of NMA1 in its September 2017 report;
- An equivalent increase 42.9 percent in Caterers' payments bringing them to M5.00 per child per day, and;
- No change to the school menu of each delivery model

#### ***School and Household Survey (Quantitative)***

The SHHS provided a quantitative analysis of school and household level costs and contributions to the school meals programme using a structured questionnaire. Its aim was to determine the indirect costs of the programme to schools alongside assessments of the levels of current and historical household participation in the programme as Cooks, Caterers, labourers or the providers of food, fuel and wider services. The SHHS also assessed household perspectives of the factors (positive and negative) that influenced community engagement in the programme, and provided an observational review of the status of school water, sanitation, storage and kitchen infrastructure. Calculations of appropriate levels of precision, confidence, and variability for this study are based on the formula stated in Box A8.2 with the derived estimate in Table 8.2.

**Box A8.2. Statistical sample size calculation for quantitative school and household structured questionnaire surveys by research assistants:**

$$n = [(D)(1.96+0.84)^2 (P_1(1 - P_1) + P_2(1 - P_2))] / [(P_1-P_2)]^2$$

**Where:**

- *n* is the required minimum sample size (households),
- *Z<sub>α/2</sub>* is a factor to achieve the 95% level of confidence (Corresponding tabular value of 1.96), with the 80% power of a test whose tabular value of 0.84 used as an input for sample size determination
- *P<sub>1</sub>* is the anticipated proportion for the key indicator (proportion of households with enrolled students) at 50% onset of the programme
- *P<sub>2</sub>* is the anticipated proportion for the key indicator (proportion of households with enrolled students) at 50% after the project implementation with a minimum 10% change due to the school feeding programme
- *D* is the square root of design effect of 1.6, with assumption of 7-10% intra class correlation of two household respondents from within the same school (enumeration) area
- (*P<sub>1</sub>-P<sub>2</sub>*) is the acceptable margin of error between actual and estimate survey value (10%)

**Table A8.2. Estimated sample size for households**

| 95% level of confidence (Zα/2) | 80% power of a test | P <sub>1</sub> | 1-P <sub>1</sub> | P <sub>2</sub> | 1-P <sub>2</sub> | D   | P <sub>1</sub> -P <sub>2</sub> | (P <sub>1</sub> -P <sub>2</sub> )* (P <sub>1</sub> -P <sub>2</sub> ) | 10% non-response | Final sample size |
|--------------------------------|---------------------|----------------|------------------|----------------|------------------|-----|--------------------------------|--|------------------|-------------------|
| 1.96                           | 0.84                | 0.50           | 0.50             | 0.60           | 0.40             | 1.6 | 0.10                           | 0.01   | 66               | 594               |

15 households were interviewed for each of 44 schools visited giving a total sample of 660 households, significantly higher than the 594 estimate. The 44 schools visited by the SHHS had a total enrolment of 15,528 children representing over 4.5 percent of all primary school children. To ensure comparative analyses and assess consistency of findings, all schools visited by the ET for the qualitative survey were also visited under the SHHS, and SHHS teams were asked to provide qualitative feedback of findings that were not reported under the survey. The three SHHS questionnaires used are provided below.

**Figure A8.2. SHHS Tool 1. School-level Costs**

| Identification Data                                       |      |       |            |   |        |
|---|------|-------|------------|---|--------|
| 1. Date of interview:                                     |      |       |            |   |        |
| 2. Place of interview (village, district, name of office) |      |       |            |   |        |
| 3. Details of interviewees:                               |      |       |            |   |        |
| NO  | NAME | TITLE | (Tick one) |   | MOBILE |
|   |      |       | M          | F |        |
| 1   |      |       |            |   |        |
| 2   |      |       |            |   |        |
| 3   |      |       |            |   |        |
| 4   |      |       |            |   |        |
| 5   |      |       |            |   |        |
| 6   |      |       |            |   |        |
| 7   |      |       |            |   |        |
| 8   |      |       |            |   |        |
| 9   |      |       |            |   |        |
| 10  |      |       |            |   |        |
| 1. General Information                                    |      |       |            |   |        |



|  |  |  |                                      |                                    |  |
|--|--|--|--------------------------------------|------------------------------------|--|
| 2.19   | Additional comments: In this case, for which reason(s) weren't you able to provide feeding everyday?                               |  |                                      |                                    |  |
| <b>3. School Feeding (SF) features and funding</b> |  |  |                                      |                                    |  |
| 3.1  | Which school feeding model does this school fall under   | <input type="checkbox"/> Caterers      | <input type="checkbox"/> Cooks (WFP) | <input type="checkbox"/> NMAs      |  |
| 3.2  | For how long has the school being under the current SF model?  |  |                                      |                                    |  |
| 3.3  | Is there a quality assessment of the food provided to the children?  | <input type="checkbox"/> Yes           | <input type="checkbox"/> No          |                                    |  |
| 3.4  | If yes, who is performing this control?  | <input type="checkbox"/> Principal     | <input type="checkbox"/> Teachers    | <input type="checkbox"/> Other:    |  |
| 3.5  | Are there other members of staff who do SF related activities (e.g. helping pupils form feeding queues, monitoring cooks, etc.)?   | <input type="checkbox"/> Yes           | <input type="checkbox"/> No          |                                    |  |
| 3.6  | If yes, who (their role) and how many on a standard day?   | Role :                                 | Role :                               | Role :                             | Total  |
| 3.7  | During a typical week, how many hours do staff spend on SF-related activities?   |  |                                      |                                    |  |
| 3.8  | Is there a kitchen in the school?  | <input type="checkbox"/> Yes           | <input type="checkbox"/> No          |                                    |  |
| 3.9  | If yes, what is the size (in square meters)?   |  |                                      |                                    |  |
| 3.10   | What is the condition?   | <input type="checkbox"/> Bad           | <input type="checkbox"/> Poor        | <input type="checkbox"/> Avg.      | <input type="checkbox"/> Good <input type="checkbox"/> Very good |
| 3.11   | Is there a canteen or a dining room (room specifically dedicated for the feeding )?  | <input type="checkbox"/> Yes           | <input type="checkbox"/> No          |                                    |  |
| 3.12   | If yes, what is the size (in square meters)?   |  |                                      |                                    |  |
| 3.13   | What is the condition?   | <input type="checkbox"/> Bad           | <input type="checkbox"/> Poor        | <input type="checkbox"/> Avg.      | <input type="checkbox"/> Good <input type="checkbox"/> Very good |
| 3.14   | Do the parents or the community contribute in kind for school feeding? If yes, what are their 3 main contributions? (Rank 1, 2, 3) | <input type="checkbox"/> Yes           | <input type="checkbox"/> No          |                                    |  |
|  |  | Labour                                 | Food                                 | Fuel                               | Utensils Other   |
| 3.15   | If yes, what is the monetary value of each of these contributions in one year?   | Labour                                 | Food                                 | Fuel                               | Utensils Other   |
| 3.16   | Does the school produce food?  | <input type="checkbox"/> Yes           | <input type="checkbox"/> No          |                                    |  |
| 3.17   | If yes, what type of production do they engage in?   | <input type="checkbox"/> School garden | <input type="checkbox"/> School Farm | <input type="checkbox"/> Livestock | <input type="checkbox"/> Poultry                                 |
| 3.18   | Does the school use some of its produce for school feeding?  | <input type="checkbox"/> Yes           | <input type="checkbox"/> No          |                                    |  |
| 3.19   | If yes, what was the total estimated monetary value of the produce used for school feeding in 2017?                                | M                                      |                                      |                                    |  |
| 3.20   | Additional comments (if schools produce their own food, briefly outline what is produced and the quantity):                        |  |                                      |                                    |  |
| 3.21   | <b>(School Support) Staff costs</b>  |  |                                      |                                    |  |
| 3.22   | Are there any school support staffs who work on school feeding?  | <input type="checkbox"/> Yes           | <input type="checkbox"/> No          |                                    |  |

