



**WFP EVALUATION**



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# **Evaluation of Lesotho WFP Country Strategic Plan 2019-2024**

Centralized evaluation report  
OEV/2023/005

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## Disclaimer

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# Executive Summary

## Introduction

### Evaluation features

1. The evaluation of the country strategic plan (CSP) was timed to provide evidence and lessons that would inform the development of the next CSP for Lesotho.
2. The evaluation covered CSP activities implemented between July 2019 and mid-2023 and also considered the transitional interim CSP (T-ICSP) covering the period from January 2018 to June 2019. It assessed WFP's strategic positioning and the extent to which the organization made the shifts expected under the CSP; WFP's effectiveness in contributing to the strategic outcomes; the efficiency with which the CSP was implemented; and the factors explaining WFP's performance.
3. The evaluation was conducted by an independent evaluation team through a mixed-methods approach whereby qualitative data from key informants was supplemented with quantitative secondary data.
4. Consideration of gender and social inclusion was fully integrated into the evaluation's methodological approach. Ethical standards were applied to ensure the dignity and confidentiality of the individuals involved in the evaluation.

### Context














5. Lesotho is a lower-middle-income country in southern Africa with an area of 30,355 square kilometres and an estimated population of 2.3 million, 71 percent of whom live in rural areas. Despite a significant reduction in poverty over the past 20 years, incomes in rural areas have stagnated. Lesotho had one of the highest tuberculosis incidence rates in the world in 2020 and still has the second-highest prevalence of HIV.
6. In the period 2019–2021, undernourishment affected 34.7 percent of the population and between July and September 2022, 15 percent of the rural population was classified in phase 3 (crisis) of the Integrated Food Security Phase Classification framework. Child undernutrition is still a major challenge.
7. Agriculture is mostly at a subsistence or sub-subsistence level<sup>1</sup> and the country is a net importer of agricultural products. Lesotho is highly vulnerable to climate change; crop yields have fallen because of increasingly frequent droughts and floods related to El Niño and La Niña phenomena.
8. The coronavirus disease 2019 (COVID-19) pandemic profoundly damaged employment and income generation.<sup>2</sup> There was a spike in gender-based violence, and health-related impacts – including deterioration in maternal, neonatal and under-5 mortality rates – were seen.
9. Gender equality in Lesotho continues to be undermined by the underrepresentation of women in political, educational and social settings and by the prevalence of gender-based violence.<sup>3</sup>

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<sup>1</sup> United Nations Children's Fund, World Health Organization and World Bank. 2021. [Levels and trends in child malnutrition: UNICEF/WHO/World Bank Group Joint Child Malnutrition Estimates – Key findings of the 2021 edition](#).

<sup>2</sup> WFP. 2021. [Lesotho Annual Country Report 2021](#).

<sup>3</sup> United Nations Entity for Gender Equality and the Empowerment of Women. 2022. [Lesotho Fact Sheet](#). Accessed on 21 January 2023.

TABLE 1: SOCIOECONOMIC INDICATORS			
	Indicator	Value	Year
	Life expectancy at birth (years) (2)	59 (women) 52 (men)	2022
	Human Development Index (score and rank) (3)	0.514 168 of 189	2021
	Income inequality: Gini coefficient (1)	44.9	2018
	Agriculture, forestry and fishing, value added (% of gross domestic product) (1)	3.5	2023
	Population living in poverty (%) (1)	32.4	2023
	Global Hunger Index (rank) (4)	113 of 121	2022
	Height-for-age (stunting – moderate and severe, 0–5 years of age) (%) (5)	32.1	2020
	Weight-for-age (wasting – moderate and severe, 0–5 years of age) (%) (5)	2.4 (boys): 1.7 (girls)	2018
	Gender Inequality Index (rank) (3)	168 of 191	2021
	Labour force participation rate, female (% of population age 15+) (modelled International Labour Organization estimate) (1)	56.1	2021
	Prevalence of HIV, total (% of population age 15–49) (6)	21	2020
	Literacy rate (% , > 15 years) (7)	81	2022
	Adjusted primary school enrolment, net percent of primary-school-age children (%) (1)	93	2017
	Secondary school enrolment, net percent of secondary-school-age children (%) (1)	41	2016

Sources: (1) World Bank. [World Bank Open Data webpage](#); (2) United Nations Population Fund. [Data Portal](#); (3) United Nations Development Programme. [Human Development Index](#); (4) Concern Worldwide and Welthungerhilfe. [Global Hunger Index](#); (5) United Nations Children’s Fund, World Health Organization and World Bank. [UNICEF Data Portal: Child Malnutrition](#); (6) World Health Organization. [The Global Health Observatory data portal](#); (7) United Nations Educational, Scientific and Cultural Organization Institute for Statistics. [Online data portal](#).

10. Between 2018 and 2021, Lesotho received a yearly average of USD 161 million in net official development assistance, and average annual humanitarian aid flows amounted to USD 9 million.<sup>4</sup>

11. Lesotho mainstreams the Sustainable Development Goals through its National Strategic Development Plan II (2018/19–2022/23, extended to 2028).<sup>5</sup> National commitments with respect to nutrition are also reflected in the food and nutrition policy (2016)<sup>6</sup> and strategy (2019)<sup>7</sup> and in disaster risk management and reduction policies and legislation, which incorporate food security and nutrition components.

<sup>4</sup> Organisation for Economic Co-operation and Development. [OECD Statistics data portal](#). Accessed on 17 February 2023.

<sup>5</sup> Government of Lesotho. 2023. [National Strategic Development Plan II Strategic Focus 2023/24–2027/28](#).

<sup>6</sup> Government of Lesotho, 2016. [Lesotho Food and Nutrition Policy \(LFNP\) 2016–2025](#).

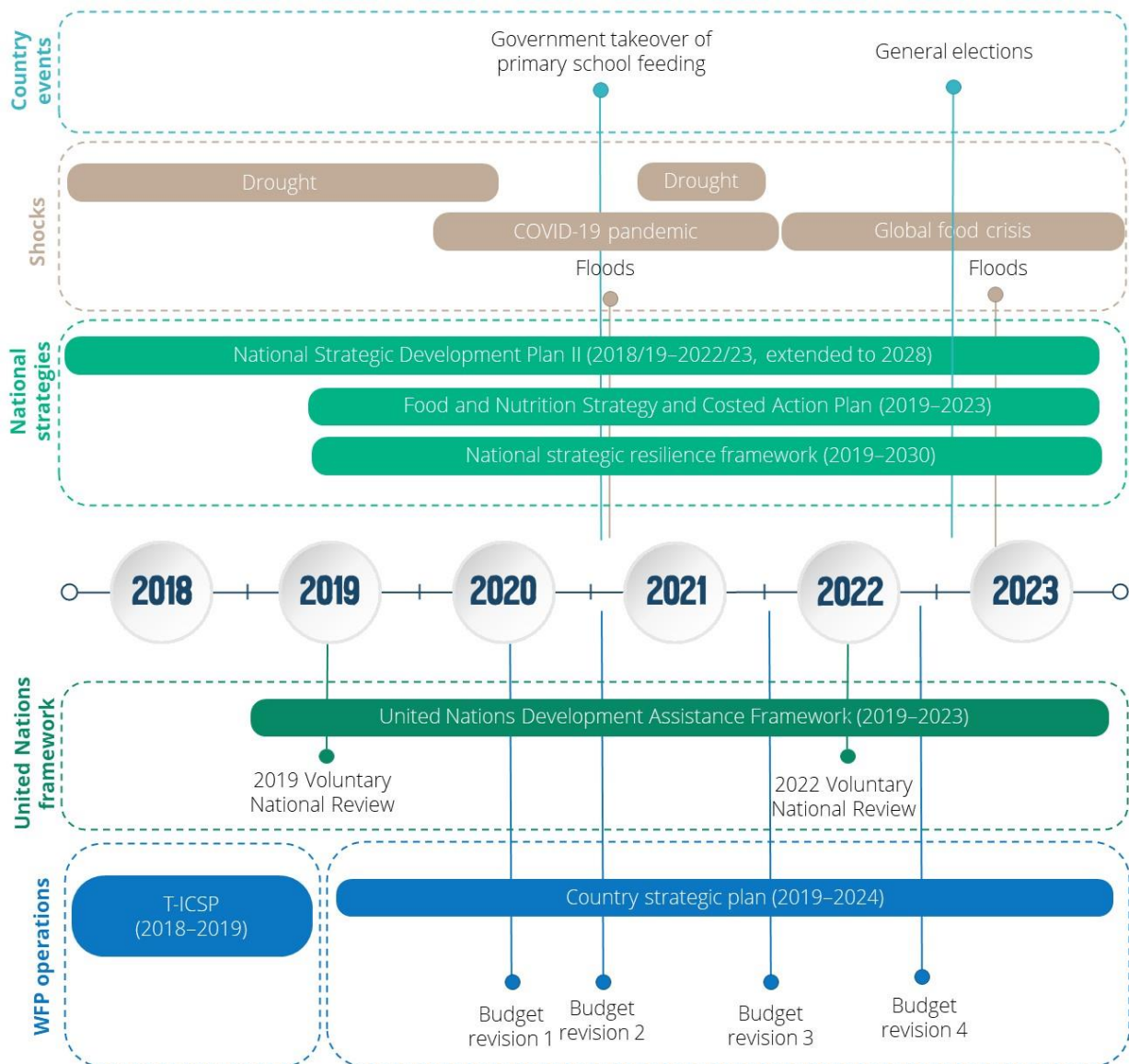
<sup>7</sup> Government of Lesotho, 2019. [Lesotho Food and Nutrition Strategy and Costed Action Plan 2019–2023](#).



## WFP country strategic plan

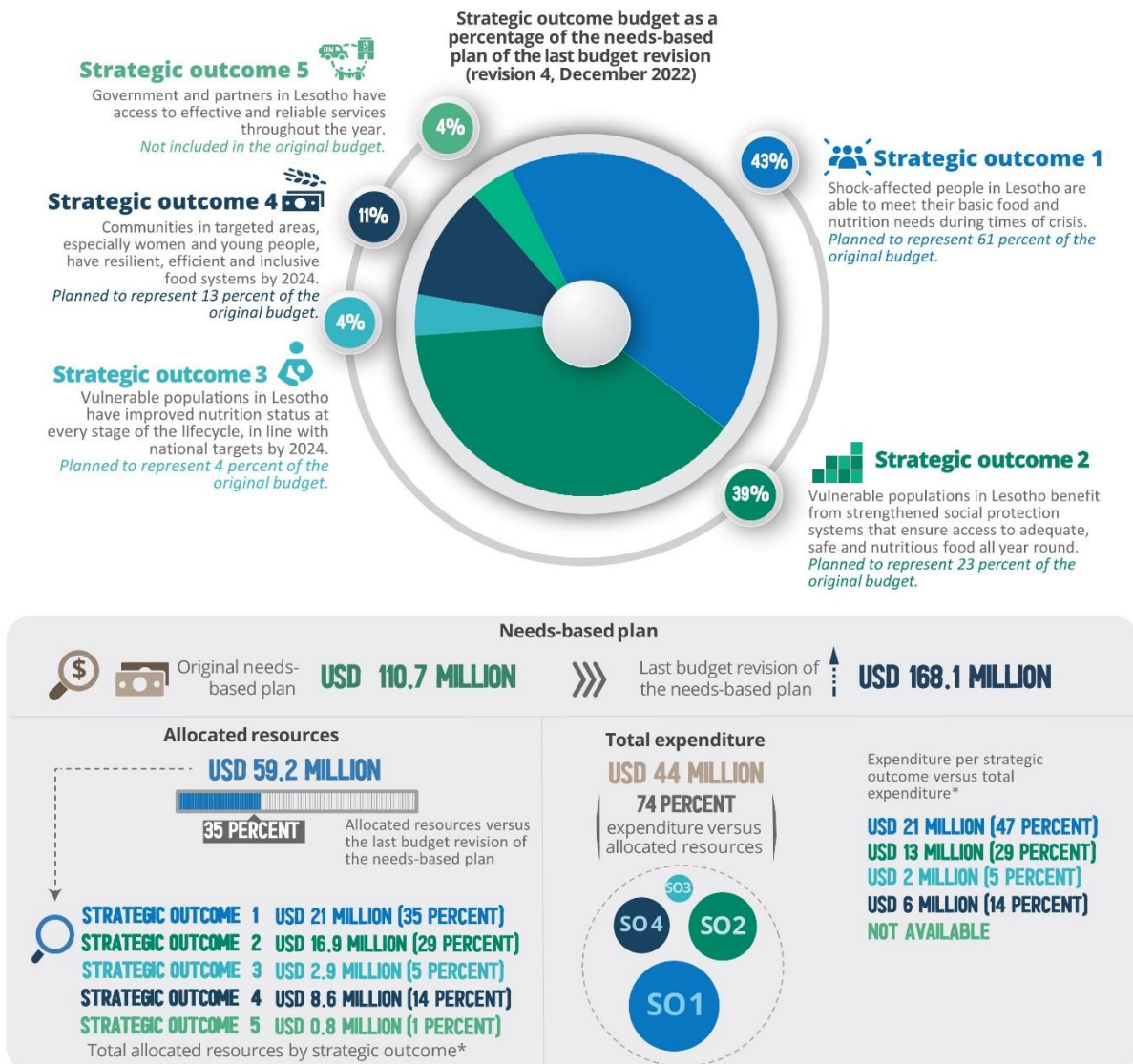
12. The CSP was largely built on the T-ICSP that preceded it, with considerable continuity in activities. The CSP continued the shift towards country capacity strengthening across the portfolio. During CSP implementation, WFP had to accommodate several unanticipated events, including the COVID-19 pandemic, the abrupt transfer of responsibility for primary school feeding to the Government and the effects of the global food crisis. Figure 1 illustrates the major events affecting the country between 2019 and 2023 and the United Nations development assistance framework (UNDAF) and WFP operations under way during that period.

**Figure 1: Country context for the period 2018–2023 and WFP operational overview of the Lesotho country strategic plan for 2019–2024**



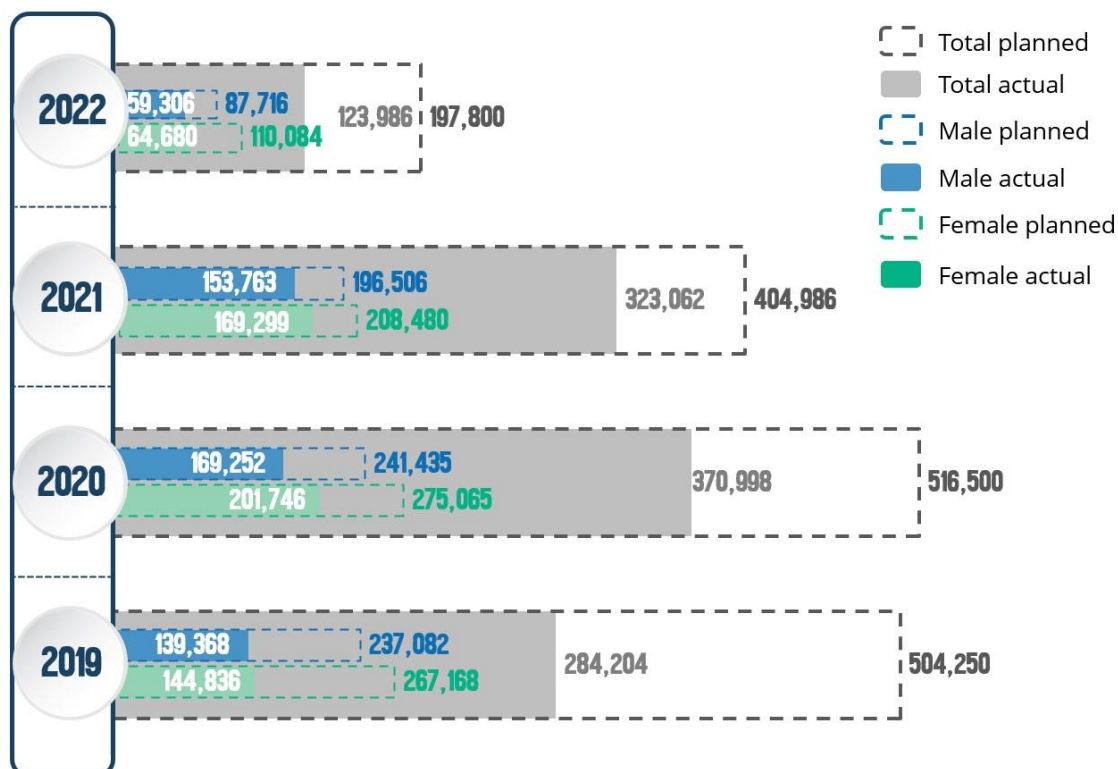
13. The budget for the original needs-based plan for the CSP was USD 110.7 million. This had risen to USD 168.1 million by 2022, reflecting four budget revisions (figure 2). Across activities and strategic outcomes, actual expenditure averaged 74 percent of the allocated resources.

**Figure 2: Lesotho country strategic plan (2019–2024) strategic outcomes, budget, funding and expenditures as at May 2023**



- As indicated in figure 3, the actual numbers of beneficiaries were lower than planned in all years. Actual female beneficiaries outnumbered actual male beneficiaries in all years, with the gap highest in 2020.

**Figure 3: Numbers of beneficiaries reached during the period 2019–2022, by sex**



Source: Country office tool for managing effectively CM-R001b report (extracted on 28 April 2020).

## Evaluation findings

**To what extent are WFP’s strategic position, role and specific contributions based on country priorities, people’s needs and WFP’s strengths?**

***Reference in the design of the country strategic plan to experience gained under the transitional interim country strategic plan and existing evidence***

15. The CSP design built partially on the strategic focus and operations of the T-ICSP, which is evident in the continuity of some of the activities, including those related to crisis response, livelihood resilience and nutrition support. Its design also took account of several evaluations and reviews, including a mid-term evaluation and a summary of evaluation evidence for the country. Analysis of Lesotho's unique livelihood challenges was limited, however, as was the explanation of how the proposed activities would contribute to nutrition outcomes. Based on the recommendations of the zero hunger strategic review, the Government prepared a road map for accelerated progress towards zero hunger, but the CSP strategic outcomes and activities were not explicitly informed by the road map.

***Country strategic plan alignment with national policies, plans and capacity and with the Sustainable Development Goals***

16. With its emphasis on supporting Lesotho in the development of livelihoods that are more resilient to climate change and its mainstreaming of gender equality and women’s empowerment, the CSP was well aligned with the National Strategic Development Plan II. It was also aligned with key national strategies and policies, for example in the areas of food security and nutrition, resilience and social protection.

***Country strategic plan coherence and alignment with United Nations frameworks and inclusion of appropriate strategic partnerships***

17. On paper, the CSP was firmly aligned with the UNDAF. It included important collaboration with the Food and Agriculture Organization of the United Nations (FAO) and the United Nations Children’s Fund

(UNICEF), but these strategic partnerships, while appropriate, did not result in strong overall operational coherence. Achieving coherence around the roles of United Nations entities in food systems and natural resource management, for instance, was an important challenge. While WFP maintained working relationships with FAO, the evaluation found a lack of coherence between the organizations at the design and operational levels, especially with regard to the humanitarian–development nexus. This was exacerbated by insufficient resources and the limited scale of both entities' field operations.

### ***Country strategic plan internal coherence, reference to a clear theory of change and WFP's comparative advantage***

18. The CSP was grounded in WFP's established humanitarian strengths, but activities and operations were not structured to optimize internal coherence. Some elements of internal coherence emerged during operations but there was no systematic focus on maximizing coherence between the humanitarian and development components. Coherence was impaired by the fragmented and short-term nature of many of the operations, linked to insufficient funding and frequent earmarking of donor contributions. The CSP did not explicitly state WFP's comparative advantage, nor did it have a theory of change, although it identified challenges and opportunities for WFP and outlined lessons learned from its experience in Lesotho.

### ***Ongoing relevance of WFP's strategic positioning***

19. Despite major changes in the humanitarian situation, including the arrival of the COVID-19 pandemic, WFP's established competence in responding to emergencies facilitated its provision of advice to the Government and the adjustment of its own operations. WFP's strategic positioning was designed to be dynamic in order to continue to consolidate the organization's shift away from direct implementation and to emphasize the developmental aspect of its mandate as well as the humanitarian side. This design posed numerous operational challenges, however, as WFP sought coherence between providing support for crisis-affected households, assisting the people with the most vulnerable livelihoods and working with those with good prospects of developing more resilient livelihoods. The design did not always fully meet the needs of the most chronically vulnerable people, in part due to outdated information in national databases.

### **What are the extent and quality of WFP's specific contributions to the strategic outcomes of the country strategic plan in Lesotho?**

#### ***Delivery of outputs and contribution to strategic outcomes***

20. **Strategic outcome 1 (assistance for shock-affected people):** WFP was able to respond flexibly to fluctuating numbers of beneficiaries following successive shocks, namely drought from failed rains for three consecutive planting seasons, the COVID-19 pandemic and heavy rains that damaged crops. WFP exceeded its target number of beneficiaries in 2020 and 2021, although it was able to reach only a limited proportion of those in need. The distribution of cash and vouchers improved food security in rural and urban areas; however, increased household sizes resulting from COVID-19 lockdowns and rising commodity prices meant that targeted households struggled to meet their food and nutrition needs once the support ended. Improvements in dietary diversity were achieved through collaboration with government partners at the district level, which ensured that targeted households benefited from a better understanding of nutrition and that nutrient-dense food items were covered by the vouchers distributed; however, government partners did not have the resources required to consistently reinforce and follow up on the messaging.

21. **Strategic outcome 2 (strengthened social protection systems):** Prior to the earlier-than-anticipated handover of primary school feeding to the Government in 2020, direct provision of primary school meals by WFP was recognized as providing nutritious meals for schoolchildren and encouraging attendance by both boys and girls. The income transfer effect also made this a significant instrument for social protection. The accelerated transfer of responsibility for the activities meant that a handover strategy between WFP and the Government was not formulated as planned, and a general lack of institutional ownership and financial resources on the part of the Government hindered the implementation of the subsequent capacity strengthening activities promoted by WFP.

22. WFP has been able to sustain its support for nutritious meals provided through early childhood care and development (ECCD) centres throughout the CSP but has inadvertently excluded some of the most vulnerable children of pre-primary-school age from receiving this food assistance, as school fees precluded their attendance. Funding constraints prevented WFP from delivering the composition of the food basket planned for the children in terms of the mix and quantities of items. In addition, food deliveries were not

always timely owing to procurement delays and challenges in obtaining lists of registered ECCD centres; however, there is some qualitative evidence of improved attendance as a result of ECCD food assistance.

23. WFP has provided technical and financial support to the Government in early warning, food and nutrition security monitoring, and vulnerability assessment and analysis; however, a lack of government technical and financial ownership has hindered the routine collection of food security monitoring data. The COVID-19 pandemic and delays in procurement and the dissemination of messaging had a significant impact on support for government efforts to strengthen its national early warning systems, which were part of the drive to deliver early action and crisis response through social protection systems.

24. **Strategic outcome 3 (improved nutrition status):** WFP was constrained by a lack of funding throughout the CSP implementation period for activities under strategic outcome 3. The organization nevertheless played an important role in strengthening the generation of evidence on the nutrition situation. It also played a significant technical and financial role in supporting the Government's development of nutrition-related policies and strategies. Dissemination of the associated documents was affected by COVID-19 restrictions, however, and limited government ownership and budget presented additional challenges. Through its facilitation of the advocacy and social and behaviour change communication strategy, WFP was seen as an important partner in Lesotho for promoting a multisectoral approach to nutrition.

25. **Strategic outcome 4 (resilient, efficient and inclusive food systems):** Food and nutrition security outcomes from WFP resilience-building interventions were not adequately tracked owing to challenges in monitoring community groups that rotate every three months in communal asset creation activities. Similarly, WFP and partners in Lesotho did not conduct long-term activities to learn "what works and why" in building household resilience. Food and nutrition outcomes for male and female participants improved, however, largely as a result of cash distributions. Similarly, the increased focus on household assets yielded positive results related to household food production and consumption. Households engaged in vegetable production reported sufficient sales to reinvest in other livelihood activities and also said that they were able to share vegetables with more vulnerable members of their communities.

26. WFP sought to foster an environment conducive to linking smallholder farmers to markets, using market assessments and analysing post-harvest losses and by helping to revive a local purchase task force responsible for providing oversight and guidance on smallholder farmer linkages to local markets and supporting a national market linkage forum to bring together buyers and producers. However, there was limited success in linking smallholder farmers to the national management agencies running the school feeding programme. In 2019 and 2020, WFP implemented a local purchase initiative in northern districts, in which it procured beans from farmers for school feeding. That support ended when the Government took over school feeding, however, and there is limited evidence that such support has been sustained and that local smallholder farmers have the capacity to take advantage of the school feeding market.

27. **Strategic outcome 5 (service provision):** WFP was recognized by partners as having a comparative advantage in cash-based transfers (with entities able to use an existing system rather than setting up their own with service providers) and international procurement. WFP only received two requests from partners to provide supply chain and cash-based transfer services during the CSP, however, and in both cases there were delays. To some extent the delays were beyond the control of WFP, but WFP also underestimated the administrative burden of providing such services.

### ***Protection and accountability to affected populations***

28. WFP paid sufficient attention to protection concerns across the CSP, notably through relevant assessments to ensure security and accessibility for beneficiaries receiving cash and voucher transfers. Outcome data confirm that most households reported no protection challenges, with targets met across districts and crisis response activities. A complaint and feedback mechanism in the form of a toll-free number managed by the National University of Lesotho was in place throughout the CSP period. Although the evidence indicated that not all beneficiaries were aware of the toll-free number across all activity areas, WFP monitored the complaints and feedback received closely and redoubled its efforts to raise awareness of the mechanism in activities where the use of the service was lower.

### ***Gender, disability and inclusion***

29. The ability of WFP to achieve gender and other cross-cutting aims was limited by staffing levels and expertise, which constrained the country office's ability to focus on staff training, capacity strengthening and analysis. There is no dedicated gender officer; gender and protection are the responsibility of a single officer,

who is also responsible for leading one of the activity areas under the CSP. Although there are examples of attempts to mainstream gender across the CSP, they were inconsistent and attention to disability inclusion was limited. Transformative approaches to gender were more an aspiration than an achievement. WFP recognized this capacity gap, however, and ensured that relevant partnerships were formed, including with the Child and Gender Protection Unit within the Lesotho Mounted Police Service and the United Nations Population Fund, so that gender and protection concerns could be integrated into programming.

### ***Sustainability***

30. WFP's support for capacity strengthening across activities was appreciated by beneficiaries but largely focused on individuals, with less evidence of success in the systems strengthening on which sustainability depends. Although WFP mapped the capacity needs of key ministries and collaboratively developed associated capacity strengthening strategies, the design of the CSP was not based on an analysis of capacity needs, and the lack of such analysis at the start of the CSP hampered the sustainability of the results of capacity-strengthening interventions. Other limiting factors included the lack of a clear strategy for the handover of activities to the Government, poor prospects for government and development partner financing and high turnover of senior government staff.

31. There were gaps in efforts to promote sustainability at the community level by empowering communities and individuals to sustain their own development, which left communities dependent on WFP support. Under strategic outcome 4, community ownership of assets was limited, which hampered asset sustainability and the long-term viability of the livelihood activities created. Activities requiring low-cost inputs, such as vegetable production, tended to continue without the support of cash-based transfers, whereas activities such as livestock and poultry production were less likely to be sustained, owing to the costs of feed and households' limited capacity to produce their own feed.

### ***Environment***

32. There was limited evidence that environmental standards were applied to the design, planning and implementation of all WFP activities under the CSP. Under strategic outcome 4, communities were assisted through the creation of soil and water conservation structures, and support sought to encourage smallholder farmers to adopt less destructive land management practices and cultivate drought-tolerant crops; however, procurement of drought-tolerant seeds was often not synchronized with forecasts and planting seasons. In 2021, WFP piloted an electric pressure cooker project in five schools in the Maseru district to replace biomass cooking, with refresher training carried out in 2022. The project met with high satisfaction from the schools, with cooks reporting improved health as a result of the clean air; however, it did not progress beyond this small scale.

### ***Linkages between humanitarian and development work***

33. WFP was unable to systematically integrate crisis response with resilience building activities. For instance, lean season and COVID-19 assistance programming was not linked to complementary resilience building activities owing to geographical and financial constraints. Many crisis response interventions were undertaken in mountainous districts or urban areas, whereas resilience building activities were solely focused on lowland districts. WFP was unable to expand resilience building activities because of limited funding. Nevertheless, WFP contributed to the humanitarian–development nexus through capacity strengthening in early warning systems, with increased engagement in strengthening national policies, systems and programmes, although there is not yet evidence of community-level anticipatory action.

## **To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?**

### ***Timeliness of delivery***

34. WFP could not fully deliver its planned outputs owing to funding constraints. It nevertheless mounted a rapid and timely response to the COVID-19 pandemic and expanded its scope to cover three additional districts, incorporating urban areas in the CSP for the first time. Subsequently, WFP provided a combination of cash and commodity vouchers for the seven districts most affected by COVID-19, improving food access for food-insecure families who had been affected by drought and whose situation was exacerbated by the pandemic. Procurement was frequently a challenge, however, hindering the timely delivery of outputs despite steps taken to strengthen compliance and efficiency in WFP's procurement systems. Miscommunication

around the technical specifications of the required inputs and equipment, as well as a lack of clarity around procurement procedures, also delayed processes in other activities.

### ***Coverage and targeting***

35. WFP's coverage was limited by funding shortfalls which meant that it was unable to consistently reach the planned number of beneficiaries each year. In response, WFP understandably chose to reduce its levels of support rather than beneficiary numbers, in a context where it could only reach a fraction of those in need. While WFP's geographical targeting covered the districts facing high food insecurity, its interventions did not always reach the most vulnerable people. This was partly because the National Information System for Social Assistance database was not updated regularly and therefore the list of beneficiaries did not always accurately represent those in greatest need of support.

### ***Cost-effectiveness***

36. WFP was proactive in combatting fluctuations in the prices of food and other goods and variations in other expenses by utilizing its global long-term agreements to procure equipment and by identifying suppliers outside Maseru to reduce transportation costs and obtain greater value for money. The country office has access to various data on the cost-efficiency of its operations, but such data are not systematically collated and used to understand cost-efficiency issues or inform management decision making in areas such as prioritization or targeting for ECCD food assistance.

## **What are the factors that explain WFP's performance and the extent to which it has made the strategic shift expected under the country strategic plan?**

### ***Resourcing***

37. Funding shortfalls were experienced across all the strategic outcomes and focus areas. The best-resourced activities were principally those that benefited from financing from the Adaptation Fund, which funded a government-implemented project on improving the adaptive capacity of vulnerable and food-insecure populations in Lesotho (IACOV). The Adaptation Fund contribution was closely earmarked for IACOV activities, however, with little flexibility to support other CSP activities. Funding shortfalls affected the implementation of different activities at different times. A lack of flexible funding also compromised WFP's ability to manage and deliver the CSP as a coherent programme, with almost 72 percent of confirmed contributions earmarked at the strategic outcome or activity level. Further, funds for emergency response and resilience building were directed to specific geographical areas, reducing opportunities to layer and synergize interventions.

### ***Monitoring and reporting***

38. WFP systematically reported on corporate results framework indicators under the CSP. While output data were collected and used for upward accountability and to inform operational management decisions, monitoring at the outcome level was more problematic. For instance, the rotation of participants in asset creation schemes every three months made it difficult to track a given cohort of beneficiaries, and many indicators were disaggregated at the district or local community council level. Several CSP activities included capacity strengthening, but that area remains a particular weakness in terms of corporate results framework reporting. Thus, there was limited evidence of outcome monitoring being used for strategic, adaptive management. Where changes were made in strategic approaches, it is not clear that they were driven by monitoring and evaluation.

39. WFP built the capacity of government partners to collect and use monitoring data, but there are challenges with regard to the Government's lack of resources and the lack of a clear framework and transition strategy for the handover of monitoring responsibilities.

### ***Partnerships***

40. Partnerships were critical to the country office given WFP's limited capacity and staffing levels. They provided key capacity and skills that the country office would otherwise not have been able to maintain, including in the areas of gender equality, protection and capacity strengthening. Government counterparts reported generally good relationships with WFP. WFP also partnered with a range of United Nations entities, including FAO, the United Nations Population Fund, UNICEF, the International Organization for Migration and the United Nations Environment Programme, but engaging in joint implementation with other United Nations entities based on comparative advantage remained a struggle owing to ongoing competition for limited

funding. WFP also established relationships with civil society organizations working on crisis relief; those partnerships mainly involved operational and strategic coordination rather than service delivery for WFP. The private sector was an important partner, especially in the delivery of commodity vouchers through a network of retailer merchants and the distribution of cash; however, maintaining such a complex and diverse range of partnerships was demanding for country office staff, who had limited time.

### **Human resources**

41. The country office adjusted staffing periodically in line with funding availability and changes in the operating environment. No major persistent staffing gaps were reported for any specific positions over the CSP period. There was some turnover but WFP staffing remained relatively stable. The strategy of empowering existing staff through training to equip them with the skills needed to take on new responsibilities facilitated staff continuity. WFP also paid attention to ensuring appropriate gender balance in the workforce. The CSP shift in focus from direct implementation to building government capacity had major implications for human resources requirements, however, leading to fewer field offices and making it logistically harder to support national-scale activities. Similarly, due to budget constraints, some functions were thinly staffed – notably, there was just one position to cover nutrition, gender and protection.

### **Conclusions**

42. The basic strategic orientation of the CSP, which entailed responding directly to humanitarian needs while increasingly focusing on strengthening the capacity of national institutions and seeking to strengthen humanitarian–development links, was appropriate for WFP in Lesotho. The CSP was well aligned with national policies and with the joint objectives of United Nations system and other entities. The UNDAF had only limited success in achieving coherence in implementation, however, and the government policy and implementation frameworks were an additional constraint. The CSP was generally relevant to the needs of the vulnerable but the scale of WFP's humanitarian response was limited by financial constraints. The scope for internal coherence between WFP-supported activities was limited by the fact that its short-term crisis response and medium-term resilience building work were focused on different geographical areas.

43. Although the CSP's basic strategic direction was appropriate, most of the assumptions underpinning the CSP turned out to be only partially valid at best. This shows the depth of the underlying food security challenges in Lesotho, the limited knowledge of “what works” in addressing vulnerability in the country and the challenges linked to capacity development.

44. Overall, WFP made a positive contribution in Lesotho while operating under difficult circumstances. Crisis response activities improved short-term food security outcomes for beneficiaries but benefits were not sustained once the interventions ended. There is evidence that WFP contributed to a limited strengthening of nutrition outcomes. School feeding at ECCD centres had positive effects but did not necessarily reach the most vulnerable children of pre-primary-school age. The launch of the IACOV project was disrupted by the pandemic but there are signs that the project is beginning to show positive results.

45. Financial constraints meant that WFP was unable to deliver on the scale envisaged in the original CSP, but resources were generally deployed efficiently and the country office acted to address problems with the timeliness of procurement. Targeting of food-insecure communities was appropriate but targeting of the most vulnerable households and individuals within communities proved more difficult.

46. WFP responded well to crises, including in its adaptation to COVID-19. WFP's shock-responsive support was appropriately targeted but resource constraints meant that it covered only a limited proportion of identified needs in Lesotho, and there are concerns about targeting within communities and the sustainability of gains made. WFP also responded well to the Government's unanticipated decision to take over primary school feeding in 2020 by continuing to provide capacity strengthening support and deliver ECCD food assistance.

47. WFP was insufficiently analytical in its design of resilience building activities that were intended to contribute to climate resilience and sustainable livelihoods. Approaches that have been followed for decades were based on certain unrealistic assumptions about the viability and sufficiency of rural livelihoods in Lesotho. There was scope for stronger linkages between WFP activities and the national social protection strategy and programmes.



48. The limited footprint of WFP-supported resilience building interventions meant that there was little scope for working at the humanitarian–development nexus at the intervention level. Efforts to strengthen the nexus have been limited, partly due to funding constraints and the geographical spread of WFP interventions.

49. Significant progress was made in the reorientation towards capacity strengthening, although the country office was not able to carry out a full analysis to inform the design of capacity strengthening strategies due to time constraints. Country capacity strengthening efforts were mainly focused on individual technical capacity, with less emphasis on strengthening government and national institutions.

50. Partnerships are increasingly important, especially in view of the focus on country capacity strengthening, but there is a risk of overstretching the human resources of the country office and scope for focusing more on the areas where WFP can add the most value. Partnerships with the Government were strong at the technical and service-provision levels but, partly because of political instability, less effective at a higher strategic level, such as for influencing policy and strategy.

51. While the country office made an effort to mainstream gender across its activities, its ability to ensure gender-transformative programming was limited by staffing levels and expertise. WFP paid sufficient attention to protection concerns across the CSP and accountability to affected populations was addressed, but more could have been done to ensure that communities were informed about feedback mechanisms.

52. The sustainability of the benefits of both humanitarian and resilience building interventions remains a concern. This is exacerbated by the lack of good evidence regarding which interventions are most effective in Lesotho over the long term.

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
<b>1</b>	<b>Reinforce the approach to capacity strengthening across the new country strategic plan.</b>		Country office	Regional bureau and headquarters (Country Capacity Strengthening Unit)		
1.1	Continue to assess capacity needs but rebalance the approach to country capacity strengthening to include advocacy at the highest levels to support the strengthening of government systems and improve the necessary preconditions for a successful handover of activities.	Strategic			High	2029
1.2	Consider increasing government capacity strengthening activities at the district level to complement national-level work.	Operational			Medium	2029
1.3	Strengthen the monitoring of capacity development activities and their outcomes.	Operational			High	2025
<b>2</b>	<b>Link the theory of change for the next country strategic plan to stronger monitoring, evaluation and learning and deeper gender analysis.</b>	Strategic	Country office	Regional bureau and headquarters (Research, Assessment and Monitoring Division; Gender Equality Office)	High	2024

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
2.1	<p>The theory of change for the next country strategic plan should spell out how WFP activities will contribute to the desired outcomes and state the key assumptions on which effectiveness depends. It will be important to:</p> <ul style="list-style-type: none"> <li>➤ make more realistic assumptions;</li> <li>➤ specify WFP's role in relation to the Government and other partners; and</li> <li>➤ provide a clear explanation of the results that could be attributable to WFP and how they will be monitored.</li> </ul>					
2.2	Elaborate a specific sub-theory of change that outlines pathways for achieving gender-transformative results.					

2.3	<p>The country strategic plan should include a monitoring, evaluation and learning strategy that is linked to the theory of change. The strategy should:</p> <ul style="list-style-type: none"> <li>➤ streamline corporate results framework reporting to the extent possible;</li> <li>➤ coordinate monitoring and evaluation activities with those of other United Nations entities;</li> <li>➤ support the strengthening of data gathering and analysis by the Government;</li> <li>➤ improve monitoring protocols for all levels of results; and</li> <li>➤ ensure that monitoring information is used to inform strategic decision making during the implementation of the country strategic plan.</li> </ul>				2025
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#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
3	<p><b>Reconsider WFP's approaches to resilience building and the humanitarian–development nexus in Lesotho.</b></p> <ul style="list-style-type: none"> <li>➤ In preparing the next country strategic plan, draw on an analysis of multisectoral vulnerabilities and related coping strategies in Lesotho.</li> <li>➤ Work with partners (Government, United Nations, others) to build a common understanding of resilience to food crises in Lesotho.</li> <li>➤ Invest in gathering evidence on and analysing the effectiveness of resilience interventions, in order to inform decisions on which interventions should be scaled up by all stakeholders, including the Government.</li> <li>➤ Support efforts to establish a single registry to coordinate interventions by various entities at the humanitarian–development nexus.</li> </ul>	Strategic	Country office	Regional bureau	High	2029
4	<p><b>Strengthen targeting and prioritization to meet the needs of the most vulnerable, given limited resources, while maintaining WFP's own capacity to respond to humanitarian crises.</b></p>	Strategic and operational	Country office	Regional bureau and headquarters (Research, Assessment and Monitoring Division; Resilience and Food Systems Service; School-based Programmes Division)	High	
4.1	Continue to support the strengthening of the Lesotho vulnerability analysis committee.					2029

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
4.2	Support the development of national guidelines on the targeting of vulnerable households for crisis response and resilience-building activities.					2026
4.3	Continue to support community-based approaches to targeting that support equity and inclusion.					2029
<b>5</b>	<b>Contribute to strengthening the humanitarian-development nexus by deepening engagement with the national social protection system.</b>	Strategic	Country office	Regional bureau and headquarters (Social Protection Unit)	High	Ongoing
5.1	Support efforts to address the needs of chronically food-insecure households through social protection programmes rather than through emergency response.					2029
5.2	Support the Government in the development of shock-responsive social protection mechanisms.					2029
5.3	Improve the link between social protection and rural development efforts and instruments to provide pathways to self-reliance for social assistance beneficiaries. This would involve helping to strengthen coordination across government agencies concerned with social protection, agriculture and rural development.					2029
5.4	Work with the Government to support and institutionalize early childhood care and development food assistance as part of the primary school system in order to include the most vulnerable children.					2029

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
<b>6</b>	<b>Strengthen country office capacity to cover new roles while making the best use of limited resources.</b>					
6.1	In the next staffing review, ensure that: <ul style="list-style-type: none"> <li>➤ core support services are aligned with internal and external demand ; and</li> <li>➤ technical services, including monitoring, evaluation and learning and gender, are adequately staffed.</li> </ul>	Operational	Country office	Regional bureau	High	2024
6.2	Invest in training country office staff in social protection and advocacy.	Operational	Country office	Regional bureau	High	2025
6.3	Ensure access to additional specialist expertise to support advocacy and systemic capacity strengthening, especially in fields such as nutrition, social protection and transformative gender approaches.	Operational	Regional bureau	Country office and headquarters (Human Resources Division)	High	2025

# 1. Introduction

## 1.1. EVALUATION FEATURES

1. Country strategic plans (CSPs) are the core planning and management framework for WFP operations at the country level; they are evaluated towards the end of their implementation period, to assess progress and results and to identify lessons for the design of subsequent country-level support.<sup>8</sup> This evaluation is expected to support the design of the next Lesotho CSP, starting in 2024, and to offer WFP stakeholders an independent, constructive assessment of the current CSP's performance, opportunities, challenges and potential future directions. It serves the dual objectives of accountability and learning.<sup>9</sup>

2. In line with the terms of reference (ToR), which are summarized at Annex 1, the temporal scope of the evaluation covers CSP implementation from July 2019 to mid-2023. It also takes account of the transitional interim country strategic plan (T-ICSP, January 2018–June 2019) to assess key changes in the approach from previous implementation modalities through the T-ICSP to the current CSP.<sup>10</sup> The main unit of analysis is the CSP and the geographical scope is countrywide. For more on the methodology of this evaluation, see Section 1.4 below.

3. The principal WFP users of the evaluation are the Lesotho country office (CO), the regional bureau for southern Africa in Johannesburg (RBJ), technical units at headquarters (HQ), senior management and the Executive Board (EB). Other users include the Government of Lesotho (GoL), donor agencies, and implementing partners (non-governmental organizations (NGOs), private sector, academia) with which the country office interacts during the design and implementation of the CSP. These users are also the key stakeholders in CSP implementation, along with the intended beneficiaries. The latter can be divided into the vulnerable households and communities whose food security and climate resilience the CSP should enhance; and those individuals and agencies whose capacity the CSP should strengthen.

4. Data collection began during the inception phase (January–March 2023), but was focused on a mission to Lesotho, 24 April–12 May 2023. The full timeline for the evaluation is at Annex 2. The evaluation was conducted in line with the norms and standards of the United Nations Evaluation Group (UNEG)<sup>11</sup> and adopted a gender-sensitive approach.

## 1.2. CONTEXT

### 1.2.1. Overview

5. Lesotho is a lower middle-income country (LMIC) in southern Africa. It has an area of 30,355 square kilometres,<sup>12</sup> and an estimated population of 2.3 million,<sup>13</sup> 71 percent of whom live in rural areas (2021).<sup>14</sup> It is divided into ten districts. The capital, Maseru, is the major urban area with a population of about 331,000 at the last census (2016).<sup>15</sup> Lesotho is mountainous, and surrounded by the Republic of South Africa (see Map 1). The Basotho are by far the largest ethnic group (99.7 percent).<sup>16</sup> During the colonial era, the country's status as a British protectorate saved it from absorption into South Africa, but it was economically dominated by its much larger neighbour, which drew on it for migrant labour.

<sup>8</sup> WFP, 2016b, *Policy on Country Strategic Plans*. Rome: WFP/EB.2/2016/4-C/1/Rev. 1, page 19.

<sup>9</sup> WFP, 2022a, *Evaluation of Lesotho Country Strategic Plan, (2019-2024). Terms of reference*. Rome: Office of Evaluation, WFP.

<sup>10</sup> From ToR: "Although the CSP cycle starts in 2019, the evaluation will also look at the T-ICSP (January 2018–June 2019) to assess key changes in the approach from Country Programme over T-ICSP to the current CSP, and if the envisaged strategic shifts have taken place and, if so, what the consequences were. In cases where indicators have remained the same across the T-ICSP and the CSP, a trend analysis will be conducted. This will be verified during inception." WFP, 2022a, para 49).

<sup>11</sup> UNEG, 2016, *Norms and Standards for Evaluation*. United Nations Evaluation Group (2016). New York.

<sup>12</sup> Central Intelligence Agency (CIA, 2023, CIA (2023) *The world factbook: Lesotho*. <https://www.cia.gov/the-world-factbook/countries/lesotho/> (accessed 17 February 2023).

<sup>13</sup> World Bank, 2023b, *The World Bank: Data: Lesotho*. <https://data.worldbank.org/country/LS>, (accessed 17 February 2023).

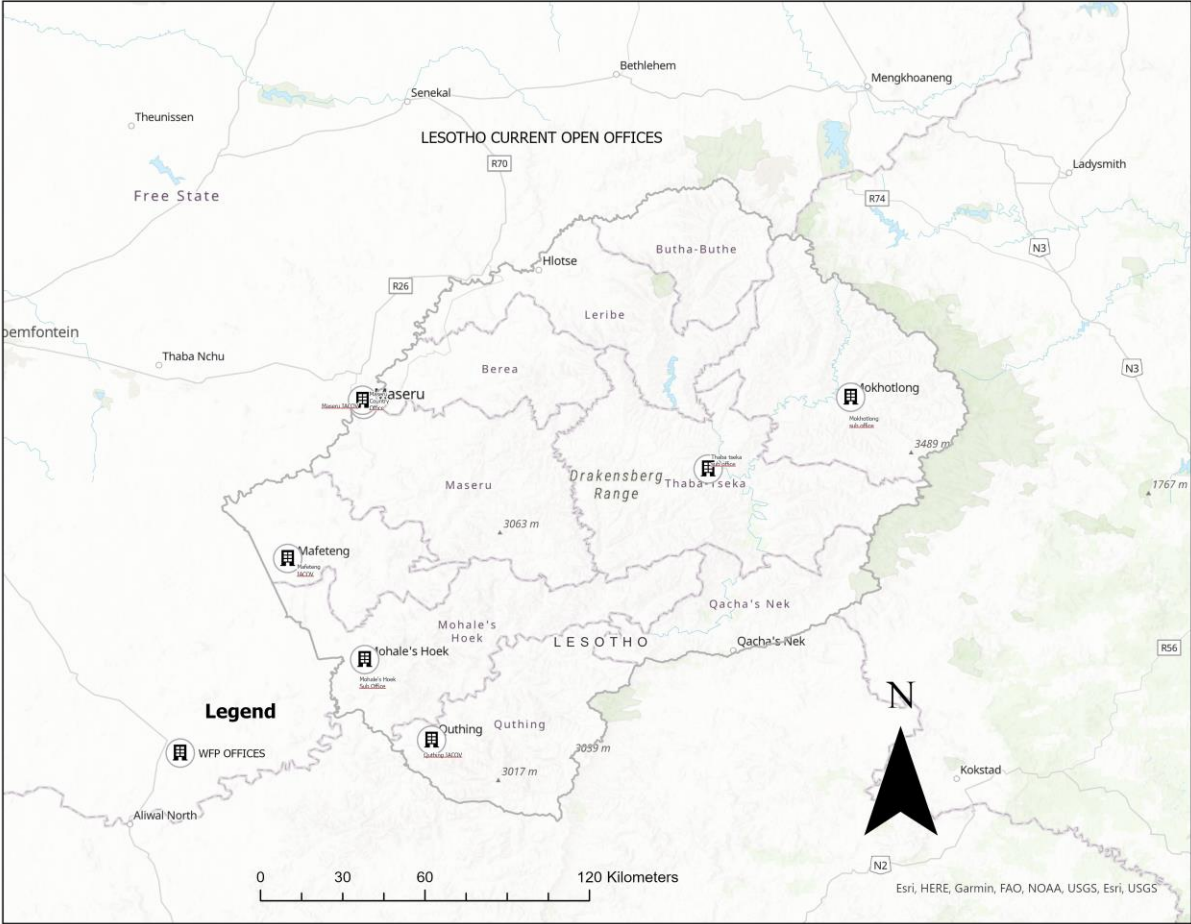
<sup>14</sup> *ibid.*

<sup>15</sup> *ibid.*

<sup>16</sup> CIA, 2023, CIA (2023) *The world factbook: Lesotho*. <https://www.cia.gov/the-world-factbook/countries/lesotho/> (accessed 17 February 2023); World Bank, 2023b, *The World Bank: Data: Lesotho*. <https://data.worldbank.org/country/LS>, (accessed 17 February 2023).



**Map 1 Lesotho map (with WFP offices in 2023)**



Source: WFP GIS unit.

6. Lesotho has a low Human Development Index – 0.514 in 2021 and ranked 168 out of 189 countries.<sup>17</sup> Inequality and poverty levels are high: the Gini coefficient was 44.9 percent for 2010-2018,<sup>18</sup> with 32.4 percent of the population living on less than United States dollars (USD) 2.15 a day (2017 purchasing power parity).<sup>19</sup> Despite significant poverty reduction over the past 20 years, incomes have stagnated in rural areas, widening the urban-rural gap.<sup>20</sup> Lesotho has high incidences of the human immunodeficiency virus (HIV) and tuberculosis (TB); in 2020, the country had one of the highest TB incidence rates in the world (21 percent),<sup>21</sup> and still has the second-highest HIV prevalence, affecting especially women.<sup>22</sup>

7. Women and girls comprise 50.7 percent of Lesotho’s population.<sup>23</sup> More than 60 percent of the population are aged between 15 and 64. The total fertility rate is 3 children per woman, below the east and southern Africa regional average of 4.8 children. The adolescent birth rate was 91 per 1,000 women and girls aged 15-19 years in 2017, close to the average rate of 92 for the region. Life expectancy at birth in 2022 was estimated at 59 years for women, higher than for men (52 years).<sup>24</sup>

<sup>17</sup> United Nations Development Programme (UNDP, 2023, Human development reports: data centre. <https://hdr.undp.org/data-center/specific-country-data#/countries/LSO> (accessed 17 February 2023).  
<sup>18</sup> World Bank, 2023b, The World Bank: Data: Lesotho. <https://data.worldbank.org/country/LS>. (accessed 17 February 2023).  
<sup>19</sup> *ibid.*  
<sup>20</sup> World Bank, 2019a, *Lesotho poverty assessment: progress and challenges in reducing poverty*. Washington, DC: The World Bank.  
<sup>21</sup> UK Health Security Agency, 2022, Tuberculosis by country: rates per 100,000 people. Available at: <https://www.gov.uk/government/publications/tuberculosis-tb-by-country-rates-per-100000-people>.  
<sup>22</sup> World Health Organization (WHO, n.d., HIV, Estimated number of people (all ages) living with HIV. Available at: <https://www.who.int/data/gho/data/indicators/indicator-details/GHO/estimated-number-of-people-living-with-hiv>.  
<sup>23</sup> World Bank, 2023b, The World Bank: Data: Lesotho. <https://data.worldbank.org/country/LS>. (accessed 17 February 2023).  
<sup>24</sup> United Nations Population Fund (UNFPA, 2023, World population dashboard. <https://www.unfpa.org/data/world-population-dashboard> (accessed 17 February 2023).

## 1.2.2. National policies and the Sustainable Development Goals

8. The CSP noted: “Three consecutive coalition governments have been in place since 2012, which has resulted in political instability and a challenging operating environment”.<sup>25</sup> A further national election in 2022 led to the formation of another coalition government and a reorganization of government ministries.

9. Lesotho adopted the United Nations 2030 Agenda for Sustainable Development (2030 Agenda) in 2016, and is mainstreaming the Sustainable Development Goals (SDGs) through its five-year national development plan, the Second National Strategic Development Plan (NSDP II) for the period 2018/19-2022/23<sup>26</sup> (now extended to 2028).<sup>27</sup> NSDP II aims to transform Lesotho from a consumption-based to a production- and export-driven economy. It serves as the implementation framework for other instruments such as the National Vision 2020, the African Union Agenda 2063 and the Regional Indicative Strategic Development Plan of the Southern African Development Community.<sup>28</sup> It identifies four key priority areas: (1) enhancing inclusive and sustainable economic growth and private sector-led job creation; (2) strengthening human capital; (3) building enabling infrastructure; and (4) strengthening national governance and accountability systems.

10. Various ministries have responsibilities related to food or nutrition. The Food and Nutrition Coordination Office (FNCO), under the Office of the Prime Minister, is responsible for strategic leadership and coordination on nutrition issues.<sup>29</sup> National commitment towards nutrition is reflected in NSDP II and also in the Lesotho Food and Nutrition Policy (2016)<sup>30</sup> and the Food and Nutrition Strategy and Action Plan (FNSAP),<sup>31</sup> launched in March 2019.

11. Policies and legislation for management and reduction of disaster risk are in place, and incorporate food security and nutrition components. These include: the Disaster Management Act 1997,<sup>32</sup> which established the Disaster Management Authority (DMA); the Disaster Risk Reduction Policy (2011),<sup>33</sup> which aimed at integrating disaster risk reduction into national development frameworks, strengthening institutional capacity and increasing public awareness about risk reduction and emergency preparedness; and the Lesotho National Strategic Resilience Framework (2019-2023).<sup>34</sup>

12. Lesotho presented voluntary national reviews (VNRs) on the implementation of the 2030 Agenda in 2019<sup>35</sup> and 2022.<sup>36</sup> Voluntary national review 2022 highlights included: establishment of a multi-stakeholder coordination structure to develop internal capacities for SDG-aligned development planning, implementation, monitoring and oversight; development of the second National Strategy for Development of Statistics; and a gender-mainstreaming focus. It noted challenges concerning effective action to combat climate change through resilience and adaptation measures; mobilizing development finance; and addressing inequalities that were aggravated by the COVID-19 pandemic, particularly in education, the labour market and health care.

## 1.2.3. Food and nutrition security

13. In 2022, Lesotho ranked 113 out of 121 countries in the Global Hunger Index (GHI) with a serious level of hunger as compared to 2013 levels.<sup>37</sup> In the period 2019-2021, the prevalence of undernourishment reached 34.7 percent of the population.<sup>38</sup>

14. In the period July to September 2022, 15 percent of the population in rural areas of Lesotho was classified in Integrated Phase Classification (IPC) Phase 3 (Crisis); six out of ten districts were classified in IPC

<sup>25</sup> WFP Lesotho, 2019a, *Lesotho Country Strategic Plan (2019-2024)*. Rome: WFP/EB.A/2019/8-A/5.

<sup>26</sup> Government of Lesotho, 2018a, *National Strategic Development Plan II 2018/19 to 2022/23*.

<sup>27</sup> Government of Lesotho, 2023, *National Strategic Development Plan II Strategic Focus 2023/24-2027/28*. Maseru: Ministry of Development Planning.

<sup>28</sup> *ibid.*

<sup>29</sup> Government of Lesotho, 2019a, *Lesotho Food and Nutrition Strategy and Action Plan 2019-2023*.

<sup>30</sup> Government of Lesotho, 2016, *Lesotho Food and Nutrition Policy (LFNP) 2016-2025*. Maseru: Food and Nutrition Coordination Office.

<sup>31</sup> Government of Lesotho, 2019a, *Lesotho Food and Nutrition Strategy and Action Plan 2019-2023*.

<sup>32</sup> Government of Lesotho, 1997, *Disaster Management Act 1997*.

<sup>33</sup> Government of Lesotho, 2011, *Disaster Risk Reduction Policy*.

<sup>34</sup> Government of Lesotho, 2019d, *Lesotho National Strategic Resilience Framework 2019-2030*. Maseru.

<sup>35</sup> Government of Lesotho, 2019b, *Voluntary National Review on the Implementation of the Sustainable Development Goals 2019*.

<sup>36</sup> Government of Lesotho, 2022a, *Voluntary National Review on the Implementation of the Sustainable Development Goals Report 2022*.

<sup>37</sup> Von Grebmer et al., 2022 Von Grebmer, K., Bernstein, J., Wiemers, M., Reiner, L., Bachmeier, M., Hanano, A., Towey, O., Ni Chéilleachair, R., Foley, C., Gitter, S., Larocque, G., Fritschel, H. and Resnick, D., (2022) *2022 Global Hunger Index*. Bonn and Dublin: Welt Hunger Hilfe and Concern Worldwide: page 13.

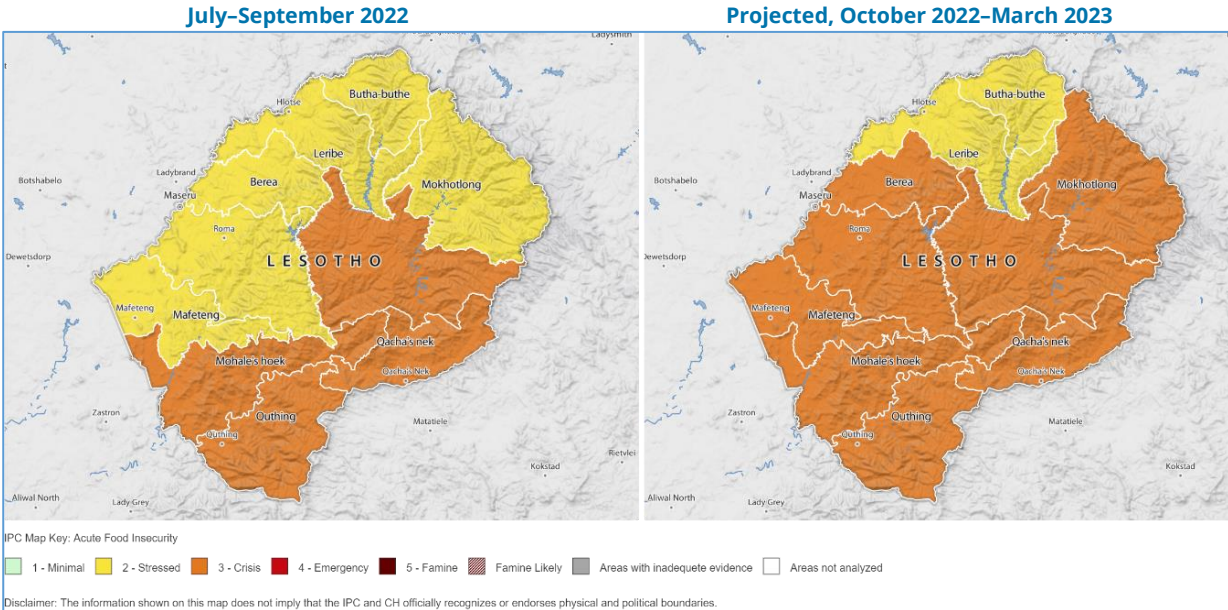
<sup>38</sup> *Ibid.*

Phase 2 (Stressed) and four in IPC Phase 3 (Crisis) – see Map 2 below. Households were expected to face a decrease in crop production and loss of main livelihood earlier than in a normal year (July as opposed to October) due to heavy rains in addition to increasing inflation and reduced income opportunities. The projections for the period October 2022–March 2023 (lean season), indicated that more people were likely to experience high acute food insecurity, as compared to the previous year. More specifically, about 320,000 people would face a food insecurity situation (IPC Phase 3) and might require humanitarian assistance.<sup>39</sup>

15. Lesotho’s progress in achieving child-related SDG indicators is varied.<sup>40</sup> This has broader relevance, because improving nutritional outcomes in children has positive effects on adult health and developmental outcomes. Acceleration is needed to meet the SDG target for stunting, with stunting in children aged under 5 years at 32.1 percent in 2020.<sup>41</sup> Disaggregated data for 2018 indicate that it is more prevalent in boys (36.6 percent) than in girls (32.7 percent), in rural areas (36 percent, compared to 28 percent in urban areas), and in children born to illiterate (58 percent) or adolescent (39 percent) mothers.<sup>42</sup> The SDG target for wasting has been met. However, wasting is higher for boys (2.4 percent) than for girls (1.7 percent), according to 2018 figures<sup>43</sup> and this was also the case for underweight children in 2018, with the prevalence in boys being 12 percent, and 9.1 percent in girls.<sup>44</sup> Lastly, acceleration is also needed to meet the SDG target for overweight figures. The prevalence of overweight children (moderate and severe) in 2018 was greater in boys (7.3 percent) than girls (5.8 percent).<sup>45</sup>

16. Child undernutrition is a major challenge in Lesotho and is a result of poverty, natural disasters, low consumer demand for nutritious food, low agricultural productivity and limited government capacity to deliver interventions: children from households facing poverty are five times more likely to suffer from acute undernutrition.<sup>46</sup>

**Map 2 Lesotho: Integrated Phase Classification acute food insecurity situation 2022**



Source: Integrated Food Security Phase Classification (date of extraction 17.02.2023).

<sup>39</sup> IFPC, 2022, Integrated Food Security Phase Classification (2022) <https://www.ipcinfo.org/ipc-country-analysis/details-map/en/c/1155843/?iso3=LSO> [accessed 27 April 2023].

<sup>40</sup> United Nations Children’s Fund (UNICEF, n.d., *Sustainable Development Goals: Child well-being*. <https://data.unicef.org/sdgs/country/lso/> [accessed 27 April 2023].

<sup>41</sup> UNICEF, WHO, and World Bank, 2021, *Levels and trends in child malnutrition*. UNICEF/WHO/World Bank Group joint child malnutrition estimates, 2021 edition. Geneva: World Health Organization.

<sup>42</sup> UN Lesotho, 2022a, *UN country results report 2021*. Maseru: United Nations.

<sup>43</sup> UNICEF, WHO, and World Bank, 2021, *Levels and trends in child malnutrition*. UNICEF/WHO/World Bank Group joint child malnutrition estimates, 2021 edition. Geneva: World Health Organisation.

<sup>44</sup> *ibid.*

<sup>45</sup> *ibid.*

<sup>46</sup> Global Nutrition Report, 2022, *2022 Global Nutrition Report*. Available at: <https://globalnutritionreport.org/reports/2022-global-nutrition-report/>.

#### 1.2.4. Agriculture and livelihoods

17. Lesotho has four agro-ecological zones: Lowland, Senqu River Valley, Foothills, and Mountains.<sup>47</sup> The Mountain zone is sparsely populated but intensively used for livestock grazing. Some crop production also occurs there, and the mountains are the source of the kingdom's diamond and water exports. The agriculture, forestry and fisheries sectors contribute 3.5 percent of the country's gross domestic product (GDP).<sup>48</sup> However, 85.6 percent of Lesotho's land area is classed as used for agriculture<sup>49</sup> and, as of 2021, agricultural work represented 30 percent of the total.<sup>50</sup> Agriculture is mostly at a subsistence or sub-subsistence level, making a significant contribution to Basotho livelihoods.<sup>51</sup>

18. The most recent agriculture census, for 2019/2020, found a decline of 11.7 percent in agricultural holdings, compared to 2009/2010, with falls in area planted, area harvested and crop yields over the same period. Smallholder (subsistence) production of maize per hectare (ha) fell from 0.8 metric tons (mt) to 0.3 mt over the period; in 2019/2020, productivity on commercial farms was 0.9 mt/ha. Smallholder wheat production fell from 1.2 mt/ha to 0.3 mt/ha over the period, with commercial productivity in 2019/2020 at 1.9 mt/ha. Smallholder sorghum productivity was 0.7 mt/ha in 2009/2010 and 0.2 mt/ha in 2019/2020, with commercial productivity at 1.6 mt/ha in the latter year.<sup>52</sup>

19. Lesotho is a net importer of agricultural products.<sup>53</sup> In 2021, the value of agricultural exports was USD 111 million, compared to imports of USD 571 million.<sup>54</sup> The main products exported in 2021 were wheat flour, maize and wool products, while the main agricultural imports included maize flour, corn, wheat flour, food wastes, sheep and chicken,<sup>55</sup> with 70 percent of imports coming from South Africa.<sup>56</sup>

#### 1.2.5. Climate change and vulnerability

20. Lesotho has fragile ecosystems because of its topography, type and pattern of rainfall, erodibility of soils, land use patterns and degradation of habitats such as its bogs and sponges.<sup>57</sup> High aridity and periods of intense drought exacerbate the loss of biological diversity, the deterioration of rangelands and the reduction of crop and animal productivity, while high evaporation rates and the virtual absence of permanent surface water over much of the country combine to make water a scarce resource,<sup>58</sup> except where it is impounded in large dams for hydroelectricity generation and the export of water to South Africa.

21. Lesotho is highly vulnerable to climate change and variability, an aspect that is increasingly apparent given the decrease in crop yields in recent years<sup>59</sup> caused by more frequent droughts and floods related to the El Niño and La Niña phenomena respectively. According to the 2019 Drought Situation Report,<sup>60</sup> delayed rains and water shortages have affected many sectors, like sanitation, agriculture, food security, health and nutrition. This has been a significant cause of migration, mainly to urban areas and to South Africa.

22. Lesotho is party to the United Nations Framework Convention on Climate Change (UNFCCC) and has developed policies and institutional arrangements related to mitigation objectives. These include NSDP II,

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<sup>47</sup> Government of Lesotho, 2000, *National Report on Climate Change*.

<sup>48</sup> World Bank, 2023b, *The World Bank: Data: Lesotho*. <https://data.worldbank.org/country/LS>, (accessed 17 February 2023).

<sup>49</sup> *ibid.*

<sup>50</sup> *ibid.*

<sup>51</sup> UNICEF, WHO, and World Bank, 2021, *Levels and trends in child malnutrition*. UNICEF/WHO/World Bank Group joint child malnutrition estimates, 2021 edition. Geneva: World Health Organization.

<sup>52</sup> Government of Lesotho, 2021b, *2019/2020 Lesotho Agricultural Census: Key Findings Report*.

<sup>53</sup> Lesotho was a net exporter of food until the 1920s. South African policy to favour White producers (and imports from countries like Australia) gradually made the terms of trade unfavourable for Basotho producers. See Wikle, 2015, *Subsistence Farming and Economic Hardship in Lesotho, Africa's Mountain Kingdom*, Thomas A. Wikle, article in *Focus on Geography*, Volume 58, Issue 2, June 2015.

<sup>54</sup> World Trade Organization, not dated. *WTO Stats*, [accessed 17 February 2023].

<sup>55</sup> FAO, 2023, *FAOSTAT: crops and livestock products*.

<sup>56</sup> IFPC, 2022, *Integrated Food Security Phase Classification (2022)* <https://www.ipcinfo.org/ipc-country-analysis/details-map/en/c/1155843/?iso3=LSO> [accessed 27 April 2023].

<sup>57</sup> World Bank, 2021, *Climate Risk Country Profile: Lesotho*.

<sup>58</sup> *ibid.*

<sup>59</sup> See para 18 above.

<sup>60</sup> LVAC, 2020a, Lesotho Vulnerability Assessment Committee (2020) *Drought Situation Report*.

which aims at mainstreaming climate change and environmental protection;<sup>61</sup> and the National Climate Change Policy (2017-2027).<sup>62</sup>

### 1.2.6. COVID-19

23. The COVID-19 pandemic had profound effects on Lesotho. Lockdown measures limited movement within the country as well as into South Africa,<sup>63</sup> exacerbated unemployment and affected income generation, posing even greater challenges to economic recovery and poverty reduction.<sup>64</sup> The lockdown measures and mobility restrictions especially affected the informal business sector and the textile industry - two sectors that mainly employ women.<sup>65</sup> On the social front, there was a spike in gender-based violence (GBV), and health-related impacts occurred as a result of the diversion of finance with a focus on COVID-19, which caused deteriorations in the maternal mortality rate, neonatal and under-5 mortality, and the adolescent fertility rate. Similarly, there was a reduction of 67 percent in HIV testing among adolescents and young people.<sup>66</sup>

### 1.2.7. Education

24. Lesotho has a "7-3-2" formal education structure. Primary education in Lesotho is free and compulsory, with an official entry age of six and a duration of seven grades. According to 2017 figures, the net enrolment rate for primary education was 93 percent (for both boys and girls),<sup>67</sup> close to achieving universal primary education. However, as of 2019, the primary completion rate for girls (96 percent) is considerably higher than for boys (85 percent).<sup>68</sup> The net secondary education enrolment rate for Lesotho was 41 percent in 2016, while enrolment was higher for girls (50 percent) than for boys (33 percent).<sup>69</sup> In 2019 the lower secondary completion rate was 47.8 percent. The adult literacy rate is 81 percent for ages 15 and older; women have a higher literacy rate (89 percent), than men (73 percent).<sup>70</sup>

25. Early childhood care and development (ECCD) education in Lesotho is divided into reception classes, home bases and centres. Reception classes are centres attached to some of the existing primary schools; ECCD centres are privately owned by individuals; home bases are community initiatives. Data on ECCD education are difficult to collect and to capture due to poor formal registration of ECCD centres and home bases.<sup>71</sup> However, according to the 2019 Education Statistics Report, there are 2,094 ECCD institutions in Lesotho, of which 66.5 percent are community owned, 17.8 percent are privately owned, and 4.3 percent are government owned.<sup>72</sup> The same data also show that there are 1,486 registered primary schools in Lesotho, of which 241 have ECCD reception classes attached.<sup>73</sup>

### 1.2.8. Gender, equity and inclusion

26. Gender equality in Lesotho continues to be undermined both by the under-representation of women in different political, educational and social settings and by the prevalence of gender-based violence.<sup>74</sup> In 2021, Lesotho ranked 168 out of 191 countries on the Gender Inequality Index, which encompasses three dimensions (reproductive health, empowerment and the labour market).<sup>75</sup> Women fare badly in their

<sup>61</sup> Government of Lesotho, 2021c, *The Kingdom of Lesotho's Third National Communication on Climate Change*.

<sup>62</sup> Government of Lesotho, 2017c. *National Climate Change Policy 2017-2027*. Maseru. This has four pillars: (1) adaptation and climate risk reduction; (2) mitigation and low-carbon development pathways; (3) governance and institutional arrangements; and (4) climate finance and investment framework.

<sup>63</sup> IOM, 2021, *A rapid assessment report on migration situation, COVID-19 impact & the livelihood of returned migrants, mobile population and vulnerable populations in Mokhotlong & Thaba Tseka districts in Lesotho*.

<sup>64</sup> WFP Lesotho, 2021c, *Lesotho Annual Country Report 2021*.

<sup>65</sup> UN Lesotho, 2022a, *UN country results report 2021*. Maseru: United Nations.

<sup>66</sup> UNICEF, 2021, *Lesotho Country Office Annual Report 2021*.

<sup>67</sup> World Bank, 2023b, *The World Bank: Data: Lesotho*. <https://data.worldbank.org/country/LS>.

<sup>68</sup> *ibid.*

<sup>69</sup> *ibid.*; data for later years not available.

<sup>70</sup> United Nations Educational, Scientific and Cultural Organization (UNESCO, 2022, Literacy rate, adult total (% of people ages 15 and above) – Lesotho, obtained from <https://data.worldbank.org/indicator/SE.ADT.LITR.ZS?locations=LS> [accessed 17 February 2023].

<sup>71</sup> Bureau of Statistics, 2021. *2019 Education Statistics Report. Statistical Report No.32 of 2021*.

<sup>72</sup> *ibid.*

<sup>73</sup> *ibid.*

<sup>74</sup> UN Women, 2022 *Lesotho Fact Sheet*.

<sup>75</sup> UNDP, 2022, *Human Development Report 2021/2022*.

proportion of seats in the Lesotho Parliament (26.4 percent in 2022), and in labour force participation (56.1 percent in 2021, compared to 71 percent for men).<sup>76</sup>

27. UN Women has highlighted other challenges. In 2018, 16.5 percent of women and girls aged 15-49 years had been subject to physical and/or sexual violence by a current or former intimate partner in the previous 12 months. Additionally, women and girls aged 15 years or more had spent 15.6 percent of their time on unpaid care and domestic work, compared to 6.2 percent of men.<sup>77</sup> Moreover, there are gaps in SDG indicators from a gender perspective, as well as a lack of methodologies for regular monitoring of key indicators.<sup>78</sup>

28. In 2019, the Lesotho Parliament passed the Disability Equality Act, which promotes and protects the rights of Basotho with disabilities, about 2.5 percent of the population.<sup>79</sup> The Persons with Disability Equity Act was passed in 2021, establishing the Persons with Disability Advisory Council, to provide for equal opportunities and recognition of the rights of persons with disabilities.<sup>80</sup>

### 1.2.9. Migration, refugees and internally displaced persons

29. The influence of climate change on migration was noted above (paragraph 21). Lesotho has shown progress in delivering on its international commitments to protect refugees, such as the 2018 Global Compact on Refugees, which Lesotho endorsed.<sup>81</sup> It is reportedly “one of the few countries in the region that has offered to locally integrate refugees uprooted in the region on account of xenophobic attacks or political reasons”.<sup>82</sup> There is a legal framework in place that allows migrants to access public services, the job market and government grants in case of unemployment. Legislation also offers ample protection to women and girls in the country.<sup>83</sup> Nevertheless, there is a need for a mechanism to identify stateless persons in order to provide them with protection measures.<sup>84</sup> It has been recommended that the country increase efforts to secure access to education for refugee children (close to 40 percent of refugees and asylum seekers).<sup>85</sup>

30. Recorded numbers of internally displaced persons (IDPs) in Lesotho are quite small. The Internal Displacement Monitoring Centre (IDMC) reported 1,400 internally displaced persons as a result of flash floods in Mafeteng and Mohale's Hoek in March 2018, and 729 internally displaced persons resulting from heavy winds across the country in August 2021.<sup>86</sup>

31. In 2021, Lesotho experienced negative net migration, highlighting the substantial migrant flows out of the country.<sup>87</sup> Labour migration is a common feature of Lesotho livelihoods, and the country has a long history of migration as a labour pool for South Africa, with many Basotho migrants previously working in South African mines. Since the 1990s, the number of Basotho migrants working in South African mines has drastically reduced, but there has been a growing number of migrants, particularly women, employed in domestic work in South Africa.<sup>88</sup> Remittances from these migrant workers are important to the gross domestic product of Lesotho, making up 21 percent in 2022.<sup>89</sup> The United Nations International Convention on the Protection of All Migrant Workers and Members of their Families stresses that migrant workers have the right to (freely)

<sup>76</sup> World Bank, 2023b, *The World Bank: Data: Lesotho*. <https://data.worldbank.org/country/LS>.

<sup>77</sup> UN Women, 2022, *Lesotho Fact Sheet*.

<sup>78</sup> *ibid.*

<sup>79</sup> World Bank, 2019b, *Lesotho set to advance the rights of people with disabilities*. Available at: Lesotho set to advance the rights of people with disabilities (worldbank.org).

<sup>80</sup> Government of Lesotho, 2021a, *Persons with Disability Act, 2021*.

<sup>81</sup> United Nations High Commissioner for Refugees (UNHCR, 2018, *Global Compact on Refugees*. See <https://www.unhcr.org/uk/the-global-compact-on-refugees.html> [accessed 28 March 2023].

