



WFP EVALUATION



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Evaluation of Eswatini WFP Country Strategic Plan 2020-2025

Centralized evaluation report

**OEV/2024/004
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Map 1 Administrative map of Eswatini



Source: UN Geospatial, 2020

Executive summary

Introduction

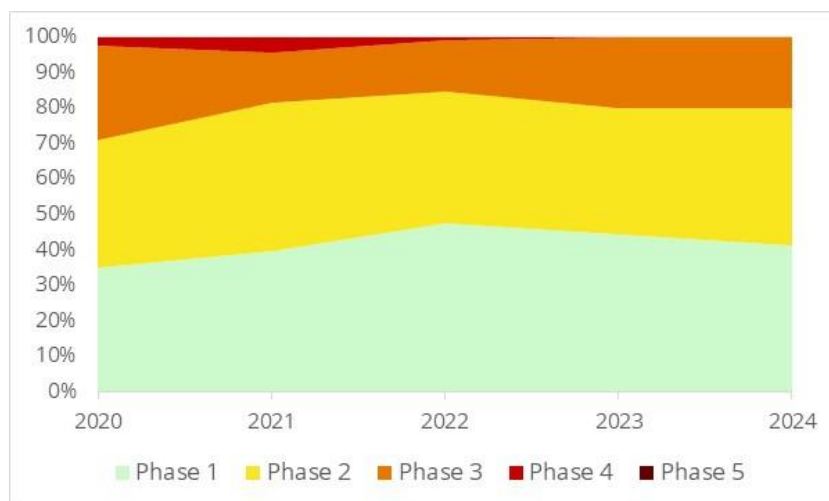
Evaluation features

1. The evaluation of the Eswatini country strategic plan (CSP) for 2020–2025 was conducted between March and September 2024. It serves the dual purpose of accountability and learning and was designed to contribute to discussions on WFP's future engagement in Eswatini. The evaluation focused on assessing the results of the CSP for the period from 2020 to mid-2024 and also provided a strategic overview of work and results under the preceding transitional interim CSP (T-ICSP) for 2018–2019, paying particular attention to activities under the T-ICSP that were continued under the CSP.
2. The evaluation adopted a theory-based, mixed-methods approach, drawing on multiple sources of evidence, including documentary evidence, data on performance, budget data, direct observation, and key informant interviews and focus group discussions with people assisted. The consideration of gender and disability issues was included in the evaluation design and in the collection and analysis of data.
3. The main intended users of the evaluation are WFP's country office, the regional office for Eastern and Southern Africa,¹ senior management and relevant technical units at headquarters in Rome, the Executive Board, donors, the Government of Eswatini, the people assisted, members of the United Nations country team, and cooperating partners.

Context

4. Eswatini has a population of 1.2 million people. It is a lower-middle-income country with an estimated per capita gross domestic product of USD 3,936.² Food insecurity and malnutrition are widespread, with a significant proportion of the population consistently assessed as food insecure and malnourished (see figure 1). The 2024 Integrated Food Security Phase Classification (IPC) report indicated that between June and September 2024 an estimated 20 percent of the population – 243,000 people – was at “crisis” levels of food insecurity, or IPC phase 3, mainly in the lowlands of the country's east (see map 1).

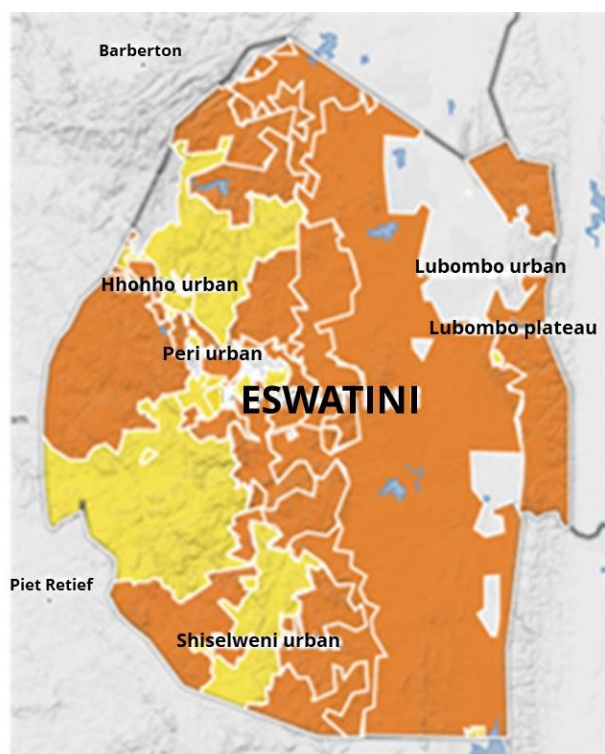
Figure 1: Acute food insecurity situation: 2020–2024



¹ In 2025, the Regional Bureau for Southern Africa, based in Johannesburg, was incorporated into the Regional Bureau for Eastern Africa to create the Eastern and Southern Africa regional office based in Nairobi.

² World Bank. 2024. [GDP per capita \(current US\\$\) – Eswatini](#).

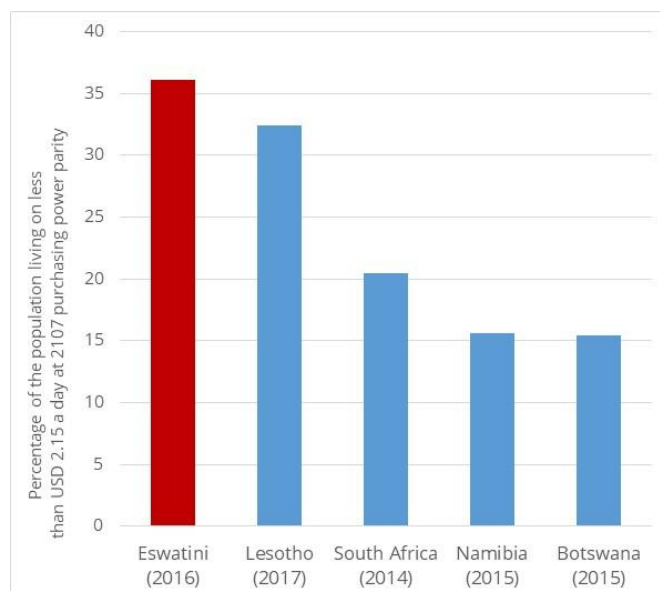
Map 1: Acute food insecurity classification, by geographic area



Source: IPC Eswatini acute food insecurity reports (accessed in September 2024).

5. Food insecurity and malnutrition in Eswatini are rooted in chronic poverty and inequality. Most of the population – 58.9 percent – lives below the national poverty line of USD 3.65 per day,³ and Eswatini has the tenth highest income inequality in the world, with a Gini coefficient of 54.6.⁴ Poverty and inequality rates are also high compared with other countries in the region.

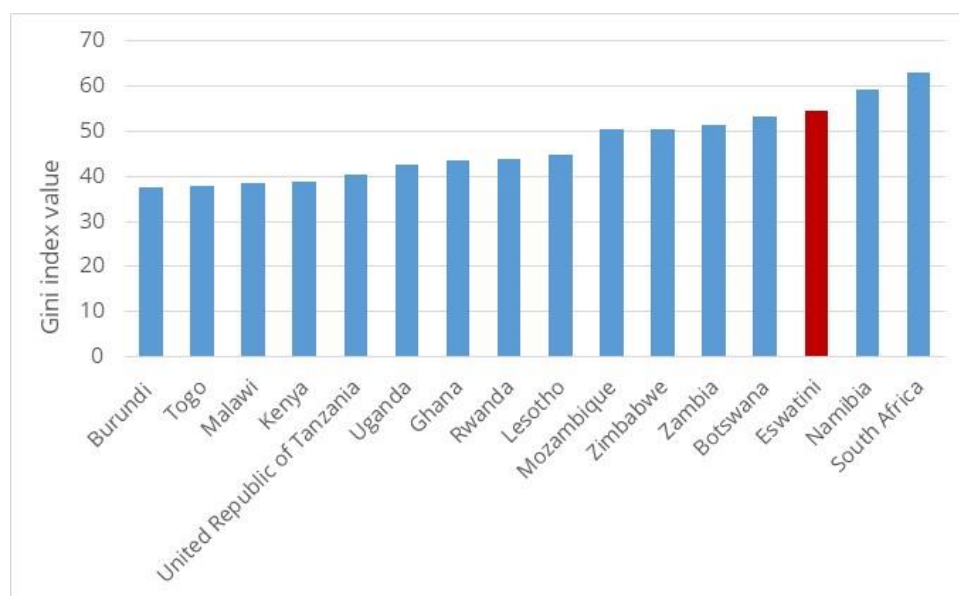
Figure 2: Poverty rates, Southern African countries



³ World Bank. 2025. [The World Bank in Eswatini – Overview](#).

⁴ World Bank. 2016. [Gini index – Eswatini](#).

Figure 3: Income inequality, sub-Saharan countries



Source: World Bank data.

6. Chronic food insecurity has been compounded by external shocks, including climate-related events such as El Niño, economic challenges such as increasing unemployment caused by the coronavirus disease 2019 (COVID-19) pandemic, social unrest, and spikes in food prices.⁵

7. Net official development assistance for Eswatini is modest and has fluctuated between a low of USD 70.5 million in 2019 to a high of USD 125.0 million in 2021, declining to USD 96.6 million in 2022.⁶

WFP interventions in Eswatini

8. The Eswatini CSP was approved for a period of five years from 2020 to 2024 and subsequently extended by one year to bring it into line with the United Nations sustainable development cooperation framework (UNSDCF) for 2021–2025. It continued WFP's shift from the direct provision of food and nutrition assistance to the strengthening of government capacity, which was started under the T-ICSP for 2018–2019. The CSP includes three strategic outcomes aimed at responding to crises and building resilience, with strategic outcome 3 – on technical support to assist the Government in providing access to integrated and shock-responsive social protection systems – identified as the core of the CSP. Gender equality is included as a fundamental cross-cutting pillar.

⁵ Government of Eswatini. Vulnerability Assessment Committee: Annual vulnerability assessment and analysis reports, 2018–2023.

⁶ Organisation for Economic Co-operation and Development. 2023. [Official development assistance at a glance](#).

TABLE 1: STRATEGIC OUTCOMES AND ACTIVITIES UNDER THE ESWATINI CSP FOR 2020–2025		
Focus area	Strategic outcome	Activity
Crisis response	Vulnerable populations in shock-affected areas are able to meet their basic food and nutrition needs during times of crisis.	Provision of food and/or cash-based transfers.
Resilience building	Smallholder farmers, particularly women, have enhanced capacities to supply structured markets with nutritious foods by 2024.	Training in marketing and business management skills. Introduction of climate-smart practices for smallholder farmer groups.
Resilience building	Vulnerable populations, particularly women, children, adolescent girls and people living with HIV, have access to integrated and shock-responsive social protection systems by 2030.	Technical assistance in vulnerability analysis and early warning and disaster preparedness and response. Direct assistance – food transfers – through a home-grown school feeding (HGSF) pilot to feed schoolchildren and orphans and other vulnerable children at neighbourhood care points.* Provision of technical expertise in the development of productive safety nets.

* Neighbourhood care points were established in Eswatini in 2002 as a community-based response to the needs of orphans and other vulnerable children of ages 6 months to 6 years.

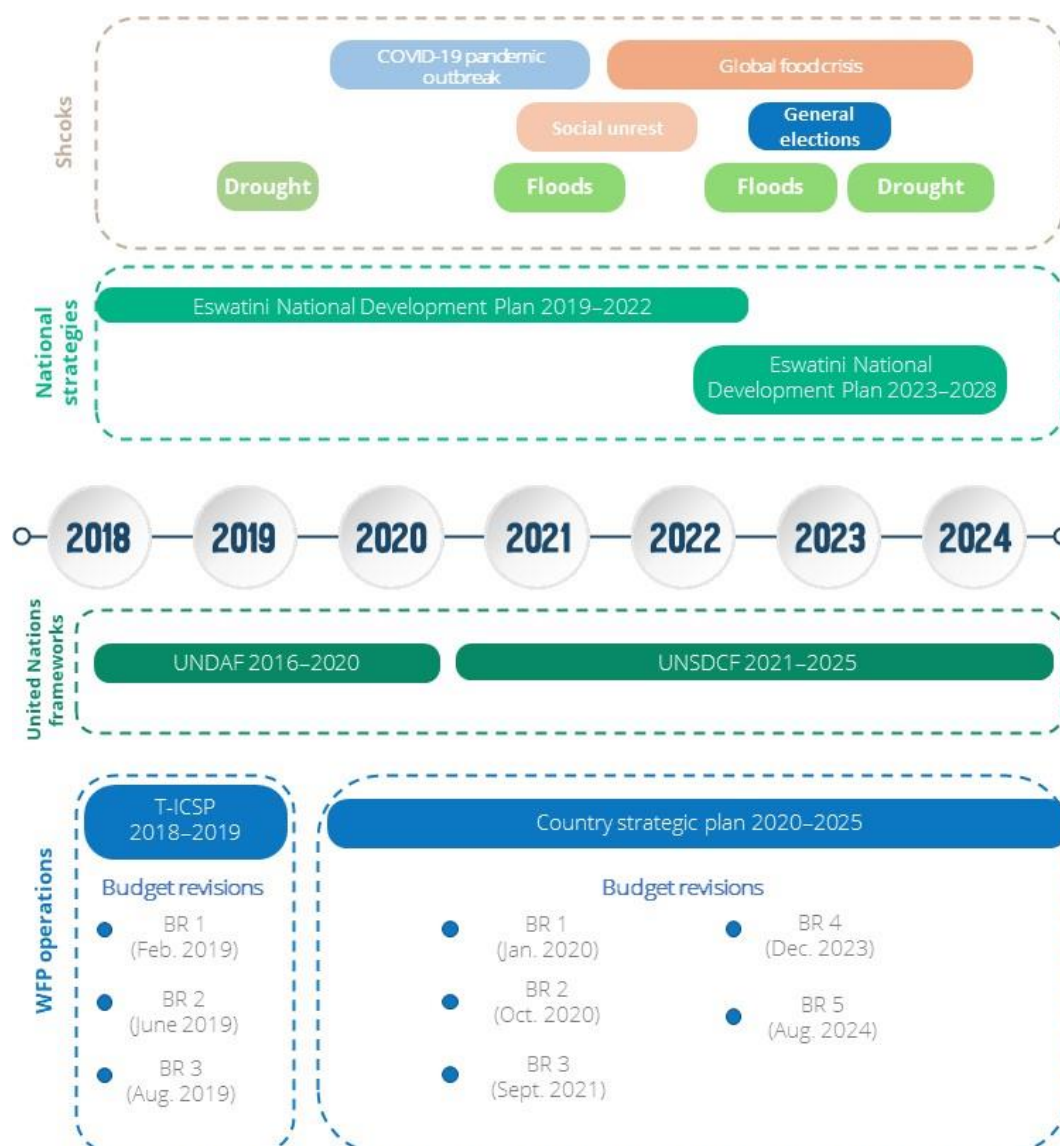
Source: United Nations Children's Fund (UNICEF). 2024. *Mapping of Social Protection Development in the Kingdom of Eswatini*.

9. The CSP had an original budget of USD 26,284,469 and aimed to reach 199,593 beneficiaries;⁷ however, it was revised five times during implementation, increasing the budget to USD 76,838,626 for an increased number of planned beneficiaries, reaching 331,852 in August 2024.⁸ Key changes included the introduction of lean season support under revision 1; a response to the COVID-19 response under revision 2; a one-year extension of the CSP in line with the UNSDCF for 2021–2025 under revision 3; expansion of the coverage of strategic outcome 1 under revision 4; and the introduction of value vouchers under revision 5 (see figure 4). Strategic outcome 1 originally accounted for approximately two-thirds of the total CSP budget, but this decreased to 53 percent in the most recent revision.

⁷ "Eswatini country strategic plan (2020–2024)" (WFP/EB.2/2019/7-A/2).

⁸ WFP. 2024. *Eswatini country strategic plan, revision 5*.

Figure 4: Country context and WFP operational overview, 2018–2024



Abbreviations: BR = budget revision; UNDAF = United Nations development assistance plan.

Sources: Evaluation team's elaboration based on revisions and programmatic documents related to the T-ICSP and the CSP.

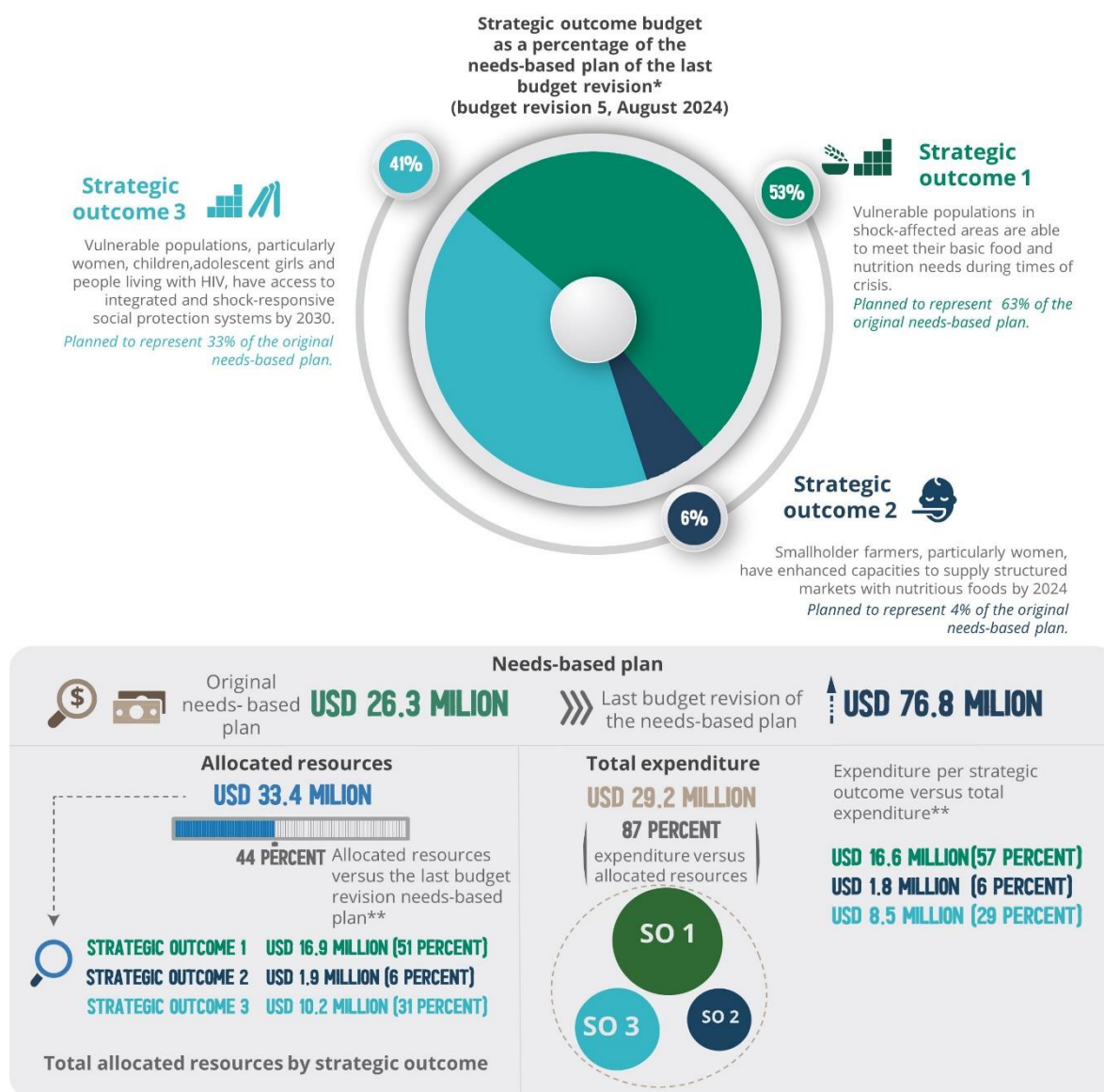
10. As of August 2024, the CSP was funded at 45.5 percent. The major funding sources were WFP's flexible funding mechanisms, which accounted for 32.9 percent of total contributions, and the Government of Japan, accounting for 30.9 percent.⁹ Other donors were the European Commission, with 11 percent of total contributions, Germany, with 12.8 percent, and United Nations funds and agencies, with 4 percent. Most funding was earmarked at the Sustainable Development Goal level, accounting for 40 percent of total contributions, and the strategic outcome level, with 18 percent, which allowed for a degree of flexibility in allocating the funding received.

11. The proportion of planned beneficiaries reached each year has fluctuated, with the lowest proportions of people reached being 53 percent in 2019, under the T-ICSP, and 73 percent in 2021, under the CSP (see figure 6). In 2020, due to the outbreak of the COVID-19 crisis, the actual number of beneficiaries reached was significantly higher than originally planned, representing 130 percent people of

⁹ WFP. FACTory. *Resource Situation Report*, 21 August 2024 (internal).

the planned number. However, in the subsequent years, from 2021 to 2024, the planned annual targets for the numbers of beneficiaries assisted have not been reached.

Figure 5: Eswatini country strategic plan for 2020–2025, strategic outcomes, budget, funding and expenditures

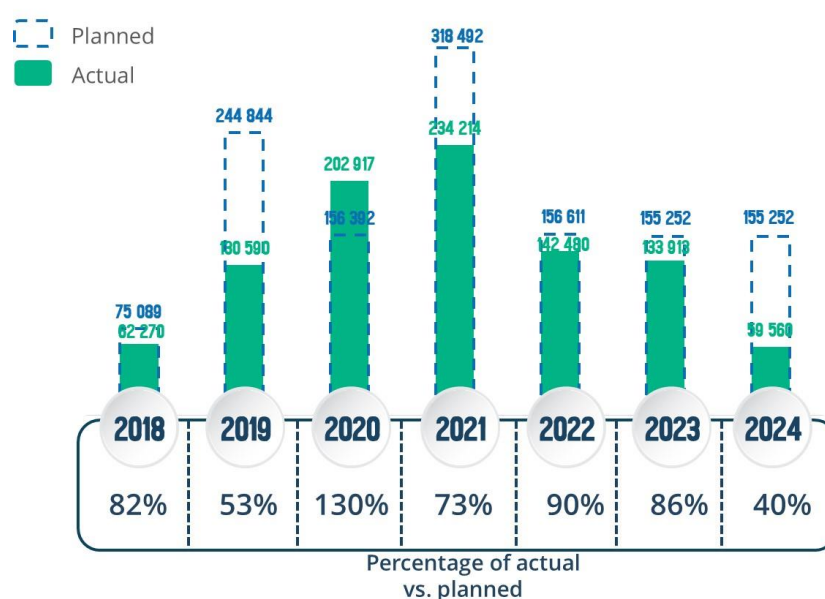


* Excluding direct and indirect support costs.

** Allocated resources do not add up to 100 percent of the needs-based plan because 12 percent of resources were allocated for direct and indirect support costs.

Abbreviation: SO = strategic outcome.

Figure 6: Planned and actual beneficiaries by year, 2018–2024



Note: Data for 2018 and 2019 apply to the T-ICSP.

Sources: WFP. *Eswatini annual country reports 2018–2023*. For 2024, CMP013 and MoDa as of August 2024 (internal reporting).

Summary key findings and conclusions

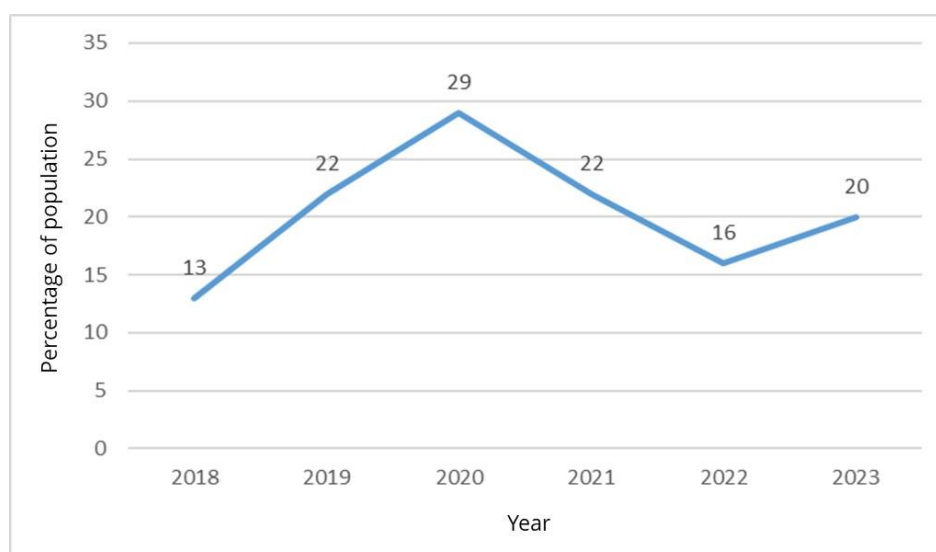
Relevance, use of evidence and strategic positioning

At the time that the CSP was being formulated, there were clear and logical links between the findings of food insecurity analysis in Eswatini and the proposed CSP strategic outcomes. However, gaps were evident in the detailed articulation of result pathways for achieving certain outcomes. As a result, the CSP document offered few concrete details on WFP’s planned approach to resilience building, climate change adaptation and social protection.

12. Annual needs assessments carried out by the vulnerability assessment committee found large numbers of people consistently in need of food assistance throughout the T-ICSP and CSP periods (see figure 7). In addition, the El Niño event of 2015–2016 led to a 40 percent drop in agricultural production¹⁰ and the inclusion of a crisis-response component in the T-ICSP. The intersection of high levels of chronic vulnerability with increasing exposure to risks called for a response that was compatible with WFP’s mandate and therefore justified the organization’s continued engagement in the country.

¹⁰ Global Facility for Disaster Reduction and Recovery. 2020. [ACP-EU Natural Disaster Risk Reduction Program – Eswatini Drought Preparedness](#).

Figure 7: Percentage of the population facing acute food insecurity and requiring humanitarian assistance between June and September, 2018–2023



13. According to Eswatini’s zero hunger strategic review, the majority of the population was reliant on agricultural livelihoods, which justified the inclusion of strategic outcome 2 – on strengthening smallholders’ capacity to supply structured markets with nutritious food – in the CSP. However, the CSP document offered few concrete details on the planned approach to resilience building and climate adaptation. Under strategic outcome 2, the document made reference to the linking of farmers to downscaled weather forecasts¹¹ as a contribution to mitigating the effects of climate shocks, but no associated activities were described. The extent to which livelihood activities were designed to mitigate the localized effects of climate change was also unclear.

14. There was little readily available evidence to inform the design of activities in other newer areas of work. The approach to HGSF lacked an evidence base for ensuring that it was sufficiently adapted to conditions in Eswatini, including an in-depth analysis of market systems in the country. A proper value chain analysis and review of market system actors was not carried out, nor did the CSP document provide details on how the core objective of helping to develop social protection policies and programmes would be achieved.

15. The CSP identified potential synergies between social protection, crisis response and support for smallholder farmers. However, in practice, funding challenges meant that many activities were relatively small-scale, fragmented projects, reflecting a preference for spreading the available resources across as many beneficiaries and geographic areas as possible.

While the CSP’s focus on strengthening social protection systems was appropriate, certain assumptions about the Government’s appetite for increasing the coverage of these systems turned out to be only partially valid. In addition, WFP’s partnerships in this area of work were too narrowly focused, leading to missed opportunities for WFP to position itself strategically.

16. The CSP’s focus on enhanced social protection was found relevant in helping to provide assistance for chronically food-insecure people through forms of social assistance that were more predictable and appropriate than lean-season emergency response. In addition, conditions in Eswatini made the focus on developing shock-responsive social protection mechanisms an appropriate way of exploring the most effective and efficient means of meeting the needs of crisis-affected people. While the CSP identified and sought to address gaps in national social protection policies and programmes, some important gaps and

¹¹ Downscaled weather forecasts use various techniques to translate weather predictions from large-scale models into more detailed, local-scale forecasts. This process improves the accuracy of predictions for specific regions by incorporating local conditions and microclimates. [Meteomatics. Weather Data 90-meter Downscaling](#) (accessed on 11 June 2025).

opportunities – such as the introduction of poverty-oriented cash transfers, and the strengthening of administrative capacity – were not explicitly considered in the scope of the CSP’s country capacity strengthening activities.

17. Assumptions regarding the Government’s appetite for increasing the coverage of social protection programmes proved to be only partially valid given the limited fiscal space. A political-economic analysis, which could have helped to clarify some of the challenges to strengthening national social protection systems, was not conducted. For example, a deeper analysis of the pathways and partnerships that were needed could have helped WFP to advocate change more effectively. While WFP partnered with Eswatini’s social welfare department and UNICEF, its partnership with the World Bank was underdeveloped. This resulted in duplicated capacity assessments and a lack of alignment in developing a unified social registry, which represented a significant missed opportunity, as the agenda and substantial financial support of the World Bank had gained considerable traction with the Government.

Effectiveness

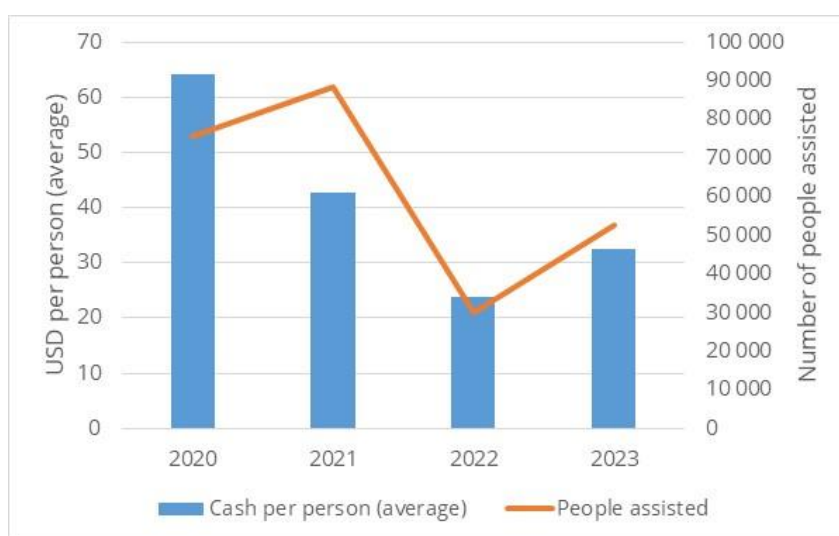
WFP used evidence to inform its targeting of the most food-insecure groups of people and took measures to improve household-level targeting. However, the Government has not adapted its own approach to targeting, and civil society organizations continue to use agency-specific targeting criteria; a common targeting approach has therefore not yet been introduced.

18. Targeting was appropriately guided by evidence on the incidence of food insecurity – such as vulnerability assessments – for crisis response activities and the feeding of orphans and other vulnerable children through neighbourhood care points. WFP revised its targeting approach for the household level in order to address the challenges identified in the Government-led system by moving away from reliance on local leaders and key informants to the use of community meetings and the application of specific criteria to identify vulnerable groups in need of assistance, such as older people, unemployed people, households headed by children or women, widows, and persons with disabilities or chronic illness. This approach helped to minimize errors, but the resulting community lists were more inclusive and required prioritization in line with the available resources. A common targeting approach for the Government and civil society has yet to be introduced.

WFP partially pivoted back to crisis response, which was appropriate given the scale of needs. Unconditional food and cash assistance provided by WFP was found to have improved the food security of crisis-affected people at scale, but this result was compromised by resource limitations later in the CSP period.

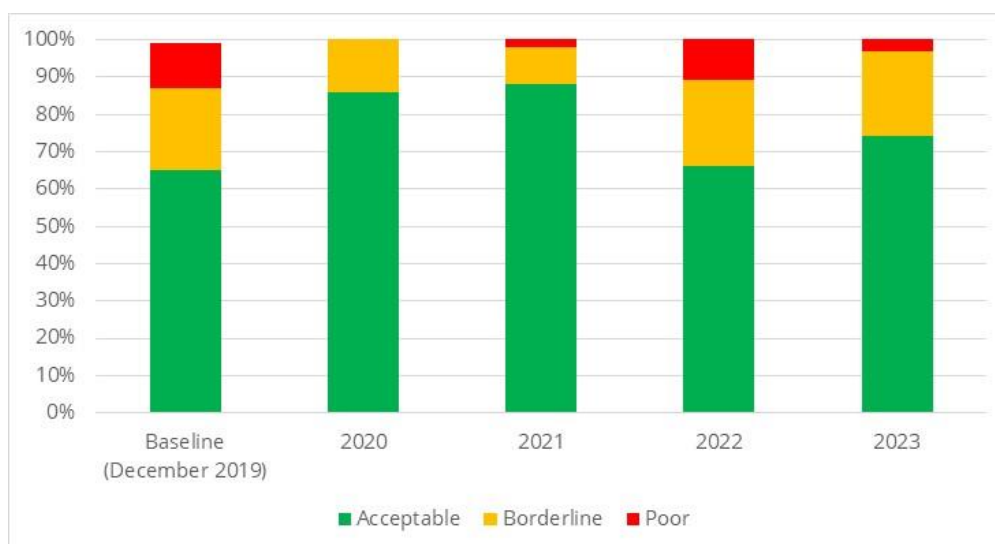
19. *Strategic outcome 1:* Eswatini was affected by a succession of exceptional, unanticipated food security shocks over the period of the CSP. WFP adapted well to respond to the needs arising from drought, the COVID-19 pandemic and food price hikes, and performed well in helping to address short-term food insecurity under strategic outcome 1, to the extent that resources allowed. Specifically, WFP’s assistance covered between 19 and 46 percent of the population in need of food assistance and was well coordinated with the work of other responding agencies under the response plan of the National Disaster Management Agency. However, resource limitations meant that WFP had to significantly scale back its distributions from the 2021 cycle onwards, in terms of both the number of people assisted and the average amounts of assistance provided (see figure 8). This may have contributed to the subsequent decreases in acceptable food consumption scores between 2021 and 2022, with the proportion of people receiving cash assistance and reporting an acceptable score falling from 88 to 66 percent (figure 9).

Figure 8: Average amounts of cash transferred and numbers of people assisted



Sources: CM-R007 annual distributions 2020, 2021, 2022, 2023 (internal reporting).

Figure 9: Food consumption scores of people assisted under strategic outcome 1 2020–2023*



* The baseline value is from December 2019. In response to the impact of COVID-19 and erratic drought conditions, WFP implemented a crisis response through unconditional resource transfers, with food and cash transfers reaching 125,375 affected people. This explains the significant increase in acceptable food consumption scores in 2020 compared with the baseline.

Sources: WFP. *Eswatini annual country reports 2010–2023*. Post distribution monitoring December 2020.

20. WFP also provided neighbourhood care points¹² with food for preschool-age orphans and other vulnerable children. There is a strong justification for WFP's provision of food to the care centres given that these institutions are not funded from the national budget, with the Government's involvement being only

¹² The Ministry of Tinkhundla Administration oversees the coordination of neighbourhood care points, with support from the Deputy Prime Minister's Office. The neighbourhood care point programme is fully funded through international aid. In partnership with UNICEF, WFP supports social safety nets by providing daily warm meals for the children attending the care points (UNICEF. 2024. [Mapping of Social Protection Development in the Kingdom of Eswatini](#)).

in a coordinating capacity. However, WFP has reduced the number of care points it supports from 1,700 between 2020 and 2023 to 700 in 2024 owing to funding constraints, and the long-term future of neighbourhood care points is uncertain given the slow progress in building national ownership of their management and funding.

Despite some positive results, the overall approach to livelihood and resilience-building interventions – predominantly under strategic outcome 2 – was fragmented and lacked a vision of how activities could be brought to scale.

21. *Strategic outcome 2 (predominantly):* WFP helped to strengthen the Government's capacity to design and deliver livelihood activities. The "three-pronged approach" (3PA), which consists of a consultative process aimed at strengthening the design, planning and implementation of resilience-building programmes, was successfully piloted and improved communities' engagement in the design of programmes, but partnerships for the implementation of those programmes were incomplete, and the prospects for their sustainability are low. For example, when implementing the 3PA, WFP did not engage with some key government agencies, United Nations entities and non-governmental organizations that could have assisted in supporting the implementation of the multisectoral plan that was developed, such as the Water Development Board, the Food and Agriculture Organization of the United Nations (FAO), UNICEF, Save the Children and the Eswatini Red Cross Society. In addition, there was no clear strategy for integrating the 3PA into community planning processes that would support resilience programming under the Ministry of Tinkhundla.¹³ However, WFP successfully supported the development of the agricultural integrated information system and the Government has taken important steps to operationalize the system.

22. Overall, livelihood and resilience-building interventions were fragmented across the three strategic outcomes and followed inconsistent approaches. There is some evidence of WFP supporting generalized "climate-smart" interventions for smallholder farmers, including the use of shade nets, drip irrigation and drought-resistant seed varieties, but the evaluation found that WFP did not prioritize and identify locally appropriate, climate-smart agricultural technologies. Experiences elsewhere in the region have not been fully capitalized on. For example, while the initial CSP document proposed linking farmers to downscaled local weather forecasts – an idea that had been pursued elsewhere in the Southern Africa region – this was not translated into actionable plans.

23. The three-to-four-month duration of some livelihood activities, and the amounts provided to smallholder farmers – approximately USD 94 – were too small to meaningfully affect livelihoods over the long term. While the cash transfers had positive welfare outcomes, they fell short of the stated objective of enhancing resilience as part of early recovery initiatives, and the activities did not target the most food-insecure areas distant from the major roads.

24. Critically, for most livelihood interventions there was no clear pathway for bringing them to scale, and no specific plan for shifting responsibility for their implementation to the Government. Projects remained small in scale and fragmented. There was insufficient monitoring of individual interventions to identify what works and why, and to demonstrate which activities are worthy of replication. Support for the groups working on climate and resilience matters has remained at the community level, and it is unclear which government partner is responsible for these interventions and their upscaling.

WFP has been able to demonstrate strong results in supporting country capacity strengthening – primarily under strategic outcome 3 – where it has established longstanding partnerships and been able to offer relevant technical expertise.

25. *Strategic outcome 3:* Achievements in country capacity strengthening were witnessed under the CSP – most notably in the areas of school meal operations and disaster management. WFP's capacity-strengthening activities in these areas were highly relevant and delivered tangible positive effects for individuals and organizations, and at the policy and institutional levels. Specifically the evaluation found the following:

¹³ The Ministry of Tinkhundla Administration and Development is responsible for the administration of Tinkhundla as an administrative unit equivalent to a local council.

- *The training of school staff helped to improve their capacity in food safety and hygiene measures for the preparation of school meals.* For example, utensils are now properly cleaned before and after use.
- *Advocacy led to the Government joining the School Meals Coalition¹⁴ and subsequently drafting the country's commitments* relating to school meal policy, financing, evidence and data, programme design and coverage. Although these commitments were awaiting Cabinet approval at the time the evaluation was conducted, this represented an important step forward.
- *Support for improved data collection, analysis and report writing for the annual assessment of the vulnerability assessment committee led to improvements in the quality and timeliness of the report and were subsequently used to guide emergency responses.* WFP provided capacity strengthening activities with FAO on various food security analysis tools, including the household economy approach and the IPC, and also supported the analysis of cross-cutting areas. The latter led to improved disaggregation of data on gender-based violence, but there is still a need for deeper analysis of gender-related issues and climate change.
- *Support for the development of the national operational framework for disaster management and the national operational guidelines for emergency response led to the delineation of responsibilities and multi-agency frameworks for the national and local levels.* These documents and guidelines were considered particularly helpful in establishing the operational parameters for the National Disaster Management Agency.

26. In addition, as a result of WFP's training and advocacy on the school meal plan PLUS tool, the Ministry of Education and Training *created a series of costed nutritious menus for schools operating school meal or HGSF programmes, which led to commitments to increasing the budget for school meal activities* by 30 percent in 2023.¹⁵ However this budget line was not protected and has been used for other education-related expenditures.

27. WFP's longstanding partnerships with key national partners such as the Deputy Prime Minister's Office, the National Disaster Management Agency and the Ministry of Education and Training significantly facilitated progress in school meal operations and disaster management. This multi-year collaboration fostered a deep understanding of capacity-strengthening needs, enabling WFP to effectively leverage its technical skills in food security analysis in its work with various agencies. Collaboration over several years has given WFP an intimate understanding of the needs and opportunities for capacity strengthening, despite the absence of a formal capacity assessment. For example, collaboration with the Eswatini vulnerability committee under the Deputy Prime Minister's Office dates back to 2013 and has enabled WFP to leverage its strong technical skills in food security analysis to efficiently develop capacity in multiple agencies, including the University of Eswatini, the Surveyor General's Office, and civil society and non-governmental organizations.

28. Progress has also been made in country capacity strengthening in other areas. Specifically, WFP has supported the development of a social protection policy, action plan and road map for 2023–2028. However, it is still too early to judge the utility and effectiveness of these documents, and no national funding has been committed to their implementation. The evaluation also found that the challenges faced by the Government in financing an expansion of shock-responsive social protection in Eswatini were underappreciated by WFP in its planning.

¹⁴ The School Meals Coalition is an effort that is led by United Nations Member States and aimed at ensuring that every child has the opportunity to receive a healthy, nutritious daily meal in school by 2030. It is rooted in country-level action and multisectoral partnerships focused on restoring access to the school meal programmes lost during the COVID-19 pandemic; helping low-income countries to reach the most vulnerable children; and promoting safe, nutritious and sustainably produced foods, and diverse and balanced diets.

¹⁵ Data provided by a key informant. Government of Eswatini. 2024. [Eswatini National Budget 2024/25 at a Glance](#). The budget confirms the allocation of SZL 15 million as additional funding for the school meal programme.

Cross-cutting issues

Despite initial investments in gender analysis, attention to gender-related matters and the other cross-cutting issues of inclusion and nutrition was compromised by a lack of dedicated expertise in the country office.

29. To its credit, WFP followed up on this gap through its early attempts to mainstream gender across its activities at the start of the implementation phase. However, these efforts tailed off considerably during the later stages. There was little attention to the inclusion of marginalized groups other than women and girls. For example, while the needs of people with disabilities have steadily risen in prominence in WFP's corporate strategic agenda, this focus was not incorporated into the preparation or implementation of the CSP.

30. In terms of equitable participation, enrolment numbers were positive for the HGSF pilot, with 67 percent of the farmers supported in 2022 being women; however, in other training courses women accounted for fewer than a third of total participants, and informants were unable to recall any training events that were specifically designed to enhance women's leadership skills and self-confidence. Evidence that women's leadership in smallholder farmer and livelihood groups had been enhanced was also limited, and under strategic outcome 1 women became the default recipients of cash transfers only after complaints were made by beneficiaries.

31. The limited attention to gender and inclusion issues was closely related to resource constraints that affected the staffing of the country office. From 2023 onwards, the country office did not have a dedicated gender officer but instead relied on a gender focal point who had other significant responsibilities across the CSP, including leading an activity area. This undermined mainstreaming efforts as there is a limit to what could be expected from overburdened gender focal points. Although partnerships were established to help address this gap – for example with the Common Market for Eastern and Southern Africa's Federation of Women in Business, which supports women farmers in supplying the school meal programme – they could not fully substitute for the lack of capacity in the country office.

32. Nutrition was taken into consideration to some degree in the CSP, as reflected in the targeting of malnourished population groups, the messaging for social and behaviour change, and the mainstreaming of nutrition in the design of livelihood interventions. However, efforts to mainstream nutrition in food systems through the promotion of fortified foods did not make meaningful progress and also suffered from a lack of dedicated expertise in the country office.

Key factors affecting performance

Limited funding, including from government co-financing and new sources, hampered the achievement of the CSP's broad ambitions. The measurement of capacity strengthening outcomes and the capture of evidence from pilot projects to inform upstream policy work have been challenging.

33. With minimal contributions directed to supporting capacity-strengthening activities, WFP has relied heavily on internal, flexible, multilateral financing to implement these activities. This source of financing does not provide the predictable multi-year financing that is required in order to make sustained progress, and its future availability is particularly uncertain given the corporate budgetary pressures facing WFP.

34. Other sources of financing that may be better suited to supporting capacity-strengthening efforts have not been sufficiently explored, such as opportunities for trilateral dialogue with the Government and international financial institutions on the potential for contributing to WFP in accordance with their respective mandates. This will require WFP to change the way in which it views its partnership with the Government.

35. WFP has not fared well in competitive bids and, depending on the circumstances and its specific comparative advantages, may need to accept more of a supporting than a central role in developing joint bids with other United Nations entities. WFP's positioning in competitive bids would also benefit from stronger evidence of results, drawing on WFP's work in-country and, potentially, elsewhere in the region. WFP failed to collect sufficient, good-quality data to demonstrate the results of the HGSF pilot. As a consequence, it has not captured sufficient learning and evidence to demonstrate the viability of this approach in informing national policymaking.

Sustainability and transition strategies

While progress towards sustainable change was achieved for disaster management, the main exit strategy for the CSP was seen to lie in gradually shifting responsibility for emergency response to a shock-responsive national social protection system. Overall, progress towards this goal has been slow.

36. There has been positive progress in creating sustainable change in the area of disaster management. The necessary legislation, policies and guidelines to support the operations of the National Disaster Management Agency have been drafted and are close to being formally adopted. The Government's capacity has been strengthened in the areas of assessment, cash distributions and logistics. After exceptional budget allocations related to the COVID-19 pandemic in 2020/21, budget allocations from the Government have continued at a predictable level. The National Disaster Management Agency has a strong record in leading crisis response, complemented by the auxiliary capacity of the Baphalali Eswatini Red Cross Society, but capacity gaps remain. For example, a disaster financing mechanism that enables large-scale response has not yet been established, and WFP was not involved in other relevant initiatives on drought preparedness and disaster risk financing.

37. The main exit strategy for the CSP focused on ensuring that transfers and services were sustainably delivered through national social protection systems. Progress towards this goal depended on changes in national policy and legislation, strengthened financing, and increased government staff capacity. WFP aimed to start filling the policy gap by promoting a comprehensive social assistance policy that recognizes the role of social protection in responding to shocks and promoting household resilience.

Recommendations and sub-recommendations	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
Recommendation 1: WFP should conduct a thorough assessment of potential resources and calibrate the design of the next CSP against a pragmatic assessment of probable resource availability. 1.1 Explore new opportunities for leveraging domestic resources in areas relevant to food security and nutrition, and in partnership with international financial institutions, as relevant and applicable. 1.2 Intensify engagement and advocacy with established donors at the country and – especially – the regional levels to mobilize CSP funding.	Strategic	Country office	Regional office	High	Prior to the new CSP – 2026 onwards
Recommendation 2: WFP should continue to support capacity strengthening for national authorities aimed at enabling them to own and sustain school and preschool meal operations. 2.1 Continue to pilot local procurement for school meal operations with the Ministry of Education and Training, in conjunction with the relevant marketing boards providing extension and procurement services. 2.2 Continue to advocate the Government's leadership of, and responsibility for, the coordination of all partners' support for neighbourhood care points. 2.3 Continue to implement a time-limited pilot project on the development of gardens that sustainably supply food for orphans and other vulnerable children attending neighbourhood care points.	Operational	Country office		High	Prior to the new CSP – 2026 onwards

Recommendations and sub-recommendations	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
Recommendation 3: In partnership with the Government, WFP should define a value proposition that includes the areas of climate change adaptation and social protection. 3.1 Work in close partnership with the Government and other actors to identify opportunities for contributing to national policy debates and best practices in food and nutrition security programming, drawing on an analysis of best practices and demonstrated comparative advantages in similar settings in the region. 3.2 Detail an approach that considers combining technical advisory support at the institutional level, dialogue and advocacy on policy with the national government and key international actors, including international financial institutions, and the identification, design and implementation of pilot projects with strong investments in systematization, evidence generation and knowledge management. 3.3 Explore the potential for sharing experts in social protection, climate change adaptation, nutrition and gender issues with other country offices through a multi-country support arrangement. 3.4 Develop a theory of change that clarifies the anticipated outcomes and articulates the key assumptions on which those outcomes depend; and ensure that adequate resources are ring-fenced to support monitoring, evaluation and learning in relation to this theory of change.	Strategic	Country office	Regional office	High	Prior to new CSP – 2026 onwards

1. Introduction

1.1. Evaluation features

1. Country strategic plans (CSPs) are the core planning and management framework for World Food Programme (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.¹⁶ The Evaluation of the Eswatini Country Strategic Plan (2020-2025) was commissioned by the WFP Office of Evaluation (OEV) and serves the dual objectives of accountability and learning (see the terms of reference (ToR) in Annex I). It is expected to support the design of the second-generation CSP for Eswatini.
2. The principal evaluation stakeholders include the WFP Executive Board, the WFP Eswatini country office, the WFP regional bureau in Johannesburg (RBJ), as well as the Government of the Kingdom of Eswatini (GoKE), donor agencies, people assisted, cooperating partners and the United Nations Country Team (UNCT).
3. The evaluation focuses on the CSP implementation from January 2020 through to the end of data collection in July 2024. However, as identified in the terms of reference, the scope includes activities continued from the preceding Transitional Interim Country Strategic Plan (T-ICSP) (2018-2019) as well as referencing the T-ICSP to contextualize strategic shifts in the CSP.
4. An inception phase was conducted between March and May 2024, with an inception mission to Eswatini from 8 to 12 April. The evaluation adopted a theory-based mixed methods approach, drawing on secondary quantitative data analysis, a literature review, key informant interviews (KIIs) and focus group discussions (FGDs) with people assisted within the CSP. Data collection in Eswatini took place in July 2024, including visits to project stakeholders in all four regions of the country. The evaluation was carried out by a gender-balanced team of two senior international experts, two national experts and a research analyst.

1.2. Context

5. Eswatini is classified as a lower middle-income country (LMIC), with a real gross domestic product (GDP) per capita estimated at USD 3,936.¹⁷ Despite the relatively high gross domestic product, food insecurity and malnutrition are widespread, with a significant proportion of the population consistently assessed as food insecure and malnourished (see Figure 1), which frames WFP engagement in the country.
6. Child malnutrition remains a significant challenge in Eswatini, despite improvements over time. Stunting rates for children under 5 declined from 30.9 percent in 2010 to 23 percent in 2017 and 20 percent in 2022. In 2017, the rate of stunting among boys was higher than girls (29.2 percent and 21.2 percent respectively).¹⁸ Wasting (low weight-for-height) prevalence was 2 percent in 2014 but increased to 2.5 percent in 2017¹⁹ before falling again to 1.8 percent in 2022.²⁰
7. The 2024 Integrated Food Security Phase Classification (IPC) Report indicated that between June and September 2024 an estimated 20 percent of the population (243,000 people) were in crisis (IPC Phase 3), concentrated in the lowland, east of the country (Map 2).²¹ This was forecast to rise to 303,725 people (25 percent of the population) in IPC Phase 3 and above during the October 2024 to March 2025 lean season.

¹⁶ WFP (2016b) Policy on Country Strategic Plans. Rome: WFP/EB.2/2016/4-C/1/Rev. 1, page 19.

¹⁷ World Bank. [World Bank Data Bank](#)

¹⁸ UNICEF (2024) Nutrition – Child nutrition in Eswatini. (Available at:

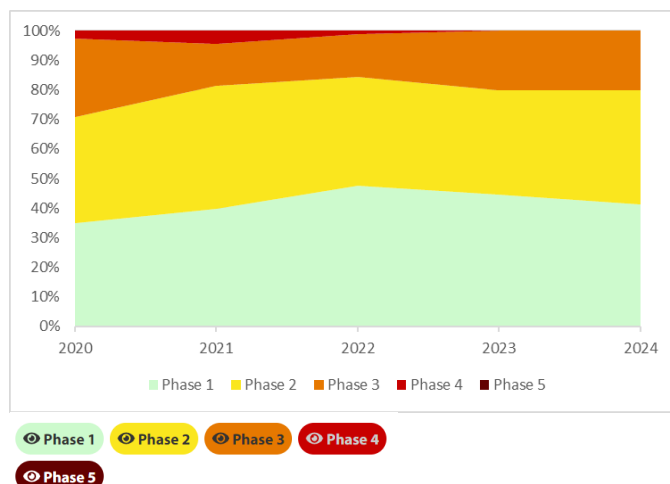
<https://www.unicef.org/eswatini/nutrition#:~:text=Stunting%2C%20which%20is%20a%20sign,estimated%2060%2C257%20children%20are%20stunted>) (Accessed: 08/05/2024).

¹⁹ UNICEF (2024) Nutrition – Child nutrition in Eswatini. <https://www.unicef.org/eswatini/nutrition>

²⁰ GoKE and UNICEF (2024) Multiple Indicator Cluster Survey 2021-2022. Survey findings report. January 2024.

