Evaluation of Asset Creation and Public Works Activities in Lesotho 2015-2019 (Final)

Decentralized Evaluation Report

Jointly commissioned by Ministry of Forestry, Range and Soil Conservation (MFRSC) and WFP Lesotho Country Office

WFP
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CHANGING LIVES

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Key personnel for the evaluation

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Disclaimer

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Executive Summary

1. This activity evaluation of "Asset Creation and Public Works Activities in Lesotho 2015-2019" was commissioned by the Ministry of Forestry, Range, and Soil Conservation (MFRSC) and the WFP Lesotho Country Office (LCO). The purpose was to assess and report on the impact of Food Assistance for Assets (FFA) activities on environmental, communal and household resilience to shocks and stresses, and to identify lessons learned, successes and challenges.

2. The evaluation had two complementary objectives: accountability and learning. Accountability involved assessing the effectiveness, efficiency, performance and results of FFA activities and the technical assistance provided by WFP to the Poverty Alleviation Programme (PAP) implemented by MFRSC ("Pilot"). Learning involved presenting evidence-based findings to inform future decision-making regarding Public Works and FFA activities. Another objective was understanding how far FFA activities considered gender and human rights-related issues such as equity and discrimination.

3. The primary users of the evaluation and project stakeholders are the Government of Lesotho (GoL), particularly MFRSC, WFP and its partners in Lesotho, the WFP regional bureau, the WFP headquarters, the WFP Office of Evaluation, Non-Governmental Organizations, United Nations organizations, and community leaders and targeted households in the FFA/Pilot sites.

Context

4. Lesotho frequently experiences natural disasters, with erratic rainfall, heavy rains and mid-season dry spells becoming amplified in recent years. Moreover, pervasive land degradation in the form of soil erosion has led to sheet and gully erosion in cultivated fields, resulting in many fields lying fallow and contributing to declining livestock and agricultural production yields.

5. Lesotho is not food self-sufficient, importing around 70 percent of its food need requirements per year, particularly from South Africa. In 2018/2019, approximately 309,000 out of a population of around 2.2 million rural people were food insecure. Women and girls are particularly vulnerable to poverty. Sixty-four percent of households headed by women in Lesotho are living in poverty compared to 57 percent of households headed by men.

Subject of evaluation

6. The evaluation focuses on the Pilot and the WFP FFA activities implemented under the Country Programme (CP) 2013-2017, the Single Country Protracted Relief and Recovery Operations (PRRO) June 2016-December 2017 and the Transitional Interim Country Strategic Plan (T-ICSP) January 2018-June 2019. The FFA projects were implemented in Mafeteng, Mohale's Hoek and Quthing; the Pilot was implemented in Maseru, Berea, and Butha-Buthe districts. FFA activities reached around 17,000 beneficiaries, while the Pilot targeted around 2,400 households. From 2015-2019, FFA activities received more than US$ 4.4 million in funding; the Pilot budget was US$ 150,000 for 2017-2019.

Methodology

7. The evaluation applied a theory-based, mixed qualitative-quantitative method approach to examine cause-effect questions by exploring the situations before and after the FFA and Pilot interventions. A contribution analysis was conducted to counteract the attribution problem. The following methods were used: environmental assessment, technical appraisal site visits, Cost-benefit analysis (CBA), household survey, desk review, key informant interviews (KIIs) and focus group discussions (FGDs). These methods were selected to appropriately: (1) Respond to evaluation questions; (2) Counteract data gaps; (3) Include multi-level stakeholders; (4) Address the attribution problem; and (5) Ensure robust findings. The evaluation covered the six districts where the FFA/Pilot interventions were implemented; in these districts, nine sites in total were selected for the fieldwork. Data collection took place from 24th January to 28th February 2022.

8. The limitations of the study were: (1) Covid-19; (2) Recall bias; (3) Social desirability bias; (4) Biased responses due to confusion between different FFA projects; (5) Staff turnover and limited institutional memory; (6) Limited availability of key informants; (7) Logical framework gaps; and (8) Data gaps. These limitations were mitigated through comprehensive measures.

Key findings

Relevance

9. Geographical targeting for the FFA was based on identified needs. Targeting under the Pilot was unclear. For beneficiary targeting, vulnerable households were identified using WFP procedures. However, actual recruitment followed a "first come, first served" approach for both the Pilot and FFA. Despite attempts to identify the poorest households in the community targeting process, the households that registered their names first at the asset creation points were those ultimately selected for the work – regardless of their vulnerability status.

10. The Community Based Participatory Planning (CBPP) and community action plans aiming at fostering community-based participation were implemented with limited success. Community assets were more often selected from lists drawn up by WFP/MFRSC than community suggestions. However, given the high unemployment rates and pervasive food insecurity, most beneficiaries reported appreciating the three months of wages, and the livelihood activities.

11. Asset creation beneficiaries were obliged to participate in the livelihood components, with the objective of improving food security year-round rather than just at asset creation project times. However, conditional participation was problematic: some participants did not want to participate, the livelihood outputs often did not materialize and having to spend wages on livelihood activities created resentment among beneficiaries.

12. Although FFA and Pilot gender equality and women empowerment (GEWE) activities were informed by various studies, the lack of gender analysis and strategy weakened the projects. Although gender-friendly norms were introduced, for example childcare centres, these were not systematically mainstreamed and relied on the guidance of individual WFP field staff.

13. The FFA projects were aligned with the policies and priorities of the GoL, the UN and WFP; however, there are gaps in synergy with the national protection policy due to vulnerability targeting and beneficiary selection problems.

Effectiveness

14. The FFA monitoring data provide a mixed picture, with some indicators reflecting improvements in food and nutrition security and others pointing towards a deterioration. The Pilot outcome data showed a decreasing tendency of adopting livelihood coping strategies. For both FFA and the Pilot, food and nutrition security indicator monitoring was conducted at different times of the year, reducing the data reliability. Qualitative and quantitative field data revealed that wages and livelihood activities across FFA and Pilot sites contributed to increased incomes, food availability and diet diversification. In Pilot sites, this was mainly attributed to wages, due to the limited implementation of livelihood activities.

15. Only one GEWE indicator was monitored across all FFA and Pilot projects: "Proportion of households where females and males together make decisions over the use of cash, voucher, or food". A positive development was found for both FFA and Pilot sites and confirmed by field data, showing how asset creation wages earned had empowered women in decision-making over how income was used.

16. The technical site visits found that most soil and water conservation (SWC) structures were designed appropriately, were functional and conformed to technical guidelines, except for diversion furrows and check dams. The land rehabilitation assets successfully controlled the velocity of surface runoff and restored land productivity. Improved vegetation cover was the most significant environmental change attributable to land rehabilitation assets. Nevertheless, field observations revealed low soil stabilization and flood risk mitigation resulting from forest and fruit tree planting activities across FFA and Pilot sites, as these sites had limited water access and were far from beneficiaries' homes.

17. The technical support provided by WFP to the Pilot lacked an elaborated strategic plan; moreover, the priority areas were only partly implemented, such as vulnerability targeting. Training on the CBPP approach was conducted, yet there is no evidence for its full implementation. Although several factors point to the improvement of asset creation under the Pilot (compared to PAP), the evidence is limited and a lack of maintenance remains a problem. Despite the training of MFRSC district staff and appointment of monitoring and evaluation (M&E) focal persons, monitoring only slightly improved. However, extending the

enrolment period from one to three months was successfully implemented and critical in improving beneficiaries' livelihoods.

18. Achievements of the FFA and Pilot outcomes were hampered by limited funding and human resources, primarily within MFRSC and in relation to the Pilot. The frequent turnover of ministers, as well as climatic factors, also negatively affected project implementation.

Efficiency

19. The public work activities in FFA sites began on schedule, although the timeline changed during implementation. Suspensions of public works activities in both FFA and Pilot sites meant that the phasing out of activities did not occur as planned. There were delays in the delivery of inputs for community assets in FFA sites, primarily caused by issues related to procurement protocols, while some livelihood activities (e.g., chickens) were delayed due to supply problems. Cash transfers were generally timely.

20. The SWC activities, particularly the building of gabion structures, were among the key cost drivers in both FFA and Pilot project sites. At the household level, feeding and maintaining assets were the main costs related to livelihood activities.

21. Cash transfers were deemed more efficient than food transfers. The cost-efficiency of asset creation was compromised by limited resources, lack of resources, limited flexibility at field level and insufficient site supervision. For instance, the budget from LCO indicated the number of people to be engaged with no room given to adjust these numbers to the context.

22. The CBA found that the household livelihood support activities are economically viable and beneficial, although it only considered the benefits and costs of the beneficiary households, not WFP project expenses.

Impact

23. The contribution analysis found that the most likely factor to have contributed to improved food and nutrition security was nutrition training and awareness-raising by government offices. No other significant factors were identified regarding environmental impact; hence, the improved vegetation cover and rehabilitation of productive land can be attributed to the asset creation activities.

24. Although both the Pilot and FFA created more socially and gender-equitable environments for men and women to work on land rehabilitation activities, women were often over-burdened due to expectations that they would continue to fulfil traditional domestic roles.

25. Unintended positive effects included the employment of non-beneficiaries for agricultural labour and sharing of vegetables from keyhole gardens. Unintended negative effects included increased illegal harvesting of medicinal plants on rehabilitated sites, flooding of fields due to diversion furrows and soil compaction resulting from closed-off rehabilitated sites.

Sustainability and Scalability

26. The FFA projects and the Pilot were designed with limited sustainability considerations. The planned transition of FFA sites to the Government and the scale up of the Pilot were not strategically planned. Handover of assets has been erratic, particularly after the launch of the 'Improving adaptive capacity of vulnerable and food-insecure populations in Lesotho' (IACOV) project, and there is limited community ownership of assets. There is scope for the continued benefit of livelihood outputs and some assets, though the latter is compromised by the lack of maintenance (which is currently taking place under IACOV).

27. Capacity development under FFA and the Pilot was limited. A basic needs assessment and strategy were missing. A lack of human and financial resources weakened the M&E capacity development of MFRSC under the Pilot, although some capacity in public works was developed. Although GEWE capacity development was attempted under the FFA and the Pilot, a lack of training documentation made capacity development difficult to assess.

28. Components of the Pilot that (in a refined form) can be scaled up in the PAP are vulnerability targeting, selecting the right assets, enrolling participants for three months and enhancing M&E. The 3-Pronged Approach (3PA) was deemed too demanding and costly for a government-implemented programme.

Conclusions

29. . However, the evaluation found positive results in terms of enhanced food and nutrition security, GEWE and environmental impact. Attention to the identified issues is required to improve vulnerability targeting, effectiveness and sustainability of assets and livelihood activities, not least considering the planned handing-over of FFA assets and the upscaling of Pilot components.

Lessons

30. **Vulnerability Targeting:** Targeting the most vulnerable is one of the main objectives of WFP; nevertheless, if targeting systems are not properly implemented down to the beneficiary level, this is unlikely to be achieved. Although attempts were made to identify the most vulnerable based on community sessions, the beneficiary lists at the asset creation sites were not drawn up based on vulnerability but rather on arrival time ("first come, first served").

31. **Livelihood programming:** Conditional participation in livelihood activities for asset creation participants does not create community trust and ownership, threatening to hamper project implementation and weaken relationships with the development partners. Promising initiatives that promote self-sustenance are those identified through a voluntary, community-driven process and supported by local systems and structures.

32. **3PA:** Complex, comprehensive and resource-demanding approaches for community planning and beneficiary targeting are not suitable for resource-constrained development partners or government offices with limited financial and human resources.

33. **Difficulties in measuring results:** Gaps and inconsistencies in applying the logical frameworks/results framework, including the shifting of indicators over time, hampers the evaluation of WFP programmes.

Recommendations

Design and relevance

34. **Recommendation 1. Beneficiary vulnerability targeting (WFP/MFRSC)**: Introduce a control system to ensure that the selection of participants at the asset creation sites is based on vulnerability (and not "first-come, first-served").

35. **Recommendation 2. Community-based planning/needs assessment (WFP/MFRSC):** Ensure proper consultation of beneficiaries about the selection of type and location of community assets and the timing of asset creation work.

36. **Recommendation 3. Livelihood programming (WFP):** Modify the livelihood component so it is based on voluntary participation, market and feasibility assessments, and training of beneficiaries.

Implementation (effectiveness/impact)

37. **Recommendation 4. Monitoring (WFP):** Ensure that systems to monitor asset creation and livelihood activities include additional gender-sensitive indicators, disability indicators, livelihood indicators and indicators on environmental outcomes/impact.

38. **Recommendation 5. GEWE and inclusion of vulnerable groups (WFP):** Ensure that GEWE and inclusivity are mainstreamed into all asset creation and livelihood activities by (1) Conducting gender analysis/analysis of vulnerable groups, before project design; (2) Developing a GEWE strategy/strategy for vulnerable groups; (3) Preparing and rolling-out GEWE/vulnerable groups programming tools/guidelines to field office and community levels; and (4) Conducting training in GEWE and inclusion of vulnerable groups.

39. **Recommendation 6. Asset creation (WFP/MFRSC):** Prioritize planting forest and fruit tree plantations in areas with access to water and near beneficiaries' homesteads.

Sustainability and scalability

40. **Recommendation 7. Capacity development (WFP):** Ensure that capacity development activities include: (1) Needs assessments; (2) Development of a plan based on this needs assessment; (3) Training modules and tools; and (4) Training evaluation focusing on the quality of the training and its impact.

41. **Recommendation 8. Sustainability (WFP):** Ensure that WFP asset creation and livelihood activities are designed and implemented based on sustainability considerations, including: (1) Selecting

environmentally suitable, low-cost, low maintenance/low-input assets and livelihood activities; (2) Developing systems for community-led management and maintenance; and (3) Handover and sustainability arrangements in place from the project start.

42. **Recommendation 9. WFP support to GoL (WFP):** Ensure that all support provided to GoL includes: (1) Agreements detailing the area receiving support; (2) Strategy and time-bound plans; and (3) Logical framework/results framework and an associated simple monitoring system.

43. **Recommendation 10. Scale-up of Pilot (WFP/MFRSC).** Based on this evaluation, lessons learned from the IACOV project and a brief feasibility study, WFP and MFRSC should refine selected Pilot components such as vulnerability targeting, selection of right assets, three months of enrolment and enhanced M&E to support upscaling.

1. Introduction

1. The evaluation team (ET) prepared this report in line with the inception report approved in December 2021. The report analyses data collected through five weeks of fieldwork, which took place from 24th January to 28th February 2022, a document review and national-level interviews. After the completion of fieldwork, two debriefings were held: an internal debriefing with the Ministry of Forestry Range and Soil Conservation (MFRSC), World Food Programme (WFP) Lesotho, the WFP regional bureau and the Evaluation Reference Group (ERG), and an external debriefing with the MFRSC, WFP Lesotho, WFP, ERG and external stakeholders.

1.1. EVALUATION FEATURES

2. The "Evaluation of Asset Creation and Public Works Activities in Lesotho 2015-2019" was commissioned by the MFRSC and the WFP Lesotho Country Office (LCO). In line with the Terms of Reference (ToR), the main purpose of the evaluation was to assess and report on the impact of past Food Assistance for Assets (FFA) activities on environmental, communal and household resilience to shocks and stresses, and to identify lessons learned, successes and challenges (see Annex 1 for the ToR). The assessment of the impact of the WFP FFA in Lesotho was recommended by an internal audit undertaken in 2019.[1]

3. The evaluation had complementary objectives of accountability and learning, which were achieved in the following ways:

- Accountability involved assessing the effectiveness, efficiency, performance and results of FFA activities implemented though the Country Programme (CP) 2013-2017, the Single Country Protracted Relief and Recovery Operations (PRRO) June 2016-December 2017 and the Transitional Interim Country Strategic Plan (T-ICSP) January 2018-June 2019.[2] Also assessed were the effectiveness, efficiency, performance and results of the technical assistance provided by WFP to the Poverty Alleviation Programme (PAP) implemented by MFRSC (hereafter referred to as 'the Pilot').[3]
- Learning involved identifying why specific results did or did not occur to highlight good practices and areas for improvement. This evaluation presents evidence-based findings that can be used to inform operational and strategic decision-making, deepening the knowledge and understanding of relevant stakeholders on the underlying assumptions that guide the design and implementation of public work and FFA activities. Focusing on learning enhances the utility of evaluation findings in informing the design and delivery of the PAP. Evaluation findings will also inform decisions regarding the handover of assets to the Government and support to scale up the PAP. Findings and conclusions will be disseminated through relevant systems, helping to inform the implementation of Strategic Outcome 4 (SO4) of the WFP Country Strategic Plan (CSP) (2019–2024)[4] and delivery of the national public works program.

4. An additional objective of the evaluation was to understand the extent to which the FFA and Pilot activities considered gender and human rights related issues such as gender equality, equity and discrimination.

5. The WFP CSP 2019-2024 marks a strategic repositioning of the work of WFP in Lesotho from 'doing' towards 'influencing', as WFP aims to increase its focus on supporting national capacity and effectiveness in strengthening resilience to food insecurity. This strategy continues the process started under the CP 2013-2017, the objective of which was "led by Government and supported by partners, the population of Lesotho is well-nourished, healthy, educated and resilient to shocks". By assessing the relevance, effectiveness, efficiency, impact, and sustainability of FFA activities and WFP technical assistance, this evaluation will

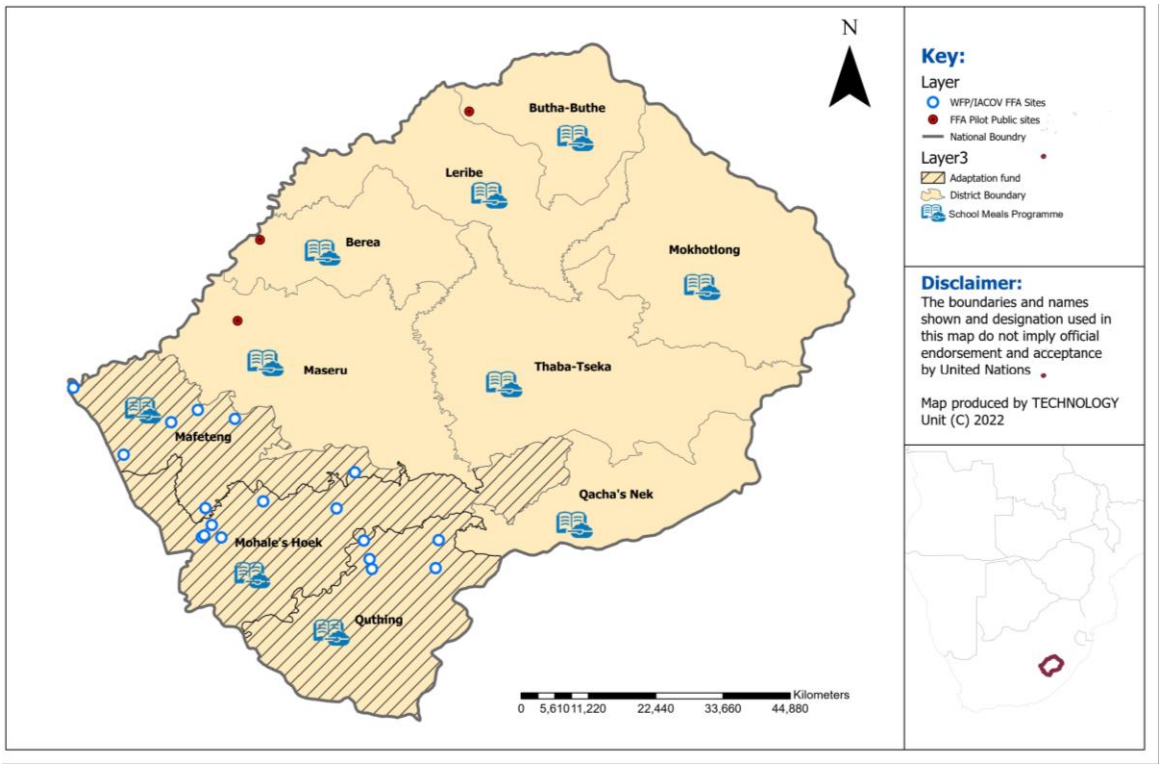
[1] WFP. 2019. *Internal Audit of WFP Operations in Lesotho.* Office of the Inspector General Internal Audit report. AR/19/08.
[2] WFP FFA activities covered around 17,000 beneficiaries, who received cash transfers with a budget of US$ 4.4 million over the period of the evaluation. The Pilot covered around 2,400 households.
[3] PAP was formerly known as Fato-Fato. The programme applied an Integrated Watershed Management approach.
[4] WFP. 2019. Country Strategic Plan 2019-2024.

support national stakeholders in developing and embedding good practices for creating assets, strengthening resilience, and supporting a sustainable food system.

6. The evaluation was also planned to inform the project "Improving adaptive capacity of vulnerable and food-insecure populations in Lesotho" (IACOV), a joint initiative of WFP, MFRSC and Lesotho Meteorological Services that builds on the experiences of FFA activities and the PAP. The Adaptation Fund approved IACOV in August 2019 and the project was launched in October 2020. According to the original timeline, this evaluation was due to be finished in 2020, so findings could have informed the IACOV baseline by identifying relevant indicators. However, the evaluation was postponed[5] and took place after IACOV started implementation. As such, the findings and conclusions will be used by IACOV to enhance project implementation rather than to identify indicators, as was agreed in the Inception Phase.

7. The geographic scope of the evaluation was the southern districts of Lesotho in which WFP implemented FFA activities – Mafeteng, Mohale's Hoek and Quthing – and the districts in which MFRSC implemented the Pilot with technical expertise from WFP – Maseru, Berea, and Butha-Buthe. Within these districts, nine sites were selected for inclusion in the evaluation. See Figure 1 for the location of the FFA and Pilot activities. The period covered by the evaluation is January 2015 to June 2019.

Figure 1: WFP FFA and Pilot Sites



8. The intended users of the evaluation and project stakeholders are the Government of Lesotho (GoL), particularly MFRSC, LCO, the WFP regional bureau, the WFP headquarters and the WFP Office of Evaluation; Non-Governmental Organizations (NGOs), United Nations organizations, and the community leaders and targeted households in the FFA and Pilot project sites. The LCO and the MFRSC have direct stakes in the evaluation and an interest in learning to improve future work in Lesotho, other WFP offices have an interest in potentially applying the learnings to other WFP COs, and the beneficiary groups, as the ultimate recipients of the FFA/Pilot assistance, have an interest in determining whether the assistance is appropriate and effective.

9. The evaluation was conducted by a core team of four: the team leader, Pernille Nagel Sørensen, the field coordinator and environmental expert, Matseliso Morapeli-Mphale, and two economists, Ramaele

[5] The evaluation was delayed because its start coincided with the Covid-19, coupled with engagement of lead evaluators, who were not able to complete the work.

Moshoeshoe and Ratjomose Petrose Machame. Five field assistants provided support: Tumelo Nkleolane (soil scientist), Maleshoane Ramoholi (researcher), Phetetso Mofolo (research assistant), Khoboso Thamae (research assistant), and Fefisa Mokete (research assistant). Elizabeth Brown (Quality Assurance Coordinator) was responsible for quality assurance.

1.2. CONTEXT

Geography, demography, and economy

10. The Kingdom of Lesotho is a landlocked country of about 3 million hectares surrounded by South Africa. Around 60 percent of the land is rangeland suitable for grazing, while only around 11 percent of the land is cultivable.[6] Land use patterns are communal in the rangelands and semi-private in cultivated lands. The terrain is mostly highland, with the lowest point of the country at 1,400 meters above sea level. There are four agroecological zones: the lowlands, the foothills, the mountains (which make up 50 percent of the country) and the Senqu river valley.

11. The country is divided into ten districts: Berea, Butha-Buthe, Leribe, Mafeteng, Maseru, Mohale's Hoek, Mokhotlong, Qacha's Nek, Quthing, and Thaba-Tseka (see map in Figure 1). The districts are subdivided into 80 constituencies of 64 local community councils, of which 12 are urban councils.

12. The most recent population census of 2016 showed a total population of 2,007,201 people,[7] of whom 34 percent lived in urban and 66 percent in rural areas, with the population concentrated in the lowlands. The population of Lesotho today is estimated at 2.2 million, with a young median age of under 25 years and a life expectancy at birth of 52 years for men and 60 years for women in 2016.[8]

13. With a Gross National Income (GNI) per capita of US$ 1,360 in 2019, Lesotho is classified as a lower-middle-income country.[9] Agriculture, manufacturing, mining and remittances are the main drivers of the economy. Unemployment remains high, at over 22 percent in 2019.[10] Lesotho has one of the highest levels of remittances globally. Personal remittances received as a percentage of Gross Domestic Product (GDP) were 21 percent from 2016 to 2019, down from 50 percent in 2002, but still a sizeable proportion.[11] Labour migration is common between Lesotho and South Africa, with an estimated 340,000 Mosotho in South Africa in 2019.[12] Covid-19 caused an estimated 93,000 migrant workers to return to Lesotho in March 2020.[13] An estimated 48 percent of men and 40 percent of women workers are occupied in the agricultural sector,[14] reflecting a declining trend over the past decade.

Natural disasters and land degradation

14. Lesotho frequently experiences natural disasters, with erratic rainfall, heavy rains, and mid-season dry spells becoming more amplified in recent years.[15] Drought-induced water scarcity is a particular issue given the country's reliance on rain-fed farming. The *El Niño* 2015-2016 exacerbated the effects of the low rainfall already experienced since 2013. Since then, rains have been late, while dry spells coincided with planting times, resulting in poor crop production for three years in a row.[16]

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[6] Ministry of Forestry and Land Reclamation. 2014. National Range Resources Management Policy. Gwimbi, P. et al. 2014. A Comprehensive Scoping and Assessment Study of Climate Smart Agriculture (CSA) Policies in Lesotho. Food Agriculture, Natural Resources Policy Analysis Network & NORAD.
[7] Bureau of Statistics. 2016. *Population Census.*
[8] United Nations, Department of Economic and Social Affairs, Population Division. 2019. *World Population Prospects 2021*. The 2019 Revision based on BOS data. Accessed 23 January 2021.
[9] World Bank Country and Lending Groups – Historical Classification of by income.
[10] Bureau of Statistics of the Government of Lesotho. Available at: http://www.bos.gov.ls/
[11] World Bank Open Data. Available at: https://globalnutritionreport.org/resources/nutrition-profiles/africa/southern-africa/lesotho/.
[12] International Migration Organisation, Migration Data Portal.
[13] The Guardian. 2021. Landlocked Lesotho faces food crisis amid Covid border closures. Quoting FEWSNET. 19 Jan. 2021
[14] World Bank Open Data. Available at: https://globalnutritionreport.org/resources/nutrition-profiles/africa/southern-africa/lesotho/.
[15] Project Proposal to the Adaptation Fund (no date). Improving adaptive capacity of vulnerable and food-insecure populations in Lesotho.
[16] IPC. 2020. *Integrated Food Security Phase Classification Report*.

15. Pervasive land degradation in the form of soil erosion has led to sheet and gully erosion across Lesotho, resulting in fields lying fallow and contributing to declining livestock and agricultural production yields.[17] Overstocking – putting too many animals in one area – of 40 to 80 percent was identified as a major cause of land degradation in Lesotho's rangelands in the 2014 National Range Resources Management Policy.[18] Other contributing factors to land degradation include encroachment of cultivation and settlements, partial breakdown of traditional seasonal grazing patterns, less mobility of herds, lack of agreement among authorities over land use and climate change.

Poverty, food and nutrition security

16. Lesotho is not food self-sufficient, importing around 70 percent of its food need requirements per year, particularly South Africa.[19] Large numbers of people in Lesotho are food insecure, as shown in Table 1 below.

Table 1: Number of rural food insecure people in Lesotho 2015-2020[20]

2015/2016	2016/2017	2017/2018	2018/2019	2019/2020
463 936	**709 394**	**306 942**	**308 966**	**433 410**

Source: LVAC Market Assessment Report, March 2016.

17. Stunting of children under five remains a major concern, with 35 percent of children reported as stunted in 2018 – a small increase on the proportion reported in 2014 (due to the devastating drought in 2015[21]) but a considerable decrease on the 53 percent reported in 2000. Stunting of children under five ranges between 30 percent in the lowlands up to 46 percent in the foothills, 44 percent in the mountains, and 34 percent in Sengu River Valley, as reported in 2018.[22]

18. Poverty has proven a persistent and pervasive challenge, particularly among rural communities. In 2017, 61 percent of the population lived below the national poverty line – there has been no change since 2002.[23] Income inequality remains high, as demonstrated by a Gini coefficient of 45 percent in 2017 (nonetheless an improvement from the 54 percent reported in 2010).[24] The urban-rural divide is exemplified by a 28 percent incidence of multidimensional poverty in rural areas in 2018, compared with 20 percent nationally.[25]

19. Women and girls are particularly vulnerable to poverty. Sixty-four percent of households headed by women in Lesotho are living in poverty compared to 57 percent of households headed headed by men. Furthermore, women make up more than 60 percent of the agricultural labour force yet only 30 percent of women own land. Although the Land Act 2010 establishes equality between women and men regarding land titles and introduced lease holding in rural areas, customary law still considers an adult woman a minor and not entitled to inherit land. Women are less likely to hold leadership positions and have less employment security than men.[26]

20. Poverty-related challenges are compounded by Lesotho's very high rate of HIV/AIDs, which is the second-highest globally. An estimated 23 percent of the population were living with HIV/AIDS in 2019, with

[17] Ministry of Forestry, Range and Soil Conservation. 2015. National Action Programme in Natural Resource Management, Combatting Desertification, and Mitigating the effects of drought.
[18] Ministry of Forestry and Land Reclamation. 2014. *National Range Resources Management Policy*.
[19] LVAC. 2016. *Market Assessment Report*. March 2016.
[20] Southern African Development Community (SADC). 2019. Synthesis report on State of Food and Nutrition Security and Vulnerability in Southern Africa. Data based on Lesotho Vulnerability Assessment Committee.
[21] World Bank Open Data; https://globalnutritionreport.org/resources/nutrition-profiles/africa/southern-africa/lesotho/.
[22] Kingdom of Lesotho. Bureau of Statistics. MICR. 2018. *Lesotho Multiple Indicator Cluster Survey 2018*.
[23] Bureau of Statistics & World Bank. 2019. Lesotho Poverty Assessment – Progress and Challenges in Reducing Poverty.
[24] www.theGlobalEconomy.com
[25] Oxford Poverty and Human Development Initiative. 2020. *Country Briefing 2020: Lesotho*. Based on data from Multiple Indicator Cluster Survey, Lesotho 2018.
[26] UNDP, 2015. Lesotho National Human Development Report, 2014/2015. Information from ToR.

women particularly affected.[27] Tuberculosis also remains a major health concern, with an estimated incidence rate of 654 per 100,000 people in 2019.[28]

Government policies and priorities on food and nutrition security and environmental degradation

21. In 2000, the GoL formulated its Vision 2020[29] to be implemented through five-year plans aiming at a stable democracy that is united and prosperous, at peace with itself and its neighbours, and with a strong economy and a well-managed environment. The first National Strategic Development Plan (NSDP-I) 2012/2013–2016/2017,[30] identified the main goals of employment as creating economic growth, reducing vulnerability, reversing environmental degradation and adapting to climate change. The second National Strategic Development Plan (NSDP-II) 2018/2019–2022/2023,[31] aims to transform Lesotho from a consumer-based economy to a producer- and export-driven economy. However, due to misalignment of budget to national priorities, declining revenue and Covid-19, little progress has been made towards these goals.

22. The Lesotho Food and Nutrition Policy (LNFP) 2016-2025[32] is intended to shape and guide the planning and implementation of nutrition interventions in the country, focusing mainly on nutrition rather than food and nutrition security. Its goal is for the people of Lesotho to attain optimal nutritional requirements and improve their health status, enabling them to positively contribute to national socio-economic growth and development. To obtain this goal, the LNFP has three policy objectives: nutrition-specific programming, nutrition-sensitive programming and strengthening the enabling environment.

23. The 2011 Lesotho Disaster Risk Reduction (DRR) policy provides a framework for DRR planning and implementation more than a decade after its introduction. In 2019, the Lesotho National Resilience Strategic Framework and Theory of Change (ToC) was endorsed to lead resilience-building in Lesotho to help address climate-related challenges while providing a framework to harmonize all resilience strategies.

Key trends related to the Sustainable Development Goals (SDGs)

24. In 2020, Lesotho scored just over 52 on the Africa SDG Index (which signifies a country's progress towards meeting the SDGs where 0 is worst and 100 is best), ranking it 32nd out of 52 African nations.[33] On the 'leave no one behind score' that measures equality, Lesotho ranks 20th out of 52 countries. Although the country is on track to achieve Goal 13 on climate change, significant challenges remain for achieving the 16 other SDGs by 2030. The GoL has affirmed its commitment to attaining Goal 2 on food security, but challenges including unemployment, poor agricultural performance and the high burdens of malnutrition and HIV persist. The CSP 2019-2024 guides the engagement of WFP in Lesotho in support of the government's work towards achieving SDG 2. In support of SDG 17, WFP works in partnership with actors including the GoL, United Nations agencies such as the Food and Agriculture Organization (FAO) and the United Nations Development Programme (UNDP), NGOs, the private sector and academia (e.g., University of Lesotho). In 2019, for the first time, the Government participated in the voluntary review of the implementation of progress towards the 2030 SDGs.[34]

Gender, equity and wider inclusion

25. The 2020 Human Development Report ranked Lesotho 139th out of 163 countries on gender equality, with a Gender Inequality Index (GII) of 0.56.[35] a small improvement from 2015.[36] Barriers to equal rights

[27] In 2019, 30 percent of women and 21 percent of men were reported to be living with HIV/AIDS (www.UNAIDS.org).
[28] www.worlddbank.org.
[29] Government of Lesotho. 2020. *Lesotho Vision 2020.*
[30] Government of Lesotho. 2012. *National Strategic Development Plan 2012/13 – 2016/17*. Ministry of Development Planning.
[31] Government of Lesotho. 2017. National Strategic Development Plan.
[32] Food and Nutrition Coordinating Office. 2016. *Lesotho Food and Nutrition Policy (LFNP) 2016-2025*.
[33] The Sustainable Development Goals Centre for Africa. 2020. *Africa SDG Index and Dashboards Report.*
[34] The Kingdom of Lesotho. 2019. *Voluntary National Review on the Implementation of the Agenda 2030.*
[35] UNDP. 2020. *Human Development Report 2020*. The GII combines indicators to assess a country's loss of achievement due to gender inequality. It uses dimensions of reproductive health, empowerment, and labour market participation.
[36] In 2015, the GII was 0.55 (UNDP. 2016. *Human Development Report 2016).*

and opportunities for women persist through the continuation of socio-cultural norms – as shown by a Social Institutions and Gender Index score of 0.38 in 2019.[37] However, some factors have increased opportunities for women – for example the circular migration patterns of men moving to and from South Africa, which means that a third of households in Lesotho are headed by women,[38] and a f literacy rate of 94 percent of women who can read and write, compared to 68 percent of men.[39]

26. The National Gender Development Policy 2018–2030[40] provides guidelines for institutionalizing gender equity and equality as an integral component of social economic and political development. Despite achievements highlighted in the policy's background review, such as a stronger institutional framework, key challenges remain – such as a lack of gender-responsive budgeting, limited Government capacity to address gender-related issues, limited coordination between concerned bodies and weak knowledge management. The background review identifies emerging gender concerns in Lesotho, including quantifying the cost of gender inequality, the disproportionate effects of climate change and land degradation on women, the lack of an institutional framework to address domestic violence, limited recognition of women's reproductive work and unequal participation in decision-making.

27. Lesotho has a strong political commitment to social protection, as underpinned by the National Social Protection Policy.[41] The driving vision of the policy is "a decent and dignified quality of life for all Basotho, free from poverty and hunger, that allows them a share in the benefits of the national economic growth." Lesotho spends four and a half percent of its GDP on social assistance – nearly triple the average for sub-Saharan Africa.[42] Over 85 percent of the total social assistance costs are on pensions and bursaries, with Cash for Work costs accounting for 5 percent and Child Grants making up two percent, one of the social protection schemes mobilized to respond to the 2015/2016 drought through cash top-ups to existing beneficiaries.[43]

28. The Ministry of Social Development established the National Information System for Social Assistance (NISSA) database in 2008, which is linked to the national identity system and uses community-based targeting to categorize people by vulnerability and wealth. The overall goal of NISSA is to integrate all social protection schemes, allowing people to enroll into those they are eligible for while avoiding duplication. NISSA also includes a feedback mechanism from beneficiaries. Geographic coverage has been a key challenge of NISSA and, until the 2015/2016 drought, only 33 of Lesotho's 64 community councils were registered in the system. NISSA was updated when programmes like the FFA required additional targeting mechanisms.

International assistance and key actors within resilience

29. The main development partners of Lesotho in resilience are the United Nations International Fund for Agricultural Development, the Joint United Nations Programme on HIV and AIDS, the UN Children's Fund (UNICEF), the UN Population Fund, the World Health Organization, the Scaling Up Nutrition initiative, FAO, UNDP and the World Bank.[44] In addition, European Union grants have supported joint emergency response interventions led by WFP in conjunction with FAO and the International Organization of Migration.