<sup>82</sup> UNHCR, 2019, *UN High Commissioner for Refugees, UNHCR Submission for the Universal Periodic Review – Lesotho – UPR 35th Session, 2019*.

<sup>83</sup> Marriage Act, 1974; Labour Code, 1992; Sexual Offences Act, 2003; Legal Capacity of Married Persons Act, 2006; ; Labour Code Wages (Amendment) Order, 2009; Land Act, 2010; Children's Protection and Welfare Act, 2011; Labour Code Wages (Amendment) Notice, 2012; Counter Domestic Violence Bill, 2021.

<sup>84</sup> UNHCR, 2019, *UN High Commissioner for Refugees, UNHCR Submission for the Universal Periodic Review – Lesotho – UPR 35th Session, 2019*.

<sup>85</sup> *ibid.*

<sup>86</sup> Data accessed from <https://data.humdata.org/dataset/idmc-idp-data-lso> on 15 July 2023.

<sup>87</sup> World Bank, 2023b, *The World Bank: Data: Lesotho*. <https://data.worldbank.org/country/LS>.

<sup>88</sup> ILO, n.d.. *Lesotho National Migration and Development Policy – Presentation*. Available at: [https://www.ilo.org/wcmsp5/groups/public/--ed\\_protect/--protrav/--migrant/documents/presentation/wcms\\_422407.pdf](https://www.ilo.org/wcmsp5/groups/public/--ed_protect/--protrav/--migrant/documents/presentation/wcms_422407.pdf)

<sup>89</sup> World Bank, 2022, *Migration and Remittances Data*. Available at: <https://www.worldbank.org/en/topic/migrationremittancesdiasporaisues/brief/migration-remittances-data>.

transfer their earnings and savings to their state of origin or any other state. Lesotho has ratified this convention. However, South Africa has not, to the detriment of many Basotho migrant workers.<sup>90</sup>

**1.2.10. Humanitarian protection**

32. Food insecurity periodically necessitates humanitarian assistance to some of the Lesotho population, including that provided recently through implementation of the WFP CSP. WFP and other agencies providing this assistance aim to comply with their global obligations in this regard.<sup>91</sup> Protection challenges inevitably arise, due partly to the high levels of gender-based violence in the country (Section 1.2.8) and the distances that recipients of assistance may have to travel across difficult terrain.

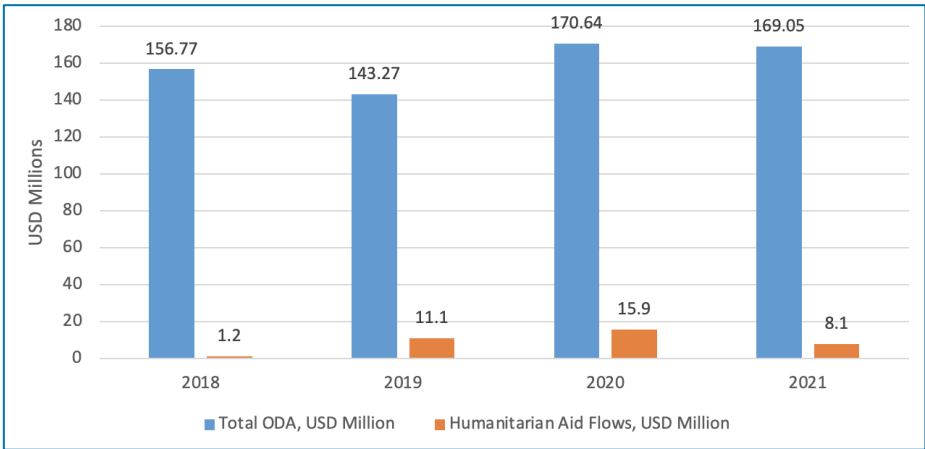
**1.2.11. International assistance**

33. Between 2018 and 2021, Lesotho received a yearly average of USD 161 million net official development assistance (ODA) – Figure 1 below; over the same period, humanitarian aid flows averaged only USD 9 million.<sup>92</sup> The proportion of net official development assistance to gross national income increased from 5.4 to 6.2 percent in the same period.<sup>93</sup>

34. The top five average official development assistance sources between 2018 and 2021 were the United States of America, the World Bank, the European Union (EU) institutions, Japan and WFP (Figure 2 below). The main humanitarian donors were the European Commission’s Humanitarian Aid and Civil Protection Department (ECHO), the Government of Japan, the United Nations Central Emergency Response Fund (CERF), the United Kingdom and the United States of America (Figure 3 below).<sup>94</sup>

35. Official development assistance to Lesotho over the period 2018-2020 was dominated by the health and population sector, which received 53.9 percent of flows, followed by humanitarian and commodity aid and general programme assistance (10 percent), other social infrastructure and services (6.7 percent), government and civil society (5.9 percent); other sectors accounted for less than 5 percent.<sup>95</sup>

**Figure 1 International assistance to Lesotho, 2018 – 2021**



Source: OECD-DAC, Financial Tracking Service (FTS).  
(Date of Extraction: 15.02.2023).

<sup>90</sup> See list of signatories at [https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg\\_no=IV-13&chapter=4](https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-13&chapter=4) (accessed 4 August 2023).

<sup>91</sup> See, for example, WFP, 2021d, *Protection and accountability handbook*. Rome: WFP.

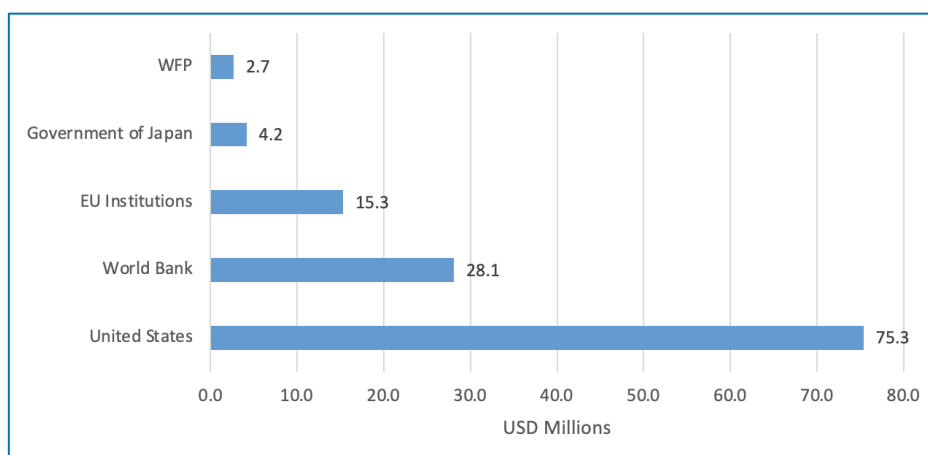
<sup>92</sup> OECD, 2023, *OECD Statistics* <https://stats.oecd.org/>

<sup>93</sup> *ibid.*

<sup>94</sup> *ibid.*

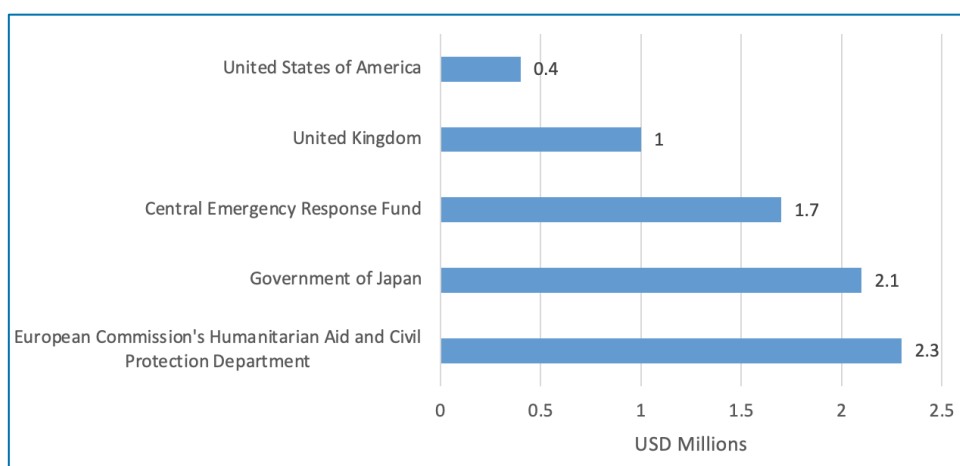
<sup>95</sup> *ibid.*

**Figure 2 Major sources of official development assistance to Lesotho, 2018 – 2021**



Source: OECD Stat (Date of Extraction: 15.02.2023).

**Figure 3 Top five donors of humanitarian assistance to Lesotho, 2018–2022 average, USD million**



Source: OECD-DAC, Financial Tracking Service (FTS) (Date of Extraction: 15.02.2023).

### 1.2.12. United Nations Development Assistance Framework (UNDAF)

36. The United Nations is nearing completion of the 2019-2023 UNDAF, which has three pillars: accountable governance, effective institutions, social cohesion and inclusion; sustainable human capital development; and sustainable and inclusive economic growth for poverty reduction. It also addresses cross-cutting issues and gives special attention to the humanitarian-development-peace nexus.<sup>96</sup>

37. Preparation of the new United Nations Sustainable Development Cooperation Framework (UNSDCF) is now under way, and a draft common country analysis (CCA) was completed in December 2022. The UNSDCF is expected to focus on: strengthening governance in Lesotho; social protection in fields including health, nutrition and gender-based violence; inclusive and sustainable economic growth, improved food security and decent jobs; sustainable natural resource use; and more resilient livelihoods for the marginalized and most vulnerable.<sup>97</sup>

<sup>96</sup> UN Lesotho, 2018, *United Nations Development Assistance Framework 2019-2023*, signed 29 August 2018. UNDAF is centred on the principle of 'leaving no one behind'. This core principle is addressed by applying three other principles: 1. Human rights, gender equality and women's empowerment; 2. Sustainable development and resilience; and 3. Accountability.

<sup>97</sup> UN Lesotho, 2023a, *One UN report Lesotho*. Maseru: United Nations: pages 58-60.



## **1.3. SUBJECT OF THE EVALUATION**

### **1.3.1. Overview**

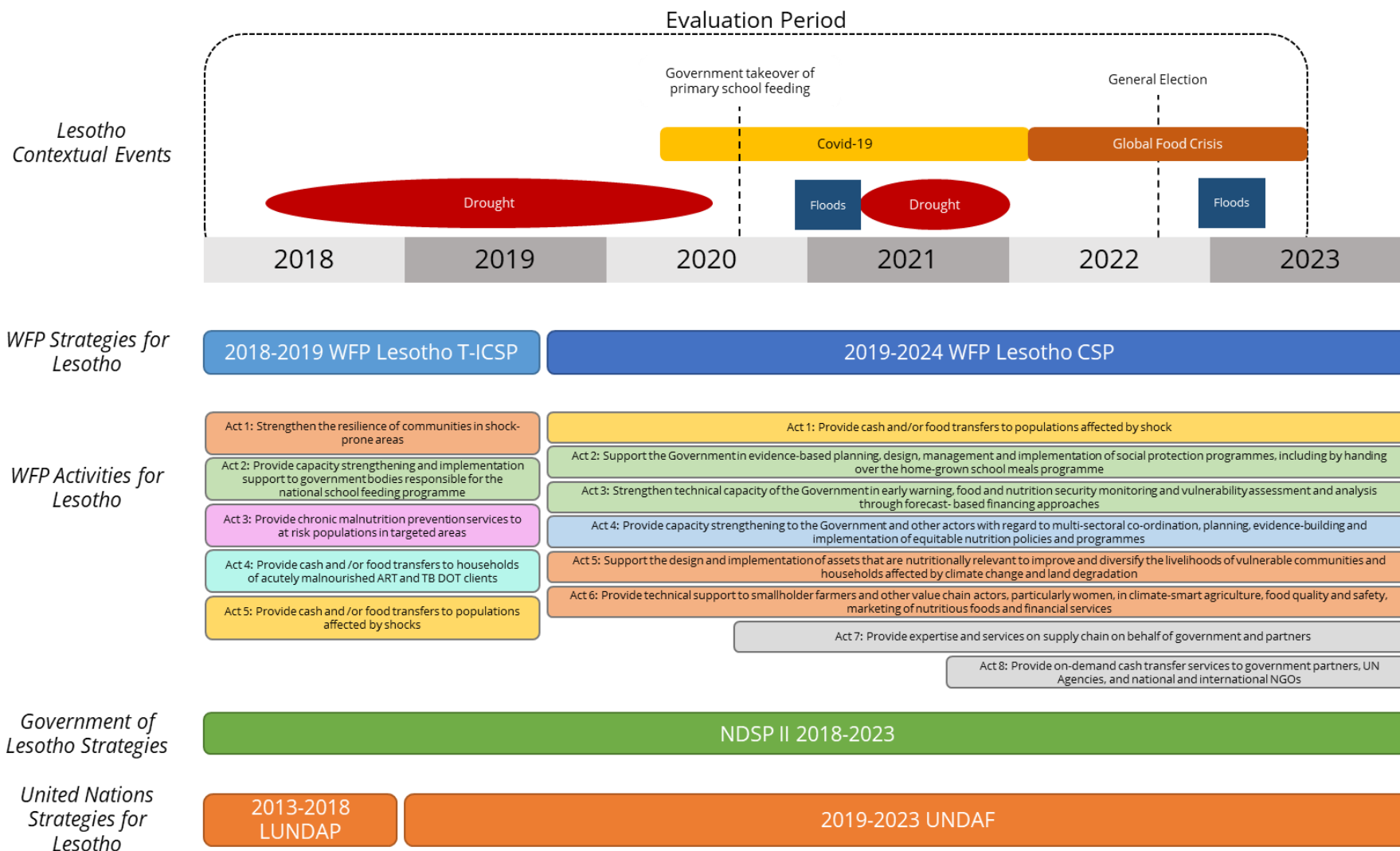
38. Approved by the Executive Board (EB) in June 2019, the CSP 2019–2024 largely built on the T-ICSP that preceded it. In the timeline at Figure 4, colour coding of the respective T-ICSP and CSP activities shows considerable continuity.<sup>98</sup> The CSP continued the shift towards country capacity strengthening (CCS) across the portfolio. During implementation, the CSP had to take account of several unanticipated events, including the COVID-19 pandemic, an abrupt transfer to the Government of responsibility for primary school feeding, and the effects of the global food crisis.

39. Figure 5 shows how successive revisions to the CSP increased its total budget from an initial USD 110.7 million to USD 168.1 million by 2022. Annex 3 gives further details on the four CSP budget revisions.

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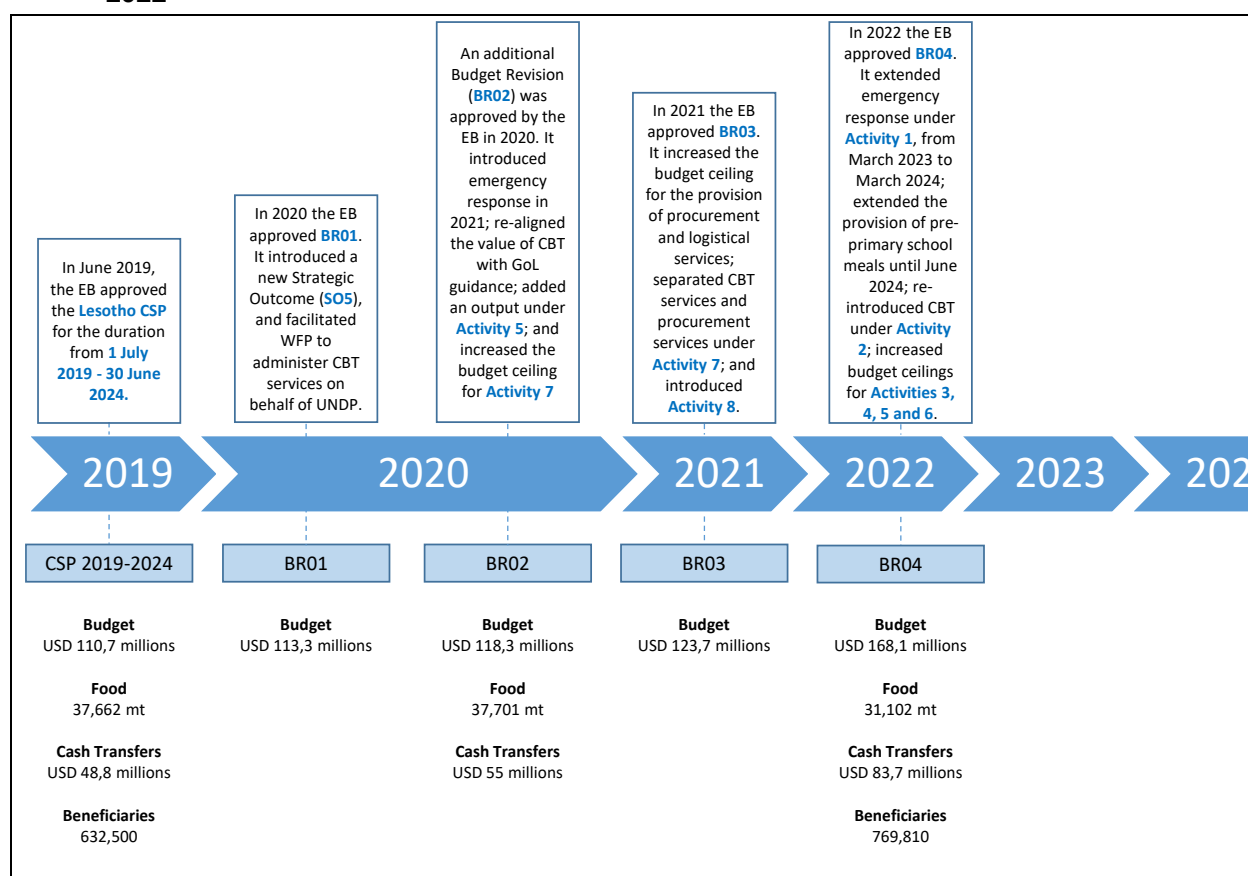
<sup>98</sup> Annex 3 provides further detail on the overlap between T-ICSP and CSP strategic objectives and activities.

**Figure 4 Lesotho T-ICSP and CSP: timeline**



Source: evaluation team.

**Figure 5 Overview of budget revisions and associated changes in the Lesotho CSP, 2019-2022**



Source: CSP document (2019-2024); BR01; BR02; BR03; BR04.

### 1.3.2. CSP objectives, activities and themes

#### Objectives and activities

40. As shown in Table 1 below, the CSP focuses on four main strategic outcomes (SOs) aimed at responding to crises, addressing chronic vulnerability and building resilience in Lesotho, with a fifth (added in July 2020) aiming at the provision by WFP of supply chain and cash-based transfer (CBT) services. Each outcome is supported by one or two of eight distinct activities.

**Table 1 Lesotho CSP (2019-2024): strategic outcomes, activities, focus areas and modalities**

Strategic outcomes	Activities	Focus Area	Modality
<b>SO1:</b> Shock-affected people in Lesotho are able to meet their basic food and nutrition needs during times of crisis	<b>Activity 1:</b> Provide cash and/or food transfers to populations affected by shock	Crisis response	Cash-based transfers (CBT) & food transfers
<b>SO2:</b> Vulnerable populations in Lesotho benefit from strengthened social protection systems that ensure	<b>Activity 2:</b> Support the Government in evidence-based planning, design, management and implementation of social protection programmes, including by handing over the home-grown school meals programme	Root causes	Capacity strengthening (CS) & food transfers

Strategic outcomes	Activities	Focus Area	Modality
access to adequate, safe and nutritious food all year round	<b>Activity 3:</b> Strengthen technical capacity of the Government in early warning, food and nutrition security monitoring and vulnerability assessment and analysis through forecast- based financing approaches	Root causes	CS
<b>SO3:</b> Vulnerable populations in Lesotho have improved nutritional status at each stage of the lifecycle, in line with national targets by 2024	<b>Activity 4:</b> Provide capacity strengthening to the Government and other actors with regard to multisectoral coordination, planning, evidence-building and implementation of equitable nutrition policies and programmes	Root causes	CS
<b>SO4:</b> Communities in targeted areas, especially women and youth, have resilient, efficient and inclusive food systems by 2024	<b>Activity 5:</b> Support 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	Resilience building	CBT
	<b>Activity 6:</b> Provide 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	Resilience building	CS
<b>SO5: (added 2020)</b> Government and partners in Lesotho have access to effective and reliable services throughout the year	<b>Activity 7: (added 2020)</b> Provide expertise and services on supply chain on behalf of the Government and partners	Resilience building	CBT
	<b>Activity 8: (added 2021)</b> Provide on-demand cash transfer services to government partners, UN agencies, and national and international NGOs	Resilience building	CBT

Source: CSP Document (2019-2024), BR04.

### Strategic changes and cross-cutting objectives

41. The CSP identified some strategic shifts cutting across the programme:
- a continuing shift from direct implementation towards strengthening national capacities (including but not limited to the handover to the Government of responsibility for school feeding and national public works);
  - an explicit shift towards the integration of all programmes in order to create a collective vision of a more resilient, food-secure and healthy nation; and
  - ensuring that all approaches are gender-transformative, nutrition- and HIV-sensitive and considerate of people with disabilities.
42. The CSP has four cross-cutting objectives:
- affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences;
  - affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity;
  - improved gender equality and women's empowerment among WFP-assisted populations; and
  - targeted communities benefit from WFP programmes in a manner that does not harm the environment.

### Modes of engagement

43. The primary mode of engagement for the Lesotho CSP is capacity strengthening mainstreamed across most activities and dominating activities 3, 4 and 6 (Table 1 above). In-kind transfers are restricted to some crisis response interventions and feeding for children attending pre-school (activities 1 and 2). Cash-based

transfers are used more widely, along with commodity vouchers, to provide food assistance to those affected by crises and participants in asset creation (activities 1 and 5). WFP also engages in advocacy across much of the CSP. This includes social and behaviour change and communication (SBCC) work in activities 1, 4 and 5; working with UNAIDS to advocate HIV-sensitive and gender-responsive social protection programmes (Activity 2); and advocacy for evidence-based nutrition interventions (SO3).

44. The Improving Adaptive Capacity of Vulnerable and Food-Insecure Populations in Lesotho (IACOV) project<sup>99</sup> is a government project funded by the Adaptation Fund but is embedded in the CSP and is the backbone of funding and implementation of Activity 5. For more details on IACOV see Annex 5.

### Geographic focus

45. The T-ICSP had a stronger focus on field-level implementation than the CSP, with primary school feeding provided to all districts still. The CSP focuses more on national-level capacity strengthening, with fewer field-level activities. Table 2 below summarizes the districts in which WFP operations took place. WFP was also involved in capacity strengthening of various ministries across all districts.

**Table 2 Geographic focus of activities under the CSP, by district**

District	Crisis response	Food assistance for assets	ECCD feeding	Primary school feeding (up to 2020)	HGSF pilot	Urban preparedness
Berea			✓	✓		
Butha-Buthe			✓	✓		✓
Leribe			✓	✓		✓
Mafeteng	2019; 2020		✓	✓		✓
Maseru	2020; 2021; 2022		✓	✓		✓
Mohale's Hoek	2019; 2020; 2021	✓	✓	✓	✓	
Mokhotlong	2020; 2021; 2022	piloting due 2023	✓	✓		
Qacha's Nek	2020; 2021; 2022	✓	✓	✓		
Quthing	2019; 2020; 2021	✓	✓	✓	✓	
Thaba Tseka	2020; 2021; 2022		✓	✓		

Source: evaluation team.

FFA- Food assistance for assets; ECCD = Early childhood care and development; HGSF = Home-grown school feeding.

### 1.3.3. CSP intervention logic and results framework

#### Intervention logic and theory of change

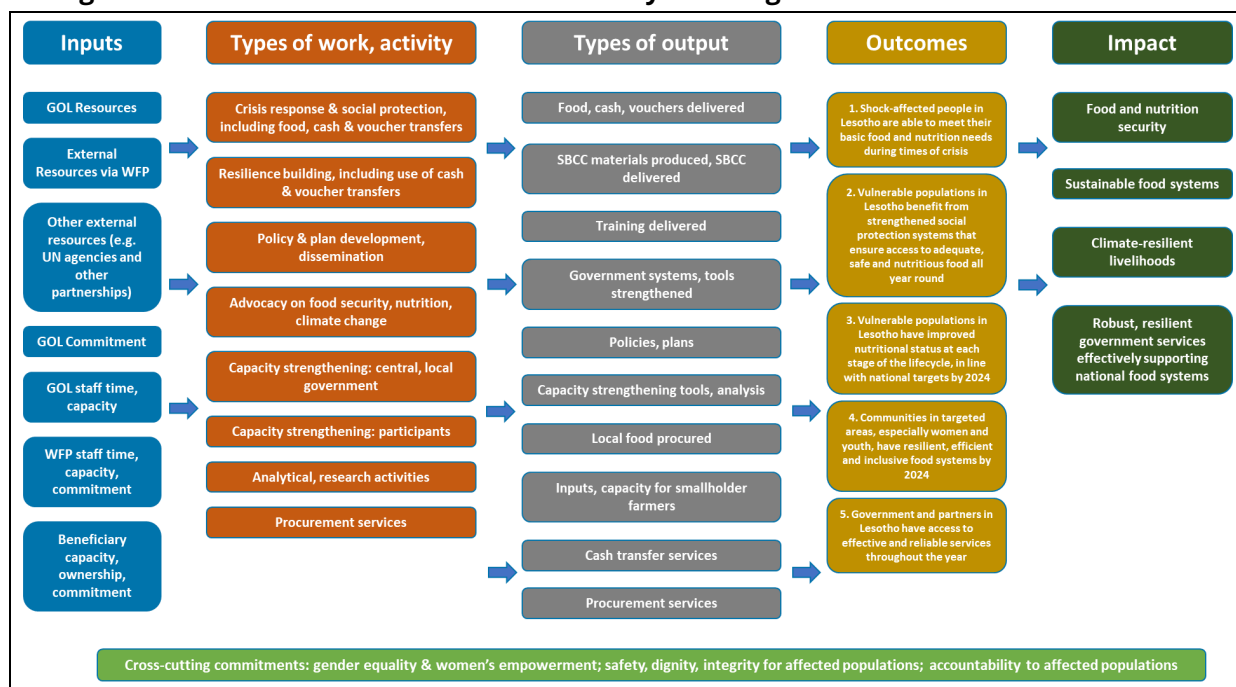
46. Beyond the brief, standard-format tabulation of a logical framework,<sup>100</sup> the CSP did not provide a focused exposition of its intervention logic. However, a line of sight was included alongside each budget revision – see Figure 33 in Annex 3 for the most recent.

47. Design of the CSP did not include development of a theory of change (ToC), which was not a corporate requirement at the time. In consultation with the country office, the evaluation team therefore reconstructed a theory of change, as explained at Annex 8, and reproduced in Figure 6 below. The theory of change highlights the importance of non-WFP inputs in making progress towards shared outcomes, and is accompanied by a detailed table of the assumptions on which WFP effectiveness depends (see Table 19 in Annex 8); as discussed in Section 1.4, the inferred theory of change plays an important role in the evaluation's methodology.

<sup>99</sup> Government of Lesotho, 2019c, *Project/programme proposal to the Adaptation Fund*. Maseru: MFRSC and LMS, not dated [2019].

<sup>100</sup> WFP Lesotho, 2019a, p.24-30.

**Figure 6 Lesotho CSP: reconstructed theory of change**



Source: reproduced from inception report.

## Results framework

48. The CSP logical framework lists various outcome indicators, the majority of which are linked to the WFP corporate results framework (CRF), but as noted in the evaluability assessment at inception, the strategic outcomes do not indicate the scale of planned achievements at outcome level; moreover, the mechanisms whereby WFP activities are expected to contribute to national outcomes are not spelled out, so that even a full set of data on the specified indicators would not meet all the evaluability requirements of a CSP.

## Stated assumptions and risks

49. The CSP logical framework identifies assumptions linked to each strategic outcome, as shown in Table 3 below. This is a much briefer set than the ones identified as underpinning the reconstructed theory of change (paragraph 47 above).

50. The CSP also highlights strategic risks:<sup>101</sup>

- the implementation of WFP school feeding and resilience building activities may be negatively affected by reductions in government funding caused by high turnover of government staff or fiscal constraints; and
- As a middle-income country, Lesotho has faced a dramatic reduction in donor attention and resources, especially for resilience and nutrition activities. Insufficient funding for resilience activities will have a particularly strong effect on the sustainability of WFP asset-creation activities.

51. "Limited government capacity to implement planned actions, particularly those supported by WFP in school feeding and public work activities and for the coordination of multisector nutrition interventions" is identified as an operational risk.<sup>102</sup> The potential for political instability is identified as a fiduciary risk.<sup>103</sup>

<sup>101</sup> WFP Lesotho, 2019a, *Lesotho country strategic plan (2019-2024)*. Rome: WFP/EB.A/2019/8-A/5, paras 91 and 92.

<sup>102</sup> *ibid.*, para 93.

<sup>103</sup> *ibid.*, para 94.

**Table 3 Assumptions per strategic outcome identified in the CSP**

Strategic outcome	Assumption
Strategic Outcome 1: Shock-affected people in Lesotho are able to meet their basic food and nutrition needs during times of crisis	The Government declares the state of emergency and issues an appeal
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	The Government of Lesotho commits to taking over pre-primary school feeding The Lesotho Government commits to the handover and embraces the capacity development process
Strategic Outcome 3: Vulnerable populations in Lesotho have improved nutritional status at each stage of the lifecycle, in line with national targets by 2024	The country office attracts new donors and more funding for nutrition programmes
Strategic Outcome 4: Communities in targeted areas, especially women and young people, have resilient, efficient and inclusive food systems by 2024	Targeted households and communities are fully committed and own the assets created beyond food assistance

Source: Lesotho CSP 2019-2024, Annex I.

### 1.3.4. Key external events and evolution of the portfolio

52. As noted in Section 1.2.6, the COVID-19 pandemic had profound effects on Lesotho. In addition to the mortality and severe hardship that it inflicted on the population (including constraints on access to and marketing of food), it hindered the activities of the Government and other agencies, and necessitated a new emergency response, launched after the Government declared a COVID-19 emergency in August 2020.<sup>104</sup> This had to be provided in urban as well as rural areas, with many Basotho losing their jobs as factories and businesses closed. Working with the Food and Agricultural Organization (FAO) and the International Organization for Migration (IOM), WFP sourced USD 3.2 million to support the most vulnerable people in Lesotho affected by the pandemic and by drought.<sup>105</sup> These challenges and responses continued in 2021,<sup>106</sup> and although the pandemic restrictions were over in 2022, the economy did not recover.<sup>107</sup>

53. Lesotho is highly vulnerable to climate change (Section 1.2.5 above), and droughts continually recurred during implementation of the T-ICSP and the CSP. SO4 was added to the T-ICSP in late 2018 to strengthen support for vulnerable households affected by the drought that affected the 2018/2019 agricultural season.<sup>108</sup> Following three consecutive years of drought, the Government declared an emergency in October 2019, necessitating an extension by WFP of its humanitarian response.<sup>109</sup> Adverse climatic conditions continued in 2021 and 2022,<sup>110</sup> prompting ongoing WFP humanitarian support in some parts of Lesotho.

54. The challenges of COVID-19 and drought to food security in Lesotho were exacerbated in 2022 by the crisis in Ukraine, which increased oil, food and fertilizer prices on world markets, with repercussions for Lesotho, where food price inflation in the year to May 2022 reached 7.8 percent (compared to 6.9 percent a year earlier).<sup>111</sup> As a result, WFP undertook more humanitarian support than the CSP had anticipated.

55. The T-ICSP anticipated a gradual handover of primary school feeding implementation from WFP to the Government, alongside related capacity-building work. Pilot implementation of the programme through government-appointed national management agents (NMAs) began in 2017, but the Government's decision to take over responsibility for all primary school feeding through the national management agents in 2020 was more abrupt than CSP design had anticipated. It led to rapid adjustments by schools, by the national management agents and by WFP itself (see Annex 6 for more on school feeding).

<sup>104</sup> WFP Lesotho, 2020b, *Lesotho Annual Country Report 2020*, p.3.

<sup>105</sup> WFP Lesotho, 2020b, *Lesotho Annual Country Report 2020*, p. 11.

<sup>106</sup> WFP Lesotho, 2021c, *Lesotho Annual Country Report 2021*, p. 10.

<sup>107</sup> WFP Lesotho, 2022d, *Lesotho Annual Country Report 2022*, p. 9.

<sup>108</sup> WFP Lesotho, 2019b, *Organizational Alignment Review Report* Lesotho Country Office. 18–22 March 2019, p. 7.

<sup>109</sup> WFP Lesotho, 2020b, *Lesotho Annual Country Report 2020*, p. 3 and 11.

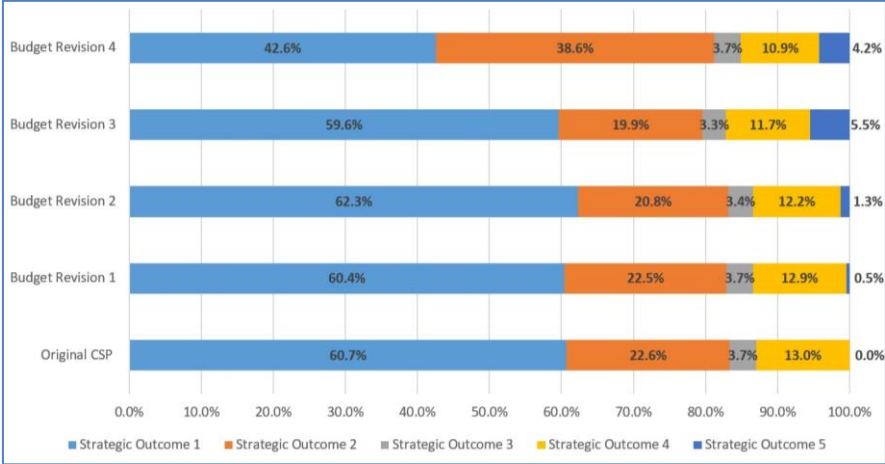
<sup>110</sup> WFP Lesotho, 2021c; *Lesotho Annual Country Report 2021*; WFP Lesotho, 2022d, *Lesotho Annual Country Report 2022*.

<sup>111</sup> WFP Lesotho, 2022d, *Lesotho Annual Country Report 2022* p. 9.

56. Since its launch in 2019, the CSP has been amended through four budget revisions (Figure 5 above). BR01 introduced the new SO5, while BR02, BR03 and BR04 were more technical revisions, and progressively increased the CSP budget from an original USD 110,748,948 to the current USD 168,097,417.

57. The budget for SO5 has increased to 12.9 times its initial amount and its relative share in the CSP budget has evolved from 0.49 percent to 4 percent (Figure 7 below). Throughout the CSP period, SO1 has had the largest budget, although this reduced from an initial 60.7 percent to 42.6 percent after BR04.

**Figure 7 Lesotho CSP: budget evolution for strategic outcomes**



Source: CSP Document (2019-2024); BR01; BR02; BR03; BR04.

**1.3.5. Implementation**

**Budgets and expenditure**

58. Table 4 and Table 5 below provide an analysis of the evolving budget structure, resource allocation and expenditure rates of the eight activities that now comprise the CSP, as well as the five strategic outcomes and three focus areas that the CSP covers. As of 28 April 2023, the country office had allocated 33.02 percent of the resources in the latest budget revision. All activities had been allocated less than 60 percent of planned funds, with Activity 5 having received the highest level of resourcing (57.11 percent). There are differences across activities in the actual expenditure rates versus the resources allocated. Activity 1 is the activity with the highest expenditure (97.86 percent), while activities 2-6 show some lags in expenditure, but maintain expenditure at over 60 percent.<sup>112</sup> Activity 7 had not expended any of the resources allocated to it, while Activity 8 had not been allocated any resources.

59. The biggest change concerns the major expansion of funding (under BR04) for Activity 2 support to school feeding at ECCD facilities, to cover the full CSP period and pilot the use of commodity vouchers for such facilities to purchase supplies from local producers. At the same time, there was a significant reduction in funding for Activity 3. These changes eclipsed the modest increase in planned funding for crisis response (Activity 1), and meant that this focus area’s share of the total needs-based plan (NBP) declined from 58 percent to 41 percent.

60. Sources and quality of funding are reviewed in Chapter 2 under EQ4.

<sup>112</sup> The totals in Table 4 differ from Table 5 because Table 4 shows the allocation of resources by the country office, relative to the original and most recent NBPs. The intention of this table is to shed light on the proportion of the NBP that has been allocated under the implementation plan, and actual expenditure versus the NBP. Therefore, this table only shows direct operating costs, and does not include the direct and indirect support costs. Table 5 on the other hand, is meant to shed light on the budget proportions of the activities, SOs, DSCs and ISCs, relative to the total budget, hence why the totals are different.



**Table 4 Lesotho CSP cumulative financial overview (USD, July 2019–28 April 2023)**

Focus area	Strategic outcome	Activity	Original needs-based plan (2019-2024) USD	Latest budget revision (2019-2024)	Change from Original NBP to Latest BR (%)	Allocated resources (USD)	Allocated resources/NBP (%)	Expenditures (as of 28 April 2023) (USD)	Allocated resources expended (%)
Crisis response	SO1	Act. 1	60,348,759	64,476,713	6.84%	20,951,471	32.49%	20,503,926	97.86%
	Sub-total SO1		60,348,759	64,476,713	6.84%	20,951,471	32.49%	20,503,926	97.86%
	Sub-total crisis response		60,348,759	64,476,713	6.84%	20,951,471	32.49%	20,503,926	97.86%
Root causes	SO2	Act. 2	18,168,055	51,929,134	185.83%	13,428,360	25.86%	10,415,374	77.56%
	SO2	Act. 3	3,590,440	6,439,543	79.35%	3,451,650	53.60%	2,194,139	63.57%
	Sub-total SO2		21,758,495	58,368,677	168.26%	16,880,010	28.92%	12,609,513	74.70%
	SO3	Act. 4	3,485,617	5,637,269	61.73%	2,875,516	51.01%	2,306,995	80.23%
	Sub-total SO3		3,485,617	5,637,269	61.73%	2,875,516	51.01%	2,306,995	80.23%
	Sub-total root causes		25,244,112	64,005,946	153.55%	19,755,526	30.87%	14,916,508	75.51%
Resilience building	SO4	Act. 5	9,938,214	12,839,360	29.19%	7,332,968	57.11%	5,453,153	74.36%
	SO4	Act. 6	2,356,760	3,606,225	53.02%	1,219,838	33.83%	818,417	67.09%
	Sub-total SO4		12,294,974	16,445,585	33.76%	8,552,806	52.01%	6,271,570	73.33%
	SO5	Act. 7	0	3,625,949	-	818,852	22.58%	0	0.00%
	SO5	Act. 8	0	3,104,304	-	0	0.00%	0	0.00%
	Sub-total SO5		0	6,730,253	-	818,852	12.17%	0	0.00%
	Sub-total resilience building		12,294,974	23,175,838	33.80%	9,371,658	40.44%	6,271,570	66.92%
Grand total			97,887,845	151,658,497	152.20%	50,078,655	33.02%	41,692,004	83.25%

Source: CPB Plan vs Actuals Report; CPB Resources Overview; BR01; BR02; BR03; BR04.

**Table 5 Lesotho CSP: budget shares of activities, strategic outcomes and focus areas**

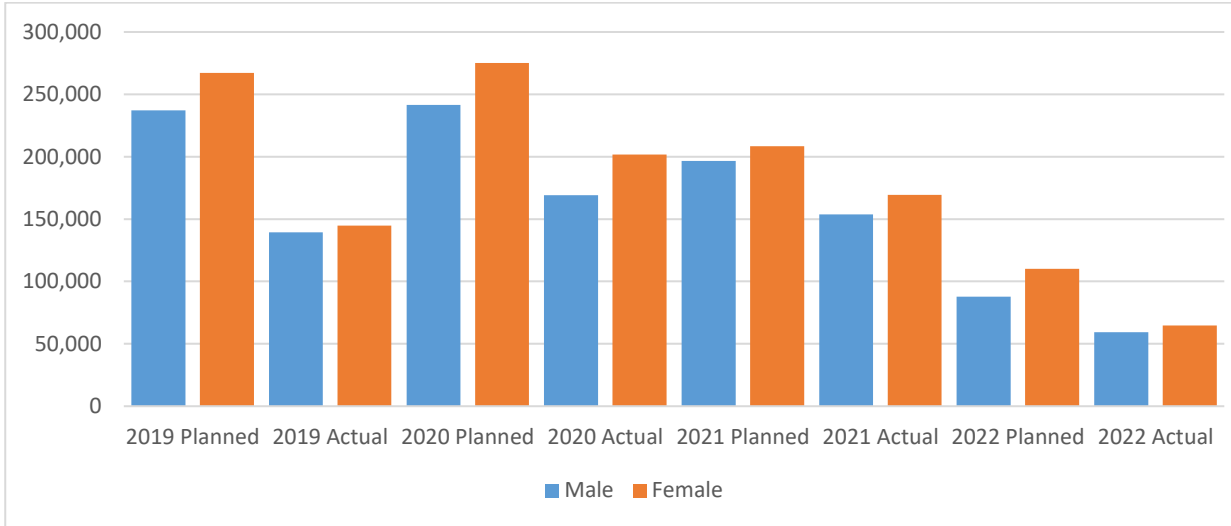
Focus area	Strategic outcome	Activity	Original needs-based plan (2019-2024) (USD)	% of total budget	Latest budget revision (2019-2024) (USD)	% of total budget
Crisis response	SO1	Act. 1	60,348,759	54.5%	64,476,713	38.4%
	<b>Sub-total SO1</b>		<b>60,348,759</b>	<b>54.5%</b>	<b>64,476,713</b>	<b>38.4%</b>
	<b>Sub-total crisis response</b>		<b>60,348,759</b>	<b>54.5%</b>	<b>64,476,713</b>	<b>38.4%</b>
Root causes	SO2	Act. 2	3,590,440	3.2%	5,192,913	30.9%
	SO2	Act. 3	18,168,055	16.4%	6,439,543	3.8%
	<b>Sub-total SO2</b>		<b>21,758,495</b>	<b>19.6%</b>	<b>58,368,678</b>	<b>34.7%</b>
	SO3	Act. 4	3,485,617	3.1%	5,637,269	3.4%
	<b>Sub-total SO3</b>		<b>3,485,617</b>	<b>3.1%</b>	<b>5,637,269</b>	<b>3.4%</b>
<b>Sub-total root causes</b>		<b>25,244,112</b>	<b>22.8%</b>	<b>64,005,947</b>	<b>38.1%</b>	
Resilience building	SO4	Act. 5	9,938,214	9.0%	12,839,360	7.6%
	SO4	Act. 6	2,356,760	2.1%	3,606,225	2.1%
	<b>Sub-total SO4</b>		<b>12,294,974</b>	<b>11.1%</b>	<b>16,445,585</b>	<b>9.8%</b>
	SO5	Act. 7	0	0.0%	3,625,949	2.2%
	SO5	Act. 8	0	0.0%	3,104,304	1.8%
	<b>Sub-total SO5</b>		<b>0</b>	<b>0.0%</b>	<b>6,730,253</b>	<b>4.0%</b>
<b>Sub-total resilience building</b>		<b>12,294,974</b>	<b>11.1%</b>	<b>23,175,838</b>	<b>13.8%</b>	
<b>Total direct support costs</b>			<b>6,101,778</b>	<b>5.5%</b>	<b>6,609,722</b>	<b>3.9%</b>
<b>Total indirect support costs</b>			<b>6,759,325</b>	<b>6.1%</b>	<b>9,829,198</b>	<b>5.8%</b>
<b>Grand total</b>			<b>110,748,948</b>	<b>-</b>	<b>168,097,418</b>	<b>-</b>

Source: CPB Plan vs Actuals Report; BR01; BR02; BR03; BR04.

### Beneficiaries

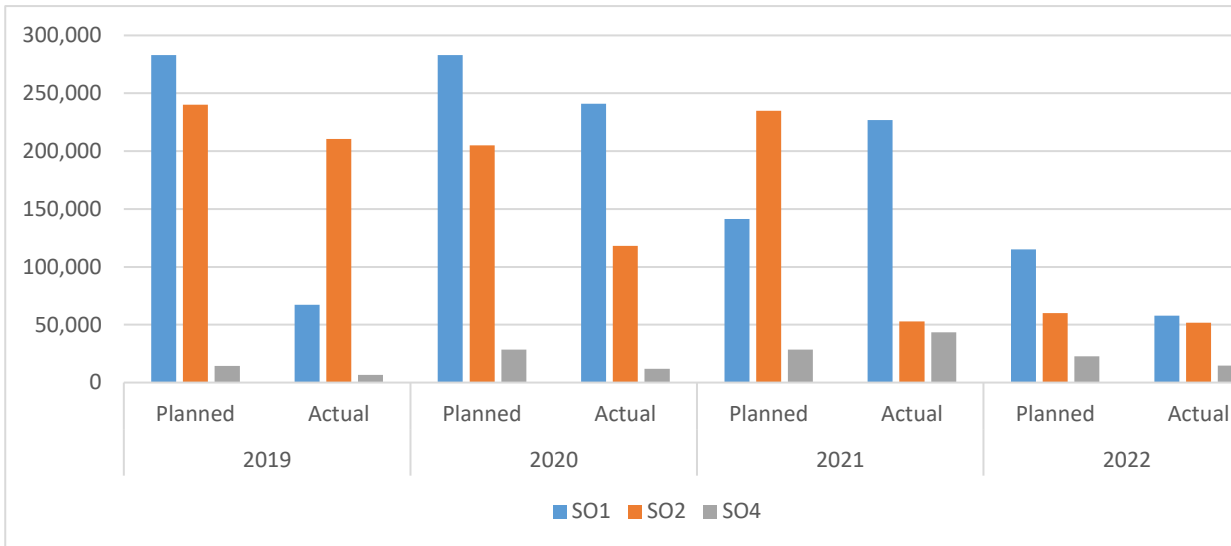
61. Figure 8 below shows that actual numbers of beneficiaries were lower than planned in all years. Female beneficiaries outnumbered male beneficiaries in all years. Figure 9 below shows beneficiaries per strategic outcome. The only year that saw more beneficiaries reached than planned under SO1 and SO4 was 2021, with WFP unable to reach planned beneficiaries under all three strategic outcomes in other years.

**Figure 8 Planned and actual CSP beneficiaries, male and female, 2019-2022**



Source: COMET report CM-R001b (date of extraction 28.04.2023).

**Figure 9 Planned and actual CSP beneficiaries by strategic outcome**



Source: CM-R002b Annual beneficiaries by SO, etc (date of extraction: 28.04.2023).

**Transfers of food and cash**

62. Table 6 below shows the planned versus actual transfers of food, cash-based transfers and commodity vouchers in the period 2019-2022. Both modalities show important differences in actual versus planned transfers, with some significant under-executions in certain years.<sup>113</sup>

<sup>113</sup> Further analysis and explanation of trends in beneficiaries and transfers of food and cash is presented under Finding 32.

**Table 6 Planned versus actual food, cash-based transfers and commodity voucher distributions**

Activity	Year	Food transfers			CBT and commodity vouchers		
		Planned transfers (mt thousands)	Actual transfers (mt thousands)	% Actual vs. planned	Planned transfers (USD millions)	Actual transfers (USD millions)	% Actual vs. planned
Activity 1	2019	5,302.50	0.00	0.0%	11,700,000.00	2,650,387.51	22.7%
	2020	4,242.00	811.64	19.1%	9,360,000.00	7,434,930.56	79.4%
	2021	39.05	0.00	0.0%	6,217,110.00	4,763,637.52	76.6%
	2022	337.50	0.00	0.0%	9,360,000.00	1,855,310.78	19.8%
Activity 2	2019	3,291.48	2,968.21	90.2%	-	-	-
	2020	5,946.30	2,869.54	48.3%	-	-	-
	2021	4,302.00	651.99	15.2%	-	-	-
	2022	2,604.96	1,162.17	44.6%	-	-	-
Activity 5	2019	-	-	-	666,900.00	620,059.30	93.0%
	2020	-	-	-	1,333,800.00	845,284.08	63.4%
	2021	-	-	-	1,333,800.00	1,830,544.96	137.2%
	2022	-	-	-	1,067,040.00	565,601.53	53.0%

Source: CM-R007 Annual Distribution 2018, 2019, 2020, 2021, 2022.

### 1.3.6. CSP performance indicators

63. Data on CSP performance at the level of outcomes, outputs and cross-cutting indicators for 2019 to 2022, in relation to baseline and targets, were assembled and analysed at the inception phase, and a detailed matrix was shared alongside the inception report.<sup>114</sup> Relevant data are used, to the extent possible, to support findings against evaluation questions (especially EQ2) in Chapter 2 of this report. Under EQ3.2 there is a detailed review of the utility of monitoring and evaluation indicators (see Finding 35 and paragraphs. 204–213 below).

### 1.3.7. Gender

64. The WFP Lesotho CSP 2019-2024 has a gender and age marker of 3, which is the minimum score required for a CSP document to be approved by the Executive Board and indicates that the CSP 'fully integrates gender'. In 2016, WFP Lesotho conducted a country-specific gender analysis to inform a five-year gender action plan, 2016-2020. This action plan states the following priority areas: capacity development, including basic training for WFP staff, partners and community leaders and beneficiaries; strengthened gender mainstreaming in WFP programmes; increased evidence building on gender; and strengthened partnerships on gender, including mapping of partners and building strategic partners.<sup>115</sup>

65. The CSP lists as a strategic change that "WFP will promote the integration of sensitivity to nutrition and HIV by following gender-transformative approaches ..." and that "...all interventions will take into consideration the needs of persons with disabilities."<sup>116</sup>

### 1.3.8. Analytical work

66. Various evaluations and reviews that fed into the CSP design are listed in paragraph 81 below. During implementation, the CSP was also supported by the recommendations of an internal audit (2019),<sup>117</sup> a

<sup>114</sup> WFP, 2023a, *Evaluation of Lesotho WFP Country Strategic Plan (2019-2024), Inception report*, prepared by Stephen Turner, Team Leader, Zoe Driscoll, Matšelis Morapeli-Mphale, Gabriel Mohaeka Raselimo, Tal Shalson. WFP, May 2023. (This is an internal WFP document.)

<sup>115</sup> WFP Lesotho, 2016, *Lesotho Country Office Gender Action Plan (2016-2020)*.

<sup>116</sup> WFP Lesotho, 2019a, *Lesotho Country Strategic Plan (2019-2024)*. Rome: WFP/EB.A/2019/8-A/5.

<sup>117</sup> WFP, 2019a *Internal Audit of WFP Operations in Lesotho: Office of the Inspector General Internal Audit Report AR/19/08*.

decentralized evaluation of asset creation, (2019)<sup>118</sup> and a mid-term review of the CSP.<sup>119</sup> WFP has also supported the Government with a review of the national school feeding policy (2022)<sup>120</sup> and a review of the national management model for the implementation of the national school feeding programme (2021).<sup>121</sup> Additional analytical work has been undertaken by WFP in conjunction with various partners, including: market assessment reports; protection and accountability to affected people (AAP) analysis reports; retail assessments; capacity needs mapping exercises; crisis response after-action reviews; regular output, outcome and process monitoring; and various analytical papers to inform gaps in sectoral evidence (for example, a situational assessment on post-harvest losses (2022), the Fill the Nutrient Gap report (2020)).<sup>122</sup>

## 1.4. EVALUATION METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

67. The evaluation methodology was elaborated during the inception phase and is summarized in Annex 7. The evaluation uses the standard United Nations Evaluation Group (UNEG) and the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC) evaluation criteria of relevance, efficiency, effectiveness, coherence and sustainability.<sup>123</sup> The four main evaluation questions (EQs) are common for all CSPEs and broadly cover: relevance (EQ1); effectiveness/sustainability (EQ2); efficiency (EQ3); and factors explaining WFP performance (EQ4). The four evaluation questions and related sub-questions<sup>124</sup> were expanded into lines of enquiry and indicators (with associated data sources and analysis methods) in the evaluation matrix (see Annex 9), which provided a structured framework for data collection and analysis.

68. In answering the evaluation questions, the evaluation adopted a theory-based approach based on a reconstructed theory of change to articulate the intervention logic of the CSP. The theory of change (reproduced as Figure 6 in Section 1.3 above) took account of the latest versions of the CSP logical framework and line of sight (see Figure 33 in Annex 3). A draft was discussed in a virtual workshop with country office staff, leading to a number of amendments, and a list of its implied assumptions was also developed (see Table 19 in Annex 8). A central function of the evaluation is to assess how accurate these theory of change assumptions have turned out to be.

69. Evidence was drawn from both quantitative and qualitative data sources, collected using mixed methods ranging from document review and analysis of secondary results data to primary data collection through key informant interviews (KIIs) and focus group discussions (FGDs). Primary data collection focused on a three-week mission to Lesotho that included key informant interviews and focus group discussions with (intended) beneficiaries and stakeholders in the national and district capitals. These were sampled according to criteria defined in the inception phase (see Table 18 in Annex 7). Field visits were undertaken to Thaba Tseka, Mokhotlong, Mphahlele's Hoek and Quthing as well as Maseru (details in Annex 11). Data collection guidelines are reproduced in Annex 10. In total, 328 key informants including 154 beneficiaries were consulted by the evaluation team.<sup>125</sup> Of all key informants, 40 percent were men and 60 percent were women. Arrangements were made to ensure that the evaluation team did not visit only the most favoured or successful sites.

70. This evaluation integrated gender equality and the empowerment of women (GEEW), and other cross-cutting issues addressed in the WFP strategic plan,<sup>126</sup> including protection and accountability, nutrition integration and environmental sustainability. Having engaged women, men, youth and persons with disability from different groups as fully as possible during data collection, the evaluation aimed to ensure that their voices and opinions inform the design of the next CSP.

71. The evaluation of country capacity strengthening was a particular challenge for the evaluation. The evaluation team developed an approach linked to the WFP corporate conceptualization of country capacity strengthening and to a framework for assessing organizational readiness used by Mokoro Ltd in previous

<sup>118</sup> WFP, 2022e *WFP Corporate Results Framework (2022-2025)* (revised). Rome: WFP: WFP/EB.1/2022/4-A/Rev.1.

<sup>119</sup> WFP Lesotho, 2022e. *Country Strategic Plan (2019-2024) Mid-term Review Report*.

<sup>120</sup> Raselimo, 2022. *Review of the National School Feeding Policy*.

<sup>121</sup> Raselimo, 2021 *Review of National Management Model for the implementation of National School Feeding Programme: Final Review Report*.

<sup>122</sup> WFP Lesotho, 2020c *Fill the Nutrient Gap: Lesotho: summary report*. Rome: WFP OSN., August 2019.

<sup>123</sup> OECD, 2019 *Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use*. OECD/DAC Paris.

<sup>124</sup> Table 17 in Annex 7 shows the full set of sub-questions and associated evaluation criteria.

<sup>125</sup> Interviewees are listed in Annex 12.

<sup>126</sup> WFP, 2021a. *WFP Strategic Plan (2022-2025)*. Rome: WFP/EB.2/2021/4-A/1/Rev. 2.

evaluations. For more detail on methodology and findings related to country capacity strengthening, see Annex 15.

72. Following data collection, the key informant interview and focus group discussion transcripts were coded and analysed according to each evaluation question and sub-question. During the synthesis of the data, the evaluation team engaged in a review and joint analysis of each other's findings in order to scrutinize the evidence and conduct additional triangulation where required. The exit debriefing after field work and a subsequent preliminary findings debriefing, provided further opportunities for validating early findings.

73. The evaluation was designed to ensure adherence to 2020 UNEG ethical guidelines.<sup>127</sup> Throughout the evaluation, and particularly during the field mission, the evaluation team applied ethical guidelines through a series of evaluation protocols. These include: ensuring that key informant interview and focus group discussion respondents were informed about the purpose of the evaluation; ensuring that personal data were protected and anonymized during analysis and reporting; and respecting health, safety and well-being guidelines during consultations. The evaluation team was gender-balanced, with a mix of local and international consultants. The team's gender, cultural and linguistic diversity facilitated communication with both the women and the men it consulted.

74. The Office of Evaluation's Centralized Evaluation Quality Assurance System (CEQAS) has been applied throughout. In addition, Mokoro Ltd.'s evaluation team has been supported by a quality assurance (QA) adviser who reviewed deliverables taking account of CEQAS and the norms and standards of UNEG.

75. The team comprised two Basotho<sup>128</sup> and three international consultants, supported by a nutrition adviser and a quality assurance adviser. Unexpected health problems prevented the team leader from joining the data collection mission. Another senior consultant replaced him on this mission, and the quality assurance adviser led the report preparation phase.

76. Limitations encountered included: incomplete and fragmented monitoring data, notably at the outcome level; the lack of standard indicators for assessing performance in capacity strengthening; related inadequacies in WFP corporate results framework indicators; and the challenge of assessing how much change in outcome variables resulted from CSP implementation rather than other factors. Limitations were mitigated by drawing on multiple sources and triangulating quantitative and qualitative data.

77. The fragmentation of outcome-level indicator data in particular has made it necessary for this evaluation to rely more heavily on other sources of information on the contribution of WFP to the outcome targets of its CSP (EQ2): specifically other evaluations and reviews, and informant views as reported in interviews and focus group discussions. This has in turn necessitated particularly close attention to the triangulation of data sources.

78. There is a fundamental challenge in addressing EQ2 (What is the extent and quality of WFP's specific contribution to country strategic plan strategic outcomes in the country?). The CSP does not specify in what ways, or by how much, WFP is expected to contribute to country-level strategic outcomes, and nor are country-level indicators available for tracking country-level strategic outcomes. The evaluation considers the quality and effectiveness of CSP performance but its assessment of the WFP contribution to strategic outcomes can only be qualitative.

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<sup>127</sup> UNEG, 2020, *UNEG Ethical Guidelines for Evaluation 2020*. UNEG, New York.

<sup>128</sup> Mosotho (plural Basotho): citizen(s) of Lesotho. Sesotho: language of Lesotho.

## 2. Evaluation findings

### 2.1. EQ1: TO WHAT EXTENT IS THE CSP EVIDENCE-BASED AND STRATEGICALLY FOCUSED TO ADDRESS THE NEEDS OF THE MOST VULNERABLE?

#### CSP design reference to T-ICSP experience and existing evidence

**Finding 1. The CSP made no direct reference to T-ICSP experience but was based on enough evidence to make it broadly relevant at the design stage. However, there was limited analysis of Lesotho's particular livelihood challenges, and limited explanation of how proposed WFP activities would contribute to nutrition outcomes (see Finding 4). The CSP was not as closely aligned to the Zero Hunger Strategic Review and its implementation plan as it could have been.**

EQ1.1 To what extent was the CSP informed by T-ICSP experience and by existing evidence on the hunger challenges, the food security and nutrition issues prevailing in Lesotho to ensure its relevance at design stage?

79. The CSP made no reference to the T-ICSP or to WFP experience in implementing it. It is clear, however, that the CSP aimed to build on the work done during the 2018-2019 T-ICSP, and to continue the strategic shift that the T-ICSP had initiated. Annex 3 includes a detailed comparison of the CSP strategic outcomes and activities with those of the earlier T-ICSP, which demonstrates the extent of continuity.

80. With support from WFP, the Government commissioned a Zero Hunger Strategic Review (ZHSR), published in March 2018.<sup>129</sup> The CSP refers to four key gaps and challenges contributing to food insecurity that the ZHSR had identified: limited job opportunities; poor performance of the agricultural sector; the high burden of malnutrition; and gender inequalities and the impact of HIV and AIDS.<sup>130</sup> The CSP notes that, in response to the recommendations of the ZHSR, the Government prepared a road map to accelerate progress towards zero hunger.<sup>131</sup> However, the strategic outcomes and activities are not explicitly keyed to the road map, and so the CSP alignment with the ZHSR and subsequent implementation plan was not as systematic as it might have been. However, the ZHSR findings did lead WFP to strengthen its support for nutrition as a priority area for government action.

81. In preparing the CSP, the country office also used a summary of evaluation evidence from Lesotho covering 2007–2017, commissioned by the regional bureau.<sup>132</sup> Drawing on that summary, it states that its design was informed by the recommendations of the mid-term evaluation (MTE) of the WFP Country Programme (2015),<sup>133</sup> an evaluation of the WFP cash assistance for assets programme (2015),<sup>134</sup> and a joint evaluation of the national school feeding programme carried out by the Government and WFP (2018).<sup>135</sup> The CSP design made detailed reference to the recommendations of these evaluations, which indirectly strengthened its relevance to prevailing food security and nutrition issues.<sup>136</sup> The mid-term evaluation recommended that WFP gradually shift from direct implementation towards capacity strengthening at all levels of the Government. This strategic shift influenced the design of the T-ICSP, and, more fully, the CSP that followed.

82. The CSP document does not refer to any other analysis of food systems, food security or other relevant themes, notably resilience and climate-smart agriculture, that would explain, for example, how in practice livelihood and asset creation can be used “as platforms for building the resilience of communities and households, especially to climate change”; given the ongoing legacy of Lesotho's historical context, which makes it exceptionally difficult for vulnerable households to become self-sufficient based on rural agriculture

<sup>129</sup> Government of Lesotho, 2018b, *Lesotho Zero Hunger Strategic Review*. Maseru: Food and Nutrition Coordinating Office, Office of the Prime Minister.

<sup>130</sup> WFP Lesotho, 2019a, *Lesotho Country Strategic Plan (2019-2024)*. Rome: WFP/EB.A/2019/8-A/5.

<sup>131</sup> *ibid.*

<sup>132</sup> WFP RBJ, 2018a, *Summary of Evaluation Evidence: Lesotho (2007-2018)*.

<sup>133</sup> WFP Lesotho, 2015, *A mid-term evaluation of WFP's Country Programme (2013-2017): Evaluation Report*.

<sup>134</sup> ODI, 2015. *Cash for assets pilot, Mphahle's Hoek: Evaluation report*. London: ODI.

<sup>135</sup> WFP Lesotho, 2018a, *Evaluation of the National School Feeding Programme in Lesotho, in consultation with the Lesotho Ministry of Education and Training (2007-2017): Evaluation Report*. Maseru: WFP.

<sup>136</sup> However, as noted in para 213 below, many pertinent recommendations of these evaluations are not yet implemented, and several such recommendations are echoed by the present evaluation.

alone (see Box 1 below).<sup>137</sup> It does quote data on malnutrition,<sup>138</sup> without offering analysis of how the proposed activities would specifically contribute to enhanced nutrition outcomes. Although the CSP mainstreams capacity strengthening into all strategic outcomes and activities, it does not refer to analysis of capacity strengthening needs in Lesotho.<sup>139</sup>

### Box 1 Historical roots of livelihood strategies in Lesotho

In 1868, political considerations induced Britain to protect the current territory of Lesotho (approximately)<sup>140</sup> from absorption by emerging White settler states. The political economy of colonial diamond and gold production then meant that the country was turned into a labour reserve for South African mines – much like Transkei, Zululand and other ‘Bantustans’ that were part of South Africa itself. In the early 20<sup>th</sup> century, more Sesotho-speaking people were forced to settle in Basutoland as their farmland in South Africa was expropriated for use by White farmers. As in other southern African labour reserves, the intention was that the Basotho would be unable to assure sustainable livelihoods on the very limited land left available to them, and that men would be forced into migrant labour in the South African mining and industrial economy.<sup>141</sup> Attempts to promote sustainable livelihoods in Lesotho must always take this intentional overcrowding into account. Large-scale labour migration to South African mines has ended, but many rural and urban Basotho continue to base part or all of their livelihoods on the work they or their family members do in South Africa. Rural people often sustain themselves also by family engagement in Lesotho’s urban economy. This reality of multiple livelihood strategies should guide the design of agricultural and natural resource management policy and programmes in Lesotho.

## CSP alignment with national policies, plans and capacity, and with the SDGs

**Finding 2. The CSP is well aligned with national policies and plans. It is explicitly focused on supporting the Government to achieve SDG 2, zero hunger, and is fully aligned with SDG 5, gender equality.**

EQ1.2 To what extent is the CSP aligned to national policies, plans and capacity, and to the SDGs?

83. The CSP outlines the relevant national policies and plans and indicates how WFP will support the Government in selected areas. The main instrument through which Lesotho seeks to mainstream the SDGs is the Second National Strategic Development Plan (NSDP II), 2018/19-2022/23 (now extended to 2028).<sup>142</sup> With its emphasis on supporting the Basotho in the development of livelihoods that are more resilient to climate change, the CSP is well aligned with the NSDP II focus on mainstreaming climate change and environmental protection.<sup>143</sup> The CSP’s mainstreaming of gender equality and women’s empowerment matches the approach taken by the NSDP II.<sup>144</sup>

84. Within its four key priority areas (paragraph 9 above), NSDP II identifies challenges in the agriculture sector that the CSP also emphasizes, notably land degradation and a range of weaknesses in Lesotho food systems that contribute<sup>145</sup> to chronic food insecurity and malnutrition.<sup>146</sup> The CSP’s capacity strengthening efforts in the nutrition sector (Activity 4) are aligned with Strategic Objective 2 under NSDP II Intermediate Outcome 2.3 (reduced malnutrition): “Strengthen nutrition governance and capacity development”.<sup>147</sup> The NSDP II goes on to focus on social protection and vulnerability. CSP activities 2 and 3 should contribute directly

<sup>137</sup>WFP Lesotho, 2019a *Lesotho Country Strategic Plan (2019-2024)*. Rome: WFP/EB.A/2019/8-A/5.

<sup>138</sup>ibid.

<sup>139</sup> Detailed work was done on this later: see Annex 15.

<sup>140</sup> Pre-colonial Lesotho included extensive areas of what is now the Free State province of South Africa.

<sup>141</sup> See: Murray, 1981, *Families divided: the impact of migrant labour in Lesotho: Johannesburg*, Murray, C. (1981) Ravan Press: pages 1-36; Ferguson, 1994, *The anti-politics machine*. Ferguson, J. (1994) Minneapolis: University of Minnesota Press: pages 25-28, 251-256.

<sup>142</sup> Government of Lesotho, 2018a, *National Strategic Development Plan II 2018/19 to 2022/23*; Government of Lesotho, 2023, *National Strategic Development Plan II Strategic Focus 2023/24-2027/28*. Maseru: Ministry of Development Planning.

<sup>143</sup> Government of Lesotho, 2018a, *National Strategic Development Plan II 2018/19 to 2022/23*; Government of Lesotho, 2021c, *The Kingdom of Lesotho’s Third National Communication on Climate Change*; Government of Lesotho, 2017a, *National Climate Change Policy 2017-2027*.

<sup>144</sup> Government of Lesotho, 2018a, *National Strategic Development Plan II 2018/19 to 2022/23*.

<sup>145</sup> It should be noted that other factors besides food systems (for example, health, WASH) also contribute to improving malnutrition.

<sup>146</sup> Government of Lesotho, 2018a, *National Strategic Development Plan II 2018/19 to 2022/23*.

<sup>147</sup>ibid.



to its Strategic Objective 1 (Improve efficiency of social protection system) under Intermediate Outcome 2.4 (Efficient social protection systems and reduced vulnerability).

85. Concerning disaster risk reduction and response, Lesotho's disaster risk reduction policy dates from 2011, and there is no dedicated drought policy.<sup>148</sup> Opportunities for the CSP to align with policy in this field have therefore been limited, particularly as WFP (with its support in preparation of the Disaster Risk Management Bill) has been among those stakeholders advocating an anticipatory rather than a reactive approach to disasters.<sup>149</sup>

86. The CSP is broadly aligned with the National Strategic Resilience Framework (NSRF) 2019-2030, which strongly encourages support from United Nations agencies and development partners.<sup>150</sup> CSP operations clearly focus on two of the four NSRF "capacity areas required to build resilience": "strengthening preparedness" and "strengthening adaptive capacity". More specifically, they link to NSRF pillars 1 (disaster and climate risk management), 2 (capacity development), 5 (sustainable livelihoods) and 6 (sustainable natural resource and environmental management).<sup>151</sup>

87. The strategic outcomes of the CSP are clearly aligned with the vision of the Lesotho Food and Nutrition Policy (LFNP) 2016: "by 2025 Lesotho aspires to have a well-nourished, healthy and economically productive nation".<sup>152</sup> There is a similar match between the CSP mainstreaming of nutrition and the "multisectoral.../coordinated approach" adopted by the LFNP.<sup>153</sup> The CSP commits WFP to work on food systems, corresponding to some of the nutrition-sensitive initiatives set out in the LFNP, notably food safety and standards, nutrition at ECCD facilities, and caring for the socioeconomically deprived and nutritionally vulnerable.<sup>154</sup>

88. The CSP is well aligned with the national social protection strategy's intention to "improve shock-responsive social protection" in line with the intention of the NSRF "to bring social protection and disaster risk management under one umbrella".<sup>155</sup> This focus on the humanitarian-development nexus, to "reform public assistance into a shock-responsive programme for ultra-poor and poor households experiencing covariate or severe idiosyncratic shock, complemented by rehabilitation-oriented public work programmes and disaster management support",<sup>156</sup> aligns well with the CSP intention to help vulnerable, shock-affected households build more resilient livelihoods.

89. The CSP is closely aligned with SDG 2: zero hunger. The whole plan is intended to "guide WFP engagement in Lesotho from 2019 to 2024 in support of the Government's work towards the achievement of Sustainable Development Goal 2".<sup>157</sup> The CSP's cross-cutting commitment to "improved gender equality and women's empowerment among WFP-assisted population[s]"<sup>158</sup> is fully aligned with SDG 5 (gender equality).

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<sup>148</sup> SADRI, , 2021, Southern Africa Drought Resilience Initiative (2021) *Drought resilience profiles: Lesotho*: page 5.

<sup>149</sup> Mojaki et al, 2022, Mojaki, R.A., Easton-Calabria, E. and Coughlan de Perez, E. (2022) *Disaster risk financing: an overview from Lesotho*. Boston: Feinstein International Center: page 3.

<sup>150</sup> Government of Lesotho, 2019d. *Lesotho National Strategic Resilience Framework 2019-2030*. Maseru.

<sup>151</sup> *ibid.*

<sup>152</sup> Government of Lesotho, 2016, *Lesotho Food and Nutrition Policy (LFNP) 2016-2025*. Maseru: Food and Nutrition Coordination Office, page 25.

<sup>153</sup> *ibid.*, page 25.

<sup>154</sup> *ibid.*, pages 35-36.

<sup>155</sup> Government of Lesotho, 2021g, *Lesotho National Social Protection Strategy II, 2021-2031*. Maseru: Ministry of Social Development, pages 13, 19. Note however that the strategy is largely focused on social grants like the Child Grant and the old age pension.

<sup>156</sup> Government of Lesotho, 2021g, page 24.

<sup>157</sup> WFP Lesotho, 2019a, *Lesotho Country Strategic Plan (2019-2024)*. Rome: WFP/EB.A/2019/8-A/5.

<sup>158</sup> *ibid.*

## CSP coherence and alignment with wider United Nations, inclusion of appropriate strategic partnerships

**Finding 3. The CSP is firmly aligned on paper with the UNDAF, but despite some appropriate strategic partnerships this has not resulted in strong overall operational coherence. WFP has important collaborations with FAO and the United Nations Children’s Fund (UNICEF). Achieving coherence around United Nations entities’ roles in food systems and natural resource management is an important challenge. These are fields in which WFP has not yet demonstrated its ability to add value in Lesotho.**

EQ1.3 To what extent is the CSP coherent and aligned with the wider UN and includes appropriate strategic partnerships based on the comparative advantage of WFP in the country?

90. This section focuses on strategic partnerships through which WFP worked with other organizations in pursuit of mutually compatible programmatic goals. The CSP states that it is “firmly embedded” within the 2019-2023 United Nations Development Assistance Framework,<sup>159</sup> but does not give any details of this alignment. It also says that the UNDAF guides its partnerships with other United Nations entities and other development partners.<sup>160</sup> However, the UNDAF has had limited effect in achieving practical, operational alignment between United Nations entities, including WFP.<sup>161</sup> According to a 2022 evaluation, some synergy and collaboration was achieved among United Nations agencies in planning and reporting, but less in implementation.<sup>162</sup> According to informants, coordination within the United Nations system on humanitarian responses is weak, with coordination only on an ad hoc basis and no regular humanitarian country team meetings.

91. Despite the apparent lack of strong overall coherence and alignment within the United Nations system, the CSP has achieved a number of appropriate strategic partnerships. Concerning United Nations entities, CSP design made specific reference to the social protection sector (partnership with UNICEF) and resilience building (FAO). In practice, the most prominent sector in WFP collaboration with UNICEF has been nutrition, although the two entities have also worked together on potential (not yet realized) WFP use of the National Information System for Social Assistance (NISSA). In nutrition, the traditional allocation of severe acute malnutrition (SAM) services to UNICEF and of moderate acute malnutrition (MAM) roles to WFP was complicated by the reduced engagement of WFP in its support to moderate acute malnutrition cases as the Government took over the procurement of supplementary feeding commodities.

92. Within the United Nations system, the other significant WFP interface has been with FAO. The longer-established partnership concerns disaster response, where the added value of WFP and its generally strong operational performance are confirmed by informants in partner entities. FAO and WFP have co-chaired the United Nations Disaster Risk Reduction Team for some years, and both play important roles in supporting the work of the Lesotho Vulnerability Assessment Committee (LVAC) and the Disaster Management Authority (DMA). They also participate in broad sectoral coordination structures, notably United Nations Nutrition (UNN) and the Agriculture and Food Security development partners forum, the former hosted and the latter chaired by FAO.

93. The newer WFP interface with FAO is in food systems and natural resource management. Both entities participate in (and previously co-chaired) the development partners’ forum on Environment, Resilience and Natural Resources. The CSP’s expansion of WFP roles into agricultural development clearly has the potential for mandate overlap with FAO. Although a working relationship has been maintained, there is a lack of coherence at both design and operational levels, exacerbated by the limited resourcing and scale of both entities’ work at the field level. The UNDAF did not resolve this, and stakeholders expressed some uncertainty when they saw both FAO and WFP reporting on work in the same sector in the same UNDAF outcome results group.

94. WFP and the United Nations Population Fund (UNFPA) collaborate in the field of protection for beneficiaries, particularly in its gender dimensions – in line with UNFPA commitment to ensure that humanitarian actors protect women. UNFPA has assisted with building the capacity of humanitarian actors on protection issues, including training of officers in the Ministry of Local Government, Chieftainship, Home Affairs and Police to record and response to gender-based violence concerns during crisis response interventions; and

<sup>159</sup> *ibid*: page 7.

<sup>160</sup> *ibid*: page 19.

<sup>161</sup> UN Lesotho, 2023b, *Lesotho United National Development Assistance Framework (UNDAF 2019-2023) Evaluation. Final Evaluation Report*. 17 February 2023.

<sup>162</sup> UN Lesotho, 2023a: *UN report Lesotho*. Maseru: United Nations: pages 58-60, page 59.

also worked with WFP to ensure that gender is mainstreamed into vulnerability assessments conducted by LVAC (see paragraph 153).

95. In the context of disaster response (including the COVID-19 pandemic), according to informants, WFP has worked constructively with the International Organization for Migration (IOM) to address the impacts of migration as a survival response in times of hardship. There is potential for the collaboration to continue, addressing the reality that migration is a very common element of the multiple livelihood strategies that most Basotho must pursue. As indicated in Box 1 above, it is unrealistic in Lesotho to design support for resilient livelihoods on the assumption that those livelihoods can be achieved at a single location.

