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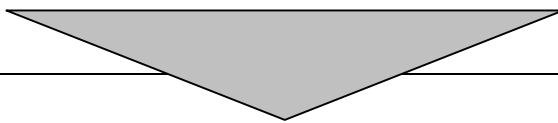
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SUMMARY REPORT OF THE MID-TERM EVALUATION OF COUNTRY PROGRAMME— LESOTHO (2000–2002)

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Note to the Executive Board



This document is submitted for consideration to the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Executive Summary



At the request of the regional bureau and Maputo Cluster Manager, an evaluation was undertaken in October 2001 to review the status of the 2000–2002 Country Programme (CP) for Lesotho, which was approved by the Executive Board in October 1999, and to examine the reasons for its delayed implementation. Although the basic CP agreement between WFP and the Government of Lesotho had been signed in January 2000, no agreements for the CP's constituent activities were operational at the time of the mission's visit.

The overriding emphasis within the Lesotho Country Programme was on the school feeding activity, which accounted for 82 percent of the CP's total approved costs. The three other constituent activities, two of which were also in the education sector, had not been sufficiently pre-appraised at the time of the CP's approval, and were essentially no more than project ideas.

The country office undertook formal appraisal efforts for the three relatively minor constituent activities during 2001. This process revealed a number of weaknesses related to the feasibility of the proposed activities, and policy concerns about the appropriateness of the target groups *vis-à-vis* the new Enabling Development policy. The integration of gender issues into the proposed activities was also of concern to the mission.

Faced with these difficulties and lacking adequate capacity, the country office was unable to reformulate the CP. The Government has had a limited sense of ownership over the CP, and problems were apparent in the government coordination mechanisms. In future, WFP needs to ensure that any new activities described in CPs are adequately pre-appraised.

Given Lesotho's status as a low-income, food-deficit country (LIFDC) and its vulnerability to food insecurity, food aid will continue to be an appropriate resource for the country. If a country programme approach is to be maintained in a small country such as Lesotho, then a sustained level of support, particularly in the area of human resources, will be required. Otherwise, a less ambitious project approach, based on a core school feeding project, with additional activities undertaken as and when appropriate, may offer the best alternative.

Draft Decision



The Board takes note of the recommendations contained in this evaluation report (WFP/EB.3/2002/6/1) and of the management action taken so far, as described in the associated information paper (WFP/EB.3/2002/INF/11). The Board encourages further action on these recommendations, with considerations raised during the discussion taken into account.



SCOPE AND METHODS OF THE EVALUATION

1. An evaluation mission¹ visited Lesotho between 11 and 27 October 2001. The mission was undertaken at the request of the regional bureau and the Maputo Cluster Manager to evaluate progress made to date in implementing the Lesotho CP, to examine the difficulties being experienced with the transition to a country programme approach and to make recommendations concerning the CP's future development. The mission made use of the standard terms of reference (TOR), which have been applied to first-generation CP evaluations, as a means of identifying key issues and ensuring comparability of results with other CP evaluations.
2. Specific objectives identified in the TOR included:
 - to assess the extent to which WFP's current development activities in Lesotho have been influenced by the country programme approach so that they constitute a recognizable CP;
 - to assess the extent to which WFP's systems and procedures for programme and project identification, design, budgeting, resourcing and implementation at both the Headquarters and field levels have enhanced or impeded the country programme approach;
 - to assess the extent to which the country programme approach in Lesotho has been a more effective tool than a project approach for preparing WFP's contribution to development;
 - to determine whether the ongoing development activities have been designed to make a direct contribution to the objectives of the CP;
 - to assess the extent to which the individual WFP activities represent recognized good practice in food aid (including the practices and principles recognized in the Enabling Development policy); and
 - to provide recommendations that can be used in the development of future Country Strategy Outlines (CSOs) and CPs and to provide accountability to the Executive Board.
3. Given the delayed start-up of the Lesotho CP, the mission needed to focus on the CP as it had been originally designed and conceived as well as on those factors that had delayed its implementation. Options for moving forward with the country programme approach in Lesotho have also been considered and recommendations formulated.