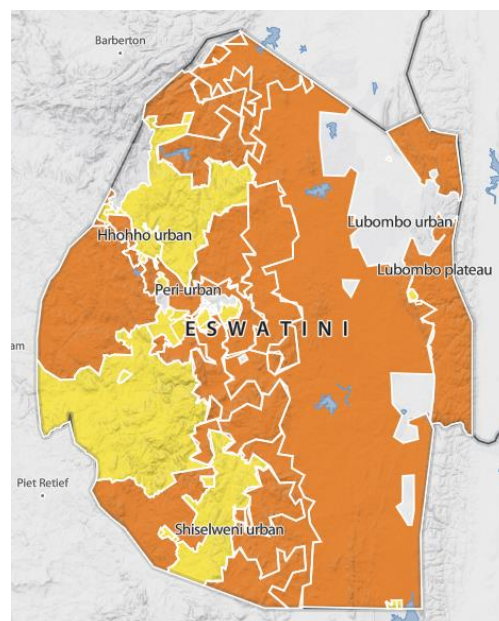
²¹ IPC (2024) IPC Acute Food Insecurity Analysis. 31 July 2024.

Figure 1 Eswatini IPC acute food insecurity situation 2020-2024



Source: IPC Eswatini acute food insecurity reports

Map 2 IPC acute food insecurity phase classification, by geographic area



Source: Integrated Food Security Phase Classification (date of extraction September 2024)

8. Food insecurity and malnutrition are rooted in chronic poverty and inequality. The majority of the population (58.9 percent) live below the national poverty line (defined as USD 3.65 per day).²² More than one in three is unemployed (35.4 percent), with higher rates associated with youth (young women youth unemployment is 61.1 percent) and possessing only lower secondary education (66.1 percent).²³ The urban-rural poverty divide is widening, with the lowland Lubombo and Shiselweni regions reporting the highest poverty rates.²⁴ Human immunodeficiency virus (HIV) prevalence rates are extremely high, especially among women (30.4 percent compared to 18.7 percent of men),²⁵ and this has contributed to 45 percent of Emaswati children classified as orphans and vulnerable children (OVCs).²⁶

9. Poverty and inequality rates compare unfavourably with other countries in the region (Figure 2). Based on most recent data, Eswatini had the tenth highest income inequality in the world (with a Gini coefficient of 54.6).²⁷

²² World Bank (2024) The World Bank in Eswatini. Country Overview.

<https://www.worldbank.org/en/country/eswatini/overview>; latest available data presented.

²³ Ministry for Labour and Social Security, Eswatini (2024). Eswatini labour market information available from:

<https://lmis.gov.sz/w/home/show>.

²⁴ World Bank (2020) GoKE. Toward Equal Opportunity: Accelerating Inclusion and Poverty Reduction: Systematic Country Diagnostic.

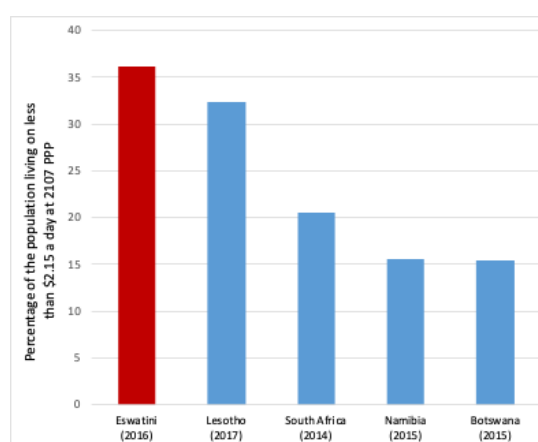
²⁵ MoH (2021) Eswatini Population-based HIV Impact Assessment 3 2021 (SHIMS3 2021): Final Report. MOH, Eswatini; November, 2023. Note: HIV prevalence among adults is 24.8 percent.

²⁶ IPC (2020) Eswatini IPC Chronic Food Insecurity Report. January 2020.

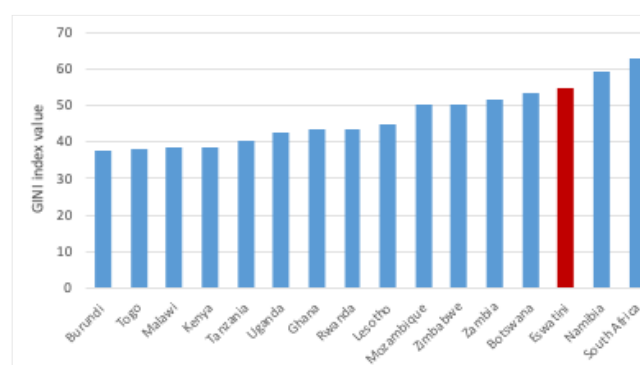
²⁷ World Bank (2016) Data: Eswatini: Gini index. <https://data.worldbank.org/indicator/SI.POV.GINI?locations=SZ>.

Figure 2 Regional poverty rates

Poverty headcount ratios for southern Africa countries



Income inequality for Sub-Saharan countries (Last available years)



Source: World Bank data

10. There are marked gender disparities between men and women with a Gender Inequality Index of 0.491 in 2022.²⁸ Women and girls continue to be disproportionately affected by poverty and food insecurity in a traditional, patriarchal society.²⁹ Rural, less-educated people and households headed by women are the furthest left behind and the worst affected by poverty, poor access to the labour market and unemployment, HIV and acquired immune deficiency syndrome (AIDS), violence, unmet needs for family planning, maternal mortality and lack of empowerment.³⁰ Women face significant risks of gender-based violence (GBV) and sexual exploitation and abuse (SEA) in Eswatini.³¹

11. Of the country's population, 12 percent have disabilities, with more women affected (58 percent) than men (42 percent).³² Of all the people living with disability, 82 percent live in rural areas and 17 percent of rural women are disabled. Of the people living with disability in Eswatini, 84 percent are economically inactive.³³

12. Chronic food insecurity has been compounded by adverse climatic events, economic challenges, social unrest and spikes in food prices (see Table 1). With climate change, Eswatini is at increased risk of climate extremes, including droughts, floods, storms and forest fires, along with the increased spread of diseases.³⁴ Vulnerability to climate shocks is high given that 70 percent of the country's population, 60 percent of whom are women, rely on subsistence rain-fed farming.³⁵ Furthermore, productivity in the smallholder sector is low due to limited access to extension services, farm inputs, financial services, predictable markets and appropriate crop storage facilities. Women's participation in commercial or large-scale farming is limited with restrictions on land ownership.

²⁸ UNDP (2022) Human Development Report 2021/2022.

²⁹ UN Eswatini (2020) United Nations Common Country Analysis of GoKE. April 2020.

³⁰ Ibid.

³¹ WFP Eswatini (2020) Gender Analysis Report.

³² UNRPD (2022) Situational Analysis of the rights of persons with disabilities – Eswatini Country Brief.

³³ UN Eswatini (2020) United Nations Common Country Analysis of GoKE. April 2020.

³⁴ EM-DAT: The Emergency Events Database – Université catholique de Louvain (UCL) – CRED, D. Guha-Sapir, Brussels, Belgium. URL: [EM-DAT - The international disaster database](https://emdat.dtic.mil/emdat/)

³⁵ GoKE (2022) Second Voluntary National Review Report. June 2022.

Table 1. Key drivers of food insecurity (2019-2024)

Time period	Population in IPC Phase 3 or 4	Drivers of food insecurity
June-September 2019	205,000 people (22% of the rural population acutely food insecure – i.e. in IPC Phase 3 or 4, of which 47,000 people in IPC Phase 4 (emergency).	Anticipated El Nino-induced drought , reduced agricultural production, casual labour opportunities and food availability.
June-September 2020	Over 330,000 people (29% of the population acutely food insecure; of which 30,000 people in IPC Phase 4.	COVID-19 pandemic mitigation measures had negative impacts on livelihoods. Dry spells in November and December negatively impacted food production. Unusually high commodity prices further restricted food access.
January-March 2021	Over 347,000 people (31% of the population in IPC Phase 3 or above)	Loss of employment due to COVID-19 reduced households' ability to purchase food and farm inputs. Unusually high commodity prices further restricted food access. Erratic rainfall and prolonged dry spells.
June-September 2021	Nearly 262,000 people (22% of the analysed population in IPC Phase 3 or above)	COVID-19 pandemic. High commodity prices. Poor performance of the agricultural season as a result of drought.
December 2021- March 2022	336,000 people (29% of the population in Eswatini in IPC Phase 3 above)	COVID-19 pandemic increasing levels of unemployment. High food prices. Social unrest led to the destruction of businesses in urban and peri-urban areas. Cyclone Eloise resulted in flooding, crop damage and poor yields.
June-September 2022	Over 182, 000 people (16% of the population in IPC Phase 3 or above.	Food security situation in Eswatini improved due to the favourable seasonal performance as compared to the previous season. Crop production registered a 27% increase in total maize yield.
June-September 2023	238,500 people (20% of the population in IPC Phase 3.	War in Ukraine led to spikes in essential commodity prices , resulting in price shocks, loss of income and unemployment. Extended periods of drought and flooding.

Source: Eswatini Vulnerability Assessment Committee 2018-2023

13. Eswatini spends more on education than the average for LMICs, but less than the southern African average.³⁶ The share of gross domestic product spent on education declined from 7 percent in 2016/2017 to 5.5 percent in 2020/2021.³⁷ Primary school net enrolment is 94 percent (2017) with 51 percent net enrolment in secondary school (2015).³⁸ Of the 422,889 children enrolled in schools, 84 percent are covered by the government school feeding programming, reaching approximately 32 percent of the total population.³⁹ Community-run neighbourhood care points (NCPs) provide food for pre-school-age children (see Box 1 below).

³⁶ World Bank (2021) Eswatini Education Sector Analysis.

³⁷ Ibid.

³⁸ Eswatini Central Statistical Office (2018) 2016/2017 Eswatini Household Income and Expenditure Survey (EHIES): Key findings report.

³⁹ WFP Eswatini (2023) Joint Evaluation of linking Smallholder Farmers to the Home-grown School Feeding Market (HGSF) in Eswatini 2019-2021 (Final) Decentralized Evaluation Report. October 2023.

Box 1 Neighbourhood care points in Eswatini

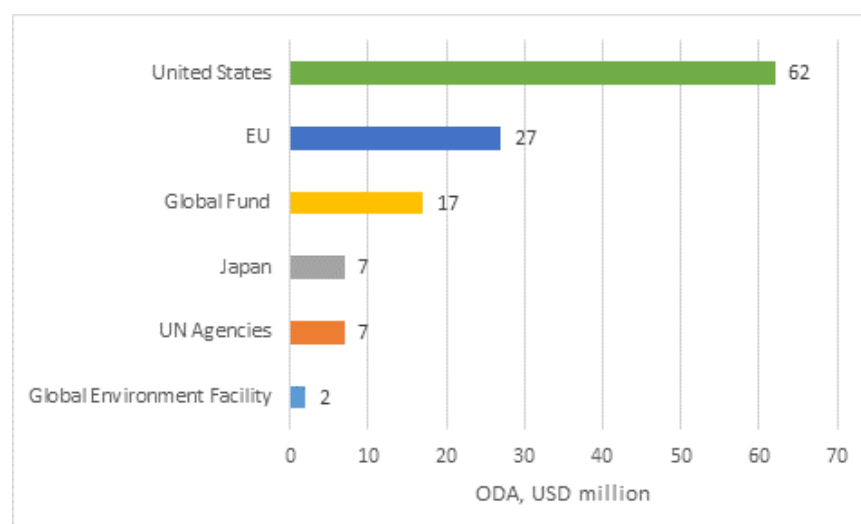
Neighbourhood care points were conceived and established in Eswatini in 2002, as a community response to orphans and vulnerable children aged from 6 months to 6 years. The objectives were to:

- provide care and support for orphans and vulnerable children, by mitigating the impact of HIV and AIDS, poverty, food insecurity and sexual exploitation;
- serve as a community-based care and support system especially for vulnerable children at the chiefdom level; and
- provide children with nutritious meals, non-formal learning and recreational activities and basic health care and psychosocial support.

Source: Government of Eswatini (2022). Neighbourhood Care Point Strategic Plan.

14. Net official development assistance (ODA) to Eswatini is modest and has fluctuated between a low of USD 70.5 million in 2019 to a high of USD 125.0 million in 2021, and declined to USD 96.6 million in 2022.⁴⁰ The top ten donors of gross official development assistance for Eswatini between 2020 and 2021 are presented in Figure 3. The health and population sector receives 87 percent of all official development assistance, with 3 percent to education; 0.5 percent to production and 1.3 percent to humanitarian aid.⁴¹

Figure 3 Top donors of gross official development assistance for Eswatini (2020-2021)



Source: Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD DAC) Aid at a glance.

15. The Government has negotiated significant support from international financial institutions (IFIs), including the International Monetary Fund, the World Bank, the International Fund for Agricultural Development (IFAD) and the African Development Bank (AfDB), including support for agricultural development and social protection (Table 2). These loans have been key to public investment given the limited overall official development assistance and the minimal grant funding in these sectors.

⁴⁰ OECD DAC (2023) Aid at a Glance. <https://www.oecd.org/dac/financing-sustainable-development/development-finance-data/aid-at-a-glance.html>.

⁴¹Ibid.

Table 2. Overview of selected contributions to Eswatini by international financial institutions (USD) (2020-2024)

Institution	Amount (USD)	Description
International Monetary Fund	110.4 million	Emergency financial assistance to support the Government in addressing the impacts of COVID-19. ⁴²
World Bank ⁴³	21m (2020-2025) 32.1 million (2022-2027) 40.0 million (2021-2022) 75 million (2022-2023)	Health system strengthening: to improve the coverage and quality of key reproductive, maternal, neonatal, child and adolescent health, nutrition and noncommunicable disease services. Strengthening early childhood development and basic education systems: to strengthen education service delivery and management systems in the early years and junior secondary education. Economic recovery development policy financing I: The first in a programmatic series of two operations to support the Government of Eswatini's economic reform programme. Economic recovery development policy loan II: (1) to help protect lives and support firms to protect workers; (2) to strengthen transparency and budget management; and (3) to competitiveness and open up the digital economy. ⁴⁴
African Development Bank	40 million (2022-23) 36 million (2021-2023)	Emergency food production programme: a single-tranche crisis response budget support targeting the agriculture sector for the financial year 2022/23. Support for economic recovery and inclusive growth phase 1: To enhance economic governance, improve investment climate and increase social protection for inclusive growth and accelerated post COVID-19 recovery. ⁴⁵
IFAD	33.5 million (2018-2025) 25 million (2015-2024)	Financial inclusion and cluster development project: to support the credit and financial services sector. The smallholder market-led project (SMLP) is a six-year project that uses the availability of confirmed markets as a driver for promoting smallholder production for household nutrition and sale of marketable surplus.

IMF (2020), World Bank (2023), ADB (2024) & IFAD (2024)

⁴² International Monetary Fund (2020) IMF Executive Board Approves US\$110.4 Million in Emergency Support to GoKE to Address The COVID-19 Pandemic. July 19 2020. Press Release No. 20/274.

⁴³ The World Bank has provided additional loans not listed here for amounts of less than 10m USD.

⁴⁴ World Bank (2023) Project list for all contributions to Eswatini between 2020-2024.

⁴⁵ African Development Bank (2024) Project list: Eswatini. Map Africa – Track the High 5s. [Available at: <https://mapafrica.afdb.org/en/projects>] (Accessed: 06/09/2024).

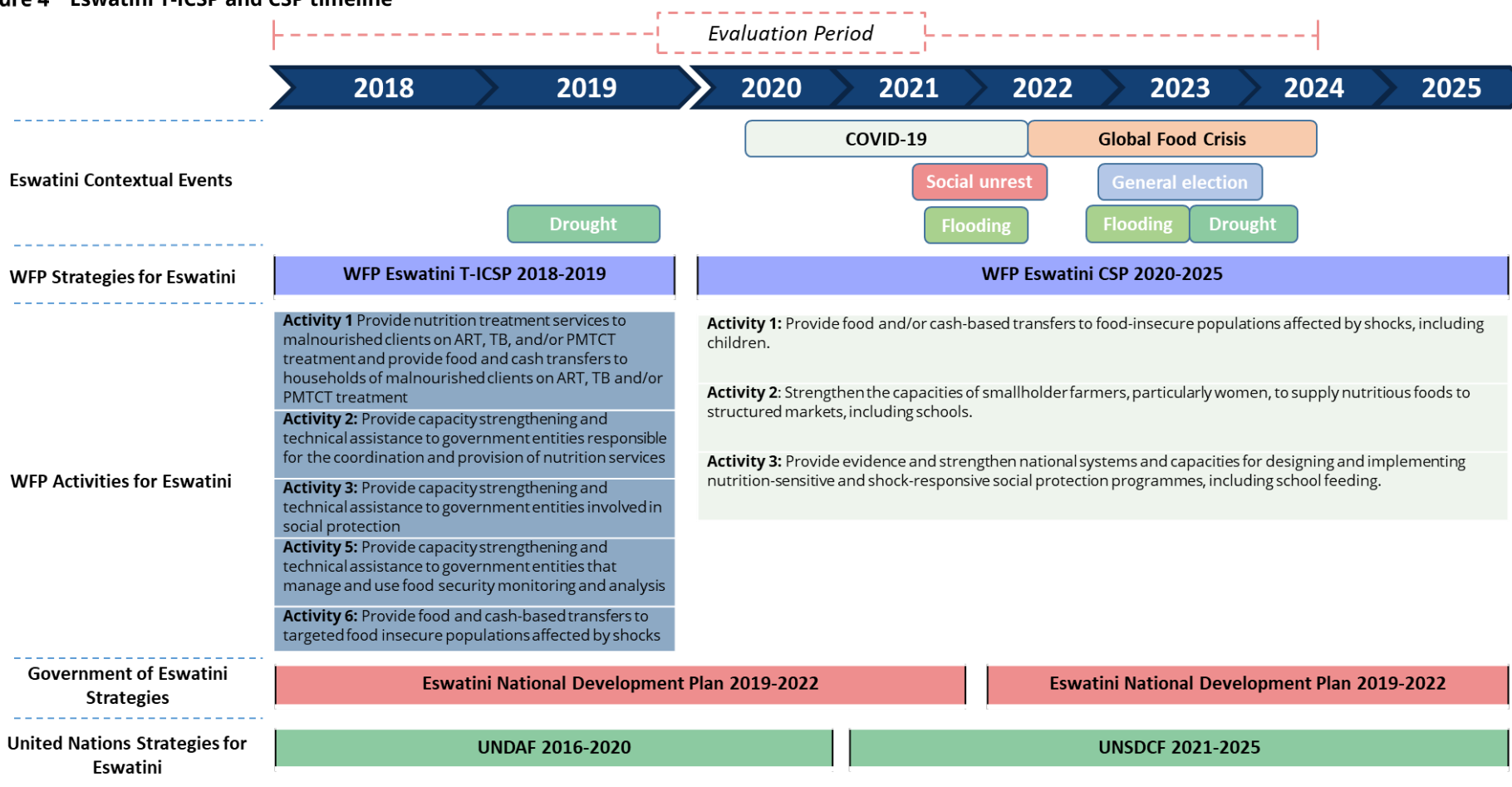
1.3. Subject being evaluated

1.3.1. CSP objectives, activities and modes of engagement

16. The Eswatini CSP was approved for a five-year period (2020-2024) and subsequently extended by one year to align with the 2021-2025 United Nations Sustainable Development Cooperation Framework (UNSDCF) (Figure 4). The CSP continued the shift by the T-ICSP from implementing food and nutrition assistance to strengthening government capacities. The CSP includes three strategic outcomes (SO) aimed at responding to crises and building resilience in Eswatini, with SO3 - technical support to assist the government in achieving transformative social protection – identified as the core of the CSP. Gender equality is included as a fundamental cross-cutting pillar of the CSP to be realized through “purpose-designed gender-transformative activities”.⁴⁶

⁴⁶ WFP Eswatini (2020) Eswatini Country Strategic Plan (2020-2024)

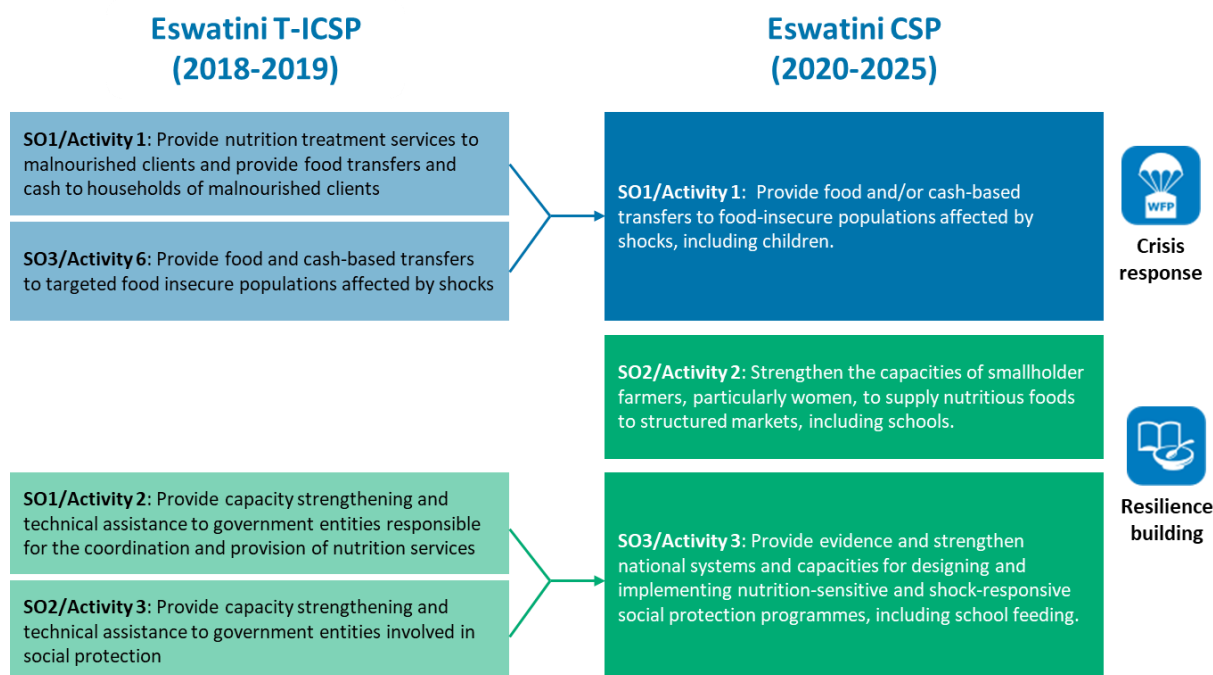
Figure 4 Eswatini T-ICSP and CSP timeline



Source: Evaluation team

17. Figure 5 illustrates how the CSP design built on the strategic focus and operations of the T-ICSP. Activity 1 under the CSP builds on activities 1 and 6 from the T-ICSP in terms of providing food and cash transfers to food-insecure households. Activity 3 of the CSP, which focuses on country capacity strengthening (CCS) is a continuation of the work done under Activity 2 and particularly Activity 3 from the T-ICSP, both of which address country capacity strengthening but the latter with a focus on social protection. The CSP introduced SO2 to improve agricultural practices and knowledge of good nutritional practices among smallholder farmers.

Figure 5 Continuity of Eswatini T-ICSP and CSP activities



Source: Evaluation team

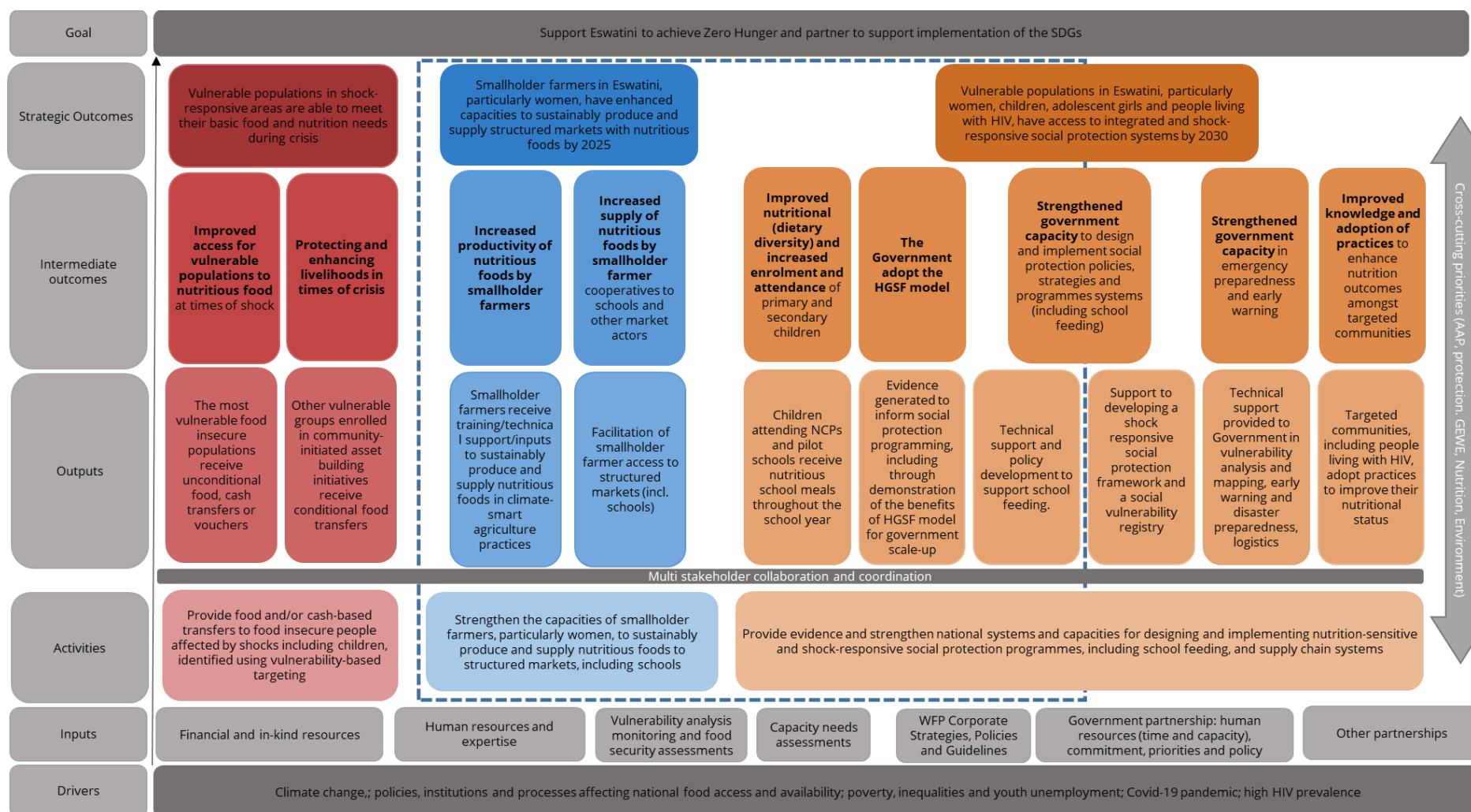
18. The primary mode of engagement for the Eswatini CSP was intended to be country capacity strengthening, provided through technical advice and evidence-generation by activities 2 and 3. In-kind food assistance and cash-based transfers (CBTs) are used under crisis assistance (Activity 1) and to support feeding at neighbourhood care points (NCPs) and schools (Activity 3).

1.3.2. Theory of change

19. An inferred theory of change (ToC) was prepared by the evaluation team, building on the T-ICSP and CSP logical frameworks and line of sight (Figure 6 and Annex III).⁴⁷ The theory of change pathways are summarized in the text below.

⁴⁷ The ToC refers to the assumptions labelled as A1 etc. and listed in Annex II.

Figure 6 Theory of change for Eswatini CSP



Source: Evaluation team

OEV/2024/004

20. The main activity under SO1 provided unconditional food assistance, in conjunction with cooperating partners (CPs). The activity was designed to address an assumed lack of access to food among populations in crisis. Annual targets were set in the annual performance plans (APPs) informed by the numbers in need and the availability of resources. Conditional cash transfers⁴⁸ were introduced in 2023 with the aim of simultaneously meeting immediate needs while also contributing to early recovery by building resilience. This was a relatively small-scale pilot managed by WFP with the necessary non-food items such as tools, equipment and construction materials supplied by the Government.

21. SO2 aimed to contribute to the improvement of smallholder productivity, incomes and resilience to climate shocks. This strategic outcome included two sets of activities. In the first, WFP sought to promote smallholders' access to formal markets, building on the opportunity of a home-grown school feeding (HGSF) pilot. Here, CSP activities focused on providing training in marketing and business management skills to women farmers. A second track aimed to increase agricultural productivity and incomes through climate-smart practices with separate smallholder farmer groups. The CSP also identified the goal of linking these farmers to early warning and climate information systems, although supporting activities were not elaborated.

22. This strategic outcome was primarily delivered through cooperating partners, which provided the inputs to support the adoption of climate-smart agriculture practices, marketing and post-harvest management to improve productivity, livelihoods and food and nutrition security. In addition, close supporting relationships were anticipated with the Ministry of Agriculture (MoA), the Food and Agriculture Organization (FAO), development partners and non-governmental organizations (NGOs), including coordinated support to increase agricultural production among the HGSF producer groups.

23. SO3 aimed to improve access to integrated, shock-responsive social protection systems. This included supporting the development of a shock-responsive social protection policy framework and a unified social registry to enable the integration and efficient targeting of various government social assistance transfers. WFP also sought to strengthen capacities to deliver shock-responsive safety nets through:

- contributing to enhanced emergency preparedness and response, through improved government capacity in vulnerability analysis and mapping, early warning and disaster preparedness;
- targeting schoolchildren and orphans and vulnerable children with nutritious meals to meet food and nutrition needs and support access to education. This was addressed through a HGSF pilot and support to feeding orphans and vulnerable children in neighbourhood care points; and
- promoting productive safety nets to protect and promote the livelihoods of vulnerable populations, including people living with HIV, through targeted livelihood activities.

24. There was a close partnership with the Government in developing safety nets to promote sustainability. These safety nets were also intended to be scalable in times of crisis, although outside of emergency assistance, it was unclear how the scalability was addressed.

25. The CSP included a focus on gender-transformative approaches with reference to reducing the risk of gender-based violence, confronting the stigma of HIV, AIDS and tuberculosis and supporting the economic empowerment of adolescents and women. Gender was mainstreamed across the strategic outcomes with reference to targeting women in crisis response, resilience building and nutrition-related activities. The CSP also aimed to promote gender-sensitive social protection. Key partnerships identified included the Gender Coordination Unit of the Deputy Prime Minister's Office (DPMO), The Centre for Financial Inclusion (CFI), the Common Market for Eastern and Southern Africa's (COMESA) Federation of Women in Business (COMFWB) and civil society actors.

1.3.3. Budget and funding

26. As of August 2024, the CSP was approximately 45 percent funded compared with the needs-based plan (NBP). Funding levels across activities have been similar, but Activity 3 has seen the lowest level of funding at 37.7 percent (Table 3). SO3 has seen only 83.7 percent of allocated resources spent compared with 99 percent and 97 percent for SO1 and SO2 respectively (Table 3). The reasons for this are explored under Finding 21.

⁴⁸ These conditional transfers were referred to as food assistance for assets in WFP documentation.

Table 3. Eswatini CSP cumulative financial overview, (USD) (2020-2025)

Focus area	Strategic outcome	Activity	Original needs-based plan 2020-2024 (USD)	% on total	Current needs-based plan as of 22 August 2024 (USD)	% on total	Allocated resources (USD)	Allocated resources as % of total current SO of needs-based plan	Entire CSP cycle expenditures as of 22 August 2024 (USD)	Expenditures as % of allocated resources
Crisis response	SO1	1	13,425,108	53.6	36,327,986	50.4	16,997,242	46.8	16,622,565	97.8
Resilience building	SO2	2	1,004,934	4.0	3,943,187	5.5	1,909,607	48.4	1,807,312	94.6
Resilience building	SO3	3	7,307,757	29.2	27,867,244	38.6	10,274,416	36.9	8,597,354	83.7
Non-SO specific										
Total operational costs			21,737,799	87	68,138,417	94.4	29,321,788	42.8	27,027,231	92.2
Total direct support costs			3,321,665.85	13	4,010,527	5.6	2,873,652	71.7	2,212,960	77.0
Total indirect support costs			1,628,865.20		4,689,681		1,294,039		0	0
Grand Total (excluding ISC)			25,059,465	100	72,148,944	100	32,195,440	44.4	29,240,191	91.2

Source: CPB Resources Overview Report (Date of extraction: 22.08.2024)

27. The CSP has been revised through five budget revisions (BRs). BR01 introduced lean-season support and BR02 incorporated a COVID-19 response to support SO1. BR03 brought about a one-year extension of the CSP to align with the UNSDCF. BR04 expanded the coverage of SO1 by introducing conditional transfers, extended the duration of the HGSF pilot and revised the food basket for neighbourhood care points. BR05, approved in August 2024, included a value voucher modality under Activity 3 for the transfer of eggs and vegetables to 50 HGSF pilot schools.

28. The first budget revision required no budget increase. BR02 brought an increase of 23.5 percent with subsequent budget revisions increasing the budget by 53.8 percent (BR03), 53.5 percent (BR04) and 0.3 percent (BR05). In total the original needs-based plan budget increased from USD 26,284,469 to the current USD 76,838,62649. Figure 7 provides a timeline of the evolution of the CSP in terms of budget, food assistance transfers and number of people assisted.

⁴⁹ WFP CSP Revision, Budget Revision 5 (August 2024).

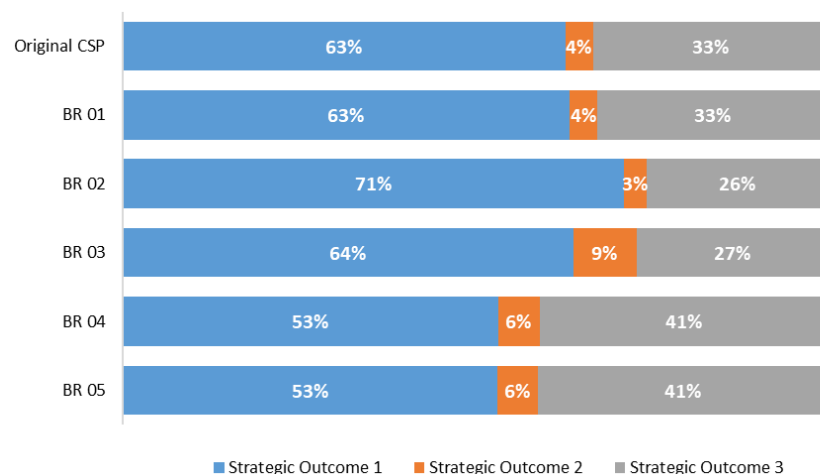
Figure 7 Overview of budget revisions in the Eswatini CSP (2020-2025)

2020			2021	2022	2023	2024	2025
CSP 2020-2024	BR 01	BR 02	BR 03		BR 04	BR 05	
In June 2020, the EB approved the Eswatini CSP for the duration from 1 January 2020 – 31 December 2024	BR 01 introduced lean season support under the CSP from January to March 2020 under SO1	In 2020, BR 02 was approved introducing COVID-19 response support under SO1	Extension of the CSP for an additional year to December 2025 to align with the UNSDCF timeframe		Expanded beneficiary coverage under SO1 by introducing vulnerability-based targeting and conditional transfers under activity 1	Inclusion of the value voucher modality under Activity 3 to complement the existing HGSF in-kind food basket	
Budget USD 26,284,469	Budget USD 26,284,469	Budget USD 32,460,522	Budget USD 49,913,097		Budget USD 76,594,231	Budget USD 76,838,626	
Food 14,930 mt	Food 14,930 mt	Food 13,423 mt	Food 17,742 mt		Food 31,555 mt	Food 31,555 mt	
Cash Transfers USD 8,020,434	Cash Transfers USD 8,020,434	Cash Transfers USD 13,458,681	Cash Transfers USD 20,649,659		Cash Transfers USD 27,025,336	Cash Transfers USD 27,236,814	
Beneficiaries 199,593	Beneficiaries 199,593	Beneficiaries 263,292	Beneficiaries 576,264		Beneficiaries 331,852	Beneficiaries 331,852	

Source: CSP document (2020-2024); BR01; BR02; BR03; BR04; BR05

29. SO1 originally accounted for approximately two thirds of the total CSP budget, however, this was reduced to 53 percent in the most recent revision (Figure 8). BR03 substantially increased the budget for resilience building, which increased by four times compared to the original needs-based plan.

Figure 8 Budget evolution by strategic outcomes, Eswatini CSP (2020-2025)

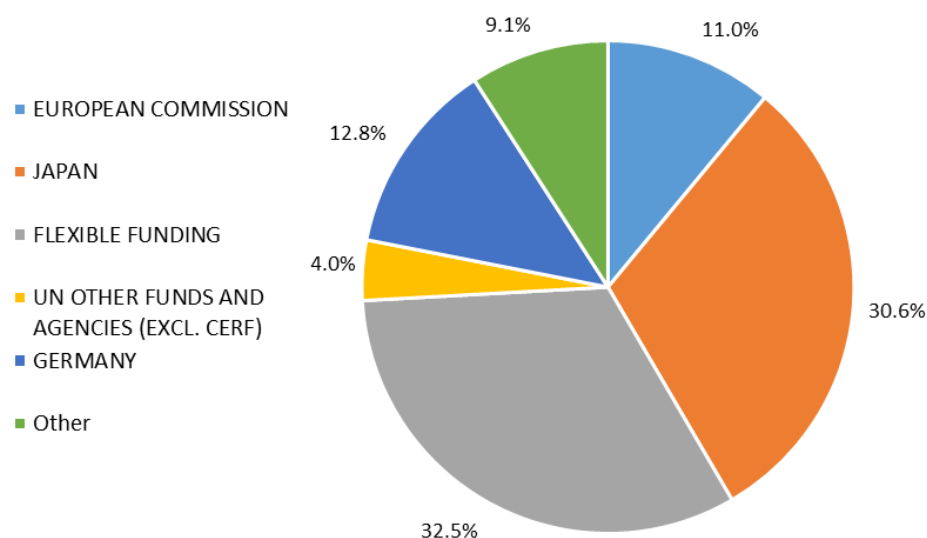


Source: CSP document (2020-2024); BR01; BR02; BR03; BR04; BR05

30. Flexible WFP funding⁵⁰ and Japan have been the main sources of funding of the CSP, contributing 32.9 percent and 30.9 percent respectively of the allocated contributions (Figure 9). Other donors included Germany, the European Commission and other United Nations (UN) funds and agencies. Contributions from the Government provide 1.5 percent of the total.

⁵⁰ Flexible WFP funds are allocated by recommendations provided by the Strategic Resource Allocation Committee to the Executive Director.

Figure 9 Eswatini donor shares (2020-2025)

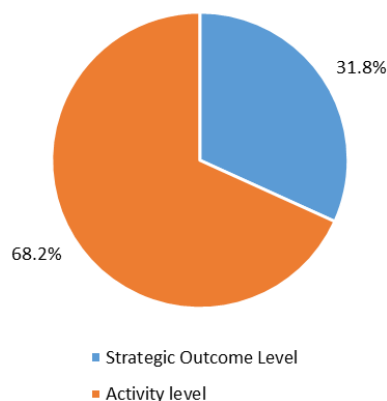


Source: WFP FACTory, Resource situation report (Date of extraction: 21.08.2024).

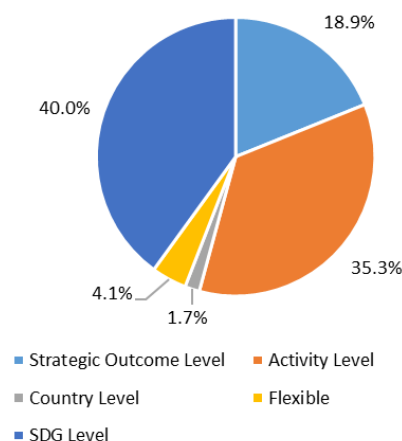
31. Only a minority of the funding (35.3 percent) was earmarked at the activity level (Figure 10). Funding from Japan was earmarked at the Sustainable Development Goal (SDG) level, which allowed flexibility, as did the internal WFP funding.

Figure 10 Eswatini Country Portfolio Budget 2018-2025: directed multilateral contributions by earmarking level

T-ICSP 2018-2019



CSP 2020-2025



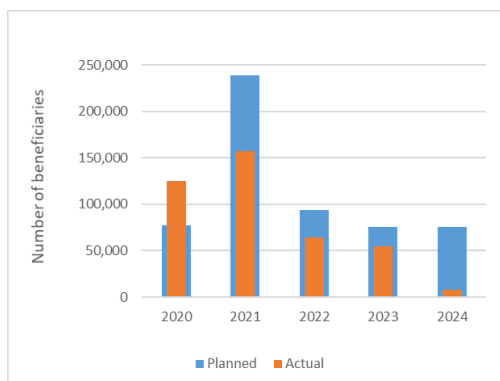
Source: WFP FACTory, Distribution Contribution (Date of extraction: 11.03.2024).

1.3.4. Performance against beneficiary and transfer targets

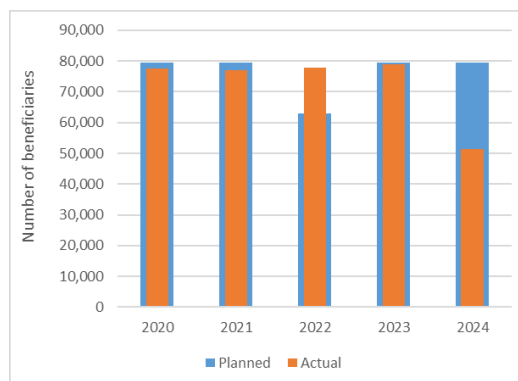
32. The number of people assisted under SO1 in 2020 was 61 percent over planned numbers due to the COVID-19 response and additional lean-season support. However, in subsequent years deliveries fell short of the increased number of planned beneficiaries (Figure 11). The number of people assisted under SO3 was similar to planned numbers across the period, but dropped in 2024 (Figure 12). Throughout the reporting period, the proportion of women stayed the same, at 51 percent.

Figure 11 Planned and actual number of people assisted, by strategic outcome⁵¹

SO1, Activity 1



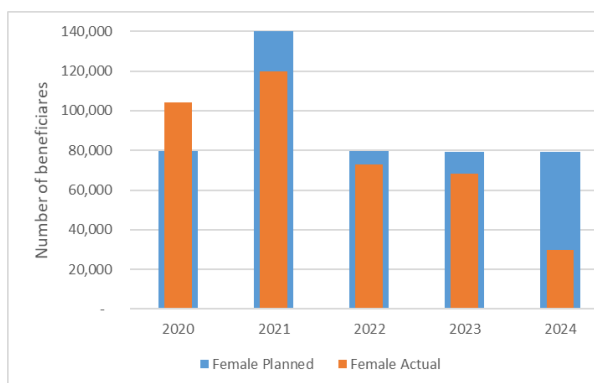
SO3, Activity 3



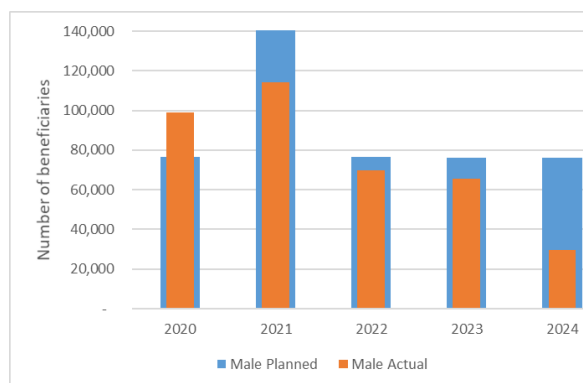
Source: COMET report CM-R002b - Annual Beneficiaries by SO, Act and Modality (Date of extraction: 07.04.2024), CM-P013 (accessed August 2024) planned beneficiary data from January to September; preliminary beneficiary data for 2024 taken from MODA.

Figure 12 Planned and actual numbers assisted, by sex (2020–2024)

Female



Male



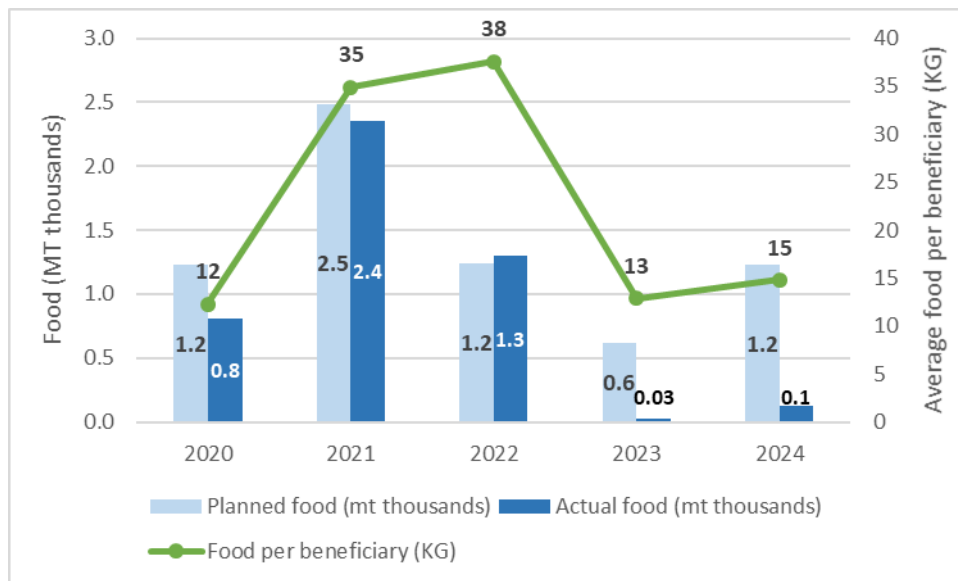
Source: COMET report CM-R001b (Date of extraction 07.04.2024), CM-P013 (accessed August 2024) beneficiary data from January to September.

33. Figure 13, Figure 14 and Figure 15 show the planned versus actual transfers of food and cash-based transfers as well as the average amounts transferred. Transfers fell short of targets in all years except for SO1 food distributions in 2022.⁵² The amount of food or cash distributed per beneficiary varies by year, but declined over time, with a large drop in SO1 cash transfers between 2020 and 2022.

⁵¹ At time of writing 2024 beneficiary data are not available.

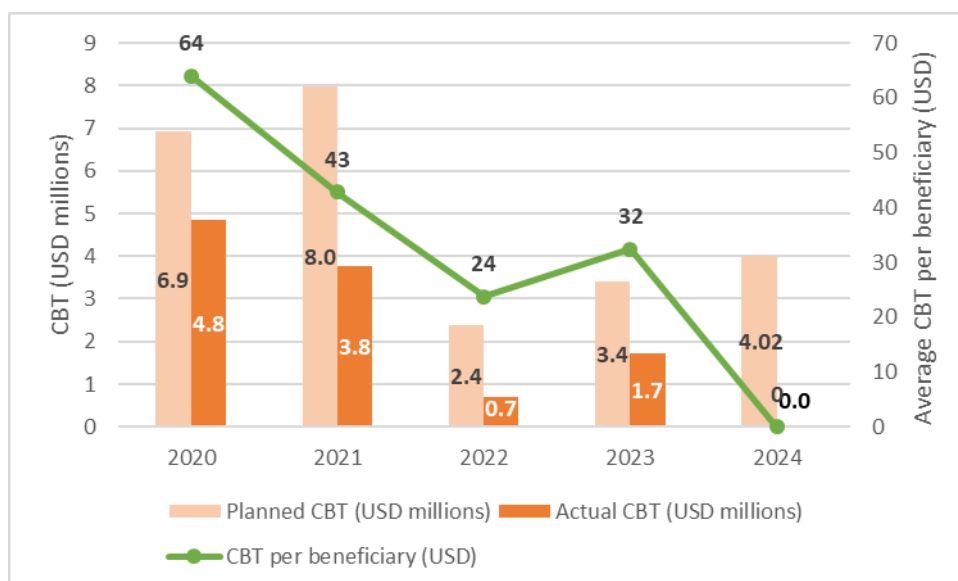
⁵² CM-R007 Annual Distribution (Date of extraction: 15.03.2024).

Figure 13 SO1 planned and actual food transfers, average food per person assisted



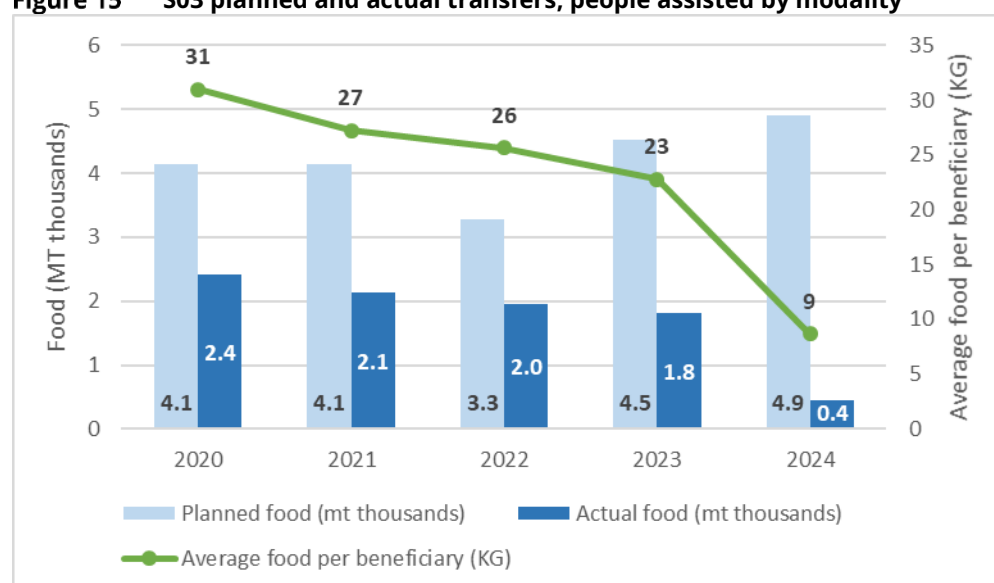
Source: CM-R007 Annual Distribution (Date of extraction: 15.03.2024); CM-R002b Annual Country Beneficiaries (Date of extraction: 10.04.2024), CM-P013 (accessed August 2024) beneficiary data from January to September.

Figure 14 SO1 planned and actual cash-based transfer, average cash-based transfer per person assisted



Source: CM-R007 Annual Distribution (Date of extraction: 15.03.2024); CM-R002b Annual Country Beneficiaries (Date of extraction: 10.04.2024), CM-P013 (accessed August 2024) beneficiary data from January to September.

Figure 15 S03 planned and actual transfers, people assisted by modality



Source: CM-R007 Annual Distribution (Date of extraction: 15.03.2024); CM-R002b Annual Country Beneficiaries (Date of extraction: 10.04.2024); CM-P013 planned beneficiaries (accessed August 2024) and WFP MODA.

Note: Data from 2024 is inclusive of January to September

1.4. Evaluation methodology, limitations and ethical considerations

34. The evaluation adopted a theory-based mixed methods approach, drawing on secondary quantitative data analysis, a literature review, key informant interviews and focus group discussions with people assisted within the CSP. The inferred theory of change is discussed in Section 1.3.2. A detailed evaluation matrix (Annex IV) was built on this theory of change and provided the analytical framework for the four main evaluation questions (Figure 16).

Figure 16 Evaluation questions

EQ 1 - To what extent and in what ways is the CSP evidence based and strategically focused to address the needs of the most vulnerable to food and nutrition insecurity?	Relevance (including continuing relevance) Coherence
EQ 2 - What difference did the CSP make to food security and nutrition in the country?	Effectiveness Coherence Connectedness
EQ 3 - To what extent has WFP used its resources efficiently?	Efficiency
EQ 4 - What are the critical factors, internal and external to WFP, explaining performance and results?	Effectiveness Efficiency Coherence

Source: Inception report, Table 8

35. Based on the terms of reference, and outlined in the inception report, the evaluation approach identified two key learning themes within the scope of the overall evaluation questions (EQ). Partnership – specifically partnership with the Government – was identified as one theme. The core purpose of this partnership was identified as country capacity strengthening, as the primary focus of the CSP is on the provision of technical support to assist the Government in achieving transformative social protection. Therefore, the evaluation included a detailed assessment of the various country capacity strengthening interventions undertaken by WFP. Targeting was identified as a second important topic for the evaluation, with a specific focus on gender and inclusion.

36. The methodological approach to evaluating country capacity strengthening started with mapping capacity strengthening interventions undertaken by WFP. Drawing on this understanding of interventions, a contribution analysis framework was used to identify the extent to which the actions by WFP contributed to capacity strengthening outcomes, and to identify the factors that could have impacted observed results. A country capacity strengthening contribution story for outcomes related to school feeding has been presented in Annex IX and the steps taken to build the contribution story are elaborated in Annex II. An assessment of the organizational readiness of the WFP country office to conduct country capacity strengthening (see Annex II, paragraphs 13-16) was used to provide explanations for the results and outcomes of capacity strengthening supported by WFP. Furthermore, during data collection, outcome harvesting was used to capture the full range of outcomes due to WFP interventions, with open-ended questions to stakeholders.