## Internal coherence of CSP, reference to a clear theory of change and comparative advantage

**Finding 4. The CSP does not explicitly mention the WFP comparative advantage, and the corporate strategic plan 2017-2021 did not define it clearly. The CSP did not present a theory of change. Some elements of a theory of change can be inferred from CSP design, but it does not structure activities and operations to optimize internal coherence. Some elements of internal coherence have emerged during operations, but there was no systematic focus on maximizing coherence between humanitarian and developmental components of the CSP.**

EQ1.4 To what extent is the CSP design internally coherent and based on a clear theory of change articulating WFP role and contributions in a realistic manner and based on its comparative advantage as defined in the WFP strategic plan?

96. Design of the Lesotho CSP was guided by the strategic plan 2017-2021. This made only indirect and general references to the comparative advantage of WFP,<sup>163</sup> while quoting an external review that focused on “strong comparative advantage in humanitarian settings”.<sup>164</sup> It also refers to “challenges in determining WFP’s ... comparative advantage”.<sup>165</sup> However the strategic plan did note that WFP activities should be tailored to its potential added value in specific contexts, depending on the country situation and the potential for synergy with other partners.<sup>166</sup> Although the CSP clearly grounds SO1 in established WFP humanitarian strengths, it contains no specific analysis of how WFP can add value in the particular context of Lesotho.

97. CSP design was not required to include an explicit theory of change, and did not do so. It identifies challenges, outlines lessons from its experience in Lesotho, and lists opportunities for WFP – ways in which it can support the Government while achieving important strategic changes, including the integration of programmes and greater emphasis on building sustainable food systems. The stated collective vision is “a more resilient, food-secure and healthy nation”.<sup>167</sup> As noted in paragraph 47 above, the evaluation team has reconstructed a schematic theory of change for the CSP, but the CSP itself does explain how, or to what extent, outputs are expected to contribute to outcomes. A further challenge, which the CSP should express as a design assumption, concerns the intended shift from direct implementation to advisory and capacity strengthening roles. This means that the extent and quality of the contribution of CSP outputs to intended outcomes depends heavily on the Government’s implementation performance, and on its engagement with advisory and capacity strengthening support from WFP.

98. A common theme across the four main strategic outcomes is that country capacity strengthening is needed at various levels and in various fields in order for the Government – no longer WFP – to achieve optimum progress towards zero hunger. The two principle levels are those of national and local government itself; and of food-insecure, vulnerable households and communities. Annex 15 provides an integrated conceptual analysis, mapping and assessment of country capacity strengthening under the CSP.

99. As noted in paragraph 41 above, the CSP claimed a strategic shift towards the integration of all programmes. However, although a degree of internal coherence can be asserted across strategic outcomes 1-4, the extent of integration is limited. Coherence is impaired by the fragmented and short-term nature of many of the operations, linked (according to informants) to the low levels and frequent sub-earmarking of donor

<sup>163</sup> WFP, 2017a: *WFP Strategic Plan (2017-2021)*. Rome, July 2017, page 2.

<sup>164</sup> *ibid*: page 14.

<sup>165</sup> *ibid*: page 14.

<sup>166</sup> *ibid*: page 25: “... not all Strategic Objectives and Strategic Results will apply to all countries, ... WFP’s activities will reflect the needs in a specific country or region, the added value that WFP can bring at a particular time and place, and the presence and capabilities of other actors. WFP will work in synergy with partners....”

<sup>167</sup> WFP Lesotho, 2019a: *Lesotho Country Strategic Plan (2019-2024)*. Rome: WFP/EB.A/2019/8-A/5, page 9.

funding by donors. These funding issues are further explored under Finding 34 below. Coherence between humanitarian and development interventions is reviewed in Section 2.2, under EQ2.4. As explored in Annex 5, due partly to the pandemic, the three components of IACOV have not proceeded at the same rate, so that its internal coherence in implementation has been more limited than intended.

100. Home-grown school feeding (HGSF) could strengthen the internal coherence of the CSP by linking WFP capacity strengthening work on school feeding (Activity 2) with its work to strengthen food systems and market access for small-scale producers (Activity 6). The extent to which this has occurred in practice is reviewed under EQ2 (see the discussion under Finding 20 below).

## Ongoing relevance of WFP strategic positioning

**Finding 5. Despite major changes in the humanitarian context, WFP strategic positioning remained relevant throughout the CSP implementation period. But this strategic positioning was designed to be dynamic: to continue and consolidate the corporate strategic shift away from direct implementation, and to emphasize the WFP developmental mandate as well as its humanitarian one. This design posed numerous operational challenges at all levels, and did not always fully meet the needs of the most chronically vulnerable.**

EQ1.5 To what extent has WFP's strategic positioning remained relevant throughout the implementation of the CSP considering changing context, national capacities and needs? – in particular in response to the needs of the most vulnerable and to the COVID-19 pandemic?

101. The COVID-19 pandemic and recurring seasons of low rainfall constituted significant developments in the context for CSP implementation (Section 1.2 above). While the design of Activity 1 provided a platform for expanded humanitarian response (supported by budget revisions 1, 2 and 4 – see Annex 3, Table 16), the pandemic was a more comprehensive challenge to the Government and people of Lesotho and to the international community supporting them. While the relevance of WFP strategic positioning was unchanged, the feasibility of its operations was severely affected. Nevertheless, the established competence of WFP in responding to emergencies facilitated its advice to the Government and the adjustment of its own operations,<sup>168</sup> and WFP is acknowledged by informants from government and other agencies to have played a distinct and important role in emergency responses.

102. These significant developments did not necessitate major changes to WFP strategic positioning, but there were continuing challenges as the organization sought coherence between support to crisis-affected households, support to the most chronically vulnerable livelihoods, and support to those with prospects of developing more resilient livelihoods that might engage in strengthened farming systems and markets. See further discussion linked to Finding 32.

103. These challenges around the humanitarian-development nexus are central to the strategic shift inherent in the WFP corporate strategy, which constitutes a redefinition and expansion of the organization's strategic positioning. Implementation of the CSP thus meant a steady evolution of strategic positioning at all levels, from persuading the Government and development partners of the redefined relevance of WFP, to ensuring appropriate focus and linkages at the field level. Internal and external informants suggest that more work is needed in the latter area. Many of the IACOV-sponsored asset creation operations done so far have been at the community level, but there is growing consensus that resilience is more effectively built by asset creation and related production advice at the household level.

104. While the focus of national need shifted as outlined above, there were no significant changes in national capacity. The capacity strengthening challenges that the CSP aimed to help the Government tackle remained in place (see Annex 15). Also ongoing, at least until 2022, was political instability, leading to the formation of successive new coalition governments and the frequent need for WFP to brief new leadership, re-establish relationships and reinforce its efforts to raise government awareness of its activities.<sup>169</sup>

105. WFP success in targeting the most vulnerable during the CSP is reviewed under EQ3 (see Finding 32). Performance related to gender, disability and inclusion is considered under EQ2 (Finding 23).

<sup>168</sup> WFP Lesotho, 2020b: *Lesotho Annual Country Report 2020*, page 8; WFP Lesotho, 2021c: *Lesotho Annual Country Report 2021*, page 8.

<sup>169</sup> WFP Lesotho, 2021c. *Lesotho Annual Country Report 2021*, page 8. See also Government of Lesotho, 2018b: *Lesotho Zero Hunger Strategic Review*. Maseru: Food and Nutrition Coordinating Office, Office of the Prime Minister, page 8.

## 2.2. EQ2: WHAT IS THE EXTENT AND QUALITY OF WFP'S SPECIFIC CONTRIBUTION TO COUNTRY STRATEGIC PLAN STRATEGIC OUTCOMES IN THE COUNTRY?

### Contribution to CSP outcomes and to the UNDAF

#### Provision of assistance to populations affected by shocks (SO1)

**Finding 6.** There was a fluctuating caseload as a result of successive shocks, to which WFP responded flexibly with cash and voucher distributions in both rural and urban areas. These generally led to improved food security outcomes among beneficiaries, although they were not sustained after interventions ended. WFP was able to reach only a limited proportion of those identified as needing assistance.

EQ2.1 To what extent did WFP activities and outputs contribute to the expected outcomes of the CSP and to the UNDAF? Were there any unintended results, positive or negative?

106. Under Strategic Outcome 1, which aims to meet the food and nutrition needs of shock-affected people in Lesotho during times of crisis, WFP was able to respond flexibly to a fluctuating caseload arising from successive shocks. The scope of activities defined under SO1 in the CSP assumed that the country would face two emergency crises over the period of the CSP. However, since 2019, Lesotho has been hit by: drought from failed rains for three successive planting seasons (2017/2018, 2018/2019 and 2019/2020); the COVID-19 pandemic, which introduced an increased caseload in urban areas, as well as among newly vulnerable groups such as families of returning labour migrants; and heavy rains damaging crops during the 2020/2021 growing season.

107. Figure 10 below illustrates that WFP exceeded the targeted number of beneficiaries under Activity 1 in 2020 and 2021, following the October 2019 declaration of national disaster in light of severe drought and the March 2020 national emergency declared due to COVID-19. The IPC food insecurity situation for October 2019 to March 2020<sup>170</sup> projected 433,410 from the rural population and 74,715 from the urban population in IPC 3 and 4, which equates to over 20 percent of the total population and spans all districts of the country. In the 2020 update, the October 2020 to March 2021 projections showed an increase to 582,000 rural and 184,000 urban population in IPC 3 and 4 (over 30 percent of the total population).<sup>171</sup> However, despite exceeding targets in 2020 and 2021 responses, the scale of the support provided by WFP was small in relation to the needs and, although World Vision and Catholic Relief Services also assisted vulnerable populations, according to government sources the “majority of needs were not met”. WFP were only able to meet the needs of 16 percent of the population in need during the 2020/2021 response, and 12 percent of the population in need during the 2021/2022 response.<sup>172</sup> Due to funding challenges,<sup>173</sup> the percentage of the population that WFP was able to reach reduced further during the 2022/2023 response (see Table 7 below). For more on the challenges of targeting the most vulnerable, see the discussion linked to EQ3.2 and Finding 32 below.

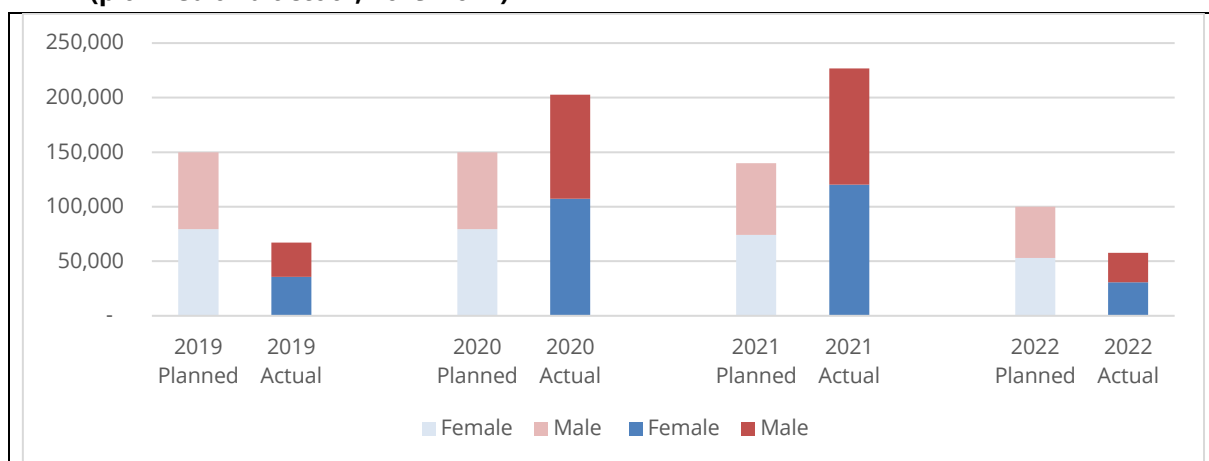
<sup>170</sup> LVAC, 2019. *2019 Vulnerability Assessment and Analysis Report*. Lesotho Vulnerability Assessment Committee

<sup>171</sup> LVAC, 2020b. *Food Security Updated*. October 2020. Lesotho Vulnerability Assessment Committee.

<sup>172</sup> Calculated using LVAC annual assessments and WFP beneficiary data for individual crisis responses.

<sup>173</sup> See the discussion of resourcing in Section 2.4 below.

**Figure 10 Activity 1 beneficiaries receiving cash and voucher transfers (planned and actual, 2019-2022)**



Source: WFP Lesotho Annual Country Reports 2019-2022.

**Table 7 Percentage of Lesotho vulnerability assessment committee caseload reached by WFP crisis response activities**

Crisis response period	Beneficiaries reached by WFP			LVAC caseload estimate	% of caseload reached by WFP
	Male	Female	Total		
October 2019 to March 2020	81,050	83,810	164,860	507,700	32%
October 2020 to March 2021	65,134	54,222	119,356	766,000	16%
October 2021 to March 2022	30,032	27,572	57,604	496,000	12%
October 2022 to December 2022	9,048	8,920	17,968	521,000	3%
January 2023 to March 2023	17,041	17,227	34,268	521,000	7%

Source: LVAC Annual Assessments; WFP Activity 1 data; COMET.

108. As a whole, improved food security outcomes have been realized as a result of both cash and voucher distributions in both rural and urban responses. The food consumption score (FCS) outcome data for individual crisis responses, drawn from baseline, follow-up (post-distribution monitoring (PDM)) and close-out reports for each response are summarized in Figure 11 below. Across the majority of crisis response interventions, an increase in the proportion of beneficiaries registering an acceptable food consumption score from baseline was seen in both follow-up and close-out data collection rounds.

109. Despite a generally positive picture of improved food security as a result of short-term WFP cash and voucher interventions, data also show that the chronic vulnerability of the populations meant that food security outcomes have not been sustained once the interventions ended. As illustrated in Figure 11 below, during October 2019-July 2020<sup>174</sup> and October 2020-March 2021<sup>175</sup> interventions, as well as the 2020/2021<sup>176</sup> and 2021/2022<sup>177</sup> urban interventions, many households fell back into borderline food consumption scores at close-out. Focus group discussions with crisis response beneficiaries verified that, although the support of WFP had been important, targeted households continued to struggle with their food and nutrition needs once the support ended. Outcome data (Figure 12 below) also show that, as a result of COVID-19 lockdowns in Lesotho, which led to increased household sizes, the reduced Coping Strategy Index (rCSI) increased at close-out during 2020<sup>178</sup> and 2021<sup>179</sup> assistance (compared with the post-distribution monitoring scores), illustrating that households adopted food-related negative coping strategies after the WFP support.

<sup>174</sup> WFP Lesotho, 2020d, *Crisis Response Close-out report*. July 2020.

<sup>175</sup> WFP Lesotho, 2021d, *Crisis Response Close-out report*. April 2021.

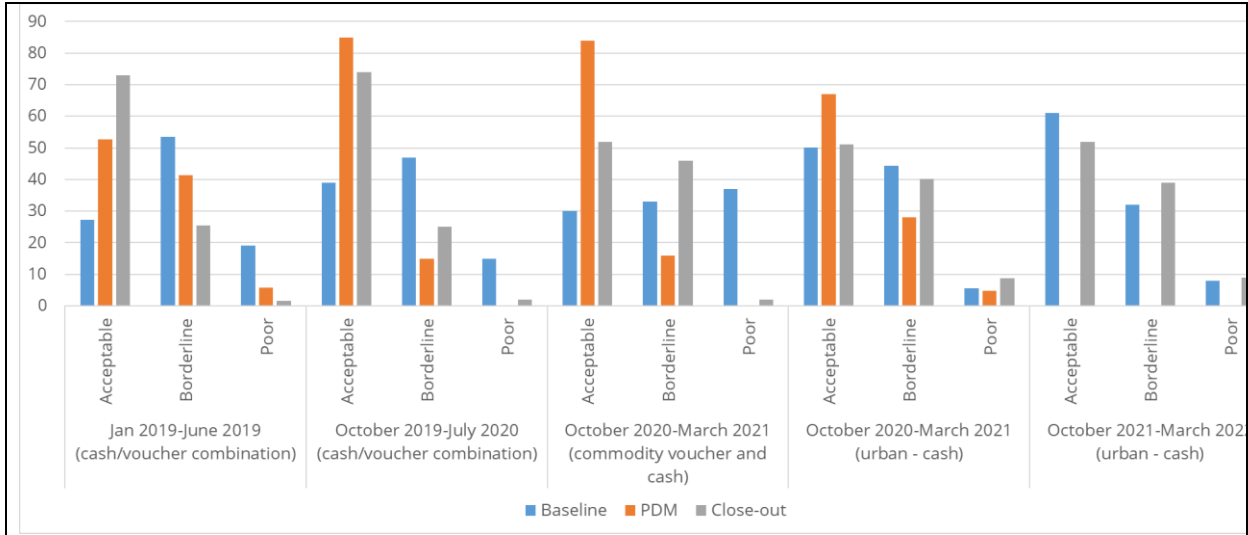
<sup>176</sup> WFP Lesotho, 2021e, *Urban Crisis Response Close-out report*. March 2021.

<sup>177</sup> WFP Lesotho 2022f, *Urban Crisis Response Close-out report*. May 2022.

<sup>178</sup> WFP Lesotho, 2020d, *Crisis Response Close-out report*. July 2020.

<sup>179</sup> WFP Lesotho, 2021d *Crisis Response Close-out report*. April 2021.

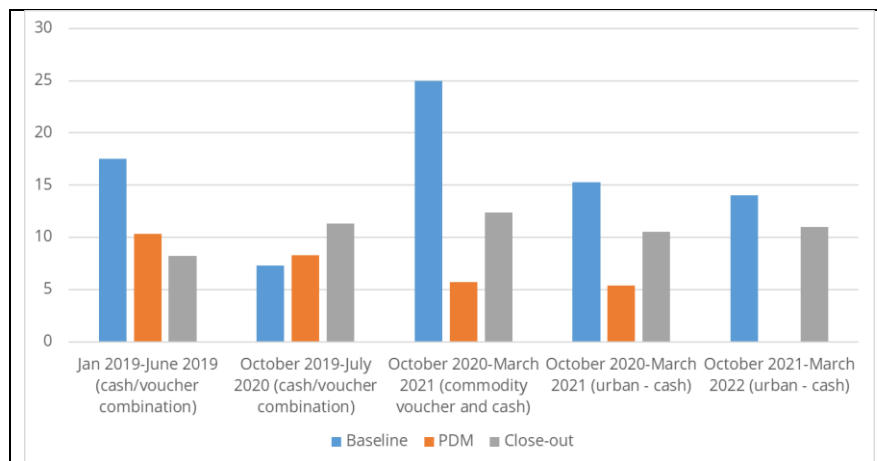
**Figure 11 Food Consumption Scores across crisis response interventions 2019-2022**



Source: WFP Lesotho Baseline, Follow-up and Close-out Reports; PDM – Post-distribution monitoring.  
 Note: based on reports from five interventions. Reports for 2021/2022 rural response and 2022/2023 responses not available.

110. In addition, during the urban cash response in Maseru and Qacha’s Nek districts, between October 2021 and March 2022, the overall proportion of households with acceptable food consumption scores decreased from 61 percent pre-assistance to 52 percent at close-out, with those falling into borderline food consumption scores increasing (see Figure 11 above).<sup>180</sup> During this period, the transfer value from WFP decreased to Lesotho Loti (LSL) 714, compared to LSL 811-831 distributed during the previous year’s response,<sup>181</sup> as a result of calculations by the vulnerability analysis and mapping (VAM) unit on the food gap for this period. However, interviews and reports illustrate that the increasing food prices of commodities (food and non-food) during this time meant that the monthly transfer value could not adequately sustain the beneficiary households between disbursements.<sup>182</sup>

**Figure 12 Reduced Coping Strategy Index across crisis response interventions 2019-2022**



Source: WFP Lesotho Baseline, Follow-up and Close-out Reports.  
 Note: based on reports from five interventions. Reports for 2021/22 rural response and 2022/23 responses not available.

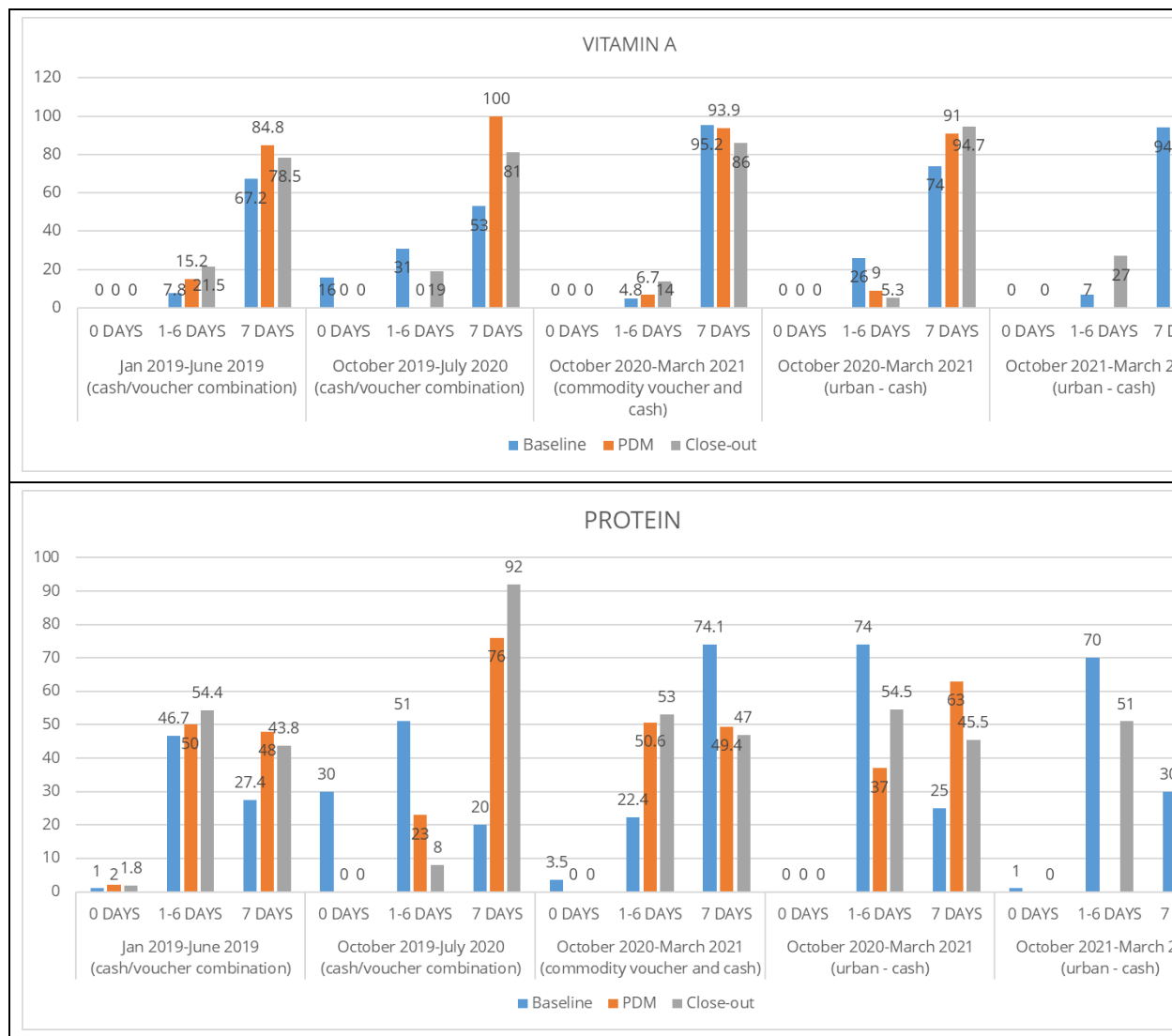
<sup>180</sup> WFP Lesotho 2022f, *Urban Crisis Response Close-out report*. May 2022.  
<sup>181</sup> WFP Lesotho country office dataset. LSL 714 = USD 47.21 in October 2021; LSL 811-831 = USD 48.15-49.33 in October 2020. (Lesotho Loti is the local currency.)  
<sup>182</sup> WFP Lesotho 2022f, *Urban Crisis Response Close-out report*. May 2022.

**Finding 7. Through collaboration with government partners at the district level to ensure targeted households benefit from improved knowledge of nutrition, as well as ensuring nutrient dense food items in voucher distributions, improved nutrition outcomes have been supported, although some gaps are still evident.**

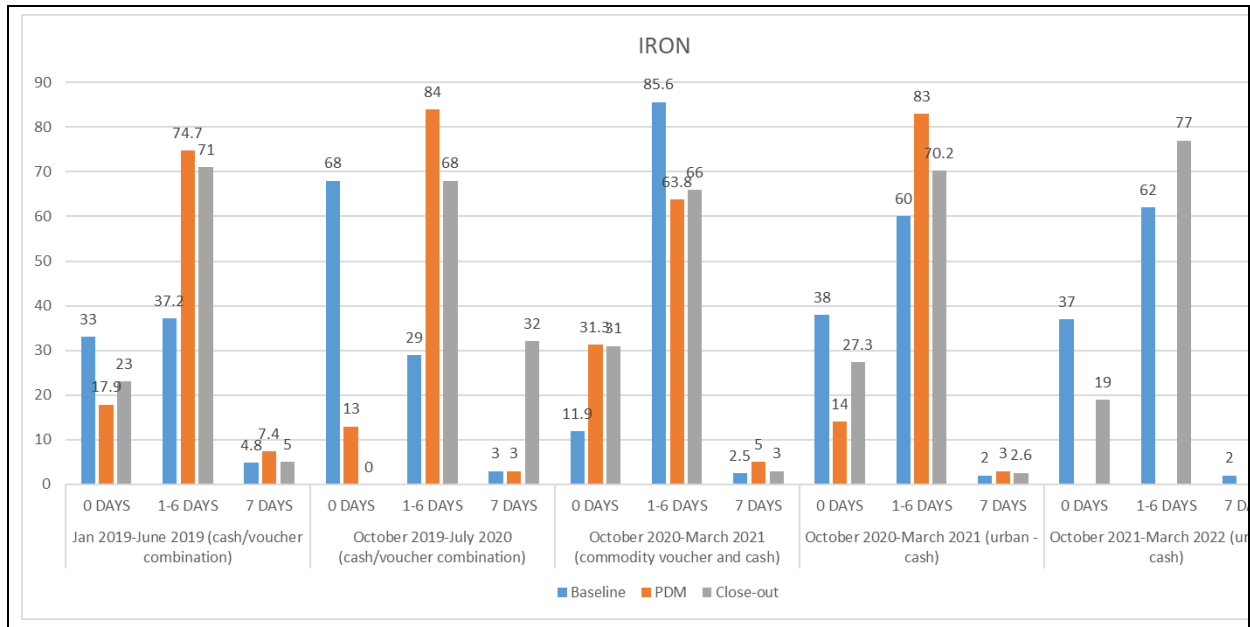
111. Informants confirmed that WFP ensured improved dietary diversity by working with retailers to source nutrient dense food items through voucher distributions. Outcome data also show that consumption of vitamin A- and protein-rich foods generally improved with WFP interventions under SO1, with the proportion of households consuming vitamin A- and protein-rich foods every day increasing with the intervention (see Figure 13 below). However, this was not seen across all interventions. During the October 2020 to March 2021 commodity voucher and cash response, although the number of households that never consumed vitamin A- and protein-rich foods was zero during and after intervention, the proportion of households that consumed these foods every day decreased. This change was most pronounced for the consumption of protein-rich foods.

112. Targets for consumption of iron-rich foods across interventions were not consistently met, and Figure 13 below demonstrates that the number of households that never consumed iron-rich foods remained high across interventions, although in some years a decline in this proportion was seen. National and district-level informants recognized that the low consumption of iron-rich foods had been highlighted as a challenge and that WFP had adjusted the food basket and introduced Weet-Bix as a source of iron since 2021.

**Figure 13 Food Consumption Score: nutrition across crisis response interventions 2019-2022**





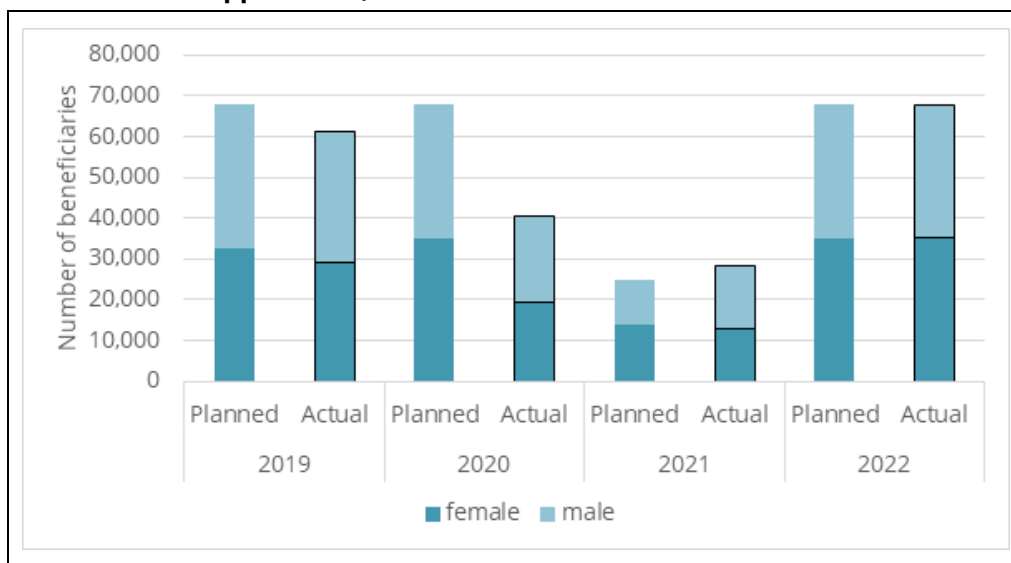


Source: WFP Lesotho Baseline, Follow-up and Close-out Reports.

Note: based on reports from five interventions. Reports for 2021/22 rural response and 2022/23 responses not available.

113. WFP worked closely with government partners at the district level to ensure targeted households benefited from improved knowledge of nutrition, health, hygiene and other care practices that contribute to improved food consumption and nutritional status. Overall, 90 percent of women and 83 percent of men targeted by social behaviour change communication approaches were reached (Figure 14 below), although in 2020 WFP fell notably short of targets due to COVID-19 restrictions on public gatherings. Focus group discussions reported that where messaging had been sent via SMS text to cash beneficiaries, it had been well received and helped improve household knowledge. However, recall amongst voucher beneficiaries receiving community-messaging from district officials was limited and informants identified that government partners did not have the resources to provide continual reinforcement and follow-up of the messaging conducted. It was noted by district-level informants that challenges were faced in reaching all beneficiaries with continual messaging, because the district officials relied on WFP to finance vehicles and daily subsistence allowance (DSA) to carry out the training, and repeat public gatherings had not been planned by WFP and therefore resources were not available for these activities.

**Figure 14 Number of people reached through interpersonal social and behaviour change communication approaches, 2019-2022**



Source: COMET data extraction.

## Strengthened social protection systems (SO2)

114. Under SO2, WFP aimed to support strengthened social protection systems that ensure access to adequate, safe and nutritious food all year round for vulnerable populations. Under Activity 2 the focus of WFP has been on school meals, including management, implementation and handover of the primary school feeding programme to the Government, as well as management and implementation of feeding for early childhood care and development centres (ECCDs).<sup>183</sup> Activity 3 supported strengthened technical capacity of the Government in early warning, food and nutrition security monitoring and vulnerability assessment and analysis through forecast-based financing approaches, aiming to enhance the Government's capacity to implement an early warning system that is linked to social protection. Activities 2 and 3 were implemented as two distinct programme areas within the CSP.

115. The CSP planned to have strengthened government capacity to manage, fully own and implement the HGSP<sup>184</sup> programme. However, the Government decided to accelerate the process of handover of primary school feeding from WFP to the Ministry of Education and Training (MoET), with a transition to full government ownership in 2020 (see Annex 6 for additional information on school feeding and the transition to Government).

**Finding 8. Prior to the handover of primary school feeding to the Government in 2020, direct provision of primary school meals by WFP was recognized to provide a nutritious meal for schoolchildren and encourage attendance for both boys and girls. The income transfer effect also made this a significant instrument for social protection. WFP has been able to sustain its support to ECCD feeding throughout the CSP, but this has inadvertently excluded some of the vulnerable pre-primary children from accessing adequate and nutritious meals.**

116. Primary school informants (teachers, parents and board members) considered school feeding to be a significant reason why children attended school. However, attendance rates did decline slightly from the T-ICSP to the CSP, which was attributed to teacher strikes in 2019. In 2018 attendance rates were 94 percent for girls and 93 percent for boys. This decreased to 89 percent and 87 percent respectively in 2019. School feeding managers and headteachers also recalled that during this period, food distributed by WFP to primary and pre-primary schools was sufficient to meet the school needs, although data illustrate that there were challenges. Only 71 percent of planned quantities of food were distributed in 2018; and 90 percent of planned quantities of food were distributed in 2019 (see Figure 15 below). However, generally a full nutritious basket of food was distributed, with maize meal, super cereal (corn-soya blend (CSB)), iodized salt, sugar, vegetable oil, and a variation of peas and beans or split peas.

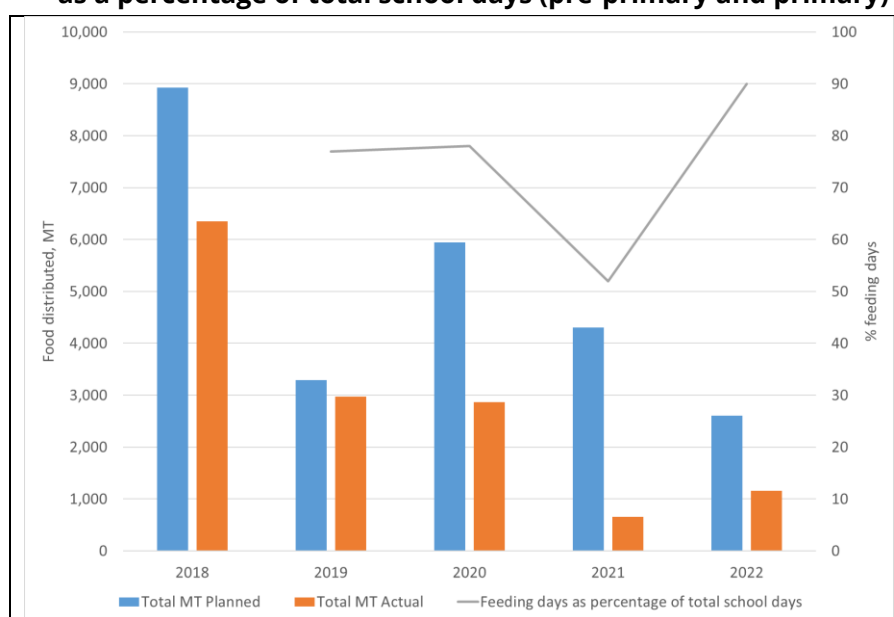
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<sup>183</sup> School feeding is recognized to have multiple benefits, including acting as a component of social protection systems. See Bundy et al, 2009, Bundy et al, 2018. The recent evaluation of WFP school feeding strategy reported:

"School feeding constitutes a significant value transfer relative to household income and is therefore an important benefit for the participating households in most places where WFP operates. This is confirmed by the effectiveness of school feeding as an incentive for school attendance. Its safety-net significance is also demonstrated by its use in emergencies, as highlighted by the pressure to find alternative ways to deliver food to households when schools were closed as part of COVID-19 containment measures. ... Recognition of the role of school feeding in safety nets is increasingly widespread, but its systematic integration into national social protection systems remains relatively rare." WFP, 2021f, Strategic Evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals (SDGs). Rome, WFP OEI, para. 19.

<sup>184</sup> In practice the "home grown" dimension of the national school feeding programme has remained very limited.

**Figure 15 Activity 2: planned and actual distributions versus feeding days as a percentage of total school days (pre-primary and primary)**



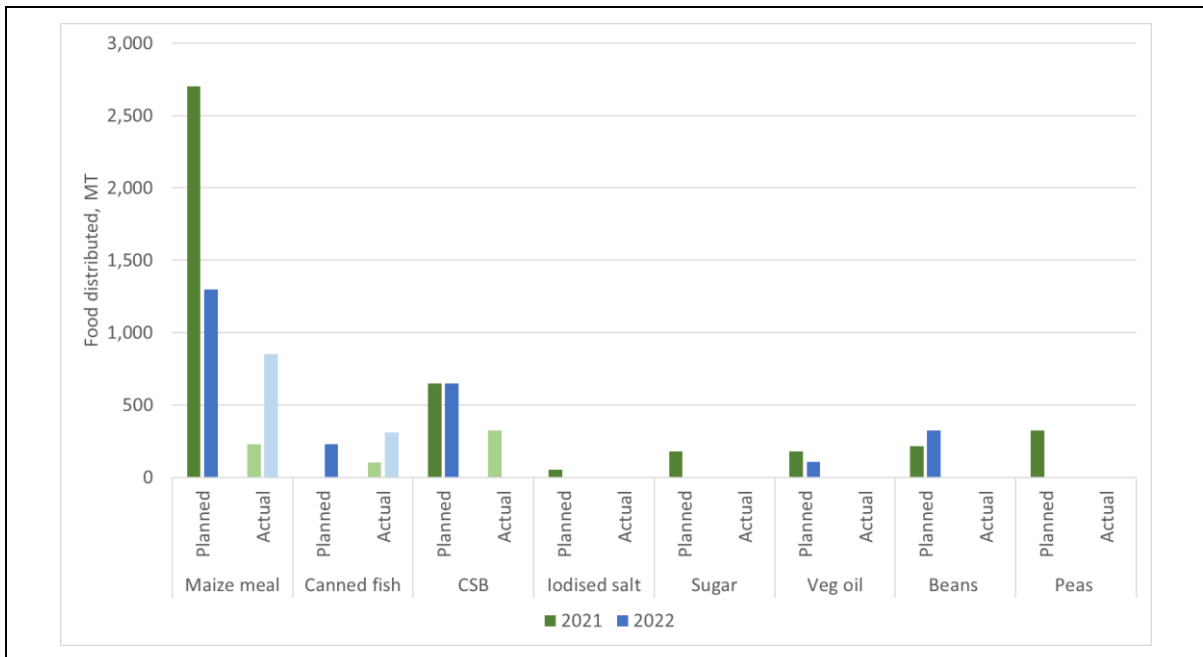
Source: COMET data extraction; data includes both pre-primary (for all years) and primary feeding (pre 2020).

117. WFP has continued to support the provision of school meals for pre-primary feeding, covering all government-registered and unregistered early childhood care and development centres across Lesotho from 2019.<sup>185</sup> WFP reached between 2,197 (2021) and 2,520 (2019 and 2020) ECCDs each year. However, the evidence that this contributes to the provision of adequate and nutritious food all year round for the most vulnerable pre-primary aged children is limited.

118. As a result of funding constraints, WFP has not been able to deliver the planned basket of commodities or the planned quantities of food for these ECCDs. In addition, the food that has been delivered has not always been timely as a result of procurement delays and challenges in obtaining lists of registered ECCDs from the Ministry of Education and Training (see the general review of timeliness under EQ3.1, paragraph 173). Figure 16 below illustrates that planned distributions of iodized salt, sugar, vegetable oil, beans and peas were not realized in 2021 and 2022. Similarly, distribution of corn-soya blend stopped in 2022, and distribution of maize meal was 8 percent of planned in 2021 and 66 percent of planned in 2022. The annual country report for 2022 states that learners in ECCDs have only been receiving one meal per day due to limited funding, despite plans for learners to receive two meals a day, of which one would be nutritious morning porridge of corn-soya blend.

<sup>185</sup> The MoET list of ECCDs includes some unregistered facilities; MoET is working to encourage their registration so as to facilitate monitoring.

**Figure 16 Planned and actual food distributed to early child care and development in 2021 and 2022, metric tons**



Source: WFP Lesotho ACRs 2021 and 2022.

119. There is also inadequate monitoring to understand outcomes related to ECCD feeding, with no data reporting on enrolment or following up the consumption of school meals,<sup>186</sup> although the evaluation found some qualitative evidence of improved attendance as a result of ECCD feeding, with both ECCD and government informants stating that they have seen attendance in ECCDs decline when school feeding was not delivered on time by WFP.

120. Evidence shows that the approach taken by WFP to target all ECCDs has inadvertently favoured children that can afford to attend. Although WFP is not specifically targeting the most vulnerable through this intervention, focus group discussions in ECCD communities suggested that the most vulnerable children were not able to attend ECCDs due to school fees.<sup>187</sup> Therefore, there is a tension with the WFP commitment to “leave no one behind”. In addition, WFP have not considered a targeted approach to ECCD feeding and evidence suggests that WFP may be targeting ECCDs that are not dependent on WFP support. Site visits illustrated that some ECCDs with higher fees have been able to make budget allocations to buy their own food commodities due to the unpredictability of food commodities and quantities that would be delivered by WFP, and therefore were not dependent on WFP support.<sup>188</sup> Although the evaluation team was unable to reach a sufficient sample to gauge the scale of this problem, it points to an important issue that has not been explored further, especially given the funding constraints highlighted in paragraph 118 above; instead of taking a more targeted approach to ECCD feeding, WFP has reduced volumes distributed to ECCDs in reaction to funding constraints (see Finding 32 below for further detail on targeting of ECCD feeding).

**Finding 9. WFP support to partners to address hygiene and nutrition challenges observed in ECCDs has not met targets.**

121. A limited proportion of targeted ECCDs have been reached by training on nutrition practices and hygiene, and on vegetable production through school gardens (292 of the 2,464 pre-schools receiving assistance in 2022), due to funding shortfalls.<sup>189</sup> Despite having been provided with tools, seeds and training, the small sample of ECCDs visited had not yet started gardening and had little land set aside for the volumes of produce that would be required. The recent country capacity strengthening survey report also highlighted challenges schools face in production related to a lack of protection of school land from community livestock

<sup>186</sup> While it is impractical to measure the nutritional status of children at ECCDs directly, it would, for example, be useful to check whether provision of a meal at school affects amounts provided at home.

<sup>187</sup> Fees were reported to vary from LSL 150 to LSL 500 per quarter.

<sup>188</sup> Evidence from two out of three ECCDs visited by the evaluation team (in different districts).

<sup>189</sup> WFP Lesotho, 2022d. WFP Lesotho Annual Country Report 2022.

grazing and a shortage of tools for vegetable production.<sup>190</sup> Thus, this evidence illustrates the challenges ECCDs and primary schools face in being able to establish school gardens that would meaningfully support the school feeding programmes.

**Finding 10. The acceleration in handing over primary school feeding to the Government meant that a handover strategy between WFP and the Government had not been formulated as planned during the CSP. However, WFP continued to partner with the Ministry of Education and Training, which continued to request that WFP provide technical assistance, particularly at the policy level. Despite this support, there is no evidence that WFP inputs have led to improvements in the national school feeding programme.**

122. In 2020, WFP signed an memorandum of understanding (MoU) for the continued provision of technical assistance by WFP to the Ministry of Education and Training.<sup>191</sup> Support at the national level has included: an evaluation of the Lesotho national school feeding programme (2018),<sup>192</sup> drafting of a monitoring and evaluation (M&E) framework for school feeding (2018-2021); a virtual study tour to Brazil (2019); a review of the national management agent model (2021);<sup>193</sup> and a review of the national school feeding policy (2022).<sup>194</sup> However, although these inputs were well received by the Ministry, and WFP has been recognized as having made a positive contribution to government policy direction related to school feeding, these investments have not been matched by actions to support the necessary institutional capacities and resources to enable implementation. WFP has played a limited role in supporting system-level improvements in the school feeding programme and there is acknowledgement at all levels that there has been a decline in the quality and effectiveness of primary school feeding since handover from WFP to the Ministry of Education and Training, and in particular that there are severe budget constraints faced by the Ministry when implementing primary school feeding. The per-pupil value of the Government's school feeding budget declined in real terms between 2015 and 2022.<sup>195</sup> Qualitative evidence highlighted numerous issues related to the delay in disbursement of funds to the national management agents for the procurement and distribution of food to schools and the payment of cooks; inadequate monitoring and reporting systems for school feeding; poor school infrastructure for school feeding; challenges in implementing a home-grown approach to school feeding; and the logistical challenges faced in distributing to hard-to-reach schools, meaning the correct amount of food was not always reaching schools.

123. Actions to support the necessary institutional capacities and resources were seen by the evaluation team, but with limited results demonstrated to date. For example:

- Training of national management agents during handover of school feeding to the Ministry of Education and Training has been limited. Although WFP have provided some training to national management agents in the areas of supply chain and national management agents were involved in workshops to orientate them on the HGSP model, this was noted by national management agents and by WFP staff to have been very limited and not based on national management agent needs or a clear strategy.
- Advocacy efforts to address institutional gaps in the Ministry of Education and Training that were highlighted to WFP by the Ministry during the 2020 capacity needs mapping exercise<sup>196</sup> have not seen improvements. These include the need to have an empowered school feeding secretariat to coordinate a multisectoral approach to school feeding, as well as the need to prioritize the registration of ECCDs for formalized feeding. Through WFP support in 2019, the Ministry of Education and Training has benefited from South-South cooperation with Brazil, which provided guidance on good

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<sup>190</sup> WFP Lesotho, 2023c. Country Capacity Strengthening Survey Report. 2023.

<sup>191</sup> WFP & MOET, 2020. Memorandum of Understanding for provision of technical assistance to the National School Feeding Programme in Lesotho.

<sup>192</sup> WFP Lesotho, 2018a. Evaluation of the National School Feeding Programme in Lesotho, in consultation of the Lesotho Ministry of Education and Training 2007-2017.

<sup>193</sup> Raselimo, 2021. Review of National Management Model for the implementation of National School Feeding Programme: Final Review Report.

<sup>194</sup> Raselimo, 2022. *Review of National School Feeding Policy*. December 2022.

<sup>195</sup> Ministry of Education and Training own data (provided 2023); LSL 595 per child was allocated in 2015 and LSL 533 per child was allocated in 2022.

<sup>196</sup> WFP & MOET, 2022a WFP Lesotho Capacity Strengthening Strategy in partnership with the Ministry of Education and Training: Capacity Needs Mapping. April 2020 (updated and finalized 2022); WFP & MOET, 2022b. WFP Lesotho Capacity Strengthening Strategy in partnership with the Ministry of Education and Training. March 2022.

multisectoral approaches to school feeding. However, the Ministry of Education and Training has not yet been able to establish the secretariat.

- As part of the technical assistance WFP has provided, WFP worked with government partners to support the government ambitions of adopting a home-grown approach to its national school feeding. Between 2019 and 2020 WFP implemented a local purchase initiative in northern districts under which WFP procured beans from farmers for school feeding. However, this support ended when the Government took over school feeding and there is limited evidence that this support has been sustained and that local smallholder farmers have the capacity to take advantage of the school feeding market, now implemented by the national management agents. Challenges have been realized by WFP and the national management agents related to the quantity and quality of smallholder farmer produce, as well as the ability of national management agents to pay smallholder farmers on time and at a sufficient price. As a result, local purchase of food commodities is done only on a very small scale, and limited to buying eggs, fresh vegetables (moroho), and seasonal purchase of beans, while many of the food commodities that are consumed in schools are imported from South Africa. This is verified by a recent review of the national management agent model and is elaborated further in Figure 18 and Finding 20 below.<sup>197</sup>

**Finding 11. WFP support to district level implementation of school feeding has responded to the capacity needs identified by the Government but has not been matched by the necessary government resources to enable implementation.**

124. WFP and government informants at the district level recognized the value of the capacity strengthening that was provided to Ministry of Education and Training staff through: workshops; informal and ad-hoc support at the district level, as a result of WFP offices being situated in the Ministry of Education and Training in two districts (Thaba-Tseka and Mokhotlong); and two-week secondments to WFP for the School Self-Reliance and Feeding Unit (SSRFU) officers. WFP has played a significant role in supporting the general management of school feeding, including planning, monitoring and reporting, as well as enhancing staff skills, particularly in IT literacy. It has also played a central facilitation role at the district level, bringing together multisectoral partners, including the Food and Nutrition Coordination Office (FNCO), the Ministry of Health, the Food Management Unit (FMU), and the Ministry of Agriculture, Food Security and Nutrition (MoAFSN) to support HGFS. Government staff verified that the support provided has been aligned with their needs. However, despite this alignment, effectiveness and sustainability of the training was limited. Government staff have been unable to fully utilize WFP training because there is a lack of transport for staff to conduct monitoring visits, and many staff are without functioning laptops and tablets. Where monitoring has been conducted, it is largely as a result of WFP support to the Ministry of Education and Training with vehicles and allowances for staff for the monitoring of ECCD feeding. These gaps in infrastructure were also highlighted by Ministry respondents to the recent country capacity strengthening survey report.<sup>198</sup>

125. As noted in paragraph 82 above, the CSP design was not grounded in an analysis of government capacity needs and WFP made assumptions about the availability of government resources to ensure the uptake of training that did not transpire. However, as detailed in Annex 15, the approach to capacity strengthening has evolved through the CSP and the 2020 capacity needs mapping exercise conducted with the Ministry of Education and Training<sup>199</sup> has recognized that gaps exist in assets and infrastructure. In addition, the 2022 capacity strengthening strategy for the Ministry of Education and Training notes that WFP may support the Ministry to advocate “with the leadership of MoET itself for a prioritization and better delivery of the programme in general...specifically for the provision of assets/infrastructure as well as a platform to effectively oversee and coordinate SFP implementation”.<sup>200</sup> However, implementation of this strategy has not yet been seen and the evaluation team found that training of SSRFU officers has continued despite the gap in assets.

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<sup>197</sup> Raselimo, 2021. *Review of National Management Model for the implementation of National School Feeding Programme: Final Review Report*.

<sup>198</sup> WFP Lesotho, 2023c. *Country Capacity Strengthening Survey Report 2023*.

<sup>199</sup> WFP Lesotho, 2020c WFP, 2020. *Capacity Needs Mapping Preliminary Findings and Proposals*. Country Strategic Plan, July 2019-July 2024. School Feeding (Activity 2). April 2020.

<sup>200</sup> WFP & MOET, 2022b, *WFP Lesotho Capacity Strengthening Strategy in Partnership with the Ministry of Education and Training*. March 2022.

**Finding 12. As a technical member of the Lesotho Vulnerability Assessment Committee (LVAC), WFP has continued to provide support to the Disaster Management Authority to help generate evidence to inform food security and nutrition programming. However, a lack of institutional ownership and financial resources from Government has hindered the routine collection of food security monitoring data.**

126. Under Activity 3, the focus has been on capacity strengthening of the Government in early warning, food and nutrition security monitoring, and vulnerability assessment and analysis through forecast-based financing approaches.

127. Inputs provided by WFP have included technical and financial support for annual vulnerability assessments and food security IPC analysis, lean season vulnerability assessments, and rapid crop assessments, as well as support in strategic planning with the aim to improve coordination of LVAC activities. Interviews with United Nations partners, WFP staff and government staff recognized that technical improvements have been seen in the Government's technical staff as a result of continual training on the LVAC process, and WFP staff reported that they were confident that technical staff had the skills to undertake the assessments independently. However, institutional leadership and ownership of the LVAC is limited, which also translates to a lack of financial commitment from the Government. It was noted by government, United Nations and WFP informants that the annual assessment process would not happen without the financial and logistical support of WFP and other partners. In 2020, due to inadequate IT and transport resources, the Disaster Management Authority was unable to produce an annual vulnerability assessment report. These challenges were also highlighted in the country capacity strengthening survey report where one Disaster Management Authority respondent highlighted that "identified gaps need organizational commitment and leadership in order to address them" and other respondents noted a lack of financial resources and access to laptops, which hindered the ability to use acquired capacities or skills. To address some of these challenges, WFP supported Disaster Management Authority staff with 15 laptops in 2021.

**Finding 13. WFP has provided technical and financial support to a series of early warning and disaster risk reduction (DRR) strategy and policy documents, but, despite validation and approval of some, management challenges within the Disaster Management Authority have hindered ownership and awareness of these documents.**

128. In 2020, at the request of the Government, WFP, alongside United Nations partners, supported the Government to update the Disaster Risk Reduction and Management Bill,<sup>201</sup> and develop the Disaster Risk Reduction Strategy and Action Plan 2020-2030,<sup>202</sup> as well as an early warning strategy,<sup>203</sup> manual,<sup>204</sup> and standard operating procedures.<sup>205</sup> The early warning strategy, manual and plan were approved by the Prime Minister's Office (PMO) but the remaining documents were never approved, in part due to COVID-19 restrictions, but interviews with United Nations partners indicated that it was also due to issues of institutional ownership and changeover of staff within the Disaster Management Authority that were beyond the control of WFP. Delays in endorsement of key disaster risk reduction documents meant that targets related to the dissemination of climate adaptation and risk management messaging were not met by WFP.<sup>206</sup>

**Finding 14. Through its role as the implementing agency<sup>207</sup> of the IACOV project, WFP has helped the Government to strengthen its national early warning systems, as part of efforts to trigger early action and response through social protection systems. However, the COVID-19 pandemic, as well as procurement and messaging dissemination delays, had a significant impact on project implementation and therefore the link to mobilizing early action has not yet been realized.**

129. Since 2022, under the IACOV project, the University of Columbia International Research Institution (IRI) has been a valued technical support partner to Lesotho Meteorological Services (LMS), strengthening the capacity of their staff to conduct sub-seasonal to seasonal forecasting, and develop online mapping services for analysis and visualization of climate information. Government informants and documentation confirmed that, as a result of the training, the Lesotho Meteorological Services has been able to generate seasonal

<sup>201</sup> Government of Lesotho, 2022b, *Draft Disaster Risk Reduction and Management Bill*. 2020.

<sup>202</sup> Government of Lesotho, 2020c, *Disaster Risk Reduction Strategy and Action Plan 2020-2030*. December 2020.

<sup>203</sup> Government of Lesotho, 2020d, *National Early Warning Strategic Action Plan, 2020*. Validated 1 September 2020.

<sup>204</sup> Government of Lesotho, 2020e, *Multi-Hazard Early Warning System Manual for Disaster Risk Management*. 26 August 2020.

<sup>205</sup> Government of Lesotho, 2020f, *The Standard Operating Procedures of Multi-Hazards Early Warning Systems*. December 2020.

<sup>206</sup> WFP Lesotho, 2021c. *WFP Lesotho Annual Country Report 2021*.

<sup>207</sup> WFP acts as the multilateral implementing agency of IACOV and LMS and MFRSC act as the executing entities of IACOV.

outlooks with better precision.<sup>208</sup> The 2022 United Nations results report highlighted that as result of this training from United Nations partners, the Lesotho Meteorological Services has increased the number of forecasters from one to four and can now forecast rainfall at considerably lower geographic (district and council) scale, which is more useful for localized decision making.<sup>209</sup>

130. However, interviews and IACOV project documentation<sup>210</sup> have emphasized that efforts to strengthen national early warning systems have been adversely affected in various ways: firstly the COVID-19 pandemic delayed project meetings, workshops and training sessions; secondly, the procurement of a high-power computing system (HPC) was hindered by delays in the provision of accurate technical specifications from both government and WFP technical teams to WFP procurement staff, as well as by COVID-19 related challenges;<sup>211</sup> and finally, delayed approval and dissemination of forecasts by the Government, which district level informants noted, constrained the ability to link to anticipatory actions at the community level, such as the procurement of drought resilient crops, with the Ministry of Agriculture, Food Security and Nutrition procuring seeds for farmers ahead of forecasts being released.

### **Improved nutrition status (SO3)**

#### **Finding 15. WFP has played a useful role in strengthening evidence on the nutrition situation in Lesotho, which has informed nutrition components of national programmes.**

131. Under SO3, which aims to improve the nutrition status of the entire population through technical assistance and institutional strengthening, WFP has been constrained by a lack of funding through the CSP (Table 10 below shows that expenditure on SO3 – Activity 4 – has been only 50 percent of the implementation plan target). Despite this challenge, WFP has played an important role in strengthening the generation of evidence on the nutrition situation in Lesotho. In partnership with the International Fund for Agricultural Development (IFAD), a Fill the Nutrient Gap (FNG) study was conducted in 2019 and disseminated in 2020.<sup>212</sup> This generated data on nutrient gaps and identified barriers to adequate nutrient intake in Lesotho. It was described by national informants as playing an important role in the design of national programmes, including the nutrition component of the smallholder agriculture development project (SADP) II, as well as WFP programming, including informing the composition of the food basket for the COVID-19 response in 2020. WFP has also contributed to other evidence, including: the Lesotho stakeholder and nutrition action mapping exercise (2017)<sup>213</sup> to encourage multisectoral coordination; a cost of diet analysis (2019/2020); and formative research to explore knowledge, attitudes and perceptions and practices about nutrition in Lesotho (2019/2020).<sup>214</sup>

132. WFP also provided technical and financial support to develop a nutrition dashboard from 2022, as a tool to support the reporting on food and nutrition activities by partners at the district level. Despite training at the district level on use of the dashboard, operationalization of the dashboard has not yet been possible. In 2021 delays were reported in procuring laptops as a result of a lack of funding, and in 2022, although 50 tablets were procured for the Ministry of Agriculture, Food Security and Nutrition to use for data collection, the tablets had not yet been distributed to the district level, as the number procured was only half of the tablets required and WFP staff reported that they had been requested by the Government not to distribute tablets until all the tablets were made available. As a result, district staff were concerned that their training would be forgotten before they put it into practice.

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<sup>208</sup> WFP Lesotho, 2022d. *WFP Lesotho Annual Country Report 2022*.

<sup>209</sup> UN Lesotho, 2022b, *One UN Report Lesotho*. United Nations Lesotho, 2022.

<sup>210</sup> IACOV, 2021, IACOV Project Performance Report. 8 October 2020 to 31 October 2021; IACOV, 2022. IACOV Project Performance Report, 1 November 2021 to 31 October 2022.

<sup>211</sup> On procurement issues generally see the discussion linked to 175 under EQ3.

<sup>212</sup> WFP Lesotho, 2020c, *Fill the Nutrient Gap Lesotho*. Final report. April 2020.

<sup>213</sup> Government of Lesotho, 2017b, Kingdom of Lesotho, 2017. Multisectoral Mapping of Nutrition Actions Data 2017. REACH and Scaling up Nutrition UN Network.

<sup>214</sup> FNCO, 2020, Food and Nutrition Coordination Office 2020. Knowledge, attitudes and perceptions and practices data. Focus Group Discussion (FGD) and Key Informant Interview Summaries – Quthing/ Butha Buthe/ Mokhotlong/ Mohale's Hoek/ Qacha's Nek.



**Finding 16. WFP has played a significant technical and financial role in supporting the Government to develop policies and strategies for nutrition. However, dissemination of these documents was affected by COVID-19 restrictions, and challenges were also faced as a result of limited government ownership and budget. Through its facilitation of the Advocacy, Social and Behaviour Change and Communication (ASBCC) Strategy, WFP has been seen as an important partner in Lesotho for promoting a multisectoral approach to nutrition.**

133. Since 2018, WFP has supported the following policies and strategic documents: the finalization and endorsement of the Nutrition and Home Economics Strategy 2020-2024<sup>215</sup> and the Costed Action Plan (2018/2019); development and endorsement of food fortification legislation and standards (2018-2020);<sup>216</sup> and the development and dissemination of a three-year Advocacy, Social and Behaviour Change and Communication (ASBCC) Strategy 2020-2023 (2019-2022).<sup>217</sup>

134. The food fortification legislation faced delays in development and finalization due to changes in key government positions across different ministries that needed to be engaged. Once it was finalized, WFP facilitated dissemination and sensitization across the country, with the aim of enabling district technicians for various government ministries to ensure that food meets the necessary requirements. WFP also purchased equipment to facilitate the testing and collection of samples from retail stores, households and port entries. However, informants reported delays of six months in procuring the test kits. Despite progress in legislation, as a result of WFP support, interviewees reported that the Government's understaffing, particularly within the Food Fortification Unit in the Ministry of Trade, means that progress in rolling out the legislation will be limited and WFP has not yet had success in advocating to ensure increased prioritization for food fortification through budgets and staffing.

135. Through the facilitation of the ASBCC strategy, WFP has promoted collaboration across government ministries such as health, agriculture, and social development. WFP was seen as influential in ensuring recognition for the need to integrate nutrition into the SADP programme, for example.

#### **Resilient, efficient and inclusive food systems (SO4)**

136. Under SO4, WFP aimed to build a resilient, efficient and inclusive food system through integrated interventions for climate adaptation. This includes through two activities that provide support to the Government in the design, planning and implementation of public works programmes to improve and diversify livelihoods of vulnerable communities and households affected by climate change, as well as support to smallholder farmers in access to markets, including through the national school feeding programme.

**Finding 17. Food and nutrition security outcomes from WFP resilience building interventions have not been adequately tracked, due to challenges in monitoring community groups that rotate every three months in communal asset-creation activities. However, qualitative evidence suggests that food and nutrition outcomes for men and women participants have improved through WFP support under Activity 5, largely as a result of cash distributions.**

137. Outcome monitoring results for asset creation do not show consistent patterns of improvement in the food consumption patterns of households headed by men or women supported by cash-based transfers and asset-creation activities across years. For example, in 2019 post-distribution monitoring of asset-creation activities showed no significant improvement in food consumption patterns of households headed by men and women,<sup>218</sup> although monitoring of food consumption in 2020 showed improved household food consumption in households headed by men and women in all three districts, Mafeteng, Mohale's Hoek and Quthing, compared to before assistance,<sup>219</sup> and in 2022, post-distribution monitoring surveys highlighted a decline in acceptable food consumption score.<sup>220</sup> An analysis of the consumption-based coping strategy index across all years and all three districts (see Figure 17 below) highlights an increased score following assistance, suggesting the use of negative coping strategies and hence increased food insecurity.

<sup>215</sup> Government of Lesotho, 2019e. *Nutrition and Home Economics Strategy 2020-2024*. Ministry of Agriculture and Food Security. December 2019.

<sup>216</sup> Government of Lesotho, 2020a Government of Lesotho, 2020. Food Fortification Regulations, 2020. Lesotho Government Gazette. Friday 7<sup>th</sup> February 2020. Vol. 65. No. 8.

<sup>217</sup> Government of Lesotho, 2021e. Government of Lesotho, 2020. Food Fortification Regulations, 2020. Lesotho Government Gazette. Friday 7<sup>th</sup> February 2020. Vol. 65. No. 8. *Lesotho Advocacy and Social and Behaviour Change Communication Strategy*.

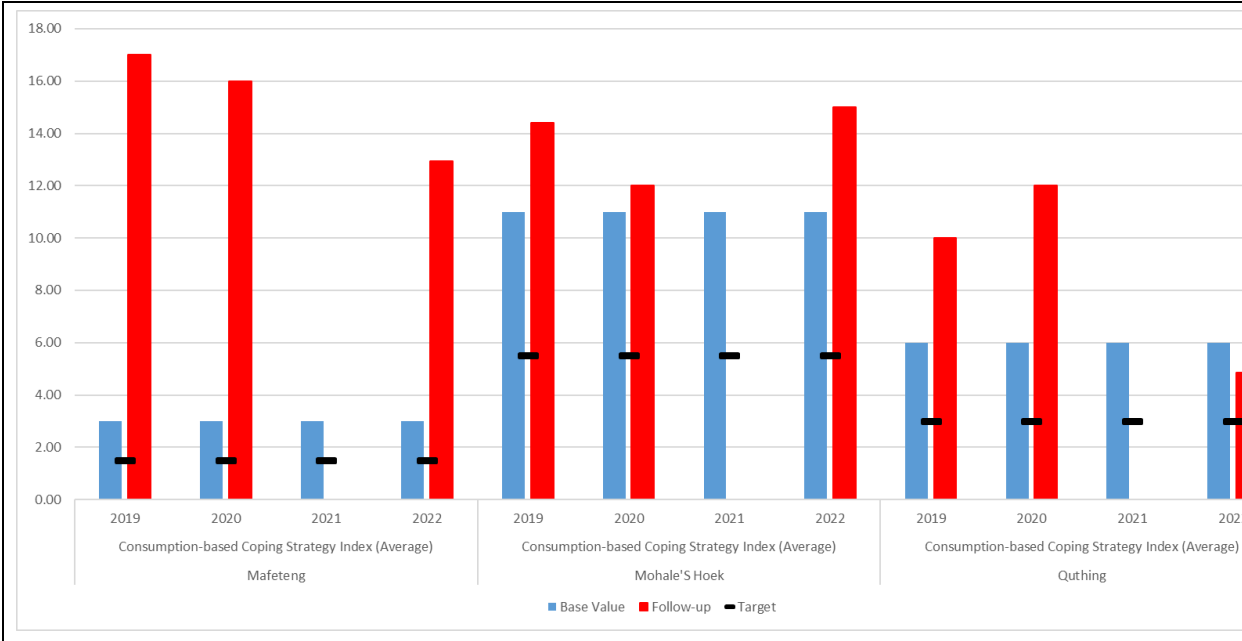
<sup>218</sup> WFP Lesotho, 2019b, *Annual Country Report 2019*.

<sup>219</sup> WFP Lesotho, 2020b, *Annual Country Report 2020*.

<sup>220</sup> WFP Lesotho, 2022d. *Annual Country Report 2022*.

138. WFP informants mentioned the static indicators under Activity 5, noting that the nature of the three-month rotation of community groups engaged in communal assets makes the outcome results very difficult to measure as data are often collected from community members not engaged in the programme at the time of monitoring. However, qualitative evidence from focus group discussions with communities indicate that households were able to meet their food and nutrition needs as a result of the cash distributions from WFP, and households engaging in community vegetable production and community gardens also highlighted that they were able to eat a more diverse diet as a result of their own produce. Between October 2022 and May 2023, WFP did not undertake any cash-based transfers under Activity 5. This disruption was recognized to have increased consumption-based and livelihood-based coping strategies, which is reflected in outcome monitoring data.<sup>221</sup>

**Figure 17 Consumption-based Coping Strategy Index, Activity 5, 2019-2022**



Source: COMET data.

**Finding 18. Longer-term learning on ‘what works and why’ in building household resilience has not been conducted by WFP and partners in Lesotho. However, qualitative evidence suggests that the shift in focus on household assets is leading to more results.**

139. Analysis of the different community and household asset activities that are undertaken by beneficiaries, to understand which activities support households to be more resilient, has not been conducted by WFP and partners in Lesotho. Differential data are not collected by livelihood activity and there is no distinction in monitoring of households involved in community asset-creation activities, such as communal gardens, orchards, and brush control for livestock improvement, versus household asset-creation activities, such as homestead gardening and small-stock rearing. The Government, under the IACOV project, is responsible for collecting monitoring data but officers noted that differential data on specific livelihood activities are not collected.

140. However, qualitative evidence suggests that the increased focus on household assets has yielded positive results related to household food production and consumption. Households engaged in vegetable production reported sales sufficient to reinvest in other livelihood activities, such as chicken rearing, and also reported being able to share vegetables with more vulnerable members of their communities.

141. A few examples of community assets demonstrated positive results. Communal vegetable gardens were identified by communities and government informants to be valuable model sites for households. Group members reported that they are now cultivating at home using methods that they have learned in communal gardens, and examples were also given on nutrition training, which had provided examples on diversifying production, and lessons on preservation. Other community asset-creation activities, such as orchards and

<sup>221</sup> WFP Lesotho, 2022d. *Annual Country Report 2022*.

range management were noted to be slow to bring results, and therefore, government respondents noted, “communities sometimes abandon them”.

**Finding 19. Evaluation evidence gathered from key informant interviews and beneficiary group discussions found that decisions about asset-creation activities are made at senior levels of Government, and efforts by WFP to advocate for community-based approaches, targeting the most vulnerable have not been fully successful.**

142. WFP success in influencing the Government public works programme, for which decisions are made at senior levels of the Government, has been limited. Evidence from community focus group discussions and WFP interviews show that the community-based participatory planning (CBPP) approach has not yet been successful, which was also a finding of the 2022 evaluation of asset creation and public works activities covering the period 2015-2018.<sup>222</sup> Community visits made clear that community assets were chosen from lists of assets drawn up by the engaged ministries (largely the Ministry of Forestry, Range and Soil Conservation (MFRSC), and to some extent the Ministry of Agriculture, Food Security and Nutrition), rather than community suggestions. Similarly, despite WFP dialogue with the Government to fine-tune the targeting approach of public works, community focus group discussions and WFP interviews confirmed that the most vulnerable are not always prioritized. In the words of a WFP informant “there are no clear guidelines on who to recruit and they select anybody who comes for public works engagements. These are not the vulnerable populations generally”. These findings were verified by beneficiary group discussions.

**Finding 20. Progress towards supporting smallholder farmers to supply to markets was limited, with particular challenges faced in linking smallholder farmers to the national management agents.**

143. WFP has made efforts to support the enabling environment for smallholder farmer linkages, particularly in relation to evidence generation at the national level to the Ministry of Agriculture, Food Security and Nutrition. Examples given included market assessment analysis, which government informants identified as an important study highlighting gaps in local markets and informing decisions on purchasing for international markets, as well as a situational assessment on post-harvest losses (2022). WFP was also seen to play a role in the revival of a local purchase task force with responsibilities for providing oversight and guidance on smallholder farmers’ linkages to local markets, and for supporting a national market linkage forum in 2021 to bring together buyers and producers. Support has also been given by WFP to the Ministry of Agriculture, Food Security and Nutrition to provide training to smallholder farmers on production, post-harvest loss and marketing. In addition, between 2019 and 2020 WFP implemented a local purchase initiative, introducing smallholder farmers to the private sector, and through which WFP procured beans from farmers for school feeding.

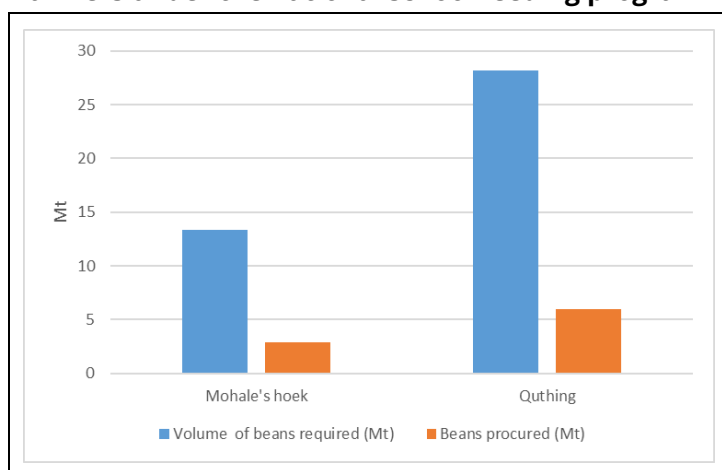
144. However, there has been limited progress in linking smallholder farmers to the school feeding programme, especially since the national management agents undertook the implementation of school feeding. In 2022, 21 percent of the beans required by schools in Mohale’s Hoek and Quthing, two districts targeted for piloting an approach to home-grown school feeding, were procured by national management agents from smallholder farmers (Figure 18 below). During focus group discussions with smallholder farmers, those that had been linked with national management agents reported challenges, with delays in payments from the national management agents on the one hand and challenges for farmers in producing the quality and quantity of food required by the national management agents on the other hand. Smallholder farmers reported delays in payments from the national management agents but national management agent informants also reported that delays in receiving payment from the Government made it challenging for them to provide a reliable market for farmers. WFP informants at the field office level also noted that there were a small number of farmers who had been able to find other local markets (for example, hospitality, industry) but that the majority of farmers are not yet producing the quality or quantity of food required and support provided by WFP to the Ministry of Agriculture, Food Security and Nutrition to provide training to smallholder farmers has not yet seen the expected results.

145. At the community level, evidence of production for markets or profit as a result of asset-creation activities was limited. WFP and government informants noted that the majority of produce that is not directly consumed is sold within the community for local consumption.

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<sup>222</sup> WFP Lesotho, 2022c. *Evaluation of Asset Creation and Public Works Activities in Lesotho 2015-2019*.

**Figure 18 Volume of beans procured by national management agents from smallholder farmers under the national school feeding programme, 2022**



Source: WFP Lesotho data. Data for previous years was not available.

### Service provision (SO5)

146. SO5 was added to the CSP in 2020,<sup>223</sup> with one activity, to enable WFP to provide the Government and partners in Lesotho with access to efficient and reliable supply chain and cash-based transfer services throughout the year. A subsequent budget revision was made that split SO5 into two activity areas: one to cover cash-based transfer services, and the second to cover procurement services.

**Finding 21. WFP only received two requests from partners to provide supply chain and cash-based transfer services during the CSP. In both cases there were delays; to some extent these were beyond the control of WFP but the administrative burden of providing such services was underestimated by WFP.**

147. Under SO5, there have only been two requests for the services of WFP, although WFP informants noted that there were prospects of additional contracts before the CSP closes. SO5 was seen by WFP informants as an important way to leverage the reputation of WFP as the supply chain expertise of the United Nations agencies and thereby improving the organization's visibility in this area.

148. WFP was recognized by partners as having a comparative advantage in cash-based transfers, with agencies able to benefit from using an existing system, instead of setting up their own system with service providers. This was expected to reduce time and transaction costs for partners. In 2020, WFP administered cash-based transfer services on behalf of the United Nations Development Programme (UNDP) during COVID-19, with WFP assisting cash payments to more than 2,000 community members participating in UNDP land rehabilitation activities. Delays occurred in the delivery of transfers, but these delays were not attributed to WFP. Informants noted that WFP was not responsible for the processes, including targeting and finalization of beneficiary lists, that led up to the cash-based transfer delivery by WFP. A WFP survey of beneficiaries following distribution noted that 77 percent of beneficiaries were satisfied with the cash transfer service provided, but the remainder were not satisfied due to delays in transfers and reduction in entitlements.<sup>224</sup>

149. In 2021, WFP also signed an agreement with the United Nations Environment Programme (UNEP) for procurement of high-performance computers. This procurement process faced severe delays. It started in 2021, but was not completed until 2023. These delays can be attributed to sourcing challenges, the influence of COVID-19 on the suppliers' ability to respond to tenders, and poor communication on technical specifications of the high-performance computers between the government executing agency (LMS), the WFP country office, and the WFP regional bureau in Johannesburg. Both internal and external informants noted that WFP had significantly underestimated both the staff time and expertise required for procuring the high-performance computers.

<sup>223</sup> WFP Lesotho, 2020a. *Lesotho Country Strategic Plan Revision 01*.

<sup>224</sup> WFP Lesotho, 2021c. *WFP Lesotho Annual Country Report 2021*.

## Contribution to UNDAF

**Finding 22. The ability to review the performance of the UNDAF and the contribution that WFP has made is limited by the large gaps in UNDAF results data, although there is clear coherence between WFP activities and the UNDAF pillars.**

150. The ability to review the performance of the UNDAF and the contribution that WFP has made is limited by the large gaps in data against the UNDAF outputs and outcomes. As reported in the 2022 UNDAF evaluation,<sup>225</sup> 71 percent, 56 percent, 100 percent and 8 percent of indicators for outcomes 1, 2, 3, and 4 respectively have no data to measure progress, and annual reports tend to focus on activity implementation, rather than progress towards targets. The WFP contribution to the UNDAF can only be qualitatively assessed through an understanding of WFP effectiveness under each of the CSP strategic outcomes, as there is very little documentation on the contribution of WFP towards the UNDAF provided in the UNDAF evaluation and annual reports. A mapping exercise provided in Annex 14 shows coherence between each of the CSP strategic outcomes and UNDAF pillars and summarizes the WFP activities that have contributed to each pillar. The effectiveness of these activities has been discussed under each strategic outcome in the sections above. As noted in Annex 14, many of the contributions made by WFP to the UNDAF are conducted in partnership with other United Nations agencies and government ministries. However, the roles of the different agencies are not clearly defined in the UNDAF reporting.

