



---

## **Lesotho Protracted Relief and Recovery Operation 200980**

### *Support to Drought-Affected Populations*

---

Number of beneficiaries: 263,226 (Male: 128,981, Female: 134,245)

---

Duration of project: 1 June 2016 – 31 December 2017

---

Gender marker code: 2A

---

WFP food tonnage: 15,667

---

#### **Cost (United States dollars)**

---

Food and related costs: US\$ 11,718,259

---

Cash-based transfers and related costs: US\$ 11,461,746

---

Capacity development and augmentation: US\$ 150,000

---

Total cost to WFP: US\$ 26,741,170

---

### **Executive summary**

Lesotho is a lower middle income country with a population of 1.9 million people. It ranks 162 of 187 countries on the 2014 United Nations Development Programme Human Development Index. The country continues to struggle with a range of persistent development challenges, including chronic poverty and high levels of unemployment. Food and nutrition insecurity is exacerbated by recurrent climatic shocks, chronic malnutrition and the world's second highest HIV and AIDS prevalence.

While agriculture is the main livelihood source for a majority of the rural population, the ability of Lesotho to produce its own food needs has declined in recent decades. This is largely the result of recurrent drought, soil infertility and land degradation. Together, these factors exacerbate vulnerability to recurrent shocks, and entrench food insecurity and undernutrition. Today, agriculture contributes only seven percent of Gross Domestic Product, down from 20 percent in 1983.

Compounded by the effects of poor rains since 2013, the country is currently facing what is expected to be its worst drought in decades, amid the impact of an El Niño event that will be felt through 2016 and into 2017. The result has been a sharp decline in food production and a failure to plant new crops by a large proportion of farmers.

In December 2015, the Government of Lesotho declared a state of emergency, the first country in Southern Africa to do so. A January 2016 Multi-Agency Drought Assessment

Team (MDAT) Rapid Drought Impact Assessment found that some 535,000 people were at risk of food insecurity. More recently, the June 2016 annual Lesotho Vulnerability Assessment Committee exercise estimates that 709,000 people across the country will be food insecure at the height of the 2016/17 lean season; of these, 491,000 people are believed to be in need of emergency assistance.

In response to the effects of the drought, this Protracted Relief and Recovery Operation 200980 will concurrently pursue immediate life-saving objectives and a longer-term vision around recovery, resilience and strengthening national response capacities.

The operation will support an estimated 263,236 vulnerable drought-affected people through:

- Monthly relief food assistance in priority locations to stabilise or improve food security and dietary diversity during the lean season;
- Food assistance for assets in areas recurrently affected by shocks to reduce disaster risks and strengthen resilience over time; and
- Technical assistance to the Government's national public works programme to become a more effective and shock-responsive safety net in the longer-term.

In line with the results of a March 2016 market assessment, assistance will be provided in the form of both food and cash-based transfers.

This operation is aligned to the 2013-2017 Lesotho United Nations Development Assistance Plan and the 2012-2017 National Strategic Development Plan. It contributes to WFP Strategic Objectives 1, 2, and 3, and Sustainable Development Goals 2, 5 and 17.

---

## Situation analysis

### Context

1. Lesotho is a small, mountainous lower-middle income country with a population of 1.9 million people. The country ranks 162 of 187 assessed on the 2014 United Nations Development Programme Human Development Index. It has a Gender Inequality Index value of 0.541, ranking it 124 of 155 countries in 2014.
2. Despite relatively strong economic growth in recent years, Lesotho continues to struggle with a range of development challenges, including chronic poverty and high levels of unemployment. Nearly 60 percent of the population lives below the poverty line<sup>1</sup> and 29 percent of the available labour force is unemployed<sup>2</sup>.
3. Lesotho is subject to recurrent climatic shocks which exacerbate vulnerabilities in affected areas. At 23 percent,<sup>3</sup> HIV prevalence is the second highest in the world.
4. The service industries are the largest contributor to Gross Domestic Product (GDP). Though the main livelihood source for a majority of the country's rural population, agriculture contributes only seven percent of GDP, down from 20 percent in 1983<sup>4</sup>. The decline of the agricultural sector results primarily from deteriorating weather conditions and related land degradation, reliance on cheap imports, and falling remittances from Basotho employed in South Africa which has reduced purchasing power for agricultural inputs.
5. The 2015-2016 El Niño event has resulted in the worst drought to be experienced across much of southern Africa in 35 years. Exceptionally poor or erratic rains for two, and in some cases three, successive years, extreme above-average temperatures and delayed planting have had a catastrophic impact on food production across the region.
6. In Lesotho, water shortages during the planting period were compounded by the cumulative impact of poor rainfall in previous years. During the 2014/15 agricultural season, the planted area dropped by 19 and 29 percent relative to the 2013/14 and 2008/9 seasons, respectively, when average conditions were experienced<sup>5</sup>. The result has been a sharp decline in cereal production.
7. In December 2015, the Government of Lesotho declared a state of emergency and launched an appeal seeking the support of development partners and the broader international community to address the effects of the drought.

---

<sup>1</sup> UNDP (2015) Human Development Report

<sup>2</sup> Ibid.