30. UN partners work under the Lesotho UN Development Action Plan (LUNDAP) and UN Development Action Framework (LUNDAF). An evaluation of LUNDAP 2013-2017[45] conducted in 2016/2017[46] concluded that the program had performed well on social protection but poorly on agriculture, environment and natural resources. The evaluation recognized the challenges related to natural disasters and recommended that the

[37] OECD Development http://www.genderindex.org/ranking/. SIGI measures gender discrimination in social institutions.
[38] AFDB Socio Economic Database. 36 percent of households were headed by women I 2014.
[39] Word Bank Open Data. Available at: https://globalnutritionreport.org/resources/nutrition-profiles/africa/southern-africa/lesotho/.
[40] Ministry of Gender, Youth, Sport and Recreation. No date. *The National Gender Development Policy 2018–2030.*
[41] Government of the Kingdom of Lesotho. No date. *National Social Protection Policy. 2014/15-2018/19*.
[42] Kardan, A., O'Brien, C., & Masasa, M. 2017. Shock-Responsive Social Protection Systems Research – Case Study, Lesotho.
[43] Ibid.
[44] Note that the list of development partners is not exhaustive.
[45] United Nations Lesotho. 2012. Lesotho United Nations Development Assistance Plan (LUNDAP) 2013 – 2017.
[46] Abagi, O. & Nthoateng, L. 2017. External Evaluation of United Nations Development Assistance Plan.

successor to LUNDAP focus on resilience, governance, health, youth and strengthening monitoring and evaluation (M&E) capacity. The ongoing LUNDAF (2019-2023) includes actions of eight resident United Nations agencies and 18 resident agencies and supports 3 national development priorities: Accountable Governance, Effective Institutions, and Social Cohesion and Inclusion.[47]

WFP in Lesotho

31. WFP Lesotho supports the Government's national priorities of strengthening resilience and responsiveness to food security shocks and stresses and enhancing the nutritional and social well-being of vulnerable groups. As such, WFP works with the GoL and partners to address the underlying causes of vulnerability among communities prone to weather-related shocks and stresses, targeting pre-primary school children, pregnant and nursing mothers, and food-insecure HIV and Tuberculosis patients with nutritional support. WFP cooperates with the Office of the Prime Minister, the Food and Nutrition Coordination office, the Disaster Management Authority (DMA), the ministries of agriculture, health, education, gender, social development, meteorological services and forestry, and district and local authorities.

32. Besides the FFA activities covered by the evaluation (the CP 2013-2017, the PRRO 2016-2017, the I-ICSP 2018-2019), and the Pilot (2017-2019), WFP has implemented the Immediate Response Emergency Operation (IR-EMOP) 200939 March 2016-May 2016, which provided unconditional cash transfers of US$ 65 per month to 22,475 beneficiaries in response to food insecurity related to the 2015/2016 drought. Following this, WFP implemented the PRRO 200980 with an approved budget of US$ 27 million for relief activities to cover 201,000 beneficiaries and to strengthen the resilience of 62,000 beneficiaries in districts with chronic food insecurity. WFP also assisted the GoL to obtain US$ 10 million for the Adaptation Fund to improve the adaptive capacity of vulnerable households in low-lying areas of the southern districts.

1.3. SUBJECT BEING EVALUATED

33. The subject of this evaluation is twofold:

- The FFA interventions of WFP in the southern districts of Mafeteng, Mohale's Hoek and Quthing,
- The Pilot technical assistance of WFP in the districts of Maseru, Berea and Butha-Buthe, which is designed to strengthen the PAP public works implemented by MFRSC.

WFP FFA interventions

34. The FFA interventions were implemented through the WFP CP 2013–2017, the PRRO June 2016–December 2017 and the T-ICSP January 2018–June 2019. Between 2015 and 2019, FFA activities received more than US$ 4.4 million in funding.

35. **CP:** The CP 2013–2017 was approved in November 2012 with two long-term goals: enhancing resilience and responsiveness to food security shocks and enhancing the nutritional and social well-being of vulnerable groups. The CP was implemented through three components: 1) Enhancing resilience and responsiveness through disaster risk reduction; 2) Supporting pre-school education; 3) Nutrition and HIV. Particularly relevant for this evaluation is component 1, which was implemented through food-for-work and food-for-training activities focused on asset creation and resilience building, including terracing, reforestation and soil and water conservation (SWC). These activities were designed in line with the SWC and watershed management approach under the MFRSC.

36. The CP had five budget revisions[48] that impacted FFA activities. The first and third budget revisions expanded the food basket to include nutrition and HIV components. The third budget revision called for a strengthening of the capacity of the DMA through increased funding, while the fourth increased the number of targeted FFA beneficiaries to 25,000, enabling an increase in the number of districts included – particularly in the Senqu River Valley. The fourth budget revision also specified the following activities to be undertaken:

[47] United Nations Lesotho. 2018. United Nations Development Action Framework (2019-2023).
[48] WFP/JaRco. 2015. Operation Evaluation: Lesotho - Country Programme 200369: A mid-term evaluation of WFP's Country Programme (2013-2017).

- Construction and establishment of structures that control soil erosion and land degradation
- SWC activities, such as the construction of water diversion furrows
- Donga/Gully rehabilitation and control
- Establishing terraces on slopes
- Reforestation through development of community woodlots and planting of fruit trees
- Grass seeds sowing in rangelands adversely affected by overgrazing.

Finally, the fifth budget revision from January 2015 increased the number of direct targeted beneficiaries to 30,250, with an increase in cash transfers.

37. The 2015 mid-term evaluation of the WFP CP noted that the selection of assets was not in line with building resilience or reducing disaster in the long term. Recommendations from this evaluation included:

- Focus food and cash incentives on a pilot project to show what resilience building in Lesotho could look like and develop a model approach.
- Choose more appropriate activities and assets to meet CP objectives in future cash and food projects.
- In the absence of long-term DRR funding, target FFA activities within other ongoing livelihood projects and specify that livelihood activities will continue after the food provision ceases in partnership agreements.

38. As a result of lessons from the 2015 reviews,[49] the WFP Three-Pronged Approach (3PA) was introduced in 2015 to strengthen the DMA. The ICA, a pillar of the 3PA, was prepared to support longer-term planning.

39. **PRRO:** In response to worsening drought, WFP launched a PRRO in August 2016 called "Support to Drought Affected Populations." FFA activities were then transferred from the 2013–2017 CP to the PRRO. The PRRO was developed in line with the purpose of FFA activities, to "pursue immediate life-saving objectives and a longer-term vision around recovery, resilience and strengthening national response capacities." Component two of the PRRO dealt with creating productive assets in selected communities. The aim was to "promote recovery and build longer-term resilience in areas recurrently affected by shocks (including current drought), by rehabilitating and creating productive assets that will gradually offset the need for food assistance during annual lean seasons." The PRRO focused on short- and long-term interventions to support livelihoods, generate income for vulnerable households and improve community resilience to withstand climate shocks. At the end of the PRRO in December 2017, only 49 percent of the funding had been secured.

40. The transfer modality was cash and food, with approximately 40 percent of assistance provided as cash transfers and 60 percent as food rations. It was expected that at least 60 percent of beneficiaries would be women.

41. The PRRO FFA component included both baseline data collection and post-distribution monitoring (PDM). Household surveys were used to obtain information on demographic composition, food consumption, dietary diversity, household coping strategies and livelihood sources, as well as the satisfaction of beneficiaries with the targeting criteria. The PRRO was extended by 18 months to 30 June 2019 through a budget revision, which is part of the T-ICSP.

42. **T-ICSP:** In 2018, during the transition of the former operational programs in Lesotho (i.e., the WFP CP, the PRRO and emergency operations) to CSPs, WFP launched an 18-month transitional interim CSP – the T-ICSP. This recognized the limited capacity of the GoL to implement food safety nets and programmes, particularly those supported by WFP, and was organized around three strategic outcomes (SOs), of which only SO1 is relevant for this evaluation. The key activity for SO1 was to strengthen community resilience through FFA interventions. Assets created were intended to be long-term and contribute to water source development, environmentally friendly and climate-smart technologies to improve crop/livestock productivity, income generation and natural resource management. The final selection of assets was based

[49] These include Kingdom of Lesotho/WFP. 2015. *The Integrated Context Analysis*; and Overseas Development Institute (ODI). No date. *Cash for assets pilot, Mohale's Hoek: Evaluation report*.

on community-level participatory approaches. Beneficiaries were engaged for six months. The MFRSC provided technical guidance and construction materials.

43. SO1 was designed to benefit 9,600 women and 6,400 men. The cash transfer modality was selected based on the results from the 2016 Lesotho Vulnerability Assessment Committee (LVAC) and harmonized with the PAP monthly payments per beneficiary of M1,100.[50] Payments were to take place electronically using the company Vodacom M-Pesa and through mobile money agents.

44. The total budget for SO1 (FFA activities and the Pilot) was US$ 3.9 million for 18 months. As with the implementation of the WFP CP, funding reduced the number of T-ICSP beneficiaries. The LVAC report of August 2018 and the Integrated Phase Classification (IPC) update in November 2018 led to a budget revision and the addition of SO4 (saving lives in the drought-affected areas and reducing the impact of shocks by protecting livelihoods) to the T-ICSP.

45. Table 2 below provides an overview of the FFA food and cash transfers for the CP, the PRRO and the T-ICSP, and the number of reached versus planned beneficiaries. It also specifies budget-related challenges and notes the achievements of each operation in reaching planned participants. As seen from the table the number of women beneficiaries reached was higher than the number of men beneficiaries for all projects (sex-disaggregated data are not available for T-ICSP). Under cash modality, CP reached 100 percent, percent while the 2016 and 2017 PRRO surpassed the target and reached 185 percent and 102 percent, respectively, under the cash modality. The T-ICSP relied on cash modality and reached 94 percent and 93 percent under SO1 and SO4.

Table 2: Food and cash transferred through FFA activities 2015–2019

Operation	Reached beneficiaries		Percentage (reached vs planned beneficiaries)[51]	Monthly Distribution per household	Note
	Women & girls	Men & boys			
2015 Country Programme 2013–2017	12 460	7 804	60% for in-kind; 100% for cash	12kg of fortified maize meal, 9kg of pulses, 3kg of oil OR US$ 60 (M660)	Planning assumed a household size of 5 but smaller households led to 'overachievement'
2016 PRRO	15 135	14 541	136% for food; 185% for cash	Not indicated in the project document or Standard Project Report (SPR)	
2017 PRRO	20 391	19 457	53% for food; 102% for cash	Not indicated in operation document or SPR	
2018 T-ICSP	8 000		36% Only cash	US$ 16 (according to operation document)	Numbers by sex per SO and SO4 information are unavailable in the Annual Country Report (ACR)
2019 T-ICSP SO1	11 486	10 187	94% Only cash	US$ 86 (according to operational documentation).	

[50] Corresponding to US$ 78 at the time of the design of the T-ICSP. According to the T-ICSP, each beneficiary was to receive US$ 0.52 per day, corresponding to US$ 16 per month or US$ 95 for 180 days of work. 'M' stands for the Lesotho currency (Maloti) and the exchange rate during data collection was M15.40 to US$ 1.00

[51] The percentage "reached versus planned" indicate the actual (reached) beneficiaries as percentage of the target, i.e., the planned beneficiaries.

				US$ 52 for 6 months (according to PDM May 2019)	
2019 T-ICSP SO4	24 280	21 535	93% Only cash	US$ 86 for 3 months	Emergency response strategic outcome

Sources: WFP Standard Project Reports 2015, 2016, 2017 and WFP Annual Country Reports 2018, 2019

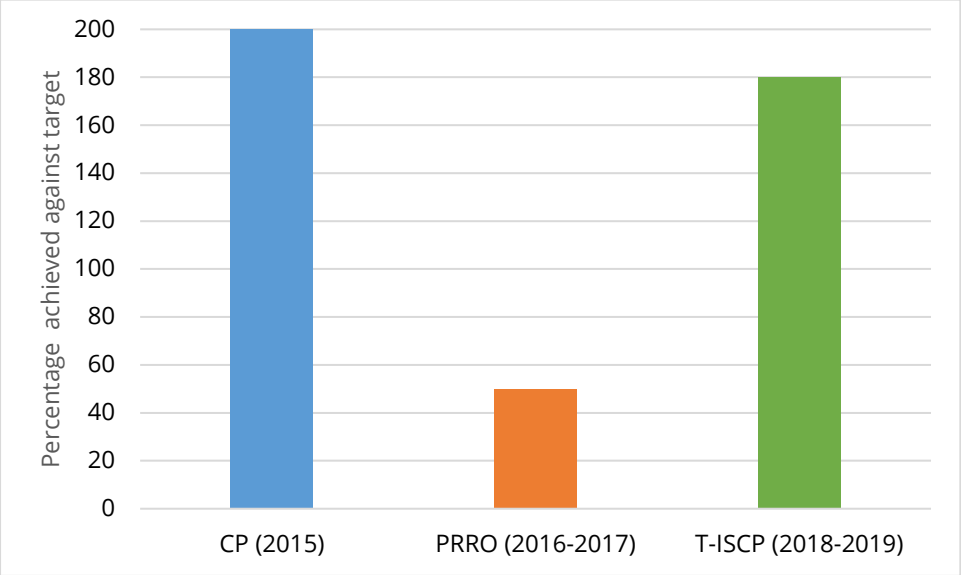
46. The FFA activities under these three WFP projects were implemented through household and community activities that aimed to build necessary capacities or capital that would "ensure that climate-related shocks and stressors do not have long-lasting adverse development consequences". FFA activities were grouped into two concurrently-delivered complementary categories: Public works activities and livelihood support activities.

47. **Public Works activities**: The main component of FFA activities, public works activities, included the provision of food and cash in exchange for labour to create or restore community assets to help build resilience. The primary purpose was to alleviate pressure on household budgets by providing temporary labour employment to poor households during periods of high stress. Public works activities focused on water source development for production and environmental protection to improve productivity and income generation. Asset creation focused on community assets such as land (range) rehabilitation, SWC constructions and planting of agro-forestry trees.

48. **Livelihood support activities:** Activities under the livelihood support component focused on household-level assets such as small livestock rearing and homestead gardening,[52] aiming to improve household livelihoods through income-generating activities. Households procured the livelihood assets using wages earned from public works activities.

49. Although the asset creation output indicators for the three FFA projects differ, there is one common indicator: "Hectares of gully land reclaimed as a result of check dams and gully rehabilitation structures". The 2015 CP achieved 200 percent against this target, reclaiming 14 hectares against a target of 7. The PRRO (2016-2017) achieved 50 percent of the target for this indicator, reclaiming 10 hectares against a target of 20. Under the T-ISCP, 180 percent was achieved, with 54 hectares reclaimed against a target of 30.[53] Output indicators are not available for the livelihood support activities (see Figure 2 below).

Figure 2: FFA Hectares of land reclaimed (percentage achieved against target)



[52] WFP presentation to the Evaluation Team November 2020.
[53] WFP Lesotho Standard Project Report 2015, 2017, and WFP Lesotho Annual Country Report 2019.

50. The logical frameworks of the three FFA projects include many outcome indicators that somewhat differ across the projects. The planned and actual outcomes are discussed under evaluation findings, effectiveness criteria.

51. WFP collaborates with several partners to implement FFA activities, as shown in Table 3 below.

Table 3: Key partners of WFP in the implementation of FFA

Partner	Activities
DMA	Identified project areas and facilitated targeting and registration of beneficiaries.
The MFRSC and FAO	Provided technical inputs on the selection and location of assets, training of foremen and secretaries, construction of assets and progress monitoring on assets created.
World Vision International	Supported the implementation of FFA activities, including supervising the workflow and monitoring attendance, completion of daily work allocation and overall progress.
Women and Law in Southern Africa (WLSA)	Leading gender awareness sessions that advocated for social change and discussed the importance/benefits of achieving gender equality and women empowerment.
Standard Lesotho Bank	Facilitated distribution of cash payments to beneficiaries.

Source: WFP Lesotho Standard Project Reports 2015, 2016, 2017.

WFP technical assistance to strengthen the PAP (Pilot)

52. In 2007/2008, the MFRSC launched the PAP, with the objectives of reducing land degradation, improving climate change resilience and reducing poverty through the creation of conservation assets by community members for cash payment. All 10 districts are covered by PAP, with a total of 210 catchments in 70 constituencies. The work is offered on a "first-come, first-served basis", meaning it is self-targeted and does not necessarily reach the poorest or most food-insecure households. Participants are paid for 20 working days per month (at 8 hours per day). Each participant is engaged once a year, but a household may have more than one person that participates. The payment is M1,200 per month (for comparison, the food poverty line was M352[54] in 2017/2018[55]). The coverage is around 69,000 participants per year or 3.2 percent of the population.[56] The type of conservation assets to be created is selected by MFRSC.

53. Following the 2017 evaluation of the PAP,[57] a Pilot project with technical assistance to the PAP "to become a more effective and shock-responsive safety net in the longer-term" was launched. The Pilot was jointly designed by the MFRSC and WFP and was supported under PPRO and T-ICSP. The Pilot was designed based on an evaluation of the Fato-Fato project, which noted challenges in project design related to targeting, monitoring and SWC techniques, and earlier studies such as the CP 2013-2017 mid-term evaluation.[58]

54. The Pilot introduced changes in beneficiary targeting criteria, asset selection mechanisms and the M&E system. The budget for the Pilot was US$ 150,000 for 2017-2019, with 2,400 households supported. The Pilot did not have a separate logical framework/results framework. Although some food and nutrition security outcome indicators were monitored under the PRRO and the T-ICSP, no output indicators were monitored.[59] The planned and achieved outcomes are discussed under evaluation findings, effectiveness criteria.

[54] Bureau of Statistics (BOS), Lesotho & World Bank. 2019. *Lesotho Poverty Assessment.*
[55] By 1 December 2017, M1,200 were equal of 88 dollars and M352 were equal of 26 dollars (Oanda currency converter).
[56] Bureau of Statistics (BOS) & World Bank. 2019. *Lesotho Poverty Assessment.*
[57] WFP Lesotho. 2017. Evaluation of Fato-Fato Programme in Lesotho.
[58] WFP/JaRco. 2015. Operation Evaluation. Lesotho – Country Programme 200369: A mid-term evaluation of WFP's Country Programme (2013-2017)
[59] It was not possible for the evaluation team to obtain information on the reasons for lack of output monitoring due to lack of WFP staff employed during the evaluated period and recall bias.

Logical Framework

55. This evaluation covers three different WFP projects – the CP, PRRO, and T-ICSP – each with a different logical framework. However, the asset creation components of these three projects are similar, meaning a common ToC for all three can be developed. The technical assistance provided to the Pilot did not have a separate logical framework, but the Pilot was implemented as part of the PRRO and the T-ICSP and had identical outcomes. Therefore, it is logical to prepare a ToC that covers both the FFA and the Pilot. The ToC is discussed and modified in relation to the contribution analysis under evaluation findings, impact criteria. A diagram of the modified ToC for the FFA projects and the Pilot is presented in Annex 11.

Gender and wider inclusion dimensions

56. The FFA activities were informed by a mid-term evaluation of the CP 2013–2017 conducted in 2015,[60] which recommended that M&E should look at "ways to address gender imbalance." This phrase is unclear and, hence, it is difficult to see how this has been implemented into the FFA M&E system. The support provided by WFP in designing the Pilot was partly informed by the gender analysis component of the 2017 Fato-Fato programme evaluation.[61] According to this assessment, "gender was mainstreamed into the program although no clear methodology for achieving this was stated in project documents. Neither did the Ministry have a specific gender policy that the program could adhere to". The assessment recommended that the PAP should "develop gender-specific strategies and incorporate them not only within recruitment procedures but within the overall structure of the program".

57. According to WFP annual reports, gender was mainstreamed into the FFA and Pilot activities in several ways; for instance, the selection of FFA worksites considered the distance of sites from the beneficiaries' homes. Gender awareness campaigns were carried out under the FFA and Pilot, including awareness of women's participation in decision-making over cash and food transfers.[62] Furthermore, gender-transformative sessions conducted by WLSA addressed deep-rooted gender equality challenges, including gender-based violence.

58. Though the FFA and the Pilot include limited considerations for people with disabilities, both projects enabled people with disabilities to benefit from asset creation by allowing other household members to participate on their behalf.

59. The findings of numerous studies influenced the design and implementation of the FFA and the Pilot interventions. Notable among these studies are the evaluation of the cash for assets pilot in Mohale's Hoek, the Lesotho Integrated Context Analysis (ICA), the mid-term evaluation of the WFP Country Programme (2013-2017) and the evaluation of the Fato-Fato programme in Lesotho.[63]

1.4. EVALUATION METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

Evaluation methodology

60. This evaluation is an independent theory-based mixed-methods exercise seeking to answer the overarching question posed in the ToR: "How effective are the Government pilot public works and WFP FFA interventions in building resilience and sustainable livelihoods for vulnerable men, women, boys and girls in areas prone to climate-related shocks?"

61. The evaluation applied a theory-based approach to examine cause-effect questions by exploring the situations before and after the FFA activities and Pilot interventions. This involved examining the situation at the baseline and at the time of this evaluation and identifying plausible effects between the FFA/Pilot and

[60] WFP/JaRco. 2015. Operation Evaluation: Lesotho-Country Programme 200369: A mid-term evaluation of WFP's Country Programme (2013-2017). Evaluation Report.
[61] WFP Lesotho. 2017. Evaluation of Fato-Fato Programme in Lesotho. Volume 1: Qualitative Socio-Economic Impact Assessment.
[62] WFP Lesotho Standard Project Reports 2015 and 2017; WFP Lesotho Annual Country Reports 2018 and 2019.
[63] ODI (no date). Cash for assets pilot, Mohale's Hoek: Evaluation report; Kingdom of Lesotho/WFP. 2015. Lesotho Context Analysis; WFP/JaRco. 2015. Operation Evaluation. Lesotho – Country Programme 200369: A mid-term evaluation of WFP's Country Programme (2013-2017). Evaluation Report; WFP Lesotho. 2017. Evaluation of Fato-Fato Programme in Lesotho.

the observed changes. With this approach the ToC, logical frameworks/results framework and related monitoring data are essential.

62. To counteract the attribution problem, the evaluation conducted a contribution analysis to assess the various factors contributing to the results. As described in Annex 3, the contribution analysis aims to produce a credible, evidence-based narrative of contribution based on secondary and primary data of the evaluated interventions and other interventions/factors potentially affecting impact in relation to environment and food and nutrition security.

63. In line with the ToR, the evaluation is organized around evaluation questions (EQs) that follow evaluation criteria recommended by the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC criteria): relevance, effectiveness, efficiency, impact, and sustainability and scalability. The main EQs are presented in Table 4 below.[64]

Table 4: Evaluation Questions

OECD-DAC Criteria	Evaluation questions
Relevance	To what extent were the WFP FFA and Pilot Activities Gender Equality and Women Empowerment-Sensitive (GEWE) sensitive and relevant to the needs of the most vulnerable in Lesotho, and aligned with UN and WFP policies and priorities?
Effectiveness	To what extent were the outcomes/objectives of the WFP FFA and Pilot activities achieved?
Efficiency	To what extent were the WFP FFA and Pilot activities implemented in a timely and efficient (including cost-efficient) manner)?
Impact	To what extent have the WFP FFA and Pilot contributed to the identified impact, intended and unintended?
Sustainability and Scalability	To what extent are the WFP FFA and Pilot results expected to be sustainable and continue to generate benefits, and to what extent is the Pilot suitable for up-scaling?

64. The full evaluation matrix presented in Annex 4 specifies the EQs and sub-questions alongside indicators, data collection methods, main sources of information, data analysis and triangulation methods, and data availability and reliability. The evaluation matrix formed the basis for developing data collection tools and planning data collection and analysis phases.

65. The evaluation applied mixed methods for data collection and data analysis. The data collection methods used were a desk review of documents, key informant interviews (KIIs), focus group discussions (FGDs), household interviews and technical site visits (focusing on assets). Data analysis methods included an environmental assessment, technical appraisal of assets, cost-benefit analysis (CBA), household survey, and a contribution analysis. Methods were selected insofar as they were considered the most relevant and appropriate methodologies to respond to the EQs. Selection of methodologies and data collection methods also considered the need for counteracting data gaps, for instance in relation to the environmental impact of the assets, the inclusion of stakeholders at all levels, the need to account for the attribution problem and to ensure robust findings. The methodologies and data collection/analysis methods are noted in Annex 3.

66. The Human Rights and Gender Equality (HRGE) framework was applied. Gender was integrated by ensuring that the sub-questions, indicators and means of verification were gender-sensitive. A great deal of emphasis was also placed on ensuring that the methods and data collection tools were gender-sensitive, for instance, gender-separated FGDs were conducted when appropriate, KIIs included as equal a representation of sex/age as possible, and results are disaggregated by gender, age and other relevant socio-economic factors where relevant. Based on this, the evaluation report presents gender-sensitive

[64] The EQs in the ToR were generally formulated as sub-questions rather than as EQs, and new and more generic EQs have therefore been developed.

analysis, findings, conclusions and recommendations. See Annex 3 for details on the application of the HRGE framework.

67. All six districts in which FFA and Pilot activities were implemented were included in this evaluation – three districts for each project, in total 12 project sites. For FFA activities, six project sites were selected across Mafeteng, Mohale's Hoek and Quthing districts; for the Pilot, three project sites were selected in Maseru, Berea, and Butha-Buthe districts.

68. The project sites were selected in the following way: first all project sites (FFA/Pilot) were mapped; then followed purposive sampling based on three layers of stratification: (1) Type of programme implemented (Pilot and FFA); (2) Number of assets created, with the aim of selecting areas with as many different types of assets created as possible to facilitate comparison between different types; and (3) Sites where gender norms were mainstreamed, such as establishing childcare activities. Where possible, sites selected within the Pilot program were representative of all three agro-ecological zones: highlands, foothills, and lowlands. Sites that did not fulfil these selection criteria were excluded from the evaluation. Table 5 presents the selection of projects sites, household sample, and number of KIIs, FGDs and technical site visits across the districts:

Table 5: Selection of project and data collection sites by district and number of FGDs/KIIs[65]

District	Number of project sites		Sampled sites	Site KIIs	Site FGDs	Sampled households	Technical site visits
	Pilot Public Works	FFA activities					
Project sites							
Botha-Bothe	1		1	7	21	8	5
Berea	1		1	10	15	8	6
Maseru	1		1	19	15	15	8
Mafeteng		2	2	40	39	17	10
Mohale's Hoek		5	2	25	35	17	11
Quthing		5	2	16	29	17	10
National/district level							
Total	**3**	**12**	**9**	**137**	**154**	**82**	**50**

69. The evaluability assessment conducted during the inception phase involved evaluating the available data, especially monitoring data, and identifying data gaps. The main monitoring data/information for the FFA and Pilot activities are annual progress reports – the SPR and the ACR[66] – which provide data on asset creation and food and nutrition security, according to outcome indicators and disaggregated by district and gender, where relevant. The ACR includes data on several gender-specific indicators, such as decision-making at the household level. The Pilot is monitored under the PRRO and the T-ICSP with similar outcome data on food security and nutrition; however, output data are not available. Besides this, the data available for the Pilot is weak. A logical framework for the technical assistance provided by WFP was not prepared and hence data to assess the assistance itself are not available. For both FFA and Pilot activities, age-disaggregated data were available in relation to beneficiary numbers, while data on disability was unavailable.[67] Neither data on the quality and function of FFA/Pilot assets nor their environmental impact were available.

[65] KIIs and FGDs at field level were organized around sub-questions. The numbers in the tables indicate the number of sessions based on sub-questions. Each session took 60-90 minutes. In some cases, the same FGD participants responded to different sub-questions, while in other cases there was a change of participants, depending on their availability. At national and district level, the numbers of KIIs specified indicate the numbers of full interviews addressing all sub-questions. The number of technical site visits refer to the number of assets visited and technically appraised.
[66] The ACR is the annual performance report for T-ICSP and replaces the project-based SPR. For the CP, the main report is the SPR 2015 (the FFA activities were moved to the PRRO in 2016); for the PRRO (2016-2017), the main reports are baseline reports and PDMs; for the T-ICSP the main reports are the ACRs 2018-2019.
[67] According to WFP staff, disability information has recently been included in the registration template for beneficiaries.

70. Data gaps were filled using multiple primary data collection methods. The reliability (consistency) of primary data was ensured by maintaining consistency across sampling and data collection methods across all sites (e.g., conducting KIIs and FGDs uniformly). The reliability of the evidence was ensured by applying the quantitative and qualitative data analysis methods consistently and uniformly for all data sets. The validity (accuracy) of the primary data was secured by selecting the appropriate data collection and analysis methods and using appropriate sampling methods.[68]

71. Triangulation of data based on different methodologies and different data sources also ensured a high level of reliability and validity of the evidence, with multiple pieces of data cross-checked and corroborated to understand the "whole" and used to produce findings and evidence. All EQs and sub-questions were explored by using and triangulating data from multiple data collection methods and data sources, as described in the evaluation matrix (Annex 4).

Limitations

72. The evaluation experienced limitations including the following: (1) Covid-19 restrictions on travelling and gathering; (2) Recall bias; (3) Social desirability bias; (4) Biased responses due to difficulties in distinguishing between different FFA projects; (5) Staff turnover leading to limited institutional memory; (6) Limited availability of key informants; (7) Logical framework gaps and inconsistencies; and (8) Data gaps and limited availability of some types of data. The limitations and mitigation strategies are detailed in Annex 3. Although the mitigation strategies reduced many of the limitations, the fact that the projects were implemented several years back affected the availability and reliability of information/data, as well as recall bias, particularly for the FFA, which was implemented in 2015-2019.

Ethical Considerations

73. WFP decentralized evaluations must conform to WFP and UNEG ethical standards and norms. The contractors undertaking the evaluation are responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle. This includes ensuring informed consent, protecting privacy, promoting confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities. The evaluation team developed and applied a culturally sensitive, ethical and non-harmful sex-disaggregated methodology. No ethical issues were encountered during data collection. Further information on risks and ethical safeguards is presented in Annex 3.

[68] https://research-methodology.net/research-methodology/reliability-validity-and-repeatability/; https://www.scribbr.com/methodology/reliability-vs-validity/

2. Evaluation Findings

74. This chapter presents the evaluation findings and the evidence to substantiate them. The chapter is structured based on the EQs, sub-questions and indicators outlined in the evaluation matrix (see Annex 4).

2.1. RELEVANCE: To what extent were the WFP FFA and Pilot activities GEWE sensitive and relevant to the needs of the most vulnerable in Lesotho, and aligned with national, UN and WFP policies and priorities? (EQ1)

Sub-question 1.1. To what extent were the design, targeting and implementation of Pilot and FFA activities relevant to the needs of the most vulnerable and food insecure people?

75. **The design of FFA and the Pilot were informed by several analyses and studies; however, the ToC appeared to be an added tool, rather than the basis for designing the projects.** The design and implementation of the FFA and the Pilot were informed by the findings and recommendations of numerous evaluations and studies, as described in Section 1.3.[69] These studies contributed to, for instance, the launching of the 3PA, the introduction of the Pilot and the integration of livelihood activities into the FFA. However, a gap was found regarding the use of ToCs as bases for project design. For the FFA, a ToC was prepared at the launch of the current evaluation (to be included in the ToR) and not as part of the project design phase. In the case of the Pilot, a ToC was prepared as part of the Memorandum of Understanding (MoU) signed by the MFRSC and the WFP.[70] The ToCs for the FFA and the Pilot can be assessed as ranging from medium to poor quality.[71]

76. **Geographical targeting for the FFA was based on identified needs, particularly after the introduction of the ICA; the criteria for geographical targeting under the Pilot are unclear.** Before the launch of the ICA, geographic targeting was based on analysis by LVAC, which focuses on food security. This was the case for the CP 2013-2017, with the LVAC identifying the Senqu River Valley and the southern lowlands as the regions with the highest recurring food insecurity. From 2016 and the launch of the PRRO, geographical targeting for the FFA was informed by the ICA 2015,[72] which was conducted for the first time as part of the 3PA. The ICA provides information on food security, natural shocks, land degradation, climate change, nutrition, HIV/AIDS, livelihoods and seasonality. Moreover, the ICA is based on numerous sources: the food and nutrition security-focused IPC, the LVAC and the MFRSC catchment area approach. The geographical targeting for the T-ICSP was also based on the ICA 2015. The criteria and methods used for the geographic targeting under the Pilot are not clear. The available documentation on the Pilot[73] only mentions the available sources for geographical targeting (LVAC and ICA) in general terms.

77. **For beneficiary targeting, identification of vulnerable households was based on WFP procedures, but the actual recruitment followed a "first come, first served" approach for both the Pilot and FFA.** According to project documents and interviews with WFP staff, beneficiary targeting for the FFA was based on comprehensive vulnerability assessments. The three projects (CP, PRRO and T-ICSP) followed identical procedures: DMA coordinated the identification of project areas and facilitated the targeting and registration processes. To improve targeting of beneficiaries, the NISSA database (see section 1.2) was used. The targeting was complemented by self-targeting done by WFP, as NISSA data did not cover

[69] ODI (no date). Cash for assets pilot, Mohale's Hoek: Evaluation report; WFP/JaRco. 2015. Operation Evaluation. Lesotho – Country Programme 200369: A mid-term evaluation of WFP's Country Programme (2013-2017). Evaluation Report; WFP Lesotho. 2017. Evaluation of Fato-Fato Programme in Lesotho.
[70] Concept Note. Fato-Fato. An outline of Technical Assistance to the Ministry of Forestry and Land Reclamation.
[71] The FFA ToC can be characterized as a horizontal logical framework rather than a ToC. Regarding the Pilot, the (narrative) ToC of the Pilot was structured as a description of the different elements of the Pilot (and their objectives) rather than an actual ToC. As in the case of the FFA, an (additional) ToC was prepared as preparation for this evaluation[71]. This ToC is structured as a list of outputs/activities and indicators and thus cannot be defined as a ToC.
[72] Kingdom of Lesotho/WFP. 2015. *Lesotho Context Analysis.*
[73] WFP/Kingdom of Lesotho (no date). *Fato-Fato. An outline of technical assistance to the Ministry of forestry and land reclamation*. Concept Note annexed to MoU; Protracted Relief and Recovery Operation (PRRO) 200980 for Lesotho (June 2016-December 2017). No date. *Implementation plan for Activity 3 of the PRRO: Improving the operational and technical efficiency of the Government Public Works Programme.* Internal document, unpublished.

all FFA target areas. The food insecurity criteria included limited access to land, no other sources of income, no livestock and few active household members. Each selected household nominated one able-bodied member to participate in the FFA activities on their behalf.[74] According to information from WFP staff, the beneficiary targeting for the Pilot project was conducted in the same way as for the FFA. However, qualitative findings revealed that despite some attempts to identify poor and very poor households before recruitment, the actual selection was neither informed by vulnerability status nor food-insecurity indicators, with beneficiary households selected based on a 'first come, first served' basis that entailed giving priority to people who arrived early and registered their names first at recruitment points. Most key informants lauded the effectiveness of the 'first come, first served' approach in terms of ensuring the participation of all households and leaving no household behind. They also argued that disabled groups appeared to have been included in the selection, as they could nominate family members to work on their behalf. However, a community representative at one of the Pilot sites pointed out that self-registration systems are not always accessible to vulnerable groups that might not be able to arrive early, travel long distances and/or might not have a family member willing to represent them.

78. **The CBPP and community action plans were important tools to foster community-based participation, but their implementation was less successful.** The CBPP and community action plans were introduced in 2017 as part of the 3PA. WFP staff explained how staff from WFP LCO, MFRSC and NGOs received training-of-trainers assisted by the WFP regional bureau in how to apply the tools. The first step of the CBPP process was to visit communities to obtain buy-in from community leaders. Communities then selected representatives to participate in the process and prepare community action plans, which summarize information about the community, including population data, needs and priorities. As such, community action plans are prepared by the community leaders (councilors) rather than the community members. WFP field monitors reported that they had limited time for CBPP exercises, but that they identified key problems and discussed how to tackle them to develop broad community action plans. Most beneficiaries, chiefs and councilors across all sampled sites did not know about the CBPP or community action plans, while some district officers had a vague knowledge of the approach but had not used it to inform interventions. For instance, a community representative from Ha Maneo Mashaleng, who was part of a training workshop that took place before project implementation, acknowledged that the priorities tabled to WFP were not based on community consultations. In contrast, a community representative from Ha Mahlomola Mphaki, an FFA site, had full knowledge of the process and explained that WFP visited their village to discuss their intentions and plans using the CBPP approach.

79. **The selection of community assets was based on lists of assets provided by WFP/MFRSC, rather than community suggestions, although beneficiaries still appreciated the wages.** According to the CBPP process, assets were to be selected by the communities based on their needs. However, assets were mostly selected from lists of options provided by WFP/MFRSC. According to WFP staff, WFP is obliged to focus on the type of assets for which they have funding based on donor requirements. Qualitative findings revealed that in-depth needs assessments were not conducted to inform the selection of interventions. Rather than select options from a range of possible interventions, communities mostly implemented the interventions suggested, which were mainly land rehabilitation activities. In a few areas, community members' opinions were sought regarding appropriate areas or sites for undertaking the activities. Nevertheless, despite not being given the opportunity to decide on the assets, beneficiaries reported appreciating three months of wages and the income from livelihood activities, such as chickens and keyhole gardens, as they struggled to make ends meet. Regarding livelihood support activities, 82 percent of FFA beneficiaries and 35 percent of the Pilot beneficiaries perceived them as "very relevant" (livelihood activities were only implemented in one out of three Pilot sites). One woman in an FFA site in Draaihoek Mohales' Hoek reported: "The money I earned (asset creation wages) eased a lot of my household struggles, particularly inability to pay school fees, as well as the shade nets for keyhole gardens that allowed us to plant a variety of vegetables and diversify our diets". Similarly, the household survey showed that 88 percent of FFA beneficiaries and 84 percent of Pilot beneficiaries perceived asset creation activities to be "very relevant". Nonetheless, some beneficiaries, particularly those in areas without running water, expressed dissatisfaction with asset selection that was not primarily driven by their preferences.

[74] WFP. 2015. Standard Project Report 2015.