|      |   |   |   |   |  |
|------|---|---|---|---|--|
| 3.23 | How much are they paid/compensated each month? If some of them are not paid in cash, or if they receive additional non-cash incentives, please precise how they are compensated and calculate the total monetary value of their compensation) | per cook<br>per kitchen staff<br>per storekeeper<br>per watchman<br>per cleaner<br>per _____<br>per _____<br>per _____<br>per _____ | Cash M<br>_____<br>_____<br>_____<br>_____<br>_____<br>_____<br>_____ | Non-cash<br>_____<br>_____<br>_____<br>_____<br>_____<br>_____<br>_____ | Value M<br>_____<br>_____<br>_____<br>_____<br>_____<br>_____<br>_____ |
| 3.24 | Additional comments:  |   |   |   |  |
| 3.25 | <b>Capital costs</b>  |   |   |   |  |
| 3.26 | Did the school build or rehabilitate a structure to serve as a kitchen for school feeding? If yes, provide year.  | <input type="checkbox"/> Yes; Year _____  |   | <input type="checkbox"/> No   |  |
| 3.27 | If yes, how much did this construction/rehabilitation cost?   | M   |   |   |  |
| 3.28 | If yes, how many years should this structure remain in use?   |   |   |   |  |
| 3.29 | Who paid for this construction/rehabilitation?  | <input type="checkbox"/> Government   |   | <input type="checkbox"/> WFP <input type="checkbox"/> Other             |  |
| 3.30 | Did the school build or rehabilitate a structure to serve for food storage? If yes, provide the year.   | <input type="checkbox"/> Yes; Year _____  |   | <input type="checkbox"/> No   |  |
| 3.31 | If yes, how much did this construction/rehabilitation cost?   | M   |   |   |  |
| 3.32 | If yes, how many years should this structure remain in use?   |   |   |   |  |
| 3.33 | Who paid for this construction/rehabilitation?  | <input type="checkbox"/> Government   |   | <input type="checkbox"/> WFP <input type="checkbox"/> Other             |  |
| 3.34 | Additional comments:  |   |   |   |  |
| 3.35 | <b>Other running costs</b>  |   |   |   |  |
| 3.36 | How much money is spent on school feeding-related maintenance (cleaning supplies, kitchen repairs, painting, etc.) in one schoolyear?   | M   |   |   |  |
| 3.37 | Do Caterers/Cooks use school water to prepare feeding ?   | <input type="checkbox"/> Yes  |   | <input type="checkbox"/> No   |  |
| 3.38 | Can you say they use more or less water relative to what the school would use?  | <input type="checkbox"/> More   |   | <input type="checkbox"/> Yes  |  |
| 3.39 | How much money is spent on water per year (excl. transport or labour)?  | M   |   |   |  |
| 3.40 | How much money is spent on electricity per year (excl. transport or labour)?  | M   |   |   |  |
| 3.41 | Who pays for these running costs?   | <input type="checkbox"/> Government   |   | <input type="checkbox"/> Parents <input type="checkbox"/> Other         |  |
| 3.42 | Additional comments:  |   |   |   |  |
| 3.43 | <b>Other costs</b>  |   |   |   |  |
| 3.44 | Are there any other costs associated with school feeding that were not asked about in this questionnaire? If yes, what are they?  |   |   |   |  |

|      |   |   |
|------|---|---|
| 3.45 | How much money is spent on these other costs in one schoolyear? | M |
| 3.46 | Who pays for these other costs?                                 |   |
| 3.47 | Additional comments:  |   |

**Figure A8.3. SHHS Tool 2. Structured Interview Checklist for Household Heads**

| <b>Site Identification Data</b>     |   |
|-------------------------------------|---|
| 1.                                  | Date of interview   |
| 2.                                  | Place of interview (village, district, name of office)  |
| 3.                                  | District  |
| 4.                                  | Constituency  |
| 5.                                  | Local Community Council   |
| 6.                                  | Village   |
| 7.                                  | School  |
| 8.                                  | Geographical Location <input type="checkbox"/> Urban <input type="checkbox"/> Rural   |
| 9.                                  | Ecological Zone <input type="checkbox"/> Lowlands <input type="checkbox"/> Foothills <input type="checkbox"/> Mountains <input type="checkbox"/> Senqu River Valley |
| 10.                                 | Delivery Model <input type="checkbox"/> Caterers <input type="checkbox"/> WFP <input type="checkbox"/> NMA  |
| <b>Personal Identification Data</b> |   |
| 11.                                 | Name of the interviewee   |
| 12.                                 | Position of the interviewee in household  |
| 13.                                 | Phone number  |
| 14.                                 | Is there any member of this household who is a cook at the local school? <input type="checkbox"/> Yes <input type="checkbox"/> No                                   |
| 15.                                 | Has a member of this household ever been a cook at the local school? <input type="checkbox"/> Yes <input type="checkbox"/> No                                       |
| 16.                                 | When was that? (year)   |
| 17.                                 | For how many months have you or other members of the household been a cook at the local school  |
| 18.                                 | Did you serve continuously as a cook over this period? <input type="checkbox"/> Yes <input type="checkbox"/> No #Years:   |