<sup>3</sup> UNICEF [http://www.unicef.org/infobycountry/lesotho\\_statistics.html](http://www.unicef.org/infobycountry/lesotho_statistics.html)

<sup>4</sup> UNDP (2015) Human Development Report

<sup>5</sup> Lesotho Vulnerability Assessment Committee (LVAC) 2015

TABLE 1: COUNTRY DATA	
Population	1,894,194
Gross National Income per capita (GNI)	3306
HDI ranking	161
UNDP Gender inequality index	0.541
Relevant education indicators, disaggregated by sex	Net enrolment rate: 75.8% Male : 74.4% Female: 77%
Relevant health indicators, disaggregated by sex	HIV prevalence: 23.3% Male: 18% Female: 26.7% TB and HIV co-infection rate is over 76% Over 111,000 on treatment

## The Food Security and Nutrition Situation

8. Lesotho is a net importer of food, relying on markets in neighbouring South Africa to supply an estimated 70 percent of its annual cereal requirements<sup>6</sup>. This leaves the economy highly susceptible to exogenous shocks.
9. Constraints on domestic agricultural production include limited use of irrigation, fertilizers, pesticides and hybrid seeds, weak extension systems, sub-standard marketing infrastructure, poor access to markets for small producers and insecure land tenure.
10. Lesotho experiences highly variable weather patterns, to which many subsistence farmers are vulnerable. These include recurrent drought, erratic rainfall, severe and frequent hailstorms and seasonal snow and frost.
11. Related land degradation is a major concern, particularly in southern parts of the country, threatening biodiversity and agricultural production and exacerbating food insecurity and poverty. The Food and Agriculture Organization of the United Nations (FAO) estimates that Lesotho loses 2 percent of its topsoil each year. Visible signs include the plethora of deep gullies found across the country. Unfavourable weather conditions (including intermittent heavy rains and drought) are key drivers, coupled with poor land use and planning practices, such as overgrazing and high population pressure on limited arable land.
12. Other factors undermining households' access to food include low incomes, poor health, high and variable food prices, lack of diverse income strategies, and weak social-support networks associated with the HIV pandemic.
13. Compounded by the effects of poor rains since 2013, the 2015-2016 El Niño event has resulted in the worst drought to affect Lesotho in decades. The result has been a sharp decline in food production. The 2016 Lesotho Vulnerability Assessment Committee (LVAC) Market Assessment and Crop Forecasting Report place maize production for the 2015/16 harvest at 35,000 mt, approximately half the 74,000 mt produced in 2014/15, already a poor season. Total cereal imports required to meet annual domestic consumption needs are estimated at 315,000 mt.
14. A January 2016 Multi-Agency Drought Assessment Team (MDAT) Rapid Drought Impact Assessment found that some 535,000 people affected by El Niño-related drought

<sup>6</sup> UNDP (2013) Human Development Report

---

across the country were at risk of food insecurity. The June 2016 annual LVAC exercise updated this figure, estimating that approximately 709,000 people across the country will be food insecure at the height of the 2016/17 lean season; of these, 491,000 people are believed to be in need of emergency assistance.

15. Unlike the failed harvest experienced in 2012, current food insecurity resulting from a loss of crops and livestock is exacerbated by local and regional food price increases and depreciation of the South African Rand, to which the Lesotho Maloti is fixed. In February 2016, the WFP monthly food price update revealed that the national average price of a 12.5 kg bag of maize meal was 34 percent higher than the five-year average for the same period.
16. Still, the June 2016 LVAC Market Assessment determined that markets in many affected councils are functioning well, with adequate integration, reasonable prices compared to seasonal averages, and sufficient storage capacity. Others have been isolated from the national food supply chain network and adequate availability of food cannot be guaranteed. Based on these findings, the assessment proposed specific councils in which cash- and/or food-based interventions to support affected populations would be most suitable.
17. The disaster's impact will be particularly severe on vulnerable communities affected by past poor growing seasons. These are expected to include a large number of women-headed households, which account for more than half of all households in Lesotho. Households headed by single mothers or women who are divorced, widowed or abandoned by their husbands are among those experiencing the highest levels of poverty. A large proportion are poor, particularly in rural areas, owing to lower incomes, fewer assets and greater risk of HIV infection, among other factors.
18. Lesotho is affected by high levels of stunting (at 33 percent nationally) and micronutrient deficiencies among children aged 6 to 59 months (particularly iron deficiency anaemia at 51 percent).<sup>7</sup> The prevalence of global acute malnutrition (GAM) remains low at 2.8 percent nationally. According to preliminary results from the 2016 LVAC there has been no change in GAM rate in drought-affected areas. Some reports have been received from the field indicating increased cases of acute malnutrition among young children and persons living with HIV (PLHIV).
19. Water scarcity has affected the normal functioning of hospitals, health centres and schools and has exposed the most vulnerable groups to water-borne diseases and other health-related problems. Of particular concern are persons living with HIV (PLHIV), pregnant and lactating women (PLW), children under the age of five years and the elderly. Preliminary results from the 2016 LVAC show a 9.1 percent prevalence of malnutrition among PLHIV in rural areas. Reduced access to water sources and traditional gender roles will also disproportionately affect women, increasing workloads as women may be forced to look further afield for potable water supplies.

---

<sup>7</sup> Demographic Health Survey, 2014

TABLE 2: FOOD SECURITY AND NUTRITION DATA (by sex)		
	Male	Female
Prevalence of food insecurity	39.9% <sup>8</sup>	40.2%
Global hunger index (GHI)	23.5% <sup>9</sup>	23.5%
Global food security index	Data not available	Data no available
Stunting prevalence (children under 5)	39% <sup>10</sup>	28%
Wasting/GAM prevalence/incidence (6–59 months)	2.6%	3.0%
MAM prevalence (6–59 months)	2.0%	2.4%
Prevalence of low BMI among women of reproductive age	N/A	2%
Prevalence of micronutrient deficiencies	Anaemia: 52.8% (boys under five)	Anaemia: 48.9% (girls under five) Anaemia: 27% (women)
Economic access to food	Data not available	Data not available

## Government

20. The Government's 2012-2017 National Strategic Development Plan (NSDP) elaborates a set of medium-term strategies to achieve its "Vision 2020", including developing key infrastructure, creating employment opportunities, reversing environmental degradation and adapting to climate change. It recognises the food and nutrition security challenges faced by Lesotho and has developed a range of policy frameworks to address them. These include the Food Security Policy (2005), Food Security Action Plan (2007-2017), National Disaster Risk Reduction Policy (2011) and Resilience Framework (2014). Together these focus on improving market infrastructure, remedying unsustainable land use practices, supporting smallholder farmers and improving the resilience of the rural poor.
21. In support of the objectives of the NSDP, the Government operates a range of safety net programmes addressing multiple social risks and vulnerabilities.<sup>11</sup> There is increasing appetite for support to strengthen these programmes in ways that will allow the Government to respond better to both chronic and acute food insecurity and other needs in future.
22. Key Government partners for this Protracted Relief and Recovery Operation (PRRO) 200980 include the Disaster Management Agency (DMA), the Ministry of Forestry and Land Reclamation, and the Ministries of Agriculture and Food Security, Social Development, Health, and Gender.