37. Gender and inclusion have been included across the evaluation design, data collection and analysis and Annex II elaborates the approach taken. The overall approach to the analysis of equity and inclusion was guided by relevant WFP policies⁵³ and Office of Evaluation (OEV) technical guidance.⁵⁴ The evaluation matrix included gender-sensitive evaluation criteria and questions and incorporated relevant gender-related indicators to assess performance. The evaluation methodology ensured consultation with a diverse range of stakeholders, ensuring representation of women in focus group discussions and key informant interviews, as well as government and non-government actors working on advancing gender and inclusion. A gender-balanced evaluation team interviewed men and women separately where appropriate. Special attention was given during key informant interviews to exploring how gender and inclusion were understood and addressed in the different activities.

38. Primary data collection focused on a three-week mission to Eswatini that included key informant interviews and focus group discussions with people assisted in the CSP and stakeholders at central and district levels. Field visits were undertaken in all four regions: Hhohho, Lubombo, Manzini and Shiselweni. Field locations were purposively sampled sites to ensure representative coverage of the types of work supported by the CSP. In total, 74 key informants (43 men, 31 women) including 170 people assisted (66 men and 104 women) were consulted by the evaluation team. Of all key informants, 40 percent were men and 60 percent were women.

39. No major limitations were experienced during the conduct of the evaluation. Nearly all identified stakeholders were interviewed and field trips achieved good coverage in line with plans. Some challenges were encountered with the validity and reliability of monitoring data. Indicators at the strategic outcome level have been relatively weaker than those at the output level and monitoring on the developmental components of the CSP (for example, country capacity strengthening under SO3) has been less extensive than that on food security outcomes related to crisis response. Furthermore, the indicators outlined in the logframes for the WFP operations are not provided at every level of the inferred theory of change. Limitations were mitigated by drawing on multiple sources, specifically other evaluations and reviews, and informant views as reported in key informant interviews and focus group discussions.

40. The evaluation was designed to conform to the 2020 United Nations Evaluation Group (UNEG) code of conduct and ethical guidelines for evaluation. Throughout the evaluation, and particularly during the field mission, the evaluation team applied ethical guidelines through a series of evaluation protocols. These included ensuring that: key informant interviews and focus group discussion respondents were informed about the purpose of the evaluation; personal data were protected and anonymized during analysis and reporting; and health, safety and well-being guidelines were respected during consultations.

41. The report was quality assured by Mokoro and the Office of Evaluation. The evaluation was guided by the WFP Centralized Evaluation Quality Assurance System (CEQAS). Further details on the evaluation methodology are given in Annex II.

⁵³ WFP (2015) WFP Gender Policy (2015-2020) 1st April 2015; WFP (2022) WFP Gender Policy 2022; WFP (2020) WFP Disability Inclusion Road Map (2020–2021) WFP/EB.2/2020/4-B 19th October 2020.

⁵⁴ WFP (2023) Technical Note Integrating Gender in WFP Evaluations. WFP Office of Evaluation.

2. Evaluation findings

2.1.EQ1: To what extent and in what ways is the CSP evidence-based and strategically focused to address the needs of the most vulnerable to food and nutrition insecurity?

2.1.1 Alignment of the CSP to the food security context

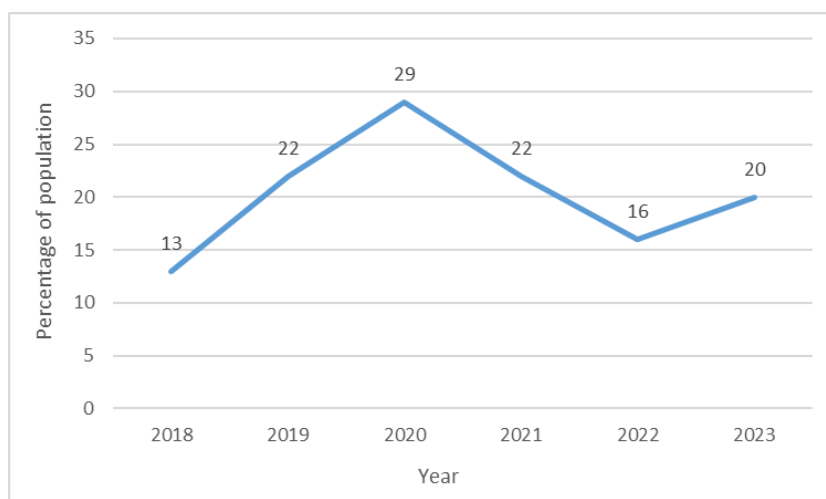
Finding 1. The CSP was well aligned with a comprehensive and robust analysis of the causes and extent of food insecurity. Evidence from the T-ICSP and preceding WFP programmes was well used in formulating strategic objectives and activities, but limited evidence was available to support the design of innovative CSP activities. The analysis of policies, institutions and processes lacked the depth required to inform the detailed design of some country capacity strengthening activities.

1.1 To what extent was the design of the CSP informed by credible evidence, and strategically and realistically targeted to address the food security and nutrition situation in the country?

42. **The Eswatini CSP included a comprehensive and robust analysis of the extent and causes of food security in Eswatini.** The CSP presented clear evidence of significant levels of food insecurity that provided a strong rationale for WFP presence in Eswatini, despite the LMIC status of the country. The robustness of this analysis was confirmed by subsequent food security analyses that reached similar conclusions on the underlying drivers, for example the Integrated Food Security Phase Classification (IPC) chronic food insecurity analysis.⁵⁵

43. The CSP characterization of food insecurity as largely structural and chronic also aligns well with the results of annual vulnerability assessment committee (VAC) needs assessments, which have found large numbers of people consistently in need of food assistance throughout the T-ICSP and CSP periods (see Figure 17).⁵⁶

Figure 17 Percentage of population confirmed to be facing acute food insecurity and requiring humanitarian assistance (June-September) 2018-2023



Source: Eswatini annual VAC assessments

⁵⁵ IPC (2020) Eswatini IPC Chronic Food Insecurity Report. January 2020.

⁵⁶ Albeit with crisis-related variations in numbers affected each year (see section 1.2).

44. There are clear and logical links between the analysis of food insecurity and the proposed CSP strategic outcomes and activities. Drawing on the Eswatini Zero Hunger Strategic Review (ZHSR),⁵⁷ the CSP acknowledged that the majority of the population remained reliant on agricultural livelihoods and identified key challenges as low agricultural productivity and incomes, post-harvest losses, impacts of climate change and lack of access to formal markets. This provided the basis for the inclusion of SO2.

45. Alongside chronic food insecurity, vulnerability to recurrent climate-related and external shocks was also recognized. The recent experience of the 2015–2016 El Niño, credited with causing a 40 percent drop in agricultural production,⁵⁸ influenced the inclusion of a crisis response component under SO1 to complement capacity strengthening activities. The CSP appropriately drew on trend analysis⁵⁹ for planning lean-season assistance, with annual assessments used to confirm the actual number of food-insecure people targeted.

46. The CSP included a strong gender analysis. Drawing on data and analyses,⁶⁰ it highlighted that gender inequalities disadvantage women and leave them with limited access to economic opportunities, productive assets, agricultural value chains and education and health care. There was also prominent attention to the food security impacts of HIV-AIDS and the food- and nutrition-related impacts on people living with HIV (PLHIV), orphans and women. These contextual factors were appropriately reflected by the focus on cross-cutting gender and nutrition goals in the CSP – although specific CSP activities to address gender equality and the empowerment of women (GEEW) were less clear (see Finding 15).

47. **The CSP analysis of gaps in policies, institutions and processes was limited.**⁶¹ The CSP analysed gaps in national social protection policies and programmes, drawing on a 2012 World Bank study as a main source of evidence.⁶² A more recent World Bank study deepened this analysis by highlighting the lack of adaptive capacity, limited budget support, and the absence of poverty-oriented cash transfers and limited administrative capacity.⁶³ These gaps – importantly the absence of a poverty-focused cash transfer that could be scaled up in crises (see Box 1) – were not explicitly considered in the scope of country capacity strengthening. WFP did not conduct a political-economy analysis to unpack the possible constraints to developing national social protection systems, which could have prompted further reflection on what pathways and partnerships were needed to create change (see Finding 25).

48. There was limited analysis of policy and programme gaps of other areas, including disaster management and school feeding and an absence of institutional analysis to introduce productive safety nets to protect and promote the livelihoods of targeted populations under SO3. This gap was attributed in part to weaknesses in the Eswatini ZHSR. WFP senior managers reported that the ZHSR analysis failed to jointly identify country capacity strengthening opportunities with the Government. No additional capacity assessments were conducted by WFP in support of the CSP design.

49. There was a good use of evidence from the T-ICSP and preceding WFP programmes in the formulation and elaboration of the CSP strategic objectives and activities. A number of evaluations of previous activities were commissioned and used to inform the CSP design, including a summary of evaluation evidence complemented by internal programme reviews.⁶⁴ This evidence was particularly useful in helping to shape activities that were carried forward from the T-ICSP into the CSP. It was arguably less useful in guiding the discontinuation of activities. For example, the evaluation summary evidence argued for an adapted continuation of nutritional support to people living with HIV, despite the apparent lack of evidence of

⁵⁷ WFP (2018) Eswatini Zero Hunger Strategic Review.

⁵⁸ GFDRR (2020) ACP-EU Natural Disaster Risk Reduction Programme. Eswatini Drought Preparedness.

⁵⁹ Long-term trends in shock years for peak lean season (October–March), according to annual vulnerability assessment and analysis data from the period 2009–2018.

⁶⁰ See for example Eswatini Vulnerability Assessment Committee (2018) Annual Vulnerability Assessment and Analysis Report 2018:

http://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/Eswatini_VAC_Annual_Assessment_Report2018.pdf

⁶¹ Ibid.

⁶² World Bank (2012) Swaziland: Using Public Transfers to Reduce Extreme Poverty:

<http://documents.worldbank.org/curated/en/461681468118484258/pdf/739730REPLACEM00Box374301B00PUBLIC0.pdf>.

⁶³ World Bank (2022) Adaptive Social Protection in Southern Africa.

⁶⁴ WFP (2019) Summary of Evaluation Evidence. Eswatini 2011–2018. June 2019.

impact.⁶⁵ Ultimately this activity was discontinued due to the lack of donor funding, rather than evidence of effectiveness.

50. Where the contextual analysis pointed to new and innovative objectives, there was less readily available evidence to inform the design of activities. Consequently, the CSP offered few concrete details on the approach to resilience building and climate adaptation. WFP stakeholders indicated that the approach to HGSF was “borrowed from elsewhere in the region” but insufficiently adapted for the Eswatini context, with a particular gap in the analysis of market systems actors in the Eswatini context to facilitate agricultural production and access to markets (see Finding 7). Nor did the CSP provide great detail on how the core objective of developing social protection policies and programmes would be achieved.

2.1.2 Alignment with national and United Nations strategic priorities

Finding 2. The Eswatini CSP was well aligned with national policies, and regular interaction with key ministries helped to ensure alignment with strategic priorities. CSP has been aligned with the 2021-2025 UNSDCF in ways that reflect the comparative advantages of WFP among UN agencies.

1.2 To what extent and in what ways was the CSP aligned to national priorities, the United Nations cooperation framework and the SDGs?

51. **The Eswatini CSP was well aligned to key national strategies** – notably the national strategy for sustainable development and inclusive growth through 2030 and the strategic road map for 2019–2022. Alignment is seen in references to agriculture, agroprocessing, social assistance and emergency preparedness and response as priority sectors. The CSP remained well aligned to the subsequent National Development Plan (2023/24-2027/28). Government counterparts explicitly welcomed the increased focus on the provision of technical assistance and institutional strengthening.

52. **The CSP was aligned with government commitments to social protection, modulated to government funding constraints.** The CSP was aligned with supporting the development of a social assistance policy, with a focus on shock responsiveness and links to building people’s resilience. However, given the limited fiscal space, government stakeholders were cautious over expanding social assistance in the medium-term, for example through the introduction of additional shock-responsive social assistance transfers. The CSP also aimed to test the potential of a home-grown school feeding model to provide locally produced commodities more cheaply than imported commodities. WFP initially sought to advocate for the National Children’s Services Department, in the Deputy Prime Minister’s Office, playing a coordinating role for neighbourhood care points, rather than explicitly taking financial responsibility.

53. **There was a strong alignment with the national goal of promoting agricultural productivity.** The CSP, through SO2, was aligned with the National Agricultural Investment Plan, which promotes sustainable agriculture, alleviating poverty and improving food and nutrition security. The CSP responded to this priority through the inclusion of livelihood and resilience-building activities under SO2 and the later inclusion of food assistance for assets (FFA) under SO1. However, there was a degree of tension between the government focus on emergent commercial farmers and the WFP focus on the most food-insecure households.

54. **Other cross-cutting CSP priorities on gender and inclusion were aligned with government policies.** The 2017–2022 National Strategy and Action Plan to End Violence in Eswatini guides a multisectoral response to gender-based violence in a context of increasing abuse of women and children. The inclusion of persons with disabilities in the development agenda of Eswatini is in line with the United Nations Convention of the Rights of Persons with Disabilities, which Eswatini ratified in 2012.

55. **The CSP document was aligned to the UNSDCF for 2021–2025.**⁶⁶ The CSP was strategically aligned under the pillars of: (i) inclusive growth; (ii) climate change; and (iii) environment.⁶⁷ United Nations partners recognized the clear comparative advantage of WFP in supporting the Government to respond to crises,

⁶⁵ See for example the WFP Eswatini Annual Country Report 2018.

⁶⁶ There was a deliberate decision not to align to the United Nations Eswatini Development Assistance Framework for 2016–2020 given this was expiring.

⁶⁷ Eswatini CSP Budget Revision 3, March 2021.

both through the direct provision of food assistance and through country capacity strengthening. There was also a general appreciation of WFP positioning itself to support the development of shock-responsive social protections systems with sister agencies valuing the importance of WFP adding to the collective efforts to stimulate change.

56. The CSP was brought strongly into line with the UNSDCF through integrating resilience building and climate adaptation goals. Mainstreaming resilience and climate-smart agricultural practices within existing interventions, such as HGSP and potentially food assistance for assets, was seen by other United Nations actors as relevant.

57. All UN agencies consulted reported that WFP has played an important role in the coordination of the UNSDCF through leadership of Results Group 4 on natural resource management, climate resilience and environmental sustainability. The results group was responsible for developing a joint workplan, monitoring and reporting on implementation. The extent to which the joint framework and coordination translated into joint programming that leveraged the comparative advantages of specific agencies in promoting household food and nutrition security, is discussed further under Finding 25. United Nations partners also reported that WFP played an active role in the UNCT, notably as members of the operations management team.⁶⁸

2.1.3 Internal coherence

Finding 3. The CSP identified potential synergies across social protection, crisis response and support to smallholder farmers. However, in practice the CSP remained relatively siloed as resourcing challenges limited the ability of WFP to fully develop the different CSP activities.

1.3 To what extent is the CSP design internally coherent and based on a clear theory of change with realistic assumptions?

58. **The CSP sought to exploit synergies and link a number of activities.** The original CSP design included several explicit and implicit linkages across different strategic outcomes and activities:

- The most explicit example was using school feeding provided under SO3 as a market opportunity for smallholder producers targeted under SO2. Conversely support to smallholders under SO2 provided a testing ground for approaches to institutionalizing HGSP under SO3.
- BR04 (August 2023) also introduced conditional transfers using food assistance for assets under SO1. The food assistance for assets programme entails community-initiated asset building initiatives aimed at enhancing resilience as part of early recovery initiatives. As outlined in the budget revision, these efforts were intended to be linked with country capacity strengthening efforts in activities 2 and 3 under CSP outcomes 2 and 3, by enhancing the Government's capacity to expand existing social protection programmes during times of crisis.
- While not made explicit, capacity-strengthening interventions under SO3 in areas related to vulnerability analysis and mapping, early warning and disaster preparedness have supported the crisis response activities under SO1. Strengthened assessment benefited the design of WFP crisis response, while the lessons from WFP implementation also have the potential to inform country capacity strengthening of disaster management.⁶⁹
- Under the CSP, WFP aimed to engage in initiatives for developing unified or integrated registries of social protection programmes to ensure that different transfers delivered by WFP, the Government and others, including unconditional transfers, conditional transfers, livelihood interventions and other forms of social protection, are coordinated.

59. **However, in practice the CSP remained relatively siloed.** Funding challenges meant that many activities remained relatively small scale as fragmented projects – as evidenced by the funding data (see Section 2.4.1). Country office staff indicated a preference to spread the available activities across as many beneficiaries and geographical areas as possible – as concentrating multiple, overlapping activities on a

⁶⁸ The UNCT ensures inter-agency coordination and decision making at the country level, enabling individual agencies to plan and work together, as part of the Resident Coordinator system, to ensure the delivery of tangible results in support of the development agenda of the Government. The operations management team provides guidance, recommendations and management support to the UNCT on operational matters.

⁶⁹ For example, the uptake of cash transfers by National Disasters Management Agency (NDMA) (Finding 13).

highly targeted group of beneficiaries would have proved politically challenging. Given the constrained funding environment, it was unrealistic to expect a fully integrated CSP.

60. Gaps were evident in the pathways for achieving several of the outcomes articulated in the CSP and the underlying outputs, making it challenging to reconstruct a coherent and inclusive theory of change (Annex III). While SO1 was relatively straightforward, the pathways to achieving the SO2 and SO3 outcomes were less clear from the planning documents. SO2 referenced linking farmers to down-scaled weather forecasts to mitigate climate shocks, but this was not matched by activities. Nor was the pathway to scaling up livelihood pilot unpacked. Under SO3 a key gap was identified: how was the goal of making safety nets shock responsive, including feeding children, to be realized. Broad reference was made to supporting food fortification but it was not further developed through concrete activities. Other gaps in the theory of change that emerged during implementation are discussed in Section 2.2.1.

2.1.4 Adaptation to needs

Finding 4. The CSP adapted well to respond to needs related to unanticipated shocks including drought, COVID-19 and food price hikes. The partial pivot back to crisis response was appropriate given the scale of needs.

1.4 To what extent and in what ways did the CSP adapt and respond to evolving needs and priorities (including the deteriorating food security situation) to ensure continued relevance during implementation?

61. **Eswatini was impacted by a succession of exceptional, unanticipated food security shocks over the period of the CSP.** The key crisis events included a combination of climate challenges, the COVID-19 pandemic and the Ukraine crisis, all of which contributed to reduced domestic food production, increased food commodity prices and an increased rate of unemployment (Section 1.2). Given the underlying vulnerabilities in Eswatini, this resulted in large caseloads requiring food assistance – between 16 and 29 percent of the total population over the period of the CSP (see Table 1). This crisis assistance continued until the 2023 lean season when WFP effectively discontinued distributions due to a shortage of resources and the absence of an emergency declaration by the Government.

62. These shocks meant that the T-ICSP and CSP had to periodically shift focus to food assistance and move away from upstream policy work. The T-ICSP introduced an additional strategic outcome, SO3 “Targeted food-insecure households in Eswatini are able to meet their basic food and nutrition requirements in times of shock” through a budget revision in late 2018 in response to the predicted El Niño event in the region. The CSP continued these crisis response activities under SO1, with significant numbers of crisis-affected people targeted across this period (see Figure 11).

63. The crisis response was supported by timely needs assessments conducted by WFP and the vulnerability assessment committee (VAC) partners to inform response planning. For example, in response to the COVID-19 crisis, WFP worked with United Nations Development Programme (UNDP) to support the National Disaster Management Agency (NDMA) to develop a coordinated COVID-19 response plan to address the impact through the provision of cash-based transfers and in-kind food assistance. WFP also provided support to NDMA to assess response needs following cyclone Eloise, which struck in January 2021.

64. The specificity of the CSP required a budget revision to be developed in response to each new crisis (see Figure 7). To some extent this was seen as a disincentive to adaptations, with country office staff noting that developing frequent budget revisions were time-consuming and distracted from other responsibilities.

65. **WFP also adapted its response to COVID-19.** As in many countries, the pandemic led to a steep increase in violence against women and girls.⁷⁰ Consequently WFP collaborated with the United Nations Population Fund (UNFPA) on joint messaging around access to family planning services as part of the COVID-19 response. COVID-19 also required a further shift in transfer modalities, with cash delivered remotely.

66. Despite the reorientation of the CSP to upstream policy support, the inclusion of a crisis response strategic outcome in the T-ICSP and its continuation in the CSP, was generally seen as appropriate by WFP and government stakeholders. This was in line with the core mandate of WFP and justified given that the

⁷⁰ GoKE (2022) Second Voluntary National Review Report. July 2022.

scale of the challenges exceeded the Government's response capacities. Although one major donor indicated that they would have preferred WFP to remain focused on addressing the structural causes of food insecurity, the evaluation team agreed with retaining the crisis response strategic outcome.

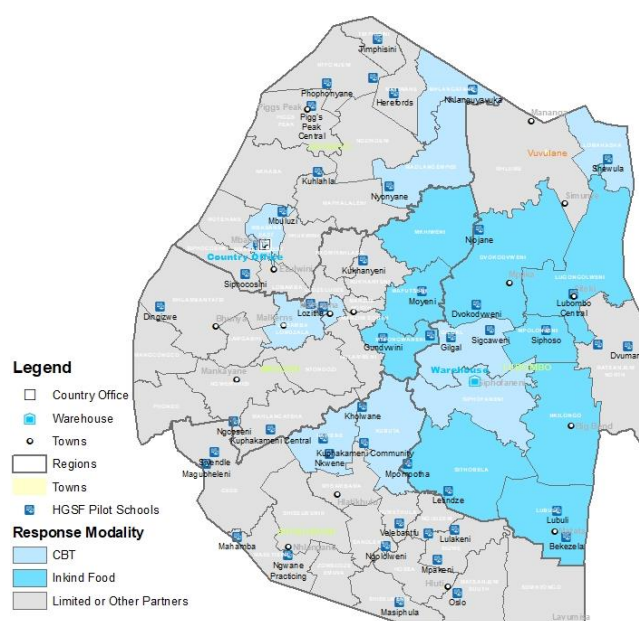
2.1.5 Targeting

Finding 5. WFP used evidence to appropriately target the most food-insecure groups in its implementation plans. Women and people affected by HIV-AIDS were also identified as highly vulnerable to food insecurity, but there was little specific attention to people living with disabilities.

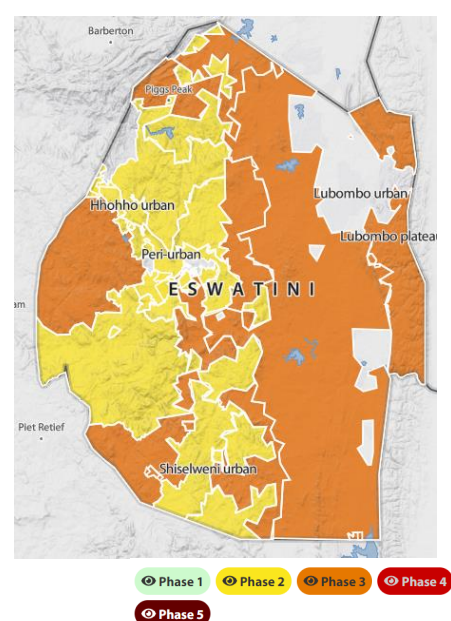
1.5 Did the CSP prioritize and target the most vulnerable groups?

67. The CSP and associated implementation plans made clear efforts to target assistance to people and groups perceived as most vulnerable to food insecurity. Targeting was appropriately guided by evidence on the incidence of food insecurity. The geographical targeting of crisis assistance provided under SO1 was aligned to the results of vulnerability assessment committee findings (for example see the 2023 response shown in Map 3). Initial support to feeding orphan and vulnerable children in neighbourhood care points was inclusive and national in coverage, but as resources became more constrained neighbourhood care point coverage was focused on the most food-insecure regions of Shiselweni and Lubombo. Given the objective of HGSF was to pilot a national model, pilot schools were selected across all agroecological zones rather than targeted to the most food-insecure areas.

Map 3 WFP response locations (2023) compared to IPC assessment (June to September 2023)



Source: WFP Eswatini country office



Source: IPC Eswatini acute food insecurity reports

68. **The CSP complemented geographical targeting with the identification of social groups highly vulnerable to food insecurity.** The CSP included commitments to “gender-transformative approaches that enable progress towards gender equality and empowerment of women and girls”,⁷¹ to be achieved through the inclusion of women and adolescent girls across the CSP and targeting women smallholder farmers as the primary beneficiaries under SO2. However, beyond targeting women, the CSP did not elaborate the details of gender-transformative approaches to enable progress on gender equality and the empowerment of women and girls.

⁷¹ WFP Eswatini (2019) Eswatini Country Strategic Plan (2020–2024).

69. A second key group identified as highly vulnerable to food insecurity were people affected by HIV-AIDS. The needs of these groups were targeted through feeding orphan and vulnerable children in neighbourhood care points and specific livelihood activities.

70. **There were limited references to people living with disabilities (PLWD) in the CSP.** Disability was referenced along with other targeting criteria for Activity 1 crisis response, where “food or cash-based transfers will be provided to the most vulnerable women, girls, boys and men and those with special needs who are at risk of malnutrition. Targeting criteria will also consider demographic factors associated with vulnerability, such as households headed by women, children and the elderly, and socioeconomic indicators such as the health status of, among others, household members with disabilities and living with HIV”.⁷² No specific targets were set for inclusion of people living with disabilities in any CSP activities.

71. Nor was there an analysis of the intersection of disability and food insecurity or how SO2 activities might be tailored to support people living with disabilities. There was no provision for the adapted participation of people living with disabilities in either food assistance for assets or smallholder livelihood activities. This initial lack of focus can be contextualized against a lack of corporate attention on people living with disabilities at the time when the CSP was being developed; the WFP Disability Inclusion Roadmap was only launched by WFP in 2020.⁷³ The WFP Strategic Plan 2022–2025 brought a further shift in emphasis towards making disability inclusion a priority.

72. **Youth were not specifically targeted by the CSP.** This group has become an increasing focus of development programming in Eswatini after the CSP was designed, given extremely high levels of youth unemployment, which were seen as a driver of the social unrest that erupted in 2021. However, the CSP analysis did not identify a specific linkage between youth and food insecurity that would have justified their inclusion as a targeting category. WFP stakeholders argued that other agencies were better mandated and equipped to lead support to youth employment activities.

2.2.EQ2: What difference did the CSP make to food security and nutrition in the country?

2.2.1 Outcomes of the CSP

Crisis response

Finding 6. Unconditional food assistance provided by WFP credibly improved the food security of crisis-affected populations at scale - although this was compromised by resource limitations later in the CSP. Conditional food assistance also contributed to improved short-term food security, but did not contribute to building resilience.

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

73. Food and cash-based transfers to food-insecure people have been provided as part of the T-ICSP (through Activity 6) and the CSP (Activity 1). WFP assistance covered between 19 and 46 percent of the population in need of food assistance (see Table 4). This assistance was aligned with the results of the vulnerability assessment committee’s assessments and coordinated well with other responding agencies as part of the NDMA response plans. Plans for distributions in 2024 were yet to be finalized at the time of writing, but were expected to be minimal, given a lack of resources.

⁷² Ibid.

⁷³ WFP (2020) WFP Disability Inclusion Roadmap (2020–2021)) (WFP/EB.2/2020/4-B).

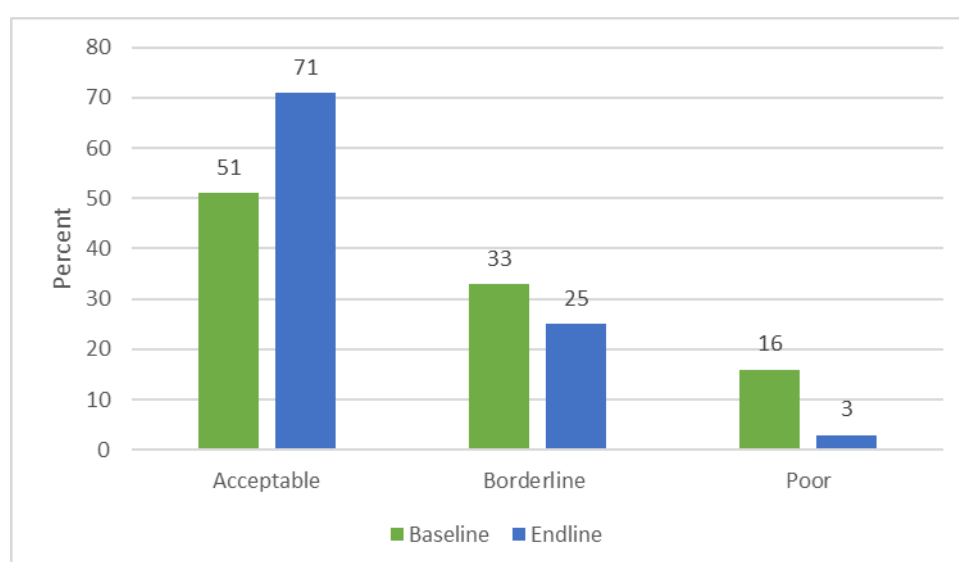
Table 4. Percentage of Eswatini vulnerability assessment committee caseload reached by WFP crisis response activities

Crisis response period	People reached by WFP			VAC caseload estimate	% caseload reached by WFP
	Male	Female	Total		
October 2020-March 2021	68,014	72,793	140,807	366,260	38%
June 2020-September 2021	76,195	80,944	157,139	340,000	46%
December 2021-March 2022	29,939	34,596	64,535	336,000	19%
June 2023-September 2023	26,370	28,442	54,812	238,493	23%

Source: Eswatini VAC reports; WFP Eswatini ACRs (2020-2023)

74. While the annual country reports detail the food security outcomes of populations receiving assistance by year, these data are of limited use in assessing outcomes, as the baseline is not given for the specific group being assisted each year. Only one post-distribution monitoring (PDM), which directly compares the food security status of beneficiary households pre- and post-distribution, was available. This reported on a cash transfer that targeted 42,739 people across three regions in 2023. **This post-distribution monitoring found a significant increase in acceptable food consumption scores between the baseline and endline** (Figure 18), with similar improvements among households headed by both women and men.

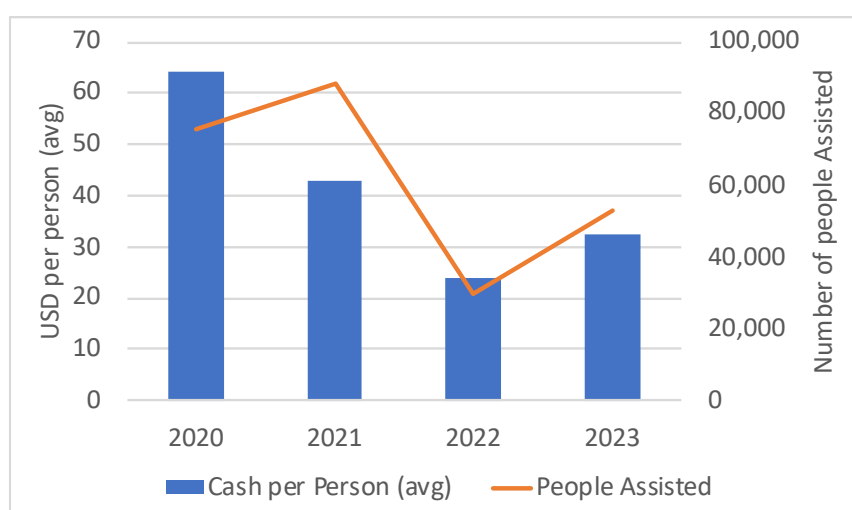
Figure 18 Food consumption score, 2023 lean season response (post-distribution monitoring results for cash-based transfer distributions)



Source: WFP (2023) Cash-based transfer endline Eswatini. July 2023

75. **Resource limitations meant that WFP had to significantly scale back distributions from the 2021 cycle onwards.** Budget reductions meant that WFP not only scaled back the number of people assisted but also reduced the average amounts of assistance provided (see Figure 19).

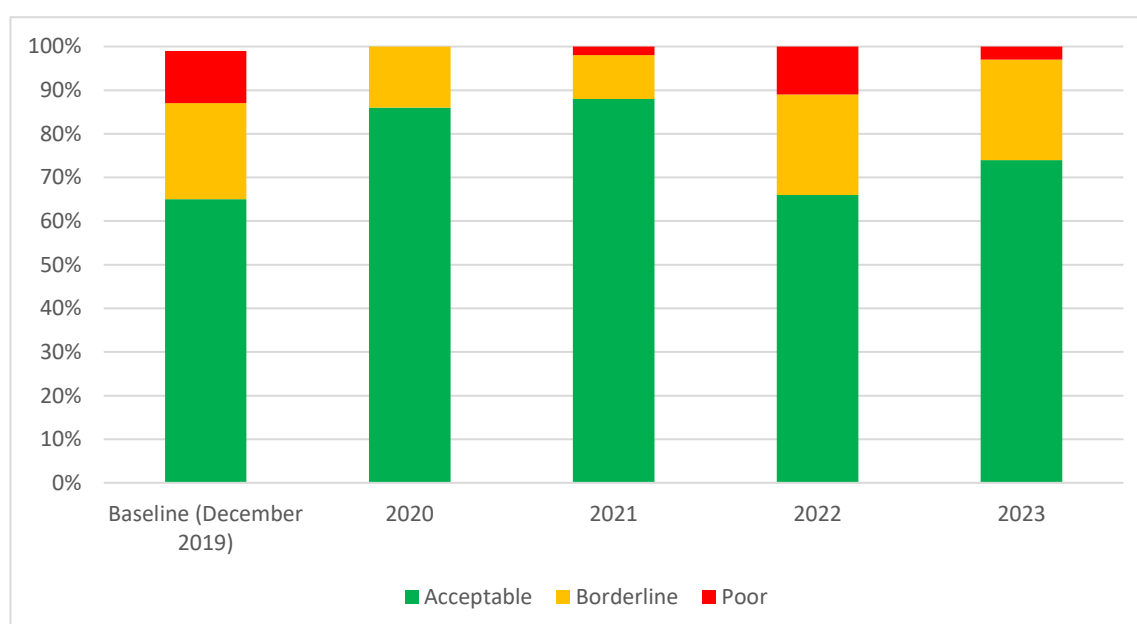
Figure 19 Average amount of cash transferred compared to the number of people assisted



Source: CM-R007 annual distribution 2020, 2021, 2022, 2023

76. COMET data showed that the acceptable food consumption score of people receiving cash assistance decreased between 2021 and 2022 (falling from 88 to 66 percent - see Figure 20). This is consistent with the reduction in the total amounts transferred (see Figure 19), although other contextual factors may have influenced these results. Focus group discussions in mid-2024 reported that, while transfers were useful in meeting urgent needs, including food, the amount of cash transferred was insufficient to address all needs, especially given the effects of inflation.⁷⁴

Figure 20 Food consumption scores (2020-2023) WFP SO1 people assisted⁷⁵



Source: WFP ACRs 2020-2023

⁷⁴ Annual inflation rates varied between 2.7 percent in 2020 and 5.3 percent in 2023.

⁷⁵ The baseline value is from December 2019. In response to the impact of COVID-19 and erratic drought conditions, WFP implemented crisis response through unconditional resource transfers to affected populations through food and cash transfers reaching 125,375 people. This explains the significant increase in acceptable levels of Food Consumption score for 2020 compared to baseline. (Reference ACR 2020, and PDM December 2020)

77. **Household-level targeting has improved.** Longstanding challenges in household-level targeting were reported under the government-led system.⁷⁶ Drawing on WFP standard operating procedures⁷⁷ WFP introduced a revised targeting approach in late 2023.⁷⁸ Previously WFP had relied on the advice of local leaders or key informants, such as health motivators, on who should receive the available assistance. A revised approach organized a community meeting at the start to identify people who met specific criteria and required assistance (for example, the elderly, the unemployed, households headed by women and children, widows, and people with disabilities and chronic illnesses).

78. These efforts appear to have had positive effects. In focus group discussions people were familiar with the targeting criteria and did not report a significant bias in beneficiary selection. The CSP mid-term report also found that community involvement was minimizing inclusion and exclusion errors.⁷⁹ However, community lists are more inclusive, requiring WFP to prioritize people listed according to available resources. A common targeting approach is yet to be introduced - the Government has not adapted its approach and other civil society organizations continue to use agency-specific targeting criteria.

79. Given comparable transfer values, **focus group discussions reported a strong preference for cash over in-kind transfers.**⁸⁰ Cash enabled choice and flexibility, including access to more nutritious foods, compared to the standard food basket.⁸¹ Focus group discussions found good access to well-supplied markets. In line with this preference and the corporate reassurance plan,⁸² WFP has shifted to the use of cash transfers in Eswatini under SO1 – although in-kind food continues to be the primary modality for SO3 distributions. This was a strategic shift for WFP; prior to the T-ICSP WFP had argued that in-kind assistance was more cost-effective.⁸³

80. **Initial challenges in the use of cash transfers have been largely addressed.** In the start-up phase for cash-based transfers in 2016, the network of agents to cash out entitlements was limited. This network has expanded massively, and the evaluation team found agents even in remote rural locations. However, people who lacked a phone or identification⁸⁴ could not be registered to receive cash transfers. A focus group discussion with one flood-affected community found that the majority of the targeted beneficiaries could not be registered as they were undocumented migrant workers.

81. WFP introduced a food assistance for assets activity through BR04 in August 2023, implemented in conjunction with the Ministry of Transport. People assisted received *Swazi Lilangeni* (SZL) 1,600 (approximately USD 94) for three to four months in return for clearing the verges of selected stretches of national roads. This activity supported 340 people in 22 groups to clear approximately 400km of road verges in 2024.⁸⁵ Focus group discussions indicated that the cash had positive welfare outcomes. A WFP post-distribution monitoring report published in July 2024 found significant improvements in food security for both male and female participants (Figure 21), which could be related to the size of the transfer.

⁷⁶ WFP Eswatini. 2023. Mid-Term Review of WFP Eswatini Country Strategic Plan January 2020-December 2025. April 2023.

⁷⁷ WFP (2021) Targeting and prioritization – Operational Guidance Note. January 2021.

⁷⁸ A draft community intervention standard operating procedure was drafted by the country office in December 2023 but has yet to be formally approved.

⁷⁹ WFP Eswatini (2023) Mid-Term Review of WFP Eswatini Country Strategic Plan January 2020-December 2025. April 2023.

⁸⁰ The WFP ration specification typically included rice or maize, beans and oil.

⁸¹ WFP Eswatini (2023) Mid-Term Review of WFP Eswatini Country Strategic Plan January 2020-December 2025. April 2023.

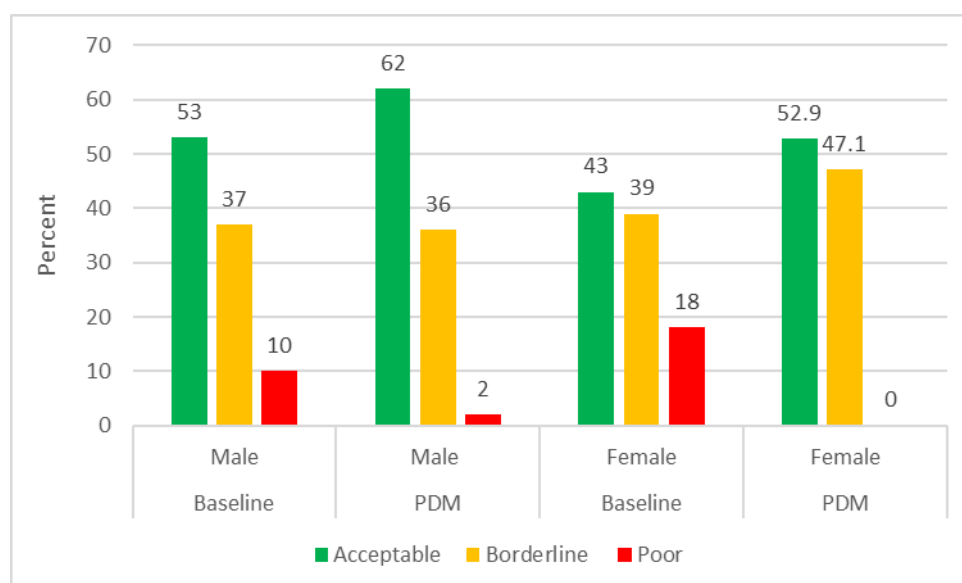
⁸² “People’s needs and preferences must be prioritized in both the type of assistance that WFP provides and the way it is provided” Background note for the Executive Board: WFP reassurance plan 25 September 2023.

⁸³ WFP (2019) Summary of Evaluation Evidence. Eswatini 2011-2018. June 2019.

⁸⁴ An ID card is needed to register a SIM card in Eswatini so the two constraints were often confounded. IDs are also a precondition for registering in SCOPE for in-kind distributions.

⁸⁵ WFP (2024) Food Assistance for Assets (FFA) PDM Report. July 2024.

Figure 21 Food consumption score 2024, Food assistance for assets participants



Source: WFP (2024) food assistance for assets PDM report. July 2024

82. The food assistance for assets activities are aligned with the maintenance schedules and needs of the ministry and are not specifically targeted to the most food-insecure areas away from the major roads.⁸⁶ Ministry officials suggested that this limitation might be countered by extending the food assistance for assets scheme to include the maintenance of a wider range of government assets such as schools or health posts. Participation was also limited to fit and able workers with no provision for persons living with disabilities and pregnant and nursing mothers.

83. The Ministry of Transport welcomed the collaboration in food assistance for assets as a cost-effective alternative to commercially contracted road maintenance that had the additional benefit of creating rural employment. However, the project fell short of the objective as stated in the BR04 to enhance resilience as part of early recovery initiatives. WFP staff argued that food assistance for assets was deliberately timed between July to October to provide cash to procure farm inputs at the onset of rains, but this was not monitored. Consequently, the project activities may be more accurately described as cash for work rather than food assistance for assets.

Smallholder farmer support

Finding 7. The support to the home-grown school feeding farmer groups had limited success in mobilizing partners to raise agricultural productivity and the amount of food purchased on behalf of pilot schools fell short of targets. Learning from this pilot, a revised approach in partnership with key parastatals, is being trialled to improve effectiveness and sustainability.

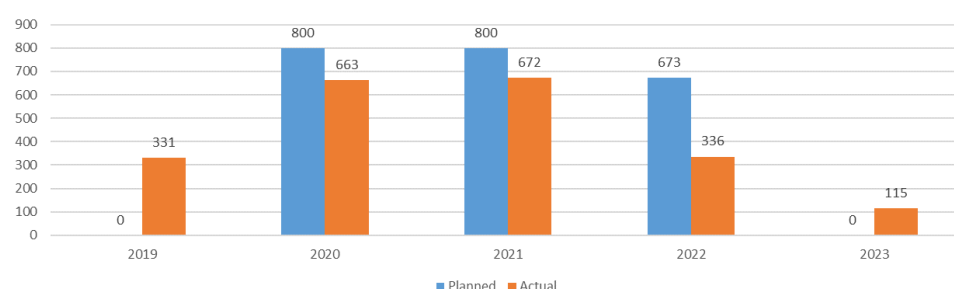
84. WFP aimed to strengthen the capacities of smallholder farmers, particularly women, to supply nutritious foods to structured markets, capitalizing on the opportunity of supplying the national school feeding programme. WFP provided training on issues related to food safety and quality, business management and marketing, and assumed overall responsibility for the procurement of maize and beans from these groups for the pilot schools. WFP also coordinated with partners including the Ministry of Agriculture, FAO, COMFWB and the Centre for Financial Inclusion (CFI) to support the farmer groups with agricultural productivity but did not fund these partners.

85. Through partners, WFP trained smallholder farmer groups on business management, bookkeeping and negotiation skills, as well as post-harvest loss training (Figure 22). Targets on training sessions were not met, due to various factors, including the impact of COVID-19 and partners not honouring their

⁸⁶ The project started with MR3 (Mbadlane to Lomahasha); MR9 (Mhlaleni to Mkhondo) and MR5 with communities adjacent to the road identified for employment.

commitments to undertake the training. Farmers reported in focus group discussions that training plans had not been clearly communicated.

Figure 22 Number of smallholder farmers supported or trained by WFP



Source: ACRs

86. Smallholder farmers supported across SO2 were able to recall training to reduce post-harvest losses and some were able to describe changes in their practices (for example, use of hermetic bags) following the training. Farmers also strongly took from the training the need to negotiate commodity prices with buyers. However, this created some adverse effects with the evaluation observing an example where farmers refused to accept the prices offered by the National Maize Cooperation (NMC) on the basis that they were fixed rather than that they were unreasonable.

87. **WFP efforts to procure sufficient food from smallholder farmers to meet HGSF needs encountered procurement challenges.** A report from the regional bureau in Johannesburg in 2023⁸⁷ found that since 2019, 705mt of maize has been procured against a target of 1,300mt and 81mt of beans against a target of 195mt. This shortfall in procurement is verified by the HGSF pilot evaluation.⁸⁸ COVID-19 restrictions caused significant disruptions and bean production suffered from adverse climatic conditions.⁸⁹ Across all commodities, the procurement of commodities has not met the HGSF requirements (see Figure 23 below).⁹⁰

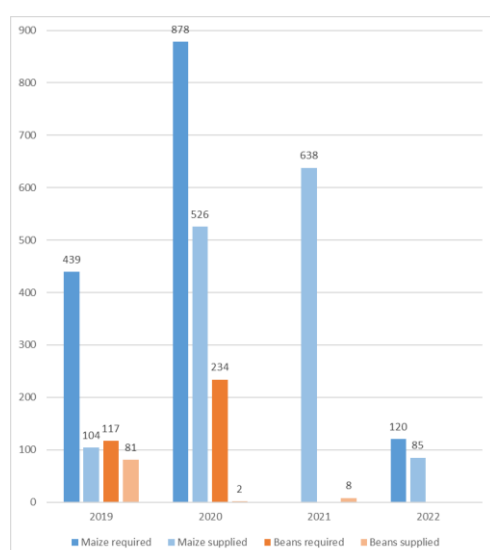
⁸⁷ WFP (2023) RBJ Technical Support Mission, School Based Programming report. March 2023.

⁸⁸ The evaluation team have not received up-to-date local procurement data from WFP. Although evidence consistently highlights a shortfall in procurement, there are discrepancies in data between different sources.

⁸⁹ WFP (2023) Joint Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019 – 2021. October 2023.

⁹⁰ Data provided in the Joint Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019 – 2021. October 2023 has been presented, but the evaluation team found that this has some discrepancies with data presented in the WFP Eswatini ACRs. The CO were unable to clarify these discrepancies.

Figure 23 Quantities of commodities distributed to home-grown school feeding pilot schools (2019-2022)



Source: WFP (2022). Joint Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021.

88. The supply of maize to WFP was affected by delays in procurement and many farmers were reported to have defaulted on contractual agreements with WFP. The HGSF evaluation found situations where, at the time of delivery, open market prices exceeded the contractually negotiated prices, leading farmers to default. Widespread payment delays were problematic as farmers were paid too late to buy inputs for the following season's production,⁹¹ and focus group discussions found some farmers reluctant to enter into contracts with WFP in future cycles.

89. Under the pilot, the Ministry of Education and Training (MoET) was financially responsible for the procurement of fresh vegetables and eggs with the National Emergency Response Council on HIV/AIDS (NERCHA) making payments. However, significant delays were reported in the payment of farmers attributed to complex requirements for supporting documentation. Consequently at least 20 percent of the schools failed to serve eggs in the project period, and 10 percent did not serve vegetables.⁹² As a result WFP attempted to support fresh food procurement, with informants highlighting that WFP brought payment of farmers "in-house" to ensure farmers received timely payments. WFP also provided longer-term on-the-job training to NERCHA. However, this did not create a sustainable model for local procurement by the Ministry of Education and Training from smallholder farmers.

90. Insufficiently developed partnerships to support increased agricultural productivity also contributed to challenges in procurement. The HGSF evaluation highlighted that poor communication between the Ministry of Agriculture and the Ministry of Education and Training led to ineffective extension support from the Ministry of Agriculture. Interviews with participating agencies, including WFP, found that the tripartite agreement⁹³ between WFP, COMFWB and the CFI failed to translate into concrete commitments and activities. An insufficient analysis of market system actors at the design stage meant key parastatal institutions such as the National Maize Cooperation and National Agricultural Marketing Board (NAMBOARD) were not included as partners. Both parastatal institutions have core mandates related to the facilitation of production, storage, transportation, distribution and sale of agricultural products, as well as related to the facilitation of markets.

91. The HGSF endline evaluation suggested some effect on smallholder farmers' agricultural practices, including land utilization and crop selection. There was an increase in the percentage of the total holdings

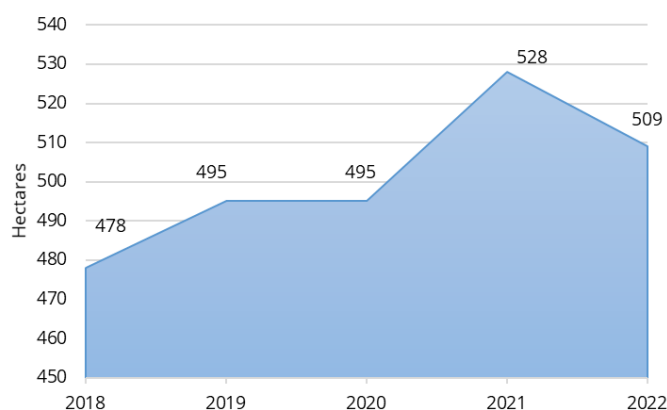
⁹¹ According to data from the HGSF evaluation, six out of seven farmer groups interviewed stated that they experienced payment delays, which affected their farming cycle, preventing others from continuing with farming activities.

⁹² Ibid.

⁹³ Under the HGSF, WFP, CFI, and COMFWB entered a tripartite partnership aiming to strengthen capacities of smallholder farmer groups to participate in agricultural value chains.

dedicated to maize production (see Figure 24 below)⁹⁴ and evidence that average farm incomes increased from SZL 8,751 in 2019 to SZL 12, 109 in 2022.⁹⁵ The HGSF evaluation⁹⁶ also found that an insufficient analysis of agroecological contexts contributed to this outcome, for example, noting that tomato production was promoted in the Highveld region despite the risk of frost.

Figure 24 Land area under maize production reported by home-grown school feeding pilot farmers (2018-2022)



Source: data generated from smallholder farmers survey, HGSF pilot evaluation

92. Targeting was also an issue. The selection of smallholder farmers under SO2 was not sufficiently coordinated across HGSF implementing partners. Targeting of vegetable farmers was conducted by the Ministry of Agriculture and targeting of bean and maize farmers was done by WFP. The targeting was informed by a capacity assessment of farmers, but differences in the application of the definition of “smallholder farmers” by stakeholders led to discrepancies in the target group. Guidance stated that crop smallholder farmers should have between two and ten hectares of land, but the evaluation found that 44 percent of farmers did not meet the minimum threshold for maize production.⁹⁷

93. Learning from this pilot experience, new partnership approaches have been adopted to support the provision of extension support to farmers and procurement channels. Instead of conducting direct procurement on behalf of the Ministry of Education and Training, procurement of maize and beans from farmers will now be done through the National Maize Cooperation and procurement of fresh foods will be done through NAMBOARD – providing a more sustainable approach than WFP procurement on behalf of the Ministry of Education. Both the National Maize Cooperation and NAMBOARD are also able to more consistently provide inputs, capital and extension services to contracted farmers through extension workers recently transferred from the Ministry of Agriculture.⁹⁸ WFP entered into a memorandum of understanding (MoU) with the National Maize Cooperation in 2023 and is in the process of forming a memorandum of understanding with NAMBOARD. It is too early to assess the effectiveness of this new approach.

Finding 8. Livelihood support to smallholder farmer groups to build resilience and address the nutritional effects of HIV-AIDS has had mixed effectiveness at the community level. Climate change was inconsistently considered in the design and implementation of interventions. The approach remains small scale and lacks a pathway to scale up good practices.

94. WFP has also provided livelihood support to other smallholder farmer groups to adopt climate-smart agricultural practices, build resilience and address the nutritional effects of HIV-AIDS.⁹⁹ This included support to nine climate-proof and resilient livelihood groups, through a project implemented since 2023.

⁹⁴ WFP (2023) Joint Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021. October 2023.

⁹⁵ Ibid.

⁹⁶ Ibid.

⁹⁷ Ibid.

⁹⁸ KIIs with stakeholders from government parastatals and WFP.

⁹⁹ Technically this falls under SO3 but given the content of these activities the results are discussed in this sub-section.

WFP also provided livelihood support targeted at people living with HIV through the Joint United Nations Programme on HIV/AIDS (UNAIDS) 2022 -2026 Unified Budget, Results and Accountability Framework (UBRAF).

95. WFP considered climate change in the design and implementation of interventions but inconsistently, and environmental risks were not sufficiently considered. There is some evidence of generalized climate-smart interventions for smallholder farmers, including shade nets, drip irrigation and drought-resistant seed varieties, but there is no evidence that WFP has prioritized and identified locally appropriate climate-smart agriculture technologies. WFP and partners have not conducted an assessment of farming inputs, including the use of pesticides, to understand the long-term risks related to soil fertility, environmental pollution and food safety.

