

OPERATIONS EVALUATIONS

Swaziland - Development Programme 200422:

Support to Children and Students Affected by HIV and AIDS - 2013-2014

&

Component 1 of Swaziland – Development Programme 200508:

Support to Community-Based Volunteer Caregivers of Children Affected by HIV and AIDS - 2013-2014

EVALUATION REPORT

04 July 2014

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Operational Factsheet

Operation Factsheet			
Type/ Number/ Title	DEV/200422 /"Support to Orphaned and Vulnerable Children, Informal Vocational Training Students and Secondary School Children Affected by HIV and AIDS" Component 1 of DEV/200508/ "Support to Community-Based Volunteer Caregivers of Children Affected by HIV and AIDS".		
Approval	The DEV 200422 operation was approved by the Executive Board in November 2012 . The DEV 200508 operation was approved by the Executive Board in January 2013 .		
Amendments	There has been one budget revision for DEV 200422 to increase the LTSH rate, which was approved in August 2013.		
	Initial	Revised	
Duration for DEV 200422 and DEV 200508	January 2013 - December 2014 (24 Months)	N/A	
DEV 200422 Planned beneficiaries	211,900 beneficiaries (103,200 beneficiaries for 2013 and 108,700 beneficiaries for 2014)	N/A	
DEV 200508 Planned beneficiaries for component 1	39,000 beneficiaries (19,500 beneficiaries for 2013 and 19,500 beneficiaries for 2014) 47% Male 53% Female	N/A	
DEV 200422 Planned food requirements	In-kind food: 13,217 mt of food commodities Cash and vouchers: N/A	In-kind food: N/A Cash and vouchers: N/A	
DEV 200508 Planned food requirements for component 1	In-kind food: 4,993 mt of food commodities (2 496.780 mt for 2013 and 2 496.780 mt for 2014) Cash and vouchers: N/A	N/A	
DEV 200422 USD requirements	11.4 million USD	11.9 million USD (after revision of LTSH rate)	
DEV 200508 USD requirements¹	3.9 million USD	N/A	
OBJECTIVES AND ACTIVITIES			
	SO	Operation specific objectives	Activities
Millennium Development Goals ² UNDAF priorities 2 and 3 ³	Strategic Objective [4]	Increased access to education and human capital development in assisted formal and informal settings	<ul style="list-style-type: none"> - OVC feeding at NCPs - Sebenta school meals (planned but not implemented) - Secondary school meals
	Strategic	Progress made towards nationally	<ul style="list-style-type: none"> - Capacity Development (NCP

¹ The 3.9million USD is inclusive of both components in DEV 200508

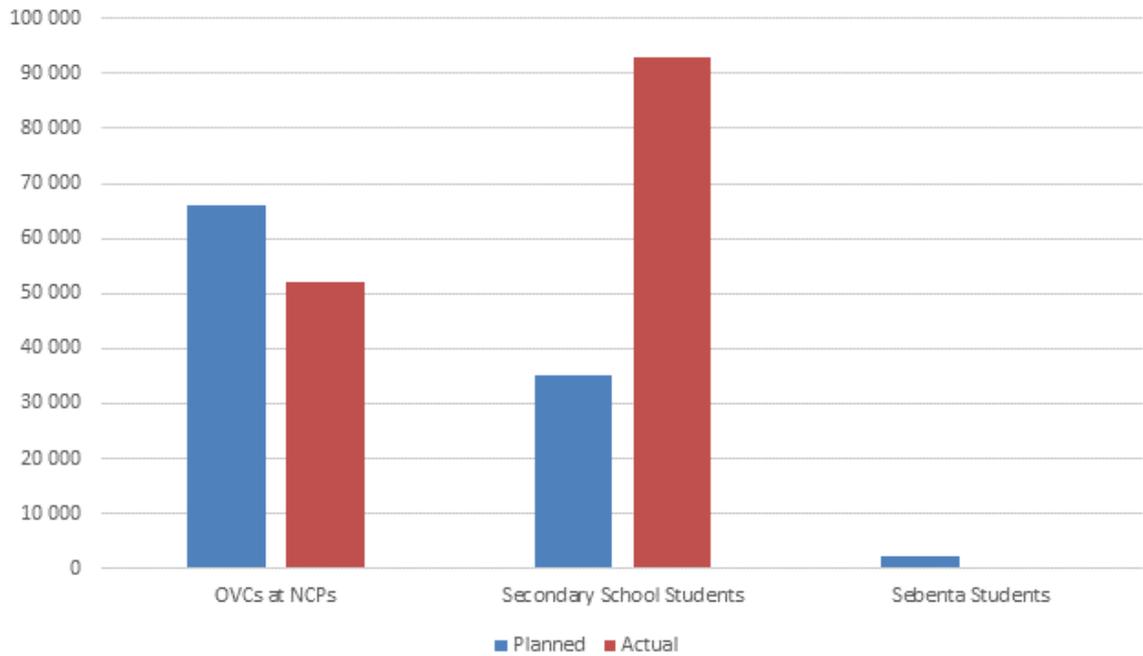
² MDG 1: Eradicate extreme poverty and hunger; MDG 2: Achieve universal primary education; and MDG 6: Combat HIV/AIDS, malaria and other diseases.

³ UNDAF pillar 2: Poverty and sustainable livelihoods; and pillar 3: Human development and basic social services.

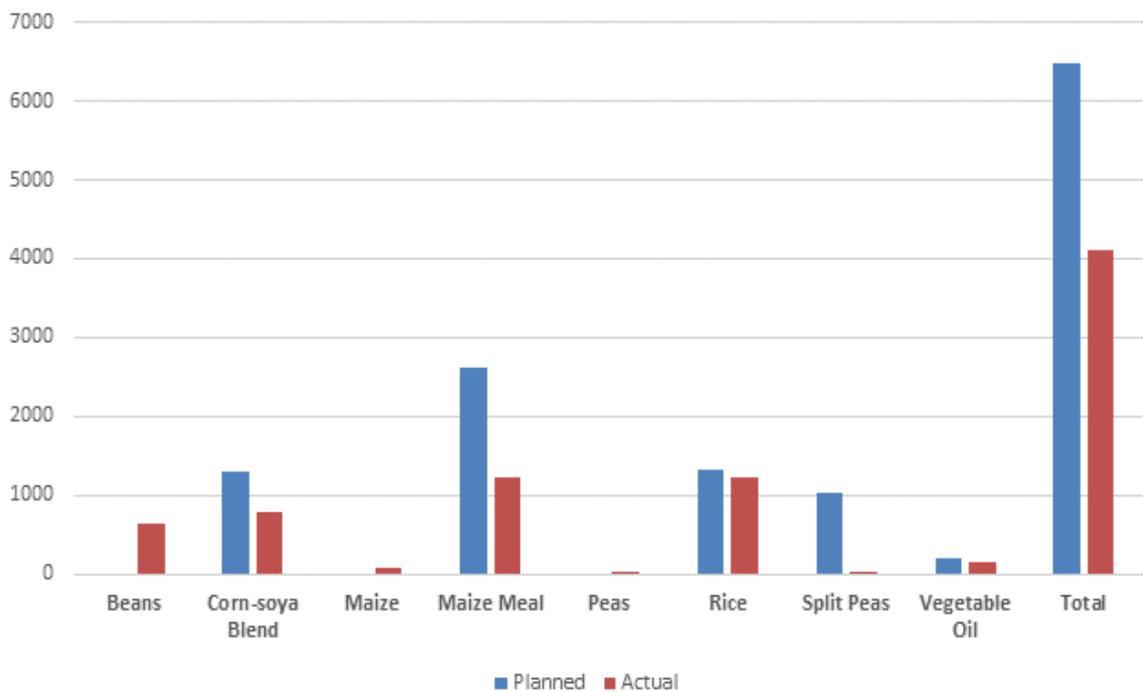
	Objective [5]	owned hunger solutions	strategy, implementation guidelines, advise Government on future sustainability, M&E) – NCP caregivers’ incentives (DEV 2000508)									
PARTNERS												
Government	The National Emergency Response Council on HIV and AIDS (NERCHA) , Deputy Prime Minister’s Office (DPMO), The Ministry of Tinkhundla Administration and Development (MTAD), The Ministry of Education and Training (MoET).											
United Nations	N/A											
NGOs	Save the Children for M&E											
DEV 200422 Resources (inputs)												
Contribution received: (by 15.06.2014) - The operation received USD 5,546,740 % against appeal: i.e. 46.6 % of the gross needs funded. Top 5 donors: Swaziland (32.82% of total contributions); carry over from previous operations (12.59%), (%) (This was also Global Fund funding and part of the total USD5.8 mill allocated to the OVC project); Private Donors (1.12%); and miscellaneous income (0.09%).												
DEV 200508 Resources (inputs)⁴												
Contribution received: (by 15.06.2014) - The operation received USD 1,629,390 % against appeal: i.e. 40.9% of the gross needs funded Top 5 donors: Luxembourg (4.16% of total contributions); multilateral (9.08%); carry over from previous operations (27.57%); and miscellaneous income (0.07%).												
OUTPUTS												
Planned versus Actual												
<p>DEV 200422: Planned vs Actual Beneficiaries by Gender for 2013</p> <table border="1"> <caption>Planned vs Actual Beneficiaries by Gender for 2013</caption> <thead> <tr> <th>Category</th> <th>Male</th> <th>Female</th> </tr> </thead> <tbody> <tr> <td>Planned</td> <td>~48,000</td> <td>~55,000</td> </tr> <tr> <td>Actual</td> <td>~70,000</td> <td>~75,000</td> </tr> </tbody> </table>				Category	Male	Female	Planned	~48,000	~55,000	Actual	~70,000	~75,000
Category	Male	Female										
Planned	~48,000	~55,000										
Actual	~70,000	~75,000										

⁴ These resource inputs for DEV 200508 include both components 1 and 2.

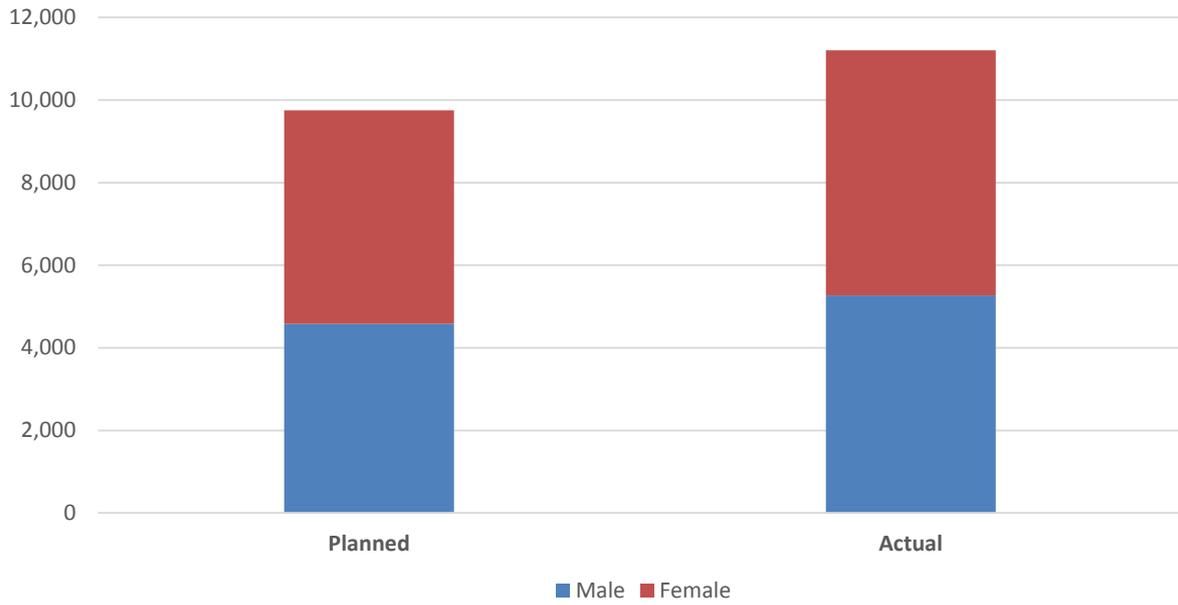
DEV 200422:
Planned vs Actual Beneficiaries by Activity for 2013



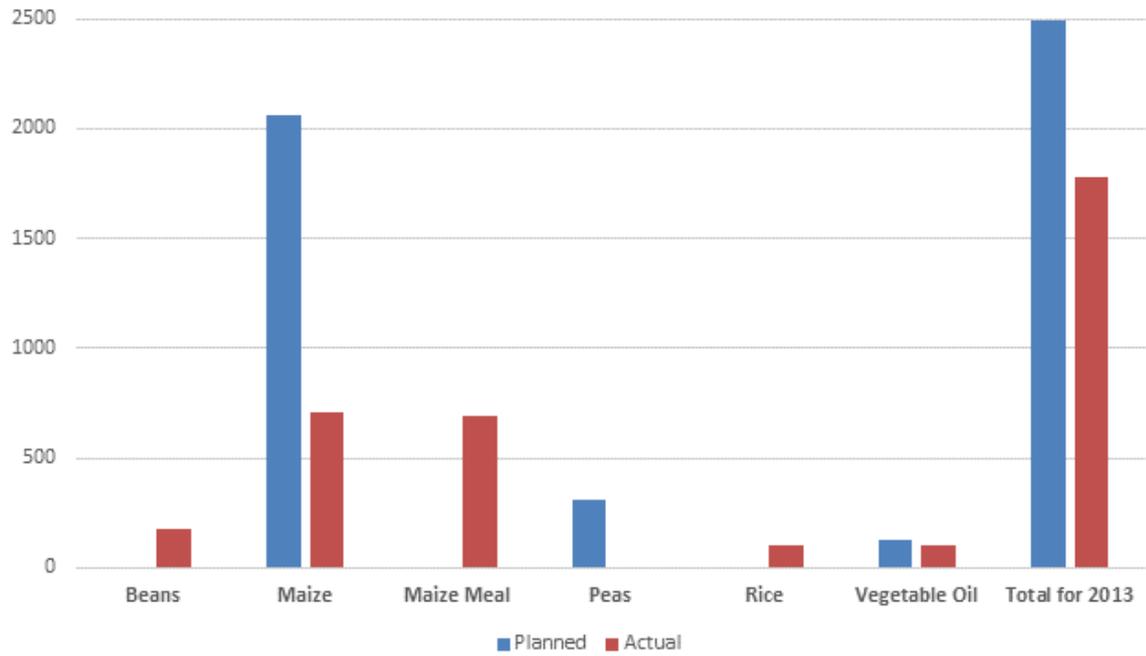
DEV 200422:
Planned vs Actual Food Distribution by Commodity for 2013



