

Thematic Evaluation of Country Capacity Strengthening Activities in Lesotho from 2019 to 2022



Summary Terms of Reference

1. Introduction

1. These summarised terms of reference (ToR) are for the thematic evaluation of Country Capacity Strengthening (CCS) activities in Lesotho. The evaluation was commissioned by the World Food Programme (WFP) Lesotho Country Office (CO) and covers the period June 2019 to December 2022 under the ongoing Country Strategic Plan (CSP) 2019-2024. The ToR provides key evaluation information to stakeholders, guidance to the evaluation team, and specifies expectations during the various phases of the evaluation.

2. Subject and focus of the Evaluation

2. The evaluation will cover CCS interventions implemented under the CSP Strategic Outcomes (SO2, SO3, SO4) where capacity strengthening is embedded in school feeding, early warning, nutrition support, and food systems for resilience. Although crisis response (SO1) does not carry any capacity strengthening activities, it provides a platform to understand the Government and partners' capacity to respond during emergencies. SO5 is excluded from the evaluation scope because its activities include service delivery to the Government and its partners, without any specific focus on capacity strengthening.

3. The CSP strategic outcomes and activities covered by the evaluation include: -

4. **Strategic outcome 1: Shock-affected people in Lesotho are able to meet their basic food and nutrition needs during times of crisis.** WFP targets women, men, girls, and boys affected by shocks, with the aim to support them to meet their basic food and nutrition needs during times of crisis, through cash and commodity vouchers (Activity 1).

5. **Strategic outcome 2: Vulnerable populations in Lesotho benefit from strengthened social protection systems that ensure access to adequate, safe, and nutritious food all year round.**

WFP supports the Government in evidence-based planning, design, management, and implementation of social protection programmes, including by handing over the home-grown school meals programme (Activity 2). In addition, WFP aims to strengthen the technical capacity of the Government in early warning, food and nutrition security, monitoring and

vulnerability assessment and analysis through forecast-based financing approaches (Activity 3).

6. **Strategic outcome 3: Vulnerable populations in Lesotho have improved nutritional status, at each stage of the lifecycle, in line with national targets by 2024.** WFP provides capacity strengthening to the Government and other actors relating to multi-sectoral coordination, planning, evidence-building and implementation of equitable nutrition policies and programmes (Activity 4).

7. **Strategic outcome 4: Communities in targeted areas, especially women and youth, have resilient and diversified livelihoods, and increased marketable surplus by 2024.** WFP supports the design and implementation of assets that are nutritionally relevant to improve and diversify the livelihoods of vulnerable communities and households affected by climate change and land degradation (Activity 5). WFP also provides technical support to smallholder farmers and other value chain actors, particularly women, in climate-smart agriculture, food quality and safety, marketing of nutritious foods and financial services (Activity 6).

8. The design, implementation, management, monitoring and evaluation, and reporting for the components in each of the above SOs are to be covered in this evaluation. The scope of evaluation will, therefore, cover the national level and 10 districts including local levels with a specific focus on three southern districts.

9. The evaluation will also cover technical and financial assistance activities implemented during the period of June 2019 to December 2022. In addition to the strategic outcomes and activities above, the evaluation will assess the integration of gender and inclusion issues relating to the capacity-strengthening approach and interventions supported by WFP in Lesotho.

3. Objectives and Stakeholders of the Evaluation

10. The objectives of the evaluation are: -

- **Accountability** – The evaluation will assess and report on whether the capacity strengthening activities were effective in supporting the Government to achieve zero hunger.

- **Learning** – The evaluation will determine the reasons why certain results occurred or did not occur, derive good practices, and provide pointers for learning. It will also provide evidence-based findings to inform operational and strategic decision-making. The findings will be actively disseminated and incorporated into relevant communication and knowledge-sharing systems.

11. The evaluation will seek the views of, and be useful to, a broad range of WFP's internal and external stakeholders. Internally, the evaluation findings and recommendations will be used to a) modify the overall CSP strategy, and programme implementation for the remaining implementation period until mid-2024, b) better engage the Government, c) better position WFP as a strategic partner to the Government for emergency preparedness response, resilience building and for broader engagement with social protection and its delivery systems.

12. External stakeholders such as the government have a direct interest in the alignment of WFP activities to their priorities, harmonization with other partners and the expected results. Non-governmental organizations (NGOs) that are WFP partners will use the evaluation findings and lessons to inform future implementation modalities, strategic orientations, and partnerships. Donors will use the evaluation findings for accountability purposes. Beneficiaries who are the key stakeholders in WFP work are interested in the appropriateness and effectiveness of the interventions.