96. Income and expenditure data collected for the resilient livelihood groups by WFP (see Table 5) demonstrated mixed results. In total, there were 281 active members across nine groups supported in 2023/2024. The most successful group generated an income of SZL 4,848 per person (approx. USD 283 per person) over the nine-month period between September 2023 and May 2024 and the least successful group generated an income of SZL 63 per person (approx. USD 3.70 per person). Focus group discussions with the more successful groups reported this contributed to improved dietary diversity and increased expenditure on education.

Table 5. Overview of climate-proof resilient livelihoods project groups supported September 2023-May 2024

Group name	Activity	Active members (no.)	Profit (SZL)	Partner
Sakhakwetfu Magomba Cooperative	Vegetable production	10 (60% women)	SZL 48,477 (SZL 4,848 per person)	NAMBOARD
Ngcina Magugudze Support Group	Vegetable production	19 (58% women)	SZL 10,000 (SZL 526 per person)	NAMBOARD
Sinawe Youth Group	Layer production	12 youth (75% women)	SZL 34,474 (SZL 2,872 per person)	NAMBOARD and MoA
Siyaphambili Cooperative	Seedling nursery	66 (88% women)	SZL 5488 (SZL 63 per person)	NAMBOARD
Eyikeni Support Group	Seedling nursery	14 predominantly elderly (57% women)	SZL 3,549 (SZL 253 per person)	
Philani Ngobolweni Cooperative	Farm input shop	16 (81% women)	SZL 12,586.23 (SZL 786)	
Mdvutjini Cooperative	Farm input shop	41 (71% women)	SZL 24,134 (SZL 589)	
Sukumani Ezishineni Cooperative	Farm input shop	21 (67% women)	SZL 68,119 (SZL 3,291)	
Kaphunga Multipurpose	Farm input shop	82 (74% women)	SZL 18,302.20 (SZL 223)	

Source: WFP (2024) Climate-proof resilient livelihoods project. Lubombo & Shiselweni Regions. September 2023-May 2024. Project Report.

97. Examples were also found of groups reinvesting incomes to diversify their income stream. The groups welcomed improved market linkages with NAMBOARD, which provided a reliable market for vegetable sales and appreciated the training on improved business and financial management skills from WFP cooperating and government partners. Monitoring has not been undertaken to understand whether these livelihood interventions went beyond income improvements to build resilience to shocks. However, focus group discussions suggested that the more successful groups have strengthened absorptive capacities as a result of diverse incomes streams.

98. Likewise, focus group discussions with the UBRAF groups found some impressive examples of good practice with reports of very significant improvements in their livelihoods. No post-distribution monitoring results were available to assess the food security or nutritional outcomes among UBRAF participants, although qualitative evidence gathered through focus group discussions provided very strong evidence of concrete and sustained improvements in livelihoods. Participants gave various examples, including: being

able to meet school fees; investing in improved housing; and having savings of up to SZL 1,000 (USD 58) per month.

99. Participants attributed the level of success to a variety of factors. The active involvement of group members in selecting activities that matched their interests and capacities was seen as important by group members. A group approach was found to be useful in aggregation of produce for market and as mechanisms to receive inputs and training, and share technical expertise, but production at the individual household level was found to lead to improved results. The size of transfer also had to be large enough to have a meaningful impact. For example, successful examples came from individuals receiving 50,000 litre water storage tanks to support vegetable production at the household level, and individuals established as mobile money agents received SZL7,000 (USD 409) along with two mobile phones.

100. The evaluation found no clear selection criteria to guide participation in the resilient livelihood groups. In the interests of efficiency WFP worked with pre-existing groups that had received support from other development programmes in the past – but did not take into account the previous performance of these groups. All groups had a majority of women members but were often led by men. The design did not consider the differential needs of groups, including youth, women, the elderly and persons living with disabilities.

101. Given the small scale of these interventions WFP has missed an opportunity to build evidence for replication of best practices. The numbers of people supported under both the UBRAF interventions and resilient livelihood groups were extremely small (see Table 5 above) and there was no strategy in place to upscale the approach through government services or other partners. Monitoring and evaluation of these various livelihood interventions to understand the factors that contribute to their effectiveness has not been conducted by WFP.

Access to social protection

Finding 9. WFP strived to support the development of a framework for shock-responsive social protection. However, fiscal pressures have muted government interest in expanding social assistance and stronger partnership with the World Bank is key.

102. Starting with the T-ICSP, and continuing into the CSP, WFP has sought to support the shock-responsiveness of the national social protection programme.¹⁰⁰ Support to the Deputy Prime Minister's Office (Department of Social Welfare) for the development of the Social Protection Policy and Action Plan, is ongoing in close coordination with the United Nations Children's Fund (UNICEF).¹⁰¹ WFP supported a rapid capacity assessment of humanitarian, disaster risk management and social assistance systems to facilitate transition of WFP assistance in Eswatini.¹⁰² The 2022 assessment reviewed the extent to which emergency food aid, old age grants and public assistance grants responded to shocks, and the steps required to strengthen and coordinate these - with a view to improve coverage and financing, and avoid duplication of efforts. The findings of this assessment were taken forward, in partnership with the Deputy Prime Minister's Office and UNICEF, through the development of a roadmap for strengthening shock-responsive social protection in Eswatini in 2023,¹⁰³ which delineates activities and costs for the 2023–2028 period.

103. It is early to judge the utility and effectiveness of this roadmap, but funding has not yet been committed. Significant interest was expressed by some government stakeholders in expanding social protection, and WFP advocacy had helped to keep the process moving forward, but **a backdrop of fiscal pressures has muted government interest in expanding social protection.** For example, UNICEF was reportedly keen to pilot a universal child grant but the Government is not willing to consider a national scale-up.

¹⁰⁰ WFP Eswatini. Annual Country Report 2019.

¹⁰¹ WFP Eswatini. Annual Country Report 2023.

¹⁰² Eswatini was part of a WFP funded three-country study covering Eswatini, Zimbabwe and Lesotho. Phelps L. (2022) Assessment of shock-responsive social protection in Eswatini. Rapid capacity assessment of humanitarian, disaster risk management and social assistance systems to facilitate transition of WFP assistance in Eswatini. June 2022.

¹⁰³ GoKE, Deputy Prime Minister's Office. 2023. A Roadmap for Strengthening Shock-Responsive Social Protection in Eswatini - March 2023.

104. In parallel to WFP, the World Bank has been engaged in supporting the development of adaptive social protection but there is limited evidence of coordination. A World Bank study on adaptive social protection mechanisms was conducted in conjunction with the NDMA in 2022 (see Box 2) but had few cross references to the WFP study despite a similar scope. **The World Bank-led agenda appeared to have gained traction with the Government given the significant financial resources that the World Bank brings to supporting the development of the national social protection system.**

Box 2 World Bank study on adaptive social protection in southern Africa¹⁰⁴

This study provided concrete indications of how to use social protection capacity for drought risk management actions in addition to the NDMA-led food assistance programme. The main shock affecting the country, drought, is recurrent and strikes with a severity that can generally be predicted well in advance. Social protection programmes – from the school feeding programme to the old age grant – can undertake forecast-based planning and design tweaks (for example, to eligibility criteria and benefit packages) and preparedness measures (along the delivery chain) to support households. Higher benefit amounts, for example, could be provided to food-insecure households during the lean season, or lump sum payments could be provided in advance of it.

Critically, it also recommended considering creating a cash transfer programme based on the lessons from the orphaned and vulnerable children cash transfer pilot and international experiences to contribute to reducing poverty while enhancing resilience. This programme should be designed to incorporate adaptive social protection provisions.

105. **The CSP aimed to support the development of an integrated social registry but has struggled to progress this initiative.** WFP initially sought to contribute to developing this registry by offering SCOPE as a platform. However, a subsequent corporate decision meant that SCOPE is no longer offered for third party use. Subsequently WFP sought to provide technical expertise to the design of the registry based on its experience with community-based targeting approaches. However, World Bank staff indicated a corporate preference for using household welfare methodologies – such as proxy means tests - as a basis for targeting social assistance.¹⁰⁵ The World Bank has brought its own consultant in to advise on the registry design.

Finding 10. WFP played a key role in strengthening national capacities for school feeding, including promoting home-grown school feeding, contributing to improved quality of school feeding, menu planning and monitoring. WFP successfully advocated to increase the school feeding budget and improve accountability through joining the School Meals Coalition.

106. WFP has been a key partner to the Ministry of Education and Training on school feeding. Stakeholders from both the Ministry of Education and Training and WFP, as well as findings from the decentralized evaluation of HGSE, are clear that **WFP supported discussions and played a key role in driving the agenda on HGSE forward in Eswatini.** Support included enabling the Deputy Prime Minister's Office to attend a learning tour to the Brazilian Centre of Excellence in 2018.

107. WFP developed a two-year proof-of-concept HGSE pilot¹⁰⁶ to demonstrate the viability of a government scale-up of the model nationwide. This funded the procurement of maize, beans, vegetable oil and rice from smallholder farmers for 50 pilot school (6 primary schools with grade zero, 22 primary and 22 secondary schools). It also involved the development of an investment case for: the scale-up of HGSE approaches; strengthening of institutional arrangements for the financing, management and implementation of the programme; direct training of school inspectors, head teachers and school feeding focal points on issues related to food safety and quality; and information management.

108. WFP and partners have not yet demonstrated a model that successfully procures sufficient local maize and beans directly from smallholder farmers (see Finding 7). In addition, evidence from the pilot is lacking

¹⁰⁴ World Bank. 2022. Adaptive Social Protection in Southern Africa.

¹⁰⁵ Some evidence points to the relative effectiveness of community-based approaches. See: <https://www.developmentpathways.co.uk/publications/exclusion-by-design-the-effectiveness-of-the-proxy-means-test/>

¹⁰⁶ The pilot was extended through budget revisions to 31 December 2024.

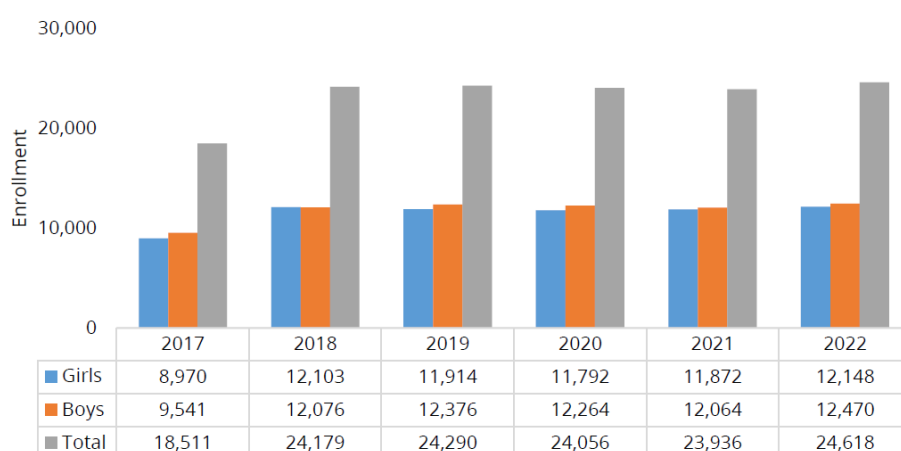
on whether HGSF improved efficiency through cost savings in commodity and logistics.¹⁰⁷ Without such evidence, WFP and the Government cannot judge whether the pilot has been a success or not.

109. WFP support to the institutionalization of various coordination structures for HGSF, under the leadership of the Ministry of Education and Training, is still in progress. As noted under Finding 7 the complementarity of roles between the Ministry of Agriculture and the Ministry of Education and Training was not explicit, and led to ineffective extension support from the Ministry of Agriculture; and secondly, parastatal institutions such as the National Maize Cooperation and NAMBOARD were not sufficiently engaged at the programme design stage. At the design stage, a proper value-chain analysis and closer look at the market system actors would have been required. Ultimately WFP did not ensure all the market systems actors were involved in the planning and design from the start.

110. WFP has taken responsibility for the direct provision of school meals in the pilot schools, reaching all 50 pilot schools as planned (24,392 girls and boys in 2022¹⁰⁸). Given the failures in local procurement (Finding 7), additional supplies, including rice from Japan, were secured by WFP through domestic, regional and global corridors to meet obligations to the pilot schools. Although school feeding focal points reported food transfers sufficient to provide one hot school meal for students every day, data provided in Finding 21 show there were some issues with the timeliness of transfers.

111. An increase in school enrolments occurred following the distribution of food to the 50 pilot schools. Monitoring data show that total enrolment in the targeted primary and secondary schools increased significantly from 2017 (18,511 learners) to 2019 (24,290 learners) when the HGSF pilot started (Figure 25). One unexpected effect was that teachers reported that schoolchildren were joining pilot schools from neighbouring schools not involved in the HGSF pilot, in order to benefit from the school meals.¹⁰⁹ The HGSF evaluation found an improvement in the school meal diversity and portion size, compared to the national school feeding programme, with the HGSF pilot schools designing menus that combined foods from at least four food groups each day.¹¹⁰

Figure 25 Primary and secondary school enrolment in 50 pilot schools (2017-2022)



Source: HGSF endline evaluation

112. WFP training helped improve capacity in food safety and quality, attention to sanitation and hygiene measures and monitoring (see Annex IX for additional analysis). Head teachers interviewed were able to recall key practices relating to the way the schools store, prepare and serve their food that demonstrated practices had changed since the introduction of the HGSF pilot. For example, utensils are

¹⁰⁷ WFP (2023) Joint Evaluation of linking Smallholder Farmers to the Home-grown School Feeding Market in Eswatini 2019–2021. October 2023.

¹⁰⁸ 24,392 planned and actual beneficiaries receiving food transfers.

¹⁰⁹ Notably, at the time of data collection, national schools had not yet received any school feeding distribution for the school year.

¹¹⁰ WFP (2023) Joint Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021. October 2023.

now properly cleaned before and after eating. In addition, HGSE pilot monitoring showed positive results as a result of training received on rice preparation.¹¹¹ However, monitoring under the pilot has highlighted some gaps in relation to food quality, evidencing the need for additional and ongoing training of cooks in food preparation.¹¹²

113. WFP has provided support to improve the capacity of government monitoring systems. WFP provided 50 tablets to the HGSE pilot schools and supported the design of a data collection tool and training of focal teachers in data collection and entry. Ministry of Education and Training staff attended a workshop on monitoring and data analysis and schools are now able to provide monthly reports on the WFP programme. However, it was recognized that the tools were designed for WFP internal monitoring systems for accountability purposes and could be better adapted to the needs of the Ministry of Education and Training.

114. WFP successfully advocated with the Government to increase budgets for school feeding through the creation of costed menu plans.¹¹³ In 2023, following a request from the ministry, WFP provided training on the school meals planner (SMP) PLUS tool to Ministry of Education and Training staff, other government entities, United Nations partners and NGOs. The SMP PLUS tool enabled a comparison of the nutrition content of menus with the budget required. The Ministry of Evaluation and Training created a series of costed nutritious menus for traditional and HGSE schools, which supported advocacy to increase the school feeding budget. In 2023, the Government committed to increase the school feeding budget by 30 percent from SZL 49.4 million to SZL 64.4 million.¹¹⁴ Although government staff recognized that the increased budget could not be solely attributed to WFP support, they were clear that the SMP PLUS tool had provided an important evidence-based platform for them to advocate to the ministry.

115. WFP advocated with senior Ministry of Education and Training officials on the benefits of the School Meals Coalition,¹¹⁵ which contributed to the decision made by parliament to join the coalition in August 2023. WFP subsequently supported the Ministry of Education and Training to convene a stakeholder consultation to draft the country's commitments relating to policy, financing, evidence and data, and programme design and coverage, which are awaiting cabinet approval. Informants highlighted that government staff have been very engaged and committed to the process and see the process as strengthening accountability for school feeding.

Finding 11. The provision of food to neighbourhood care points provided an important safety net for orphans and vulnerable children. However, the long-term future of neighbourhood care points is uncertain given WFP funding constraints and slow progress in building national ownership. Efforts to increase self-reliance of the care points through agricultural production are not yet sustainable.

116. WFP has been the main reliable supporter of neighbourhood care points over the evaluation period, delivering feeding to pre-school children. Outcome data related to food security and nutrition are not available, but community members and neighbourhood care point caregivers were clear that care points provided an important safety net to orphans and vulnerable children, especially during the COVID-19 pandemic.

117. Community members noted that school-aged children regularly attend the neighbourhood care points to receive meals, in particular when there are gaps in the national school feeding programme. Generally,

¹¹¹ WFP Eswatini (2023) Joint Evaluation of linking Smallholder Farmers to the Home-grown School Feeding Market in Eswatini 2019-2021 (Final) Decentralized Evaluation Report. October 2023.

¹¹² WFP Eswatini (2023) Joint Evaluation of linking Smallholder Farmers to the Home-grown School Feeding Market in Eswatini 2019-2021 (Final) Decentralized Evaluation Report. October 2023.

¹¹³ See Annex IX for additional analysis.

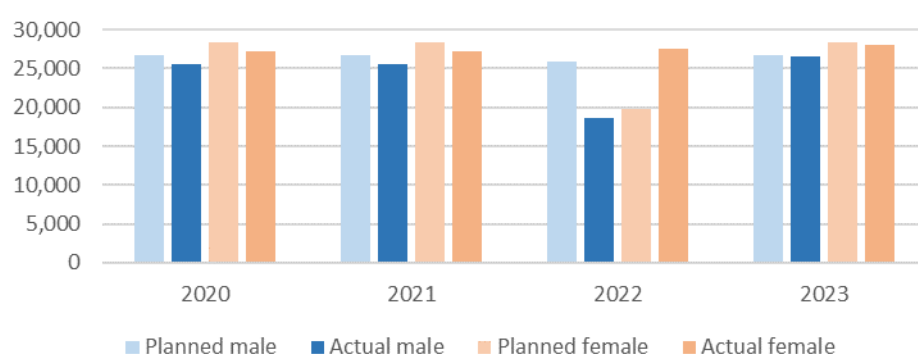
¹¹⁴ Data provided by key informant. GoKE (2024). Eswatini National Budget 2024/25 at a Glance: <https://parliament.gov.sz/media/speeches/docs/Budget%20at%20a%20glance%202024-25%20-%20Final.pdf> confirms SZL 15 million additional budget to the school feeding programme.

¹¹⁵ The School Meals Coalition is a UN Member State effort that aims at ensuring that every child has the opportunity to receive a healthy, nutritious daily meal in school by 2030. The coalition is rooted in country-level action and multi-sectoral partnerships focused on restoring access to school meals programmes lost during the Covid-19 pandemic; helping low-income countries reach the most vulnerable; and promoting safe, nutritious and sustainably produced food, as well as diverse and balanced diets.

food appeared to have been used as intended. However, partner reports and evaluation visits found some cases where dry food has been distributed within the community, due to the lack of care point cooking facilities.

118. Between 2020 and 2023, WFP reached over 50,000 pre-primary children each year with food transfers across 1,700 neighbourhood care points (Figure 26). In 2024, the decision was made to reduce the number to 700, due to funding constraints by targeting neighbourhood care points in food-insecure areas, as identified by the vulnerability assessment committee. Gaps in food distributions have been reported by partners and caregivers (see Finding 21) and WFP reported challenges in ensuring the correct distributions as a result of unreliable and fluctuating neighbourhood care point enrolment data, particularly during COVID-19, when the number of children attending increased.

Figure 26 Planned and actual pre-primary children receiving food transfers in neighbourhood care points (2020-2023)



Source: COMET data 2020-2023

119. While educational outcomes were not a primary objective of the support provided, visits to neighbourhood care points and monthly reports confirmed that the food served to attract children to the early childhood care, development and education (ECCDE) programmes offered by some neighbourhood care points. However, many neighbourhood care points do not have structures or trained caregivers in place to do so. Save the Children found that 67 percent of the care points they monitored supported by WFP, lacked any learning material.¹¹⁶

120. **WFP Eswatini country office advocated for increased ownership of neighbourhood care points within the Government.** WFP sought to ensure that the neighbourhood care points are formally integrated into ECCDE programmes with support from the national ECCDE policy and implementation framework. National policies prioritized ECCDE and set out to extend the network of early childhood education institutions and implement a pilot grade 0 programme for 5-year-olds in 80 rural public primary schools. However, no policy-level consideration has been given to the incorporation of neighbourhood care points in the national ECCDE approach. This was partly attributed to limited outcome monitoring data to support evidence-based advocacy on the benefits of providing feeding to orphans and vulnerable children.

121. WFP recognized the overall ownership and coordination challenges that affect neighbourhood care points and successfully advocated for the care points to be coordinated by the Deputy Prime Minister's Office, which is seen by WFP to be well placed to provide leadership, given its role in coordinating the National Children Services Department. Following a request from the Deputy Prime Minister's Office, WFP supported the Government by providing a consultant to conduct a review in 2021, which led to the finalization and dissemination of a neighbourhood care point strategy in 2023. It is expected that the strategy will help to regulate neighbourhood care points, ensuring that all care points are registered, and also give the Deputy Prime Minister's Office more power to be the neighbourhood care point custodian. However, to date there has been no financial commitment from the Government towards neighbourhood care points and their long-term sustainability within a government system remains uncertain.

¹¹⁶ Save the Children Eswatini (2022). End of Project Report – Support to Orphaned and Vulnerable Children Affected by HIV/AIDS - NCP Monitoring Project 2020-2022.

122. As an alternative pathway to sustainability, WFP worked with “Young Heroes”¹¹⁷ to implement a pilot that aimed to make 27 neighbourhood care points self-sufficient in food production. Neighbourhood care point caregivers received training on food production and were provided with inputs, including pesticides, seeds and trees, fertilisers, and infrastructure for fencing. Comprehensive results from the first harvest were not available to the evaluation team. WFP and cooperating partner informants noted that there had been challenges in the first year of implementation, including delays to providing inputs to farmers, which affected production levels. The evaluation saw evidence of maize and bean production in neighbourhood care points visited to cover six months of feeding, and community gardens were being maintained. However, caregivers were clear that production levels are not high enough to generate an income that allows for reinvestment in production – nor does it cover a full diet including oil and condiments.

Finding 12. WFP made important contributions to strengthening national capacities for disaster management with support for: the vulnerability assessment committee process; disaster management policies and guidelines; establishing a capacity to use drones; the uptake of electronic cash transfers; and other initiatives.

123. **WFP made important contributions to national capacities for disaster management through a range of activities.** WFP continued to support vulnerability analysis efforts in partnership with the Eswatini vulnerability committee under the Deputy Prime Minister’s Office.¹¹⁸ Strong technical skills were evident among WFP staff in the country office, the region and in headquarters to support ongoing processes and maintain momentum, effectively supplemented by periodically contracting additional experts to run training courses and draft technical documents and limited financial contributions.

124. WFP contributed financially to the annual vulnerability assessment committee assessment exercise, the supporting annual pre-harvest crop assessments conducted by the Ministry of Agriculture and the 2020 Agricultural Census led by the Central Statistical Office. The level of financial support has declined considerably over the CSP period. The last vulnerability assessment committee cycle received only USD 7,000 from WFP out of a total project budget of approximately USD 130,000.¹¹⁹ The Government now directly funds over 50 percent of the committee’s budget – a considerable achievement as Eswatini is one of only two countries in the Southern African Development Community (SADC) region where the Government directly funds assessments – with the remainder coming from other partners including NGOs and parastatals.

125. Under the T-ICSP and CSP, WFP supported the annual vulnerability assessment committee report production with technical assistance from the country office with data collection, analysis and report writing. WFP supported improved analysis of nutrition, climate change, prioritizing people living with disabilities, gender and protection analysis within committee assessments.¹²⁰ Capacity strengthening activities were provided in partnership with FAO on food security analysis tools such as the Household Economy Approach and IPC, in 2018¹²¹ – and the introduction of a standardized approach to assessing the extent and severity of food insecurity has allowed direct comparisons of the severity of food insecurity between countries. The technical assistance was valued by other vulnerability assessment committee members who confirmed that it contributed to the quality and timeliness of the report. WFP and government staff agreed that the committee’s data directed emergency responses and, to a lesser extent,

¹¹⁷ Young Heroes is a charity created in 2006 as an initiative under Swaziland’s National Emergency Response Council on HIV/AIDS. Its focus is on orphaned and vulnerable children and their elderly caretakers (<https://youngheroes.org.sz/our-mission-history-2/> consulted 24.06.2025)

¹¹⁸ WFP has a long-standing relationship with the Eswatini VAC which dates back until at least 2013.

¹¹⁹ Information from KII.

¹²⁰ WFP was responsible for implementing the regional vulnerability assessment and analysis (RVAA) programme – that included a country component for Eswatini, which strengthened the technical capacity of vulnerability assessment committees to be able to effectively broaden and integrate complex and emerging issues into the VAA, including chronic vulnerability, poverty and resilience, as well as increase VAA technical rigour and improve the quality of information produced by the VAA. It was also designed to contribute to the institutionalization of the RVAC and NVAC system resources, and to the capacity to integrate various VAA tools and approaches for national planning processes and programme responses with activities led separately by Landell Mills.

¹²¹ WFP Eswatini Annual Country Report 2018 & 2020.

national development programmes and interventions – with the same finding in the vulnerability assessment evaluation.¹²²

126. Additional indicators on gender-based violence were included in the committee's surveys in consultation with UNFPA to support further monitoring and reporting. The evaluation found that Eswatini was one of only four countries to integrate gender issues into their annual assessment by 2020.¹²³ A review of the vulnerability assessment committee documents found that, while food insecurity data were increasingly disaggregated by gender, this was not routinely complemented by a deeper gender analysis.¹²⁴ WFP staff acknowledged that this was a work in progress and further work was still required to strengthen analysis of gender and climate change. Vulnerability assessment committee members referred to "a need for continuous review of technical support as needs are ever changing".¹²⁵

127. WFP provided technical support to disaster management policies and operational capacities. A consultant was funded to support the NDMA in developing the National Disaster Management Operational Framework and the National Operational Guideline for Emergency Management, which outline responsibilities and multi-agency coordination frameworks at national and local levels.¹²⁶ The Government saw a particular value in developing these guidelines to establish the operational parameters for the NDMA, which was only established in 2015. However, the formal adoption of these policies and guidelines is yet to be enacted with agreements pending between the NDMA and its parent ministry, the Deputy Prime Minister's Office.

128. WFP also provided technical and financial support to the NDMA to introduce the use of drones. WFP donated ten drones and provided training to NDMA officers and other government staff.¹²⁷ The final drones were delivered in 2024 at the time of the evaluation and have not yet been extensively used. However, the NDMA was positive about the potential applications in crop assessment, mapping and emergency operations. Ongoing financial support to maintain and operate the drones has been included in the NDMA budget demonstrating a commitment to sustain the use of this technology.

129. Government stakeholders credited WFP with helping a shift to the use of electronic cash transfers by the Government. A market assessment, which aimed at generating more evidence for response planning and selection of transfer modalities, was undertaken jointly with the Ministry of Agriculture, the Central Statistics Office and NDMA.¹²⁸ The WFP shift to cash transfers at around the same time had an important demonstration effect and provided proof of concept.

130. WFP has also reactivated the national logistics cluster to strengthen national capacity for disaster-responsive supply chains. This initiative aims to enhance logistics before and during anticipated hazards like El Niño. WFP co-leads this cluster with the Ministry of Public Works and Transport, ensuring coordination with humanitarian partners and national authorities.¹²⁹ Capacity building efforts have been made through training programmes, including the logistics cluster induction in Nairobi in November 2023. WFP has also supported the development of the national logistics cluster plan for El Niño, which is awaiting government adoption. The effectiveness of the logistics coordination mechanism is yet to be tested.¹³⁰

Finding 13. WFP provided support to strengthen government capacities to design and deliver livelihood activities. The three pronged approach (3PA) tool was successfully piloted to improve community engagement in design, but partnerships for implementation were incomplete and

¹²² WFP (2022) Joint Evaluation of the SADC Regional Vulnerability Assessment and Analysis (RVAA) Programme (2017-2022). March 2022.

¹²³ WFP (2022) Joint Evaluation of the SADC Regional Vulnerability Assessment and Analysis (RVAA) Programme (2017-2022). March 2022.

¹²⁴ The 2018 VAC report was an example of good practice.

¹²⁵ Ibid.

¹²⁶ WFP (2020) Eswatini Annual Country Report 2020.

¹²⁷ This was part of the WFP regional drone project financed by Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO) and managed by RBJ.

¹²⁸ WFP Eswatini Annual Country Report 2020.

¹²⁹ Members include NDMA, Ministry of Public works and Transport, Central Transport Agency, I.O.M, RENAC, Red Cross, Eswatini Railway and Road Transport Council.

¹³⁰ WFP Eswatini, 2023. Annual Performance Plan 2023.

prospects for sustainability low. WFP successfully supported the development of the Agricultural Integrated Information System (AIIS), which has been operationalized.

131. As part of efforts to support resilience, **WFP sought to strengthen partner technical capacities in the roll-out of resilience-building interventions** under SO3. This included the introduction of the three-pronged approach (3PA) (see Box 3) and the implementation of a resilience pilot project. WFP provided technical, programmatic design, financial and operational support to the Deputy Prime Minister's Office and University of Eswatini (UNESWA) to use 3PA tools to inform communal planning and development.¹³¹ Activities supported between 2022 and 2024 included a series of dedicated training courses and regional study visits on the 3PA and support to UNESWA in the design of short courses and research opportunities on the application of 3PA tools.

132. The Deputy Prime Minister's Office and the UNESWA staff appreciated the quality and value of training courses and study visits supporting the roll-out of the 3PA. Institutionalization was promoted through the training and by the time the third seasonal livelihood programming consultations were conducted, there was limited need for technical support from WFP.

Box 3 Overview of the three-pronged approach

The three-pronged approach (3PA) is central to the WFP approach to resilience programming. It is a consultative process that includes government, multisectoral partners and communities. The approach relies on:

- integrated context analysis: the mapping of national historical trends on food security and nutrition, shocks and exposure to risks;
- seasonal livelihood programming: a participatory process of coordination and partnership under local government leadership; and
- community-based participatory planning: a community-level exercise that identifies needs, adapts responses to contexts, and promotes local ownership of the programme.

Source: WFP website (www.wfp.org/resilience-programming)

133. Interviews were clear that the original ambitions under the roll-out of the 3PA and implementation of a resilience pilot programme have not been achieved. Only three of the nine planned seasonal livelihood programming consultations were conducted and one of three community-based participatory planning exercises due to budget constraints.¹³²

134. A multisectoral approach was not fully realized. Participation in the community-based participatory planning included WFP, UNESWA, the Deputy Prime Minister's Office, the Ministry of Agriculture, the Ministry of Tinkhundla (MTAD), the Ministry of Economic Planning and Development (MEPD) and World Vision,¹³³ but other key agencies identified to support multisectoral implementation of the plan¹³⁴ did not participate. In addition, there was no clear strategy to integrate the 3PA into community planning processes to support resilience programming through the Ministry of Tinkhundla.

135. WFP supported the initiation of a pilot resilience project in the Njelu community following the community-based participatory planning process, providing fencing inputs for a community garden led by a youth group, with the overall ambition that WFP support to the community would kickstart investments from other partners to support the priorities identified in the community plan. A field visit to Njelu community demonstrated that, with the exception of the fence, activities planned in the community-based participatory planning for years one or two (2023 and 2024) had not been implemented.

¹³¹ UNESWA, DPMO and WFP (2022). Memorandum of Agreement between the DPMO, WFP and UNESWA. September 2022.

¹³² WFP Eswatini (2022) Community Based Participatory Planning Report. Njelu Rural Community, Nhlambeni Constituency, Manzini Region. GoKE.

¹³³ Ibid.

¹³⁴ United Nations agencies (UNICEF, UNESCO, FAO), Government institutions (Water Development Board, Fisheries Department, Department of Youth Development, NERCHA), and NGOs (Save the Children and Eswatini Red Cross) were not present in Njelu.

136. WFP support to the Agricultural Integrated Information System (AIIS) has been a high priority for the Government and has already shown important steps to becoming fully operationalized. In partnership with the Royal Eswatini Technology Park and the Ministry of Agriculture, WFP provided technical and financial support in the development of the AIIS.¹³⁵ The AIIS acts as a hub for the innovation of agricultural production, multivendor e-commerce and the provision of services within the country.

137. The AIIS system was recognized as an important achievement and government stakeholders were clear that the process was co-created with the Government, which had ensured strong national ownership. Training on the system has been rolled out with extension workers and the Government has shown commitment to its operationalization, providing the servers to host the system and ensuring that farmers are registered. WFP also supported data collection from smallholder farmers, supplying tablets to agricultural extension officers. However, capacity constraints and a lack of transport have reportedly limited the ability of agricultural extension officers to sensitize farmers on the system.

Finding 14. The overall contribution of the CSP to improving food security and nutrition in Eswatini has been modest and limited by resource constraints or the ability to influence other actors to replicate good practices.

138. The strongest evidence of overall improvements in food security from the CSP has come through the crisis response food distributions provided under SO1. This assistance met a significant proportion of the overall needs and there is some direct evidence of positive food security outcomes. It is probable that providing food to children in schools and feeding orphans and vulnerable children made a significant contribution given the programmes' scale, although direct evidence is lacking. Direct support to building the livelihoods of smallholder farmers is unlikely to have had national-level impacts given the small scale to date and lack of mechanism to scale up and replicate effective interventions.

139. Judging the effects of country capacity strengthening work on food security outcomes is extremely challenging. However, it is clear that the work on overarching social protection frameworks has not progressed sufficiently to have any plausible contribution to outcomes. While country capacity strengthening to support school feeding has been effective, budget limitations to date have limited any benefits to students. This could of course change in future with increased funding secured. The most plausible country capacity strengthening benefits have come in support to disaster management. However, quantifying these benefits would be extremely challenging.

2.2.2 Cross-cutting

Gender equality and the empowerment of women (GEEW)

Finding 15. Initial investments made in GEEW analysis and internal capacities were unevenly mainstreamed into CSP activities. Resource constraints and lack of partnerships meant that attention on GEEW and inclusion was not maintained.

140. The CSP set out ambitions to implement gender-transformative activities, with a view to changing negative coping behaviours, reducing the risk of gender-based violence, confronting the stigma of HIV-AIDS and tuberculosis, and supporting the economic empowerment of adolescents and women. These commitments to gender and inclusion were supported by a number of internal capacity building and analysis efforts. The country office participated in the WFP gender transformation programme (GTP)¹³⁶ from October 2021 to March 2022 to strengthen capacities and tools for mainstreaming gender. A final self-assessment of the gender transformation programme demonstrated successful integration of gender across operational and programmatic activities by the country office. However, it made recommendations to further strengthen the integration of gender

2.2 To what extent did WFP contribute to the achievement of cross-cutting aims including: protection, the humanitarian principles as applicable to the emergency response with focus on humanity, impartiality and independence; accountability to affected people (AAP); GEEW and inclusion; nutrition integration; and the environment?

¹³⁵ The Eswatini national food systems dialogues in 2022 identified five food systems summit priority pathways. WFP mobilized to support the Government to achieve pathway three to achieve a digital agri-information system.

¹³⁶ The GTP is a corporate programme that aims to advance gender equality in its operations, programmes, and workplace.

into the new CSP design by: making use of gender analysis and data to inform programming that can be gender transformative; ensuring successful continuation of a gender results network; and strengthening complaint and feedback mechanisms.¹³⁷

141. The country office commissioned a gender analysis study¹³⁸ at the start of the CSP in order to support the country office to assess the CSP activities through a gender-transformative lens. This informed the formulation of its Gender Action Plan (2022-2025), which laid out a strategic roadmap to: implement context-specific gender-transformative actions with commitments to incorporate sex, age and disability into data collection and analysis; use consultative and participatory approaches to integrate diverse needs and preferences; secure specialized and dedicated human resources on gender; and establish and strengthen strategic partnerships promoting the implementation of gender equality and empowerment of women. The gender action plan was produced with the assistance of a consultant seconded by UN Women and in partnership with other United Nations agencies.

142. However, this plan was unevenly implemented. Ambitions to ensure sex- and age-disaggregated data collection and analysis were largely met. The country office collected and reported sex-disaggregated beneficiary data across the strategic outcomes, and the complaints and feedback mechanism (CFM) helpdesk has ensured data are disaggregated by sex and age. In partnership with UNFPA, WFP has also ensured the integration of additional gender analysis in the annual vulnerability assessment committee reports and a review of the reports shows that from 2021 onwards vulnerability assessment committee reports consistently present and analyse sex-disaggregated data across indicators. However, data related to disability were not collected or reported.

143. There is limited evidence that situational analysis and consultative and participatory approaches were used to adapt activities to the diverse needs, interests, challenges and opportunities of target populations in the CSP. For example, the gender analysis study¹³⁹ identified critical gender differences where women have limited access to, and control over, productive resources such as land, labour, extension services, appropriate technologies, credit and other services needed to enhance productivity. However, this evidence was not factored into the planning of interventions supporting smallholder farmers under the CSP. Support to smallholder farmers and livelihoods groups missed opportunities to transform gender norms and attitudes, such as through the creation of opportunities for women to own and control assets and access financial services, and through the promotion of women's rights to land and tenure security and educational attainment. The HGSF final evaluation found that gender analysis had not been sufficiently integrated into the design phase to understand and address structural barriers and social norms facing all genders and people living with disabilities.¹⁴⁰

144. Since 2023, the country office has not had dedicated and specialized human resources focusing on gender in order to ensure attention to gender equality approaches across interventions. The internal capacity of WFP to ensure prioritization on gender and gender analysis has been limited. The dedicated gender officer, seconded from UN Women, left the country office in 2023 and was replaced by a gender focal point, with other significant responsibilities across the CSP, including leading an activity area. Without a dedicated gender officer the country office gender results network became dormant, and informants noted that gender capacity within the country office affected the mainstreaming of gender across the CSP, in particular the consideration of gender in the design of projects.

145. Furthermore, there was limited success in establishing and strengthening strategic partnerships with national expertise on gender, which could have compensated for the gaps in human resources within WFP. As part of a tripartite agreement under the HGSF pilot, WFP partnered with COMFWB to support women farmers to supply the school feeding programme. However, interviews found no evidence that gender-transformative approaches were taken to support the production of women smallholder farmers, although women were specifically targeted by the interventions. Staff from across the three organizations involved in the tripartite agreement (COMFWB, CFI and WFP) were unable to describe specific gender-transformative

¹³⁷ WFP Eswatini (2022). Gender Transformation Programme. Eswatini Country Office Final Assessment Summary Report, April 2022.

¹³⁸ WFP Eswatini (2022) Gender Analysis Report prepared by Forcier Consulting.

¹³⁹ Ibid.

¹⁴⁰ WFP Eswatini (2023) Joint Evaluation of linking Smallholder Farmers to the Home-grown School Feeding Market in Eswatini 2019-2021 (Final). Decentralized Evaluation Report. October 2023.

approaches taken in the design and implementation of the programme. There were also other opportunities identified for developing partnerships in the gender action plan that were not achieved. For example, the gender action plan recommended that WFP select partners with specific gender expertise to support the engagement and training of community leaders on gender integration in community-based targeting and verification processes under SO1, but this was not achieved. Further, WFP was not an active member of the United Nations group on disability led by UNFPA.

Finding 16. Although efforts have been made to mainstream GEEW across the CSP in line with WFP corporate commitments, the ambition to produce gender-transformative results across programmatic areas has not been met.

146. WFP sets out four priorities in the 2022 Gender Policy. Progress against two of the priorities are discussed below, while a third priority related to “strengthened protection to ensure safety, dignity and meaningful access” is addressed under Finding 17. The evaluation has found limited evidence that the CSP has implemented activities related to the fourth priority linked to “transformative action on social norms and structural barriers”. As identified in Finding 15, the CSP set ambitions to support gender-transformative activities, and subsequently undertook gender-based analyses; however, these have not translated into adapting activities to redress gender inequalities.

147. **Enhanced and equitable participation.** Under SO1, relief committees had been empowered by the targeting process to identify, document and submit names of vulnerable individuals and households and focus group discussions confirmed equitable participation of men and women in the processes. However, a major gap highlighted in focus group discussions was that active involvement of people living with disabilities in community consultations had not been ensured. Informants noted that WFP and cooperating partners expected that people living with disabilities would be represented by family members and consequently, activities did not actively select individuals with disabilities. In addition, women were the default recipients of cash transfers, rather than men heads of households, which is in line with WFP standards.¹⁴¹ However, this was a reactive decision made by WFP in response to complaints by women that men were using the money for their personal benefit rather than meeting household needs. It is not clear why the country office did not adopt this approach from the start of the CSP, in the line with the gender analysis report,¹⁴² which highlighted that women are responsible for food security and nutritional needs within the household.

148. The design of the HGSF pilot under SO2 included specific measures to address gender equality imbalances including: the recruitment of women farmers’ associations; gender sensitization to increase participation of women in farmers’ associations, ensuring at least 30 percent of the farmers accessing the HGSF market were women; and training of women farmers’ groups to ensure more equitable access of inputs and services. The pilot achieved these objectives, with an increase in enrolment of both men and women farmers into the project. Of the total of 330 farmers engaged by WFP in the project in 2019, 44 percent were women, and in 2022, of the 700 farmers supported, 67 percent were women.¹⁴³

149. **Leadership and decision making.** The HGSF evaluation highlighted that certain trainings were specifically tailored to women to bolster their leadership.¹⁴⁴ However, Table 6 illustrates that participation of women in training sessions has been low. Under one third of participants in training courses were women, although there were small improvements between baseline and mid-term assessments¹⁴⁵ and the evaluation team has found no evidence that WFP sought to analyse or respond to this evidence. In addition, women participants of focus group discussions were unable to recall specific trainings that were specifically designed to enhance their leadership skills and self-confidence.

150. Evidence that women’s leadership has been enhanced in smallholder farmer and livelihood groups is also limited. The gender analysis study¹⁴⁶ found that, under the initial implementation of activities supporting smallholder farmers, opportunities were created for women to lead and take on decision

¹⁴¹ Background note for the Executive Board: WFP reassurance plan 25 September 2023.

¹⁴² WFP Eswatini (2022) Gender Analysis Report prepared by Forcier Consulting.

¹⁴³ ACRs 2019 and 2022.

¹⁴⁴ WFP Eswatini (2023) Joint Evaluation of linking Smallholder Farmers to the Home-grown School Feeding Market in Eswatini 2019-2021 (Final). Decentralized Evaluation Report. October 2023.

¹⁴⁵ Endline data for participation in agricultural courses was not available to the evaluation team.

¹⁴⁶ WFP Eswatini (2022) Gender Analysis Report prepared by Forcier Consulting.

making roles in steering committees, farmer groups and schools. Supporting data are not available on women's equal participation in decision making roles. However, the evaluation observed that even groups that were predominantly made up of women were sometimes still led by men and requirements from WFP and partners to ensure women were represented in group leadership roles were not seen. For example, one livelihood group that was visited consisted of ten women and two men, but the women noted that it was the two men that led the group.

Table 6. Training in agricultural courses under the home-grown school feeding pilot, by sex of participants

		Male	Female	Total	Male	Female
Good Agricultural Practices	Baseline	39	11	50	78%	22%
	Mid-term	91	33	124	73%	27%
Marketing	Baseline	20	8	28	71%	29%
	Mid-term	52	23	75	69%	31%
Contracting	Baseline	16	6	22	73%	27%
	Mid-term	37	18	55	67%	33%
Price setting	Baseline	17	6	23	74%	26%
	Mid-term	43	17	60	72%	28%
Post-harvest losses	Baseline	26	8	34	76%	24%
	Mid-term	73	30	103	71%	29%
Pest control	Baseline	32	10	42	76%	24%
	Mid-term	84	29	113	74%	26%
Other	Baseline	26	1	27	96%	4%
	Mid-term	20	8	28	71%	29%

WFP (2021). Mid-term assessment of the home-grown school feeding pilot programme in Eswatini. December 2021

Source: COMET data

151. According to coordinating partners, the country office provided important and very well-regarded capacity strengthening on gender-based violence and protection from sexual exploitation and abuse (PSEA). To address the incidence of gender-based violence, the country office conducted awareness trainings for its coordinating partners in 2022. The partners subsequently disseminated information on gender-based violence to communities. WFP also partnered with the Deputy Prime Minister's Office and the Federation of Organizations of the Disabled People in Swaziland to commemorate 16 Days of Activism against Gender-Based Violence.

152. The country office integrated PSEA clauses in all its vendor and partner contracts, including protection and accountability clauses, to which service providers must adhere. One coordinating partner noted that their organization had updated its own internal policies on PSEA following WFP support. The country office also worked with the Deputy Prime Minister's Office to develop a PSEA framework that aligns with the Sexual Offences and Domestic Violence Act, which aims to guide all government ministries to implement PSEA programmes. This emanated from work done in 2022 where the two entities developed national PSEA standard operating procedures with the objective to create awareness and sensitization of all government ministries on issues of sexual exploitation and abuse and to protect the nation.¹⁴⁷

Humanitarian principles, accountability to affected people and protection

Finding 17. The design and implementation of the CSP broadly respected the relevant principles. In line with the principle of humanity, there was evidence that WFP had sought to treat people humanely and assist them with dignity and respect. Impartial assistance was provided according to need, although more could have been done to ensure inclusion of all vulnerable groups. The principles of independence and neutrality were less relevant in the context of Eswatini.

153. Humanitarian principles – including humanity, impartiality and independence – were not explicitly referenced as guiding decision making in the CSP. However, the design and implementation of the CSP broadly respected the relevant principles.

¹⁴⁷ WFP (2022) Eswatini Annual Country Report 2022.

154. In line with the principle of humanity, there was evidence that WFP had sought to treat people humanely and assist them with dignity and respect. As a starting point, WFP took proactive steps to understand the needs of affected people. In addition to needs assessments (Finding 5) WFP made efforts to engage with communities in the design of activities. Across the strategic outcomes, coordinating partners and interviewees reported that community meetings were held in accessible locations, and that women and men were invited to participate in community engagement meetings.

155. A complaints and feedback mechanism was established in 2023 to enable communities to seek assistance, report issues or provide feedback. This was supplemented by: help desks set up during community engagements; monitoring assistants collecting feedback directly from people; project management committees that reviewed complaints and grievances; and suggestion boxes placed within communities.

156. The evaluation found that people had a good awareness of the channels to provide feedback to WFP, including the toll-free number and the suggestion boxes. The complaints and feedback mechanism was mainly utilized to file complaints in cases where people received less assistance than expected or felt they had been unfairly excluded from assistance (Table 7). Focus group discussions indicated that communities did not fully understand that it was within their rights to hold WFP accountable. In one community, people expressed animosity towards community members who had used the complaints and feedback mechanism as they feared a “reprisal” from WFP that could lead to the community being excluded entirely from future assistance.

157. Complaints and feedback mechanism cases were reported to be managed through a centralized database, with cases investigated, tracked and resolved in line with WFP standard operating procedures to ensure cases were addressed promptly. However, the country office does not collect data to monitor this and the focus group discussions found examples where community members had not received responses to feedback submitted through the complaints and feedback mechanism.

Table 7. Complaints and feedback mechanism complaints received (2023)

Complaint type	Number received
Did not receive cash	651
Other	51
Registered but never received assistance	42
Query about next distributions	27
Received less cash than expected	19
How to register	3
Who received assistance	3
Did not receive food	1
Food not delivered to NCP	1
Total	798

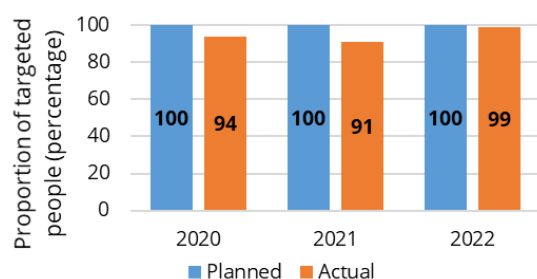
Source: WFP Eswatini country office dataset

158. During implementation of crisis response distributions, protection measures were taken to avoid late distributions and ensure accessible locations for people. Data from the 2021 food distribution assessment report demonstrated that 67 percent of people travelled less than one hour to a food distribution point, and just 5 percent were required to travel more than two hours.¹⁴⁸ However, during focus group discussions, some crisis response beneficiaries reported long waiting times for receiving distributions, and limited attention paid to ensuring their comfort. Overall, very few households reported protection challenges (Figure 27).

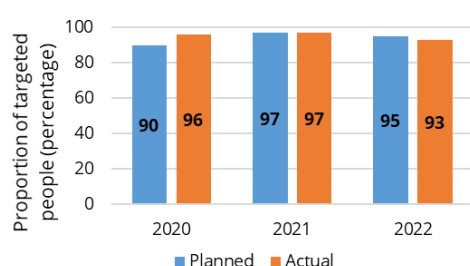
¹⁴⁸ General Food Distribution Assessment Report, May 2021.

Figure 27 WFP cross-cutting indicators, protection (2020-2023)¹⁴⁹

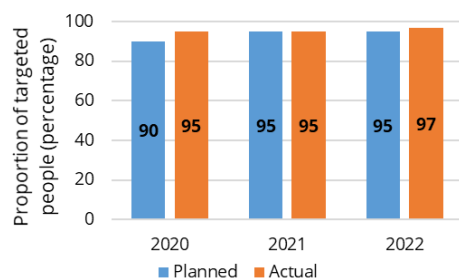
Proportion of targeted people having unhindered access to WFP programmes



Proportion of targeted people receiving assistance without safety challenges



Proportion of targeted people who report that WFP programmes are dignified



Source: WFP ACRs 2020-2022

159. WFP took considerable efforts to support an impartial response, ensuring that assistance was provided according to need and targeted to the most vulnerable. Needs assessment processes were continually strengthened (Finding 12). However, attention to the inclusion of specific vulnerable groups was uneven. WFP was conscious of ensuring the participation of both men and women in community consultations. For example, during the community-based participatory planning process in Njelu, facilitators sought to ensure that voices from different groups were heard in the process and that management of the group dynamics was an important part of the design of the process. However, the community-based participatory planning methodology was only applied to the resilience project pilot in Njelu in 2023, and similar community participation was not found in the design of other livelihood and smallholder farmer activities across the CSP.

160. Conversely, WFP and cooperating partnerships reported that people living with disabilities were not actively involved in community consultations and the design of activities. WFP and cooperating partnerships

¹⁴⁹ Reporting of protection indicators changed in 2023 and so do not appear in the graphs.

reflected that they lacked specific training to support disability inclusion in programme design, which was also reflected in the HGSF evaluation.¹⁵⁰

161. The principles of independence and neutrality were less relevant in the context of Eswatini.

There were no humanitarian access issues for WFP to navigate and there was no suggestion that government controls had compromised the independence of WFP or its ability to respond.

Nutrition

Finding 18. The CSP responded to nutritional challenges with a mix of direct nutritional support and mainstreaming of nutrition messages, but outcomes were not monitored. A lack of nutritional expertise in the country office reduced attention to nutrition in the later stages of the CSP.

162. Nutrition was a major focus of previous WFP programmes and the T-ICSP continued the provision of nutritional supplements through food by prescription.¹⁵¹ However, resource challenges meant that WFP halted the distribution of food packages targeted to people living with HIV-AIDS in 2018 and provided technical assistance to transition operational and financial responsibilities to the Ministry of Health.¹⁵² Evaluation interviewees also suggested that the need to provide an incentive for people to adhere to HIV-AIDS treatment had diminished over time.

163. The CSP provided nutritional support to people living with HIV-AIDS and orphaned and vulnerable children, although the nutritional outcomes were not monitored. People living with HIV-AIDS were supported through livelihood activities, partly as a response to the recommendations of a 2016 evaluation.¹⁵³ Implementation was enabled through UBRAF funding, and people living with HIV-AIDS were targeted with livelihood interventions to improve incomes, food access, diet diversity and quality (Finding 8).¹⁵⁴ Direct nutritional support to orphans and vulnerable children, many of whom were orphaned by the HIV-AIDS crisis, also continued under the CSP SO3 through neighbourhood care point feeding (Finding 11). WFP also included nutrition training to caregivers at care points. Focus group discussions with caregivers confirmed the receipt of this training and the application of key messages received including the importance of a balanced diet, food storage, safety and proper handling of food prepared for 2-6 year-olds.

164. The CSP had a stated objective of encouraging women smallholder farmers to produce nutrient-dense and diverse crops, although it did not directly finance partners to undertake these activities. The inclusion of vegetables and eggs as part of the basket of commodities procured in the pilot approach could be argued to have encouraged more diverse food production by smallholders, but there is limited evidence of changes in nutrition at the household level.

165. A general constraint to mainstreaming was the lack of dedicated nutritional expertise in the country office. While the need for this position was recognized and a recruitment launched in 2023, no appointment was made, due to the shortage of funds.

166. WFP committed to collaborate with UNAIDS, UNFPA, UNICEF and non-governmental organizations to promote nutrition-sensitive approaches through social and behaviour change communication (SBCC) on topics such as child feeding and care practices, gender equality, protection, sexual and reproductive health rights and HIV prevention. This built on T-ICSP SBCC activities implemented through social media.¹⁵⁵ Regular SBCC events were reported in 2020 and 2021 but reduced when the nutrition programme assistant left and was not replaced (Figure 28). Focus group discussion participants, from both SO1 (crisis response) and SO2

¹⁵⁰ Ibid.