DEV 200508:
Planned vs Actual Beneficiaries by Gender for 2013



DEV 200508:
Planned vs Actual Food Distribution (Mt) by Commodity for 2013



Maps

Figure 1: Lubombo Region

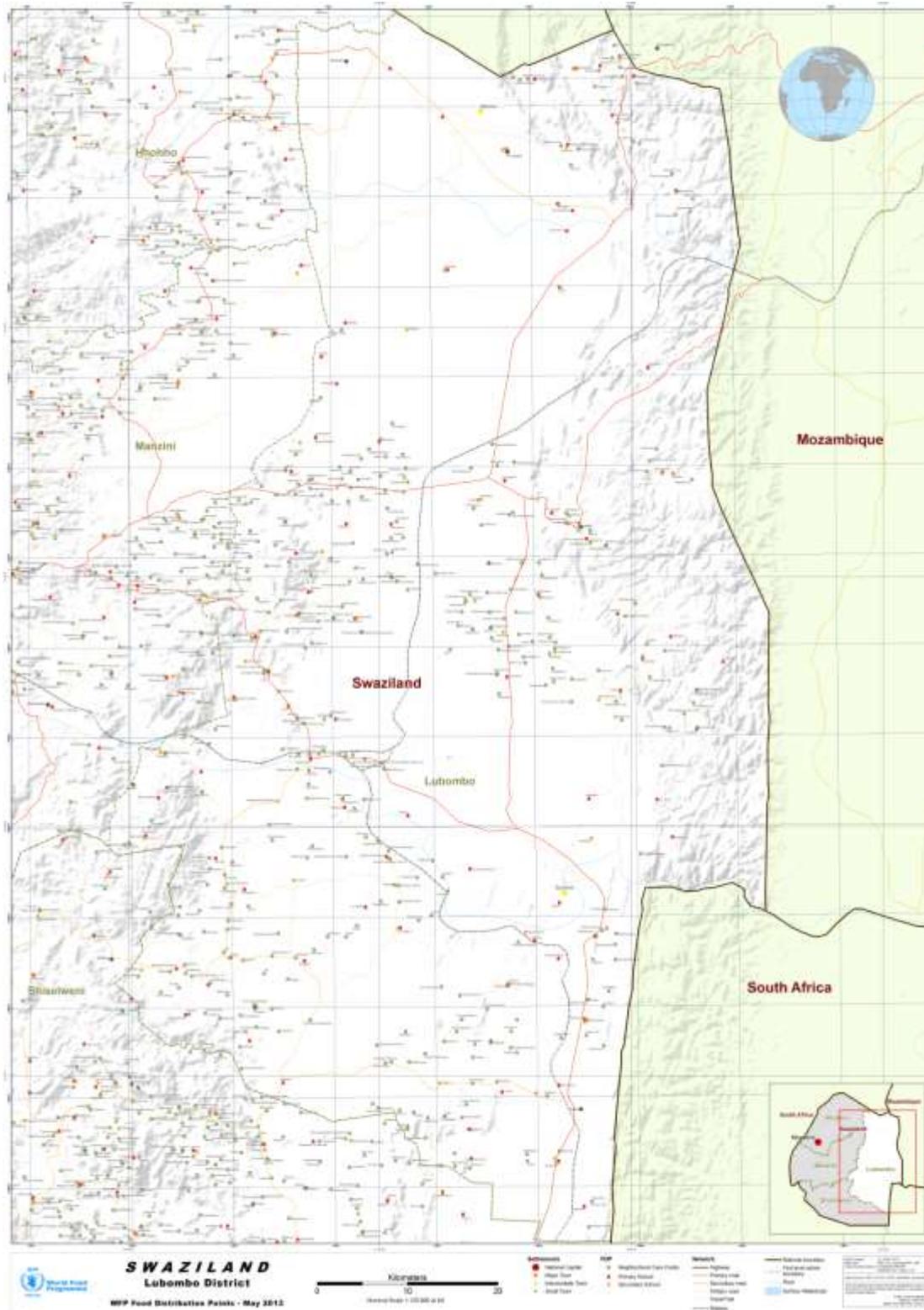


Figure 2: Hhohho Region

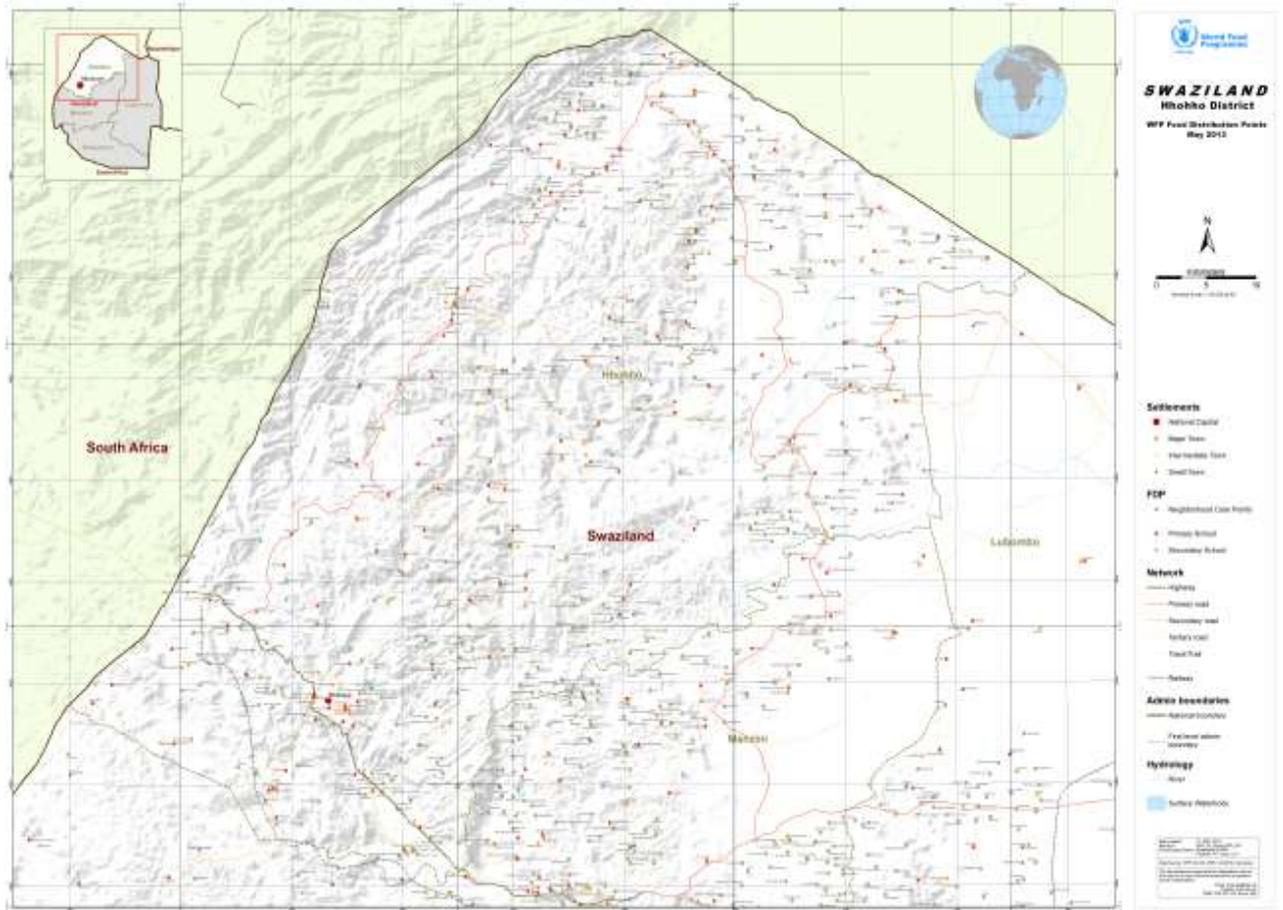


Figure 3: Manzini Region

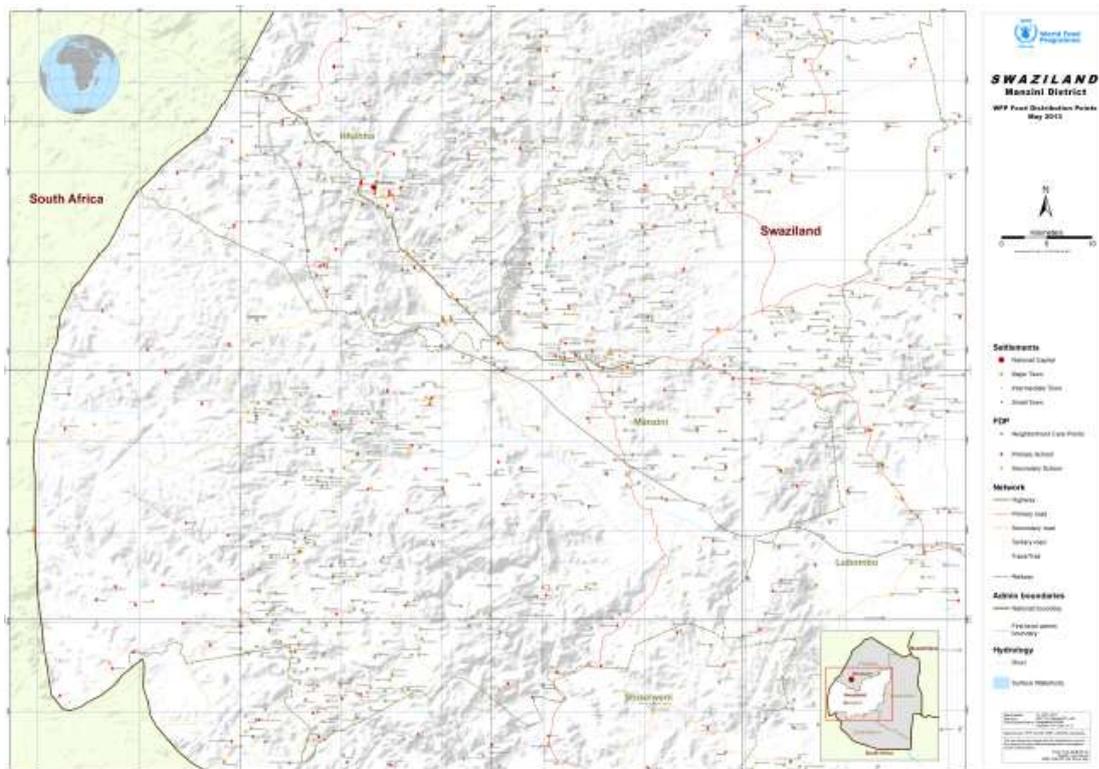
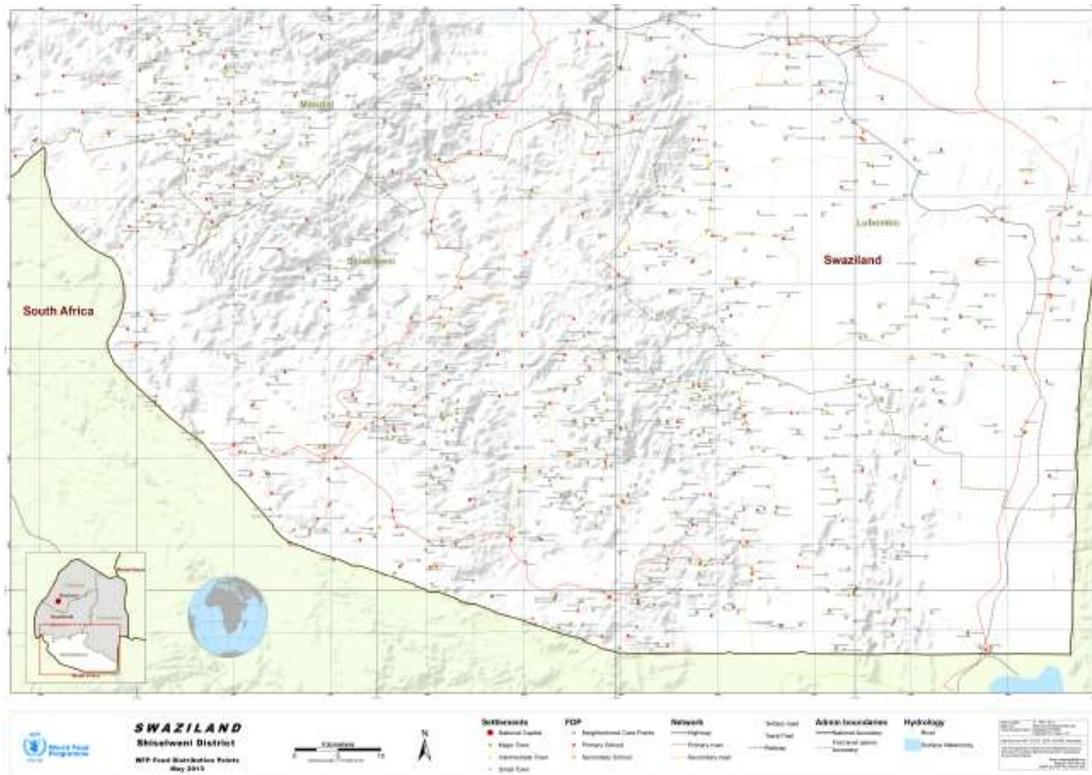


Figure 4: Shiselweni Region



Executive Summary

Introduction:

1. WFP's Office of Evaluation (OEV) commissioned this evaluation as part of its corporate objective to provide accountability and learning (evidence) for programme results. Two Development Programmes (DEV) in Swaziland were evaluated: DEV 200422 - Support to Children and Students Affected by AIDS in Swaziland; and Component 1 of DEV 200508 - Support to Community-Based Volunteer Caregivers of Children Affected by AIDS.
2. **A mixed-methods approach was employed to collect primary qualitative data:** Key Informant Interviews (KIIs), focus group discussions (FGDs) as well as reviews of secondary data were conducted to answer three key evaluation questions: (1) How appropriate is the operation? (2) What are the results of the operation? (3) Why and how has the operation produced the observed results?
3. **The Kingdom of Swaziland** is a small southern African country, landlocked by South Africa and Mozambique. A lower-middle income country, Swaziland is ranked 141 out of 187 on the Human Development Index (HDI) with a poverty prevalence at 63%. Its population of 1,067 million is young with a high dependency ratio. Swaziland has food insecurity and nutritional challenges due to successive droughts over the past 7 years, and its prevalence of HIV/AIDS (the highest in the world) has had detrimental effects on its people and economy. Although an estimated 70,000 children are orphaned and an additional 60,000 are vulnerable, there are few social protection programmes for children other Neighbourhood Care Points (NCPs), an innovative social protection approach which mobilises communities for providing a minimum package of services for OVC.
4. **WFP Swaziland's response** to the above situation is to support the most vulnerable and food insecure. DEV 200422 and component 1 of DEV 200508 are complementary initiatives operating for 2 years (01 January 2013 to 31 Dec 2014). DEV 200422, funded through a Global Fund (GF) grant under which WFP Swaziland is a sub-recipient to NERCHA, planned to provide young children at NCPs (ages 3-8 years) with 2 meals a day and to support school feeding in secondary schools. Component 1 of DEV 200508 is a 2-year project funded by a multilateral contribution and a donation from Luxembourg to WFP. Although a separate project, it is designed to closely complement DEV200422 with elements that could not be incorporated into DEV 200422 funding – namely food for NCP caregivers (and household members) as a way of motivating them to work at NCPs.
5. Under both projects, WFP also planned activities to enhance government's capacity to manage food assistance programmes, and to increase awareness of sexual and gender-based violence. WFP's main government partners for the two projects were NERCHA, MTAD and MoET.

Results:

6. **Appropriateness of the Operation:** Both projects are relevant to the needs of the Swaziland population, given widespread poverty and the high burden of OVCs

resulting from HIV/AIDS. The national coverage of WFP food support is appropriate as the burden of OVC resulting from HIV/AIDS is national. Targeting young OVCs through NCPs is appropriate because NCPs are one of the few (if not the only) mechanisms available to reach poor, rural, and orphaned children in a consistent way and increase their access to basic education, psychosocial support, and guidance in a safe and caring environment. Targeting OVCs through secondary schools is also appropriate as universal school feeding is only available at primary schools in Swaziland. Both projects are aligned to numerous policies and strategies issued by the Government of Swaziland and are consistent with WFP's own strategic objectives as well as to joint UN strategies, plans and frameworks. The use of food as the transfer modality was specified in NERCHA's tender; however, given that Swaziland is a net-importer of food, the decision is an appropriate one. The two projects' interdependency is appropriate; the success of Dev 200422 depends on Dev 200508 as NCPs cannot function without volunteer caregivers.

7. **Results of the Operation:** Both projects had increases to their targets prior to the start of project implementation. An NCP verification study found 20% more NCPs than originally estimated and this increased the number of caregivers to be supported through DEV 200508. Likewise, the number of schools assisted by WFP rose by 8% and a decision to support all secondary school students with food (rather than just OVC) in an effort to reduce stigmatization tripled the number of secondary students to be supported. Despite these increased targets, budgets and food quantities remained unchanged for both projects. For school feeding, this meant reducing the food ration per student. Nevertheless, the projects exceeded their initial targets for reaching the number of caregivers and secondary school students, and reached 78% of the target for feeding young OVC attending NCPs.
8. Delays in NERCHA funding significantly shortened the implementation period (from 18 to 12 months) and reduced the total funds available to DEV 200422. As such, several complementary activities could not be implemented, including some capacity building, monitoring, and gender activities. Both projects also experienced implementation challenges around food delivery, quality, and quantity.
9. Reported benefits of DEV 200422 include increased attendance and general well-being of young children at NCPs as well as a reduced food insecurity of OVCs in both NCPs and secondary schools. Under DEV 200508, caregivers reported that the food assistance they received made them feel appreciated, increased their motivation, and enabled them to contribute to their household food security. Both projects were gender sensitive in their design with due consideration given to the potential gender-based differences effects the projects would have on beneficiaries. For example, DEV 200508 considered the positive effect of providing food assistance not just to NCP caregivers, who are mainly women, but also to their households, thus enabling them to contribute to the family income while continuing to volunteer at NCPs. DEV 200422, on the other hand, considered the gender makeup of students at secondary schools in its design as well as the positive effects school feeding could have on ensuring the continued school attendance of girls.

The ratio of girls to boys at NCPs was 1.0 while at WFP-assisted secondary schools was 1.14.

10. WFP's corporate and project-specific M&E systems and processes were well suited to monitor project implementation and to identify and resolve implementation issues. The main challenge faced by monitors was their limited numbers available to cover the whole country, particularly before Save the Children was contracted.

Factors Affecting the Results:

11. The results achieved by both projects can be explained by both internal and external factors. The delay in disbursement of NERCHA funds was the greatest challenge faced in project implementation. Nevertheless, WFP appears to have managed the project well, making timely decisions on a host of project design and operational issues. Stakeholders were engaged in many of these decisions. Risk mitigating actions were put in place when risks were identified. Monitoring processes appear to have been effective for monitoring output and outcome indicators as well as for identifying and resolving implementation challenges.
12. Both projects were logistically demanding. Food delivery, particularly to inaccessible NCPs was the most challenging for transporters and caregivers alike. Active engagement with every community covered by both projects, while desirable, was not feasible due to the large number of project implementation sites and limited staff. However, when such an engagement was needed, this was done either through WFP's field monitors or with the assistance of MTAD focal points.
13. Community support for NCPs, crucial for NCP sustainability, appears to have diminished in part due to external WFP support, as communities reportedly don't provide support to NCPs when they perceive that NCPs receive "enough" support externally. However, another explanation may be the negative effect of recurrent drought on community support, particularly in certain regions of the country. A reluctance among government ministries to assume responsibility for supporting NCPs, is a further challenge to sustainability. Government reportedly sees NCPs donor driven rather than a sustainable community-based structure.

Conclusions:

14. The design of DEV 200422 was responsive to the goals and objectives specified in the GF tender issued by NERCHA and was aligned to government, corporate and joint UN plans and frameworks. The rationale of DEV 200508 as complementary to DEV 200422 was sound and consistent with policies, assessments, and observations highlighting the critical role that volunteer caregivers play in the functionality of NCPs and the need to keep them motivated to work.
15. DEV 200422 implementation was delayed significantly due late disbursement of funds. WFP has struggled to raise funds for the remaining project period for the food assistance to NCPs. There will therefore be a gap of several months when no food assistance will be available for NCPs under this project.

16. Both projects have met targeted outputs for food assistance to NCPs and secondary schools. Respondents at community level report that food assistance to NCPs has resulted in observable changes in the health and malnutrition levels of children and other reported benefits include good growth monitoring, reduced episodes of illness, and increased vitality. Food assistance to caregivers has helped to address their own food insecurity, and has reduced the burden on them to bring their own food to the NCP. Secondary school respondents attribute WFP support with increasing enrolment and concentration levels. However, project outcomes could not be confirmed because baseline data on attendance at NCPs and secondary schools was not available. Therefore, the Evaluation Team is unable to conclude if food assistance effectively increased attendance.
17. WFP has established effective partnerships with several government departments at national level, but the relationship with the Ministry of Tinkhundla (MTAD) is notable in helping to resolve issues arising at community level. Secondary school feeding is being transitioned to the MoET. WFP will continue to provide technical assistance to MoET in order to facilitate a smooth transition.
18. Based on information gathered in the KIIs, all stakeholders recognise the value of WFP food support to OVCs at NCPs in the short term and the need for a longer-term plan for assisting NCPs. However, given the end of GF support, food stocks will only last for a few more months and there is nothing in place to meet the immediate gap. Government has not yet taken ownership for food support to NCPs, and no additional resources have been pledged to support WFP to carry on until such time as government and communities assume responsibility.

Strategic Recommendations:

19. WFP should continue to support the provision of food assistance to OVCs in NCPs until such a time as there is an effective safety net to address the food security needs of young OVCs. WFP CO, with input from RB & HQ as appropriate, should include support to food insecure OVC and their NCP caregivers in its country strategy. (Starting now and continuing through the development of the next country strategy.)
20. WFP, in collaboration with relevant UN agencies and other development partners, should continue to advocate for the placement of NCPs within the most appropriate ministry as well as the adoption of a multi-sectoral approach to utilizing NCPs to reach OVCs. In addition, WFP and UN partners, to build on current efforts and develop a multi-agency approach to tackle food insecurity in children. (Ongoing.)
21. WFP, together with relevant UN agencies, development partners and NGOs, to intensify its lobbying to expedite the social protection agenda for OVCs. (Ongoing.)

Operational Recommendations: Short-term

22. WFP should continue its efforts to secure funds and build on the investments gained through both development projects – albeit as one integrated project. Should resource limitations require the reduction in scope, WFP should prioritize areas that have high levels of poverty and food insecurity such as rural areas and regions prone

to droughts. **Timeframe:** Starting now and continuing until there is an effective safety net for very young OVCs.

23. WFP should consider building the capacity of the MoET in the areas of procurement and supply chain management, quality assurance as well as monitoring and evaluation. These efforts should be based on a rigorous needs assessment of the MoET's capacity. This, and all other capacity building activities WFP undertakes, should form part of an overall, country capacity building strategy. (Starting within the next three to six months and continuing on as part of the overall country strategy.)
24. WFP should maximize the use of government structures such as MTAD and the Regional Authorities and the network of other partners to engage with communities more actively. Where appropriate and feasible, community input should be sought in the design and improvement of project implementation. (Ongoing.)

Operational Recommendations: Medium Term

25. WFP, in partnership with other UN agencies and development partners, should consider building the capacity of MTAD to more effectively monitor output and outcome indicators at NCPs including food provision, attendance, etc. WFP's capacity development support to MTAD should be informed by a needs assessment and form part of WFP's country capacity building strategy. (Starting within the next six months and continuing on as part of the overall country strategy.)

1 INTRODUCTION

1.1 Evaluation Features

1. The Office of Evaluation (OEV) commissioned this evaluation as part of its corporate objective to provide accountability and learning (evidence) for programme results. Two Development Programmes (DEV) in Swaziland were selected for evaluation by the WFP Regional Bureau (RB) in consultation with the WFP Swaziland Country Office (CO):
 - **DEV 200422** - Support to Children and Students Affected by AIDS in Swaziland; and
 - Component 1 of **DEV 200508** - Support to Community-Based Volunteer Caregivers of Children Affected by AIDS.
2. The evaluation has been timed to ensure that findings can feed into future decisions on programme implementation and design. Both projects end in December 2014, and the CO is planning to design a new programme beginning in 2015 as a continuation of the current activities.
3. Internal stakeholders and primary users of the evaluation are the CO in Mbabane, Swaziland, RB in Johannesburg, South Africa, and the OEV in Rome, Italy. The OEV will prepare a synthesis report of this full evaluation report for submission to the Executive Board (EB). External stakeholders are the beneficiaries, as well as those partners who have a stake in the results for country-level strategy and programming, including: the Government of Swaziland (and its partners), non-governmental organizations (NGOs), the United Nations Country Team and donors.
4. A mixed-methods approach was employed to collect primary qualitative data as well as reviews of secondary data to answer three key evaluation questions:
 - 1) How appropriate is the operation?
 - 2) What are the results of the operation? and
 - 3) Why and how has the operation produced the observed results?A detailed methodology for the evaluation is found in Annex 2.
5. In accordance with international evaluation standards, including those of United Nations Evaluation Group (UNEG), the evaluation assesses WFP's performance against Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria as they relate to WFP operations evaluations (see Annex 6). The evaluation matrix (Annex 3) presents the evaluation team's approach to the two DEV programmes against the key evaluation questions.
6. The 2-person evaluation team consisted of an international consultant, who was also team leader, and a local consultant as a team member. The evaluation team adopted a methodology that involved a high degree of interaction with WFP CO staff, key stakeholders, school and community implementers and beneficiaries in a

spirit of appreciative inquiry to facilitate the collective analysis of the programmes' achievements to date.

7. **Evaluation Schedule:** Preparation for the evaluation took place from January-March 2014 during which the team remotely conducted a desk review of secondary information and project documents provided by the CO. The evaluation team submitted an Inception Package (IP) to WFP which contained background information as well as a summary of the evaluation methodology and interview tools to be used during the evaluation mission. The IP was accepted by the OEV, RB and CO in March 2014.
8. The field mission took place from 31 March-17 April 2014 and included site visits in all 4 regions of Swaziland (Hhohho, Manzini, Lubombo and Shiselweni). A more detailed mission schedule is presented in Annex 7.
9. **Data Collection:** The evaluation team carried out an in-depth review of over 70 documents pertinent to the evaluation (Annex 4 lists the documents reviewed). Primary data collection consisted of semi-structured Key Informant Interviews (KIIs) and Focus Group Discussion (FGDs) to gather information directly from those individuals with knowledge about the operation and its effect, and to allow for flexibility during data collection to incorporate emerging ideas. Purposive sampling of sites and individuals allowed targeting of those stakeholders, women, and vulnerable individuals who could best answer questions and provide diverse views. Information on gender perspectives was obtained by conducting separate FGDs with male and female pupils at the sampled secondary schools. NCP caregivers interviewed were all women. Gender issues were a central theme of investigation during document reviews.
10. Annex 5 lists persons and institutions consulted for KIIs. Overall, the evaluation team conducted 13 of 14 planned KIIs (92%) with national level stakeholders. The only planned national level KII that did not take place was with the Sebenta Institute. This KII was removed from the sample following an assessment which determined that food assistance to Sebenta students was not practical and that most of the students were over 18 years of age.⁵ At site level, 54 FGDs/KIIs were conducted with NCP caregivers, secondary school food focal teachers, and secondary school students, across 47 project sites (31 NCPs and 16 secondary schools). Table 1 presents the planned vs. actual participants for FGDs.
11. **Data Analysis:** Content Analysis was conducted on the KII and FGD notes as well as the documents for review using Atlas-ti software. Triangulation of the results from the different data sets was conducted to gain a thorough analysis of the programmes. Further information on methodology can be found in Annex 2.