Evaluation Methods

4. The mission made use of standard programme evaluation methods. These included file and document reviews, expert judgement, key informant interviews, site visits, group meetings and direct observation of schools, informal training centres and child care centres, all of which had been proposed for activity coverage under the first Lesotho CP.

¹ The mission comprised an international team leader (economist), an international logistics expert, a local consultant (socio-economist) and an Evaluation Officer, WFP/Rome.



OVERVIEW OF THE LESOTHO COUNTRY PROGRAMME

Strategic Focus

5. The Country Programme and its constituent activities are based on the CSO for Lesotho, which was approved by the Board in January 1999. The Lesotho CP (2000–2002) was approved at the Board's October 1999 session with a total budget of US\$6.1 million. The CP targets some 138,600 people with a proposed food tonnage of 12,700 metric tons. The overall objective of the CP was stated as "enabling poor households to invest in human capital through education and training". Towards this objective, four basic activities were formulated, as follows:

⇒ *Food Assistance to Primary Schools (Basic Activity 1): US\$5.0 million*

6. This activity constitutes a continuation of WFP's long-standing school feeding assistance to the country. It seeks to improve the quality of education through improving child attention spans, stabilizing attendance rates and reducing drop-out rates. The focus is on alleviating short-term hunger through the provision of an early-morning snack and one meal per day. The number of schools targeted is 562, with the number of beneficiaries increasing from 99,000 pupils during the first year to 114,000 during the third year of the activity. In addition, it was foreseen that food assistance would be provided for another 19,000 pupils at 55 schools during the first year only. The activity covers the mountain areas of seven (out of ten) districts.

⇒ *Assistance to Early Childhood Development Centres (Basic Activity 2): US\$458,000*

7. The activity was designed to support the development of Early Childhood Development (ECD) centres, which target pre-school children under 5. ECD centres have since been renamed as Early Childhood Care and Development (ECCD) centres. The activity aims at developing ECCD centres in mountain areas, improving enrolment at the centres and reducing the prevalence of micronutrient deficiencies. To this end, two fortified meals a day would be provided for 180 days a year to children from 2 to 6 years old attending the centres. In total, some 13,000 to 15,000 pre-school children in 631 ECCD centres were expected to benefit from the intervention. The project was seen as a pilot, covering the mountain areas in four districts.

⇒ *Food for Capacity-Building (Basic Activity 3): US\$150,000*

8. The activity was intended to support the Government's policy of providing vocational training in food-insecure areas, which aims to increase the practical skills of poor men and women. The activity was later narrowed to basic education for herd boys as a result of the worsening employment situation of boys and men caused by declining job opportunities in South African mines. It was planned to provide food support to Learning Post Administrators (LPAs) and animators in food-insecure mountain areas to allow them to increase the number of education initiatives. It was intended that 350 volunteer LPAs/animators would benefit from food aid distribution, while 3,500 to 6,500 boys and girls in 300 communities were expected to benefit indirectly through increased training possibilities.



⇒ *Support to Disaster Preparedness and Mitigation (Basic Activity 4):* *US\$278,000*

9. The strategic focus of this activity was formulated as supporting disaster preparedness and mitigation initiatives through education and training. Later the goal was reformulated as reducing food insecurity by strengthening disaster preparedness and mitigation from the national to the local level. The immediate objectives were to enable poor households in disaster-prone areas to invest in training in community initiatives for disaster preparedness and mitigation, and to enhance the disaster-response capacity of the Disaster Management Authority (DMA) at the national and local level through greater participation of communities and other stakeholders. Foreseen activities were the development of springs to provide water for human consumption and gardens, the construction of ditches, the strengthening of local capacities to use food aid in response to disasters, and the provision of support to train district and village disaster management teams. The expected number of beneficiaries was 6,000 over three years. The activity was intended to cover disaster-prone and food-insecure communities in mountain areas in six districts.