## Contribution to achievement of cross-cutting aims

### Gender, disability and inclusion

**Finding 23. The ability of the Lesotho country office to achieve gender and other cross-cutting aims is limited by staff time and capacity, which constrained the country office's ability to focus on staff training, capacity strengthening and analyses. This has meant that although there are examples of efforts to mainstream gender across the CSP, it is not consistent, and attention to disability inclusion is limited. The CSP speaks of "gender transformative" approaches but this is more an aspiration than an achievement. The gap in capacity has been recognized and WFP has sought to ensure relevant partnerships are formed.**

EQ2.2 To what extent did WFP activities and outputs contribute to achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender, equity and inclusion, environment, climate change)?

151. The ability of the country office to ensure sufficient attention to gender and other cross-cutting issues across all programming has been limited by staff time and capacity (see the discussion of human resources linked to EQ4.4 and Finding 37). There is no dedicated gender officer in the country office, as gender and protection are the responsibility of a single officer, who is also responsible for leading one of the activity areas under the CSP. Informants noted that gender often gets sidelined, because the staff "do not have the capacity to cover everything" and a gender results network has been dormant for some years.

152. Mainstreaming of gender across the CSP has been guided by the WFP Lesotho Gender Action Plan 2016-2020.<sup>226</sup> WFP informants saw this as an important analysis to inform the design of the T-ICSP and CSP and it increased country office staff awareness of the importance of gender and protection issues across all units. However, this was produced prior to the T-ICSP, in line with the previous corporate Gender Policy 2015-2020,<sup>227</sup> and it has not been updated. In line with the revised Gender Policy 2022-2026.<sup>228</sup> The Lesotho CSP mid-term review report also noted that the gender action plan focuses on the 'what' but not on the 'how'. The country office intends to prioritize updated gender and disability analyses to inform the next CSP, as recommended by the mid-term review of the CSP in 2022.<sup>229</sup>

153. There is evidence of gender mainstreaming across the CSP:

- Gender and the principles of inclusion were mainstreamed into the country needs mapping assessments conducted by WFP in 2020, and fed into recommendations of areas for prioritization. For example, the requirement for a review of the Disaster Risk Reduction Bill to ensure that it is fully

<sup>225</sup> UN Lesotho, 2023b, *Lesotho United National Development Assistance Framework (UNDAF 2019-2023) Evaluation*. Final Evaluation Report. 17 February 2023.

<sup>226</sup> WFP Lesotho, 2016, *WFP Lesotho Gender Action Plan 2016-2020*.

<sup>227</sup> WFP, 2015, *WFP Gender Policy 2015-2020*. July 2015.

<sup>228</sup> WFP, 2022f. *WFP Gender Policy 2022*. July 2022.

<sup>229</sup> WFP Lesotho, 2022e, *WFP Country Strategic Plan (2019-2024): Mid-Term Review Report*. July 2022.

transformative was identified,<sup>230</sup> as well the need for attention to gender transformative programming when delivering nutrition services,<sup>231</sup> and for gender-specific considerations to be captured in school feeding monitoring and reporting by the Ministry of Education and Training.<sup>232</sup>

- WFP has played a role in ensuring gender is mainstreamed into vulnerability assessments conducted by LVAC since 2016. In 2022, UNFPA was engaged to strengthen the integration of gender into the LVAC assessments. The LVAC now ensures the generation of sex-disaggregated data on food and nutrition security indicators, including access to and control over productive resources, ownership, and decision making power over productive resources. It also assesses the roles of women, men, boys and girls in agricultural production.
- WFP has supported the SSRFU officers to ensure data on primary and pre-primary school feeding is sex-disaggregated and that reporting reflects relevant gender-specific considerations.
- Partners recognized that WFP has helped to ensure that gender issues are integrated into the implementation of nutrition clubs under the SADP II programme, ensuring that not just women are engaged, but also youth and men.
- Under food assistance for assets (FFA) activities, it was recognized by informants that women are responsible for the lighter physical tasks. For example, in community orchards, men are responsible for digging and clearing, while women undertake tasks such as watering.
- SBCC campaigns associated with in-kind and cash-based transfer assistance have also included gender content, including the promotion of women's role in household decision making. Gender issues have been included in protection awareness work with primary schoolchildren, teachers and school cooks in some districts.
- WFP has responded to evidence from monitoring and community feedback mechanisms (CFM) that raised gender equality challenges, such as gender-based violence. Examples given by WFP staff included the introduction of a partnership with the Ministry of Local Government, Chieftainship, Home Affairs and Police and UNFPA, following evidence that domestic violence followed distributions under activities 1 and 5.

154. The evaluation identified the following areas where there has been limited focus on gender and inclusion:

- The lack of clear targeting criteria under SO1 and SO4 means that attention to equity and inclusion is limited. For example, focus group discussions highlighted that people living with disabilities are often excluded from cash and voucher distributions as they are unable to access and participate in community meetings.
- It was recognized across programming that, although WFP collects data on the number of men and women included in certain activities, it is often unclear whether activities are intentionally targeting men or women. For retailers contracted under SO1, WFP has data on the number of women contracted, but WFP informants were clear that there is no strategy to intentionally empower women through partnerships with retailers. Similarly, under food assistance for assets activities, although an increasing proportion of women were targeted, it was unclear whether activities were designed to intentionally target men or women.
- WFP staff advocated the purposeful registration of women under crisis response activities, following evidence that some men were selling or diverting resources to other families. However, only anecdotal evidence was provided by informants, with no evidence of changes in guidelines or standard operating procedures to favour women's registration for the receipt of cash or voucher distributions
- Under food assistance for assets activities, WFP has not been able to ensure that project sites are located close to communities, and focus group discussions and site visits indicated that activities are therefore not always accessible to beneficiaries, particularly vulnerable groups. Community respondents stated that site selection was by government officials, and not by community planning processes. This finding contradicts WFP annual reports and the 2022 Evaluation of Asset Creation and

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<sup>230</sup> WFP, DMA and LMS, 2022. *WFP Lesotho Capacity Strengthening Strategy in partnership with the Disaster Management Authority and the Lesotho Meteorological Services*. March 2022.

<sup>231</sup> WFP and FNCO, 2022. *WFP Lesotho Capacity Strengthening Strategy in Partnership with the Food and Nutrition Coordination Office*. March 2022.

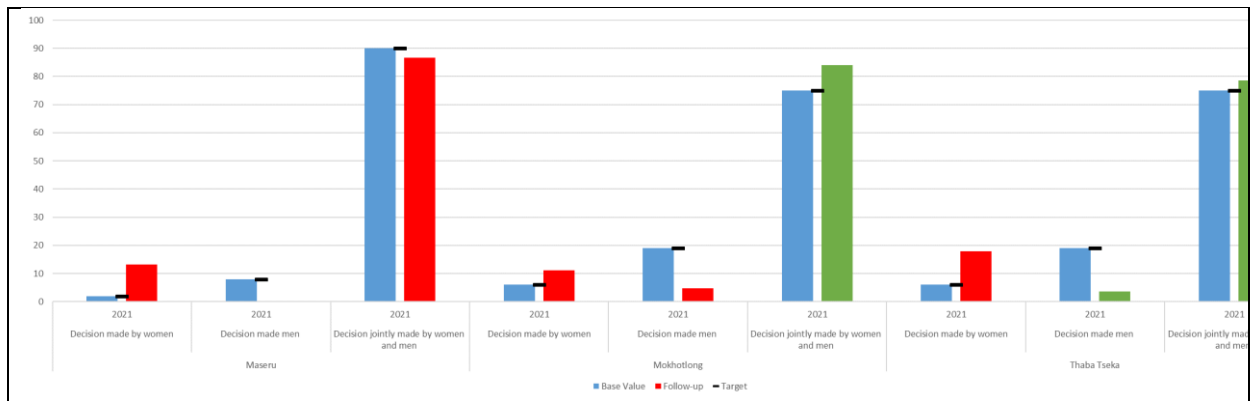
<sup>232</sup> WFP & MOET, 2022b, *WFP Lesotho Capacity Strengthening Strategy in Partnership with the Ministry of Education and Training*. March 2022.

Public Works Activities in Lesotho 2015-2019, which found that distance was considered in the selection of sites.<sup>233</sup>

- There is inconsistent evidence that community awareness-raising efforts under crisis response (Activity 1) and food assistance for assets (Activity 5) cash interventions have promoted learning and behaviour change for equitable decision making over the use of transfers. Figure 19 below, illustrating crisis response outcomes in 2021, shows improvements and targets met in both Mokhotlong and Thaba Tseka districts, but not in Maseru. Figure 20 below, for food assistance for assets activities in 2020 and 2022, shows the proportion of households reporting that decision making was joint between men and women declined from baseline values. Only in Mohale's Hoek and Quthing in 2020 were targets met. The annual country reports lack deeper analysis of outcomes related to households' decision making.<sup>234</sup>

155. WFP has recognized the capacity gap on cross-cutting issues and ensured that relevant partnerships are formed so that gender and protection concerns are integrated into programming. For example, WFP has worked alongside the Child and Gender Protection Unit (CGPU) within the Ministry of Local Government, Chieftainship, Home Affairs and Police to ensure consistent messaging on gender and protection risks. In addition, WFP has received important support from UNFPA to ensure that protection challenges are addressed during crisis responses. See the further discussion of partnerships linked to Finding 36 below.

**Figure 19 Proportion of households receiving support under Activity 1 where women, men, or both women and men make decisions on the use of cash in 2021**

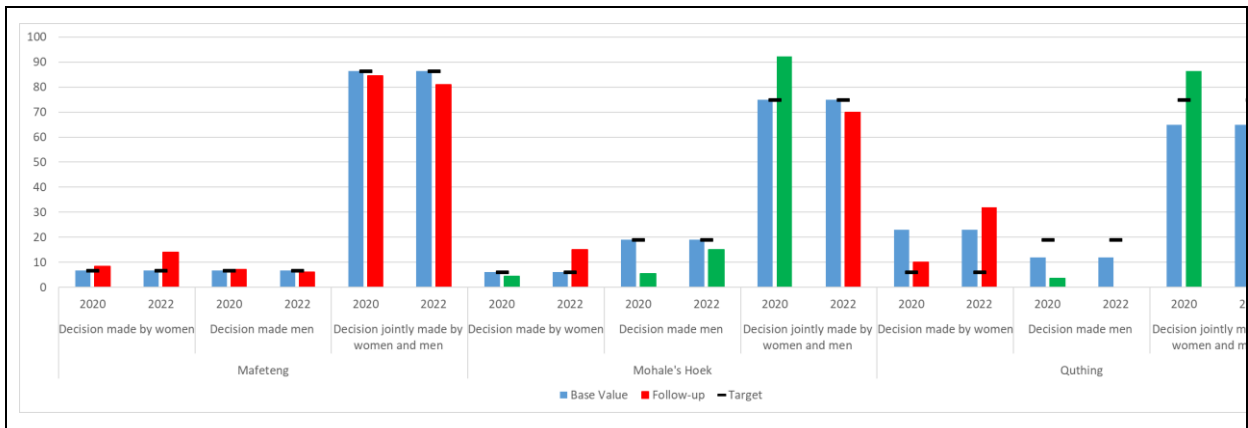


Source: COMET data; key: follow-up data is shown as red where targets have not been met and green where targets have been met.

<sup>233</sup> WFP Lesotho, 2022c. *Evaluation of Asset Creation and Public Works Activities in Lesotho (2015-2019)* (Final). Decentralized Evaluation Report. Jointly commissioned by the Ministry of Forestry, Range and Soil Conservation and WFP Lesotho country office.

<sup>234</sup> For example, the 2022 ACR stated that "...awareness sessions resulted in 86 percent of men and women making joint decisions on the use of cash under crisis response while for food assistance for assets activities, 73 percent of participants made joint decisions on the use of cash", but with no analysis on whether the percentage had met targets or changed positively as a result of interventions WFP Lesotho, 2022d. *WFP Lesotho Annual Country Report 2022*.

**Figure 20 Proportion of households receiving support under Activity 5 where women, men, or both women and men make decisions on the use of cash, in 2020 and 2022**



Source: COMET data; key: follow-up data is shown as red where targets have not been met and green where targets have been met.

## Protection

**Finding 24. WFP has paid sufficient attention to protection concerns across the CSP, notably through relevant assessments to ensure security and accessibility for beneficiaries receiving cash and voucher transfers.**

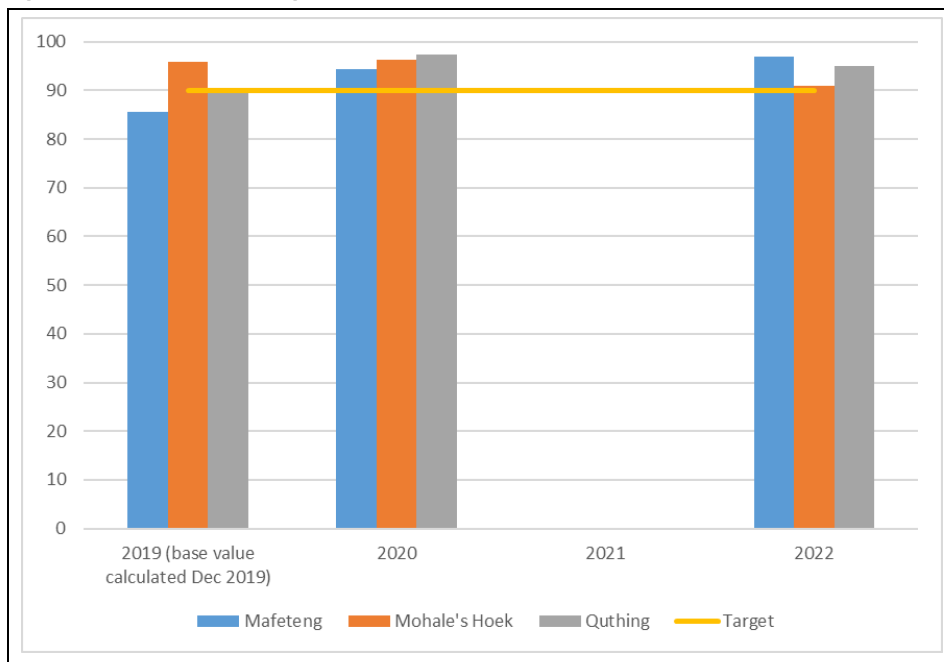
156. Under SO1, WFP has conducted relevant assessments ahead of crisis response to ensure security and accessibility for beneficiaries. During implementation, protection measures included avoiding late distributions, encouraging beneficiaries to walk in pairs or groups, avoiding distributions during rainy days to avoid commodity spoilage, and mobilizing community policing forums to guard hot-spot areas.<sup>235</sup> During data collection no concerns about protection issues were raised by cash or voucher recipients, although communities did note that they had seen security issues from cash distributions from other implementing agencies. WFP staff did note that issues had been raised historically, although specific recall on the years was not provided. Outcome data confirm that most households reported no protection challenges, with targets met across districts and crisis response activities.<sup>236</sup>

<sup>235</sup> WFP annual country reports and KIIs.

<sup>236</sup> WFP Lesotho Baseline, Follow-up (PDM) and Close-out Reports from WFP annual country reports 2019-2022.



**Figure 21 Proportion of targeted people receiving assistance without safety challenges, SO5, (2019, 2020 and 2022)**



Source: Comet data; Data for 2021 not collected due to COVID-19 monitoring restrictions.

157. Similar results have been confirmed under SO5 (see Figure 21 above), although in 2019 it was noted that food assistance for assets participants complained about long queues at the bank, as cash was received through the Standard Lesotho Bank, as well as challenges in accessing banking sites. WFP was able to respond to this issue the following year and work with the Standard Lesotho Bank to nominate a dedicated counter for WFP beneficiaries, which reduced waiting times but did not address the related issue of the scarcity of bank branches and distance travelled for beneficiaries. However, WFP entered a new service agreement with the Standard Lesotho Bank in 2023, which continued concerns about the distance that beneficiaries would have to travel to access cash, although it was noted that under the new service agreement beneficiaries would be able to withdraw cash from automatic teller machines (ATMs) and not visit banks, and that WFP had raised concerns to the Standard Lesotho Bank about the ability of beneficiaries to access ATMs. However, some WFP informants expressed concern that gender and protection concerns were not factored into WFP decision making about this new contract and, through community visits, it was clear to the evaluation team that many beneficiaries would have to travel long distances to access ATMs.

### Accountability to affected populations

#### **Finding 25. Accountability to affected populations (AAP) has been addressed, but more could be done to ensure that communities are informed about feedback mechanisms.**

158. A complaints and feedback mechanism, in the form of a toll-free number managed by the National University of Lesotho, was in place throughout the CSP. The majority of complaints and feedback were received under Activity 1. Data from use of the toll-free number for 2022 are summarized in Table 8 below. A total of 67 percent of the feedback under crisis response received was related to providing appreciation to WFP for the support and 24 percent was related to feedback on the targeting processes. The top three reasons for complaints related to delayed payments, omissions from beneficiary lists, and issues with the length of support. Under resilience activities, the majority of feedback related to appreciation of the support (50 percent), and the majority of complaints related to delays in payment (71 percent). These issues combined equated to 44 percent of crisis response complaints. Informants reported that the toll-free number managed at the National University of Lesotho functioned well and allowed partners to respond quickly when issues were raised. However, some external informants voiced concern that the number does not function so well when the university is closed during holidays. In addition, fieldwork indicated that not all beneficiaries are aware of the toll-free number, across all activity areas, including crisis response and ECCD feeding. However,

informants and reporting illustrate that WFP closely monitored complaints and feedback received, and in activities where the use of the service was lower, WFP increased awareness-raising activities.

**Table 8 Complaints and feedback received in 2022 through a toll-free number**

	Complaints	Feedback	Total
Crisis response	99	255	354
Resilience	73	24	97
School feeding	11	3	14

Source: WFP Lesotho data on complaints and feedback; The evaluation team note that data have been classified as either a complaint or a feedback, but some calls received fall into both categories. WFP has classified the data according to the main reason for the call, rather than classifying calls into two categories.

## Sustainability

### Capacity strengthening

**Finding 26. WFP has undertaken capacity strengthening across activities. This support has been appreciated by recipients of WFP training and support, but it has largely focused on individual capacities, with less evidence of success in the system strengthening on which sustainability depends. Although WFP conducted capacity needs mapping of key ministries (2020) and collaboratively developed associated capacity strengthening strategies (2022), the CSP design was not based on an analysis of capacity needs, and the lack of this analysis at the start of the CSP has limited the sustainability of capacity strengthening interventions. Limiting factors have also included the lack of clear strategies for handover of activities to the Government, poor prospects for government and development-partner financing, and high turnover of senior government staff.**

EQ2.3 To what extent are the achievements of the CSP likely to be sustainable, in particular from a financial, institutional, technical and environmental perspective?

159. WFP sees its strategic shift to strengthening the capacity of the Government as an important step towards achieving longer term sustainability. Annex 15 provides an extensive mapping, review and assessment of capacity strengthening work during the CSP across the CSP strategic outcomes and activities. It shows that, although there are examples of progress made in building capacity at the individual, organizational and enabling environment levels, various limiting factors affect progress towards handover to the Government and limit the longer-term sustainability of WFP investments in capacity strengthening.

160. First, although WFP has aimed to “adopt realistic and effective strategies for a gradual handover of activities to the Government, the pace of which will be determined by the Government’s ability to take over and expand implementation as planned”,<sup>237</sup> there is limited evidence across the CSP of a clear and joint strategy for the progressive handover to the Government of activities. For example:

- Under SO2, a strategy for the handover of primary school feeding was planned, but the abrupt transfer decided by the Government in 2020 meant that WFP had not yet been able to work together with the Ministry of Education and Training to put a strategy in place.
- The CSP also assumed that the Government would commit to taking over ECCD feeding. However, both WFP and government informants stated during data collection that the Government has no capacity to take over ECCD feeding and that there was no long-term strategy for handover.
- In 2023, a multisectoral approach to home-grown school feeding was being piloted by WFP in Mohale’s Hoek and Quthing, linking farmers to schools. However, government staff at the national level expressed concern that the Ministry of Education and Training is not involved sufficiently in the pilot and is also not receiving regular updates from WFP. The evaluation team also found that WFP staff were not clear on a strategy for how the pilots were expected to be owned and taken to scale by the Government, and there was no written strategy for handover.
- With the success of the Adaptation Fund project funding, many activities under SO2 and SO4 that fall within the IACOV project are now housed within the Lesotho Meteorological Services and MFRSC, with WFP taking a role in technical guidance, administrative and managerial support to the project, and project staff sitting within a project coordination team in the ministries. Some informants noted that government leadership is designed to ensure sustainability and continued support for the project.

<sup>237</sup>WFP Lesotho, 2019a *Lesotho Country Strategic Plan (2019-2024)*. Rome: WFP/EB.A/2019/8-A/5.

However, WFP and IACOV informants were also clear that a long-term handover and sustainability strategy was not in place for when the Adaptation Fund project draws to a close.

- There was evidence that recent support from WFP to the Prime Minister's Office in developing a geospatial platform for territorial planning, aiming to enhance planning across different ministries and generate evidence to inform decision making across the Government, has put a strategy for sustainability and handover to the Government in place, but there are still sustainability challenges related to government funding.

161. Secondly, there is no evidence that government budgets will be able to ensure continued operations. Severe constraints in government budgets have affected the level of support for key programmes, and this goes alongside a challenging funding environment in Lesotho, with low levels of development assistance. (On financial resources, see the analysis under EQ4.1 and Finding 34 below.) As one WFP informant stated, "the government has no resources for projects, so the CSP sustainability is hindered. We have the presence of important ministries in the districts, but they have no resources. They [the ministries] depend on the WFP entirely for transport and lunch allowances, and monitoring is not done due to lack of resources". Primary school feeding, for example, has been funded by the Government throughout the CSP, but, as already noted (see Finding 11 and paragraph 123 above), resources have been insufficient to ensure the required basket of food for all students. Interviews highlighted that achievements linked to strengthening capacities, particularly at the individual and organizational levels, are only likely to be sustained with continued funding. For example:

- The vulnerability assessments undertaken by the LVAC depend on financial support from WFP and United Nations partners; despite technical skills having been built by government staff to conduct the assessments, funds to sustain data collection and budget for equipment have not been provided.
- Government informants recognized that the Government would not be able to sustain the costs of the geospatial platform, and that they would continue to rely on development partners for the purchase of satellite imagery and software licences.
- Across the CSP activities, government officials recognized their reliance on WFP for the provision of transport, daily subsistence allowances, and workshop venues in order to perform in their roles. For example, the monitoring and reporting activities, the training of extension workers and community groups, and the facilitation of community awareness-raising sessions all relied on WFP financial support. Since the handover of primary school feeding to the Government, SSRFU officers were unable to monitor and provide training to primary schools, except for those within easy-to-reach urban areas.

162. Thirdly, turnover of government staff in high-level positions, reflecting an unstable political context, has also constrained progress. This has limited WFP scope for sustained advocacy and strategic dialogue at the higher levels of the Government, particularly limiting the ability of WFP to support the enabling environment and to influence financing for food and nutrition security. Annex 15 gives numerous examples of emerging policies, strategies and guidelines supported by WFP that have been delayed or remain unvalidated or unimplemented.<sup>238</sup>

163. As noted in Annex 15, the WFP approach to capacity strengthening and assessment of capacity strengthening needs has evolved through the CSP; the CSP design was not based on an analysis of capacity needs, but the country office introduced capacity needs assessments and strategies from 2020. Prior to the introduction of capacity strengthening strategies, both government and WFP staff recognized that capacity strengthening activities were often ad-hoc, informal, and based on WFP models and modes of operation, rather than responding to government needs. Across strategic outcomes, examples of individual staff trained within district government departments, without the infrastructure and assets in place to reinforce and implement their skills, have been highlighted (see Figure 11, Figure 12, Figure 15 and Annex 15). However, the strategies are helping to ensure more targeted and sustainable capacity strengthening approaches.

164. Finally, it is important to recognize that effective handover depends on appropriate actions from both WFP and partners. The experience of primary school feeding validates this point. A handover plan had not yet been developed between WFP and the Ministry of Education and Training, and the abrupt decision by the Ministry of Education and Training to transition from WFP to the national management agents in delivering school feeding was out of the hands of WFP and is now seen by all stakeholders as having been premature.

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<sup>238</sup> To cite a few: the DRR strategy and action plan 2020-2030<sup>238</sup> is yet to be approved; recommendations on the governance structure of school feeding, including the introduction of a school feeding secretariat, have not been actioned. In addition, WFP has not yet been able to advocate successfully for the prioritization of issues related to food safety and quality, with government resourcing for the Department of Standards and Quality Assurance in the Ministry of Trade having been reduced to a single staff member with limited budget.

## Crisis response and resilience building

### **Finding 27. There are gaps in efforts to promote sustainability at the community level by empowering communities and individuals to sustain their own development, with continuing community dependence on WFP support, particularly under SO4.**

165. Under SO4, evidence concerning the IACOV project indicates that community ownership of assets is limited. Site visits and informant interviews with WFP and government staff found that community maintenance of assets has not improved since a 2022 evaluation found that not all assets were in working order, with forest and fruit tree plantations affected by grazing animals, and dams that had collapsed due to design flaws.<sup>239</sup> Community-level interviews also revealed different levels of ownership and sustainability of household-level assets. For example, households suggested that activities requiring low-cost inputs such as vegetable production would be continued without the support of cash transfers, whereas activities such as livestock and poultry production were less likely to be sustained, given the costs of animal feed and limited household capacity to produce their own animal feed.

166. Despite the IACOV project sitting within the Government, assets at the community level are seen as WFP projects, and focus group discussions emphasized that the communities were dependent on WFP support. Without cash transfers they were not motivated to engage in asset creation or maintenance activities. Although the three-pronged approach<sup>240</sup> has been introduced, improved community ownership through the community-based participatory planning process has not been seen, and assets are not always selected by communities, but rather by ministries. Beneficiary focus group discussions indicated a limited sense of ownership in some cases, which has hampered the sustainability of assets and long-term viability of the livelihood activities created.

167. Under SO3, a new model for enhancing community dietary knowledge has been introduced through the SADP II programme. The positive deviance approach is a community-based method that promotes behaviour and social change by empowering communities to uncover sustainable solutions drawing on their own experience. Nutrition clubs are being trained through participatory methods to support them to uncover practical solutions to tackle malnutrition in communities. Initial monitoring has shown communities have started adopting desirable solutions,<sup>241</sup> and interviewees suggested this localized approach to tackling nutrition would have longer-term sustainability. However, since the programme only started in 2022, it is too soon for the evaluation to see clear outcomes or for sustainability to be assessed.

## Environmental sustainability

### **Finding 28. Efforts to promote environmental sustainability across WFP activities and operations have been limited.**

168. The consideration of environmental concerns in day-to-day management operations across WFP is not evident, with staff citing a lack of attention by the country office to its own carbon footprint across supply chain and administrative processes. For example, staff in supply chain pointed to the absence of recycling and degradable packaging.

169. More programmatically, there is limited evidence that environmental standards have been applied to the design, planning and implementation of all WFP activities. Under SO4, as part of the aim to enhance adaptive capacities and resilience to climate change through the IACOV project, communities have been assisted with the creation of soil and water conservation structures, which are reported to be done in consideration of quality assurance and sustainability.<sup>242</sup> WFP has also leveraged its partnerships with the Ministry of Agriculture, Food Security and Nutrition through the IACOV project to support smallholder farmers in the adoption of less destructive land management practices and the cultivation of drought-tolerant crops. However, the evaluation found that procurement of drought-tolerant seeds was often not synchronized with forecasts and planting seasons.

170. The CSP also highlighted environmentally friendly cooking as an area to pay attention to under school feeding, but the scope of WFP support in this area has been very small-scale due to limited funding, and prospects of scale-up are limited. In 2021, WFP piloted an electric pressure cooker project in just five schools in Maseru district to replace biomass cooking, with refresher training carried out in 2022, which was met with

<sup>239</sup> WFP Lesotho, 2022c. *Evaluation of Asset Creation and Public Works Activities in Lesotho 2015-2019*.

<sup>240</sup> Integrated context analysis; seasonal livelihood programming; community-based participatory planning.

<sup>241</sup> WFP Lesotho, 2022d. *WFP Lesotho Annual Country Report 2022*.

<sup>242</sup> Adaptation Fund, 2022. *IACOV Project Performance Report*, 01 November 2021 to 31 October 2022.

high satisfaction from the schools, with cooks reporting improved health as a result of the clean air.<sup>243</sup> However, the pilot has remained at this small scale since 2022.

### Strategic linkages between humanitarian action and development cooperation<sup>244</sup>

EQ2.4 To what extent did the CSP facilitate more strategic linkages between humanitarian action and development cooperation?

**Finding 29. Links between crisis response and resilience building activities by WFP and partners have been limited, partly due to funding constraints and the geographic spread of WFP interventions. WFP has contributed to the humanitarian-development nexus through support to early warning systems, but there is not yet evidence of community-level anticipatory actions.**

171. There has not been conspicuous integration of crisis response with resilience building activities by WFP and partners. There were no efforts to link lean season and COVID-19 assistance programming to complementary resilience building activities. This reflected geographical as well as financial constraints (see Finding 32 below on geographic targeting). Many crisis response interventions were in the mountainous districts or urban areas, whereas resilience building activities have solely been focused in the lowland districts.<sup>245</sup> WFP has been unable to expand resilience building activities beyond IACOV project sites, due to limited funding. However, it recently received a small amount of funding, outside of IACOV, for a pilot of resilience building activities in Mokhotlong district.

172. Nevertheless, WFP has contributed to the nexus through capacity strengthening in early warning systems, with an increase in WFP engagement in strengthening national policies, systems and programmes. This work is linked to the IACOV project, which seeks to promote anticipatory action and adaptation in response to improved climate forecasts – see Finding 14 and paragraphs 129-130 above as noted there, implementation challenges have meant that an integrated programme has not yet been realized and there is not yet visible evidence at the community level of anticipatory actions being taken as a result of climate forecasts.

### 2.3. EQ3: TO WHAT EXTENT HAS WFP USED ITS RESOURCES EFFICIENTLY IN CONTRIBUTING TO COUNTRY STRATEGIC PLAN OUTPUTS AND STRATEGIC OUTCOMES?

#### Timeliness

EQ3.1 To what extent were outputs delivered within the intended timeframe?

**Finding 30. WFP could not fully deliver planned outputs due to funding constraints and shortfalls. Nevertheless, the WFP COVID-19 response was timely. Some pipeline breaks and delays have occurred, affecting the delivery of in-kind support, cash-based transfers and commodity vouchers.**

173. The overall CSP funding level, for the period 2019-2022, was 35.22 percent, against the needs-based plan.<sup>246</sup> This underfunding forced the country office to define less ambitious annual implementation plans (IPs) based on forecast levels of funding. As Table 9 below shows, the biggest reductions to activity budgets were in Activity 2 (school feeding - 69 percent), Activity 1 (crisis response - 52 percent), and Activity 5 (food assistance for assets - 44 percent). The most protected budget was Activity 4 (capacity strengthening - 17 percent). Budget reductions across various 'cost categories' were generally consistent: between 63 and 44 percent.

<sup>243</sup> WFP Lesotho, 2022d. *Lesotho Annual Country Report 2022*.

<sup>244</sup> The CSP focused on a shift to the humanitarian-development nexus and not the peacebuilding dimension of the nexus, which was considered less relevant in the Lesotho context.

<sup>245</sup> There are likely to have been some crisis response beneficiaries in these districts also benefiting from resilience building activities, but this was not as a result of a strategic decision to target the same beneficiaries under the two outcome areas.

<sup>246</sup> WFP Lesotho, 2023a. *Resource situation Lesotho*. Accessed: 02.05.2023.

**Table 9 Needs-based and implementation plan budget lines by activity and cost category**

Cost category	Needs-based plan (USD)	Implementation plan (USD)	Implementation plan as % of needs-based plan
Sub-total - Implementation costs	7,578,872	4,225,807	56%
Sub-total - Direct support costs	6,609,722	3,483,407	53%
Sub-total - Food and CBT value	107,190,943	43,860,625	41%
Sub-total - Food and CBT transfer costs	13,049,450	5,312,820	41%
Sub-total - Capacity strengthening costs	17,321,984	11,380,432	66%
Sub-total - Service delivery costs	6,517,249	2,391,980	37%
<b>Grand Total</b>	<b>158,268,220</b>	<b>70,655,071</b>	<b>45%</b>
Activity	Needs-based plan (USD)	Implementation plan (USD)	Implementation plan as % of needs-based plan
Activity 1	64,476,713	31,035,518	48%
Activity 2	51,929,134	15,926,572	31%
Activity 3	6,439,543	3,698,526	57%
Activity 4	5,637,269	4,655,815	83%
Activity 5	12,839,360	7,215,301	56%
Activity 6	3,606,225	2,134,877	59%
Activity 7	3,625,949	2,505,053	69%
Activity 8	3,104,304	0	0%
Direct support costs	6,609,722	3,483,407	53%
<b>Grand total</b>	<b>158,268,220</b>	<b>70,655,071</b>	<b>45%</b>

Source: CPB – Plan vs Actuals Report v2.1 (accessed 28 April 2023).

174. Despite this reduced funding ambition, only 62 percent of implementation plan requirements have been spent (as of 28 April 2023). Expenditure levels against the implementation plan vary considerably by activity and cost category (Table 10 below). Activities 5 (76 percent), 1 (66 percent) and 2 (65 percent) have had the highest expenditures, while Activity 8 (0 percent) and Activity 6 (38 percent) have had the lowest. Expenditure as a percentage of allocated resources is shown in the cumulative financial overview of Table 4 in Section 1.3 above.

**Table 10 Actual expenditure versus implementation plans, by activity and cost category**

	Implementation plan (USD)	Actual expenditures (USD)	Actual as % of implementation plan
Sub-total - Implementation costs	4,225,807	2,482,172	59%
Sub-total - Direct support costs	3,483,407	2,339,336	67%
Sub-total - Food and CBT value	43,860,625	29,890,443	68%
Sub-total - Food and CBT transfer costs	5,312,820	3,803,237	72%
Sub-total - Capacity-strengthening costs	11,380,432	5,516,152	48%
Sub-total - Service delivery costs	2,391,980	0	0%
<b>Grand total</b>	<b>70,655,071</b>	<b>44,031,340</b>	<b>62%</b>
Activity	Implementation plan (USD)	Actual expenditures (USD)	Actual as % of implementation plan
Activity 1	31,035,518	20,503,926	66%
Activity 2	15,926,572	10,415,374	65%
Activity 3	3,698,526	2,194,139	59%
Activity 4	4,655,815	2,306,995	50%
Activity 5	7,215,301	5,453,153	76%
Activity 6	2,134,877	818,417	38%
Activity 7	2,505,053	0	0%
Activity 8	0	0	-
Direct support costs	3,483,407	2,339,336	67%
<b>Grand total</b>	<b>70,655,071</b>	<b>44,031,340</b>	<b>62%</b>

Source: CPB – Plan vs Actuals Report v2.1 (accessed 28 April 2023).

175. As part of control measures during the COVID-19 pandemic, the Government of Lesotho declared a national emergency on 18 March 2020, followed by a national lockdown for all non-essential services from 29 March until 19 May. WFP mounted a rapid and timely response to the pandemic by utilizing its ongoing crisis response intervention, which had run from October 2019 to June 2020 in response to the drought emergency. WFP extended this intervention until March 2021, and expanded its scope to cover three additional districts, including urban areas for the first time in the CSP. Subsequently, WFP provided a combination of cash and commodity vouchers to the seven most affected districts, increasing food access for food-insecure families affected by drought whose situation was exacerbated by the pandemic.

176. WFP reports and evaluation interviews indicated a number of pipeline breaks and delays to distributions. Within crisis response, delays have been attributed to the long processes involved. WFP interventions under this activity can only take place once the LVAC report has been released and WFP has completed the relevant assessments. However, these processes were not always completed in a timely manner, delaying the ability of WFP to implement crisis response interventions.

177. Distribution challenges have also been due to procurement and supply chain issues. WFP did not undertake cash-based transfers for eight months between October 2022 and May 2023, interrupting the transfer components of activities 1 and 5. This disruption was due to WFP switching service provider from Vodacom to the Standard Lesotho Bank, following issues around Vodacom's accountability and compliance. However, there were long internal processes involved in onboarding the Standard Lesotho Bank's Unayo transfer system, delaying cash-based transfers. Under WFP support to ECCD centres, supplier and transport issues have on occasion delayed the delivery of food to centres. Furthermore, there have been some delays in the shipping of international commodities, such as the tinned fish, which is donated as part of ECCD feeding.<sup>247</sup>

<sup>247</sup> At the time of writing, pipeline data were not available.

**Finding 31. During the CSP, WFP procurement has frequently been a challenge and has hindered the timely delivery of outputs, although WFP has taken steps to strengthen compliance and efficiency in its procurement systems.**

178. Under Activity 7, WFP aims to deploy its procurement and supply chain expertise on behalf of the Government and partners. WFP signed a service-level agreement to procure high-power computing equipment on behalf of the United Nations Environment Programme. The process was severely delayed, taking two years to complete. This delay was attributed to the complexity and lack of clarity around the request, as well as COVID-19-related reductions in supplier footprint and response. After a year, the procurement unit at the regional bureau in Johannesburg did step in to support the country office. However, the process still took another year to complete. During the first two years of the CSP, WFP also faced difficulties in the procurement of conference rooms and hotels for capacity strengthening interventions, with the country office encountering various delays and cancellations. The country office, however, showed initiative to rectify these issues through the creation of long-term agreements (LTAs) with providers across the districts.

179. Miscommunication around technical specifications of inputs and equipment required, as well as a lack of clarity around procurement procedures also delayed processes in other activities. Under Activity 5, there were various cases in which the procurement of inputs and equipment was delayed, due to miscommunication by activity managers, resulting in their arrival at unsuitable periods in the year and undermining effectiveness. The country office has taken active measures to try to prevent these issues in the future, with activity managers and procurement staff undertaking training and workshops to improve communication around requests.

**Coverage and targeting**

**Finding 32. Although WFP coverage was limited by funding constraints and shortfalls, WFP geographic targeting enabled the country office to reach the most food insecure communities. However, the prioritization of different geographic areas under crisis response activities between years has prevented direct linkages between crisis response beneficiaries and resilience building activities. It has also been more difficult to ensure targeting of the most vulnerable households and individuals within communities. In reaction to funding constraints WFP understandably chose to reduce levels of support rather than reduce numbers of beneficiaries, in a context where only a fraction of those in need could be reached.**

EQ3.2 To what extent do the depth and breadth of coverage ensure that the most vulnerable to food insecurity benefit from CSP implementation?

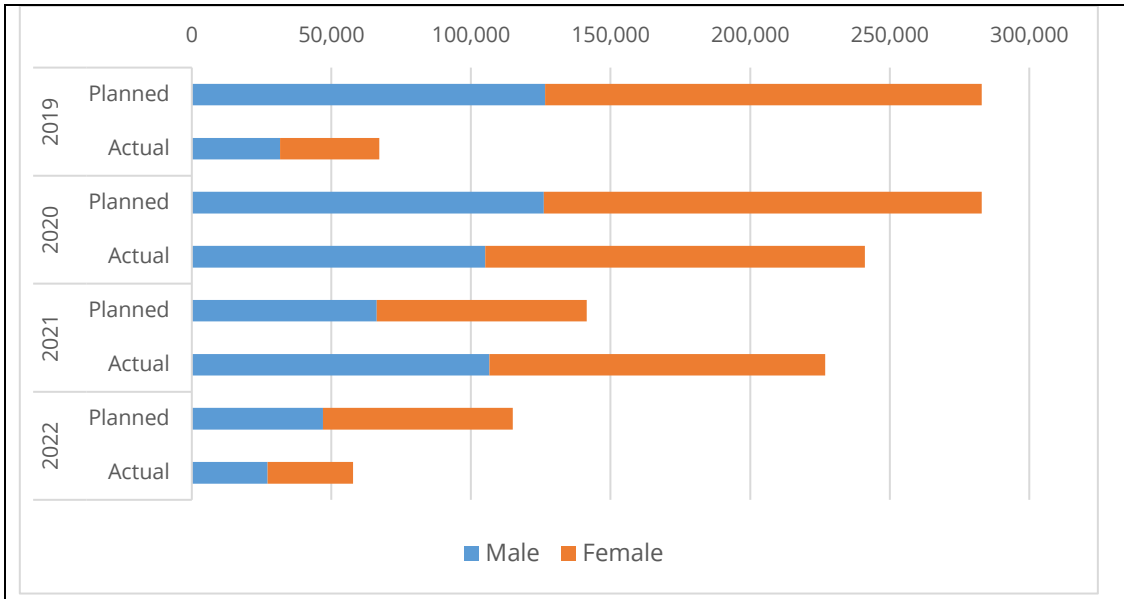
180. As discussed above, the country office has had to contend with significant underfunding of the CSP and subsequent reduced ambition of implementation plans, which limited WFP coverage. Figure 22 and Figure 23 below compare planned and actual numbers of beneficiaries reached for both crisis response and food assistance for assets. WFP has been unable to consistently reach the number of planned beneficiaries each year, across the CSP.

181. Under Activity 1, the planned beneficiary numbers fluctuated each year, as Lesotho faced varying crises. WFP was only able to meet and exceed its target number of beneficiaries in 2021, supporting 226,880 people representing 160 percent of the planned figure. However, in 2021 WFP made the strategic decision to increase the number of beneficiaries targeted, but reduce the ration size. Table 11 below highlights that under crisis response, WFP did not distribute the planned amount of cash-based transfers and commodity vouchers in any year. The significant shortfall in 2019 was due to the time needed to register retailers. In addition, the total annual number of beneficiaries as a percentage of the overall annual cash and voucher transfer value has fluctuated between years; between 2020 and 2021, although the number of beneficiaries only declined by 6 percent, cash and voucher transfers declined by 36 percent (see Figure 23 below).

182. As discussed under Finding 6 above, despite strategic decisions being made to prioritize increasing coverage in 2021, rather than ensure transfer values are maintained, WFP has still ensured food security outcomes are seen. However, as also noted in Finding 6, under both the 2020/2021 and 2021/2022 responses, WFP consistently reached less than 20 percent of the population in need and qualitative evidence made clear that contributions from other partners are making minimal additional contributions to meeting the overall needs of the country. In this context the decision to maintain beneficiary numbers with reduced levels of assistance is understandable.

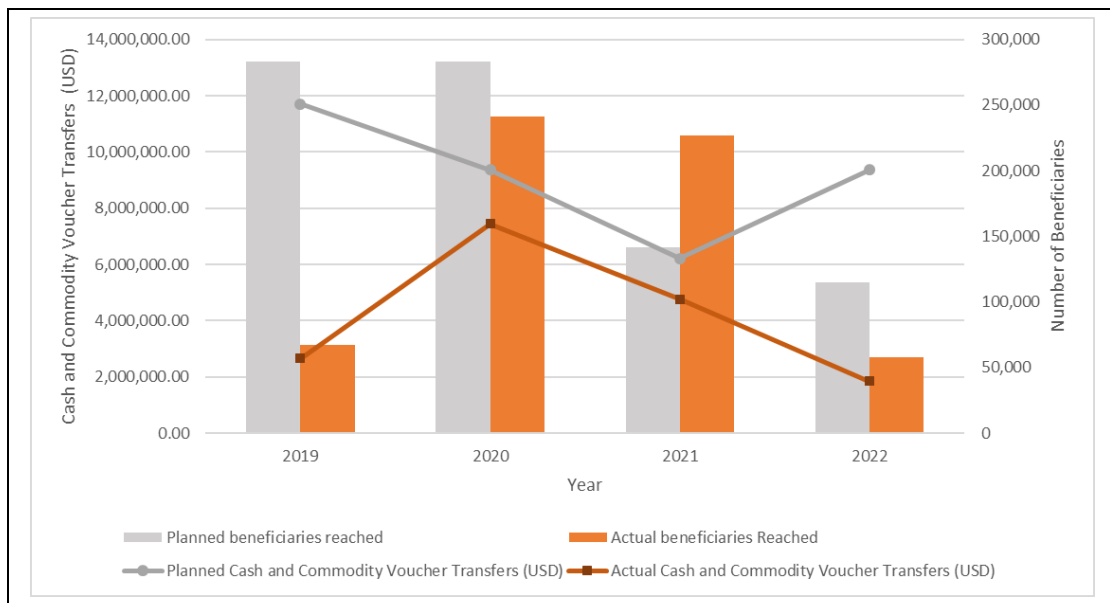


**Figure 22 Planned versus actual beneficiaries for Activity 1**



Source: CM-R002b Annual beneficiaries by strategic outcome, activity and modality. (Accessed: 28.04.2023).

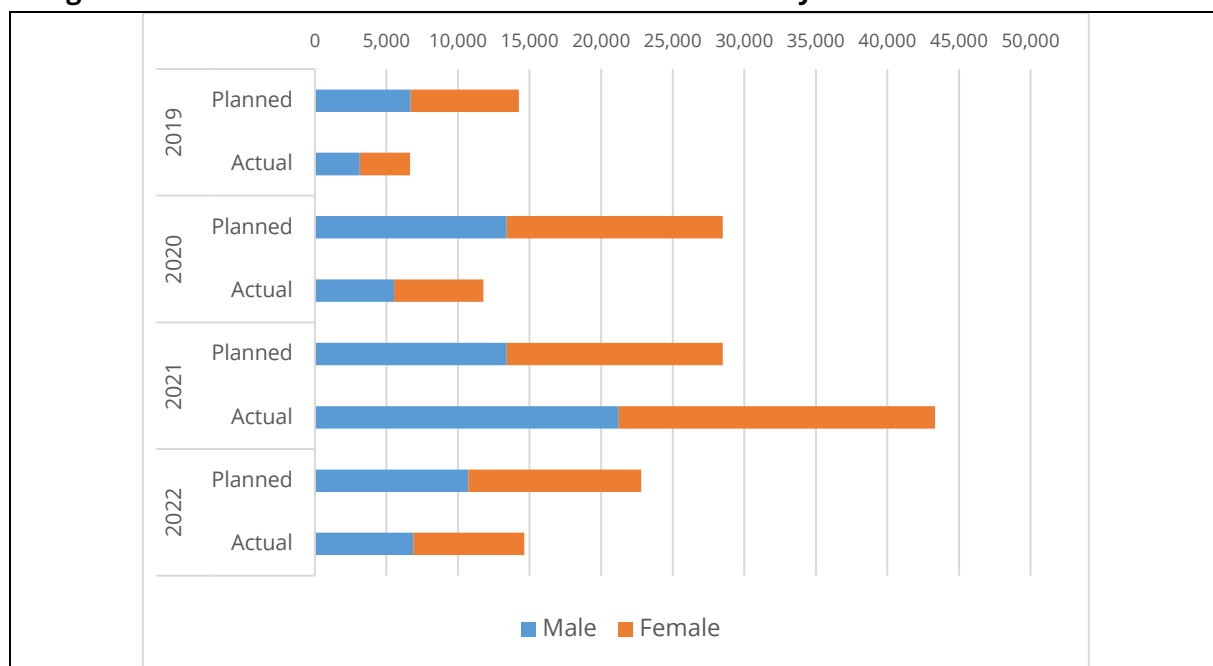
**Figure 23 Activity 1: actual cash and commodity voucher transfers versus beneficiaries reached**



Source: WFP ACRs.

183. The number of WFP food assistance for assets beneficiaries varied between 6,654 (in 2019) and 43,326 (in 2020). WFP was again unable to reach beneficiary targets in three of the four years of the CSP; only in 2021 were more beneficiaries reached than planned, 152 percent of the planned figure. While not consistently reaching the planned number of beneficiaries, WFP was able to achieve the target percentage of female participants in most years, reaching 53 percent in 2019, 2020 and 2022, whilst in 2021, 51 percent were female, 2 percent below target.

**Figure 24 Planned versus actual beneficiaries for Activity 5**



Source: CM-R002b Annual beneficiaries by strategic outcome, activity and modality. (Accessed: 28.04.2023).

184. Table 11 below highlights that WFP only exceeded its planned figures once in 2021 under food assistance for assets for cash-based transfers and commodity voucher distributions. WFP did not distribute any cash-based transfers in 2022 due to a change in provider, hence the shortfall in distributions for that year.

**Table 11 Actual versus planned cash and commodity voucher distributions, (USD, 2019-2022)**

		Activity 1	Activity 5
2019	Planned	11,700,000.00	666,900.00
	Actual	2,650,387.51	620,059.30
	<b>Actual/Planned (%)</b>	<b>22.65%</b>	<b>92.98%</b>
2020	Planned	9,360,000.00	1,333,800.00
	Actual	7,434,930.56	845,284.08
	<b>Actual/Planned (%)</b>	<b>79.43%</b>	<b>63.37%</b>
2021	Planned	6,217,110.00	1,333,800.00
	Actual	4,763,637.52	1,830,544.96
	<b>Actual/Planned (%)</b>	<b>76.62%</b>	<b>137.24%</b>
2022	Planned	9,360,000.00	1,067,040.00
	Actual	1,855,310.78	565,601.53
	<b>Actual/Planned (%)</b>	<b>19.82%</b>	<b>53.01%</b>

CM-R007 – Annual Distribution 2019; 2020; 2021; and 2022. Accessed (02.02.2023).

185. Through its crisis response interventions, WFP has been able to reach highly food insecure districts and urban areas. In its October 2019-June 2020 drought response, WFP utilized the LVAC and IPC results to target Mafeteng, Mohale's Hoek, Qacha's Nek and Quthing, the districts with the highest food insecurity and survival deficits. As mentioned above (see paragraph 175), WFP expanded this targeting to include three more districts, as well as urban areas, as part of its COVID-19 response in 2020 and lean season assistance in 2021.

Finally, WFP targeted Mokhotlong, Thaba-Tseka, Qacha's Nek and Maseru for its 2022 crisis response, prioritizing the districts with the highest food gap and highest number of people in IPC 3.

186. The coverage of WFP resilience building interventions has been limited to the lowland districts of Mafeteng, Mphahlele's Hoek, and Quthing, where high food insecurity has been seen in some years and where WFP could build on food assistance for assets activities implemented under the previous country programme (CP 2013-2017). There is a desire from WFP to reach additional districts and, in particular, to link crisis response beneficiaries with resilience building interventions. However, this scale-up has largely not been possible due to funding constraints and has been limited to a pilot in Mokhotlong that was in its infancy during data collection for this evaluation. As a result, the prioritization of different geographic areas under crisis response activities between years has meant that it has not been possible to link crisis response beneficiaries to resilience building activities. The evaluation team have not seen a country office strategy defining potential pathways for beneficiaries to graduate from food assistance through engagement in resilience building activities.

187. While the geographic inclusion of WFP has targeted the districts facing high food insecurity, its interventions have not always reached the most vulnerable people. A crucial challenge WFP has faced is in the regular updating of the National Information System for Social Assistance (NISSA) database. The NISSA database is not regularly updated, therefore, the list of beneficiaries does not always accurately represent those in need of support. Furthermore, the NISSA database is based on chronic vulnerability, and does not cover acute vulnerability in the same way. The CSP envisaged linking the WFP corporate beneficiary and transfer management system, SCOPE, to the NISSA database, but this link does not appear to be operational at present.

188. WFP has attempted to manage this by complementing the NISSA beneficiary list with a community-based participatory verification exercise to ensure that most vulnerable households, including the elderly, households headed by women and children, and those experiencing disabilities, receive assistance and that the community participates in decision making that contributes to ownership of the crisis and its solutions. Nonetheless, this has created inclusion/exclusion errors for both crisis response and food assistance for assets interventions.<sup>248</sup> Informants at the district level emphasized that inconsistent selection criteria have been used in targeting beneficiaries, and interviews demonstrated that both district officials and community members were unclear about selection criteria. For example, in some communities sampled by the evaluation, power dynamics influenced those selected for cash or voucher support, with community members stating that often households of privilege were included, as a way of repaying them for other ways that they have supported the community. In other communities, the elderly were prioritized, whether they were vulnerable or not; and people living with disabilities and the most vulnerable were often left out as they were unable to attend the community gatherings where selections took place. Vulnerable women were not necessarily prioritized as planned in the CSP, despite evidence informing the CSP design showing that women face gender inequalities in access to resources such as land, credit, rural organization and agricultural inputs, technology, education and extension services.<sup>249, 250</sup> Sex-disaggregated data show that between 2019 and 2022, 53 percent of SO1 beneficiaries were women.

189. Under Activity 2, WFP has provided blanket support to ECCDs, supporting all centres in Lesotho, regardless of the level of need (see Annex 6 for background to WFP support to school feeding). While this enables WFP to achieve a large breadth of coverage, it is not clear that those most in need are able to access ECCDs, and WFP is also compromising its ability to provide a complete basket of food to each ECCD, with funding constraints meaning that targets have not been met for learners to receive two meals per day (see paragraphs 116–119 above).

## Cost efficiency

**Finding 33. WFP has taken measures to support cost efficiency in its operations, but there is some scope for more systematic monitoring and analysis of cost efficiency issues.**

EQ3.3 To what extent were WFP's operations cost-efficient?

190. The introduction of the country portfolio budget was intended to "harmonize WFP's strategies and operations at the country level with the Strategic Plan (2017–2021), the country strategic planning approach

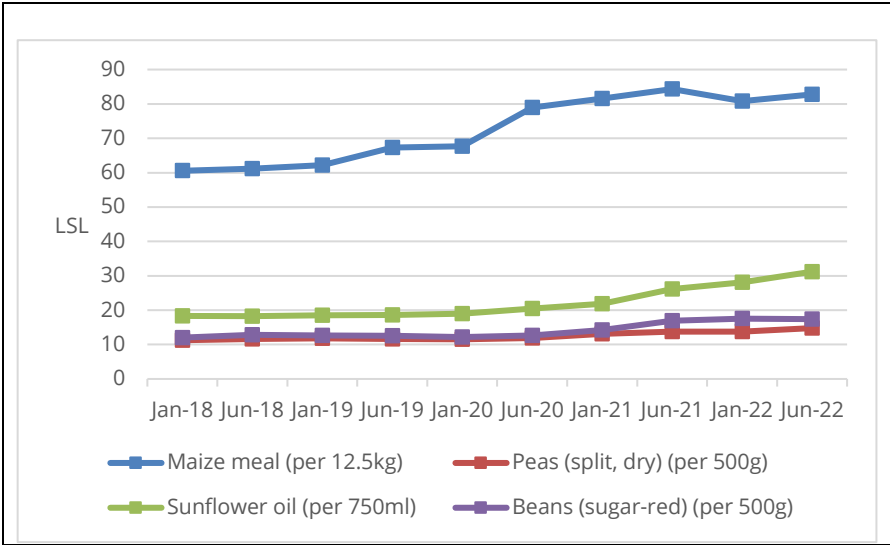
<sup>248</sup> On FFA, field visits revealed pressure to include all community members, achieved through "cycling beneficiaries"; this is likely to lead to inclusion errors.

<sup>249</sup> WFP Lesotho, 2022b, *Crisis Response After Action Review Report*: May 2022.

<sup>250</sup> Source: beneficiary FGDs.

and the CSP results framework”,<sup>251</sup> delivering increased cost efficiency. WFP Lesotho has, generally, been proactive in seeking value for money, especially in light of external challenges. It was not judged appropriate to compare the Lesotho CSP with CSPs in other countries given the differences in context.

**Figure 25 Fluctuations in commodity prices (January 2018–June 2022)**



Source: VAM Food Security Analysis: Economic Explorer. (Accessed: 03.06.2023).

191. Over the CSP period, WFP has faced fluctuations in the prices of food and commodities, as well as other expenses, due to a variety of factors, including: COVID-19-related supply chain issues; instability in the international shipping market; and global price rises. Figure 25 above demonstrates the changes in prices of select commodities in Lesotho, across the T-ICSP and CSP period. All four commodities have experienced price rises, with sunflower oil and beans experiencing the greatest changes, increasing by 70 percent and 45 percent respectively. The country office has been proactive in combatting these rising costs, utilizing WFP global long-term agreements to procure equipment, as well as identifying suppliers outside Maseru to reduce transportation costs and achieve greater value for money.

192. The evaluation team sought to investigate costs of ECCD programme delivery within Lesotho, where terrain and population distribution are likely to make the costs of programme delivery significantly higher in some areas than others. Data were available but quite difficult to collate. The results of this small investigation are summarized in Annex 13. As expected, there are wide variations across districts in the costs per child of delivering ECCD feeding. The country office has access to various data around the cost efficiency of its operations, but this evaluation noted that such data do not seem to be systematically collated and used to understand cost efficiency issues or to inform management decision making, such as on the prioritization or targeting under ECCD feeding.

193. When considering the overall cost efficiency of the programme, one would expect the CSP to become more efficient in line with economies of scale. However, Table 12 below shows that direct support costs chargeable on activities rose as the overall size of the programme grew. This represents significant costs, with an increase of more than 10 percentage points in direct support costs since 2019, equating to USD 8.2 million, charged on the USD 26.2 million total direct operational cost (DOCs) in 2022. One logical explanation for this pattern of growing direct support costs is due to the various delays and pipeline breaks, as well as the funding shortfalls, which have restricted WFP implementation. It is conceivable that, while operational costs fall due to interruptions, direct support costs cannot be adjusted at the same rate within the same period of time. This can increase the proportion of direct support costs relative to the direct operational costs.

<sup>251</sup> WFP, 2016b, *Policy on Country Strategic Plans*. Rome: WFP/EB.2/2016/4-C/1/Rev. 1.

**Table 12 Change in direct support costs compared to total direct operational costs**

Year	Direct support costs / Total direct operational costs (percent)	Total direct operational costs (USD)
2019	1.6	5,097,392
2020	2.8	15,012,373
2021	4.0	12,091,978
2022	12.1	8,222,622

Source: CPB Plan vs Actuals Report v2.1 (Accessed 28.04.2023).

Total Direct Operational Costs = Total Transfer and Implementation Costs + DSCs.

Calculated according to actual; expenditures.

194. An additional area of cost pressure for the Lesotho country office is in its administration of the IACOV project, where there is a very low overhead (DSC) of 2 percent.<sup>252</sup> With such a low overhead, WFP country office staff are restricted in their ability to administer IACOV as well as the other work they must do for the CSP. (See Annex 5 for further background to the governance and implementation of IACOV.)

## 2.4. EQ4: WHAT ARE THE FACTORS THAT EXPLAIN WFP PERFORMANCE AND THE EXTENT TO WHICH IT HAS MADE THE STRATEGIC SHIFT EXPECTED BY THE COUNTRY STRATEGIC PLAN?

### Resourcing

**Finding 34. The quantity and quality of financial resources available have been a continuing constraint to delivering the CSP, despite country office efforts to mobilize and diversify funding.**

EQ4.1 To what extent has WFP been able to mobilise adequate, timely, predictable, and flexible resources to finance the CSP?

195. The CSP has been revised since its launch in 2019 through four budget revisions. These progressively increased the CSP budget from an original USD 103,989,623 to the current USD 158,268,219.<sup>253</sup> They were designed to allow WFP to respond to increased food insecurity – including the impact of COVID-19 and the increase in commodity prices globally as a result of the ongoing conflict in Ukraine, the addition of SO5, and extending the provision of pre-primary school meals until June 2024.<sup>254</sup> With just over one year of the CSP left to run at the time of reporting, (until June 2024) just over one third of the needs based plan (USD 59,203,236) has so far been funded, leaving a shortfall of USD 108,894,111.

196. Flexible WFP funding<sup>255</sup> and Japan have been the two largest sources of funding (see Figure 26 below). The other main donors are other United Nations funds and agencies, the European Commission, Germany and the Government of Lesotho. Funding under ‘other United Nations funds and agencies’ is almost entirely a USD 10 million grant from the Adaptation Fund, for the Improving Adaptive Capacity of Vulnerable and Food-Insecure Populations in Lesotho (IACOV) project. Contributions from the Government of Lesotho mainly relate to school feeding, but this also included some World Bank funding for the Smallholder Agriculture Development Project (SADP) that is channelled through the Government to WFP.

197. Donors applied heavy restrictions to contributions, with 71.9 percent of confirmed contributions being allocated at strategic outcome or activity level (see Figure 27 below) although this is more flexible than T-ICSP funding.<sup>256</sup> Most donors targeted their support principally to crisis response under SO1, including the

<sup>252</sup> The Government also pays indirect support costs (ISC) of 7%, but this does not flow to the CO budget.

<sup>253</sup> In comparison, the T-ICSP had a budget of USD 20,081,295.

<sup>254</sup> The period from January to June 2024 was not covered in the original CSP design because the provision of school meals in pre-primary schools was expected to have been fully handed over to the Lesotho Government by the end of December 2023. However, because of fiscal challenges, the Government indicated that it will not be able to take over the pre-primary school feeding programme as originally planned and requested WFP to maintain its support for pre-primary schoolchildren.

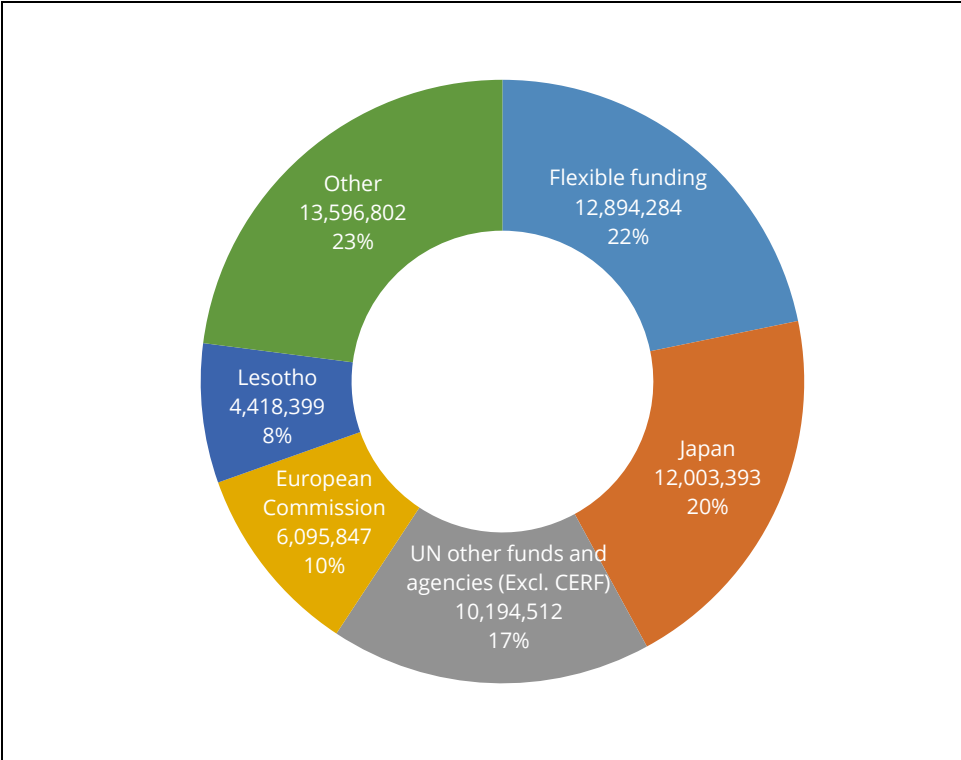
<sup>255</sup> Flexible WFP funds are allocated by recommendations provided by the Strategic Resource Allocation Committee (SRAC) to the Executive Director.

<sup>256</sup> As compared to the T-ICSP, a larger share of directed multilateral contributions to the Lesotho Country Portfolio Budget (CPB) 2019-2024 have been allocated at the country level.

European Commission, CERF, Germany and Canada. Support to other strategic outcomes was fragile and highly dependent on a small number of key donors – Japan for support to school feeding and the Adaptation Fund for other activities in SO2, SO3 and SO4.

198. Donors often imposed further challenging restrictions. For example, contributions to ECCD feeding are largely made in kind through the provision of tinned fish, which doesn't cover all commodities or match the desire to move away from importing foods towards using locally grown products. The tinned fish is shipped from Japan, which can also create significant delays in delivery. The shift to capacity strengthening has also brought funding challenges. The areas of the CSP, for example SO3, that focus entirely on supporting capacity strengthening, have struggled for funding, and have been largely reliant on support from the Strategic Resource Allocation Committee (SRAC), with key donors providing only very limited contributions for capacity strengthening activities. In some cases, donor priorities were also perceived by WFP to override the CSP priorities – for example, a push by one major donor to prioritize the institutionalization of the urban response.

**Figure 26 Lesotho CSP donor shares, 2019–2023**



Source: WFP FACTory, Resource situation report. (date of extraction: 28.04.2023).

199. The availability of flexible SRAC funds was critical to filling key gaps in underfunded activities and supporting innovation – for example in developing the food system pilot approach that provided the basis for developing IACOV. Regional funding sources have also been useful in providing flexibility, for example the regional bureau made funding available for developing the decision-support dashboard requested by the Prime Minister’s Office.

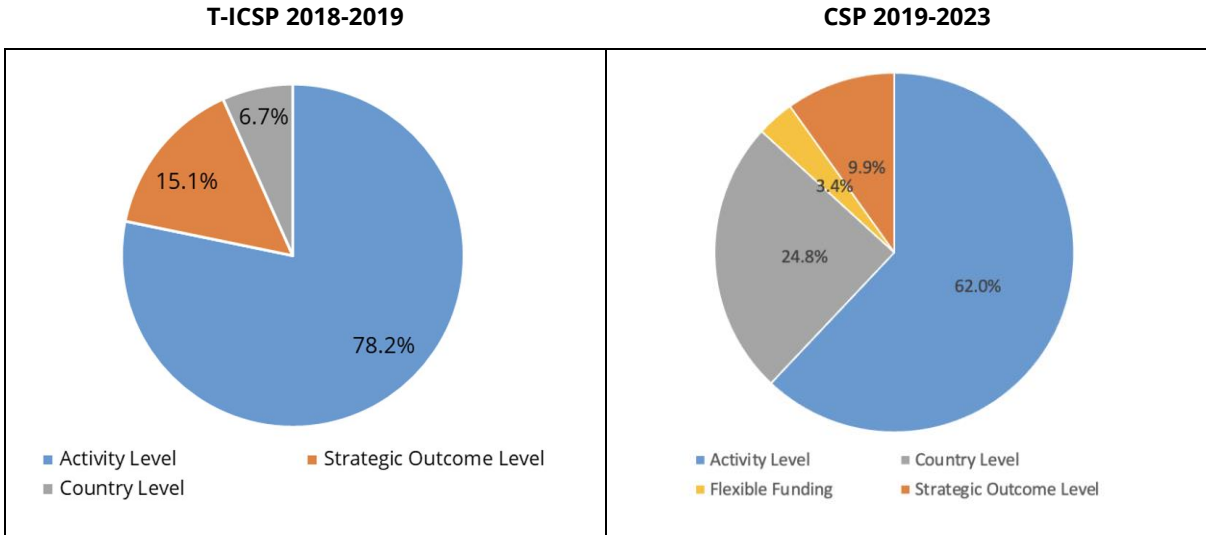
200. Overall shortfalls in funding have been experienced across all the strategic outcomes and focus areas (see details in Table 4 in Section 1.3 above). The implementation plans, reflecting funding prospects, show cumulative implementation plans by strategic outcome of between 34 and 84 percent of the needs-based plan. Activity 3 (early warning systems), Activity 4 (nutrition), Activity 5 (resilience building) and Activity 6 (smallholder farmers) were the best resourced, principally due to the contribution from the Adaptation Fund. However, interviews suggested that this finding needed interpretation with caution as the Adaptation Fund was closely earmarked to IACOV activities with little flexibility to support other strategic outcome-related activities. Even when the overall funding improved for these strategic outcomes, challenges remained for key activities.

201. The annual country reports make repeated reference to how these funding shortfalls have affected implementation of different activities at different times. Prior to securing a multi-year contribution of USD 10 million from the Adaptation Fund starting in 2020, activities under SO2, SO3 and SO4 all operated at well below

planned levels. According to one WFP interviewee “nutrition came to a standstill for the first one and a half years, and we only managed to deliver through collaboration with other United Nations partners and SADP. A lesson learned is that trying to deliver nutrition in CSP as a cross-cutting activity seems to be working since trying to put it on its own has many challenges.” As Finding 15 above demonstrates, as a result of limited funding under SO3, WFP needed to be smart to achieve positive results, through collaboration with United Nations partners and SADP, as well as supporting evidence to inform decision making. A lack of flexible funding has also compromised the ability to manage and deliver the CSP as a coherent programme, as well as delivery of specific strategic outcomes and activities. For example, funding for emergency response and resilience building has been directed to different geographical areas constraining opportunities to layer and synergize interventions (see Finding 29 above).

202. Funding for crisis response under SO1 was also problematic. For example, the 2021 annual country report noted challenges in funding support to the most vulnerable affected households when the COVID-19 pandemic left many households food insecure due to loss of employment opportunities.

**Figure 27 Lesotho country portfolio budget 2019-2024: directed multilateral contributions by earmarking level**



Source: WFP FACTory, Distribution Contribution and Forecast Stats (date of extraction: 28.04..2023). Flexible funding refers to funds that have been earmarked at higher levels (regional/multi-country) but are not the fully flexible funding allocated by SRAC.

203. Traditional donors indicated that several factors constrain their willingness to fund the CSP. On the emergency side there is a perception that the Government confounds emergency and chronic needs within the LVAC appeals, and they argue that the Government should use its social protection instruments instead to respond to these caseloads. The recent flood appeal was cited by WFP informants as lacking credibility – “even CERF did not respond”. Frequent changes in the leadership of national institutions and budgetary uncertainties have affected donor willingness to invest in capacity strengthening activities. One important donor also indicated that a dissatisfaction with the timeliness of WFP interim reporting, and subsequent ability of WFP to identify gaps and act upon recommendations made in reports, had influenced their subsequent funding decisions. The country office, with the support of the regional bureau, has actively attempted to expand the donor base. This has included successfully attracting funds from new sources during the CSP including Japan, the Adaptation Fund and SADP funds from the World Bank. Smaller donors, such as Monaco, are being approached.

## Monitoring and reporting

**Finding 35. The CSP has systematically reported on corporate results framework indicators. While these indicators have been useful for accountability and operational management, they are insufficient to assess higher-level results and inform strategic decision making. While the institutionalization of monitoring processes within the Government is welcome, the handover of monitoring responsibilities lacks a clear framework. There is scope for further utilizing the findings of recent evaluations.**

EQ4.2 To what extent did WFP monitoring and reporting systems track and demonstrate progress towards expected outcomes and inform management decisions?

204. In line with the WFP corporate results framework guidelines, the country office conducted a relatively comprehensive monitoring and reporting of indicators across the strategic outcomes. Output data are reported for activities 1, 2, 3, 4, 5, and 6, but not for activities 7 and 8, which had no targets. Monitoring also covered cross-cutting indicators (protection, accountability to affected populations, and progress towards gender equality).

205. Output data were initially collected by the activity managers while outcome data were collected by monitoring and evaluation staff. It was reported that the activity manager workloads made it difficult for them to devote adequate time to data collection, leading to gaps in output data. The monitoring and evaluation team subsequently took responsibility for collecting these data and the regularity and coverage of monitoring improved. Some gaps in output data still remained. For example, while the number of assets created under Activity 5 is tracked, assets are not broken down by type. There was incomplete monitoring of ECCD activities. Nor was there a systematic attempt to monitor inclusion or exclusion errors.

206. The output data were used for both upward accountability and informing operational management decisions. The monitoring and evaluation team fed back monitoring results together with recommendations to programme teams for them to consider programme adjustments. For example, under crisis response and ECCD feeding, examples were given of monitoring finding that people didn't know the toll-free number for feedback and queries (see paragraph 158 in EQ2) and that registering men rather than women as the transfer recipients led to the diversion of resources from the targeted families (see paragraph 153 in EQ2). Other functional areas – such as supply chain and finance – remain responsible for monitoring their own performance, which raises questions about the impartiality of performance monitoring. It is notable that the issues relating to procurement challenges raised in this report (see paragraph 178) are not captured and discussed in country office monitoring reports such as the annual country reports.

207. Monitoring at outcome level was more problematic. The monitoring processes followed corporate standards and this allowed the country office to monitor changes in food security (SO1 and SO4) associated with WFP transfers. However, there were specific challenges in assessing outcomes under SO4 due to the decision to rotate asset creating participants every three months to spread the benefits. The relevant corporate results framework indicators – including the economic capacity index – are designed to follow a cohort of beneficiaries rather than track the benefits associated with the community assets created. All outcome data for SO1 and many indicators for SO4 are disaggregated at the district or local community council levels, as aggregation for the CSP as a whole would not be very meaningful.

208. The corporate results framework does not offer indicators to measure all the results at which the CSP aims, notably for Activity 3 (SO2), Activity 4 (SO3) and activities 7 and 8 (SO5). Capacity strengthening remains a particular weakness in the corporate results framework to date, particularly in the organizational and individual domains; although some indicators have been introduced to assess improvements in the enabling environment.<sup>257</sup> The progress of SO3 was measured by the number of national food security and nutrition policies, programmes and system components enhanced because of WFP capacity strengthening, rather than the impact of these products and processes. Outcome data for SO2 measured the performance of the enrolment rate indicator for primary school feeding but there is no outcome monitoring of either enrolment or nutritional impacts<sup>258</sup> associated with ECCD feeding.

<sup>257</sup> See WFP, 2022e, *WFP Corporate Results Framework (2022-2025)* (revised). Rome: WFP: WFP/EB.1/2022/4-A/Rev.1.

<sup>258</sup> It is not practical to measure pupils' nutrition status directly, but it should be possible to monitor the quality of programme implementation (for example, appropriate food basket) and the effects of school meals on household diets.



209. Similar challenges were noted in relation to monitoring food systems.<sup>259</sup> Absence of appropriate monitoring data makes it hard to assess the impact of resilience programmes. Equally the country office is not tracking and measuring the expected and unexpected outcomes of market development on targeted people, retailers and the marketplace. Similar findings were made by the mid-term evaluation of the WFP Country Programme (2013-2017)<sup>260</sup> and the 2019 internal audit, which also highlighted the need for a knowledge management strategy.<sup>261</sup>

210. These monitoring gaps were partially recognized by WFP Lesotho and some attempts made to strengthen outcome monitoring.<sup>262</sup> There was limited evidence of use of outcome monitoring for strategic, adaptive management, partly as a consequence of the lack of data. Where changes were made in strategic approaches it is not clear that these were driven by monitoring and evaluation. For example, there was an important shift in emphasis under SO4 from the creation of community assets to creating household-level assets but there was no clear line of sight back to monitoring information driving this change and this seems to have been heavily driven by COVID-19 restrictions on group activities.

211. As part of the shift to a capacity strengthening approach, WFP has been actively building the capacities of government partners to collect and use monitoring data. This is a welcome contribution but there are challenges in WFP relying on the Government to collect data, including a lack of resources to support data collection. This has led to reported data gaps under SO2 and SO4. Data collection was reported as sometimes done remotely by government staff due to limited resources and time, and there is limited independent verification. Furthermore, planned sessions to share monitoring data with ministry staff and discuss appropriate actions are yet to occur regularly.

212. The 2019 internal audit highlighted that the absence of a commonly agreed monitoring and evaluation framework for both SO2 and SO4 resulted in unclear roles and responsibilities with unanswered questions with regard to WFP monitoring obligations and the Government.<sup>263</sup> A clear transition strategy for monitoring and evaluation still appeared to be lacking.<sup>264</sup>

213. Several decentralized evaluations were conducted, which both fed into the CSP design and were used during the course of implementation (see paragraph 66 above). These studies are generally of a high standard and draw out important findings, conclusions and recommendations, many of which remain highly pertinent and in several cases are mirrored by the findings of this evaluation.<sup>265</sup> This suggests that the evaluations have not been fully utilized.