⁵ WFP Field Report. Assessment of Sebenta Sites for Implementation of Food Assistance Programme. June 2013.

Table 1: Data Collection at NCPs and Secondary Schools: Planned vs Actual

Region	NCP FGD Caregivers		Secondary Schools					
			KIIs Focal Food Teachers		Students FGD Boys		Students FGD Girls	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Hhohho	4	8	4	4	2	2	2	2
Manzini	4	8	4	4	2	2	2	2
Shiselweni	4	7	4	4	2	2	2	2
Lubombo	6	8	6	4	3	2	3	2
Total	18	31	18	16	9	8	9	8
% Planned	172%		89%		89%		89%	

- 12. Evaluation Management:** The Evaluation Manager provided support to the team, served as interlocutor between the evaluation team and WFP, and ensured quality of the evaluation process and outputs. Throughout the evaluation from inception to the final report the Evaluation Manager reviewed drafts and final reports for submission to the OEV to ensure a rigorous and objective quality check of evaluation products.
- 13. Limitations:** 31 out of 1565 NCPs and 16 out of 238 schools were sampled, and although this is not a representative sample by size, a diversity of views was ensured by sampling rural and urban sites (i.e. NCPs) across all 4 regions of the country. Moreover, the use of secondary data to triangulate the data mitigated some of this limitation. Another limitation was the fact that one team member was a non-Swazi speaker and thus interpretation was required by WFP field monitors during data collection at NCPs. However, this did not appear to have a marked impact on the data collected as information gathered by both team members was similar in content. Certain key documents were not available or were not provided timeously – e.g. the full NERCHA tender and the corresponding WFP proposal which is the basis for DEV 200422; the criteria for school selection; and minutes of monitors’ meetings, among others – but this is partially explained by the fact that some key project personnel had only joined mid-way through the project. The Standard Project Report (SPR) for 2013 – the period under review – wasn’t available prior to the start of field visits as it could only be shared once it was cleared by WFP Headquarters. KIIs and FGDs are limited by informant recall bias which can distort observations, and interviewer bias. To mitigate these, the Evaluation Team triangulated results to reduce potential bias and validate results. When reading about the evaluation findings it is important that the audience keep in mind that the qualitative findings represent in-depth informant perspectives and not quantity or frequency of perspectives. A final limitation included last minute changes in the evaluation team composition a few days before fieldwork started, meaning that the new team leader had limited time in which to familiarise herself with the relevant documents.

1.2 Country Context in Swaziland

- 14. The Kingdom of Swaziland** is a small southern African country, landlocked by South Africa and Mozambique. The country is divided into four administration

regions (Hhohho, Lubombo, Manzini, and Shiselweni) and further divided into urban and rural authorities with sub-divisions as follows: For urban areas, city councils, town councils and town boards are comprised of wards (40 in the country). Rural areas are divided into regional administration, Tinkhundla (local constituencies) and chiefdoms⁶. There are 55 Tinkhundlas and each is led by an elected representative (Member of Parliament). The Tinkhundlas are further subdivided into 320 chieftaincies, each led by a traditional chief.

15. **Population:** the population was estimated to be 1.067 million in 2011^{7, 8}. Swaziland has a very young and dependent population, with the age dependency ratio (i.e. the ratio of younger people (0-15 years) to the working-age population (15-64 years)) was equal to 64.55 in 2011⁹. 38% of the population is 0-14 years of age, 58% is 15-64 years and 3.4% are 65 years and above.
16. **Politics:** The Kingdom of Swaziland is recognised as an absolute monarchy with a constitution whose democratic legitimacy is contested¹⁰. King Mswati III is the head of state and has executive authority to veto all legislation made by parliament. The king appoints the Prime Minister, the cabinet, two thirds of the members of the senate, and 15% of the representatives of the House of Assembly¹¹. The remaining representatives are determined by elections held every five years. Swaziland has been described as having poor economic and political governance, including the non-party Tinkhundla system. Swaziland adopted its current constitution in 2005. Swaziland is a member of the Southern African Development Community, the African Union, and the Commonwealth of Nations. It is reported that Swaziland is attempting to establish measures to create a conducive legal environment for good governance. However, the country is ranked 82/177 in the world for corruption, which is estimated to cost the country about E400 million per month¹².
17. **Economy:** Swaziland is a lower-middle income country ranked 141 out of 187 on the Human Development Index (HDI)¹³. Swaziland's HDI value (2012) is 0.536 in the medium human development category – below the average of 0.64 for countries in the medium human development group. However, it is above the average of 0.475 for countries in Sub-Saharan Africa¹⁴. Poverty prevalence is at 63% and the poverty line is at USD 66/month¹⁵. Swaziland is an unequal society with a Gini

⁶ Local Government System in Swaziland, 2009. Retrieved from www.kunnet.net

⁷ WB statistics. <http://www.tradingeconomics.com/swaziland/population-total-wb-data.html>

⁸ The last country-wide census took place in 2007, and at the time the population of Swaziland was an estimated 1.2 million with a life expectancy of 49 years for males and 51 years for females. The gender split in Swaziland was relatively equal, with 53% of the population being female and 47% male⁸.

⁹ WB statistics retrieved from <http://www.tradingeconomics.com/swaziland/age-dependency-ratio-young-percent-of-working-age-population-wb-data.html>

¹⁰ Institute for Security Studies Situational Report: Swaziland's Non-party Political System and the 2013 Tinkhundla Elections.

¹¹ <http://www.sz.one.un.org/>

¹² Transparency International, 2013

¹³ United Nations Human Development Report, 2013.

¹⁴ UNDP. Swaziland's HDI values and rank changes in the 2013 Human Development Report.

¹⁵ Swaziland Household Income and Expenditure Survey (SHIES), 2010

coefficient of 51.5¹⁶ – wealth is largely in the hands of a 20% minority whilst the poorest own less than 4.3%¹⁷. The poorest quintile accounted for 1.39% of national consumption, meaning there is a reduced ability to make a meaningful contribution to economic growth.

18. **Swaziland's economy** is fairly diversified: agriculture, forestry, and mining account for about 9% of GDP; manufacturing (mainly textiles, sugar-related processing, metal works, and light manufacturing) represents 27% of GDP; and services (mainly government services) constitute 64% of GDP. The Swaziland economy is very closely linked to the South Africa economy, with exports playing an important role in the country's economy. However, the vibrancy of the export sector is threatened by growing competition from East Asian countries in textiles, and the phasing out of preferential prices for sugar in the European Union¹⁸. The global financial crisis of 2010-11 negatively affected Swaziland; however, economic performance has improved since 2011 and the economy grew more than 2% in 2013. In 2012/13, the country recorded a fiscal surplus – the first since 2006/07. Despite these improvements, economic growth is weak compared to other countries at the same income level in the region.
19. **Health:** The HIV prevalence in adults (aged 15 to 49 years) is estimated at 26.5% - the highest in the world¹⁹. The high disease burden of HIV/AIDS has far reaching and detrimental effects on Swaziland's people and economy²⁰. People Living with Human Immuno Deficiency Virus (PLHIV) withdraw from economic and agricultural production due to ill health, resulting in less productivity, a loss of employment, and a decrease in income. Others have left the workforce to care for others suffering from AIDS. Combined, this has resulted in a reduction of 31% in the country's workforce. The HIV/AIDS epidemic has also contributed to a reduction of 44% in the amount of cultivated land, resulting in a 54% reduction in maize production thus impacting food security of many households. However, Swaziland is beginning to mitigate the effects of the ravaging AIDS disease – ART coverage for those with advanced HIV infection is 85% and the number of people living with HIV who are screened for TB is 98%²¹.
20. The Government of Swaziland's goal of mitigating the impact of HIV/AIDS is outlined in the following policies, strategies and frameworks:
 - a. The **National Multi-sectoral HIV and AIDS Framework 2009-2014 (NSF)** identifies the "provision of nutritional support for OVC, PLWHA, BVE (Bereaved and Vulnerable Elderly) and other vulnerable groups" as an important strategy under its impact mitigating objective "To increase to 100% by 2008 the

¹⁶ a Gini index of one represents perfect equality, while an index of 100 implies perfect inequality.

¹⁷ UNDAF, 2012

¹⁸ World Bank, 2012

¹⁹ <http://www.unaids.org/en/regionscountries/countries/swaziland/>

²⁰ UNDAF, 2011

²¹ NTCP quarterly report, 2011

proportion of eligible vulnerable OVC, PLWH/A, BVEs who have access to at least one nutritious meal a day.”

- b. **The Extended National Multi-sectoral HIV and AIDS Framework (eNSF) 2014-2018.** This newly launched five-year plan continues the work started under the NSF 2009-2014 mentioned above. The framework prioritises 9 core programmes for Swaziland and its partners to focus on, one of which is the “Care and support for orphans and vulnerable children (OVC)” – prioritised “because of the heavy disease burden on OVCs, their families and communities”²². NCPs and school feeding programmes are stated as mechanisms for addressing food security among children.
 - c. **Neighbourhood Care Points (NCP)²³ Strategic Plan 2012-2016²⁴:** This strategic plan recognizes the important role that the widespread NCP network plays in addressing the food security needs of OVC and their role in serving as “...hubs for the provision of a service package to all children in the country, with a special emphasis on Early Childhood Care and Development.” It lays out a plan for how NCPs can meet this potential, stresses the importance of a community-based coordinated approach, and outlines the roles and responsibilities of key stakeholders, including development partners such as UN agencies. Provision of food – two meals per day – is identified as a central activity in this strategy.
21. **Orphaned and Vulnerable Children:** The NCP Strategic Plan (2012-2016) states that an estimated 70,000 children have been orphaned by HIV/AIDS-related illnesses and an additional 60,000 children have resultantly become vulnerable. The 2010 Multiple Indicator Cluster Survey (MICS) in Swaziland found that 29.5% of children in the country are vulnerable, while 45.1% of them are orphaned and vulnerable. The number of OVC is projected to rise up to 250,000 by 2015²⁵. There are few social protection programmes for children other than community safety nets in the form of NCPs. Assessments have revealed that OVC enrolled in NCPs fare better in terms of welfare than their counterparts who are not enrolled in NCPs²⁶. Organizations supporting NCPs include UNICEF, FAO, Pact, World Vision, and faith-based organizations, who support psychosocial support, training of NCP caregivers, supply of educational material and furniture, construction of learning

²² The Extended National Multisectoral HIV and AIDS Framework (eNsf) 2014-2018. Swaziland.

²³ NCPs are an innovative social protection approach which mobilises communities, selects and trains caregivers, and provides a minimum package of services for OVC as prescribed by the National NCP Strategy (i.e. food and nutrition, basic health care, psychosocial support, life skills development, water/sanitation/hygiene, early childhood care and development, child protection and safety, and linkages for formal education).

²⁴ The NCP Strategic Plan covers the period 2013 to 2017 and not 2012 to 2016 as originally planned (and indicated on the currently available document).

²⁵ SVAC monitoring system bulletin, 2010

²⁶ *Neighbourhood Care Points in Swaziland: A Case Study*. 2007.

http://www.wahenga.net/sites/default/files/reports/REBA_Swaziland_Neighbourhood_Care_Points.pdf

structures, vegetable gardens, rain water harvesting and to a limited degree, food assistance.

Table 2: Statistics on Children in Swaziland 2010²⁷

Population Group	Percentage (%)
Children living with both parents	22.1
Children with at least one parent dead	23.6
School attendance of orphans	97.2
School attendance of non-orphans	98.6
Vulnerable children	29.5
Orphans and vulnerable children	45.1

22. **Education:** The net enrolment ratio in primary school is 92% resulting in about 14,700 children being out of school. Only 74% of pupils who start primary school finish the last grade. OVC are even less likely to be enrolled compared to non-OVC²⁸ and poor nutrition affects school performance. Repetition rates among Swazi students who were stunted as children are 35% greater than students who were not stunted as children³². The result is a low literacy rate among 15-24 year olds of 95.4%. There is a need for quality educational services and food assistance to schools in the country.
23. **Food and Nutrition Security:** Swaziland has experienced food insecurity and nutritional challenges due to successive droughts over the past 7 years²⁹. Given its reliance on rain fed agriculture, the area planted has fluctuated quite dramatically: in 2010, only 7,045 hectares were planted compared to 14,700 ha in previous years. Encouragingly, the area planted in 2013 was 18% greater than in 2010, but large percentages of the population still face food deficits during lean seasons. In 2013/14 approximately 24% of the population faced a livelihood deficit compared to only 10% in 2011/2012. The Lubombo region is the most food insecure region in the country²⁹.
24. The 2013 Swaziland Vulnerability Assessment Committee (SVAC)²⁹ report for the 2013/2014 consumption year noted that seasonal variability coupled with poor macroeconomic performance contributed to an increase in vulnerability among rural households during the food production season. This was in part due to the decision by Government to phase out consistent food assistance and offer only sporadic food parcels to vulnerable households. In 2013/14, approximately 56,000 people lived in households that relied entirely on food assistance for survival and approximately 290, 000 people faced a livelihood deficit. The 2013 SVAC²⁹ further identifies factors contributing to food insecurity: erratic weather conditions; low agricultural technologies; poverty, declining income earning opportunities and

²⁷ Swaziland MICS (Multiple Indicator Cluster Survey) 2010 – Final Report 2011

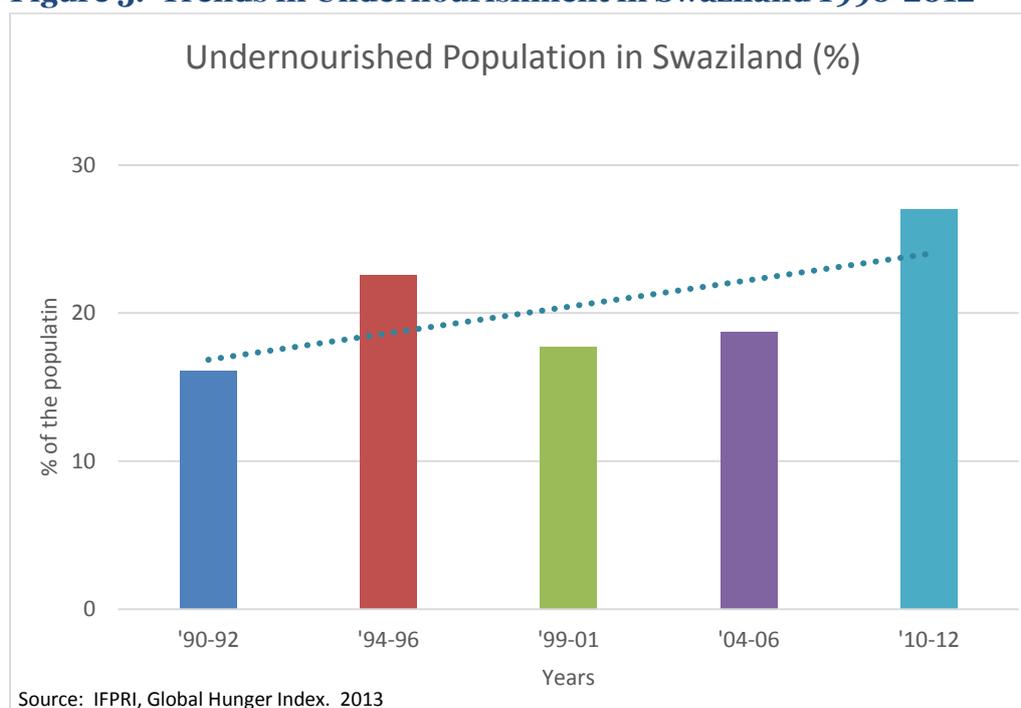
²⁸ MDG progress report, 2012

²⁹ Swaziland Vulnerability Assessment Committee (SVAC) report, 2013

remittances; weakened capacity of governance; abject poverty; high unemployment; high food prices; and the highest prevalence of HIV in the world.

25. WFP classifies Swaziland as having a high prevalence of hunger³⁰ with 27% of the population currently classified as undernourished (Figure 5). In terms of child nutrition, Swaziland has a low prevalence of wasting (0.8%), but a high prevalence of stunting (31%) and overweight (10.7%)²⁷. Low birth weight is seen among 8% of all births³¹, indicating poor maternal nutrition during pregnancy. 69% of cases of child under nutrition are not treated and malnutrition is estimated to be directly responsible for 8% of child mortality. The recent Cost of Hunger study states that Swaziland loses USD92 million or 3.1% of its GDP annually due to child malnutrition³².
26. The nutrition and hunger situation in Swaziland has worsened since the 1990s (Figure 5 through Figure 7), with Swaziland being one of the few countries in the world that has experienced a substantial increase in hunger over the last 2 decades³³.

Figure 5: Trends in Undernourishment in Swaziland 1990-2012³⁴



³⁰ <http://cdn.wfp.org/hungermap/#SZ>

³¹ MICS 2010 (cited from WHO/UNICEF/WB Joint database).

³² *The Cost of Hunger in Africa: The Social and Economic Costs of Child Undernutrition*. Preliminary Results from Four Pilot Countries in Africa.

<http://www.carmma.org/sites/default/files/PDF-uploads/COHA-Preliminary-Results-Eng.pdf>

³³ IFPRI, 2013 Global Hunger Index. <http://www.ifpri.org/sites/default/files/publications/ghi13.pdf>

³⁴ The dotted line in the figure represents a trend line

Figure 6: Trends in Under Five Mortality in Swaziland 1990-2011³⁴

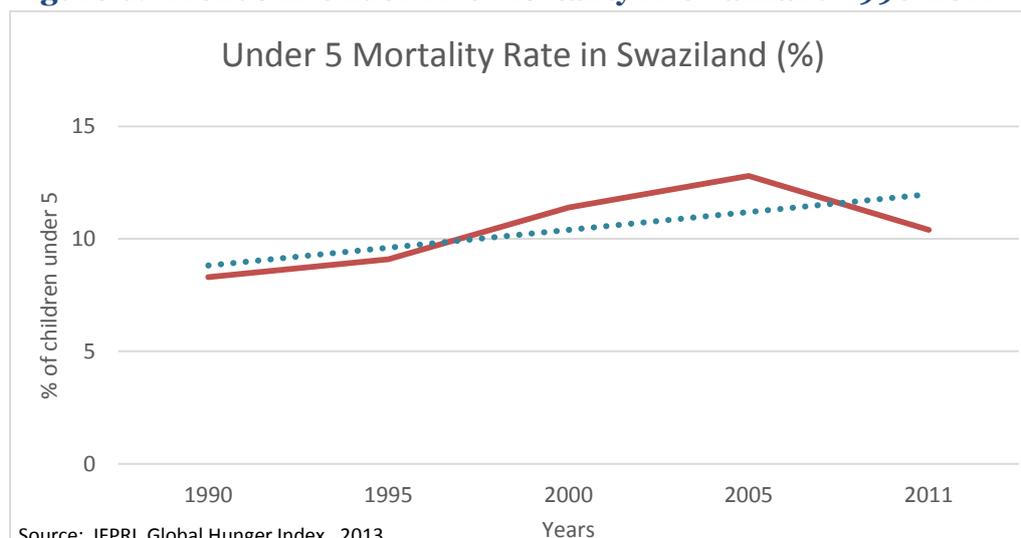
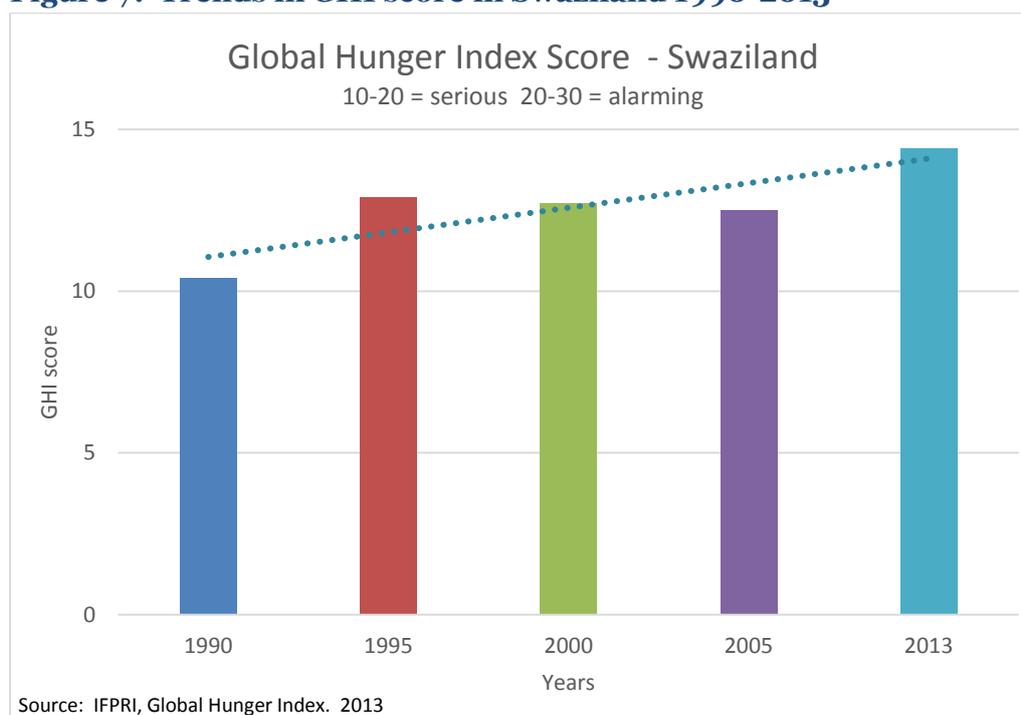


Figure 7: Trends in GHI score in Swaziland 1990-2013³⁴



27. **National Response to Food Insecurity:** Government has acknowledged that NCPs are an important platform for providing key basic services to young, vulnerable children.³⁵ An NCP strategy has been developed and endorsed by government and is currently awaiting funding allocation. Development of the strategy was a joint effort between MTAD and several relevant government ministries and development partners, including WFP. The NCP strategy recognizes

³⁵ MTAD. Neighbourhood Care Points Strategic Plan .2013-2017.

the need for a well-coordinated multi-sectoral approach but there is some debate about which ministry would be the most appropriate government ministry to lead its implementation. Respondents to this evaluation indicated that the higher up it is placed (i.e. above line ministries), the better as it will make it easier to hold the various implementation ministries and development partners accountable. The NCPs are regarded as community projects which qualify to receive funds from the regional development funds in the Ministry of Tinkhundla and Development. In the current fiscal year, NCPs have been allocated SZL60 million through the Ministry of Economic Planning and Development. However, it is not yet clear how these funds will be used.