## Other partners

23. Lesotho is a United Nations 'Delivering as One' (DaO) self-starter country. WFP was a key architect of the 2013-2017 Lesotho United Nations Development Assistance Plan (LUNDAP). Both its long-term vision for Lesotho and this PRRO are aligned to LUNDAP outcomes concerning the delivery of basic services, reducing vulnerability to disasters and sustainably managing natural resources.

<sup>8</sup> Lesotho Vulnerability Assessment Committee 2016

<sup>9</sup> Global Hunger Index 2015, IFPRI

<sup>10</sup> All nutrition data in Table 2 are sourced from the Demographic Health Survey 2014 except for the Prevalence of low BMI which stems from the Demographic Health Survey 2009

<sup>11</sup> These include a national school feeding programme, CFA in support of public works (known as the *Fato-Fato*), child protection grants, old age pensions and cash grants for the destitute and people with disabilities.

24. In light of the deteriorating humanitarian situation in drought-affected parts of the country, a United Nations Humanitarian Country Team, chaired by the Resident Coordinator, has been established to ensure an effective collective response. This forum includes all United Nations agencies and non-governmental organisation (NGO) partners. The DMA, within the Prime Minister's Office, is responsible for overall response coordination. This structure works closely with the United Nations Disaster Risk Management Team (UN-DRMT).
25. In accordance with the principles of the DaO approach, WFP prioritizes strategic partnerships and work with the United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA), the Food and Agriculture Organisation of the United Nations (FAO), the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the World Health Organisation (WHO), the Lesotho Red Cross, World Vision, Catholic Relief Services and others to maximise coordination and complementarities within and across sectoral responses.

### **Alignment with strategies**

26. WFP's vision in Lesotho, as articulated in its 2012-2017 country strategy, is to support the Government to ensure the country's population is well nourished, healthy, educated and resilient to shocks. This PRRO supports this vision, pursuing a recovery and resilience-building approach and ensuring national and local ownership and sustainability.
27. The PRRO is aligned with the 2013-2017 LUNDAP and the 2012-2017 NSDP. It strengthens WFP's support to relevant pillars of national policies and plans addressing food and nutrition insecurity in Lesotho. It further addresses some persisting gaps in national responses, including limited capacity in emergency response.
28. The operation is driven by the results of the MDAT Rapid Drought Impact Assessment, which recommends integrating immediate and medium- to longer-term resilience approaches into responses, and identifies a series of actions over the next year and beyond (including food/cash assistance, community-based income generation, support for asset creation, and improving nutrition-sensitive approaches across sectors). It is integrated within the January 2016 Lesotho Drought Emergency Response Plan, which appeals to development partners to support immediate responses in the sectors of food security and agriculture, health and nutrition, water and sanitation, logistics and communication.
29. The operation contributes to WFP Strategic Objectives 1, 2, and 3, and Sustainable Development Goals (SDGs) 2, 5 and 17. WFP will implement the operation in accordance with global and national principles on gender equality and protection. In particular, it will support WFP's 2015-2020 Gender Policy and the Southern Africa Regional Gender Implementation Plan.
30. A planned duration of 19 months aligns PRRO 200980 to the lifespan of WFP's Country Programme 200369 for Lesotho, and the current NSDP and LUNDAP. Its planning horizon reflects that encouraged in the DMA Drought Emergency Response Plan and the MDAT Rapid Drought Impact Assessment.

TABLE 3: RESULTS HIERARCHY			
Strategic Objective	Strategic Result National Strategic Development Plan/LUNDAP	Activity (as per COMET)	Modality
Strategic Objective one: Save lives and protect livelihoods in emergencies	Reverse environmental degradation and adapt to Climate Change	General Food Distribution	Food and cash-based transfers
Strategic Objective two: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings	Reverse environmental degradation and adapt to Climate Change	Food Assistance for Assets	Food and cash-based transfers
Strategic Objective three: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs	Reverse environmental degradation and adapt to Climate Change	Technical Assistance	Capacity strengthening

## WFP Response

### Lessons learned

31. This PRRO follows WFP Immediate Response Emergency Operation (IR-EMOP) 200939, which provided unconditional cash-based transfers (CBT) to some 21,000 food insecure beneficiaries in priority affected locations between March and May 2016.
32. Its design acknowledges the recurrent nature of drought conditions in Lesotho, pursuing immediate food security, medium-term recovery and longer-term resilience and capacity strengthening outcomes. This approach was recommended by a 2015 mid-term evaluation of Country Programme 200369, which reiterated WFP's crucial role in emergency response, though in ways that more carefully consider longer-term vulnerabilities, and underscored the appropriateness of transitioning away from direct implementation over time.<sup>12</sup>
33. The December 2015 Integrated Context Analysis (ICA) found that a number of districts have been subject to multiple shocks in past years and experience high levels of recurring food insecurity. These areas are also among those hardest-hit by current drought conditions.<sup>13</sup> This recommended medium- to longer-term interventions that address seasonal food insecurity as required while improving prospects for recovery and resilience to future stressors.
34. As recommended by a 2015 Overseas Development Institute (ODI) evaluation of WFP's cash assistance for assets (CFA) pilot in Mohale's Hoek, a 2014 internal study of lessons learned from CBT activities implemented under previous drought Emergency Operation 200499, and the mid-term evaluation of the Country Programme, food assistance for assets (FFA) projects in Lesotho should be more carefully selected in accordance with specific community needs (including an understanding of gender-related vulnerabilities) and programme objectives. This PRRO acknowledges this recommendation and emphasises the identification of high-impact works with the potential to support households' livelihoods and strengthen the ability of communities to withstand future climate shocks (particularly droughts).