**A. Benefits of School Feeding**

1. Did your child receive a meal everyday he/she attended school last month? Yes.....1  
No.....2
2. Did your child ever receive morning snack/porridge? Yes.....1  
No.....2
3. When your child is at school, does that reduce the amount of time you spend preparing lunch? Yes.....1  
No.....2
4. If yes, how do you use your extra time?  
(You can answer two different ways) Household chores.....1  
Rest/leisure.....2  
Income-earning activity.....3  
Farm/livestock work.....4  
Child care.....5  
Other .....6
5. Does your child bring part of the food from school to share with the household? Yes, always.....1  
Most days, 3-4 days per week.....2  
Sometimes, 1-2 days per week.....3  
Rarely.....4  
Never.....5

6. How does school feeding benefit your child?  
**(record all mentioned)**
- Child gets food.....1
  - Child is more active/attentive.....2
  - Child is learning.....3
  - Child is healthier.....4
  - Child has more opportunity in life.....5
  - Other.....
7. When your child eats at school, do you spend less money on food in household?
- Same amount of money.....1
  - Less money.....2
  - More.....3
8. Do you sell anything to the school for school feeding?  
**(record all mentioned)**
- None.....1
  - Firewood.....2
  - Vegetables.....3
  - Other food.....4
  - Labour.....5
  - Water .....6
  - Renting (e.g. donkeys, utensils, etc) .....7
- B. Parents participation in the school**
1. Are you a member of the Parents-Teacher Association(PTA) or School Feeding Committee?
- 1 = Yes
  - 2 = No
2. Do you participate in managing the school meal programme?
- 1 = Yes
  - 2 = No
3. How many times did you visit the school last year? Number of times

**Figure A8.4. SHHS Tool 3. School Infrastructure Assessment Checklist**  
(School Heads/Teachers and ECCD managers in Selected Schools)

|   |   |
|---|---|
| <b>a. IDENTIFICATION DATA</b>   |   |
| 1. Date of interview:   |   |
| 2. Place of interview (village, district, name of office):                            |   |
| 3. Name of the School/ECCD:   |   |
| 4. 4.1. Type of school (Choose one):  | 1. Catering                      2. NMA                      3. WFP                               |
| 4.2. If ECCD, name of donor(s):   |   |
| <b>5. Latrines</b>  |   |
| 5.1 Do you have latrines?   | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A             |
| 5.2 Total number of latrines in the school/ECCD.<br>Total: _____                      | Number of functioning latrines in the school/ECCD.<br>Total: _____                                |
| 5.3 Are the functioning latrines/latrine blocks separated for teachers and learners?  | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A             |
| 5.4 Are the functioning latrines/latrine blocks separated for boy and girl learners?  | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A             |
| 5.5 If yes, how many latrines for each?   | Total functioning latrines for boy child _____<br>Total functioning latrines for girl child _____ |
| 5.6. Is the latrine well designed to fit the age and physical ability of the children | Yes well designed<br>Not it is difficult to be used by children                                   |

|  |   |
|--|---|
| 5.7 What is the current condition of functioning latrines?   | <input type="checkbox"/> Clean and well maintained<br><input type="checkbox"/> Dirty, not well maintained<br><input type="checkbox"/> Broken but still being used<br><input type="checkbox"/> Does not have hand washing facilities within or near the toilets<br><input type="checkbox"/> Soap is always available for hand washings<br><input type="checkbox"/> Other, specify_____                                 |
| 5.8 What is the current conditions of non-functioning latrines   | <input type="checkbox"/> It is in good condition (nothing is broken)<br><input type="checkbox"/> It does not have partition (partition broken)<br><input type="checkbox"/> Door was broken <input type="checkbox"/> Pit latrine was broken or full<br><input type="checkbox"/> Washbasin was broken<br><input type="checkbox"/> Other, specify  |
| 5.9 How does the school manage and maintain the latrines?<br>(More than one response is possible)                    | <input type="checkbox"/> Train students and take turns to clean latrines sometimes<br><input type="checkbox"/> Keep soap/hand washing facilities within or near the toilets sometimes<br><input type="checkbox"/> Lock latrines at school vacation<br><input type="checkbox"/> Ensure washbasin is full of water.<br><input type="checkbox"/> Clean shoes out of latrines.<br><input type="checkbox"/> Other, specify |
| <b>6.School/ECCD Gardens</b>   |   |
| 6.1 Does the school/ECCD have a garden?  | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A   |
| 6.2 Is the garden fenced?  | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A   |
| 6.3 Do you usually plant crops in your garden?   | <input type="checkbox"/> Yes <input type="checkbox"/> No  |
| 6.4 When last did plant crops in your garden? (Year)   |   |
| 6.5 Which crops do you normally grow in your garden?   | <input type="checkbox"/> Cereals <input type="checkbox"/> Vegetables <input type="checkbox"/> Pulse<br><input type="checkbox"/> Other (specify)   |
| 6.6. Do the children consume the crops?  | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A   |
| <b>7.Kitchen:</b>  |   |
| 7.1 Does the school/ECCD have a kitchen?   | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A   |
| 7.2 If yes, what is the current condition of the kitchen?<br>(More than one response is possible)                    | <input type="checkbox"/> Good condition<br><input type="checkbox"/> Few kitchen utensils<br><input type="checkbox"/> Clean cooking and eating equipment<br><input type="checkbox"/> Leaking roofs<br><input type="checkbox"/> Flooded at rainy season<br><input type="checkbox"/> Other.....  |
| 7.3 Does the school/ECCD has a stove?  | <input type="checkbox"/> Yes <input type="checkbox"/> No  |
| 7.4 Type of stove used   | Modern stove <input type="checkbox"/> Local or traditional <input type="checkbox"/> Other (specify)___  |
| 7.4 Does the school have energy-saving stoves?   | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A   |
| 7.5 If yes, what is the condition of the energy-saving stoves?   | <input type="checkbox"/> Good condition and function well<br><input type="checkbox"/> Poor condition but still work<br><input type="checkbox"/> Broken, not functioning<br><input type="checkbox"/> Other, specify_____   |
| 7.6 How does the school/ECCD manage and maintain the energy-saving stoves?   | <input type="checkbox"/> Try to maintain to avoid broken<br><input type="checkbox"/> Community and school to contribute firewood<br><input type="checkbox"/> Other, specify_____  |
| 7.7 Does the school/ECCD have clean cooking and eating equipment, consistent with acceptable standards prior to use? | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A   |
| 7.8 Is there a hand washing station in the kitchen area?   | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A   |
| 7.9 Is water accessible in the kitchen where needed, at all times?   | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A   |
| 7.10 Is the kitchen area well ventilated?  | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A   |