28. A social protection agenda is gaining momentum due to the Government's concerns about the population's vulnerability to food insecurity. The extended National Strategic Framework (e-NSF) has 6 critical enablers of which social protection is one. A National Steering Committee for Social Protection led by the Ministry of Labour and Social Security has been convened. The committee consists of key ministries in social protection within government and members of the donor community in the country. The European Union (EU), World Bank (WB), African Development Bank (AFDB) have pledged to support Swaziland in this endeavour once the legal framework is in place. The EU plans to spearhead the establishment of the Workmen's Compensation Insurance Fund and the National Pension Fund as a means of reducing vulnerabilities in the country. EU support to Swaziland was approved on 14 May 2014, and the EU is waiting for a letter of acknowledgement and commitment from Swaziland before releasing funds.
29. An OVC cash transfer pilot, a World Bank pilot programme, has not yet been established, but once implemented, it will be gradually scaled-up in the four regions in Swaziland starting in 2015 (WB project report, 2013)³⁶.
30. The United Nations (UN) agencies in Swaziland are engaging with Government for a clear social protection solution to deal with vulnerabilities; they are part of the national steering committee mentioned above and support the piloting of unconditional cash transfers. Additionally, the WFP, in partnership with UNICEF and UNDP, developed a concept note for integrated support to strengthen NCPs by providing food, and upstream work for capacity building and model services delivery. This concept note was submitted to the ADB, UN Human Security Trust Fund and the European Commission. FAO, together with SADP, is supporting youth with agriculture to train children on agriculture skills at an early age, building earth dams and rehabilitations, down streams irrigation. WFP has met with the DPMO, MTAD, the NCCU and NERCHA to expedite the process of NCPs finding a proper government ministry and finding lasting solutions for vulnerabilities in the country.
31. **Global Fund in Swaziland:** GF has four active grants in Swaziland covering HIV/AIDS, Tuberculosis, Malaria, and Health Systems Strengthening. The

³⁶ World Bank. Implementation Status & Results Swaziland. Swaziland Health, HIV/AIDS and TB Project (P110156).

National Emergency Response Council on HIV and AIDS (NERCHA) is the principal recipient for all four active grants as well as the previous five completed grants. The goal of the GF grant to fight HIV/AIDS is to “*reduce the incidence of HIV and AIDS in Swaziland, mitigate its impact on infected and affected individuals, families and communities, **provide support to OVC** and create a supportive environment for the provision of services by strengthening laboratory services*”³⁷. Table 3 presents the current GF grant budgets for Swaziland. Table 4 describes the service delivery areas for the active HIV grant

Table 3: GF Grant Portfolio Financing for Swaziland (2003 to 2014)³⁸

Grant	Signed (USD)	Committed (USD)	Disbursed (USD)
HIV/AIDS	156,955,692	147,863,643	140,886,625
Tuberculosis	24,508,554	17,305,076	11,443,067
Malaria	9,776,751	8,288,081	7,868,342
Health Systems Strengthening	9,687,728	8,877,337	7,824,401

Table 4: GF Grant Service Areas for Swaziland Country Response to HIV/AIDS³⁹

Care and Support	Prevention	Treatment
Care and support for the chronically ill and families Support for OVC	Behavioural Change Communication - Mass Media Blood safety and universal precautions Condom distribution Counselling and testing PMTCT Post-exposure prophylaxis STI diagnosis and treatment Youth Education and Prevention	Antiretroviral treatment and monitoring

32. According to NERCHA, future use of GF funds for food assistance to OVCs at NCPs will depend highly on the government providing clear justification to the GF for such an intervention⁴⁰, and NERCHA states that it has communicated this to the Prime Minister’s Office. Several national respondents also report that ministries involved with OVCs have been tasked to look into the matter and recommend solutions. For its part, WFP has actively engaged government since 2013, including the Prime Minister’s Office, about the gap that will result when GF-financed food assistance stops and has advocated for more government ownership. More

³⁷ GF Consolidated Programme Grant Agreement; SWZ-708-GO5-H_GA_1_en

³⁸ Swaziland Grant Portfolio: <http://portfolio.theglobalfund.org/en/Country/Index/SWZ>

³⁹ Swaziland Grant Portfolio: <http://portfolio.theglobalfund.org/en/Grant/Index/SWZ-202-GO1-H-00#tab2>

⁴⁰ KII with NERCHA, the Global Fund Principal Recipient for Swaziland. 01 April 2014.

recently, NERCHA has initiated a process to recruit a consultant to develop a food security strategy for OVCs in the country.

1.3 Operation Overview in Swaziland

33. In its design, **DEV 200422** planned to target three groups of children and students:
 - i. OVC under the age of 8 who attend NCPs (implemented),
 - ii. students attending secondary schools (implemented) and,
 - iii. young people attending Sebenta/informal schools (not implemented).
34. **DEV 200422** planned to provide children aged 0-8 years at NCPs with Supercereal porridge in the morning as well as a full lunch, typically comprised of maize meal, pulses and oil. Lunch would also be provided to students at secondary and Sebenta schools in rural areas where there is a high prevalence of HIV.
35. **Component 1 of DEV 200508** planned to provide food for caregivers at NCPs as a complement to the food provided to OVCs at NCPs under DEV 200422. It was planned that NCP caregivers be given a monthly take-home ration suitable for a household of five people.
36. More information on the programme budgets and total resource requirements are found in the operational factsheet.
37. **DEV 200422** is a 2-year project funded for 1 year through a GF grant⁴¹, under which WFP Swaziland is a sub-recipient reporting to NERCHA. Component 1 of **DEV 200508** is a 2-year project with the 2013 year funded by a multilateral contribution and a donation from Luxembourg to WFP. DEV 200508 is implemented as a separate project, albeit designed to closely complement the activities of DEV200422 focusing on those elements that could not be incorporated into the DEV 200422 funding. DEV 200422 is a successor to a previous project and was planned to begin in August 2012. However, delays in funds disbursement until December 2012 meant that both DEV200422 and DEV 200508 programmes officially began operations only in January 2013. Moreover, NERCHA funding delays until April 2013 meant that full scale implementation of DEV 200422 did not begin until May 2013 (Figure 8). Because of the need to synergise food deliveries to both OVCs at NCPs and NCP caregivers, implementation of component 1 of DEV 200508 was somewhat delayed until DEV 200422 began full implementation, (Figure 9). The official project end dates for both DEV 200422 and 200508 is December 2014.
38. The planned duration, planned beneficiaries disaggregated by gender, food requirements, and USD requirements for both programmes are outlined in the Operational Factsheet.

⁴¹ SWZ-708-G05-H. <http://portfolio.theglobalfund.org/en/Grant/Index/SWZ-708-G05-H>

40. WFP planned to be involved in activities to increase **awareness of sexual and gender based violence**. In order to integrate WFP's gender policy into the projects, WFP planned to increase awareness of sexual and gender-based violence (SGBV) and the links between HIV and gender inequality by:
- promoting the use of fuel-efficient stoves that save time and labour, particularly for women who are pregnant and/or immune-compromised;
 - support training of NCP caregivers, school focal teachers, cooks at schools, and principals on links between HIV and gender and sexual violence; and
 - printing messages on food bags that promote awareness of how to respond to SGBV and that list available SGBV prevention and response services.
41. **Monitoring and Evaluation:** WFP employs 4 food monitors (2 men and 2 women) to oversee implementation of both projects. WFP also planned to build the capacity of Government in monitoring the implementation of its policies around NCPs and school feeding:
- WFP planned to assist the National Children's Coordination Unit (NCCU) to develop a more robust monitoring/evaluation/information management system for monitoring the implementation of the national NCP strategy. Support was specifically around development of uniform data-collection tools for use at community level.
 - WFP also planned to support the MoET's M&E system for the school meals programme. Project M&E for both DEV 200422 and DEV 200508 were supposed to be integrated into national M&E systems.
42. **Partnerships:** To ensure effective and efficient implementation of activities, and to leverage additional results from food investments at NCPs and secondary schools, WFP prioritised partnerships with government and other stakeholders:
- To ensure coherent secondary school activities, WFP planned to work with the nutrition officer responsible for school meals in the MoET;
 - With UNICEF and other partners, WFP planned to advocate for delivery of a package of care and support at NCPs, and for education and health initiatives at schools, aligned with government policies and strategies;
 - To help supplement diets, WFP planned to encourage gardens at NCPs and schools through engaging the Food and Agriculture Organization (FAO) to provide skills training in gardening and water harvesting;
 - WFP planned to advocate with the Ministry of Natural Resources for the use of fuel-efficient stoves at NCPs and schools;
 - WFP planned that Peace Corps volunteers would promote food and nutrition security at WFP-targeted sites and assist in tracking the utilization of WFP food assistance.

2 EVALUATION FINDINGS

2.1 Appropriateness of the Operation

43. This section describes evaluation findings and conclusions relating to the first evaluation question, “How appropriate is the operation?”

2.1.1 APPROPRIATENESS TO NEEDS AND CONTEXT

44. **Appropriateness of the Operation Objectives.** Both DEV 200422 and component 1 of DEV 200508 address WFP Swaziland’s Strategic Objective 4 “Reduce chronic hunger and under-nutrition” by providing food assistance to OVC children and caregivers who are food insecure. Indeed “Hunger” was a constant complaint of children at secondary schools before food assistance under DEV 200422 began. WFP’s Strategic Objective 5 “Strengthen the capacities of countries to reduce hunger”⁴² has been addressed by training school staff and NCP Caregivers in food preparation and storage and by efforts to strengthen the MoET’s capacity to oversee the implementation of food assistance to schools.
45. It is important to acknowledge the interdependency of the two DEV projects. The success of Dev 200422 depends on Dev 200508 as NCPs cannot function without the volunteer NCP caregivers, who are expected to keep the NCPs operational five days a week by cooking for the children, fetching water and firewood, and providing basic education, psychosocial support and supervised play. With the burden placed on communities by the heavy toll of HIV/AIDS, very few people are able to play this role. The Evaluation Team believes that providing NCP caregivers with food rations was an appropriate token of appreciation and one which contributed to NCPs remaining operational.
46. **Appropriateness of targeting in general:** As discussed in the Country Context above, DEV 200422 and component 1 of DEV 200508 are appropriate in that they target OVCs as well as their caregivers at NCPs who are responsible for food preparation and provision of a safe environment at NCPs. Since Swaziland has the highest HIV rate in the world, it also has a high burden of OVCs. Through these projects, WFP is appropriately addressing the short-term food security need of both OVCs and their caregivers. However, it should be noted that Swaziland currently has no mechanism in place to provide long-term, sustainable food security for OVCs. National-level respondents attributed the absence of such a mechanism to the lack of full ownership of NCPs by the relevant government departments.
47. **Appropriateness of targeting OVCs through NCPs:** Analyses conducted as part of the Global Fund grant proposal, and some subsequent to the award, provided the foundation for designing the two projects^{43, 44, 45}. Through DEV 200422, WFP planned to reach all NCPs in Swaziland – initially estimated to be

⁴² WFP Swaziland Development Projects – Swaziland 200422: Support to Children and Students Affected by HIV and AIDS

⁴³ WFP internal analyses.

⁴⁴ WFP. Appraisal Mission. Swaziland. September 2012.

⁴⁵ WFP. NCP Verification Exercise. December 2012 and March 2013.

1,300. However, a verification exercise carried out between December 2012 and March 2013⁴⁵ showed that the actual number of NCPs was 1565 instead– an increase of 20%. It should be noted that the budgetary implications of this were offset by the fact that the originally estimated enrolment of 50 children per NCP was found to be significantly lower due to the introduction of free primary school education in Swaziland.

48. The increase in number of NCPs also led to an increase in the number of volunteer NCP caregivers and their households (caregivers and their 4 dependents) by 15% (for a total of 22,410 beneficiaries in 2013) to be supported by DEV 200508.
49. The November 2012 NCP baseline study ⁴⁶allowed further refinement of DEV 200422, as it found that during a four-month period in 2012, when food assistance to NCPs was interrupted due to funding shortfalls, up to 64.2% of NCPs had closed their operations, and that only 20.6% had maintained normal operations and operated 5 or more days per week. These results demonstrated the importance of food being the “glue” that keeps the NCPs together, and that facilitates the delivery of routine health monitoring services, basic pre-school education services, and psychosocial support to young children. Indeed, nearly all respondents under this evaluation noted that without food support, many NCPs would either close or not be able to sustain normal operations as many children would not come.
50. The Evaluation Team confirmed that food is being provided to, and consumed by, vulnerable children up to 5 years of age. The project planned to reach children 0-8 years of age at NCPs but most children found in the NCP site visits were 0-5 years of age, aside from a few older children with disabilities. The unexpected younger age range was attributed to the government’s recently-launched ‘free education and school feeding’ at a primary school level, whereby more children age 6 and above attended primary school.
51. Targeting OVCs through NCPs is appropriate because NCPs are one of the few (if not the only) mechanisms available to reach poor, rural, and orphaned children in a consistent way. 63% of Swaziland’s population lives below the poverty line⁴⁷ with 88% of the poor living in rural areas. Poverty in Swaziland affects children and the elderly more than the rest of the population – 70% of all children under 15 are classified as poor, but rural children are affected most – 91% of rural children classified as poor and most orphaned children (88%) in Swaziland reside in rural areas⁴⁸. All NCPs serve 2 meals per day – morning and midday– and results from key informants and focus group discussions indicate that these two meals represent the main source of food for many of these young children. In addition to being an important aspect of NCPs’ successful implementation, WFP’s food assistance at NCPs is appropriate as it targets all NCPs in the country.

⁴⁶ WFP Swaziland. NCP Baseline Report, November 2012.

⁴⁷ Swaziland Household Income and Expenditure Survey. 2010

⁴⁸ World Bank. Swaziland: Using Public Transfers to Reduce Extreme Poverty. 2012

52. The National NCP Strategic Plan recognizes the NCPs' important role as an entry point for the provision of a package of OVC services. It also acknowledges the importance of consistent food provision in keeping NCPs functional. OVC are in need of psychosocial support, basic education, healthcare and general care as they often cannot receive this support at home. By providing NCPs with a consistent source of nutritious food, WFP enables OVC access to basic education, psychosocial support and guidance in a safe and caring environment⁴⁹. This was confirmed by caregivers who noted that psychosocial benefits of NCPs include socialisation skills and the provision of a safe environment where children can be "monitored and protected." Community-level respondents also reported that OVCs who attend NCPs tend to be well socialised, healthy, well nourished, protected from vulnerabilities, provided with additional health services and basic educational stimulation, taught life skills and develop "lifelong" relationships with caregivers.
53. **Appropriateness of targeting caregivers:** NCPs are staffed by volunteer community caregivers who are responsible for cooking, teaching and caring for children who attend NCPs. NCPs do not target OVC specifically, but rather feed all children coming to the NCP with the assumption that any child coming for a meal is in need of food. Since caregivers are needed to care for all attending children, supporting caregivers and their families is also appropriate, as the majority are not paid for their time and effort. Food support to caregivers motivates them to continue working in NCPs and contributes to the functionality of NCPs⁵⁰.
54. WFP planned to distribute take-home rations for caregivers at 1,300 NCPs in Swaziland. Based on an average of three caregivers per NCP, and a family of five per caregiver, component 1 of DEV 200508 targeted a total of 19,500 persons (caregivers and 4 family members) annually. However, given the 265 additional NCPs identified for the project, there was a corresponding increase in the number of beneficiaries the project could now reach. The caregivers' ration follows WFP's nutritional guidelines and was made up of maize, pulses and vegetable oil, providing 1,866 kcal per person per day. Despite delays in starting food distribution to caregivers, the project surpassed its original 2013 targets by 14%, distributing food to 22,410 caregivers and their families compared to the original annual target of 19,500 (Table 7). Likewise, 14% more caregivers were reached in 2013 compared to the target (4,482 vs 3,900). Beneficiaries, government and national and multi-lateral partners widely acknowledged the appropriateness of providing some reward to NCP caregivers – particularly given the food insecurity most of them experience in their own homes and the daily effort required to run the NCPs and care for the children. Food support also helps to alleviate "caregiver fatigue" by providing recognition of their work. At one NCP, the caregivers say that they "appreciate the food given by WFP, because it shows they appreciate our efforts because we never received anything before from any organization. Before

⁴⁹ Swaziland Development Project 200508 Document, 2013

⁵⁰ National Response to Psychosocial Needs of Children: Three Year Strategic Plan 2008-2010. Deputy Prime Minister's Office. 2008

food assistance our partners used to complain that food is taken away from home and we work for free, what did we get from this?”

55. **Appropriateness of targeting Sebenta Schools:** The initial design of the project, based on NERCHA tender specifications, included food assistance to out of school youth via the Sebenta National Institute - a non-profit public organization under the MoET which provides Adult Basic Literacy and Non-formal vocational training. However, this project activity was cancelled by WFP in consultation with NERCHA due to “the fact that the locations of many Sebenta schools were not fixed, many did not have kitchen and storage facilities required for school feeding, and many learners were either above the targeted age group or were also attending a secondary school where school meals were provided”⁵¹. This decision was arrived at following a WFP assessment which included field visits to Sebenta sites as well as the collection of information and data from the Sebenta Institute and interviews with teachers and institute officials.
56. **Appropriateness of targeting secondary schools:** WFP support to secondary schools is appropriate for two reasons. First, there is no current government-supported feeding programme in secondary or high schools. Second, 52% of the Swaziland population is below the age of 20 years, and a doubling of HIV prevalence is seen in adolescents between 10-14 and 15-19 year olds⁵². Providing food to adolescents, especially girls, protects them from possible sexual exploitation and abuse related to hunger. If food, a primary need, is catered for, it reduces the possibility of adolescents engaging in risky behaviour.
57. DEV 200422 supports 93% of existing secondary and high schools (238 of a total 256⁵³), and this is an increase on the original target of 220 schools. WFP-supported secondary schools were selected based on their rural location and the likelihood of students being exposed to HIV⁵⁴. It is also appropriate that DEV 200422 does not support feeding in primary schools given that the Government of Swaziland recently initiated universal school feeding at primary school level. Planned beneficiaries initially included only students affected by HIV/AIDS in the selected schools (as per NERCHA tender specifications). However, WFP successfully advocated that once a school is selected for the school meals programme, it would not be possible to segregate HIV-affected students due to practical implementation concerns as well as the risk of stigma. The proposed solution, endorsed by the MoET for implementation in 2013, was to provide food to all students in a school according to the total student population, but with a reduced ration so as to not exceed the total amount of food to be distributed in the project plan. There are additional benefits for students with this approach to targeting— one student stated that school feeding “hides (the) economic status of each student and we appear all the same”. Furthermore, students eat together which creates a “bond” between

⁵¹ WFP. Standard Project Report – Swaziland. 2013

⁵² DHS Swaziland. 2007

⁵³ Ministry of Education and Training. Swaziland. *School List 2013*.