## Partnerships

**Finding 36. CSP delivery is highly dependent on effective partnerships, especially given the focus on capacity strengthening and the small size of the WFP country office. A wide range of partnerships have been established with the Government, United Nations agencies and others, but there is scope to strengthen these and develop new partnerships.**

EQ4.3 How did partnerships with other actors influence performance?

214. WFP has entered into a wide variety of partnerships across the different strategic outcomes and activities with the Government, United Nations agencies and others. Partnerships continue to be critical to the country office given the given limited capacities and staffing levels in WFP. Partnerships have provided access to key capacities and skills that the office otherwise would not be able to maintain. For example, gender and

<sup>259</sup> The 2021 thematic evaluation on the WFP contribution to Market Development and Food Systems in Southern Africa<sup>259</sup> found that the lack of any market development indicators in the CRF and corresponding CSP frameworks means that implementation and results have not been sufficiently tracked. This report proposed developing a theory of change that could act as a guide to conceptualizing, designing, implementing, monitoring, and evaluating food system approaches. See WFP, 2021e, *WFP Contribution to Market Development and Food Systems in Southern Africa: A Thematic Evaluation 2018 to 2021*. 10 December 2021. Decentralized Evaluation Report (2021).

<sup>260</sup> WFP Lesotho, 2015, *A mid-term evaluation of the WFP Country Programme (2013-2017): Evaluation Report*.

<sup>261</sup> WFP, 2019a, *Internal Audit of WFP Operations in Lesotho: Office of the Inspector General Internal Audit Report AR/19/08*.

<sup>262</sup> For example, new outcome indicators for capacity strengthening under SO2, including the Emergency Preparedness Capacity Index, were referred to although not reported on. The M&E team also reported experimenting with the use of Systems Approach for Better Education Results (SABER) (see <https://www.worldbank.org/en/topic/education/brief/systems-approach-for-better-education-results-saber>) to monitor school feeding. A capacity strengthening assessment tool was designed by the country office with feedback awaited from headquarters.

<sup>263</sup> WFP, 2019a, *Internal Audit of WFP Operations in Lesotho: Office of the Inspector General Internal Audit Report AR/19/08*.

<sup>264</sup> For example, that was no training of the NMAs in M&E when they took responsibility for school feeding.

<sup>265</sup> Further examples relate to weaknesses in targeting highlighted in both the evaluation of assets creation and public works activities and the evaluation of the national school feeding programme.

protection capacities have been enhanced through partnerships (paragraph 155 above). In addition, the nature of WFP relations with implementing partners has shifted as it reduced its focus on direct implementation, with new partnerships emerging and other established partnerships adapting.

215. Given the focus on capacity strengthening WFP has maintained and strengthened its partnerships with a range of key ministries relevant to CSP strategic outcomes and activities. In addition to a large number of previously established key partnerships,<sup>266</sup> WFP has been adaptive in forming new partnerships to serve CSP objectives. The Ministries of Small Business Development and Agriculture have become more prominent in line with the stronger emphasis on food systems. Partnership has also strengthened with the Lesotho Meteorological Services around climate forecasting and anticipatory action. However, maintaining such a complex and diverse range of partnerships was noted by stakeholders as very demanding on the limited country office staff time.

216. Generally good relationships were reported by government counterparts, while the nature of individual partnerships has varied. In most cases WFP has served as a resource partner to the Government, for example providing inputs, transport and daily subsistence allowances to enable government field operations and joint implementation with WFP. WFP has also generally been an important technical partner offering training and skills. It was noted that the government staff interviewed were generally technically proficient and training needs were quite specific, often relating to new and innovative practices. In some cases, training was provided through contracting in specialist resources such as support in upskilling forecasting from the University of Columbia to Lesotho Meteorological Services. In other cases, WFP has directly supported capacity strengthening, notably in relation to monitoring and evaluation skills.

217. In the case of IACOV, WFP was effectively a contracted service provider to the Government. Both WFP and the Government acknowledge that IACOV has been a learning experience in partnership. A degree of tension has been noted in implementation, with differing opinions on the degree of technical and operational control maintained by WFP. As one interviewee put it: "it is government owned but that it took some time for WFP to let go".

218. A closer relationship with the Department of Social Development could offer opportunities to foster stronger linkages across the humanitarian-development nexus. Partnership was focused on coordinating through the use of the NISSA database to link social protection and emergency caseloads. This proved problematic as the NISSA database was outdated, incomplete and poorly aligned with targeting emergency needs. The need to find ways to better integrate chronic and acute caseloads and instruments still remains.

219. Similarly, partnerships exist with a range of United Nations agencies. Bilateral relationships include the various resident and non-resident United Nations agencies working in fields that interface with the WFP mandate to liaise on pursuing common objectives and coordinate potentially overlapping programmes. These broadly capitalize on the areas of comparative advantage of the different agencies.

220. FAO and WFP work together on supporting the LVAC, with FAO contributing IPC expertise, as well as coordinating agricultural input transfers. Interviewees did point to a need to identify where FAO can come in on HGSP and support production. Other opportunities for stronger collaboration were noted by both WFP and United Nations informants, particularly in the areas of resilience building and climate action. In one informant's words: "There should more collaboration with other sister United Nations agencies such as FAO and UNDP in environmental action and climate change. Sometimes they are working with the same clients in the same geographical areas supporting the same activities but not in a coordinated way. The collaboration on the ground is lacking."

221. Paragraph 91 above provides a discussion of partnering with UNICEF. WFP arguably missed opportunities to partner more effectively with the UNICEF social protection and education teams. UNFPA has worked closely with WFP to provide complementary skills in gender, for example ensuring that whenever vulnerability assessments are made, gender issues are integrated by the Disaster Management Authority. IOM collaborated with WFP and FAO in a joint project addressing the needs of migrant labour returning during the COVID-19 crisis and provided key input around protection needs.<sup>267</sup> Concurrent WFP and UNEP projects with

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<sup>266</sup> These have included the Disaster Management Authority, including the Lesotho Vulnerability Assessment Committee, Lesotho Meteorological Services, Ministry of Social Development, Ministry of Education (ECCD and School Feeding Unit), Office of the Prime Minister (Food and Nutrition Coordination Office) (FNCO), Ministry of Forestry, Range and Soil Conservation, Ministry of Small Business Development, Cooperatives, and Marketing, Ministry of Agriculture, Food Security and Nutrition and the Department of Gender, Youth, Sports and Recreation.

<sup>267</sup> For example, identifying discrimination against returnees accused of introducing COVID-19 and there were increases in forced child marriage, labour exploitation, gender-based violence and other issues.

the Lesotho Meteorological Services are linked under a common project steering committee to ensure synergies are realized, including on procurement.

222. Overall, it was noted that it remained a struggle to get joint implementation by United Nations agencies. In practice the situation was described as one where “joint proposals have not been joint in design, rather, each agency inputs an output from their own agenda.” There are opportunities to deepen relationships through more joint programming based on comparative advantages as is being promoted by the new Resident Coordinator. However, continuing competition among agencies for limited funding undermines this ambition. A Joint Resource Mobilization and Partnership Strategy, encompassing all United Nations agencies, was established in Lesotho in 2020 but stakeholders indicated that this had not been very effective in promoting joint programming.<sup>268</sup>

223. WFP has also established relationships with a range of other stakeholders. This includes other civil society organizations working on crisis relief, including World Vision, Lesotho Association of People Living with HIV, Lesotho Network of AIDS Services Organizations, Catholic Relief Services, and the Lesotho Red Cross. These partnerships mainly involved operational and some strategic coordination, rather than service delivery for WFP.<sup>269</sup>

224. The private sector was also an important partner especially in the delivery of commodity vouchers – done by establishing a network of retailer merchants, and the distribution of cash – using Vodacom’s mobile money platform and the Standard Lesotho Bank. Some questions were raised by beneficiaries on the appropriateness of partnering with the bank for cash distributions given long distances to a limited number of redemption points and long queues. Food traders and the national management agents also partnered in providing a market for smallholder farmers. In an innovative partnership, IACOV worked with journalists to raise awareness on climate change by passing the correct information to the public. This resulted in several articles in the local press.

225. Bilateral partnerships with stakeholders were generally strong, but this did not always translate well into sectoral coordination at the national level. For example, the crisis response was characterized by uncoordinated values of transfers and overlapping areas of operation by response agencies. These are key issues that national coordination platforms – government or United Nations led - would be expected to manage. Similarly, despite its nutrition roadmap, the Government perceived that donor programmes remained driven by individual donor funding and agendas, rather than being aligned to the national plans. This points to opportunities to further strengthen national coordination platforms.

226. The evaluation mission found that coordination at the district level was more effective in bringing together different government departments with related projects at the field level to coordinate the use of resources and organizing events. For example, the main agricultural projects and government counterparts coordinated effectively at the district level on shared field activities and were jointly disseminating the seasonal forecasts.

## Human resources

**Finding 37. The resources of a small country office are inherently limited while the CSP is broad in scope, and the increased emphasis on capacity strengthening also demands new skills. The country office has attempted to address the full range of human resource requirements but is inevitably stretched.**

EQ4.4 To what extent did the country office have appropriate human resources to implement the CSP?

227. The CSP shift in focus from direct implementation to building the capacity of the Government had major implications on human resource requirements. This had a direct impact on field office structures, staffing levels and capacities needed. Consequently, an exercise was conducted in 2019 to align organizational structures, skillsets and contract types with CSP requirements.<sup>270</sup> There were adjustments in field office (FO) numbers and locations: the Leribe field office closed in October 2018, with activities absorbed in the Maseru field office, leaving five field offices running a combination of crisis responses, resilience building and school

<sup>268</sup> Raised in KII.

<sup>269</sup> Exceptions to this included World Vision International (WVI), which was a partner under the ECHO-funded project Strengthening Community Capacity for Effective Disaster Preparedness including Crisis Response and Food Security in Lesotho, and the National University of Lesotho operated hot lines for the purposes of WFP accountability to affected populations.

<sup>270</sup> WFP Lesotho, 2019c, *Organizational Alignment Review Report* Lesotho country office. 18–22 March 2019.

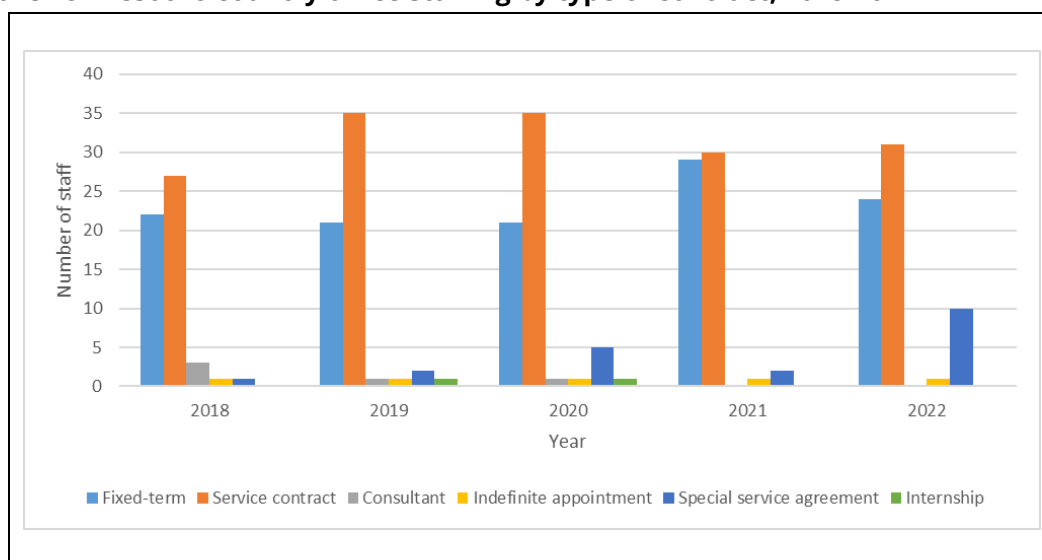
feeding programmes (see Map 1 above). Two field offices (Thaba Tseka and Mokhotlong) are in highlands, where recent emergency response activities were concentrated (see paragraph 185 above). Having fewer field offices has made it logistically harder to support national activities, such as support to primary school feeding.

228. The 2019 review identified skills gaps for CSP in both technical skills (nutrition, influencing the Government, budget management) and soft skills (capacity strengthening, project management, leadership and supervisory skills, etc.). The review emphasized the importance of training to empower national staff to ensure continuity and institutional memory. As a result of the exercise, a core structure of 58 staff (excluding interns) was recommended.

229. The staffing complement was periodically adjusted by the country office in line with budget availability and contextual changes. Major changes included the removal of primary school feeding school responsibility from WFP in 2020, fluctuations in crisis response during the CSP, and the addition of IACOV responsibilities in 2020. Overall, the staff complement has gradually increased from 54 in 2018 to 66 in 2022. No major persistent staffing gaps were reported for any specific positions over the CSP period.

230. There has been some turnover but the WFP staffing complement has remained relatively stable. The vast majority of staff are long-serving nationals; with only two or three international staff. The strategy of empowering existing staff through training to equip them with skills to deliver on new responsibilities has facilitated staff continuity. However, budget constraints prevented the planned shift from short-term service contracts to fixed-term contracts (see Figure 28 below) and global commitments to reduce the use of service contracts are unlikely to be met in Lesotho by the target date of 2024.

**Figure 28 Lesotho country office staffing by type of contract, 2018-2022**

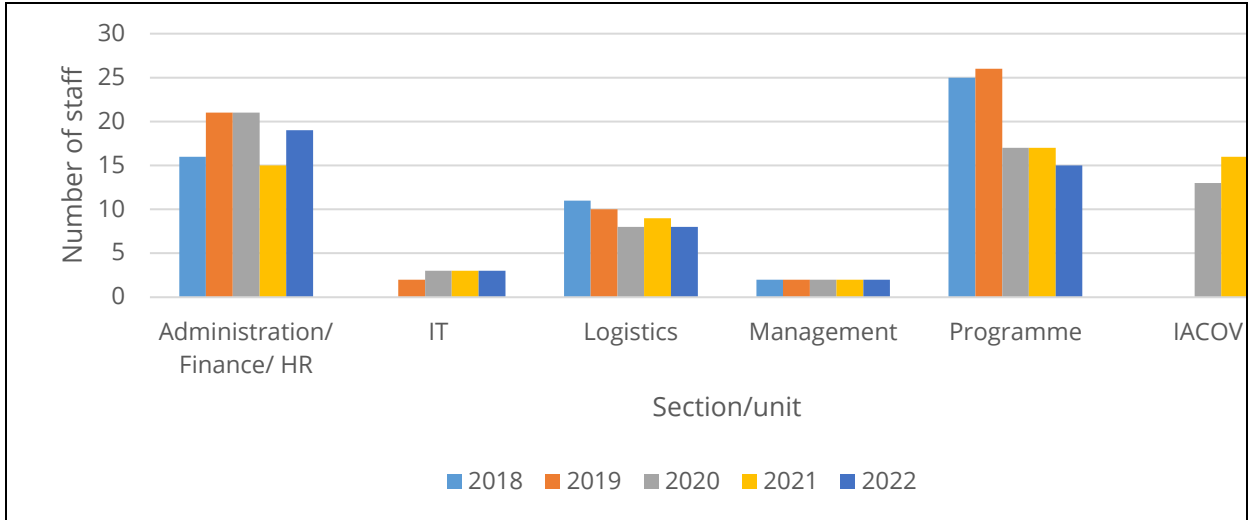


Source: WFP Lesotho CO; I-A = Indefinite Appointment.

231. Technical units have remained relatively well staffed, especially when considering both the staff in the WFP programme unit and IACOV. However, due to budget constraints some functions have been thinly staffed – notably one position to cover both nutrition and gender. As noted earlier, this has been partially compensated for by partnerships with other technical agencies and through support from the regional bureau.

232. At the same time there has been a slight decline in staffing in the support areas of administration, finance, human resources and logistics (see Figure 29 below). This situation has not been helped by the fact that the IACOV project capped direct support costs at 2 percent, despite imposing significant administrative demands on the country office, and interviews reported a need for some cross-subsidization. Capacity was also reportedly stretched during periods of crisis response with insufficient technical support for voucher scheme work with retailers. The pressures on these functions were appropriately recognized with the recruitment of an additional international staff member to lead the procurement team.

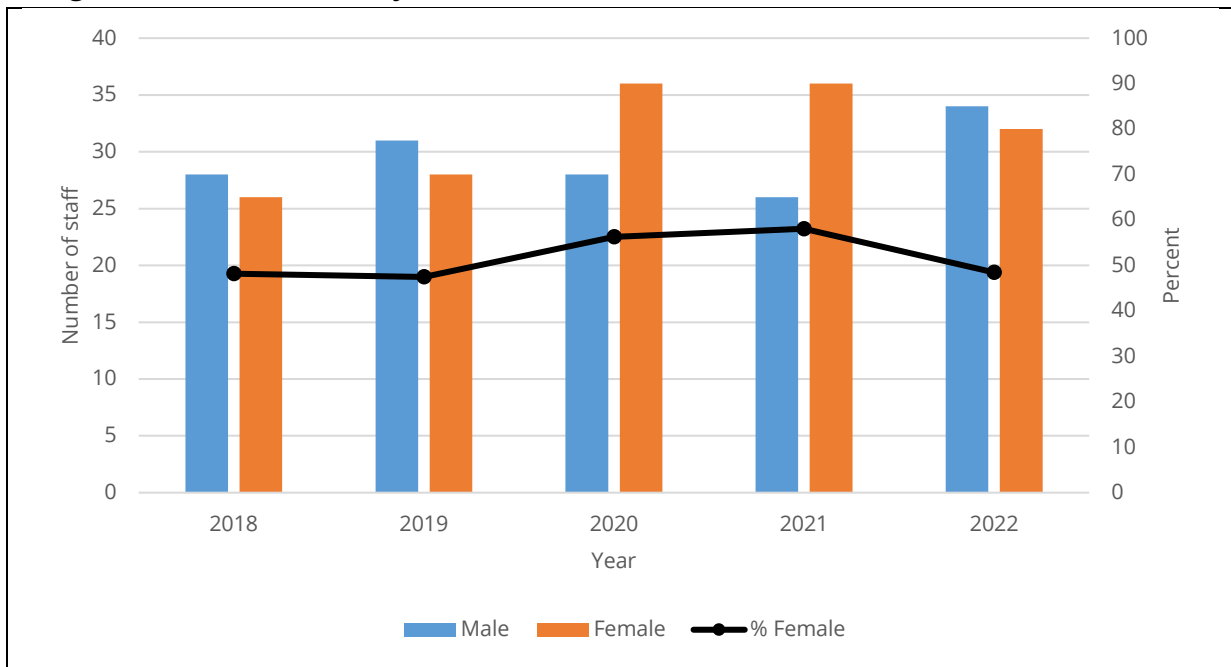
**Figure 29 Lesotho country office staff by category (2018–2022)**



Source: WFP Lesotho country office.

233. WFP Lesotho has paid attention to ensuring appropriate gender balance in the workforce. An internal report on the Lesotho country office’s approach to gender parity was produced in 2019 that set a target of hiring more women staff members. While there was a progressive increase in the percentage of women staff members between 2018 and 2021, this slipped back to just under 50 percent in 2022 (Figure 30 below).

**Figure 30 Lesotho country office, men and women staff (2018–2022)**



Source: WFP Lesotho country office.

## Other explanatory factors

### COVID-19

**Finding 38. The main unexpected contextual challenge was COVID-19. While WFP adapted well, this did lead to some implementation delays.**

EQ4.5 What are the other factors that can explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?

234. A number of disruptions were experienced during the CSP period that affected implementation, including contextual events that exacerbated existing high levels of food insecurity. Repeated droughts and

floods impacted food security in all years apart from 2022. WFP adapted well to these fluctuating needs. The main constraint in responding to natural disasters related to mobilizing funds, as discussed under Finding 34 above.

235. WFP also adapted well to COVID-19, which was unprecedented as well as unexpected, with profound effects on Lesotho as described in paragraph 23 above. The country office's crisis response was appropriate, including adapting to target urban populations heavily affected by COVID-19.

236. The pandemic also affected the implementation of the entire CSP portfolio. Challenges included the closure of offices (including WFP and government), movement restrictions (affecting field operations and assessments), restrictions on gatherings (affecting community activities), school closure (which affected school feeding) and border closures (affecting trade and imports of supplies). WFP Lesotho adapted appropriately; for example, school feeding was replaced by take-home rations, resilience activities pivoted from creating community assets to household assets and scaling up mobile vulnerability analysis and mapping (mVAM) monitoring for WFP activities.

237. Nevertheless, COVID-19 did cause some significant delays to implementation. IACOV started at the peak of the pandemic and was effectively delayed by one year as inception, establishing the district offices and public awareness events were all postponed. The rollout of the food fortification regulations developed in 2020 was delayed. A national market linkages forum to improve market access for farmers in Lesotho was also delayed for a year.

## Innovation

**Finding 39. Over the course of the CSP, WFP has demonstrated innovation, for example by progressively strengthening its understanding of, and approach to, capacity strengthening. However, the challenges of achieving sustainable results were not always fully appreciated or reflected in its plans.**

238. WFP displayed a capacity to innovate and undertake operations not foreseen at design, including those responding to government requests. WFP is carving a niche in application of technology to food security. For example, WFP is supporting the Government with developing a geo-spatial platform to assist the Government to allocate resources. This request emerged from a high-level meeting between the former Prime Minister and the regional bureau. The global dashboard, linked to ministry level dashboards, uses geographic information system (GIS) mapping to show the location of government activities and facilities. WFP helped to build the platform by engaging a consultancy company and purchasing satellite data. A further example is the procurement of drones and training of pilots for emergency assessments. However, as indicated earlier (paragraphs 1599-1688) there are significant unresolved sustainability challenges.

239. Over the course of the CSP, WFP has improved its understanding of, and approach to, capacity strengthening. The capacity strengthening needs assessments and strategies, carried out between 2020 and 2022, have encouraged a step change away from viewing capacity strengthening as a handover or transfer of WFP tools and approaches to starting from an understanding of government needs, capacities and constraints. It was recognized by WFP staff that quality assessments require a lot of work, that a rapport needs to be established with the ministry, that this is not straightforward and that therefore a continuing investment is needed. At the same time, as discussed under Finding 26 above and elaborated in Annex 15 there has been a tendency to focus too narrowly on the individual domain, whereas systemic, sustainable capacity strengthening also depends on organizational strengthening and the enabling environment. Political factors, including frequent changes in government leadership,<sup>271</sup> have affected progress in capacity strengthening across all strategic outcomes, but there do not appear to have been any effective mitigation measures implemented or a recalibration of plans to reflect this reality.

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<sup>271</sup> As noted by the 2019 ACR, "Continuous political instability and changes in Government have affected institutional partnership opportunities, as in-fighting within the coalition government has led to key positions being changed on several occasions, all of which have resulted in a challenging operating environment."

## Validity of theory of change assumptions

**Finding 40. Most of the assumptions that underpinned the design of the CSP turned out to be, at best, only partially valid. This has made successful implementation of the CSP very challenging.**

240. Drawing on the evidence presented in this report, Table 13 below gives the evaluation team’s assessment of the validity of each of the assumptions identified as underpinning the reconstructed theory of change for the CSP.<sup>272</sup> Note that the “assumptions” are not limited to external factors beyond WFP control but include “success factors” over which WFP may have some influence.<sup>273</sup>

241. As noted above (Finding 38), WFP reacted well to the COVID-19 emergency, as well as to more predictable drought emergencies. However, continuing political instability and continuing scarcity of external and government resources served as a brake on CSP implementation (assumptions 1,2,3 in Table 13). Country capacity strengthening partnership with the Government was hampered at both institutional and individual levels (assumptions 4,5,6). There were shortcomings too in partnerships with United Nations and other agencies (assumption 7).

242. The limited or very limited validity of assumptions about beneficiary engagement (assumptions 8,9,10,11) and the repertoire of available technical solutions (assumptions 12,13) is particularly serious, since it challenges the sustainability of WFP interventions and their ability to address root causes of vulnerability.

243. The assumptions about WFP capacity are all assessed as partially valid (assumptions 14,15,16,17,18). This logically implies a need to strengthen both individual and organizational capacities of WFP, but also to focus available capacity as effectively as possible.

**Table 13 Assessed validity of theory of change assumptions**

Assumption	Validity, based on evaluation findings
<b>Factors outside design control</b>	
1. No major disruptions to programme implementation	Not valid. The COVID-19 pandemic was a major disruption to which the CSP had to adapt. Another unanticipated global crisis was the war in Ukraine with its major effects on food and commodity prices The CSP noted that political instability in Lesotho had been a feature of the past decade; the disruptive effects of political instability continued through the CSP period (for example, reflected in the reorganization of the Government after the 2022 election)
<b>Resourcing</b>	
2. Sufficient external resources for the CSP	Limited validity. As noted under EQ4.1, scarcity of external resources has been a major constraint
3. Sufficient government resources	Not valid. The assumption that Government of Lesotho would be able to allocate sufficient capital and recurrent resources to sustain activities targeted for capacity strengthening has not been met. Lack of such resources has greatly impaired the effectiveness of WFP country capacity strengthening efforts
<b>Partnership with the Government</b>	
4. Sufficient government commitment, ownership and accountability	Both these assumptions have been only partially valid. Some policy and planning documents have stalled, and rollout and implementation of some key policies has been slow
5. Policy and plan development leads to government adoption and implementation	
6. Government staff willing and able to engage in, benefit from capacity strengthening	Partially valid. Frequently, despite staff willingness, a lack of complementary resources has hampered training and the utilization of enhanced skills. Delay in operationalizing the nutrition dashboard is a case in point – see paragraph 132 above

<sup>272</sup> The reconstructed theory of change and its development in consultation with the country office are described in Annex 8.

<sup>273</sup> The inception report provided a commentary on the assumptions, which is included in the full version of this table (see Table 19 in Annex 8).

Assumption	Validity, based on evaluation findings
<b>Partnership with United Nations, civil society, other organizations</b>	
7. Partnership building with United Nations, civil society, other organizations is successful	Partially valid. WFP has engaged in numerous partnerships, but their record of success is mixed. UNDAF was not very successful in achieving coherence across United Nations agencies
<b>Partnership with beneficiaries</b>	
8. Beneficiaries willing and able to engage in and benefit from capacity strengthening	Partially valid. Beneficiaries have generally been willing to participate, as they often have before – but not necessarily with expectations of sustained improvement in their food security or the climate resilience of their livelihoods. Instead, the financial incentive of cash-based transfers seems to be the main incentive for participation in community, and to some extent in household, asset creation
9. Beneficiaries willing and able to engage in community and household asset creation	
10. Beneficiaries willing and able to maintain community and household assets	Very limited validity. Maintenance of assets over the medium and long term has often been problematic. Although it might be too soon to draw conclusions on this assumption for assets recently supported by CSP programmes, there is qualitative evidence that full participation is ensured during the six months of cash-based transfers but that, during the other six months meant for voluntary work, beneficiaries stop working or numbers dwindle
11. Beneficiaries understand and accept the concept of progressing from direct food assistance to other modes of capacity strengthening and food systems development support	Very limited validity. Little evidence of “graduation” after WFP assistance and considerable evidence that beneficiaries of assistance under SO1 and SO4 remain vulnerable and dependent on multiple livelihood strategies when assistance ends
<b>Technical solutions</b>	
12. Climate-resilient, food-secure, environmentally sustainable livelihoods are technically feasible	Very limited validity. Little evidence that the design of community and household assets has been adapted to meet the needs of communities and respond to climate change challenges
13. WFP and government design of community and household assets is appropriate	
<b>WFP capacity</b>	
14. WFP staff have appropriate technical skills	Partially valid. WFP has sought to ensure training to existing staff to fill gaps in technical ability (e.g. on capacity strengthening) and has ensured external consultants bring additional technical expertise where required (e.g. geospatial mapping; SBCC). The limited in-country technical expertise of WFP to procure a HPC for UNEP was not recognised in a timely manner. The technical expertise of personnel in gender and inclusion was also noted to be a limiting factor
15. There are sufficient staff, with sufficient continuity, for efficient implementation of the CSP	Limited validity. There is a mismatch between the broad scope of the CSP and the inevitably limited human resources available to the Lesotho CO
16. WFP is technically competent in design and delivery of technical services to government and other partners	Partially valid. There have been teething problems in operationalizing Activity 7 and Activity 8 to support SO5, but these problems are not solely attributable to WFP
17. WFP staff have appropriate capacity strengthening skills	Partially valid. WFP has recognized that capacity strengthening requires special skills and has sought to provide additional training to existing staff, and adapted job descriptions for new recruitment. But the country office is less well equipped for high-level advocacy



Assumption	Validity, based on evaluation findings
<p>18. WFP design of capacity strengthening and SBCC approaches and tools is appropriate</p>	<p>Partially valid. WFP has developed some tools needed over the course of the CSP (for example, tools to conduct capacity needs assessments; tools to monitor capacity strengthening activities), and has drawn on the expertise of WFP headquarters, the regional bureau in Johannesburg and external consultants in doing so. There are areas where the country office is still waiting for additional guidance or feedback from headquarters and/or the regional bureau (for example, further design of capacity strengthening monitoring tools). More fundamentally, there is an issue about the balance of country capacity strengthening targeting, where more emphasis on the institutional level is needed</p>

# 3. Conclusions and recommendations

## 3.1 CONCLUSIONS

**Conclusion 1. Overall, WFP has made a positive contribution in Lesotho while operating in difficult circumstances. Sustainability continues to be a major challenge.**

244. The CSP was generally relevant to the needs of vulnerable people in Lesotho, while being well aligned with government policies and priorities and with wider United Nations efforts. WFP responded well to short-term crises and to the COVID-19 pandemic. The scale of the WFP humanitarian responses was limited by financial constraints, and the scope for internal coherence between WFP-supported activities was limited by the fact that short-term crisis response and medium-term resilience building happened to focus on different geographical areas. Crisis response targets different communities each year in both mountain and lowland districts, while, in the last two years, the districts under IACOV in lowland areas have not received any crisis response support.

245. In terms of effectiveness, WFP crisis response activities improved short-term food security outcomes for beneficiaries, but benefits were not sustained after interventions ended. There is evidence that WFP contributed to a limited strengthening of nutrition outcomes. School feeding for ECCDs has had positive effects, but did not necessarily reach the most vulnerable pre-school children. Start-up of the IACOV project was disrupted by the pandemic but there are signs that it is beginning to show positive results, both in strengthening early warning systems and in delivering benefits at the household level.

246. Financial constraints meant WFP was unable to deliver on the scale envisaged by the original CSP, but resources were generally deployed efficiently, and the country office has acted to address some problems experienced with timeliness of procurement. Targeting of food insecure communities has been appropriate but it proved more difficult to target the most vulnerable households and individuals within communities.

247. The sustainability of benefits from both humanitarian and resilience building interventions remains a concern. This is exacerbated by the lack of good evidence for Lesotho about which interventions are most effective over the long-term.

**Conclusion 2. The basic strategic orientation of the CSP was and continues to be appropriate for WFP in Lesotho. This orientation entails retaining the capacity to respond directly to humanitarian needs, while increasingly focusing on capacity strengthening of national institutions, and seeking to strengthen humanitarian-development links. The CSP was well aligned both with government policies and with the United Nations system, and maintained a range of relevant partnerships with government agencies and development partners.**

248. The need to be able to respond to food emergencies in Lesotho was repeatedly demonstrated during the CSP period, and WFP is recognized as a key agency to support national institutions in such response. The CSP focus on support to country capacity strengthening remains highly relevant, as does the intention to link humanitarian interventions to longer-term development approaches that can increase resilience to current and future challenges to livelihoods and food security. These challenges are persistent and likely to be exacerbated by climate change.

249. The CSP was well aligned both with national policies and with the joint objectives of the United Nations system and other agencies. However, the UNDAF had only limited success in achieving coherence in implementation, and the current government policy framework and implementation were also constraints. Partnerships are increasingly important, especially in view of the focus on country capacity strengthening, but there is a risk of overstressing the human resources of a small country office, and scope for focusing more on the areas where WFP can add most value.

250. Partnerships with the Government have been strong at the technical and service provision levels (capacity strengthening of technical staff, delivering ECCD feeding etc) and WFP is a valued partner here. However, partly because of political instability, partnerships have been less effective at a higher strategic level within the Government: influencing policy and strategy, mobilizing resources, helping to strengthen coordination and so forth.

**Conclusion 3. WFP responded well to crises including in its adaptation to COVID-19. The targeting of the WFP shock-responsive support was appropriate, but the level of resources it was able to mobilize**

**meant that it covered only a limited proportion of identified needs, and there are concerns about targeting within communities and the sustainability of benefits.**

251. WFP responded flexibly to a fluctuating caseload as a result of successive shocks. Cash and voucher distributions in both rural and urban areas generally led to improved food security outcomes among beneficiaries, although these were not sustained after interventions ended. WFP geographic targeting has been broadly appropriate, focusing on marginalized food-insecure communities. It was more difficult to ensure targeting of the most vulnerable households and individuals within communities. In a context where many of the most vulnerable remain unsupported, the choice by WFP to reduce support levels rather than beneficiary numbers is understandable.

**Conclusion 4. WFP also responded well to the Government's unanticipated decision to take over primary school feeding in 2020, by continuing to provide capacity strengthening support and to deliver ECCD feeding. However, weaknesses in the school feeding system have persisted despite WFP efforts to support the school feeding and nutrition policy framework.**

252. The continued technical support by WFP to the Ministry of Education and Training has focused on policy development and training. However, the long term shortfall in national funding of primary school feeding has exacerbated problems in delivery and prevents the full potential benefits of the system from being realized. It is not certain that school feeding for ECCDs currently reaches the most vulnerable.

**Conclusion 5. WFP is a very valuable partner in supporting early warning, food and nutrition security monitoring, and vulnerability analysis.**

253. Both directly and through the IACOV project, WFP has supported vulnerability assessments and helped generate evidence to support food and nutrition security monitoring, as well as assisting the development of disaster risk reduction strategies. However, these have been slow to receive government approval and implementation. WFP also played a significant technical and financial role in supporting the Government to develop policies and strategies for nutrition. Here too, the pace of adoption and implementation has been disappointing, which highlights the lack of success by the nutrition community in strengthening government ownership and engagement.

**Conclusion 6. The limited footprint of WFP-supported resilience building interventions meant that there was little scope for working across the humanitarian-development nexus at intervention level, but WFP has supported the nexus through its contribution to early warning. WFP resilience building activities have mostly been implemented through the government-executed IACOV project, operating in different areas than the crisis responses. Monitoring of outcomes has been challenging, but there is qualitative evidence of improvements in food and nutrition outcomes for men and women participants. There are some challenges in targeting and concerns about sustainability.**

254. It has been difficult to implement community-based targeting approaches to asset-creation activities, and there is a lack of good evidence on what works in supporting long-term resilience in Lesotho, but there are indications that a shift in emphasis from community to household assets is having a positive effect. There has been only limited progress so far in linking smallholder farmers to markets.

255. Efforts by WFP and partners to bridge the humanitarian-development nexus have been limited, partly due to funding constraints and the geographic spread of WFP interventions. WFP has contributed to the nexus through support to early warning systems, but there is not yet evidence of community-level anticipatory actions.

**Conclusion 7. WFP has been insufficiently analytical in its design of resilience building activities that are supposed to contribute to (climate) resilience and sustainable livelihoods. There has been a tendency to persist with approaches that have been followed for decades, but which make unrealistic assumptions about the viability and sufficiency of rural livelihoods in Lesotho. There is scope for much stronger linkages with national social protection strategies and programmes.**

256. Reflecting its historical legacy, the odds are stacked against sustainable rural livelihoods in Lesotho (underlining the need for social protection programmes for the chronically vulnerable). Basotho households must typically practise multiple livelihood strategies at multiple locations. A strategic focus on land-based production and engagement in food systems does not fully match the constraints and opportunities that most beneficiaries experience.

257. A related, unfulfilled opportunity is to help build an understanding of the effectiveness of resilience interventions and which interventions should be scaled up by all stakeholders, including the Government. While a wide range of approaches are used under the resilience building activity, there is no effective means of understanding which ones are successful in building resilience or under what conditions.

258. In the context of Lesotho there is clearly a large chronic poverty issue that remains confounded with periodic acute food security crises. There are large national social protection programmes addressing chronic needs, with scope for greater coherence between the humanitarian emergency response and ongoing social protection programmes. WFP has begun to work in this direction, and there is scope to take this approach much further.

**Conclusion 8. The reorientation towards capacity strengthening has made significant progress, although the necessary analysis and strategic direction required for capacity strengthening has taken much of the CSP period to put in place and therefore limited the effectiveness and sustainability of efforts to date. Country capacity strengthening efforts have focused mainly on individual technical capacities, with less emphasis on the institutional strengthening of government and national institutions, including through advocacy at the institutional level. In the absence of systemic change, technical capacity strengthening is often frustrated by a lack of resources and constraints in the policy framework.**

259. The WFP approach to capacity strengthening has addressed a broad set of areas including support to developing policies and other strategic frameworks, technical training and the provision of resources to substitute for inadequate operating budgets (although this is not a sustainable approach). However, the higher-level results have so far been limited given the political and fiscal challenges within government systems, and donor reluctance to finance country capacity strengthening activities.

260. The WFP strategic shift towards capacity strengthening has been understood and incorporated by WFP staff within their own programmes, and the capacity gap analyses conducted in partnership with the Government in 2020 recognized that technical capacity strengthening work needs to be demand driven. At the same time, although such analyses have identified gaps in policies, legislation, financing arrangements and coordination, and led to the development of capacity strengthening strategies, these strategies were not completed until 2022, and therefore during the majority of the CSP period, WFP capacity strengthening efforts were not grounded in analysis and a clear strategic direction. To date, most effort has been devoted to technical gaps, and broader efforts to support the organizational framework and enabling environment have languished, with appropriate policies often not being made operational or adequately financed by the Government.

**Conclusion 9. Concerning cross-cutting issues and gender, WFP has made efforts to mainstream gender across its activities, but there has not been a sufficiently in-depth analysis of gender dynamics across programmes to support gender-transformative programming. Importance has been placed on addressing protection concerns, as well as accountability to affected populations,**

261. The CSP envisaged gender-transformative approaches that promote gender equality. While the country office has made efforts to mainstream gender across its activities, and minimum standards for disaggregating monitoring data were met, the ability of WFP to ensure gender-transformative programming has been limited by staff time and capacity. WFP has paid sufficient attention to protection concerns across the CSP, notably through relevant assessments to ensure security and accessibility for beneficiaries receiving cash. Accountability to affected populations has been addressed, but more could have been done to ensure that communities are informed about feedback mechanisms.

**Conclusion 10. Although the CSP's basic strategic direction has been appropriate (Conclusion 2) most of the assumptions underpinning the CSP's implicit theory of change have turned out to be, at best, only partially valid. There is scope also for considerable strengthening of monitoring, evaluation and learning by WFP in Lesotho. Within available resources, country office capacity should be strengthened to support its new directions, including high-level advocacy, gender-transformative approaches and service provision.**

262. Findings on the limited validity of theory of change assumptions show the depth of underlying food security challenges in Lesotho, the limits of existing knowledge of "what works" in addressing vulnerability in the Lesotho context, and the challenges linked to capacity development. These challenges concern how best to strengthen national capacities at the institutional level, how to configure WFP to support capacity

strengthening effectively, and the effectiveness and sustainability of efforts to address vulnerability and strengthen resilience.

263. The CSP has systematically reported on corporate results framework indicators. While these indicators have been useful for accountability and operational management, they are insufficient to assess higher-level results and inform strategic decision making. While the institutionalization of monitoring processes within the Government is welcome, the handover of monitoring responsibilities lacks a clear framework. There is scope for further utilization of the findings of recent evaluations.

### 3.1. RECOMMENDATIONS

264. The recommendations are geared to support WFP Lesotho in maintaining the basic strategic direction of the current CSP while avoiding being spread too thinly by focusing more strictly on specific areas and specific partnerships where WFP can add most value in Lesotho. These choices must be commensurate with a realistic assessment of likely resource availability.

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
<b>1</b>	<b>Reinforce the approach to capacity strengthening across the new country strategic plan.</b>		Country office	Regional bureau and headquarters (Country Capacity Strengthening Unit)		
1.1	Continue to assess capacity needs but rebalance the approach to country capacity strengthening to include advocacy at the highest levels to support the strengthening of government systems and improve the necessary preconditions for a successful handover of activities.	Strategic			High	2029
1.2	Consider increasing government capacity strengthening activities at the district level to complement national-level work.	Operational			Medium	2029
1.3	Strengthen the monitoring of capacity development activities and their outcomes.	Operational			High	2025
<b>2</b>	<b>Link the theory of change for the next country strategic plan to stronger monitoring, evaluation and learning and deeper gender analysis.</b>	Strategic	Country office	Regional bureau and headquarters (Research, Assessment and Monitoring Division; Gender Equality Office)	High	2024

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
2.1	<p>The theory of change for the next country strategic plan should spell out how WFP activities will contribute to the desired outcomes and state the key assumptions on which effectiveness depends. It will be important to:</p> <ul style="list-style-type: none"> <li>➤ make more realistic assumptions;</li> <li>➤ specify WFP's role in relation to the Government and other partners; and</li> <li>➤ provide a clear explanation of the results that could be attributable to WFP and how they will be monitored.</li> </ul>					
2.2	Elaborate a specific sub-theory of change that outlines pathways for achieving gender-transformative results.					
2.3	<p>The country strategic plan should include a monitoring, evaluation and learning strategy that is linked to the theory of change. The strategy should:</p> <ul style="list-style-type: none"> <li>➤ streamline corporate results framework reporting to the extent possible;</li> <li>➤ coordinate monitoring and evaluation activities with those of other United Nations entities;</li> <li>➤ support the strengthening of data gathering and analysis by the Government;</li> <li>➤ improve monitoring protocols for all levels of results; and</li> <li>➤ ensure that monitoring information is used to inform strategic decision making during the implementation of the country strategic plan.</li> </ul>					2025

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
3	<p><b>Reconsider WFP's approaches to resilience building and the humanitarian–development nexus in Lesotho.</b></p> <ul style="list-style-type: none"> <li>➤ In preparing the next country strategic plan, draw on an analysis of multisectoral vulnerabilities and related coping strategies in Lesotho.</li> <li>➤ Work with partners (Government, United Nations, others) to build a common understanding of resilience to food crises in Lesotho.</li> <li>➤ Invest in gathering evidence on and analysing the effectiveness of resilience interventions, in order to inform decisions on which interventions should be scaled up by all stakeholders, including the Government.</li> <li>➤ Support efforts to establish a single registry to coordinate interventions by various entities at the humanitarian–development nexus.</li> </ul>	Strategic	Country office	Regional bureau	High	2029
4	<p><b>Strengthen targeting and prioritization to meet the needs of the most vulnerable, given limited resources, while maintaining WFP's own capacity to respond to humanitarian crises.</b></p>	Strategic and operational	Country office	Regional bureau and headquarters (Research, Assessment and Monitoring Division; Resilience and Food Systems Service; School-based Programmes Division)	High	
4.1	Continue to support the strengthening of the Lesotho vulnerability analysis committee.					2029



#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
4.2	Support the development of national guidelines on the targeting of vulnerable households for crisis response and resilience-building activities.					2026
4.3	Continue to support community-based approaches to targeting that support equity and inclusion.					2029
<b>5</b>	<b>Contribute to strengthening the humanitarian-development nexus by deepening engagement with the national social protection system.</b>	Strategic	Country office	Regional bureau and headquarters (Social Protection Unit)	High	Ongoing
5.1	Support efforts to address the needs of chronically food-insecure households through social protection programmes rather than through emergency response.					2029
5.2	Support the Government in the development of shock-responsive social protection mechanisms.					2029
5.3	Improve the link between social protection and rural development efforts and instruments to provide pathways to self-reliance for social assistance beneficiaries. This would involve helping to strengthen coordination across government agencies concerned with social protection, agriculture and rural development.					2029
5.4	Work with the Government to support and institutionalize early childhood care and development food assistance as part of the primary school system in order to include the most vulnerable children.					2029

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
<b>6</b>	<b>Strengthen country office capacity to cover new roles while making the best use of limited resources.</b>					
6.1	In the next staffing review, ensure that: <ul style="list-style-type: none"> <li>➤ core support services are aligned with internal and external demand ; and</li> <li>➤ technical services, including monitoring, evaluation and learning and gender, are adequately staffed.</li> </ul>	Operational	Country office	Regional bureau	High	2024
6.2	Invest in training country office staff in social protection and advocacy.	Operational	Country office	Regional bureau	High	2025
6.3	Ensure access to additional specialist expertise to support advocacy and systemic capacity strengthening, especially in fields such as nutrition, social protection and transformative gender approaches.	Operational	Regional bureau	Country office and headquarters (Human Resources Division)	High	2025

# Annexes

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# Annex 1 Summary terms of reference

## Evaluation of WFP Lesotho Country Strategic Plan (2019-2024)

*Country Strategic Plan Evaluations (CSPEs) encompass the entirety of WFP activities during a specific period. Their purpose is twofold: 1) to provide evaluation evidence and learning on WFP's performance for country-level strategic decisions, specifically for developing the next Country Strategic Plan (CSP) and 2) to provide accountability for results to WFP stakeholders.*

### Subject and focus of the evaluation

The evaluation will cover all of WFP activities (including cross-cutting results) for the period starting from the CSP approval (July 2019) to mid-2023, with a cut-off date for performance and financial data at the end of the data collection phase. Although the CSP cycle starts in 2019, the evaluation will also look at the Transitional Interim CSP (T-ICSP) (January 2018-June 2019) to assess key changes in the approach from Country Programme over the T-ICSP to the current CSP, and the consequences of these changes in approach.

The CSP pursues five Strategic Outcomes (SO) as follows - SO1: Shock-affected people in Lesotho are able to meet their basic food and nutrition needs during times of crisis; SO2: Vulnerable populations in Lesotho benefit from strengthened social protection systems that ensure access to adequate, safe and nutritious food all year round; SO3: Vulnerable populations in Lesotho have improved nutrition status at every stage of the lifecycle, in line with national targets by 2024; SO4: Communities in targeted areas, especially women and young people, have resilient, efficient and inclusive food systems by 2024; SO5: Government and partners in Lesotho have access to effective and reliable services throughout the year.

The Country Portfolio Budget as originally approved by WFP's Executive Board (Needs Based Budget) was USD 110,748,948 but increased to USD 123,669,368 through three budget revisions. As of 23 September 2022, the CSP was funded at 44.43 percent. In terms of focus areas, the bulk of funds in the CSP are earmarked for crisis response, which is a departure from the T-ICSP where root causes was the main focus area in terms of earmarked funds.

The evaluation will assess WFP contributions to the CSP strategic outcomes, establishing plausible causal relations between the outputs of WFP activities, the implementation process, the operational environment

and changes observed at the outcome level, including any unintended consequences.

It will also focus on adherence to humanitarian principles, gender equality, protection and accountability to affected populations.

The evaluation will adopt standard UNEG and OECD/DAC evaluation criteria, namely: relevance, coherence, efficiency, effectiveness, sustainability as well as connectedness, and coverage.

### Objectives and stakeholders of the evaluation

WFP evaluations serve the dual objectives of accountability and learning. The evaluation will seek the views of, and be useful to, a range of WFP's internal and external stakeholders and present an opportunity for national, regional and corporate learning. The primary user of the evaluation findings and recommendations will be the WFP Country Office and its stakeholders to inform the design of the new Country Strategic Plan. The evaluation report will be presented at the Executive Board session in June 2024.

### Key evaluation questions

The evaluation will address the following four key questions:

**QUESTION 1: To what extent is WFP's strategic position, role and specific contribution based on country priorities and people's needs as well as WFP's strengths?**

The evaluation will assess the extent to which the CSP is relevant to national policies, plans, strategies and goals, including achievement of the national Sustainable Development Goals. It will further assess the extent to which the CSP addresses the needs of the most vulnerable people in the country to ensure that no one is left behind; whether WFP's strategic positioning has remained relevant throughout the implementation of the CSP in light of changing context, national capacities and needs; and to what extent the CSP is coherent and aligned with the wider UN cooperation framework and includes appropriate strategic partnerships based on the comparative advantage of WFP in the country.

**QUESTION 2: What is the extent and quality of WFP's specific contribution to CSP strategic outcomes in Lesotho?**

The evaluation will assess the extent to which WFP delivered the expected outputs and contributed to the expected strategic outcomes of the CSP, including

the achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender equality and other equity considerations). It will also assess the extent to which the achievements of the CSP are likely to be sustainable; and whether the CSP facilitated more strategic linkages between humanitarian, development and, where appropriate, peace work.

**QUESTION 3: To what extent has WFP used its resources efficiently in contributing to CSP outputs and strategic outcomes?** The evaluation will assess whether outputs were delivered within the intended timeframe; the appropriateness of coverage and targeting of interventions; cost-efficient delivery of assistance; and whether alternative, more cost-effective measures were considered.

**QUESTION 4: What are the factors that explain WFP performance and the extent to which it has made the strategic shift expected by the CSP?**

The evaluation will assess the extent to which WFP analyzed and used existing evidence on hunger challenges, food security and nutrition issues in the country to develop the CSP. It will also assess the extent to which the CSP led to: the mobilization of adequate, predictable and flexible resources; the development of appropriate partnerships and collaboration with other actors; greater flexibility in dynamic operational contexts; and how these factors affect results. Finally, the evaluation will seek to identify any other organizational and contextual factors influencing WFP performance and the strategic shift expected by the CSP.

## Scope, methodology and ethical considerations

The main unit of analysis is the CSP (July 2019-mid 2023) as approved by the Executive Board as well as subsequent budget revisions. Where possible, the evaluation will also look at how the CSP builds on or departs from the T-ICSP.

The evaluation will adopt a mixed methods approach using a variety of primary and secondary sources, including desk review, key informant interviews, surveys, and focus groups discussions. Systematic triangulation across different sources and methods will be carried out to validate findings and avoid bias in the evaluative judgement.

In light of the lifting of COVID-19 related restrictions on movement of people, both the inception and the data collection missions will be conducted in the country. The final Stakeholder Workshop will be held in Maseru.

The evaluation conforms to WFP and 2020 UNEG ethical guidelines. This includes, but is not limited to, ensuring informed consent, protecting privacy, 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.

## Roles and responsibilities

**EVALUATION TEAM:** The evaluation will be conducted by a team of independent consultants with a mix of relevant expertise related to the Lesotho CSPE (food security, livelihoods, climate change and capacity strengthening).

**OEV EVALUATION MANAGER:** The evaluation will be managed by Hansdeep Khaira, Evaluation Officer, in the WFP Office of Evaluation. He will be the main interlocutor between the evaluation team, represented by the team leader, and WFP counterparts, to ensure a smooth implementation process and compliance with OEV quality standards for process and content. Second level quality assurance will be provided by Sergio Lenci, Senior Evaluation Officer.

An **Internal Reference Group** of a cross-section of WFP stakeholders from relevant business areas at different WFP levels will be consulted throughout the evaluation process to review and provide feedback on evaluation products.

The Deputy Director of Evaluation will approve the final versions of all evaluation products.

**STAKEHOLDERS:** WFP stakeholders at country, regional and HQ level are expected to engage throughout the evaluation process to ensure a high degree of utility and transparency. External stakeholders, such as beneficiaries, government, donors, NGO partners and other UN agencies will be consulted during the evaluation process.

## Communication

Preliminary findings will be shared with WFP stakeholders in the Country Office, the Regional Bureau and Headquarters during a debriefing session at the end of the data collection phase. A more in-depth debrief will be organized in May 2023 to inform the new CSP design process. A country stakeholder workshop will be held in August 2023 to ensure a transparent evaluation process and promote ownership of the findings and preliminary recommendations by country stakeholders.

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Evaluation findings will be actively disseminated and the final evaluation report will be publicly available on WFP's website.

## Timing and key milestones

**Inception Phase:** January – February 2023

**Data collection:** April/May 2023

**Remote Debriefing:** May 2023

**Reports:** May - September 2023

**Stakeholder Workshop:** August 2023  
**Executive Board:** June 2024

# Annex 2 Evaluation timeline

1. This annex records the evaluation timetable as it worked out in practice.

Phase 1 – Preparation			
	Draft terms of reference (ToR) cleared by the Director of Evaluation (DoE)/Deputy DoE and circulated for comments to country office and to long-term agreement (LTA) firms	DoE/Deputy DoE	14 October 2022
	Comments on draft ToR received	CO	25 October 2022
	Final revised ToR sent to WFP stakeholders	Evaluation manager (EM)	4 November 2022
	Proposal deadline based on the draft ToR	LTA	25 November 2022
	LTA proposal review	EM	9 December 2022
	Contracting evaluation team/firm	EM	29 December 2022
Phase 2 - Inception			
	Team preparation, literature review prior to headquarters (HQ) briefing	Team	9-17 January 2023
	HQ & regional bureau (RB) inception briefings	EM & team	18-20 January 2023
	Inception briefings	EM + team leader (TL)	23-27 January 2023
	Submit draft inception report (IR)	TL	20 February 2023
	Office of Evaluation (OEV) quality assurance and feedback	EM	24 February 2023
	Submit revised IR	TL	3 March 2023
	IR review and clearance	EM	6 March 2023
	IR clearance	DoE/Deputy	05 May 2023
	EM circulates final IR to WFP key stakeholders for their information + post a copy on intranet.	EM	05 May 2023
Phase 3 – Data collection, including fieldwork			
	In country / remote data collection	Team	24 April–12 May 2023
	Exit debrief PowerPoint presentation (PPT)	TL	12 May 2023
	Preliminary findings debrief	Team	30 June 2023
Phase 4 - Reporting			
Draft 0	Submit high quality draft evaluation report (ER) to OEV (after the company's quality check)	TL	21 July 2023
	OEV quality feedback sent to TL	EM	27 July 2023
Draft 1	Submit revised draft ER to OEV	TL	3 August 2023
	OEV quality check	EM	11 August 2023
	Submit revised draft ER to OEV	TL	17 August 2023
	Seek clearance prior to circulating the ER to the Internal Reference Group (IRG)	Deputy DoE	18 August 2023
	OEV shares draft evaluation report with IRG for feedback	EM/IRG	1 September 2023
	Stakeholder workshop (in-country)	TL	11-12 September 2023
	Consolidate WFP comments and share with team	EM	15 September 2023
	Submit revised draft ER to OEV based on WFP comments, with team's responses on the matrix of comments.	ET	22 September 2023
Draft 2 (D2)	Review D2	EM/QA2	29 September 2023
	Submit final draft ER to OEV	TL	6 October 2023
	Review D3	EM/QA2	13 October 2023

Draft (D3)	3	Seek final approval by Deputy DoE	Deputy DoE	30 October 2023
SER		Draft summary evaluation report (SER)	EM	7 November 2023
		Seek SER validation by TL	EM	12 November 2023
		Seek Deputy DoE clearance to send SER	Deputy DoE	20 November 2023
		OEV circulates SER to WFP Executive Management for information upon clearance from OEV's Director	Deputy DoE	27 November 2023
<b>Phase 5 - Executive Board (EB) and follow-up</b>				
		Submit SER/recommendations to the Corporate Planning and Performance team (CPP) for management response + SER to EB Secretariat for editing and translation	EM	February 2024
		Tail-end actions, OEV websites posting, EB round table etc.	EM	March-June 2024
		Presentation of summary evaluation report to the EB	DoE/Deputy	June 2024
		Presentation of management response to the EB	DoE/CPP	June 2024



# Annex 3 Overview of CSP evolution

1. This Annex details the links between the T-ICSP and the CSP, as well as the evolution of the CSP through budget revisions.

## Continuity between T-ICSP and CSP

2. The T-ICSP ultimately had four strategic outcomes (SOs) and five activities (Table 14 below),<sup>274</sup> while the CSP now has five strategic outcomes and eight activities (Table 15 below). The first three strategic outcomes of the T-ICSP focused on resilience building and addressing root causes. The fourth strategic outcomes, which was added through Budget Revision (BR) 03 in December 2018,<sup>275</sup> focused on crisis response. SO1 of the T-ICSP had two activities, under the strategic result of “access to food”. One supported the creation and rehabilitation of assets, through both cash-based transfers (CBT) and food transfers. The other focused on strengthening government implementation capacity to respond and recover from weather-related disasters. SO2 had two activities, under the strategic result of access to food. One implemented the school meals programme on behalf of the Government of Lesotho. The other aimed to strengthen the capacity of the Government to implement the school meals programme. SO3 had three activities, under the strategic result of “end malnutrition”. The first activity provided specialized nutritious foods to children aged 6-23 months and pregnant and breastfeeding women and girls in districts with a stunting rate higher than 30 percent. The second provided food and/or cash transfers to families of undernourished antiretroviral therapy (ART) and tuberculosis directly observed therapy (TB DOT) beneficiaries. The third aimed to strengthen the capacity of the Government to develop and implement effective nutrition programmes. Under SO4 there was one activity, in which WFP implemented cash-based transfers as a means to meet life-saving food and nutrition needs.

3. Although the CSP makes no reference to work done or experience gained through the T-ICSP, Table 14 and Table 15 show that CSP design built partially on the strategic focus and operations of the T-ICSP. Colour coding shows that:

- work to strengthen livelihood resilience (T-ICSP Activity 1) was carried forward to Activity 5 of the CSP;
- under Activity 2 of the T-ICSP, WFP was still undertaking direct implementation of school feeding, but beginning to hand over this role to the Government. The increased focus on capacity strengthening for school feeding was carried through to Activity 2 of the CSP;
- SO4 and Activity 5 of the T-ICSP, introduced through BR03, added crisis response work, due to adverse weather conditions and their effect on food security. Similar work has been continued under Activity 1 of the CSP; and
- direct engagement by WFP in nutrition support to vulnerable populations under activities 3 and 4 of the T-ICSP was converted to the nutrition capacity strengthening focus of CSP Activity 4.

4. On the other hand, the expanded scope of capacity strengthening support represented by CSP activities 3 and 4 had no direct counterpart in the T-ICSP. Nor did the food systems work initiated under CSP Activity 6. Similarly, the T-ICSP did not provide for the service provision role that BR01 of the CSP introduced in July 2020 through Activity 7, and that Activity 8 expanded through BR03 in December 2021.

**Table 14 Lesotho T-ICSP (2018-2019): strategic outcomes and activities**

Strategic outcomes	Activities
<b>SO1:</b> Households in chronically food insecure areas are able to meet their basic food and nutrition requirements throughout the year, including in times of shock	<b>Activity 1:</b> Strengthen the resilience of communities in shock-prone areas
<b>SO2:</b> Schoolchildren in food-insecure areas have access to nutritious food throughout the year	<b>Activity 2:</b> Provide capacity strengthening and implementation support to government bodies responsible for the national school feeding programme

<sup>274</sup> WFP Lesotho, 2017, *Lesotho Transitional Interim Country Strategic Plan (2018-2019)*.

<sup>275</sup> T-ICSP BRs 01 and 02 were technical adjustments.

Strategic outcomes	Activities
<b>SO3:</b> Targeted populations in prioritised districts have improved nutritional status in line with national targets by 2023	<b>Activity 3:</b> Provide chronic malnutrition prevention services to at-risk populations in targeted areas
	<b>Activity 4:</b> Provide cash and /or food transfers to households of acutely malnourished ART (antiretroviral therapy) and (TB DOT tuberculosis directly observed Therapy) clients
<b>SO4:</b> Shock affected people in Lesotho are able to meet their basic food and nutrition needs during times of crisis	<b>Activity 5:</b> Provide cash and/ or food transfers to populations affected by shocks

Source: T-ICSP Document (2018-2019), BR 03.

**Table 15 Lesotho CSP (2019-2024): strategic outcomes and activities**

Strategic Outcomes	Activities
<b>SO1:</b> Shock-affected people in Lesotho are able to meet their basic food and nutrition needs during times of crisis	<b>Activity 1:</b> Provide cash and/or food transfers to populations affected by shock
<b>SO2:</b> Vulnerable populations in Lesotho benefit from strengthened social protection systems that ensure access to adequate, safe and nutritious food all year round	<b>Activity 2:</b> Support the Government in evidence-based planning, design, management and implementation of social protection programmes, including by handing over the home-grown school meals programme
	<b>Activity 3:</b> Strengthen technical capacity of the Government in early warning, food and nutrition security monitoring and vulnerability assessment and analysis through forecast- based financing approaches
<b>SO3:</b> Vulnerable populations in Lesotho have improved nutritional status at each stage of the lifecycle, in line with national targets by 2024	<b>Activity 4:</b> Provide capacity strengthening to the Government and other actors with regard to multi-sectoral coordination, planning, evidence-building and implementation of equitable nutrition policies and programmes
<b>SO4:</b> Communities in targeted areas, especially women and youth, have resilient, efficient and inclusive food systems by 2024	<b>Activity 5:</b> Support 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
	<b>Activity 6:</b> Provide 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
<b>SO5:</b> Government and partners in Lesotho have access to effective and reliable services throughout the year	<b>Activity 7:</b> Provide expertise and services on supply chain on behalf of government and partners
	<b>Activity 8:</b> Provide on-demand cash transfer services to government partners, UN Agencies, and national and international NGOs

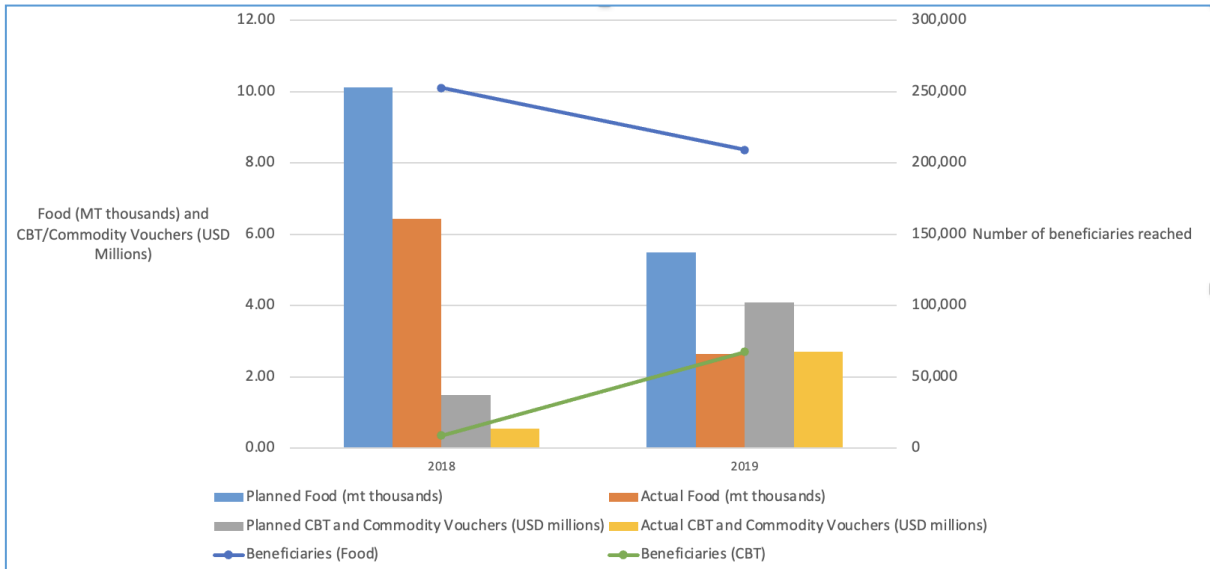
Source: CSP Document (2019-2024), BR04.

5. The most significant budget revision to the T-ICSP was BR03, undertaken in December 2018 to add a crisis response strategic outcome to enable WFP to support the food and nutrition needs of the most vulnerable and affected households (paragraph 53 above). This increased the total T-ICSP budget from USD 20.1 million to USD 24.2 million, including direct and indirect support costs.<sup>276</sup>

<sup>276</sup> WFP Lesotho, 2018b. *Lesotho Transitional Interim Country Strategic Plan, Revision 03*. Rome: WFP,

6. Table 15 shows that actual transfers and numbers of beneficiaries of the T-ICSP were lower than planned in both 2018 and 2019, but there was a clear trend towards greater use of cash-based vouchers and commodity vouchers.

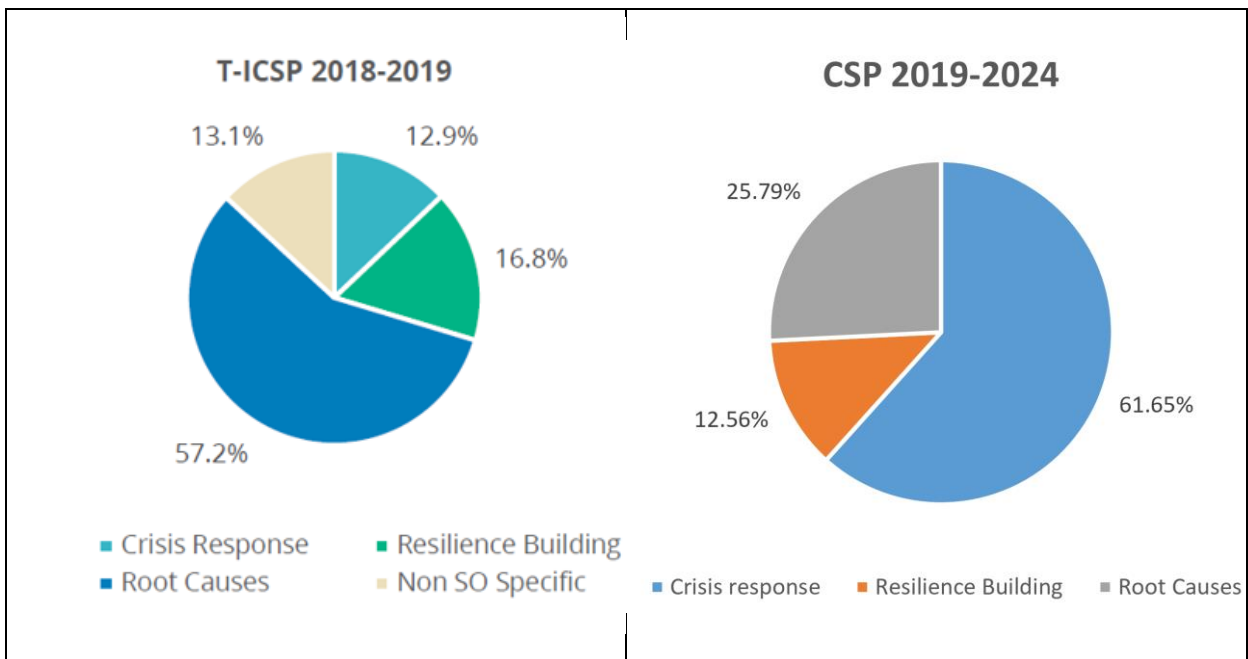
**Figure 31 T-ICSP: planned and actual transfers, number of beneficiaries by modality**



Source: CM-R007 Annual Distribution (Date of extraction: 02.02.2023); CM-R002b Annual Country Beneficiaries (date of extraction: 28.04.2023).

7. Figure 32 below shows that In terms of focus areas, the bulk of funds in the CSP are earmarked for crisis response, which is a departure from the T-ICSP where root causes were the main focus area in terms of funds.

**Figure 32 T-ICSP (2018-2019) and CSP (2019-2023): breakdown of needs-based plan by focus area**



Source: IRM analytics, extracted on 20.09.2022 (reproduces Figure 7 of the TOR)

## Budget revisions to the CSP

8. Table 16 summarizes the changes made by successive budget revisions to the Lesotho CSP. Each budget revision is accompanied by an updated line of sight (discussion below).

**Table 16 Budget revisions to the Lesotho CSP**

Budget Revision	Date	Rationale
Budget Revision 1	2020	<ol style="list-style-type: none"> <li>Revision 1 to the Lesotho country strategic plan (CSP) seeks to introduce a new strategic outcome (SO5) to enable WFP to provide the Government and partners in Lesotho with access to efficient and reliable services throughout the year.</li> <li>The revision will facilitate WFP to administer cash-based transfer (CBT) services on behalf of the United Nations Development Programme UNDP for beneficiaries participating in land reclamation activities in the district of Mohale's Hoek</li> </ol>
Budget Revision 2	2020	<ol style="list-style-type: none"> <li>From October 2020 to March 2021, 40 percent of the Lesotho population (582,000 people) are in Crisis (Phase 3) or worse, according to the Integrated Food Security Phase Classification report (IPC, August 2020). All ten districts in Lesotho are likely experiencing high acute food insecurity with pockets of highly vulnerable populations in Emergency (Phase 4). Economic decline, drought, below-average cereal production, high food prices, and the impact of COVID-19 are the key drivers in the deterioration of food security among rural households.</li> <li>The second revision of the Lesotho Country Strategic Plan (2019-2024) seeks to introduce the emergency response in 2021. As such, the emergency response will continue uninterrupted from 2020, providing support to vulnerable people affected by drought and impacted by the COVID-19 pandemic.</li> <li>The revision also seeks to rectify and align the value of cash-based transfers with the guidance set by the Government of Lesotho. The transfer value is adjusted downwards from USD 0.52 per person per day to USD 0.37 per person per day.</li> <li>The revision further seeks to include an output on capacity strengthening under Activity 5 (Strategic Outcome 4), which was erroneously omitted from the original CSP. The technical assistance is provided to the Ministry of Forestry, Range, and Soil and Water Conservation to design and implement nutrition-sensitive and community-led public works programmes that are both gender and shock-responsive. In collaboration with the International Organization for Migration (IOM), the technical assistance is also extended to government ministries overseeing returnees from South Africa.</li> <li>The revision is also aimed at increasing the budget ceiling for Activity 7 (Strategic Outcome 5) to accommodate a new service provision arrangement for the procurement of non-food items for the United Nations Environment Programme (UNEP) under a UN-to-UN agreement.</li> </ol>

Budget Revision	Date	Rationale
Budget Revision 3	2021	<ol style="list-style-type: none"> <li data-bbox="571 253 1407 568">1. WFP has partnered with UNDP to implement cash-based transfers through a designated cash-based transfer account since 2020; as well as with UNEP for provision of on-demand services (procurement of high-performance computers) in 2021. There are also ongoing discussions between the Lesotho country office (CO) and other strategic partners such as UNDP, UNEP, IOM, and Smallholder Agriculture Development Project (SADP) through World Bank funding, on improving joint programming and partnerships. Consequently, Lesotho country office is increasing the current budget ceiling for the provision of procurement and logistical services and extend the service provision duration to the end of the current country strategic plan in June 2024.</li> <li data-bbox="571 591 1407 819">2. The proposed budget revision also seeks to separate CBT services and procurement services, which are currently combined under Activity 7. This is proposed in order to comply with the corporate on-demand cash transfer service guidance and framework, by introducing the cash transfer service (CTS) as a standalone activity (Activity 8) for the duration of the current CSP. This will ensure compliance with WFP internal policies and processes throughout the provision of non-food items (NFI) procurement services and cash transfer services to government, United Nations agencies and external partners.</li> </ol>

Budget Revision	Date	Rationale
Budget Revision 4	30 December 2022	<ul style="list-style-type: none"> <li>In the last two years (2020/2021 and 2021/2022) Lesotho has been negatively affected by coronavirus disease 2019 (COVID-19) and heavy rains. According to the Bureau of Statistics, heavy rains have had a significant adverse effect on 2021/2022 crop production, with last year's actual production of maize being 33,987 mt while this year's is estimated to be only 27,963 mt. The 2022 annual vulnerability assessment estimated that 521,000 food-insecure people were in Integrated Food Security Phase Classification (IPC) Phase 3, an increase compared with the 470,000 reported last year.</li> <li>The latest hike in global fuel, food, fertilizer and freight prices resulting from the ongoing conflict in Ukraine is worsening the food security situation in Lesotho and negatively affecting access to food. WFP is therefore anticipating continued and increased levels of food insecurity among the poor and vulnerable people in the country.</li> <li>The revision seeks to extend the emergency response under Activity 1 (Strategic Outcome 1) to cover the period from October 2023 to March 2024 in response to negative impacts associated with the heavy rains and increasing food prices that are expected to continue until June 2024. In addition, the number of pregnant and lactating women and girls receiving in-kind food will be reduced in line with the available resources, with 15,000 remaining as beneficiaries of in-kind food assistance under Activity 1. The number of cash-based transfer beneficiaries will also be reduced, from 150,000 to 100,000, as a result of increased partner capacity in the country and the expansion of national social assistance programmes, and children under 5 years of age will be removed from programmes under Activity 1 because other partners in Lesotho are assisting them. The average household size used to calculate food rations and CBT values will be reduced from five to four people, in line with the 2016 national census results, which were not taken into account during the original design of the CSP. 5.</li> <li>Under the revision, canned fish will be added to the school meals food basket for early childhood care and development centres under Strategic Outcome 2, Activity 2, and the provision of meals for pre-primary schoolchildren at the centres will be extended until June 2024</li> <li>The CSP revision also seeks to introduce CBTs into the school feeding programme (Strategic Outcome 2, Activity 2). The use of CBTs in the form of commodity vouchers will help WFP to pilot the home-grown school feeding programme for early childhood care and development centres, with retailers contracted to supply locally sourced food commodities to the centres.</li> <li>This CSP revision also proposes the expansion of the asset-creation activity to Maseru, Mokhotlong, Qacha's Nek and Thaba-Tseka districts, which will result in an increase in the total number of planned beneficiaries from the current 142,500 to 186,810.</li> </ul>

## CSP line of sight

9. The line of sight (LoS) in Figure 33 below, from Budget Revision 04, is the current line of sight for the WFP Lesotho CSP. The line of sight has evolved over the course of the CSP: at the output level, additional outputs have been added under Outcome 4 (Output 4.2), as well as under Outcome 5 (Output 5.1). Changes have also been made at the activity level, with the addition of Activity 8; the additional modality of cash-based transfer in Activity 2; and a reworking of Activity 7 to provide expertise on 'procurement services and supply chain activities', as opposed to providing 'expertise and services on supply chain and cash-based transfers' (BR01).