| <b>8.Feeding area:</b>  |  |
|---|--|
| 8.1 Does the school/ECCD Centre have a feeding area(dining hall)  | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A  |
| 8.2 If yes, what is the condition of the current feeding area?<br><i>(More than one response is possible)</i>       | <input type="checkbox"/> Good and clean<br><input type="checkbox"/> Floor is dry<br><input type="checkbox"/> Has good ventilation (window)<br><input type="checkbox"/> Enough seats for learners<br><input type="checkbox"/> Leaking roofs<br><input type="checkbox"/> Broken door / windows<br><input type="checkbox"/> Damaged walls<br><input type="checkbox"/> No walls<br><input type="checkbox"/> Other  |
| 8.3. How do you manage the feeding area/dining hall for proper use?<br><i>(More than one response is possible)</i>  | <input type="checkbox"/> open windows during day time<br><input type="checkbox"/> Keep dining room clean<br><input type="checkbox"/> Set up schedule for dining<br><input type="checkbox"/> Other, specify_____  |
| <b>9.Water Source:</b>  |  |
| 9.1 Does the school have year round access to clean and safe water source for drinking and cooking?                 | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A  |
| 9.2 If yes, what are they? And How many?  | <input type="checkbox"/> Drilled well_____<br><input type="checkbox"/> Rain water catchment_____<br><input type="checkbox"/> Boreholes_____<br><input type="checkbox"/> Other (Specify) _____  |
| 9.3 How many (percent) of learners use <b>safe</b> drinking water?  | <input type="checkbox"/> 0%<br><input type="checkbox"/> <50%<br><input type="checkbox"/> 51% - 70%<br><input type="checkbox"/> 71 - 100%   |
| 9.4 How do you manage and maintain the drilled wells/water stations?<br><i>(More than one response is possible)</i> | <input type="checkbox"/> Repair by own staff with local spare parts.<br><input type="checkbox"/> Remind learners/children regularly to put wastes in bins<br><input type="checkbox"/> Take turn to each class to clean the compound.<br><input type="checkbox"/> Lock hand pump/ water station at night time/school vacation<br><input type="checkbox"/> Other, specify  |
| 9.5 Does the school/ECCD have suitable facilities accessed by children/learners with special needs?                 | <input type="checkbox"/> Yes <input type="checkbox"/> No   |
| 9.6 If yes, what facilities?<br><i>(More than one response is possible)</i>   | <input type="checkbox"/> Latrines for children with special needs<br><input type="checkbox"/> Well for children with special needs<br><input type="checkbox"/> Building/library/classroom <input type="checkbox"/> Other, specify  |
| 9.7 Does the school/ECCD have soap and water at a hand washing station/facility?                                    | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A  |
| 9.8 If yes, is it commonly used by students?  | <input type="checkbox"/> Yes, regularly <input type="checkbox"/> Yes, sometimes <input type="checkbox"/> Rarely<br><input type="checkbox"/> Never  |
| <b>10.Food storage and preparation:</b>   |  |
| 10.1 Does the school/ECCD Centre have storeroom?  | <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> N/A  |
| 10.2 If yes, what is the condition of the current storeroom(s)?<br><i>(More than one response is possible)</i>      | <input type="checkbox"/> Good cleaning <input type="checkbox"/> Floor is dry<br><input type="checkbox"/> Pallets for food storage <input type="checkbox"/> Door is locked well<br><input type="checkbox"/> Security guard at night time/school vacation<br><input type="checkbox"/> Foods are stored in order <input type="checkbox"/> Leaking roofs<br><input type="checkbox"/> Broken windows/door <input type="checkbox"/> Damaged walls<br><input type="checkbox"/> No walls <input type="checkbox"/> Food was stored off ground<br><input type="checkbox"/> Other |
| 10.3 How do you maintain the storeroom?   | <input type="checkbox"/> Close windows and lock properly before leaving<br><input type="checkbox"/> Keeps storeroom clean and ventilated<br><input type="checkbox"/> Damaged foods taken away from storeroom<br><input type="checkbox"/> Recorded all foods in and out<br><input type="checkbox"/> Set up schedule for storeroom security<br><input type="checkbox"/> Other, specify   |

The qualitative survey provided a comparative analysis of different stakeholder perspectives of the quality, performance and history of the school feeding programme at the national, district, school and community levels. School level interviewees included principals and teachers, children (separate groups of boys and girls), parents, and community groups. Its aim was to cross reference multiple factors including, but not limited to: parent and teacher paid and voluntary commitments to school meals services; the integration of school meals with the comparative primary school education performance of girls and boys, as well as social protection, nutrition, local production and wider development objectives; past and current Cook and Caterer employment rates and outcomes, including an analysis of incomes, expenditures, cash flows and debt; farmer participation, organisation and engagement in market systems; the availability of complementary services and institutional support; historical and current levels community commitments and costs; the views of schools, parents and children as to the quality and performance of the different delivery models and menus, and; the alignment of school meals services and institutional processes with national policies. The full range of questions used for interviews with each stakeholder was provided in the inception report and is not repeated here due to length.