<sup>12</sup> See Mid-term Operation Evaluation of Lesotho Country Programme 200369, August 2015, OEV/2015/004

<sup>13</sup> Including Mohale's Hoek, Mafeteng, Thaba-Tseka, Qacha's Nek and Maseru



35. Similarly, simplicity, coherence and integration are key design principles to ensure that beneficiaries reap the full benefit of both short-term income transfers and longer-term impacts on resilience, food security, local ownership and strengthening of community systems to manage risks.
36. WFP mainstreams gender and protection considerations in this PRRO to ensure a do-no-harm approach.
37. Maximum complementarity is pursued with partner programmes. Information collection, quality, analysis and monitoring will be strengthened, in order to build a stronger evidence base for operational decision-making and strategic planning.

### **Activities and modalities**

38. WFP assistance through this PRRO is provided via three components. Across all, issues of nutrition, HIV/AIDS, gender and environmental sustainability will be integrated. Social Behaviour Change Communication (SBCC) messages (targeting both men and women, and already developed with the Ministry of Health) will be attached to all activities and will focus on infant and young child feeding (IYCF), diversified food consumption, maternal nutrition, sanitation and hygiene practices, childcare and HIV/AIDS. Men will be equally involved so that they are not marginalized from care responsibilities and are key stakeholders in the food and nutrition security of their families.
39. WFP will support capacity strengthening of community health workers, relevant ministry extension officers and village health centre workers to deliver IYCF messages and continuously monitor the nutrition situation through community outreach, active screening for acute malnutrition and rapid nutrition assessments. While the 2016 LVAC did not find a notable increase in GAM in drought-affected areas, WFP will consider instituting a nutrition-specific response if warranted. Particular attention will be given to the effects of the drought on families affected by HIV.
40. The selection of transfer modality has been informed by the results of the 2016 LVAC Market Assessment, which proposed district councils in which cash and/or in-kind food distributions would be most appropriate based on issues of market functionality, capacity and other considerations. It is estimated that approximately 40 percent of assistance will be provided in the form of CBT and 60 percent as food rations. Conditions will be monitored and WFP will retain adequate flexibility to shift between transfer modality as the situation warrants, and such decisions will be further informed by the results of monthly food price updates provided by WFP field offices. The choice of transfer modality will include a comprehensive gender analysis to ensure that the collection of assistance (whether in-kind or cash) does not add to the already high burden on women, and that decisions recognise the relative opportunity cost for women and the elderly.
41. Leveraging successful cooperation with the relevant service provider under previous IR-EMOP 200939, banks are the proposed delivery mechanism for CBT through this PRRO. Efforts to utilize other avenues to transfer cash-based assistance, such as mobile-money, will be explored.

### **Component One: relief lean season assistance**

42. This component seeks to meet the immediate food needs of food insecure drought-affected households in priority locations. A monthly household relief food or cash ration will be provided for up to 201,016 beneficiaries, to ensure access to minimum food needs and improved dietary diversity during the annual lean season.
43. Where possible and appropriate, participation in complementary low-tech activities, requiring few technical inputs and only unskilled or semi-skilled labour, will be encouraged to catalyse recovery. Specific examples may include repair and maintenance of water sources (such as check dams, which are a key source of irrigation at the community level), clearing of feeder roads, establishment of ‘keyhole’ gardens, and participation in nutrition and HIV-sensitive SBCC. Training activities to empower women will be encouraged. Where possible, household entitlements will be provided directly to women. Appropriate quality standards will be established and adhered to. This approach is in line with the Government’s May 2016 ‘Guide for Disaster Response’ which encourages beneficiary participation in the design and implementation of relief assistance.
44. WFP coordinated its initial response through IR-EMOP 200939 with FAO and NGOs,<sup>14</sup> to provide seeds and other agricultural inputs alongside CBT to food insecure households in two drought-affected districts in order to prepare for the next agricultural season. Under Component One of this PRRO, this approach will continue and will be scaled-up to the extent possible.<sup>15</sup>

### **Component Two: productive asset creation (FFA/CFA)**

45. This component aims to promote recovery and build longer-term resilience in areas recurrently affected by shocks (including current drought), by rehabilitating and creating productive assets that will gradually offset the need for food assistance during annual lean seasons.
46. In exchange for labour inputs into FFA and CFA schemes, a monthly food and/or cash ration will be provided to an estimated 186,630 food insecure beneficiaries,<sup>16</sup> concurrently meeting their immediate food needs.
47. Based on lessons learned from previous FFA/CFA programmes in Lesotho,<sup>17</sup> PRRO 200980 will prioritise the implementation of high-impact works schemes with a high worker-to-beneficiary ratio, that have the potential to support livelihoods, income generation and community resilience to withstand to impact of future climate shocks. These will require technical inputs and investment, sound design and sequencing, some skilled labour, and preparatory and follow-up support including maintenance.
48. As such, careful selection of activities and assets will take place in accordance with community needs and programme objectives. They will directly relate to the nature of the shock that has created dependence on food assistance, and will reduce labour demands on women where possible. It is expected that this component will focus on long-term assets

<sup>14</sup> WFP provided a monthly family cash ration to 21,000 beneficiaries in Mofeng’hoek and Mafeteng through IR-EMOP 200939; FAO, the Lesotho Red Cross, World Vision and CRS provided seeds and other complementary agricultural inputs to the same households.

<sup>15</sup> Discussions are ongoing with FAO and NGO partners to coordinate complementary activities in the same areas and at the same scale, subject to resource availability.