¹⁵¹ WFP (2019) Summary of Evaluation Evidence. Eswatini 2011-2018. June 2019.

¹⁵² Ibid.

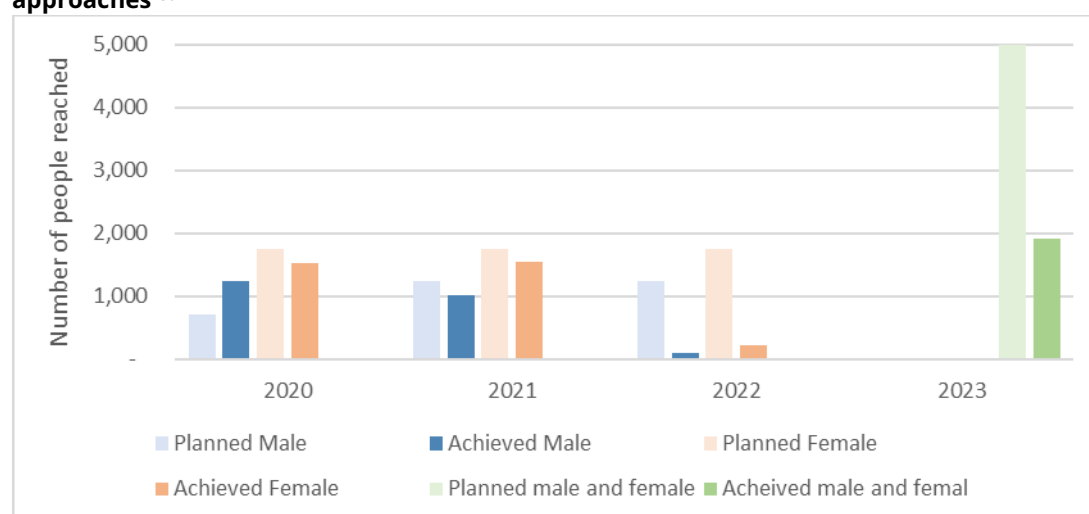
¹⁵³ WFP (2016) Swaziland DEV 200353 Food by Prescription: An Operation Evaluation.

¹⁵⁴ One field-level agreement (FLA) partner (Membatsise Home-Based Care providing livelihood activity support and integrated treatment literacy for PLHIV) was promoting fully organic agricultural production techniques with the specific goal of improving nutrition, although the underlying evidence for this approach was unclear.

¹⁵⁵ Under the T-ICSP, through the Family Life Association of Eswatini, WFP supported an interactive social media platform, the Tune Me site, to engage young people on a range of issues, including HIV-AIDS and nutrition. No follow-up monitoring of effectiveness was conducted.

(smallholder production) activities could not recall nutritional messages provided by WFP and an SBCC strategy or curricula was not available.

Figure 28 Number of people reached through social and behaviour change communication approaches¹⁵⁶



Source: WFP Eswatini annual country reports

167. Limited progress was made against the CSP reference to advocating for food fortification. Maize flour fortification is not a legal requirement; one national miller fortifies maize meal and wheat but only because of their linkage with South African millers. Households are often reliant on home-grown maize that is not fortified. For commodities where fortification is required there is no monitoring at point of entry; for example, salt iodization is required but there is no ability to test imports.¹⁵⁷ It is unclear whether concrete efforts were made to improve food fortification by advocacy or technical assistance over the CSP period.

2.2.3 Transition and exit strategies

Finding 19. The main exit strategy for WFP involved transitioning responsibilities to a shock-responsive national social protection system. Overall progress towards this goal has been slow, although there have been important contributions to sustainably strengthening capacities for disaster management and school feeding.

2.3 To what extent are achievements under the CSP likely to be sustainable, in particular from a financial, social, environmental and institutional perspective?

168. The main exit strategy for the CSP was embedded in SO3 and focused on sustained transfers and services delivered through the national social protection systems. Progress towards this goal depended on changes in policy and legislation, strengthened financing and increased staff capacities. WFP aimed to start by filling the policy gap, by developing a comprehensive social assistance policy that recognized the role of social protection in responding to shocks and promoting household resilience, but this has yet to progress (see Finding 9).

169. There has been progress with creating sustainable change in the areas of disaster management and school feeding. This includes considerable progress in strengthening capacities for disaster risk reduction and emergency response, in ways that are responsive to the needs of the Government. The necessary legislation, policies and guidelines to support the operations of NDMA have been drafted and are close to being formally adopted (see Finding 12). Government staff capacities have been strengthened in assessment, cash distributions and logistics. After exceptional COVID-19-related allocations in 2020/2021, budget allocation from the Government has continued at a predictable level (see Table 8). NDMA has a

¹⁵⁶ Results reported against this output indicator were disaggregated by sex for the first three years of the CSP but not for 2023.

¹⁵⁷ Information from KII.

strong track record in leading crisis response, complemented by the auxiliary capacities of the Baphalali Eswatini Red Cross Society (BERCS).

Table 8. Government budget estimates for disaster management (SZL) (2020/2021 to 2024/2025)

Item	2020/21 Actual	2021/22 Estimate	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate
CTA vehicle charges	429,751	280,235	222,401	233,521	245,197
Personnel costs	3,059,814	2,563,110	2,098,163	2,313,140	1,428,797
Travel, transport and communication	22,334	168,649	168,649	177,081	185,936
Professional and special services	255,585	1,362,939	1,362,939	1,431,086	1,502,640
Consumable materials and supplies	293,762	186,643	186,642	195,974	205,773
Durable materials and equipment	82,100				
NDMA & BERCS operations	220,463,280	31,948,866	32,463,280	32,463,280	32,463,280
Total	224,606,626	36,510,442	36,502,074	36,814,082	36,031,623

Source: GoKE. Estimates from the Years from 1 April 2022 to 31 March 2025

170. However, there are still gaps in relevant capacities. A disaster financing mechanism has yet to be established to enable large-scale response. WFP was surprisingly disconnected from the African, Caribbean and Pacific Group (ACP), European Union and World Bank drought preparedness initiative, which included a component on crisis and disaster risk financing.¹⁵⁸ Vulnerability assessment committee stakeholders also saw an important role for WFP in helping to keep the national institution abreast of the latest technical developments and opportunities, as well re-training, given the inevitable effects of staff turnover.

171. WFP has continued to support Ministry of Education and Training ownership and leadership of the school feeding programme, providing capacity strengthening support and advocacy for improved budget allocations. At the same time, government funding to the school feeding programme is facing challenges and HGSF has not demonstrated a cost-efficient model of ensuring nutritious foods for schools. Under HGSF, WFP has taken over provision of vegetables and eggs to pilot schools as the Government ceased to be able to fund this component as originally planned.

172. WFP lacks a clear exit strategy for support provided to orphans and vulnerable children in neighbourhood care points, either under government or community ownership. Although the Government recognizes, in its national neighbourhood care point strategic plan, the role played by care points in addressing orphans and vulnerable children's needs, strategic partnerships aimed at sharing responsibility and leadership with government institutions seem to be lacking and support to neighbourhood care points is not integrated into national financial plans. WFP has been advocating for care points to come on budget since at least 2014, but there was a clear reluctance among government ministries to assume responsibility for supporting neighbourhood care points, all of which compromises sustainability.¹⁵⁹ In the absence of government support, WFP piloted community gardens as an alternative pathway to sustainability. However, as noted in paragraph 115, this has not yet established a sustainable model.

173. There was no specific plan to transition responsibility for livelihood activities to the Government. This is despite the activities being framed under SO3 as part of a shock-responsive social protection system. Support to climate and resilience groups has remained at the community level and there was no specific plan to use these activities to pilot, test or scale up resilience-building interventions through the Government or other agencies. The sustainability of activities supported by WFP was not evident. Although more successful groups reported the ability to reinvest profits to diversify income sources, the evaluation team found that groups did not have plans in place to replace assets over time. For example, a group running a poultry project had not replaced layer hens that had been lost during unseasonably hot weather, and did not have plans in place to ensure that they could afford to buy new layer hens once older hens become less productive.

¹⁵⁸ See: <https://www.gfdrr.org/en/eswatini-drought-preparedness>

¹⁵⁹ WFP (2016) Swaziland DEV 200353 Food by Prescription: An Operational Evaluation.

2.2.4 Nexus

Finding 20. The CSP included innovative approaches to working across the humanitarian-development-peace nexus, through strengthened social protection and building resilience. However, progress in both areas remains nascent.

2.4 To what extent did the CSP facilitate more strategic linkages between humanitarian action, development cooperation and, where appropriate, contributions to peace?

174. The CSP included innovative approaches to working across the nexus, through a better coordination between the use of emergency and social assistance, and resilience building. WFP and government stakeholders both recognized that, given the structural nature of food insecurity in Eswatini, the ultimate goal would be to transition much of the annual lean-season “emergency” caseloads to more predictable forms of social assistance. The introduction of a social registry was intended to improve coordination and targeting of emergency food assistance and other forms of social protection. However, as seen in finding 9, progress towards this goal has been slow and official policy endorsement of this direction of travel is not yet confirmed.

175. The CSP also introduced a specific goal of resilience building to address the root causes of food and nutrition crises. This was reflected in the introduction of food assistance for assets, with a stated goal of using relief assistance to build resilience. The HGSF pilot and other livelihood support activities under SO2 sought to strengthen the livelihoods of smallholder farmers and other groups. Finding 6 found that food assistance for assets interventions have not contributed to wider resilience-building objectives. Finding 8 demonstrates that, although more successful smallholder farmer and livelihood groups have seen strengthened absorptive capacities as a result of diverse income streams, this has been limited by challenges in production among many of the groups.

176. Although the 3PA has been introduced as a key tool for applying a resilience lens to programme design (Finding 13) this has not yet been used as a tool for linking assessments to integrated programme design across the CSP. Opportunities during implementation include the introduction of a resilient production model to Activity 2 (which was introduced as part of BR03) and the conditional transfer component (which was introduced to Outcome 1 in 2023). The 3PA has largely been introduced with the objective of supporting partner technical capacities in the roll-out of resilience-building interventions.

2.3. EQ3: To what extent has WFP used its resources efficiently?

2.3.1 Timeliness

Finding 21. Periodic resource constraints led to breaks in the food pipeline and scarcity of funds delayed implementation. WFP has yet to fully expend the limited resources available. The COVID-19 pandemic, civil unrest and WFP procurement processes all contributed to implementation delays.

3.1 To what extent were the CSP outputs and related budget spent within the intended timeframe?

177. The overall CSP funding level, for the period 2020-2024, was 45 percent of the needs-based plan,¹⁶⁰ which is reflected in the levels of allocated resources. Table 9 shows that SO3 saw the biggest shortfall in allocated resources as compared to the implementation plan, whereas allocated resources towards SO2 were 100 percent of the implementation plan. Allocated resources across various cost categories show that capacity strengthening received allocated resources in excess of the target provided by the implementation plan. However, the value of food and cash-based transfers fell well short, 41 percent and 73 percent respectively.

¹⁶⁰ WFP Eswatini. 2024. Resource situation Eswatini. Accessed: 21.08.2024.

Table 9. Implementation plan and allocated resources by activity and cost category

Cost category	Implementati on plan (USD)	Allocated resources	Allocated resources as % of IP
Subtotal – Indirect support costs	2,780,743	2,675,353	102
Subtotal - Direct support costs	2,812,691	2,873,652	102
Subtotal - Food value	19,461,364	7,896,370	41
Subtotal - CBT value	15,521,588	11,384,723	73
Subtotal - Capacity strengthening costs	2,362,210	2,666,271	113
Subtotal - Service delivery costs	-		
Grand Total	42,780,655	27,496,369	64
Activity	Implementatio n plan (USD)	Allocated resources	Allocated resources as % of IP
Activity 1	22,668,944	16,997,242	75
Activity 2	1,909,443	1,909,607	100
Activity 3	15,389,576	10,274,416	67
Grand Total	45,561,397	33,348,956	73

Source: CPB – Resources Overview (accessed August 2024)

178. In terms of actual expenditures, 95 percent of allocated resources have been expended across the CSP (as of August 2024). Activity 1 has the highest level of expenditure across the CSP with actual expenditures of 98 percent of allocated resources. Activity 3 currently has an underspend of USD 1.68 million. Factors that have contributed to the low level of allocated resources for SO3 and the underspend are explored below.

Table 10. Allocated resources versus actual expenditure, by activity and cost category

Cost category	Allocated resources	Actual expenditures (USD)	Actual expenditure as % of allocated resources
Subtotal - Implementation costs	2,653,795	2,498,326	94
Subtotal - Direct support costs	2,831,842	2,212,960	78
Subtotal - Food value	8,041,832	6,991,344	87
Subtotal - CBT value	11,384,659	11,113,436	98
Subtotal - Capacity strengthening costs	2,584,226	2,454,317	95
Subtotal - Service delivery costs			
Grand Total	26,663,988	25,270,383	95
Activity	Allocated resources	Actual expenditures (USD)	Actual expenditure as % of allocated resources
Activity 1	16,997,242	16,622,565	98
Activity 2	1,909,607	1,807,312	95
Activity 3	10,274,416	8,597,354	84
Grand Total	29,181,265	27,027,231	93

Source: CPB - Resources overview (accessed August 2024)

179. Various factors contributed to delays in delivery. The COVID-19 pandemic led to delays in CSP implementation. In 2020 the numbers of trainings planned under SO2 were reduced and the supply of food to schools was disrupted due to import restrictions.¹⁶¹ Further delays were experienced in 2021, compounded by civil unrest. Food systems and logistics were severely affected, which left farmers with produce that could not be delivered, incurring great financial loss. The closure of schools from June 2021 left farmers unable to sell their produce to WFP and some farmers withdrew from the project, meaning that replacement farmers had to be selected.¹⁶²

180. Internal WFP processes also contributed to implementation delays that compromised the effectiveness of SO2. Delays in the procurement of farmers' produce has strained the relationships with farmers engaged in HGSF.¹⁶³ In some cases, WFP arrived too late in the season to register new farmer groups as farmers had no produce to sell. The late endorsement of the WFP procurement plan, attributed to protracted internal processes involving the country office, regional bureau and headquarters, was

¹⁶¹ WFP Eswatini (2020) Annual Country Report.

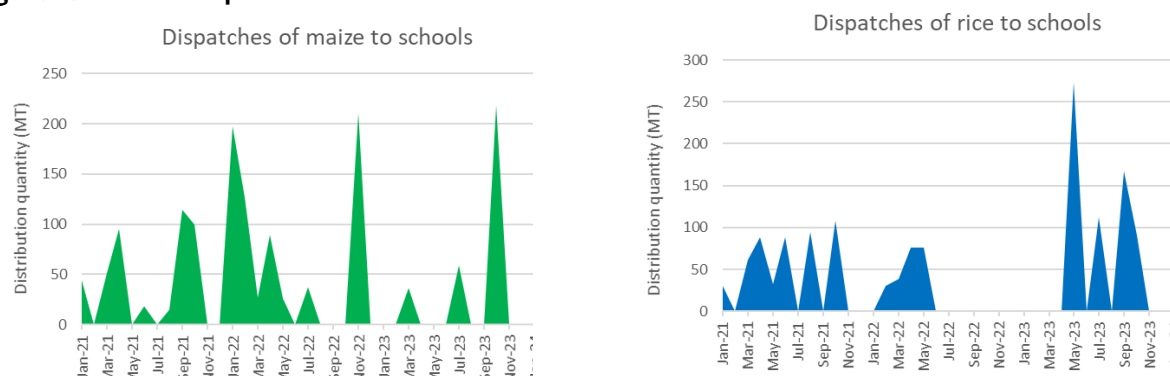
¹⁶² WFP (2023) Joint Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019-2021. Decentralized evaluation report. October 2023.

¹⁶³ WFP (2023) Annual Performance Plan 2022. End of Year Update.

identified as a factor behind these delays, as well as a change to the procurement process to use the WFP online procurement tool, “InTEND”.¹⁶⁴ Connectivity was a constraint and WFP staff reported that a significant amount of training and support was required, which was only completed after some farmers had already sold produce to other buyers.

181. **WFP stakeholders reported that pipeline breaks have been a regular occurrence under SO3.** This led to inconsistent support and incomplete food baskets being delivered to neighbourhood care points and schools. Partner reports show gaps in distributions¹⁶⁵ and caregivers reported to the evaluation team that neighbourhood care points had not received any food deliveries between January and July 2024. The failure of some local traders to honour contracts further compounded pipeline challenges. Food distribution to schools has also been inconsistent across the different commodities, as shown by Figure 29 below.¹⁶⁶ The distribution of rice in particular has seen extended periods with no food dispatches to schools, such as between June 2022 and April 2023, as a result of delays in receiving an in-kind contribution of rice from Japan.

Figure 29 Food dispatches to schools



Source: Eswatini country office data

182. Despite Activity 3 experiencing the largest funding shortfall against the implementation plan (56 percent) of the three activities, it also has the lowest expenditure against allocated resources (68.9 percent compared with Activity 1 – 99.1 percent and Activity 2 – 96.7 percent). This underspend is a result of procurement challenges and processing in-kind donor contributions. In-kind donations of rice can take 6-9 months to arrive in Eswatini. Cash funding was key to purchasing commodities from the region and reducing delivery times but constraints included congestion in Durban harbour and protracted contract negotiations with suppliers.¹⁶⁷

183. **WFP mobilized a timely cash-based response to the COVID-19 pandemic.** Donor contributions were received in a timely manner. While one contribution was delayed, the donor pledge was used as the basis for WFP advance financing, limiting programme disruption.¹⁶⁸ As a result of successful resource mobilization WFP commenced rapid and timely cash transfers to over 75,000 people from June to December 2020 and additionally supported affected people with asset-creation activities.¹⁶⁹ Despite the COVID-19 restrictions, the country office continued to provide technical support to government efforts to respond to the pandemic including supporting NDMA in developing a COVID-19 response plan that guided a coordinated response.¹⁷⁰

¹⁶⁴ The WFP InTEND tool was introduced in 2022.

¹⁶⁵ For example, in 2023 Save the Children reported that NCPs in Lobamba and Mbabane West received less pulses than planned, and in Hhulkwini NCPs received far more cereals than planned (1,300 kg instead of 438.9 kg).

¹⁶⁶ WFP expected to provide three deliveries each year (one at the start of each term).

¹⁶⁷ WFP Eswatini (2023) Annual Country Report.

¹⁶⁸ WFP Eswatini (2021) Annual Country Report.

¹⁶⁹ Ibid.

¹⁷⁰ WFP (2021) Annual Performance Plan 2020. Last updated 29/01/2021.

184. WFP country office staff reported numerous issues in the use of SCOPE¹⁷¹ as a registration tool, which affected the timeliness of operations. Limited country office capacity meant continued reliance on remote support from the regional bureau in Johannesburg. Given infrequent and limited use, it proved hard to stay up-to-date with training on regular software updates. Frustrations with SCOPE have, in some instances, led to data processing being done manually.

2.3.2 Cost efficiency

3.2 To what extent was the CSP delivered in a cost-efficient manner?

Finding 22. Measures to improve cost efficiency included reducing food procurement costs, although the most efficient transfer modalities have not always been used as a result of donor resource restrictions. Slow adjustment of staffing levels to reflect changes in programming have compromised efficiency.

185. **Data suggest that cash-based transfers have been more cost-efficient than in-kind transfers.** Table 11 shows the value of food and cash-based transfers distributed under Activity 1 and the cost to deliver the distributed items.¹⁷² The cost to deliver food across the CSP is equal to 64 percent of the total value of food that has been distributed, whereas for cash-based transfers it is just 4 percent. Government stakeholders concurred that cash transfers reduce costs in the long-term. A WFP study found that the use of mobile money cash transfers was particularly efficient.¹⁷³ However, the ability of WFP to use the most cost-efficient transfer modalities was constrained as significant donor contributions were made in-kind.

Table 11. Comparison of in-kind food distribution costs with cash-based transfers distribution costs, under SO1 (2020-2024)

Food	Total
Value of food	2,528,964
Cost to deliver food	1,612,277
Food cost/food value (%)	64%
CBT	
Value of CBT	11,113,436
Cost to deliver CBT	400,123
CBT cost/CBT value (%)	4%

Source: CPB plans vs actual report v2.1 (accessed 21 August 2024)

186. WFP has procured food from a mix of domestic, regional and global sources. WFP was able to secure only 26 percent of food commodities from local sources, predominantly white maize from smallholder farmers, as Eswatini is a net importer.¹⁷⁴ Domestic procurement was prioritized in line with the government policy of increasing food self-sufficiency rather than considerations of cost efficiency. The remaining food needs are met through regional imports (35 percent) and global imports (39 percent of the total).¹⁷⁵ To reduce costs the country office sourced food where possible from the WFP Global Commodity Management Facility regional hub.

187. The three most significant cost drivers associated with delivering food are transport (accounting for 49 percent of total costs), supply chain management costs (29 percent) and cooperating partner costs (12 percent).¹⁷⁶ As reported by country office staff, the lengthy supply chain processes and delays involved with procurement contribute to these high costs as food is slow to arrive in Eswatini and yet the country office is committed to paying warehouse and transport costs in addition to staff salaries when no commodities have arrived. The country office also undertook a logistics services market assessment in 2023 to provide

¹⁷¹ SCOPE is a digital platform that enables WFP to manage beneficiary and transfer information. SCOPE tracks distributions from the beneficiary registration phase to reconciliation and reporting. The Executive Director established SCOPE as the WFP corporate digital platform for beneficiary and transfer management by the end of 2017. The Eswatini country office used SCOPE during the T-ICSP and the full duration of the CSP.

¹⁷² The costs to deliver food comprised transport, storage, port, supply chain management costs, cooperating partner costs and other food related costs.

¹⁷³ WFP (2022) Cash and In-Kind Transfers in Humanitarian Settings. A Review of Evidence and Knowledge Gaps.

¹⁷⁴ WFP Eswatini (2023) Logistics Services Market Assessment. October 2023.

¹⁷⁵ Ibid.

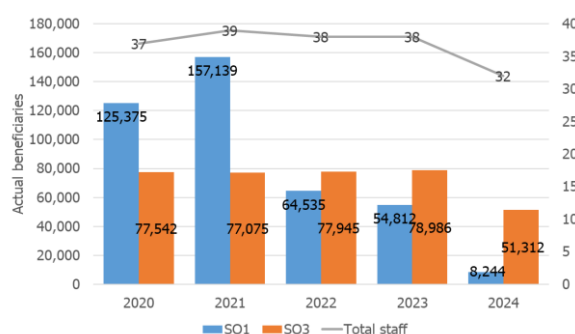
¹⁷⁶ CPB Plan vs Actual Report, August 2024

guidance on the most cost-effective logistic services.¹⁷⁷ However, these cost-saving measures are not likely to substantially reduce the overall cost of distributing food and cash-based transfers represent a more cost-effective modality under crisis response.

188. Food losses were low. In May 2023, the country office disposed of 109.35 metric tons (mt) of spoiled rice (valued at USD 51,613.20) due to high levels of Aflatoxins B1 and previously in January 2022, 20 mt of beans were deemed unfit for human consumption and were discarded.¹⁷⁸ Both losses were covered under WFP supply chain risk insurance but impacted the pipeline for Activity 3.

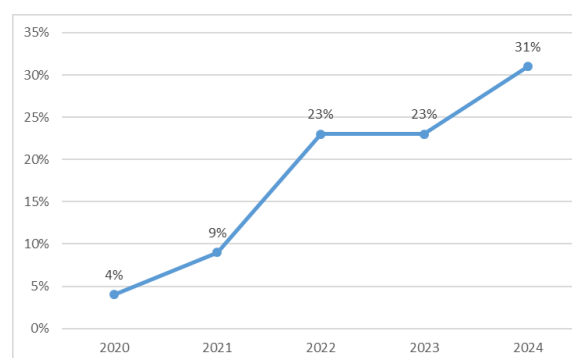
189. Staffing levels have been slow to adapt to a changing resource profile, leading to a significant increase in the proportion of budget directed to staff costs (Figure 31). Despite a 66 percent reduction in people reached between 2021 and 2022, mostly under SO1, staffing numbers remained fairly constant (Figure 30) including maintaining staff profiles most closely associated with food distributions, including drivers and warehouse staff. Furthermore, the staffing costs more than doubled between 2020 and 2023 (Figure 31) following a salary review conducted by the United Nations in Eswatini in 2022. Despite the substantial increasing burden from salaries, the country office and regional bureau senior management did not initiate a staffing review until mid-2024.

Figure 30 Eswatini country office staffing numbers and number of people assisted by outcome area



Source: Eswatini country office

Figure 31 Country office staff costs as percentage of resources (2020-2024)



Source: CPB plan vs actuals report

2.4.EQ4: What are the critical factors, internal and external to WFP, explaining performance and results?

2.4.1 Resource availability

Finding 23. The shortage of resources has been a major constraint to the delivery of the CSP. While SO1 and feeding children in neighbourhood care points and schools has attracted some resources, SO2 and SO3 have failed to attract sufficient support, leading to an unsustainable reliance on multilateral funding.

190. Securing predictable and mid- to long-term funding has been a major challenge throughout the CSP, T-ICSP and indeed preceding years.¹⁷⁹ Only USD 34.8 million, or 45.3 percent of the revised needs-based plan, had been received by August 2024. Contributions have fallen substantially each year from a high of USD 12.6

4.1 To what extent and in what ways has WFP been able to mobilize adequate, timely, predictable, and flexible resources (including domestic) to finance the CSP in a context of a lower middle-income country with limited donor presence?

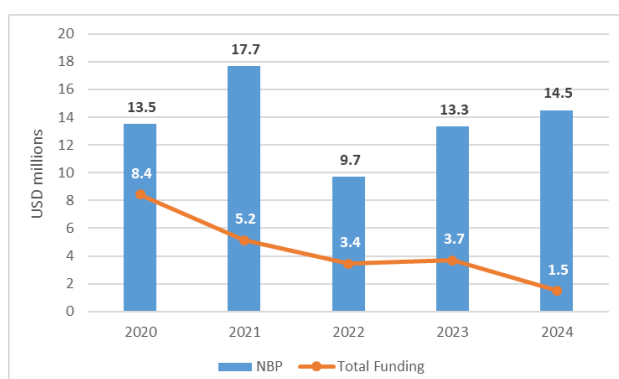
¹⁷⁷ WFP Eswatini (2023) Logistics Services Market Assessment. October 2023.

¹⁷⁸ Ibid.

¹⁷⁹ WFP (2019) Summary of Evaluation Evidence. Eswatini 2011-2018. June 2019.

million in 2020 to USD 5.1 million in 2023 (Figure 33). Confirmed pledges for 2024 amount to only USD 1.6 million. Budget limitations have proved a major challenge in delivering on the theory of change (Annex III).

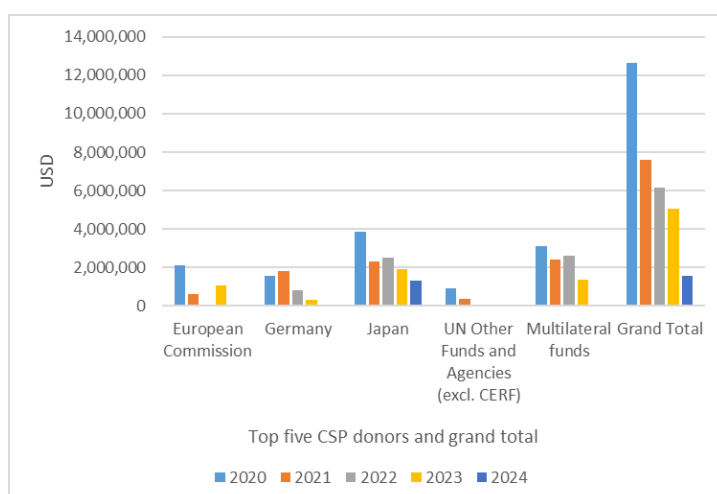
Figure 32 Donor contributions to the CSP



Source: WFP, FACTory, Annual Resource Situation Reports extracted September 2024

191. The donor base has become increasingly narrow over time with only contributions from Japan and the Government currently confirmed for 2024. Previous contributors included the European Union, Germany, the United Kingdom, the host Government, the WFP Strategic Resource Allocation Committee and the Multi Partner Trust Fund, and United Nations pooled funds.

Figure 33 Donor contributions to WFP Eswatini: top five donors (2020-2024)



Source: Annual Resource Situation (data accessed 18/09/2024)

192. Crisis response under SO1 and feeding children in neighbourhood care points and schools under SO3 successfully attracted donor funding. Significant funds were mobilized from donors including the European Civil Protection and Humanitarian Aid Operations (ECHO) and the WFP Multi-Partner Trust Fund that enabled WFP to respond to food security crises. This funding has diminished as food security has improved. While large numbers continue to be assessed as food-insecure by recent annual vulnerability assessment committee assessments, WFP staff reported that the Government has not issued an emergency appeal in recent years as the scale of emergency needs was not perceived to justify mobilizing an international humanitarian response.

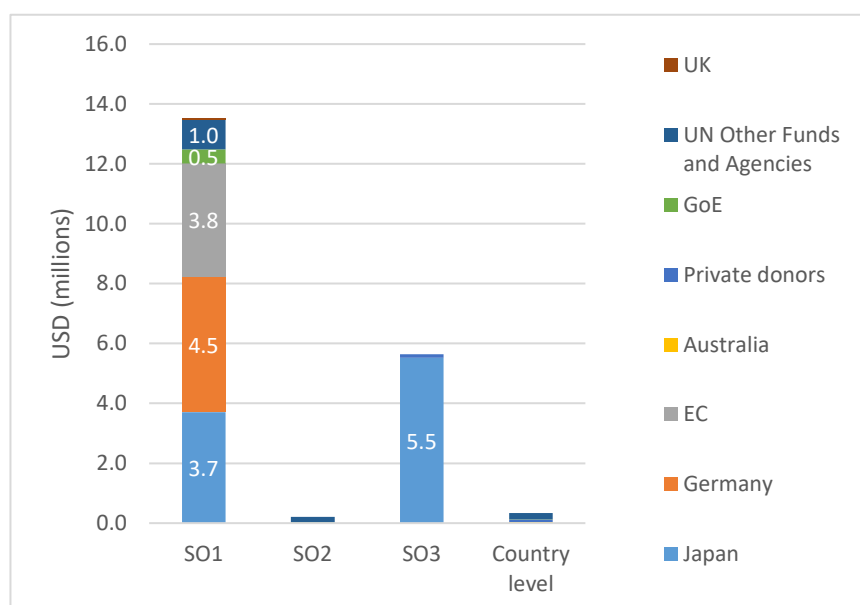
193. The Government of Japan has contributed consistently to feeding orphans and vulnerable children in neighbourhood care points and schools under SO3 – it has been the largest donor overall providing 47 percent of total CSP funding.¹⁸⁰ While Japan has pledged to continue financing until 2025, the Government

¹⁸⁰ This is a current grant of USD 1.4 million for 2024/2025 as an in-kind contribution of fish and rice with associated costs.

of Japan's regional aid strategy is currently being reviewed, and its domestic rice production and stocks have fallen to the lowest level in decades.¹⁸¹

194. Other activities in the CSP attracted very limited earmarked funds – including SO2 support to smallholder farmers and capacity strengthening under SO3 (Figure 34). The European Union – one of the few development donors present in-country – was initially an important donor as the CSP priorities aligned well with the European Union National Indicative Programme under the Eleventh European Development Fund for the period 2014-2020,¹⁸² which embraced agricultural value chains and social protection. However, the multi-annual indicative programme for 2021-2027 has reoriented towards supporting private sector-led economic development, with a focus on the development of agroindustries.¹⁸³ No funding has been received from the EU Delegation since 2022 and no dialogue on new funding is active.

Figure 34 Earmarked funding by donors against strategic outcome (2020-2024)



Source: WFP Distribution, Contribution and Forecast Stats (Accessed 11 March 2024)

195. The Directorate-General of European Civil Protection and Humanitarian Aid Operations (DG ECHO) is still aligned with supporting capacity strengthening in disaster management and social protection. However, given budget reductions and efficiency concerns, its funding approach has shifted towards providing regional grants, rather than accepting applications from individual countries. It indicated a reliance on the regional bureau in Johannesburg to advise on how to prioritize and allocate these funds. The country office benefited from the ECHO-funded drone hub based in Johannesburg, which supported the roll-out of the use of drones in Eswatini, but not subsequent regional awards.

196. United States Agency for International Development (USAID) previously funded WFP to provide nutritional support to persons living with HIV-AIDS through the food by prescription activity and this continued under SO1 of the T-ICSP. However, funding for food by prescription activities dried up in 2018 – attributed to a lack of evidence of effectiveness.¹⁸⁴ As a follow-up to the food by prescription programme WFP attempted to mobilize funding for livelihood projects targeted to persons living with HIV-AIDS and succeeded in mobilizing UNAIDS UBRAF funds from 2018. While these projects appear effective (Finding 8) the funding is very small scale and diminishing. UBRAF in Eswatini received a two-year envelope of USD

¹⁸¹ <https://www.spectator.co.uk/article/japan-is-running-out-of-rice/>

¹⁸² Valued at 62m Euros (https://international-partnerships.ec.europa.eu/document/download/d1685522-3dff-489d-a8b5-9634f3131db8_en?filename=mip-2022-c2022-7325-eswatini-annex_en.pdf)

¹⁸³ This is done through two programmes: the "Support to Job Creation and the Investment Climate" (5M€) and the "Implementation of the European Partnership Agreement (EPA)" (6m Euros) programmes. (<https://www.eeas.europa.eu/eswatini/european-union-and-kingdom-eswatini>)

¹⁸⁴ WFP Eswatini ACR 2018 & 2019.

600,000 in 2022 and USD 400,000 in 2024, which has been divided among eight United Nations agencies – with one grant being as low as SZL 25,000 (USD 1,460).¹⁸⁵

197. The country office has become increasingly dependent on multilateral funding in recent years (Figure 10). The flexibility of this multilateral funding allowed WFP to maintain implementation across all strategic outcomes. However, this funding is highly unpredictable with allocations only decided during the course of the year and dependent on global levels of funding to WFP. This funding cannot adequately substitute for multi-year funding needed to enable WFP to undertake more robust long-term work, not least for building resilience to climate change.

Finding 24. WFP has made efforts to identify new sources of funding from the Government, adaptation and other global funds and from the private sector. However, these efforts have not yet succeeded in securing support.

198. Various efforts were made to secure alternative sources of funding. Country office senior managers highlighted that the CSP shift to the “changing lives agenda” required a lot of advocacy and networking on behalf of WFP with donors. Most donors reside outside of the country, requiring meetings in Pretoria and other regional centres. However, the regional bureau in Johannesburg struggled to represent the country office as their attention was often focused on other larger crises within the region.

199. Under the UNSCDF the United Nations Development System in Eswatini committed to conduct a financial landscape analysis as a basis for a UNCT funding framework and detailed resource mobilization strategy with a view to establishing an Eswatini multi-partner trust fund. However, neither the analysis nor the resource mobilization strategy appear to have progressed.

200. Over the CSP period just 1.5 percent of funding has come from the Government. This has included funding the WFP procurement of eggs and vegetables for school feeding and an ongoing annual contribution of SZL 5 million (USD 292,000) to support road clearance through the food assistance for assets programme.¹⁸⁶ Government stakeholders indicated that continued fiscal constraints arising from reduced revenue from the Southern African Customs Union and a poorly performing economy limited contributions.

201. The funding relationship with the Government was clearly more than the direct financial contribution from Government to WFP and involved government willingness to advocate on behalf of WFP receiving international financing. A major focus of recent fundraising efforts centred on an application for joint funding with an NGO consortium¹⁸⁷ for climate change adaptation funds, on behalf of the Government. In this case the status of WFP as a “designated entity” means that it could provide oversight and reporting, while implementation would fall to the Government and NGO consortium members.

202. Competition for these funds proved stiff. Initial discussions on a joint approach between FAO and WFP were replaced by competitive bids. FAO and IFAD received a letter of no-objection from the Government, which effectively blocks the WFP-led proposal progressing for further consideration in the medium term. The failure to progress a joint FAO-WFP bid was seen as a missed opportunity to exploit synergies – where WFP could act as the accredited agency with the adaptation fund,¹⁸⁸ while FAO hold a close relationship with the Ministry of Agriculture.

203. However, the value of adaptation funds in supporting WFP operations needs to be nuanced. WFP staff pointed out that, while the amount of adaptation funds applied for was considerable – USD 10 million, the financial benefit to the CSP is small. Most of the funds would be passed on to the Government and NGOs for implementation. The main financial benefit to WFP would be a 4 percent overhead fee – but even project evaluations are paid out of this overhead. Furthermore, even in the best case it was estimated that

¹⁸⁵ Data provided in KII.

¹⁸⁶ These funds are transferred to WFP, which pays participants via Mobile Money.

¹⁸⁷ WFP collaborated with the Food Security Consortium within the Coordination Assembly of NGOs (CANGO) to develop a concept note for the Adaptation Fund. Key organizations that made notable contributions included Baphalali Red Cross Society, Save the Children, Adventist Development and Relief Agency (ADRA), Africa Cooperative Action Trust (ACAT), and World Vision.

¹⁸⁸ FAO is not and consequently had to partner with IFAD to fulfil this criteria.

funding would only be received two to three years after proceeding to review. There was also an ongoing, but early, discussion of a joint application with UNDP to the Green Climate Fund.

204. The Government receives significant loans from international financial institutions including the World Bank, African Development Bank and IFAD (Table 2). While WFP could potentially collaborate on these projects, the immediate prospects for collaboration appear limited and there was no evidence that the country office had explored collaboration. While the World Bank and WFP strategically aligned in supporting social protection, WFP is yet to demonstrate its technical added value to the World Bank. The African Development Bank provided an investment in the agricultural sector of around USD 76 million over the CSP period. However, under the current African Development Bank strategy it was not obvious what the opportunities for partnership were.¹⁸⁹ It was unclear what added-value WFP offers as it has yet to demonstrate effective support to agricultural value chain development in Eswatini.

205. The IFAD smallholder market-led project represents an obvious potential point of collaboration as it targets poor smallholder farmers that are food-deficient and living at subsistence level, and its activities are closely related to SO2. IFAD noted that, while smallholder market-led partnerships have been almost exclusively with national counterparts, they had reached out to WFP, UNDP and FAO.¹⁹⁰ However, no tangible collaboration had materialized.

206. **Private sector opportunities have been regularly explored – going back to at least 2018¹⁹¹ – but found to be minimal.** WFP country office partnership staff indicated that most private companies, such as supermarkets, tend to do direct distributions of surplus food. The total corporate social responsibility budgets in Eswatini had been informally estimated by the country office and found too small to justify fundraising attempts.

2.4.2 Partnerships

Finding 25. WFP established a range of strategic and operational partnerships that contributed to the efficiency, effectiveness and sustainability of CSP activities. Partnerships were stronger in the areas of disaster response and school feeding and could be usefully strengthened and developed in areas of social protection and support to smallholder farmers.

4.2 How well and in what ways did WFP establish and leverage strategic and operational partnerships to maximize efficiency, effectiveness, and sustainability, particularly with the Government?

207. A range of partnerships with the Government, United Nations agencies, cooperating partners and other civil society organizations contributed to the three main objectives outlined in the CSP: crisis response; support to smallholders; and shock-responsive social protection.¹⁹²

208. **Partnerships were central to the CSP work on strengthening social protection systems but remained relatively narrow.** Strong and appropriate partnerships were established to technically and financially embed this work in the Government. Collaboration with the Social Welfare Department of the Deputy Prime Minister's Office provided an institutional home for WFP technical assistance to developing coordinated shock-responsive social protection. The robustness of this partnership was evidenced by the collaborative development of the social protection roadmap (Finding 9). Technical assistance was provided in close coordination with UNICEF, which valued the strong and mutually beneficial partnership with WFP to support national policy development.

209. However, the partnership with the World Bank on social protection was insufficiently developed, with overlapping capacity assessments and limited convergence on approaches to developing a social registry (Finding 9). This was an important gap given that the World Bank is the main external resource partner to the Government in this area and highly influential in driving strategic developments. Civil society has a role as advocates for improved social assistance, but possible partnerships with academia, the media, the private sector and non-governmental organizations were not explored.

¹⁸⁹ African Development Bank African Development Fund GoKE. Country Strategy Paper 2020-2024.

¹⁹⁰ IFAD (2021) Smallholder Market Led Project. Supervision Report.

¹⁹¹ WFP (2018) Eswatini Annual Country Report 2018.

¹⁹² Partnerships with donors are discussed in Section 2.4.1.

210. Under the broad domain of social protection, WFP also established good partnerships aimed at strengthening capacities in the areas of disaster response and school feeding. A close partnership was evident in developing capacities for disaster management, centred on the NDMA and the Deputy Prime Minister's Office. WFP was able to leverage its technical expertise of food security analysis and efficiently develop capacities across multiple agencies. The vulnerability assessment committee provided an effective platform for building partnership with multiple agencies: UNESWA, the Surveyor General and civil society and non-governmental organizations all received capacity strengthening through the committee.¹⁹³

211. Strong and appropriate relationships were established to support the delivery of food assistance, with relevant ministries providing coordination and oversight. WFP continued its collaboration with NDMA, which is responsible for initiating, coordinating and implementing humanitarian interventions under the leadership of the Deputy Prime Minister's Office. This ensured that WFP food assistance was well coordinated as part of the national response. The Ministry of Education and Training provided a similar grounding for school feeding. Support to school feeding and the HGSF pilot was fully embedded in the Ministry. Its leadership was crucial to both the implementation of the programme and sustaining the results. However, a strong partner in Government for the neighbourhood care points was lacking, with the Deputy Prime Ministers Office only taking on formal responsibility during the course of CSP implementation.

212. The introduction in the CSP of the new area of work to support smallholder farmers, including under the HGSF, required new partnerships and these remained a work in progress. Country office staff looked to build strategic and technical partnerships to fill gaps in staff capacity in strengthening of climate-resilient, market-oriented agriculture. WFP sought partnerships with the Ministry of Agriculture and non-governmental bodies, including COMFWB, CFI and United Nations agencies, particularly FAO. Within the Government, WFP collaborated with the Food Security Consortium within the Coordination Assembly of NGOs (CANGO) to develop a concept note for the adaptation fund. However, the effectiveness of these partnerships was limited, due to a number of factors: key partnerships with the Ministry of Agriculture, the Department of Meteorology and FAO were new and insufficiently developed (Finding 7); key challenges were recognized in the overall coordination structures and definition of roles under the HGSF pilot; and internal leadership challenges within certain partners affected their ability to meet planned activities and financial contributions, as agreed with WFP. Corrections were made during implementation. Stronger partnerships emerged with parastatals such as the National Maize Cooperation and the NAMBOARD. Overall, partnership challenges were a critical factor in constraining the realization of the theory of change. (Annex III).

213. WFP also partnered with national and international NGOs to support third party monitoring, community engagement and food distributions. This included all the major NGOs in Eswatini. Interviews with both WFP and field-level agreement partners indicated that these partnerships had operated well. The importance of these partnerships was evidenced when, due to resource limitations, the country office directly implemented the 2023/2024 lean season distributions. Country office staff accepted that this greatly reduced efficiency with key country office staff spending much of their time travelling to the field. Government counterparts were also strongly critical of direct implementation as it was perceived to undermine, rather than build, civil society capacity.

2.4.3 Staffing and monitoring data

Finding 26. An ambitious CSP coupled with limited financial resources, has left country office staff over-stretched. Staffing has not aligned well with the strategic shift to upstream policy support.

4.3 What role, if any, have the adequacy of human resources and availability and use of monitoring data to track progress and inform decision making, played?

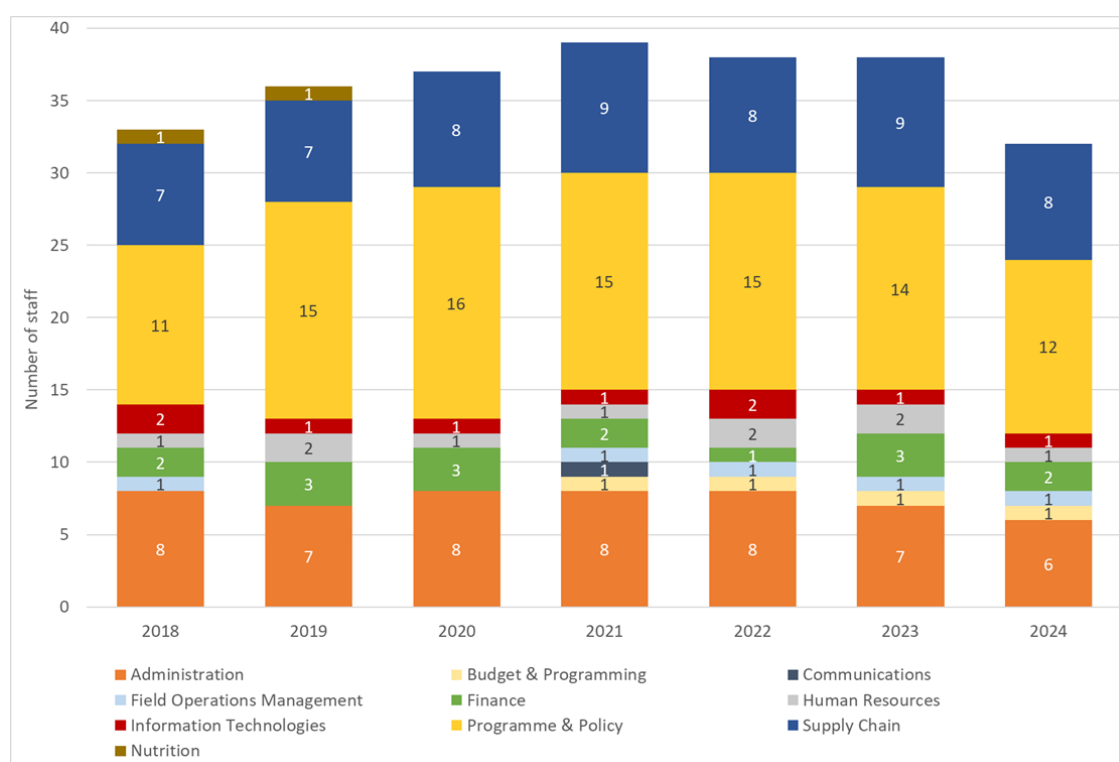
214. The country office staffing has ranged from 34 to 39 staff between 2018 and 2024 (Figure 35). The balance across administrative functions, supply chain functions and programme functions has seen little variation, although programme and policy roles have declined from 16 in 2020 to 11 in 2024, as a result of a freeze in recruitment put in place due to financial constraints.

215. **WFP Eswatini has paid attention to ensuring gender balance in the workforce.** In 2024, 54 percent of staff were women. Proactive measures are taken to ensure this, including readvertising roles

¹⁹³ WFP (2020) Eswatini Annual Country Report 2020.

when there is no gender balance in the shortlist, and maintaining a roster of women candidates for new positions.

Figure 35 Number of staff and expenditure on staff (2020-2024), Eswatini country office



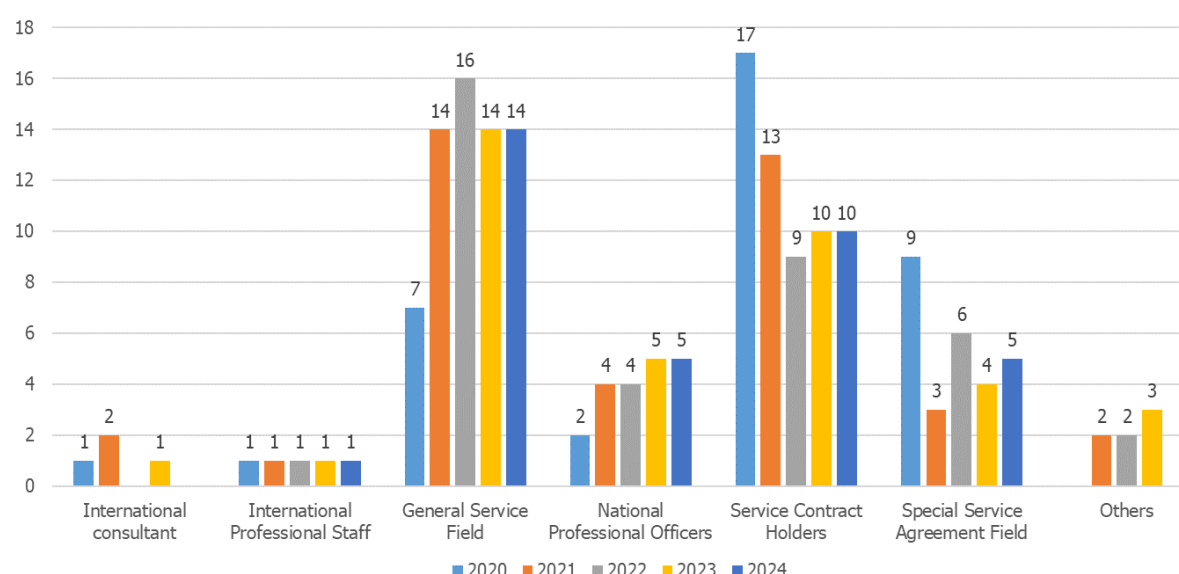
Source: Eswatini Country Office: HR Statistics from 2018-2024; CPB Plan vs Actuals Report (August 2024)

216. The staffing structure and profiles were not always well matched to the objectives of the CSP with gaps including gender, nutrition, resilience programming and advocacy. WFP did not sufficiently address these gaps through training or regular reviews of the staffing structure by senior management. With a relatively small total staff complement, individual country office staff have covered multiple roles. Staff recognized that they were overstretched and this affected delivery. In addition, given budget pressures, the decision was made to downgrade many of the staff roles, meaning that the country office had a limited number of international staff and national professional officer positions¹⁹⁴ (Figure 36). This did not align well with the strategic shift to upstream policy support. Furthermore, a high rate of staff turnover was attributed to the short-term nature of many of the contracts.¹⁹⁵

¹⁹⁴ KIIs.

¹⁹⁵ Although service contract holders and special service agreement contracts have declined over the CSP, they are still held by over 40 percent of staff in 2024.

Figure 36 Eswatini country office staffing by type of contract (2020-2024)¹⁹⁶



Source: WFP Eswatini country office

217. In the light of funding constraints, WFP has drawn heavily on regional bureau expertise, which was seen as invaluable. The regional bureau in Johannesburg and headquarters provided specialist expertise in areas such as rolling out the 3PA, food safety and quality, and supply chain. However, regional bureau and country office informants recognized that for much of the CSP other countries in the region were a higher priority for regional bureau staff and, as a result, country office requests for support were not always responded to in a timely manner.

218. Severe funding constraints in 2024 exacerbated staffing challenges. The decision was taken in early 2024 not to extend many of the field-level agreements with cooperating partners, in light of funding concerns. Country office staff were required to absorb many of the activities previously carried by partners, including conducting the targeting, community outreach, distribution and monitoring for the last lean-season response under SO1. In addition, staff have been placed on short-term contracts with very little job security and a freeze has been placed on recruitment, meaning there are a number of important roles that have been left unfilled, placing additional stresses on staff.

Finding 27. There has been good monitoring across the CSP at the output level. However, measuring country capacity strengthening outcomes and capturing evidence from pilots to inform upstream policy work has been challenging. Resource constraints and uneven submission of data from partners have constrained monitoring. Good practices were also noted, including the use of decentralized evaluations.

219. Across the CSP, there has been good monitoring at the output level, with reporting generally in line with the corporate results framework (CRF). The monitoring processes have followed the framework, allowing the country office to monitor changes in food security related to WFP transfers under SO1, as well as data related to local procurement by WFP under SO2. However, the corporate results framework has not sufficiently enabled the country office to capture the breadth of its achievements across the activity areas and the country office has provided limited qualitative assessment of its interventions in its reporting.

220. Various methodological and resource constraints have impacted on the ability of WFP to deliver on its monitoring and evaluation role. WFP failed to collect sufficient and quality data to demonstrate the results of the HGSF pilot (see Annex IX for additional analysis). The HGSF final evaluation¹⁹⁷ and the HGSF task

¹⁹⁶ 'Others' comprises WFP volunteers and international interns.

¹⁹⁷ WFP (2023) Joint Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019-2021 (Final). Decentralized Evaluation Report. October 2023.

force¹⁹⁸ highlight several gaps in the project's monitoring and evaluation, including gaps in many indicators at baseline and mid-term points of the programme, limiting the ability to analyse changes over time. The HGSF final evaluation attempted to retrospectively reconstruct proxy baseline values, but these critical gaps have limited the ability for analysis on how indicator values have changed over time. The final evaluation¹⁹⁹ also highlighted the challenges that result from the lack of a comprehensive and integrated approach to monitoring the full set of outcomes related to food distribution and consumption and nutritional results, as well as agricultural output and food security of smallholder farmers.²⁰⁰

221. Other critical monitoring gaps have included a lack of monitoring data on outputs and outcomes related to support provided to neighbourhood care points, longer-term monitoring of the outcomes of climate-proof and resilient livelihood projects, and data to track the result of country capacity strengthening support to policies, programmes and systems.