**Figure A8.5. Qualitative Analysis Tool (national example)**

*Key Informant/Group Interviews with Government, Ministry of Education and Training, FMU and Trust Fund Staff*

| IDENTIFICATION DATA                                    |      |       |     |        |
|--|------|-------|-----|--------|
| Date of interview:                                     |      |       |     |        |
| Place of interview (village, district, name of office) |      |       |     |        |
| Details of interviewees:                               |      |       |     |        |
| NO   | NAME | TITLE | M/F | MOBILE |
| 1  |      |       |     |        |
| 2  |      |       |     |        |
| 3  |      |       |     |        |
| 4  |      |       |     |        |

### Sample questions

1. Please can you briefly explain the history of Lesotho school feeding? (Context/relevance).
2. Explain how it has evolved over time into areas of social protection, employment creation and poverty alleviation? (Context/relevance)
3. Please briefly describe to what extent did the adaptation of the School Feeding Programme into different models, remain relevant to the needs of boys, girls, men and women, and aligned to Government priorities and WFP policies? (Relevance)
4. What are the main challenges (Management, Programming/Operational, Staffing, Partnership, and Funding, for each model?) (Challenge)
5. Is there a multi-sectoral steering committee coordinating the implementation of School Feeding at the national level? If yes, please identify which sectors are parts of this steering committee (e.g. Education, Health, Agriculture, Social Protection, Local Government, Water, etc.). (Coordination)
6. Please briefly describe to what extent has School Feeding Programme achieved intended education (and nutrition, health and livelihood) outcomes for boys and girls, men and women, over the period under review? (Effectiveness)

7. What are the long-term effects (positive or negative, intended or unintended) of the school feeding program on the lives of boys and girls targeted; the households of caterers and cooks? (Impact)
8. Is there evidence that school feeding has contributed to increased livelihood opportunities, social protection, nutrition, and incomes for men and women, especially in the rural areas? (Impact)
9. What are the main factors behind the overall results for the School Feeding? [Note: emphasise the key internal and external factors influencing these results]
10. What are the best practices and key lessons emerging from the School Feeding? What are the key questions you are left with in relation to needs of ECCD children, children with special needs (blind and deaf), and children with special dietary needs e.g. diabetic children. (Sustainability)
11. How did you integrate gender into the School Feeding? [Design, implementation, M&E and staffing Please talk also about "gender-mainstreaming" in other WFP activities by emphasizing main limitations/achievements (if any) encountered. (Gender)
12. What capacity building was conducted? How successful was it? [Note: ask about the modality and uptake] (Government, NMA, etc.) (capacity building)
13. In the future School Feeding what would you do differently? What adjustments are required to the design and implementation of the School Feeding Programme to make it an effective shock-responsive social protection instrument while enhancing its contribution to other developmental objectives? (Models, approach, collaboration and coordination. E.tc) (Recommendation)
14. ANY OTHER INFORMATION? REQUEST STATISTICS.

**Figure A8.6. Qualitative Analysis Tool (school example)**

*Key Informant/Group Interviews with Caterers*

| <b>IDENTIFICATION DATA - Caterers</b>                  |             |              |            |               |
|--|-------------|--------------|------------|---------------|
| Date of interview:                                     |             |              |            |               |
| Place of interview (village, district, name of office) |             |              |            |               |
| Details of interviewees:                               |             |              |            |               |
| <b>NO</b>  | <b>NAME</b> | <b>TITLE</b> | <b>M/F</b> | <b>MOBILE</b> |
| 1  |             |              |            |               |
| 2  |             |              |            |               |
| 3  |             |              |            |               |
| 4  |             |              |            |               |

- 1 Please describe the history of the Catering program since its planning and start date? (Targeting, Management, contractual and time arrangements with government and other donors) (General)
- 2 How are caterers selected? Contracted? (Effectiveness)
- 3 How is responsibility, accountability and outreach addressed? Is the balance of responsibility appropriate? (Efficiency)

- 4 What are your measures for outreach support? What Monitoring and Evaluation is undertaken? (Coordination)
- 5 What feedback have you received from the schools, and others on satisfaction with the project as a whole and the diet specifically? (Efficiency, coordination)
- 6 Have there been any cases of resistance or areas where attitudes of communities need to change? (Effectiveness)
- 7 What are the challenges and successes faced so far and how do you plan to address them? (Effectiveness)
- 8 How do you believe the Caterers model supports local livelihoods? Alleviation of local poverty? What examples have there been of any successes so far? (Relevance, Impact)
- 9 In what ways has school feeding contributed to local economic growth, salaries or wages? What examples can you give to illustrate this? (Impact)
- 10 How do you link up with the other ministries, civil societies, local leaders and NGOs supporting school feeding? Explain. (Coordination)
- 11 How are the Caterer finances managed from the fund disbursement through to your access and use of the funds? (Efficiency)
- 12 How do you ensure Catering services provide good quality school meals to the children? (Impact)
- 13 Do you think School Feeding program is appropriate program/intervention to address the food, nutrition and social protection issues of the country? (Relevance)
1. Are you aware of the other School Feeding Models operating in Lesotho? How do you compare them / the other models with yours (relevance, appropriateness and sustainability)? (Relevance)
- 14 Have you learned any lessons so far from this experience? Any external factors constraining the project? (Relevance)
- 15 How do you see the targeting modalities of the three models alignment with recommended strategies and activities of social protection and poverty reduction? (Relevance)
- 16 How realistic is the choice and quantity of project inputs (financial, human and administrative resources)? (Relevance)
- 17 How can the partnership arrangements with the local national government players and leaders, and others be improved? Any other recommendations on what has to be done? (Sustainability)
- 18 Other information:

## Annex 9. Outline of School Feeding Delivery Models

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**Caterers model:** launched in 2000 and reaching scale in 2006, the Caterers model was introduced with the joint aims of stimulating dietary diversity among children, increasing local employment, and supporting communities through local purchases. An annual tender is launched for each school by the district SSRFU prior to the academic year for Caterers to feed up to 150 children per day in their local school. Tenders for larger schools may be offered for one or more Grades while smaller schools may have a single tender. Caterers are required to buy, transport and store foodstuffs and fuel, and oversee the cooking and serving of five different lunchtime meals per week according to a menu set by national MOET, FNCO, MAFS and MOH nutritionists. To be eligible, each bidder is required to have a registered bank account with a minimum deposit of M8,000 to bridge any payment gaps.<sup>73</sup> Many caterers take on a loan to meet this requirement. Interested community members put their names forward and are selected by the school through a public draw. Selected Caterers then undergo health and financial checks and are awarded an annual contract by the School Self-Reliance and Feeding Unit of the MOET (SSFRU). Basic sanitation training is provided. At the end of each month, Caterers receive a monthly payment from the MOET-SSRFU at the fixed rate of M3.50/child/day paid directly into their bank account. The exact attendance rate of children is updated each month by teachers and subsequent SSRFU-MOET payments to Caterers adjusted accordingly.