ASSESSMENT OF COUNTRY PROGRAMME PERFORMANCE

10. At the time of the mission, the Country Programme was not operational and no food commodities had been called forward under the CP. WFP was continuing to provide food assistance to Lesotho under an extension in time of an old school feeding project (LES 3853.01), approved in 1995. The time extension was due to expire at the end of 2001, by which time the country office was hopeful that the necessary operational agreements for implementing two basic activities within the current CP (Basic Activities 1 and 4) would have been concluded with the Government.

Integration, Coherence, Concentration, Flexibility

11. Through the adoption of a country programme approach, a major corporate objective is to strengthen programming efforts in relation to integration, coherence, concentration and flexibility.² In this regard, the mission notes the following:
- **Integration:** the CP clearly fits in well with the priorities of the country itself, the United Nations Development Assistance Framework (UNDAF) and other donor activities. However, there is more scope for collaboration with other United Nations agencies regarding key CP objectives, key target groups (such as herd boys and other vulnerable groups) and the achievement of relief-development linkages.
 - **Coherence:** given that school feeding represents 82 percent of the CP's total cost, with two other education-related activities accounting for 10 percent (and a small

² These terms have been defined in the documentation on the country programme approach (CFA 38/P/6):

Integration: of WFP's development activities with the priorities and other activities of the country itself, and with those of the United Nations system and other donors;

Coherence: so that the elements of the WFP sub-programmes in each country relate closely to one another to achieve a clear purpose; the term also refers to the absence of any design elements in one activity/project that may work counter to achieving the objectives of another activity/project;

Concentration: better focusing on those households in chosen geographical areas that represent WFP's target groups;

Flexibility: allowing activities to be modified within the programme period in line with changing circumstances.



provision for disaster mitigation), it is difficult to argue that the Lesotho CP does not have a certain, albeit narrow, coherence. However, the higher-level CP objective is not stated in sufficiently clear and measurable terms, and it is not possible to distinguish adequately between objectives formulated at the level of the four basic activities and the intended outcomes at the CP level. The disaster-mitigation objectives formulated at the activity level are not fully reflected at the CP level.

- **Concentration:** all the proposed CP activities attempt to target specific geographical areas and groups widely recognized as vulnerable in Lesotho. The lack of an in-country vulnerability analysis and mapping (VAM) capability, however, has tended to restrict the shift towards the adoption of more-targeted approaches. There has been some recent success in undertaking a household-level survey that assesses coping capabilities in some sub-district-level areas affected by crop loss.
- **Flexibility:** the mission observed evidence of the added flexibility offered by the country programme approach, which it appreciated. The acting Country Director intended to make use of his delegated authority to transfer 10 percent of the value of the food resources from Basic Activities 1, 2 and 3 to a reformulated Basic Activity 4. The mission supports this initiative insofar as the proposed revision to Basic Activity 4 clearly offers better prospects for achieving the intended disaster-mitigation objectives of the activity.

Appropriateness of Food Aid

12. Lesotho remains a low-income, food-deficit country that is experiencing increasing levels of household food insecurity. Poverty is deepening, especially within the mountainous areas, and the country remains dependent on imports to cover 75 percent of its basic food needs. Land degradation, combined with a lack of available agricultural inputs (or the necessary resources with which to buy them at the household level), has resulted in a gradual decline in the average yield per hectare and in food production per capita. Household agricultural production can also routinely be affected by natural disasters such as droughts, early frosts and hailstorms, resulting in severe localized food shortages. More recently, HIV/AIDS has further complicated the vulnerability picture at the household level, with traditional social systems already reported to be at the breaking point in many areas. (The prevalence of HIV is estimated to be nearly 24 percent for the 15–49 age group, according to the UNDP Human Development Report, 2001.) As these trends are not expected to change in the near future, food aid should continue to be appropriate for Lesotho.