<http://www.emisswaziland.org/images/code.pdf>

⁵⁴ WFP Project Document – Swaziland DEV 200422 Project. 2012

them. Despite the reduced ration, to a limited extent secondary schools are able to complement WFP rations by diversifying school meals with vegetables and other foods using their own resources. As a result of the change in targeting mentioned above, nearly 3 times the number of secondary school students are being reached than planned (103,181 vs. 35,000).

58. **The appropriateness of the transfer modality:** The selection of food (rather than cash or vouchers) as the transfer modality for the programmes was based mainly on NERCHA (Global Fund) requirements under DEV 200422. According to NERCHA, a previous attempt to use cash transfers within a Global Fund-supported activity, had failed due to improper cash management and this had contributed to the Global Fund required use of direct food assistance rather than the use of cash transfers or vouchers. WFP's own assessment of suitable modalities in the Swaziland context also found that because Swaziland is a net importer of food, and food prices are generally higher in Swaziland than in neighbouring countries, the choice of food rather than cash or vouchers was justified. This was further reinforced by findings from KIIs and FGDs in which respondents reported the appropriateness of food as it draws participants into NCPs and schools and directly contributes to attendance in NCPs and schools. One school teacher noted that "even during marking periods after exams, students come to school for the meals." It should be noted, however, that as part of a World Bank supported health sector loan, the DPM's office is currently coordinating the implementation of a pilot cash transfer project to OVC as a safety net measure⁵⁵. The results from this pilot can be used to guide future choices on transfer modalities.
59. **The appropriateness of the approach to gender issues:** NCP caregivers tend to be women; indeed, at the NCPs visited by the Evaluation Team, all (100%) caregivers were women. Likewise, most cooks at the secondary schools visited were female. Given that both NCP care-givers and cooks are primarily responsible for food preparation, the planned activity of promoting the use of fuel-efficient stoves would have been appropriate as a way of reducing the burden of women in terms of time and labour. However, this activity was not implemented due to the resource constraints brought about by the delay in the disbursement of funds from NERCHA.
60. The printing of messages on food bags to promote awareness of SGBV and available resources was not implemented as planned due to several factors including the fact that a portion of the food was a resource transfer from a previous project and changing bag markings was deemed unfeasible. While the SGBV messages on food bags is an innovative idea, it is not suitable for reaching large audiences as only a few individuals (i.e. cooks and food delivery staff) would be exposed to the messages, resulting in the activity having limited potential in influencing behaviour. It is therefore appropriate that this was not implemented.

⁵⁵ KII with the Deputy Prime Minister's Office of Safety Net. 10 April 2014

61. The SGBV training of school personnel and caregivers, however, is relevant and appropriate, as these adults are well positioned to prevent and report cases of sexual exploitation or abuse of children.
62. **Appropriateness of capacity building initiatives:** Planned capacity building to government is appropriate because of the need for the government to take ownership for overseeing implementation of its policies, and for eventually implementing these programmes. The extent to which this has occurred however, is mixed, as discussed in section 2.2.7.
63. **The appropriateness of monitoring and evaluation support:** Planned M&E support to government is appropriate because of the need for the government to take ownership for overseeing implementation of its policies, and for eventually implementing these programmes. The extent to which this has occurred however, is mixed, as discussed in section 2.2.10.
64. **The appropriateness of partnerships:** The Ministry of Tinkhundla Administration and Development (MTAD) and MoET provide both projects with appropriate government partnerships – MTAD for NCP support at community level and MoET for school support. The MTAD partnership is particularly strategic as together with the DPM’s office it developed the NCP strategy for the country. This partnership proved very valuable during project implementation when MTAD took the lead in resolving political disputes and/or issues of a sensitive nature, such as abuse of power by local authorities to divert foods or any assistance to NCPs, and in resolving conflict amongst caregivers or with the community. The MoET partnership is also strategic as they were privy to school operations and conduct of the children. For instance a decision to procure rice instead of maize for high schools came from the ministry of education based on evidence; had WFP purchased maize for high schools, the food would likely have been wasted. Partnerships with UN agencies are also appropriate as the activities of different agencies can be leveraged for enhanced implementation and effects. Examples of such leveraging were observed in the form of joint concept notes and similar efforts between WFP and other UN agencies such as UNICEF, UNDP and FAO.
65. **The appropriateness of M&E partnerships:** During the design of the WFP programmes, there was a lack of clarity around WFP’s and Save the Children’s role in terms of delivery and monitoring. Initially, Save the Children believed that they would oversee and coordinate delivery of food, but in the first few months of implementation, WFP assumed the role of both delivery and monitoring. This raised concerns around conflict of interest (“Who is the player and who is the referee?”) and according to some respondents, somewhat affected the efficiency and effectiveness of early implementation. Once Save the Children was contracted to conduct M&E in May 2013, these issues were resolved. The decision to contract Save the Children was appropriate.
66. **The appropriateness of procurement procedures:** The planned procurement procedures under both projects are appropriate in that they follow WFP’s internal rules and regulations which recommend a mix of international and

regional/local food procurement. In the case of Swaziland, a decision was made to source food internationally and regionally based on the fact that Swaziland is a net-importer of food and sourcing food locally was determined to not be cost-effective.

67. Overall the programmes are appropriate to the Swaziland context as aligned with WFP strategies. Though the programmes are suitable as short-term interventions, there is a need for WFP to continue advocating for, and engaging in the development of suitable strategies for long-term food security.

2.1.2 COHERENCE WITH WFP CORPORATE STRATEGY

68. WFP is responsible for nutrition and food support under the Division of Labour of the Joint United Nations Programme on HIV/AIDS. WFP's understanding of this role is articulated in its HIV and AIDS Policy. One of three key focus areas in this policy is the enhancement of social protection for people affected by HIV. Two objectives fall under this focus area: "Mitigating the Effects of AIDS on Individuals and Households through Sustainable Safety Nets" and the provision of food assistance to "OVC and their caregivers."
69. Food assistance under **DEV 200422** to all 1565 NCPs and 238 secondary schools, as well as component 1 of DEV200508, are coherent with WFP's HIV and AIDS policy, WFP's Strategic Objective 4, to "Reduce chronic hunger and under-nutrition"⁵⁶. WFP's Strategic Objective 5, to "Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase" is addressed through the project's training in food management, storage, handling, and record-keeping to NCP caregivers and school food focal teachers and cooks. In addition, WFP has worked closely with the MoET to prepare it to take over the school feeding programme at the 238 WFP-supported secondary schools. The Evaluation Team was able to confirm that food provided by WFP is available at both NCPs and schools and is being consumed by the beneficiaries. For example the teachers at Ebenezer High School say the students like and eat all the food that is served so that "food is never thrown away".

2.1.3 COHERENCE WITH GOVERNMENT POLICIES

70. The Swaziland National Plan of Action for Children (NPAC)⁵⁷ highlights a rights-based approach to supporting children, and places emphasis on food security for children. Under NPAC's "Right to Food", WFP programmes directly support Objective 2: Increased proportion of OVCs of school going age (6-18 years) who have received one nutritious and appropriate meal, and Objective 4: Increasing access of OVCs to nutritious food at NCPs.
71. Food assistance to NCPs and secondary schools also supports the Government of Swaziland's goal of mitigating the impact of HIV/AIDS as outlined in the National Multi-sectoral HIV and AIDS Framework 2009-2014 (NSF), the Extended National

⁵⁶ WFP Swaziland Development Projects – Swaziland 200422: Support to Children and Students Affected by HIV and AIDS, Logical Framework.

⁵⁷ The National Plan of Action for Orphans and Vulnerable Children 2006-2010.

Multi-sectoral HIV and AIDS Framework (eNSF) 2014-2018, and the Neighbourhood Care Points Strategic Plan 2012-2016⁵⁸.

72. Swaziland's Poverty Reduction Strategy and Action Plan 2007 identifies food security as a "basic human right." It acknowledges that Government needs to ensure food security given that a large percentage of Swazis are food insecure. It highlights the impact of HIV/AIDS on agricultural production as one of the basic causes of food insecurity in the country. The Government of Swaziland's goal is to "half the number of people suffering from hunger by 2015 and to achieve food security and proper nutrition for all Swazis by the year 2022." In addition, the plan identifies the importance of providing Social Protection to vulnerable groups and lists the development of "sustainable programmes for feeding, clothing and caring" of the vulnerable – including orphans⁵⁹. WFP's food assistance to food insecure children at NCPs and secondary schools supports this strategy.
73. Secondary school feeding under DEV 200422 supports the MoET, which has highlighted the need to provide food security in both primary and secondary schools⁶⁰. The MoET views schools as centres for OVC care and support and identifies the provision of food security as a key element in meeting its medium-term goals. WFP's food support to secondary school feeding builds on its prior experience in supporting Swaziland's primary school feeding programme, for which the MoET assumed full financial responsibility in 2013 (although under a separate agreement, WFP continues to provide technical assistance to the ministry in food procurement, storage and handling).
74. Food support to community-based volunteer caregivers is coherent with the National Response to Psychosocial Needs of Children: Three Year Strategic Plan 2008-2010⁵⁰ which identifies the importance of providing incentives to community caregivers to reduce caregiver turnover, stress, and burn-out and to ultimately benefit the children being cared for.
75. The training component of DEV 200508 is also consistent with the Government's increasing appreciation of community caregivers' role in delivering critical services at the community level. Indeed, NCP caregivers report that training on food management, handling, storage, record-keeping, hygiene and child care enables them to provide quality services to children, and also empowers them to benefit their households and the wider community.
76. Both WFP programmes address safety net gaps identified by the Government of Swaziland (e.g. food security for OVCs and HIV infected) in its effort to mitigate the impact of HIV and AIDS on OVC and expressed in the tender issued by NERCHA.

⁵⁸ The Neighbourhood Care Points Strategic Plan will cover the period 2013 to 2017 and not 2012 to 2016 as originally planned (and indicated on the currently available document.)

⁵⁹ Poverty Reduction Strategy and Action Plan 2007

⁶⁰ The Swaziland Education and Training Sector Policy. Ministry of Education and Training. 2011

2.1.4 COHERENCE WITH PARTNERS

77. **Coherence with the pillars of the Joint United Nations Programme on HIV/AIDS (UNAIDS):** The United Nations’ response to HIV and AIDS in Swaziland is coordinated through the Joint United Nations Programme on HIV/AIDS (UNAIDS). This partnership brings together the special expertise, resources and networks of 11 United Nations system organizations (known as Co-sponsors) to support governments in providing universal access to HIV prevention, treatment, care and support. The partnership has identified 10 priorities and a division of labour amongst partners (based on comparative advantage) which guides the contribution of each UN agency. WFP joined this partnership in 2003 and has since been responsible for providing nutrition and food support in the countries where it works.
78. DEV 200422 is consistent with Strategic Direction 2 of the UNAIDS Strategy for 2011-2015 which specifies that “People living with HIV and households affected by HIV are addressed in all national social protection strategies and have access to essential care and support.”
79. **Coherence with the pillars of the United Nations Development Assistance Framework (UNDAF):** WFP’s in-country contribution is further guided by the UNDAF which is designed to ensure that UN support to a country is streamlined and coherent with national policies. The current UNDAF in Swaziland covers 2011-2015 and was signed by representatives WFP and all the other UN agencies active in Swaziland among them, FAO, UNAIDS and UNICEF. WFP’s work in Swaziland is coherent with the following UNDAF pillars:
- a. Pillar 1: “scaling up impact mitigation services for vulnerable children, people living with HIV and the elderly;
 - b. Pillar 2: “strengthening the capacity of government and partners to address hunger and food insecurity among vulnerable groups,” and
 - c. Pillar 3: “increasing equitable access to basic social services for vulnerable groups, including women and children.”

Component 1 of DEV 200508 (food support provided to community-based caregivers of OVCs at NCPs) is also consistent with UNDAF Pillar 3 above.

Key Findings and Conclusions: Appropriateness of the Operation

Swaziland has the highest HIV rate in the world with a high burden of OVCs. The national coverage of WFP’s support to OVCs through NCPs and secondary schools is appropriate as the impact of HIV/AIDSs in Swaziland is nationwide. In addition, WFP’s support to school feeding at secondary schools meets a current need as universal school feeding is only available at the primary school level.

The National NCP Strategic Plan recognizes the important role NCPs play as an entry point for the provision of a package of OVC services. It also acknowledges the

importance of consistent food provision in keeping NCPs functional. Targeting OVCs through NCPs is appropriate because NCPs are one of the few (if not the only) mechanisms available to reach poor, rural, and orphaned young children in a consistent way. By providing NCPs with a consistent source of nutritious food, both DEV 200422 and DEV 200508 enable OVCs to access to basic education, psychosocial support and guidance in a safe and caring environment.

The success of Dev 200422 depends on the success of Dev 200508 as NCPs cannot function without volunteer NCP caregivers, who are expected to keep the NCPs operational five days a week by cooking for the children, fetching water and firewood, and providing basic education, psychosocial support and supervised play. These projects provide WFP a way to address the short-term food security needs of OVCs at both NCPs and schools. At present, no mechanisms are in place in Swaziland to provide long-term, sustainable food security for OVCs.

A WFP baseline survey of NCPs conducted prior to implementation provided WFP and partners with a better understanding of the assistance needed and was useful in fine-tuning the project.

WFP's food support is also consistent with its own strategic objectives as well as with the United Nations Development Assistance Framework. Both DEV 200422 and component 1 of DEV 200508 address WFP's Strategic Objective 4 "Reduce chronic hunger and under-nutrition" by providing food assistance to OVC children and caregivers who are food insecure. Indeed "hunger" was a constant complaint of children at secondary schools before food assistance under DEV 200422 began. WFP's Strategic Objective 5 "Strengthen the capacities of countries to reduce hunger" has been addressed by training school staff and NCP Caregivers in food preparation and storage and by efforts to strengthen the capacity of the MoET to oversee the implementation of food assistance to schools.

WFP's support is consistent with numerous policies and strategies within the Government of Swaziland that govern the need to mitigate the impact of HIV/AIDS and address issues of food security among OVCs.

DEV 200422 is also consistent with objectives spelled out in joint UN strategies, plans and frameworks including the UNAIDS Strategy for 2011-2015 and the UNDAF pillars. The use of food as the transfer modality was specified in the tender issued by NERCHA. However, given that Swaziland is a net-importer of food and local food prices, the decision is an appropriate one.

2.2 Results of the Operation

80. This section addresses the second evaluation question, “What are the results of the operation?”⁶¹. The Evaluation Team’s findings are disaggregated by activity and cover the attainment of planned outputs, outcomes, achievements, and changes for each activity.
81. **Overall Implementation Challenges:** While both projects officially started in January 2013, the late disbursement of funds by NERCHA (in April 2013) meant that WFP was unable to operate at full scale for the first quarter of the project. The shortened implementation period resulted in an almost 50% reduction in the project funds for DEV 200422 from \$11,898,662 to \$5,998,561.
82. Given this situation, WFP prioritized distribution to NCPs from January to March 2013 and to secondary school students beginning in April 2013. Prior to the start of WFP assistance, NCPs had experienced stockouts of food for several months in 2012, and had thus experienced a decline in services delivery and attendance by children. Thus at the beginning of the project in January 2013, most NCPs were not fully functional. Another challenge was that NCP caregivers needed to be trained or re-trained in WFP food management practices, and transporters often had difficulty in locating many of the 1,565 NCPs for the first time. As a result, commodity distributions to NCPs were slightly lower than planned

2.2.1 FOOD ASSISTANCE TO NCPs

83. The main outcome for DEV 200422 was the attendance rate at NCPs, and the project surpassed its target attendance rate of 80% (Table 5). This is notable given the results of the baseline survey which showed that at the start of the project, 65% of NCPs were non-functional because of lack of food.
84. A key project output was the number of OVC in institutions (i.e. in NCPs) supported with food assistance. During 2013 WFP reached 51, 690 children at NCPs (41,569 under the age of 5), which was 78.7% of the annual target (Table 5). This reflects the reduced number of school-age children at NCPs which was partially offset by the increased number of NCPs included in the project following the NCP verification exercise.

Table 5: Food Assistance to NCPs: Actual vs Planned Outputs and Outcomes⁶²

Food Assistance to NCPs				
OUTPUT	Unit	Planned	Actual	% Actual vs Planned
Number of OVC in institutions supported with food assistance	OVC	66,000	51,960	78.7%
OUTCOMES		Planned	Actual	% Actual vs Planned
Average attendance rate at NCPs		80%	90%	112.5%

⁶¹ WFP (OEV). Terms of Reference, 2014

⁶² DEV 200422 SPR 2013

85. **Benefits** of WFP food assistance to NCPs were highlighted by caregivers in FGDs. Firstly, many caregivers noted an increase in attendance of young children at NCPs once food was introduced. The presence of food draws many more children, enabling the NCP to deliver an array of child services e.g. early child education, health services, day care, daily monitoring of the children by the caregivers, and socialization (playing, communication, self-confidence etc.). This was also reported by WFP’s Field Monitors in their monthly monitoring reports as they saw a clear connection between attendance and the presence of food at NCPs – reporting that some NCPs visited were closed due to delays in food delivery. ⁶³ Secondly, respondents reported improved health and nutrition outcomes in children, i.e. fewer sores, more vitality, doing well in monthly growth monitoring assessments, and no visible signs of malnutrition. Indeed, some community-based Rural Health Motivators interviewed during site visits noted an improvement in children’s growth monitoring results (“green on the MUAC tape”) since the consistent availability of food at NCPs. Thirdly, children benefit from NCPs operating as a safe place to spend time, with free/affordable childcare and informal education contributing to enhanced school readiness and access to routine health services during monthly visits by Rural Health Motivators. Lastly, WFP food provision to NCPs lifts the burden of caregivers having to bring food from their homesteads to provide for OVCs attending NCPs.
86. **Implementation Challenges:** Several external factors affected the smooth implementation of food assistance to NCPs. During school holidays, the number of children eating at NCPs swells significantly (even being doubled at times) mainly because vulnerable primary school children in the community come to the NCPs in search of food – many of them being former NCP attendees. This results in NCPs running out of food weeks before the next delivery, and therefore compromising the delivery of other important services such as routine health monitoring, educational support and psychosocial support (PSS). Some NCPs have faced this challenge by also closing during school holidays, while others attempt to source additional food from the community during this time. In some cases, caregivers themselves donate food to meet the increased demand.
87. **Unintended Consequences:** As mentioned earlier, NCPs are rooted in the communities they serve and are staffed by volunteer community-based caregivers who are often selected by the community. The understanding with the community is that these structures exist to meet the traditional community role of supporting children in need. The community appoints an NCP Chairperson to serve as the main link between the NCP and the community. In the early stages of establishing NCPs, communities provided support in the form of additional food such as vegetables, fruits, staples, salt, and sugar. However, in more recent and economically difficult times, this support has gradually decreased and NCPs that receive support from external (non-community) sources often see community

⁶³ WFP Swaziland. Monthly Monitoring Reports. DEV 200422.

support diminishing even further or stopping completely. Given this reported pattern, it is not surprising that the provision of WFP food support has reportedly had a similar effect on the support provided by community to NCPs⁶⁴. KII and FGD respondents indicated that this is more pronounced in poorer and more drought-affected communities. Some respondents also reported a perception that caregivers receive financial payment for their work resulting in community members believing that caregivers should do the work without expecting any additional community support.

88. Positive unintended consequences of the projects were also reported: increased school readiness of NCP participants was the commonly-cited effects of WFP support. At one NCP, the caregivers reported that following enrolment at primary schools, NCP children excel in grade 1 and that school teachers have reported to the parents/guardians and former caregivers that “it doesn’t show that they (the children) are from an informal learning environment.” Furthermore, the children are also “less shy and are empowered to talk” in class. This indicates that NCPs’ educational benefits are widely acknowledged.

2.2.2 SECONDARY SCHOOL FEEDING

89. The outputs for this component of DEV 200422 - number of secondary school students (both boys and girls) - exceeded initial targets (Table 6) during 2013. This is explained by the fact that the school feeding programme at WFP assisted schools was made available to the whole student body instead of targeting only OVC within the school as originally planned.

Table 6: Food Assistance to Secondary Schools: Actual vs Planned Outputs and Outcomes⁶⁵

Food Assistance Secondary Schools				
OUTPUT	Unit	Planned	Actual	% Actual vs Planned
Number of secondary school boys assisted by WFP	Boys	16,323	43,611	267.2%
Number of secondary school girls assisted by WFP	Girls	18,677	49,179	263.3%
Number of secondary schools assisted by WFP	Schools	220	238	108%
OUTCOMES		Base Value	Previous Follow-up	Latest Follow-up November 2013
Attendance rate in WFP-assisted secondary schools		-	-	97%
Gender-ratio: ratio of girls to boys enrolled in WFP-assisted secondary schools		-	-	1.14

90. The outcome for secondary school feeding under DEV 200422 – attendance rate in WFP-assisted secondary schools – was reported at 97% (Table 6) while the gender

⁶⁴ KIIs with national level (government and non-State actors) and NCP respondents.