4. Evaluation Questions

13. The evaluation will address the key questions presented below according to the evaluation criteria. The questions will be further developed and tailored by the evaluation team in a detailed evaluation matrix during the inception phase.

Relevance/ Appropriateness

Question 1: To what extent are the capacity strengthening initiatives relevant to the Government priorities and needs of the most vulnerable groups (men and women, boys, and girls) and the disabled and marginalized groups in Lesotho?

Question 2: To what extent was the design of capacity strengthening initiatives based on a sound gender analysis?

Question 3: To what extent was the design and implementation of the capacity strengthening interventions gender sensitive i.e., considered gender equality and women empowerment issues?

Question 4: To what extent was the design of capacity strengthening initiatives informed by environmental risk analysis?

Coherence

Question 5: To what extent were the capacity strengthening initiatives coherent with policies and programmes of the Government and other relevant interventions of other actors in Lesotho?

Question 6: To what extent are the design and delivery of capacity strengthening initiatives in line with WFP's Country Capacity Strengthening framework?

Question 7: To what extent are the design and delivery of capacity strengthening initiatives in line with humanitarian principles?

Question 8: What have been the synergies between the different capacity strengthening interventions being evaluated?

Effectiveness

Question 9: To what extent is WFP's capacity strengthening interventions contributing to the achievement of Sustainable Development Goals- SDG2 and SDG 17?

Question 10: To what extent has WFP enhanced the government's capacity to achieve zero hunger and effectively respond to emergencies in the following areas: (i) Policies and legislation (ii) Institutional effectiveness and accountability (iii) Strategic planning and financing (iv) Stakeholder programme design, delivery, and monitoring and evaluation (M&E) (v) Engagement and participation of community including women/men, people of different ages, different ethnicity and physical ability, civil society, and private sector.

Question 11: To what extent has the WFP support built the capacity of local government institutions, communities, and other partners?

Question 12: To what extent have the targeted outputs, outcomes, and strategic results of the capacity strengthening activities been achieved?

Question 13: What were the main factors (internal and external) influencing the achievement and non-achievement of the capacity strengthening objectives? (i.e., Resource mobilisation, Partnerships and collaboration, Quality of assessment and analysis, WFP capacity, etc)

Question 14: How effective has WFP been in ensuring and promoting gender equality and women's empowerment in country capacity strengthening work?

Efficiency

Question 15: Was the provision of technical assistance to government intervention efficiently implemented (specifically cost-effectiveness/value for money, /timeliness)?

Question 16: What lessons, regarding ensuring value for money, are emerging from different capacity strengthening approaches?

Sustainability/Scalability

Question 17: To what extent are the benefits of the WFP capacity strengthening programmes sustainable i.e., continuing, or likely to continue after the WFP interventions cease?

Question 18: To what extent and how, could the capacity strengthening initiatives be replicated elsewhere?

14. While the evaluation will not be able to investigate the impact of the capacity strengthening initiatives due to the short implementation period, the analysis will address key questions: -

- i. What changes have the programmes made on the targeted beneficiaries (including specifically the most vulnerable groups)? Their households? How did the programme change their lives and livelihoods?
- ii. What were the gender-specific changes that were realised due to WFP capacity strengthening interventions?
- iii. What have been the benefits or changes realised by the public and private institutions due to the technical assistance to the Government of Lesotho?

5. Methodology

15. This evaluation will use a mixed methods approach where both qualitative and quantitative approaches are employed, and the results are triangulated to ensure rigour. The methodology will be developed with, and enhanced, by the evaluation team during the inception phase. The methodology should: -

- a. Employ the relevant evaluation criteria of relevance/appropriateness, coherence, effectiveness, efficiency, and sustainability.
- b. Apply an evaluation matrix geared towards addressing the key evaluation questions considering the data availability challenges, the budget and timing constraints.
- c. Use mixed methods, ensure that women, girls, men, and boys from different stakeholder groups participate and that their different voices are heard and considered.
- d. Demonstrate attention to impartiality and reduction of bias by relying on mixed methods (quantitative, qualitative, participatory etc.) and different primary and secondary data sources.

- e. Consider WFP's approach to protection and accountability to affected populations (AAP) as per WFP's Policy on Humanitarian Protection and WFP strategy on AAP.
- f. Use capacity strengthening assessment tools such as the [Kirkpatrick Model](#) (as an example) to evaluate and analyze the results of educational, training and learning programmes.