222. Monitoring country capacity strengthening has remained a particular weakness in the corporate results framework, although the evaluation team notes that the corporate results framework has been updated and now includes a number of mandatory capacity-strengthening outcome indicators.²⁰¹ The country office did not include additional country-level monitoring indicators to fill these gaps. For example, monitoring of climate and livelihood activities has focused on outputs related to the number of trainings and distribution of inputs, and no framework has been developed to help understand the evolution of livelihoods and resilience at the household and community levels.

223. Resource limitations and allocations have constrained monitoring and evaluation. A specific challenge has been ensuring budget allocation for outcome monitoring within programmes. However, recently the country office has designed monitoring and evaluation cost codes, which is supporting improved monitoring frameworks. For example, WFP is planning to implement a baseline in 2024 to monitor support to smallholder farmers with resources ring-fenced under a separate budget allocation.

224. Staffing of the monitoring and evaluation unit has fluctuated between one and four staff members. Consequently, the country office has relied heavily on support from cooperating partners. However, the quality and timeliness of data collected by partners were variable and the country office lacked the time and resources to properly verify them. In addition, the cooperating partners have not provided full coverage of monitoring and WFP lacks the capacity to fill the gaps. For example, under a current agreement, Young Heroes provide the monitoring for 104 neighbourhood care points, leaving approximately 700 care points for WFP to monitor.²⁰²

225. Data submission from government partners has been uneven. School feeding focal points, as well as WFP staff, noted that numerous challenges had been faced in ensuring timely submission of data from schools, due to the burden the data collection tool places on already stretched staff, as well as challenges with tablets provided by WFP and data not being used for the intended purpose in schools. Given the informal nature of neighbourhood care points and the high turnover of volunteers within care points, record keeping is extremely weak.

226. COVID-19 and civil unrest restricted in-person data collection over a two-year period. Consequently, WFP relied heavily on remote data collection for post-distribution monitoring. In 2021, the team conducting the mid-term assessment of the HGSF pilot was unable to collect data for all indicators because of political unrest that affected attendance of learners in schools and the ability of enumerators to reach all schools piloted.²⁰³ Cooperating partners' monthly reports for monitoring the neighbourhood care points also note the shortfall in care points monitored due to the political unrest.²⁰⁴

¹⁹⁸ HGSF Task Force Report (2023) Process Evaluation Report For The Home-Grown School Feeding (HGSF) Pilot Programme (2019-2022).

¹⁹⁹ Ibid.

²⁰⁰ The evaluation team were able to verify these gaps in the data.

²⁰¹ WFP (2022) WFP Corporate Results Framework 2022-2025. Executive Board. First Regular Session. Rome, February-March 2022.

²⁰² Triangulated across WFP and CP KIIs.

²⁰³ WFP (2021) Mid-term assessment of the Home-Grown School Feeding Pilot Programme in Eswatini. December 2021.

²⁰⁴ Save the Children Eswatini (2021). Monthly Monitoring Narrative Report: Support to Orphaned and Vulnerable Children Affected by HIV/AIDS.

227. **Good use had been made of the decentralized joint evaluation on the HGSF pilot.** This provided timely and actionable recommendations. For example, a recommendation²⁰⁵ to further diversify the food basket for school feeding was linked to a roll-out of the SMP PLUS tool to develop a menu to support a diversified food basket. However, equally important recommendations were not always followed through. The decentralized final evaluation²⁰⁶ of HGSF highlighted gaps in evidence of costs and efficiencies of the HGSF model for the Government; however, there are still critical gaps in terms of data availability and the evaluation found no evidence that WFP has sought to fill them.

228. The joint evaluation process between WFP Eswatini and the Ministry of Education and Training represented good practice (see Annex IX for additional analysis). The Ministry of Education and Training and WFP Eswatini representatives attended training on managing evaluations in Rome. The Ministry of Education and Training recognized that the training had supported the ministry to gain a better understanding of evaluation methodologies and practices, leading to improved ownership. WFP and the ministry had taken joint ownership of a management response and tracking of recommendations.

²⁰⁵ WFP (2023) Joint Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019-2021 (Final). Decentralized Evaluation Report. October 2023. (Recommendation 2).

²⁰⁶ Ibid. Recommendation 7.

3. Conclusions and recommendations

3.1. Conclusions

Conclusion 1. The severity and persistence of food insecurity and malnutrition justifies the continued engagement of WFP in Eswatini. Furthermore, the CSP pivot towards strengthening national capacities was appropriate, with a particular focus on strengthening social protection systems.

229. Eswatini faces strikingly high levels of inequality and poverty, with a large proportion of the population consistently assessed as severely food insecure. Furthermore, climate change is contributing to the increased frequency of extreme weather events. The intersection of high levels of chronic vulnerability alongside increasing exposure to risks fits well with the WFP mandate and therefore justifies some form of continued engagement in the country.

230. The evaluation confirms that the strategic ambition to maintain and reinforce the CSP focus on upstream policy support and capacity strengthening was appropriate. The continuing nature of capacity-strengthening opportunities is apparent, with WFP well placed to bring innovative, good global practices down to the country level.

231. The CSP focus on enhanced social protection is relevant in helping to provide assistance for chronically food-insecure caseloads through more predictable and appropriate forms of social assistance, rather than relying on lean-season emergency response. Furthermore, in the context of Eswatini the additional focus on shock-responsive social protection is an appropriate way to explore the most effective and efficient means of meeting the needs of crisis-affected people.

Conclusion 2. WFP has been able to demonstrate good results in supporting country capacity strengthening where it established the right enabling conditions. Effective capacity strengthening was strongly associated with strong government partnerships and where WFP has been able to offer relevant technical expertise. Conversely, gaps in these enabling conditions contributed to limited progress in other areas of country capacity strengthening.

232. Significant achievements were witnessed under the CSP in country capacity strengthening – most notably in the areas of disaster management and school feeding. WFP capacity strengthening in these areas was highly relevant and effectively provided support across the three domains identified in corporate policy: building capacities at individual and organizational levels and in the enabling environment. Good examples included: building skills for vulnerability assessment and the use of new technologies; successfully advocating for additional budget support for school feeding; and updating disaster management guidelines.

233. Clear enablers and preconditions emerged from the evaluation that facilitated these achievements. In these cases, country capacity strengthening plans built on the longstanding relationships WFP had established with recipients, including the Deputy Prime Minister's Office, NDMA and the Ministry of Education and Training. Collaboration over several years meant that WFP had an intimate understanding of the capacity strengthening needs and opportunities, despite the absence of a formal capacity assessment.

234. Country capacity strengthening was underpinned by strong technical skills that were evident among WFP staff in the country office, the region and in headquarters, although the optimal mix of staff was not always available to the country office. Longer-term WFP staff were important in building relationships, supporting ongoing processes and maintaining momentum. The judicious contracting of short-term experts was important in running training courses and drafting technical documents when more intensive inputs were needed. While direct financial and material support from WFP played a small and declining role in country capacity strengthening given resource restrictions, this remained strategically important and valued by the Government - for example the supply of drones to NDMA and supporting regional study visits.

235. Progress in country capacity strengthening in other areas has also been made, including developing shock-responsive social protection systems, through appropriate technical assistance and ongoing engagement with government-led processes. However, the fiscal challenges faced by the Government in expanding social protection were under-appreciated. A deeper analysis of the political economy might have helped to identify how WFP could have positioned itself as a more effective advocate for change. This could have identified the need for stronger partnerships with the World Bank given its strategic influence with Government in this sphere. Nor were partnerships with other actors that may indirectly influence government policy – including civil society – considered or explored.

Conclusion 3. Building resilience to climate change and livelihoods was highly relevant to the context. However, the interventions lacked an integrated, strategic approach to building climate resilience or a vision on how the activities could be brought to scale.

236. The CSP objective of developing the livelihoods and building resilience of smallholder farmers to climate change was highly pertinent to the Eswatini context and the WFP mandate. Increased attention to building resilience is a logical response to the effects of climate change and increased exposure to shocks evident in the country.

237. However, a clear strategic approach to building resilience and livelihoods was lacking. It remains unclear how many of the livelihood activities related to the specific risks and were contextualized to the localized effects of climate change. Livelihood and resilience-building interventions were fragmented across the three strategic outcomes with inconsistent approaches, with the food assistance for assets activities missing the opportunity to make a meaningful contribution in linking crisis response to improving livelihoods and resilience. The experiences of WFP elsewhere in the region have not been fully capitalized. For example, while the CSP initially proposed linking farmers to downscaled local forecasts, an idea pursued elsewhere in the region, this was not translated into actionable plans.

238. Critically, there was no clear pathway to bring successful livelihood interventions to scale. Projects remained small-scale and fragmented, with a focus on delivery. There was insufficient monitoring of the individual interventions to tease out what works and why, and demonstrate which activities deserved replication. It also remains unclear who the government partner for these interventions is, and if it could take responsibility for up-scaling.

Conclusion 4. WFP may have a continuing role in direct food distributions in future major emergencies, but the role in ongoing annual feeding is less clear. WFP needs to partner in ways that build, rather than undermine, national responsibilities and capacities.

239. There is a good justification for maintaining an agile response capacity in the event of a major emergency. The Government welcomed crisis assistance in situations that overwhelmed national response capacities – notably the COVID-19 response – rather than an ongoing lean season response. WFP performed well in contributing to meeting short-term food insecurity under SO1, to the extent that resources allowed. An important learning was that WFP should avoid directly implementing a crisis response, as working through cooperating partners is more efficient and contributes to strengthening civil society capacity.

240. While the food provided to children under SO3 may meet immediate needs, there are risks of this being misaligned with the longer-term goal of country capacity strengthening. In the case of school feeding there is a risk of a partial reversal of the progress already made in transferring full responsibility to the Government. There is a stronger justification for WFP providing food to orphans and vulnerable children in neighbourhood care points given that these institutions remain off budget. However, given funding constraints WFP is an increasingly unreliable partner to neighbourhood care points and a longer-term more sustainable solution is needed.

Conclusion 5. Gender equality and empowerment of women is central to achieving food security in Eswatini, but not consistently mainstreamed during implementation. Given the established effects of gender inequality on food insecurity this proved a missed opportunity. Attention to gender, and other cross-cutting issues of inclusion and nutrition, was heavily compromised by a lack of dedicated expertise in the country office.

241. The CSP provided a powerful analysis of the importance of gender inequalities as a driver of food insecurity. To the credit of WFP this was followed through by early attempts to mainstream gender across

activities during the start of the implementation phase. However, these attempts tailed off considerably during the latter stages of the CSP. There was even less attention paid to the inclusion of other marginalized groups. While the needs of people living with disabilities has steadily risen in prominence in the WFP corporate strategic agenda, this focus was not incorporated into the CSP during implementation.

242. The limited attention to gender and inclusion was heavily related to resource constraints affecting staffing. This undermined mainstreaming efforts as there is a limit to what can be expected from diluted responsibility among overburdened focal points. Although partnerships were established to help address this gap, these couldn't fully substitute for the lack of country office capacity.

243. Nutrition was considered to some degree in the CSP, in targeting malnourished groups, by SBCC messaging and through mainstreaming nutrition in the design of livelihood interventions. However, efforts to mainstream nutrition across food systems through promoting fortified food were not meaningfully progressed. Progress in this area was also significantly affected by a lack of expertise in the country office.

Conclusion 6. The broad ambitions of the CSP were poorly aligned with limited funding opportunities. Efforts to attract longer-term support from the Government and from new sources of financing had limited success. Better evidence of the effectiveness of WFP interventions would have been helpful in supporting resource mobilization.

244. The Eswatini country strategic plan set out an ambitious programme of work that sought to strategically improve food security at a national level. While the objectives were well evidenced and relevant, this did not attract adequate donor support. Consequently, the major constraint to the delivery of the CSP has been insufficient funding – constraining performance and synergies across the strategic outcomes. In retrospect, the scope of the CSP could have been more pragmatic and moulded by resource availability, rather than assuming funding would be forthcoming for an ambitious programme of work.

245. More specifically, donor priorities have not been well aligned with the key CSP objective of strengthening country capacity. With minimal directed contributions to support capacity-strengthening activities WFP has instead relied heavily on internal flexible multilateral financing to implement these activities. This source of financing does not provide the predictable multi-annual financing that is required to make sustained progress and is a particularly uncertain in future given the corporate budgetary pressures facing WFP.

246. Other sources of financing, potentially better aligned to supporting capacity strengthening, have not been sufficiently explored. Opportunities for trilateral dialogue with the Government and international financial institutions to explore the possible contributions of WFP – that align with its mandate – were not sufficiently pursued. This requires changing how WFP views its partnership with the Government. At the same time traditional donor funding should not be neglected and remains potentially significant. More could have been done by WFP, at country office and regional bureau levels, to advocate on behalf of Eswatini and proactively cultivate relationships with donors at country and regional levels.

247. Strengthened partnerships and collaborations emerge as key factors. WFP has not fared well in competitive bids and, depending on the context and its specific comparative advantages, may need to accept more of a supporting role in developing joint bids with other United Nations agencies. Stronger evidence of results would also benefit its case, both in-country and potentially drawn from work of WFP elsewhere in the region.

3.2. Recommendations

Recommendations and sub-recommendations	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
Recommendation 1: WFP should conduct a thorough assessment of potential resources and calibrate the design of the next CSP against a pragmatic assessment of probable resource availability. 1.1 Explore new opportunities for leveraging domestic resources in areas relevant to food security and nutrition, and in partnership with international financial institutions, as relevant and applicable. 1.2 Intensify engagement and advocacy with established donors at the country and – especially – the regional levels to mobilize CSP funding.	Strategic	Country office	Regional office	High	Prior to the new CSP – 2026 onwards
Recommendation 2: WFP should continue to support capacity strengthening for national authorities aimed at enabling them to own and sustain school and preschool meal operations. 2.1 Continue to pilot local procurement for school meal operations with the Ministry of Education and Training, in conjunction with the relevant marketing boards providing extension and procurement services. 2.2 Continue to advocate the Government's leadership of, and responsibility for, the coordination of all partners' support for neighbourhood care points. 2.3 Continue to implement a time-limited pilot project on the development of gardens that sustainably supply food for	Operational	Country office		High	Prior to the new CSP – 2026 onwards

Recommendations and sub-recommendations	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
orphans and other vulnerable children attending neighbourhood care points.					
Recommendation 3: In partnership with the Government, WFP should define a value proposition that includes the areas of climate change adaptation and social protection. 3.1 Work in close partnership with the Government and other actors to identify opportunities for contributing to national policy debates and best practices in food and nutrition security programming, drawing on an analysis of best practices and demonstrated comparative advantages in similar settings in the region. 3.2 Detail an approach that considers combining technical advisory support at the institutional level, dialogue and advocacy on policy with the national government and key international actors, including international financial institutions, and the identification, design and implementation of pilot projects with strong investments in systematization, evidence generation and knowledge management. 3.3 Explore the potential for sharing experts in social protection, climate change adaptation, nutrition and gender issues with other country offices through a multi-country support arrangement. 3.4 Develop a theory of change that clarifies the anticipated outcomes and articulates the key assumptions on which those outcomes depend; and ensure that adequate resources are ring-fenced to support monitoring, evaluation and learning in relation to this theory of change.	Strategic	Country office	Regional office	High	Prior to new CSP – 2026 onwards

Annex I. Summary terms of reference²⁰⁷

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

WFP has been present in Eswatini since the late 1960s, assisting the country with both direct assistance for school feeding and provision of technical support e.g., on social protection. The Transitional Interim Country Strategic Plan (TICSP) from 2018 focused on:

- i) Improving the nutritional status of children under 5, antiviral therapy; tuberculosis and prevention of mother to child transmission
- ii) Strengthening the national social protection systems
- iii) Crises response to El Nino

The CSP (2020) had three Strategic Outcomes (SO):

- i) Vulnerable populations in shock-affected areas are able to meet their basic food and nutrition needs during times of crisis;
- ii) Smallholder farmers, particularly women, have enhanced capacities to supply structured markets with nutritious foods by 2024;
- iii) Vulnerable populations, particularly women, children, adolescent girls and people living with HIV, have access to integrated and shock-responsive social protection systems by 2030.

The Country Portfolio Budget as originally approved by WFP's Executive Board (Needs Based Budget) was USD 26,688,330 but increased to USD 49,913,097 through four budget revisions. As of October 2023, the CSP was funded at 64.64 percent. In 2022, WFP was able to reach a total of 142,481 people.

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.

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 (CO) 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 November 2025.

Key evaluation questions

The evaluation will address the following four key questions:

QUESTION 1: To what extent is the CSP evidence based and strategically focused to address the needs of the most vulnerable to food and nutrition insecurity?

The evaluation will assess the extent to which the CSP design and its consequent revisions were informed by credible evidence on the food security and nutrition situation in the country. In addition, the evaluation will assess the CSP relevance to national policies, plans, strategies and goals, including achievement of the national Sustainable Development Goals and the extent to which the CSP was internally coherent. It will further assess the

²⁰⁷ The full Terms of Reference are also here: [Eswatini CSPE Terms of Reference](#)

extent to which the CSP addresses the needs of the most vulnerable people including youth to ensure that no one is left behind. It will also assess the extent to which the CO adapted and responded to evolving needs and priorities in the country.

QUESTION 2: What difference did the CSP make to food security and nutrition in the country?

The evaluation will assess the extent to which WFP was able to achieve its coverage and outcome targets and how it contributed to the enhancement of government capacities to design and implement evidence based social protection systems. The evaluation will also assess WFP's contribution to cross-cutting aims including protection and humanitarian principles with focus on humanity, impartiality and independence as well as accountability to affected populations, gender, nutrition and environment. Moreover, the evaluation will investigate how the CSP achievements are likely to be sustainable, especially from a financial, social and institutional perspective, as well as its ability to facilitate more strategic linkages between humanitarian action and development cooperation.

QUESTION 3: To what extent has WFP used its resources efficiently?

The evaluation will assess whether outputs were delivered within the intended timeframe; the extent to which the country office reprioritized interventions to optimize resources and ensured continued relevance and effectiveness; and cost-efficient delivery of assistance.

QUESTION 4: What are the critical factors, internal and external to WFP, explaining performance and results?

The evaluation will assess the extent to which WFP has been able to mobilize adequate, timely, predictable, and flexible resources (including domestic) to finance the CSP in a context of a lower middle-income country with limited donor presence. It will also assess the extent to which WFP was able to establish and leverage strategic and operational partnerships and whether the CSP framework allowed for consistent and long-term planning and budgeting. Finally, the evaluation will seek to identify how specific factors such as programme integration, human resources, and use of monitoring data enabled or hindered achievement of results.

Scope, methodology and ethical considerations

The main unit of analysis is the CSP (January 2020-mid 2024) 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 (January 2018-June 2020).

The evaluation will adopt a mixed methods approach using a variety of primary and secondary sources, including desk review, key informant interviews 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.

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 Eswatini CSPE (food security, agriculture and nutrition, shock responsive safety nets, capacity strengthening and gender and inclusion).

OEV EVALUATION MANAGER: The evaluation will be managed by Catrina Perch, Evaluation Officer, in the WFP Office of Evaluation. She 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 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 country stakeholder workshop will be held November/ December 2024 to ensure a transparent evaluation process and promote ownership of the findings and preliminary recommendations by country stakeholders.

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: March – June 2024

Data collection: July 2024

Reporting: August - November 2024

Stakeholder Workshop: November/December 2024

Executive Board: November 2025

Annex II. Methodology

Overview

248. This annex provides additional explanation of the country strategic plan evaluation (CSPE) methodology, and comments on the extent to which the approach set out fully in the inception report was realized in practice.

Data collection methods

249. The evaluation matrix (Annex IV) indicates the methods and tools the team used when answering individual evaluation questions. Data were collected from both primary and secondary sources. The evaluation drew on: document review; secondary quantitative data analysis; key informant interviews (KIIs); focus group discussions (FGDs); and direct observation of activities.

250. Quantitative data analysis was used to explore financial flows (grants and budget), pipeline, logistics, operations, distribution reports, country office human resources, complaints and feedback data, and country office key performance indicators reported in the annual performance plans. The CSPE included an extensive review of WFP and external literature including national data such as the Eswatini vulnerability assessments. The CSPE drew on the findings of recent evaluations, including the Joint Evaluation of the Southern African Development Community (SADC) Regional Vulnerability and Analysis (RVAA) Programme 2017-2022 and the Joint Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019-2021, as well as specific programme monitoring reports.²⁰⁸

251. Primary data were collected principally during a three-week mission that focused on semi-structured interviews and focus group discussions with people assisted and stakeholders in Eswatini and regional offices in Johannesburg. Annex V reproduces the guidelines for interviews, focus group discussions, and field observations that guided the evaluation team's fieldwork.

Approach to gender and inclusion

252. The evaluation investigated the extent and in what way principles of gender equality, inclusion of equity issues (disability, sex and age), participation, non-discrimination and fair power relations have been included in the design and the implementation of WFP work in Eswatini over the evaluation period. It also considered the choices made in design, and the measures taken to ensure gender and equity are addressed in implementation.

253. The evaluation also considered the country office's engagement in the gender transformation programme, as well as the country office gender action plan. From these activities, the evaluation identified lessons learned, opportunities and gaps, and proposed areas for improvement.

254. All aspects of the evaluation were viewed through an intersectional lens. However, particular attention was paid to:

- the extent to which gender, disability and other equality-related dimensions of exclusion were taken into account in the design of WFP interventions and in priority setting, and the extent to which contextual constraints and opportunities were recognized. This included looking at the quality of design and implementation and in promoting inclusivity and equity, the use of gender (related) analyses, the quality of monitoring of WFP work from a gender and equity perspective, and using beneficiary interviews to establish whether there are any gender and equity-related differences in perceptions on the appropriateness of interventions from beneficiary perspectives;
- the effectiveness of the WFP approach to gender as reflected in quantitative and qualitative evidence of (equal) access to services and opportunities, involvement of women and other disadvantaged groups in priority setting and decision making, and evidence of any changes that

²⁰⁸ E.g. WFP and GoKE (2019) Baseline Assessment of the Home-Grown School Feeding Pilot Programme in Eswatini; WFP and GoKE (2019) Homegrown School Feeding Pilot 2019 Progress Report; WFP and GoKE (2020) Homegrown School Feeding Pilot 2020 Progress Report; WFP and GoKE (2021). Mid-term assessment of the Home-Grown School Feeding Pilot Programme in Eswatini. December 2021.

have taken place in the condition and position of women, girls and other groups as a result of WFP supported interventions;

- the quality and type of partnerships that WFP pursued in support of gender priorities, as well as the extent to which partners were able to speak to gender and equity priorities and demonstrated skills in these areas;
- the extent to which WFP management decisions, and human and financial resources have been conducive to and supported the pursuit of gender-related priorities and how this evolved over the evaluation period; and
- lessons learned and opportunities for future engagement by WFP in this area.

255. Gender and inclusion were applied across the evaluation tools as follows:

256. **Desk review:** The document analysis assessed the quality of the needs assessment and context analysis that informed the design of interventions and uncovered evidence of the extent of identification of gender-specific needs. It also identified evidence of results and outcomes that specifically reflect gender and equity dimensions. This included a review of corporate monitoring data, as well as reporting from the gender transformation programme, the gender action plan, and other activity-specific reports. Through the evaluation, where available, data have been disaggregated by gender and age as well as other cross-cutting issues, including disability and persons living with HIV -AIDS (PLHIV) as well as those affected by HIV -AIDS including the resultant orphans and vulnerable children (OVC). In addition, analysis of the country office human resources composition and budget allocations in support of gender and inclusion has been taken into consideration for analysis of the WFP management support for gender-related priorities and how this evolved over the evaluation period.

257. **Stakeholder Interviews:** Interviews included feedback on the mainstreaming of gender and inclusion of vulnerable populations. In order to understand and provide an informed evaluation, interviews were held with the regional bureau in Johannesburg (RBJ) and country office focal persons for gender and inclusion. The evaluation also interviewed organizations responsible for implementing gender and inclusion-related activities, including partners (for example, World Vision), government partners (for example, the National Disaster Management Association (NDMA), and United Nations agencies (for example, UNFPA).

258. Core gender and inclusion-related questions were included in the interview checklists.

259. **Analysis:** The combination of documentation review and primary data collection has allowed the evaluation to:

- identify key gender and equity issues that were not included in the programme design;
- see if any potential unintended consequences of WFP interventions from a gender and equity perspective were evidenced; and
- identify entry points or opportunities for empowering vulnerable and marginalized groups and for pursuing a gender-transformative agenda under the next CSP.

Approach to evaluating capacity strengthening

260. In order to understand the country capacity strengthening (CCS) interventions to be covered by the evaluation, the team undertook an initial mapping of the country capacity strengthening interventions during the inception phase. The mapping of interventions drew on country office reporting documentation and was verified through a two-hour workshop on country capacity strengthening mapping held with the country office. The interventions mapped were grouped under four main thematic areas:

- interventions related to home-grown school feeding (HGSF);
- interventions related to disaster preparedness and response;
- interventions related to social protection; and
- interventions related to resilience programming.

261. 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 (see Table 12 below). Each matrix detailed the expected contribution of WFP as a result of the activities and also provided information on key partnerships.

Table 12. Illustrative matrix for mapping capacity strengthening activities

	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			
Pathway 3 – Strategic planning and financing			
Pathway 4 – Programme design and delivery, and M&E			
Pathway 5 – Engagement of nongovernmental actors			

Source: Evaluation team

262. The matrices were seen as a dynamic tool and were updated as new evidence arose. In addition, they were used as a reference point during fieldwork. The matrices helped identify the following:

- the chronological sequence of events of capacity strengthening activities and how they evolved through the evaluation period;
- the key partners in implementing capacity strengthening activities; and
- whether there were linkages across different activities under the CSP.

263. These matrices were used as a reference point during the data collection and analysis. The matrices also provided a starting point to explore the following questions during interviews and group discussions. These questions were integrated in the design of evaluation tools:

- What was the overall strategic vision for capacity strengthening activities?
- What were the priority anticipated areas of change? What assumptions underpinned these changes?
- To what degree were WFP cross-cutting issues, in particular gender, part of the approach to country capacity strengthening?

- What were the entry points for the capacity-strengthening interventions?
- What have been the strengths and weaknesses of the approach in the different domains?
- What are the main results of capacity strengthening activities?
- Were there any unexpected results or outcomes?
- Is there evidence that the country capacity strengthening work has led or will lead to sustainable changes in the organizational and enabling domains?

Outcome harvesting

264. The evaluation team used the outcome harvesting methodology to underscore the linkages between capacity strengthening interventions and identified outcomes. The following components were an important component of the outcome harvesting approach:

- the participation of those stakeholders affected by capacity strengthening interventions implemented by WFP Eswatini (as opposed to those who might have implemented interventions and measured results, although their input is also important);
- a discussion format that was sufficiently open to allow respondents to consider all outcomes, both direct and indirect, that they might have experienced: and
- the discussion of not only outcomes, but the ways in which respondents perceive those outcomes to be linked to interventions.
- A validation process through interviews with WFP staff to elucidate outcomes and linkages with WFP activities as well as the collection (where feasible) of objective data to measure the extent of the outcomes that have been recorded.

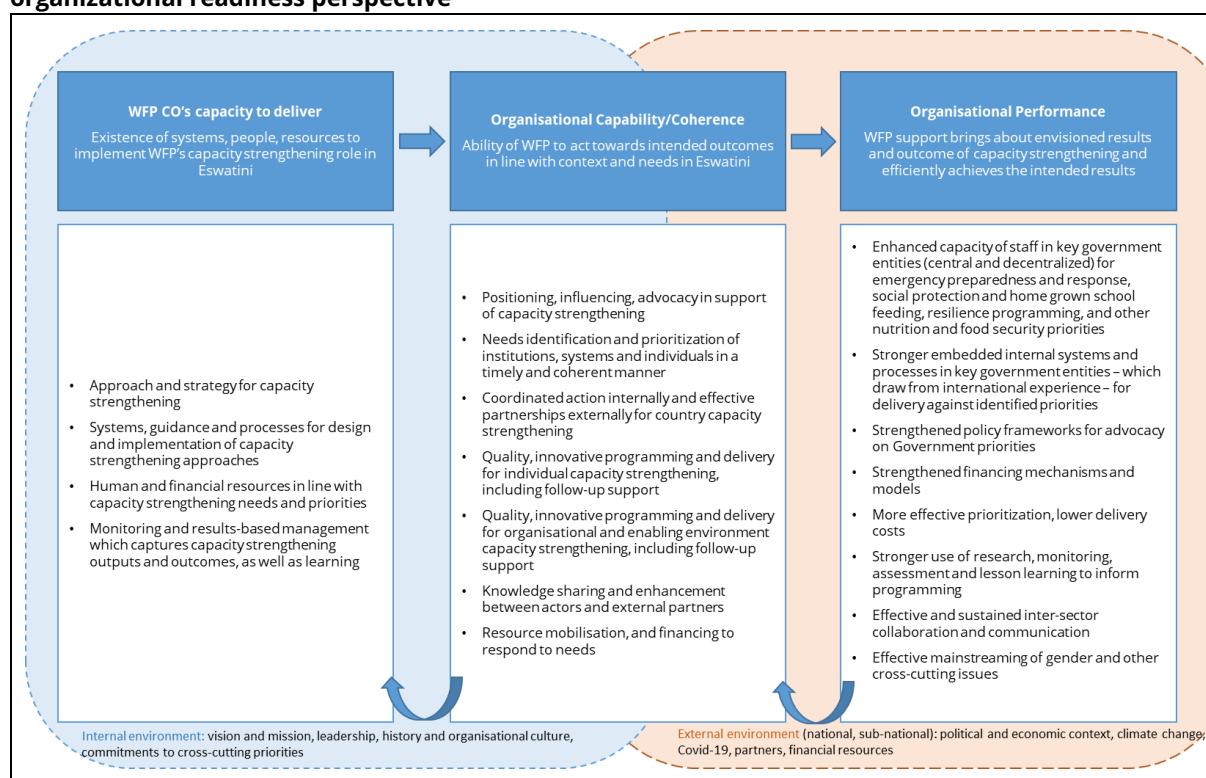
265. The outcome harvesting approach enabled the team to describe and validate the outcomes, and then work backwards to understand how WFP might have contributed to that change. This then allowed the evaluation to provide a detailed description of the contribution by WFP to an observed change, in a context where there are different agencies working on capacity strengthening interventions and where WFP does not have outcome-level reporting data on capacity strengthening. The approach allowed the team to identify the elements and activities in WFP programming that have contributed to change.

An explanatory framework for results and outcomes of the support provided by WFP under each of the thematic areas for capacity strengthening

266. To build on this 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 under each of the thematic areas. This conceptual framework builds on the approach developed by Mokoro for the Strategic Evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals (SDGs) in 2021.²⁰⁹ In that evaluation Mokoro developed a framework for looking at organizational readiness for implementing the school feeding agenda. The framework was supported by a review of the literature, and made a distinction between capacity, capability and ultimately performance against the goals and outcomes.

²⁰⁹ WFP (2021) Strategic Evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals (SDGs). Rome, WFP OEV.

Figure 37 Conceptual framework for looking at country capacity strengthening from an organizational readiness perspective



Source: Evaluation team, adapted from WFP Namibia CSP evaluation inception report.

267. Mokoro applied the idea of a continuum in terms of moving from the existence of systems, people and resources to implement the capacity strengthening role of WFP, towards the capability of WFP to act towards intended outcomes, and consequently to the performance of WFP in terms of bringing about envisioned capacity strengthening results. This continuum is reflected in the three boxes along the top of the diagram in blue. For this Mokoro built on the work of Weiner,²¹⁰ who, in analysing change processes, recognized that financial, material, human and information resources need to be in place as a precondition for organizational readiness for change. Weiner also emphasizes the importance of the capability to act and in particular the collective efficacy dimension to use individual, institutional and enabling environment capacities in ways that are supportive of the organizational change processes.

268. The organizational readiness framework reflects that what is put in place in terms of systems, staff, guidance, support, etc. (captured in the “capacity box” on the left), and the way in which this comes together and is supported (the “capability” dimension in the centre of the diagram) determines the strength of the outcomes (the right hand box). These outcomes for this evaluation are the changes that the CSP intended WFP would bring about through its work on capacity strengthening. Importantly, the model also recognizes the interaction with internal context and with the external context in determining outcomes.

269. Using this conceptual framework, the evaluation sought to answer the following questions about the WFP approach to capacity strengthening, to assess the performance under each of the four thematic areas. These high-level questions respond to each of the three boxes in the conceptual framework figure above:

- 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 organizational readiness framework).

²¹⁰ Weiner, B.J., 2009. A theory of organisational readiness for change. *Implementation Science* 4, 67: 2009. <https://doi.org/10.1186/1748-5908-4-67>

- What external factors have affected the performance or achievement of results? (See middle box in organizational readiness framework.)
- What results have been achieved? And what have been the main gaps? (See right-hand box in organizational readiness framework.)
- What are the lessons for the next CSP on capacity strengthening?

Sampling strategy

Key informant interviews

270. Stakeholder interviews, both in-person and remote, were conducted mainly at the country level in Mbabane with additional interviews at the regional level. Interviews with WFP staff included all units in the country office, key former staff and consultants. Regional bureau staff who have directly supported the country office were also consulted. In-country interviews were held with all the partner ministries, cooperating partners and other national institutions. For donors, interviews were conducted remotely, as the majority were not based in Mbabane. Key donors were successfully reached (see Annex VI).

271. The evaluation team of four was split into two groups to make these targets achievable. In total, the evaluation team conducted interviews with 15 regional bureau staff, 17 WFP Eswatini country office staff, 17 Government of the Kingdom of Eswatini (GoKE) officials from 11 ministries and units, agency staff from 6 United Nations offices, 5 cooperating partners and non-governmental organizations (NGOs), 7 interviews with representatives of private sector and state-owned enterprises, and 3 interviews with donors.

Focus group discussions and site visits

272. The sampling strategy covered the range of different CSP field activities, with the number of visits and focus group discussions broadly weighted towards the more substantive parts of the portfolio that targeted higher numbers of people. The main exception to this was that visits to pilot schools was deliberately deprioritised given the substantive data available from the recent WFP home-grown school feeding (HGSF) evaluation. The approach to the selection of sites for focus group discussions and direct observation of WFP activities was tailored to the evaluation team's limited time and resources in the field. Based on these considerations the distribution of visits was as follows:

- crisis response (cash) – 3 focus group discussions;
- crisis response (in-kind) – 2 focus group discussions;
- home-grown school feeding – 3 focus group discussions;
- pilot schools – 2 focus group discussions;
- small holder farmer resilience building – 3 focus group discussions;
- neighbourhood care points – 4 focus group discussions;
- food for assets – 2 focus group discussions;
- nutrition support to persons living with HIV-AIDS – 2 focus group discussions; and
- three-pronged approach (3PA) – 1 focus group discussion

273. Within this framework, the sampling of district-level sites for fieldwork is based on activity data provided by WFP on-site lists shared with the evaluation team. In some cases sampling was not needed - activities are implemented in only one location for 3PA and for UBRAF nutrition support to persons living with HIV-AIDS. Similarly, the SO1 sampling data listed only two locations where there have been cash-based transfers since 2023 (Vuvalane and Manzini) and two sites for in-kind food distributions (Shewula and Malindza).

274. The population of neighbourhood care points (NCPs), smallholder farmer groups and HGSF groups was larger. For these activities a sample was proposed based on criteria including:

- geography, ensuring sites in varying agroecological zones are adequately covered as well as rural and urban;
- date and duration of the intervention (selection of sites that had received support in the last two years for crisis response);

- number of people assisted (relevant to both crisis response areas and farmer organizations to ensure there is a sufficient number of people to provide participants for focus group discussions with acceptable gender representation); and
- travel time and accessibility.

275. Sampling of district-level sites for fieldwork took place ahead of fieldwork and feasibility of the field mission was validated by the country office.

276. For the focus-group discussions the evaluation team was divided into two gender-balanced groups of team members. Each group was gender-balanced to allow for interviewing women and men separately where this was most appropriate. The evaluation ensured there was equal representation of women during the key informant interview stakeholder consultations, ensuring women had the space to speak. Special attention was given to assessing how gender sensitivity and gender considerations are understood and implemented under the different activities.

277. Of all key informants, 45 percent were men and 55 percent were women.

Data analysis

278. Three main analytical approaches were used by the evaluation.

279. **Quantitative analysis and descriptive statistics** were used to interpret quantitative data collected by WFP Eswatini for reporting and monitoring purposes over the course of the T-ICSPs and CSP.

280. **Contribution analysis** was used to assess the extent to which WFP-supported interventions contributed to (or are likely to contribute to) expected outcomes, particularly country capacity strengthening outcomes. The evaluation team assessed the evidence against a modified contribution analysis framework to seek to identify the extent to which WFP actions could plausibly have contributed to the strategic outcomes and strategic results in the reconstructed theory of change, and to identify other factors (internal or external) that could have impacted on the observed results (either positively or negatively). The team assessed the strength of evidence collected and sought to build a plausible contribution story. The evaluation team tested and refined these emerging findings and causal pathways through consultations with the country office and headquarters.

Box 4 Contribution analysis framework

The general contribution analysis framework consists of six steps to facilitate critical reflections with the objective of assessing cause and effect by building and verifying a programme's "contribution story". The steps generally boil down to the following:

- 1) set out the problem to be addressed;
- 2) develop a theory of change and identify the risks for it;
- 3) gather the evidence on the theory of change;
- 4) assemble and assess the contribution story and challenges to it;
- 5) seek out additional evidence; and
- 6) revise and strengthen the contribution story.

Source: Evaluation team based on Pasanen and Barnett. 2019. Supporting adaptive management: monitoring and evaluation tools and approaches.

281. Step 1 was initiated by the Office of Evaluation in the terms of reference during the preparation phase and has been finalized together with the evaluation team during the inception phase. Progress on steps 1 and 2 was made especially during the inception mission, in which the evaluation manager and the evaluation team worked closely with the country office to finalize the theory of change.

282. Step 2 reviewed the strengths and weaknesses of the logic, and the plausibility of the various assumptions in the theory. This was partly done in the inception phase and was continued in the data collection phase.

283. Steps 3 and 4 were conducted during the data collection phase, with the presentation of the preliminary findings at the end of the data collection as a first step towards step 5. Throughout the reporting phase, an iterative process covering steps 5 and 6 ensured stakeholders at different organizational levels at WFP had the opportunity to share feedback on the contribution story.

284. **Content analysis** was used to analyse data from documents, interviews and focus group notes to identify emerging common trends, themes and patterns for each evaluation question. Content analysis was also used to highlight diverging views and opposing trends. As a basis for the content analysis, the evaluation team consolidated evidence generated from different sources systematically against the questions and sub-questions of the evaluation in an evidence matrix.

285. The team held regular meetings during data collection to triangulate emerging findings and identify any gaps or inconsistencies. Following data collection, the documents, monitoring data, key informant interviews and focus group discussion notes were coded in MAXQDA against each evaluation question and sub-question and triangulated. Information was also cross-coded by key thematic areas (that is, food assistance for assets, home grown school feeding, neighbourhood care points, smallholder farmers, climate resilience and capacity strengthening in multiple areas) to aid analysis. Data were also categorized by the type of stakeholder that provided the evidence (that is, the Government, people assisted, WFP, donor, United Nations, other external).

286. The output was a detailed matrix that ensured that all evidence was duly considered when synthesising the responses to evaluation questions and sub-questions.

287. Validation of the findings 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 debriefing workshops. The debriefing session was conducted on the last day of the field mission (25 July 2024) and was attended by Eswatini country office staff including the head of office. A preliminary findings presentation took place remotely on 5 September and included participants from the Eswatini country office, the regional bureau in Johannesburg and the Office of Evaluation.

Evaluability challenges

288. This section provides a summary of the extensive evaluability analysis in Annex VII of the inception report.

Project design

289. The reconstructed theory of change presented in this evaluation report was developed based on the respective logical frameworks for the transitional interim country strategic plan (T-ICSP) and country strategic plan (CSP). The theory of change consolidates these outcomes into a single coherent framework. This amalgamation was facilitated by a large degree of continuity between the two plans. Challenges involved in constructing the theory of change from the literature included the gaps listed below. A discussion with the country team on the theory of change during the inception phase was used to help fill these gaps:

- issues around the clarity and plausibility of the logframes, as the long-term effects and outcomes are not always clearly identified;
- the logic linking the outputs and strategic outcomes lacks clarity, the proposed steps between the levels are not well defined;
- the CSP lacks detail on the pathways through which these gender equality and empowerment of women (GEEW) objectives are expected to be achieved, which consequently constrains the ability to define a more elaborated GEEW evaluation framework; and
- the size of the steps between outputs and strategic outcomes creates a challenge in terms of establishing contribution.

Information availability

290. While there are a good amount of monitoring data available, there are significant gaps in the reporting of both outcome- and output-level data across the strategic outcomes (see Table 13). Only 11 of the 55 outcome and output indicators (20 percent) report data consistently across all four years. This limits the

ability to conduct trend analyses at both output and outcome levels. Data on many outcome indicators were not collected in 2020 or 2021 – either because of COVID-19 restrictions on data collection, or because, for pandemic-related or other reasons, interventions did not take place in all areas in those years.²¹¹ However, baseline values are available for most outcome indicators.

Table 13. Reporting of outcome and output indicators by strategic objective (2020-2023)

Activity	Indicator	Lograme version		Baseline	Actual value or latest follow up				Remarks
		V1.0	V2.0		2020	2021	2022	2023	
SO 01: Vulnerable populations in shock-affected areas are able to meet their basic food and nutrition needs during times of crisis									
Outcome indicators									
Activity 01: Provide food and/or cash transfers to food insecure populations affected by shocks, including children	Consumption-based Coping Strategy Index (Average) (Cash)	X	X	Yes	Yes	Yes	Yes	Yes	Target group: food-insecure households Disaggregated by gender
	Consumption-based Coping Strategy Index (Average) (Food)	X	X	Yes		Yes	Yes	Yes	Target group: food-insecure households Disaggregated by gender
	Food Consumption Score: Percentage of households with Acceptable Food Consumption Score (Cash)	X	X	Yes	Yes	Yes	Yes	Yes	Target group: food-insecure households Disaggregated by gender
	Food Consumption Score: Percentage of households with Acceptable Food Consumption Score (Food)	X	X	Yes		Yes	Yes		Target group: food-insecure households Disaggregated by gender
	Food Consumption Score: Percentage of households with Borderline Food Consumption Score (Cash)	X	X	Yes	Yes	Yes	Yes	Yes	Target group: food-insecure households Disaggregated by gender
	Food Consumption Score: Percentage of households with Borderline Food Consumption Score (Food)	X	X	Yes		Yes	Yes		Target group: food-insecure households Disaggregated by gender
	Food Consumption Score: Percentage of households with Poor Food Consumption Score (Cash)	X	X	Yes	Yes	Yes	Yes	Yes	Target group: food-insecure households Disaggregated by gender

²¹¹ As explained by WFP Eswatini M&E staff.

Activity	Indicator	Lograme version		Baseline	Actual value or latest follow up				Remarks
		V1.0	V2.0		2020	2021	2022	2023	
	Food Consumption Score: Percentage of households with Poor Food Consumption Score (Food)	X	X	Yes		Yes	Yes		Target group: food-insecure households Disaggregated by gender
Output indicators									
Activity 01: Provide food and/or cash transfers to food insecure populations affected by shocks, including children	Beneficiaries receiving cash-based transfers	X	X		Yes	Yes	Yes		Target group: all Disaggregated by gender
	Beneficiaries receiving food transfers	X	X		Yes	Yes	Yes		Target group: all Disaggregated by gender
	Food transfers	X	X		Yes	Yes	Yes	Yes	
	Cash-based transfers	X	X		Yes	Yes	Yes	Yes	
	Commodity vouchers transfers	X	X			Yes	Yes	Yes	
	Quantity of fortified food provided through conditional or unconditional assistance	X	X					Yes	
	Number of additional country specific assets constructed, rebuilt or maintained by targeted households and communities, by type and unit of measure		X						
Strategic Outcome 02 : Smallholder farmers, particularly women, have enhanced capacities to supply structured markets with nutritious foods by 2024									
Outcome indicators									
Activity 02: Strengthen the capacities of smallholder farmers, particularly women, to supply nutritious foods to structured markets, including schools	Food purchased from regional, national and local suppliers, as % of food distributed by WFP in-country	X	X	Yes	Yes	Yes	Yes	Yes	Target group: smallholder farmers
	Percentage of targeted smallholder farmers reporting increased production of nutritious crops, disaggregated by sex of smallholder farmer	X	X	Yes	Yes	Yes			Target group: smallholder farmers Disaggregated by gender
	Percentage of targeted smallholders selling through WFP-supported farmer aggregation systems	X	X	Yes	Yes	Yes	Yes		Target group: smallholder farmers
	Value and volume of smallholder sales through WFP-supported aggregation systems: Value (USD)	X	X	Yes	Yes	Yes	Yes		Target group: smallholder farmers

Activity	Indicator	Lograme version		Baseline	Actual value or latest follow up				Remarks
		V1.0	V2.0		2020	2021	2022	2023	
	Value and volume of smallholder sales through WFP-supported aggregation systems: Value (USD) Value and volume of smallholder sales through WFP-supported aggregation systems: Volume (mt)	X	X	Yes	Yes	Yes	Yes		Target group: smallholder farmers
Output indicators									
Activity 02: Strengthen the capacities of smallholder farmers, particularly women, to supply nutritious foods to structured markets, including schools	Total value (USD) of individual capacity strengthening transfers	X	X					Yes	
	Number of training sessions/workshop organized	X	X		Yes	Yes	Yes		
	Number of tools or products developed	X	X		Yes	Yes	Yes	Yes	
	Number of national institutions benefiting from embedded or seconded expertise as a result of WFP capacity strengthening support (new)	X	X		Yes	Yes	Yes		
	Number of people reached through interpersonal SBCC approaches (male)	X	X		Yes	Yes	Yes	Yes	Disaggregated by gender
	Number of people reached through interpersonal SBCC approaches (female)	X	X		Yes	Yes	Yes		Disaggregated by gender
	Number of smallholder farmers supported by WFP	X	X		Yes	Yes	Yes	Yes	
	Total membership of supported smallholder farmer aggregation systems (Male)	X	X					Yes	Disaggregated by gender
	Total membership of supported smallholder farmer aggregation systems (Female)	X	X					Yes	Disaggregated by gender
	Number of trainings provided to smallholders farmers		X						
	Number of people benefiting from assets and climate adaptation practices facilitated by WFP risk management activities (overall)	X	X					Yes	
Strategic Outcome 03 : Vulnerable populations, particularly women, children, adolescent girls and PLHIV, have access to integrated and shock-responsive social protection systems by 2030									
Outcome indicators									
Activity 03: Provide evidence and	Attendance rate	X	X	Yes					Target group: all

Activity	Indicator	Lograme version		Baseline	Actual value or latest follow up				Remarks
		V1.0	V2.0		2020	2021	2022	2023	
strengthen national systems and capacities to design and implement nutrition-sensitive and shock-responsive social protection programmes, including school feeding									Disaggregated by gender
	SABER school feeding national capacity		X	Yes			Yes		Target group: all
	Partnerships index		X	Yes			Yes		Target group: all
	Number of people assisted by WFP, integrated into national social protection systems as a result of WFP capacity strengthening	X	X	Yes	Yes	Yes	Yes		Target group: all
Output indicators									
Activity 03: Provide evidence and strengthen national systems and capacities to design and implement nutrition-sensitive and shock-responsive social protection programmes, including school feeding	Number of girls and boys receiving food/cash-based transfers/commodity vouchers/capacity strengthening transfers through school-based programmes	X	X		Yes	Yes	Yes		Target group: all Disaggregated by gender
	Number of girls and boys receiving food/cash-based transfers/commodity vouchers/capacity strengthening transfers through school-based programmes	X	X		Yes	Yes	Yes		Target group: children (pre-primary) Disaggregated by gender
	Food transfers	X	X		Yes	Yes	Yes	Yes	
	Number of beneficiaries reached as a result of WFP's contribution to the social protection system	X	X				Yes		
	Quantity of fortified food provided		X		Yes	Yes	Yes	Yes	
	Number of government/national partner staff receiving technical assistance and training	X	X					Yes	
	Number of school administrators and officials trained or certified	X	X					Yes	
	Number of teachers/educators/teaching assistants trained or certified	X	X					Yes	

Activity	Indicator	Lograme version		Baseline	Actual value or latest follow up				Remarks
		V1.0	V2.0		2020	2021	2022	2023	
	Number of training sessions/workshop organized	X	X		Yes	Yes	Yes	Yes	
	Number of technical assistance activities provided	X	X		Yes	Yes	Yes		
	Number of national institutions benefiting from embedded or seconded expertise as a result of WFP capacity strengthening support	X	X		Yes	Yes	Yes		
	Number of governmental institutions engaged in WFP capacity strengthening activities (National data & analytics)	X	X					Yes	
	Number of academic institutions engaged in WFP capacity strengthening activities	X	X					Yes	
	Number of governmental institutions engaged in WFP capacity strengthening activities (Smallholder agricultural market support activities)	X	X					Yes	
	Number of people reached through interpersonal SBCC approaches (male)	X	X		Yes	Yes	Yes		Disaggregated by gender
	Number of people reached through interpersonal SBCC approaches (female)	X	X		Yes	Yes	Yes		Disaggregated by gender
	Feeding days as percentage of total school days	X	X		Yes	Yes	Yes	Yes	
	Number of children covered by home-grown school feeding (HGSF)	X	X		Yes	Yes	Yes	Yes	
	Number of schools supported through the home-grown school feeding (HGSF) model	X	X					Yes	
	Number of producers/smallholder farmers supplying schools	X	X					Yes	

291. Secondly there are challenges with the validity and reliability of the indicators. Indicators at the strategic outcome level tend to be relatively weaker than those at activity or output level and monitoring data on the developmental components of the theory of change (for example, strengthening government systems) is less extensive than that on food security outcomes related to crisis response, often it is harder to quantify. Furthermore, the indicators outlined in the logframes for the WFP operations are not provided at every level of the retrofitted theory of change. Indicators articulated by the logframes related to the WFP operations in question are provided at only the activity and strategic outcome level and do not report on the intermediate outcomes and provide insights on change pathways.

292. Monitoring of cross-cutting indicators is also relatively limited, both in terms of the coverage by year and sensitivity of indicators to measuring outcomes (see Table 14). Key output indicators report

disaggregated participation data by gender, but less systematically for other groups including persons with disability, the elderly or youth. To some extent cross-cutting issues, on gender, protection, accountability to affected populations and conflict sensitivity are also integrated into needs and situation assessments.