80. **Despite good intentions, the introduction of conditional participation in the FFA livelihood component was problematic and created resentment among beneficiaries.** Livelihood activities were previously included as voluntary activities for beneficiaries under the food-for-work and FFA activities. From 2017, under the PRRO, participation in the livelihood component became conditional for participation in asset creation. The objective was to improve year-round food security, not only during the periods of participation in asset creation activities. WFP staff moreover argued that since the community assets focus on environmental aspects and typically take a long time to achieve results, there was a need for household livelihood assets to provide more immediate results for beneficiaries. The payment for livelihood assets (e.g., chickens) was deducted from the asset creation component wages. Although there were some successes regarding livelihood activities, the WFP officers at both national and field office levels noted challenges in relation to the livelihood activities, particularly regarding chickens, which was the cheapest livelihood activity and therefore the preferred option for beneficiaries.[75] In Ha Mahlomola Mphaki (FFA site), for instance, FGDs of both women and men described the steep price of chickens (R300/10 chickens) which, incidentally, never reached them since most died when the delivery van was caught in a storm. Most indicated the financial burden of purchasing chicken feed and the cost of warming the chickens, which was high if chicks were delivered in the winter. The biggest challenge noted by beneficiaries, however, was how they had purportedly been pressured to contribute money for livelihood activities that often were not materializing. Also noted were a lack of transparency about the amount of money collected and threats that not contributing the M300.00 towards the livelihood activities would lead to forfeiting engagement in WFP activities. This created sour relations between beneficiaries and foremen, and bad feelings towards WFP. The WFP field monitors were aware of these conditions for participation and data from the WFP call-free centres show complaints from beneficiaries that had participated in livelihood activities in this way.[76] Only one of the three Pilot sites, Ha Lekhobanyane Mazenod, implemented the livelihood component. In this area, beneficiaries were not consulted about their preferences but were offered two assets: chicken (at a cost of 150 per 10 chickens) and bees (without boxes to contain them).

Sub-question 1.2. To what extent were FFA and the Pilot based on sound gender analysis? To what extent was the design and implementation of the intervention GEWE-sensitive?

81. **The FFA and the Pilot projects were informed by various studies, yet a gender analysis was not conducted and the projects lacked an overall strategy for GEWE programming.** According to WFP staff, LCO was unable to conduct a gender analysis during the design phase due to a lack of resources, while the gender tools of WFP headquarters were not applied due to time constraints. The FFA was nevertheless informed by various gender studies/documents in its design phase.[77] The innovation from the field programme, for instance, recommended that childcare activities be included under FFA projects (which was partly implemented). Interviews pointed to awareness among WFP and, to some extent, MFRSC staff that the FFA and the Pilot interventions should be gender-sensitive. However, gender-friendly norms were not systematically mainstreamed into the projects and were mostly based on individual guidance of responsible WFP staff members, with no reference to overall strategy or guiding documents to promote gender-friendly norms in the field. Gender awareness training under the FFA was conducted by WLSA, focusing on the election of women for positions such as foremen, and gender-based violence. WLSA also designed brochures regarding protection of women's rights. This training was highly relevant in focusing on gender issues but did not cover specific gender-sensitive FFA norms.

82. **By design, both the FFA and the Pilot included relevant gender-sensitive norms and activities, and wider inclusion measures.** Gender-responsive programming and gender-friendly norms included the

[75] Challenges in relation to chicken included supply problems, infectious diseases, delivery of chickens that were too young, delivery of chickens at the wrong time of the year, a lack of market assessment and a lack of training.
[76] According to WFP staff, the problems related to livelihood activities were due to a communication breakdown between the supervisors at the site and the field monitors; efforts to improve communication had limited success.
[77] WFP/IDS/Bridge. No date. Innovations from the field. Gender mainstreaming from the ground up for the World Food Programme. Phase one. June 2013-September 2014. Synthesis report; WFP/IDS. 2016. Innovations from the field: Gender mainstreaming from the Ground Up – Phase 2. WFP Lesotho Country Office. 2016. Progress Report Jan-May 2016. WFP/Sustainable Development Goals/Zero Hunger. 2016. Lesotho Country Progress report. Innovations from the field: Gender mainstreaming from the ground up. June 2016. The Innovations from the Field is a three-phased programme aiming at mainstreaming gender equality into WFP. As part of the programme, IDS facilitated "participatory action learning "in five WFP COs, including Lesotho.

introduction of childcare facilities for lactating women, which gave women a chance to participate in the FFA/public works while breastfeeding and setting norms for the distance between participants' homes and project sites. After the implementation of the FFA and the Pilot, work norms were revised to consider the different physical strengths of women and men.[78] Although these norms were not "officially" implemented during the FFA and the Pilot, WFP staff encouraged men participants to allow women to do lighter physical work, while MFRSC staff stated this had also been encouraged in the PAP. The Ministry of Agriculture and Food Security conducted nutrition awareness sessions, for example in relation to the keyhole gardens and on the importance of poultry activities. Another example of social protection and inclusion measures adopted is the establishment of call-free centers to enable beneficiaries to present their queries or complaints to WFP over the phone. Finally, individuals were allowed to participate in FFA and Pilot asset creation activities on behalf of other household members with disabilities, representing an improvement on the PAP regarding inclusion.

83. **Qualitative field interviews confirmed examples of gender programming, but also the lack of systematic implementation.** KIIs and FGDs across both Pilot and FFA sites confirmed that gender mainstreaming approaches were followed to a limited extent. For instance, the registration process during the recruitment stage alternated community members by gender, facilitating equal participation of men and women. Most livelihood activities, including poultry and keyhole gardening, were regarded as highly relevant for women. Beneficiaries also commented that because land rehabilitation work was physically demanding, women workers would often do lighter tasks than men. However, this practice was not common across all sites since it was not part of the guidelines and depended on the discretion of the foreman, the goodwill of men and the number of workers of each gender in a group. A woman from Ha Maneo stated, "Men would always complain that we all earn the same amount of money and that everyone must pull their weight". Furthermore, in most FFA sites, breastfeeding was mentioned as a factor hindering the participation of women in asset creation, with women not allowed to leave group work early to breastfeed or carry out household duties. Out of the nine visited sites, only one beneficiary at Ha Maneo, an FFA site, mentioned daycare facilities, which were supposedly implemented in all the visited sites, as this was a criterion for site selection (see Introduction, Section 1.4).

Sub-Question 1.3. To what extent were the FFA activities aligned with Government, WFP and UN policies and priorities at the time of design and over time including gender policies where/as appropriate?

84. **Overall, the FFA activities were aligned with government policies and priorities at the time of the design and during implementation, although there are gaps regarding the national protection policy.** The FFA projects were aligned with NSDPs I and II. At the time of the FFA design phase, the NSDP I (2012/2013-2016/2017) was in place, which focused on reducing vulnerability, reversing environmental degradation and adapting to climate change. The NSDP II (2018/2019-2022/2023) focuses on fostering job creation, inclusive growth and further poverty reduction. Under one of the key priority areas, Strengthening Human Capital, the expected immediate outcomes are Efficient Social Protection Programme and Reduced Vulnerability, and Reduced Malnutrition. Furthermore, the NSDP II cross-cutting issues include climate change and environment, strategic objectives, reverse land degradation and promoting biodiversity conversation. The FFA objectives are fully coherent with these expected outcomes. The FFA projects likewise support the Environment Act 2008, which provides for the protection and management of the environment and conservation and sustainable utilization of natural resources.[79] The FFA projects are also aligned with the National Gender policy 2018-2020. Although there are no policy objectives related to social protection programmes, the FFA is coherent with policy priority 4 (gender, productive resources and employment, economic empowerment) and policy priority 6 (gender, food and nutrition security). The FFA is likewise coherent with the Lesotho Food and Nutrition Policy 2016-2025, particularly the nutrition-sensitive programming policy objective, as activities such as the keyhole gardens and poultry activities are examples of nutrition-sensitive interventions. Lastly, although the FFA objectives were aligned with the National Protection Policy 2018-2030, there were some gaps in the implementation of vulnerability beneficiary targeting (see sub-question 1.1)

[78] According to the new work norms, men should do the harder work (e.g., breaking of stones), while women should be given lighter tasks. Pregnant women in the late trimester should be given light work.
[79] Government of the Kingdom of Lesotho. No date. *Environment Act 2008.*

85. **The FFA activities were coherent with UN and WFP policies at the time of design and during implementation.** The FFA was implemented as part of LUNDAP 2013-2017. The FFA activities were particularly aligned with two LUNDAP outcomes: 1) By 2017, Lesotho adopts environmental management practices that promote a low-carbon climate-resilient economy and society, sustainability manages natural resources and reduces vulnerability to disasters; 2) By 2017, vulnerable groups have access to adequate and effectively managed (HIV/AIDS, child and gender-sensitive) social protection systems. LUNDAP was extended to 2018 to align with the national planning process and the introduction of NSDP II (2018/2019-2022/2023). Regarding WFP policies, the FFA objectives were coherent with the 2015 "Policy on building resilience for food security and nutrition,"[80] particularly with the activity "Create productive assets and strengthen livelihoods, especially those related to productive safety nets". The FFA objectives were equally aligned with the WFP Gender Policy 2015-2020[81] and its four objectives: (1) Food assistance adapted to different needs (though vulnerability targeting); (2) Equal participation (of women in asset creation); (3) Decision-making by women and girls (women/girls have increased power in decision-making over food and nutrition security); and (4) Gender and protection (food assistance does no harm). During the evaluation period, there were no WFP policies or tools to mainstream disability into projects.[82] In the FFA/Pilot, other nominated household members were allowed to participate on behalf of those with a disability but, where these delegates were unavailable, the person with a disability missed the opportunity.

Summary Findings

Relevance: To what extent were the WFP FFA and Pilot Activities GEWE sensitive and relevant to the needs of the most vulnerable in Lesotho, and aligned with National, UN and WFP policies and priorities? (EQ1)

- The FFA and the Pilot did not sufficiently address the needs of the most vulnerable in Lesotho. Although vulnerability targeting was attempted, in practice, the recruitment of participants followed a "first come, first served" approach, and beneficiaries were not fully consulted regarding their needs. Feedback on how cash transfers had supported beneficiaries' livelihoods during the enrolment period was generally positive, however.
- Examples of GEWE-sensitive activities were found in the FFA and Pilot, notably the equal participation of men and women in asset creation, yet GEWE programming suffered from the lack of a strategic framework and guiding tools and, therefore, was not implemented systematically.
- The FFA and Pilot were overall aligned with most national, UN and WFP policies. However, the shortcomings of vulnerability targeting compromised alignment with the national social protection policy.

2.2. EFFECTIVENESS: To what extent were the outcomes/objectives of the government public works and WFP FFA activities achieved (EQ2)

Sub-question 2.1. To what extent were the outcomes/objectives of the Pilot and WFP FFA activities achieved/are likely to be achieved, including GEWE?

Food and nutrition security

86. **FFA:** Due to the differing objectives and indicators of the three projects, it is not possible to provide an overall analysis of the achievement of objectives as defined by selected indicators. The analysis therefore focuses on each individual project.

[80] "Policy on Building Resilience for Food Security and Nutrition" (WFP/EB.A/2015/5-C).
[81] WFP. 2015. WFP gender policy 2015-2020.
[82] In 2020 the WFP disability inclusion road map (2020-2021) was launched with the objective of support the implementation of the Secretary-General's 2019 United Nations Disability Inclusion and WFP's obligation more broadly regarding disability inclusion.

87. For the CP, one outcome indicator was monitored in 2015 for all the targeted districts: "Percentage of communities with an increased asset score". The percentage of communities with increased access ("assets used by minimum 50 percent of the community members") showed a decrease on the 2014 baseline (see Table 6 below). According to the SPR 2015, although several assets were created (for example trees planted, land rehabilitated and tanks or dams for irrigation (re)constructed) it takes time for some assets to yield benefits. Moreover, the dams and tanks constructed were not yet functional.

Table 6: CP (2015) achievements against outcome indicators

Component 1: Enhancing Resilience and Responsiveness through disaster risk reduction			
Districts: Mafeteng, Mohale's Hoek			
Indicator	**Baseline (2014)**	**Annual value (2015)**	**End target (2017)[83]**
CAS: Percentage of communities with an increased Asset Score (all targeted districts)[84]	47%	45%	60%

Source: WFP, SPR 2015

88. In 2016, the FFA activities were transferred to the PRRO, with implementation starting in 2017. It is unknown what happened to the assets created or rehabilitated under the CP in 2015 (some of which had not been finalized). Moreover, it should be noted that Mafeteng district was included in the CP, but not in the PRRO or T-ISCP, meaning there was presumably no follow-up on these assets. The PRRO was more successful than the CP, as measured by the CAS indicator. In two targeted districts (Mohales' Hoek and Quthing), 100 percent of communities experienced increased access to assets, indicated by at least 50 percent of community members. An improvement was seen on the CSI in Quthing between May 2016 to November 2017, as households applied fewer food-based coping strategies, whereas the opposite was the case in Mohale's Hoek. The same pattern was seen for the DDS, which measures the diversity of food consumed over the last seven days. In Mohales's Hoak, the average DDS fell from 4.3 to 4.0 between May 2016 and November 2017, whereas in Quthing, the DDS increased from 4.1 to 4.3 during the same period. Note that the baseline and the annual monitoring conducted in 2017 took place at different times of year and are therefore not directly comparable (see Table 7 below).

Table 7: PRRO (2016-2017) achievements against outcome indicators

SO2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies			
Districts: Mohale's Hoek, Quthing			
Indicator	**Baseline (May 2016)**	**Annual value (Nov 2017)[85]**	**End target (Sep-Dec 2017)**
CAS: Percentage of communities with an increased Asset Score – Mohales' Hoek	N/A	100%	80%
CAS: Percentage of communities with an increased Asset Score – Quthing	N/A	100%	80%
CSI (Food-based): Coping Strategy Index[86] – Mohale's Hoek	9.25	11.40	Below 9.25
CSI (Food based): Coping Strategy Index – Quthing	13. 46	8.90	Below 13.46

[83] The Asset Creation activities were moved to the PRRO in 2016 and hence data for the CP are only available for 2015.
[84] CAS measures the difference WFP has made with community asset creation in all supported communities including all assets used by at least half of the community members (whether the assets are having a positive impact or not).
[85] Data are not available for 2016 as the FFA activities only started in 2017.
[86] The indicator "Consumption/food-based coping strategies" is used to understand the frequency and severity of consumption behavior that households adopt when faced with food shortage. The households are asked about their consumption in the last 7 days (relief on less preferred food, reduced meal portion sizes, reduced number of meals, relied on help and reduced adult consumption so that children can eat. The index (figure) indicates the number of food-based coping strategies the household is adopting. Thus, the higher the index (figure) is, the higher is the level of food insecurity.

SO2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies			
Districts: Mohale's Hoek, Quthing			
Indicator	**Baseline (May 2016)**	**Annual value (Nov 2017)[85]**	**End target (Sep-Dec 2017)**
DDS: Dietary Diversity Score[87] – Mohales' Hoek	4.30	4.00	Above 4.30
DDS: Dietary Diversity Score – Quthing	4.10	4.30	Above 4.10

Source: WFP, SPR 2017

89. The CSI indicator is also available for the T-ICSP 2018-2019, although the year of the baseline is not indicated. For both Mohale's Hoek and Quthing, the food-based indicator values increased – from 5.60 to 7 in Mohales's Hoek and from 5.30 to 6 in Quthing, reflecting a deterioration in food security as households adopted more food-based coping strategies. Conversely, the second food security indicator, Food Expenditure Share, shows the opposite results in both Mohales's Hoek and Quthing, as a significant decrease was seen regarding the percentage of income spent on food, indicating improved food security (See Table 8 below).

Table 8: T-ICSP (2018-2019) achievements against outcomes

SO1: Households in chronically food-insecure areas are able to meet their basic food and nutrition requirements throughout the year, including in times of shock			
Districts: Mohale's Hoek, Quthing			
Indicator	**Baseline (unknown)**	**Annual value (2019)**	**End CSP target (2019)**
CSI (Food-based): Coping Strategy Index (average) – Mohale's Hoek (cash)	5.60	7	Below 5.60
CSI (Food-based): Coping Strategy Index (average) – Quthing (cash)	5.30	6	Below 5.30
Food Expenditure share[88] – Mohale's Hoek (cash)	40.40	16	Below 40.40
Food Expenditure share – Quthing (cash)	21.40	5	Below 21.40

Source: WFP, ACR 2019.

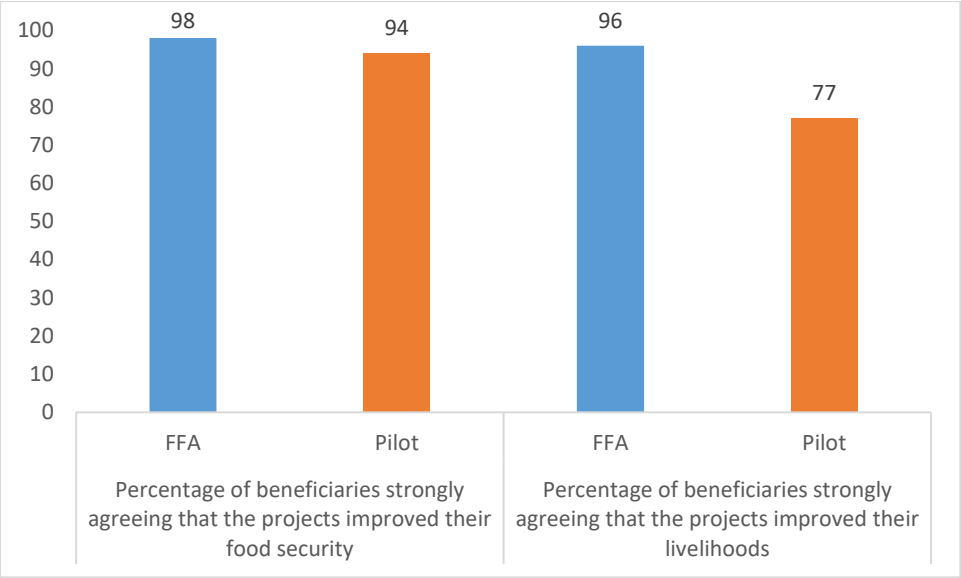
90. **The outcome data for the three FFA projects are somewhat contradictory and do not provide clear evidence for improved food and nutrition security.** The FFA monitoring data provide a mixed picture. The T-ISCP, for example, showed contradictory results even within the same sites. The PPRO monitoring data showed an improvement of the food security situation in Quthing, whereas in Mohale's Hoek, the food security situation deteriorated. Overall, the FFA monitoring data do not provide sufficient evidence for the effectiveness of the projects; furthermore, food and nutrition security monitoring was conducted at different times at the year, reducing the data reliability.

91. **Qualitative and quantitative FFA/Pilot field data revealed that wages and livelihood activities contributed to enhanced food security and livelihood systems.** Beneficiaries had increased incomes while they were receiving wages, which in turn enabled them to stabilize their food security situation and diversify diets – as reported across all FFA sites. Moreover, keyhole gardens across all FFA sites were cited by most beneficiaries as having contributed to food accessibility and dietary diversity, even during dry and cold seasons. In Ha Mahlomola Mphaki and Ha Mohlakoana, despite the lack of markets (since most households had keyhole gardens), some beneficiaries generated income from selling vegetables and thus diversified their income sources. In another FFA site at Ha Maneo, Mashaleng, Mohales' Hoek, beneficiaries reported that protection nets for keyhole gardens prevented natural shocks and allowed a year-round

[87] Dietary Diversity measures food consumption with emphasis on quality food consumed by household members over a period of seven days. The higher the number, the higher is the number of different food groups consumed during the last seven days.
[88] Expenditure share on food is used to measure the proportion of income household spend on food. A household that spends more on food is more vulnerable than a household that spends less on food.

supply of vegetables. Other beneficiaries invested their asset creation wages, opening up other sources of livelihood activities such as chickens, which enabled some beneficiaries to collect eggs and diversity their household diet. Incidences of wages having enhanced beneficiaries' resilience to shocks were reported although not common across intervention sites. For instance, one woman at an FFA site in Draiihoek, Mohales' Hoek stated: "The wages I earned enabled me to embark on strategies to improve agricultural production even during unstable climatic conditions, such as hiring a tractor and buying fertilizers". The qualitative data was supported by the household survey results, with 98 percent of FFA beneficiaries strongly agreeing that the projects had improved their food security. For the Pilot, nearly 94 percent agreed that the project had improved food security. Regarding livelihoods, for FFA 96 percent strongly agreed that the projects improved their livelihoods, while this figure was only 77 percent among Pilot beneficiaries, which was likely related to the fact that livelihood support activities were only implemented in one out of the three sites (see Figure 3 below).

Figure 3: Perception of improved food security and livelihoods (FFA/Pilot)



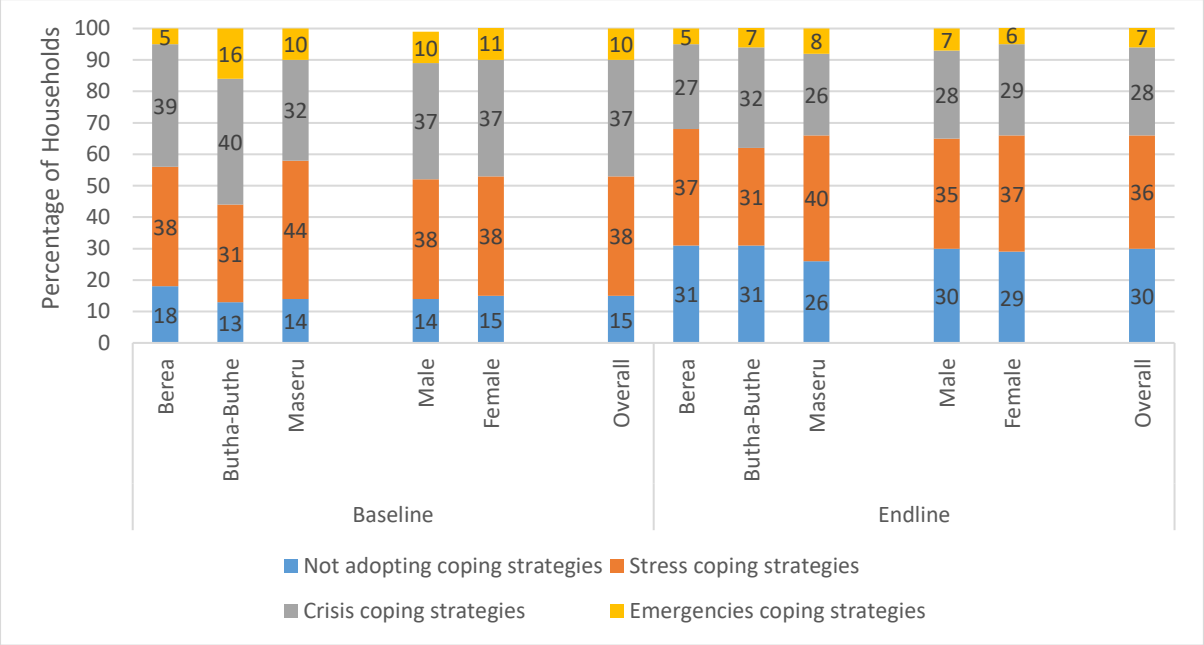
92. **Pilot**: There is no logical framework or results framework for the Pilot, preventing an evaluation of achievement of the objective. In collaboration with MFRSC, WFP conducted results-oriented monitoring based on selected indicators (food and nutrition security) in the three Pilot districts. The Lesotho LVAC 2017 data for very poor and poor households served as baseline data, follow-up monitoring took place in April 2018 and May 2019, and a close-out survey was conducted in July 2019, as shown in Figure 2. However, the fact that the baseline, follow-up monitoring and close-out surveys were conducted at different times of the year reduces the data reliability.[89]

93. The Pilot outcome data showed a positive development towards fewer households not adopting livelihood coping strategies. As shown in Figure 4 below, there was a significant increase of households not adopting livelihood coping strategies across all three districts for both women and men. Stress coping strategies remained similar across districts, except for Maseru, which decreased from 44 to 40 percent. The percentage of households applying crisis coping strategies and/or emergencies coping strategies across districts decreased for both women and men, except for in Berea, which remained at 5 percent. Overall, there was a positive development towards fewer households adopting livelihood coping strategies and, when households did adopt coping strategies, these tended to be less severe, which can be attributed to the enrolment rate from one to three months (see Sub-question 2.2), as confirmed by the qualitative field data. Given the limited implementation of livelihood activities in Pilot sites, interviews with beneficiaries

[89] The baseline was conducted in February (end of the lean season when vegetables and green crops are available) and the close-out survey was conducted in July (when vegetables are scarce). This is problematic, particularly for the food and nutrition security indicators focusing on food consumption in the seven days prior to data collection. The other available indicator is "Livelihood Coping Strategies", which focuses on food consumed in the last 30 days prior to data collection and thus provides slightly more reliable data.

attributed increases in household income, food availability and diversification to wages earned, rather than livelihood activities.

Figure 4: Pilot – livelihood coping strategies by districts and sex



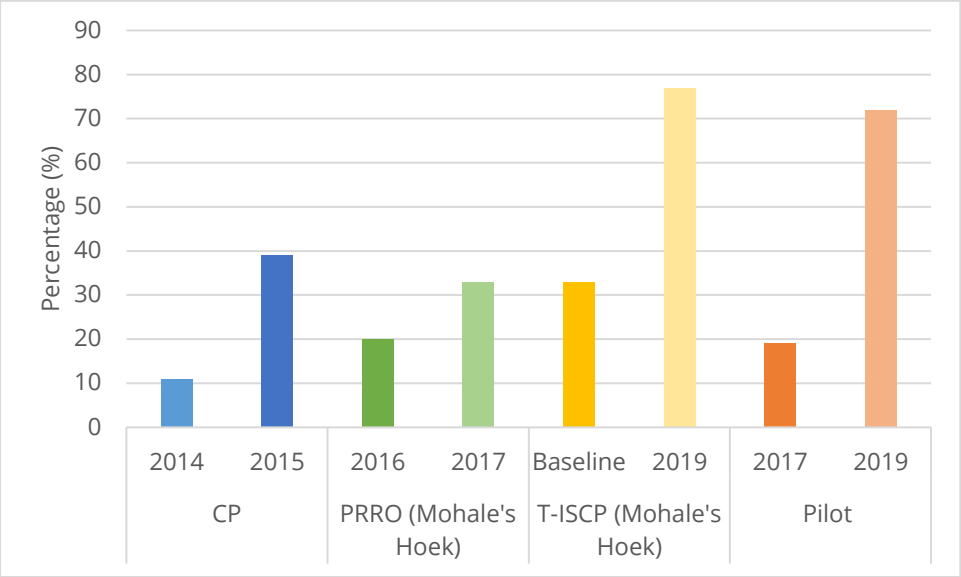
Source: WFP. 2019. *Lesotho: Working towards a resilient community through Asset Creation Assistance. FFA Pilot Close-Out Report: July 2019.*

GEWE

94. **During the implementation of the FFA and Pilot projects the percentage of households where men and women made decisions over the use of cash together, vouchers or food increased.** Only one GEWE indicator was available across the three FFA projects and the Pilot: "Proportion of households where females and males together (or females/males separately) make decisions over the use of cash, voucher, or food". Under the CP, the percentage of households with common decision-making increased from 11 percent in 2014 to over 39 percent in 2015 across all targeted districts. The data for the PRRO are divided on districts but show similar trends. In Mohale's Hoek, for instance, the percentage of households in which men and women made common decisions rose from 20 percent in 2016 to 33 percent in 2017. Under the T-ISCP, in the same district, this indicator value rose from 33 percent at the baseline (no year indicated) to 77 percent in 2019. According to the Pilot data available, joint household decision-making increased from 19 percent in 2017 (baseline value) to 72 percent in 2019[90] (see Figure 5).

[90] SPR 2015, SPR 2017, ACR 2019.

Figure 5: Percentage of households where men and women made joint decisions over cash/food use



95. **The field data confirmed the above picture of common decision-making.** Wages earned from asset creation gave most women beneficiaries across the Pilot and FFA sites a say in how income was used, economically empowering them in decision-making. A woman at an FFA site in Ha Mabatla, Makoabating, Mafeteng expressed her opinion during an FGD, as follows: "I felt economically empowered as I was able to make pivotal economic decisions with the income earned. When the roof of my house leaked, I was able to re-roof"'. However, one man at a Pilot site in Tsereoane complained how his wife, "did not tell me that she was going to buy a stove – she just showed up with it as if I do not exist…yet when I was working in South Africa, I used to give her all my wages".

Environment

96. **Technical site visits found that most SWC structures were designed appropriately, were functional and conformed to technical guidelines, although limited provision of training was identified as a gap.** SWC structures in both FFA and Pilot sites consisted of stone-lines, check-dams, gully-head structures, and diversion furrows and gabion structures. Except for cases of check-dams and furrows, SWC structures generally conformed to technical guidelines, were appropriate and functioned well as barriers to slow down the speed of water and soil, improve infiltration, and trap sediment and moisture – thereby enhancing vegetation growth (especially stone-lines) (see photos 1-3 below). Grass re-seeding and invader removal also conformed to technical guidelines and were functional in trapping the eroded soil, enabling resurfacing of plant species of livelihood value that had disappeared. However, a design flaw related to lack of spillway occurred in the construction of the check-dams, resulting in their collapse (see photo 4 below). Similarly, in Botha Bothe (Pilot site), diversion furrows were not designed to convey water safely to outlets, causing water to discharge into active gullies and leading to the collapse of check-dams. In Ha Lekhobanyane, Mazenod, it flooded a field and destroyed crops. Insufficient training of foremen appeared to be a contributing factor in the inappropriate construction of assets. A foreman in Ha Maneo Mashaleng Mohale's Hoek (FFA site) reported: "I did not receive any training regarding the construction of stone lines and gully heads. Everything that I know, I learned from the secretary who had gone for training before I was engaged as a foreman"'.

Photo 1: Stone-lines in Ha Maneo, Mohale's Hoek

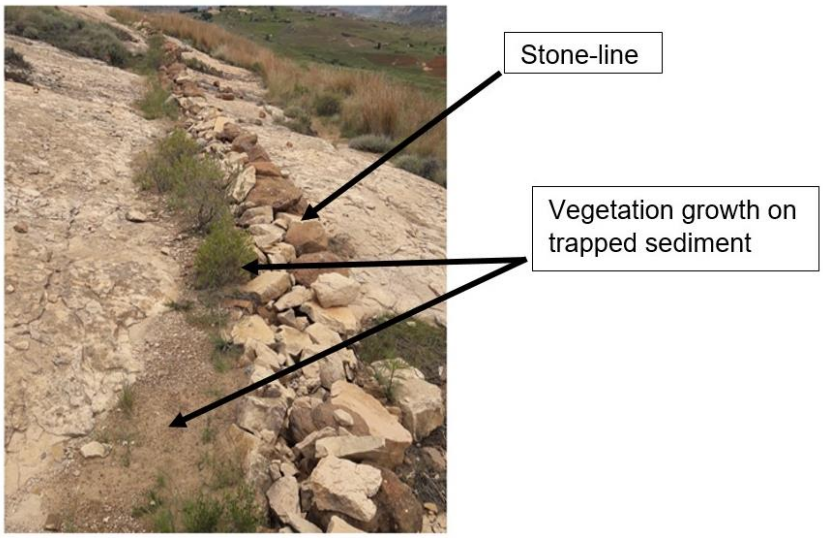


Photo 2: Vegetation growth on sediment trapped by stone-line

Photo 3: Stable and retreating gully head structures in Berea and Botha-Buthe.

Photo 4: Collapsed check-dam without spill-way Ha Maneo Mohale's Hoek

97. **The land rehabilitation assets of the Pilot and FFA restored the productivity of degraded land and, to some extent, increased resilience.** Qualitative findings from men beneficiaries in Pilot sites at Ha Lekhobanyane Mazenod and Tsereoane, Berea indicated that in areas where gullies had eaten up portions of the fields, the land rehabilitation interventions had restored parts of fields and helped increase production. Similarly, beneficiaries at FFA sites in Ha Maneo, Mashaleng Mohales' Hoek attributed the reduced runoff and improvement of yields to stone lines located adjacent to the fields. In Mphaki Ha Mahlomola, Quthing (FFA site) a female FGD member applauded irrigation dams and the technique of planting in rows for increasing their resilience to shocks by enabling them to plough during both winter and drought seasons.

98. **Improved vegetation cover was the most significant environmental change attributable to land rehabilitation assets.** FGDs across almost all FFA sites indicated that noticeable levels of soil accumulation and vegetation emergence were evident on bare patches before WFP interventions due to stone lines. Planting of grass seedlings was reported to have enhanced the effects of stone lines and improved vegetation in Ha Lekhobanyane and Tsereoane (see photo 5 below). Despite improved vegetation cover, the drawback reported by most beneficiaries was that the emerging vegetation consisted mostly of invaders.

Photo 5: Dense vegetation cover in Tsereoane as a result of grass reseeding

99. **Most tree planting activities had a limited effect on stabilizing soil and mitigating flood risk across WFP and Pilot sites.** The success rate of fruit plantations established far from residences was very low as their safety (against livestock grazing and thieves) was not guaranteed, and watering and weeding became challenging. This was reported in the Pilot sites of Ha Lekhobanyane and Likhutlong Urban Council, where fruit trees planted along cropland contours were uprooted or grazed by livestock (see photo 6). Conversely in Tsereoane (Pilot site), where peach tree seedlings were planted at homesteads or fields near beneficiaries' homes, most trees survived (see photo 7). In FFA sites, tree plantations were found in Draihoek and Ha Mahlomomal Mphaki. In Draaihoek some had dried up due to insufficient water and/or shallow soil depth, while in Ha Mahlomola, Mphaki, apple trees given to the community to plant at homesteads had died due to water shortages. The futility of planting trees in dry areas was explained by the chief of Ha Mohlakoana: "Planting trees in water-deprived areas is bad. People who do not have enough water for household consumption will not be able to irrigate trees. The problem is worsened by the fact that trees were planted during the dry season".

Photo 6: Unsuccessful peach tree plantation in Ha Lekhobanyane

Photo 7: Successful peach trees at one farmer's homestead in Tsereoane

Sub Question 2.2: To what extent has WFP technical support to the Pilot contributed to the achievement of the expected outcomes?

100. **The technical support provided by WFP to the Pilot was hampered by the lack of an elaborated strategic plan.** The 2017 MoU signed by MFRSC and WFP[91] guided the technical support provided by WFP

[91] WFP/MFRSC. No date. MoU Between the Government of the Kingdom of Lesotho and the World Food Programme; WFP/MFRSC. No date. Fato-Fato: An outline of Technical Assistance to the Ministry of Forestry and Land Reclamation. Part of MoU.

to the Pilot in the following areas: (1) Vulnerability-based targeting; (2) CBPP, aiming at identifying the needs to be addressed; (3) Selection of the right assets to be created upon the community planning methodology; (4) Extension of the enrolment period; (5) Strengthened M&E system; (6) Provision of guidelines on implementing public works; and (7) Piloting in few districts as a demonstration. WFP would also provide non-food items and agricultural tools (e.g., wheel-barrows, pick-axes and gabions), while MFRSC would cover the cash component for beneficiaries. The Concept Note (part of MoU) and an Implementation Plan for Activity 3 of the PRRO[92] provide some information on the first five above-mentioned elements of the Pilot; however, both are insufficient to function as strategies or plans for the Pilot implementation. The areas of collaboration between MFRSC and WFP are discussed below.

101. **Vulnerability-based targeting: Despite the absence of a plan for rolling-out vulnerability targeting, some attempts were made, but MFRSC staff questioned whether MFRSC would be able to take it up.** The MoU and the PRRO plan do not provide explicit descriptions for how "vulnerability-based targeting criteria focusing on household vulnerability and food security" should be executed in the Pilot. According to MFRSC staff, vulnerability targeting was conducted by WFP and MFRSC staff, who approached local chiefs and councilors and asked them to select the most vulnerable families, including unemployed households. Risks that beneficiary selection would be politically influenced were mitigated by community members checking the lists of targeted households to check that non-vulnerable households had not been included. According to PDM from May 2019, about half of the 394 participants surveyed stated they had been selected for asset creation because of their willingness to participate, while 37 percent stated selection was based on household vulnerability status and 20 percent indicated criteria such as hosting orphans, being a household headed by women or elderly people.[93] Overall, although the targeting process was not completely in line with the stipulated targeting procedures, it is an improvement on the approach of PAP, which did not consider vulnerability. MFRSC district officers voiced their appreciation of the vulnerability-targeting approach that prioritized poor members of the community and acknowledged its potential benefits of decreasing inclusion and exclusion errors, which were more likely to occur in PAP. However, the fact that the targeting approach was not fully implemented denied MFRSC the opportunity to test, adapt or strengthen it. Moreover, district officers in Berea and Botha Bothe questioned the feasibility of the targeting approach as follows: "*Although I personally like the idea, I do not think that the Ministry will be keen to adopt it because it has the potential to divide the people by focusing on the poor only as opposed to helping all community members. The Ministry is supposed to serve all the people and does not discriminate*".

102. **CBPP: Although training of MFRSC staff, local authorities, and community representatives on CBPP approach was conducted, there is no evidence that CBPP was (fully) implemented.** As with beneficiary targeting, there is limited guidance in the Pilot documentation regarding community-based planning as per the CBPP approach. Training in CBPP was conducted for MFRSC national and district level technical staff at the inception of the Pilot. MFRSC staff described travelling to project sites with WFP staff to arrange public gatherings with local authorities and community members and using questionnaires to gather the needs and ideas regarding asset creation from communities. The feasibility of the proposed assets to be created or upgraded was then evaluated in relation to feasibility studies conducted by MFRSC, with a final asset list approved by MFRSC. The MFRSC staff interviewed described the applied community planning approach as a significant improvement on the PAP approach. In the PAP, only political leaders had been involved in the selection of assets, not community leaders, and no feasibility studies took place to underpin the selection of assets. However, despite the steps forward represented by public gatherings, only relatively few community members participated in these meetings – an estimated 50 people at each project site. From the perspective of a MFRSC district officer, who attended the initial training workshop, the CBPP approach ensured multi-sector collaboration, inclusive community planning, local ownership and relevance of activities. However, there was no clear evidence from the evaluation that CBPP was implemented and that all relevant MFRSC district officers were trained on it.