**Figure 33 Line of Sight for Lesotho Country Strategic Plan (2019-2024)**

UNSDCF Outcome		UNSDCF Outcome		UNSDCF Outcome		UNSDCF Outcome			
SR 1 – Access to food (SDG Target 2.1)		SR 2 – End malnutrition (SDG Target 2.2)		SR 4 – Sustainable food systems (SDG Target 2.4)		SR 8- Enhance Global Partnership (SDG Target 17.16)			
CRISIS RESPONSE		ROOT CAUSES		ROOT CAUSE		RESILIENCE BUILDING			
<b>OUTCOME 1</b> Shock-affected people in Lesotho are able to meet their basic food and nutrition needs during times of crisis		<b>OUTCOME 2</b> Vulnerable populations in Lesotho benefit from strengthened social protection systems that ensure access to adequate, safe and nutritious food all year round		<b>OUTCOME 3</b> Vulnerable populations in Lesotho have improved nutritional status, at each stage of the lifecycle, in line with national targets by 2024		<b>OUTCOME 4</b> Communities in targeted areas, especially women and youth, have resilient and diversified livelihoods, and increased marketable surplus by 2024		<b>OUTCOME 5</b> Government and partners in Lesotho have access to efficient and reliable services throughout the year	
BUDGET SO1: \$ 71,589,209		BUDGET SO2: \$ 64,842,136		BUDGET SO3: \$ 6,269,632		BUDGET SO4: \$ 18,346,653		BUDGET SO5: \$ 7,049,787	
UDB SO1: 283 000		UDB SO2: 300 000		UDB SO3: 0		UDB SO4: 186 810		UDB SO5: 0	
<b>OUTPUT 1:</b> 1.1. Targeted populations [Tier 1] receive sufficient cash and/or food transfers, including specialized foods, in order to meet basic food and nutrition requirements and support early recovery [Category A] 1.2. Targeted households [Tier 2] benefit from improved knowledge of nutrition, health, hygiene and other care practices that contribute to improved food consumption and nutritional status [Category E]		<b>OUTPUTS</b> 2.1 Pre and primary school boys and girls, teachers and caregivers [Tier 1] benefit from gender awareness sessions [Category A]. 2.2 Pre and primary school boys and girls, [Tier 1] receive an adequate and nutritious meal [SR 2] every school day in order to increase attendance [SDG 4] [Category A.2] 2.3 Pre- and primary school boys and girls and local communities [Tier 3] benefit from strengthened Government capacity [SDG 17] to manage, implement and fully own the home grown school meals programme, to help meet their basic food and nutrition needs [SR4] [Category C] 2.4 Targeted populations [Tier 3] benefit from strengthened government capacities to design, implement and coordinate efficient social protection programmes to ensure access to food [Category C]. 2.5 Vulnerable populations [Tier 3] benefit from strengthened capacity of the government and partners in early warning and food and nutrition security monitoring and analysis which helps beneficiaries meet their food and nutrition needs [Category C]		<b>OUTPUTS</b> 3.1. Targeted populations [Tier 3] benefit from Government and other actors' strengthened capacities to provide comprehensive social behaviour change communication (SBCC) for improved nutrition outcomes [Category C] 3.2 Vulnerable populations in Lesotho [Tier 3], including pregnant and lactating women and girls, children under 5, adolescents, and people living with HIV and TB, benefit from enhanced capacities of Government and other actors to implement programmes and services for improved nutrition outcomes [Category C] 3.3 Vulnerable populations in Lesotho [Tier 3] including pregnant and lactating women and girls, children under 5, adolescents, and people living with HIV and TB, benefit from enhanced capacities of Government to coordinate multi-sectoral platforms for improved nutrition outcomes [Category C]		<b>OUTPUTS</b> 4.1 Targeted households [Tier 1] participating in public works and other productive safety nets benefit from nutrition-sensitive assets to improve food security and resilience to shocks and climate change [SDG 13] [Category D] 4.2 Targeted communities and households (Tier3) benefit from strengthened government capacity to plan, design, manage and implement nutrition sensitive and community-led public works programmes that are gender and shock responsive. 4.3 Targeted households [Tier 2] benefit from access to information services to improve awareness of best practices in agriculture, climate services, nutrition, healthcare, gender and protection to improve their productivity and nutritional status [Category E] 4.4 Smallholder farmers, especially women, and farmer organizations in targeted areas [Tier 3] benefit from strengthened national policies, systems, capacities and facilities to access formal markets (including through home grown school meals) [Category C] 4.5 Food value-chain actors [Tier 2], including local traders, processors and institutional buyers, are supported to enhance supply chain efficiency and access to structured markets [Category C] 4.6 Communities [Tier 3] in Lesotho benefit from more efficient national supply chains and retail systems to improve their access to safe and nutritious food [Category C]		<b>OUTPUTS</b> 5. Vulnerable communities [Tier 3] benefit from WFP's supply chain and other services to government and partners [Category H] that improve the efficiency of development and humanitarian programmes 5.1 Vulnerable Communities benefit from cash transfers Services to government and partners that improve the efficiency of development and humanitarian programmes	
<b>ACTIVITY 1</b> Provide cash and/or food transfers to populations affected by shocks [Category 1; Modality: food/CBT, CS]		<b>ACTIVITY 2</b> Support the Government of Lesotho in evidence-based planning, design, management and implementation of social protection programmes, including by handing over the home-grown school meals programme [Category 9, modality: CS, food, CBT, SD]		<b>ACTIVITY 4</b> Provide capacity strengthening to the Government of Lesotho and other actors in multi-sectoral coordination, planning, evidence-building and implementation of nutrition policies and programmes [Category 9; Modality: CS]		<b>ACTIVITY 5</b> Support the design and implementation of nutrition-sensitive assets to improve and diversify the livelihoods of vulnerable communities and households affected by climate change and land degradation [Category 2; Modality: food/CBT, CS].		<b>ACTIVITY 7</b> Provide expertise on procurement services and supply chain activities on behalf of government and partners [Category 10, SD]	
		<b>ACTIVITY 3</b> Strengthen the capacity of the government in Early Warning, food and Nutrition security, monitoring and vulnerability assessment and analysis [Category 12; Modality: CS.]				<b>ACTIVITY 6</b> Provide 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 [Category 7; Modality: CS, SD]		<b>ACTIVITY 8</b> Provide on-demand cash transfer services to government partners, UN Agencies, and national and international NGOs. [Cat. 10. Service provision and platforms activities Modality: CTS, SD]	

Source: Lesotho country strategic plan (2019-2024)

# Annex 4 Chronology of major events and policies

Year	Strategy/plan/policy/event
<b>WFP Lesotho reports, evaluations, assessments and events</b>	
2016	WFP Lesotho Gender Action Plan (2016-2020)
2017	Project design for the IACOV project initiated
2018	WFP Lesotho Transitional Interim Country Strategic Plan
2018	Evaluation of the National School Feeding Programme in Lesotho, in consultation with the Lesotho Ministry of Education and Training, (2007-2017)
2019	WFP Lesotho Country Strategic Plan 2019-2024
2019	Internal Audit of WFP Operations in Lesotho
2020	WFP Lesotho CSP BR01
2020	WFP Country office closed as part of COVID-19 lockdown
2020	Arrival of new Country Director
2021	WFP Lesotho CSP BR02
2021	WFP Lesotho CSP BR03
2021	Arrival of new Deputy Country Director
2022	WFP Lesotho CSP BR04
2022	Evaluation of Asset Creation and Public Works Activities in Lesotho (2015-2019)
2022	Mid-Term Review of WFP Lesotho Country Strategic Plan (2019-2024)
2022	WFP Partnership with the World Bank and Ministry of Agriculture and Food Security on the Smallholder Agriculture Development Project II
2023	Thematic Evaluation of WFP's Country Capacity Strengthening Activities in Lesotho from 2019 to 2022 (ongoing)
<b>United Nations Lesotho policies, strategies and plans</b>	
2013	Lesotho United Nations Development Assistance Plan (2013-2018)
2019	United National Development Assistance Framework (2019-2023)
<b>Government of Lesotho policies, strategies and plans supported by WFP</b>	
2018	National Gender and Development Policy (2018-2030)
2018	National Strategic Development Plan II 2018/19-2022/23
2020	Updating of the Disaster Risk Reduction and Management Bill*
2020	Disaster Risk Reduction Strategy and Action Plan*
2020	Early Warning Strategy*
2020	Disaster Risk Reduction Manual, Plan and Operating Procedures*
2021	Advocacy, Social and Behaviour Change Communication Strategy
2021	Food and Nutrition Strategy
2021	Review of the Social Protection Strategy
2021	National Climate change communication strategy
2021	LVAC Strategic Plan
2022	Country Capacity Strengthening Strategy for Early Warning and Early Action



2022	National Food Fortification Guidelines
<b>WFP corporate policies</b>	
2013	WFP Revised School Feeding Policy
2016	WFP Gender Action Plan
2016	WFP Policy on Country Strategic Plans
2017	WFP Strategic Plan (2017-2021)
2017	WFP Corporate Country Capacity Strengthening Framework
2017	WFP and Social Protection: Options for Framing WFP Assistance to National Social Protection in Country Strategic Plans
2017	Unlocking WFP's potential: Guidance for nutrition-sensitive programming
2017	WFP Nutrition Policy
2017	WFP's Strategy for Accountability to Affected Populations
2017	WFP Environmental Policy
2018	WFP Revised Corporate Results Framework (2017-2021)
2019	Social and Behaviour Change Communication (SBCC): Guidance Manual for WFP Nutrition
2019	WFP Local and Regional Food Procurement Policy
2020	WFP School Feeding Strategy (2020-2030)
2020	WFP Protection and Accountability Policy 2020
2020	WFP Disability Inclusion Road Map (2020-2021)
2020	Guidance for Cash-Based Transfers in the Context of the COVID-19 Outbreak
2021	WFP Guidance: Inclusive Nutrition Programming for Persons with Disabilities
2021	World Food Programme Strategy for Support to Social Protection
2022	Country Capacity Strengthening Policy Update
2022	WFP Gender Policy 2022

# Annex 5 IACOV: improving adaptive capacity of vulnerable and food-insecure populations in Lesotho (IACOV)

## Background to IACOV

1. In 2018, the Government of Lesotho submitted a proposal to the Adaptation Fund, in partnership with the World Food Programme, for a four-year project aiming 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. The IACOV project proposal was approved by the Adaptation Fund board in July 2019. While the agreement between WFP and Adaptation Fund was signed in December 2019, the project inception was delayed due to COVID-19. The IACOV project was officially launched on 8 October 2020. The total budget for IACOV is USD 9,999,891.

## Project design

2. The IACOV project sets out to achieve its objectives through three objectives:
- Component 1: Strengthening government capacities to generate climate information and promote its use to forecast risks of climate shocks, mobilize early action, and co-develop tailored and locally relevant climate services for communities;
  - Component 2: Raising awareness of communities, women, youth, people living with HIV, and other vulnerable groups on the impacts of climate change, the importance of adaptation, and the use of climate information for seasonal planning and climate risk management;
  - Component 3: Empowering communities to undertake community-based planning processes that facilitate implementation of appropriate resilience building and adaptation interventions that generate sustainable asset, ensuring income diversification and market access.
3. Although the IACOV project is national in scope, with awareness creation activities benefiting all districts in Lesotho, Component 3 is implemented in three districts only: Mafeteng, Mohale's Hoek, and Quthing. It is in these three districts where WFP have historically implemented food for asset activities.
4. While IACOV is a government programme, it is embedded in the WFP CSP. Component 1 and 2 align with Activity 3; Component 3 aligns with activities 5 and 6. The resilience building work under activities 5 and 6 of the WFP CSP is largely implemented through IACOV, with very little funding from other sources.

## Governance and implementation

5. The Lesotho Meteorological Services and the Ministry of Forestry, Range and Soil Conservation (MFRSC) are the joint executing entities for the project. Lesotho Meteorological Services manages components 1 and 2 of the project and MFRSC manages Component 3. The Lesotho Meteorological Services performs a dual role as the national designated authority and an executing entity. In its function as the national designated authority, Lesotho Meteorological Services acts as a focal point for the Adaptation Fund, representing the Lesotho Government in its relationship with the Adaptation Fund Board and its Secretariat.
6. WFP is the multilateral implementing entity, providing all direct project services, including key reporting, procurement, fund management, and project oversight.<sup>277</sup> WFP also provide technical guidance and administrative support to the project.
7. There are nine technical IACOV staff who work across the three components, and also provide field services in the three districts. These staff are based within, and report to, the Government, with the project manager of IACOV reporting to the Director of Lesotho Meteorological Services. However the staff are recruited

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<sup>277</sup> 2 percent of the IACOV budget is available to the CO as Direct Support Costs (DSC).

through WFP systems and also report to the WFP Deputy Country Director. The staff are paid (on different salary scales) by WFP.

## Ongoing issues and progress

- **COVID-19 caused significant delays to project implementation.** IACOV started at the peak of the pandemic and the project inception was delayed by one year. Activities, including project meetings, workshops and training sessions, continued to be affected by COVID-19 following launch in October 2020.
- **Other delays have been affected project implementation.** The procurement of a high-power computing system (HPC) was hindered by delays in the provision of accurate technical specifications from both the Government and WFP technical teams to WFP Procurement, as well as COVID-19-related challenges affecting procurement processes. Approval and dissemination of forecasts by the Government have also been delayed, which has constrained the ability to link to anticipatory actions at the community level, such as the procurement of drought-resilient crops, with the Ministry of Agriculture, Food Security and Nutrition (MoAFSN) procuring seeds for farmers ahead of forecasts being released.
- **The coherence of IACOV implementation has been hindered.** Component 3 has moved ahead while components 1 and 2 have made slower progress. Therefore the three components are not adequately integrated as envisioned by the initial project document. For example, there is not yet visible evidence at the community level of anticipatory actions being taken as a result of climate forecasts.
- **Cross-sectoral coordination for climate adaptation under IACOV is not yet optimal.** Components 2 and 3 strategies are designed to include a range of different approaches to be implemented cross-sectorally. Evaluation evidence has shown that, although there is good coordination between the implementing and executing entities, other ministries have not been optimally involved in project design and implementation processes and noted that they had not been involved in meetings.
- **Despite IACOV being hosted within the Government, IACOV is still seen as a WFP project by many national stakeholders and beneficiaries.** As one national government respondent stated, “in our view IACOV is a WFP project. Meetings are called and convened by WFP, not the Government. Most seconded IACOV staff come from WFP not from government”.
- **The IACOV project has not formulated a sustainability or handover strategy and there areas, particularly under Component 3, which are highly dependent on external support.** Communities are dependent on IACOV funding. Without cash transfers communities were not motivated to engage in asset creation or maintenance activities. Improved community ownership through the community-based participatory planning (CBPP) process has not been seen, with assets selected by ministries, rather than following the needs of the community. This lack of ownership has hampered the sustainability of assets and long-term viability of livelihood activities created.
- **Through the IACOV project, government staff have benefited from significant technical expertise from external partners.** The University of Columbia International Research Institution (IRI) has been a valued technical support partner to Lesotho Meteorological Services, strengthening the capacity of their staff to conduct sub-seasonal to seasonal forecasting, and develop online mapping services for analysis and visualization of climate information. Government informants and documentation confirmed that, as a result of the training, Lesotho Meteorological Services has been able to generate seasonal outlooks with better precision.
- **The IACOV project puts a large administrative burden on WFP.** With such a low overhead, WFP staff are restricted in their ability to administer IACOV, as well as the other work they must do for the CSP.

# Annex 6 WFP implementation of school feeding in Lesotho

1. WFP has been implementing school feeding in Lesotho since 1965. From the mid-1990s, WFP gradually phased out primary school feeding in the lowlands and focused on highland schools. In 2000, the Ministry of Education and Training (MoET) committed to the provision of feeding for all primary school learners under a new Free Primary Education policy, aiming to provide a meal a day to learners to support learning outcomes, as well as to support local communities and local markets through the procurement of agricultural products for school feeding. In 2011 a study commissioned to advise the Government on the best model for primary feeding in Lesotho recommended that the Government outsource operations of school feeding to a National Management Agent (NMA), who would be responsible for procurement, transportation, and storage of adequate food items, ensuring timely delivery of these items to schools. In 2014 and 2015, technical support from WFP to the Government of Lesotho led to a revised School Feeding Policy, which outlines the vision of a sustainable school feeding programme in Lesotho (including pre-primary), ensuring nutrition and healthy school meals, as well as locally produced food. The policy endorses the engagement of NMAs and states that a capacity-building programme would be devised for NMAs to ensure efficient and effective implementation of school feeding. In the same year, the Government assumed full responsibility for financing the national primary school feeding programme, with WFP keeping responsibility for managing and monitoring it, with financing provided by the Government. However, WFP continued to operationally and financially support the feeding programme for pre-primary education. The implementation of the primary school feeding programme by the NMAs was first piloted in 2017 in a sample of constituencies across all four ecological zones in Lesotho.

2. Pre-primary or ECCD feeding has yet to receive financial support from the Government, and overall, the pre-primary sub-sector receives the smallest budget allocation from the national education budget. Less than 1 percent of the national education budget has been allocated to pre-primary education for the last ten years.<sup>278</sup> As noted in the evaluation of the WFP Country Programme in Lesotho (2013-2017), informal fees charged in most ECCD centres in Lesotho have clearly affected the ability of the most vulnerable to enrol in ECCDs across the country, with enrolment rates falling well short of targets to have 70 percent of 3 to 5 year olds enrolled by 2015. However, there has been recent momentum to prioritize pre-primary education in Lesotho. A recent High-Level Political Forum on SDG 4.2 in Lesotho led to the commitment to strengthen the pre-primary sector in the country, including prioritization to ensure the expansion of one-year reception classrooms to every primary school in Lesotho.<sup>279</sup>

3. The evaluation of the WFP Country Programme in Lesotho (2013-2017) recommended a significantly increased emphasis on capacity building at all levels, with reference to the school feeding programme in order to promote its sustainable handover to the Government. The handover of the implementation and management of the national school feeding programme is set out in both the T-ICSP and the CSP (including both pre-primary and primary feeding). The T-ICSP states that “WFP will provide technical support to the Ministry of Education and Training in the implementation and management of the national school feeding programme, in view of handing over the programme to Ministry of Education and Training by 2020”. The CSP states that “WFP will continue its shift from direct implementation towards the strengthening of national capacities in and ownership of school feeding activities in order to support a gradual handover of the national school feeding programme”, aiming to hand over 182 primary schools each year. It notes that over the course of the CSP, WFP would support:

- the development of a strategy for sustainable handover;
- systems strengthening and capacity building activities at the national, district, community and school levels to support the implementation of a nutrition-sensitive programme;
- activities aimed at improving school feeding infrastructure by providing hygienic, secure and environmentally friendly cooking and storage facilities that comply with WFP environmental and social standards;

<sup>278</sup> GPE, 2019. *Scaling up Early Education for Young Children in Lesotho*. <https://www.globalpartnership.org/blog/scaling-early-education-young-children-lesotho>

<sup>279</sup> GPE, 2019. *Scaling up Early Education for Young Children in Lesotho*. <https://www.globalpartnership.org/blog/scaling-early-education-young-children-lesotho>

- operationalization of the school feeding secretariat, enhancing the ministry's convening and coordinating power with other ministries such as those of agriculture and food security, health and gender;
- support to the establishment of a gender-responsive monitoring and evaluation system at the national and decentralized levels;
- continued assistance to the Government to link smallholder farmers to schools; and
- generation and use of evidence to inform improvement of the food basket.

4. In 2020, The Government of Lesotho took the abrupt decision to take over full responsibility for primary school feeding through the NMAs. This necessitated rapid adjustments by schools, by the NMAs, and by WFP itself. In 2020 WFP signed a memorandum of understanding (MoU) for the continued provision of technical assistance by WFP to the Ministry of Education and Training.<sup>280</sup> Despite handover of primary school feeding, the Government has continued to request the support of WFP for the provision of pre-primary feeding, with WFP continuing to distribute food (including tinned fish provided by the Government of Japan) to ECCDs across all districts in the country throughout the CSP.

5. WFP support to the Ministry of Education and Training since the handover of primary feeding has largely focused on supporting policy and evidence generation for school feeding, including:

- an evaluation of the Lesotho National School Feeding Programme (2018);<sup>281</sup>
- drafting of a monitoring and evaluation framework for school feeding (2018- 2021);
- a review of the National Management Agency (NMA) model (2021);<sup>282</sup> and
- a review of the National School Feeding Policy (2022).<sup>283</sup>

6. WFP has also played a limited role in system strengthening and capacity-building activities at the national, district, community and school levels, including:

- a virtual study tour to Brazil (2019);
- limited one-off training of NMA staff in the area of supply chain, as well as involvement in workshops to orientate them on the HGSP model;
- efforts to operationalize the school feeding secretariat through advocacy, which have not yet seen results;
- training through workshops of government staff and partners on the HGSP model;
- informal and ad-hoc support at the district level, as a result of WFP offices being situated in the Ministry of Education in two districts (Thaba-Tseka and Mokhotlong) on general management of school feeding, including planning, monitoring and reporting;
- two-week secondments to WFP for school self-reliance and feeding unit (SSRFU) officers, providing training on planning, monitoring and reporting, as well as enhancing staff skills, particularly in IT literacy; and
- facilitation at the district level of multisectoral partners, including Food and Nutrition Coordination Office (FNCO), the Ministry of Health, the Food Management Unit (FMU) and Ministry of Agriculture, Food Security and Nutrition, to support HGSP.

7. However, the ability of the Government to implement primary school feeding since 2020 has been affected by budget constraints (the per-pupil value of the Government's school feeding budget declined in real terms between 2015 and 2022), as well as institutional challenges, largely as a result of political instability and turnover of staff in senior positions.

8. There is acknowledgement at all levels that there has been a decline in the quality and effectiveness of primary school feeding since 2020, including:

- delays in disbursement of funds to the NMAs for the procurement and distribution of food to schools and payment of cooks;

<sup>280</sup> WFP & MOET, 2020. Memorandum of Understanding for provision of technical assistance to the National School Feeding Programme in Lesotho.

<sup>281</sup> WFP Lesotho, 2018a. *Evaluation of the National School Feeding Programme in Lesotho*, in consultation of the Lesotho Ministry of Education and Training 2007-2017

<sup>282</sup> Raselimo, 2021. Mohaeka Raselimo, 2021. *Review of National Management Model for the implementation of National School Feeding Programme: Final Review Report*.

<sup>283</sup> Raselimo, 2021. Mohaeka Raselimo, 2022. *Review of National School Feeding Policy*. December 2022.

- inadequate monitoring and reporting systems for school feeding;
- limited budget for the Ministry of Education and Training to provide transport for conducting monitoring visits and functioning laptops and tablets for staff to conduct planning, monitoring and reporting activities;
- poor school infrastructure for school feeding, including storage and kitchen facilities;
- challenges in implementing a home-grown approach to school feeding; and
- logistical challenges faced in distributing to hard-to-reach schools.

9. In addition, there is no evidence that the Government of Lesotho will commit to taking over pre-primary school feeding soon, although the government commitment to expand one-year reception classrooms to every primary school in Lesotho will subsume some of this responsibility.

# Annex 7 Methodology

## Overview

1. This annex provides additional explanation of the CSPE methodology, and comments on the extent to which the approach set out fully in the inception report<sup>284</sup> was realized in practice.
2. This is a mixed methods, theory-based evaluation, drawing on primary and secondary sources. Guided by a theory of change and associated assumptions that were developed during the inception phase, the evaluation team created an evaluation matrix that expanded and in some cases adjusted the evaluation questions (EQs) and sub-questions posed by the terms of reference. In developing answers to the evaluation questions and sub-questions, the team generated evidence from: WFP and other available datasets; a review of documentation; and semi-structured interviews and focus group discussions (FGDs) with beneficiaries and with staff of relevant government, non-governmental organizations (NGOs), donor and WFP office at field, national and regional levels. This evidence was assembled in a matrix structured by the evaluation questions and sub-questions, which provided the basis for the findings presented in Chapter 2 of this report.

## Theory of change

3. Annex 8 explains how the reconstructed theory of change was developed, alongside a table of implied assumptions.
4. As identified in consultation with the country office, the assumptions span the absence of disruptive factors beyond design control; the adequacy of external and government resourcing; the quality and results of partnership with the Government and with the United Nations, civil society and other organizations; the quality of and nature of interaction with beneficiaries; the adequacy of technical solutions to livelihood challenges; and the adequacy of WFP capacity for the tasks posed by CSP implementation.

## Evaluation questions and evaluation matrix

5. Table 17 below shows the full set of evaluation questions and sub-questions, together with the most pertinent evaluation criteria for each. The sub-questions shown in the matrix largely follow those set out in the terms of reference, although the wording was amended in some cases to clarify meaning; to focus on the most important issue(s); and/or to focus on issues on which data collection seemed most feasible. Annex 9 reproduces the full evaluation matrix developed at inception.

**Table 17 Main evaluation questions and evaluation criteria**

Evaluation question	Evaluation criteria
EQ1: To what extent is the CSP evidence-based and strategically focused to address the needs of the most vulnerable?	
1.1 To what extent was the CSP informed by T-ICSP experience and by existing evidence on the hunger challenges, the food security and nutrition issues prevailing in Lesotho to ensure its relevance at design stage?	Relevance
1.2 To what extent is the CSP aligned to national policies and plans and to the SDGs?	Relevance
1.3 To what extent is the CSP coherent and aligned with the wider United Nations and includes appropriate strategic partnerships based on the comparative advantage of WFP in the country?	Relevance, coherence
1.4 To what extent is the CSP design internally coherent and based on a clear theory of change articulating WFP role and contributions in a realistic manner and based on its comparative advantage as defined in the WFP strategic plan?	Coherence
1.5 To what extent has WFP's strategic positioning remained relevant throughout the implementation of the CSP considering changing context, national capacities and needs? –	Relevance

<sup>284</sup> WFP, 2023a. *Evaluation of Lesotho WFP Country Strategic Plan (2019-2024), Inception report.*

Evaluation question	Evaluation criteria
in particular in response to the needs of the most vulnerable and to the COVID-19 pandemic?	
Evaluation Question 2: What is the extent and quality of WFP's specific contribution to country strategic plan strategic outcomes in the country?	
2.1 To what extent did WFP activities and outputs contribute to the expected outcomes of the CSP and to the UNDAF? Were there any unintended results, positive or negative?	Effectiveness
2.2 To what extent did WFP activities and outputs contribute to achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender, equity and inclusion, environment, climate change)?	Effectiveness
2.3 To what extent are the achievements of the CSP likely to be sustainable, in particular from a financial, institutional, technical and environmental perspective?	Sustainability
2.4 To what extent did the CSP facilitate more strategic linkages between humanitarian action and development cooperation?	Coherence Sustainability
Evaluation Question 3: To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?	
3.1 To what extent were outputs delivered within the intended timeframe?	Efficiency
3.2 To what extent do the depth and breadth of coverage ensure that the most vulnerable to food insecurity benefit from CSP implementation?	Efficiency
3.3 To what extent were WFP's operations cost efficient?	Efficiency
Evaluation Question 4: What are the factors that explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?	
4.1 To what extent has WFP been able to mobilize adequate, timely, predictable, and flexible resources to finance the CSP?	Efficiency
4.2 To what extent did WFP monitoring and reporting systems track and demonstrate progress towards expected outcomes and inform management decisions?	Efficiency
4.3 How did partnerships with other actors influence performance?	Coherence, effectiveness
4.4 To what extent did the country office have appropriate human resources to implement the CSP?	Efficiency
4.5 What are the other factors that can explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?	Coherence, effectiveness

## Evaluability challenges

6. The evaluation faced a particular limitation concerning the availability of outcome and output monitoring data, and the fragmentation of those data that are available. An evaluability assessment undertaken during the inception phase identified 287 separate outcome indicators, because data have been collected and reported separately for each district- or local-level field operation, many of them spanning only one season. The assessment classed indicators as evaluable if data are available as an aggregated value for the CSP as a whole, and there are three or more consecutive years of data collection. Partially evaluable indicators were defined as those with one or more years of data collected, which can be compared to a target value. However, there may be significant gaps in certain years in data collection or data may only be presented at the district or local level, and it is not possible to present an aggregated value for the CSP as a whole – meaning that the analytical value of these ‘partially evaluable’ indicators is limited. Of the outcome indicators, 90 percent were classed as partially evaluable on this basis, 1 percent as evaluable, and 8 percent as not evaluable (no data at all). Similarly, 88 percent of cross-cutting indicators were classed as partially evaluable; 12 percent as



not evaluable; and none as evaluable. Output data are more useful, with 72 percent of the 60 indicators assessed as evaluable; 22 percent as partially evaluable; and only 7 percent as not evaluable.

7. The fragmentation of outcome-level indicator data, in particular, has made it necessary for this evaluation to rely more heavily on other sources of information on the WFP contribution to the outcome targets of its CSP (EQ2): specifically other evaluations and reviews, and informant views as reported in interviews and focus group discussions (FGDs). This has in turn necessitated particularly close attention to the triangulation of data sources. As discussed in Annex 15, it was particularly difficult to identify good indicators for performance in capacity strengthening.

## **Data collection tools**

8. Annex 10 reproduces the guidelines for interviews, focus group discussions, and field observations that guided the evaluation team's fieldwork; it also explains how the resulting data were managed and analysed.

9. The evaluation adopted a systematic approach to data analysis. The evaluation team triangulated findings from different sources of information to verify and substantiate judgements and assessments. Triangulation was ensured by:

- the use of different methods to explore the same question; and
- the use of multiple sources and types of data.

10. The use of a common interview questions framework (Annex 10) to identify questions/topics aided the triangulation of interview evidence from different stakeholder groups. In addition, triangulation was ensured by the use of different team members to explore the same questions in the evaluation and to ensure that findings are fully endorsed by all team members. The team held regular meetings during data collection to triangulate emerging findings and identify any gaps or inconsistencies.

11. During the data collection phase, the evaluation team built a consolidated compendium of interview notes, as a single file, and used key word searches to retrieve information. In addition, evidence generated from different sources was systematically recorded against the questions and sub-questions of the evaluation matrix in an evidence matrix. The evaluation matrix also coded data by key thematic areas for the evaluation to aid analysis (that is, crisis response, school feeding, early warning, nutrition, food for assets, smallholder farmers, and service provision), and it categorized data by the type of stakeholder that provided the evidence (specifically, government, beneficiary, WFP, donor, United Nations, other external). This matrix ensured that all evidence was duly considered when synthesizing the responses to evaluation questions and sub-questions.

12. Quantitative data analysis was used to explore financial, procurement, human resources and all relevant monitoring and evaluation data that WFP collects. This data was triangulated against evidence collected through semi-structured interviews to ensure correct interpretation of the results.

13. Validation of data was integrated throughout the evaluation process through dialogue with key stakeholders, with findings tested, nuanced and discussed with them throughout the evaluative process, and particularly through the validation and debrief workshops.

## **Implementation of sampling strategy**

14. Annex 11 shows the detailed field work programme that was followed. Table 18 below shows how the envisaged sampling strategy was implemented.

**Table 18 Implementation of sampling strategy**

Agreed strategy (Inception Report Annex 3)	Sampling in practice
<p><b>National level:</b> A purposive approach to sampling will be undertaken whereby all relevant stakeholders at the national level will be selected for interview. As Lesotho is a small country and has a small country office, the team expects to be able to reach all the key Maseru-based stakeholders identified in the stakeholder analysis during the three-week mission. The team of four will split into two groups at all times to make this achievable.</p> <p>Target:</p> <ul style="list-style-type: none"> <li>• 35 staff of the WFP country office</li> <li>• 30 staff of the Government</li> <li>• 6 staff of other United Nations agencies</li> <li>• 5 staff of donor agencies</li> <li>• 8 people working for other organizations (NGOs, the private sector and academic institutions)</li> </ul>	<p>The evaluation reached 119 national-level informants (67 women and 52 men). This is <u>142 percent of target</u>. Targets across all categories were met, except donor agencies. The evaluation team had challenges arranging interviews with donor agencies who were largely based outside of Lesotho. Invitations for interviews were sent by the WFP country office and follow-ups shared by the evaluation team. Low response rate from donors reflects WFP low donor-base in Lesotho, as well as the nature of donor relationships in Lesotho, which are largely managed by the regional bureau.</p> <p>In total the evaluation included</p> <ul style="list-style-type: none"> <li>• 38 staff of the WFP country office</li> <li>• 48 staff of the Government</li> <li>• 13 staff of other United Nations agencies</li> <li>• 4 staff of donor agencies</li> <li>• 16 people working for other organizations (NGOs, the private sector and academic institutions)</li> </ul>
<p><b>For donors,</b> interviews are likely to be conducted remotely, as the majority are not based in Maseru. A maximum of five donors will be interviewed and the following criteria will be used to select them:</p> <ul style="list-style-type: none"> <li>• inclusion of two largest WFP donors to the CSP;</li> <li>• inclusion of newest WFP donor to the CSP;</li> <li>• inclusion of a non-bilateral donor;</li> <li>• inclusion of up to two donors seen as a priority for the country office for the next CSP.</li> </ul> <p>Target:</p> <ul style="list-style-type: none"> <li>• 5 staff of donors agencies</li> </ul>	
<p>For <b>district-level interviews,</b> the team will again take a purposive approach to sampling and prioritize speaking to all representatives of ministries that WFP partners with at the national level. Where possible, the team will undertake group discussions to make best use of time at the district level.</p> <p>Target:</p> <ul style="list-style-type: none"> <li>• 8 WFP staff</li> <li>• 20 government staff (including primary school staff)</li> <li>• 8 private sector informants (retailers; ECCD staff)</li> </ul>	<p>In total the evaluation included 61 participants (33 men, 28 women) in district-level KIIs and FGDs (<u>136 percent of target</u>), including:</p> <ul style="list-style-type: none"> <li>• 6 WFP staff</li> <li>• 33 government staff</li> <li>• 22 private sector informants</li> </ul> <p>WFP staff were not present in Thaba-Tseka field office at the time of fieldwork, but the team were facilitated by a WFP driver and were able to conduct a remote interview with the WFP field officer for Thaba-Tseka.</p>
<p><b>At sites for specific activities,</b> group discussions will be undertaken with beneficiaries. The team will target ten men and ten women beneficiaries at each site, and where possible request the inclusion of youth in group discussions. Separate discussions will be held with community leaders and extension workers.</p> <p><b>Target:</b> 160 participants across four districts to be included in FGDs.</p>	<p>In total the evaluation included 138 participants in FGDs with beneficiaries (42 men and 96 women). This is <u>86 percent of target</u>. Separate FGDs were held with women.</p>
<p><b>Sampling of district-level sites for fieldwork.</b> The team used lists of sites for various activities provided by the country office, and considered the following factors in drawing up the fieldwork itinerary:</p>	<p>Sampling of district-level sites for fieldwork took place ahead of fieldwork and feasibility of the field mission was validated by the country office. The actual field mission</p>

Agreed strategy (Inception Report Annex 3)	Sampling in practice
<ul style="list-style-type: none"> <li>• travel time and accessibility;</li> <li>• type of activity, ensuring coverage of all interventions from across WFP activity areas;</li> <li>• for asset-creation interventions: <ul style="list-style-type: none"> <li>○ type of asset (ensuring a range of assets are covered);</li> <li>○ year of intervention (ensuring covering assets created earlier in the T-ICSP/CSP, as well as more recently);</li> <li>○ number and type of beneficiaries (prioritizing areas where there are also smallholder farmers);</li> </ul> </li> <li>• integration of activities: sites that include multiple interventions will be selected, as well as sites that include single interventions, to understand different levels of integration between activity and outcome areas;</li> <li>• date and duration of intervention (covering a range of short-term and longer-term interventions).</li> </ul>	<p>schedule is given in Annex 11. In summary, the evaluation covered:</p> <ul style="list-style-type: none"> <li>• 4 crisis response sites (Maseru, Mokhotlong, Thaba Tseka)</li> <li>• 3 primary schools (Mokhotlong, Thaba Tseka, Quthing)</li> <li>• 3 ECCDs (Mokhotlong, Thaba Tseka, Quthing)</li> <li>• 2 nutrition groups (Mokhotlong, Quthing)</li> <li>• 4 IACOV project sites (Quthing, Mohale's Hoek)</li> </ul>

# Annex 8 Reconstructed theory of change

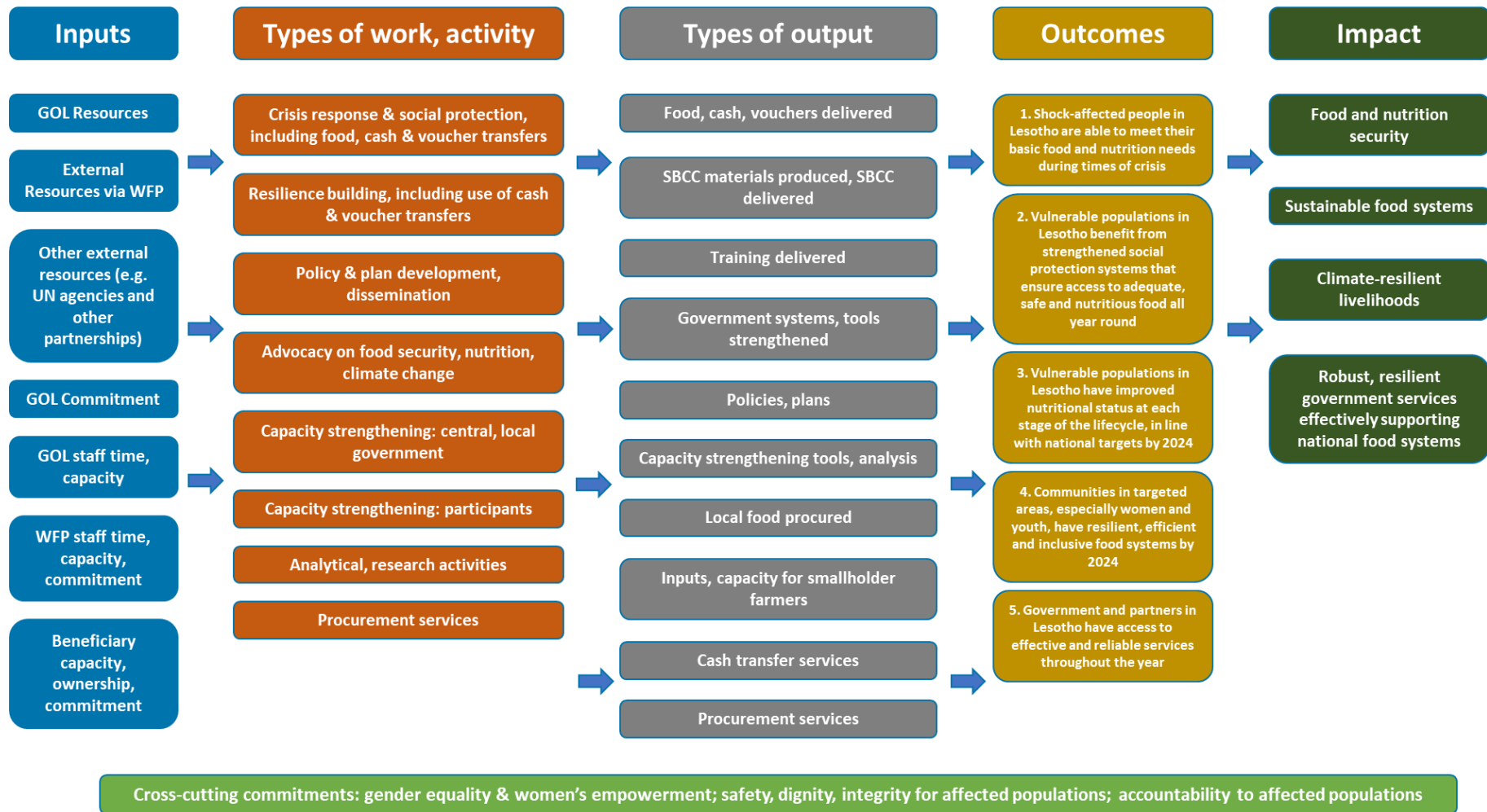
## Theory of change diagram

1. This theory of change depicted in Figure 34 below reflects the evaluation team's understanding of the causal logic that underpinned the design of the Lesotho CSP. It also reflects the comments of country office participants in the theory of change workshop held on 14 February 2023.
2. Not all theories of change show the inputs that the change process requires. But it is useful to show them, particularly as a reminder that it is not only WFP and its funders that must supply the inputs required by CSP activities. Government and other partners make inputs too, both tangible and intangible. So too, it should be recalled, do the typically resource-poor beneficiaries.
3. The next two columns of the theory of change, showing the types of work and activity undertaken during CSP implementation and the types of output achieved, are an attempt to summarize the nature of the work and the immediate results involved in the Lesotho CSP. This is considered more analytically useful than simply listing the eight CSP activities, for example, or trying to summarize the long list of formal outputs used in CSP monitoring.
4. The outcomes shown, on the other hand, are taken directly from the most recent wording in Budget Revision 4.
5. The impacts shown are the evaluation team's summary of what CSP design presumably identified as the ultimate results, in the Lesotho context, to which the CSP would contribute. They could arguably be replaced by the strategic results of the WFP strategic plan that are shown in the line of sight (Figure 33 in Annex 3 above), but the wording proposed here is more directly relevant to the challenges facing vulnerable populations and their government in Lesotho.

## Theory of change assumptions and their validity

6. One of the key analytical uses of a theory of change is to explore what assumptions designers of a programme made, and to assess how accurate those assumptions have turned out to be. Table 19 below presents the key assumptions identified as underpinning the inferred Lesotho CSP theory of change. The first three columns are reproduced from the inception report; the final column provides an assessment of validity drawing on the evaluation findings.

**Figure 34 Lesotho CSP theory of change**



Source: reproduced from inception report.

**Table 19 Theory of change assumptions and their validity**

Assumption	Comments [at inception stage]	Most pertinent EQ(s)	Validity, based on evaluation findings
<b>Factors outside design control</b>			
1. No major disruptions to programme implementation	This assumption concerns major disruptive factors that could not reasonably have been anticipated and exceeded reasonable expectations of the types of change (such as severe drought or a major economic downturn) that the greater flexibility of the CSP format should have equipped the country office to tackle. With the arrival of the COVID-19 pandemic, it was proved inaccurate. The assumption also covers the potential for challenges of serious insecurity or political instability.	1.5.1	Not valid. The COVID-19 pandemic was a major disruption to which the CSP had to adapt. Another unanticipated global crisis was the war in Ukraine with its major effects on food and commodity prices. The CSP noted that political instability in Lesotho had been a feature of the past decade; the disruptive effects of political instability continued through the CSP period (for example, reflected in the reorganization of the Government after the 2022 election).
<b>Resourcing</b>			
2. Sufficient external resources for the CSP	It was assumed that a large enough proportion of the needs-based budget for the CSP could be secured to make at least partially effective implementation feasible.	4.1.1	Limited validity. As noted under EQ4.1, scarcity of external resources has been a major constraint.
3. Sufficient Government of Lesotho (GoL) resources	Given the CSP's emphasis on capacity strengthening partnership with the Government, it had to be assumed that the Government would be able to deploy sufficient capital funding to meet its commitments and, more importantly, an adequate recurrent budget to sustain the activities for which it would use its strengthened capacity.	4.1.1	Not valid. The assumption that the Government would be able to allocate sufficient capital and recurrent resources to sustain activities targeted for capacity strengthening has not been met. Lack of such resources has greatly impaired the effectiveness of WFP country capacity strengthening (CCS) efforts.
<b>Partnership with the Government</b>			
4. Sufficient government commitment, ownership and accountability	It was assumed that, at leadership level, the Government would match words and signatures with clear action to collaborate actively with WFP in CSP implementation.	2.3.2	Both these assumptions have been only partially valid. Some policy and planning documents have stalled, and rollout and implementation of some key policies has been slow.

Assumption	Comments [at inception stage]	Most pertinent EQ(s)	Validity, based on evaluation findings
5. Policy and plan development leads to government adoption and implementation	In the 'enabling environment' domain of capacity strengthening, it was assumed that policies and plans that WFP helped to develop would be actively adopted and implemented by the Government.	2.3.2	
6. Government staff willing and able to engage in and benefit from capacity strengthening	In the 'individual' domain of capacity strengthening, it was assumed that government personnel would be proactive in their participation and in their subsequent application of strengthened capacity.	2.3.2	Partially valid. Frequently, despite staff willingness, a lack of complementary resources has hampered training and the utilization of enhanced skills.
<b>Partnership with United Nations, civil society, other organizations</b>			
7. Partnership building with United Nations, civil society, other organizations is successful	It was assumed that successful CSP implementation would require and achieve active, constructive partnerships with a range of other agencies and organizations.	1.3.1 4.3.1	Partially valid. WFP has engaged in numerous partnerships, but their record of success is mixed. UNDAF was not very successful in achieving coherence across United Nations agencies,
<b>Partnership with beneficiaries</b>			
8. Beneficiaries willing and able to engage in and benefit from capacity strengthening	Basotho have at least two generations' experience of rural development and food security interventions. Most of these interventions have had only limited success. It is therefore worth noting the assumption that beneficiaries will react positively to CSP interventions.	4.5.3	Partially valid. Beneficiaries have generally been willing to participate, as they often have before – but not necessarily with expectations of sustained improvement in their food security or the climate resilience of their livelihoods. Instead, financial incentive of CBT seems to be the main incentive for participation in community and to some extent in household, asset creation.
9. Beneficiaries willing and able to engage in community and household asset creation		4.5.3	
10. Beneficiaries willing and able to maintain community and household assets	The maintenance of soil and water conservation and crop production infrastructure has long been a challenge in rural Lesotho. The CSP assumes that this challenge can be overcome.	4.5.3	Very limited validity. Maintenance of assets over the medium and long term has often been problematic, although it might be too soon to draw conclusions on this assumption for assets recently supported by CSP programmes, there is qualitative evidence that full participation is ensured during the six months of CBT and that, during the other six months meant for voluntary work, beneficiaries stop working or numbers dwindle.

Assumption	Comments [at inception stage]	Most pertinent EQ(s)	Validity, based on evaluation findings
11. Beneficiaries understand and accept the concept of progressing from direct food assistance to other modes of capacity strengthening and food systems development support	International experience suggests that food assistance beneficiaries do not always welcome the proposal that such assistance should end and be replaced by other, less direct modes of support.	2.3.5 4.5.3	Very limited validity. Little evidence of "graduation" after WFP assistance and considerable evidence that beneficiaries of assistance under SO1 and SO4 remain vulnerable and dependent on multiple livelihood strategies when assistance ends.
<b>Technical solutions</b>			
12. Climate-resilient, food-secure, environmentally sustainable livelihoods are technically feasible	Given the long history of indifferent results in strengthening the livelihoods of rural Basotho, these assumptions are a reminder of the belief that technical and socially feasible solutions do exist or can be developed; that WFP and the Government can succeed in the detailed design required; and that they have given sufficient design attention to the broader range of climate change challenges that Basotho now face.	2.3.3 2.3.4	Very limited validity. Little evidence that the design of community and household assets has been adapted to meet the needs of communities and respond to climate change challenges.
13. WFP and government design of community and household assets is appropriate		2.3.3 2.3.4	
<b>WFP capacity</b>			
14. WFP staff have appropriate technical skills	CSP design makes important assumptions about the technical ability of WFP personnel to carry out the activities required.	4.4.2	Partially valid. WFP has sought to ensure training to existing staff to fill gaps in technical ability (for example, on capacity strengthening) and has ensured external consultants bring additional technical expertise where required (for example, geospatial mapping; SBCC). The limited in-country technical expertise of WFP to procure a high-power computing system (HPC) for UNEP was not recognized in a timely manner. The technical expertise of personnel in gender and inclusion was also noted to be a limiting factor.
15. There are sufficient staff, with sufficient continuity, for efficient implementation of the CSP	The small Lesotho country office is sometimes challenged by inadequate resources to employ enough suitable staff for the range of tasks required by the CSP, and to employ them on long enough contracts for efficient implementation. The theory of change assumption is that these challenges are successfully overcome.	4.4.1	Limited validity. There is a mismatch between the broad scope of the CSP and the inevitably limited human resources available to the Lesotho country office.



Assumption	Comments [at inception stage]	Most pertinent EQ(s)	Validity, based on evaluation findings
16. WFP is technically competent in design and delivery of technical services to the Government and other partners	With activities focused on external service provision as well as conventional service to beneficiaries, there is an additional assumption about WFP competence in the relevant fields.	4.4.2 2.3.3	Partially valid. There have been teething problems in operationalizing Activity 7 and Activity 8 to support SO5, but these are not solely attributable to WFP.
17. WFP staff have appropriate capacity strengthening skills	Capacity strengthening is a key emerging area of focus in the Lesotho CSP and demands new competence from WFP staff. For effective results, it is assumed that WFP staff can deploy the required capacity strengthening skills.	4.4.2	Partially valid. WFP has recognized that capacity strengthening requires special skills and has sought to provide additional training to existing staff, and adapted job description for new recruitment. But the country office is less well equipped for high-level advocacy.
18. WFP design of capacity strengthening and SBCC approaches and tools is appropriate	A related assumption is that, in the newer fields of SBCC and capacity strengthening, WFP is able to design the appropriate approaches and tools.	4.5.2	Partially valid. WFP has developed some tools needed over the course of the CSP (for example, tools to conduct capacity needs assessments; tools to monitor capacity strengthening activities), and has drawn on expertise of WFP headquarters, the regional bureau in Johannesburg, and external consultants in doing so. There are areas where the country office is still waiting for additional guidance or feedback from the regional bureau in Johannesburg /headquarters, (for example, further design of capacity strengthening monitoring tools). More fundamentally, there is an issue about the balance of CCS targeting, where more emphasis on the institutional level is needed.

# Annex 9 Evaluation matrix

1. This annex reproduces the full evaluation matrix that was prepared at inception. This has guided subsequent data gathering and analysis.

**Table 20 Full evaluation matrix**

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
<b>Evaluation Question 1: To what extent is the CSP evidence-based and strategically focused to address the needs of the most vulnerable?</b>					
1.1 To what extent was the CSP informed by T-ICSP experience and by existing evidence on the hunger challenges, the food security and nutrition issues prevailing in Lesotho to ensure its relevance at design stage?					
1.1.1 Extent to which CSP design drew on relevant evidence and analysis	<p>Nature and extent of WFP overall review of existing evidence during CSP design</p> <p>Degree of analytical focus on food security and nutrition issues during CSP design</p> <p>Degree of analytical focus on livelihood vulnerability, gender, disability and inclusion during CSP design</p>	<p>Reference to relevant evidence and analysis in the CSP (including experience with T-ICSP)</p> <p>Extent to which CSP shows that relevant evidence and analysis have guided design</p> <p>Extent to which CSP design with regard to food security and nutrition issues shows influence of relevant data and analysis</p> <p>Extent to which CSP design with regard to gender, disability and inclusion shows influence of relevant data and analysis</p>	<p>CSP and budget revisions</p> <p>Zero Hunger Strategic Review</p> <p>Sources of evidence and analysis quoted in the CSP or identified by informants as having influenced CSP design</p> <p>Records of consultations that WFP held with Government and other stakeholders during CSP design</p>	<p>Document review</p> <p>Semi-structured interviews</p>	<p>Content analysis</p> <p>Triangulation</p>
1.2 To what extent is the CSP aligned to national policies, plans and capacity, and to the SDGs?					
1.2.1 Degree of alignment with national policies and plans	Degree of alignment with government national development policies and plans	<p>Extent of explicit cross-reference between CSP targets and those expressed in national development policies and plans</p> <p>Extent of explicit cross-reference between CSP targets and those</p>	<p>CSP and budget revisions</p> <p>National Strategic Development Plan II and other statements of overall national (sustainable)</p>	<p>Document review</p> <p>Semi-structured interviews</p>	<p>Content analysis</p> <p>Triangulation</p>

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	Degree of alignment with government sectoral and thematic policies and plans	expressed in government sectoral and thematic policies and plans  Degree to which WFP involved the Government in CSP design	development policy and planning  Government sectoral and thematic policies and plans, e.g. Food and Nutrition Strategy and Action Plan, Gender and Development Policy		
1.2.2 Accuracy of focus on key national capacity challenges	Degree of alignment with national capacity and capacity gaps	Extent to which CSP activities are based on analysis of relevant national capacity and capacity gaps  Extent to which CSP activities addressed recognized capacity gaps	CSP and budget revisions  Zero Hunger Strategic Review  Government voluntary national reviews  Report of decentralized evaluation of Lesotho CCS (if available)	Document review  Semi-structured interviews	Content analysis  Triangulation
1.2.3 Degree of alignment with the SDGs	Extent and quality of CSP alignment with the SDGs	Extent of explicit (and unstated) cross-reference between CSP targets and relevant SDGs  Nature and plausibility (realism, logical soundness) of explanation of how CSP results will contribute to SDG achievement in Lesotho	CSP and budget revisions  United Nations documentation on work to achieve SDGs in Lesotho  Government voluntary national reviews of progress towards SDGs	Document review  Semi-structured interviews	Content analysis  Triangulation
1.3 To what extent is the CSP coherent and aligned with the wider United Nations and includes appropriate strategic partnerships based on the comparative advantage of WFP in the country?					

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
1.3.1 CSP alignment and coherence with UNDAF 2019-2023	Degree of alignment and coherence with UNDAF 2019-2023	Explicit (and unstated) interfaces between CSP and UNDAF pillars and outcomes  Extent and plausibility of analytical detail with which design explains how CSP-UNDAF interface will enhance results	CSP and budget revisions  UNDAF 2019-2023	Document review  Semi-structured interviews	Content analysis  Triangulation
1.3.2 Nature and purpose of partnerships undertaken by WFP for CSP implementation	Types and strategic suitability of partnerships entered into for CSP implementation  Scale and intra-CSP spread of partnerships  Clarity and accuracy with which WFP comparative advantage defined in the Lesotho context  Degree and nature of reference to WFP comparative advantage in CSP design	Number of partnerships  Types of partnership  Sectoral coverage of partnerships  Participation in and leadership of United Nations and other multi-stakeholder coordination structures  United Nations agencies with which partnerships and joint initiatives established  Clarity with which CSP design identified WFP comparative advantage  Extent to which partnerships reflect WFP comparative advantage	CSP and budget revisions  Documentation on specific partnerships between WFP and other United Nations entities	Document review  Semi-structured interviews	Content analysis  Triangulation
1.4 To what extent is the CSP design internally coherent, i.e. based on coherent logic articulating WFP's role and contributions in a realistic manner and based on its comparative advantage as defined in the WFP strategic plan?					
1.4.1 Internal coherence of CSP	Degree of internal coherence/ fragmentation between CSP strategic outcomes and activities	Extent of analytical cross-reference in CSP design between strategic outcomes and activities	CSP and budget revisions  CSP mid-term review (MTR)	Document review  Semi-structured interviews	Content analysis  Triangulation

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
1.4.2 Design logic	Evidence of clear causative analysis of how activities and outputs would contribute to achievement of strategic outcomes	Presence of causative analysis in CSP or other relevant documentation	CSP and budget revisions Other relevant documentation, e.g. concept note	Document review Semi-structured interviews	Content analysis Triangulation
1.4.3 Focus on WFP comparative advantage	Evolution in corporate statements of WFP comparative advantage  Clarity and accuracy with which WFP comparative advantage defined in the Lesotho context  Extent to which CSP intended expansion beyond conventional areas of WFP comparative advantage	Clarity with which CSP design identified WFP comparative advantage, relative to corporate statements  Extent to which CSP design: (a) justified interventions on the basis of established WFP comparative advantage; (b) explained why the CSP would expand WFP operations in Lesotho beyond areas of established comparative advantage	WFP strategic plans CSP and budget revisions  Other relevant documentation, e.g. concept note	Document review  Semi-structured interviews	Content analysis Triangulation
1.5 To what extent has WFP's strategic positioning remained relevant throughout the implementation of the CSP considering changing context, national capacities and needs? – in particular in response to the needs of the most vulnerable and to the COVID-19 pandemic?					
1.5.1 Changing context	Significant changes in context during evaluation period, for example, in public health, environmental conditions, Government programmes and capacity	Impact of each significant change in context on relevance of WFP strategic positioning and on feasibility of its planned operations  Extent to which CSP design adaptable to changes in government capacity	United Nations and other reporting on the COVID-19 pandemic, on environmental conditions and on livelihood vulnerability (for example, common country analysis (CCA))  The Government, WFP and other reporting on relevant	Document review  Semi-structured interviews	Content analysis Triangulation

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
			changes in government programmes and capacity Other research and analysis by WFP and partners Annual country reports (ACRs) CSP budget revisions		
1.5.2 Adjustments in strategic positioning	Whether appropriate adjustments in strategic positioning were identified and achieved	Extent to which changes in context altered relevance of CSP design and required adjustments to WFP strategic positioning  Extent to which required adjustments to WFP strategic positioning occurred  Extent to which CSP strategic focus on the most vulnerable was sustained	CSP budget revisions Annual country reports	Document review  Semi-structured interviews	Content analysis  Triangulation
<b>Evaluation Question 2: What is the extent and quality of WFP's specific contribution to country strategic plan strategic outcomes in the country?</b>					
2.1 To what extent did WFP activities and outputs contribute to the expected outcomes of the CSP and to the UNDAF? Were there any unintended results, positive or negative?					
2.1.1 Contribution to CSP strategic outcomes	For each CSP strategic outcome, extent to which planned outputs achieved to date, and extent to which they have so far contributed to the strategic outcome	WFP performance against output and outcome indicators for each strategic outcome  Stakeholder assessments of extent of WFP contribution to each strategic outcome, with particular reference to the lines of inquiry shown	WFP monitoring data and reports  CSP ACRs, MTR and decentralized evaluations  Other relevant United Nations and government reviews and analyses, for	Data collation  Document review  Semi-structured interviews	Quantitative analysis of progress towards targets  Quantitative analysis of

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	<p>For each CSP country office, extent to which progress made towards outcome indicators shown in BR04, with particular reference to:</p> <ul style="list-style-type: none"> <li>• a viable government school feeding programme;</li> <li>• functional early warning and food and nutrition security monitoring;</li> <li>• technically appropriate, well planned and implemented nutrition policies and programmes;</li> <li>• increasing engagement of smallholder farmers in climate-smart agriculture linked to profitable participation in value chains.</li> </ul> <p>Extent to which activities and outputs contributed to the expected capacity strengthening outcomes of the CSP</p>	<p>Stakeholder assessments of extent of WFP contribution to organizational performance indicators set out in 'organizational readiness' framework</p>	<p>example, government voluntary national reviews</p>	<p>Focus groups and direct observation</p>	<p>evidence on outcomes Triangulation</p>



Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
2.1.2 Contribution to UNDAF 2019-2023	Extent to which CSP outputs and contributions to strategic outcomes have contributed to UNDAF outcomes	WFP performance against output and outcome indicators for each strategic outcome  Stakeholder assessments of extent of WFP contribution to each UNDAF outcome	WFP monitoring data and reports  UNDAF monitoring data and reports  Records of Joint UNDAF Steering Committee	Data collation  Document review  Semi-structured interviews	Structured analysis of CSP results across UNDAF outcomes  Triangulation
2.1.3 Unintended results	Unintended positive results arising from CSP implementation  Unintended negative results arising from CSP implementation	WFP performance against output and outcome indicators for each strategic outcome  Stakeholder identification and assessment of unintended results  Qualitative discussion in WFP reporting	WFP monitoring data and reports  Stakeholder views  CSP MTR and decentralized evaluations	Document review  Semi-structured interviews  Focus groups and direct observation	Content analysis  Triangulation
2.2 To what extent did WFP Activities and outputs contribute to achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender, equity and inclusion, environment, climate change)?					
2.2.1 Extent to which affected populations able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity	Mechanisms used to ensure protection of beneficiaries  Knowledge of these principles by partners and their use by them  Level of awareness of the beneficiaries of these principles	Output indicators  Outcome indicators  Stakeholder assessments of extent of WFP contribution to protection  Evidence from reviews and other data on extent of WFP contribution to protection	WFP monitoring data and reports  CSP MTR and decentralized evaluations  UNDAF and other relevant United Nations entities' monitoring data and reports  Stakeholder views	Data collation  Document review  Semi-structured interviews	Quantitative and qualitative analysis of evidence on contribution to protection  Triangulation

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
2.2.2 Extent to which affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences	<p>Nature of systems that exist to support accountability</p> <p>The strengths and weaknesses of the systems</p>	<p>Output indicators</p> <p>Outcome indicators</p> <p>Stakeholder assessments of extent of WFP performance with regard to accountability</p> <p>Evidence from reviews and other data on extent of WFP performance with regard to accountability</p>	<p>WFP monitoring data and reports</p> <p>CSP MTR and decentralized evaluations</p> <p>UNDAF and other relevant United Nations entities' monitoring data and reports</p> <p>Stakeholder views</p>	<p>Data collation</p> <p>Document review</p> <p>Semi-structured interviews</p>	<p>Quantitative and qualitative analysis of evidence on performance with regard to accountability</p> <p>Triangulation</p>
2.2.3 Improved gender equality and women's empowerment (GEWE) among WFP-assisted population	<p>The existence and quality of a GEWE action plan</p> <p>The extent to which T-ICSP/CSP implementation improved aspects of GEWE</p>	<p>Output indicators</p> <p>Outcome indicators</p> <p>Stakeholder assessments of extent of WFP contribution to GEWE</p> <p>Evidence from reviews and other data on extent of WFP contribution to GEWE</p>	<p>WFP monitoring data and reports</p> <p>CSP MTR and decentralized evaluations</p> <p>UNDAF and other relevant United Nations entities' monitoring data and reports</p> <p>Stakeholder views</p>	<p>Data collation</p> <p>Document review</p> <p>Semi-structured interviews</p>	<p>Quantitative and qualitative analysis of evidence on contribution to GEWE</p> <p>Triangulation</p>
2.2.4 Extent to which the inclusion of persons with disabilities ensured through WFP programming	The extent to which persons with disabilities were enabled by WFP, and felt able to participate, in implementation of T-ICSP/CSP activities	<p>Output indicators</p> <p>Outcome indicators</p> <p>Stakeholder assessments of extent of WFP performance with regard to inclusion of persons with disabilities</p>	<p>WFP monitoring data and reports</p> <p>CSP MTR and decentralized evaluations</p>	<p>Data collation</p> <p>Document review</p> <p>Semi-structured interviews</p>	<p>Quantitative and qualitative analysis of evidence on WFP performance</p>

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
		Evidence from reviews and other data on extent of WFP performance with regard to inclusion of persons with disabilities	UNDAF and other relevant United Nations entities' monitoring data and reports Stakeholder views		with regard to inclusion of persons with disabilities Triangulation
2.2.5 Extent to which targeted communities benefited from WFP programmes in a manner that does not harm the environment	The extent to which environmental risks resulting from the CSP activities have been identified and mitigated.	Output indicators Outcome indicators Stakeholder assessments of extent of WFP performance with regard to identification and mitigation of environmental risks Evidence from reviews and other data on extent of WFP performance with regard to identification and mitigation of environmental risks	WFP monitoring data and reports CSP MTR and decentralized evaluations UNDAF and other relevant United Nations entities' monitoring data and reports Stakeholder views	Data collation Document review Semi-structured interviews	Quantitative and qualitative analysis of evidence on WFP performance with regard to identification and mitigation of environmental risks Triangulation
2.2.6 The extent to which WFP programming contributed to the reduction of climate change impacts on hunger	The extent to which design of T-ICSP/CSP programming took reduction of climate change impacts on hunger into account The extent to which implementation of T-ICSP/CSP programming succeeded in following climate change mitigation principles	Output indicators Outcome indicators Stakeholder assessments of extent of WFP performance with regard to identification and mitigation of climate change risks Evidence from reviews and other data on extent of WFP performance with regard to identification and mitigation of climate change risks	WFP monitoring data and reports CSP MTR and decentralized evaluations UNDAF and other relevant United Nations entities' monitoring data and reports Stakeholder views	Data collation Document review Semi-structured interviews	Quantitative and qualitative analysis of evidence on WFP performance with regard to identification and mitigation of climate change risks

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
					Triangulation
2.3 To what extent are the achievements of the CSP likely to be sustainable, in particular from a financial, institutional, technical and environmental perspective?					
2.3.1 Financial sustainability	Ability of Government to meet costs of continuing and expanding support it has developed with WFP through the CSP	Government budget trends and projections, and degree of commitment they show to continuing and expanding support developed with WFP through the CSP	Budget data from Government, International Monetary Fund	Data and document review Semi-structured interviews	Content analysis Triangulation
2.3.2 Institutional sustainability	Ability and commitment of Government and partners to sustain capacity strengthened with WFP through the CSP	Trends and projections regarding government policy and strategic direction, priorities  Approved policies and strategies to support ongoing implementation of activities after end of WFP support  CSP achievements in 'enabling environment' and organisational' domains of CCS  Government staffing trends and projections  CSP achievements in 'individual' domain of CCS	Government policy and strategy statements CSP CCS performance data Government HR data Stakeholder views	Data and document review Semi-structured interviews	Organizational readiness assessment Triangulation
2.3.3 Technical sustainability	Prospects of community and household assets constructed through CSP operating in long term  Prospects of farming systems enhancements introduced	Perception indicators representing technical assessment of community representatives and household beneficiaries (from 0 = minimum sustainability to 5 = maximum sustainability: see Table 21, Annex 10)	Technical reports by WFP and other relevant agencies  Stakeholder views	Document review Semi-structured interviews	Summary, comparison and assessment of available analysis and expert views

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	through CSP remaining technically and financially viable in long term  Prospects of technical infrastructure and systems introduced through CSP remaining fit for purpose in long term	Perception indicators (see above) representing technical assessment of food systems and natural resource management analysts  Perception indicators representing technical assessment of banking and information technology specialists		Focus groups and direct observation	
2.3.4 Environmental sustainability	Extent to which community and household assets constructed through CSP are climate-resilient, that is, resilient to shocks and stresses arising from climate change (for example, changes in rainfall amounts and distribution, nature of precipitation, temperature regimes, frequency, intensity and distribution of flooding events affecting agriculture).	Outcome indicators  Perception indicators (see above) representing technical assessment of community representatives and household beneficiaries  Perception indicators (see above) representing technical assessment of agricultural and environmental analysts	WFP monitoring data  Technical reports by WFP and other relevant agencies  Stakeholder views	Document review  Semi-structured interviews  Direct observation	Summary, comparison and assessment of available analysis and expert views
2.3.5 Transition	Extent to which WFP has agreed transition/handover strategy with Government and/or beneficiaries	Community-, district- or national-level agreements on when and how transition/handover will occur and activities will be sustained	Records of agreements	Document review  Semi-structured interviews	Content analysis  Triangulation
2.4 To what extent did the CSP facilitate more strategic linkages between humanitarian action and development cooperation? <sup>285</sup>					

<sup>285</sup> The CSP focused on a shift to the humanitarian-development nexus and not the peacebuilding dimension of the nexus, which was considered less relevant in the Lesotho context.

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
2.4.1 Extent to which CSP design facilitated progress at the humanitarian-development (-peace) nexus (HD(P))	Internal coherence of CSP with regard to the HD(P) nexus	Cross-references in CSP between humanitarian and developmental activities and operations (saving lives and changing lives)	CSP and related documentation (concept paper, budget revisions)	Document review Semi-structured interviews Focus groups and direct observation	Analysis of cross-references
2.4.2 Extent to which CSP implementation facilitated progress at the humanitarian-development (-peace) nexus	Technical and operational linkages between CSP humanitarian and developmental operations	Practical, functioning linkages between humanitarian interventions and enhanced prospects of sustainable livelihoods for beneficiaries  Evidence of layering/sequencing of interventions at the beneficiary level	Technical reports by WFP and other relevant agencies  Stakeholder views	Document review  Semi-structured interviews	Summary, comparison and assessment of available analysis and expert views
<b>Evaluation Question 3: To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?</b>					
3.1 To what extent were outputs delivered within the intended timeframe?					
3.1.1 Timely implementation of Activities, achievement of outputs	How far in advance implementation schedules were set  Whether implementation schedules were achieved	Calendar of implementation plan finalization dates and related implementation periods  Implementation dates/durations against schedule  Evidence of adjustments and/or mitigating measures/mechanisms deployed to resolve delays, and of extent to which these improved	WFP reports on procurement, cash, food and voucher distribution  WFP reports to donors  WFP project reports, for example, IACOV  Stakeholder views	Document review  Semi-structured interviews  Focus groups and direct observation	Calculation of proportions of operations carried out on schedule or late (and by how long)

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
		<p>timeliness of performance and achievement of output targets</p> <p>Evidence of improvements in timeliness due to innovations, if any</p>			
3.2 To what extent do the depth and breadth of coverage ensure that the most vulnerable to food insecurity benefit from CSP implementation?					
3.2.1 Social inclusion	<p>Whether CSP design and implementation ensured that interventions benefit the most vulnerable and socially marginalized, including the elderly, households headed by women and children, and persons with disabilities</p> <p>Extent to which such efforts have been effective</p>	<p>Extent to which CSP defines and articulates a focus on the most vulnerable and marginalized</p> <p>Whether CSP implementation has demonstrably focused on the most vulnerable and marginalized</p> <p>Beneficiary views on WFP support for the most vulnerable and marginalized</p> <p>Sensitivity of CSP design to vulnerabilities of different groups, including the elderly, households headed by women and children, and persons with disabilities</p>	<p>CSP and budget revisions</p> <p>WFP progress reports</p> <p>Stakeholder views</p>	<p>Document review</p> <p>Semi-structured interviews</p> <p>Focus groups and direct observation</p>	<p>Content analysis</p> <p>Triangulation</p>
3.2.2 Geographic inclusion	<p>Efforts made in CSP design and implementation to ensure that interventions benefit geographically marginalized communities</p> <p>Extent to which such efforts have been effective</p>	<p>Extent to which CSP defines and articulates a focus on geographically marginalized communities</p> <p>Whether CSP implementation has demonstrably focused on geographically marginalized communities</p>	<p>CSP and budget revisions</p> <p>WFP progress reports</p> <p>Stakeholder views</p>	<p>Document review</p> <p>Semi-structured interviews</p>	<p>Content analysis</p> <p>Triangulation</p>

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
3.3 To what extent were WFP's operations cost efficient?					
3.3.1 Cost efficiency	<p>Whether costs per unit of procurement/delivery fall within normal range</p> <p>Extent to which delivery of outputs was within budget</p> <p>Cost efficiency of choices regarding supply sources and implementation modalities</p> <p>Extent to which activities maximized at lowest possible cost, with attention to their quality and externalities</p>	<p>To the extent that data permit, budget analysis to show costs per unit of procurement/delivery, with breakdown for direct support costs, staff costs, transfer costs and implementation costs. Comparison of these unit costs with those for similar activities/operations by other organizations in Lesotho and/or by WFP in comparable southern African countries</p> <p>Comparison of actual delivery costs with budgeted delivery costs</p> <p>Changes in actual delivery costs over time</p> <p>Effect of changes in actual delivery costs on implementation</p>	<p>WFP procurement and other expenditure data</p> <p>Procurement and other expenditure data of similar organizations</p> <p>Stakeholder views</p>	<p>Data and document review</p> <p>Semi-structured interviews</p>	<p>Comparative analysis of procurement and other expenditure data</p> <p>Triangulation</p>
<b>Evaluation Question 4: What are the factors that explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?</b>					
4.1 To what extent has WFP been able to mobilize adequate, timely, predictable, and flexible resources to finance the CSP?					
4.1.1 Adequacy of CSP resourcing	Extent to which country office was able to secure funding required by needs-based plan (NBP), including from innovative sources	Comparison of needs-based plan, implementation plan, available resources and expenditure per year, 2019-2022	WFP budget and other CPB data	<p>Document and data review</p> <p>Semi-structured interviews</p>	Data analysis



Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	Specifically, extent to which country office was able to secure funding related to its activities in agriculture	Percentages IP: NBP; available resources: IP; expenditure: available resources  Evidence of country office mobilizing resources, including within WFP and from other partners  Evidence of funding shortfalls and their consequences for CSP implementation			
4.1.2 Predictability and timeliness of CSP resourcing	Availability of resources at times predicted in agreements between country office and funding sources  Availability of resources at times required for effective implementation of relevant operations	No. of months after predicted date when agreed resources available for country office use  Alignment of dates when resources available for country office use and dates when required for effective implementation of relevant operations	WFP budget and donor relations data and records  Country office and beneficiary informants' analysis of timeliness	Document and data review  Semi-structured interviews	Data analysis  Triangulation
4.1.3 Flexibility of CSP resourcing	Degree to which CSP resourcing earmarked	Level in CSP line of sight to which funding agencies assign CSP resources  Degree to which any form or level of earmarking and conditionality affected CSP	WFP budget and donor relations data and records  Country office informants' analysis of flexibility	Document and data review  Semi-structured interviews	Data analysis  Triangulation
4.2 To what extent did WFP monitoring and reporting systems track and demonstrate progress towards expected outcomes and inform management decisions?					
4.2.1 Efficiency of monitoring and reporting systems	Extent to which CRF outcome indicators can reflect nature of results intended by CSP	Satisfaction of country office management, thematic and M&E staff with corporate results framework (CRF) indicators as comprehensive	WFP Lesotho monitoring data and reports (COMET)  CRF	Document and data review  Semi-structured interviews	Data analysis  Triangulation

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	<p>Extent to which WFP monitoring and reporting systems achieved outcome-level coverage required by CRF</p> <p>Extent to which WFP monitoring and reporting systems provided non-CRF data of value to CSP management</p>	<p>representation of progress being made towards outcomes</p> <p>How completely country office monitoring and reporting systems collected and reported outcome-level data required by CRF</p> <p>Whether country office management, thematic and monitoring and evaluation (M&amp;E) staff considered additional non-CRF data of value to CSP management</p> <p>Whether these additional data collected and reported</p>	Country office informants' analysis of value of CRF and other monitoring and reporting data for CSP management		
4.2.2 Use of monitoring and reporting systems to inform management decisions	Extent to which CSP management decisions demonstrably informed by monitoring and reporting systems	<p>Number of instances where records of management decisions refer to CSP monitoring reports</p> <p>Number of additional instances where informants say that management decisions influenced by CSP monitoring reports</p>	<p>Records of management decisions</p> <p>Information provided by senior country office informants</p>	<p>Document review</p> <p>Semi-structured interviews</p>	<p>Content analysis</p> <p>Triangulation</p>
4.3 How did partnerships with other actors influence performance?					
4.3.1 Number and nature of partnerships	How many partnerships entered into during CSP, for what purpose (resources, knowledge, policy and governance, advocacy, capability)	Numbers and categories of partnerships	WFP performance reports, for example, ACRs	Document and data review	Data analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
4.3.2 Influence of partnerships on performance	Whether and how partnerships for different purposes influenced performance	References to roles of partnerships in WFP performance reports and assessments	WFP performance reports, for example, ACRs  Evaluations and assessments of CSP implementation  Country office and regional bureau informants' analysis of influence of partnerships on performance	Document review  Semi-structured interviews	Content analysis  Triangulation
4.4 To what extent did the country office have appropriate human resources to implement the CSP?					
4.4.1 Numerical sufficiency of WFP Lesotho staffing for CSP implementation	Size and character of WFP Lesotho human resources (HR)	Numbers, gender, categories of staff (including those seconded to positions within the Government)  How staff allocated across country office structure	WFP HR data and reports, including staffing review	Document and data review	Data analysis  Triangulation
4.4.2 Technical adequacy of country office and FO HR for CSP implementation	Whether knowledge and skills of WFP Lesotho HR match the requirements of CSP implementation, in particular for capacity strengthening, SBCC and advocacy work	Skills, qualifications, experience of staff	WFP HR data and reports, including staffing review  Country office and regional bureau informants' analysis of adequacy of WFP Lesotho HR for CSP implementation	Document and data review  Semi-structured interviews	Data analysis  Triangulation
4.5 What are the other factors that can explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?					
4.5.1 Major unforeseen	Identification of disruptions and their influence	Evidence that disruptions affected CSP implementation, for example,	ACRs  LVAC reports	Document review	Content analysis  Triangulation

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
disruptions to implementation	Whether disruptions within or beyond WFP control	indicators of supply chain disruptions, disruptions to activity implementation plans	Independent Fiscal Institute reports on Lesotho economy  Country office informants' assessment of unforeseen disruptions	Semi-structured interviews	
4.5.2. Country office innovations through identifying and undertaking operations not foreseen at design	Extent to which the country office was able to innovate and undertake operations not foreseen at design, including those responding to government requests related to capacity strengthening in M&E not foreseen at CSP design	Records of development and implementation of innovative approaches and operations	WFP budget revisions and progress reports	Document review  Semi-structured interviews	Content analysis  Triangulation
4.5.3 WFP assessment of environment for and prospects of capacity strengthening	Whether WFP accurately assessed the three domains of capacity strengthening and the prospects of CSP implementation achieving sustainable results in each	Assessment of capacity strengthening plans and operations relative to prospects for sustainable results	CSP and budget revisions  Country office and external experts' assessment of environment for and prospects of capacity strengthening	Document and data review  Semi-structured interviews	Content analysis  Triangulation
4.5.4 Beneficiary response to WFP resilience and food systems interventions	Whether WFP accurately assessed beneficiary interest in and likelihood of sustained adoption of CSP resilience and food systems interventions	Assessment of resilience and food systems interventions relative to past and present adoption of such interventions by target groups	CSP and budget revisions  Country office and external experts' assessment of likelihood of sustained adoption of CSP resilience and food systems interventions	Document review  Semi-structured interviews	Content analysis  Triangulation



# Annex 10 Data collection tools

## Introduction

1. This annex records the tools and guidance used during key informant interviews (KIIs), focus group discussions (FGDs) and fieldwork observation.