**WFP model:** WFP acts as a service provider to government by which it procures food from national and international sources. The Food Management Unit (FMU) provides secondary transportation and deliveries to targeted primary schools. Learners receive a soft breakfast porridge of sweetened fortified maize before class, followed by a lunchtime meal of maize porridge ('papa') served with oil and beans or peas. Cooks are required to have a bank balance of M1,000 but are paid the fixed price of M1.50/child/day directly by the SSRFU. In other respects, the processes of selecting and contracting cooks follows an identical procedure to the Caterers model. The cooks' allowance is to cover fuel, transport and preparation costs. The school oversees food storage and kitchen maintenance. Alongside school meals, WFP arrange complementary training for teachers on food safety, good hygiene practices, nutrition and WASH by the Environmental Health Division of the MOH and MAFS Field Services staff. Advantages of the WFP model identified in the 2015 National School Feeding Policy include its cost efficiency, accountability and ability to support populations in remote mountainous areas where access and local purchases can be difficult. Disadvantages include the low levels of participation by local communities and limited dietary diversity of the food basket. Between 2007 and 2014 the WFP model was funded by bilateral and multilateral donors. Since 2015 it has been funded by government under the Trust Fund programme (TF 200771).

**NMA model:** Introduced in January 2017, the NMA model is currently operational in 18 constituencies across Lesotho. In this delivery model, the NMAs are contracted directly by the MOET against a 3 year tender for a contract to feed primary school children in agreed children the fixed rate of M3.54/child/day to manage the entire process of procuring, supplying and overseeing the preparation of school meals. NMAs are expected to maximise local purchases and oversee the recruitment, contracting and payment of cooks. NMA meals follow the set menu of the Caterers model. By focusing on local purchases, the model aims to expand dietary diversity and act as a market for local farmers and transporters. Problems under the model include the failure of one service provider, unclear contractual terms, an absence of independent monitoring, gaps in adherence to agreed menus, cases of substandard food being delivered to schools, and examples where Cooks have been underpaid or not received payments from their NMA.

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<sup>73</sup> Based on a 5 year rolling average exchange rate (2012-17) 1 Lesotho Loti is equivalent to 0.11 US\$

## Annex 10. Breakdown of NCA Cost Categories by Delivery Model

| Cost Category                           | WFP + Cooks  | Caterers  | NMA   |
|---|--|---|---|
| <b>Commodity</b>                        | <ul style="list-style-type: none"> <li>- Fortified maize and Sorghum Meal, Vegetable oil, Beans or Peas, Sugar</li> <li>- Breakfast provided</li> </ul>  | <ul style="list-style-type: none"> <li>- Maize meal, Vegetable oil, Beans, Bread, Vegetables, Eggs, Samp, UHT milk</li> <li>- No breakfast provided</li> </ul>  | <ul style="list-style-type: none"> <li>- Maize and Sorghum meal, Vegetable oil, Beans, Bread, Soya mince, Vegetables, Eggs, Samp, UHT milk, Sugar</li> <li>- Breakfast provided</li> </ul>  |
| <b>Logistics, Storage and Utilities</b> | <ul style="list-style-type: none"> <li>- FMU warehousing and logistics management</li> <li>- Government hire rates paid to truckers and donkey drivers</li> <li>- Loading and offloading</li> <li>- SSRFU inspection</li> </ul>  | <ul style="list-style-type: none"> <li>- Local transport of food, water and fuel to schools</li> <li>- Cooking utensils</li> <li>- Payment for storage facilities (wood and non-perishable food items)</li> <li>- SSRFU inspection</li> </ul> | <ul style="list-style-type: none"> <li>- NMA warehousing</li> <li>- Truck and donkey/horse hire for school deliveries</li> <li>- Loading and offloading</li> <li>- Electricity, water, communication</li> <li>- SSRFU inspection</li> </ul> |
| <b>Management and Admin.</b>            | <ul style="list-style-type: none"> <li>- Cooks' recruitment and payments (SSRFU)</li> <li>- WFP travel, transport and meals</li> <li>- Reports and Monitoring</li> <li>- Government capacity strengthening</li> <li>- Government exposure visits including to Brazil Centre of Excellence</li> <li>- SSRFU administration</li> </ul> | <ul style="list-style-type: none"> <li>- Caterer recruitment and payments (SSRFU)</li> <li>- SSRFU training (hygiene and food handling)</li> <li>- SSRFU administration</li> </ul>  | <ul style="list-style-type: none"> <li>- Cooks payments by NMA</li> <li>- MOET meetings and workshops</li> <li>- Reports and Monitoring</li> <li>- Local workshops for farmers and schools</li> <li>- SSRFU administration</li> </ul>       |
| <b>Staff</b>                            | <ul style="list-style-type: none"> <li>- WFP staff</li> <li>- WFP staff training</li> <li>- SSRFU Staff costs (Government oversight)</li> </ul>  | <ul style="list-style-type: none"> <li>- Payments to Caterers and Assistants (labour)</li> <li>- SSRFU Staff costs (Government oversight)</li> </ul>  | <ul style="list-style-type: none"> <li>- NMA staff</li> <li>- SSRFU Staff costs (Government oversight)</li> </ul>   |
| <b>Capital</b>                          | <ul style="list-style-type: none"> <li>- Vehicle rental</li> <li>- Desktops, Laptops, and printers</li> <li>- Kitchen or shelter</li> <li>- School feeding office</li> </ul>   | <ul style="list-style-type: none"> <li>- Cooking equipment (pots, stoves)</li> <li>- Kitchen rental</li> <li>- Cleaning supplies</li> </ul>   | <ul style="list-style-type: none"> <li>- Vehicle purchase/rental</li> <li>- Desktops, Laptops, and printers</li> <li>- Office construction</li> <li>- Food storage facility</li> </ul>  |

Source, Authors' compilation based on Government of Lesotho (2015) "National School Feeding Policy"; TJ General Dealer (2017) "Operational Report for First - Third Quarter 2017: Executive Scope"; ET personal communications with TJ General (March-April 2018); ET interviews with Caterers during ET schools visits.