<sup>16</sup> Where households may be eligible for participation in FFA/CFA but are unable to contribute labour, assistance will be provided unconditionally.

<sup>17</sup> Including Mid-term Operation Evaluation of Lesotho Country Programme 200369, August 2015, OEV/2015/004

that contribute to: water source development, environmentally friendly and climate-smart technologies to improve crop/livestock productivity, income generation, and natural resource management. Target communities will also be trained in disaster-proofing practices and broader mitigation strategies.

49. Participants will be engaged in works schemes for longer periods<sup>18</sup> than past FFA/CFA programmes implemented in Lesotho, in order to ensure the creation of high-quality assets that have a long-lasting impact on resilience. This approach also intends to ensure greater predictability in the availability of assistance to address food insecurity among target households. Greater investment will be made in providing necessary technical and technological inputs in a timely manner. Activity sites will be located in closer proximity to target communities, with particular attention to women participants, in order to ensure that the benefit from assets is reaped to the fullest extent.
50. Work norms will be tailored to take into account gender and age sensitivities, to ensure a do-no-harm approach. WFP will coordinate closely with relevant Government entities, FAO and other partners to encourage complementary activities in the same locations to maximise impact, and to provide technical assistance and supervision to ensure that quality standards are met. Learning will be documented, for the benefit of WFP, partner and Government programmes going forward.

### **Component Three: technical assistance and national capacity strengthening**

51. This third component provides technical assistance to strengthen the operational and technical capacities of national actors and institutions, and support the Government's national public works programme to become a more effective and shock-responsive safety net.<sup>19</sup>
52. WFP will provide technical assistance and capacity strengthening services to the Ministry of Forestry and Land Reclamation's existing CFA public works *Fato-Fato* programme, providing safety net support to vulnerable communities nationwide. This assistance will focus on improving design, targeting (with an emphasis on reaching the country's most food insecure) and monitoring processes, as agreed with the Government.<sup>20</sup>
53. This component will initially be implemented on a pilot basis during the course of this PRRO, with a view to scaling up and replicating as feasible and appropriate, as part of a longer-term shift towards strengthening Government capacities to respond to chronic and acute food insecurity in Lesotho. WFP will also assist the Ministry in drafting revised guidelines for the *Fato-Fato* programme (including appropriate gender perspectives) which reflect the pilot's design and implementation processes and documents lessons learned.

### **Sustainability**

54. During 2016 and 2017, WFP plans to commission an independent review of food and nutrition insecurity in Lesotho. Results will inform the development of a new portfolio of WFP support in the country, which will align with the next NSDP and LUNDAP. This

---

<sup>18</sup> At approximately 4 months per participant household.

<sup>19</sup> As agreed with the Ministry of Forestry and Land Reclamation, aspects of the national public works programme could be improved, including the duration of assistance provided, targeting approach and monitoring system.

<sup>20</sup> These have been agreed and a Memorandum of Understanding between WFP and the Ministry is currently under preparation.

PRRO 200980 will contribute important learning to the process. Resilience building, technical assistance and capacity strengthening activities initiated by this operation but requiring longer-term investments will continue, in order to achieve objectives and ensure sustainability.

## Beneficiaries and targeting

55. Of the total 709,000 people across the country estimated to be food insecure at the height of the 2016/17 lean season by the 2016 LVAC, 491,000 are believed to be in need of emergency assistance. Through this PRRO, WFP will target up to 263,226 drought-affected food insecure beneficiaries; the balance will be assisted by ongoing Government safety net programmes and/or NGO responses.
56. For Component One, the most food insecure councils in drought-affected districts (identified by the 2016 LVAC using survival deficit thresholds) will be targeted, including parts of Quthing, Mohale's Hoek, Mafeteng, Maseru, and Botha-Bothe. WFP will assist acutely food insecure households, identified using a community-based targeting approach and on the basis of the following criteria: low level of food consumption; low level of household income; few assets; and not benefiting from any other food assistance and/or ongoing national safety net programme. Making use of the National Information System for Social Assistance (NISSA), WFP will coordinate closely with the Government and UNICEF to ensure that households benefiting from the ongoing Child Grant Programme (CGP) are not prioritised for WFP assistance when they receive CGP transfers.
57. Component Two productive asset creation activities will be undertaken in districts affected by current drought (identified by the 2016 LVAC) *and* subject to repeat shocks and experiencing high levels of chronic food insecurity (as identified by the December 2015 ICA).<sup>21</sup> In this way, geographic targeting and selection of assets will follow WFP's three-pronged approach, using the ICA, Seasonal Livelihood Programming (SLP) and Community-Based Participatory Planning (CBPP). In prioritised areas, WFP will target food insecure households using the same criteria as Component One *and* considering other important criteria for FFA/CFA programmes including the availability of labour capacity, as identified during the CBPP process. Community consultations will support women's equal participation in decision-making, and female participants will play an active role in the identification, implementation, use and maintenance of assets. WFP will strengthen Government, community and other partner capacities to implement district-level SLP and CBPP.
58. Component One will commence in June 2016 and conclude by the expected end of the lean season in March 2017. Component Two will commence in January 2017, in order for SLP, CBPP and other important planning and design processes to be undertaken in advance. As the operation intends to reach the most food insecure drought-affected households in prioritised locations, it is expected that some households assisted under Component One will, over time, be absorbed into Component Two.

Activity	Boys/Men	Girls/Women	Total
Component 1: relief lean season assistance	42,200	43,923	86,123

<sup>21</sup> Based on trend analysis and district profiling data.