103. **Asset creation: Although several factors point to the improvement of assets under the Pilot (as compared to PAP assets), there is limited evidence as such, with lack of maintenance remaining a**

[92] WFP. No date. Protracted Relief and Recovery Operation (PRRO) 200980 for Lesotho (June 2016-December 2017). Implementation Plan for Activity 3 of the PRRO: Improving the operational and technical efficiency of the Government Public Works Programme. Unpublished.
[93] PDM May 2019.

problem. The Concept Note[94] provides some guidance regarding quality assurance of the assets. According to the Concept Note, natural and physical assets should be rehabilitated or constructed using community plans and technical standards developed by MFRSC based on the integrated watershed management concept. Funding should be provided for the procurement of necessary tools and materials, and monitoring should be undertaken by a body established with the inter-ministerial committee to ensure the quality of all stages of asset creation. It is not possible to compare the quality of assets created under the Pilot with those created under the PAP, as data on the latter is not available. However, several factors point to improved quality assurance and hence improved quality. The main factor was the preparation of the planning and implementation guidelines for the Public Works Programme[95] and the technical assistance provided by the Ethiopian WFP consultant during an assignment in 2017/2018.[96] All WFP and MFRSC staff interviewed emphasized the importance of this assistance for improving the quality of the Pilot public works. Moreover, in 2018 WFP trained MFRSC technical staff in process monitoring and quality assurance. According to the MFRSC staff, this improved the quality of the assets significantly. In addition, as per the Concept Note, WFP provided equipment and tools to be used for asset development, which was perceived to have improved asset quality. The training of foremen for Pilot activities by MFRSC was conducted in the same manner as for the PAP and was regarded insufficient by most informants. However, the introduction of three months of employment (instead of one month, as with the PAP) improved beneficiaries' skills. Maintenance and continued management of the assets after phase-out received limited attention in the Pilot. Across all sites, there were no maintenance strategies in place for these physical structures except closing areas for grazing for a given period (see sub-question 5.3).

104. **Enrolment period: Extending the enrolment period was critical in improving the food security situation of beneficiaries, although this might be unsustainable in the long term.** In all three districts, the enrolment period was extended from one month (under the PAP) to three months. Longer employment increased the likelihood of positive results at a household level in terms of food and nutrition security, as evidenced by decreased adoption of livelihood coping strategies (see Figure 2). Community leaders consulted during qualitative data collection applauded the extension of the enrolment period for increasing beneficiaries' incomes and improving their food security situation. Similar sentiments were expressed by MFRSC staff at district level.

105. **M&E system: Despite training of MFRSC district staff and appointment of M&E focal persons, monitoring only slightly improved and transportation remained a problem.** The Concept Note refers to two types of monitoring: (1) Process-monitoring of the different phases of asset creation; (2) Results-based monitoring of food and nutrition security and asset indicators. Although the WFP M&E team delivered training to MFRSC district staff, data on the outcomes of such training hampered the evaluation of the quality and results of the training. The WFP M&E team reported that the capacity development of MFRSC staff was impeded by a lack of recognition of M&E as an important management tool, lack of M&E focal staff or prior experience, and the huge workload of the MFRSC technical staff. On a positive note, the M&E training led to the formal appointment of M&E focal points within MFRSC at district level. Moreover, WFP allocated a vehicle for monitoring the Pilot sites, which was officially handed over to MFRSC in 2019. According to the WFP M&E team, MFRSC's recruitment of qualified supervisors at district level was important for the implementation and monitoring of the sites. As reported by the MFRSC staff involved, the support provided by WFP strengthened the monitoring of the public works, as compared to monitoring conducted under the PAP, which had more limited resources for frequent monitoring. Moreover, whereas monitoring under the PAP only focused on process monitoring, the Pilot also included monitoring of food and nutrition security based on the WFP monitoring system (results monitoring). WFP and MFRSC thus worked together to conduct a baseline and to monitor the results of the pilot at household and community level through PDMs. The extent to which the improved monitoring capacity will be sustainable is discussed

[94] WFP/MFRSC. No date. Fato-Fato. An outline of Technical Assistance to the Ministry of Forestry and Land Reclamation. Part of the MoU signed between the MFRSC and WFP.
[95] Kingdom of Lesotho. MFRSC. 2017. Planning and Implementation Guidelines for Public Works Programme. MFRSC/WFP/European Commission Humanitarian Aid. December 2017.
[96] During this assignment, the WFP consultant led the preparation of the Guidelines, conducted an overall assessment of the PAP, provided technical assistance to the involved MFRSC and WFP staff, conducted 3 days of training-of-trainers with the objective of upgrading the technical skills of WFP and MFRSC, and developed technical specifications and provisional work norms for public works (Source: MFRSC. 2018. *Public works as potential response to land degradation. Technical mission report.* Arega Yirga. WFP).

under sub-questions 5.4 and 5.5. Despite such positive findings, interviews at district levels in Pilot sites of Maseru and Botha Bothe noted gaps in the M&E capacity development and indicated that transportation remained a major challenge for regular monitoring of the community assets.

Sub-Question 2.3: What were the major internal and external factors influencing the achievement or non-achievement of the outcomes/ objectives?

106. **The achievement of the FFA and Pilot outcomes/objectives were negatively affected by funding issues and shortage of human resources, primarily within MFRSC and related to the Pilot.** Funding was a problem for both WFP and the MFRSC to the extent that it seriously affected the implementation, necessitating a reduction in the number of beneficiaries (see section 1.3). Funding was also affected by the different budget timelines of WFP (January to December) and the GoL (March to April), which hampered budget planning. Critical items for asset creation were in short supply, primarily items to be provided by the MFRSC such as machinery and fuel. Moreover, both WFP and the MRFSC were constrained by transportation shortages. Limited human resources, primarily in MFRSC, was also a critical factor, particularly regarding monitoring and capacity development – both in terms of lack of designated M&E staff and limited availability of staff. Lastly, WFP field staff reported having implemented a large number of projects after the *El Nino* crisis response due to extensive funding received. The Government was not in favour of unconditional transfers; thus, the food/cash transfers were combined with asset creation. At one point, the field office in Mohale's Hoek covered 55 widely dispersed sites, which was challenging in terms of human resources and transportation. Later, WFP shifted to the resilience programming approach and fewer sites.

107. **The political situation and the frequent turnover of ministers, as well as climatic factors, also negatively affected project implementation.** Both WFP and MFRSC staff reported that recurrent elections leading to frequent changes of ministers hampered the collaboration between WFP and the MFRSC. Maintaining fruitful working relationships and getting ministerial buy-in was a lengthy process that was then interrupted by the appointment of a replacement shortly after. Although technical ministerial staff at national and district levels are permanent staff that do not change in the case of an election, the selection of the field supervisors was described as politicised. The field supervisors employed as technical staff supervising the asset creation work were selected by political leaders at the community level, and not always for their technical skills according to informants at a community level. Field supervisors are employed for three years and paid by WFP (the same amount as the asset creation labourers). Generally, according to the WFP staff, detaching the work from political interests was a challenge, particularly in the Pilot sites, where the targeting under the PAP to a large extent tended to be politically influenced. Moreover, beneficiaries reported that politically-motivated recruitment of foremen led to some being selected who were unwilling to put effort into their work, who "lazed around the entire day" and who never partook in daily activities. Lastly, climatic factors, prolonged, heavy rainfall and drought affected work progress, particularly of the asset creation activities.

Summary Findings

Effectiveness: To what extent were the outcomes/objectives of the WFP FFA and the Pilot activities achieved? (EQ2)

- Due to the inconsistency of the FFA logical frameworks and the lack of a logical framework for the Pilot, an overall assessment of achievement of objectives was unfeasible; nonetheless, the outcome data provided (limited) information.
- Whereas the outcome data for the FFA were contradictory and did not present evidence for improved food and nutrition security, the primary data indicated improved food security and diet diversity, primarily based on wages and livelihood activities. The outcome data for the Pilot clearly pointed to reduced use of livelihood coping strategies.
- In terms of GEWE outcomes, increased common decision-making over cash and food was found in both FFA and Pilot sites; this was confirmed by qualitative field findings.
- WFP monitoring of asset creation suffered from a lack of environmental outcome data, yet the environmental assessment found that the asset creation activities, except tree planting, had significant environmental outcomes.

- The evaluation found that WFP's technical assistance to the Pilot was not based on a strategic plan and was only partially implemented. Nonetheless, the Pilot increased the benefits for beneficiaries as compared to the PAP, for example by extending the enrolment period.
- The achievement of outcomes of the FFA and the Pilot were negatively affected by shortages of financial and human resources, climatic and political factors.

2.3. EFFICIENCY: To what extent were the WFP FFA and Pilot activities implemented in a timely and efficient (including cost-efficient) manner)? (EQ3)

Sub-Question 3.1. Were the WFP FFA and Pilot activities implemented in a timely way?

108. **Public work activities in FFA sites were timely and began on schedule.**[97] According to qualitative evidence, FFA activities began in early 2017 in Mohale's Hoek and Quthing districts, and in September 2019 in the Mafeteng district. According to WFP staff interviewed, the delay in Mafeteng occurred because this location was not part of the initial 11 FFA sites and was only included after being selected for the IACOV project, which began in October 2020. In all the three Pilot sites, the SWC activities started as planned in 2017.

109. **Interruptions led to the suspension of public works activities in FFA and Pilot sites, which meant that activities were not phased out as planned.** For instance, in Tsereoane, Berea (Pilot site), community members indicated that the project lasted for more than two years. In Mohale's Hoek and Quthing (FFA sites), WFP suspended the FFA activities several times to implement crisis response activities, which involved delivering unconditional food/cash transfers to affected communities. Due to these interruptions, the FFA activities did not end on schedule, although all FFA activities nonetheless ended before the start of IACOV in October 2020. The ACR 2019: CSP[98] notes that interventions under SO4 were "expected to continue until February 2020, after which contributions from the Adaptation Fund will be used."[99] It further notes that in the second half of 2020, cash transfers were provided to beneficiaries who participated in Public Works programme across the 21 FFA project sites in Mohale's Hoek and Quthing, and in Pilot sites.

110. **There were delays in the delivery of inputs for community assets in FFA sites, which affected the implementation timelines.** These delays forced beneficiaries to use their own tools (such as spades, pickaxes and hoes), but beneficiaries were not compensated when some of them broke. These delays also affected implementation timelines, as reflected by field data from both FFA and Pilot sites, indicating that collecting stones often took longer than anticipated, which then delayed the implementation of further activities. For instance, in Tsereaone and Likhutlong, beneficiaries used a tractor to collect stones and were dependent on one government tractor that was servicing the Electoral district, meaning they often had to wait for several weeks for the vehicle to become available.

111. **Some livelihood activities (such as chicken distribution) were marred by multiple delays due to high demand, while other livelihood activities were delivered as planned.** The livelihood activities were implemented in all FFA sites visited and one Pilot site, Ha Lekhobanyane. However, most households had indicated a preference for small-scale poultry projects, creating a demand that was too high for local suppliers to meet. This delay lasted over two years in areas such as Draihoek and Maneo. FGDs with beneficiaries revealed that some beneficiaries in Draihoek were refunded their contributions the week of the field visit. In contrast, not all beneficiaries in Maneo were refunded; instead, the community development committee diverted their contributions to other assets such as community farming projects. The diversion of funds earmarked for chickens, and poor communication between committees and beneficiaries, caused serious dissatisfaction. However, other livelihood activities such as keyhole gardens, bee-keeping and rabbit-rearing were mostly delivered according to the plan.

112. **In terms of timely delivery of cash transfers, paying the beneficiaries directly through banks was more efficient than paying through the Government or using mobile money agents.** According to

[97] The evaluation team focused on activities starting in 2017 due to the recall bias. Moreover, the CP only lasted for one year (2015, and then there was a gap until FFA started under PRRO in 2017.
[98] WFP.2019. Lesotho Annual Country Report 2019: WFP. Country Strategic Plan (CSP) 2019 – 2024.
[99] This contradicts with the information from WFP staff that the FFA assets were handed over to MFRSC in 2019 (see 5.1).

FGDs with beneficiaries, they received monthly cash transfers on time from local banks during the initial project phases. However, after WFP trialled transferring the money to the Government to make all payments, delays of up to two months occurred. After this delay, WFP reverted to paying the beneficiaries directly through banks, which was a timelier strategy. The main disadvantage of the direct payment was according to the beneficiaries the costs involved in travelling to a branch or automated teller machine to withdraw the money. For instance, in Mphaki, a household paid M112 to and from town, while in Draihoek, they paid M72 to withdraw money. When WFP switched to paying cash transfers through mobile money agents, there were several delays in delivering cash to beneficiaries, for instance, in Maneo, where it took almost two months for beneficiaries to receive their money.

Sub-Question 3.2.a What are the key cost drivers of the WFP FFA and Pilot activities?

113. **The SWC activities, particularly the building of gabion structures, were among the key cost drivers in both FFA and Pilot project sites.** Implementation of FFA and Pilot activities required inputs such as materials and tools, and monthly cash transfers to beneficiaries. Interactions with WFP and MFRSC field staff reflected that physical conservation measures, such as the building of gabion structures, required significant financial resources and close monitoring. Specifically, the collection and breaking of stones were the main cost-driver and time-driver. In some cases, such as in the Pilot sites Ha-Lekhobanyane and Likhutlong, biological structures, such as trees and grasses, were used to stabilize and improve the effectiveness of physical SWC measures, which also attracted high costs. Another significant cost was the fruit trees given to beneficiaries at the Tsereoane and Likhutlong sites.

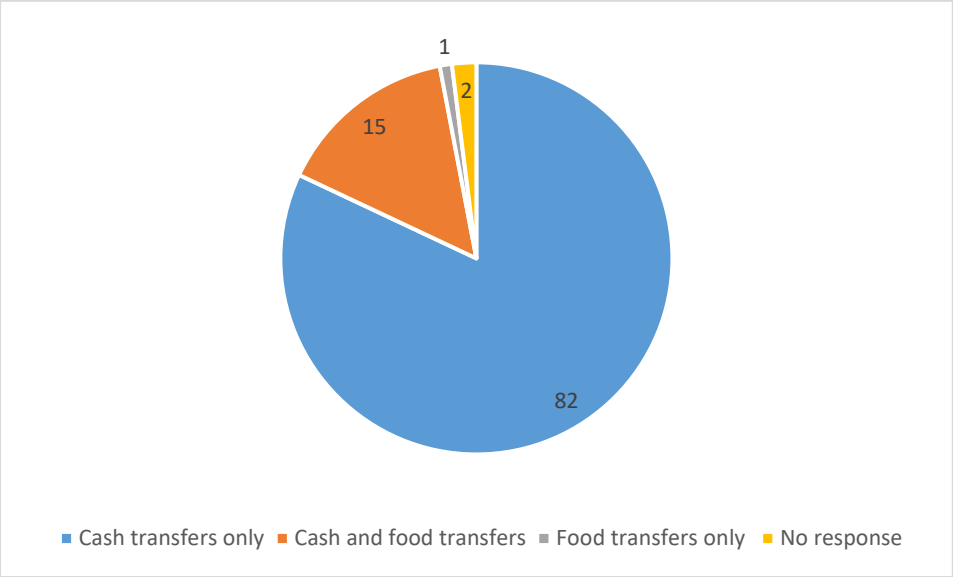
114. **At the household level, feeding and maintaining the assets were among the main costs related to livelihood activities.** The beneficiaries implemented the household livelihood support activities (mostly free-range layer chickens and keyhole gardens) without financial support from WFP or the MFRSC. The beneficiaries contributed M300 each to procure, on average, eight free-range layer chickens per person. Given that each beneficiary worked for three months for M1,200 per month (a total of M3,600), purchasing layer chickens constituted over 8 percent of the total cash transfer. The most significant costs incurred by beneficiaries were the daily expenses of feeding the chickens. Qualitative data from WFP and MFRSC field staff revealed that the periodic monitoring of public work activities at the FFA sites also included the assessment of keyhole gardens. The monitoring costs were budgeted for M5,000 per month (all sites in one district), approximately 8 percent of total WFP monthly cash transfers.

Sub-Question 3.2.b Were FFA and Pilot activities implemented in a cost-efficient way?

115. **In all FFA and Pilot sites visited, cash transfers were more cost-efficient than food transfers, and were also preferred by most beneficiary households and staff from WFP and MFRSC.** The WFP and MFRSC field staff described how food transfers could be inefficient from a time and monetary input perspective because of the large number of partners involved in transportation, storage and liaison with local authorities. According to FGDs, beneficiaries preferred cash transfers because of their timeliness, especially when paid through the bank, despite the added transportation costs to withdraw cash in towns. Women-only FGDs revealed that women preferred cash over food transfers because it enabled them to make household purchasing decisions, which are traditionally made by household headed by men. Men beneficiaries also preferred cash over food transfers, as they could use them to procure agricultural inputs. A small proportion of mostly women beneficiaries expressed a preference for a combination of cash and food, with some women indicating that cash transfers might be used for luxurious household appliances at the expense of food items. The household survey showed that 82 percent of the beneficiaries in FFA/Pilot sites expressed a preference for cash transfers, 15 percent preferred both cash and food transfers, while only 1 percent preferred food transfers (see Figure 6).[100]

[100] The data for FFA and Pilot beneficiaries were very similar; thus, only the average of both is shown.

Figure 6: Preference for cash versus food transfers (FFA/Pilot), in percentage



116. **Cost-efficiency of implementation was compromised by limited resources, weak budget control, limited flexibility at field level, and low levels of site supervision.** In the three Pilot sites, it was revealed that beneficiaries had to work under extreme pressure to deliver outputs within stipulated timelines. In some cases (e.g., Tsereaone), the construction of biological SWC, such as vegetative barriers in the gullies, had to be skipped due to insufficient resources. In the FFA sites, evidence from KIIs revealed that the lack of budget control by the field staff led to several inefficiencies that could have been avoided. For instance, the budget from the LCO always indicated the number of people to be engaged with no room to adjust to the context. When the ET asked the MFRSC and WFP field staff to present an alternative and more efficient use of the resources, MFRSC field staff suggested eliminating certain activities and reallocating resources, given the limited budget. Limited site supervision (e.g., of technical aspects of the assets) also compromised resource efficiency.

Sub-Question 3.2.c What are the cost-benefits of the household livelihood support activities? What were the main costs related to asset development including opportunity costs?

117. **Livelihood support assets had positive effects on household income and food security in FFA sites.** Some beneficiaries, for example in Quthing and Mohale's Hoek, described how household livelihood activities had helped to increase and diversify their income. Many households sold eggs from small poultry projects, with one beneficiary supplying four trays of eggs per week to those incubating, with trays being sold for M110 in town and for M90 in the community. Other beneficiaries highlighted how the household livelihood assets had improved food security by providing food (i.e., eggs and/or vegetables) for household consumption. For those beneficiaries who already had keyhole gardens and chickens before the intervention, the project helped to intensify their production and hence increase income.

118. **Most beneficiary households had no or negligible consumption expenditures.** These beneficiaries noted that household livelihood support activities had not saved any expenses, although some indicated that their consumption expenditure declined because of the increased output from household assets.

119. **Beneficiaries tended to record opportunity costs and activity trade-offs associated with participating in public works, but not with household livelihood support activities.** According to women consulted through FGDs, the immediate benefit of the public work activities was the money they controlled. To earn the money, women had to sacrifice domestic work, which is, as dictated by social and cultural norms, often a source of pride to rural women. Therefore, participation of women in public works was associated with an increased burden. Regarding livelihood support activities, the assets recommended (such as chickens) complemented their daily activities; thus, beneficiaries did not note costs associated with livelihood activities. For most men, activities that did not involve farming or boosting farm productivity were considered costly.

Sub-Question 3.3. Did the selection and design of WFP FFA and Pilot assets allow resources to be allocated efficiently?

120. **The selection of FFA and Pilot sites and the design of activities were not necessarily based on efficiency concerns, although efficiency was considered in relation to the recruitment of participants for asset creation.** For instance, MFRSC selected the three Pilot sites because there was an immediate need for SWC asset interventions (thereby needs-based, which should be the main criteria). At Ha Maneo FFA site, assets were distributed in accordance with the topography of the district. Community members expressed that efficiency could have been improved if people worked on assets in their respective villages. Furthermore, in some sites (for example Tsereoane and others in Mohale's Hoek), the soil type was not considered when designing the activities, which led to resource wastage. On the other hand, efficiency was centrally considered during recruitment, with participation restricted to people from within the same Electoral district, thus limiting the distance between participants' households and the site – enabling some beneficiaries to eat at home and minimize commuting costs.

121. **Materials and resources used at the asset creation sites were adequate, although gaps regarding tools for collecting stones and unsuitable numbers of workers were found.** Aside from the delays in the delivery of materials, beneficiaries stated that the equipment was generally appropriate for the tasks. Nonetheless, some households, predominantly from the FFA sites, noted that technical efficiency could have been improved by providing the equipment and tools needed to collect stones from distant places. In Ha Mohlakoana, Telle, some households volunteered their cows and scotch carts to collect stones, while in the Pilot sites, beneficiaries had to rely on one tractor from MFRSC, which was often delayed. Most beneficiaries felt the number of workers should have been increased to ease labour pressure.

122. **Households maintained livelihood support assets without monetary costs.** While a few households such as those in Ha Lekhari constructed henhouses, most households kept chickens in pre-existing shelters. Most of the households in Quthing bought chicken feed for the first four months, thereby improving the chickens' likelihood of survival. In some instances, households incubated the eggs using traditional chickens, which allowed them to have the chickens for, on average, five years (i.e., from 2017 to the present). There were no costs of maintaining household livelihood support activities aside from implicit time costs taken out of usual activities to feed chickens and work on keyhole gardens. Evidence from the household survey and FGDs with beneficiaries indicates that each household spent a daily average of 45 minutes maintaining the chickens and four hours per week on gardening-related activities.

Cost-benefit Analysis (CBA)

123. The evaluation assessed the cost-efficiency of household livelihood activities using a CBA of data collected through the household survey questionnaire. As beneficiaries primarily opted for small-scale poultry and keyhole gardens, benefits and costs are limited to these two assets. The full CBA is presented in Annex 10. The limitations and mitigation strategies are presented Annex 3.

124. The CBA focused on the costs and benefits of the household livelihood support activities experienced by beneficiary households. Findings reflect that the overall benefits of the livelihood activities outweighed the costs incurred by beneficiaries during the years of the project. For example, in the first year of implementation, the benefits totaled M3,862.68 while the costs amounted to M2,421.26. The difference between the costs and befits reached its peak in the second year at M2,368.59, and declined thereafter (see Figure 3, Annex 10). The total Net Present Value (NPV) was M3,710 (see Annex 10), meaning that the livelihood assets had a positive impact on the livelihood of beneficiary households. The NPV was positive from year one to year four and negative thereafter, meaning that the greatest returns were experienced in the first four years, with a peak in the second year where the NPV reached a maximum.

125. When the CBA is undertaken with a discount rate of 90 percent, the NPV declines by 55.8 percent from M3,710 to M1,641. A discount rate of 90 percent assumes beneficiaries are very impatient, meaning they do not project themselves into the future and prefer to receive benefits today. Poorer individuals from developing countries are believed to have higher discount rates, suggesting that this scenario could capture the true returns of livelihood assets. Under this scenario, the highest returns are in year one, declining up to year four. While the project still has a positive impact on the livelihood of the beneficiaries (i.e., NPV >0), the size of the impact significantly reduces over time (see Figure 3, Annex 10).

126. **The CBA reveals that the household livelihood support under FFA is economically viable even without accounting for downstream benefits and intangibles.** Although the analysis only focused on tangible benefits and monetary costs of the beneficiary households, excluding the costs of WFP, the results indicate the current model adopted by WFP is beneficial to the beneficiary households regarding livelihood activities (see Annex 10).

Summary Findings

Efficiency: To what extent were the WFP FFA and Pilot activities implemented in a timely and efficient (including cost-efficient) manner)? (EQ3)

- The FFA and Pilot were mostly implemented in a time efficient manner, except for livelihood activities that were delayed at some moments during project implementation.
- Cash transfers paid directly to the beneficiaries through banks proved more efficient than cash transfers through the Government or using mobile money agents.
- The selection and design of FFA and Pilot assets were appropriate and implemented relatively efficiently, while that of livelihood assets (i.e., chickens) was inefficient.
- Cost-efficiency of activities was compromised by insufficient resources, lack of budget control, limited flexibility at field level, and insufficient site supervision.
- The CBA found that the household livelihood support activities were economically viable and beneficial to the targeted households.

2.4. IMPACT: To what extent have the WFP FFA and Pilot contributed to the identified impact, intended and unintended? (EQ4)

Sub Question 4.1. To what extent have the FFA and the Pilot contributed to the identified impact on the environment and on the targeted individuals, households, and communities? To what extent have the FFA and the Pilot contributed to assisting people in withstanding climate shocks (e.g., drought, floods, etc.)?

127. To counteract the problem of attribution, the evaluation conducted a contribution analysis focusing on the overall question: "To what extent have the FFA and the Pilot contributed to the identified impact on the environment and on the targeted individuals, households, and communities? To what extent have the FFA and the Pilot contributed to assisting people in withstanding climate shocks (e.g., drought, floods, etc.)? As WFP does not monitor environmental outcomes/impact, the evaluation conducted an environmental assessment to evaluate the perceived changes in soils and vegetation by using proxy indicators.

128. **Whereas the monitoring data for FFA did not provide evidence for improved food and nutrition security, the field data showed some improvement; for the Pilot, both monitoring data and field data indicated improvement.** In terms of the identified impact on the targeted individuals and households, the FFA food and nutrition security outcome monitoring data showed a mixed, sometimes contracting, picture and did not provide clear evidence for improved food and nutrition security. It should be noted that the food and nutrition security monitoring was conducted at different times of the year, which hampered a direct comparison. The qualitative field data revealed that both the wages and livelihood activities helped to increase beneficiaries' incomes and improve food availability/diversification across all FFA sites. The household survey data confirmed this trend; hence, according to a large majority of beneficiaries in both FFA and Pilot sites food security and the livelihood systems improved as result of the projects. The outcome monitoring data for the Pilot pointed to a reduced use of livelihood coping strategies (including use of severe coping strategies), indicating a positive development over the project (see section 2.1 for further details).

129. **Improved vegetation cover in FFA and Pilot sites was one of the most significant environmental changes attributable to land rehabilitation asset development.** In terms of the observed environmental impact, the evaluation found that the land rehabilitation assets of both FFA and the Pilot, such as stone lines, gully heads, silt traps and diversion furrows, helped to control the velocity of surface runoff, stabilized gullies, restored degraded land for productive use, controlled impacts of floods and enabled productive use of land. However, field observations revealed limited soil stabilization and mitigation of flood risks because of tree planting activities across both WFP and Pilot sites (see sub-question

2.1). Regarding the question of whether the FFA and Pilot helped people to withstand climate shocks, e.g., drought, the household survey indicated that for both FFA and Pilot sites, around 94 percent of respondents found that the projects "greatly enhanced ability to withstand drought".

130. **In the contribution analysis, the enhanced food and nutrition security was found to be the combined result of the FFA/Pilot activities and the government training interventions, whereas the positive environmental outcomes could be attributed to the FFA/Pilot asset creation activities.** When triangulating the field data and the national-level interviews, it appeared there were relatively few other interventions and factors that could have contributed to the observed changes. For example, there was no overlap between the PAP and FFA interventions, with the two interventions never covering the same sites. Thus, the only major factor that could have contributed to the observed changes were the nutrition interventions (training) conducted by government stakeholders such as the Ministry of Agriculture, Ministry of Education and the district nutrition teams. In the reconstructed ToC, the Technical Assistance Strategies, therefore, also include "Nutrition training by other stakeholders" (see Annex 11). In a contribution narrative, the combination of the FFA livelihood activities and, to some extent, the Pilot livelihood activities and the governmental nutrition training and awareness, led to households adopting nutrition-sensitive livelihood activities (output level), which again led to enhanced food and nutrition security of targeted beneficiaries (outcome level), ultimately contributing to enhanced food and nutrition security of the population in Lesotho (impact level). No other factors or interventions were deemed to have significantly contributed to the observed environmental changes; thus, the changes identified can be attributed to the FFA and Pilot asset creation activities.

Sub Question 4.2. To what extent have the FFA and the Pilot contributed to identified gender-specific impacts? To what extent have the FFA and the Pilot made any difference to GEWE relations in the medium term? Have there been any changes in people's knowledge, attitude, and behaviour in relation to gender?

131. **The FFA/Pilot projects empowered women to use their voices and adopt more decision-making roles regarding how wages should be spent, and reduced household conflicts.** There were no impact indicators, including GEWE indicators, in place for the FFA/Pilot projects. Nevertheless, the GEWE outcome indicator (Proportion of households where females and males together (or females/males separately) make decisions over the use of cash, vouchers, or food) showed an increasing trend towards common decision-making for all projects. This was confirmed by the qualitative findings from a Pilot site in Likhutlong Urban Council, Botha Bothe, where women beneficiaries indicated being able to join money-saving societies, while others noted having offered financial support to their extended families. It was also indicated that, in some situations, wages reduced gender-based violence and improved peace within households.

132. **Qualitative findings from the field pointed to improved gender equality at project level, which only partially extended to the household level.** Some FGD women participants in the Pilot site of Tsereoane, Berea indicated that although the project activities did not challenge gender inequality and disempowerment of women at the household level, women's participation in land rehabilitation activities that required men's labour enhanced women's self-reliance and gender equality. It is here crucial to bear in mind that there were more women than men beneficiaries; hence the result is significant (see Table 2 in section 1.3). Beneficiaries from an FFA site at Ha Lekhari, Mafeteng commented that in FFA, unlike in the PAP, women had increasingly occupied leadership positions of foremen and secretaries – reflecting an entry point from which to further strengthen women's empowerment. However, at the same time, almost all the FGDs across both Pilot and FFA sites pointed to how land rehabilitation activities had over-burdened women. While opportunities were created for men and women to work equitably on land rehabilitation activities, women were usually still expected to fulfil traditional domestic roles. A beneficiary from a Pilot site in Tsereoane stated: "there is no equality as we are expected to do "womanly tasks" with no assistance from the partners after tedious land rehabilitation tasks". In some cases, the interventions motivated family members to share household responsibilities – for instance, some men at Ha Lekhobanyane, Mazenod (Pilot site) described having taken on cooking and water fetching responsibilities while the women were engaged in land rehabilitation activities. In Draaihoek, Mohales' Hoek (FFA site), women beneficiaries reported looking after animals when their husbands were at work.

133. **Both the Pilot and FFA created an environment where beneficiaries were increasingly receptive to gender and social equality, yet the lack of guidelines and training of foremen represents a gap.** The equal wage given to women and men exposed communities to the concept of the equal wage system

and helped them to break from a traditional value system that implies women are entitled to fewer gains than men for the same amount of work. It was indicated that women were usually allocated lighter tasks in land rehabilitation activities, such as the collection of small stones and piling of shrubs, while men undertook more demanding tasks. However, without written guidelines, gender-based task allocation was left to the discretion of foremen and the sympathy of men beneficiaries. Interviewed foremen in Pilot sites indicated that they had not been trained nor given any guidelines on gender mainstreaming.

Sub Question 4.3. What are the unintended [positive/negative] effects of FFA and the Pilot on targeted individuals, households, and communities?

134. **Unintended positive effects included promotion of community unity, employment of non-beneficiaries for agricultural labour and sharing of vegetables from keyhole gardens.** The evaluation revealed several unintended, positive effects of the Pilot and FFA on targeted individuals, households and communities. National-level WFP staff described the awareness-raising events of the FFA/Pilot as having the unintended positive effect of promoting unity and peace in communities and creating buy-in from local authorities. Field-level findings reflected that misalignment between household agricultural work and asset creation work resulted in beneficiaries being unable to work on their fields during the implementation of land rehabilitation activities. Most beneficiaries, therefore, had to hire non-beneficiary households for weeding – thereby contributing to other households' income. Furthermore, the fact that almost every household in targeted villages had a keyhole garden limited marketing opportunities. As a result, beneficiaries gave vegetables to those from neighbouring villages for free. Another unintended positive outcome was that beneficiaries' engagement in WFP projects increased their creditworthiness as shop owners, helping them to acquire items on credit.

135. **Unintended negative effects included attraction of illegal harvesters of medicinal plants on rehabilitated sites, flooding of fields due to diversion furrows and soil compaction resulting from closed-off rehabilitated sites.** Both FGDs and KIIs revealed unintended negative consequences of the project activities. For one thing, the presence of newly-planted willow and peach trees within croplands attracted livestock leading to overgrazing in some sites. Secondly, the resurgence of medicinal plants due to the removal of invaders contributed to illegal harvesting of medicinal plants by neighbouring villagers across FFA sites. The diversion furrows that were constructed to channel water away resulted in saturation and flooding, causing stress, reduced growth and death to field crops in Pilot sites, due to wet conditions. Finally, the closing off rehabilitated areas for grazing significantly decreased the available rangelands and increased illegal grazing and compacted soil across both FFA and Pilot sites.

Summary Findings

Impact: To what extent have the WFP FFA and Pilot contributed to the identified impact, intended and unintended? (EQ4)

Based on a contribution analysis, the evaluation found that the FFA/Pilot livelihood activities, combined with the nutrition training conducted by GoL, led to enhanced food and nutrition security. The identified environmental outcomes can largely be attributed to the FFA and Pilot asset creation activities as there were very few other contributing factors.

Qualitative data showed increased gender equality at a project level, largely due to equal participation in asset creation. However, this only partially extended to the household level, where domestic work was still considered women's responsibilities, contributing to double work.

Though public works were intended to restore environmental degradation and most structures were designed appropriately, unintended negative effects of the FFA and Pilot were seen. Due to misalignment between household agricultural work and asset creation work, some beneficiaries were enforced to employ agricultural labourers and flooding of fields occasionally occurred due to the diversion furrows and soil compaction from closed-off fields.

2.5. SUSTAINABILITY AND SCALABILITY: To what extent are the WFP FFA and Pilot results expected to be sustainable and continue to generate benefits, and to what extent is the Pilot suitable for up-scaling? (EQ5)

Sub-Question 5.1. To what extent did the intervention implementation arrangements include considerations for sustainability, such as transition to Government (national and local), communities and other partners?

136. **The FFA projects and the Pilot were designed with limited considerations for sustainability and upscaling.** The project documents for the CP, PRRO and the T-ICSP and the MoU for the Pilot include only a few references to sustainability. The CP project document has no reference to sustainability and/or an exit strategy. The PRRO initiated resilience building, technical assistance and capacity strengthening, but the project document indicates this will require longer-term investments. There is no indication of where these investments will come from, nor any elaboration of how resilience-building will contribute to sustainability.[101] According to the T-ICSP document, WFP will support a gradual transition to national ownership through capacity strengthening and technical assistance, but there is no elaboration of how capacity strengthening and technical assistance will be provided. As discussed under sub-question 5.4, capacity strengthening interventions in relation to asset creation were sporadic and lacked an overall strategy. WFP did provide technical assistance through the Pilot project as coined in the MoU. The achievements of the Pilot as compared to "traditional" PAP implementation are planned to be scaled up to other PAP sites. There is, however, no description of how this upscaling is expected to be carried out.

137. **The planned handing over/transition of FFA sites to the Government and the scale-up of the Pilot were characterized by the absence of strategic plans.** A document review and interviews with WFP and MFRSC staff revealed that sustainability was hardly considered in the design of the FFA and Pilot. Neither a strategic framework nor an implementation plan for hand-over and upscaling was developed. WFP exit strategies outlining sustainability aspects, handover plans or a written agreement were not prepared to underpin transition from WFP to the Government. Documents describing the practical handing-over arrangement were also absent. The Lesotho CSP 2019-2024[102] explicitly mentions the shift from direct implementation of programmes towards strengthening of national capacities and ownership in support of a gradual transition towards handover of WFP programmes to GoL. However, this gradual transition towards handover of WFP programmes, including asset creation, is not further elaborated, for instance with regard to capacity strengthening or support to the Government.

138. **The actual FFA handing-over process and the long-term plan seem erratic, particularly after the launch of the IACOV project.** The FFA project sites were handed over to the Government in 2019 at the start of the CSP 2019-2024. WFP staff considers the CSP to be the main document for the handing over process; however, the CSP provides limited, if any, information on the handing over process and the continued support from WFP. Surprisingly, after the 2019 handing over of the FFA sites, in 2020 a WFP project named "Improving Adaptive Capacity of Vulnerable and Food insecure Populations in Lesotho" (2020-2024) funded by the Adaptation Fund, was launched. The IACOV project includes three components, with component 3 (food systems and resilience) focusing on both community-based assets and household assets, with similar activities to those under the FFA. As reported in field-level KIIs, several assets developed under the FFA are now being maintained under the IACOV project – the same assets, which were handed over to GoL in 2019. As such, the handover plan and process are unclear - and thereby also the long-term sustainability plan.