Country Office Management Support

13. Following the approval of the Country Programme in October 1999, the country office undertook the following appraisals:
- **Basic Activity 1 (school feeding):** The country office prepared a first draft of the activity summary in late 1999 and a draft operational contract was submitted to the Government in April 2000, but the contract was not finalized. In early 2001, it was decided to defer signature of the operational contract pending the outcome of a multi-donor school feeding evaluation. This was delayed, but is now taking place.
 - **Basic Activity 2 (Early Childhood Development Centres):** An appraisal of this activity was undertaken in early 2001. It concluded that the activity had serious design faults regarding the problem of accessibility by poorer families and the limited impact of food rations on nutritional status.



- **Basic Activity 3 (food for capacity-building):** An appraisal was undertaken in early 2001 and came to the conclusion that there was no evidence that food aid would increase access to education or that teachers were in particular need of food support.
 - **Basic Activity 4 (disaster preparedness and mitigation):** This activity was appraised in November 1999, and the country office presented the operational contract to the Government in early 2000 for approval and signature, but it was not signed until October 2001. A further appraisal has been undertaken, however, and concluded that some key implementation issues—including ownership and increased partnership—needed clarification.
14. The country office experienced difficulties in trying to reformulate the CP's activities in response to the appraisals. Throughout most of the period under review the country office faced serious capacity and staffing problems. For example, at the time of the mission's visit, the office had only one international professional staff member, namely the acting Country Director. The National Officer post had been vacant for almost one year. The Logistics Assistant post had been vacant for over ten months, resulting in poor follow-up on logistics matters.
 15. The mission observed a number of problems within the country office related to financial management matters and budgetary controls, which underlined weaknesses in the required skills within the country office.
 16. The country office did not always adopt a practical, problem-solving perspective on key issues, leaving many matters related to the CP's implementation unattended to for significant periods of time. Although backstopping in key areas was provided from the Maputo office, budgetary allocations and time constraints did not allow the regional bureau to make up for these fundamental weaknesses fully.
 17. During the period covered by this evaluation, considerable staff time within the country office needed to be dedicated to learning and applying many new financial, budgetary and reporting procedures being introduced at the corporate level. This reduced the amount of time available for CP-related matters. The resolution of problems related to an oversupply of vegetable oil to the school feeding project and to the late arrival of non-food items for a closed food-for-work project consumed much valuable management time, which might otherwise have been devoted to reformulating the CP.

Recommendations

- ⇒ WFP should fill all vacant staff positions within the country office as quickly as possible.
- ⇒ The country office and regional office should develop a plan of action to address weaknesses related to budgetary control, financial management and the sale of deteriorating vegetable oil; the country office should provide timely updates on the action plan for follow-up by the relevant oversight units within WFP.

Government Support and Coordination Arrangements

18. The Government was initially involved in the CP preparation through the Country Programme Committee in 1999. Government ownership of the process, however, appears to have been limited. No CPC meetings took place after the CP's approval. The



Government has also been slow in processing and finalizing basic activity summaries, which were prepared and submitted by the country office.³