⁶⁵ DEV 200422 SPR 2013

ration of enrolled students show that more girls than boys are enrolled in Secondary Schools. Baseline figures are not available for the outcome indicators for secondary school feeding so it is not possible for the evaluation team to comment on whether the outcome level results have changed as a result of the project.

91. **Benefits:** WFP states that provision of secondary school meals encourages families to send adolescents to school, thus helping to reduce the dropout rate among children in Swaziland. Because girls tend to get pulled out of school more often than boys when household finances are limited, the provision of food at schools increases the chance of girls staying in school, thereby improving the gender balance in secondary school access and enrolment. Respondents from KIIs and FGDs at WFP-supported schools corroborate this view. Aside from reduced dropout, respondents also attributed the additional benefits below to WFP support:
- a. Increased concentration/alertness levels among students– especially after lunch;
 - b. Concealed vulnerability of the OVC in schools;
 - c. Fewer complaints of hunger;
 - d. Reduced financial burden on parents and guardians (in terms of giving the student money for food); and
 - e. Reduced absenteeism.

At one high school visited, students noted that when food was not available, some students missed school suggesting that *“food is more important than the learning.”*

92. **Unintended Consequences:** Originally, the project was only supposed to target OVCs within WFP-assisted schools. However, the opening up of the school feeding program to all students in order to avoid stigmatization of OVCs had the additional benefit of meeting the needs of non-OVC, food-insecure students and contributing to their increased access to education through increased attendance and increased concentration level..
93. **Efficiency:** The delays in disbursement of project funds resulted in a delay in the implementation of the school feeding component of the project. This resulted in food only being distributed to secondary schools beginning in April 2013.
94. The MoET plans to take over food assistance to high schools when WFP food assistance comes to an end. The ministry will manage procurement and distribution of food, including monitoring from suppliers to beneficiaries, but there are uncertainties around the ministry’s capacity. A budget allocation of SZL 16 million has been made to enable the MoET to take over. The MoET has requested NERCHA to build its capacity for procurement, logistics management and monitoring of such a complex undertaking. The ministry is also considering extending food assistance to Early Childhood Care and Development (ECCD) centres in the future.

2.2.3 SUPPORT TO COMMUNITY BASED VOLUNTEER CARE-GIVERS

95. As discussed in earlier sections, the NCP verification exercise identified 20% more NCPs than had been originally estimated. This had a direct effect on increasing DEV 200508 targets for reaching 3 caregivers per NCP. Despite this, and despite the late start of the project, the project exceeded both its outputs targets (Table 7). No outcome data is available for this component as outcome level indicators were not tracked due to lack of resources.
96. **Benefits:** Most NCP caregivers interviewed in FGDs, said that the food support provided under component 1 of DEV 200508 made them feel appreciated and valued for the work they do and also helped them contribute to their families. At one NCP the caregivers explained how they “*appreciate the food given by WFP, because it shows they appreciate our efforts because we never received anything before from any organization.*”
97. **Unintended Consequences:** NCP caregivers and WFP field monitors both reported some unintended consequences resulting from food support to caregivers. Initially, some community members who were unaware of this project component accused caregivers of theft when they saw caregivers carrying food parcels home. Although this was eventually resolved through discussions between community leaders, MTAD, and WFP field monitors, it highlights the importance of full proactive engagement of the community for smooth implementation of community-based projects.

Table 7: Food Assistance to NCP Caregivers: Actual vs Planned Outputs and Outcomes⁶⁶

Food Assistance to NCP Caregivers				
OUTPUT	Unit	Planned	Actual	% Actual vs Planned
Number of NCP caregivers assisted	caregivers	3,900	4,482	114,9%
Number of beneficiaries reached (caregivers and their households)	beneficiaries	19,500	22,410	114.9%
OUTCOMES		Base Value	Previous Follow-up	Latest Follow-up November 2013
No Data. WFP did not have the resources for monitoring of outcome-level indicators.				

98. Caregivers often feel responsible for bringing their own seasonings (e.g. salt, sugar) or toiletries (i.e. soap or cleaning products), and for collecting firewood and water as these are not commonly contributed by the community. This places an extra burden on the caregivers both financially and in terms of time for ensuring smooth operations.

⁶⁶ DEV 200508 SPR 2013

99. There were also positive consequences: an increase in caregiver empowerment was a commonly-cited unintended effects of WFP support. One caregiver noted, *“as a caregiver, I become a better person because through this programme I receive training on how to raise children the right way, and understand children behaviour, and identify how a child is different from other children”*.

2.2.4 INFRASTRUCTURE CHALLENGES

100. Approximately 30% of **secondary schools** visited do not comply with WFP requirements for storing food, e.g. good ventilation, storing commodities on pellets, access control, etc., and this was often due to a lack of sufficient space in the school.
101. Some **NCPs** have well-constructed permanent structures while others have mud-and-stick structures or no structures at all and rather operated under a tree. Lack of proper NCP structures (learning, eating, and cooking areas) means that caregivers have to cook the food in open kitchens, which is a major challenge during the rainy season. NCPs without proper structures do not operate on rainy days.
102. Storage facilities available for food commodities varied considerably from NCP to NCP according to the nature of the NCP structure. Some NCPs kept food deliveries in clean, dry, well-ventilated rooms within the NCP, while many kept the food in community-approved homesteads. In instances where theft is a problem, even if the NCP structure is well suited for storage, homesteads are used instead. Due to limited space, food stored at homesteads tends to be stored with other inappropriate items, such as farm tools, furniture, fertilizers, and seeds which is against WFP regulations.
103. While these challenges affect the functioning of feeding programs at schools and NCPs, addressing these issues is outside the scope of both DEV projects. Although the training provided to caregivers addresses good practices in food management, handling and storage, not all NCPs have implemented them^{67 68}.

2.2.5 FOOD DELIVERY ISSUES

104. WFP uses local contracted commercial transporters to deliver food from the warehouse to NCPs. Each NCP is expected to receive its delivery every two months. While WFP addressed many initial teething problems – particularly with the performance of contracted commercial transporters⁶⁹, some appear to have persisted in the small sample of NCPs visited in this evaluation. One issue is the fact that food is not always delivered directly to the site as per agreements with transporters – at times only delivered to the closest main (tarred or gravel) road which could be 1-2 km away from the NCP. Given that each delivery generally consists of a 2-month supply, such practice is a significant inconvenience and has cost implications for the volunteer caregivers as they must hire transport (at their own cost) to collect the food as quickly as possible to avoid loss due to theft or

⁶⁷ WFP Swaziland Monitoring Reports. DEV 200422 and DEV 200508.

⁶⁸ Field observations by evaluation team. April 2013.

⁶⁹ WFP Swaziland. Monitoring Reports. DEV 200422.

weather damage. This places additional financial burden on caregivers. Another challenge mentioned was the fact that there were no fixed delivery dates and caregivers were often not aware when deliveries would happen. This would result in caregivers not being available to accept the delivery. To mitigate this, a decision was made for Field Monitors to get weekly delivery plans from the WFP warehouse and alert caregivers of scheduled deliveries.⁷⁰

2.2.6 FOOD RELATED ISSUES

105. Most NCPs visited reported that they were generally satisfied with the basket of WFP commodities delivered. All 31 NCPs indicated that they were unfamiliar with some components in the food basket at the beginning of the WFP project (i.e. red kidney beans) but that workshops conducted by WFP helped to allay their concerns. However, they did report encountering occasional issues related to the quality of some of the commodities (e.g. impurities or mould) which they reported either to the Field Monitor or to the Warehouse for subsequent resolution.
106. As indicated in earlier sections, the number of students to be reached per school was provided to WFP by the MoET. The amount of WFP food to be delivered to schools was based on this number as well as the number of school days left in the term at the time of delivery and the ration per pupil per day. This approach was consistent across deliveries. However, in several schools visited, not all enrolled students participated in the school feeding programme resulting in significant surplus of commodities. In the case of one school, WFP reported that it had alerted the MoET who in turn advised skipping a term's delivery to the school. Another school visited during the field visit indicated that MoET requested them to provide a "food loan" to several nearby schools. This confirmed the information provided to the Evaluation Team by the MoET respondent.
107. The WFP-supported schools visited during fieldwork expressed appreciation for the food provided by WFP. Respondents reported that their very first encounter with red kidney beans, one of the commodities in the food basket, was through this project. Many of them were unsure how to cook the beans and commented on the long cooking times required. Comparisons were regularly made to the local variety of bean (incidentally, these are imports to Swaziland) which were considered easier and faster to cook and to taste better. WFP organized workshops to address some of these issues and respondents indicated that this proved to be helpful although the long cooking time was still an issue in some localities visited by the Evaluation Team. As in the case of NCPs, respondents at the secondary schools visited reported occasional quality issues with some commodities (e.g. the presence of stones, as well as the significant time required at times to clean and prepare them for cooking). However, comments provided by the procurement arm of the WFP Regional Bureau for Southern Africa indicate that "the food procured meets the specifications defined by the food quality and safety unit." Developing and sharing

⁷⁰ WFP Swaziland. Monitoring Reports – DEV 200422

more efficient ways of cleaning and cooking the commodities may be useful for future operations.

2.2.7 CAPACITY BUILDING

108. A variety of capacity building activities were planned under the two projects for NCPs, secondary schools, and government. WFP had plans to assess capacity at the MoET which would inform capacity development assistance. Furthermore, WFP had planned to hire two staff members with work within MoET to support the project's implementation, management and M&E. However, these activities were not implemented due to the delay in the disbursement of funds from NERCHA which resulted in a need to reprioritize activities. This reprioritization of activities also affected WFP's capacity development plan and budgets for DEV 200508 given that this was a complementary project to DEV 200422. As a result, many of the capacity building activities were not implemented, leading to a significant under-spending of funds originally budgeted for capacity building, especially for DEV 200508 (Table 8).
109. WFP worked with the MoET and the Deputy Prime Minister's Office (DPMO) in 2012 to develop a national strategy for support to OVCs in schools. This work continued in 2013 with the inclusion of MTAD for a focus on supporting OVC at community level through NCPs. Finalisation of a sustainability plan for NCPs is expected during 2014. With the MoET, WFP planned to develop a detailed capacity development plan to focus on the following areas:
- Developing an M&E Framework;
 - Protocols;
 - Forms and schedules;
 - Gender equality;
 - Training schools on food storage and preparation;
 - School health and nutrition;
 - An inventory and database of school feeding infrastructure.
110. However, this activity was not implemented as there is currently only one staff person within the MoET dealing with school feeding for the whole country⁷¹. Developing and implementing a capacity building plan for the full sector would require the involvement of more staff than are currently available. Upstream, WFP is among the partners contributing to the drafting of the National Framework for Food Security in Schools.

⁷¹ KII with MoET as well as information provided by WFP.

Table 8: Capacity Development: Actual vs Planned⁷²

Capacity Development: Strengthening National Capacities (SO5)				
OUTPUT	Unit	Planned (USD)	Actual (USD)	% Actual vs Planned
Technical Assistance: WFP expenditures for technical assistance to strengthen national capacity (DEV 200422)	US\$	363, 607	142,014	39.1%
Technical Assistance: WFP expenditures for technical assistance to strengthen national capacity (DEV 200508)	US\$	138,848	6,114	4.4%

111. In 2013, WFP conducted training workshops with secondary schools and NCPs as follows:

- **Secondary school feeding training** was carried out with principals, teachers and school staff in all 238 schools on implementing the school feeding programme. In these trainings, both male and female teachers attended to encourage them to take part equally in school feeding activities and an explanation of the role of school feeding for maximizing access for girls and boys alike. WFP also provided instructions on how to safely manage and cook food for students. As an adjunct to the school feeding content, the training also included material (developed by both WFP and the government) on reducing the risk of SGBV and how to prevent and report cases of sexual exploitation or abuse in both boys and girls. Teachers and cooks interviewed during fieldwork indicated that the training was helpful, and were able to apply the food management, handling, storage, and record-keeping information. A total of 390 individuals were trained⁷³.
- **Training of NCP caregivers** was done on best practices around ration measurement, food safety and management, and record-keeping. All NCPs were provided on-site training by the Field Monitors and this was confirmed by caregivers at the NCPs visited during the evaluation. Caregivers who were trained reported that they “cascaded” their training with fellow caregivers and community members and applied what they had learned both at the NCPs as well as in their own homesteads.

2.2.8 GENDER

112. Both projects were gender sensitive in their design with due consideration given to the potential gender-based differences effects the projects would have on beneficiaries. For example, DEV 200508 considered the positive effect of providing food assistance not just to NCP caregivers, who are mainly women, but also to their households, thus enabling them to contribute to the family income while continuing to volunteer at NCPs. DEV 200422, on the other hand, considered the gender

⁷² DEV 200422 and 200508 SPR 2013

⁷³ Information on the numbers trained provided by WFP CO.

makeup of students at secondary schools in its design as well as the positive effects school feeding could have on ensuring the continued school attendance of girls.

113. Furthermore, focus group discussions in secondary schools were separated by gender in order to capture any gender-based differences that may exist.
114. The plan to print SGBV messages on food bags was not implemented due to resource limitations as well as government restrictions on markings. The SGBV topics that were successfully included in trainings were held at schools around the school feeding programme. Similar to capacity building activities, the promotion of fuel-efficient stoves that save time and labour was not implemented due to the reprioritization of activities resulting from the delay in the availability of project funds under DEV 200422.

2.2.9 PARTNERSHIPS

115. WFP's main partner in Swaziland is the Government of Swaziland – namely MTAD and MoET for the implementation of DEV 200422 and MTAD for DEV 200508. WFP also works closely with other Government and UN partners in addressing food security issues, particularly related to OVCs, including DPMO, NERCHA, MoA, UNAIDS, UNICEF, and FAO. Most respondents indicated having a positive relationship with WFP.
116. WFP's partnership with MTAD enabled it to better access communities. Upon WFP's request, MTAD assigned a focal point person for WFP to liaise with directly. This relationship appears to have been instrumental in resolving community-related issues. Furthermore, MTAD's regional officers were also available to provide support to WFP Field Monitors – although this relationship was not as fully developed as the one at national level.
117. The partnership with MoET has led to concrete steps towards the ministry taking over school feeding at secondary school level. WFP, along with the MoET and MoA, participated in a task force to develop the Food Security in Schools Framework, which places school meals as one component of a package of interventions (along with school gardens, and nutrition/agriculture education). In the future, WFP will continue to support MoET to implement activities proposed in this framework.
118. WFP, with UNICEF and other partners, has planned to advocate for delivery of a comprehensive package of care and support services at NCPs, including education and health initiatives, aligned with government policies and strategies.
119. WFP actively supported MTAD and DPMO in developing the NCP strategy, particularly in ensuring that a comprehensive package of services was included in the strategy. To help supplement diets, WFP planned to encourage the development of gardens at NCPs and schools, engaging the Food and Agriculture Organization to provide skills training in gardening and water harvesting. As part of this effort, WFP developed a concept note for the MoA on NCP gardens and continues to provide ongoing support to the DPMO on this issue. WFP has also planned that Peace Corps volunteers would promote food and nutrition security at WFP-supported sites and assist in tracking the utilization of WFP food assistance.

However, this component has not been implemented as there are no Peace Corps volunteers available.

2.2.10 MONITORING AND EVALUATION

120. Save the Children was WFP's main implementation partner (May 2013 until December 2013), with a primary role in monitoring implementation in 2 of 4 regions in Swaziland – Shiselweni and Lubombo. On-site monitoring was done through the use of checklists administered at an NCP or a school. Field Monitors from WFP and Save the Children met every two weeks to discuss progress, achievements, challenges and issues needing urgent attention. The relationship appears to have generally been a positive one.
121. WFP's M&E system appeared to be suitable for the data requirements of both projects. WFP's corporate M&E system tracks the movement of food from the point of procurement to its delivery to beneficiaries. In addition, WFP Swaziland uses registers developed by UNICEF to capture attendance at NCPs. Caregivers were trained in using these registers including recording the age and gender of every child. In most NCPs visited, the registers were being completed as intended – albeit with variable degrees of quality depending on the education level of the caregivers. School enrolment and attendance figures were collected from schools by Field Monitors. In addition both NCP caregivers and food focal teachers maintained stack cards/ledgers which were used to track the daily use of each commodity. Field monitors conducted monitoring visits to 2 schools and 4 NCPs per day although this number varied depending on the availability of transport and whether training was to be an element of a particular visit (especially at the beginning of the project). This means that each site was meant to be visited every two months but this frequency was not always achieved due to issues such as transport, ease of access to NCPs, and training activities. Field Monitors completed monitoring checklists per site and submitted monthly monitoring reports to the CO. WFP CO in turn submitted quarterly M&E reports to NERCHA.
122. Due to funding shortfalls, a few planned M&E-related surveys were not implemented, namely the Household Food Consumption Scores and the National Capacity Index.

2.2.11 OVERALL RESULTS

Key Findings and Conclusions: Results of the Operation

In 2013, DEV 200422 reached a total of 144,750 beneficiaries through both NCPs and secondary schools – a 40% increase from the originally planned number of 103,000 beneficiaries. This is explained by pre-implementation data which found an increased number of NCPs and schools as well as decisions made jointly with the MoET which increased the number of students to be reached.

Reported benefits of food assistance to OVCs include increased attendance at NCPs and general well-being of the children, as well as a reduction in the food insecurity of OVCs in both NCPs and secondary schools. Caregivers reported that the food assistance they

received under DEV 200508 made them feel appreciated, increased their motivation and enabled them to contribute to their household food security.

The project experienced implementation challenges, chief among them being the significant delay in the disbursement of project funds, which considerably shortened the implementation period as well as the funds available to the project. As a result, several project activities were not implemented including some capacity building, monitoring and gender-sensitive activities. Other implementation challenges included delivery issues with commercially contracted transporters and the quality of some consignments.

Both projects were gender sensitive as all volunteer NCP caregivers are women and the ratio of girls to boys enrolled in WFP-assisted secondary schools is 1.14. At NCPs, the gender distribution tends to be roughly equal.

An unintended consequence of both projects is a lessening of community support to NCPs (in the form of food and other things) due to the perception by the community that NCPs receiving external food assistance have all the support they need. However, community support generally appears to be less in poorer areas and those affected by drought.

WFP's main partners in both projects were the following government actors - NERCHA, MTAD and MoET. Save the Children was WFP's implementation partner for the monitoring of project activities, although their participation was significantly reduced due to the delays in funding disbursement. WFP has also worked closely with UN agencies and other government departments such as the MoA to find short and long-term solutions for food insecurity.

WFP's corporate and project-specific M&E systems and processes were well suited to monitor project implementation and to identify and resolve implementation issues. The main challenge faced by monitors was the delay in funding which, among other things, delayed the involvement of Save the Children in supporting monitoring activities. Other challenges were logistical in nature given the inaccessibility of some locations, particularly NCPs.

2.3 Factors Affecting the Results

123. This section addresses the third evaluation question, "Why the operation produced the observed results"⁷⁴. The section addresses both internal and external factors affecting the results for both DEV 200422 and component 1 of DEV 200508.

2.3.1 INTERNAL FACTORS

124. **Programme Management:** Despite the many challenges faced by the delay in the disbursement of project funds, WFP appears to have managed the project well.

⁷⁴ WFP OEI. Terms of Reference. 2014

Decisions affecting project design were taken in consultation with relevant stakeholders as well as NERCHA, the funding partner. When necessary, corrective action appears to have been taken in a timely manner. Once risks were identified, risk mitigation actions were taken, e.g. training for various stakeholders and transporters. Monitoring processes appear to have been effective for monitoring output and outcome indicators as well as for identifying and resolving implementation challenges.