139. **Maintenance of some FFA community assets is covered under the IACOV project and there is limited community ownership of these assets.** The IACOV project, which is implemented in the three former FFA districts, plays a crucial role in the handing over and sustainability of the assets developed under the FFA projects. Regarding, for instance, land rehabilitation, IACOV focuses on other areas of land than that rehabilitated under the FFA projects. Although all assets should be sustained by the Government

[101] WFP. 2012. Country Programme Lesotho 200369 (2013-2017); WFP (no date). Lesotho Protracted Relief and Recovery Operation 200980; WFP (no date). Lesotho Transitional Interim Country Strategic Plan (2018-2019). Executive Summary; WFP/MFRSC. No date. MoU between the Government of the Kingdom of Lesotho and World Food Programme Concerning Collaboration on Public Works under the Ministry of Forestry and Land Reclamation.
[102] "Lesotho Country Strategic Plan (2019-2024)" (WFP/EB.A/2019/8-A/5.

in the long run, the IACOV project is currently maintaining some of the assets developed under the FFA project. According to the field data, community members widely believed that WFP would solve problems related to the assets. Hence, though the IACOV project is structured differently, with WFP working within the Government system both at national and district levels, the IACOV is still considered a WFP project at a community level, and there seems to be limited, if any, community ownership of the assets.

Sub Question 5.2. To what extent will the benefits of the FFA activities continue (for women, men girls and boys) after WFP hands over the FFA sites to the Government or after the work of WFP ceases?

140. **The evaluation found scope for the continued benefit of livelihood activities and some assets, although the extent to which assets will continue to benefit communities is constrained by a lack of maintenance.** The technical assessment of assets showed that not all assets were in working order at the time of the fieldwork, for instance, forest and fruit tree plantations were less successful as they had been grazed by animals and some trees had been uprooted, while some check dams were constructed with some design flaws that led to their collapse (see photo 8 below). Some assets are currently being repaired under the IACOV project and might yet become functional. However, except for the invader species used as fuelwood, the sustainability of a large portion of land rehabilitation assets could be a challenge as most beneficiaries expressed unwillingness to maintain the assets without pay. An FGD of men at Ha Maneo, Mashaleng agreed that "*Without WFP's wages, we will be forced to search for work outside the village; therefore, it will not be easy for us to maintain land rehabilitation*". Some community leaders, however, indicated that in areas characterized by strong leadership and commitment, beneficiaries would not have a problem with continuing with project activities beyond WFP. A community representative from one of the FFA sites thus stated: "*I am confident that beneficiaries will continue with project activities when the project has ended because even before WFP, we already had a long-standing culture of celebrating national events such as Independence Day by engaging in community activities*". The continued use of livelihood activities with direct benefits such as keyhole gardens and broilers seemed likely.

Photo 8: Collapsed check-dams due to run-off from a diversion furrow in Botha-Buthe

Sub Question 5.3. What was the asset maintenance plan for the Pilot and WFP FFA by WFP and MFRSC? How effective was the maintenance plan? Was it GEWE sensitive?

141. **Asset maintenance plans for both FFA and Pilot community assets were not in place; as a short-sighted solution, the assets are currently being repaired/maintained under the IACOV project; yet,**

whether community members will take responsibility for maintenance is unclear. Document reviews and interviews with WFP staff revealed a lack of maintenance strategies or plans in place for the community assets except for the rehabilitated areas, which were closed for a given period, during which offenders would be fined and their livestock impounded. Community training in asset maintenance did not take place due to funding shortages, according to WFP. Although some awareness-raising of communities took place, WFP staff reported that this was largely insufficient to ensure the maintenance of the community assets. Proper monitoring and follow-up of activities was also described as a problem, particularly in remote project sites. To counteract the absence of maintenance arrangements in the FFA sites, WFP recently recruited teams under the IACOV project to repair the constructed structures. Ideally, the community action plans prepared as part of the CBPP would outline the sustainability aspects such as setting up maintenance committees; moreover, the MFRSC would orient the foremen about the sustainability aspects. WFP staff reported that maintenance committees were established in five sites and that, in some areas, they have fully-fledged plans (as per the CBPP); however, it was not possible to conduct this exercise in all project sites. FGDs with beneficiaries and KIIs with district-level MFRSC officers confirmed the lack of maintenance plans across Pilot and FFA, except for the closing of rehabilitated areas. According to one MFRSC district officer, community members refused to do any maintenance without pay. She said, "*Community members have embraced the culture of being paid for developments for so long that they flatly refuse to do any community work without payment*". One beneficiary responsible for protecting rehabilitated sites in Draihoek, Mohales' Hoek explained that efforts to impound trespassing livestock were hampered by intimidation and threats by owners.

Sub Question 5.4. To what extent have capacities (including GEWE capacities) been built at national, district and community levels to ensure continuity of the FFA program beyond WFP support?

142. **Capacity development under FFA and the Pilot suffered from basic requirements such as needs assessments and strategic planning; the actual implementation was moreover hampered by lack of funding.** According to the WFP staff interviewed, capacity development at all levels (national/district/community) for both the FFA and the Pilot project was limited, partly constrained by funding shortages. Overall, capacity development under both the FFA and Pilot was limited by the lack of capacity needs assessments, capacity strategy and planning initiatives, and training evaluation. An exception to this was the capacity development conducted by the consultant from WFP Ethiopia under the Pilot; in this case, a near-complete capacity development framework was in place.

143. **Capacity development by the Ethiopian consultant under the Pilot generated some capacity in public works development among MFRSC staff, although major gaps at district and community levels were found.** MFRSC staff indicated that they obtained technical knowledge on asset creation as a result of the training by the Ethiopian consultant.[103] According to the training evaluation, the training evaluation was relatively successful: 60 percent of the participants were completely sure that they had learnt the topics properly to apply them when cascading the training. Furthermore, 92 percent of participants reported that the trainers helped them to upgrade their skills to conduct similar training "a lot".[104] District-level interviews, however, revealed gaps in the skills and capacities developed. For instance, in both Botha Bothe and Berea, MFRSC officers were not aware of any technical capacities/skills developed for the Ministry to implement public works programmes sustainably. According to the qualitative field data there was no capacity development in asset creation at the community level, except for the five days of training for foremen. However, in the Pilot sites, Likhutlong Urban Council, Botha Bothe and Tsereoane, Berea, MFRSC district officers reported that foremen were neither adequately trained nor capacitated to select and design appropriate SWC measures. As a result, the assets created were faulty and collapsed despite numerous repairs.

144. **M&E capacity development of MFRSC under the Pilot was hampered by the lack of designated staff; actual capacity – and commitment - only seemed to have been developed after the phase-out**

[103] The Ethiopian WFP consultant was hired in 2017/2018 to lead the work with the Public Works document and work with the MFRSC and the communities on improving the quality of assets (including maintenance). A comprehensive capacity development framework for public works is presented in a Technical Mission report. The training of trainers on 14-16 May 2018 included 30 district technical experts from MFRSC, three lead experts from MFRSC national level and two experts from WFP field offices.

[104] MFRSC. 2018. Public works as potential response to land degradation. Technical Mission report.

of the Pilot. The WFP M&E team conducted training for MFRSC district staff in the three Pilot districts. Though the trained staff appreciated the training, these staff members were not involved in monitoring, which reduced the effectiveness of training activities. The main problem of M&E training for the MFRSC staff at the district level was the lack of designated M&E staff and the general lack of recognition of monitoring, although the training led to the appointment of M&E focal persons at district levels. According to the WFP M&E team, a genuine recognition of M&E in MFRSC came when the IACOV project was launched in 2020.[105] MFRSC staff reported that national and district staff acquired additional capacity and new monitoring skills based on training by the WFP M&E staff, although it is unclear whether this refers to the training conducted under the FFA/Pilot or the IACOV. Nevertheless, even if training/capacity development in M&E was conducted, assessing its impact is hindered by the lack of training evaluation.

145. **Efforts towards GEWE capacity development were found under the FFA and the Pilot, yet most efforts went undocumented and hence were difficult to assess in terms of quality and impact.** GEWE capacity plans/strategies were absent for both the FFA and the Pilot. According to WFP staff, training-of-trainers of WFP staff took place under the FFA and Pilot at the beginning of the projects; online training was also used. It was furthermore reported that the Red Cross and government staff provided awareness-raising on gender issues. However, the training/awareness-raising was largely undocumented, with no training reports, roll-out plans or evaluation reports developed. In contrast, the training/advocacy conducted by WLSA is well-documented. In 2016-2017 WLSA arranged public dialogues advocacy and training in five districts (including the three FFA districts and one Pilot district) as per the MoU signed between WFP and WLSA and the Concept Note.[106] In each district, WLSA conducted four days of participatory action learning sessions on gender mainstreaming and human rights, focusing on subjects such as gender-based violence, human rights protection, and marriage and inheritance laws (e.g., land laws) for community members and leaders. The "activity reports" prepared afterwards concluded that participants demonstrated a fair level of understanding of the issues discussed.[107] Moreover, most women beneficiaries in FFA sites reported that through WFP interventions, they had gained significant knowledge and skills in implementing land rehabilitation and livelihood activities.

146. **In WFP Lesotho, the commitment to GEWE appears to be more pronounced on paper than in practice when assessing the resource allocation and the gender framework.** Gender and GEWE are high on the agenda of WFP Lesotho and are expected to be mainstreamed into all project activities. Projects are also expected to include gender-specific activities when relevant. However, the human resources allocated to gender are limited. There is no Gender Activity manager at LCO; rather, there is a Gender Focal Point, who is simultaneously the Nutrition Activity Manager (Head of Nutrition Unit). The WFP field offices have no Gender Focal Points according to WFP field staff interviewed. In terms of financial resources, all WFP projects are expected to allocate 5 percent to gender-specific activities. No data was available for the CP and the PRRO; however, according to the T-ICSP document,[108] 15 percent of all project funds of the T-ICSP should be allocated to gender equality activities. Data on the utilization of funds for the T-ICSP is unavailable. As seen from discussions of GEWE under relevance, effectiveness and impact, an overall gender framework, gender analysis, gender strategy and capacity development plan for GEWE was not in place for the FFA and the Pilot – preventing the strategic and systematic implementation of GEWE mainstreaming in projects and implementation of gender-specific activities.

Sub-Question 5.5. What factors are likely to affect the scalability of the Pilot to cover more areas and/or more participants?

[105] In 2020, MFRSC recruited an economic planner responsible for monitoring; the new M&E staff understood the importance of monitoring and managed to engage the Ministry staff. Under the IACOV project, WFP and MFRSC staff visited the field together, and the MFRSC started to follow up on recommendations. A M&E framework for MFRSC is currently under preparation; WFP is trying to ensure MFRSC ownership of the framework.
[106] WLSA & WFP. No date. MoU between Women in Southern Africa Research and Education Trust in Lesotho and World Food Programme Concerning the Collaboration on capacity strengthening to address gender needs and food insecurity in Lesotho. WLSA. No date. Women and Law in Southern Africa research and Education Trust, Lesotho. Concept Note Title: Capacity Strengthening to address gender needs and food insecurity in Lesotho. Submitted to WFP.
[107] WFP/WLSA. No date. Capacity strengthening to address gender needs and food insecurity in Lesotho. Public Dialogues and Trainings report. Districts: Butha Buthe, Mohale's Hoek, Maseru (Roma), Quthing, and Mafeteng.
[108] WFP. No date. Lesotho Transitional Interim Country Strategic Plan (2018-2019).

147. Several factors are likely to influence the scalability of the Pilot to cover more areas and/or participants: (1) The suitability of the components (technical assistance provided by WFP); (2) The political interest and prioritization of the Government, particularly MFRSC; and (3) Availability of PAP budget for scaling up.

148. **Parts of the Pilot were found suitable for further refinement with the aim of scaling up; the main tool, 3PA, was considered too cumbersome and resource-demanding for up-scaling.** Four Pilot components were considered: (1) Vulnerability targeting; (2) Selection of appropriate assets with improved quality and functionality; (3) Three-months enrolment; and (4) Enhanced M&E. Regarding the first point, vulnerability targeting in the Pilot had serious issues. Although vulnerable people were identified for inclusion, the Pilot followed a 'first come, first served' approach in practice when selecting the participants for asset creation. As such, when upscaled, there is a need to ensure that the people identified through the vulnerability targeting process are also those that participate in the work. Secondly, there were implementation issues regarding the selection of right assets due to the limited involvement of communities in asset selection. The Pilot improved the quality and functionality of some assets, as compared to PAP assets, not least due to the capacity development provided by the Ethiopian WFP consultant. However, the continued operation of the assets was challenged by the lack of maintenance and sustainability arrangements. Regarding the third point, the shift from one to three months of participant enrolment in asset creation positively impacted food security and coping strategies. The combination of three months' enrolment and vulnerability targeting that would mean fewer beneficiaries appears to be the way forward for future poverty alleviation programmes. Finally, the evaluation found some (limited) progress in monitoring capacity under the Pilot; furthermore, WFP and MFRSC staff reported progress as a result of the IACOV project. One element of the technical assistance provided by WFP under the Pilot that is unsuitable for scaling up is the 3PA, which is too complex and resource-demanding for a national government-implemented programme. Thus, the field-level and WFP-level qualitative data showed that the CBPP and community action plans were not implemented in all FFA project sites as this was too cumbersome with the allocated resources.

149. **Due to the combination of increased political interest in the Pilot and an improved working relationship with WFP there are good prospects for upscaling, despite constraining factors**. According to the WFP staff interviewed, the political interest and prioritization of scaling up the Pilot increased over time, i.e., during the implementation of the Pilot and during the implementation of the IACOV. The working relationship between MFRSC and WFP improved over time, each developed a better understanding of the role of the other. The study tours to visit the Productive Safety Net Programme (PSNP) in Ethiopia were important in showcasing collaboration between Government and development partners. Furthermore, the IACOV project helped to create an understanding of and evidence for how the Government and development partners such as WFP can collaborate, or how WFP can support the Government in line with the overall strategic change from "doing" to "influencing". As an example, there is now an increased interest in project monitoring within the MFRSC, promoted by the planning unit; hence, there is potential for scaling up enhanced monitoring to the PAP (see sub-question 5.4). Nevertheless, project monitoring and other areas where WFP provided support are challenged by the high staff-turn and frequent change of decision-makers in the MFRSC. Moreover, budget availability will likely be a key factor constraining the upscaling of parts of the Pilot unless less costly, "lighter" and more operational methods for improving aspects of the project – for example vulnerability targeting and involvement of communities in the selection of assets – are found.

Summary Findings

Sustainability and Scalability: To what extent are the WFP FFA and Pilot results expected to be sustainable and continue to generate benefits, and to what extent is the Pilot suitable for up-scaling? (EQ5)

- The sustainability of FFA and Pilot results is compromised by the design of the projects, which had limited considerations for sustainability, including strategic plans for handing over and scaling up.
- The evaluation found scope for the continued benefit of livelihood activities and some assets; nevertheless, the lack of maintenance arrangements and community ownership hampered the

sustainability of the assets. The assets are now being maintained under the IACOV project, which is positive, but also a sign of the lack of an overall strategic plan for handing over.

- Effective capacity development was conducted by an Ethiopian consultant (Pilot) and WLSA. However, overall, FFA and Pilot capacity development did not meet the most basic requirements in terms of strategy, planning and reporting, and only took place to a limited extent across all levels (national, district, community). In consequence, the capacity developed was rather sporadic; this contributed to the sustainability issues.
- Despite flaws in the design and implementation of the Pilot, the Evaluation found scope for further refinement of vulnerability targeting, selection of rights assets, three months enrolment and enhanced M&E with the aim of upscaling. The 3PA, which was less successful in both FFA and Pilot, is considered too complex and resource-demanding for upscaling. The increased political interest in the Pilot and an improved working relationship between MFRSC and WFP are important factors in successfully upscaling the Pilot.

3. Conclusions and recommendations

3.1. CONCLUSIONS

Relevance: To what extent are the WFP FFA and Pilot activities GEWE-sensitive and relevant to the needs of the most vulnerable in Lesotho, and aligned with National, UN and WFP policies and priorities?

150. In principle, the FFA and Pilot activities were relevant to the needs of the most vulnerable in Lesotho and partly GEWE-sensitive in the sense that the projects rested on various approaches and tools aiming at vulnerability targeting and community-based planning to ensure activities were relevant to beneficiaries. The beneficiaries reported having found the activities relevant – particularly the wages earned from asset creation and, to a lesser extent, the successful livelihood activities (the assets created were seen as less relevant by beneficiaries).

151. However, the relevance to the beneficiaries was compromised by flawed implementation. Although vulnerability-based beneficiary targeting was attempted at the community level, it was not fully implemented, with the actual selection of beneficiary households at the asset construction sites based on a 'first come, first served' basis regardless of vulnerability levels. An overall mismatch between the intention and implementation of the projects in aligning with the needs of the most vulnerable compromised LCO's commitment to serve the most vulnerable.

152. Moreover, despite the launching of the CBPP, the selection of assets was not usually community-driven, with neither men nor women consulted on the design of the activities. The introduction of conditional participation in the FFA livelihood component was a well-intended yet problematic aspect of project design. Furthermore, a lack of transparency about the amount of money contributed by beneficiaries and the forceful way individuals were coerced to participate led to limited success and weakened trust among beneficiaries.

153. Although they did not rest on a gender analysis or GEWE strategy, the FFA and the Pilot included relevant GEWE-sensitive elements. Accordingly, gender was mainstreamed through the equal recruitment and participation of men and women during project implementation, and through gender-sensitive livelihood activities. However, the heavy manual labour workload of land rehabilitation activities, a lack of systematic implementation of childcare facilities and the gender-insensitive nature of male foremen compromised the GEWE-sensitive approach. The identified gaps were largely the result of a lack of gender analysis, gender-sensitive programming tools and GEWE-sensitive training at all levels. Generally, this was also the result of a limited understanding of gender equity; thus, to obtain gender equality at a project level, the specific conditions of women should be considered, e.g., women's less physical strength and their main responsibility for children and domestic chores.

154. The FFA was overall aligned with the national policies, UN and WFP policies, though there were gaps regarding the national social protection policy due to the identified gaps in vulnerability targeting.

Effectiveness: To what extent were the outcomes/objectives of the government Public Works and WFP FFA activities achieved?

155. A full assessment of the achievement of the objectives of the FFA is not feasible, as the three projects had different objectives and varying outcome indicators. For the Pilot, a full assessment is hampered by the absence of a logical framework/results framework. As such, this evaluation assessed projects based on the achievement of output/outcome indicators, and qualitative and quantitative data. For FFA, based on field data, a positive development was observed in terms of enhanced food and nutrition security and decreased use of coping strategies, although monitoring data from WFP were contradictory and did not provide clear evidence for these positive outcomes. For the Pilot, a positive development was seen in terms of reduced use of livelihood coping strategies, presumably due to wages earned on asset creation.

156. Assessment of the GEWE objective of improved gender equality and empowerment was constrained by the fact that only one indicator was in place across the projects. This is surprising given the high level of focus of WFP on gender equality. Nevertheless, both the outcome data and the qualitative field data pointed to enhanced gender equality. As such, it can be concluded that women's participation in asset creation on equal terms with men (i.e., for equal pay) enhanced women's self-reliance, increased common decision-making on cash/food transfers and increased occupation of leadership positions such as foreman and secretary by women. Overall, however, the limited attention of WFP to GEWE monitoring prevented a full understanding of the extent to which GEWE objectives were achieved. Likewise, the focus on vulnerable groups such as people with disabilities was emphasized on paper but not followed up by specific indicators, which could have detected the extent to which these groups benefitted from the asset creation and livelihood activities. Thus, human rights and inclusion dimensions were not sufficiently considered.

157. WFP is not monitoring the environmental outcomes of asset creation, which is a critical gap for a resilience programme. To address this data gap, the evaluation conducted an environmental assessment based on proxy indicators and a technical site appraisal of assets. The environmental assessment showed very positive outcomes of the asset creation, with Pilot and FFA land rehabilitation activities effectively controlling the velocity of surface runoff and restoring degraded land for productive use. The technical site appraisal visits also showed that, in almost all sites where invader removal was implemented, vegetation regained vigour and plant species that had disappeared reemerged. However, the evaluation found limited, if any, soil stabilization and mitigation of flood risks resulting from forest or fruit tree plantations – notably because these plantations were mostly situated far from the homesteads or water access points, preventing frequent care. Overall, as demonstrated by this evaluation, the introduction of environmental indicators in the WFP monitoring system would allow the organization to examine the extent to which environmental outcomes and impacts are created as a result of asset creation activities.

158. Technical assistance provided by WFP to the Pilot was characterized by a lack of strategic monitoring frameworks and planning documents. This not only hampered the assessment of outcome achievements but appears to have contributed to extensive gaps in the implementation. Data collected by the evaluation team pointed to gaps in the implementation of vulnerability targeting, the CBPP approach, the selection of assets, quality and maintenance of assets, and monitoring. The only part of the technical assistance provided by WFP that appears to have been fully and successfully implemented was the extension of the enrolment period. Nevertheless, although the technical assistance was not fully implemented, some improvements were observed, as compared with the PAP, in relation to vulnerability targeting, asset creation and monitoring. There is both room for improvement and scope for upscaling parts of the results under the Pilot.

159. The achievement of the FFA and Pilot objectives was affected by funding constraints and shortages of human resources. This was a particular challenge within MFRSC and in relation to the Pilot, although some FFA activities were also affected and the number of beneficiaries was reduced. Moreover, the different budget timelines of WFP and the Government negatively impacted project planning. Other factors that influenced the achievement of the FFA and Pilot objectives included climatic factors, the frequent turnover of ministers and politically-influenced selection of community staff.

Efficiency: To what extent were the WFP FFA and Pilot activities implemented in a timely and efficient (including cost-efficient) manner)?

160. The Public Work activities under the FFA and Pilot interventions were found to be timely, even though some of the physical SWC activities (such as the building of gabions) were delayed due to a failure to attune some activities to local conditions by WFP and MFRSC. The household livelihood support activities were delivered on time when the FFA project started, but as implementation progressed, they were rocked by multiple delays, particularly for chickens. The delays were largely due to inadequate local supply.

161. Overall, transiting from food transfers to cash transfers has been a good decision that was supported by all involved parties. WFP and MFRSC staff consulted preferred the modality of cash transfers and perceived food transfers to be inefficient due to the operating costs. For beneficiaries, the inefficiency of food transfers stemmed from the ability to meet diverse household needs with cash. The delivery of cash transfers was also found to be more time and cost-efficient than food transfers, particularly when the beneficiaries were paid directly through banks.

162. The cost-efficiency of asset creation activities was hampered by insufficient resources, lack of budget control, limited flexibility at field level, and insufficient site supervision. There was limited room for adjustment to be made at the field level, for instance regarding the number of persons engaged, and the activities to be implemented.

163. Although no monitoring data were collected to measure the contribution of livelihood activities to the household economy in the CBA, the activities were described as promising and preferred by beneficiaries. The field data revealed that the immediate benefits of the FFA livelihood interventions of keyhole gardens and poultry activities were mostly enjoyed by women. In terms of asset creation costs, the construction of gabions attracted the largest costs besides the cost of labour and materials.

164. The CBA of FFA household livelihood support activities found that the household assets had a positive impact on the livelihoods of beneficiaries. According to the CBA, returns are positive over the first four years, with the maximum benefit seen in year 1 if beneficiaries are impatient (defined as wanting to receive benefits today and not project themselves into the future) and have a high discount rate. Poor individuals from developing countries are considered to have higher discount rates. Even under this scenario, the intervention still has a positive NPV.

Impact: To what extent have the WFP FFA and Pilot contributed to the identified impact, intended and unintended?

165. The evaluation of the intended impact of the FFA activities was hampered by the lack of impact indicators in the logical frameworks, and for the Pilot, the total absence of a logical framework. Nevertheless, based on the outcome monitoring data (which almost amounts to impact indicators), the evaluation found an enhanced level of food and nutrition security in both FFA and Pilot sites (though the FFA monitoring data were somewhat contradictory). Furthermore, the environmental assessment found environmental impact in the form of improved vegetation cover and restoration of land for productive use. In a contribution analysis, the observed changes in food and nutrition security were identified as being the results of the FFA/Pilot activities and governmental nutrition-awareness activities. Regarding the environmental impact, no other interventions were identified, and thus the observed impact can be attributed to the FFA and Pilot asset creation work. Hence, despite the challenges in asset creation, it can be concluded that there is likely to be a long-term environmental impact.

166. The evaluation found that the FFA and the Pilot contributed to GEWE, primarily through the participation in asset creation work, which empowered women to use their voices and exercise influence on how to spend wages. Nevertheless, despite women's efforts at project level, they were still expected to fulfil domestic roles, meaning that the empowerment experienced came at the cost of double work. This might deter women from participating in asset creation work thereby compromising gender equality in the long term.

167. Some unintended positive effects of the FFA and Pilot activities were a trickle-down of positive effects to non-beneficiaries. Due to their work on asset creation, many beneficiaries experienced problems in completing their agricultural tasks and therefore hired labour. Moreover, due to the limited market opportunities, beneficiaries often gave away some of their vegetables from keyhole gardens to non-beneficiaries. Although these phenomena seem positive from the perspective of non-beneficiaries, they resulted from flawed project planning in terms of misalignment between agricultural work and asset creation work, and lack of market assessments. It also negatively affected the benefits experienced by beneficiaries. Unintended negative effects were mainly observed in relation to land rehabilitation, for instance flooding of fields due to the diversion furrows and soil compaction resulting from closed-off rehabilitated sites. These effects negatively affected beneficiaries (see photos in the Findings section).

Sustainability and Scalability: To what extent are the WFP FFA and Pilot results expected to be sustainable and continue to generate benefits, and to what extent is the Pilot suitable for up-scaling?

168. The FFA and Pilot activities were designed and implemented with limited, if any, considerations for sustainability. Aside from the temporary closure of rehabilitated land, strategic plans/arrangements for management and maintenance were not in place (for example, foremen/community members were not given maintenance training). Generally, the attention that WFP and MFRSC placed on sustainability concerns when designing and implementing projects was insufficient. This was also reflected in the handing over of

the FFA assets, which took place without a handing-over agreement between WFP and MFRSC. The assets were handed over to MFRSC in 2019; yet, by 2020, the assets were – as a short-sighted solution – maintained and repaired under the IACOV project. The lack of sustainability concerns and the unclear handing-over process is likely to have affected the (continued) use of the FFA and Pilot project outcomes. The evaluation found that not all assets were in working order at the time of the fieldwork, primarily fruit tree plantations and check dams (see sub-question 2.1. and 5.1), although the continued use of livelihood activities with direct benefits such as keyhole gardens seemed likely.

169. The quality and impact of capacity development programming under the FFA and Pilot was limited by a lack of essential basic elements, such as needs assessments, strategic planning, and training evaluation; the implementation was also affected by the lack of funding. Most of the training conducted was un-documented and hence difficult to assess, although training conducted by an Ethiopian consultant pointed to (limited) capacity developed in asset creation and awareness-raising conducted by WLSA pointed to some awareness created among women in relation to subjects such as gender-based violence. There is thus room to improve the capacity development component, which is particularly important in the transition to government ownership of the assets.

170. Although the technical assistance provided by WFP was only partly successful and characterized by flaws in both design and implementation, there is scope for further refinement of four Pilot components (vulnerability targeting, selection of right assets with improved quality and functionality, three months enrolment, and enhanced M&E) with the aim of upscaling. The roll-out of the comprehensive 3PA tool was less successful and it can be concluded that the 3PA approach is not appropriate for government offices with limited financial and human resources. The 3PA is too complex and resource-demanding for upscaling. The political interest and prioritization of further refining and, ultimately, upscaling the Pilot will be crucial for its success. Currently, there is increased interest and understanding in the MFRSC for collaboration with WFP, which is, to some extent, due to the experiences of the collaboration under the IACOV project. Overall, now seems a good time for refining and upscaling despite resource limitations of MFRSC.

3.2. LESSONS

Key lessons learned for WFP from this evaluation are:

171. **Vulnerability Targeting:** Targeting the most vulnerable groups is one of the main objectives of WFP; nevertheless, if targeting systems are not properly implemented or extended down to the actual registration of beneficiaries, the objective is not likely to be achieved. In the case of the Lesotho beneficiary targeting, although some attempts were made to identify the most vulnerable based on community sessions, the beneficiary lists at asset creation sites were drawn up based on arrival time ("first come, first served"), rather than vulnerability status.

172. **Livelihood programming:** Conditional participation in livelihood activities for asset creation participants does not create trust and community ownership and can be detrimental to the project implementation and the relationship with the development partner, especially when the implementation is marred by delays and other shortcomings. Promising initiatives that guarantee self-sustenance are those that are identified through a voluntary, community-driven process and supported by local systems and structures.

173. **3PA:** Relatively complex, comprehensive and resource-demanding approaches for community planning and beneficiary targeting are not suitable for resource-constrained development partners or government offices with limited financial and human resources.

174. **Difficulties in measuring results:** Gaps and inconsistencies in applying logical frameworks/results framework, including the shifting of indicators over time, hampers the evaluation of WFP programmes, preventing the comparison of results over time and between different projects.

3.3. RECOMMENDATIONS

175. The findings and conclusions of this evaluation have led to ten strategic and operational recommendations presented below.

#	Recommendation	Recommendation grouping	Responsibility	Other contributing entities	Priority	By when
Relevance and design						
1	**Beneficiary vulnerability targeting:** Introduce a control system to ensure that participants at the asset creation sites are selected based on vulnerability (and not "first come, first served"). The control system should build on the vulnerability targeting conducted at community level.	Operational	WFP LCO, (Programme Unit) and field offices MFRSC (upscaling of Pilot)	No other contributing entities	High	WFP: October 2022 - January 2023 MFRSC: at the design of the upscaling of the Pilot
2	**Community-based planning/needs assessment:** Ensure that beneficiaries are properly consulted about type of community assets selected, location of assets and the timing of the asset creation work in future community-based planning and needs assessments. It is important that WFP and MFRSC are transparent about the type of assets available for selection.	Operational	WFP LCO, (Programme Unit) and field offices MFRSC (upscaling of Pilot)	No other contributing entries	High	WFP: October 2022 - February 2023 MFRSC: at the design of the upscaling of the Pilot
3	**Livelihood programming:** Modify the livelihood component so it is based on voluntary participation. Conduct market and feasibility assessments and beneficiary training to ensure effective and sustainable livelihood activities.	Operational	WFP LCO (Programme Unit) and field offices	No other contributing entities	High	October 2022 - June 2023
Implementation (effectiveness/impact)						
4	**Monitoring:**	Operational	WFP LCO (VAM and M&E Unit)	WFP HQ, Research, Assessment and Monitoring Division (RAM)	Medium	October 2022 - May 2023

#	Recommendation	Recommendation grouping	Responsibility	Other contributing entities	Priority	By when
	Ensure that monitoring systems of asset creation and livelihood activities include additional gender-sensitive indicators, disability indicators, livelihood indicators and indicators on environmental outcomes/impact (for example proxy environmental indicators). Indicators should be sex-disaggregated when relevant. To measure GEWE it would be relevant to include an indicator focusing on division of labour at household level. Indicators should be monitored at the same time of the year to ensure data reliability (baseline/endline). LCO is recommended to consult the HQ and RB regarding available indicators.			WFP RB for Southern Africa (VAM and M&E unit)		
5	**GEWE and inclusion of vulnerable groups:** Mainstream GEWE and inclusivity into all asset creation and livelihood projects/activities by: (1) Conducting gender analysis of vulnerable groups, such as people with disabilities, before project design; (2) On basis of this analysis, develop a GEWE strategy/strategy for vulnerable groups; (3) Prepare and roll-out GEWE/vulnerable groups programming tools/guidelines to field office and community levels, e.g. foremen; (4) Conduct training in GEWE and inclusion of vulnerable groups for MFRSC, LCO, field office staff, community staff/leaders and beneficiaries.	Operational	WFP LCO (Programme Unit, including gender focal person) and field offices	WFP HQ, Gender Office (GEN) WFP RB for Southern Africa, Regional Gender Advisor	Medium	October 2022 - September 2023

#	Recommendation	Recommendation grouping	Responsibility	Other contributing entities	Priority	By when
	For gender, it is crucial that not only gender equality but also gender equity is considered (e.g., how the double work of women can be mitigated to ensure gender equality). This might require a study as input to the strategy. It is recommended that the LCO make use of corporate and regional tools, guidelines, training modules, etc. (if available) and amend these if needed. Only if not available, should LCO develop their own tools.					
6	**Asset creation:** Ensure that forest and fruit tree plantations are discouraged in areas with no water access and prioritize forest and fruit tree plantations in locations near beneficiaries' homesteads.	Operational	WFP LCO (Programme Unit) and field offices MFRSC Upscaling of Pilot, and PAP)	No other contributing entities	High	October 2022 - January 2023
Sustainability and Scalability						
7	**Capacity development:** Ensure that all types of capacity development targeting WFP staff, the Government and communities are planned and implemented including the following elements: (1) Capacity needs assessment; (2) Strategy and plan based on the needs assessment. When training of trainers is included, a plan for cascading learning should be prepared; (3) Training modules	Operational	WFP LCO (Programme Unit) and field offices	WFP HQ, Technical Assistance and Country Capacity Strengthening Service (PROT) WFP RB for Southern Africa	High	October 2022 - September 2023

#	Recommendation	Recommendation grouping	Responsibility	Other contributing entities	Priority	By when
	and tools; (4) Training evaluation focusing both on the quality of the training and its impact. It is recommended that the LCO apply corporate and regional tools, guidelines, training modules, etc. (if available) and amend these if needed. Development of own tools is only recommended if not available elsewhere.					
8	**Sustainability:** Ensure that all WFP activities are designed and implemented based on sustainability considerations. For asset creation and livelihood activities, this includes: (1) Selecting environmentally suitable, low-cost, low maintenance/low-input assets and livelihood activities; (2) Developing systems for community-led management and maintenance (e.g., water committees for water points); (3) Ensuring that handing over and sustainability arrangements are in place from project start. LCO is recommended to consult the HQ and RB regarding best practices of other countries.	Strategic	WFP LCO (Programme Unit)	MFRSC WFP HQ, Livelihoods, Asset Creation and Resilience Unit (PRORL) WFP RB for Southern Africa	High	October 2022 - September 2023
9	**WFP support to the GoL:** Ensure that all support provided to the Government (e.g., in relation to the handing over process) includes the following elements: (1) Agreement, which details the area for support (e.g., technical assistance);	Strategic	WFP LCO (Programme Unit)	MFRSC and other relevant government offices WFP RB for Southern Africa	High	October 2022 - September 2023

#	Recommendation	Recommendation grouping	Responsibility	Other contributing entities	Priority	By when
	(2) Strategy and plan (including timeline) for how the support should be provided; and (3) Logical framework/results framework and an associated simple monitoring system. LCO is recommended to consult RB regarding best practices of other countries.					
10	**Scale-up of Pilot:** There is a need for developing simpler, less resource-demanding, and "lighter" approaches/models for upscaling than the approaches and activities implemented by WFP. Based on this evaluation, lessons learned from the IACOV project and a brief feasibility study, WFP in collaboration with MFRSC should refine selected parts of the Pilot (vulnerability targeting, selection of right assets with improved quality and functionality, 3-months enrolment, and enhanced M&E) with the aim of up-scaling in PAP. This might involve contracting a consultant for support. LCO is recommended to consult WFP headquarters and RB regarding principles and best practices for scalable WFP models related to the selected parts of the Pilot.	Strategic	WFP LCO (Programme Unit) MFRSC	WFP HQ WFP RB for Southern Africa	High	October 2022 - September 2023

Annex 1. Summary Terms of Reference

1. The TOR have been published on the WFP website and can be accessed through the following link: Lesotho Asset Creation and Public Works evaluation TOR. The summary ToR is outlined below.

1. Introduction

2. These Terms of Reference (TOR) are outlined for an evaluation jointly commissioned by the Ministry of Forestry, Range and Soil Conservation (MFRSC) and the World Food Programme (WFP) Lesotho Country Office (LCO) for the Food Assistance for Assets (FFA) activities. The FFA activities were implemented through different projects which are; the Country Programme 200369 (2013–2017) which served the purpose of enhancing community and household resilience and responsiveness through disaster risk reduction, the Single Country Protracted Relief and Recovery Operations (PRRO 200980, June 2016 – December 2017) through which technical assistance was provided to the Government public works programme hereafter referred to as the pilot public works and continued into the Transition Interim Country Strategy Plan (January 2018 - June 2019) which also had an outcome that focused on enhancing resilience of vulnerable communities facing climatic shocks.

3. This evaluation assesses the impact of different FFA activities implemented since 2015 and will provide a comprehensive analysis of the WFP FFA projects which have been implemented in the southern districts (Mafeteng, Mohale's Hoek and Quthing) and the government pilot public works implemented in Maseru, Berea, Butha-Buthe. It will also form partial baseline for the Adaptation Fund project which has been approved and implementation will start in 2020. Information on achievements, lessons learned, and recommendations will be used to inform implementation of activity 5 of the CSP (2020-2024) as well as future programme design and implementation of the national public works programme. Therefore, the evaluation serves the dual purpose of learning and accountability with emphasis on learning in order to inform implementation and programming of the public works programme and other asset creation activities in Lesotho for the improvement of the livelihoods and resilience of vulnerable households and communities.

4. This TOR was prepared in 2019 by the WFP Lesotho Country Office and the MFRSC with support of WFP Regional Bureau (RB) for Southern Africa. Firstly, it provides the objectives of the evaluation and key information regarding the methodology and design to the evaluation team and helps guide them throughout the evaluation process. Secondly, it provides key information to stakeholders about the purpose of the evaluation.

2. Reasons for the evaluation

2.1 Rationale

5. WFP will provide oversight and strengthen Government capacity and systems to promote a more standardized and sustainable approach that the MFRSC could incorporate into the national public works programme. This will be done through one of the three components of the multi-year Adaptation Fund Project entitled "Improving adaptive capacity of vulnerable and food-insecure populations in Lesotho 2020 – 2023 to be implemented under the Country Strategic Plan (CSP). Therefore, this evaluation will identify lessons learnt, successes and challenges from the past activities and inform decision making to strengthen the design and implementation of FFA activities under the Adaptation Fund component 3.