19. The effectiveness of government support has been constrained by the large number of ministries and offices involved in the CP coordination process. This has resulted in a proliferation of communication channels and delegations of authority. There is also a diluted sense of responsibility on the part of any single entity. Both the CSO and the CP identify the Ministry of Development Planning as the coordinating agency for the CP; however, the ministry has officially designated the Ministry of Education (MOE) as the main implementing partner for WFP projects. While the Ministry of Development Planning communicates with the country office on policy matters, the Food Management Unit (FMU), within the Prime Minister's Office, is the main implementing partner for matters related to logistics, reporting and accounting.
20. The FMU provides logistical support for WFP commodities under the school feeding project extension. WFP delivers food to extended delivery points (EDPs), where storage is managed by the FMU. The timeliness of deliveries of foodstuffs from the EDPs to all the final delivery points (schools) remains problematic, despite a good network of warehouses at the district level, and there have been disruptions in supplies to schools, particularly those located in remote areas. The delayed presentation of updated school rolls by the Ministry of Education is a recurrent problem for timely logistics planning. About one third of the total of 562 schools is located in areas that have no access roads, and food is transported for the final part of its journey by pack animals. The non-availability of supporting documentation has sometimes delayed WFP's reimbursement to the FMU of internal transport, storage and handling (ITSH) costs.
21. The mission observed that relations between the FMU and the MOE were sometimes strained and that effective coordination arrangements had yet to be worked out.

Recommendations

- ⇒ The Country Programme Committee should be revived and should meet with appropriate regularity; the preparation of detailed Notes for the Record (NFRs) and an annual CPC report should be ensured.
- ⇒ Through the CPC, a review of the existing CP coordination arrangements should be initiated with a view to reducing the number of channels of communication and improving the effectiveness of coordination among different government ministries and offices.

United Nations and NGO Partnership and Coordination Arrangements

22. The adoption of the Common Country Assessment (CCA) and UNDAF has not in itself resulted in a refocusing of programme activities. The Country Programme was prepared in 1999 prior to both the CCA and the UNDAF, which were finalized in July 2000 and July 2001, respectively. WFP participated in the preparation of both documents. The UNDAF covers the period 2002–2007 and overlaps the planned period of the Country Programme. The current CP is not harmonized with that of UNDAF, but plans were being made at the time of the mission for a second Lesotho CP, retroactive to January 2002.

³ The mission was advised that the reason for the delay regarding the school feeding activity (Basic Activity 1) was the Government's wish that the multi-donor evaluation of the school feeding programme be concluded prior to entering into any new agreements with WFP. Originally scheduled for 2000, the assessment was subsequently delayed several times and eventually began after the CP evaluation mission had been conducted.



23. There is no clear evidence that the involvement of WFP in the CCA and UNDAF process has had any immediate impact in terms of more effective coordination and integration of the CP with those of other agencies. More time and effort are clearly needed. Nevertheless, the existence of a UNDAF opens up future possibilities for greater United Nations-wide programme coordination and integration, especially in the areas of common target groups (e.g. herd boys), household-based support strategies and HIV/AIDS.
24. Given the staff shortages within the country office, it has also proved difficult to develop collaboration strategies with non-governmental organizations (NGOs) as envisaged in the CP. None of the activities envisaged in this regard have thus far been implemented.

Recommendations

- ⇒ Any future Lesotho CP should be harmonized with the UNDAF.
- ⇒ Possibilities for joint activities in the field of household-based support, HIV/AIDS and support for herd boys should be explored.

Targeting

25. Technical appraisals of CP activities undertaken by the country office during 2000 and 2001 raised the concern that not all of the proposed food aid recipients under the CP could truly be considered as suffering from inadequate food consumption, a basic requirement of the Enabling Development policy. In the case of the proposed assistance to ECCD centres (Basic Activity 2), since parents are charged fees, children from the poorest households are not able to attend the centres. Moreover, in the case of Basic Activity 3, although herd boys are a food-insecure target group, the activity as originally proposed in the CP would have provided food aid to the volunteer teachers, who are not particularly food insecure. In light of these difficulties, the country office did not pursue the implementation of either activity as designed.
26. The ongoing school feeding project has achieved an element of targeting through the phasing out of assistance to schools in lowland areas. The Government's decision to establish free primary education has also been effective at increasing the number of very poor children who attend primary school, many of whom are now recipients of WFP food assistance.
27. The continued absence of an operational vulnerability analysis and mapping (VAM) capability within the country office is of particular concern, since effective geographic targeting of disaster-prone populations was one of the main intended benefits of Basic Activity 4. The VAM unit to which the Country Programme document refers does not exist. A coordinating platform, the Vulnerability Analysis Group (VAG), which is also mentioned in the document, has not met since the adoption of the CP. This is partly a result of the lack of a VAM capability within the country office. Such capability might have helped to provide leadership in building national capabilities.