125. In order to mitigate the impact of the delay in funding, and in agreement with NERCHA and the GF, WFP started food distribution in December 2012 by advancing funds from its country office's resources thus enabling at least a partial implementation.
126. **Targets:** During the course of the project, the increased number of NCPs, secondary schools, and secondary school students to be supported had a corresponding effect on the overall reach and coverage. It should be noted that all targeting changes were made in consultation with NERCHA and with corresponding programmatic adjustments. As a result, the project appears to have exceeded many of its targets, when in fact, the results would have been different if the targets were adjusted accordingly.
127. **Food Delivery Issues.** Both projects were logistically demanding. Food delivery, particularly to NCPs that were not easily accessible, was the most challenging for transporters and NCP caregivers alike. There are some reports of delays, shortfalls, and breach of agreement in food deliveries to NCPs. WFP addressed serious breach of agreement issues directly with the relevant transporter and provided training to transporters to pre-empt future delivery issues. In addition, WFP Field Monitors started communicating more actively with caregivers about expected delivery dates and amounts. However, the large number of sites to be covered— 1565 NCPs and 238 secondary schools – and the challenges involved with monitoring these with few personnel explains the reason why some of these delivery issues were raised with the evaluation team during site visits. A few issues with the quality of consignments were traced to local transporters mishandling the delivery.
128. **Sourcing and Quality of Food.** WFP's procurement policy is based on cost-effectiveness and food quality, and opens up the choice for sourcing food internationally, regionally, or locally. In the case of Swaziland, WFP considered the fact that Swaziland is a net-importer of food and therefore sourced all food commodities for the two projects regionally or internationally. Procurement was coordinated by WFP procurement offices outside Swaziland.
129. **Quantity of Food.** Under DEV 200422, all enrolled students in WFP-assisted secondary schools are eligible to participate in the school feeding programme. Food delivery to secondary schools is based on enrolment figures, a "per student" ration and the number of days left in the term. However, some schools go through their stock much faster than others. During the school visits, the evaluation team observed possible explanations for this difference between schools. One possible explanation is that some WFP-assisted schools are better resourced than others and

are able to supplement the WFP food assistance with locally-grown or procured food. Also, in better-resourced schools, not all enrolled children participate in the school feeding programme. At NCPs, food supplies fell short during school holidays due to increased attendance by food insecure primary school students who don't have a reliable source of food when schools are closed.

130. **Relationship with the Community.** WFP's engagement with community leaders was channelled through the Field Monitors, MTAD counterparts and radio messages, but actively engaging with all communities surrounding the 1565 NCPs was not feasible and this led at times to some issues based on misperceptions. However, it should be noted that when issues arose at NCP or community levels, WFP and Save the Children monitors were the first line of action while for more difficult or sensitive issues, and that WFP successfully sought the assistance of the MTAD NCP coordinator or regional focal point for resolving such issues.
131. **Monitoring and Evaluation:** The initial monitoring visits were challenging ones for the WFP field monitors as they had to deal with all the teething problems of the two projects. Furthermore, the projects' increased number of NCPs and secondary schools presented an additional monitoring challenge, particularly before the Save the Children monitors came on board in May 2013. Other challenges faced were related to transport and communication with care givers. Fortunately, the M&E systems and processes in place at WFP made data collection, collation and reporting relatively smooth. Delays in funding disbursement resulted in the reprioritization of some M&E activities including the outcome monitoring of component 1 of DEV 200508.
132. **UN-Wide Reporting Rules:** The fact that WFP is a UN agency adhering to UN-wide reporting rules partially contributed to the protracted negotiation process leading up to the signing of the sub-recipient agreement with NERCHA. NERCHA respondents indicated that they had needed firm assurances of transparency and accountability before they could proceed with the WFP agreement.

2.3.2 EXTERNAL FACTORS

133. **Delayed start of the project.** The delay in the agreement between WFP and NERCHA, followed by delays in disbursement of funding, posed a significant challenge to both projects, with full-scale implementation being delayed for five months as a result. Although WFP CO, in consultation with NERCHA and the GF, was able to start partial implementation using its own resources (for which it got reimbursed once funding arrived), the delays resulted in a shortened implementation period which in turn led to the reduction in the funds available to the project. Several project activities which had been designed to enhance project effectiveness were either not implemented or significantly reduced in scope as WFP was forced to reprioritize activities given the shorter time frame and reduced funds. Some of these activities include: capacity building activities for the MoET and other stakeholders, M&E activities (including Save the Children's monitoring role and some surveys), and provision of fuel-efficient stoves designed to lessen the burden on women.

134. Because the total funds available to the project was reduced, WFP, in consultation with NERCHA had to reprioritize some planned activities. A number of capacity building and monitoring activities ended up not being implemented. The delay also meant that WFP could only contract Save the Children halfway through the project.
135. **Resource Limitation.** WFP conceived of DEV 200508 as a complementary project to DEV 200422 as NCPs would not be able to function without the volunteer community caregivers who staff them. As the Global Fund grant did not cover this activity, WFP had to raise the funds from private donations. However, these resources were only sufficient to cover the food assistance to the care givers but no additional monitoring of outcome indicators. As a result, monitoring for this component was limited to output indicators.
136. **Limited Community Support.** NCPs initially grew out of a need to respond to the impact of HIV/AIDS on families and cater to the needs of the growing number of OVCs. However, national level respondents and NCP caregivers both noted that community support for NCPs appears to have reduced over the years – especially when there are perceptions within the community that NCPs receive “enough” support from external sources. Another, and perhaps more direct, explanation put forth by respondents is the negative effect on community support of recurrent drought affecting agricultural production in certain regions of the country.
137. **Ownership.** Originally, food assistance under the GF project was seen as “a bridge to government ownership”. While there has been progress in transitioning the school feeding component from GF/WFP to the MoET, there has been very little progress with regards to increasing local ownership in assistance to NCPs. Most respondents appreciate the valuable role NCPs play in reaching young children not normally reached by other mechanisms and in providing them with valuable health, education, and psychosocial services. However, there is a clear reluctance among government ministries to assume responsibility for supporting NCPs, as they are often seen as a donor-driven structure. Even though NCPs fall under MTAD, primarily because of their “community” nature, most KII respondents report that MTAD is not the most suitable department given the NCPs child-focused nature.
138. **Gap in food assistance:** The relationship between the presence of food at NCPs and attendance was widely acknowledged by all respondents and is supported by the NCP verification exercise⁴⁵. However, this has not translated into a concerted effort by government or other non-State stakeholders to ensure food provision at NCPs while longer-term measures are being developed. Although WFP has raised this issue with relevant government stakeholders and donors, a gap still remains with regard to bridging the gap between the end of the distribution of GF funded food and the eventual take-over of longer term food assistance/ food security interventions by the government. At present, the project has a commodity food balance and WFP and NERCHA have recently agreed for this to be distributed to NCPs, using WFP resources⁷⁵. Given that DEV 200508 is a complementary project

⁷⁵ Comments from WFP CO, 16 June 2014

to DEV 200422, no additional food will be delivered to caregivers once all the food to OVCs have been distributed.

139. **Engagement with Community Leaders:** The strong and influential traditional structures in Swaziland, especially at community level, can play a significant role in the success or failure of community based projects. KII and FGD data indicate that in some areas of project implementation, e.g. food assistance to caregivers and the need for continued community support to NCPs, WFP’s engagement with community leaders could have been stronger. A more proactive engagement – perhaps at the Tinkhundla level rather than at the level of the NCP – could have reduced, if not eliminated, some community-based issues.

Key Findings and Conclusions: Factors Affecting Results

The results achieved by both projects can be explained by several factors – both internal (within WFP’s control) and external. However, one key external factor, the delay in the disbursement of project funds, had the largest effect on project implementation. This delay resulted in a shortened implementation period and reduced project funds. In turn, led to a reprioritization of project activities which meant that certain complementary activities could no longer be implemented.

Internal Factors:

Both projects could not be implemented at full scale due to delays in the disbursement of the funds for DEV 200422. However, despite this and the associated challenges with implementation, WFP appears to have managed the project well. Timely decisions were made on a host of issues including project design and operational issues. Active stakeholder engagement appears to have taken place in reaching many of these decisions. Risk mitigating actions were put in place when risks were identified. Monitoring processes appear to have been effective for monitoring output and outcome indicators as well as for identifying and resolving implementation challenges.

Both projects experienced changes in their targets subsequent to the project start date. The number of NCPs increased from 1300 to 1565 following a verification exercise. This was accompanied by a proportional increase in the number of caregivers supported. Meanwhile, the number of schools included in the project rose from 220 to 238 upon the request of the MoET. More significantly, however, the number of beneficiaries at schools tripled due to a decision to open up the school feeding programme to the whole student body as a way of avoiding stigmatizing OVCs. Due to unavailability of additional funds, this led to a reduction in the per student ration.

Both projects were logistically demanding. Food delivery, particularly to NCPs that were not easily accessible, was the most challenging for transporters and NCP caregivers alike. WFP’s decision to source all food commodities for the two projects either regionally or internationally was based on the fact that Swaziland is a net-importer of food and local food prices are high.

Active engagement with every community covered by both projects, while desirable, was not feasible due to the large number of project implementation sites and limited staff. However,

whenever such an engagement was needed, this was done either through WFP's field monitors or with the assistance of MTAD focal points.

External factors:

Originally, food assistance under the GF project was seen as “a bridge to government ownership”. While there has been progress in transitioning the school feeding component from GF/WFP to the MoET, there has been very little progress in increasing local ownership in assisting NCPs. There is a clear reluctance among government ministries to assume responsibility for supporting NCPs, as they are often seen as a donor-driven structure. Although WFP has raised this issue with relevant government stakeholders and donors, no mechanism is in place to bridge the gap between the end of the distribution of GF funded food and the eventual take-over of longer term food assistance/ food security interventions by the government.

Community support for NCPs – a crucial factor for the sustainability of NCPs - appears to have gradually reduced over the years – especially when there are perceptions within the community that NCPs receive “enough” support from external sources. However, a more direct factor may be the negative effect of recurrent drought on community support - particularly in certain regions of the country.

3 CONCLUSIONS AND RECOMMENDATIONS

140. The discussion below summarizes the evaluation's key findings and conclusions based on the evaluation criteria: i) relevance, (ii) coherence, (iii) coverage, (iv) connectedness, (v) efficiency, (vi) effectiveness, (vii) impact, and (viii) sustainability.

3.1 Overall Assessment

141. DEV 200422 and DEV 200508 have contributed to addressing the food insecurity of OVCs in NCPs and secondary schools. They have also contributed to the functioning of NCPs by increasing the motivation of caregivers to continue working at NCPs.

3.1.1 RELEVANCE, COHERENCE AND APPROPRIATENESS

142. **Aligning with people's needs:** Both DEV 200422 and DEV 200508 are relevant to the needs of the Swaziland population, given that a significant proportion of the population, particularly women and children, is food insecure. The projects operate in an environment of widespread food insecurity, heavy reliance on subsistence farming, inconsistent climate patterns, and a large percentage of the population infected or affected by HIV and AIDS, which has left many communities in a chronic state of food insecurity.

143. **Coherence with the policy and programme context:** Both projects align with WFP's strategic objectives, the Government of Swaziland's policies and strategies for mitigating the impact of HIV/AIDS, and with the priorities of UNDAF. In addition, DEV 200422 is coherent with the government's education

and social protection policies. DEV 200508 is coherent with the country's policy to address the psychosocial needs of caregivers⁵⁰.

144. Both projects' goals and objectives are relevant and coherent given WFP's corporate capability and the food insecurity experienced by OVCs. The use of NCPs to reach vulnerable children is appropriate as NCPs are generally the very few mechanisms available to reach vulnerable children with food and other essential basic services such as growth monitoring and early childhood education.
145. The project design was responsive to the goals and objectives specified in the GF tender issued by NERCHA. WFP further refined the operation design based on the results of the verification exercise it carried out prior to implementation.
146. WFP's ongoing work at the policy level, particularly with regards to the NCP Strategy, is relevant in that it supports government to issue appropriate policies, strategies and plans to mitigate the impact of HIV/AIDS.

3.1.2 EFFICIENCY

147. **Efficiency of implementation:** The implementation of DEV 200422 was delayed significantly due to delays in grant negotiation and the eventual disbursement of the funds. The efficiency of implementation was also affected by issues with contracted commercial transporters. The partnership between WFP and MTAD served as an efficient and effective channel to resolve issues arising at the community level.
148. **Targeting Strategy:** The verification exercise which was carried out prior to the project implementation helped to verify the location of and enrolment at NCPs and significantly contributed to the efficiency of implementation.
149. The change in targeting at WFP-assisted secondary schools – from only targeting OVCs to targeting all enrolled students – made it easier to administer and monitor the project. However, it also resulted in a reduction in the rations per student in all schools, but especially in under-resourced schools which lack additional means to supplement the school feeding programme.
150. The rationale behind the design and implementation of DEV 200508 as a complementary project to DEV 200422 was sound and consistent with policies, assessments and observations highlighting the critical role that volunteer caregivers provide at NCPs and the need to keep them motivated to work.
151. **Changes in efficiency resulting from factors inherent to WFP and external:** DEV200422 was originally conceived as a 2-year project for which 18 months of GF funding was supposed to be available. In reality, however, DEV 200422 suffered significant funding shortfalls such that the GF funds were only able to support 13 months of implementation. Although the project still managed to exceed its initial targets for children to be fed, it was not for the duration originally intended. In addition, several other complementary project components which were meant to be implemented were not due to the funding shortfalls.

152. Component 1 of DEV 200508 didn't suffer the same financial shortfalls, however, as it was conceived as a complementary project to DEV 200422, the delays meant that certain activities could no longer be implemented. Nevertheless, this project also managed to reach and exceed its initial targets for year 1.
153. The project's school feeding component is in the process of being transitioned to the MoET. However, neither WFP, nor its government and UN agency partners, have been able to secure additional funds for food assistance to NCPs over the remaining project period.
154. Capacity building activities under both projects were most affected by the disbursement delays and subsequent reduction of funds and project implementation period. Plans to build the MoET's capacity appear to be the most affected. However, both projects did manage to carry out training activities designed to have an immediate effect on project implementation e.g. training of caregivers, school head teachers, food focal teachers and cooks.
155. In order to improve efficiencies related to food deliveries, WFP held meetings with its contracted commercial transporters both before and during implementation. In cases where it was necessary, WFP dealt with transporters individually.
156. **Cost of the Operation:** The funds available for DEV 200422 was set by NERCHA and the GF and was significantly reduced as a result of the long delays at the start of implementation. Moreover, due to GF funding restrictions, the project's end-date could not be extended to allow for the full 18 months of GF-funded implementation. An extension was approved by GF to allow WFP to use GF funds to distribute food purchased before the end of December 2013 – the official end of GF funding – but not for monitoring activities.
157. Reduced funds brought about by the disbursement delays resulted in the non-implementation of various approved complementary activities for both DEV 200422 and DEV 200508.

3.1.3 EFFECTIVENESS

158. **Expected changes in targeted people:** The number of beneficiaries reached via the school feeding component was nearly three times the project's original target. This was due to a change in targeting which opened up the school feeding to all enrolled students at WFP-assisted secondary schools and not just OVC. However, the fact that there was no proportional increase of food commodities per school meant a reduction in per-student ration. Therefore, the Evaluation Team is unable to conclusively say whether the school feeding project was effective.
159. Both outcomes for food assistance to NCPs and secondary schools have been met, but the lack of baseline data on the outcomes, particularly with regards to secondary schools, makes it difficult to determine if there has been a change as a result of WFP assistance.
160. WFP, with the assistance of MTAD, managed to address some community-level operational difficulties as effectively as possible. However, due to the large number

of NCPs targeted by both development projects, it was not feasible to engage with each community more proactively.

161. Regular monitoring meetings as well as bimonthly review sessions with Save the Children, WFP's monitoring partner, served to facilitate the implementation process.

3.1.4 IMPACT

162. According to interviews and focus group discussions at community level, food assistance to NCPs has resulted in observable changes in the health and malnutrition levels of children. Reported benefits include good growth monitoring results ("green on the MUAC tapes"), reduced episodes of illness, and increased vitality.
163. KII respondents and participants of FGDs at secondary schools attribute school feeding such benefits as increased enrolment and increased concentration levels. Most respondents have indicated that for many students, the meal they have at school is often the only or main meal of the day.
164. NCP caregivers reported receiving feedback from schools and parents that former NCP children were doing well in school. This speaks to the fact that attendance at NCPs seems to have a positive effect on the "school readiness" of the children.
165. At the national level, interviews with stakeholders indicates that the WFP's food assistance programme, particularly food assistance to NCPs, is viewed as a much-needed short-term relief effort which should continue until government is able to take ownership of it. Stakeholders acknowledge and appreciate the contribution of WFP in meeting the food security needs of OVCs. Any gap in the provision of food assistance is viewed as resulting in serious negative consequences and reversing some of the gains made in the wellbeing of the children attending NCPs.

3.1.5 SUSTAINABILITY AND CONNECTEDNESS

166. The secondary school feeding component of DEV200422 is in the process of being transitioned to the MoET and food distribution to previously WFP-assisted secondary schools is expected to start in mid-2014. WFP will continue to provide technical assistance to the MoET in order to facilitate a smooth transition.
167. In contrast, no mechanism is currently in place to ensure the continuation of food assistance to NCPs when the balance of Global Fund-financed food assistance runs out⁷⁶. While all stakeholders recognize the looming emergency this gap will create, no resources have yet been pledged to support WFP, or other actors, to carry on until such a time as government and communities decide to take ownership of addressing the food security needs of children currently served by NCPs.

⁷⁶ Update from WFP CO: DEV 200422 has a commodity food balance which will be distributed to NCPs using WFP resources. This has been agreed to by both WFP and NERCHA. 16 June, 2014.

168. The two projects combined managed to provide stop-gap food support for OVCs and their caretakers, but sustainability is at risk largely due to the absence of government ownership and commitment
169. There are several initiatives currently being discussed or being piloted which may eventually provide a more sustainable solution to the food insecurity experienced by young, vulnerable children. These include the World Bank funded cash transfer pilot as well as the formation of a Technical Working Group for Social Protection and the increasing realization that Swaziland needs to address the issue of social protection in a more systematic and formalized manner.

3.2 Key Lessons for the future

170. Swaziland's strong traditional societal structure of chiefs, inner councils and Tinkhundlas presents a unique opportunity to influence the community level. However, in order to harness this potentially powerful support base to effect social change, it is important for WFP, government, and development partners to engage more proactively with community leaders from the design stage through implementation up to scale up or hand-over. MTAD and regional authorities are best placed to facilitate this engagement. With regards to NCPs, community leaders have much to contribute to ensuring the sustainability of NCPs through mobilizing resources both from the community and from businesses operating within the Tinkhundla.

3.3 Recommendations

Based on the findings of this evaluation, the team proposed the following recommendations, many of which have already been discussed with the WFP CO.

3.3.1 STRATEGIC RECOMMENDATIONS

171. NCPs are an effective mechanism for reaching young children in hard-to-reach areas and providing them with key basic services such as education, psychosocial support and health services. The availability of food at NCPs is critical for its functionality. In line with WFP's commitment to mitigate the impact of HIV/AIDS as well as focus on addressing the nutrition needs of vulnerable groups including children, WFP should continue to support the provision of food assistance to OVCs in NCPS until such a time as there is an effective safety net to address the food security needs of young OVCs. WFP CO, with input from RB & HQ as appropriate, should include support to food insecure OVC and their NCP caregivers in its country strategy. The strategy with regards to OVC support should build on lessons learned from both development projects and future food assistance projects targeting OVCs in NCPs as well as their NCP-based caregivers should be designed in an integrated manner. **Timeframe:** Starting now and continuing through the development of the next country strategy document.
172. The sustainability of assistance to young, food insecure children will be affected by the level of ownership of NCPs by an appropriate ministry as well as coordination amongst relevant ministries. WFP, in collaboration with other UN agencies and development partners, should continue to flag and advocate for the placement of

NCPs within the most appropriate ministry as well as the adoption of a multi-sectoral approach to utilizing NCPs to reach OVCs. In addition, WFP together with relevant UN partners, e.g. UNICEF, FAO, UNAIDS, UNDP and other relevant UN agencies, should build on current efforts and develop a multi-agency approach to tackle food insecurity in children. This approach would need to be aligned to in-country efforts as well as guide all food security/ social protection related activities undertaken by members of the UN Country Team. **Timeframe:** Ongoing.

173. WFP, together with relevant UN agencies and other development partners and NGOs, to intensify its advocacy to expedite the social protection agenda so that OVCs begin to benefit soon. **Timeframe:** Ongoing.
174. WFP, together with relevant UN agencies and development partners and NGOs, to advocate for support to Schools and NCPs to be able to produce their own food, particularly drought-resistant vegetables, as a way of contributing to the diversity of food available to children and adolescents. **Timeframe:** Within 1 to 2 years.

3.3.2 OPERATIONAL RECOMMENDATIONS: SHORT-TERM

175. WFP should continue its efforts to secure funds and build on the investments gained through both development projects – albeit as one integrated project. Should resource limitations require a reduction in scope, i.e. national vs. regional, WFP should prioritize areas that have high levels of poverty and food insecurity such as rural areas and regions prone to droughts. WFP should also closely monitor results arising from the World Bank funded OVC cash transfer pilot to inform future decisions on transfer modality **Timeframe:** Starting now and continuing until there is an effective safety net for very young OVCs.
176. The school feeding component of DEV 200422 will be taken over by the MoET. However, the ministry's capacity to effectively implement this activity will need to be strengthened. WFP should consider building the capacity of the MoET in the areas of procurement and supply chain management, quality assurance as well as in monitoring and evaluation. These efforts should be based on a rigorous needs assessment of the MoET's capacity in these and other related areas. This, and all other capacity building activities WFP undertakes should form part of an overall, country capacity building strategy. **Timeframe:** Starting within the next three to six months and continuing on as part of the overall country strategy.
177. For future development projects where on the ground implementation is required, WFP should explore maximizing the use of government structures such as MTAD and the Regional Authorities and the network of other partners to engage with communities more actively. Where appropriate and feasible, community input should be sought in the design and improvement of project implementation. **Timeframe:** Ongoing.
178. In addition to considerations of cost-efficiency and WFP's own procurement process regulations, WFP to ensure that the selection of food baskets reflect, where feasible, the local context and preferences. **Timeframe:** Ongoing.