Component 2: productive asset creation (CFA)	41,491	43,184	84,675
TOTAL	56,030	58,318	114,348*

\* Totals discount expected overlap between components over time

Activity	Boys/Men	Girls/Women	Total
Component 1: relief lean season assistance	56,298	58,595	114,893
Component 2: productive asset creation (FFA)	49,958	51,997	101,955
TOTAL	72,950	75,928	148,878**

\*\* Totals discount expected overlap between components over time

59. WFP currently operates Country Programme 200369 and two Trust Funds in Lesotho. Together, these provide: support to Government early warning systems and other preparedness capacities; nutritious school meals to pre-school and primary school children, including the construction of kitchens and stores; and nutrition support to prevent stunting among young children and provide treatment for acute malnutrition and safety net support to PLHIV and TB clients.
60. As such, while there will be geographic overlap with this PRRO, the nature and objectives of activities will be different and complementary. PRRO 200980 will address immediate life-saving needs while protecting gains made through other operations; by providing basic household food needs, it will support the nutrition-specific objectives of the Country Programme and discourage drop-out from schools. Some vulnerable, food insecure households affected by HIV and TB provided with safety net support through Country Programme 200369 may be engaged in training opportunities presented by this PRRO in overlapping areas, though no additional food assistance will be provided.
61. Gender differentiated needs and access to information are taken into account. Building on lessons learned from the IDS *Gender Innovations in the Field Programme*, WFP will continue to mainstream gender considerations in this PRRO and incorporate the “3R” approach to recognize, reduce and redistribute the workload of women by encouraging men to engage in greater care and work responsibilities. At the community level, childcare centres will be established to allow for equal participation of men and women in Components One and Two and to prevent adding to existing labour demands for women.

### **Nutritional considerations and rations/value of cash/voucher transfers**

62. Recognising that WFP assistance will represent the key source of basic food needs for beneficiary households, food and CBT rations provided through Components One and Two have been designed to provide a minimum 2,100 Kcal per person per day. The food basket (comprising maize meal, pulses and vegetable oil) and Kcal content aligns with common standards for all food assistance operations set by DMA.
63. At US\$60 per household, the monthly CBT value has been calculated on the basis of the average cost of providing a daily 2,100 Kcal per person, considering local dietary habits and market prices for key commodities. In addition, a monthly top up of US\$3 per household will be provided to cover transport costs from villages to banks in order for beneficiaries to collect their entitlements.

	Component One	Component Two	Component Three
Maize Meal	400	400	N/A
Pulses	60	60	
Vegetable Oil	20	20	
TOTAL	480	480	
Total kcal/day	2,100	2,100	
% kcal from protein	10.2	10.2	
% kcal from fat	13.3	13.3	
Number of feeding days/month	30	30	
Cash-based transfer (USD/person/day)	0.42	0.42	
Total kcal/day (from CBTs)	2,100	2,100	
Number of feeding days/month	30	30	

## Supply chain

64. Food markets in Lesotho are established, well integrated and functional. The Government does not impose import duties on processed commodities such as maize meal and cooking oil.
65. Commodity requirements will be sourced and procured from both regional and international markets, considering the availability of accredited suppliers and cost effectiveness. Owing to the extent of the current food security crisis in the country, purchases from local smallholder farmers are expected to be very limited.
66. International purchases will be shipped via Durban port in South Africa. All purchases will be transported through Maseru Bridge and delivered to a WFP-managed trans-shipment warehouse in Maseru. In cooperation with WFP, the Government's Food Management Unit (FMU) will deliver food and non-food items to final distribution points.
67. WFP Lesotho uses the corporate Logistics Execution Support System (LESS) to track the entire supply chain. WFP logistics staff working in field offices will provide technical assistance and support to FMU staff as required.
68. To guarantee the safety and quality of food purchased both internationally and regionally, a WFP-appointed service provider will inspect and conduct laboratory tests on all commodities.

## **Performance monitoring and evaluation**

69. In an effort to improve the evidence base for future operational and strategic decision-making, WFP will continue to use food security related data from the annual Government-led Community Household Surveillance (CHS) exercise. With the support of relevant Government departments, WFP will carry out on-site distribution monitoring monthly and post-distribution monitoring (PDM) on a quarterly basis, to track implementation and support evidence based decision-making throughout programme implementation. WFP will make use of digital devices to support the collection of data.
70. On-site distribution monitoring will ensure timely and safe distributions. Spot checks will be carried out to verify the effectiveness of beneficiary verification processes, distribution site management, and adequate proximity to beneficiary households. WFP will undertake monthly output reporting which will include beneficiary numbers, food and cash distributed, capacity building activities and some key process indicators.
71. Mobile vulnerability analysis and mapping (mVAM) will be leveraged to provide cost-effective real-time data on prices, labour rates and livestock prices to inform decision making.
72. A decentralized evaluation of the operation is planned for the end of 2017, to assess results, ensure accountability and inform future programme decision-making.

## **Risk management**

73. WFP has instituted minimum preparedness actions for the major risks identified in the corporate Emergency Preparedness and Response Package (EPRP). The EPRP uses latest information from the LVAC, the Lesotho Meteorological Service, the Ministry of Agriculture, DMA and other internal monitoring reports. These will be reviewed periodically. The risk register will be updated, and the status of mitigation actions will be monitored regularly.
74. Lesotho's high food import volumes means that food availability in-country depends heavily on traders' capacities to supply, stock and sell food. The functionality of markets will therefore be monitored regularly to ensure that appropriate transfer modalities are implemented to deliver assistance.
75. Risks associated with cash interventions include price fluctuations, uncertain market capacity, and limited experience among some partners. These risks will be addressed through regular assessments of market conditions, cost efficiency and effectiveness analyses, and training of partners.
76. To reduce the risk of insufficient buy-in by the Government and partners, WFP will support an evidence-based approach to programming, prioritize consultation at all levels and ensure that partners have clear roles in implementing the operation.
77. To ensure sufficient capacities for implementation, WFP will review its own staffing profiles and provide training as necessary. Capacity strengthening for Government counterparts and partners that lack implementation capacity will also be provided.