Recommendation

- ⇒ A VAM capability should be established at the country level to support the CP process, the formulation of any future CP for Lesotho and the development of a national VAM capacity.



Meeting the Commitments to Women

28. The CSO, the CP and the draft operational agreements do not explicitly refer to WFP's Commitments to Women. The draft basic activity summary for Basic Activity 4 does make reference to women, but it was not clear to the mission whether the intended benefits would be the outcome of deliberate targeting efforts or the result of women's being in the majority in rural areas.
29. The remaining CP activities concentrate mainly on children. Although in many countries, gender issues coincide largely with a concern for women, this is not entirely the case in Lesotho. School attendance of girls is higher than that of boys. As a consequence, the gender gap in education primarily concerns boys. Many boys drop out of school at an early age to go to the mountains to become herd boys. The United Nations system considers the use of herd boys in Lesotho to be a form of child labour, and the UNDAF recognizes such boys as a common target group for intervention by United Nations agencies.

Recommendation

- ⇒ The country office should ensure that gender issues are addressed in all future operational contracts signed with the Government under the current CP.

Monitoring, Reporting and Accountability

30. Monitoring and reporting functions for the CP remain problematic. There is no system in place for assessing the performance of the CP based on a logical framework analysis or in relation to the indicators identified for monitoring in the annex of the original CP document. Moreover, proposed outcome indicators in the CP annex are not always consistently or logically related to basic activity objectives. There are no reporting procedures in place for the CP as a whole, and there has been no annual Country Programme Committee report, as planned in the original CP approval document.
31. Government reporting on the one operational school feeding project, LES 3853.01, is seriously delayed and often not in compliance with the plan of operations, especially as regards the provision of gender-disaggregated data. While reporting on food movements from EDPs has been quite good, there has been limited capacity within FMU/Maseru to process and compile the incoming data for the quarterly reports to WFP.

Recommendations

- ⇒ Practical solutions should be sought to resolve reporting difficulties and delayed audited accounts.
- ⇒ Gender-disaggregated reports on beneficiaries should be produced under the CP.

APPLYING THE ENABLING DEVELOPMENT POLICY

Current Activities/Projects, and Their Compatibility with Enabling Development

32. Based on the checklist presented in the 1999 document entitled *Time for Change: Food Aid and Development—Enabling Development in Practice*, the Lesotho CP demonstrates a low level of compatibility with the Enabling Development policy. Although the stated CP goal focuses on the development of human capital, which is consistent with the policy, the mission considers there to be a number of significant gaps. These include: limited



government ownership and support to the CP process; no operational VAM capacity at the country level; targeting deficiencies, such as not reaching the very poorest and/or those facing food consumption problems; lack of collaboration with non-governmental partners for increased effectiveness; limited use of participatory planning and monitoring tools; inadequate appraisal of basic activities in the initial CP design; and limited use of indicators.

REQUIRED ADJUSTMENTS AND POSSIBLE NEW ACTIVITIES

33. Given that the Lesotho CP is small in terms food commodities, there are limits to the amount of human and other resources that WFP can expect to deploy. One option would be not to proceed with the immediate preparation of a second CP and to revert—for a limited period of time—to a project approach. While continuing with one core project (school feeding), new pilot projects and initiatives could still be undertaken to the extent that capacity and food and human resources permit. Given WFP's constrained global development resources situation, this may be the most pragmatic approach.
34. Should it be decided to proceed with the preparation of a new CP, it will be important to ensure that the present capacity gaps in the country office are addressed. Emphasis needs to be placed on developing new partnership arrangements beforehand as a means of reaching food-insecure groups. Ensuring compatibility with both the Enabling Development policy and the Lesotho UNDAF must also be a priority.