6. As noted in the Adaptation Fund project document, Lesotho loses 3-5 percent of its topsoil every year and this aggravates soil erosion. The project aims to mitigate this situation through a range of integrated watershed management activities that promote soil conservation, household water harvesting and climate-smart irrigation techniques and forest and tree cover for household cooking and space heating. This evaluation will be helpful to understand and conceptualize the extent to which FFA activities have put the environmental risks into consideration and what lessons can be drawn to inform the activities to be implemented.

2.2 Objectives

7. The main objective of this evaluation is to assess and report on the impact of past FFA activities on environmental, communal and household resilience to shocks and identify lessons learnt, successes and challenges. This evaluation serves the dual and mutually reinforcing objectives of accountability and learning.

8. The specific objectives are to:

- Contribute to the evidence base on the impact of the FFA activities in resilience building and environment, thereby contributing to learning and decision-making for the delivery of the public works programme which is supported through the CSP (2019-2024). This evaluation will inform the scaling up and replication of the pilot public works and the intended handover of the WFP supported project sites to Government.
- Establish the successes and weaknesses of WFP FFA activities to understand their potential to strengthen resilience building.
- Provide evidence that will support advocacy and fundraising efforts.

2.3 Stakeholders and Users of the Evaluation

9. Both stakeholders inside and outside the Government and WFP have interests in the results of the evaluation and some are key players in the evaluation process. WFP is committed to ensuring accountability to affected populations; gender equality and women empowerment; and protection standards. Therefore, WFP ensures meaningful participation of persons of all diversities in all aspects including their participation in the full programme cycle including this evaluation.

10. The evaluation will be used by the Government and its partners to improve the design and implementation of national public works programme as well as other integrated catchment management (ICM) activities that are implemented by partners and complementary activities to enhance and diversify livelihoods of vulnerable households and communities.

11. The Government and WFP will use this evaluation to advocate for and mobilize more predictable and multi-year funding that will ensure the achievement of WFP's Strategic Outcome 4 of the 2019-2024 Country Strategic Plan, "Communities in targeted areas, especially women and youth have resilient diversified livelihood and increased marketable surplus by 2024." This is in light of FFA activities historically being implemented using short-term funding from humanitarian funding.

12. The Regional Bureau is expected to use the evaluation findings to provide strategic guidance, programme support, and oversight to the country office and may apply lessons learnt from this evaluation to other country offices with similar programmes.

13. NGOs and UN agencies such as UNDP and FAO may use the evaluation evidence to review the impact of UN's collective response to the development needs of Lesotho and strengthening of resilience building of government institutions and communities. The communities that actively engage in targeting and selection of catchment areas and FFA participants will use the findings to inform their future decisions regarding public works operations.

3. Context and Subject of the Evaluation

3.1 Context

14. Lesotho is a small, mountainous, landlocked country with a population of 2 million people. It is a lower middle-income country yet ranked 160 out of 188 countries on the 2016 Human Development Index. More than half of the population live below poverty line. With a Gini coefficient of 0.53 in 2015, Lesotho is among the ten most unequal countries in the world. The economy of Lesotho is dominated by subsistence agriculture and small manufacturing of textiles, garments and apparel. Approximately 85 percent of the population lives in rural areas and 70 percent derive all or part of their livelihood from agriculture. However, the agricultural sector which employs most poor people has been deteriorating since the early 1990s primarily due to unpredictable weather conditions-. In addition, the effects of soil erosion, severe land degradation and climate change have reduced the productive capacity of Lesotho's croplands and rangelands.

15. Lesotho is faced with a number of challenges which include among others the following;

- Inadequate access to agricultural land and lack of resources such as fertilizers and high-yielding seeds for poor rural households.
- Significant national chronic food insecurity, with an estimated 34 percent of households living below the food poverty line (US$ 0.61 per day).[109]
- The incidence of poverty is persistently higher among households headed by women at approximately 64 percent, which is well above the national average of 58 percent and an average of 57 percent for households headed by men. Over 60 percent of the agricultural labour force is constituted by women, yet only 30 percent of women own land.

16. In order to address unemployment, poverty, gender inequalities and HIV and AIDS, the Lesotho's national strategic development plan promotes inclusive and sustainable economic growth and private sector-led job creation with a focus on strengthening human capital, building enabling infrastructure and strengthening national governance and accountability systems. Other added efforts to mitigate the challenges include the 5-year gender action plan (2016-2020) compiled by the CO which was informed by gender analysis; and the Government allocates at least 9 percent of its GDP to social assistance schemes which have been beneficial in helping poor families. WFP, the UN and Non-Governmental Organizations (NGOs) such as World Vision International and Lesotho Red Cross have implemented humanitarian programmes to save lives and protect livelihoods. In addition to school feeding and nutrition interventions, WFP has implemented FFA activities which have been funded mainly by European Civil Protection and Humanitarian Aid Operations (ECHO), Russia and Australia.

3.2 Subject of the evaluation

17. The FFA activities were implemented through different projects which are; the Country Programme 200369 (2013–2017), the Single Country Protracted Relief and Recovery Operations (PRRO 200980, June 2016–December 2017) hereafter referred to as the pilot public works and the Transition Interim Country Strategy Plan (January 2018–June 2019). Under the Country programme, selection of operational districts with severe land degradation and chronic food insecurity challenges was guided by the Integrated Context Analysis (ICA). Through the launch of the community-based participatory planning (CBPP) approach, multiple stakeholders from the government and NGOs such as MFRSC, World Vision, Red Cross and Caritas provided technical support, non-food items, and guided communities on identifying assets and developing community action plans. WFP partnered with Women and Law in Southern Africa, Research and Educational Trust (WLSA) to raise awareness, empower the participants and enhance their protection.

18. The pilot public works implemented by MFRSC; asset creation under different projects ranged from planting of fruit and agro-forest trees, rehabilitation of land through removal of invader crops and replanting of range grass, building of gully head and silt trap structures, tanks and dams for irrigation purposes, community gardens and orchards. Under the T-ICSP (2018-2019), FAO, Ministry of Agriculture and Food Security (MOAFS) and MFRSC supported the construction of six water tanks, one check dam, two community gardens and two orchards. Beneficiaries received training in nutrition and conservation agriculture and rearing of small animals such as chickens from MOAFS, and World Vision also trained them on creation of income savings groups. MFRSC supported the community bee keeping project, and with funding from ECHO, WFP procured and distributed beehives to facilitate production of honey.

19. WFP supported two study tours in 2018 for technical staff in the MFRSC, Ministry of Local Government, Department of Water Affairs and Ministry of Social Development. The Ethiopian study tour opened an opportunity for South-South Cooperation to exchange knowledge between three countries – Ethiopia, Lesotho and Eswatini on shock responsive safety nets and quality assurance of public works programmes. The Eastern Cape study tour to South Africa for MFRSC technical staff aimed to explore different livelihoods that could be adopted. In addition, 36 staff (26 men and 10 women) were trained on quality assurance in the creation of physical and bio physical assets using integrated catchment management (ICM) approach.

20. WFP, Lesotho Meteorological Services and MFRSC applied for the climate change adaptation fund which was approved in 2019 and will be implemented as part of the CSP 2019-2024. The main goal of the Adaptation Fund project which is focused on the low-lying areas of Lesotho (Mafeteng, Mohale's Hoek and

[109] Government of the Kingdom of Lesotho National Social Protection Strategy, 2014/15 – 2018/19

Quthing) is to enhance the adaptive capacity and build the resilience of vulnerable and food insecure households and communities to the impacts of climate change on food security. To meet the set objectives of the Adaptation fund and the CSP, WFP plans to hand over its 11 FFA project sites in Mohale's Hoek and Quthing to the government and focus on capacity strengthening activities of the national public works programme. The findings and recommendations from this evaluation will guide decision making on issues that need to be considered for successful and sustainable handle over of WFP project activities to the Government. It will also inform the scaling up and replication as appropriate as part of a longer-term shift towards strengthening the national public works programme.

4. Evaluation Approach

4.1 Scope

21. This evaluation will focus on the southern districts of Lesotho, namely Mafeteng, Mohale's Hoek and Quthing where WFP implements its FFA activities and in Maseru, Berea and Butha-Buthe where MFRSC implements the pilot public works with technical expertise from WFP.

4.2 Evaluation Criteria and Evaluation Questions

22. The evaluation will apply the international evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability. Gender equality and women empowerment (GEWE) should be mainstreamed throughout these criteria.

23. The evaluation will seek to answer the overarching question "*How effective is the government pilot public works and WFP FFA interventions in building resilience and sustainable livelihoods for vulnerable men, women, boys and girls in areas prone to climate-related shocks?*" To answer this question, the evaluation will answer a number of sub-questions aligned to the five evaluation criteria.

24. **Relevance**

1. To what extent is the design, targeting and implementation of Government pilot public works and WFP FFA activities in line with and relevant to the needs of the most vulnerable and food insecure people groups (men and women, boys and girls)?
2. To what extent are the FFA activities aligned with Government, WFP and UN policies and priorities at the time of design and over time including gender policies where/as appropriate?
3. To what extent were the Government public works programme and the WFP FFA activities based on sound gender analysis? To what extent was the design and implementation of the intervention GEWE sensitive?

25. **Effectiveness**

4. To what extent were the outcomes/objectives of the Government public works programme and WFP FFA activities achieved/are likely to be achieved?
5. What were the major internal and external factors influencing the achievement or non-achievement of the outcomes/objectives?
6. To what extent has WFP technical support to the government public works contributed to the achievement of the objectives of the activities?

26. **Efficiency**

7. Were the FFA activities implemented in a timely way?
8. What are the key cost drivers of the FFA activities? Were activities implemented in a cost-efficient way? What are the cost benefits of assets created?
9. Did the targeting of FFA activities allow resources to be allocated efficiently?

27. **Impact**

10. What are the unintended [positive/negative] effects of the FFA and public works programme on targeted individuals, households and communities?

11. What has been the impact of the FFA and public works programme activities on the environment and on targeted individuals, households and communities? What evidence is there that these activities assisted people to withstand climate shocks (e.g., droughts, floods, etc.)?

12. What were the gender-specific impacts? Did the intervention influence he gender context?

28. **Sustainability and Scalability**

13. What factors are likely to affect the scalability of the pilot public works to cover more areas and/or more participants?

14. To what extent will the benefits of the FFA activities continue after WFP hands over the FFA sites to the Government or after the work of WFP ceases?

15. To what extent did the intervention implementation arrangements include considerations for sustainability, such as transition to government (national and local), communities and other partners?

16. What capacities have been built at national, district and community level to ensure continuity of the FFA programme beyond WFP support?

17. What was the asset maintenance plan for pilot public works and WFP FFA by WFP and MFRSC? How effective was the maintenance plan?

4.3 Data Availability

29. Main sources of information will be made available to the evaluation team and to ensure quality, the evaluation team will assess data availability and reliability as part of the inception phase. They will also systematically check for accuracy, consistency and validity of collected data and information and acknowledge any limitations/caveats in drawing conclusions using the data.

4.4 Methodology

30. A sequential mixed methods approach is proposed for this evaluation and will include;

31. Desk Review and Context Analysis: the evaluation team will carefully analyse existing data and information from secondary sources including policy documents, programme documents, monitoring reports, annual project reports, past reviews and evaluations. They will also identify and profile all assets that have been created in the government public works project.

32. To assess the impact of the programmes, it is proposed that theory-based methods be applied using the Contribution Analysis methods and the Qualitative Comparative Analysis.

33. The evaluation team should go for field test of the data collection tools to ensure that the data and information gathered can be used to address the evaluation questions, and that they fully address equity issues, allow triangulation and include the GEWE as a core part of this evaluation.

34. The evaluation findings, conclusions and recommendations must reflect gender analysis, and the report should provide lessons/challenges/recommendations for conducting gender responsive evaluation in the future. Furthermore, conclusions and recommendations must address GEWE issues and propose priorities for action.

4.5 Quality Assurance and Quality Assessment

35. While this is a joint evaluation with the Ministry of Forestry, Range and Soil Conservation, WFP is availing its systems and tools to support the Government to generate and use evidence to inform its programs using evaluation to strengthen national M&E capabilities. Therefore, the WFP Decentralised Evaluation Quality Assurance System (DEQAS) will be systematically applied to this evaluation. The DEQAS defines the quality standards expected from this evaluation and sets out process with in-built steps for quality assurance, templates for evaluation products and checklists for their review.

5. Roles and Responsibilities

36. **Evaluators**: The evaluation team is expected to include three members (two national and one international evaluator) including the team leader who will review documents, collect and analyse data, and prepare the evaluation report.

37. Evaluation Manager: This evaluation will be co-managed by **Moeketsi Matia, Chief Economic Planner at the Ministry and Likeleli Phoolo, WFP Programme Policy officer (VAM/M&E)**.

38. **Evaluation Committee and Reference Group**: The evaluation will be governed by the evaluation committee co-chaired by the Permanent Secretary, Ministry of Forestry, Range and Soil Conservation and the WFP Country Director as heads of the commissioning units. The evaluation reference group will provide subject matter expertise in an advisory capacity and will ensure systematic stakeholder engagement. Evaluation reference group members include senior MFRSC officials, WFP programme and M&E staff at the RB and CO level and other key external stakeholders.

6. Timelines, Key Milestones and Deliverables

39. **Preparation**: 13th September to 20th September 2020; deliverables are final TOR, team recruited, evaluation budget, draft communication and learning plan

40. **Inception**: 21st September to 20th November 2020; deliverables are inception report, data collection tools, data analysis plan, evaluation schedule, communication and learning plan, and the data analysis plan.

41. **Data collection**: 21st November to 8th December 2020; deliverables are raw data and debriefing presentation.

42. **Data Analysis and reporting**; 9th December 2020 to 7th March 2021; deliverables are evaluation report and data sets.

43. **Dissemination and follow up**: 8th March to 26th May 2021; will require management response to recommendations and deliver dissemination products.

Annex 2. Timeline

Phases, Deliverables and Timeline			By Whom
Phase 1 - Preparation			
1	Desk review, produce draft 1 of TOR and quality assurance (QA) using TOR quality checklist (QC)	13th Sept – 14th Nov 2019	CO/REU
2	**Submit draft 1 TOR to outsourced quality support service (QS) for review and feedback**	**14th Nov**	**EM**
3	Review draft 1 TOR against the decentralized evaluation quality support (DE QS) quality matrix and provide recommendations	15th – 20th Nov	QS
4	Revise draft 1 TOR based on DE QS feedback to produce draft 2	21st Nov	EM
5	**Circulate draft 2 TOR for review and comments to ERG and other stakeholders**	**22nd Nov**	**EM**
6	Review draft 2 TOR and provide comments using the provided comments matrix	22nd – 25th Nov	ERG
7	Revise draft 2 TOR based on comments stakeholders' comments to produce final TOR	26th Nov	EM/REU
8	**Submit the final TOR to the internal evaluation committee for approval**	**27th Nov**	**EM**
9	Share final TOR with stakeholders for information	28th Nov 2019	EM
10	**Final Selection and recruitment of evaluation team**	**30th Aug 2021**	**EM/REU**
Phase 2 - Inception			
11	**Briefing Evaluation team**	**15th Sept 2021**	**EM/CO Programme**
12	**Evaluation design,** including reviewing documents and existing data, interactions with stakeholders to understand the subject and stakeholder expectations. Including data analysis plan and developing of communication and learning plan	16th – 30th Sept	ET
13	Draft inception report, including methodology, data collection tools and schedule	1st – 9th Oct	ET
14	**Submit draft 1 inception report (IR) to EM and Regional Evaluation officer (REO)**	10th Oct	**TL**
15	Review draft 1 inception report, if NOT complete return to the team leader with specific things that needs to be done before it can be submitted	10th - 14th Oct	EM/REU
16	Review draft 1 inception report against the comments from EM/REU	15th – 31st Oct	ET
17	**Submit revised Draft 1 IR based to EM and REO**	**31st Oct**	**ET**
18	Review revised draft 1 inception report and share with QS	1st – 2nd Nov	EM/REU
16	**Share draft IR with DE QS for review and feedback**	**3rd Nov**	**EM**

17	Review draft 1 IR against the DE QS quality matrix and provide recommendations	4th – 12th Nov	QS
18	Revise draft IR based on QS feedback and EM/REU additional comments	13th – 19th Nov	ET
19	**Submit of revised Draft 2 IR based on DE QS and EM QA comments**	**20th Nov**	**TL**
20	Review draft 2 IR against the QS recommendations to ensure that they have been addressed and for any that has not been addressed, a rationale has been provided	21st Nov – 23rd Nov	EM/REU
21	**Circulate draft 2 IR for review and comments to ERG and other stakeholders**	**24th Nov**	**EM**
22	Review draft 2 IR and provide comments using the provided comments matrix	25th – 26th Nov	ERG
23	Consolidate Stakeholder comments and submit to the team leader	27th – 30th Nov	EM
24	Revise draft 2 IR based on stakeholder comments received to produce draft 3	1st – 3rd Dec	ET
25	**Submit draft 3 IR to the evaluation manager**	**4th Dec**	**TL**
26	Review draft 3 IR against stakeholder comments to ensure that they have all been addressed, and for those not addressed a rationale provided	5th – 8th Dec	EM
27	**Submit the final IR to the internal evaluation committee for approval**	**9th Nov**	**EM**
28	Share of final inception report with key stakeholders for information.	10th Dec	EM
Phase 3 – Data collection			
29	Prepare for data collection phase [recruit research assistants, digitize data collection tools on tablets, finalize travel, accommodation, and other logistical arrangements]	4th - 9th Dec	**EM**
30	**Briefing with CO management**	**10th Dec**	**CO/EM/ET**
31	Training research assistants and testing data collection tools, adjustments if required	17th Dec 2021	ET/EA
32	Conduct Fieldwork [quantitative data collection, interviews, FGDs etc]; stakeholder interviews	6th Jan - 25th Feb 2022	ET
33	**End of Fieldwork Debriefing [Presentation should be submitted the day before]**	**4th Mar 2022**	**ET**
Phase 4 - Data Analysis and Reporting			
34	Clean, analyse and triangulate data to produce draft 1 of the evaluation report (ER)	5th Mar - 25th Mar 2022	ET
35	**Submit draft 1 of the evaluation report and all associated data sets**	**29th Apr 2022**	**TL**
36	Review draft 1 ER against the ER quality check list to ensure that it is complete	4th - 6th May 2022	EM

37	**Share draft 1 ER with outsourced quality support service (DE QS)**	**18th May 2022**	**EM**
38	Review draft 1 ER against the DE QS quality matrix and provide recommendations	19th May - 27th May 2022	QS
39	Revise draft 1 ER based on feedback received by DE QS and EM to produce draft 2	30th May - 8th June 2022	ET
40	**Submit draft 2 ER to the EM**	**9th June 2022**	**TL**
41	Review draft 2 ER against the QS comments to ensure that they have been addressed, and for those that have not been addressed rationale has been provided	10th - 20th June 2022	EM
42	**Circulate draft 2 ER for review and comments to ERG/RB/other stakeholders**	**21st June 2022**	**EM**
43	Review draft 2 ER and provide comments using the provided comments matrix	22nd June - 7th July 2022	ERG
44	Consolidate comments and submit to team leader for review	8th - 14th July 2022	EM
45	Revise draft 2 ER based on stakeholder comments to produce draft 3	15th - 21st July 2022	ET
46	**Submit draft 3 ER to the evaluation manager**	**22nd July 2022**	**TL**
47	Review draft 3 ER against stakeholder comments to ensure that they have all been addressed, and for those not been addressed a rationale has been provided	25th – 29th Jul 2022	EM
48	**Submit final ER to the internal evaluation committee for approval**	**1st – 5th Aug 2022**	**EM**
49	Share of final evaluation report with key stakeholders for information	8th Aug 2022	EM
Phase 5 - Dissemination and follow-up			
50	Prepare management response and submit to RB for review	9th Aug - 8th Sept 2022	CO Management/ Programme
51	Review the MR and provide feedback	9th – 20th Sept 2022	RB
52	Finalize MR based on feedback from RB	23rd Sept 2022	CO
53	**Share final ER and MR with OEV for publication**	**26th Sept 2022**	**RB**
54	Document lessons from the management of this evaluation and share	27th Sept - 10th Oct 2022	EM/RB

Annex 3. Methodology

44. This evaluation is an independent theory-based mixed methods exercise seeking to answer the following overarching question posed in the ToR: "How effective are the Government pilot public works and WFP FFA interventions in building resilience and sustainable livelihoods for vulnerable men, women, boys and girls in areas prone to climate-related shocks?"

45. The evaluation applied a theory-based approach to examine cause-effect questions by exploring the situations before and after the FFA and Pilot interventions. This involved examining the baseline scenarios and the situation at the time of this evaluation and identifying plausible effects between the FFA/Pilot and the observed changes. In this type of approach, the ToC, logical frameworks and related monitoring data are highly important. The evaluation tested the reconstructed ToC, setting the overarching framework for the evaluation (see Annex 10). To counteract the ever-emerging attribution problem, the evaluation relied on a contribution analysis to assess the various factors contributing to the results, primarily impact.

46. In line with the ToR, the evaluation is organized around the EQs and sub-questions following the evaluation criteria from the OECD-DAC: relevance, effectiveness, efficiency, impact, and sustainability and scalability.

47. Table 9 below presents the EQs, organized against the OECD-DAC evaluation criteria.[110] The ToR includes a total of 17 EQs.[111] The EQs were formulated as sub-questions rather than as overall EQs. The evaluation team therefore further developed and adapted the EQs, as presented below:

- The EQs presented in the ToR were kept as sub-questions (with some modifications as seen below), whereas new EQs were developed for each of the DAC criteria.
- The overarching EQ focuses on the FFA and the Pilot but, in the ToR, EQs refer to a "public works program" (referring to the national public works program) rather than the Pilot. This has been harmonized to ensure alignment with the overarching question and the focus on the Pilot.
- To be aligned with the contribution analysis, the sub-questions under Impact have been reformulated (focusing on "contribution to" rather than "impact on").
- A few other sub-questions have been amended to become more accurate and relevant. Sub-questions 3.2, 4.1 and 4.2 have been added to reflect the application of the contribution approach and ensure the evaluation is detailed and precise.
- A few of the sub-questions have been re-ordered in a more logical order for the analysis and reporting. Sub-questions 1.2 and 1.3, 2.2 and 2.3, and 4.1 and 4.2 were swapped, and the order of all sub-questions under Sustainability and Scalability were re-arranged.
- It was not clear whether Sustainability and Scalability covered both the FFA and the Pilot; it has now been clarified to cover both.
- All DAC criteria now include sub-questions, which includes GEWE except Efficiency where it was not found relevant. Sub-questions 2.1, 5.2, 5.3 and 5.4 were revised.

[110] In the ToR, the EQs are referred to as sub-questions. These are referred to as EQs in this evaluation.
[111] The standard number of EQs is 6-8.

Table 9: Evaluation questions and sub-questions

Relevance: EQ1: To what extent were the WFP FFA and Pilot activities GEWE sensitive and relevant to the needs of the most vulnerable in Lesotho, and aligned with national, United Nations and WFP priorities and policies?
1.1. To what extent were the design, targeting and implementation of Pilot and FFA activities in line with and relevant to the needs of the most vulnerable and food-insecure people?
1.2 To what extent were FFA and the Pilot based on sound gender analysis? To what extent was the design and implementation of the intervention GEWE sensitive?
1.3 To what extent were the FFA activities aligned with the Government, WFP and UN policies and priorities at the time of design and over time including gender policies where/as appropriate?
Effectiveness: EQ2: To what extent were the expected outcomes of the WFP FFA and Pilot achieved?
2.1 To what extent were the outcomes/objectives of Pilot and FFA activities achieved/are likely to be achieved, including GEWE?
2.2 To what extent has WFP technical support to the Pilot contributed to the achievement of the expected outcomes?
2.3 What were the major internal and external factors influencing the achievement or non-achievement of outcomes/objectives?
Efficiency: EQ3: To what extent were FFA and Pilot activities implemented in a timely and efficient manner (including cost-efficient manner)?
3.1 Were the FFA and Pilot activities implemented in a timely way?
3.2 What were the key cost drivers of the FFA activities? Were WFP FFA and Pilot activities implemented in a cost-efficient way? What were the cost benefits of household livelihood support activities? What were the main costs related to asset development including opportunity costs?
3.3 Did the selection and design of FFA and Pilot activities allow resources to be allocated efficiently?
Impact: EQ4: To what extent have FFA and the Pilot contributed to the identified impact, intended and unintended?
4.1 To what extent have the FFA and the Pilot contributed to the identified impact on the environment and on the targeted individuals, households, and communities? To what extent have the FFA and Pilot contributed to assisting people in withstanding climate shocks (e.g., drought and floods, etc.)?
4.2 To what extent have the FFA and Pilot contributed to the identified gender-specific impacts? To what extent have the FFA and Pilot made any difference to GEWE relations in the medium term? Have there been any changes in people's knowledge, attitude, and behavior in relation to gender?
4.3 What are the unintended [positive/negative] effects of FFA and the Pilot on targeted individuals, households, and communities?
Sustainability and Scalability: EQ5: To what extent are FFA and Pilot results expected to be sustainable and continue to generate benefits, and to what extent is the Pilot suitable for scaling up?
5.1 To what extent did FFA intervention implementation arrangements include considerations for sustainability, such as transition to Government (national and local), communities and other partners?
5.2 To what extent will the benefits of the FFA activities continue (for women, men, girls and boys) after WFP hands over the FFA sites to the Government or after the work of WFP ceases?
5.3 What was the asset maintenance plan for the Pilot and FFA by MFRSC and WFP? How effective was the maintenance plan? Was it GEWE sensitive?
5.4 To what extent have capacities (including GEWE capacities) have been built at national, district and community levels to ensure continuity of the Pilot and FFA beyond WFP support?
5.5 What factors are likely to affect the scalability of the Pilot to cover more areas and/or more participants?

48. The full evaluation matrix in Annex 4 outlines the EQs and sub-questions, alongside indicators, data collection methods, main sources of data/ information, data analysis methods/triangulation and data

availability/reliability. The evaluation matrix formed the basis for developing data collection tools and planning the data collection and data analysis phases.

49. The evaluation applied a mixed qualitative-quantitative method approach, both in terms of data collection and data analysis. The following specific methods were used: environmental assessment, technical appraisal site visits, cost-benefit analysis (CBA), household survey, desk review of key documents, key informant interviews (KIIs) and focus group discussions (FGDs).

50. The methods selected were considered the most relevant and appropriate methodologies to respond to the EQs under each of the DAC criteria. The methodologies and data collection methods were also selected according to the following considerations: (1) to counteract the data gaps, for instance in relation to the environmental impact of the assets; (2) involving stakeholders at all levels; (3) to cater for the attribution problem; and (4) to ensure robust findings. The specific methods are presented below.

Cost-Benefit Analysis (CBA)

51. The objective of the CBA was to establish whether the livelihood support activities under the FFA projects were worthwhile (i.e., cost-efficient). The CBA estimated and added up the equivalent monetary value of each of the overall benefits transferred to the beneficiaries and compared these with the costs.

52. The FFA had two components that aimed to improve the resilience and reduce the vulnerability of households and communities affected by climate shocks. The first component was the Public Works component that built long-term resilience by creating community assets and engaging in land rehabilitation. This component provided either cash or food in exchange for labour to create the assets in and around communities. The second component focused on offering short-term benefits to households by providing livelihood inputs/assets that will enhance productivity and generate income.

53. The Public Works component focused on the environment and natural resources such as SWC. Many SWC outcomes and impacts (which are referred to as 'benefits' in the CBA) are not traded directly in the market, making it challenging to attach economic value to them. However, many of the outputs under the livelihood support activities were tradable in markets, meaning their benefits were more tangible and easier to convert to monetary value. The CBA therefore focused on the household level. This focus is aligned with the overarching EQ, which seeks to understand effectiveness and impact of the interventions at household level.

54. The critical question that the CBA attempted to answer was whether the benefits accrued by beneficiary households outweighed their implementation and opportunity costs. A guiding principle to answer this question is economic efficiency. A necessary condition for economic efficiency is that the benefits of an intervention, (in this case the household livelihood support) exceed the costs. The Net Present Value (NPV) decision criterion in comparing the economic profitability of projects was used. To undertake the CBA analysis, the following four steps were involved.

55. **Identification and mapping of benefits:** This step aimed to characterize the activities implemented across the various sites and to document their tangible outputs, with a focus on household livelihood support activities. An overview of household livelihood support activities was provided by the FFA annual reports. This information was complemented with primary data from the beneficiary households, which served the dual purposes of saving time collecting data on benefits and helping to triangulate information from document reviews and macro interviews.

56. **Measurement of benefits:** Following the successful mapping of tangible benefits, these benefits were valued using market prices. For each household interviewed, an expected revenue emanating from the benefits (and/or outputs) was calculated. The next task was to understand the distribution of this revenue over time and then convert future revenues to comparable values in present time. The discount rate (or social time preference) and the time horizon were determined in consultation with WFP and Government representatives.

57. **Identification and measurement of costs:** The costs considered included those borne by individual households resulting from the agricultural inputs. The first type of cost included the sunk costs of setting up or establishing the assets. The second type of cost included the operational costs involved in running or maintaining the activity. Opportunity costs of forgone labour earnings resulting from running, for example, poultry or piggery, were also included. Similarly, the distribution of costs over time and their present value were determined.

58. **Efficiency determination:** Using the NPV criterion defined above, the final task was to deduct costs from the benefits. NPV is defined as the difference between the total of the present value of discounted benefit streams and the discounted value of cost streams over the life of the project. To calculate NPV, total costs in each year of a project's life are subtracted from total benefits in that year to yield net benefits. The stream of net benefits is then discounted to account for the fact that the further into the future that the net benefit occurs, the less should be its weight in determining the project's 'bottom line'. The stream of discounted net benefits is then summed to yield the NPV of the project.

59. Formally, the NPV is calculated as follows:

$$NPV = \frac{\sum_{t=0}^{T} B_t}{(1+d)^t} - \frac{\sum_{t=0}^{T} C_t}{(1+d)^t} = \sum_{t=0}^{T} [(B_t - C_t)(1+d)^{-t}]$$

where:

NPV	net present value
B_t	benefit at time *t*
C_t	Cost at time *t*
d	discount rate
t	time in years
T	*Project's lifetime*

60. The discount rate (d) encapsulates the time value of money, which states that money available at the present time carries more value than the same sum of money at some time in the future. Discount rates can vary from 0 percent to infinity. A discount rate of 0 percent means that an individual will be indifferent between receiving money today and receiving the same amount at some point in the future. A discount rate of infinity means that individuals do not project themselves into the future. It is sometimes used in policymaking concerning the elderly or the terminally ill as they have much shorter time horizons and much higher 'impatience'.

Environmental assessment

61. The overall objective of the environmental assessment was to evaluate the impact and effectiveness of land rehabilitation initiatives of the Pilot and FFA activities on selected soil and vegetation properties. To analyse perceived changes in soil and vegetation properties, the study adopted a qualitative approach, using FGDs and KIIs. On the vegetation analysis component, the presence of an invader indicator, pioneer and endangered species were used as proxies for disturbance, stability and recovery, respectively. Indicators for perceived changes in soils properties included reduction in depth and width of gullies, decrease of bare ground patches as well as reduced sedimentation. The presence of these indicators was used as proxies for stability and recovery.

62. Below the specific proxy indicators are presented.

Proxy vegetation Indicators:

- Variation in levels of species disturbance (modification) by using invader abundance levels as proxy of degradation.
- Occurrence and/or absence of pioneer species across catchments and control sites and use them as proxy for potential ecosystem stability.
- The occurrence of endangered/rare species will be used as a proxy recovery indicator.

Proxy soils Indicators:

- Reduction in depth and width of gullies will be used as proxy for soil structure stability.
- Reduced sedimentation and decrease of bare ground patches to be used as proxy for recovery of soil fertility and water holding capacity.

Technical appraisal site visits

63. Site visits were conducted at purposefully selected sites to observe and technically assess selected FFA and Pilot assets (i.e., stone lines, gully heads, silt traps, grass reseeding and tree planning). Assessment involved determining the appropriateness, suitability, and sustainability of assets in terms of quality and

functionality. The extents to which the design of assets met specifications and thus effective environment management, land rehabilitation and ecosystem restoration was also examined. The data collection tool is presented in Annex 5.

64. More specifically the technical appraisal focused on:

- Characterizing the site (assessing the location, design, quality, functionality, maintenance level)
- Determining the extent to which sites met specific design measures, which involved determining their appropriateness, suitability and effectiveness in promoting environmental management and ecosystem restoration through reducing runoff velocity/erosion and trapping sediment
- Determining how sites were maintained (sustainability issues)
- Determining the extent to which sites could be regarded as environmentally risky.

65. Two reports were prepared on basis of the technical appraisal site visits, for the FFA sites and the Pilot sites respectively. Data emanating from the technical appraisal site visits were triangulated with KII and FGD perceptions on changes in soils and vegetation resulting from rehabilitation.

Household survey

66. The sample for the household survey was drawn from the list of beneficiary households that participated in the latest round or final phase of the project(s) to reduce recall bias. Using a confidence level of 95 percent and a confidence interval of 15 percent, a sample size of 43 was determined for FFA sites. The sample size was then rounded up to 48, meaning that eight households were sampled from each of the six FFA sites. The sample was not adjusted to account for non-responses because all non-responding households were replaced. A sample of 24 households was determined for the Pilot sites, distributed evenly across the three sites. During the field mission, the sample increased to 82 households from the planned 72 because additional households were interviewed at the FFA and Pilot project sites. For instance, at Ha Lekhobanyane, Mazenod, seven other households were included. These include two interviewed during field testing of the tools, one who only participated in the household livelihood support programme, and four added to provide more information on the efficiency questions. Similarly, one additional household was interviewed at three FFA sites to supplement the information related to CBA.

67. Respondents to the household questionnaire were selected purposively,[112] using participation in household livelihood support activities as a key criterion for inclusion. Gender, age, disability and other forms of social difference and exclusion were considered in selecting households. Households were selected with consideration given to their key characteristics and the perspectives that each could add – i.e., households headed by women/children. Where possible, the evaluation team included households that have members with disabilities.

68. Quantitative data (or the household survey data) was analysed using STATA.[113] Once data cleaning was completed, all information was exported to STATA to calculate requisite statistics. Open-ended questions were analysed using descriptive coding approaches, which involve grouping responses into themes. The household survey questionnaire is presented in Annex 5.

Contribution analysis

69. A contribution analysis was applied to counteract the problem of attribution. There are likely to be many factors contributing to the observed impact and thus it is not possible to prove the attribution of the WFP FFA and the Pilot. The aim of the contribution analysis was to produce a credible, evidence-based narrative of contribution based on secondary and primary data of the evaluated interventions and other factors that potentially affected the impact. As such, the contribution analysis used data related to outcome

[112] Purposive sampling was preferred over probability sampling because it: (1) saves cost and time; and (2) ensures that only relevant people are being interviewed. A multi-stage non-probability sampling method was used where the stages/strata/layers were the type of assets, ecological zone, and gender consideration.
[113] Stata is a general-purpose statistical software.

indicators such as changes in the environment and in food and nutrition security. The contribution analysis involved four steps.[114]

70. **Step 1: Setting out the question to be addressed.** The questions to be addressed for the current evaluation is EQ 11: "To what extent have the FFA and the Pilot contributed to the identified impact on the environment and on the targeted individuals, households, and communities?"

71. **Step 2: Reconstructing a ToC based on the ToC developed during the Inception Phase.** The reconstructed ToC includes other factors and development interventions that could have potentially contributed to the observed impact. As mentioned in the Introduction (1.4), one of the limitations to this evaluation is the sparse information on other interventions and factors during the period under evaluation. At a community level, individuals and local leaders had limited knowledge of other interventions or potential contributing factors, although WFP and government staff provided some information. Nevertheless, through triangulating the field data and the national level interviews, it was concluded that there were relatively few other interventions and factors that could have potentially contributed to the observed changes. For example, there was no overlap between the PAP and FFA interventions, with the two interventions never covering the same sites. Thus, the only major factor that potentially contributed to the observed changes were the nutrition interventions conducted under the framework of the Lesotho Food and Nutrition Policy (LFNP) 2016-2025, coordinated by the Food and Nutrition Coordination Office. As mentioned under sub-question 1.3, nutrition is very high on the agenda in Lesotho and the LFNP primarily addresses nutrition with limited focus on food security. In relation to the FFA and Pilot sites, nutrition training and awareness-raising was conducted by several stakeholders including the Ministry of Agriculture, Ministry of Education (as a nutrition unit) and the district nutrition teams. In the reconstructed ToC, the Technical Assistance Strategies, therefore, also include "Nutrition training by other stakeholders" (see Annex 11).

72. **Step 3: Gathering evidence of change and how this happened (including the possible influence of other development interventions or external factors)**. As presented earlier (sub-questions 2.1 and 4.1) the evaluation gathered evidence for enhanced food and nutrition security and positive environmental changes. Step 2 (above) indicated other actors within the field of nutrition, for example various government partners that provided nutrition training and awareness raising. The work of these partners is likely to have contributed to improved nutritional status of communities in the FFA/Pilot sites. In the FFA sites, and to some extent in the Pilot sites, livelihood activities such as keyhole gardens and poultry were implemented but did not include training and awareness raising. However, such training was provided by the government and was also considered successful and useful by beneficiaries. Regarding the observed positive environmental changes, no other major factors or interventions were identified that could potentially have contributed.