In addition, the methodology chosen should: -

- a. Demonstrate attention to impartiality and reduction of bias by relying on mixed methods (quantitative, qualitative, participatory etc.) to ensure triangulation of information from different primary and secondary data sources.
- b. Systematically triangulate across evaluators, and across methods, including documents from different sources, a range of stakeholder groups, including beneficiaries, and direct observations in different locations, etc.
- c. Consider any challenges to data availability, validity, or reliability, as well as any budget and timing constraints.
- d. Ensure that the primary data collected is disaggregated by sex and age. An explanation should be provided if this is not possible.
- e. Be sensitive in terms of Gender Equality and Women Empowerment (GEWE), equity, and inclusion, by ensuring that voices of diverse groups (men and women, boys, girls, the elderly, people living with disabilities and other marginalized groups) are included in the evaluation.

16. The evaluation findings, conclusions and recommendations must reflect gender and equity analysis. The findings should include a discussion on the intended and unintended effects of the intervention on gender equality and equity dimensions. The report should provide lessons/ challenges/ recommendations for conducting gender and equity-responsive evaluations in the future.

17. The evaluation must conform to the United Nations Evaluation Group (UNEG) ethical guidelines for evaluation which include but are not limited to; ensuring informed consent, protecting privacy, confidentiality, and anonymity of respondents, ensuring cultural sensitivity, respecting the autonomy of respondents, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results do no harm to respondents or their communities.

6. Roles and Responsibilities

18. **Evaluation Team:** The evaluation team will consist of one international and two national evaluators with expertise in disaster risk reduction and early warning systems, nutrition and food security, food systems, resilience, capacity strengthening, statistics/quantitative and qualitative methods. To the extent possible, the evaluation will be conducted by a gender-balanced and geographically and culturally diverse team with appropriate skills to assess the gender dimensions of the subject.

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

20. **Evaluation Manager:** The evaluation process will be managed by Lindiwe Kwidini based at the WFP Regional Bureau for Southern Africa (RBJ). The Country Office Focal Point for the evaluation is Lineo Sehloho.

21. **Evaluation Committee:** The evaluation committee is chaired by the WFP Lesotho Country Director, Aurore Rusiga. This committee will oversee the evaluation process, make key decisions, and review evaluation products submitted to the chair for approval. The overall purpose of the committee is to ensure a credible, transparent, impartial, and quality evaluation process in accordance with the WFP Evaluation Policy (2022-2030).

22. **Evaluation Reference Group:** The evaluation reference group (ERG), chaired by the WFP Lesotho Country Director, Aurore Rusiga, acts as the advisory body. The ERG will review and comment on the draft evaluation products and ensure a transparent impartial and credible evaluation process. The ERG members include internal stakeholders (CO and Regional Bureau) and external stakeholders from the Disaster Management Authority, Lesotho Meteorological Services, Ministry of Education and Training, Ministry of Agriculture and Food Security, Ministry of Forestry, Range and Soil Conservation, Lesotho Red Cross Society, and the Food and Agriculture Organisation.

7. Communications

23. The evaluation team should emphasize transparent communication with key stakeholders to achieve a smooth and efficient process and maximize learning from this evaluation. This can be achieved through clear agreements on the channels and frequency of communication.

24. The evaluation team will present preliminary findings to WFP stakeholders in the CO, and the Regional Bureau during a face-to-face end-of-fieldwork debriefing session at the end of the data collection phase. Furthermore, a face-to-face workshop will be conducted in Lesotho to share the evaluation results with the stakeholders to promote ownership and use of the findings and recommendations by stakeholders.

25. The final evaluation report will be made available to the public on the WFP internal and external websites. The evaluation findings will be proactively and widely disseminated as outlined in the communication and knowledge management plan.

8. Timeliness and Key Milestones

Preparation Phase: Approved ToR; Evaluation team contract; and draft communication and knowledge management plan: June 2023.

Inception Phase: Inception Report with methodology, evaluation matrix, data collection tools, field schedule; stakeholders comments matrix: mid-June - August 2023.

Data collection: Raw and cleaned data sets; PowerPoint exit debrief/ presentation of preliminary findings: end-August – mid-September 2023.

Data Analysis and Reporting: Approved evaluation report; stakeholder comments matrix: mid-September – mid-December 2023.

Management Response and Dissemination: Evaluation report and presentation of evaluation results by the evaluation team; Management response plan published; and other dissemination products as required: mid-December 2023 – mid-February 2024.

9. List of Acronyms

AAP	Accountability to affected populations
CCS	Country Capacity Strengthening
CSP	Country Strategic Plan
CO	Country Office
ERG	Evaluation Reference Group
ET	Evaluation Team
FAO	Food and Agriculture Organisation
M&E	Monitoring and Evaluation
GEWE	Gender Equality and Women Empowerment
NGO	Non-Governmental Organization
RBJ	WFP Regional Bureau for Southern Africa
SDG	Sustainable Development Goals
SO	Strategic Outcome
UNEG	United Nations Evaluation Group
WFP	World Food Programme