## Interview guidelines

2. The following interview guides were developed to collect qualitative information from the key stakeholders identified during the inception phase in a targeted manner. These guides take the form of 'semi-structured' checklists. Each proposed question in the guide covers a different question/sub-question of the evaluation matrix. The guides provide some structure to a conversation but are not intended to be read word-for-word and, given time constraints, only a sub-set of questions will be addressed by each informant, with interviewers needing to focus on issues where each interviewee can add most value. The guide also does not provide a comprehensive overview of all questions to be asked. The interviewer will follow up with further questions and clarifications, depending on the responses given. The interviewer will also be free to rephrase questions in order to make them appropriate for different audiences and will omit questions if they are not relevant to the stakeholder being interviewed. However, effort has already been made to identify the questions that will be relevant for different stakeholder groups.

3. All interviews will be confidential, and the evaluation team will take careful measures to ensure that notes on interviews are not seen outside the team. A template will be followed for recording interviews and is included below (Box 2). This provides an opportunity for team members to provide initial analytical comments on the interview, in summary, and also to provide a reminder to the team for issues to probe further and additional stakeholders and documentation/data to follow up on as part of the data collection. All interview notes will be compiled into a searchable compendium to feed into the analysis process.

4. During the semi-structured interviews, the evaluation team will follow the general protocol below:

- **Introduction** (common for all interviews/focus groups). "We are part of an independent consulting company, Mokoro Ltd, and have been contracted by WFP to carry out an external evaluation of its country strategic plan in Lesotho since 2019. Although the CSP cycle started in 2019, the evaluation will also look at WFP's Transitional Interim CSP (January 2018-June 2019) to assess key changes in the approach from the previous country programme over the T-ICSP to the current CSP. The objective of this evaluation is for us to formulate recommendations to contribute to the development of the new WFP country strategic plan for the next few years. We are therefore very interested in hearing your feedback on WFP performance to date, and whether you have any recommendations for WFP's programme."
- Presentation of each participant and evaluation team member. "My name is XXX and my role in the evaluation is xxx".
- Presentation of the methodology, including confidentiality. "All interviews are confidential. The information will be used only in an aggregate form in our report and cannot be attributed to the people interviewed. No interviewee will be identified, except as part of a relationship or list of people interviewed, which will be included at the end of the evaluation document. If you do not wish to be part of this list, you can let us know either now or at a later stage. Participation is completely voluntary. You have every right to decide to participate or not. You can also withdraw from this interview at any point."
- Any questions. "In case of questions or complaints about this evaluation, you can contact WFP-XXX (name). Phone: (xxxxxxx) or Mokoro Ltd (XX, email: XX).
- Presentation of the interview format. "I have some questions to guide our conversation. If there is something that you feel is beyond your experience or knowledge, please let me know. To help the evaluation team remember our conversation today, I will be taking some handwritten notes. However, I will not be recording (audio) the meeting and will not take any photos."
- Introduction of evaluation participants. "Please introduce yourself and provide an overview of your role, your/your organization's interactions with WFP, and how long you've been in your current position".

**Table 21 Interview guideline**

Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
<b>Evaluation Question 1: To what extent is the CSP evidence-based and strategically focused to address the needs of the most vulnerable?</b>						
1.1 To what extent was the CSP informed by existing evidence on the hunger challenges, the food security and nutrition issues prevailing in Lesotho to ensure its relevance at design stage?						
1.1.1 Extent to which CSP design drew on relevant evidence and analysis	<p>How was available evidence used during the design of the T-ICSP and/or CSP?</p> <p>Does WFP continue to support evidence generation to inform its projects/programme design? In which way?</p> <p>Did WFP conduct any capacity assessments prior or during the design of the T-ICSP and/or CSP? What were the key findings?</p> <p>Was the selection of ministries for capacity strengthening activities based on evidence and appropriate? And was the selection of capacity strengthening interventions based on evidence and appropriate?</p> <p>Did WFP use vulnerability assessments and analysis (including gender and disability) to inform design and implementation? In which way?</p> <p>Do you have any comments on the quality of the WFP's gender analysis and their understanding of gender equality and women's empowerment (GEWE)?</p>	X	X	X		

<sup>286</sup> including civil society, academia and private sector

Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
1.2 To what extent is the CSP aligned to national policies and plans and to the SDGs?						
1.2.1 Degree of alignment with national policies and plans	How well aligned is WFP's CSP T-ICSP and/or to national and sectoral development policies, strategies and plans, and how likely is it to contribute to their achievement?  Was the government able to input into the T-ICSP and/or CSP design and revisions? Please provide examples.	X	X			
1.2.2 Degree of alignment with national capacity and capacity gaps	What analysis of relevant national capacity and capacity gaps has been conducted and how has it informed how WFP has partnered with the Government of Lesotho?  How did the Government of Lesotho input into the design of national capacity strengthening interventions undertaken by WFP?  To what extent are the CSP capacity strengthening activities meeting the needs of the Government of Lesotho and contributing to enhancing national capacity?	X	X			
1.2.3 Degree of alignment with the SDGs	With which SDGs was the T-ICSP aligned? In what way? With which SDGs is the CSP aligned? In what way?  How will the T-ICSP results contribute to SDG achievement in Lesotho?  How will the CSP results contribute to SDG achievement in Lesotho?	X	X	X		



Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
1.3 To what extent is the CSP coherent and aligned with the wider UN and includes appropriate strategic partnerships based on the comparative advantage of WFP in the country?						
1.3.1 CSP alignment and coherence with UNDAF 2019-2023	<p>Do you have any comments on WFP's involvement in the UNDAF process and how the T-ICSP fed into the process?</p> <p>In what way is the CSP aligned to United Nations Development Assistance Framework (UNDAF) 2019-2023?</p> <p>In what way have the various CSP budget revisions ensured alignment with UN system priorities (i.e. continued relevance), particularly in regard to crisis response and the COVID-19 pandemic?</p>	X		X		
1.3.2 Nature and purpose of partnerships undertaken by WFP for CSP implementation	Do you think that the WFP CSP adequately capitalises on WFP's comparative advantage? In what way does the CSP consider the comparative advantage of other stakeholders (UN, government, other actors)?	X	X	X		X
1.4 To what extent is the CSP design internally coherent and based on a clear theory of change articulating WFP's role and contributions in a realistic manner and based on its comparative advantage as defined in the WFP Strategic Plan?						
1.4.1 Internal coherence of CSP	<p>Do you think the work of WFP across different activities is coherent?</p> <p>Can you provide examples of linkages across WFP activities during implementation? Do these linkages contributed to achieving the CSP's outcomes?</p> <p>How do WFP ensure coherence between CSP SOs and Activities?</p> <p>How did WFP ensure coherence between SOs and Activities in the T-ICSP and how did this change under the CSP?</p>	X				

Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
1.4.2 Theory of change	<p>There was no formally stated TOC for the CSP. But can you outline the main elements of the causative reasoning that underlay CSP design? How did the T-ICSP feed into this design?</p> <p>Can you identify the main assumptions underlying the causative reasoning that underlay CSP design?</p>	X				
1.4.3 Focus on WFP comparative advantage	<p>What do you see as WFP's comparative advantage in Lesotho?</p> <p>To what extent has WFP's comparative advantage in Lesotho expanded beyond the conventional areas of WFP work?</p>	X	X	X	X	X
1.5 To what extent has WFP's strategic positioning remained relevant throughout the implementation of the CSP considering changing context, national capacities and needs – in particular in response to the needs of the most vulnerable and to the COVID-19 pandemic?						
1.5.1 Changing context	<p>In which way did the T-ICSP and/or CSP adapt and remain relevant in view of changes in the political and institutional context? Please provide examples.</p> <p>In which way did the T-ICSP and/or CSP adapt and respond to external shocks, including COVID-19? Please provide examples.</p> <p>What do you think have been some factors that helped or hindered WFP's ability to adapt the T-ICSP and/or CSP to the changing context?</p> <p>In which areas could WFP's alignment to the country context have been/be improved?</p>	X	X	X	X	

Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
1.5.2 Adjustments in strategic positioning	<p>Have WFP maintained a focus on reaching the most vulnerable, despite adjustments being made to programming in light of the changing context?</p> <p>What changes were made in WFP's strategic direction between the T-ICSP and CSP?</p> <p>Do you think that WFP missed any opportunities to change direction during the CSP implementation?</p>	X	X			
<b>Evaluation Question 2: What is the extent and quality of WFP's specific contributions to Country Strategic Plan Strategic Outcomes in the country?</b>						
2.1 To what extent did WFP Activities and outputs contribute to the expected outcomes of the CSP and to the UNDAF? Were there any unintended results, positive or negative?						
2.1.1 Contribution to CSP SOs	<p>Probe for concrete examples of outcome level achievements with the various stakeholders in relation to the activities they have been involved in.</p> <p>Do you have any comment on whether T-ICSP and CSP activities have contributed to enhanced resilience of beneficiaries? Or on food security of beneficiaries? Or on nutrition security of beneficiaries? Have results varied between different stakeholder groups (men, women, geographic areas, etc)?</p> <p>Do you have any comment on the contribution of WFP's capacity strengthening activities to institutional change within the targeted ministries?</p> <p>What changes have you seen as a result of WFP capacity strengthening activities? Have capacity strengthening activities resulted in changes to stakeholder ownership, national policies, organisational change, or individual capacity/capability within the targeted ministries?</p>	X	X	X		X

Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
2.1.2 Contribution to UNDAF 2019-2023	How has the WFP CSP and WFP coordination with other UN agencies contributed to achievements under the UNDAF? Please give specific examples.	X		X		
2.1.3 Unintended results	Can you give any examples of unexpected or unintended outcomes from WFP T-ICSP and/or CSP activities (positive or negative)?	X	X	X		X
2.2 To what extent did CSP Activities and outcomes contribute to achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender, equity and inclusion, environment, climate change)?						
2.2.1 – 2.2.6 Contribution to CSP cross-cutting aims	<p>Do you think WFP has adequately integrated the following areas into the design and implementation of the CSP: accountability to affected populations (AAP); protection; GEWE; disability and inclusion; environmental impacts and climate change? If not, in which areas were more actions required?</p> <p>Were there any cross-cutting issues that were not considered? Why?</p> <p>Have WFP's implementing partners applied GEWE principles and standards? Please provide examples.</p> <p>To what extent did WFP monitor and report on cross-cutting issues?</p> <p>Did you address cross-cutting issues in your support to government, including training? Which cross-cutting issues? How were cross-cutting issues addressed?</p>	X	X	X	X	X
2.3 To what extent are the achievements of the CSP likely to be sustainable, in particular from a financial, institutional, technical and environmental perspective?						

Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
2.3.1 Financial sustainability	<p>To what extent do you feel WFP work is sustainable? Why?</p> <p>To what extent have the Government been able to meet costs of continuing and expanding support it has developed with WFP through the CSP?</p> <p>Is WFP taking steps to move CSP activities into the government budget? Is this ministry currently funding any of the CSP activities? Could WFP have taken additional actions to improve government funding and budgeting?</p> <p>Are there adequate handover/exit strategies, including financial considerations?</p>	X	X	X	X	
2.3.2 Institutional sustainability	<p>Can you comment on the level of national ownership of CSP activities?</p> <p>Please provide examples of handover and transition arrangements with ministries that are in place.</p>	X	X	X	X	
2.3.3 Technical sustainability	<p>What do you think of the level of community interest in the assets and livelihood training opportunities provided by WFP has provided? What about the quality /durability of the assets? Has WFP taken appropriate steps to ensure technical sustainability of the newly created assets? Please provide examples.</p> <p>On a scale of 0 to 5, where 0 indicates minimum sustainability and 5 indicates optimum sustainability, how would you rank the technical sustainability of the assets that WFP has helped to create?</p>	X	X	X	X	

Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
2.3.4 Environmental sustainability	<p>To what extent have environmental and climate change considerations been integrated in WFP strategies and activities?</p> <p>To what extent are community and household assets constructed through CSP are climate-resilient (i.e. resilient to shocks and stresses arising from climate change, e.g. changes in rainfall patterns)?</p> <p>On a scale of 0 to 5, where 0 indicates minimum sustainability and 5 indicates optimum sustainability, how would you rank the environmental sustainability of WFP strategies, activities and outputs?</p>	X	X	X	X	X
2.4 To what extent did the CSP facilitate more strategic linkages between humanitarian action and development cooperation?						
2.4.1 Extent to which CSP design facilitated progress at the humanitarian-development (-peace) nexus	To what extent did CSP design facilitate progress at the humanitarian-development nexus?	X	X	X	X	X
2.4.2 Extent to which CSP implementation facilitated progress at the humanitarian-development (-peace) nexus	<p>Do you think that there is convergence between humanitarian and development activities within the CSP?</p> <p>Did emergency response activities consider the transition to development work? If so, how</p> <p>Did WFP participate in dialogue and consultations and with partners across the nexus?</p>		X	X	X	X

Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
<b>Evaluation Question 3. To what extent has WFP used its resources efficiently in contributing to Country Strategic Plan outputs and strategic outcomes?</b>						
3.1 To what extent were outputs delivered within the intended timeframe?						
3.1.1 Timely implementation of Activities, achievement of outputs	<p>How far in advance were implementation schedules set? Was the planning stage adequate for the timely implementation of the programmes?</p> <p>Were activities delivered on time? Were there any delays? What was the cause?</p> <p>Were there any mitigating activities put in place to resolve any delays and did these improve the timeliness of performance and achievement of output targets?</p>	X	X	X	X	X
3.2 To what extent do the depth and breadth of coverage ensure that the most vulnerable to food insecurity benefit from CSP implementation?						
3.2.1 Social inclusion	<p>Do you think WFP identified and reached the right beneficiaries?</p> <p>Did WFP interventions benefit any of the following groups? How?</p> <ul style="list-style-type: none"> <li>• vulnerable and socially marginalised</li> <li>• elderly</li> <li>• female-headed households</li> <li>• child-headed households</li> <li>• persons with disabilities</li> </ul> <p>What was the targeting process of selecting WFPs beneficiaries for each activity? Was this appropriate? Are you aware of any inclusion or exclusion errors? Please provide examples. Do you think WFP has taken appropriate steps to correct targeting errors?</p> <p>Did new information from mapping and needs analysis, and/or requests from government lead to major changes in targeting of beneficiaries? In what way?</p>	X	X	X	X	X

Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
3.2.2 Geographic inclusion	<p>What efforts were made in T-ICSP and CSP design and implementation to ensure that interventions benefit geographically marginalised communities? To what extent has this been possible?</p> <p>In what way did WFP support improvements in targeting and coverage of government programmes?</p>	X	X	X		
3.3 To what extent were WFP's operations cost-efficient?						
3.3.1 Cost efficiency	<p>To what extent did WFP incur any additional costs than initially planned? By what amount/percentage?</p> <p>To what extent did WFP supply chain and logistics expertise help to maximise efficiency?</p> <p>Can you give any examples of specific cases where choices were made regarding supply sources and implementation modalities in order to increase cost-efficiency?</p> <p>Did the CO have sufficient capacity to execute the budget?</p>	X	X	X	X	X



Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
<b>Evaluation Question 4: What are the factors that explain WFP performance and the extent to which it has made the strategic shift expected by the Country Strategic Plan?</b>						
4.1 To what extent has WFP been able to mobilise adequate, timely, predictable and flexible resources to finance the CSP?						
4.1.1 Adequacy of CSP resourcing	<p>Did WFP develop a resource mobilisation strategy based on contextual analysis? Is it being implemented?</p> <p>To what extent are the available financial resources sufficient to meet existing needs? What is the funding gap?</p> <p>Are you aware of any drivers of donor decision-making on the financing of the CSP? Please provide examples.</p> <p>Are there any opportunities to either improve the quality of funding or to work within the constraints of existing funding? Please provide examples.</p> <p>Are there any examples of where WFP has been innovative in the sources of funding it has found?</p>	X			X	
4.1.2 Predictability and timeliness of CSP resourcing	<p>To what extent did the financial resources allow WFP to plan and implement activities over the duration of the T-ICSP and CSP?</p> <p>To what extent were financial resources provided on the expected/agreed dates?</p> <p>How has the predictability of funding influenced the achievement of the T-ICSP and CSP objectives?</p>	X				
4.1.3 Flexibility of CSP resourcing	<p>Has earmarking by donors been a problem for the T-ICSP and/or CSP implementation?</p> <p>What were some of the implications of the earmarking of resources to the CSP?</p> <p>To what extent did the financial resources allow WFP to fill gaps in the implementation of the T-ICSP and/or CSP?</p>	X				
4.2 To what extent did WFP monitoring and reporting systems track and demonstrate progress towards expected Outcomes and inform management decisions?						

Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
4.2.1 Efficiency of monitoring and reporting systems	<p>Can WFP M&amp;E systems collect and process data on performance across different activities and SOs?</p> <p>What are the reasons for any gaps in collecting corporate indicators?</p> <p>Have the Country Office taken any innovative approaches to improving the efficiency of monitoring and reporting systems?</p> <p>To what extent do the M&amp;E systems collect information on cross cutting issues, (protection, accountability, gender, equity, disability and environmental considerations)?</p>	X				
4.2.2 Use of monitoring and reporting systems to inform management decisions	<p>What is the frequency and quality of monitoring and reporting?</p> <p>To what extent did the M&amp;E systems allow WFP to identify lessons learned and adapt projects and programmes?</p> <p>Provide an example of when a WFP activity has been adapted based on learning from M&amp;E.</p>	X				
4.3 How did partnerships with other actors influence performance?						
4.3.1 Number and nature of partnerships	How have partnerships evolved since the introduction of the T-ICSP and subsequently the CSP?	X				

Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
4.3.2 Influence of partnerships on performance	<p>In what way has WFP been able to mobilise partnerships in support of (i) individual projects and programmes and (ii) the CSP strategic objectives?</p> <p>To what extent has the performance of WFP CSP activities been based on leveraging the comparative advantage of other agencies to achieve the CSP results?</p> <p>Have the partnerships been sustained over time?</p> <p>To what extent has WFP has engaged in partnerships that have contributed to (i) capacity strengthening, (ii) gender, equity, inclusion, and environmental priorities, and (iii) protection and accountability?</p>	X	X	X		X
4.4 To what extent did the CO have appropriate human resources to implement the CSP?						
4.4.1 CO and FO staffing data	<p>Do you think WFP CO has the right structure in terms of positions to implement the CSP?</p> <p>Is the number of staff sufficient?</p> <p>Is the staff balanced from a gender point of view?</p>	X				
4.4.2 Adequacy of CO and FO HR for CSP implementation	<p>What is your opinion on the capacity and capability of WFP staff? Does WFP staff have the right capacity/skills? Any gaps in terms of capacity/skills?</p> <p>To what extent was WFP CO successful in retaining key staff and minimising turnover?</p> <p>Specifically, does the WFP Country Office have the right skills to deliver capacity strengthening and advocacy work?</p>	X	X	X	X	

Interview topics/questions	Probing questions	WFP staff	Government	UN agencies	Donors	Implementing partners <sup>286</sup>
4.5 What are the other factors that can explain WFP performance and the extent to which it has made the strategic shift expected by the Country Strategic Plan?						
4.5.1 Major unforeseen disruptions to implementation	<p>What were the external factors that enabled/hindered the CSP's implementation? Probe for the following:</p> <ul style="list-style-type: none"> <li>• Constraints in government spending</li> <li>• Rising prices</li> <li>• Unexpected health/environmental/political crises</li> <li>• Government coordination</li> <li>• Government capacity/ownership</li> <li>• WFP capacity/ownership</li> <li>• Funding environment</li> </ul>	X				
4.5.2 CO innovations through identifying and undertaking operations not foreseen at design	<p>To what extent was WFP able to innovate and undertake operations not foreseen at design, including those responding to Government requests?</p> <p>Can you think of ways in which WFP has been innovative in the ways that it undertakes operations? Please give examples.</p> <p>Are there any areas where you think WFP could have been more innovative? Please give examples. What are the reasons for WFP not being more innovative in these cases?</p>	X	X	X		X
4.5.3 WFP assessment of environment for and prospects of capacity strengthening	Have there been any barriers constraining WFP's engagement and prospects in capacity strengthening?	X				
4.5.4 Beneficiary response to WFP resilience and food systems interventions	How has WFP accurately assessed beneficiary interest in and likelihood of sustained adoption of CSP resilience and food systems interventions?	X				

## **Format for interview notes and managing interview data**

5. Box 2 shows the format for interview notes. Completed notes were compiled in a confidential compendium, restricted to team members. Each interview was given a random meeting note number (MN #), so that team members could reference notes as sources of evidence, with disclosing the identity of interviewees.

6. Evidence recorded in the interview notes has been systematically coded into an evidence matrix. Data were coded according to the questions and sub-questions of the evaluation matrix, as well as according to CSP activity number. This ensured that all interview evidence has been duly considered and triangulated when synthesizing the responses to evaluation questions and sub-questions.

## Box 2 Format for interview notes

<b>Date of Interview:</b>		<b>MN #:</b>		
<b>Location:</b>				
<b>Team members present:</b>				
<b>Notes by:</b>		<b>Date completed:</b>		
Interviewees				
Name (first name, last name)	m/f	Designation (position/unit)	Organisation	Contact (email/phone)

### Background

*Interviewee's general background; Nature and dates of interviewee's involvement with WFP Lesotho and the CSPE.*

### High-level take aways

- Summarise the key take-aways here.

### Questions to follow up/questions we haven't been able to ask and need to ask next time or explore with another informant (indicate who)

- Include questions here.

### Topics

*Record responses by topic with clear headings, not necessarily in chronological sequence of discussion. Make clear when a direct quote is recorded. Add headings and sub-headings as needed and/or record against evaluation criteria.*

#### Key topic

Notes here

#### Key topic

Notes here

### Data/documents provided/recommended

*Seek full references for documents not already in evaluation team library.*

- 

### Other proposed follow-up

*e.g. other interviewees recommended (obtain full contact details) / proposals on consultation and dissemination etc.*

## Fieldwork checklist for focus group discussions, observation and stakeholder consultations

7. The checklist in Table 22 below provides a list of areas to cover through observation, focus group discussions and consultations with field-level stakeholders. They seek to gather data on the performance of the CSP from the perspective of individual activities. Table 23 below provides guiding questions for beneficiaries.

**Table 22 Areas for investigation during site visits (including through observations, focus group discussions and consultations with field-level stakeholders)**

Area for investigation	Observation	Beneficiary FGD	Field level stakeholders
<b>Asset creation (communal and household)</b>			
Community involvement in selecting the type and location of asset (communal and household assets)		x	x
Use of guidelines/technical manuals for assets			x
Involvement of different groups (men, women, elderly, people living with disability) in asset	x	x	x
Community contribution		x	x
Participation in training		x	x
Effectiveness of the training		x	x
Technical support mobilized to supervise construction of the assets		x	x
Quality of the asset(s) created	x	x	x
Utilization of the assets to improve livelihoods		x	x
Quality of management of the assets	x	x	x
Impact of household/community food and nutrition security		x	x
Sustainability of assets		x	x
Internal and external linkages with other activities (e.g. financial inclusion, agricultural production, market access, food safety and quality, school feeding)		x	x
Mainstreaming of nutrition (nutrition education / training session; messages shared by WFP and other partners)		x	x
Any changes in behaviour / practices as a result of the nutrition knowledge gained		x	x
Any challenges putting those nutrition messages into practice? If so, could WFP/ implementing partner have done anything differently to support them?		x	x
Impacts of external factors on asset-creation activities: COVID-19, environmental shocks		x	x
General challenges		x	x
Feedback mechanisms		x	x
Lessons and recommendations		x	x
<b>Home-grown school feeding (HGSF)</b>			
Use of guidelines/technical manuals for home-grown school feeding			x
School capacities to implement HGSFP (financing, human resources, systems etc)			x
School infrastructure for HGSF	x	x	x
Menu (and any changes over time)			
Outcomes of home-grown school feeding programme		x	x
Role of WFP – training etc			x
Role of Government – training, financing, monitoring etc.			x
Links to smallholder farmers			x
Challenges		x	x
Feedback mechanisms		x	x
Lessons and recommendations		x	x

Area for investigation	Observation	Beneficiary FGD	Field level stakeholders
<b>Support to smallholder farmers (SHFs)</b>			
Selection criteria		x	x
Links to resilience and other activities (internal and external)		x	x
Relevance and effectiveness of support (training, inputs, and market linkages) provided		x	x
Types of support most valued		x	x
Involvement of other partners (government, NGOs, private sector in activities)		x	x
Results achieved for SHFs (productivity, incomes, food security, knowledge and practices, cooperatives and markets) and how these are linked to WFP support and support from other partners	x	x	x
Mainstreaming of nutrition (nutrition education / training and messaging) and gender (training etc)		x	x
Any changes in behaviour / practices as a result of the nutrition knowledge gained		x	x
Feedback mechanisms		x	x
Challenges	x	x	x
Lessons and recommendations		x	x
<b>Crisis response (cash/vouchers)</b>			
Targeting criteria and process		x	x
Targeting issues/errors		x	x
Targeting of most vulnerable		x	x
Details on the support – cash/voucher amount and restrictions		x	x
Use of cash/voucher (items, consumption, savings, investment)		x	x
Access to retailers	x	x	x
Outcomes: food and nutrition security, livelihoods, behaviour change (nutrition knowledge)	x	x	x
Predictability and reliability of assistance		x	x
Monitoring and accountability measures			x
Feedback mechanisms		x	x
Government involvement			x
Links with other WFP interventions		x	x
Challenges		x	x
Lessons and recommendations		x	x



**Table 23 Beneficiary question guide**

Area for investigation	Guidance questions
Asset creation (communal and household)	
Community involvement in selecting the type and location of asset (communal and household assets)	<ul style="list-style-type: none"> <li>• Please describe to us how long the community have been involved in creation/maintenance of this asset?</li> <li>• How did the community involvement come about? Were the community involved in the selection and location of the asset?</li> <li>• Who from the community was involved in the decision making?</li> <li>• Could anything have been done differently in selecting the asset?</li> </ul>
Involvement of different groups (men, women, elderly, people living with disability) in asset	<ul style="list-style-type: none"> <li>• Please describe how your group functions: is there a committee? Who is the leader? How was a committee/leader selected? Are there men, women, elderly, PLWD involved in the committee?</li> <li>• Who is involved in creating/maintaining the asset? Are there men/women/elderly/youth/PLWD involved? How were these people involved identified?</li> <li>• Do you believe that the right people were selected to be involved in activities related to this asset? Why?</li> </ul>
Community contribution	<ul style="list-style-type: none"> <li>• What is the community's role in creating/maintaining this asset?</li> <li>• How many hours does each community member contribute?</li> <li>• Are there any issues in ensuring community contribution to the asset?</li> </ul>
Participation in training	<ul style="list-style-type: none"> <li>• Have you received any training related to this asset?</li> <li>• Who provided you with this training? Was it the Government, WFP, or another provider?</li> <li>• What did the training involve? (content, number of hours, number of participants etc.)</li> </ul>
Effectiveness of the training	<ul style="list-style-type: none"> <li>• Was the training helpful? What could be done better?</li> <li>• What has the training helped you to achieve?</li> <li>• Is there any training that you/your community would benefit from that you haven't received?</li> </ul>
Technical support mobilised to supervise construction of the assets	<ul style="list-style-type: none"> <li>• Who supervised the construction of this asset?</li> </ul>
Quality of the asset(s) created	<ul style="list-style-type: none"> <li>• Please describe how the asset benefits your community and whether there are any issues with the asset?</li> <li>• If there are any issues, please explain the reasons (e.g. lack of maintenance, poor quality in initial design etc)?</li> </ul>
Utilisation of the assets to improve livelihoods	<ul style="list-style-type: none"> <li>• How has the asset benefitted your own individual households?</li> <li>• How has the asset benefitted your wider community?</li> <li>• Can you give any specific examples of how the asset has improved your own livelihood?</li> </ul>
Quality of management of the assets	<ul style="list-style-type: none"> <li>• How well does the management of the asset function? Are there any issues?</li> <li>• Who is responsible for ensuring the assets are well maintained?</li> <li>• Who does the community report any issues to if they arise?</li> <li>• What role do the Government play in the management of the assets? What role do WFP play in the management of the assets?</li> </ul>
Impact of household/community food and nutrition security	<ul style="list-style-type: none"> <li>• How has your involvement in this asset affected your ability to produce food for your household? Has it changed which foods you produce? Please specify the types of food you produce?</li> <li>• What challenges did you face before you were involved in this activity in terms of food security? How has your involvement in this asset affected your household food security?</li> </ul>
Sustainability of assets	<ul style="list-style-type: none"> <li>• How are these assets maintained? Who by? What incentive is there to maintain the assets?</li> <li>• In the future, when you are no longer involved in this assets programme, who will maintain this asset? Will you or your community continue to maintain the asset? What challenges will you face, if any, in maintaining the asset going forward?</li> </ul>

Area for investigation	Guidance questions
Internal and external linkages with other activities (e.g. financial inclusion, agricultural production, market access, food safety and quality, school feeding)	<ul style="list-style-type: none"> <li>• Are you/members of your groups supported by any other WFP activities? Which ones?</li> <li>• How were you selected for these other activities?</li> <li>• How do these other activities support your livelihood?</li> </ul>
Mainstreaming of nutrition (nutrition education / training session; messages shared by WFP and other partners)	<ul style="list-style-type: none"> <li>• Have you received any messaging/training from WFP or the Government of Lesotho relating to nutrition? Please explain what you have received?</li> </ul>
Any changes in behaviour / practices as a result of the nutrition knowledge gained	<ul style="list-style-type: none"> <li>• What benefit did this messaging/training bring? Did it result in any changes for you or your community?</li> </ul>
Any challenges putting those nutrition messages into practice? If so, could WFP/ implementing partner have done anything differently to support them?	<ul style="list-style-type: none"> <li>• Any challenges putting those nutrition messages into practice? If so, could WFP/ implementing partner have done anything differently to support them?</li> </ul>
Impacts of external factors on asset-creation activities: COVID-19, environmental shocks	<ul style="list-style-type: none"> <li>• How did COVID-19 affect these activities?</li> <li>• How have other shocks affected these activities, including drought or floods?</li> <li>• Did involvement in these activities help you withstand the effects of these shocks?</li> </ul>
General challenges	<ul style="list-style-type: none"> <li>• Do you have any other challenges faced that you wish to share?</li> </ul>
Feedback mechanisms	<ul style="list-style-type: none"> <li>• Who do you report any concerns/issues/challenges with?</li> <li>• How do you feedback to WFP or the Government of Lesotho if there are any issues?</li> <li>• How quickly do they respond to any feedback you share?</li> </ul>
Lessons and recommendations	<ul style="list-style-type: none"> <li>• Do you have any recommendations for WFP activities going forward?</li> </ul>
<b>Homegrown school feeding</b>	
Menu (and any changes over time)	<ul style="list-style-type: none"> <li>• Please describe the school feeding menu and how it has changed since the homegrown school feeding programme start.</li> </ul>
Outcomes of home grown school feeding programme	<ul style="list-style-type: none"> <li>• What benefits has involvement in the home grown school feeding programme brought to your school, community, and students, including their households?</li> <li>• Please describe what changes you have seen specifically related: <ul style="list-style-type: none"> <li>• Nutritional intake of students (for girls, boys)</li> <li>• Educational attainment of students (for girls, boys)</li> <li>• School attendance (for girls, boys)</li> <li>• Nutritional balance of school meals</li> <li>• Supply of produce for school meals</li> </ul> </li> <li>• Are there any areas where you think the home grown school feeding programme could be improved to bring additional benefits to your school, community, students?</li> </ul>
Challenges	<ul style="list-style-type: none"> <li>• Do you have any other challenges faced that you wish to share?</li> </ul>
Feedback mechanisms	<ul style="list-style-type: none"> <li>• Who do you report any concerns/issues/challenges with?</li> <li>• How do you feedback to WFP or the Government of Lesotho if there are any issues?</li> <li>• How quickly do they respond to any feedback you share?</li> </ul>

Area for investigation	Guidance questions
Lessons and recommendations	<ul style="list-style-type: none"> <li>Do you have any recommendations for WFP activities going forward?</li> </ul>
<b>Support to smallholder farmers</b>	
Selection criteria	<ul style="list-style-type: none"> <li>How long have you been involved in this programme?</li> <li>How were you identified to be involved in this programme?</li> </ul>
Links to resilience and other activities (internal and external)	<ul style="list-style-type: none"> <li>Were you involved in any other activities supported by WFP? Or by any other actors (e.g. NGOs or Government)? Please describe your involvement in these activities and how they have supported/linked your involvement in the current programme?</li> </ul>
Relevance and effectiveness of support (training, inputs, and market linkages) provided	<ul style="list-style-type: none"> <li>Please describe the training that you have received. Who provided this training? What did it involve? When/how often did the training take place?</li> <li>How useful was the training that you have received?</li> <li>Was there any follow up to the training?</li> <li>What has the training helped you to achieve on your farm? Please describe any changes in your agricultural practices as a result of training.</li> <li>What other support have you received? When was this support received?</li> <li>Has the support helped you access any new markets? Please describe.</li> <li>Has the support received been relevant to your needs? Were you asked in advance of training what support you would find most useful? What support did you request?</li> </ul>
Types of support most valued	<ul style="list-style-type: none"> <li>Please identify up to three areas of support/training that you have received that you have found most valuable? Why? What impact has this support had on your livelihood?</li> </ul>
Involvement of other partners (government, NGOs, private sector in activities)	<ul style="list-style-type: none"> <li>Please describe other actors (NGOs/Government) that have supported you? How well do these different actors, including WFP, work together? Do you receive the same support from more than one actor? Is the support from the different actors complementary?</li> </ul>
Results achieved for SHFs (productivity, incomes, food security, knowledge and practices, cooperatives and markets) and how these are linked to WFP support and support from other partners	<ul style="list-style-type: none"> <li>Please describe what changes you have seen specifically related to your: <ul style="list-style-type: none"> <li>Household income</li> <li>Household food security</li> <li>Household ability to withstand shocks (climatic, COVID-19 etc)</li> <li>Knowledge of agricultural practices</li> <li>Access to markets/cooperatives</li> <li>Overall production</li> <li>Production of new/improved crops</li> </ul> </li> <li>Please describe your responses to the above and specifically the support received (and from whom) that led to this change.</li> </ul>
Mainstreaming of nutrition (nutrition education / training and messaging) and gender (training etc)	<ul style="list-style-type: none"> <li>Have you received any messaging/training from WFP or the Government of Lesotho relating to nutrition? Please explain what you have received?</li> </ul>
Any changes in behaviour / practices as a result of the nutrition knowledge gained	<ul style="list-style-type: none"> <li>What benefit did this messaging/training bring? Did it result in any changes for you or your community?</li> </ul>
Feedback mechanisms	<ul style="list-style-type: none"> <li>Do you have any other challenges faced that you wish to share?</li> </ul>
Challenges	<ul style="list-style-type: none"> <li>Who do you report any concerns/issues/challenges with?</li> <li>How do you feedback to WFP or the Government of Lesotho if there are any issues?</li> <li>How quickly do they respond to any feedback you share?</li> </ul>
Lessons and recommendations	<ul style="list-style-type: none"> <li>Do you have any recommendations for WFP activities going forward?</li> </ul>

Area for investigation	Guidance questions
Crisis response (cash/vouchers)	
Targeting criteria and process	<ul style="list-style-type: none"> <li>• How long have you been receiving cash/voucher support from WFP?</li> <li>• Is this the first time you received support?</li> <li>• How were you identified to receiving this support?</li> </ul>
Targeting issues/errors	<ul style="list-style-type: none"> <li>• Are the right people in your community being reached by this cash/voucher support from WFP? If there are any gaps in who can receive this support, please explain.</li> </ul>
Targeting of most vulnerable	<ul style="list-style-type: none"> <li>• Who in your community receives cash/voucher support from WFP? Are any of the following groups included: <ul style="list-style-type: none"> <li>○ Female-headed households</li> <li>○ Youth</li> <li>○ Orphans/vulnerable children</li> <li>○ Elderly</li> <li>○ People living with disabilities</li> <li>○ The poorest members of your community</li> </ul> </li> </ul>
Details on the support – cash/voucher amount and restrictions	<ul style="list-style-type: none"> <li>• Please describe the cash/voucher support that you receive: <ul style="list-style-type: none"> <li>○ How much do you receive?</li> <li>○ For how many months per year do you receive the support?</li> <li>○ On what date do you receive the transfer each month?</li> <li>○ If you receive cash, do you receive any advice/guidance on what to spend the cash on?</li> <li>○ If you receive a voucher, what are you able to spend the voucher on? Where can you spend the voucher? Are there any issues with this?</li> </ul> </li> </ul>
Use of cash/voucher (items, consumption, savings, investment)	<ul style="list-style-type: none"> <li>• Please explain what you spend your transfer on. Does this vary between months or is it always the same?</li> </ul>
Access to retailers	<ul style="list-style-type: none"> <li>• Do you have any issue in accessing retailers to spend your cash/voucher? Are there any gaps in products that can be supplied? Please explain.</li> </ul>
Outcomes: food and nutrition security, livelihoods, behaviour change (nutrition knowledge)	<ul style="list-style-type: none"> <li>• Please describe what changes you have seen specifically related to your: <ul style="list-style-type: none"> <li>○ Household income</li> <li>○ Household food security</li> <li>○ Household ability to withstand shocks (climatic, COVID-19 etc)</li> <li>○ Household access to nutritious foods</li> <li>○ Knowledge of household about nutritious foods</li> <li>○ Participation of household in different livelihood activities</li> <li>○ Access of children in household to education</li> <li>○ Role of women or men in your household decision making</li> </ul> </li> </ul>
Predictability and reliability of assistance	<ul style="list-style-type: none"> <li>• Is the communication clear to you in explaining when and how much you will receive in your transfer?</li> <li>• Have there been any issues in receiving your transfer? Please explain and identify how these issues were resolved?</li> <li>• Are there any months when transfers were not received? Why was this the case?</li> </ul>
Feedback mechanisms	<ul style="list-style-type: none"> <li>• Do you have any other challenges faced that you wish to share?</li> </ul>
Links with other WFP interventions	<ul style="list-style-type: none"> <li>• Are you/members of your household supported by any other WFP activities? Which ones?</li> <li>• How were you selected for these other activities?</li> <li>• How do these other activities support your livelihood?</li> </ul>
Challenges	<ul style="list-style-type: none"> <li>• Who do you report any concerns/issues/challenges with?</li> <li>• How do you feedback to WFP or the Government of Lesotho if there are any issues?</li> <li>• How quickly do they respond to any feedback you share?</li> </ul>
Lessons and recommendations	<ul style="list-style-type: none"> <li>• Do you have any recommendations for WFP activities going forward?</li> </ul>

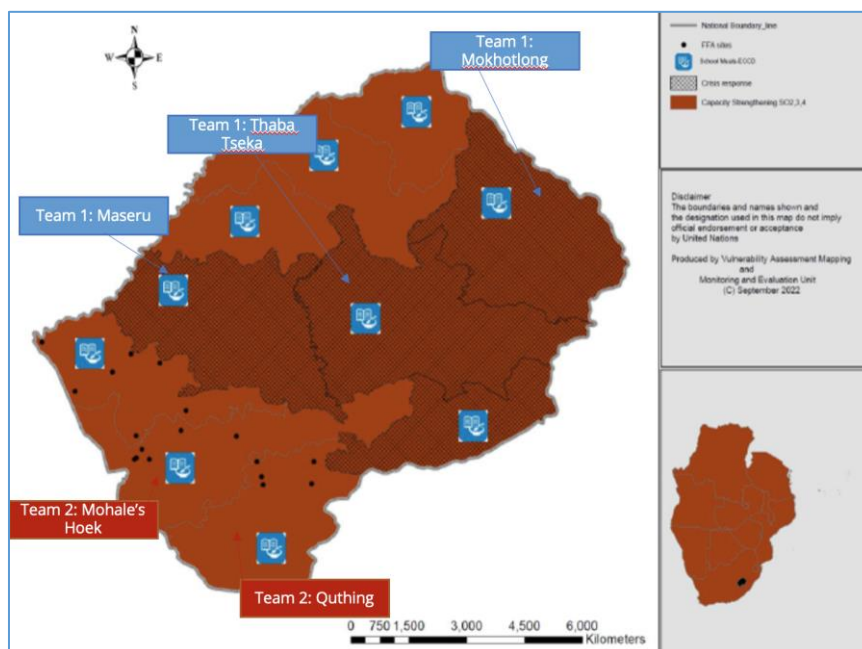
# Annex 11 Fieldwork agenda

**Table 24 Schedule for data collection mission**

Date	Team 1 (Raselimo and Zoe) [Maseru, Thaba Tseka and Mokhotlong]	Team 2 (Tsedi, Nick and Tal) [Mohale's Hoek and Quthing]
Sunday 23 April	International team members arrive in Maseru	
Monday 24 April	Morning: <ul style="list-style-type: none"> <li>FNCO</li> <li>IOM Lesotho</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>WFP M&amp;E</li> </ul>	Morning: <ul style="list-style-type: none"> <li>Lesotho Red Cross</li> <li>Department of Nutrition, Ministry of Agriculture and Food Security</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>WFP M&amp;E</li> </ul>
Tuesday 25 April	Morning: <ul style="list-style-type: none"> <li>Ministry of Trade and Industry</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>WFP Activity 2 Manager</li> </ul>	Afternoon: <ul style="list-style-type: none"> <li>World Vision</li> <li>Christian Relief Services</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>WFP Activity 2 Manager</li> </ul>
Wednesday 26 April	Morning: <ul style="list-style-type: none"> <li>Ministry of Education</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>UNFPA</li> </ul>	Morning: <ul style="list-style-type: none"> <li>Department of Marketing, Ministry of Agriculture and Food Security</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>UNFPA</li> </ul>
Thursday 27 April	Morning: <ul style="list-style-type: none"> <li>Ministry of Social Development</li> <li>Ministry of Forestry</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>WFP Activity 1 Manager</li> <li>TJ General, NMA</li> </ul>	Morning: <ul style="list-style-type: none"> <li>Ministry of Education Area School Extension Officer, Mafeteng</li> <li>LMS</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>DMA</li> <li>Ruelle, NMA</li> </ul>
Friday 28 April	Morning: <ul style="list-style-type: none"> <li>Vodacom</li> <li>United Nations Resident Coordinator's Office</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>Standard Bank Lesotho</li> <li>WFP Supply Chain</li> </ul>	Morning: <ul style="list-style-type: none"> <li>Prime Minister's Office</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>WFP Supply Chain</li> </ul>
Saturday 29 April	Rest day	Rest day
Sunday 30 April	Rest day	Rest day
Monday 1 May	Travel to Mokhotlong district ( <i>detailed district schedule in separate table</i> ) Mokhotlong district ( <i>detailed district schedule in separate table</i> )	Travel to Mohale's Hoek district ( <i>detailed district schedule in separate table</i> ) Mohale's Hoek district ( <i>detailed district schedule in separate table</i> )
Tuesday 2 May	Mokhotlong district ( <i>detailed district schedule in separate table</i> ) Morning: Remote interview with UNICEF country representative, Lesotho	Mohale's Hoek district ( <i>detailed district schedule in separate table</i> )
Wednesday 3 May	Travel to Thaba-Tseka district from Mokhotlong district ( <i>detailed district schedule in separate table</i> )	Travel to Quthing district from Mohale's Hoek district ( <i>detailed district schedule in separate table</i> )

Date	Team 1 (Raselimo and Zoe) [Maseru, Thaba Tseka and Mokhotlong]	Team 2 (Tsedi, Nick and Tal) [Mohale's Hoek and Quthing]
Thursday 4 May	Thaba-Tseka district ( <i>detailed district schedule in separate table</i> )	Quthing district ( <i>detailed district schedule in separate table</i> )
Friday 5 May	Thaba-Tseka district ( <i>detailed district schedule in separate table</i> )	Quthing district ( <i>detailed district schedule in separate table</i> )
Saturday 6 May	Return to Maseru	
Sunday 7 May	Rest day	
Monday 8 May	Morning <ul style="list-style-type: none"> <li>• WFP M&amp;E team</li> <li>• WFP Activity 4 Manager</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>• WFP Activity 3/Vulnerability, Analysis and Mapping (VAM) team</li> <li>• WFP Cross-Cutting Lead (gender and protection)</li> </ul>	
Tuesday 9 May	Morning: <ul style="list-style-type: none"> <li>• WFP HR team</li> <li>• Urban response fieldwork: Maseru (two FGDs with crisis response beneficiaries)</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>• IACOV team</li> </ul>	
Wednesday 10 May	Morning: <ul style="list-style-type: none"> <li>• Informative Media House</li> </ul> Afternoon <ul style="list-style-type: none"> <li>• WFP Finance and Admin team</li> </ul>	
Thursday 11 May	Morning: <ul style="list-style-type: none"> <li>• WFP Activity 5 Manager</li> <li>• WFP Activity 6 Manager</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>• WFP Country Director</li> </ul>	
Friday 12 May	Morning: <ul style="list-style-type: none"> <li>• UNDP Lesotho</li> <li>• Exit debrief with Lesotho country office and Country Director</li> </ul> Afternoon: <ul style="list-style-type: none"> <li>• Team debrief</li> </ul>	
Saturday 13 May	International team members depart from Maseru	
Monday 15 May – Friday 26 May	Remote interviews: <ul style="list-style-type: none"> <li>• Adaptation Fund focal point, WFP HQ</li> <li>• ECHO</li> <li>• World Bank</li> <li>• WFP Lesotho Deputy Country Director</li> <li>• WFP Supply Chain Assistant, Thaba-Tseka</li> <li>• DMA Quthing focal-point</li> <li>• WFP Lesotho Budget and Programming Officer</li> <li>• WFP Lesotho Communications, Advocacy and Reporting Team</li> </ul>	

**Map 3 District fieldwork locations**



**Table 25 Proposed detailed district-level fieldwork itinerary**

Date	Team 1 – Raselimo and Zoe Maseru, Thaba Tseka and Mokhotlong	Team 2 – Tsed, Nick and Tal Mohale's Hoek and Quthing
Monday 1 May	<p><b>Morning:</b> Travel to Mokhotlong district</p> <p><b>Afternoon:</b> KIIs with WFP field office staff</p>	<p><b>Morning:</b> Travel to Mohale's Hoek district</p> <p><b>Afternoon:</b> KIIs with:</p> <ul style="list-style-type: none"> <li>• WFP field office staff.</li> </ul>
Tuesday 2 May	<p><b>Morning:</b> Courtesy call, District Administrator's Office, Mokhotlong</p> <p>KIIs with Agricultural extension staff, Mokhotlong District (Agric. Phahameng resource centre)</p> <p>Site visit Thaba Ntso primary school feeding in Mokhotlong district (Mphokojoane Council), including KII with Principal and School Feeding Manager</p> <p>KII with local leadership, Mphokokoane Council</p> <p><b>Afternoon:</b> Group discussion with crisis response recipients in Mokhotlong district (Mangaung, Mphokojoane Council)</p> <p>KII with retailers Mphokojoane Council</p>	<p><b>Morning:</b> Travel to Lithakaling Community</p> <p><b>Afternoon:</b> Site visits at Lithakaling Community for FFA (brush control, land rehabilitation, tree planting), household asset participants (vegetable and fruit production), and smallholder farmers.</p> <p>FGDs with:</p> <ul style="list-style-type: none"> <li>• FFA participants</li> <li>• Household asset participants</li> <li>• Smallholder farmers</li> </ul>

Date	Team 1 – Raselimo and Zoe Maseru, Thaba Tseka and Mokhotlong	Team 2 – Tsedi, Nick and Tal Mohale's Hoek and Quthing
Wednesday 3 May	<p><b>Early morning:</b></p> <p>Group discussion/ KIIs with district officials and recipients of capacity strengthening in Mokhotlong district</p> <p><b>Morning:</b></p> <p>KIIs with Libibing resource centre extension staff, Mokhotlong district (Libibing Council)</p> <p>Site visit ECCD feeding in Mokhotlong district (Libibing Council), including KII with leadership/administrators</p> <p><b>Afternoon:</b></p> <p>Travel to Thaba-Tseska district</p>	<p><b>Morning:</b></p> <p>KIIs with:</p> <ul style="list-style-type: none"> <li>• Ministry of Agriculture</li> <li>• Food Management Unit</li> </ul> <p><b>Early Afternoon:</b></p> <p>Site visit at Ha Maphohloane Community for (FFA (brush control, land rehabilitation, tree planting), household asset participants (vegetable and fruit production), and smallholder farmers.</p> <p>KII with:</p> <ul style="list-style-type: none"> <li>• Community Group Foreman</li> </ul> <p><b>Late Afternoon:</b></p> <p>Travel to Quthing District</p>
Thursday 4 May	<p><b>Morning:</b></p> <p>Courtesy call, District Administrator's Office, Thaba-Tseka</p> <p>KIIs with district officials and recipients of capacity strengthening in Thaba-Tseka district (Thaba-Tseka town)</p> <p><b>Afternoon:</b></p> <p>KIIs with district officials and recipients of capacity strengthening in Thaba-Tseka district (Thaba-Tseka town)</p>	<p><b>Morning:</b></p> <p>KIIs with:</p> <ul style="list-style-type: none"> <li>• Ministry of Agriculture</li> <li>• Ministry of Forestry</li> <li>• Ministry of Education</li> </ul> <p><b>Afternoon:</b></p> <p>Site visit primary school feeding at Villa Maria Primary School</p> <p>KII with:</p> <ul style="list-style-type: none"> <li>• School leadership/administrators</li> </ul> <p>Site visit ECCD feeding at Mokanametsong pre-school</p> <p>KII with:</p> <ul style="list-style-type: none"> <li>• ECCD Leadership/administrators</li> </ul>
Friday 5 May	<p><b>Morning:</b></p> <p>First group discussion with crisis response recipients in Thaba-Tseka district (Ha Nakeli Village, Mohlanapeng Council)</p> <p>First KII with retailer, Mohlanapeng Council</p> <p>Second group discussion with crisis response recipients in Thaba-Tseka district (Ha Nakeli Village, Mohlanapeng Council)</p> <p>Second KII with retailer, Mohlanapeng Council</p> <p><b>Afternoon:</b></p> <p>Site visit ECCD feeding in Thaba-Tseka district (Ha Nakeli Village, Mohlanapeng Council), including KII with leadership/administrators</p> <p>Site visit primary school feeding in Thaba-Tseka district (Mohlanapeng Primary School), including KII with leadership/administrators</p>	<p><b>Morning</b></p> <p>Travel to Ha Mohlakoana Community</p> <p>Site visits for FFA (brush control), household asset participants (vegetable and livestock production), and smallholder farmers.</p> <p><b>Early Afternoon:</b></p> <p>FGDs with:</p> <ul style="list-style-type: none"> <li>• FFA participants</li> <li>• Smallholder farmers</li> <li>• SBCC beneficiaries</li> </ul> <p>KIIs with:</p> <ul style="list-style-type: none"> <li>• Community Nutrition Leader</li> <li>• Extension staff</li> </ul> <p><b>Late Afternoon:</b></p> <p>Return to Maseru</p>
Saturday 6 May	Return to Maseru (early)	Return to Maseru
Sunday 7 May	Rest day	Rest day



# Annex 12 People interviewed

Name	Sex	Position	Organisation
<b>Regional Level</b>			
Vanessa Almengor	f	Programme Officer	WFP RBJ
Ashraful Amir	m	Programme Policy Officer, Resilience	WFP RBJ
Essie Bande	f	Partnerships Officer	WFP RBJ
Chipo Chipudhla	f	Programme Policy Officer, Country Capacity Strengthening	WFP RBJ
Atsuvi Gamli	m	Programme Officer	WFP RBJ
Annmarie Isler	f	Programme Officer, Integrated Programme Design	WFP RBJ
Oratile Khama	f	Senior Government Partnerships Officer	WFP RBJ
James Kingori	m	Regional Nutrition Advisor	WFP RBJ
Timongwe Machiwenyika	m	Programme and Policy Officer	WFP RBJ
Bhekithemba Ncube	m	Programme Policy Officer, CBT	WFP RBJ
<b>National Level</b>			
Kris Ozar	m	Markets Monitoring	Catholic Relief Services
Koloti Mamoyaku	f	District Disaster Management Manager	Disaster Management Authority
Makhotso Mahosi	f	Acting CEO	Disaster Management Authority
Retselitsoe Molefe	m	District Disaster Management Manager	Disaster Management Authority
Setori Lejana	f	LVAC member; District Disaster Management Officer	Disaster Management Authority
Thabo Pitso	m	Senior Economic Planner	Disaster Management Authority
Thapelo Rankoe	m	LVAC member; Assistant Economic Planner	Disaster Management Authority
Molehe Mokone	m	Chief Economic Planner	Disaster Management Authority
Judith Munyao	f	Regional Food Security and Cash Specialist	ECHO Nairobi
Alexandre Castellano	m	Head of Office for ECHO	ECHO Pretoria
David Mwesigwa	m	Emergency Resilience Coordinator	FAO Lesotho
Maope Mohlophehi	m	Agriculture Officer – Resilience Unit	FAO Lesotho
Mokitinyane Nthimo	m	Head of programme (m)	FAO Lesotho
'Maseqobela Williams	f	UN Nutrition Facilitator	FAO Lesotho
'Matseleng Mojakhom	f	Nutritionist	Food and Nutrition Coordination Office
Keketso Monne	f	Programme Officer	Food and Nutrition Coordination Office
Mamorakane Rafeeea	f	Nutritionist	Food and Nutrition Coordination Office
Mapaballo Putsoa	f	Nutritionist	Food and Nutrition Coordination Office
Masekonyela Sebotsa	f	Director	Food and Nutrition Coordination Office
Mathapelo Sethunya	f	Regional Food and Nutrition Coordinating Officer	Food and Nutrition Coordination Office
Matseleng Mojakhomo	f	Nutritionist	Food and Nutrition Coordination Office

Name	Sex	Position	Organisation
Nthabeleng Sefako	f	Public Relations Officer	Food and Nutrition Coordination Office
Bokang Mabitso	f	Economic Planner, Ministry of Forestry	Government of Lesotho
Elias Sekaleli	f	Director, Department of Forestry	Government of Lesotho
Itumeleng Mosala	m	Chief Economic Planner, Department for Social Development	Government of Lesotho
Jubilee Ntloana	m	Coordinator School Feeding, Ministry of Education and Training	Government of Lesotho
Likeleli Moakhi	f	Prime Minister's Office	Government of Lesotho
Malepekola Monaheng	m	Economic planner, Department for Social Development	Government of Lesotho
Mamotlatsi Lehlaso	f	EECD, Ministry of Education	Government of Lesotho
Mankhatho Linko	f	Director, Department for Social Development	Government of Lesotho
Mankosinathi Ntakra	m	Senior District School Extension Officer (SDSEO), Ministry of Education and Training	Government of Lesotho
Mantoetse Matsepe	f	Manager, Department of Nutrition, Ministry of Agriculture	Government of Lesotho
Masitsane Nthulanyane	f	Area School Extension Officer, Ministry of Education	Government of Lesotho
Matsela	f	Assistant Economic Planner, Department for Social Development	Government of Lesotho
Mats'epo Nts'aba	f	ECCD, Ministry of Education	Government of Lesotho
Matsoanelo Maketala	f	Senior Marketing Officer, Ministry of Agriculture and Food Security	Government of Lesotho
Nothembele Nobala	f	Senior Marketing Officer, Ministry of Agriculture and Food Security	Government of Lesotho
Selloane Ramokhorro	f	Department of Nutrition, Ministry of Agriculture	Government of Lesotho
Thabang Romoeto	m	M&E Officer, Department for Social Development	Government of Lesotho
Thuto Ntsekhe	m	Chief Education Officer, Ministry of Education	Government of Lesotho
Tselane Ramokhorro	f	Home Economics Manager, Ministry of Agriculture, Food Security and Nutrition; LVAC member; Home Economics Manager, Ministry of Agriculture	Government of Lesotho
Vuka Tsabo	m	Marketing Officer, Ministry of Agriculture and Food Security	Government of Lesotho
Lesala Nts'oeu	m	Laboratory Analyst, Department of Standard Assurance, Ministry of Trade	Government of Lesotho
Phaello Mosal	f	M&E Officer, Ministry of Social Development	Government of Lesotho
Tlaili Maphomane	m	M&E Officer, Ministry of Social Development	Government of Lesotho
Rorisang Mantutle	f	Acting Director Crops, Crops Department, Ministry of Agriculture, Food Security and Nutrition	Government of Lesotho
Fumane Mats'oanelo Ntlopo	f	Horticultural Officer, Crops Department, Ministry of Agriculture, Food Security and Nutrition	Government of Lesotho

Name	Sex	Position	Organisation
Mkhala Mokhethi	f	Agronomy Division, Crops Department, Ministry of Agriculture, Food Security and Nutrition	Government of Lesotho
Mojalefa Mohapi	m	Crops Department, Ministry of Agriculture, Food Security and Nutrition	Government of Lesotho
'Marethabile Letsela	f	Crops Department, Ministry of Agriculture, Food Security and Nutrition	Government of Lesotho
Ntsopa Mokitimi	f	Monitoring and Evaluation Officer	IACOV
Liapeng Raliengoane	f	Freelance Journalist	Informative Media House
Eriko Nishimura	f	Head of Office	IOM Lesotho
Malehloa Jockey	f	Meteorologist	Lesotho Meteorological Services
Maqhanolle Tsekoa	m	Meteorologist	Lesotho Meteorological Services
Mokoena France	m	Director	Lesotho Meteorological Services
Maine Makula	m	Disaster Management Coordinator	Lesotho Red Cross
Matsoanelo Maketala	f	Senior Marketing Officer	MAFS-Marketing
Refuoe Thakabanna	f	Marketing Manager	MAFS-Marketing
Katleho Moleko	f	Assistant to the Manager	Ruelle
Bright Pita	m	Platforms Manager	Standard Bank Lesotho
Napo Mtobaki	m	Manager, Non-Traditional Banking	Standard Bank Lesotho
George Ben	m	Manager	TJ General
Pulee Laboke	m	Director	TJ General
Potoso Sofonia	m	Development Coordinator Officer: Data Management and Results	UN Resident Coordinator's Office
Limoane Peshoane	m	Programme Specialist	UNDP Lesotho
Matseliso Mokone	f	National Programme Manager, Gender	UNFPA Lesotho
Lebo Bohloko	f	WASH Officer	UNICEF Lesotho
Lineo Mathule	f	Nutrition Specialist	UNICEF Lesotho
Renato Pinto	m	Chief of Section on Maternal Child Health, HIV, WASH, Nutrition	UNICEF Lesotho
Deepk Bhaskaran	m	Representative	UNICEF Lesotho
Kimanzi Muthengi	m	Deputy Representative	UNICEF Lesotho
Katleko Pefole	m	Manager, General Affairs	Vodacom Lesotho
Matasoso Nthatisi	f	Specialist, M-PESA	Vodacom Lesotho
Mathabo Machema	f	Manager, M-PESA Financial Services	Vodacom Lesotho
Sepinare Lenkoe	m	Executive, Strategy	Vodacom Lesotho
Sepipi Itumeleng	f	Specialist, M-PESA	Vodacom Lesotho
Tsepo Ntaopoe	m	Executive, External and Regulatory	Vodacom Lesotho
Chiara Pili	f	Programme Officer, Climate Finance Team	WFP HQ
Aurore Rusiga	f	Country Director	WFP Lesotho
Brigitte Nyirasafali	f	Finance	WFP Lesotho
Chihiro Ishioa	f	Head of Supply Chain	WFP Lesotho
Kabelo Nkone	m	Budget and Programming	WFP Lesotho
Khauta Faku	m	IT	WFP Lesotho
Khotso Letsohla	m	M&E	WFP Lesotho
Kolane Motlomelo	m	Supply Chain Officer	WFP Lesotho
Kuroane Phakoe	m	IACOV	WFP Lesotho
Lekeli Motsomi	m	M&E	WFP Lesotho
Likeleli Phoolo	f	VAM and M&E	WFP Lesotho
Lineo Sehloho	f	VAM and M&E	WFP Lesotho
Mafamo Pholo	m	Disaster Management Expert	WFP Lesotho

Name	Sex	Position	Organisation
Makhauta Mokhethi	f	Programme Officer, Nutrition	WFP Lesotho
Malehloa Letsie	f	Communication and Reporting	WFP Lesotho
Malesibane Ramakhula	f	Field Monitor and Logistics Assistant	WFP Lesotho
Maliako Posholi	f	School Feeding	WFP Lesotho
Mamahlomola Lesoana	f	HR	WFP Lesotho
Mamphile Mpholle	f	M&E Assistant	WFP Lesotho
Manthona Seliane	f	LVAC member; CSO	WFP Lesotho
Masahiro Matsumoto	m	Deputy Country Director and Head of Programme	WFP Lesotho
Masekhothali Mokejane	f	Nutrition	WFP Lesotho
Matoka Moshoeshe	f	IACOV	WFP Lesotho
Mochelane Mohlerepe	m	HR	WFP Lesotho
Mohlerepe	m	HR Officer	WFP Lesotho
Mokome Mafethe	f	School Feeding	WFP Lesotho
Mokotla Ntela	m	M&E	WFP Lesotho
Morongoe Masilo	f	Communication and Reporting	WFP Lesotho
Motlotliso Baholo	f	Supply Chain Officer	WFP Lesotho
Napo Ntlou	m	Acting Head of Programme; Social Protection	WFP Lesotho
Neo Mokhothu	m	Logistics Associate	WFP Lesotho
Nkopo Matsepe	m	IACOV	WFP Lesotho
Ntebaleng Thetsane	f	IACOV	WFP Lesotho
Nthomeng Mahao	f	Field Monitor	WFP Lesotho
Rorisang Kurubally	f	IACOV	WFP Lesotho
Tanki Sekalanka	m	Budget and Programming	WFP Lesotho
Thabelo Pitso	m	Finance Associate	WFP Lesotho
Washi Mokati	m	Lead, Activity 5 and 6	WFP Lesotho
Federica Ricaldo	f	Senior Economist	World Bank Kenya
Lerato Tlakane	f	Social Protection Consultant	World Bank Lesotho
Itumeleng Phohlo	f	Manager, ECHO Project	World Vision Lesotho
Tseliso Ncheke	m	Partnerships Officer	World Vision Lesotho
<b>Mohale's Hoek</b>			
Thabiso Moji	m	Warehouse Assistant	Food Management Unit
Leeto Semethe	m	Senior Economic Planner, Ministry of Agriculture	Government of Lesotho
Lekhetho Tlali	m	District Extension Officer, Ministry of Agriculture	Government of Lesotho
Hex Ralienyane	m	Foreman	Ha Maphohloane Community
Nthomeng	f	Field Officer, IACOV, Mafeteng	WFP Lesotho
Oliphant	m	Field Officer, IACOV, Mohale's Hoek	WFP Lesotho
Tumahole Mokau	m	Head of Field Office, Mohale's Hoek	WFP Lesotho
<b>Mokhotlong</b>			
Maretebonile Khatleli	f	Warehouse Assistant, FMU	Government of Lesotho
Malimpho Malefane	f	District Food and Nutrition Coordinating Officer, FNCO	Government of Lesotho
Thabo Letsie	m	District Disaster Manager, DMA	Government of Lesotho
Mamkheli Mafeka	f	Assistant Nutrition Officer, MoET	Government of Lesotho
Khathatseo Mokoteli	m	Security Officer, FMU	Government of Lesotho
Steven	m	Agriculture Area Extension Officer/Acting in Office of District Extension Officer	Government of Lesotho

Name	Sex	Position	Organisation
Motlatsi Bitso	m	Agriculture Assistant, Ministry of Agriculture, Food Security and Nutrition	Government of Lesotho
Patso Poulo	m	Agriculture Assistant, Ministry of Agriculture, Food Security and Nutrition	Government of Lesotho
Tieho Thungthung	m	Agriculture Extension Officer, Ministry of Agriculture, Food Security and Nutrition	Government of Lesotho
Mamello Makesi	f	ATO Nutrition, Ministry of Agriculture, Food Security and Nutrition	Government of Lesotho
Ralillane Tsoaele	m	Councillor	Libibing ECCD
Abia Khoeli	m	Chief	Libibing ECCD
Malineo Lekhotsa	f	Parent	Libibing ECCD
Matselisang Seshemane	f	Parent	Libibing ECCD
Mathlothiso Jakalesi	f	Teacher	Libibing ECCD
Phaello Tuone	m	Owner	Mangaung Store
Matale Lesala	m	Owner	Masaleng General Dealer
Eric Serame Linake	m	District Administrator	Mokhotlong District
Sechaba Makoetje	m	Chief	Thabo-Ntso Community
Mosounyane Letsie	f	Community Member	Thabo-Ntso Community
Setsoto Masoabi	m	Board Member	Thabo-Ntso Primary School
Malisema Ntaole	f	School Feeding Manager	Thabo-Ntso Primary School
Hopolang Matoshela	m	Acting Principal	Thabo-Ntso Primary School
Matseiso Macheli	f	Monitoring Assistant, Mokhotlong Field Office	WFP Lesotho
<b>Thaba-Tseka</b>			
Moseli Mafole	M	Owner	2020 General Dealer
Realeboha Nkoko	m	Owner	404 Trading Enterprise
Lipalesa Sebilo	f	Physical Planner	District Administrator's Office, Thaba Tseka District
Masesomo Lerotholi	f	Parent Representative	Future Leaders Pre-school
Mamoipone Senauoane	f	Chairperson	Future Leaders Pre-school
Matanki Boseka	f	Parent Representative	Future Leaders Pre-school
Mamokete Ntsooa	f	Secretary	Future Leaders Pre-school
Keketso Chelete	f	Parent Representative	Future Leaders Pre-school
Molefi Senauoane	m	Owner	Future Leaders Pre-school
Majapi Mohapi	f	District Food and Nutrition Coordinating Officer, FNCO	Government of Lesotho
Nteboheleng Metsing	f	ECCD Coordinator / National Teacher Trainer, Ministry of Education	Government of Lesotho
Molato Machaea	m	Area Extension Officer, Acting District Extension Officer	Government of Lesotho
Maleloko Hae	f	Warehouse assistant, FMU	Government of Lesotho
Maichu	m	District Education Manager, Ministry of Education	Government of Lesotho
Makhauta Lefathe	f	Senior Trade Officer, Ministry of Trade	Government of Lesotho
Molefi Ramochela	m	School Self-Reliance and Feeding Unit Officer, Ministry of Education	Government of Lesotho
Mapa Naha	m	Chief	Ha Nakeli Village
Matsabang Khofu	f	Chief	Ha Nakeli Village

Name	Sex	Position	Organisation
Thabiso Mpokoma	m	Acting Deputy Principal	Mohlanapeng Primary School
Molapo Mosoene	m	Supply Chain Assistant, WFP Thaba Tseka Field Office	WFP Lesotho
<b>Quthing</b>			
Katleho Matsabisa	m	District Crops Officer, Ministry of Agriculture	Government of Lesotho
Matumelo Liname	f	Nutrition Officer (SSRFU), Ministry of Education	Government of Lesotho
Moipusu Motebang	f	District Education Manager, Ministry of Education	Government of Lesotho
Kananelo Thamae	m	Senior Forester, Ministry of Forestry	Government of Lesotho
Molapo Quoane	m	Assistant Conservation Officer, Ministry of Forestry	Government of Lesotho
Sechaba Monakale	m	Acting District Coordinator, Ministry of Forestry	Government of Lesotho
Maphosele Phambaneso	f	Nutrition Leader	Ha Moklakoana Community
Masechaba Leisa	f	Teacher	Villa Maria Primary School
Mojabeng Letsie	f	Teacher and Food Manager	Villa Maria Primary School
Mamachobane Lephoto	f	Programme Assistant, Quthing	WFP Lesotho

# Annex 13 Early childhood care and development costs across districts

1. This evaluation also considered the cost efficiency of WFP operations across Lesotho's various districts. The country office kindly provided data for an analysis of transport costs across districts for ECCD feeding under Activity 2. As demonstrated in Table 26 below there are significant variations in transport costs across districts for Activity 2. The districts with the lowest costs are Semonkong, Mapholaneng and Mantsonyane, whereas, Qacha's Nek and Leribe have the highest costs.

**Table 26 Total food and transport costs for delivery of early childhood care and development feeding per district**

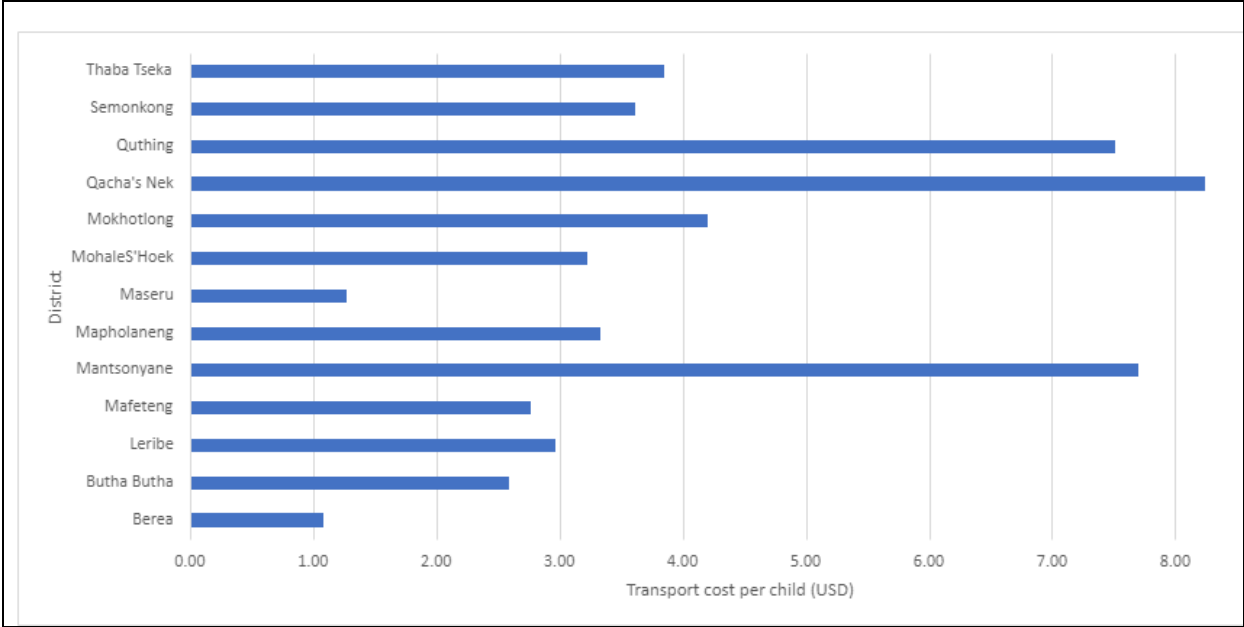
	<b>A</b>	<b>B</b>	<b>C = A + B</b>	<b>(i)</b>	<b>(ii)</b>	<b>(iii)</b>	<b>(iv) = (i) + (ii) + (iii)</b>
<b>District/area</b>	<b>Actual canned fish (mt)</b>	<b>Actual maize meal (mt)</b>	<b>Actual total (mt)</b>	<b>Canned fish value (USD)</b>	<b>Maize meal value (USD)</b>	<b>Transport cost (USD)</b>	<b>Food &amp; transport cost (USD)</b>
BEREA	39.02	110.161	<b>149.181</b>	214,168	43,559	6,640	<b>264,367</b>
MASERU	70.552	181.193	<b>251.745</b>	387,237	71,646	15,452	<b>474,334</b>
MAFETENG	21.474	62.164	<b>83.638</b>	117,864	24,580	10,937	<b>153,381</b>
BUTHA BUTHE	34.622	88.7	<b>123.322</b>	190,029	35,073	13,984	<b>239,086</b>
LERIBE	55.949	152.887	<b>208.836</b>	307,086	60,453	27,594	<b>395,133</b>
THABA-TSEKA	14.999	46.361	<b>61.360</b>	82,325	18,332	10,382	<b>111,038</b>
MOHALESHOEK	19.785	57.025	<b>76.810</b>	108,593	22,548	12,207	<b>143,348</b>
SEMONKONG	3.161	10.025	<b>13.186</b>	17,350	3,964	2,520	<b>23,833</b>
MAPHOLANENG	6.158	17.7	<b>23.858</b>	33,799	6,999	4,078	<b>44,876</b>
MOKHOTLONG	10.565	29.048	<b>39.613</b>	57,988	11,486	7,417	<b>76,891</b>
QUTHING	12.781	39.525	<b>52.306</b>	70,151	15,629	17,233	<b>103,013</b>
MANTSONYANE	3.265	10.3	<b>13.565</b>	17,921	4,073	4,746	<b>26,739</b>
QACHASNEK	16.428	49.194	<b>65.622</b>	90,168	19,452	25,403	<b>135,023</b>
<b>TOTAL</b>	<b>308.759</b>	<b>854.283</b>	<b>1,163.042</b>	<b>1,694,676</b>	<b>337,792</b>	<b>158,594</b>	<b>2,191,062</b>

Source: WFP Lesotho CP data, provided July 2023.

2. However, it is also important to consider transport costs per beneficiary served. Figure 35 below highlights the variation in transport costs-per-child, by district. There are significant variations in transport costs-per-child across the districts; Qacha's Nek again experiences the highest costs; however, this is closely followed by Mantsonyane and Quthing, whereas, Berea and Maseru have the lowest costs. These variations in cost-per-child demonstrate that high transport costs are not purely due to accessibility challenges, such as in the mountainous regions of Lesotho, which are more difficult to access. There are various factors shared by the country office that affect cost, such as the number of ECCDs, access to ECCDs (whether this can be done via truck or if it necessitates other modes of transport like 4x4 vehicles and donkeys), and the number of children per ECCD. However, from the available data it was not possible for the evaluation team to conduct a deeper analysis into the factors affecting transport costs under Activity 2.

3. While data was shared by country office to enable this analysis of transport costs across districts for Activity 2, data on other transfer costs across districts were not made available to the evaluation team, nor has any comparison analysis been undertaken by the country office to understand costs across the districts. The evaluation team requested data on WFP school feeding distributions (planned and actual monthly transfer tonnage, disaggregated by ECCD and primary schools, as well as by commodity), however the country office does not have a system that disaggregates data to this level. The country office has access to various data around the cost efficiency of its operations, but this evaluation noted that such data do not seem to be used systematically to understand cost efficiency issues or to inform management decision making, such as on the prioritization or targeting under ECCD feeding.

**Figure 35 Cost per child (USD) under early childhood care and development feeding**



Source WFP Lesotho country office data, provided July 2023.



# Annex 14 WFP contributions to the United Nations Development Assistance Framework (UNDAF).

1. The WFP CSP is nested under all three pillars in the UNDAF 2019-2023:
  - Pillar 1: Accountable governance, effective institutions, and inclusion
  - Pillar 2: Sustainable human capital development
  - Pillar 3: Sustainable and inclusive economic growth for poverty reduction.
2. Table 27 below summarizes how some of the outputs highlighted in the 2022 UNDAF results report map against both the UNDAF pillars and outcome areas of the CSP, demonstrating that the contributions of activities and outputs to outcomes reported under each of the WFP strategic outcomes above, are also contributions to the UNDAF. Many of the contributions reported below are conducted in partnership with other United Nations agencies and government ministries. However, the roles of the different agencies are not clearly defined in the UNDAF reporting.