Table 14. Reporting of cross-cutting indicators (2020-2023)

Indicator	Baseline	Actual value or latest follow up				Remarks
		2020	2021	2022	2023	
Nutrition integration indicators						
Nutrition integration indicators						
Percentage of WFP beneficiaries who benefit from a nutrition-sensitive programme component	Yes				Yes	Disaggregated by gender
Percentage of people supported by WFP operations and services who are able to meet their nutritional needs through an effective combination of fortified food, specialized nutritious products and actions to support diet diversification	Yes				Yes	Disaggregated by gender
Environmental sustainability indicators						
Environmental sustainability indicators						
Proportion of field-level agreements (FLAs)/memorandums of understanding (MoUs)/construction contracts (CCs) for CSP activities screened for environmental and social risks					Yes	
Gender equality indicators						
Improved gender equality and women's empowerment among WFP-assisted population						
Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality/ Decision made by men	Yes	Yes	Yes	Yes	Yes	Disaggregated by gender
Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality/ Decision made by women	Yes	Yes	Yes	Yes	Yes	Disaggregated by gender
Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality/ Decision made jointly by men and women	Yes	Yes	Yes	Yes	Yes	Disaggregated by gender
Protection indicators						
Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity						
Proportion of targeted people having unhindered access to WFP programmes (new)	Yes	Yes	Yes	Yes		
Proportion of targeted people receiving assistance without safety challenges (new)	Yes	Yes	Yes	Yes		
Proportion of targeted people who report that WFP programmes are dignified (new)	Yes	Yes	Yes	Yes		
Accountability to affected population indicators						
Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences						

Indicator	Baseline	Actual value or latest follow up				Remarks
		2020	2021	2022	2023	
Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)	Yes	Yes	Yes			
Proportion of project activities for which beneficiary feedback is documented, analysed and integrated into programme improvements	Yes	Yes	Yes			
Country office has a functioning community feedback mechanism				Yes		
Country office has an action plan on community engagement				Yes		

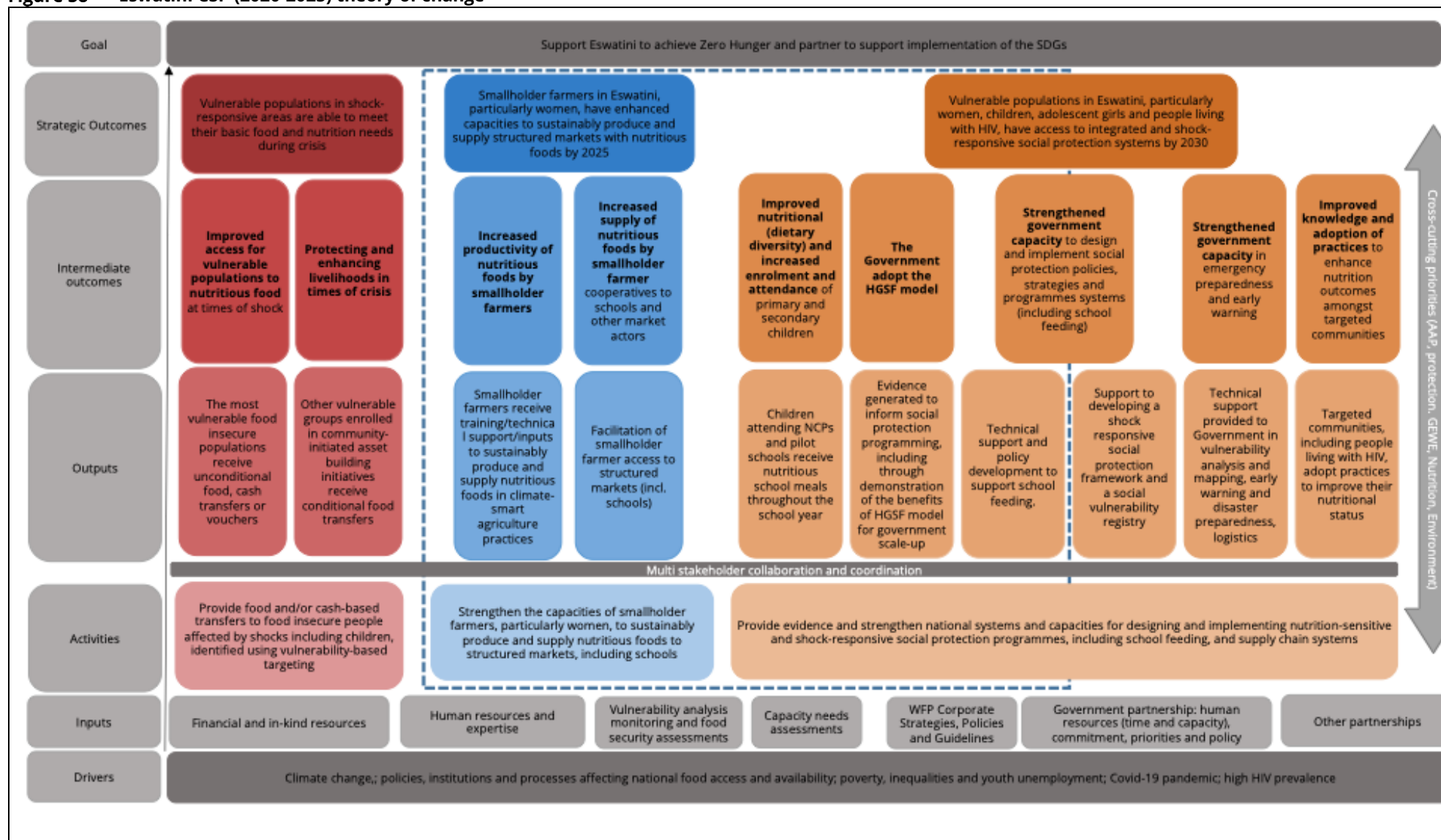
Institutional context

293. Concerns were raised in the inception report over continued availability of stakeholder engagement as a major staffing review was planned between the inception and field phases of the evaluation. In practice, the evaluation team had good engagement across the country office with staff who continued to assist with the evaluation.

Annex III. Validity of theory of change assumptions

294. During the inception phase, the evaluation team developed a theory of change for the CSP. In order to fine-tune the evaluation questions to the evaluation subject, a retrospective theory of change was prepared by the evaluation team, building on the T-ICSP and CSP logical framework and line of sight. The theory of change depicted in Figure 38 below reflects the evaluation team's understanding of the logic that underpinned the design of the Eswatini CSP. It also incorporates the comments of country office participants in the theory of change workshop held on 12 April 2024. Accompanying the theory of change, there was a discussion of the implicit assumptions underlying it. These assumptions and causal pathways were used to develop and refine the questions and lines of enquiry within the evaluation matrix.

Figure 38 Eswatini CSP (2020-2025) theory of change



295. The table 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.

Table 15. Inferred theory of change assumptions

Assumption	Validity, based on evaluation findings
1. Sufficient long-term and flexible financing available to deliver the CSP, including resilience building, crisis response and cross-cutting priorities	Limited validity. As noted under EQ4, the Eswatini country office has been constrained by a limited donor base; however, flexible financing has been available through WFP multilateral funding to support those activities receiving less donor funding, in particular small-scale pilots.
2. There is a common understanding of CCS needs between WFP and the Government and clarity of respective roles in CCS	Partially valid. WFP has built strong and long-standing partnerships with key ministries, including DPMO, NDMA and MoET. This led to credible and relevant CCS support from WFP in these areas. However, there was less clarity on the government position on social protection, which limited the ability to define CCS activities in support of shock-responsive social protection.
3. Government staff willing and able to engage in and benefit from capacity strengthening	Partially valid. There has been strong engagement of government staff in capacity strengthening interventions, particularly related to school feeding and disaster response. However, in the implementation of the 3PA and HGSP, a comprehensive multisectoral approach to capacity strengthening has been lacking and there has been limited engagement in some government staff from ministries with which WFP does not have a close relationship.
4. WFP is recognized as a valuable partner and able to ensure partnerships and coordinated programmes	Partially valid. WFP is seen as a valuable partner within the United Nations Country Team, including in coordinating emergency response; however, at times competition for resources has limited partnering opportunities, particularly with the Rome-based agencies.
5. WFP has sufficient technical expertise to support the Government to identify appropriate asset building activities that strengthen community resilience	Limited validity. WFP missed opportunities to leverage technical expertise, particularly from the regional bureau, to advocate for and identify asset building activities that strengthen community resilience, including through the use of the 3PA. Instead asset building activities were driven by the needs of the Ministry of Public Works and Transport.
6. Smallholder farmers see the value of working through groups rather than individuals	Partially valid. The value of working through groups to support aggregation and to receive training is evident. However, it was clear that smallholder farmer groups faced challenges relating to differential commitment between group members.
7. Smallholder farmers have the knowledge and resources required to honour contracts to provide a predictable supply of nutritious foods to schools. However, they lack the ability to access markets for surplus production	Limited validity. Production under the HGSP programme was met by multiple challenges, hampering the capacity of farmers to supply consistently. These included challenges related to the COVID-19 pandemic, environmental and climate conditions, project logistics changes and suboptimal multisectoral collaboration. Partnerships under the

	HGSF programme aiming to support production have not been successful. Procurement challenges limited the ability to support smallholder farmers to access markets.
8. The pilot of the home-grown school feeding model demonstrates the viability of the approach and sufficient evidence is generated to inform national policymaking	Limited validity. WFP have not successfully captured learning and evidence to demonstrate the viability of the approach.
9. Government allocates the necessary resources to sustain capacity strengthening investment	Partially valid. Evidence exists of areas where the Government are already demonstrating the ability to sustain capacity strengthening investments. For example, NDMA have committed to sustain the use of drone technology, and the Government directly funds and increasing proportion of the VAC assessments. However, resources to sustain other areas, particularly related to school feeding and support to NCPs is more limited.

Annex IV. Evaluation matrix

Table 16. Evaluation matrix

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
EQ1 – To what extent and in what ways is the CSP evidence based and strategically focused to address the needs of the most vulnerable to food and nutrition insecurity?					
1.1 To what extent was the design of the CSP and its consecutive budget revisions informed by credible evidence and strategically and realistically targeted to address the food security and nutrition situation in the country?					
1.1.1 Extent to which CSP design drew on relevant evidence and analysis	Nature and extent of WFP review of previous experience during CSP and budget revision (BR) design Rationale for changes in emphasis in the CSP compared to the TICSP, including de-emphasising nutrition and increasing emphasis on capacity strengthening Conduct and use of assessments on food security and nutrition issues during CSP and budget revision design Extent to which CSP design and delivery modalities were informed by context and gender and inclusion analysis Use of analyses of farming systems in Eswatini as a basis for the CSP design (ToC Assumption 7)	Reference to relevant evidence and analysis in the CSP (including experience with T-ISCP), including reference to learning from previous evaluations and reviews Extent to which CSP shows that relevant evaluations have guided design Extent to which CSP design with regard to food security and nutrition issues shows influence of relevant data and analysis	CSP and budget revisions Zero Hunger Strategic Review (2018) Summary of Evaluation Evidence (2011-2018) Sources of evidence and analysis quoted in the CSP and budget revision or identified by informants as having influenced CSP design Records of consultations that WFP held with Government and other stakeholders during CSP design WFP & partner views	Document review Semi-structured interviews	Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
1.2 To what extent and in what ways was the CSP aligned to national priorities, the United Nations cooperation framework and the SDGs?					
1.2.1 Degree of alignment with national policies and plans	How the Government's national development policies and plans were taken into account in the design How the Government's sectoral and thematic policies and plans were taken into account in the design Extent to which the WFP approach to targeting aligns with the Government's policies frameworks and systems related to vulnerable population and priorities	Extent of coherence between CSP objectives and those expressed in national development policies and plans, sectoral and thematic policies and plans. Degree to which WFP involved the Government in CSP design	CSP and budget revisions, annual performance plans (APPs) National strategic development plan and other statements of overall national (sustainable) development policy and planning Joint Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021 (2023) Government sectoral and thematic policies and plans WFP & Govt views	Document review Semi-structured interviews	Content analysis
1.2.2 Alignment of capacity strengthening plans with needs and opportunities (ToC Assumption 2))	Assessment of partners' capacity strengthening needs and opportunities Extent to which capacity strengthening plans aligned with assessments of gaps	Number and quality of assessments of capacity strengthening Extent to which CSP activities were based on analysis of relevant national capacity and capacity gaps and results of previous efforts Extent to which CSP activities were responsive to government requests	CSP and budget revisions Zero Hunger Strategic Review Capacity needs assessments Joint Evaluation of linking Smallholder Farmers to the Home-Grown School	Document and data review Semi-structured interviews	Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
			Feeding Market in Eswatini 2019–2021 (2023) Country office and external experts' assessment of environment for prospects of capacity strengthening WFP & Govt views		
1.2.3 CSP alignment and coherence with UNSCDF 2021–2025 and T-ICSP with UNDAF 2016–2020	Degree of alignment and coherence with UNSCDF 2021–2025 and UNDAF 2016–2020 Coherence and compatibility of WFP objectives and programming with United Nations system Clarity and accuracy with which the WFP comparative advantage was defined in the Eswatini context Willingness of UN agencies to partner with WFP (ToC Assumption 4)) Opportunities for strengthening partnerships with other UN agencies	Explicit (and unstated) interfaces between CSP and UNSCDF/UNDAF pillars and outcomes Plausibility of assumptions in how the alignment with the UNSCDF/UNDAF will improve results Clarity with which CSP design identified WFP comparative advantage, relative to corporate statements Level of participation of WFP in the design of the UNSCDF	CSP and budget revisions UNDAF 2016–2020 UNSCDF 2021–2025 United Nations CCA WFP & United Nations views	Document review Semi-structured interviews	Content analysis
1.2.4 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 of explanation of how CSP results will contribute to SDG achievement in Eswatini	CSP and budget revisions United Nations documentation on work to achieve SDGs in Eswatini (e. g. United Nations Country Team (UNCT) annual reports, voluntary national reviews (VNRs))	Document review Semi-structured interviews	Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
			Government voluntary national reviews of progress towards SDGs WFP & partner views		
1.3 To what extent is the CSP design internally coherent and based on a clear theory of change with realistic assumptions?					
1.3.1 Internal coherence of CSP	Degree of internal coherence/ fragmentation between CSP strategic outcomes and activities Opportunities for strengthening internal coherence between WFP activities	Evidence that opportunities for synergies between strategic outcomes and activities have been considered during the design phase. Extent of cross-reference in CSP design between the different strategic outcomes and activities.	CSP and budget revisions CSP mid-term review (MTR) WFP & partner perceptions	Document review Semi-structured interviews	Content analysis
1.3.2 Design logic	Evidence of clear causative analysis of how activities and outputs would contribute to achievement of strategic outcomes Identification and actions to mitigate implicit assumptions in the CSP design (ToC assumptions 1–9)	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

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
1.4 To what extent and in what ways did the CSP adapt and respond to evolving needs and priorities (including the deteriorating food security situation) to ensure continued relevance during implementation?					
1.4.1 Continued relevance of the CSP to changes in the operating context	Significant changes in context during evaluation period, e.g. in public health, environmental conditions, government programmes and capacity Ability of WFP to monitor and understand changes in context Whether appropriate adjustments in strategic positioning were identified and achieved (ToC Assumption 1) and opportunities for improved strategic positioning	Extent to which WFP systems captured contextual changes 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	Government, WFP and others reporting on major changes in relation to the food security and nutrition situation Government, WFP and others reporting on relevant changes in government programmes and capacity Other research and analysis by WFP and partners CSP budget revisions Annual country reports (ACR) WFP & partner views	Document review Semi-structured interviews	Content analysis
1.5 Did the CSP prioritize and target the most vulnerable groups?					
1.5.1 Social inclusion	Whether the T-ICSP and CSP design targeted the most vulnerable and socially marginalized, including, the elderly, people with disabilities and households headed by women and children Extent to which geographic targeting enabled a focus on areas of greatest need	Conduct and use of assessments on gender, disability and inclusion during CSP and budget review design Extent to which CSP defined and articulated a focus on the most vulnerable and marginalized Extent to which CSP design with regard to gender, disability and inclusion	CSP and budget revisions MTR CSP (2023) and Joint Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021 (2023)	Document review Semi-structured interviews Focus groups	Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	Extent to which targeting considered coverage by other humanitarian and development actors to ensure no one was left behind How were trade-offs between the targeting of different priority groups, issues of feasibility and the specific targeting approach (geographical, categorical, community based, self-targeting) considered Extent of efforts used to identify intersectional vulnerabilities and structural barriers to inclusion Extent to which the overall approach to prioritization and targeting under the CSP was seen as appropriate for the future, or whether changes were required	showed influence of relevant data and analysis Beneficiary views on WFP support for the most vulnerable and marginalized	WFP gender and age markers and gender transformative programming reporting WFP progress reports Common country analysis (CCA) VAC analysis WFP, partner & beneficiary views		
Evaluation Question 2: What difference did the CSP make to food security and nutrition in the country?					
2.1 To what extent did WFP activities and outputs contribute to the expected outcomes of the CSP? Were there any unintended results, positive or negative?					
2.1.1 Support to targeted beneficiaries	WFP performance against output and outcome indicators for each strategic outcome. Other factors influencing achievement of strategic outcomes, including: extent to which delivery of outputs affected achievement of	To what extent did it help crisis-affected people meet their basic food and nutrition needs Changes in access to adequate nutritious food during times of crises What contribution did WFP make to improved child nutrition?	WFP monitoring data and reports CSP ACRs, CSP MTR (2023), Evaluation of linking Smallholder Farmers to the Home-Grown School	Data collation Document review Semi-structured interviews	Quantitative analysis Contribution analysis Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	strategic outcomes; extent to which achievement of strategic outcomes changed over time as a result of implementation of recommendations; and lessons learned Extent to which the overall design and approach to ensuring food security and nutrition of targeted beneficiaries under the CSP was seen as appropriate for the future, and whether there were any lessons for the next CSP	To what extent and in what ways were livelihoods enhanced and protected in times of crises (ToC Assumption 5) Changes in women smallholder farmers access to structured markets Increase productivity and enterprise diversification (ToC Assumption 6) Increased sale of foods by households to schools and markets (ToC Assumption 7) Stakeholder assessments of extent of WFP contribution to each strategic outcome, with particular reference to the lines of inquiry shown	Feeding Market in Eswatini 2019–2021 Other relevant United Nations and government reviews and analyses, e.g. government voluntary national reviews WFP, partner & beneficiary views	Focus groups discussions Direct observation	
2.1.2 Contribution to enhanced government capacities	Ability of WFP to act towards intended outcomes in line with context and needs in Eswatini Was WFP equipped to design and roll out the capacity-strengthening agenda in terms of approach, systems, resources and monitoring? What external factors have affected the performance and achievement of results ? Extent to which the overall design and approach to capacity strengthening under the CSP was seen as appropriate for the future, and whether there were lessons for	Existence of systems, people, resources to implement WFP capacity strengthening role in Eswatini WFP support brought about envisioned results and outcome of capacity strengthening and efficiently achieves the intended results Contribution to strengthening country capacities, including interministerial coordination and enhanced government financing (ToC Assumption 2 & 9) Changes in access to shock-responsive social protection (ToC Assumption 8)	WFP monitoring data and reports CSP ACRs, CSP MTR, Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021, Joint Evaluation of the SADC Regional Vulnerability Assessment and Analysis (RVAA) Programme (2017-2022) WFP, partner & beneficiary views	Data collation Document review Semi-structured interviews	Quantitative analysis Content analysis Organizational readiness conceptual framework

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	the next CSP on capacity strengthening	(See 'organizational readiness' framework for more detail on sub-indicators)			
2.1.3 Unintended and other results	Unintended positive results arising from CSP implementation Unintended negative results arising from CSP implementation Validity or otherwise of assumptions underpinning the ToC	Stakeholder identification and assessment of unintended results Factors impeding or promoting achievement of results	WFP monitoring data and reports WFP, partner & beneficiary views CSP MTR, Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021, Joint Evaluation of the SADC Regional Vulnerability Assessment and Analysis (RVAA) Programme (2017-2022)	Document review Semi-structured interviews Focus groups and direct observation	Content analysis
2.2 To what extent did WFP contribute to achievement of cross-cutting aims including: protection; the humanitarian principles as applicable to the emergency response with focus on humanity, impartiality and independence; AAP; GEEW and inclusion; nutrition integration; and the environment?					
2.2.1 Extent to which affected populations were able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity	Effectiveness of mechanisms used in ensuring the protection of beneficiaries Ensuring knowledge of protection principles by partners and their use Extent of participation and involvement of vulnerable populations in the targeting process	Output indicators Outcome indicators Evidence from reviews and other data on extent of WFP contribution to protection Stakeholder assessments of extent of WFP contribution to protection	WFP monitoring data and reports CSP MTR, Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021	Data collation Document review Semi-structured interviews	Quantitative analysis Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	Level of awareness of the beneficiaries of protection rights Extent to which the overall design and approach to ensure protection of beneficiaries under the CSP was seen as appropriate for the future, and whether there were any lessons for the next CSP		United Nations entities' monitoring data and reports WFP, partner & beneficiary views		
2.2.2 Extent to which affected populations were able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflected their views and preferences	Nature of systems that exist to support accountability Extent to which beneficiaries were consulted and participate in the design implementation and monitoring of interventions The use of accountability mechanisms Extent to which community feedback mechanisms collected and led to concerns of beneficiaries being addressed in a timely manner Lessons learned from beneficiary consultation and participation for the next CSP	Output indicators Outcome indicators Stakeholder assessments of WFP performance with regard to accountability Evidence from reviews and other data on extent of WFP performance with regard to accountability	WFP monitoring data and reports CSP MTR (2023), Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021) United Nations entities' monitoring data and reports WFP, partner & beneficiary views	Data collation Document review Semi-structured interviews	Quantitative and qualitative analysis of evidence on performance with regard to accountability
2.2.3 To what extent has the intervention contributed to advancing GEEW	The quality of GEEW analysis and its incorporation in the CSP. The extent to which gender and inclusion was mainstreamed and delivered as standalone activities – and the effects of these efforts	Extent to which men and women had equal access to CSP activities Appropriateness of the modalities to different target groups	WFP monitoring data and reports Gender and Age Marker (GAM) and gender transformation programme (GTP) data	Data collation Document review Semi-structured interviews	Quantitative analysis Contribution analysis Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	Extent to which the capacities of smallholder women farmers to supply nutritious foods to structured markets, including schools, has been strengthened (ToC Assumption 6 & 7) Extent to which the overall design and approach to advance GEEW under the CSP is seen as appropriate for the future, and whether there are any lessons for the next CSP	How the livelihoods interventions and assets created changed in the lives and livelihoods of men and women Whether the provision of school meals enhanced pre and primary school children's equal access to education Extent to which the intervention achieved results in a manner that mitigated and prevented gender-based violence (GBV) risks	CSP MTR, Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021, Joint Evaluation of the SADC Regional Vulnerability Assessment and Analysis (RVAA) Programme (2017-2022) UNDAF and other relevant United Nations entities' monitoring data and reports Stakeholder assessments of extent of WFP contribution to GEEW		
2.2.4 Extent to which inclusion is ensured through WFP programming	The extent to which the implementation of T-ICSP and CSP activities were adapted to the needs of vulnerable groups (persons with disabilities, elderly, PLWHIV, etc.) Extent to which the overall approach of ensuring the needs of vulnerable groups have been met under the CSP was seen as appropriate for the future, and whether there were any lessons for the next CSP	Stakeholder assessments of extent of WFP performance with regard to inclusion of vulnerable groups Evidence from reviews and other data on extent of WFP performance with regard to inclusion of persons with disabilities	WFP monitoring data and reports CSP MTR (2023), Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019-2021, Joint Evaluation of the SADC Regional Vulnerability Assessment and Analysis (RVAA) Programme (2017-2022)	Data collation Document review Semi-structured interviews	Quantitative analysis Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
			United Nations entities' monitoring data and reports WFP, partner & beneficiary views		
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. (ToC Assumption 5) Extent to which the overall approach to how environmental concerns have been considered under the CSP is seen as appropriate for the future, and whether there are any lessons for the next CSP	Evidence of measures taken by WFP and partners to reduce environmental impacts Evidence of use of risk analysis and environmental and social screening tools Evidence of institutional learning regarding environment and climate change by country office and national partners in context of the CSP Stakeholder assessments of extent of WFP performance with regard to identification and mitigation of environmental risks	WFP monitoring data and reports CSP MTR. Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021 United Nations entities' monitoring data and reports WFP, partner & beneficiary views	Data collation Document review Semi-structured interviews	Quantitative analysis Content analysis
2.2.6 The extent to which WFP programming mainstreamed the mitigation of climate change impacts on hunger	The extent to which design of T-ICSP and CSP programming took reduction of climate change impacts on hunger into account Extent to which programming succeeded in implementing climate change mitigation strategies Extent to which the overall approach to how WFP programmes have mainstreamed climate change under	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 (2023), Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021, Joint Evaluation of the SADC Regional Vulnerability	Data collation Document review Semi-structured interviews	Quantitative analysis Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	the CSP was seen as appropriate for the future, and whether there were any lessons for the next CSP		Assessment and Analysis (RVAA) Programme (2017-2022) United Nations entities' monitoring data and reports WFP & partner views Integrated context analysis (ICA) Seasonal monitors		
2.3 To what extent are achievements under the CSP likely to be sustainable, in particular from a financial, social, environmental and institutional perspective?					
2.3.1 Institutional and financial sustainability	Ability of the Government to meet costs of continuing and expanding on WFP support Extent to which WFP has agreed transition/handover strategy with Government and/or beneficiaries Commitment by the Government and partners to sustain capacities strengthened with WFP (ToC Assumption 9) Factors that could promote future institutional and financial sustainability	Government budget trends and projections, and degree of commitment it shows to continuing and expanding support developed 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 'organizational' domains of CCS CSP achievements in 'individual' domain of CCS	Budget data from the Government, IMF WFP, Government and other stakeholders (e.g. IFI) views Decentralized evaluation reports: Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021, Joint Evaluation of the SADC Regional Vulnerability Assessment and Analysis (RVAA) Programme (2017-2022) CSP CCS performance data	Data collation Document review Semi-structured interviews	Quantitative analysis Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
		Community-, district- or national-level agreements on when and how transition/handover will occur and activities will be sustained	Government HR data WFP & Government views Records of agreements (including MoUs)		
2.3.1 Technical and environmental sustainability	Prospects of farming systems enhancements introduced through CSP remaining technically and financially viable in long term Sustainability of benefits from community assets supported under cash assistance for assets (CFA) activities Environmental sustainability of the agricultural practices supported by the CSP Consideration of other environmental issues Factors that could promote future technical and environmental sustainability	Perceptions of community representatives and household beneficiaries Perceptions of technical experts	Technical reports by WFP and other relevant agencies WFP, partner & beneficiary views	Document review Semi-structured interviews Focus groups Direct observation	Content analysis
2.4 To what extent did the CSP facilitate more strategic linkages between humanitarian action, development cooperation and, where appropriate, contributions to peace?					
2.4.1 Extent to which CSP design facilitated progress at the humanitarian-development-peace nexus	Technical and operational linkages between CSP humanitarian and developmental activities Contribution to social cohesion and lessening of social tensions	Cross-references in CSP between humanitarian and developmental activities and operations Practical, functioning linkages between humanitarian interventions and	CSP and related documentation (concept paper, budget revisions)	Document review Semi-structured interviews	Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	Lessons to consider to facilitate future progress at the humanitarian-peace nexus for the next CSP	enhanced prospects of sustainable livelihoods for beneficiaries Evidence of layering and sequencing of interventions at beneficiary level	Technical reports by WFP and other relevant agencies UNCT annual reports, government policies WFP, partner & beneficiary views	Focus groups	
Evaluation Question 3: To what extent has WFP used its resources efficiently?					
3.1 To what extent were the CSP outputs and related budget spent within the intended timeframe?					
3.1.1 Timely implementation of activities, achievement of outputs	Whether implementation schedules were achieved Timeliness of budget expenditure Explanatory factors for any budget underspend	Calculation of proportions of operations carried out on schedule or late (and by how long) Evidence of adjustments and mitigating measures and mechanisms deployed to resolve delays, and the extent to which these improved timeliness of performance and achievement of output targets Evidence of improvements in timeliness due to innovations Stakeholder perceptions on the timeliness of implementation of activities Analysis of grants; expenditure reports	Annual performance plans WFP monitoring and reporting data Budget data FRNs records and DOTS WFP, partner & beneficiary views	Document review Semi-structured interviews Focus groups and direct observation	Content analysis Quantitative analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
3.2 To what extent was the CSP delivered in a cost-efficient manner?					
3.3.1 Cost efficiency	Whether costs per unit of procurement and delivery fell within normal range Main cost drivers (and their evolution) for the different activities and the CSP as a whole Economy of supply sources and implementation modalities Extent to which delivery of outputs was within budget Extent to which activities maximized at lowest possible cost, with attention to their quality and externalities Opportunities to improve cost efficiency	Costs per unit of procurement and delivery, with breakdown for direct support costs, staff costs, transfer costs and implementation costs. Comparison of actual delivery costs with budgeted delivery costs Changes in actual delivery costs over time Effect of changes in actual delivery costs on implementation	WFP procurement and other expenditure data Country portfolio budget (CPB) plan vs actual report Procurement and other expenditure data of similar organisations WFP staff views	Data collation Document review Semi-structured interviews	Quantitative analysis Content analysis
Evaluation Question 4: What are the critical factors, internal and external to WFP, explaining performance and results?					
4.1 To what extent and in what ways has WFP been able to mobilize adequate, timely, predictable, and flexible resources (including domestic) to finance the CSP in a context of a lower middle-income country with limited donor presence?					
4.1.1 Adequacy of CSP resourcing	Extent to which country office was able to secure funding required by needs-based plan, including from innovative sources (ToC Assumption 1) Extent to which country office was able to secure funding across strategic outcomes	Comparison of needs-based plan, implementation plan, available resources and expenditure per year, 2019-2022: Evidence of country office mobilizing resources, including within WFP and from other partners	WFP budget and other CPB data Resource mobilization strategy WFP staff views	Data collation Document review Semi-structured interviews	Quantitative analysis Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	Considerations for financing of the next CSP (related to sources of funding), based on lessons learned	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 data Grants data Country office and beneficiary informants' analysis of timeliness	Data collation Document review Semi-structured interviews	Quantitative analysis Content analysis
4.1.3 Flexibility of CSP resourcing	Degree to which CSP resourcing was earmarked Availability of flexible resources	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	Data collation Document review Semi-structured interviews	Quantitative analysis Content analysis
4.1.3 Reprioritizing interventions in view of eventual funding gaps	Extent and ways in which country office optimized limited resources to ensure continued relevance and effectiveness Considerations for prioritization of interventions for the next CSP, based on lessons learned	Reprioritization of allocated resources as a result of budget shortfalls Views of country office stakeholders on the rationale and effectiveness of the reprioritisation exercise	WFP budget and other CPB data Annual performance plans WFP staff views	Data collation Document review Semi-structured interviews	Quantitative analysis Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
4.2 How well and in what ways did WFP establish and leverage strategic and operational partnerships to maximize efficiency, effectiveness, and sustainability, particularly that with the Government					
4.2.1 Number and nature of partnerships	Partnerships entered into during CSP, for what purpose (resources, knowledge, policy and governance, advocacy, capability) (ToC Assumption 9) Whether and how partnerships influenced performance Considerations for optimal number and nature of future partnerships for WFP, based on lessons learned	Number of partnerships Types of partnership Sectoral coverage of partnerships Participation in and leadership of United Nations and other multistakeholder coordination structures Clarity with which CSP design identified WFP comparative advantage	WFP performance and monitoring reports, e.g. ACRs Documentation on specific partnerships between WFP and other United Nations entities WFP & partner views	Document review Semi-structured interviews	Content analysis
4.2.2 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, e.g. ACRs CSP MTR (2023), Evaluation of linking Smallholder Farmers to the Home-Grown School Feeding Market in Eswatini 2019–2021, Joint Evaluation of the SADC Regional Vulnerability Assessment and Analysis (RVAA) Programme (2017–2022) WFP & partner views	Document review Semi-structured interviews	Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
4.3 What role, if any, have the following factors played: - adequacy of human resources; - innovation in the CSP design and implementation leading to greater efficiency and effectiveness; and - adequate availability and use of monitoring data to track progress and inform decision making.					
4.3.1 Appropriate human resources to implement the CSP	Whether the number of Eswatini country office staff, as well as their knowledge and skills, matched the requirements of CSP implementation (ToC Assumption 5) Balance between building capacity, buying competencies and borrowing skills from partners	Numbers, gender, categories of staff How staff allocated across country office structure Skills, qualifications, experience of staff	WFP HR data and reports, including staffing review WFP HR data and reports, including staffing review Country office and regional bureau informants' analysis of adequacy of WFP Eswatini HR for CSP implementation	Data collation Document review Semi-structured interviews	Quantitative analysis Content analysis
4.3.2 Innovation in the CSP design and implementation	Extent to which the country office was able to innovate in response to the context Effects of innovation on efficiency and effectiveness	Records of development and implementation of innovative approaches and operations Innovative responses to contextual changes Other innovative changes within the CSP	ACRs and APPs WFP budget revisions and progress reports WFP & partner views	Document review Semi-structured interviews	Content analysis
4.3.3 Use of monitoring data to track progress and inform decision making	Extent to which corporate results framework (CRF) outcome indicators reflected nature of results intended by CSP	Satisfaction of country office management, thematic and monitoring and evaluation (M&E) staff with CRF indicators as comprehensive representation of progress being made towards outcomes	WFP Eswatini monitoring data and reports (including from COMET) CRF Country office informants' analysis of value of CRF	Data collation Document review Semi-structured interviews	Quantitative Analysis Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
	Extent to which WFP monitoring and reporting systems achieved outcome-level coverage required by CRF Extent to which WFP monitoring and reporting systems provided non-CRF data of value to CSP management Extent to which CSP management decisions were demonstrably informed by monitoring and reporting systems Considerations for future WFP monitoring and reporting, based on lessons learned	How thoroughly country office monitoring and reporting systems collected and reported outcome-level data required by CRF Whether country office management, thematic and M&E staff considered additional non-CRF data of value to CSP management Whether these additional data were collected and reported Number of instances where records of management decisions referred to CSP monitoring reports Number of additional instances where informants said that management decisions were influenced by CSP monitoring reports	and other monitoring and reporting data for CSP management Records of management decisions Information provided by senior country office informants		

Annex V. Data collection tools

Introduction

296. This annex records the tools and guidance used during key informant interviews (KIs), focus group discussions (FGDs) and fieldwork observation.

Interview guidelines

297. 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 or sub-question of the evaluation matrix. The guides provided some structure to a conversation, but were not intended to be read word-for-word and, given time constraints, only a sub-set of questions were addressed by each informant, with interviewers needing to focus on issues where each interviewee could add most value. The guides also did not provide a comprehensive overview of all questions to be asked. The interviewer followed up with further questions and clarifications, depending on the responses given. The interviewer was also free to rephrase questions in order to make them appropriate for different audiences and omit questions if they were not relevant to the stakeholder being interviewed.

298. All interviews were confidential, and the evaluation team took careful measures to ensure that notes on interviews were not seen outside the team. A template was followed for recording interviews, and is included below. This provided 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 or data to follow up on as part of the data collection.

299. During the semi-structured interviews, the evaluation team followed the general protocol below:

- **Introduction** (common for all interviews/focus groups). “We are part of an independent consulting company, Mokoro, and have been contracted by WFP to carry out an external evaluation of its Country Strategic Plan in Eswatini since 2018. Although the CSP cycle started in 2020, 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’s 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 the WFP hotline. Phone: 1717 or Mokoro (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 organisation's interactions with WFP, and how long you've been in your current position".

Table 17. Interview guidelines

Interview topics/questions	Probing questions	WFP staff	Govt	UN agencies	Donors	IPs, NGOs, CSOs, other
Evaluation Question 1: To what extent and in what ways is the CSP evidence based and strategically focused to address the needs of the most vulnerable to food and nutrition insecurity?						
1.1 To what extent was the design of the CSP and its consecutive budget revisions informed by credible evidence and strategically and realistically targeted to address the food security and nutrition situation in the country?						
1.1.1 Extent to which CSP design drew on relevant evidence and analysis	Did WFP use vulnerability assessments and analysis (including gender and disability) to inform design and implementation? In which way? How were other evidence, including evaluation results and food systems analyses, used in programme design? How? How was available evidence used during the design of the T-ICSP and/or CSP? Were changes and/or continuity between the T-ICSP and CSP based on evidence? What other factors influenced the design?	X				
	To what extent are the CSP capacity -strengthening activities meeting the needs of the GoKE and contributing to enhancing national capacity?	X	X	X		X
1.2 To what extent and in what ways was the CSP aligned to national priorities, the UN cooperation framework and 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 Alignment of capacity strengthening plans with needs and opportunities	Did WFP conduct any capacity assessments prior or during the design of the T-ICSP and/or CSP? What were the key findings? 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? How did the GoKE input into the design of national capacity-strengthening interventions undertaken by WFP?	X	X			

Interview topics/questions	Probing questions	WFP staff	Govt	UN agencies	Donors	IPs, NGOs, CSOs, other
1.2.3 CSP alignment and coherence with UNSCDF 2021-2025 and T-ICSP with UNDAF 2016 - 2020	Do you have any comments on WFP's involvement in the UNDAF process and how the T-ICSP fed into the process? In what way is the CSP aligned to United Nations Development Assistance Framework (UNDAF) 2019-2023? In what way have the various CSP budget revisions ensured alignment with UN system priorities?	X		X		
1.2.3 Degree of alignment with the SDGs	With which SDGs was the T-ICSP and CSP aligned? In what way? How plausibly will the T-ICSP and CSP results contribute to SDG achievement in Eswatini?	X	X	X		
1.3 To what extent is the CSP design internally coherent and based on a clear theory of change with realistic assumptions?						
1.3.1 Internal coherence of CSP	Do you think the work of WFP across different activities is coherent? Can you provide examples of linkages across WFP activities during implementation? Do these linkages contributed to achieving the CSP's outcomes? How did WFP ensure coherence between SOs and Activities in the T-ICSP and how did this change under the CSP?	X				
1.3.2 Design logic	Do you agree with the retrospective ToC prepared by the evaluation team? (this may require sharing the TOC in the interview) Do you agree with the evaluation teams inferred main assumptions that underlay CSP design?	X				
1.3.3 Focus on WFP comparative advantage	What do you see as WFP's comparative advantage in Eswatini? 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	X

Interview topics/questions	Probing questions	WFP staff	Govt	UN agencies	Donors	IPs, NGOs, CSOs, other
1.4 To what extent and in what ways did the CSP adapt and respond to evolving needs and priorities (including the deteriorating food security situation) to ensure continued relevance during implementation?						
1.4.1 Adjustments in strategic positioning to changes in the operating context	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. In which way did the T-ICSP and/or CSP adapt and respond to external shocks, including COVID-19? Please provide examples. 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? In which areas could WFP's alignment to the country context have been/be improved – including monitoring of contextual changes? What changes were made in WFP's strategic direction between the T-ICSP and CSP? Do you think that WFP missed any opportunities to change direction during the CSP implementation?	X	X	X	X	X
1.5 Did the CSP prioritize and target the most vulnerable groups, including youth?						
1.5 Did the CSP prioritize and target the most vulnerable groups, including youth?	Did WFP Conduct and use of assessments on gender, disability and inclusion? How did these influence the during TICSP, CSP and BR design? Did new information from mapping and needs analysis, and/or requests from government lead to major changes in targeting of beneficiaries? In what way? 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)? Did the CSP clearly define and articulates a focus on the most vulnerable and marginalised groups? Were some groups excluded? Have WFP maintained a focus on reaching the most vulnerable, despite adjustments being made to programming in light of the changing context? Do you think WFP identified and reached the right beneficiaries?	X	X		x	

Interview topics/questions	Probing questions	WFP staff	Govt	UN agencies	Donors	IPs, NGOs, CSOs, other
	Did WFP interventions benefit any of the following groups? How? - vulnerable and socially marginalised - elderly - female-headed households - child-headed households - persons with disability 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?					
Evaluation Question 2: What difference did the CSP make to food security and nutrition in the country?						
2.1 To what extent did WFP Activities and outputs contribute to the expected outcomes of the CSP? Were there any unintended results, positive or negative?						
2.1.1 Direct transfers to beneficiaries	Probe for concrete examples of outcome level achievements with the various stakeholders in relation to the activities they have been involved in. 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)? What factors have influenced the level of results achieved?	X	X	X	x	X
2.1.2 Contribution to enhanced government capacities	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? What external factors have influenced the level of results achieved?	X	X	X	x	X

Interview topics/questions	Probing questions	WFP staff	Govt	UN agencies	Donors	IPs, NGOs, CSOs, other
	Was WFP adequately equipped to design and roll-out the capacity-strengthening agenda in terms of approach, systems, resources, and monitoring What are the lessons for the next CSP on capacity strengthening					
2.1.3 Unintended and other results	What synergies were achieved between different activities and SOs? Please give examples. How has the WFP CSP and WFP co-ordination with other UN agencies contributed to achievements under the UNDAF? Please give specific examples. 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	X
2.2 To what extent did WFP contribute to achievement of cross-cutting aims including protection, the humanitarian principles as applicable to the emergency response with focus on humanity, impartiality and independence; AAP; GEWE; nutrition integration; and the environment?						
2.2.1 – 2.2.6 Contribution to CSP cross-cutting aims	Do you think WFP has adequately integrated the following areas into the design and implementation of the CSP: accountability to affected people (AAP); protection; GEWE; disability and inclusion; environmental impacts and climate change? If not, in which areas were more actions required? Were there any cross-cutting issues that were not considered? Why? Have WFP's implementing partners applied GEWE principles and standards? Please provide examples. Did you address cross-cutting issues in your support to government, including training? Which cross-cutting issues? How were cross-cutting issues addressed?	X	X	X	X	X
2.3 To what extent are achievements under the CSP likely to be sustainable, in particular from a financial, social and institutional perspective?						
2.3.1 Financial sustainability	To what extent have the Government been able to meet costs of continuing and expanding support it has developed with WFP through the CSP? Is WFP taking steps to move CSP activities into the government budget? Is this ministry currently funding any of the CSP activities? Could WFP	X	X			

Interview topics/questions	Probing questions	WFP staff	Govt	UN agencies	Donors	IPs, NGOs, CSOs, other
	have taken additional actions to improve government funding and budgeting? Are there adequate handover/exit strategies, including financial considerations?					
2.3.2 Institutional sustainability	Can you comment on the level of national ownership of CSP activities? Please provide examples of handover and transition arrangements with ministries that are in place.	X	X			
2.3.3 Social and technical sustainability	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. 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)? 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?	X	X	X		X
2.4 To what extent did the CSP facilitate more strategic linkages between humanitarian action, development cooperation and, where appropriate, contributions to peace?						
2.4.1 Extent to which CSP design facilitated progress at the humanitarian-development (-peace) nexus	Do you think that there is convergence between humanitarian and development activities within the CSP? Did emergency response activities consider the transition to development work? If so, how Did WFP participate in dialogue and consultations and with partners across the nexus? To what extent has the TiCSP and CSP contributed to social cohesion and stability?	X	X	X	X	X

Interview topics/questions	Probing questions	WFP staff	Govt	UN agencies	Donors	IPs, NGOs, CSOs, other
Evaluation Question 3: To what extent has WFP used its resources efficiently?						
3.1 To what extent were the CSP outputs and related budget spent within the intended timeframe?						
3.1.1 Timely implementation of Activities, achievement of outputs	How far in advance were implementation schedules set? Was the planning stage adequate for the timely implementation of the programmes? Were activities delivered on time? Were there any delays? What was the cause? 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?	X	X	X	X	X
3.2 To what extent was the CSP delivered in a cost-efficient manner?						
3.3.1 Cost efficiency	To what extent did WFP incur any additional costs than initially planned? By what amount/percentage? To what extent did WFP procurement, supply chain and logistics expertise help to maximise efficiency? Can you give any examples of specific cases where choices were made regarding supply sources and implementation modalities in order to increase cost-efficiency? Did the CO have sufficient capacity to execute the budget?	X				X
Evaluation Question 4: What are the critical factors, internal and external to WFP, explaining performance and results?						
4.1 To what extent and in what ways has WFP been able to mobilize adequate, timely, predictable, and flexible resources (including domestic) to finance the CSP in a context of a lower middle-income country with limited donor presence?						
4.1.1 Adequacy of CSP resourcing	Did WFP develop a resource mobilisation strategy based on contextual analysis? Is it being implemented? To what extent are the available financial resources sufficient to meet existing needs? What is the funding gap? Are you aware of any drivers of donor decision-making on the financing of the CSP? Please provide examples.	X			X	

Interview topics/questions	Probing questions	WFP staff	Govt	UN agencies	Donors	IPs, NGOs, CSOs, other
	Are there any opportunities to either improve the quality of funding or to work within the constraints of existing funding? Please provide examples. Are there any examples of where WFP has been innovative in the sources of funding it has found?					
4.1.2 Predictability and timeliness of CSP resourcing	To what extent did the financial resources allow WFP to plan and implement activities over the duration of the T-ICSP and CSP? To what extent were financial resources provided on the expected/agreed dates? How has the predictability of funding influenced the achievement of the T-ICSP and CSP objectives?	X				
4.1.3 Flexibility of CSP resourcing	Has earmarking by donors been a problem for the T-ICSP and/or CSP implementation? What were some of the implications of the earmarking of resources to the CSP? To what extent did the financial resources allow WFP to fill gaps in the implementation of the T-ICSP and/or CSP?	X				
4.1.4 Reprioritizing interventions in view of eventual funding gaps	What flexible resources were received by WFP? How were these flexible resources allocated? Was this the most efficient and effective use of these resources?	X				
4.2 How well and in what ways did WFP establish and leverage strategic and operational partnerships to maximize efficiency, effectiveness, and sustainability, particularly that with GoKE?						
4.3.1 Number and nature of partnerships	Who have the main partnerships been with? To what extent has WFP engaged in partnerships that have contributed to (i) capacity strengthening, (ii) gender, equity, inclusion, and environmental priorities, and (iii) protection and accountability? How have partnerships evolved since the introduction of the T-ICSP and subsequently the CSP?	X				

Interview topics/questions	Probing questions	WFP staff	Govt	UN agencies	Donors	IPs, NGOs, CSOs, other
4.3.2 Influence of partnerships on performance	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? Have the partnerships been sustained over time?	X	X	X		X
4.4 What role, if any, have the following factors played: - Adequacy of Human resources - Innovation in the CSP design and implementation leading to greater efficiency and effectiveness - Adequate availability and use of monitoring data to track progress and inform decision making						
4.4.1 Appropriate human resources	Do you think WFP CO has the right structure in terms of positions to implement the CSP? Is the number of staff sufficient? Is the staff balanced from a gender point of view? 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? To what extent was WFP CO successful in retaining key staff and minimising turnover? Specifically, does the WFP Country Office have the right skills to deliver capacity-strengthening and advocacy work?	X	X	X	X	X
4.4.2 Innovation in the CSP design and implementation	What were the external factors that enabled/hindered the CSP's implementation? Probe for the following: • Constraints in government spending • Rising prices • Unexpected health/environmental/political crises • Government co-ordination • Government capacity/ownership • WFP capacity/ownership • Funding environment					

Interview topics/questions	Probing questions	WFP staff	Govt	UN agencies	Donors	IPs, NGOs, CSOs, other
	What were the main innovations and changes introduced during programme implementation in response to these changes? Are there any areas where you think WFP could have been more innovative? What factors promoted or impeded innovation?					
4.4.3 Use of monitoring data to track progress and inform decision making	Can WFP M&E systems collect and process data on performance across different activities and SOs? To what extent do the M&E systems collect information on cross cutting issues, (protection, accountability, gender, equity, disability and environmental considerations)? What are the reasons for any gaps in collecting corporate indicators? Have the Country Office taken any innovative approaches to improving the efficiency of monitoring and reporting systems? To what extent did the M&E systems allow WFP to identify lessons learned and adapt projects and programmes? Provide an example of when a WFP activity has been adapted based on learning from M&E.	X				

Guidelines for interviews and group discussions with community-level stakeholders

300. The following table identifies the areas for investigation for each of the key activity areas: crisis response recipients (cash assistance, food assistance and asset creation); support to smallholder farmers, including smallholder farmers linking to the school feeding market; support to NCPs (including food distribution to orphans and vulnerable children, SBCC, and training of caregivers); and support to groups receiving support in non-agricultural livelihood initiatives. The table identifies the areas where evidence would be gathered through site observation, and where beneficiary focus group discussions and stakeholder interviews would be used.

Table 18. Areas for investigation during site visits and data collection method

Area for investigation	Observation	Beneficiary FGD	Field-level stakeholders
Crisis response (cash/food distribution) and linkage to public works programme			
Targeting criteria and process		x	x
Targeting issues/inclusion and exclusion errors		x	x
Targeting of most vulnerable		x	x
Details on the support: timing and frequency			
Details on the support – cash amount/food basket		x	x
Quality of the food basket		x	x
Use of cash (items, consumption, savings, investment)		x	x
Access to market (cash beneficiaries)	x	x	x
Mainstreaming of nutrition (nutrition education/training session; messages shared by WFP and other partners)		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 (livelihoods activities, HGSE etc.)		x	x
Linkage with public works programme and other government programmes		x	x
Community-based participation		x	x
Type of assets created/restored (e.g. roads, waste collection) (if relevant)	x	x	x
Involvement of different groups (men, women, elderly, people living with disability) in asset (if relevant)	x	x	x
Community contribution to asset (if relevant)		x	x
Participation in training for asset creation/maintenance (if relevant)		x	x
Effectiveness of the training for asset creation/maintenance (if relevant)		x	x
Quality of the asset(s) created (if relevant)	x	x	x
Utilization of the assets to improve livelihoods (if relevant)		x	x
Quality of management of the assets (if relevant)	x	x	x
Impact of involvement in asset creation/maintenance activities on household/community food and nutrition security (if relevant)		x	x
Sustainability of assets created/maintained (if relevant)		x	x
Challenges		x	x
Lessons and recommendations		x	x

Area for investigation	Observation	Beneficiary FGD	Field-level stakeholders
Support to smallholder farmers and linkages to school feeding market			
Selection criteria for smallholder farmers (including inclusion of vulnerable groups)		x	x
Trainings and inputs received	x	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
Linkages to markets and types of market (particularly schools)		x	x
Changes in market access (particularly schools)		x	x
Outcomes: food and nutrition security, household income, livelihoods, behaviour change (nutrition knowledge)	x	x	x
Feedback mechanisms		x	x
Challenges	x	x	x
Lessons and recommendations		x	x
NCP caregivers/volunteers			
Overview on NCP governance		x	x
Targeting criteria and process		x	x
Targeting issues/inclusion and exclusion errors		x	x
Targeting of most vulnerable		x	x
Details on the support: timing and frequency		x	x
Details on the support – cash amount/food basket		x	x
Quality of the food basket		x	x
Mainstreaming of nutrition (nutrition education / training session; messages shared by WFP and other partners)		x	x
Other training and NFIs received (agricultural, child protection, HIV/AIDS)		x	x
Outcomes for beneficiaries: food and nutrition security, livelihoods, behaviour change (nutrition knowledge)	x	x	x
Outcomes for volunteers/caregivers/NCPs: behaviour change (nutrition knowledge), agricultural productivity	x	x	x
Predictability and reliability of assistance		x	x
Links with other WFP interventions (livelihoods activities, HGSE etc.)		x	x
Feedback mechanisms		x	x
Challenges	x	x	x
Lessons and recommendations		x	x
Livelihood-support activities			
Targeting criteria and process		x	x
Targeting issues/inclusion and exclusion errors		x	x
Community-based participatory planning processes		x	x
Details on the support: income-generating activities supported	x	x	x
Mainstreaming of nutrition (nutrition education / training session; messages shared by WFP and other partners)		x	x

Area for investigation	Observation	Beneficiary FGD	Field-level stakeholders
Other training and NFIs received (agricultural, child protection, HIV/AIDS)		x	x
Results achieved for participants (productivity, incomes, food security, knowledge and practices, cooperatives and markets)	x	x	x
Linkages to other WFP programming (crisis response, HGSP)		x	x
Linkages to support from other partners		x	x
Feedback mechanisms		x	x
Challenges	x	x	x
Lessons and recommendations		x	x

301. All meetings, interviews and focus group discussions began with personal introductions, an exploration of participants' backgrounds and their engagement with WFP, an explanation of the CSP evaluation, an assurance of neutrality and confidentiality, and a check on participant(s) willingness to proceed. The facilitator then emphasized that participation would have no negative effects on participant interests, and that anyone who did not wish to take part was free to withdraw from the interview at any time and without negative consequences. The facilitator also ensured the format of the meeting was clear, including the length of time that it was expected to take, and the nature of the questions that would be asked. In case of any questions or complaints about the evaluation, the contact points at both WFP and Mokoro were made clear.

Table 19. Interview guide for community-level stakeholders

Topic	Questions
Crisis response (cash/food distribution) and linkage to public works programme	
Targeting criteria and process	- How long have you been receiving cash/food assistance support from WFP? - Please detail how long you have received support? - How were you identified to receive this support? (Even if the ET is aware of the programme/intervention the interviewee benefited from, it is important that the information comes from the beneficiary)
Targeting issues/errors	Are the right people in your community being reached by this cash/food assistance support from WFP? If there are any gaps in who can receive this support, please explain.
Targeting of most vulnerable	- Who in your community receives cash/food assistance support from WFP? Are any of the following groups included: - Female-headed households - Youth - Orphans/vulnerable children - Elderly - People living with disabilities - The poorest members of your community - Persons living with HIV
Details on the support – cash/food assistance amount and restrictions	- Please describe the cash/food assistance support that you receive: - How much do you receive? - For how many months per year to you receive the support - On what date do you receive the transfer each month? - If you receive cash, do you receive any advice/guidance on what to spend the cash on? - If you receive a food, what food and how much is included in the distribution? - Was the support sufficient for yourself and your family?

Topic	Questions
Use of cash (items, consumption, savings, investment)	Please explain what you spend your transfer on. Does this vary between months or is it always the same?
Access to retailers	Do you have any issue in accessing retailers/markets to spend your cash? Are there any gaps in products that you can buy? Please explain.
Outcomes: food and nutrition security, livelihoods, behaviour change (nutrition knowledge)	- Please describe what changes you have seen specifically related to your: - Household income - Household food security - Negative coping strategies - Household ability to withstand shocks (climatic, Covid-19 etc) - Household access to nutritious foods - Knowledge of household about nutritious foods - Participation of household in different livelihood activities - Access of children in household to education - Role of women or men in your household decision making
Predictability and reliability of assistance	- Is the communication clear to you in explaining when and how much you will receive in your transfer? - Have there been any issues in receiving your transfer? Please explain and identify how these issues were resolved? - Are there any months when transfers were not received? Why was this the case?
Feedback mechanisms	- Who do you report any concerns/issues/challenges with? - How do you feedback if there are any issues? Who responds to your feedback? - How quickly do they respond to any feedback you share?
Links with other WFP interventions	- Are you/members of your household supported by any other WFP activities? Which ones? - How were you selected for these other activities? - How do these other activities support your livelihood?
Gender and inclusion	- Do you feel that WFP's programme considers the fact that women may have different needs than men? If so, how? - Do you feel that WFP's assistance has changed the position of women and girls? If so, how and in what way? (Depending on the context, this question may need a different phrasing)
Challenges	- Were there any tensions within the community or with the surrounding communities around the support delivered by WFP? Please explain. If this was the case did WFP (or the implementing partner) address these challenges promptly? - Do you have any other challenges faced that you wish to share?
Lessons and recommendations	- If WFP has to repeat this programme to other beneficiaries in the future, what advice could you give to make the programme even better? - Do you have any other recommendations for WFP activities going forward?
<i>Additional questions on assets, if relevant</i>	
Community involvement in selecting the type and location of asset (communal and household assets)	- Please describe to us how long the community have been involved in creation/maintenance of this asset? - How did the community involvement come about? Were the community involved in the selection and location of the asset? - Who from the community was involved in the decision making? - Could anything have been done differently in selecting the asset?