⇒ *Food Assistance to Primary Schools (Basic Activity 1)*

35. The proposed approach is basically sound and consistent with the Enabling Development policy. However, there are notable weaknesses in the area of management, coordination and monitoring.

Recommendation

- ⇒ In order to ensure that adequate food resources are made available after 1 January 2002 for school feeding, urgent action must be taken to conclude an operational agreement with the Government as quickly as possible.

⇒ *Early Childhood Care and Development (ECCD) Centres (Basic Activity 2)*

36. The proposed activity does not target the poorest children because fees are charged at the centres. The home-based approach to the provision of early childhood care is still new, and there is the risk that the provision of food to these schemes could negatively affect the fee-charging centres.

Recommendation

- ⇒ The activity should not be undertaken as designed, and alternatives for reaching children under 5 should be explored. Should sufficient development food resources and capacity become available for undertaking new initiatives and partnerships, a pilot community-based supplementary feeding activity could be explored as an alternative means of reaching the most needy children.



⇒ *Food for Capacity-Building (Basic Activity 3)*

37. The activity as currently formulated foresees the provision of food to volunteer trainers at learning centres and not to the trainees, who are more likely to be food insecure.

Recommendation

- ⇒ This activity should not be implemented as foreseen under the current CP. Should sufficient resources and programming capacity become available, a small pilot activity providing food to households who agree to enrol and send herd boys to school could be considered. Close collaboration under UNDAF and with other United Nations agencies (e.g. UNICEF) needs to be explored.

⇒ *Support to Disaster Preparedness and Mitigation Initiatives (Basic Activity 4)*

38. Given the widely acknowledged design weaknesses of the activity, the approach should be modified. A targeted safety net, which provides food assistance to poor and food-insecure households periodically affected by natural disasters, would be a better approach.

Recommendation

- ⇒ This activity should not be implemented as originally formulated; the country office should continue with the new approach now being considered. In this context, the country office should finalize, sign and implement the operational contract for a revised Basic Activity 4 as soon as possible.

CONCLUSIONS

39. The CP was limited in scope and was based primarily on the continuation of a pre-existing school feeding project, which was to absorb 82 percent of approved resources. There was insufficient pre-appraisal of the other three minor activities and limited government interest and commitment to move the process forward, which meant that WFP needed to assume the leadership role.
40. Throughout most of the period under consideration, the country office was unable to provide the sustained level of support needed to implement the CP. The country office has not been adequately staffed. As a result, there was insufficient capacity and flexibility to undertake the reformulation of the proposed CP activities. Although a number of technical appraisal exercises undertaken by the country office revealed significant design problems, no significant reformulation exercise was undertaken, and the activities were instead kept “on hold”.
41. Food aid continues to be an appropriate development resource in Lesotho. The overall picture is one of deepening poverty and increasing vulnerability to food insecurity for significant segments of the rural population. If a programme approach is to be maintained as the way forward for Lesotho, the challenge will be to provide the sustained level of support needed, particularly in the area of human resources. Otherwise, a less ambitious project approach based on a core school feeding project, with other pilot activities added as and when appropriate and feasible, may represent the best alternative.



ACRONYMS USED IN THE DOCUMENT

CCA	Common Country Assessment
CP	Country Programme
CPC	Country Programme Committee
CSO	Country Strategy Outline
DMA	Disaster Management Authority
ECCD	Early Childhood Care and Development
ECD	Early Childhood Development
EDP	Extended delivery point
FMU	Food Management Unit
LIFDC	Low-income, food-deficit country
LPA	Learning Post Administrators
NFR	Notes for the record
NGO	Non-governmental organization
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VAG	Vulnerability analysis group
VAM	Vulnerability analysis and mapping