## Annex 11. Relevance of School Feeding to National and WFP Policies

### School Feeding Alignment with Government Policies

| <b>Policy</b>   | <b>Summary</b>  | <b>Status</b> |
|---|---|---------------|
| Education Sector Strategic Plan (2005–2015)<br>Education Act (2010)                                   | The primary aim of the SFP was to support enrolment, attendance and transition rates for children in primary school education. It supports the legal framework of the Education Act for Free Primary Education and objectives for improved equity in education access for all children, free from any form of discrimination.   | Strong        |
| National Social Protection Strategy (2014)<br>National Policy on Social Development (2014/15–2024/25) | The SFP is seen as an integral part of early life stages of the social protection system for Lesotho which also covers social insurance, social safety nets, universal benefits, basic social services, labour market policies and livelihood support elements. Robust political commitments and budgetary support to social protection are in place. While school feeding is the largest social safety net investment in Lesotho, its contributions beyond education have been limited   | Moderate      |
| Agricultural Sector Strategy (2003)<br>Food Security Policy (2008)                                    | The Agriculture Sector Strategy and Food Security Policy promote more efficient farming practices and enhanced employment opportunities for rural enterprises. While these aims are coherent with the ambitions of the NSFP the ET found no links between the different SFP delivery models and MAFS services (agricultural extension, microfinance and marketing), nor in the promotion of improved food utilisation and nutrition.  | Weak          |
| Ministry of Trade and Industry Strategic Plan (2013/14–2016/17)                                       | The national school feeding policy is designed to support private sector growth through small enterprise development, local investment and employment generation. The decline in value of financial payments to Caterers has led to a fall in small businesses investments and local purchases. While the expansion of national procurement under the WFP and NMA models since 2017 has introduced opportunities for local producers and aggregators, future expansion is dependent on stronger coordination with MAFS and MSBD to develop capacities throughout the SFP value chain. | Moderate      |
| Disaster Management Act (1996)  | The Disaster Management Act contains provisions for disaster reconstruction, rehabilitation and recovery which led to the formation of the Disaster Management Authority, Food and Nutrition Coordinating Office and Food Management Unit. There are opportunities to strengthen their national and district level engagement with the SFP in coordination and logistics roles.   | Moderate      |
| Gender and Development Policy (2003)  | Equal access to education and life skills are major gender policy markers for Lesotho. Contrary to the situation in most countries, girls face a unique situation in education where they show better school enrolment, attendance and transition than boys, and adult females aged over 15 years have higher literacy rates than males.  | Strong        |

## School Feeding Alignment with WFP Policies

| WFP Policy   | WFP Delivery  | Status   |
|--|---|----------|
| <p><a href="#">School feeding policy</a> (2013)<br/>Objectives</p> <p>See also: <a href="#">Nutrition Policy</a> (2012)</p> <p>See also: <a href="#">WFP Strategic Plan</a> (2017-21)</p> <p>See also: <a href="#">Toward Systemic Food Assistance: WFP Food Systems Strategy</a> (2016)</p> | <p><i>Provide a Safety net for Food-insecure Households through income Transfers</i></p> <ul style="list-style-type: none"> <li>– Strong evidence of effective delivery including rapid scaling-up and scaling-down in line with MOET requests and MOUs</li> <li>– Food delivery delays primarily linked to gaps in government fund disbursements. Risks have increased during periods of political transition (2016-17) and fiscal tightening (2017-18)</li> </ul> <p><i>Support Children’s Education through Enhanced learning Ability and Access to the Education System</i></p> <ul style="list-style-type: none"> <li>– Continued support to primary school enrolment, attendance and transition of girls and boys. ECCD centre support needs to expand</li> <li>– Strong support at national, district and school levels</li> <li>– Hard-to reach children (mainly boys) have not been reached. Strategies to integrate SFP with MSP grants programmes needed to link to FPE</li> </ul> <p><i>Enhance Children’s nutrition by reducing Micronutrient Deficiencies</i></p> <ul style="list-style-type: none"> <li>– Food fortification a major pillar of WFP’s food basket, however a clear lack of vegetables or dietary diversity under WFP food basket</li> <li>– No response to 2012 evaluation recommendation for menu changes</li> <li>– Training of teachers, Caterers and Cooks in nutrition and public sanitation by MAFS and MOH partners with WFP support</li> <li>– Stronger links to MOH and infrastructural improvements need to be embedded in school-level strategies to address causes of malnutrition</li> </ul> <p><i>Strengthen National Capacities for School Feeding through Policy Support and Technical Assistance</i></p> <ul style="list-style-type: none"> <li>– Capacity strengthening focused on individuals</li> <li>– Little evidence of national, district or local level efforts to address institutional harmonisation in line with the ambitions of the NSFP</li> <li>– Greater emphasis required to reflect ambitions of WFP roadmap for country strategic plans and delivery of SDG17</li> <li>– The introduction of the NCA and current evaluation is a significant step in supporting government transition toward a nationally owned programme</li> </ul> <p><i>Develop links between School Feeding and local Agricultural Production where Possible and Feasible</i></p> <ul style="list-style-type: none"> <li>– WFP food basket for school meals primarily imported resulting in minimal support from communities</li> <li>– Failure of efforts to introduce local direct purchases from farmers</li> </ul> <p>National procurement through aggregators since 2017 more realistic strategy to engage farmers within the food system but needs institutional support from MAFS, MSBD and close work with NMAs</p> | Moderate |
| <p><a href="#">Gender Policy</a> (2015–20)<br/>Objectives</p>  | <p><i>Food assistance adapted to different needs</i></p> <ul style="list-style-type: none"> <li>– WFP food provision of a universal basket for school meals with no differentiation for girls, boys or OVCs reflects national motivations that school meals are a universal and non-discriminatory entitlement</li> <li>– No analysis of differentiated needs of girls and boys in different contexts, e.g. the impacts of urbanisation on school access by girls in a context where most mothers work and child-care is required (ECCDs)</li> </ul> <p><i>Gender and protection</i></p> <ul style="list-style-type: none"> <li>– While high rates of gender based violence are reported in Lesotho with higher risks faced by girls during drought periods due to water collection, the ET found no examples of links to primary school access reported by district child and gender protection unit (CPGU) staff, parents, school teachers and principals, DNT staff or MSD officers</li> <li>– Protection needs for girls in schools relate primarily to the poor state of sanitation infrastructure and subsequent urine retention by girls not wanting to visit the toilet, and open defaecation by girls and boys</li> <li>– Limited provision of gender and protection awareness raising by WFP’s partner NGOs</li> </ul> <p><i>Equal participation</i></p>  | Moderate |

|  |  |                 |
|--|--|-----------------|
|  | <ul style="list-style-type: none"> <li>– Lesotho has a history of higher enrolment and attendance of girls than boys that is in part supported by school meals. There are risks that urbanisation may be changing this dynamic that need investigation</li> </ul> <p><i>Decision-making by women and girls</i></p> <ul style="list-style-type: none"> <li>– WFP did not make clear efforts to engage mothers in decision-making over local school meals services</li> </ul>  |                 |
| <p>Safety Nets Policy: the <a href="#">Role of Food Assistance in Social Protection</a> (2012)</p> | <p>WFP has established a strong strategic partnership for the provision of school feeding services with MOET, providing technical support and practical expertise to government and school meals services to a large proportion of Lesotho's primary schools. While food and nutrition security objectives are embedded in school feeding policy, and the partnership is to be commended for efforts to build a national school feeding system, WFP has been less successful at ensuring improvements in institutional harmonisation and mechanisms that support the wider dimensions of school feeding beyond education with MAFS, MSBD and MSD. WFP also needs to ensure context-specific evidence is derived from a more comprehensive national, system-wide, and gender disaggregated monitoring of school meals in line with the full ambitions of the NSFP with the tracking of nutrition, social protection, employment, and value chain development included (e.g. Figures 7 and 11 and associated text)</p> | <p>Moderate</p> |