73. **Steps 4-6: Developing a contribution narrative.** The contribution analysis narrative describes how the evaluated interventions contributed to change and the role of the other external factors and interventions. In a contribution narrative, the combination of the FFA livelihood activities and, to some extent, the Pilot livelihood activities and the governmental nutrition training and awareness, led to households adopting nutrition-sensitive livelihood activities (output level) – which again led to enhanced food and nutrition security of targeted beneficiaries (outcome level), ultimately contributing to enhanced food and nutrition security of the population in Lesotho (impact level). No other major actors or interventions that could have contributed to the observed environmental changes were identified and, thus, the changes can be attributed to the FFA and Pilot asset creation activities (See Annex 11 for the reconstructed ToC).

74. The data collection methods are summarized in Table 10 below.

[114] A contribution analysis normally includes 6 steps. However, due to the limited number of other interventions and factors in the evaluated FFA and Pilot projects sites, the steps 4-6 were merged. According to the contribution analysis methodology, step 4 focuses on developing a contribution narrative; step 5 focuses on gathering further evidence (if needed), and step 6 focuses on revising and strengthening the contribution narrative based on the new evidence.

Table 10: Data collection methods

Method	Elements/Description
Desk-based document reviews	Review of documentation including WFP project documents, WFP monitoring reports, VAM documents, Government Policy documents, UN policy documents, WFP policy documents, LVAC reports, Pilot documentation, relevant evaluation reports, CSP, and other related literature.
KIIs	At national and district level, KIIs with WFP staff, MFRSC staff, other government staff, United Nations agencies and NGOs were conducted. At the community level, KIIs took place with community leaders.
FGDs	FGDs were held at sampled project sites. Both mixed-gender and separated groups with men and women beneficiaries were held to explore the gender dimensions of the issues discussed. The size of each focus group was 8-10 people and more (up to 20) in few instances.
Environmental assessment	FGDs and KIIs were used at sampled sites to determine perceived changes in soil properties and vegetation using selected proxy indicators to determine the three composite indices namely, disturbance, stability/resilience, and recovery.
Technical appraisal site visits	Site visits were conducted to observe and technically assess selected FFA and Pilot assets. The assessment focused on the assets' appropriateness, suitability, and sustainability in terms of quality and functionality. The extent to which the asset design met the specifications and thus effective environment management, land rehabilitation and ecosystem restoration were also examined.
Household survey	Household questionnaires were administered to collect two types of information: • CBA: Detailed data on tangible benefits (such as increased income, agricultural produce and avoided costs) due to household assets and related costs. • Perceptions on, for example, enhanced food and nutrition security and diversified livelihoods, dietary diversity and relevance of assets.

Gender and equity

75. The HRGE Framework was applied throughout the evaluation. Table 11 below presents details on the application of the HRGE Framework.

Table 11: Integration of gender equality and food security in the evaluation (HRGE Framework)

Aspect of the evaluation	Associated issues (sample)	How the evaluation addresses these issues
Stakeholder analysis	A diverse group of stakeholders identified from the stakeholder analysis, including women and men.	Primary stakeholders were identified, focusing especially on a good representation of women and men.
Evaluation questions	EQs addressing food security and gender equality were included.	Questions regarding cross-cutting issues were in many cases already included implicitly or explicitly in the main questions of the evaluation criteria. To facilitate assessments of cross-cutting issues key questions were included explicitly as specific sub-questions.
Methodology	The evaluation employed a mixed-method approach appropriate to addressing human rights and gender equality. The evaluation methodology favoured triangulation of the information obtained.	The evaluation applied a mixed-method approach with qualitative and quantitative methods appropriate to address human rights and gender equality issues. For each EQ/sub-question several data sources and methods were applied thereby allowing triangulation of the information.

Aspect of the evaluation	Associated issues (sample)	How the evaluation addresses these issues
Collection and analysis of data	Findings, conclusions and recommendations of the evaluation were informed by elements of diversity encountered in each specific context, and the diversity of views and perspectives of all the categories of stakeholders.	The evaluation was attentive to elements of diversity to the analysis of the collected data. The evaluation employed a participatory approach throughout the data collection, analysis, and reporting phases.

Source: Adapted from UNEG (2011). A summary checklist for a Human Rights and Gender Equality Evaluation Process in Integrating Human Rights and Gender Equality in evaluation towards UNEG Guidance.

Data cleaning and analysis

76. The evaluation team conducted checking and cleaning of the data in the field. Data cleaning consisted of two stages – error detection and error repairing sessions. Error detection was conducted through daily evening meetings between consultants and assistants to go over interview and observation notes. At the end of the session, gaps and challenges identified were noted and agreements were made on the best method of error repairing. Depending on the magnitude of the error and likeliness of impact on the data quality, further steps were taken such as avoiding the same mistake the following day or filling in the gap before moving to the next area. Discussions were also held regarding emerging themes and findings. Sessions produced summary reports that were used for data analysis and that supported conclusions regarding whether data saturation was being reached.

77. Reflective discussions and thematic analysis were used to analyse the qualitative data. This approach to qualitative data analysis provided ways of discerning, examining, comparing, contrasting, and interpreting meaningful patterns or salient themes related to the EQs.

78. Data analysis was designed to be sensitive to gender and other socio-economic vulnerabilities. Information about men and women were compared to highlight reveal gaps and inequalities likely to affect the participation, leadership, empowerment opportunities and access to services, as well as any differences related to risks, vulnerabilities opportunities and aspirations affecting specific groups. The evaluation report includes gender-sensitive analysis in findings, conclusions, and where appropriate, recommendations.

Ethical considerations

79. The ethical issues, related risks, safeguards, and measures for the evaluation are presented in Table 12 below.

Table 12: Ethical considerations, risks and safeguards

Phases	Ethical issues	Risks	Safeguards
Inception	Protecting against violations of cultural and/or gender identify	Distressing respondents by abusing their cultural and/or gender identity	• Data collection tools were checked by the entire team to ensure they were culturally appropriate and would not cause distress • Tools were translated into the relevant local language and care was taken to promote gender sensitivity
Data collection	• Protecting participants' privacy and confidentiality • Ensuring that KIIs and FGDs caused minimum disturbance in the daily life of the respondents	• Violating the rights of respondents by revealing confidential information • Distressing or disturbing respondents by holding KIIs or FGDs	• Interviewers were trained on collecting sensitive information • Participation was voluntary. All respondents gave verbal informed consent to participate in the evaluation after being informed of their rights to privacy and confidentiality • Disruption in the lives of participants was minimized by organizing data

Phases	Ethical issues	Risks	Safeguards
		at an inappropriate time or place	collection visits at appropriate times and places
Data analysis/reporting	Ensuring the evaluation results do no harm to the participants or communities	Risk of exposing participants and/or communities to danger by revealing sensitive information	All participants were ensured anonymity in the reports. Sensitive information was "masked" to protect individuals and communities
Dissemination	As above	As above	As above

Limitations and mitigation strategies

80. There were several risks to the success of this evaluation. This included risks which the evaluation could not control (e.g., Covid-19) and challenges related to the management of the evaluation activities, which were within the power of the evaluation to manage (e.g., challenges and constraints related to various data collection tools). All risks were mitigated as far as possible through various strategies, including maintaining up-to-date knowledge on changing situations (for example those related to Covid-19) and using additional data collection tools to cater for data gaps.

81. The limitations and risks and the associated mitigation measures are outlined below in Table 13.

Table 13: Limitations and risks

Limitations	Mitigation measures
1. Covid-19: 1. International Covid-19 restrictions created difficulties in the logistics and coordination of the evaluation, for instance through travel restrictions. 2. Covid-19 required that additional precautions were taken to promote safety and well-being of all. 3. Due to Covid-19 restrictions on movement and gathering some evaluation activities were not conducted as originally planned, for instance larger meetings.	Covid-19 issues were mitigated in the following ways: 1. The team leader managed the team remotely and participated in meetings and interviews virtually. Local consultants led by the field coordinator were responsible for conducting fieldwork and contacting local stakeholders. 2. Covid-19 protocols were closely adhered to throughout the evaluation process, including the use of face masks and physical distancing. 3. Workshops and meetings (e.g., debriefings) were held virtually to prevent larger gatherings.
2. Recall bias affected the data as the evaluation covered interventions implemented several years back, particularly for the FFA, which was implemented 2015-2019. For the CBA (which used data collected through the household survey) many respondents had difficulties recalling how much they spent on costs for items such as chicken feed and transportation, and sometimes gave inconsistent responses.	To mitigate the recall bias for the field-level data, the evaluation team focused on interventions starting from 2017. This was sensible as the FFA activities started under the CP in 2015 but were interrupted and then re-started in 2017 under the PRRO. At the national and district/field office level, the evaluation team attempted to get information for the full implementation period for the FFA. CBA: Qualitative data was also used to complement, cross-check and provide greater context to the household survey data. In some cases, data from a representative beneficiary household was used.
3. Social desirability bias was a risk because some of the topics discussed were sensitive, for instance food security and eating habits.	Questions to specific households focusing on food security and other sensitive topics were asked in the homes of the informants or in places with privacy.

Limitations	Mitigation measures
4. Biased responses were a risk. For instance, when beneficiaries were asked to relate proxy changes (soils and vegetation) to interventions, their reference points were likely to be the interventions they recently participated in. In general, the beneficiaries and the community leaders experienced problems in distinguishing between different FFA projects.	The evaluation team tried to get open responses by framing questions in relation to shocks and existing community coping strategies, then asking how existing interventions fit within these and where gaps may be.
5. Staff turnover within institutions such as MFRSC and WFP limited the institutional memory and created challenges in terms of recruiting informants with relevant knowledge and experience.	To the extent possible, the WFP used their long-term relationship with the Government and key stakeholders to reach the key people to be interviewed, even if they no longer worked with the institution/organization.
6. Unavailability of key informants during data collection phase caused delays in data collection, and in some cases resulted in data gaps.	WFP field staff and MFRSC representatives provided contact details of implementing partners' focal persons and their alternates.
7. Logical framework gaps and inconsistencies: 1. There was no logical framework for the technical assistance provided to the Pilot. 2. There were three different logical frameworks for the three FFA projects (including different output/outcome indicators). Moreover, the districts and project sites selected for implementation differed to some extent. This prevented the evaluation of the FFA activities as one programme. 3. There were no impact indicators for the FFA logical frameworks.	Logical framework issues were mitigated in the following ways: 1. Qualitative information was collected to assess the Pilot. 2. The three FFA projects were evaluated separately in terms of output and outcome achievement. 3. 3. FFA/Pilot outcome indicators (of which some could be defined as impact indicators) were used as alternates.
8. Limited availability of some type of data, for instance monitoring data for the technical assistance provided to the Pilot, data on assets, environmental baseline data and community data on other types of interventions/factors.	An assessment of available data was conducted during the inception phase to identify data gaps. Data gaps were mitigated in the following ways: - Collecting qualitative data regarding the technical assistance provided to the Pilot - Conducting the environmental assessment (applying proxy indicators for environmental impact) and technical appraisal site visits (assessing the quality, functionality, and sustainability of assets) - Obtaining data on other types of intervention/factors at community level at national and district/field offices

Quality Assurance

82. JaRco Consulting PLC was contracted for the evaluation. The company has a robust set of procedures to promote quality across all stages work – from data collection, data handling and management through to presentation and reporting of findings. Data collection tools were reviewed and refined by all members of the evaluation team as well as the client. Comprehensive training on the contents of tools was provided to all data collection assistants. The tools were tested in the field through a pilot test to ensure that they were suitable to generate the planned data and the tools were then updated. During the field mission, the team led by the field coordinator provided extensive supervision to data collectors; the team leader remotely monitored and supervised the data collection and commented on the field reports. All interviews and discussions were audio recorded so that back-checking and later verification of findings could be conducted, if necessary. The evaluation team prepared comprehensive qualitative field reports for each

project site immediately after the data collection. Regarding quantitative data collection – JaRco used electronic data collection devices to ensure that all skip patterns are followed correctly and to reduce human error. The contents of the household survey were checked for completeness before being uploaded. Back-checking and spot checking were conducted, and all data was uploaded onto a spreadsheet so that unlikely values could be re-assessed and so that cleaning, verification, and analysis could take place. Before submitting the draft inception and the evaluation report, quality assurance was conducted. The evaluation was conducted as per WFP Decentralized Evaluation Quality Assurance System (DEQAS) Process Guidance, and the relevant checklists and technical notes were applied to ensure quality of the evaluation process and products.

83. WFP has developed a DEQAS Process Guideline based on the UNEG norms and standards and good practice of the international evaluation community (the Active Learning Network for Accountability and Performance) and the DAC. It sets out process maps with built-in steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products. DEQAS was systematically applied during this evaluation and relevant documents were provided to the team.

84. An Evaluation Reference Group, with members including WFP staff, Government representatives, United Nations agencies and NGOs reviewed and commented on the draft evaluation products and acted as key informants to further safeguard against bias and influence.

Annex 4. Evaluation Matrix

85. The Evaluation Matrix is presented below. The matrix has been prepared on basis of the EQs included in the TOR. As mentioned in 1.3 the EQs in the ToR are generally formulated as sub-questions and new EQs have therefore been developed. Moreover, the sub-questions have been revised/elaborated to be more relevant, precise and to be GEWE sensitive (by including reference to GEWE in some sub-questions). In some cases, the order of the sub-questions has been changed. Sets of indicators, data collection methods, source of data/information, data analysis methods/triangulation, and data availability/reliability are indicated for each sub-question.

86. The data quality (data availability/reliability) is defined in the following manner: **Strong**: Sufficient reliable secondary data (combined with primary data) are available to form the basis for an analysis; **Fair:** Reliable secondary data are available to some extent, however, gaps exists which call for additional primary data collection; and **Weak**: The required secondary data are not available and/or reliable, and the analysis therefore primarily has to be based on primarily data collection.

Table 14: Evaluation Matrix

DAC Criterion: Relevance					
EQ1. To what extent were the WFP FFA and Pilot activities GEWE sensitive and relevant to the needs of the most vulnerable in Lesotho, and aligned with national, UN and WFP policies and priorities?					
Evaluation Sub-Questions	**Indicators**	**Data Collection Methods**	**Sources of Data/ Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
1.1. To what extent were the design, targeting and implementation of Pilot and FFA activities in line with and relevant to the needs of the most vulnerable and food insecure people?	Degree of analysis (including use of ToC) conducted to design activities to respond to the needs of the most vulnerable and food insecure people Targeting of beneficiaries was done according to identified need (geographical and beneficiary targeting)	Desk review of information and reports available using a structured approach KIIs FGDs with beneficiaries	Project documents of WFP and Government (including ToC, and needs assessments when available) Vulnerability Assessment and Analysis Reports, IPC, and other food security assessment reports ICA 2015, CBPP documents Data from KIIs with: WFP staff, Ministry	Thematic analysis of qualitative results identifying emerging themes Triangulation of available qualitative data between team members and from different data sources	Strong (secondary data is available and primary data collection is feasible)

DAC Criterion: Relevance					
EQ1. To what extent were the WFP FFA and Pilot activities GEWE sensitive and relevant to the needs of the most vulnerable in Lesotho, and aligned with national, UN and WFP policies and priorities?					
Evaluation Sub-Questions	**Indicators**	**Data Collection Methods**	**Sources of Data/ Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
	Evidence of consultation of different groups of beneficiaries at design stage and subsequently The degree to which beneficiaries perceive that the activities were tailored to their needs Evidence of amendments to the activities during the implementation to make it more relevant to the beneficiaries during the implementation (if relevant)		representatives, donor representatives, cooperating partners) Data from FGDs with beneficiaries (held separately with women and girls)		
1.2. To what extent were FFA and the Pilot based on sound gender analysis? To what extent was the design and implementation of the intervention GEWE sensitive?	Degree of gender analysis conducted to identify activities to respond to differentiated needs of women and men Evidence of linkage between gender analysis and design of activities Evidence of gender responsive programming and implementation	Desk review using a structured framework KIIs FGDs	Planning and assessment documentation Data from KIIs with: WFP staff/national/district Government staff, partner/Implementing partner staff Data from FGDs with beneficiaries (held separately with women and girls)	Analysis of secondary data triangulated with analysed primary data from KIIs and FGDs	Strong (secondary data is available and primary data collection is feasible)

DAC Criterion: Relevance					
EQ1. To what extent were the WFP FFA and Pilot activities GEWE sensitive and relevant to the needs of the most vulnerable in Lesotho, and aligned with national, UN and WFP policies and priorities?					
Evaluation Sub-Questions	**Indicators**	**Data Collection Methods**	**Sources of Data/ Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
1.3. To what extent are the FFA activities aligned with Government, WFP and UN policies and priorities at the time of design and over time including gender policies where/as appropriate?	Evidence of alignment with the objectives and expected results of the Government policies and priorities at the time of design and during implementation. Evidence of alignment with the objectives and expected results of the WFP polices and priorities the time of design and during implementation Evidence of alignment with the objectives and expected results of the UN polices and priorities the time of design and during implementation.	Desk review using a structured approach KIIs	WFP project documents/ Documentation on Government pilot public works National DRR Policy National Resilience Strategic Framework NSDP I and II National Gender and Development Policy (2017-2027) WFP Gender policy 2015-2020 WFP: Building resilience though asset creation 2013 UN policies Data from KIIs with Ministry staff, UN, WFP staff	Thematic analysis of secondary data, triangulating project documents with policy documents and KIIs	Strong (secondary data is available and primary data collection is feasible)

DAC Criteria: Effectiveness					
EQ 2: To what extent were the expected outcomes of the WFP FFA and Pilot achieved?					
Evaluation Sub-Questions	**Indicators**	**Data Collection Methods**	**Sources of Data/Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
2.1. To what extent were the outcomes /objectives of Pilot and FFA activities achieved /are likely to be achieved, including GEWE?	Evidence of increased household income Evidence of diversified livelihoods Evidence of enhanced food security Evidence of enhanced GEWE Evidence of dietary diversity Evidence of improved agricultural productivity Evidence of improved vegetation cover and land use Evidence of quality, functionality and appropriateness of the asset created Rating of conformance of asset construction to	Desk review using a structured framework KIIs FGDs Asset Assessment Site visits/surveys	Monitoring data, including progress/annual reports, related to Government pilot public works and WFP FFA Data from KIIs with WFP staff, national/district Government staff, community leaders, WFP staff Data from FGDs with beneficiaries (held separately with women and girls) Data from user committees and user key informants (herbalists, traditional doctors), community leaders and selected beneficiary groups (herd-boys, Lead farmers (livestock/crops) on presence/absence of key livelihood species used as proxy for degradation, stability and recovery.	Analysis of secondary data triangulated with analysed primary data from KIIs and FGDs Comparison of the perceived status of soil and vegetation before and after Triangulation of community perceptions with technical appraisal asset assessment site visit/survey	Fair (limited availability of monitoring data, especially for the Pilot)

DAC Criteria: Effectiveness					
EQ 2: To what extent were the expected outcomes of the WFP FFA and Pilot achieved?					
Evaluation Sub-Questions	**Indicators**	**Data Collection Methods**	**Sources of Data/Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
	technical guidelines and good practice Evidence of increased vegetation index (livelihood indicator species), reduced gully depth/width and sedimentation. Evidence of soil stabilization and mitigation of flood risks as a result of tree planting activities		Qualitative environmental data		
2.2. To what extent has WFP technical support to the Pilot contributed to the achievement of the expected outcomes?	Evidence of a high-quality strategy for WFP technical support to Government pilot public works Evidence of WFP technical assistance having strengthened the national capacity in targeting criteria used for pilot public works (reaching most vulnerable individuals and areas) and monitoring processes Evidence of WFP technical assistance having enhanced	Desk review using a structured framework KIIs Asset Assessment site visits/surveys	MoU between the Government and WFP concerning collaboration on Public Works Programme under MFRSC (Pilot) Outlines for technical support to government pilot public works Public works manual Data from KIIs with WFP staff, national and district Government staff (including technical staff)	Analysis and triangulation of qualitative data from primary and secondary sources Analysis and triangulation of qualitative data and technical appraisal asset assessment site visits/surveys	Fair (limited monitoring data for the Pilot)

DAC Criteria: Effectiveness					
EQ 2: To what extent were the expected outcomes of the WFP FFA and Pilot achieved?					
Evaluation Sub-Questions	**Indicators**	**Data Collection Methods**	**Sources of Data/Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
	community based participatory planning Evidence of WFP technical assistance having strengthened selection of relevant assets Evidence of assets developed and maintained to adequate level to ensure functionality Evidence of WFP technical assistance having led to extension of enrolment period of targeted Evidence of WFP technical assistance having led to improved monitoring of assets created				
2.3. What were the major internal and external factors influencing the achievement or non-achievement of outcomes/ objectives?	Evidence of major internal factors influencing the achievement of the WFP FFA and Pilot outcomes Evidence of major external factors influencing the	Desk review using a structured framework KIIs FGDs	Progress reports/annual reports Data from KIIs with WFP staff, Government staff, community leaders	Analysis and triangulation of qualitative data from primary and secondary sources	Strong (feasible to identify the major factors of importance for achievement of outcomes through secondary and primary sources)

DAC Criteria: Effectiveness					
EQ 2: To what extent were the expected outcomes of the WFP FFA and Pilot achieved?					
Evaluation Sub-Questions	**Indicators**	**Data Collection Methods**	**Sources of Data/Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
	achievement of the WFP FFA and Pilot outcomes		Data from FGDs with beneficiaries		

DAC Criteria: Efficiency					
EQ 3: To what extent were FFA and Pilot activities implemented in a timely and efficient (including cost-efficient) manner)?					
Evaluation Sub-Questions	**Indicators**	**Data collection methods**	**Sources of Data/ Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
3.1. Were the WFP FFA activities implemented in a timely way?	Evidence of timeliness of distributions of household income generating activities or assets Evidence of timeliness of cash/food transfers Evidence of household and community assets created according to plan	Desk review KIIs FGDs	Project data, monitoring reports, budget Data from KIIs and FGDs with WFP Field staff and Community/beneficiaries	Thematic analysis and triangulation of available qualitative data from secondary and primary sources	Strong (information available from periodic monitoring and evaluation reports)
3.2a. What are the key cost drivers of the WFP FFA and Pilot activities?	Beneficiary, WFP and Government perceptions on factors that may have increased costs (including perspectives on efficiency of modalities (i.e., cash or food transfers)	KIIs FGDs	Project data, monitoring reports, Budget Data from KIIs and FGDs with WFP field staff, beneficiaries	Thematic analysis and triangulation of available qualitative data from secondary and primary sources	Fair (information available from periodic monitoring reports may need to be supplemented with primary data)

	Total value of cash transferred to targeted beneficiaries, disaggregated by sex as % of planned cash transferred				
3.2b. Were WFP FFA and Pilot activities implemented in a cost-efficient way?	Relative costs of the chosen modalities Stakeholder perceptions on efficiency of processes (i.e., could the same outputs be attained at lower costs or higher outcomes achieved with the same resources?)	Document reviews KIIs	Data from KIIs with WFP, FFA project manager/coordinator, Government Pilot coordinator, selected community leaders (Male/Female)	Quantitative analysis of primary and secondary data	Fair (data on costs may need to be supplemented with primary data)
3.2c. What are the cost-benefits of the WFP FFA livelihood support activities? What were the main costs related to the development of the assets, including the opportunity costs?	List of new income sources or economic activities Evidence of increased household farm production Opportunity costs (e.g., Forgone wages or labour earnings, if any)	Household questionnaires KIIs FGDs	Data from household questionnaires Data from KIIs with WFP field staff, beneficiaries	Statistical analysis of quantitative data and triangulation with FGD data CBA	Fair (household data may need to be supplemented by qualitative interviews, i.e., KIIs and/or FGDs)
3.3. Did the selection and design of WFP FFA and Pilot activities allow resources to be allocated efficiently?	Perspectives on satisfaction with design of assets Standard that project budget adhered to or followed Asset were appropriately designed and sited to minimize maintenance costs	Document reviews KIIs FGDs	Data from KIIs and FGDs with WFP staff, selected community leaders (Male/Female), and beneficiaries	Thematic analysis and triangulation of available qualitative data from secondary and primary sources	Fair (household data may need to be supplemented by qualitative interviews, i.e., KIIs and/or FGDs)

	Actual maintenance costs compared with expected cost of maintenance (monetary and time undertaken) borne by members of community or government Maintenance is undertaken as needed to maintain the functionality of the asset				

DAC Criteria: Impact					
EQ 4: To what extent have FFA and Pilot contributed to the identified impact, intended and unintended?					
Evaluation Sub-Questions	**Indicators**	**Data Collection Methods**	**Sources of Data/Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
4.1 To what extent have the FFA and Pilot contributed to the identified impact on the environment and on the targeted individuals, households, and communities? To what extent have the FFA and the Pilot contributed to assisting people in withstanding climate	Evidence of achieved impact on targeted individuals, households, and communities (enhanced food and nutrition security, improved/diversified livelihood systems, increased gender equality).	Desk analysis of monitoring data (FFA and Pilot) Environmental study to determine the presence of indicators (vegetation and soils) of land stability and recovery Desk analysis of other interventions/and their potential contribution	Progress reports/Annual reports Project documents of other development interventions/programs Data from KIIs with WFP staff, Government staff, community leaders Data from FGDs with beneficiaries	Analysis and triangulation of qualitative data from primary and secondary sources Contribution analysis Analysis and triangulation of qualitative ethno-botanical data with qualitative soils-related data Analysis and triangulation of qualitative data with	Fair (Generally depending on the availability and quality of monitoring data. Data gap with regard to impact on environment; must be supplemented by data from the environmental assessment)

DAC Criteria: Impact					
EQ 4: To what extent have FFA and Pilot contributed to the identified impact, intended and unintended?					
Evaluation Sub-Questions	**Indicators**	**Data Collection Methods**	**Sources of Data/Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
shocks (e.g., drought, floods, etc.)?		KIIs FGDs (divided by sex when relevant) Household survey	Data from household interviews (separated by gender)	Technical Appraisal site visits/surveys	
4.2. To what extent have the FFA and Pilot contributed to identified gender-specific impacts? To what extent have the FFA and the Pilot made any difference to GEWE relations in the medium term? Have there been any changes in people's knowledge, attitude and behaviour in relation to gender?	Evidence of changes in people's knowledge and attitude to gender Evidence of transformation made on gender roles and responsibilities among the targeted beneficiaries e.g. changes in resource distribution to women, workload on women, change in level of empowerment	Desk analysis of gender disaggregated data KIIs FGDs (divided by gender) Household interviews (divided by gender)	KIIs with WFP staff (gender specialist), Government staff (gender specialist, if available), community leaders, women groups FGDs with beneficiaries (separate by gender) Data from household interviews with beneficiaries (separate by gender)	Analysis and triangulation of qualitative data from primary and secondary sources (including gender-disaggregated data from FGDs)	Fair (secondary gender dis-aggregated data not available for all indicators. To be supplemented with primary data)
4.3. What are the unintended [positive/negative] effects of FFA and the Pilot on targeted individuals,	Evidence of unintended negative/positive effects of FFA on targeted individuals, households, and communities	Desk Review using a structured framework KIIs FGDs	Progress/Annual reports Data from KIIs with WFP staff, Government staff, community leaders	Analysis and triangulation of qualitative data from primary and secondary sources	Fair (data will mainly be anecdotal)

DAC Criteria: Impact					
EQ 4: To what extent have FFA and Pilot contributed to the identified impact, intended and unintended?					
Evaluation Sub-Questions	**Indicators**	**Data Collection Methods**	**Sources of Data/Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
households, and communities?	Evidence of unintended negative/positive effects of Government pilot public works on targeted individuals, households, and communities.	Environmental study	Data from FGDs with beneficiaries		

DAC Criteria: Sustainability and Scalability					
EQ 5: To what extent are FFA and Pilot results expected to be sustainable and continue to generate benefits, and to what extent is the Pilot suitable for up-scaling?					
Evaluation Sub-questions	**Indicators**	**Data Collection Methods**	**Sources of Data/Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
5.1. To what extent did the intervention implementation arrangements include considerations for sustainability, such as transition to Government (national and local), communities and other partners?	Evidence that implementation arrangements described in project documents include considerations for sustainability, such as transition to government Evidence and quality of exit strategies outlining	Desk review KII	WFP project documentation Government pilot public works documentation Exit strategies (if available) Agreement between WFP and government (if available)	Analysis and triangulation of qualitative data from secondary and primary sources	Strong (secondary and primary data collection is feasible through review of WFP/government documents and KIIs).

DAC Criteria: Sustainability and Scalability					
EQ 5: To what extent are FFA and Pilot results expected to be sustainable and continue to generate benefits, and to what extent is the Pilot suitable for up-scaling?					
Evaluation Sub-questions	**Indicators**	**Data Collection Methods**	**Sources of Data/Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
	sustainability aspects, such as transition to government Evidence of written or oral agreement between WFP and Government regarding sustainability, such as transition to government		Data from KIIs with WFP staff, Government staff		
5.2 To what extent will the benefits of the FFA activities continue (for women, men girls and boys) after WFP hands over the FFA sites to the Government or after the work of WFP ceases?	Evidence that beneficiaries supported the choice of assets Evidence that the physical structures (assets) are still in working order Evidence that beneficiaries use the assets	Desk Review Observation KIIs FGDs	Agreements between WFP and government/ Communities List of assets/records kept at community levels KIIs with Government staff, WFP staff, community leaders FGDs with beneficiaries	Analysis and triangulation of qualitative data from all primary and secondary sources	Strong for assets created more than 2 years ago; fair for newer assets
5.3. What was the asset maintenance plan for the Pilot and FFA by MFRSC and WFP? How effective was the maintenance	Evidence of good quality asset maintenance plan for WFP FFA and Government pilot public works	Desk review KII FGDs	Asset maintenance plans of WFP FFA and government pilot public works (if available)	Analysis and triangulation of qualitative data from all primary and secondary sources	Strong

DAC Criteria: Sustainability and Scalability					
EQ 5: To what extent are FFA and Pilot results expected to be sustainable and continue to generate benefits, and to what extent is the Pilot suitable for up-scaling?					
Evaluation Sub-questions	**Indicators**	**Data Collection Methods**	**Sources of Data/Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
plan? Was it GEWE sensitive?	Evidence of implementation of asset maintenance plans for WFP FFA and Government pilot public works Evidence that the asset maintenance plans of WFP FFA and Government pilot public works are still operational Evidence of communities and districts support to and involvement in the maintenance of WFP and Government pilot public works created assets Evidence of future Government and Community resource generation mechanism for asset maintenance		Project documents regarding implementation (progress reports) Data from KIIs with WFP staff, Government staff, community leaders Data from FGDs with beneficiaries		
5.4. To what extent have capacities (including GEWE	Evidence of capacity development plans and	Desk review KII	Project documentation, capacity development plans	Analysis and triangulation of qualitative data from all	Fair (difficult to assess capacities; limited availability of

DAC Criteria: Sustainability and Scalability					
EQ 5: To what extent are FFA and Pilot results expected to be sustainable and continue to generate benefits, and to what extent is the Pilot suitable for up-scaling?					
Evaluation Sub-questions	**Indicators**	**Data Collection Methods**	**Sources of Data/Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
capacities) been built at national, district and community level to ensure continuity of the FFA program beyond WFP support?	their implementation (WFP projects) Evidence of enhanced capacities in design and implementation of high-quality assets at MFRSC and district levels Evidence of enhanced capacities in M&E at MFRSC and district levels Evidence of enhanced gender quality understanding of FFA beneficiaries	FGDs	and assessments (if available) Data from KIIs with WFP staff, Government staff (MFRSC and district levels), community leaders Data from FGDs with beneficiaries	primary and secondary sources	documentation on capacity development)
5.5. What factors are likely to affect the scalability of the Pilot to cover more areas and/or more participants?	Evidence that assets of pilot public works are fit for scaling up (in terms of quality/type of asset) Evidence of political interest in and prioritization of scaling up of Government pilot public works	Document Review KIIs Asset Assessment site visits and surveys	Government policy documents Government budgets KIIs with Government staff, WFP staff	Analysis and triangulation of qualitative data from primary and secondary sources Triangulation of qualitative data and technical appraisal asset assessments site visits/ survey	Fair (it might be difficult to get a full overview of the factor influencing the scalability of the Pilot)

DAC Criteria: Sustainability and Scalability					
EQ 5: To what extent are FFA and Pilot results expected to be sustainable and continue to generate benefits, and to what extent is the Pilot suitable for up-scaling?					
Evaluation Sub-questions	**Indicators**	**Data Collection Methods**	**Sources of Data/Information**	**Data Analysis Methods/ Triangulation**	**Data Availability/ Reliability**
	Evidence of available budgets for scaling up assets				

Annex 5. Data Collection Tools

87. This annex presents the data collection tools for the Household Survey and the Technical Appraisal Site Visits.

Household Questionnaire

An Evaluation of Asset Creation and Public Works Programs by Government of Lesotho and World Food Programme (WFP)

Introduction

My name is _____, I am working for JaRco Consulting on behalf of WFP and Ministry of Forestry, Range and Soil Conservation **(MFRSC)**. We are undertaking a final evaluation of the asset creation and public works programs (FFA/Pilot Public Works) in your community/constituency. The purpose of the evaluation is to get information on benefits/costs of household livelihood support activities, training received, and views of beneficiary households on the changes as a result of the project, if any.

Your household has been selected (randomly) to participate in this survey by answering the questions to the best of your ability. When answering the questions, please just tell me what you really think. There are no 'right' or 'wrong' answers! All the information you provide will be completely confidential. We will add all the answers together to get an overall picture of beneficiary views. You will not be quoted by name.

Participation is voluntary and you may withdraw from participation in the study at any time and without any consequences. This should take no more than 60 minutes of your time. Please let us know if you agree to participate in the interview.

Name of Interviewee(s): _____

General Information

District	
Site	
Village	
Date	
Interviewee	

A) Household Characteristics

1) Gender of Household Respondent	1. Male 2. Female
2) Age of the respondent	
3) Household Head highest level of education completed	1. No education 2. Primary 3. High school 4. Tertiary
4) Marital Status of Household Head	1. Single 2. Married/living together 3. Divorced/separated/widowed
5) Gender of the household head	1. Male 2. Female
6) Household size	

7) How long has this household worked in the project?	
8) Activities household worked on	
a) Land restoration (e.g., removal of invader plants)	
b) Community infrastructure (e.g., access roads)	
c) Environment, natural resource management and climate-change adaptation (e.g., Stone terraces, fruit tree planting, (fenced) water ponds, catch dams, irrigation tanks)	
d) Skills development (e.g., training on livelihoods, cross-cutting indicators (gender))	
9) What benefit(s)/support did the household receive from the project?	1. Food for asset 2. Cash for asset 3. Training and capacity development 4. Household livelihood support 5. Other, specify

B) Relevance

10) On a scale of 1 to 5, where 1 indicates very relevant and 5 is not relevant at all, how would you characterize the relevance of Pilot public works/FFA activities to the needs of your household.

Very Relevant	Quite Relevant	Somewhat relevant	Not very Relevant	Not Relevant at all
1	2	3	4	5

11) On a scale of 1 to 5, where 1 indicates very relevant and 5 is not relevant at all, how would you characterize the relevance of the assets or inputs under household livelihood support:

Very Relevant	Quite Relevant	Somewhat relevant	Not very Relevant	Not Relevant at all
1	2	3	4	5

12) On a scale of 1 to 5, where 1 indicates very satisfied and 5 is very unsatisfied, please rate your satisfaction with the public works (or community assets created) under the Pilot public works/FFA activities

Very Satisfied	Satisfied	Neutral	Unsatisfied	Very Unsatisfied
1	2	3	4	5

13) Which of the community assets under the public works were the most important to your household? List them in order preference.

_____
_____
_____

14) On a scale of 1 to 5, where 1 indicates very satisfied and 5 is very unsatisfied, please rate your satisfaction with assets or inputs for household livelihood support under the Pilot public works/FFA activities

Very Satisfied	Satisfied	Neutral	Unsatisfied	Very Unsatisfied
1	2	3	4	5

15) Which of the assets/inputs under household livelihood support were the most important to your household? List them in order preference.

_____

_____

C) Effectiveness

16) During the last 30 days, did your household have to employ one of the following strategies to cope with a lack of food or money to buy it? (*0=Not applied; 1= 1 day; 2= 2 days; 3= 3 days; 4= 4 days; 5= 5 days; 6= 6 days; 7= Everyday*)

a)	Rely on less preferred and less expensive food (i.e., cheaper lower quality food)	
b)	Borrow food or relied on help from relative(s) or friend(s)	
c)	Send household members to eat elsewhere or to beg?	
d)	Reduce number of meals eaten in a day	
e)	Restrict consumption by adults in order for small children to eat	

17) In the past 30 days, did your household apply any of the below strategies to meet basic food needs? (*0 = No, 1 = Yes, 2 = No, because I have exhausted this strategy and cannot do it anymore*)

a) Spent savings |___|
b) Sold more animals than usual or earlier than usual |___|
c) Reduced expenditures such as education/health |___|
d) Borrowed money to purchase food |___|
e) Consume seeds that were saved for the next season |___|
f) Decreased expenditure on fertilizer, pesticide, fodder, animal feed, veterinary care, etc. |___|
g) Sold household assets (appliances, furniture, doors, windows, roof beams) |___|
h) Sold last female livestock |___|

18) On a scale of 1 to 5, where 1 indicates a very diversified diet and 5 is no change in diet, does your household now have a more diversified diet?

Highly Diversified diet	Somewhat Diversified diet	Neutral	Depends on the season	Not diversified at all – same as before
1	2	3	4	5

19) Has the diet of children in your household changed, and in which way?

_____

_____

D) Efficiency & CBA

20) Which modality of support would you prefer? And Why	1. Food 2. Cash for asset 3. Both 4. Other, specify_____
21) Were there any delays in the delivery of the cash or food or both? (Probe further for possible reasons)	1. No delays 2. Some delays 3. Every time 4. Can't remember

22) What type of productive assets or inputs did the household receive from the project, if any?