## **Protection**

78. In line with WFP's 2012 Humanitarian Protection Policy (2012), assistance provided will be based on risk analysis, including an understanding of how protection gaps contribute to food insecurity and how WFP's interventions can help close these gaps. The "do-no-harm" principle will be enhanced as an integrated approach to ensure safety, increase opportunities for women to participate in groups and decision making processes and improve the ability of women to access and control resources.
79. Training materials will be distributed and discussions will be held to challenge social norms and attitudes that are harmful to women and girls. Partnerships, particularly with UNFPA and the Ministry of Gender, will be strengthened to promote protection and prevent violence against women and girls. In order to ensure the safety, dignity and integrity of beneficiaries, WFP will collaborate with UNFPA to reach its field staff, cooperating partners and beneficiaries with Gender Based Violence (GBV) advocacy messages.

### Accountability to affected populations

80. In line with WFP's 2015-2020 Gender Policy, equitable gender participatory processes will be employed to allow active participation of men and women at all stages of project design and implementation. As much as practically possible, household entitlements will be distributed directly to women. This PRRO will prioritise the selection, creation and restoration of assets directly benefiting women and adolescent girls and those that promote women's empowerment and reduce women's burden in care work.
81. It is expected that women will constitute at least 60 percent of all FFA/CFA participants. Through an ongoing partnership with IDS, a participatory and action learning approach including trainings will be introduced to improve gender analysis for greater accountability.
82. More considered effort to improve communication with beneficiary communities will be made. Using information and learning collected through the IDS *Gender Innovations in the Field Programme*, WFP will advance accountability to affected populations through more proactive monitoring and response to complaints and feedback from beneficiaries using help desks and call centres.

### Environmental and social risk management

83. Under Component Two, any extraction of underground water through boreholes for the purposes of small-scale irrigation and gardens could potentially deplete water resources resulting in decreased water table levels. Communities engaged in such an activity will be required to integrate interventions to promote underground water recharge by harnessing run-off in catchment areas. Extraction of this water will use environmentally-friendly technologies such as solar- and wind-powered systems.
84. Groundwater over-exploitation or contamination resulting from the use of boreholes is another risk. Suitable groundwater resource management practices, such as appropriate control of land use and waste disposal, will be key mitigation actions.

TABLE 6: ENVIRONMENTAL AND SOCIAL RISK			
Category A (High risk)	Category B (Medium risk)	Category C (Minimal risk)	Mitigation action
--	--	Extraction of	Communities will be required to



		underground water through boreholes could potentially deplete water resources, resulting in decreased water table levels	integrate activities that will promote underground water recharge by harnessing run-off in catchment areas. Water extraction will use environmentally-friendly technologies such as solar- and wind-powered systems
--	--	Groundwater over-exploitation or contamination, resulting from the use of boreholes	Suitable groundwater resource management practices will be enforced, such as appropriate control of land use and waste disposal

## Security

85. Lesotho is currently classified as Security Level One, with petty crime remaining the primary security-related concern despite political tensions mounting in recent months. The United Nations Security Management Team meets regularly to review potential threats. Periodic security briefings are provided to all staff by the United Nations Department of Safety and Security (UNDSS). WFP is compliant with Minimum Operating Security Standards (MOSS) and Minimum Security Telecommunications Standards (MISTS).

## Approval

.....  
Ertharin Cousin  
Executive Director

Date: .....

## ANNEX I-A

<b>PROJECT COST BREAKDOWN</b>			
	<b>Quantity (mt)</b>	<b>Value (US\$)</b>	<b>Value (US\$)</b>
<b>Food</b>			
Cereals	13,056	6,394,822	
Pulses	1,958	1,115,030	
Oil and fats	653	718,069	
Mixed and blended food	-	-	
Others	-	-	
<b>Total Food</b>	<b>15, 667</b>	<b>8,227,921</b>	
External Transport		115,767	
Landside transport, storage and handling		2,478,752	
Other direct operational costs: food		895,819	
<b>Food and related costs</b> <sup>1</sup>		<b>11,718,259</b>	<b>11,718,259</b>
Cash-based transfers		10,669,967	
Cash-based related costs		791,779	
<b>Cash-based transfers and related costs</b>		<b>11,461,746</b>	<b>11,461,746</b>
Commodity vouchers			
Commodity voucher related costs			
<b>Commodity voucher transfers and related costs</b>			
<b>Capacity development and augmentation</b>		<b>150,000</b>	<b>150,000</b>
Direct operational costs			23,330,005
Direct support costs (see Annex I-B) <sup>2</sup>			1,661,743
<b>Total direct project costs</b>			<b>24,991,748</b>
Indirect support costs (7.0 percent) <sup>3</sup>			1,749,422
<b>TOTAL WFP COSTS</b>			<b>26,741,170</b>

<sup>1</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>2</sup> Indicative figure for information purposes. The direct support cost allotment is reviewed annually.

<sup>3</sup> The indirect support cost rate may be amended by the Board during the project.

**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (USD)</b>	
<b>Staff and Staff-Related</b>	
Professional staff *	695,992
General service staff **	435,417
Danger pay and local allowances	-
<b>Subtotal</b>	<b>1,131,409</b>
<b>Recurring and Other</b>	<b>34,734</b>
<b>Capital Equipment</b>	<b>-</b>
<b>Security</b>	<b>-</b>
<b>Travel and transportation</b>	<b>385,600</b>
<b>Assessments, Evaluations and Monitoring<sup>1</sup></b>	<b>110,000</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>1,661,743</b>