## Annex 12. Summary of Social Protection Instruments

| Programme                         | Description   | Coverage   | Level of benefit   |
|-----------------------------------|---|--|--|
| Cash Grants Programme             | Cash transfer programme targeting poor households with children under the age of 18, identified through a combination of community-based targeting and proxy means-testing.                         | Around 27,000 households (about 130,000 people) in 36 community councils   | Quarterly benefit dependent on number of children: <ul style="list-style-type: none"> <li>• 1-2 children M360 (\$26)</li> <li>• 3-4 children M600 (\$44)</li> <li>• 5+ children M750 (\$55)</li> </ul>   |
| National School Feeding Programme | 1-2 free meals daily to all children attending primary schools offering free education (1,450 schools) and some pre-schools   | <ul style="list-style-type: none"> <li>• 390,000 primary school children (2016)</li> <li>• Starting support to 50,000 in pre-school</li> </ul> | In transition during 2017. Two models were in place at time of El Niño response: <ol style="list-style-type: none"> <li>1. 250,000 children receive two meals per day. Porridge, then lunch (implemented by WFP)</li> <li>2. 140,000 children—mostly in lowlands— receive lunch ('catering model').</li> </ol> |
| OVC bursary programme             | OVCs under 18 enrolled in secondary school. Eligibility requirement: students who have lost one or both parents; have a sick, disabled or incarcerated parent; or are considered needy              | 13,172 children  | Bursary varies by grade and type of school but generally includes tuition fees, examination fees, registration cost, stationery, books, special subject fees (e.g. science fees and boarding fees)   |
| National Public Works Programme   | Public works programme employing able-bodied individuals living in rural areas for conservation-related activities (not poverty-targeted)   | Estimated 58,000–115,000 individuals a year (first come, first served) (2013 estimate)   | M960 (\$70) per month for a maximum of one month per year and on a rotational basis. There are indications that this has increased to M1,100.  |
| Agriculture input subsidy         | Provision of subsidised seeds and fertilisers to farmers  | Not clear  | M140 and 50 kg bag of fertiliser   |
| Food subsidy                      | Temporary programme introduced by government in response to drought (see section 4)   | Nationwide   | 30% subsidy on wholesale value of certain types of maize, beans and peas.  |
| Public Assistance                 | Support to destitute individuals. One of the country's oldest social assistance programmes, it provides permanent and temporary assistance to OVCs, the severely disabled, severely ill and elderly | 11,800 individuals supported between April 2014 and January 2015 (an ongoing programme but difficult to get latest figures)                    | Monthly cash transfer, food package and medical fee exemption and other in-kind benefits for destitute households and individuals. Amount determined by social workers. Temporary cash benefit is M250 (\$18) per person per month for 6 months  |
| OAP                               | Pension for any person over the age of 70 and not receiving civil service pension. This is application based.   | More than 80,000 individuals   | Monthly payment of M580 (\$43)   |

Source: After Kardan, A., C. O'Brien and M. Masasa (2017) *Case study—Lesotho: Shock-Responsive Social Protection Systems Research*. Oxford: Oxford Policy Management.

## List of Acronyms

|          |   |
|----------|---|
| AB       | Advisory Board  |
| AIDS     | Acquired Immune Deficiency Syndrome   |
| CBA      | Cost Benefit Analysis   |
| CCA      | Common Country Analysis   |
| CO       | Country Office  |
| ECCD     | Early Childhood Care and Development  |
| ERG      | Evaluation Reference Group  |
| ESSP     | Education Sector Strategic Plan   |
| ET       | Evaluation Team   |
| FAO      | Food and Agriculture Organization of the United Nations                               |
| FGD      | Focus Group Discussion  |
| FMU      | Food Management Unit  |
| HDI      | Human Development Index   |
| HIV      | Human Immunodeficiency Virus  |
| KII      | Key Informant Interview   |
| DHS      | Lesotho Demographic and Health Survey   |
| LNOC     | Lesotho National Olympic Committee  |
| LVAC     | Lesotho Vulnerability Assessment Committee  |
| SDG      | Sustainable Development Goal  |
| MAFS     | Ministry of Agriculture and Food Security   |
| MOET     | Ministry of Education and Training  |
| MOH      | Ministry of Health  |
| MSBD     | Ministry of Small Business Development, Cooperatives and Markets                      |
| MSD      | Ministry of Social Development  |
| MTR      | Midterm review  |
| NCA      | National Cost Assessment  |
| NGO      | Non-Governmental Organization   |
| NMA      | National Management Agent   |
| NSFP     | National School Feeding Policy  |
| SFP      | School Feeding Programme  |
| OECD DAC | Organisation of Economic Cooperation and Development, Development Assistance Criteria |
| OEV      | Office of Evaluation  |
| OPM      | Office of the Prime Minister  |

|        |   |
|--------|---|
| PRS    | Poverty Reduction Strategy                                      |
| RA     | Research Assistant  |
| RBJ    | Regional Bureau Johannesburg                                    |
| SDG    | Sustainable Development Goal                                    |
| SFP    | School Feeding Programme  |
| SHHS   | School and Household Survey                                     |
| SSRFU  | School Self-Reliance and Feeding Unit                           |
| TOC    | Theory of Change  |
| TOR    | Terms of Reference  |
| UNDP   | United Nations Development Programme                            |
| UNESCO | United Nations Educational Scientific and Cultural Organization |
| UNICEF | United Nations Children's Fund                                  |
| WASH   | Water, Sanitation and Hygiene                                   |
| WFP    | World Food Programme of the United Nations                      |

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