**Table 27 Examples of WFP contributions to the UNDAF, 2022**

Pillar	Output	WFP contribution in 2022	WFP SO
Pillar 1: accountable governance, effective institutions, social cohesion and inclusion	1.3. Government and partners are able to generate, access and use evidence to inform policy formulation and decisions relating to the implementation of political, social and economic programmes, including those relating to the SDGs	Support to develop a geospatial platform for territorial planning to enable the Government to better understand the needs of the country through the use of spatial data and maps, and eventually be able to allocate resources effectively to achieve socioeconomic, cultural and environmental development goals	SO2
		Technical and financial support to the LVAC in conducting a vulnerability assessment and IPC analysis, which informed various interventions, including crisis response	SO2
		Technical and financial support to the LVAC dashboard, which enabled government and stakeholders to increasingly access information on food and nutrition security	SO2
		Support to a nutrition dashboard, expected to enhance the coordination of nutrition activities by the Food and Nutrition Coordinating Office	SO3
Pillar 2: Sustainable human capital development	2.1 Health sector capacity strengthened to plan and coordinate promotive, preventative and curative health services, including for non-communicable diseases	Support to the development of national food fortification guidelines, as part of efforts to support the Government to promote the food fortification agenda	SO3
		Support to a review and revision of the National School Feeding Policy include improved clarity on the roles of different stakeholders and ensuring greater sectoral complementarities	SO2
	2.4 Education sector capacity to provide quality, inclusive formal and non-formal education for all children, adolescents and youth strengthened	Provision of school feeding to 50,000 learners in ECCD centres throughout the country, who received school feeding in an effort to stabilize their attendance	SO2
		Establishment of 99 school gardens in ECCD centres aiming to increase access to and consumption of a variety of vegetables by young children	SO2

Pillar	Output	WFP contribution in 2022	WFP SO
		Training of 15 Ministry of Education and Training personnel, resulting in improving the implementation and monitoring of the school feeding programme	SO2
	2.6 The Government of Lesotho has an improved gender and shock-responsive, integrated and equitable social protection system	Cash and voucher distributions to food insecure vulnerable households in the districts of Mokhotlong, Thaba-Tseka, Qacha's Nek and Maseru between January and March 2022 (the lean season), as well as SBCC messaging on nutrition aimed at improving knowledge of nutrition, health and hygiene through distribution points and mobile phone messaging	SO1
	2.7 National capacity for prevention, preparedness, response, mitigation and recovery to emergency and humanitarian needs strengthened at all levels	Initiation of an urban preparedness project to map key urban stakeholders to identify the gaps in coordination that affect disaster risk reduction activities in urban areas, which led to the improvement of the urban vulnerability analysis framework to include essential needs analysis and a two-tier targeting process (hotspot identification and elaboration of eligibility criteria for the communities within the hotspots), as well as establishment of the minimum essential basket	SO1
	2.8 Community members have improved knowledge on quality, responsive social services and positive practices	Support to the finalization and roll-out of the National Advocacy, Social and Behaviour Change Communication Strategy for enhancing national food security and nutrition systems	SO3
	2.7 National capacity for prevention, preparedness, response, mitigation and recovery to emergency and humanitarian needs strengthened at all levels	Collaboration with media to increase coverage nutrition information dissemination	SO3
	3.3 Knowledge and capacity of communities, smallholder farmers and service providers improved to diversify livelihoods and production systems for increased incomes and food and nutrition security, particularly for poor and vulnerable households	Support to a study on post-harvest losses enabling the ministry and partners to be better aware of the causes and rate of post-harvest losses at farm and retail levels, which led directly to the severe reduction of food quality and quantity in Lesotho	SO4
		Strengthening the local productive capacities and quality and quantities of food produced in the country through working with smallholder farmers and farmer associations, private sector and the Government.	SO4
Pillar 3: Sustainable and inclusive economic growth for poverty reduction	3.3 Knowledge and capacity of communities, smallholder farmers and service providers improved to diversify livelihoods and production systems for increased incomes and food and nutrition security, particularly for poor and vulnerable households	Support to more than 600 smallholder farmers in Moleleke's Hoek with solar tunnels to preserve foods and small livestock such as chickens, pigs and rabbits as part of start-up inputs to commercialize agriculture, increase income and attain food and nutrition security	SO4
	4.2 The capacity of farmers, communities and institutions at national, district and local levels strengthened to design, implement and monitor climate-smart and sustainable natural resources management initiatives	Support to a post-harvest loss study assessing the rate of harvest and post-harvest losses at farm and retail levels and helping to achieve Food Systems Summit outcomes through commercialization of agriculture as one of the country's priorities to curb food deficits, promote self-sufficiency in the production of cereals, meat and vegetables and reduce the country's dependence on South Africa to supply its internal market	SO4

Pillar	Output	WFP contribution in 2022	WFP SO
		Helping rural communities to conserve the environment and restore the productivity of the natural resource base through: improved management of rangelands and protection of wetlands, which have increased productivity of extensively kept livestock and improved access to water for both domestic and agricultural use; the construction or erection of water-harvesting structures in the form of roof water tanks, earth dams, sand dams and animal drinking points	SO4
	4.3 National-, district- and community-level early warning systems strengthened to safeguard human security, build resilience and support preparedness and response	Developing capacity for early warning in key government institutions that deal with emergencies and disaster response and preparedness, including through: technical and financial support to LMS and DMA to undertake historic vulnerability analysis for drought; training on enhanced data and tools for generating seasonal forecasts; establishment of district climate outlook forums as a platform for sharing and disseminating seasonal forecast information.	SO2

Source: Evaluation team. Data extracted from: UN Lesotho (2022). One UN Report Lesotho. United Nations Lesotho.

# Annex 15 Evaluation of country capacity strengthening

## Introduction and approach

1. This annex provides a more detailed assessment of the WFP contribution to country capacity strengthening (CCS) in Lesotho.

### Mapping capacity strengthening interventions

2. The inception report<sup>287</sup> elaborated in full the approach to the evaluation of capacity strengthening that would be taken.

3. In summary, the evaluation team have taken an inductive approach to evaluating capacity strengthening interventions. This has been done by mapping the capacity strengthening interventions undertaken under each thematic area, in order to make the evolution of capacity strengthening activities more visible and reconstruct the story of change that results from these activities. The following thematic areas were identified for mapping:

- strengthening of social protection systems (with a focus on strengthening of home-grown school feeding);
- strengthening of disaster preparedness and response;<sup>288</sup>
- strengthening of technical capacity for the coordination and implementation of multisectoral nutrition programmes; and
- strengthening capacity for the design and implementation of food systems for resilience.

4. For each thematic area, a matrix was developed to map each of the capacity strengthening activities to the three domains and the five pathways in the WFP capacity strengthening framework. The matrix provided space to detail the expected contribution from WFP activities, as well as providing information on key partnerships.

5. The matrices were compiled ahead of data collection to support the evaluation team during fieldwork in following key lines of enquiry. They were updated as additional information was gathered. The matrices supported exploration of the following key questions during interviews and group discussions:

- What was the overall strategic vision for capacity strengthening activities under each area of focus?
- What was/is WFP trying to achieve through the capacity strengthening interventions, and what assumptions have been made?
- What was the entry point for the capacity strengthening interventions?
- What are the results of these capacity strengthening activities? Were there any unexpected results?

6. A final version of the mapping for each thematic area is presented below, drawing on all the information gathered during data collection. The matrices are accompanied by a narrative description of the capacity strengthening activities within each thematic area

### Organizational readiness

7. To build on the approach of mapping capacity strengthening activities, the evaluation also used a conceptual framework for looking at country capacity strengthening from an organizational readiness perspective, to provide an explanatory framework for results and outcomes of the support provided by WFP. This conceptual framework (Figure 36 below) builds on the approach developed by Mokoro Ltd for the Strategic Evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals (SDGs) in 2021.<sup>289</sup> Mokoro Ltd. applied the idea of a continuum in terms of moving from capacity to ability to act, and on to performance; this is reflected in the three boxes along the top of the

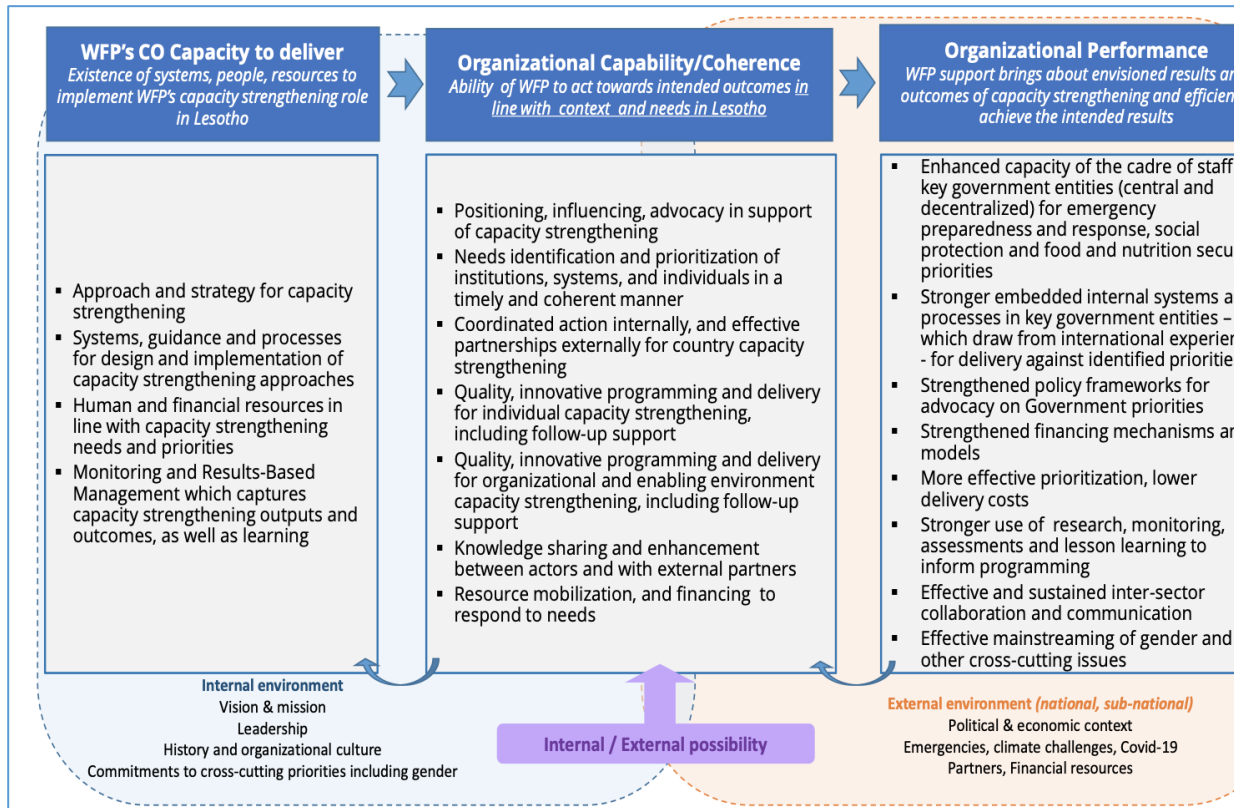
<sup>287</sup> WFP, 2023a, WFP (2023) *Evaluation of Lesotho WFP Country Strategic Plan (2019-2024), Inception report*, prepared by Stephen Turner, Team leader, Zoe Driscoll, Matšelislo Morapeli-Mphale, Gabriel Mohaeka Raselimo, Tal Shalson. WFP, May 2023. See Annex 3. (This is an internal WFP document.)

<sup>288</sup> Following reflection during data collection on WFP capacity strengthening activities, the evaluation grouped planned thematic areas on early warning and crisis response into a single thematic area for mapping.

<sup>289</sup> WFP, 2021f, *Strategic Evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals (SDGs)*. Rome, WFP OEV.

diagram. Organizational readiness is a reflection of what is put in place in terms of systems, staff, guidance, support, etc. (captured in the 'capacity box' on the left) but it is the way in which this comes together and is supported (the 'capability' dimension in the centre of the diagram) that determines the strength of the outcomes (the right-hand box).

**Figure 36 Conceptual framework for looking at country capacity strengthening from an organizational readiness perspective**



Source: evaluation team, adapted from WFP Namibia CSP evaluation inception report.

8. Using this conceptual framework, the evaluation has sought to answer the following high-level questions about the WFP approach to capacity strengthening, responding to each of the three boxes in the conceptual framework:

- Was WFP equipped to design and roll out the capacity strengthening agenda in terms of approach, systems, resources, and monitoring? (See left-hand box in Figure 36 above.)
- What external factors have affected the performance/achievement of results? (See middle box in Figure 36.)
- What results have been achieved? And what have been the main gaps? (See right-hand box in Figure 36.)

## Context

9. Country capacity strengthening is recognized as an important area of work for WFP. In May 2022, the Executive Board approved an update to the country capacity strengthening policy,<sup>290</sup> in response to a 2021 synthesis of evaluations, which recommended that WFP further institutionalize tools, develop internal skills, improve monitoring and reporting on country capacity strengthening results and enhance integration of gender, protection and accountability to affected populations.<sup>291</sup> In this policy, the WFP vision for country capacity strengthening is:

<sup>290</sup> WFP, 2022b. *Country Capacity Strengthening Policy Update*. World Food Programme Executive Board Annual session. Rome, 20–24 June 2022.

<sup>291</sup> WFP, 2021h. *Synthesis of evidence and lessons on country capacity strengthening from decentralized evaluations*. Rome: WFP: WFP/EB.A/2021/7-C.

“Aligned with national/local priorities, WFP contributes to strengthened national capacities, resulting in effective and impactful in-country systems and programmes that sustainably support the food security, nutrition and associated essential needs of their populations.”

10. The WFP approach<sup>292</sup> identifies five pathways as entry points for capacity strengthening:
  - a. policies and legislation;
  - b. institutional accountability;
  - c. strategic planning and financing;
  - d. stakeholder programme design and delivery; and
  - e. engagement and participation of non-state actors.
11. Within each pathway, the framework identifies that country capacity change can occur through interventions in three domains that represent nested levels in society through which WFP engages to deliver its country capacity strengthening interventions:
  - **individual** (skills, knowledge and attitudes);
  - **organizational** (internal policies, structures, systems, strategies, procedures and resources); and
  - **enabling environment** (laws, policies, accepted behaviours and the interactions between and among various stakeholders).
12. The Lesotho CSP was informed by the mid-term evaluation of the WFP Country Programme (2013-2017) (2015), which recommended that WFP gradually shift from direct implementation to focus increasingly on capacity strengthening.<sup>293</sup>
13. Under the CSP, capacity strengthening is mainstreamed into all activities and WFP sets out to “adopt realistic and effective strategies for a gradual handover of activities to the Government, the pace of which will be determined by the Government’s ability to take over and expand implementation as planned.”<sup>294</sup> Since 2019, WFP has collaborated with NGOs and other United Nations agencies to implement several capacity strengthening interventions in the following areas:
  - a. strengthening of social protection systems;
  - b. strengthening of early warning systems;
  - c. strengthening of coordination and implementation of multisectoral nutrition programmes;
  - d. strengthening food systems for resilience; and
  - e. crisis response.
14. The CSP states that a range of centralized and decentralized government entities, as well as civil society organizations, NGOs, community authorities and women’s groups and cooperatives, would benefit from capacity strengthening efforts.

## Mapping of capacity strengthening activities under the CSP

### Country capacity strengthening interventions related to social protection

15. Under CSP SO2, which concerns strengthening of social protection systems, Activity 2 has in practice been dominated by support to the national school feeding system (as detailed in Table 28 below). This support has largely been directed to Pathway 4 (programme design, delivery and monitoring and evaluation) at the individual and organizational levels. The support has evolved over the CSP period. Prior to 2020 and the handover of primary school feeding to the Government, with implementation by national managing agents, WFP supported effective and efficient delivery of primary school feeding with training at the individual level. This included partnering with government ministries to deliver training to nutrition teams, caregivers, cooks and teachers, as well as support to SSRFU staff with on-the-job training in areas such as monitoring and reporting. Support was also provided at the enabling environment level to prepare the Government to take full responsibility for primary school feeding. This included an evaluation of the school feeding programme in 2018.
16. With handover of primary feeding, individual capacity strengthening activities have been much more focused on supporting the delivery of ECCD feeding, rather than primary school feeding. At the district level, SSRFU staff have been engaged in: annual workshops; regular informal and ad-hoc support at the district level

<sup>292</sup> WFP, 2017h. WFP Corporate Approach to Country Capacity Strengthening. CCS Toolkit Component 001. Rome: WFP.

<sup>293</sup> WFP, 2015, *WFP Gender Policy (2015-2020)*. July 2015.

<sup>294</sup> WFP Lesotho, 2019a, *Lesotho country strategic plan (2019-2024)*. Rome: WFP/EB.A/2019/8-A/5, paragraph 28.

as a result of WFP offices being situated in the Ministry of Education in two districts (Thaba Tseka and Mokhotlong); and two-week secondments to WFP for SSRFU officers in 2023. Through these workshops and in-person training, WFP has supported the general management of school feeding, including planning, monitoring and reporting, as well as enhancing staff skills, particularly in IT literacy. Implementation of monitoring has been supported with financing for vehicles and daily subsistence allowances to reach ECCDs. In addition, a limited number of targeted ECCDs have been reached by training on nutrition practices and hygiene, and on vegetable production through school gardens (292 of the 2,464 pre-schools receiving assistance in 2022<sup>295</sup>).

17. WFP has also helped to support the delivery of HGFS. This included reinstating multisectoral coordination mechanisms for HGFS, which include the Food and Nutrition Coordinating Office, the Ministry of Health, the Food Management Unit (FMU), and the Ministry of Agriculture, Food Security and Nutrition (MoAFSN). In addition, WFP has started a recent pilot in two districts to provide lessons for implementation of HGFS nationally (2023).

18. WFP technical support to the national primary school feeding programme since 2020 has continued with an memorandum of understanding signed in 2020 for the continued provision of technical assistance by WFP to the Ministry of Education and Training.<sup>296</sup> The focus has been on support to the enabling environment, as well as supporting the Ministry 's internal structures and systems. This has included support to a monitoring and evaluation framework for school feeding (2020/21); a review of the national management agent model (2021);<sup>297</sup> and a review of the national school feeding policy (2022). Engagement with the national management agents, the deliverers of primary school feeding, has been limited, although some initial handover in 2020 with national management agents in areas particularly related to procurement was recognized.

**Table 28 Mapping of country capacity strengthening interventions related to social protection**

<p><b>Expected contribution:</b> Strengthened government capacity to manage, fully own and implement the home-grown school feeding activities.</p> <p><b>Partners:</b> Ministry of Education and Training, UNICEF, World Bank, Ministry of Agriculture, Food Security and Nutrition, Ministry of Health, Food and Nutrition Coordinating Office, ECCD/primary teachers</p>			
	Individual domain: knowledge, skills, attitudes	Organizational domain: internal policies, structures, systems, strategies, procedures and resources	Enabling environment domain: laws, policies, accepted behaviours and interactions
Pathway 1 - Policy and legislation			Support to the Ministry of Education and Training in the development of a ToR and financing of the review of national school feeding policy, to feed into a revision of the school feeding policy (2022-2023)

<sup>295</sup> WFP Lesotho, 2022d, *Lesotho Annual Country Report 2022*. Maseru, WFP.

<sup>296</sup> WFP & MOET, 2020, World Food Programme and Ministry of Education and Training (2020) *Memorandum of Understanding for provision of technical assistance to the National School Feeding Programme in Lesotho*.

<sup>297</sup> Raselimo, 2021. *Review of National Management Model for the Implementation of National School Feeding Programme: Final Review Report*.

	<b>Individual domain: knowledge, skills, attitudes</b>	<b>Organizational domain: internal policies, structures, systems, strategies, procedures and resources</b>	<b>Enabling environment domain: laws, policies, accepted behaviours and interactions</b>
<b>Pathway 2 – Institutional effectiveness and accountability</b>	South-South cooperation with Brazil on home-grown school feeding (HGSF) (2021)	Support to the Government in undertaking a performance review of the national management agent (NMA) model (2021)	<p>WFP commissioned an evaluation of the national school feeding programme on behalf of the Government of Lesotho as an initial step in supporting WFP and the MoET to build a strategy for fully transitioning school feeding implementation from WFP to Government (2018)</p> <p>Support to reinstating multisectoral coordination mechanisms for HGSF, which include the Food and Nutrition Coordinating Office (FNCO), the Ministry of Health, the Food Management Unit (FMU), and the Ministry of Agriculture, Food Security and Nutrition (MoFSN) (2023)</p>
<b>Pathway 3 – Strategic planning and financing</b>			WFP plays a role in ensuring that there is a separate budget line for school feeding in the the Ministry of Education and Training (2023)



	<b>Individual domain: knowledge, skills, attitudes</b>	<b>Organizational domain: internal policies, structures, systems, strategies, procedures and resources</b>	<b>Enabling environment domain: laws, policies, accepted behaviours and interactions</b>
<b>Pathway 4 – Programme design and delivery, and M&amp;E</b>	<p>Partnering with MoA, FNCO and MoH to train district nutrition teams, ECCD caregivers, cooks, and teachers on the use of the manual on nutrition, health and hygiene (2019/2020)</p> <p>Training of cooks on use of electric pressure cookers (2021)</p> <p>Providing trainings on vegetable production for ECCD centres in the northern and southern districts (2022)</p> <p>Supporting the Ministry of Education and Training personnel under ECCD and SSRFU by providing regular sensitization, on-the-job trainings (2019-2023), and two-week secondments at WFP (2023) in areas such as distribution planning, use of monitoring tools, post-delivery reporting, and IT competency, as well as soft skills such as teamwork.</p> <p>Training on food safety, handling and quality for teachers/cooks in ECCD centres (2022)</p>	<p>Technical support to the Ministry of Education and Training to implement take-home rations for learners to consume while continuing home schooling (2020)</p> <p>Supporting the Ministry of Education and Training with the development and endorsement of an M&amp;E framework (started in 2018, continued 2020/2021)</p> <p>WFP, together with World Bank and UNICEF, supported the Ministry of Education and Training in the development of guidelines to facilitate safe reopening of schools after COVID-19 school closures (2021)</p> <p>Pilot of electric pressure cooker project in Maseru district (2021)</p> <p>Collaboration with the Ministry of Agriculture and the Ministry of Education and Training to undertake food trials on different dishes prepared in ECCDs, which led to the compilation and development of a cookbook to support pre-school cooks (2021)</p> <p>Piloting of HGSF in two districts to provide evidence and learning for the Government (2022/23)</p>	
<b>Pathway 5 – Engagement of nongovernmental actors</b>	<p>Training of national management agents (NMA) during handover of school feeding to the Ministry of Education and Training in areas of supply chain (particularly procurement) and through including NMA staff in workshops to orientate them on the HGSF model (2020-2022) for example, WFP linked the NMAs to Lesotho Flour Mills to help NMA buy at lower prices</p> <p>Training of school feeding committees conducted (in some districts) on the management of school feeding (2022/23)</p>		

Source: ACRs; WFP Lesotho Capacity Strengthening Activity Reports (2021 and 2022); WFP and Government KIIs

## Country capacity strengthening interventions related to food systems

19. The focus of WFP in food systems (SO4, Activity 6) has been programme design and delivery (see Table 29 below). This includes support to the tool, assessments, and planning processes undertaken by the Ministries of Forestry, Range and Soil Conservation and Agriculture, Food Security and Nutrition, as well as of individual extension staff with trainings on methods and techniques that enable them to continue training to households and smallholder farmers supported by resilience building activities (for example, training on food preservation methods and technologies (2021), climate-smart agricultural practices (2021), soil and water conservation techniques (2021), and bee-keeping methods and processes as well as strategies to increase honey production (2022). An important shift during the CSP has been the support provided by a WFP-contracted consultant to submit a successful proposal for funding to the Adaptation Fund for a project contributing toward strengthening resilience at the community level for improved food systems (IACOV), which led to the establishment of the IACOV project coordination team within the MFRSC in 2020. The coordination team has provided technical expertise and ensured execution of project activities from within the Ministry.

20. WFP also played a role in facilitating linkages between the Government, the private sector and smallholder farmers, through national symposiums and market linkage forums (2021/22).

21. There is no evidence that country capacity strengthening took place at the policy level, although in 2022 WFP started proactive engagement with the Department of Cooperatives on smallholder agriculture and market support activities and processes to support farmer cooperatives in Lesotho.

**Table 29 Mapping of country capacity strengthening interventions related to food systems**

<p><b>Expected contribution:</b> to provide support to the Government in building resilience through sustainable food systems through the design and implementation of productive and integrated safety nets in support of climate adaptation efforts, resilience building and sustainable livelihoods.</p> <p><b>Partners:</b> Ministry of Forestry, Range and Soil Conservation, Ministry of Agriculture, Food Security and Nutrition, Ministry of Trade, Ministry of Gender, Youth, Sports and Recreation, FAO and IFAD</p>			
	Individual domain: knowledge, skills, attitudes	Organizational domain: internal policies, structures, systems, strategies, procedures and resources	Enabling environment domain: laws, policies, accepted behaviours and interactions
Pathway 1 – Policy and legislation			
Pathway 2 – Institutional effectiveness and accountability		Support to an evaluation of asset creation and public works activities (2015-2019) jointly with MFRSC to serve as a learning tool for FFA interventions in Lesotho (2021/22)	

	Individual domain: knowledge, skills, attitudes	Organizational domain: internal policies, structures, systems, strategies, procedures and resources	Enabling environment domain: laws, policies, accepted behaviours and interactions
<b>Pathway 3 – Strategic planning and financing</b>		<p>Support from a consultant to prepare a proposal to the Adaptation Fund for a project contributing toward strengthening resilience at the community level for improved food systems (IACOV) (2018)</p> <p>Support to the finalization and adoption of the terms of reference (ToR) for the local purchase task force committee (2019); and support to the resuscitation of local purchase task force meetings to ensure that the Government coordinates activities aimed at linking smallholder farmers to markets (2022)</p>	
<b>Pathway 4 – Programme design and delivery, and M&amp;E</b>	<p>Sensitization and training of agriculture extension officers on market linkages and group marketing strategies and on the importance of establishing registered cooperatives for the smallholders to have better market access (2021)</p> <p>Support through a training on food preservation methods and technologies as a means of addressing food losses for nutrition technical officers in agricultural resource centres (2021)</p> <p>Support through training-of-trainer sessions for agricultural extension officers in land management, production and food preservation practices (2019-2023), including on: food preservation methods and technologies (2021), climate-smart agricultural practices (2021), soil and water conservation techniques (2021), bee-keeping methods and processes as well as strategies to increase honey production (2022)</p>	<p>Development and launch of a seasonal livelihood programming tool to be used as a district-level development coordination tool (2019)</p> <p>In collaboration with the National University of Lesotho, support to the development and launch of the public works technical guidelines, as well as an amendment of work norms in WFP-supported public works sites (2019)</p> <p>Supported the Government with training to undertake community-based participatory planning processes and strengthen engagement and participation of communities in programming (2021)</p> <p>Launch and implementation of IACOV project, with Component 3 contributing towards strengthening resilience at community level for improved food systems, with establishment of project coordination teams within the MFRSC to provide technical expertise and ensure execution of project activities (2020/2021)</p> <p>Financial and technical support towards the conduct of a post-harvest losses situational assessment (2022)</p> <p>Financial and technical support towards the conduct a national market assessment and analysis (2022) in collaboration</p>	<p>Sensitization of Department of Cooperatives on smallholder agriculture and market support activities in order to seek department engagement and support in processes in establishing and registering farmers' cooperatives to improve the aggregation of farmers' produce (2022)</p>

	Individual domain: knowledge, skills, attitudes	Organizational domain: internal policies, structures, systems, strategies, procedures and resources	Enabling environment domain: laws, policies, accepted behaviours and interactions
		with Department of Marketing to analyse the prevailing market requirements and demands for both crops and livestock products	
<b>Pathway 5 – Engagement of nongovernmental actors</b>	<p>Training of smallholder farmer organisations in aggregation, food quality (2019)</p> <p>Support to participation of smallholder farmers in Wool and Mohair Cottage Industry National Symposium and participation of smallholder farmers in market days/round table discussions (2022)</p>	<p>Organisation of a national market linkage forum to bring buyers and producers together as a way of exploring market opportunities and facilitating market development for smallholder farmers (2021)</p>	National Food Systems Dialogues Stakeholder Engagement (2021)

Source: ACRs; WFP Lesotho Capacity Strengthening Activity Reports (2021 and 2022); WFP and Government KIIs.

### Country capacity strengthening interventions supporting coordination and implementation of multisectoral nutrition programmes

22. Through Activity 4 under SO3, WFP has supported the coordination and implementation of nutrition programmes across the individual and organisational domains, as well as the enabling environment (see Table 30 below). At the enabling environment, WFP supported the development of food fortification legislation and dissemination, but support at the organizational and individual level related to food fortification has been more limited.

23. WFP also supported the Government to strengthen their ability to report on food and nutrition activities, with the development of a nutrition dashboard, for which training has been rolled out to technical staff in 2022.

24. The other key area support is the support to Government with the Advocacy Social and Behaviour Communication Strategy, which has enabled technical teams to be trained on the development of ASBCC messages and guidelines in 2022.

**Table 30 Mapping of country capacity strengthening interventions related to coordination and implementation of multisectoral nutrition programmes**

<p><b>Expected contribution:</b> Enhanced capacity of the Food and Nutrition Coordinating Office (FNCO) and strengthened coordination amongst key stakeholders, including the Ministry of Agriculture and Food Security (MAFS) and the Ministry of Health (MoH), at national and subnational levels.</p> <p><b>Partners:</b> FNCO, Ministry of Agriculture (including SADP), MoH, Ministry of Trade, NGOS, community leaders, media, IFAD</p>			
	Individual domain: knowledge, skills, attitudes	Organisational domain: internal policies, structures, systems, strategies, procedures and resources	Enabling environment domain: laws, policies, accepted behaviours and interactions
<b>Pathway 1 – Policy and legislation</b>			Support to development of Food Fortification Legislation (2020)

	Individual domain: knowledge, skills, attitudes	Organisational domain: internal policies, structures, systems, strategies, procedures and resources	Enabling environment domain: laws, policies, accepted behaviours and interactions
<b>Pathway 2 – Institutional effectiveness and accountability</b>	Training provided to the Ministry of Agriculture area technical officers (ATOs) on the nutrition dashboard to promote institutional accountability by ensuring that ATOs report all nutrition data (2022)	Support to the Government to strengthen their institutional mandate and recognition through the facilitation of workshops on advocacy, social and behaviour change communication strategy. Consequently, this support also improved partnerships with targeted civil society (2021)  Support to develop a nutrition dashboard, as a tool to support reporting on food and nutrition activities (2022)	Support to the Government with policy dissemination mechanisms by ensuring that the Food Fortification Legislation was disseminated (2021)
<b>Pathway 3 – Strategic planning and financing</b>			
<b>Pathway 4 – Programme design and delivery, and M&amp;E</b>	A virtual training workshop conducted to capacitate the Advocacy, Social and Behaviour Change Communication (ASBCC) national technical team on the development of ASBCC messages and dissemination guidelines (2022).	Support to the Government to develop the advocacy, social and behaviour change communication strategy (2021)	
<b>Pathway 5 – Engagement of nongovernmental actors</b>			

Source: ACRs; WFP Lesotho Capacity Strengthening Activity Reports (2021 and 2022); WFP and Government KIIs.

## Country capacity strengthening interventions supporting disaster preparedness and response

25. Capacity-strengthening under Activity 3, in support of SO2, is mapped in Table 31 below. WFP invested efforts in the enabling environment for disaster risk reduction and early warning, supporting the development of a series of strategies and plans in 2020.

26. Significant efforts have also been invested in Pathway 4 in the design and delivery of early warning systems, including support at the organizational level to review the existing systems in place. WFP has provided support in the development of individual capacities in the LVAC, Lesotho Meteorological Services and the early warning unit (Disaster Management Authority) in support of food security data collection and analysis, as well as capacities in forecasting.

27. WFP has also supported the engagement and link between Government and media in delivering climate change messages.

**Table 31 Mapping of country capacity strengthening interventions related to disaster preparedness and response**

**Expected contribution:** to roll out and maintain functional, real-time early warning systems at national and sub-national levels; to generate, collect, store and analyse relevant climate data for effective protection of lives and property; to support evidence-based decision-making across a wide range of social protection stakeholders; to enhance national emergency preparedness and response planning, through strengthened capacities to oversee, coordinate and disseminate forecasting assessment and analysis products

**Partners:** DMA, LVAC, Ministry of Agriculture, Agricultural Resource Centres (extension staff), LMS, FNCO, Red Cross, World Vision, media, ECCD/primary teachers

	Individual domain: knowledge, skills, attitudes	Organisational domain: internal policies, structures, systems, strategies, procedures and resources	Enabling environment domain: laws, policies, accepted behaviours and interactions
Pathway 1 – Policy and legislation			Support to the update of the Disaster Risk Reduction and Management Bill , and development of the Disaster Risk Reduction Strategy and Action Plan 2020-2030, an early warning strategy, manual, and standard operating procedures (2020)
Pathway 2 – Institutional effectiveness and accountability	Support in the facilitation of workshops aimed at increasing shared understanding of climate change, seasonal forecasting and early warning systems (2021)	Through training workshops, WFP advocated for institutional coordination and strengthened partnerships among key stakeholders through the development of work plans (2021)	
Pathway 3 – Strategic planning and financing		Support from a consultant to submit a proposal to the Adaptation Fund for a project contributing toward building institutional capacity and systems, as well as community awareness raising, to support national and community adaptation and management of climate change impact (IACOV) (2018)  Financial support to the Disaster Management Authority and the Lesotho Vulnerability Assessment Committee to conduct annual vulnerability assessment, market assessments, and rapid crop assessments, as well as to ensure dissemination of the assessment findings (across all years)  WFP provided financial support towards annual vulnerability assessments (2022)	
Pathway 4 – Programme design and delivery, and M&E	Training of LVAC on food security data analysis and integration of nutrition, gender, HIV, protection issue and climate change, as well as	Support to DMA to facilitate workshops with disaster risk reduction stakeholders at district and village level in	

	Individual domain: knowledge, skills, attitudes	Organisational domain: internal policies, structures, systems, strategies, procedures and resources	Enabling environment domain: laws, policies, accepted behaviours and interactions
	<p>provision of laptops to individuals to collect monitoring data (2020)</p> <p>Delivery of capacity strengthening initiatives through the transfer of technical skills in rapid assessments, vulnerability assessments and market assessments as well as skills to carry out a situational and market analysis (2021)</p> <p>Provision of technical support to the Government by facilitating educational training to teachers to generate a shared understanding of climate change and to promote effective teaching and learning of climate change mitigation and adaptation strategies (2021)</p> <p>Workshops undertaken under the Regional Urban Preparedness Project, focusing on strengthening stakeholder programme design and delivery by training stakeholders on participatory mapping, hotspot identification and vulnerability assessment in urban areas (2022)</p> <p>Several training workshops in the effort to strengthen the technical capacity of Lesotho Meteorological Services, Lesotho Vulnerability Assessment Committee and the early warning unit to support evidence-based anticipatory action and decision making. The workshops provided trainings on: Python Climate Predictability Tool; use of map rooms and data libraries; seasonal and sub-seasonal forecasting using NextGen; use of trigger settings and map tools (2022)</p>	<p>order to map existing early warning systems, identify gaps, and review existing early warning systems (2019)</p> <p>Support to the Disaster Management Authority in developing the terms of reference for the National Early Warning Group (2021)</p> <p>Support to the Government with the development of the National Climate Change Communication Strategy (2021)</p> <p>Launch and implementation of IACOV project, with two components contributing towards adaptation and management of climate change impact, with the establishment of project coordination team within the LMS to provide technical expertise and ensure execution of project activities (2020/2021)</p>	
<b>Pathway 5 – Engagement of nongovernmental actors</b>		To support the Government to increase the engagement and participation of media, WFP supported the training of media houses and reporters with skills and techniques for designing and delivering effective climate change stories (2021).	

Source: ACRs; WFP Lesotho capacity strengthening activity reports (2021 and 2022); WFP and Government KILs.

## Organizational readiness: the WFP capacity to deliver

Approach and strategy for capacity strengthening

28. The fundamental premise of the CSP that can be inferred from strategic outcomes 1 to 4 is that capacity strengthening is needed at various levels and in various fields in order for the Government – no longer

WFP – to achieve optimum progress towards zero hunger. The two principal levels are those of national and local government itself; and of food-insecure, vulnerable households and communities. Capacity strengthening takes two principle forms: support to government personnel and institutions as they enhance their knowledge and operational practice (for example, enhanced school feeding systems and practice following the Government's takeover, and improved systems and procedures in vulnerability monitoring and disaster preparedness and response); and support to the Government, communities and households as they implement some operations at field level (for example, asset creation to strengthen livelihood resilience).

29. Despite the focus on capacity strengthening being implicit in the CSP design, the Lesotho country office did not have a country capacity strengthening strategy to guide approaches taken under the CSP from the start. However, in 2020 capacity needs mapping exercises were carried out across five thematic areas:

- school feeding (Activity 2), in partnership with the Ministry of Education and Training;
- disaster preparedness and response (Activity 3), in partnership with the Disaster Management Authority and Lesotho Meteorological Services;
- nutrition (Activity 4), in partnership with the Food and Nutrition Coordination Office;
- resilience building (Activity 5), in partnership with the Ministry of Forestry, Range and Soil Conservation; and
- value-chains (Activity 6), in partnership with the Ministry of Agriculture, Food Security and Nutrition's department of marketing, smallholder farmers.

30. These exercises contributed to capacity strengthening strategies that were formulated for each of the thematic areas and finalized by March 2022.

31. The capacity needs mapping exercise and strategies were conducted by external consultants contracted by WFP. Ownership of and inclusion in the process varied between ministries. For example, staff in the Ministry of Education and Training were clear that ministry staff were fully involved in the process of identifying capacity gaps. However, in other ministries involved, the level of ownership of identified gaps was weaker, and the dissemination of findings had not yet been carried out at the time of data collection.

Systems, guidance and processes for design and implementation of capacity strengthening approaches

32. Corporate systems, guidance and processes for the design and implementation of capacity strengthening approaches are evolving within WFP. A recent evaluation of the WFP CSP policy (2023)<sup>298</sup> found that country office approaches to capacity strengthening have suffered from the lack of an enabling environment within WFP, in particular the lack of corporate positioning/guidance and measurement. In addition, country offices have been provided with very limited support from headquarters, although the 2020 establishment of a country capacity strengthening unit in 2020 began building a more robust articulation of WFP country capacity strengthening concepts, theories of change, and implications for measurement. In 2022 WFP launched a Country Capacity Strengthening Policy Update.<sup>299</sup> WFP staff in Lesotho also reflected that there was limited corporate guidance to follow. As one informant noted, "we are using our own common sense on how to do capacity strengthening".

Human and financial resources for capacity strengthening

33. WFP Lesotho has been aware of the new skills required in ensuring effective approaches to capacity strengthening in the country. The county office staff noted that they had received training through the regional bureau and headquarters but there was still some way to go for them to gain the new skills required. However, the country office has drawn on external expertise where it is needed, for example in the formulation of the country capacity strengthening strategies, and in many cases has facilitated training, rather than using the country office's own staff. For example, many of the trainings for the district level and extension staff are conducted by national-level government staff. In addition, WFP has adapted recruitment processes to ensure that terms of reference for new staff stipulate the skills required for delivering capacity strengthening.

34. The shift to capacity strengthening has brought new funding challenges. The areas of the CSP, for example SO3, that focus entirely on supporting capacity strengthening, have struggled for funding, and have been largely reliant on support from SRAC. Under school feeding, WFP support to primary school feeding prior to 2020 was largely funded by the Government of Lesotho and WFP was able to use resources for capacity strengthening activities, for example, for monitoring and evaluation capacity. Since then, most funding to ECCDs has been provided by Japan and is purely for delivery of feeding to ECCDs, although recently a small

<sup>298</sup> WFP, 2023b. *Evaluation of WFP's Policy on Country Strategic Plans*. Centralized Evaluation Report: OEVI/2022/022.

<sup>299</sup> WFP, 2022b. *Country Capacity Strengthening (CCS) Policy Update*.



amount of supplementary funding has been more flexible. Lack of such funding hampered WFP support for the implementation of the HGSF model, for example.

#### Monitoring and evaluation of capacity strengthening

35. Measuring capacity strengthening is an area that the WFP country office has been grappling with, with limited corporate guidance. As noted by staff, although it is clear to see outputs (number of trainings and numbers of policies supported), outcomes related to capacity strengthening are harder to define and measure. However, the country office has been proactive and sought to learn from approaches to capacity strengthening undertaken during the CSP.

36. The country office recently commissioned a decentralized evaluation of WFP capacity strengthening activities in Lesotho from 2019 to 2022.<sup>300</sup> Since 2020, WFP has also produced annual country capacity strengthening activity reports, which outline the capacity strengthening interventions undertaken under each of the five pathways in the WFP capacity strengthening framework and break down expenditure and output data for each activity. WFP also recently conducted a survey of capacity strengthening intervention beneficiaries, seeking insight on the impact of capacity strengthening activities undertaken since 2019.<sup>301</sup> This survey focused on individual capacities, rather than institutional capacities.

37. Although data and documentation on capacity strengthening activities have increased over the evaluation period, with more recent efforts to undertake capacity assessments of partners and monitor and report on capacity strengthening activities, there are still significant gaps in qualitative information about what has been achieved through these activities, in particular in the organizational and enabling domains, as well as about whether skills gained by persons trained have produced anticipated effects.

### Organizational readiness: organizational capability/coherence

38. The following paragraphs give the evaluation team's assessment against each of the factors identified in the organizational readiness framework (Figure 36 above) as affecting the ability of WFP to act toward intended capacity strengthening outcomes.

39. **Advocacy in support of capacity strengthening.** Capacity-strengthening efforts by WFP in the organizational and enabling environment domains have often failed to come to fruition, because of unsuccessful strategic dialogue and advocacy. Turnover of government staff in high-level positions, as a result of an unstable political context has constrained advocacy and strategic dialogue. As a result, there are various examples of policy, strategies and guidelines supported by WFP that have been delayed or remain unvalidated or unimplemented. For example, the Disaster Risk Reduction Strategy and Action Plan 2020-2030 is yet to be approved, and recommendations made on the governance structure of school feeding, including the introduction of a school feeding secretariat, have not been actioned. WFP has also failed to ensure that financial commitments are in place to ensure the sustainability of capacity strengthening efforts. For example, government staff have been unable to fully utilize WFP training, with a lack of transport for staff to conduct monitoring visits, and many staff remaining without functioning laptops and tablets. A total of 11 percent of respondents to a recent survey from WFP on capacity strengthening noted that they have not been able to use their skills due to a lack of resources need to apply the skills, such as vehicles or IT equipment; and 43 percent answered 'yes' to a question asking if anything had hindered them from using the skills required, with the most common hindrance noted as transport to reach remote areas.<sup>302</sup>

40. **Identification of needs.** As noted above, the WFP approach to capacity strengthening has evolved through the CSP, with the introduction of new capacity needs assessments and strategies. Prior to the introduction of these tools, both the Government and WFP staff recognized that capacity strengthening activities were often ad-hoc, informal, and based on WFP models and modes of operation, rather than responding to government needs. However, informants noted that there had been an evolution and activities are now better structured and informed by government perceptions of needs. However, the focus is predominantly on needs in the individual domain.

41. **Coordination of action internally.** The WFP approach to capacity strengthening has been internally coordinated. Capacity-strengthening strategies and needs assessments have been coordinated in approach and conducted across all key ministries.

<sup>300</sup> WFP, Lesotho, 2023d. *Thematic Evaluation of Country Capacity Strengthening Activities in Lesotho from 2019-2022*. Terms of Reference.

<sup>301</sup> WFP Lesotho, 2023c. *Country Capacity Strengthening Survey Report 2023*.

<sup>302</sup> WFP Lesotho, 2023c. *Country Capacity Strengthening Survey Report 2023*.

42. **Prioritization of needs.** Prioritization of pathways within the capacity strengthening framework has not always been optimal. As illustrated by the mapping exercise, a substantial amount of effort has been focused on programme design and delivery (Pathway 4). However, a lack of support to other pathways has limited the results seen through support provided. For example: numerous trainings and workshops have been provided to district staff, despite the required assets and equipment (for example, IT and internet access; transport) not always being in place; support to public works through food assistance for assets has continued despite weak evidence of understanding 'what works' when it comes to resilience building activities; across programmes, financing mechanisms and models to allow for implementation and sustainability of activities are weak.

43. **Knowledge sharing and enhancement between actors and external partners.** There are examples where knowledge sharing by WFP between actors and external partners has been improved. For example, through evidence and facilitation of the ASBCC strategy, WFP has promoted collaboration and awareness across government ministries (including health, agriculture and social development) on factors contributing to malnutrition. However, there are also areas where practices could be improved. For example, the Government has not been closely involved in HGSF pilots and therefore learning for transition to government-led implementation has not been optimal.

44. **Delivery and follow-up of individual capacity strengthening.** Despite evidence of quality capacity strengthening delivery, follow-up support has been lacking. Examples of quality individual training and workshop delivery, based on needs, were evident across CSP activities. However, feedback provided noted that that training has often been one-off and short and follow-ups have been more limited. This is verified by the recent country capacity strengthening survey conducted by WFP (2023).<sup>303</sup> Fourteen percent of respondents stated that follow-ups were an issue when asked what did not go so well. Further detail is given in Box 3 below.

### Box 3 Country capacity strengthening survey report 2020 finding on training follow-ups

Respondents shared that there were no follow-ups to the training to ensure implementation of what they were trained on or to provide any additional support that may have been needed. Some of the responses read 'there was no follow up on certain trainings such as forecast-based financing, which was facilitated by the international Research Institute for Climate and Society, we need to be confident enough to use the system to be able to activate the triggers when need be'; 'Follow up on organizations to support and help if necessary, 'After training workshops there are no follow-ups to make sure there is application of what has been learned from the workshop', The fact that, after the training, WFP turned its back on journalists was wrong. The programme ought to have walked the road with us and given a shoulder where needed but not to leave us in a lurch especially at the time to implement and execute the necessary training skills acquired at the workshop.' It is important to point out that some respondents were of the opinion that nothing went wrong by simply responding 'nothing' to this question.

Source: WFP Lesotho, 2022c. Country Capacity Strengthening Survey Report 2023.

45. **Resource mobilization.** WFP has sought to be innovative in mobilizing funds for capacity strengthening. For example, when WFP was still delivering primary school feeding (prior to 2020), WFP was successful in obtaining government support to use government funds towards capacity strengthening activities under primary school feeding. WFP has also worked closely with United Nations partners to mobilize funding, for example in support of LVAC annual assessments. However, generally, the difficulty of mobilizing funds for capacity strengthening activities has limited WFP ability to reach intended outcomes.

46. **Coordinated partnerships externally.** WFP has worked closely with United Nations partners to meet the needs of the LVAC, coordinating capacity strengthening activities according to resources and comparative advantages. However, there are areas where WFP is not strategically forming partnerships on capacity strengthening. For example, evidence of coordination with UNICEF on support to ECCDs is limited; coordinated support to the Government from the United Nations on monitoring and evaluation systems has not taken place; WFP has not drawn on external expertise to support the mainstreaming of gender and other cross-cutting issues.

<sup>303</sup> WFP Lesotho, 2023c. *Country Capacity Strengthening Survey Report 2023*.

## Organizational performance

47. Table 32 gives a summary of the evaluation team’s assessment of capacity strengthening results and outcomes against each of the areas of organizational performance identified in the organizational readiness framework (Figure 36 above).

**Table 32 Summary of results and outcomes of capacity strengthening**

Area of organizational performance	Summary results and outcomes
Enhanced capacity of the cadres of staff in government entities (central and decentralized)	<ul style="list-style-type: none"> <li>• At the technical level in central and district level, WFP has played an important role in enhancing the capacity of staff in government entities. Across CSP activities government officers recognized the role of WFP in facilitating training and workshops that support them in their roles. Technical expertise has not always been provided by WFP staff themselves, but WFP have facilitated government staff to roll out their own training to district staff and also to bring in external technical specialists. For example: WFP has played a significant role in supporting the general management of school feeding at the district level through training and workshops in areas related to planning, monitoring and reporting, as well as in enhancing staff skills, particularly in IT literacy; WFP has provided technical support to the LVAC, which has given technical staff the skills required to undertake vulnerability assessments independently; WFP has provided training to LMS to generate seasonal outlooks with better precision and as a result LMS has increased the number of forecasters from one to four and can now forecast rainfall at considerably lower geographic (district and council) scale, which is more useful for localized decision making</li> <li>• The results of the WFP capacity strengthening survey 2023 stated that 81 percent of respondents stated that they were able to apply skills and knowledge acquired to their day-to-day activities. Examples of increased capacities included the following: data analysis and report writing; training of farmers on food preservation; producing seasonal and deterministic forecasts; accurately reporting on climate change stories; and monitoring of activities</li> <li>• However, turnover of government staff in high-level positions, as a result of an unstable political context, has constrained progress overall, and has limited the scope of WFP to undertake sustained advocacy and strategic dialogue with senior individuals to support the enabling environment and financing for staff to make use of strengthened capacities. Therefore, many staff have been unable to make use of capacity gained</li> </ul>
Stronger embedded internal systems and processes in key government entities for delivery against identified priorities	<ul style="list-style-type: none"> <li>• WFP has played a role in strengthening early warning systems in Lesotho, although these efforts have been hampered by COVID-19 pandemic-related delays, as well as by procurement delays</li> <li>• WFP has played a limited role in supporting system-level improvements in the school feeding programme and there is acknowledgement at all levels that there has been a decline in the quality and effectiveness of primary school feeding since handover from WFP to the Ministry of Education</li> </ul>
Strengthened policy frameworks for advocacy on government priorities	<ul style="list-style-type: none"> <li>• Across the CSP there are multiple examples of WFP support to strengthened policy frameworks. However, many of these have faced challenge that have affected dissemination, ownership and implementation:               <ul style="list-style-type: none"> <li>○ WFP supported a review of the national school feeding policy in 2022, as well as other a review of the national management agent model (2021), which have led to the current revision of the national school feeding policy, which is being supported by WFP;</li> <li>○ WFP, with United Nations partners, supported the update of the Disaster Risk Reduction and Management Bill, and developed the DRR Strategy and Action Plan 2020-2030, an early warning strategy, manual, and</li> </ul> </li> </ul>

Area of organizational performance	Summary results and outcomes
	<p>standard operating procedures (2020). The early warning strategy, manual and plan were approved by the Prime Minister's Office but the remaining documents were never approved, in part due to COVID-19 restrictions, but also due to issues of institutional ownership and changeover of staff in DMA that were beyond the control of WFP; and</p> <ul style="list-style-type: none"> <li>○ WFP supported the development and dissemination of food fortification legislation (2020). The legislation faced delays in development and finalization due to changes in key government positions across different ministries. Since finalization, government understaffing, particularly within the food fortification unit in the Ministry of Trade, means that progress in rolling out the legislation has been limited and WFP has not yet had success in advocating to ensure increased prioritization for food fortification, through budgets and staffing</li> <li>• WFP has supported the finalization and endorsement of the Nutrition and Home Economics Strategy 2020-2024 and Costed Action Plan (2018/2019), as well as the development and dissemination of a three-year Advocacy, Social and Behaviour Change and Communication (ASBCC) Strategy 2020-2023 (2019-2022). Through the facilitation of the ASBCC strategy, WFP has promoted collaboration across government ministries such as health, agriculture, and social development</li> </ul>
Strengthened financing mechanisms and models	<ul style="list-style-type: none"> <li>• WFP funded a consultant to prepare a successful proposal to the Adaptation Fund for the IACOV project in 2018. This has resulted in a new way of partnering with the Government, with the Government leading the execution of the project, and WFP providing an administrative and technical support service to the Government to implement the project, as the multilateral implementing agency</li> </ul>
More effective prioritization, lower delivery costs	<ul style="list-style-type: none"> <li>• WFP dialogue and advocacy efforts with the Government in asset creation and public works activities have not resulted in consistent prioritization of the most vulnerable</li> <li>• WFP has not yet had success in advocating to ensure increased prioritization for food fortification, through budgets and staffing</li> </ul>
Stronger use of research, monitoring, assessments and lesson learning to inform programming	<ul style="list-style-type: none"> <li>• WFP has played an important role in strengthening the generation of evidence on the nutrition situation in Lesotho. In partnership with IFAD, a Fill the Nutrient Gap study was conducted in 2019 and disseminated in 2020. This generated data on nutrient gaps and identified barriers to adequate nutrient intake in Lesotho and played an important role in the design of national programmes, including the nutrition component of SADP II, as well as WFP programming, including informing the composition of the food basket for the COVID-19 response in 2020</li> <li>• WFP has provided technical and financial support for annual vulnerability assessments and Integrated Food Security Phase Classification (IPC) analysis, lean season vulnerability assessments, and rapid crop assessments undertaken by the LVAC. The assessments have been used to respond to food insecurity in the country and understand chronic food insecurity challenges in the country</li> <li>• WFP have supported the Ministry of Education and Transport with evidence to inform a revised national school feeding policy through an evaluation of the Lesotho national school feeding programme (2018), a review of the national management agent model (2021), and a review of national school feeding policy (2022)</li> </ul>
Effective and sustained intersector collaboration and communication	<ul style="list-style-type: none"> <li>• Advocacy efforts to address institutional gaps in the Ministry of Education and Transport have not resulted in an empowered school feeding secretariat to coordinate a multisectoral approach to school feeding. However, at the district level, WFP has</li> </ul>

Area of organizational performance	Summary results and outcomes
	<p>supported increasing multisectoral collaboration in support of HGSF</p> <ul style="list-style-type: none"> <li>• Through the facilitation of the ASBCC strategy, WFP has promoted collaboration across government ministries such as health, agriculture, and social development. WFP was seen as influential in ensuring recognition for the need to integrate nutrition into the SADP programme, for example</li> </ul>
Effective mainstreaming of gender and other cross-cutting issues	<ul style="list-style-type: none"> <li>• WFP has helped to ensure attention to gender transformative programming when delivering nutrition services; gender issues are integrated into the implementation of nutrition clubs under the SADP II programme, ensuring that not just women are engaged, but also youth and men</li> <li>• As a result of WFP support, gender-specific considerations are captured in school feeding monitoring and reporting by the Ministry of Education and Transport; data on primary and pre-primary school feeding is sex-disaggregated</li> <li>• WFP, through UNFPA support, played a role in ensuring gender is mainstreamed into vulnerability assessments conducted by LVAC for the first time in 2022</li> </ul>

Source: evaluation team analysis

# Annex 16 Findings-conclusions-recommendations mapping

1. Table 33 shows which conclusions and findings support each recommendation.
2. For ease of reference, Table 34 below provides a consolidated list of the findings.

**Table 33 Mapping of recommendations to conclusions and findings**

#	Recommendation	Conclusions	Findings
1.	<p><b>WFP should reinforce its approach to capacity strengthening:</b></p> <ul style="list-style-type: none"> <li>• Practical capacity needs assessment should continue, but rebalance the approach to CCS, to pay more attention to advocacy at the highest levels to address the constraints within government systems and improve the necessary pre-conditions for successful institutionalization</li> <li>• Consider more attention to capacity strengthening at the district level to complement national-level work</li> <li>• Strengthen monitoring of capacity development effectiveness</li> </ul>	<p>Conclusion 1 Conclusion 2 Conclusion 8</p>	<p>Finding 10 Finding 26  Finding 11  Finding 12</p>
2.	<p><b>WFP should link the next CSP's theory of change to stronger monitoring, evaluation and learning and deeper gender analysis</b></p> <p>The theory of change for the next CSP should spell out how WFP activities will contribute to the desired outcomes, and the key assumptions on which effectiveness depends. It will be important to:</p> <ul style="list-style-type: none"> <li>• make more realistic assumptions;</li> <li>• spell out the role of WFP regarding the Government and other partners; and</li> <li>• provide clearer explanation of the results that may be attributable to WFP and how they will be monitored</li> </ul> <p>The CSP should be based on a full gender analysis, to support a gender-transformative approach</p>	<p>Conclusion 1 Conclusion 2 Conclusion 10 Conclusion 9          Conclusion 9</p>	<p>Finding 40      Finding 3 Finding 4 Finding 5 Finding 22 Finding 34 Finding 36 Finding 38 Finding 39  Finding 2</p>

#	Recommendation	Conclusions	Findings
	<p>The CSP should include a monitoring, evaluation, learning strategy that is linked to the theory of change. It should streamline CRF reporting to the extent possible, coordinate M&amp;E with other United Nations agencies, and support the strengthening of data gathering and analysis by the Government. It should improve monitoring protocols behind levels of results and ensure links to adaptive management</p>	<p>Conclusion 10</p>	<p>Finding 5 Finding 11 Finding 12 Finding 35</p>
<p>3.</p>	<p><b>WFP should reconsider WFP approaches to resilience building and the humanitarian-development nexus in Lesotho</b></p> <ul style="list-style-type: none"> <li>• Preparation of the next CSP should draw on a deeper analysis of vulnerabilities and coping strategies in Lesotho</li> <li>• WFP should support efforts to strengthen government systems for crisis response and the up-to-date targeting of vulnerable households and communities</li> <li>• WFP should work with others to build an understanding of the effectiveness of resilience interventions and which interventions should be scaled up by all stakeholders including the Government. At present there is a wide range of approaches under the resilience building activity but no effective means of understanding which ones are successful in building resilience or under what conditions</li> </ul>	<p>Conclusion 1 Conclusion 2  Conclusion 5 Conclusion 7  Conclusion 7  Conclusion 6 Conclusion 7</p>	<p>Finding 29 Finding 32  Finding 1  Finding 12 Finding 13 Finding 14  Finding 1 Finding 16 Finding 17 Finding 18 Finding 20 Finding 39</p>
<p>4.</p>	<p><b>WFP should strengthen targeting and prioritization</b></p> <p>Targeting and prioritization require special attention in a context where resources to meet the needs of the most vulnerable are likely to remain scarce</p> <ul style="list-style-type: none"> <li>• At the same time as maintaining its own capacity to respond to humanitarian crises, WFP should continue to support the strengthening of national early warning and vulnerability analysis systems and the development of national guidelines on early warning and targeting. This links to Recommendation <b>Error! Reference source not found.</b> on social protection</li> <li>• WFP should ensure that resilience building activities remain relevant to highly vulnerable households and communities across Lesotho</li> <li>• WFP should continue to support community-based approaches to targeting that support equity and inclusion</li> </ul>	<p>Conclusion 1 Conclusion 3  Conclusion 5  Conclusion 7 Conclusion 6  Conclusion 3</p>	<p>Finding 32 Finding 9  Finding 6 Finding 15  Finding 6 Finding 27 Finding 28  Finding 7 Finding 19</p>

#	Recommendation	Conclusions	Findings
	<ul style="list-style-type: none"> <li>WFP should develop a more targeted approach to ECCD feeding, prioritizing the most vulnerable, and reinforcing the links between primary schools and ECCDs</li> </ul>	Conclusion 4	Finding 8 Finding 9
5.	<p><b>WFP should deepen its engagement with the national social protection system</b></p> <p>WFP should contribute to improving the nexus between the humanitarian emergency response and these ongoing social protection programmes as a major pathway to address food insecurity. The enhanced strategic opportunities (where WFP has relevance) are threefold:</p> <ul style="list-style-type: none"> <li>a more appropriate distinction between acute and chronic caseloads and targeting with appropriate instruments (WFP obviously has a role here through the LVAC);</li> <li>developing shock-responsive social protection mechanisms as an alternative to humanitarian channels of delivery; and</li> <li>better linking social protection and rural development efforts and instruments</li> </ul> <p>This would involve helping to strengthen coordination across government agencies concerned with social protection, agriculture and rural development.</p>	Conclusion 1 Conclusion 5 Conclusion 7	Finding 32 Finding 38
6.	<p><b>WFP should strengthen country office capacity to align with emerging roles.</b> It is unrealistic to expect a radical change in the level of administrative resources available, so this recommendation links to the need for a narrower focus of WFP efforts. At the same time:</p> <ul style="list-style-type: none"> <li>the WFP role as a service provider (both in demand-led service to other agencies, and in project management roles) requires strong core support services, especially procurement</li> <li>as well as upskilling of existing country office staff the country office will need access to more senior and specialist expertise to support advocacy and systemic capacity strengthening, especially in fields such as nutrition, social protection and transformative gender approaches</li> </ul>	Conclusion 1 Conclusion 10  Conclusion 10  Conclusion 9	Finding 30 Finding 31 Finding 33 Finding 37 Finding 39  Finding 21  Finding 23 Finding 24 Finding 25



**Table 34 Consolidated list of findings**

Finding 1	The CSP made no direct reference to T-ICSP experience but was based on enough evidence to make it broadly relevant at the design stage. However, there was limited analysis of Lesotho's particular livelihood challenges, and limited explanation of how proposed WFP activities would contribute to nutrition outcomes (see Finding 4).
Finding 2	The CSP is well aligned with national policies and plans. It is explicitly focused on supporting the Government to achieve SDG 2, zero hunger, and is fully aligned with SDG 5, gender equality.
Finding 3	The CSP is firmly aligned on paper with the UNDAF, but despite some appropriate strategic partnerships this has not resulted in strong overall operational coherence. WFP has important collaborations with FAO and the United Nations Children's Fund (UNICEF). Achieving coherence around United Nations entities' roles in food systems and natural resource management is an important challenge. These are fields in which WFP has not yet demonstrated its ability to add value in Lesotho.
Finding 4	The CSP does not explicitly mention the WFP comparative advantage, and the corporate strategic plan 2017-2021 did not define it clearly. The CSP did not present a theory of change. Some elements of a theory of change can be inferred from CSP design, but it does not structure activities and operations to optimize internal coherence. Some elements of internal coherence have emerged during operations, but there was no systematic focus on maximizing coherence between humanitarian and developmental components of the CSP.
Finding 5	Despite major changes in the humanitarian context, WFP strategic positioning remained relevant throughout the CSP implementation period. But this strategic positioning was designed to be dynamic: to continue and consolidate the corporate strategic shift away from direct implementation, and to emphasize the WFP developmental mandate as well as its humanitarian one. This design posed numerous operational challenges at all levels, and did not always fully meet the needs of the most chronically vulnerable.
<b>EQ2</b>	
Finding 6	There was a fluctuating caseload as a result of successive shocks, to which WFP responded flexibly with cash and voucher distributions in both rural and urban areas. These generally led to improved food security outcomes among beneficiaries, although they were not sustained after interventions ended. WFP was able to reach only a limited proportion of those identified as needing assistance.
Finding 7	Through collaboration with government partners at the district level to ensure targeted households benefit from improved knowledge of nutrition, as well as ensuring nutrient dense food items in voucher distributions, improved nutrition outcomes have been supported, although some gaps are still evident.

Finding 8	Prior to the handover of primary school feeding to the Government in 2020, direct provision of primary school meals by WFP was recognized to provide a nutritious meal for schoolchildren and encourage attendance for both boys and girls. The income transfer effect also made this a significant instrument for social protection. WFP has been able to sustain its support to ECCD feeding throughout the CSP, but this has inadvertently excluded some of the vulnerable pre-primary children from accessing adequate and nutritious meals.
Finding 9	WFP support to partners to address hygiene and nutrition challenges observed in ECCDs has not met targets.
Finding 10	The acceleration in handing over primary school feeding to the Government meant that a handover strategy between WFP and the Government had not been formulated as planned during the CSP. However, WFP continued to partner with the Ministry of Education and Training, which continued to request that WFP provide technical assistance, particularly at the policy level. Despite this support, there is no evidence that WFP inputs have led to improvements in the national school feeding programme.
Finding 11	WFP support to district level implementation of school feeding has responded to the capacity needs identified by the Government but has not been matched by the necessary government resources to enable implementation.
Finding 12	As a technical member of the Lesotho Vulnerability Assessment Committee (LVAC), WFP has continued to provide support to the Disaster Management Authority to help generate evidence to inform food security and nutrition programming. However, a lack of institutional ownership and financial resources from Government has hindered the routine collection of food security monitoring data.
Finding 13	WFP has provided technical and financial support to a series of early warning and disaster risk reduction (DRR) strategy and policy documents, but, despite validation and approval of some, management challenges within the Disaster Management Authority have hindered ownership and awareness of these documents.
Finding 14	Through its role as the implementing agency of the IACOV project, WFP has helped the Government to strengthen its national early warning systems, as part of efforts to trigger early action and response through social protection systems. However, the COVID-19 pandemic, as well as procurement and messaging dissemination delays, had a significant impact on project implementation and therefore the link to mobilizing early action has not yet been realized.
Finding 15	WFP has played a useful role in strengthening evidence on the nutrition situation in Lesotho, which has informed nutrition components of national programmes.
Finding 16	WFP has played a significant technical and financial role in supporting the Government to develop policies and strategies for nutrition. However, dissemination of these documents was affected by COVID-19 restrictions, and challenges were also faced as a result of limited government ownership and budget. Through its facilitation of the Advocacy, Social and Behaviour Change and Communication (ASBCC) Strategy, WFP has been seen as an important partner in Lesotho for promoting a multisectoral approach to nutrition.

Finding 17	Food and nutrition security outcomes from WFP resilience building interventions have not been adequately tracked, due to challenges in monitoring community groups that rotate every three months in communal asset-creation activities. However, qualitative evidence suggests that food and nutrition outcomes for men and women participants have improved through WFP support under Activity 5, largely as a result of cash distributions.
Finding 18	Longer-term learning on 'what works and why' in building household resilience has not been conducted by WFP and partners in Lesotho. However, qualitative evidence suggests that the shift in focus on household assets is leading to more results.
Finding 19	Evaluation evidence gathered from key informant interviews and beneficiary group discussions found that decisions about asset-creation activities are made at senior levels of Government, and efforts by WFP to advocate for community-based approaches, targeting the most vulnerable have not been fully successful.
Finding 20	Progress towards supporting smallholder farmers to supply to markets was limited, with particular challenges faced in linking smallholder farmers to the national management agents.
Finding 21	WFP only received two requests from partners to provide supply chain and cash-based transfer services during the CSP. In both cases there were delays; to some extent these were beyond the control of WFP but the administrative burden of providing such services was underestimated by WFP.
Finding 22	The ability to review the performance of the UNDAF and the contribution that WFP has made is limited by the large gaps in UNDAF results data, although there is clear coherence between WFP activities and the UNDAF pillars.
Finding 23	The ability of the Lesotho country office to achieve gender and other cross-cutting aims is limited by staff time and capacity, which constrained the country office's ability to focus on staff training, capacity strengthening and analyses. This has meant that although there are examples of efforts to mainstream gender across the CSP, it is not consistent, and attention to disability inclusion is limited. The CSP speaks of "gender transformative" approaches but this is more an aspiration than an achievement. The gap in capacity has been recognized and WFP has sought to ensure relevant partnerships are formed.
Finding 24	WFP has paid sufficient attention to protection concerns across the CSP, notably through relevant assessments to ensure security and accessibility for beneficiaries receiving cash
Finding 25	Accountability to affected populations (AAP) has been addressed, but more could be done to ensure that communities are informed about feedback mechanisms.

Finding 26	WFP has undertaken capacity strengthening across activities. This support has been appreciated by recipients of WFP training and support, but it has largely focused on individual capacities, with less evidence of success in the system strengthening on which sustainability depends. Although WFP conducted capacity needs mapping of key ministries (2020) and collaboratively developed associated capacity strengthening strategies (2022), the CSP design was not based on an analysis of capacity needs, and the lack of this analysis at the start of the CSP has limited the sustainability of capacity strengthening interventions. Limiting factors have also included the lack of clear strategies for handover of activities to the Government, poor prospects for government and development-partner financing, and high turnover of senior government staff.
Finding 27	There are gaps in efforts to promote sustainability at the community level by empowering communities and individuals to sustain their own development, with continuing community dependence on WFP support, particularly under SO4.
Finding 28	Efforts to promote environmental sustainability across WFP activities and operations have been limited.
Finding 29	Links between crisis response and resilience building activities by WFP and partners have been limited, partly due to funding constraints and the geographic spread of WFP interventions. WFP has contributed to the humanitarian-development nexus through support to early warning systems, but there is not yet evidence of community-level anticipatory actions
<b>EQ3</b>	
Finding 30	WFP could not fully deliver planned outputs due to funding constraints and shortfalls. Nevertheless, the WFP COVID-19 response was timely. Some pipeline breaks and delays have occurred, affecting the delivery of in-kind support, cash-based transfers and commodity vouchers.
Finding 31	During the CSP, WFP procurement has frequently been a challenge and has hindered the timely delivery of outputs, although WFP has taken steps to strengthen compliance and efficiency in its procurement systems.
Finding 32	Although WFP coverage was limited by funding constraints and shortfalls, WFP geographic targeting enabled the country office to reach the most food insecure communities. However, the prioritization of different geographic areas under crisis response activities between years has prevented direct linkages between crisis response beneficiaries and resilience building activities. It has also been more difficult to ensure targeting of the most vulnerable households and individuals within communities.
Finding 33	WFP has taken measures to support cost efficiency in its operations, but there is some scope for more systematic monitoring and analysis of cost efficiency issues.
<b>EQ4</b>	
Finding 34	The quantity and quality of financial resources available have been a continuing constraint to delivering the CSP, despite country office efforts to mobilize and diversify funding.

Finding 35	The CSP has systematically reported on corporate results framework indicators. While these indicators have been useful for accountability and operational management, they are insufficient to assess higher-level results and inform strategic decision making. While the institutionalization of monitoring processes within the Government is welcome, the handover of monitoring responsibilities lacks a clear framework. There is scope for further utilizing the findings of recent evaluations.
Finding 36	CSP delivery is highly dependent on effective partnerships, especially given the focus on capacity strengthening and the small size of the WFP country office. A wide range of partnerships have been established with the Government, United Nations agencies and others, but there is scope to strengthen these and develop new partnerships.
Finding 37	The resources of a small country office are inherently limited while the CSP is broad in scope, and the increased emphasis on capacity strengthening also demands new skills. The country office has attempted to address the full range of human resource requirements but is inevitably stretched.
Finding 38	The main unexpected contextual challenge was COVID-19. While WFP adapted well, this did lead to some implementation delays.
Finding 39	Over the course of the CSP, WFP has demonstrated innovation, for example by progressively strengthening its understanding of, and approach to, capacity strengthening. However, the challenges of achieving sustainable results were not always fully appreciated or reflected in its plans.
Finding 40	Most of the assumptions that underpinned the design of the CSP turned out to be, at best, only partially valid. This has made successful implementation of the CSP very challenging.

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# Annex 18 Abbreviations

AAP	Accountability to affected populations
ACR	Annual Country Report
ASBCC	Advocacy, social and behaviour change and communication
ART	Antiretroviral therapy
ATO	Area Technical Officer
BR	Budget Revision
CBPP	Community-based participatory planning
CBT	Cash-based transfers
CCA	Common country analysis
CCS	Country capacity strengthening
CEO	Chief Executive Officer
CERF	Central Emergency Response Fund
CEQAS	Centralized Evaluation Quality Assurance System
CFM	Community feedback mechanism
CGPU	Child and Gender Protection Unit
CO	Country office
COI	Conflict of interest
COMET	Country Office Tool for Managing Effectively
CRF	Corporate Results Framework
CS	Capacity strengthening
CSB	Corn-soya blend
CSM	Country Strategy and Modality
CSP	Country strategic plan
CSPE	Country strategic plan evaluation
CTS	Cash transfer service
DAC	Development Assistance Committee
DHS	Demographic and Health Survey
DMA	Disaster Management Authority
DOC	Direct operational cost
DoE	Director of Evaluation
DRR	Disaster risk reduction
DSA	Daily Subsistence Allowance
DSC	Direct support costs
EB	Executive Board
EC	European Commission
ECCD	Early childhood care and development
ECHO	European Commission's Humanitarian Aid and Civil Protection Department
EM	Evaluation Manager
EQ	Evaluation question

ER	Evaluation report
ET	Evaluation team
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FCDO	Foreign, Commonwealth and Development Office
FCS	Food Consumption Score
FFA	Food assistance for assets
FGD	Focus group discussion
FMU	Food Management Unit
FNCO	Food and Nutrition Coordination Office
FNG	Fill the Nutrient Gap
FNP	Food and Nutrition Policy
FNSAP	Food and Nutrition Strategy and Action Plan
FO	Field office
GBV	Gender-based violence
GDP	Gross domestic product
GEEW	Gender equality and the empowerment of women
GEWE	Gender equality and women's empowerment
GHI	Global Hunger Index
GOL	Government of Lesotho
ha	Hectare
HGSF	Home-grown school feeding
HIV	Human immunodeficiency virus
HPC	High-power computing system
HQ	Headquarters
HR	Human resources
I-A	Indefinite Appointment
IACOV	Improving Adaptive Capacity of Vulnerable and Food-insecure Populations in Lesotho
IOM	International Organization for Migration
IDMC	Internal Displacement Monitoring Centre
IDP	Internally displaced person
IP	Implementation plan
IPC	Integrated Phase Classification
IRG	Internal Reference Group
ICSP	Interim country strategic plan
IFAD	International Fund for Agricultural Development
IM	Inception mission
IOM	International Organization for Migration
IPC	Integrated Phase Classification
IR	Inception report
IRI	International Research Institution

IT	Information technology
KII	Key informant interview
KPI	Key performance indicator
LFNP	Lesotho Food and Nutrition Policy
LMIC	Lower middle-income country
LMS	Lesotho Meteorological Services
LoS	Line of sight
LSL	Lesotho Loti (currency)
LTA	Long-term agreement
LVAC	Lesotho Vulnerability Assessment Committee
m	Million
MAM	Moderate acute malnutrition
M&E	Monitoring and evaluation
MFRSC	Ministry of Forestry, Range and Soil Conservation
MoA	Ministry of Agriculture
MoAFSN	Ministry of Agriculture, Food Security and Nutrition
MoET	Ministry of Education and Training
MoH	Ministry of Health
MoU	Memorandum of Understanding
mt	Metric ton
MTE	Mid-term evaluation
MTR	Mid-term review
NBP	Needs-based plan
NFI	Non-food item
NGO	Non-governmental organization
NISSA	National Information System for Social Assistance
NMA	National Management Agent
NSDP	National Strategic Development Plan
NSRF	National Strategic Resilience Framework
NUL	National University of Lesotho
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OEV	Office of Evaluation
PDM	Post-distribution monitoring
PLWD	People living with disabilities
PMO	Prime Minister's Office
PPP	Purchasing power parity
PRS	Poverty Reduction Strategy
QA	Quality Assurance
RB	Regional bureau
RBj	Regional Bureau in Johannesburg

rCSI	Reduced Coping Strategy Index
REACH	Renewed Efforts Against Child Hunger
SABER	Systems Approach for Better Education Results
SADP	Smallholder Agriculture Development Project
SAM	Severe acute malnutrition
SBCC	Social and behaviour change communication
SDG	Sustainable Development Goal
SER	Summary Evaluation Report
SO	Strategic Outcome
SR	Strategic results
SRAC	Strategic Resource Allocation Committee
SSRFU	School Self-Reliance and Feeding Unit
SUN	Scaling Up Nutrition
TB	Tuberculosis
TB DOT	Tuberculosis directly observed therapy
T-ICSP	Transitional Interim Country Strategic Plan
TL	Team leader
TOC	Theory of change
TOR	Terms of reference
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department for Safety and Security
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commissioner for Refugees
UNN	United Nations Nutrition
UNSDCF	United Nations Sustainable Development Cooperation Framework
USD	United States Dollar
VAM	Vulnerability analysis and mapping
VNR	Voluntary national review
WB	World Bank
WFP	World Food Programme
WVI	World Vision International
ZHSR	Zero Hunger Strategic Review

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