Household Asset/Input	Quantity	F- Functional NF- Non functional
a) Piggery		
b) Poultry		
c) Bees		
d) Rabbits		
e) Fruit- tree seedlings		
f) Vegetables/Crops		
g) Other		

23) How much output (monthly) is your household getting from each of the activities?

Household Asset/Input	Q1	Q2	Q3	Q4
a) Piggery				
b) Poultry				
c) Bees				
d) Rabbits				
e) Fruit- tree seedlings				
f) Vegetables/Crops				
g) Other				

24) Does your household consume or sell the output?

Household Asset/Input	Sell all	Sell some/Consume some	Consume all	Not enough to sell or consume
a) Piggery				
b) Poultry				
c) Bees				
d) Rabbits				
e) Fruit- tree seedlings				
f) Vegetables/Crops				
g) Other				

25) Did your household's participation in the project increase/decrease any output from the following? If yes, by how much (monthly).

26) Household Asset/Input	Amount earned/lost
a) Sale of livestock	
b) Sale of livestock products (e.g., Milk,	

c) Sale of crops	
d) Sale of fish products	
e) Sale of firewood	
f) Income from casual labour	
g) Small scale business	
h) Others	

27) Did you (or member of household) save any of the money you received as payment for participating in the project? How much (monthly)?

1. Nothing
2. Less M100
3. M100 – M500
4. M500 – M1,000
5. More than M1,000

28) Does your household have/make monthly savings as a result of the project?

1. Nothing
2. Less M100
3. M100 – M500
4. M500 – M1,000
5. More than M1,000

29) How much (monthly) does it cost your household produce the output(s) stated in question 18 above?

Household Asset/Input	Fixed Cost	Labour	Other
i) Piggery			
j) Poultry			
k) Bees			
l) Rabbits			
m) Fruit- tree seedlings			
n) Vegetables/Crops			
o) Other			

E) Impact

30) Have the assets enhanced your household's and community's ability to withstand drought and other hazards; and how?

a) Greatly enhanced ability to withstand drought
b) Fairly enhanced ability to withstand drought
c) Has not changed the situation (before and now)
d) Structure not complete
e) Other (specify)

31) Are there any unintended (+ve/-ve) effects (i.e., outputs, outcomes, or impacts) of the project that your household and/or the community experienced. {Probe for gender roles, vegetation cover, etc}

_____

_____

32) On a scale of 1 to 5, where 1 strongly agree and 5 is strongly disagree, how would you characterize the following issues: GoL Pilot public works/FFA activities

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
	1	2	3	4	5
a) improved my household's food security	☐	☐	☐	☐	☐
b) improved my household's livelihood (i.e., it become more diversified).	☐	☐	☐	☐	☐
c) improved food security of most households in the community	☐	☐	☐	☐	☐
d) improved the natural resource base of your community.	☐	☐	☐	☐	☐
e) has met my needs and those of households in the community.	☐	☐	☐	☐	☐

33) Over the last 7 days did members of your household eat the following food items, prepared and/or consumed at home, and what was their source? (*write 0 if not consumed in last 7 days). DO NOT count food consumed in very small amounts or items consumed by only one member of the household.*

	Consumption Pattern	Food Sources
	(a) Number of days eaten in past 7 days	(b) Main source of the food in the past 7 days
	0 = Not eaten 1 = 1 day 2 = 2 days 3 = 3 days 4 = 4 days 5 = 5 days 6 = 6 days 7 = Everyday	0 = Not consumed 1 = Bought with cash. 2 = Bought on credit 3 = WFP assistance 4 = Assistance from other agencies, 5 = Exchange or borrowed 6 = Received as gift 7 = Own production. 8 = Other
a) **Cereals, grains, roots & tubers**: rice, pasta, bread, bulgur, potato, white sweet potato	|___|	|___|
b) **Vegetables & leaves**: spinach, cucumber, eggplant, tomato	|___|	|___|
c) **Fruits**: citrus, apple, banana, dates	|___|	|___|
d) **Egg, fish and meat**: eggs, fish including canned tuna, beef, lamb chicken, liver and kidney	|___|	|___|
e) **Legumes, nuts & seeds** : beans, chickpeas, lentils	|___|	|___|
f) Milk and dairy products: yoghurt, cheese	|___|	|___|
g) **Oil / fat**: vegetable oil, palm oil, butter, ghee	|___|	|___|
h) **Sugar / sweets**: honey, cakes, sugary drinks	|___|	|___|
i) **Condiments / spices**: tea, garlic, tomato sauce	|___|	|___|

F) Sustainability

34) Will your household continue to work, create, or protect some the community assets after the project has ended?	1. Yes 2. Maybe, if other members join 3. Not at all 4. Other, specify_____

Technical Evaluation of Soil and Water Conservation Structures (SWC)

Site: .....

Type of structure: Stone lines

Where suitable: Gentle to mode

Design Specifications	Recommended	Implemented	Deviation from the recommended	Notes
Slope	< 10%			
Workable soil depth (cm)				
Spacing	15 – 30 m*			
Depth of the ditch	5 – 15 cm			
Width of the ditch	35 – 40 cm			
Embankment height	25 cm			
Embankment width	30 – 40 cm			

*spacing may be reduced for slopes greater than 10

Type of structure: Check Dam/Gully Head Structure

Where suitable: Small streams, long gullies or small open channels, Areas with a local supply of stones, Productive land prone to gully and rill erosion.

Design Specifications	Recommended	Implemented	Deviation from the recommended	Notes
Slope	< 2%			
Workable soil depth (cm)				
Spacing	Depends on slope steepness**			
Depth of the ditch	30 – 50 cm			
Width of the ditch	20 – 30 cm			
Embankment height	50 – 100 cm			
Embankment width	20 – 30 cm			

**The steeper the slope the closer the check dams

Type of structure: Diversion Ditches

Where suitable: Draining water from relatively small areas of land (less than 15 km^2), Medium to deep soils (20 - 120 cm), Hilly to steep slopes, relatively high rainfall areas (1000 - 2000 mm a year)

Design Specifications	Recommended	Implemented	Deviation from the recommended	Notes
Slope	15 – 50%			
Workable soil depth (cm)	20 – 120 cm			
Spacing	None			
Depth of the ditch	30 – 70 cm			
Width of the ditch	30 – 40 cm/60 – 140 cm			
Length	≤ 250 m*, ≤500 m**			
Shape	Trapezoidal, rectangular etc			

*For erodible soils, **for stable soils

LIST OF ASSETS ACROSS FFA SITES

- Planting of fruit and agro-forest trees
- Rehabilitation of land through removal of invader crops
- Replanting of range grass
- Building of gully head and silt trap structures
- Yanks and dams for irrigation purposes
- Community gardens and orchards
- Six water tanks, one check dam

OTHER ISSUES TO BE CHECKED/COMMENTED

- Quality and functionality of assets
- Appropriateness of assets

- Conformance of assets to technical guidelines
- Increased/decreased/no change vegetation index
- Increased/decreased/no change of invader species as a result of their removal
- Planting of range grasses
- Prevention/reduced gully depth/width
- Stabilization of gullies to enable productive use
- Restore degraded land to productive use
- Soil stabilization and mitigation of flood risks as a result of tree planting activities
- Reduced sedimentation to downstream areas
- The extent to which assets can be regarded as environmentally risky (e.g., exacerbate erosion levels, result in diminished vegetation species etc.).

THESE NEED TO BE CHECKED AND ASSESSED IN RELATION TO MAINTENANCE OF ASSETS

- Is there evidence that assets are being maintained/protected?
- Check and assess different strategies that beneficiaries are using to maintain/protect the assets
    - Provision of protective cover before vegetation is properly established
    - Protect the reclaimed area from grazing before it is fully rehabilitated
    - Ensure proper installation of the other measures such as diversions, terraces

Annex 6. Fieldwork Agenda

Table 15: Fieldwork agenda

Day	Date	Team leader	Tools	Team member 1 Mphale	Tools	Team member 2 Machema	Tools
Friday	17-Dec 2021			Training Assistants		Training Assistants	
Wednesday	05 - Jan 2022			Field Testing Tools, revise tools, make appointments	KIIs & FGDs	Field Testing Tools, revise tools, make appointments	Household questionnaire & KIIs
Thursday	06 – Jan 2022			Lekhobanyane – Mazenod, Maseru	KIIs, FGDs, Bio-physical	Lekhobanyane – Mazenod, Maseru	KIIs, FGDs, Household interviews
Friday	07 – Jan 2022			Lekhobanyane – Mazenod, Maseru	KIIs, FGDs, Bio-physical	Lekhobanyane – Mazenod, Maseru	KIIs, FGDs, Household interviews
Saturday	08-Jan 2022	Supervision of team, commenting on field reports		Travelling to Maseru		Travelling to Maseru	
Monday	10 – Jan 2022			Travelling to Site		Travelling to Site	
Tuesday	11 – Jan 2022			Ha Mahlomola – Mphaki, Quthing	KIIs, FGDs, Bio-physical	Ha Mahlomola – Mphaki, Quthing	KIIs, FGDs, Household interviews
Wednesday	12 – Jan 2022			Ha Mahlomola – Mphaki, Quthing	KIIs, FGDs, Bio-physical	Ha Mahlomola – Mphaki, Quthing	KIIs, FGDs, Household interviews
Thursday	13 – Jan 2022			Ha Mohlakoana – Telle, Quthing	KIIs, FGDs, Bio-physical	Ha Mohlakoana – Telle, Quthing	KIIs, FGDs, Household interviews
Friday	14 – Jan 2022			Ha Mohlakoana – Telle, Quthing	KIIs, FGDs, Bio-physical	Ha Mohlakoana – Telle, Quthing	KIIs, FGDs, Household interviews
Saturday	15-Jan 2022	Supervision of team, commenting on field reports		Travelling to Maseru		Travelling to Maseru	

One week break							
Monday	24 – Jan 2022	Finalise list of macro level stakeholders and informants (Likeleli to make appointments)		Travelling to M. Hoek DraiHoek – Thaba-Mokhele, Mahale's Hoek	KIIs, FGDs, Bio-physical	DraiHoek – Thaba-Mokhele, Mahale's Hoek	KIIs, FGDs, Household interviews
Tuesday	25 – Jan 2022			DraiHoek – Thaba-Mokhele, Mahale's Hoek	KIIs, FGDs, Bio-physical	DraiHoek – Thaba-Mokhele, Mahale's Hoek	KIIs, FGDs, Household interviews
Wednesday	26 – Jan 2022			Maneo – Mashaleng, Mohale's Hoek	KIIs, FGDs, Bio-physical	Maneo – Mashaleng, Mohale's Hoek	KIIs, FGDs, Household interviews
Thursday	27 – Jan 2022			Maneo – Mashaleng, Mohale's Hoek	KIIs, FGDs, Bio-physical	Maneo – Mashaleng, Mohale's Hoek	KIIs, FGDs, Household interviews
Friday	28 – Jan 2022	Supervision of team, commenting on field reports		Reconcile and travel to Maseru			
One week break							
Sunday	06 – Feb 2022			Travelling to Site		Travelling to Site	
Monday	07 – Feb 2022	Stakeholder Engagement	Macro interviews	Mabatla – Makoabating, Mafeteng	KIIs, FGDs, Bio-physical	Mabatla – Makoabating, Mafeteng	KIIs, FGDs, Household interviews
Tuesday	08 – Feb 2022	Stakeholder Engagement	Macro interviews	Mabatla – Makoabating, Mafeteng	KIIs, FGDs, Bio-physical	Mabatla – Makoabating, Mafeteng	KIIs, FGDs, Household interviews
Wednesday	09 – Feb 2022	Stakeholder Engagement	Macro interviews	Qibing - Qibing, Mafeteng	KIIs, FGDs, Bio-physical	Qibing - Qibing, Mafeteng	KIIs, FGDs, Household interviews
Thursday	10 – Feb 2022	Stakeholder Engagement	Macro interviews	Qibing - Qibing, Mafeteng	KIIs, FGDs, Bio-physical	Qibing - Qibing, Mafeteng	KIIs, FGDs, Household interviews
Friday	11 – Feb 2022	Supervision of team, commenting on field reports		Travelling to Maseru		Travelling to Maseru	
One week break							
Monday	21 – Feb 2022			Tsereoane – Senekane, Berea		Tsereoane – Senekane, Berea	KIIs, FGDs, Household interviews

Tuesday	22– Feb 2022			Tsereoane – Senekane, Berea	KIIs, FGDs, Bio-physical	Tsereoane – Senekane, Berea	KIIs, FGDs, Household interviews
Wednesday	23 – Feb 2022			Likhutlong – Urban Council, Butha-Buthe	KIIs, FGDs, Bio-physical	Tsereoane – Senekane, Berea	KIIs, FGDs, Household interviews
Thursday	24 – Feb 2022			Likhutlong – Urban Council, Butha-Buthe		Likhutlong – Urban Council, Butha-Buthe	KIIs, FGDs, Household interviews
Friday	25 – Feb 2022	Supervision of team, commenting on field reports		Reconcile and travel to Maseru		Likhutlong – Urban Council, Butha-Buthe	
End of fieldwork							

Annex 7. Findings, Conclusions and Recommendations Mapping

Table 16: Recommendations Mapping

Recommendation	Conclusions	Findings
Relevance and design		
Recommendation 1: ***Beneficiary vulnerability targeting:*** Introduce a control system to ensure that participants at the asset creation sites are selected based on vulnerability (and not "first come, first served"). The control system should build on the vulnerability targeting conducted at community level.	Conclusion, Relevance	Sub-question 1.1
Recommendation 2: ***Community-based planning/needs assessment:*** Ensure that beneficiaries are properly consulted about type of community assets selected, location of assets and the timing of the asset creation work in future community-based planning and needs assessments. It is important that WFP and MFRSC are transparent about the type of assets available for selection.	Conclusion, Relevance	Sub-question 1.1
Recommendation 3: ***Livelihood programming:*** Modify the livelihood component so it is based on voluntary participation. Conduct market and feasibility assessments and beneficiary training to ensure effective and sustainable livelihood activities.	Conclusion, Relevance	Sub-question 1.1
Implementation (effectiveness/impact)		
Recommendation 4: ***Monitoring*** Ensure that monitoring systems of asset creation and livelihood activities include additional gender-sensitive indicators, disability indicators, livelihood indicators and indicators on environmental outcomes/impact (for example proxy environmental indicators). Indicators should be sex-disaggregated when relevant. To measure GEWE it would be relevant to include an indicator focusing on division of labour at household level. Indicators should be monitored at the same time of the year to ensure data reliability (baseline/endline). LCO is recommended to consult the HQ and RB regarding available indicators.	Conclusion, Effectiveness Conclusion, Impact	Sub-question 2.1 Sub-question 4.2

Recommendation	Conclusions	Findings
Recommendation 5: ***GEWE and inclusion of vulnerable groups*** Mainstream GEWE and inclusivity into all asset creation and livelihood projects/activities by: 1) Conducting gender analysis of vulnerable groups, such as people with disabilities, prior to project design; 2) On basis of this analysis, develop a GEWE strategy/strategy for vulnerable groups; 3) Prepare and roll-out GEWE/vulnerable groups programming tools/guidelines to field office and community levels, e.g. foremen; 4) Conduct training in GEWE and inclusion of vulnerable groups for MFRSC, LCO, field office staff, community staff/leaders and beneficiaries. For gender, it is crucial that not only gender equality, but also gender equity is considered (e.g., how the double work of women can be mitigated to ensure gender equality). This might require a study as input to the strategy. It is recommended that the LCO make use of corporate and regional tools, guidelines, training modules, etc. (if available) and amend these if needed. Only if not available, the LCO should develop own tools, etc.	Conclusion, Relevance Conclusion, Impact	Sub-question 1.2 Sub-question 4.2
Recommendation 6: ***Asset creation*** Ensure that forest and fruit tree plantations are discouraged in areas with no water access and prioritize forest and fruit tree plantations in locations near beneficiaries' homesteads.	Conclusion, Effectiveness	Sub-question 2.1
Sustainability and scalability		
Recommendation 7: ***Capacity development:*** Ensure that all types of capacity development targeting WFP staff, the Government and communities are planned and implemented including the following elements: 1) Capacity needs assessment; 2) Strategy and plan based on the needs assessment. When training of trainers is included, a plan for cascading learning should be prepared; 3) Training modules and tools; 4) Training evaluation focusing both at the quality of the training and its impact. It is recommended that the LCO apply corporate and regional tools, guidelines, training modules, etc. (if available) and amend these if needed. Development of own tools is only recommended if not available elsewhere.	Conclusion, Sustainability and Scalability	Sub-question 5.4
Recommendation 8: ***Sustainability*** Ensure that all WFP activities are designed and implemented based on sustainability considerations. For asset creation and livelihood activities, this includes: 1) Selecting environmentally suitable, low-cost, low maintenance/low-input assets and livelihood activities; 2) Developing systems for community-led management and maintenance (e.g., water committees for water points); and 3) Ensuring that handing over and sustainability arrangements are in place from project start. LCO is recommended to consult the HQ and RB regarding best practices of other countries.	Conclusion, Sustainability and Scalability	Sub-question 5.1. Sub-question 5.3

Recommendation	Conclusions	Findings
Recommendation 9: ***WFP support to the GoL*** Ensure that all support provided to the Government (e.g., in relation to the handing over process) includes the following elements: (1) Agreement, which clearly details the area for support (e.g., technical assistance); (2) Strategy and plan (including timeline) for how the support should be provided; and (3) Logical framework/results framework and an associated simple monitoring system. LCO is recommended to consult RB regarding best practices of other countries.	Conclusion, Effectiveness	Sub-question 2.2
Recommendation 10: ***Scale up of Pilot*** There is a need for developing simpler, less resource-demanding, and "lighter" approaches/models for upscaling than the approaches and activities implemented by WFP. Based on this evaluation, lessons learned from the IACOV project and a brief feasibility study, WFP in collaboration with MFRSC must refine selected parts of the Pilot (vulnerability targeting, selection of right assets with improved quality and functionality, 3-months enrolment, and enhanced M&E) with the aim of up-scaling in PAP. This might involve contracting a consultant for support. It is recommended that LCO consult WFP HQ and RB regarding principles and best practices for scalable WFP models related to the selected parts of the Pilot.	Conclusion, Sustainability and Scalability	Sub-question 5.5

Annex 8. List of People Interviewed

Table 17: List of persons interviewed at national and field office/district levels

No.	Position	Institution/ Organization
1	National Programme Policy Officer (M&E/VAM)	WFP LCO
2	Program Associate	WFP LCO
3	National Programme Policy officer (Resilience FFA Activity Manager)	WFP LCO
4	Former FFA Activity Manager, Adaptation Fund Project Coordinator	WFP LCO
5	Former Field Monitor	WFP Mohale's Hoek Field Office
6	Field Monitor	WFP Mohale's Hoek Field Office
7	Nutrition Activity Manager and Gender Focal Point (Head of nutrition unit)	WFP LCO
8	Chief Economic Planner (and Co-evaluation manager)	MFRSC
9	Assistant Economic Planner	MFRSC
10	Range management officer (previously the national coordinator of the pilot)	MFRSC
11	Conservation Officer	MFRSC, Soil and Water Conservation Division, Maseru District
12	Forester	MFRSC, Forestry Division, Berea
13	Forester	MFRSC, Forestry Division, Botha-Bothe
14	Executive director	Women in Law in Southern Africa (WLSA)
15	Interim Emergency Coordinator	World Vision (Implementing partner)
16	Director of Crops	Ministry of Agriculture and Food Security
17	Chief Economic Planner	DMA
18	Emergency and Resilience Coordinator	FAO Lesotho
19	Head of Energy, Environment and Climate (change)	UNDP Lesotho
20	Social policy specialist (focus on social protection)	UNICEF Lesotho

Table 18: Persons/groups interviewed at community level

Projects site	Groups/persons interviewed
Pilot 1: Maseru district	
Ha Lekhobanyane, Mazenod	Beneficiaries (FGDs: mixed gender, women and men separately) User group (FGD: men separately)[115] Two chiefs (KII) Councillor (KII) Foreman (KII)
Pilot 2: Botha Bothe district	
Likhutlong Urban Council	Beneficiaries (FGDs: mixed gender, women and men separately) User group (FGD: men separately) Chief (KII) Foreman (KII)
Pilot 3: Berea district	
Tsereoane	Beneficiaries (FGDs: mixed gender, women and men separately) User group (FGD: men separately) Foreman (KII) Chief (KII)
FFA 1: Mafeteng district	
Ha Mabatla, Makoabating	Beneficiaries (FGDs: mixed gender, women and men separately) User group (FGD: men separately) Foreman (KII) Councillor (KII)
Ha Lekhari Qibing	Beneficiaries (FGDs: mixed gender, women and men separately) User group (FGD: men separately) Chief (KII) Secretary (KII) Foreman (KII)
FFA2: Mohales' Hoek district	
Draiihoek, Thaba Mokhele	Beneficiaries (FGDs: mixed gender, women and men separately) User group (FGD: men separately) Foreman (KII) Secretary (KII) Councillor (KII)
Ha Maneo, Mashaleng	Beneficiaries (FGDs: mixed gender, women and men separately) User group (FGD: men separately) Foreman (KII) Chief (KII) Councillor (KII)
FFA 3: Quthing district	

[115] User groups consisted of 6-10 men who were interested and were knowledgeable about different types of plants. Groups differed from place to place but generally consisted of herbalists, herders, livestock owners, traditional healers, or people with keen interest in plants. The groups were also open to women, but most were not interested.

Projects site	Groups/persons interviewed
Ha Mahlomola, Mphaki	Beneficiaries (FGDs: mixed gender, women and men separately) Foreman (KII) Councillor (KII) Chief (KII)
Ha Mohlakoana, Telle	Beneficiaries (FGDs: mixed gender, women and men separately) User group (FGD: men separately) Chief (KII) Foreman (KII)

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Annex 10. Cost-Benefit Analysis (CBA)

88. This Annex presents the assessment of the cost-efficiency of FFA household livelihood activities using a CBA. Data was collected through the household survey questionnaire. A major limitation of this data was recall bias as most households had difficulties recalling how much they spent on chicken feed, transportation, etc., and in some instances, their responses were inconsistent. Therefore, qualitative data was used to complement the survey data, and, in some cases, data from a representative beneficiary household was used. The beneficiaries primarily opted for small scale poultry and keyhole gardens, meaning the benefits and costs are limited to these two households' assets.

Benefits

89. Benefits are calculated based on the revenue from the sale of outputs produced by the two household livelihood support activities. The main output considered for poultry is eggs, measured by the average number of trays of eggs per month. The output of keyhole gardens is the average number of vegetable bunches per month.

90. Households were asked to indicate the number of eggs they collected per day – an average of four eggs from five hens – which amounts to an estimated average of 3.73 trays per month. Households collected 9.8 bunches of vegetables per month from keyhole gardens.

91. The total revenue per year for poultry was obtained by multiplying the trays per year by the average price of a tray of free-range chicken eggs – M100.[116] Given that chickens usually lay eggs after four months and most beneficiaries received one-month-old chicks, output was assumed to be zero in the first three months of year 1. Therefore, the average number of trays produced in the first year was 33.57 per household.

Table 19: Revenue per year from Poultry and Keyhole gardens

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
Poultry							
Trays/year	33.57	35.76	25.08	15	7.56	3.36	1.2
Price/tray	100	110	121	133.1	146.41	161.05	177.16
Poultry Revenue	**3 357**	**3 933.6**	**3 034.68**	**1 996.5**	**1 106.86**	**541.13**	**212.59**
Keyhole gardens							
Bunches/year	58.8	58.8	58.8	58.8	58.8	58.8	58.8
Price/bunch	8.6	9.46	10.41	11.45	12.6	13.86	15.25
Keyhole Revenue	**505.68**	**556.25**	**612.11**	**673.26**	**740.88**	**814.97**	**896.70**
Total Benefits	**3 862.68**	**4 489.85**	**3 646.79**	**2 669.76**	**1 847.74**	**1 356.10**	**1 109.29**

Note: The averages eggs are for households across the FFA sites and the average bunches of vegetables across the FFA sites for all households visited.
Source: Household survey

92. Total revenue from the keyhole gardens was obtained by multiplying the average bunches produced per annum by the average price of a vegetable bunch across the three districts where the FFA project was implemented. The average price was M8.60. Only a small fraction of project participants sold their

[116] The price of a tray is the average of the commercial price of M110 and the local price of M90/tray.

vegetables, with most beneficiaries consuming their vegetable outputs. Because of this, the avoided expenses that the beneficiaries would otherwise have, are taken as revenue. Keyhole gardens are assumed to be functional for six months a year, as vegetables are either out-of-season or still growing during the other six months. Therefore, a representative household produced 58.8 bundles per year.

Costs

93. The costs were estimated by identifying essential resources used to implement the two household livelihood activities. The resources were then converted to monetary value using market prices. The household questionnaire collected three types of costs: (1) the fixed cost of procuring chickens; (2) the labour-related costs; and (3) the operational expenses. The fixed costs are the M300 that beneficiaries paid to buy the chickens.

94. The labour costs were imputed by multiplying the hourly rate by the estimated time taken by a representative household to maintain chickens each day. According to KIIs, representative household members went to the henhouse three times a day for 15 minutes per visit. Therefore, an average household worked for 45 minutes every day (or 270 hours/year) maintaining the chickens. The hourly wage rate was estimated at M4.91, from the national monthly minimum wage of M1,178.00.

95. The annual operating expenses for the chickens were M274.20. This is the average figure obtained from the household survey questionnaire, where beneficiaries were asked to recall their expenditure on food for the chickens. However, it is worth highlighting that most respondents only remembered costs incurred when the chicken arrived or during the first four months. Therefore, this figure is likely an underestimation of operating expenses.

Table 20: Costs per year from Poultry and Keyhole gardens

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
Fixed cost	300						
Imputed Labour Cost of Poultry	1 325.7	1 325.7	1 325.7	1 325.7	1 325.7	1 325.7	1 325.7
Operational Cost of Poultry	274.2	274.2	274.2	274.2	274.2	274.2	274.2
Gardening Cost	521.36	521.36	521.36	521.36	521.36	521.36	521.36
Total Cost	**2 421.26**	**2 121.26**	**2 121.26**	**2 121.26**	**2 121.26**	**2 121.26**	**2 121.26**

Note: The fixed cost is the cost of buying the chickens. All costs are calculated as average monthly costs across households and multiplied by 12 as households are assumed to incur the same every month. The annual operating costs of the keyhole garden are calculated by assuming a household worked for 96 hours (i.e., 16 hours/month for 6 months) a year earning M4.91 per hour and bought M50 worth of seeds/annum.

Source: Authors' calculations based on Household data

96. The operating costs of keyhole gardens include implicit labour costs and expenditure on seeds. Evidence from KIIs revealed that an average household worked roughly four hours per week and spent, on average, M50 on seeds and insecticides per annum.

Net Present Value (NPV) Analysis

97. This section considers the costs and benefits of the household livelihood support activities as tabulated above to determine the cost-efficiency of the FFA intervention. The following assumptions were considered when conducting the analysis:

- The livelihood support assets (i.e., chickens and keyhole gardens) are assumed to have a lifespan of seven years.[117]
- Prices increase by ten percent per year to account for inflation.
- The number of trays per year will decline every year up to seven years. In year 2, they are 80 percent of year 1, in year 3 they are 70 percent, in year 4 they are 60 percent, in year 5 they are 50 percent, in year 6 they are 45 percent and in year 7 they are 35 percent.
- The number of chickens is constant throughout the seven years.
- The costs are constant throughout the project's lifetime.

98. Table 21 below shows the calculated NPV for the FFA intervention. The NPV is positive up to the fourth year, after which it is negative. This implies that the intervention is financially viable. The NPV is higher in the first two years, implying it is a short-term investment. This result is as expected because free-range layers reach their peak around 33 weeks of age.

Table 21: NPV Analysis for FFA project

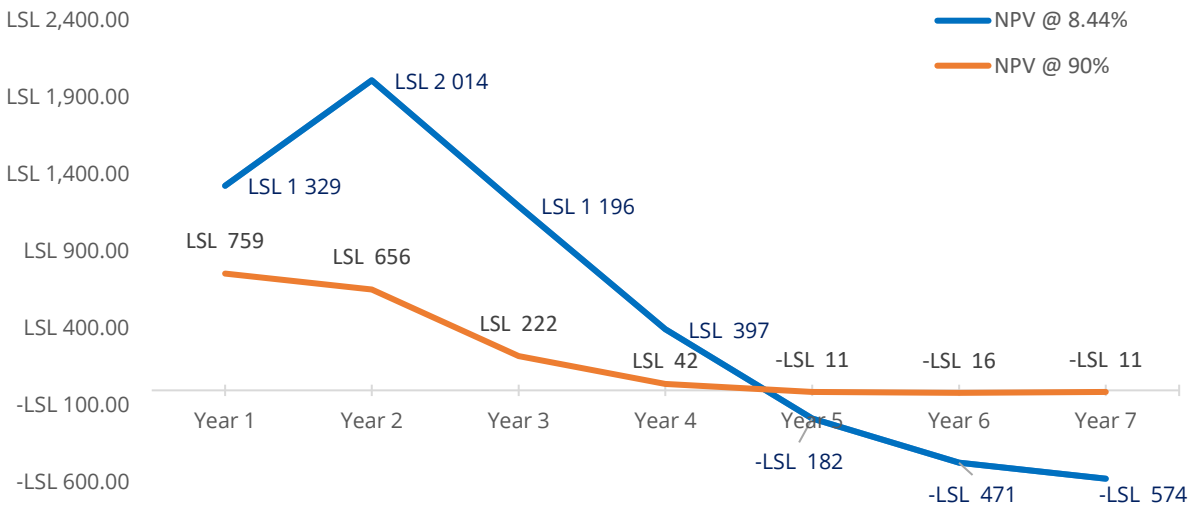
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
Total Benefits (B_t)	3 862.68	4 489.85	3 646.79	2 669.76	1 847.74	1 356.10	1 109.29
Total Cost (C_t)	2 421.26	2 121.26	2 121.26	2 121.26	2 121.26	2 121.26	2 121.26
$B_t - C_t$	1 441.42	2 368.59	1 525.53	548.50	-273.52	-765.16	-1 011.97
NPV	**1 329.23**	**2 014.24**	**1 196.33**	**396.66**	**-182.41**	**-470.56**	**-573.91**
Total NPV	LSL 3 709.59						

Source: Authors' calculations based on household data.

99. The above CBA sets the discount rate at 8.44 percent, which equals to the lending rate in the country. This rate assumes a high degree of patience by the beneficiaries. Figure 7 presents the NPV when the discount rate is 90 percent, which assumes that the beneficiaries prefer receiving benefits today and do not project themselves into the future. Poor individuals from developing countries are considered to have higher discount rates. Even under this scenario, the intervention still has a positive NPV.

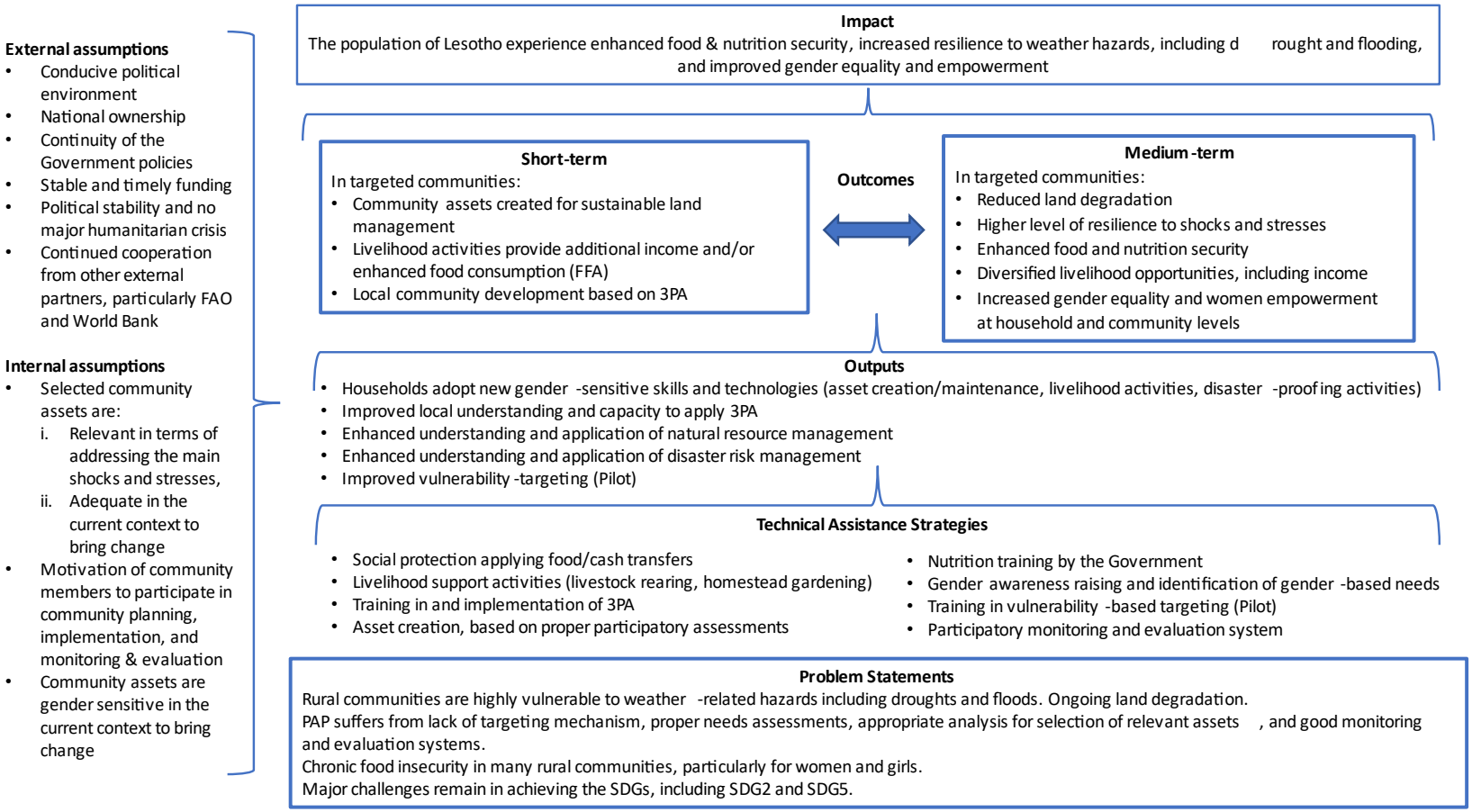
[117] Free-range layers continue laying eggs for up seven years if they are cared for. See Jacob, J.P. et al. 1998. *Factors Affecting Egg Production in Backyard Chicken Flocks.* University of Florida-Extension. Available at: http://edis.ifas.ufl.edu/ps029.

Figure 7: Cumulative NPV per year for FFA



Annex 11: Reconstructed Theory of Change (ToC)

Figure 8: Reconstructed Theory of Change for FFA (2015-2019) and Pilot (2017-2019)



Acronyms

3PA	Three-Pronged Approach
ACR	Annual Country Report
CBA	Cost-Benefit Analysis
CBPP	Community Based Participatory Planning
CO	Country office
Covid-19	Corona Virus Disease (caused by the SARS-CoV-2 virus)
CP	Country Programme
CSI	Coping Strategy Index
CSP	Country Strategic Plan
DEQAS	Decentralized Evaluation Quality Assurance System
DE QS	Decentralized evaluation quality support service
DMA	Disaster Management Authority
DRR	Disaster Risk Reduction
DDS	Dietary Diversity Score
EC	Evaluation Committee
ERG	Evaluation Reference Group
EM	Evaluation Manager
EQ	Evaluation Question
ET	Evaluation Team
FAO	Food and Agriculture Organization
FFA	Food Assistance for Assets
FGD	Focus Group Discussion
GDP	Gross Domestic Product
GEN	Gender Office (HQ)
GEWE	Gender Equality and Women Empowerment-Sensitive
GII	Gender Inequality Index
GNI	Gross National Income
GoL	Government of Lesotho
HRGE	Human Rights and Gender Equality Framework
IACOV	Improving adaptive capacity of vulnerable and food-insecure populations in Lesotho
ICA	Integrated Context Analysis
ICM	Integrated catchment management
IPC	Integrated Phase Classification
KII	Key Informant Interview
LCO	Lesotho Country Office
LFNP	Lesotho Food and Nutrition Policy
LUNDAF	Lesotho United Nation Development Action Framework
LUNDAP	Lesotho United Nation Development Action Plan
LVAC	Lesotho Vulnerability Assessment Committee
MFRSC	Ministry of Forestry Range and Soil Conservation
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
MR	Management response

NISSA	National Information System for Social Assistance
NGO	Non-Governmental Organization
NPV	Net Present Value
NSDP	National Strategic Development Plan
OECD-DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
PAP	Poverty Alleviation Plan
PDM	Post-Distribution Monitoring
PRORL	Livelihoods, Asset Creation and Resilience Unit (HQ)
PROT	Technical Assistance and Country Capacity Strengthening Service (HQ)
PRRO	Protracted Relief and Recovery Operations
QA	Quality assurance
QC	Quality checklist
QS	Quality support service
RAM	Research, Assessment and Monitoring Division (HQ)
RB	Regional Bureau
REO	Regional Evaluation Officer
REU	Regional Evaluation Unit
SDGs	Sustainable Development Goals
SIGI	Social Institutions and Gender Index
SO	Strategic Objective
SPR	Standard Project Report
SWC	Soil and Water Conservation
T-ICSP	Transitional Interim Country Strategic Plan
TL	Team leader
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHO	World Health Organisation
WLSA	Women and Law in Southern Africa

Commissioning Office: WFP Country Office Lesotho

https://www.wfp.org/countries/lesotho

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