Topic	Questions
Involvement of different groups (men, women, elderly, people living with disability) in asset	• 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, PLWHIV involved in the committee? • Who is involved in creating/maintaining the asset? Are there men/women/elderly/youth/PLWD/PLWHIV involved? How were these people involved identified? • Do you believe that the right people were selected to be involved in activities related to this asset? Why?
Community contribution	• What is the community's role in creating/maintaining this asset? • How many hours does each community member contribute? • Are there any issues in ensuring community contribution to the asset?
Participation in training	• Have you received any training related to this asset? • Who provided you with this training? Was it the Government, WFP, or another provider? • What did the training involve? (content, number of hours, number of participants etc.)
Effectiveness of the training	• Was the training helpful? What could be done better? • What has the training helped you to achieve? • Is there any training that you/your community would benefit from that you haven't received?
Technical support mobilised to supervise construction of the assets	• Who supervised the construction of this asset?
Quality of the asset(s) created	• Please describe how the asset benefits your community and whether there are any issues with the asset? • If there are any issues, please explain the reasons (e.g. lack of maintenance, poor quality in initial design etc)?
Utilisation of the assets to improve livelihoods	• How has the asset benefitted your own individual households? • How has the asset benefitted your wider community? • Can you give any specific examples of how the asset has improved your own livelihood?
Quality of management of the assets	• How well does the management of the asset function? Are there any issues? • Who is responsible for ensuring the assets are well maintained? • Who does the community report any issues to if they arise? • What role do the Government play in the management of the assets? What role do WFP play in the management of the assets?
Impact of household/community food and nutrition security	• 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? • 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?
Sustainability of assets	• 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?
Support to smallholder farmers and linkages to school feeding market	
Selection criteria	• How long have you been involved in this programme? • How were you identified to be involved in this programme?
Links to other activities (internal and external)	• 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?

Topic	Questions
Relevance and effectiveness of support (training, inputs, and market linkages) provided	• Please describe the training that you have received. Who provided this training? What did it involve? When/how often did the training take place? • How useful was the training that you have received? • Was there any follow up to the training? How often/regularly was this received? • What has the training helped you to achieve on your farm? Please describe any changes in your agricultural practices as a result of training. • What other support have you received? When was this support received? • Has the support helped you access any new markets? Please describe. • 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? • Have you faced specific challenges in implementing the skills/knowledge/ systems? In what ways?
Types of support most valued	• 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?
Involvement of other partners (government, NGOs, private sector in activities)	• 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?
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	• Please describe what changes you have seen specifically related to your: ○ Household income ○ Household food security ○ Household ability to withstand shocks (climatic, Covid-19 etc) ○ Knowledge of agricultural practices ○ Access to markets/cooperatives ○ Overall production ○ Production of new/improved crops • Please describe your responses to the above and specifically the support received (and from whom) that led to this change.
Mainstreaming of nutrition (nutrition education / training and messaging) and gender (training etc)	• Have you received any messaging/training from WFP or the other partners relating to nutrition? Please explain what you have received?
Any changes in behaviour / practices as a result of the nutrition knowledge gained	• What benefit did this messaging/training bring? Did it result in any changes for you or your community?
Gender and inclusion	• Do you feel that WFP's programme considers the fact that women may have different needs than men? If so, how?
Challenges	• Do you have any other challenges faced that you wish to share?
Feedback mechanisms	• Who do you report any concerns/issues/challenges with? • How do you feedback if there are any issues? • How quickly do you receive a response to any feedback you share? Who is this response from?
Lessons and recommendations	• If WFP has to repeat effort for other beneficiaries in the future, what advice could you give to make the programme even better? • Do you have any other recommendations for WFP activities going forward?

Topic	Questions
Support to NCP caregivers/volunteers	
Overview of NCP/group	Can you briefly explain how the NCP is governed? Please explain the different roles of men and women in the NCP.
Overview of support	- Can you briefly explain how WFP (or the cooperating partner) have supported your community/NCP? When did the support start? What has it consisted of? - Is your community/NCP still receiving support from WFP (or from the cooperating partner)? - Has the support the community/NCP received been timely and sufficient? Were there any challenges for your entity in accessing the support? What explains these challenges?
Targeting of support	- How were beneficiaries receiving support through the NCP selected to be involved in the programme? - Are the right people in your community being reached by this cash/food assistance from WFP? If there are any gaps in who can receive this support, please explain. - Who in your community receives cash/voucher support from WFP? Are any of the following groups included: - Female-headed households - Youth - Orphans/vulnerable children - Elderly - People living with disabilities - The poorest members of your community
Details on the support – cash/voucher amount and restrictions	- Please describe the cash/food assistance support that beneficiaries receive: - What/how much do beneficiaries receive? - For how many months per year do beneficiaries receive the support? - On what date do beneficiaries receive the transfer each month? - If beneficiaries receive cash, do beneficiaries receive any advice/guidance on what to spend the cash on? - Has the support changed over time?
Predictability and reliability of assistance	- Is the communication clear to beneficiaries in explaining when and how much they will receive in each transfer? - Have there been any issues for beneficiaries receiving their transfers? - Please explain and identify how these issues were resolved? - Are there any months when transfers were not received? Why was this the case?
Training of community/beneficiaries	- Have you provided any messaging/training for beneficiaries relating to nutrition, agriculture, health, or anything else? Please explain what you have received? - How regularly is this messaging/training carried out? - What role did WFP play in this messaging/training that was provided? - What is the feedback from beneficiaries on this messaging/training? - Do you face any challenges in delivering this messaging/training? - What benefit did this messaging/training bring? Did it result in any changes for you or your community?

Topic	Questions
Outcomes for beneficiaries: food and nutrition security, livelihoods, behaviour change (nutrition knowledge)	• Please describe what changes you have seen in your community as a result of WFP support related to: ○ Nutritional intake of students (for girls, boys) ○ Educational attainment of students (for girls, boys) ○ School attendance (for girls, boys) ○ Nutritional balance of meals ○ Household income ○ Household food security ○ Household ability to withstand shocks (climatic, Covid-19 etc) ○ Household access to nutritious foods ○ Knowledge of household about nutritious foods ○ Participation of household in different livelihood activities ○ Access of children in household to education ○ Role of women or men in your household decision making
Participation in training	• Have you received any training from WFP? • Who provided you with this training? Was it the Government, WFP, or another provider? • What did the training involve? (content, number of hours, number of participants etc.)
Effectiveness of the training	• Was the training helpful? What could be done better? • In what ways, if any has the training/guidance/systems support changed the way in which you work within the NCP? • Are there things that your NCP does differently now as a result of support, inputs, training that WFP provided? Please provide examples comparing before and after? • What has the training helped you to achieve? • Is there any training that you/your community would benefit from that you haven't received? • Have you faced specific challenges in implementing the skills/knowledge/ systems? In what ways? • Overall are you satisfied with WFPs support to you as an individual? • Overall, are you satisfied with WFPs support to your NCP?
Inputs received	• Have you received any non-food items/inputs from WFP? Was WFPs support or inputs of the expected quality and duration? Did it arrive on time?
Gender	• Do you feel that WFP's programme considers the fact that women may have different needs than men? If so, how?
Feedback mechanisms	• Who do you report any concerns/issues/challenges with? • How do you feedback to if there are any issues? • Have there been any issues or problems that you were unhappy about? Was WFP or the implementing partner receptive to your comments? • Has WFP or the implementing partner ever asked you how useful the support was that you received?
Recommendations	• If WFP has to repeat effort for other beneficiaries in the future, what advice could you give to make the programme even better? • Are there any recommendations you would make to WFP for its future work?

Topic	Questions
Livelihood-support activities	
Overview of activity	• Can you please explain how you benefited from WFP's assistance? • What livelihood has WFP has supported you to engage in? • How was the livelihood activity selected? Is it an appropriate activity for you/your community? Why? • Please describe to us how long you have been supported by WFP? • How did your involvement come about? • Were the community involved in the selection of the livelihoods that have been supported? • Who from the community was involved in the decision making? • Could anything have been done differently in selecting livelihood?
Selection criteria	• How long have you been involved in this programme? • How were you identified to be involved in this programme? • Did all the people in need around you received this assistance from WFP? Equally, do you feel that certain people have benefited from WFP's assistance but did not need this assistance as much as other people that have not received any?
Links to other WFP activities (internal and external)	• 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?
Relevance and effectiveness of support (training, inputs, and market linkages) provided	• Please describe any inputs or training that you have received. • Who provided training? What did it involve? When/how often did the training take place? • How useful was the training that you have received? • Was there any follow up to the training? • What has the training helped you to achieve in your business/livelihood? • 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?
Types of support most valued	• 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?
Involvement of other partners (government, NGOs, private sector in activities)	• 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?
Results achieved from income generating activity (incomes, food security, knowledge and practices and markets)	• Please describe what changes you have seen specifically related to your: ○ Household income ○ Household food security ○ Household ability to withstand shocks (climatic, Covid-19 etc) ○ Participation of household in different livelihood activities ○ Knowledge of business practices ○ Access to markets/cooperatives ○ Overall production ○ Role of women or men in your household decision making • Please describe your responses to the above and specifically the support received (and from whom) that led to this change.

Topic	Questions
Mainstreaming of nutrition (nutrition education / training and messaging) and gender (training etc)	• Have you received any messaging/training from WFP or other partners relating to nutrition? Please explain what you have received?
Any changes in behaviour / practices as a result of the nutrition knowledge gained	• What benefit did this messaging/training bring? Did it result in any changes for you or your community?
Feedback mechanisms	• Do you have any other challenges faced that you wish to share?
Challenges	• Who do you report any concerns/issues/challenges with? • How do you feedback to WFP if there are any issues? • How quickly do they respond to any feedback you share?
Lessons and recommendations	• Do you have any recommendations for WFP activities going forward?

Interview template

Date of Interview:		MN #:	
Location:			
Team members present:			
Notes by:		Date completed:	
Interviewees			
Name (first name, last name)	m/f	Designation (position/unit)	Organisation

Background

Interviewee's general background; Nature and dates of interviewee's involvement with WFP Eswatini 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.

Annex VI. People consulted

Organization	F	M
WFP regional bureau in Johannesburg	7	8
WFP Eswatini	6	11
Government of the Kingdom of Eswatini	8	9
UN agencies	3	4
NGOs	2	3
Donors	2	1
Private sector and state owned enterprises	3	7
Total:	31	43

Annex VII. Performance measurement

302. CSP performance at the level of outcomes, outputs and cross-cutting indicators for 2020 to 2023, in relation to baseline and targets, has been analysed in the detailed matrices included in this annex. Data were gathered from the annual country reports to assemble these matrices. They provided an overview of which indicators are disaggregated by gender and location and the extent to which baseline values were recorded against the different indicators.

303. Across the years of the CSP, there have been ten cross-cutting indicators that have been reported against, which appear in the annual country reports, all of which are disaggregated by gender. Sixteen outcome indicators and 39 output indicators have reported data for at least one year during the CSP and of those, four outcome indicators and nine output indicators were disaggregated by gender.

Table 20. Outcome results (2020-2023)

Outcome Indicator	Data availability				Activity Category	Target /Location	Base Value	2020		2021		2022		2023		End-CSP target	Gender Disaggregated
	2020	2021	2022	2023				Target	Follow-up	Target	Follow-up	Target	Follow-up	Target	Follow-up		
SO 01: Vulnerable populations in shock-affected areas are able to meet their basic food and nutrition needs during times of crisis																	
Activity 01: Provide food and/or cash transfers to food insecure populations affected by shocks, including children																	
Resident (in Lubombo and Hhohho); Eswatini; Cash																	
Consumption-based Coping Strategy Index (Average) (Cash)					General Distribution	Lubombo and Hhohho	17.08	≤13	6.63	≤11.5	11.5	≤11.5	14	≤11.5	10	≤10	Yes
Consumption-based Coping Strategy Index (Average) (Food)					General Distribution		17.16			≤16.5	16.5	≤16.5	9	≤15.5	0	≤10	Yes
Food Consumption Score: Percentage of households with Acceptable Food Consumption Score (Cash)					General Distribution	Lubombo and Hhohho	65.2	≥77	86	≥88	88	≥88	66	≥88	74	≤20	
Food Consumption Score: Percentage of households with Acceptable Food Consumption Score (Food)					General Distribution		46.6			≥60	73	≥60	72			≥84	
Food Consumption Score: Percentage of households with Borderline Food Consumption Score (Cash)					General Distribution	Lubombo and Hhohho	22.4	≤20	≤15	≤11	10	≤11	23	≤11	23	≤20	
Food Consumption Score: Percentage of households with Borderline Food Consumption Score (Food)					General Distribution		39			≤30	19	≤30	24			≤13	
Food Consumption Score: Percentage of households with Poor Food Consumption Score (Cash)					General Distribution	Lubombo and Hhohho	12.4	≤3	≤8	≤1	2	≤1	11	≤1	3	≤3	
Food Consumption Score: Percentage of households with Poor Food Consumption Score (Food)					General Distribution		11			≤10	8	≤10	4			≤3	
SO 02: Smallholder farmers, particularly women, have enhanced capacities to supply structured markets with nutritious foods by 2024																	
Activity 02: Strengthen the capacities of smallholder farmers, articularly women, to supply nutritious foods to structured markets, including schools																	
Smallholder Farmers; Eswatini;																	
Food purchased from regional, national and local suppliers, as % of food distributed by WFP in-country					Smallholder agricultural market support	Eswatini	35.4	50	65	≥67	49	70	87	≥67	80	80	
Percentage of targeted smallholder farmers reporting increased production of nutritious crops, disaggregated by sex of smallholder farmer					Smallholder agricultural market support	Eswatini	0	≥50	17.6	50	8					≥50	Yes
Percentage of targeted smallholders selling through WFP-supported farmer aggregation systems					Smallholder agricultural market support	Eswatini	0	≥50	30	≥65	77.5	≥80	44			≥100	Yes
Value and volume of smallholder sales through WFP-supported aggregation systems: Value (USD)					Smallholder agricultural market support	Eswatini	105,489	≥435,768 .87	163,366	≥163,366.06	202718.75	163,366.06	28,303.70			≥435,768 .87	
Value and volume of smallholder sales through WFP-supported aggregation systems: Volume (MT)					Smallholder agricultural market support	Eswatini	181.95	≥1,112.3 1	640.92	≥640.92	693.5	640.92	84.35			≥1,112.3 1	
Strategic Outcome 03 : Vulnerable populations, particularly women, children, adolescent girls and PLHIV, have access to integrated and shock-responsive social protection systems by 2030																	
Activity 03: Provide evidence and strengthen national systems and capacities to design and implement nutrition-sensitive and shock-responsive social protection programmes, including school feeding																	
School children; Eswatini;																	
Attendance rate (new)					School feeding (on-site)	Eswatini	99	≥99		≥99						100	Yes
SABER School Feeding National Capacity						Eswatini	1					2	1				
Partnerships Index						Eswatini	3					5	4				
Number of people assisted by WFP, integrated into national social protection systems as a result of WFP capacity strengthening						Eswatini	55,000		52,683		52,683	55,000	53,335				

Table 21. Output results (2020–2023)

Output #	Output Indicator	Data Available?				Output Category	Beneficiary Indicator	Unit	Target Value	2020				2021				2022				2023			
		2020	2021	2022	2023					Results	% achieved	Gender?	Target Value	Results	% achieved	Gender?	Target Value	Results	% achieved	Gender?	Target Value	Results	% achieved	Gender?	
SO 01: Vulnerable populations in shock-affected areas are able to meet their basic food and nutrition needs during times of crisis																									
Activity 01: Provide food and/or cash transfers to food insecure populations affected by shocks, including children																									
A.1	Beneficiaries receiving cash-based transfers					Resources transferred	All	Individual	77,000	75,593	98%	Yes	209,100	88,398	42%	Yes	63,719	29,930	47%	Yes	75,860	54,812	72%		
A.1	Beneficiaries receiving food transfers					Resources transferred	All	Individual	30,000	65,214	217%	Yes	30,000	68,741	229%	Yes	30,000	34,605	115%	Yes					
A.2	Food transfers					Resources transferred		MT	1,253	808	64%		2,482	2,353	95%		1,241	1,297	105%		616	26.31	4%		
A.3	Cash-based transfers					Resources transferred		US\$	6,921,328	4,841,139	70%		6,989,851	3,782,077	54%		1,375,552	711,743	52%		3,407,040	1,710,553	50%		
A.4	Commodity Vouchers transfers					Resources transferred							1,004,640	0	0%		1,004,640		0%		615,222		0%		
B1.1	Quantity of fortified food provided through conditional or unconditional assistance					Resources transferred															41		0%		
D.1.3	Number of additional country specific assets constructed, rebuilt or maintained by targeted households and communities, by type and unit of measure																								
Strategic Outcome 02 : Smallholder farmers, particularly women, have enhanced capacities to supply structured markets with nutritious foods by 2024																									
Activity 02: Strengthen the capacities of smallholder farmers, particularly women, to supply nutritious foods to structured markets, including schools																									
C: Smallholder farmers benefit from evidence-based and well coordinated policies and programmes to improve productivity and incomes																									
E*: Local populations benefit from improved knowledge in behavioural and agricultural practices to enhance production and consumption of diversified, nutritious foods																									
F: Smallholder farmers , particularly women, benefit from improved knowledge and strengthened capacities in climate-smart agriculture practices, marketing and post-harvest management to improve productivity, livelihoods and food and nutrition security																									
A.10.1	Total value (USD) of individual capacity strengthening transfers					Resources transferred		US\$													5,000	22,918	458%		
C.5*.2	Number of training sessions/workshop organized					Capacity development and technical support		Training session	4	2	50%		4	2	50%		2	2	100%						
C.6*.1	Number of tools or products developed					Capacity development and technical support		Unit	3	0	0%		3	0	0%		2	4	200%		5	3	60%		
C.7*.1	Number of national institutions benefitting from embedded or seconded expertise as a result of WFP capacity strengthening support (new)					Capacity development and technical support		Number	25	17	68%		30	18	60%		7	15	214%						
E*.4.1	Number of people reached through interpersonal SBCC approaches (male)					Social and behaviour change communication (SBCC) delivered		Number	700	1,235	176%	Yes	1,235	1,020	83%	Yes	1,235	100	8%		5,000	1,915	38%		
E*.4.2	Number of people reached through interpersonal SBCC approaches (female)					Social and behaviour change communication (SBCC) delivered		Number	1,750	1,515	87%	Yes	1,750	1,539	88%	Yes	1,750	226	13%						
F.1.53	Number of smallholder farmers supported by WFP					Purchases from smallholders completed		Individual	800	663	83%		800	672	84%		673	336	50%			115		Yes	
F.2.1	Total membership of supported smallholder farmer aggregation systems (Male)					Purchases from smallholders completed															40	20	50%	Yes	
F.2.2	Total membership of supported smallholder farmer aggregation systems (Female)					Purchases from smallholders completed															40	22	55%	Yes	
F.4*	Number of trainings provided to smallholders farmers																								
G.10.1	Number of people benefiting from assets and climate adaptation practices facilitated by WFP's Risk Management activities (overall)																				500	631	126%		

Output #	Output Indicator	Data Available?				Output Category	Beneficiary Indicator	Unit	2020				2021				2022				2023			
		2020	2021	2022	2023				Target Value	Results	% achieved	Gender?	Target Value	Results	% achieved	Gender?	Target Value	Results	% achieved	Gender?	Target Value	Results	% achieved	Gender?
Strategic Outcome 03 : Vulnerable populations, particularly women, children, adolescent girls and PLHIV, have access to integrated and shock-responsive social protection systems by 2030																								
Activity 03: Provide evidence and strengthen national systems and capacities to design and implement nutrition-sensitive and shock-responsive social protection programmes, including school feeding																								
C: Smallholder farmers benefit from evidence-based and well coordinated policies and programmes to improve productivity and incomes																								
E*: Targeted communities, including PLHIV, caregivers of children and adolescents access knowledge and adopt practices that will improve their nutritional status and contribute to enhanced nutrition outcomes																								
N*: Targeted school children, including out of school orphans and vulnerable children receive nutritious school meals throughout the year linked to local sources to meet their basic food and nutrition needs and support access to education																								
A.1	Beneficiaries receiving food transfers					Resources transferred	All	Individual	24,392	24,859	102%	Yes	24,392	24,392	100%	Yes	24,392	24,392	100%	Yes	24,392	24,324	100%	Yes
A.1	Beneficiaries receiving food transfers					Resources transferred	Children (pre-primary)	Individual	55,000	52,683	96%	Yes	55,000	52,683	96%	Yes	38,500	53,553	139%	Yes	55,000	54,662	99%	Yes
A.2	Food transfers					Resources transferred		MT	4,139	2,422	59%		4,139	2,133	52%		3,279	1,961	60%		4,521	1,803.76	40%	
A.1.22	Number of beneficiaries reached as a result of WFP's contribution to the social protection system					Resources transferred		MT									79,362	77,945	98%		157	74.11	47%	
B.1.1	Quantity of fortified food provided					Resources transferred											338	163	48%					
C.4*1	Number of government/national partner staff receiving technical assistance and training					Capacity development and technical support		Individual	150	50	33%		150	103	69%		846	700	83%					
C.4.g.2	Number of people engaged in capacity strengthening initiatives facilitated by WFP to enhance national stakeholder capacities contributing to Zero					Capacity development and technical support		Number												900	180	20%		
C.4.g.4	Number of school administrators and officials trained or certified					Capacity development and technical support		Number												50	50	100%		
C.4.g.5	Number of teachers/educators/teaching assistants trained or certified					Capacity development and technical support provided		Number												100	463	463%		
C.5*.2	Number of training sessions/workshop organized					Capacity development and technical support provided		Training session	3	1	33%		3	2	67%		4	6	150%		25	36	144%	
C.5*.1	Number of technical assistance activities provided					Capacity development and technical support provided		Unit	5	4	80%		5	6	120%		5	5	100%					
C.7*.1	Number of national institutions benefitting from embedded or seconded expertise as a result of WFP capacity strengthening support (new)					Capacity development and technical support provided		Number	10	12	120%		15	10	67%		8	20	250%					
C.5*.2	Number of training sessions/workshop organized					Capacity development and technical support provided		Training session	3	3	100%		4	3	75%		3	2	67%		20	22	110%	
C.7*.1	Number of national institutions benefitting from embedded or seconded expertise as a result of WFP capacity strengthening support (new)					Capacity development and technical support provided		Number	2	2	100%		4	2	50%		3	2	67%					
C.16.g.3	Number of governmental institutions engaged in WFP capacity strengthening activities (National data & analytics)					Capacity development and technical support														10	13	130%		
C.16.g.1	Number of academic institutions engaged in WFP capacity strengthening activities					Capacity development and technical support														1	2	200%		
C.16.g.3	Number of governmental institutions engaged in WFP capacity strengthening activities (Smallholder agricultural market support activities)					Capacity development and technical support														2	9	450%		
E*.4.1	Number of people reached through interpersonal SBCC approaches (male)					Social and behaviour change communication (SBCC) delivered		Number	232,884	466,083	200%		300,000	700,171	233%		315,000	67,997	22%					
E*.4.2	Number of people reached through interpersonal SBCC approaches (female)					Social and behaviour change communication (SBCC) delivered		Number	289,299	578,879	200%		350,000	193,990	55%		385,000	79,228	21%					
N*.1.1	Feeding days as percentage of total school days					School feeding provided		%	100	100	100%		100	100	100%		100	90	90%		99	100	101%	
N*.6.1	Number of children covered by Home-Grown School Feeding (HGSF)					School feeding provided		Number	24,392	24,392	100%		24,392	24,392	100%		24,392	24,392	100%		24,392	24,324	100%	
N.7.1	Number of schools supported through the home-grown school feeding (HGSF) model					School feeding provided														50	50	100%		
N.8.1	Number of producers/smallholder farmers supplying schools					School feeding provided														130	0	0%		

Table 22. Cross-cutting results (2020–2023)

	Cross-cutting indicator	Data Availability				Activity	Target/Location	Base Value	2020			2021			2022			2023			End CSP Target
		2020	2021	2022	2023				Target	Follow-up	Gender Disagg?	Target	Follow-up	Gender Disagg?	Target	Follow-up	Gender Disagg?	Target	Follow-up	Gender Disagg?	
Nutrition integration indicators	Nutrition integration indicators																				
	Percentage of WFP beneficiaries who benefit from a nutrition-sensitive programme component							50										50	58.98	Yes	50
	Percentage of people supported by WFP operations and services who are able to meet their nutritional needs through an effective combination of fortified food, specialized nutritious products and actions to support diet diversification							50										50	58.98	Yes	50
	Environmental sustainability indicators																				
	Proportion of field-level agreements (FLAs)/memorandums of understanding (MOUs)/construction contracts (CCs) for CSP activities screened for environmental and social risks							0										>80	0		
Gender equality indicators	Improved gender equality and women’s empowerment among WFP-assisted population																				
	Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality/ Decision made by men					Act 01	Resident (in Lubombo and Hhohho); Eswatini; Cash	12	5	5	Yes	≤5	11.25		≤5	12		30	34		5
	Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality/ Decision made by women					Act 01	Resident (in Lubombo and Hhohho); Eswatini; Cash	9	5	5	Yes	≤5	18.75		≤5	66		50	66		5
	Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality/ Decision made jointly by men and women					Act 01	Resident (in Lubombo and Hhohho); Eswatini; Cash	79	90	90	Yes	≤90	70		≤90	22		20	0		90
	Protection indicators	Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity																			
Proportion of targeted people having unhindered access to WFP programmes (new)						Act 01	Resident (in Lubombo and Hhohho); Eswatini; Cash	0	100	94		100	91		100	99	Yes				100
Proportion of targeted people receiving assistance without safety challenges (new)						Act 01	Resident (in Lubombo and Hhohho); Eswatini; Cash	0	90	96		≥97	97		≥95	93	Yes				90
Proportion of targeted people who report that WFP programmes are dignified (new)						Act 01	Resident (in Lubombo and Hhohho); Eswatini; Cash	0	90	95		≥95	95		≥95	97	Yes				≥90

	Cross-cutting indicator	Data Availability				Activity	Target/Location	Base Value	2020			2021			2022			2023			End CSP Target
		2020	2021	2022	2023				Target	Follow-up	Gender Disagg?	Target	Follow-up	Gender Disagg?	Target	Follow-up	Gender Disagg?	Target	Follow-up	Gender Disagg?	
Accountability to affected population indicators	Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences																				
	Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)					Act 01	Resident (in Lubombo and Hhohho); Eswatini; Cash	88.9	90	95	Yes	95	70		≤100	87	Yes				100
	Proportion of project activities for which beneficiary feedback is documented, analysed and integrated into programme improvements					Act 01	Resident (in Lubombo and Hhohho); Eswatini; Cash	0	100	100		100	100		100	100	Yes				100
	Country office has a functioning community feedback mechanism																				
	Country office has an action plan on community engagement																				

Annex VIII.Evaluation timeline

Phase 1 – Preparation		By Whom	Date	Revised Dates
	Draft ToR cleared by Department of Education (DoE) or Deputy Director of Education (DDoE) and circulated for comments to country office and to long term arrangement (LTA) firms	DoE/DDoE	5 October 2023	
	Comments on draft ToR received	Country office	12 October 2023	
	Proposal deadline based on the draft ToR	LTA	15 February 2024	
	LTA proposal review	Evaluation Manager (EM)	28 February 2024	
	Team selection and decision memo submitted	EM	7 March 2024	
	Contracting evaluation team/firm	Procurement	13 March 2024	
Phase 2 - Inception				
	Team preparation, literature review prior to inception briefing	Team	14–25 March 2024	
	Inception briefings	EM + Team Leader (TL)	8–12 April 2024	
	Submit draft inception report (IR)	TL	10 May 2024	
	Office of Evaluation (OEV) quality assurance and feedback	EM	17 May 2024	
	Submit revised IR	TL	24 May 2024	
	IR review and clearance	EM	30 May 2024	
	IR clearance	DoE/DDoE	07 June	
	Final IR	TL	14 June	26 June
	EM circulates final IR to WFP key stakeholders for their information and post a copy on intranet.	EM	28 June 2024	

Phase 3 – Data collection, including fieldwork				
	In country and remote data collection	Team	8-25 July	
	Exit debrief (ppt)	TL	25 July	
	Internal team analysis workshop	Team	3 September	
	Preliminary findings debrief	Team	12 August	5 September
Phase 4 - Reporting				
Draft 0	Submit high quality draft ER to OEV (after the company's quality check)	TL	16 October	9 October
	OEV quality feedback sent to TL	EM/QA2/RA	23 October	15 October
Draft 1	Submit revised draft ER to OEV	TL	30 October	23 October
	OEV quality check	EM/QA2/RA	6 November	28 October
	Seek clearance prior to circulating the ER to internal reference group (IRG)	DoE/DDoE	11 November	November 5
	OEV shares draft evaluation report with IRG for feedback	EM/IRG	15 November	November 11
	Comments received from IRG	IRG		November 20
	Consolidate WFP comments and share with Team	EM/RA		November 22
	Learning workshop (in country or remote)	TL/EM	25-26 November	6–7 February 2025
	Submit revised draft ER to OEV based on WFP comments, with team responses on the matrix of comments.	ET	29 November	9 December
Draft 2	Review draft 2	EM/ RA/QA2	6 December	11 December
	Submit final draft ER to OEV	TL20	13 December	13 December
Draft 3	Review draft 3	EM	18 December	20 December
	Seek final approval by DoE/DDoE	DoE/DDoE	December/ January	26 February 2025
SER	Draft Summary Evaluation Report	EM	January 2025	March 2025
	Seek DoE/DDoE clearance to send summary evaluation report (SER)	DoE/DDoE	January 2025	April 2025

	OEV circulates SER to WFP executive management for information upon clearance from OEV Director	DoE/DDoE	January 2025	April 2025
Phase 5 - Executive Board (EB) and follow-up				
	Submit SER/recommendations to Corporate Planning and Performance Division (CPP) for management response + SER to EB Secretariat for editing and translation	EM		
	Tail end actions, OEV websites posting, Executive Board (EB) Round Table etc.	EM		
	Presentation of summary evaluation report to the EB	DoE/DDoE	<u>November 2025</u>	<u>November 2025</u>
	Presentation of management response to the EB	D/CPP	<u>November 2025</u>	<u>November 2025</u>

Annex IX. Capacity strengthening outcomes related to school feeding

304. The following table summarizes some of the key outcomes observed under SO2 and SO3 related to school feeding. Outcomes have been categorized according to the level of contribution from WFP. A strong contribution is defined as a direct link between the result and a WFP intervention, where WFP initiated the work or the central concept, or ensured its endurance (a necessary contribution), and has contributed since then. A medium contribution describes cases where the WFP contribution may not have been necessary for the results to occur but has increased the magnitude of the results; or where its contribution was necessary at some point, but other actors have since taken a leading role.

Domain of capacity strengthening	Outcomes observed	Activities and outputs	External factors and other explanations for outcome	WFP contribution to outcome	Comments on sustainability
Individual Domain	<u>Medium results:</u> Overall, there has been an enhanced capacity of HGSF pilot school staff as a result of training received by WFP. Staff were able to recall key practices relating to the way the schools store, prepare and serve their food that demonstrated practices had changed since the introduction of the HGSF pilot. For example, utensils are now properly cleaned before and after eating. In addition, HGSF monitoring showed positive results as a result of training received on rice preparation. ²¹² However, monitoring has shown some gaps in relation to food quality evidencing the	Throughout the T-iCSP and CSP, WFP conducted trainings for MoET personnel, including inspectors, headteachers, cooks and school feeding focal staff. This training focused on staff from the 50 pilot schools under the HGSF programme, but also included staff in schools under the national school feeding	No significant inputs from other partners, although FAO provided some input into food management training in 2020. Comparable training by the MoET under the national school feeding programme not taking place.	<u>Strong contribution:</u> WFP has played a significant role in the financing and delivery of capacity strengthening in schools, as part of commitments made of USD 50,000 to provide capacity strengthening activities under the HGSF pilot in 2020. ²¹⁵ WFP capacity strengthening provided to schools is seen by MoET to be particularly relevant to school needs. Due to	The MoET emphasized the need for continuous capacity strengthening of school staff to reinforce training and to factor in turnover in staff. WFP is seen as an ongoing partner to the MoET for targeted capacity strengthening

²¹² WFP Eswatini (2023) Joint Evaluation of linking Smallholder Farmers to the Home-grown School Feeding Market in Eswatini 2019-2021 (Final) Decentralized Evaluation Report. October 2023.

²¹⁵ WFP and MoET (2020) Memorandum of Agreement between the Ministry of Education and Training and the World Food Programme, Eswatini Country Office, 2020.

Domain of capacity strengthening	Outcomes observed	Activities and outputs	External factors and other explanations for outcome	WFP contribution to outcome	Comments on sustainability
	need for additional and ongoing training of cooks in food preparation. ²¹³ In addition, resource constraints meant that training has not been regularly delivered to schools outside of the HGSF pilot.	programme when resources allowed. Training focused on food quality and safety (including storage and handling practices), meal preparation (including cooking demonstrations of Japanese rice), gender equality and protection from sexual exploitation and abuse (PSEA). Across years, WFP did not meet target number of staff trained: in 2020, 700 staff (846 planned) received training under the support to school meals; in 2021, 103 received training (150 planned); and in 2020, 50 received training (150 planned). ²¹⁴		government budget constraints, it is unlikely that training would have taken place without WFP financial and technical inputs; the Government have been unable to scale up training across the national school feeding programme.	activities at the school level.

²¹³ WFP Eswatini (2023) Joint Evaluation of linking Smallholder Farmers to the Home-grown School Feeding Market in Eswatini 2019-2021 (Final) Decentralized Evaluation Report. October 2023.

²¹⁴ WFP Eswatini annual country reports (2020, 2021 and 2022).

Domain of capacity strengthening	Outcomes observed	Activities and outputs	External factors and other explanations for outcome	WFP contribution to outcome	Comments on sustainability
Organizational domain	Weak results: Insufficient systems in place to collect quality monitoring data on the HGSF pilot in Eswatini. The monitoring and evaluation framework for the HGSF pilot had significant gaps. The framework lacked an integrated approach to monitoring a full set of outcomes related to food distribution and consumption, and nutritional results, as well as agricultural output and food security of smallholder farmers. Rather, monitoring consisted of separate data collection methods that did not facilitate the pilot to be monitored as a whole. Critical gaps also included data related to the costs and efficiencies of the HGSF model. Although capacity of school staff on data collection and entry has been strengthened, enabling schools to provide monthly reports to WFP, this largely met the needs of WFP internal monitoring systems for accountability purposes and was not integrated into the Government's own monitoring systems. In addition, training of teachers and the provision of	From 2020, WFP provided support to school feeding monitoring and tools under the HGSF programme pilot, including the design of a monitoring and evaluation framework, design of data collection tools, the procurement of mobile devices for data collection in the 50 pilot schools (2021), and the training of focal teachers in data collection and entry.	A HGSF pilot steering committee was established to coordinate HGSF project implementation at its highest level; however, stakeholder engagement in the committee varied, and delays and limitations in decision making affected project progress. In particular, the project objectives and vision were not clearly outlined during operationalization of the project by the steering committee, affecting the design of the monitoring framework. ²¹⁶	Medium contribution: WFP was designated responsibility to lead the monitoring and evaluation of the HGSF programme under the MoU with the MoET. ²¹⁷ However, limited capacity at the country level to support a comprehensive monitoring framework limited the ability of WFP to sustain technical support to quality monitoring under the HGSF programme.	Design of monitoring tools for the HGSF pilot did not sufficiently involve MoET staff to ensure full government ownership; data collected from schools under the HGSF pilot largely met needs of WFP internal monitoring systems for accountability purposes and systems were not put in place to meet government requirements to facilitate a transition to full government ownership.

²¹⁶ WFP Eswatini (2023) Joint Evaluation of linking Smallholder Farmers to the Home-grown School Feeding Market in Eswatini 2019-2021 (Final) Decentralized Evaluation Report. October 2023.

²¹⁷ WFP and MoET (2020) Memorandum of Agreement between the Ministry of Education and Training and the World Food Programme, Eswatini Country Office. 2020.

Domain of capacity strengthening	Outcomes observed	Activities and outputs	External factors and other explanations for outcome	WFP contribution to outcome	Comments on sustainability
	tablets has not resulted in the timely submission of data from schools, due to the burden of the data collection tool on staff.				Sustainability of data collection from schools challenged by the burden the data collection tool places on already stretched staff, as well as challenges with WFP-provided tablets and data not being used for the intended purposes.
	Strong results. Increased ownership of evaluation and a better understanding of evaluation methodologies and practices within the MoET , compared to previous jointly managed evaluations, as a result of training received by ministry staff. The training resulted in joint ownership of the management response and tracking of recommendations as a result of the HGSF pilot final evaluation.	In 2022, MoET staff received evaluation training at WFP headquarters in Rome to build capacity on managing evaluations. WFP managed joint evaluations with the MoET, including the Joint Evaluation of National School Feeding Programme (2019) and Joint MTE and Final Evaluation of the HGSF pilot (2021/2022)	No inputs from other partners.	Strong contribution. WFP contribution ensured strong engagement and joint ownership of the HGSF pilot evaluation by the MoET.	No comments.

Domain of capacity strengthening	Outcomes observed	Activities and outputs	External factors and other explanations for outcome	WFP contribution to outcome	Comments on sustainability
Enabling Environment	Medium results: Enhanced government commitments for school feeding in Eswatini are visible, but these have not yet translated into stable financing for school feeding. As a result of training on the SMP PLUS tool, MoET created a series of costed nutritious menus for traditional and HGSF schools, which supported MoET to advocate for an increase in the school feeding budget based on the cost of a nutritious menu. In 2023, there was a commitment from Government to increase the school feeding budget to cover the revised food basket by 30 percent from SZL 49.4 million to SZL 64.4 million. However, the budget increase has not yet been realized in schools as the budget line is not protected and therefore it has been used for other education expenditure. A decision was taken by parliament to join the School Meals Coalition in August 2023 and the Government has since been committed to drafting the country's four commitments on school feeding, relating to policy, financing, evidence and data, and programme design and coverage. Joining the School Meals Coalition is seen as an opportunity to drive commitment from the highest level of Government to school feeding. Although the School Meals	In 2023, with the support from RBJ, WFP Eswatini provided trainings on the School Meals Planner (SMP) PLUS tool to MoET staff, other government entities, United Nations partners and NGOs. WFP also held a series of meetings with senior MoET staff and the cabinet to advocate for the benefits of joining the School Meals Coalition for Eswatini. Once the country joined the coalition in 2023, WFP subsequently supported MoET to convene a stakeholder consultation to draft the country's four commitments on school feeding, relating to policy, financing, evidence and data, and programme design and coverage.	No significant inputs from other partners. MoET was unaware of the SMP PLUS tool and the School Meals Coalition prior to introduction by WFP. While WFP introduced the School Meals Coalition and convened stakeholder consultations, the Government led and took ownership of the decision to join the School Meals Coalition and the subsequent drafting of the commitments on school feeding. The MoET also used training provided by WFP to independently develop the costed menu and advocate	Strong contribution: The introduction of the SMP PLUS tool and the School Meals Coalition responded to request from MoET for WFP to support MoET to advocate to the Government to ring-fence and ultimately increase funding for school feeding in the country. WFP were seen by government stakeholders to have played a critical role in linking the Government with international expertise and networks of which the Government may not have otherwise been aware.	Stakeholders were clear that the Government has led the drafting of the commitments under the School Meals Coalition and that once the commitments have been approved, the Government will be accountable and responsible for reporting on progress under the commitments. Long-term commitments to increase budget allocated to school meals will not be seen until the Government ensures the school meals budget is protected and not reallocated to other priorities within schools.

Domain of capacity strengthening	Outcomes observed	Activities and outputs	External factors and other explanations for outcome	WFP contribution to outcome	Comments on sustainability
	Coalition has not yet resulted in any changes in the enabling environment for school feeding, stakeholders were clear that the School Meals Coalition is an important step forward.		for school feeding budget. Delays have been seen in getting cabinet approval of the School Meals Coalition commitments, largely as a result of national elections in September 2023.		

Annex X. Mapping of findings, conclusions and recommendations

List of Findings

Finding 1	The CSP was well aligned with a comprehensive and robust analysis of the causes and extent of food insecurity. Evidence from the T-ICSP and preceding WFP programmes was well used in formulating strategic objectives and activities, but limited evidence was available to support the design of innovative CSP activities.
Finding 2	The Eswatini CSP was well aligned with national policies, and regular interaction with key ministries helped to ensure alignment with strategic priorities. CSP has been aligned with the 2021-2025 UNSDCF in ways that reflect the comparative advantages of WFP among UN agencies.
Finding 3	The CSP identified potential synergies across social protection, crisis response and support to smallholder farmers. However, in practice the CSP remained relatively siloed as resourcing challenges limited the ability of WFP to fully develop the different CSP activities.
Finding 4	The CSP adapted well to respond to needs related to unanticipated shocks including drought, COVID-19 and food price hikes. The partial pivot back to crisis response was appropriate given the scale of needs.
Finding 5	WFP used evidence to appropriately target the most food insecure groups in its implementation plans. Women and people affected by HIV-AIDS were also identified as highly vulnerable to food insecurity, but there was little specific attention to people living with disabilities.
Finding 6	Unconditional food assistance provided by WFP credibly improved the food security of crisis-affected populations at scale - although this was compromised by resource limitations later in the CSP. Conditional food assistance also contributed to improved short-term food security, but did not contribute to building resilience.
Finding 7	The support to the home-grown school feeding farmer groups had limited success in mobilizing partners to raise agricultural productivity and the amount of food purchased on behalf of pilot schools fell short of targets. Learning from this pilot, a revised approach in partnership with key parastatals, is being trialled to improve effectiveness and sustainability.
Finding 8	Livelihood support to smallholder farmer groups to build resilience and address the nutritional effects of HIV-AIDS has had mixed effectiveness at community level. Climate change was inconsistently considered in the design and implementation of interventions. The approach remains small-scale and lacks a pathway to scale up good practices.

Finding 9	WFP strived to support the development of a framework for shock-responsive social protection. However, fiscal pressures have muted government interest in expanding social assistance and stronger partnership with the World Bank is key.
Finding 10	WFP played a key role in strengthening national capacities for school feeding, including promoting HGSF, contributing to improved quality of school feeding, menu planning and monitoring. WFP successfully advocated to increase the school feeding budget and improve accountability through joining the School Meals Coalition.
Finding 11	The provision of food to neighbourhood care points provided an important safety net for orphans and vulnerable children. However, the long-term future of neighbourhood care points is uncertain given WFP funding constraints and slow progress in building national ownership. Efforts to increase self-reliance of the care points through agricultural production are not yet sustainable.
Finding 12	WFP made important contributions to strengthening national capacities for disaster management with support for: the vulnerability assessment committee process; disaster management policies and guidelines; establishing a capacity to use drones; the uptake of electronic cash transfers; and other initiatives
Finding 13	WFP provided support to strengthen Government capacities to design and deliver livelihood activities. The 3PA tool was successfully piloted to improve community engagement in design, but partnerships for implementation were incomplete and prospects for sustainability low. WFP successfully supported the development of the Agricultural Integrated Information System (AIIS) which has been operationalised.
Finding 14	The overall contribution of the CSP to improving food security and nutrition in Eswatini has been modest and limited by resource constraints or the ability to influence other actors to replicate good practices.
Finding 15	Initial investments made in GEWE analysis and internal capacities were unevenly mainstreamed into CSP activities. Resource constraints and lack of partnerships meant that attention on GEWE and inclusion was not maintained.
Finding 16	Although efforts have been made to mainstream GEWE across the CSP in line with WFP corporate commitments, the ambition to produce gender-transformative results across programmatic areas has not been met.
Finding 17	The design and implementation of the CSP broadly respected the relevant principles. In line with the principle of humanity, there was evidence that WFP had sought to treat people humanely and assist them with dignity and respect. Impartial assistance was provided according to need, although more could have been done to ensure inclusion of all vulnerable groups. The principles of independence and neutrality were less relevant in the context of Eswatini.
Finding 18	The CSP responded to nutritional challenges with a mix of direct nutritional support and mainstreaming of nutrition messages, but outcomes were not monitored. A lack of nutritional expertise in the CO reduced attention to nutrition in the later stages of the CSP.

Finding 19	The main exit strategy for WFP was seen to lie in transitioning responsibilities to a shock-responsive national social protection system. Overall progress towards this goal has been slow, although there have been important contributions to sustainably strengthening capacities for disaster management and school feeding.
Finding 20	The CSP included innovative approaches to working across the nexus, through strengthened social protection and building resilience. However, progress in both areas remains nascent.
Finding 21	Periodic resource constraints led to breaks in the food pipeline and scarcity of funds delayed implementation. WFP has yet to fully expend the limited resources available. The COVID-19 pandemic, civil unrest and WFP procurement processes all contributed to implementation delays.
Finding 22	Measures to improve cost-efficiency included reducing food procurement costs, although the most efficient transfer modalities have not always been used as a result of donor resource restrictions. Slow adjustment of staffing levels to reflect changes in programming have compromised efficiency.
Finding 23	The shortage of resources has been a major constraint to the delivery of the CSP. While SO1 and feeding of children in NCPs and schools has attracted some resources, SO2 and SO3 have failed to attract sufficient support, leading to an unsustainable reliance on multilateral funding.
Finding 24	WFP has made efforts to identify new sources of funding from Government, adaptation and other global funds and from the private sector. However, these efforts have not yet succeeded in securing support.
Finding 25	WFP established a range of strategic and operational partnerships that contributed to the efficiency, effectiveness and sustainability of CSP activities. Partnerships were stronger in the areas of disaster response and school feeding and could be usefully strengthened and developed in areas of social protection and support to smallholder farmers.
Finding 26	An ambitious CSP coupled with limited financial resources, has left CO staff over-stretched. Staffing has not aligned well with the strategic shift to upstream policy support.
Finding 27	There has been good monitoring across the CSP at the output level. However, measuring country capacity strengthening outcomes and capturing evidence from pilots to inform upstream policy work has been challenging. Resource constraints and uneven submission of data from partners have constrained monitoring. Good practices were also noted, including the use of decentralized evaluations.

Mapping of conclusions and supporting findings

Conclusion 1	The severity and persistence of food insecurity and malnutrition justifies the continued engagement of WFP in Eswatini. Furthermore, the CSP pivot towards strengthening national capacities was appropriate, with a particular focus on strengthening social protection systems.	F1, F2, F3 F5,
Conclusion 2	WFP has been able to demonstrate good results in supporting country capacity strengthening where it established the right enabling conditions. Effective capacity strengthening was strongly associated	F10, F12, F13

	with strong government partnerships and where WFP has been able to offer relevant technical expertise. Conversely, gaps in these enabling conditions contributed to limited progress in other areas of country capacity strengthening.	
Conclusion 3	Building resilience to climate change and livelihoods was highly relevant to the context. However, the approach lacked an integrated, strategic approach to building climate resilience or a vision on how the activities could be brought to scale.	F8,
Conclusion 4	WFP may have a continuing role in direct food distributions in future major emergencies, but the role in ongoing annual feeding is less clear. WFP needs to partner in ways that build, rather than undermine, national responsibilities and capacities.	F4, F6, F11, F19
Conclusion 5	Gender equality and empowerment of women is central to achieving food security in Eswatini, but not consistently mainstreamed during implementation. Given the established effects of gender inequality on food insecurity this proved a missed opportunity. Attention to gender, and other cross-cutting issues of inclusion and nutrition, was heavily compromised by a lack of dedicated expertise in the country office.	F15, F16
Conclusion 6	The broad ambitions of the CSP were poorly aligned with limited funding opportunities. Efforts to attract longer-term support from the Government and from new sources of financing had limited success. Better evidence of the effectiveness of WFP interventions would have been helpful in supporting resource mobilization.	F23, F26, F27

Mapping of recommendations vs conclusions

Recommendation 1	WFP should conduct a thorough assessment of potential resources and calibrate the design of any future CSP against a pragmatic assessment of probable resource availability.	C1, C5, C6
Recommendation 2	WFP should continue to support capacity strengthening of national authorities to own and sustain school, and pre-school feeding.	C2, C3
Recommendation 3	In partnership with the GoKE, WFP should define a value proposition including the areas of climate change adaptation and social protection	C1, C3, C4, C5

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Abbreviations and acronyms

3PA	Three pronged approach
AIIS	Agriculture Integrated Information System
AAP	Accountability to affected people
ACR	Annual Country Report
AfDB	African Development Bank
AIDS	Acquired immunodeficiency syndrome
APP	Annual performance plan
BERCS	Baphalali Eswatini Red Cross Society
BR	Budget revision
CANGO	Coordination Assembly of NGOs
CBT	Cash-based transfers
CCA	Common country analysis
CCS	Country capacity strengthening
CEQAS	Centralized Evaluation Quality Assurance System
CFA	Cash assistance for assets
CFI	Centre for Financial Inclusion
CFM	Complaints and feedback mechanism
CO	Country office
COMESA	Common Market for Eastern and Southern Africa
COMET	Country Office Tool for Managing Effectively
COMFWB	COMESA Federation of Women in Business
COVID-19	Coronavirus disease
CP	Cooperating partner
CPB	Country Portfolio Budget
CRF	Corporate Results Framework
CSO	Civil society organization
CSP	Country Strategic Plan
CSPE	Country Strategic Plan Evaluation
DG ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations
DPMO	Deputy Prime Minister's Office
EB	Executive Board
ECCDE	Early childhood care, development and education
EM	Evaluation Manager
EQ	Evaluation Question
ET	Evaluation Team
FbP	Food by prescription
FFA	Food assistance for assets
FGD	Focus group discussion
FLA	Field-level agreement
GBV	Gender-based violence
GDP	Gross domestic product
GEEW	Gender equality and empowerment of women
GII	Gender Inequality Index

GoKE	Government of the Kingdom of Eswatini
GTP	Gender transformation programme
HGSF	Home-grown school feeding
HIV	Human immunodeficiency virus
HQ	Headquarters
ICA	Integrated Context Analysis
IFI	International financial institutions
IPC	Integrated Food Security Phase Classification
IR	Inception Report
IRG	Internal Reference Group
KII	Key informant interview
KPI	Key performance indicator
LMIC	Lower middle-income country
M&E	Monitoring and Evaluation
MoA	Ministry of Agriculture
MoET	Ministry of Education and Training
MoH	Ministry of Health
MoU	Memorandum of understanding
mt	Metric tons
MTAD	The Ministry of Tinkhundla Administration and Development
MTR	Mid-Term Review
NBP	Needs-based plan
NCP	Neighbourhood Care Point
NDMA	National Disaster Management Agency
NERCHA	National Emergency Response Council on HIV/AIDS
NGO	Non-governmental organization
NMC	National Maize Cooperation
ODA	Official development assistance
OECD-DAC	Development Assistance Committee of the Organisation for Economic Co-operation and Development
OEV	Office for Evaluation
OVC	Orphaned and vulnerable children
PDM	Post-distribution monitoring
PLHIV	Persons Living with HIV and AIDS
PSEA	Protection from Sexual Exploitation and Abuse
PLWD	Persons Living With Disabilities
RBJ	Regional Bureau in Johannesburg
RVAA	Regional Vulnerability Assessment and Analysis
SABER	Systems Approach for Better Education Results
SADC	Southern African Development Community
SBCC	Social and behaviour change communication
SDG	Sustainable Development Goal
SEA	Sexual Exploitation and Abuse
SER	Summary Evaluation Report
SF	School Feeding
SMLP	Smallholder market-led project
SMP	School meals planner

SO	Strategic Outcome
SR	Strategic Results
T-ICSP	Transitional Interim Country Strategic Plan
TB	Tuberculosis
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNESWA	University of Eswatini
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework
USAID	United States Agency for International Development
VAC	Vulnerability Assessment Committee
VAM	Vulnerability Analysis and Mapping
VNR	Voluntary National Review
WFP	World Food Programme
ZHSR	Zero Hunger Strategic Review

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