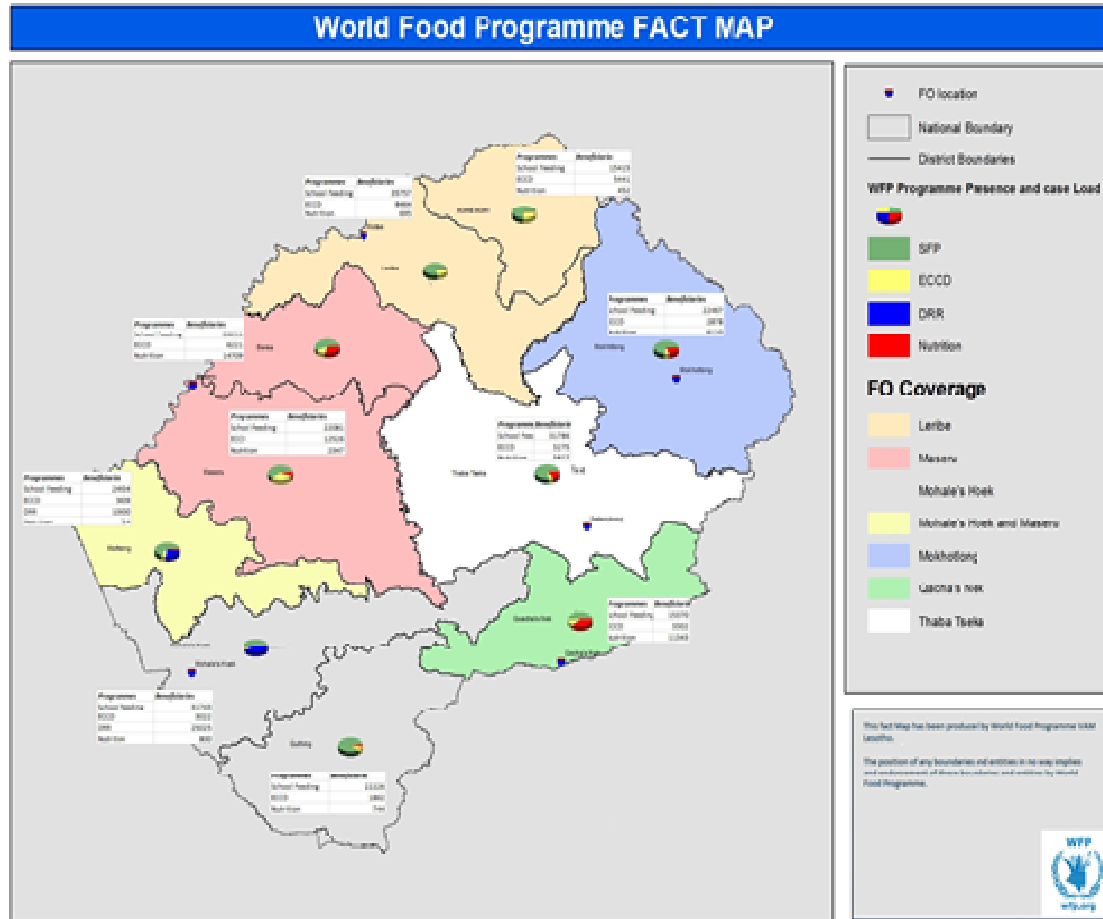
[\* Costs to be included in this line are under the following cost elements: International Professional Staff (P1 to D2), Local Staff - National Officer, International Consultants, Local Consultants, UNV]

[\*\* Costs to be included in this line are under the following cost elements: International GS Staff, Local Staff - General Service, Local Staff - Temporary Assist. (SC, SSA, Other), Overtime]

<sup>1</sup> Reflects estimated costs when these activities are performed by third parties. If WFP Country Office staff perform these activities, the costs are included in Staff and Staff Related and Travel and Transportation

ANNEX II

MAP



## Prioritization Plan

ANNEX: PRIORITIZATION PLAN			
Activity	Beneficiaries		Rationale for Changing Response
	Projected Needs	Resource Based Plan	
<b>Strategic Objective 1</b>			
Component One: relief lean season assistance (food/cash)	201,016	80,406	As this is a new PRRO, it is expected that any funding shortfalls may be more pronounced in the initial months of the operation as it commences and scales up. As this component runs during 2016 and provides for a majority of the total budget, inadequate funding is likely to compel a reduction in scale of GFD activities, with the most food insecure areas prioritized using the IPC ranking. With improved funding, this would be scaled-up accordingly.
<b>Strategic Objective 2</b>			
Component Two: productive asset creation (FFA/CFA)	186,630	186,630	It is expected that the funding outlook for this operation will improve in 2017, and therefore that all necessary resources for this component (which commences in January 2017 and represents less than 40 percent of the total budget) will be secured. As such, the resource based plan remains as per the full project plan. (In the event that the funding outlook is not secured, this component will also be scaled down to reach the most chronically food insecure districts using the IPC ranking).
<b>Strategic Objective 3</b>			
Component Three: technical assistance and national capacity strengthening	USD 150 000	USD 150 000	As the value of this component amounts to less than 1 percent of the total budget, it is not foreseen that it will be affected by funding shortfalls. (Priority will be placed on assessments and monitoring of the public works pilot programme).

## Acronyms Used in the Document

Cash-based transfers	CBT
Community Household Surveillance	CHS
Community-Based Participatory Planning	CBPP
Delivering as One'	DaO
Demographic and Health Survey	DHS
Disaster Management Agency	DMA
Gross Domestic Product	GDP
Gender Based Violence	GBV
Global Acute Malnutrition	GAM
Infant and Young Child Feeding	IYCF
Institute for Development Studies	IDS
Integrated Context Analysis	ICA
Lesotho United Nations Development Plan	LUNDAP
Lesotho Vulnerability Assessment Committee	LVAC
Minimum operating security standards	MOSS
Minimum security telecommunications standards	MISTS
Multi-Agency Drought Assessment Team	MDAT
National Strategic Development Plan	NSDP
Overseas Development Institute	ODI
People Living with HIV/AIDS	PLHIV
Post-distribution monitoring	PDM
Pregnant and lactating women	PLW
Protracted Relief and Recovery Operation	PRRO
Seasonal Livelihood Programming	SLP
Social Behaviour Change Communication	SBCC
Sustainable Development Goals	SDGs
United Nations Disaster Risk Management Team	UN-DRMT