3.3.3 OPERATIONAL RECOMMENDATIONS: MEDIUM-TERM

179. Given that MTAD is the government ministry charged with implementing the NCP strategy, WFP should consider building the capacity of MTAD to more effectively monitor output and outcome indicators at NCPs including food provision, attendance, etc. WFP can consider partnering with other UN agencies and other development partners to strengthen MTAD's overall monitoring and evaluation capacity. WFP's capacity development support to MTAD should be informed by a needs assessment and form part of WFP's country capacity building strategy.

Timeframe: Starting within the next six months and continuing on as part of the overall country strategy.

Annex 1 - Terms of Reference



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation

Measuring Results, Sharing Lessons

[FINAL, 13.12.2013]

TERMS OF REFERENCE

OPERATION EVALUATION

SWAZILAND - DEVELOPMENT PROGRAMME – 200422 – Support to Children and Students Affected by HIV and AIDS 2013-2014

1. INTRODUCTION

1. These Terms of Reference (TOR) are for the evaluation of the Development Programme 200422 - Support to Children and Students Affected by AIDS in Swaziland. It will also cover component 1 of DEV 200508 - Support to Community-Based Volunteer Caregivers of Children Affected by AIDS – to the extent that this supports DEV 200422. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will take place from February to June 2014. In line with WFP's outsourced approach for operations evaluations (OpEvs), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluations.
2. These TOR were prepared by the OEV focal point based on an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: 1) to provide key information to the company selected for the evaluation and to guide the company's Evaluation Manager and Team throughout the evaluation process; and 2) to provide key information to stakeholders about the proposed evaluation.
3. The TOR will be finalised based on comments received on the draft version and on the agreement reached with the selected company. The evaluation shall be conducted in conformity with the TOR.

2. REASONS FOR THE EVALUATION

2.1. Rationale

4. In the context of renewed corporate emphasis on providing evidence and accountability for results, WFP has committed to increase evaluation coverage of operations and mandated OEV to commission 12 Operations Evaluations (OpEvs) in 2013; 24 in 2014 and up to 30 in 2015.
5. Operations to be evaluated are selected based on utility and risk criteria.⁷⁷ From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB) has selected, in consultation with the Country Office (CO) DEV200422 - Support to Children and Students

⁷⁷ The utility criteria looked both at the timeliness of the evaluation given the operation's cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational and external factors as well as COs' internal control self-assessments.

Affected by HIV and AIDS in Swaziland for an independent evaluation. In particular, the evaluation has been timed to ensure that findings can feed into future decisions on programme implementation and design. The current programme is ending in December 2014, but the CO is planning to design a new programme starting in 2015 as a continuation of the ongoing programme.

2.2. Objectives

6. This evaluation serves the dual and mutually reinforcing objectives of accountability and learning:
 - **Accountability** – The evaluation will assess and report on the performance and results of the operation. A management response to the evaluation recommendations will be prepared.
 - **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.

2.3. Stakeholders and Users

7. **Stakeholders.** A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and many of these will be asked to play a role in the evaluation process. Table one below provides a preliminary stakeholders' analysis, which will be deepened by the evaluation team in the inception package.

Table 1: Preliminary stakeholders' analysis

Stakeholders	Interest in the evaluation
INTERNAL STAKEHOLDERS	
Country Office (CO)	Responsible for the country level planning and operations implementation, the CO is the primary stakeholder of this evaluation. It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries, partners for the performance and results of its operation.
Regional Bureau (RB) [Johannesburg]	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
Office of Evaluation (OEV)	OEV is responsible for commissioning OpEvs over 2013-2015. As these evaluations follow a new outsourced approach, OEV has a stake in ensuring that this approach is effective in delivering quality, useful and credible evaluations.
WFP Executive Board (EB)	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings will feed into an annual synthesis of all OpEvs, which will be presented to the EB at its November session.
EXTERNAL STAKEHOLDERS (See table 1 for preliminary description of each stakeholders group)	
Beneficiaries	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
Government	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other

	partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest. The project is implemented under the overall leadership of the National Emergency Response Council on HIV and AIDS (NERCHA), and working with the Deputy Prime Minister's Office, the Ministry of <i>Tinkhundla</i> Administration and Development and the Ministry of Education and Training.
UN Country team	The UNCT's harmonized action should contribute to the realisation of the government developmental objectives. It has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts.
NGOs	NGOs are WFP's partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships.
Donors	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes. This project is solely funded by the Global Fund to Fight AIDS, Tuberculosis and Malaria and was designed to fit the Global Fund set up. Through NERCHA, who is the principal recipient from the Global Fund, the Government allocated US\$9.3 million of Global Fund funding to WFP. However, the final contribution allocated was reduced to \$6.3 million due to delayed start of implementation.

8. **Users.** The primary users of this evaluation will be:

- The CO and its partners in decision-making related notably to programme implementation and design of a new phase.
- Lessons learnt from the evaluation will help the government of Swaziland to develop and implement its own programmes.
- The evaluation will contribute to inform the UNDAF review.
- The results will contribute to lessons sharing with other WFP country offices that are exploring to work with the Global Fund.
- Given RB's core functions of strategic guidance, programme support and oversight, the RB is also expected to use the evaluation findings as well as the office responsible for support to RBs under the Chief Operating Officer.
- OEV will use the evaluation findings to feed into an annual synthesis report of all OpEvs and will reflect upon the evaluation process to refine its OpEv approach, as required.

3. SUBJECT OF THE EVALUATION

9. Swaziland has a population of 1 million and the highest prevalence of HIV in the world: 26 percent of adults and 38 percent of pregnant women are living with HIV. One effect of the high incidence is a growing number of orphans and other vulnerable children, estimated to reach 250,000 by 2015. Households and communities are struggling to meet the basic needs of these children, but the extended family structure is eroded by poverty, urbanization and HIV. The results are weakened family and community structures and less protective environments for children, with increased neglect and more vulnerability to violence, abuse and exploitation. Development Programme (DEV) 200422 *Support to Children and Students Affected by AIDS*, provides on-site meals to Orphans and Vulnerable Children (OVC) in Neighbourhood Care Points (NCP), many of whom live with relatives or in child-headed households, and to students in informal and selected secondary schools. Another DEV in Swaziland, DEV 200508 *Support to*

Community-Based Volunteer Caregivers of Children Affected by AIDS, has several components that complement DEV 200422: food assistance to caregivers of OVC at NCPs and the provision of nutritious foods for secondary school meals. While these components enhance DEV 200422, they were introduced as a separate project because of the Global Fund restrictions. Caregivers are crucial to the implementation of DEV 200422 because they prepare the daily on-site meals for OVC. In addition to food, caregivers provide psychosocial support and basic learning activities. DEV 200508 introduces Micronutrient Powder (MNP) intended to improve the nutrition status of adolescents in secondary schools in addition to the cereals, pulses and vegetable oil given in school meals.

- The project document for DEV 200422, including the project logframe, related amendments (Budget revisions) and the latest resource situation, are available by clicking [here](#).⁷⁸ The key characteristics of the operation are outlined in table two below:

Table 2: Key characteristics of the operation

Approval	The operation was approved by the Executive Board in November 2012.	
Duration	Initial: 2 year period (01.01.2013 – 31.12.2014)	Revised: N/A
Amendments	There has been one budget revision of initial project document to increase the LTSH rate which was approved in August 2013.	
Planned beneficiaries	<u>Initial:</u> 211 900	<u>Revised:</u> N/A
Planned food requirements	<u>Initial:</u> In-kind food: 13 217 mt of food commodities Cash and vouchers: N/A	<u>Revised:</u> In-kind food: N/A Cash and vouchers: N/A
Planned % of beneficiaries by activity/component	Planned % of food requirements by activity/component	
<p>Secondary school meals 36%</p> <p>OVC feeding at NCPs 62%</p> <p>Sebenta school meals 2%</p>	<p>Secondary school meals 28%</p> <p>OVC feeding at NCPs 71%</p> <p>Sebenta school meals 1%</p>	
Main Partners	<u>Government:</u> The National Emergency Response Council on HIV and AIDS, Deputy Prime Minister's Office, The Ministry of <i>Tinkhundla</i> Administration and	<u>United Nations agencies:</u> N/A
		<u>NGOs:</u> Save the Children for M&E

⁷⁸ From WFP.org – Countries – Swaziland – Operations.

	Development, The Ministry of Education and Training.		
US \$ requirements	<u>Initial:</u> 11.4 million	<u>Revised:</u> 11.9 million (after revision of LTSH rate)	
Contribution level (by 21.11.2013)	The operation received US\$ 5,988,438; i.e. 50.3 % of the total project requirements.		
Top five donors (by 21.11.2013)	The Global Fund (31% of total contributions); Carry Over from previous operations (18%) (this was also Global Fund funding and part of the total \$6.3 mill allocated to the OVC project); Private Donors (1%)		

11. Table three below summarizes the operation's specific objectives and corresponding activities:

Table 3: Objectives and activities

	Corporate Strategic objectives	Operation specific objectives	Activities
Millennium Development Goals 1, 2 and 6, the UNDAF pillars 1, 2 and 3.	Strategic Objective [4]	Increased access to education and human capital development in assisted formal and informal settings	<ul style="list-style-type: none"> - OVC feeding at NCPs - <i>Sebenta</i> school meals - Secondary school meals
	Strategic Objective [5]	Progress made towards nationally owned hunger solutions	<ul style="list-style-type: none"> - Capacity Development (NCP strategy, implementation guidelines, advise Government on future sustainability, M&E)

4. EVALUATION APPROACH

4.1. Scope

12. **Scope.** The evaluation will cover DEV 200422 including all activities and processes related to its formulation, implementation, resourcing, monitoring, evaluation and reporting relevant to answer the evaluation questions. The period covered by this evaluation is Mid-2012-December 2013, which captures the time from the development of the operation until the start of the evaluation. In addition, the evaluation will cover component 1 of DEV 200508 which directly complements WFP development project 200422 by ensuring that the services of the caregivers enhance the efficiency and effectiveness of food assistance to orphans and vulnerable children, with the main objectives of 1) Increased access to education and human capital development in assisted formal and informal settings (NCPs); and 2) Adequate food consumption reached over assistance period for targeted caregivers household for caregivers receiving WFP assistance. DEV 200508 also includes a component for distribution of MNPs to secondary school students. However, due to funding shortfalls, this component was never implemented and will not be covered by this evaluation. The total budget of DEV 200508 is US\$3.98 million; however, the CO has so far only received 30% of the total requirements.

4.2. Evaluation Questions

13. The evaluation will address the following three questions

Question 1: How appropriate is the operation? Areas for analysis will include the extent to which the objectives, targeting, choice of activities and of transfer modalities:

- Are appropriate to the needs of the food insecure population.
- Are coherent with relevant stated national policies, including sector policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners.
- Are coherent with WFP strategies, policies and normative guidance.

Question 2: What are the results of the operation? While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation will analyse:

- the level of attainment of the planned outputs;
- the extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects;
- how different activities of the operation dovetail and are synergetic with other WFP operations and with what other actors are doing to contribute to the overriding WFP objective in the country.
- The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation;

Question 3: Why and how has the operation produced the observed results? The evaluation should generate insights into the main internal and external factors that caused the observed changes and affected how results were achieved. The inquiry is likely to focus, amongst others, on:

- Internally (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc.
- Externally (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc.

4.3 Evaluability Assessment

14. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package. The team will notably critically assess data availability and take evaluability limitations into consideration in its choice of evaluation methods.
15. In answering question one, the team will be able to rely on assessment reports, minutes from the project review committee, the project document and logframe, the project baseline, as well as documents related to government and interventions from other actors. In addition, the team will review relevant WFP strategies, policies and normative guidance.
16. For question two the operation has been designed in line with the corporate results framework (SRF) and selected outputs, outcomes and targets are recorded in the logframe. Monitoring reports as well as annual standard project reports (SPRs) detail achievement of outputs and outcomes thus making them evaluable against the stated objectives.
17. However, answering question two is likely to pose some challenges owing in part to: i) the absence of baseline data for the activities, which will need to be reconstructed using findings from various assessment reports and ii) data gaps in relation to efficiency.

18. For question three, the team members will have access to some institutional planning documents and is likely to elicit further information from key informant interviews.

4.4. Methodology

19. The methodology will be designed by the evaluation team during the inception phase. It should:
- Employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact, sustainability (or connectedness for emergency operations);
 - Use applicable standards (e.g. SPHERE standards);
 - Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using mixed methods (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. In particular, the sampling technique to select field visit sites will need to demonstrate impartiality and participatory methods will be emphasised with the main stakeholders, including the CO.
 - Be geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;
 - Be based on an analysis of the logic model of the operation and on a thorough stakeholders analysis;
 - Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

4.5. Quality Assurance

20. OEV's Evaluation Quality Assurance System (EQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for quality assurance, templates for evaluation products and checklists for the review thereof. It is based on the UNEG norms and standards and good practice of the international evaluation community (DAC and ALNAP) and aims to ensure that the evaluation process and products conform to best practice and meet OEV's quality standards. EQAS does not interfere with the views and independence of the evaluation team.
21. At the start of the evaluation, OEV will orient the evaluation manager on EQAS and share related documents. EQAS should be systematically applied to this evaluation and the evaluation manager will be responsible to ensure that the evaluation progresses in line with its process steps and to conduct a rigorous quality control of the evaluation products ahead of their submission to WFP.
22. The evaluation company is ultimately responsible for the quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.
23. OEV will also subject the evaluation report to an external post-hoc quality assurance review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards.

5. PHASES AND DELIVERABLES

24. Table four below highlights the main activities of the evaluation, which will unfold in five phases.

Table 4: Activities, deliverables and timeline by evaluation phase

Entity responsible	Activities	Key dates
	PHASE 1 – PREPARATION	December
OEV	Desk review, consultation and preparation of TOR	
CO / RB	Stakeholders comments on TOR	December 3-13 th
OEV	❖ Final TOR	Mid-December
OEV	Evaluation company selection and contracting	By December 31 st
	PHASE 2 – INCEPTION	February
OEV	Management hand-over to the EM (including briefing on EQAS, expectations and requirements for the evaluation).	February 3-7 th
EM	Evaluation team briefing on EQAS, expectations and requirements for the evaluation.	
ET	Desk review, initial consultation with the CO/RB, drafting of the Inception Package (including methodology and evaluation mission planning)	February 10-21 st
EM	Quality Assurance of the Inception Package	February 21 st
EM	❖ Final Inception Package	February 28th
	PHASE 3 – EVALUATION MISSION	March/April
ET	Introductory briefing	March 14 th
ET	Interviews with key internal and external stakeholders, project site visits, etc.	March 14 th – April 4 th
ET	Exit debriefing / workshop	April 4 th
ET	❖ Aide memoire	
	PHASE 4 – REPORTING	April-June
EM	Evaluation Report drafting and Quality Assurance of the report	April 7 th -May 12 th
EM	❖ Draft Evaluation Report	May 12th
CO/RB/OEV	Stakeholders comments on Evaluation Report	May 12 th -26 th
EM	❖ Final Evaluation Report + comments matrix	June 15th
	PHASE 5 – FOLLOW-UP	
RB	Coordination of the preparation of the Management Response	
	❖ Management Response	
OEV	Post-hoc Quality Assurance	
OEV	Publication of findings and integration of findings into OEV's lessons learning tools.	
OEV	Preparation of annual synthesis of operations evaluations.	

25. **Deliverables.** The evaluation company will be responsible for producing as per the timeline presented in table 4 above the following deliverables in line with the EQAS guidance and following the required templates:

- **Inception package (IP)** – This package focuses on methodological and planning aspects and will be considered the operational plan of the evaluation. It will present a preliminary analysis of the context and of the operation and present the evaluation methodology articulated around a deepened evaluability and stakeholders' analysis; an evaluation matrix; and the sampling technique and data collection tools. It will also present the division of tasks amongst team members as well as a detailed timeline for stakeholders' consultation.

- **Aide memoire** – This document (PowerPoint presentation) will present the initial analysis from the data stemming from the desk review and evaluation mission and will support the exit-debriefing at the end of the evaluation phase.
- **Evaluation report (ER)** – The evaluation report will present the findings, conclusions and recommendations of the evaluation. Findings should be evidence-based and relevant to the evaluation questions. Data will be disaggregated by sex and the evaluation findings and conclusions will highlight differences in performance and results of the operation for different beneficiary groups as appropriate. There should be a logical flow from findings to conclusions and from conclusions to recommendations. Recommendations will be provided on what changes can be made to enhance the achievements of objectives. Recommendations will be limited in number, actionable and targeted to the relevant users. These will form the basis of the WFP management response to the evaluation.
- **Evaluation brief** – A two-page brief of the evaluation will summarise the evaluation report and serve to enhance dissemination of its main findings.

26. These deliverables will be drafted in English.

27. The evaluation TOR, report, management response and brief will be public and posted on the WFP External Website (wfp.org/evaluation). The other evaluation products will be kept internal.

6. ORGANIZATION OF THE EVALUATION

6.1 Outsourced approach

28. Under the outsourced approach to OpEvs, the evaluation is commissioned by OEV but will be managed and conducted by an external evaluation company having a long-term agreement (LTA) with WFP for operations evaluation services.
29. The company will provide an evaluation manager (EM) and an independent evaluation team (ET) in line with the LTA. To ensure a rigorous review of evaluation deliverables, the evaluation manager should in no circumstances be part of the evaluation team.
30. The company, the evaluation manager and the evaluation team members will not have been involved in the design, implementation or M&E of the operation nor have other conflicts of interest or bias on the subject. They will act impartially and respect the [code of conduct of the profession](#).
31. Given the evaluation learning objective, the evaluation manager and team will promote stakeholders' participation throughout the evaluation process. Yet, to safeguard the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings with external stakeholders if the evaluation team deems that their presence could bias the responses.

6.2 Evaluation Management

32. The evaluation will be managed by the company's Evaluation Manager for OpEvs (as per LTA). The EM will be responsible to manage within the given budget the evaluation process in line with EQAS and the expectations spelt out in these TOR and to deliver timely evaluation products meeting the OEV standards. In particular, the EM will:
 - Mobilise and hire the evaluation team and provide administrative backstopping (contracts, visas, travel arrangements, consultants' payments, invoices to WFP, etc.).

- Act as the main interlocutor between WFP stakeholders and the ET throughout the evaluation and generally facilitate communication and promote stakeholders' participation throughout the evaluation process.
- Support the evaluation team by orienting members on WFP, EQAS and the evaluation requirements; providing them with relevant documentation and generally advising on all aspects of the evaluation to ensure that the evaluation team is able to conduct its work.
- Ensure that the evaluation proceeds in line with EQAS, the norms and standards and code of conduct of the profession and that quality standards and deadlines are met.
- Ensure that a rigorous and objective quality check of all evaluation products is conducted ahead of submission to WFP. This quality check will be documented and an assessment of the extent to which quality standards are met will be provided to WFP.
- Provide feedback on the evaluation process as part of a 360 assessment of the evaluation.

6.3 Evaluation Conduct

33. The evaluation team will conduct the evaluation under the direction of the evaluation manager. The team will be hired by the company following agreement with OEV on its composition.
34. **Team composition.** The evaluation team is expected to include 2-3 members, including the team leader and evaluators. It should include women and men of mixed cultural backgrounds and nationals of Swaziland.
35. The estimated number of days is expected to be in the range of 50 for the team leader and 30-45 for the evaluators.
36. **Team competencies.** The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in:
 - Social protection and Livelihoods with HIV lens (especially focus on OVCs)
 - Public Health with focus on HIV and Tuberculosis
 - The Global Fund and its funding mechanism
 - The National Multisectoral Strategic Framework for HIV and AIDS (2009 – 2014), and The Extended framework (eNSF) that will cover 2014 – 2018.
 - Capacity Development
37. All team members should have strong analytical and communication skills; evaluation experience and familiarity with the country or region.
38. The team members need to be fluent in English, both orally and in writing.
39. **The Team leader** will have technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools and demonstrated experience in leading similar evaluations. She/he will also have leadership and communication skills, including a track record of excellent English writing and presentation skills.
40. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team during the evaluation process; iii) leading the evaluation mission and representing the evaluation team in meetings with stakeholders; iv) drafting and revising, as required, the inception package, aide memoire and evaluation report in line with EQAS; and v) provide feedback to OEV on the evaluation process as part of a feedback survey of the evaluation.

41. **The team members** will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
42. Team members will: i) contribute to the design of the evaluation methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s) and v) provide feedback on the evaluation process as part of a feedback survey of the evaluation.

7. ROLES AND RESPONSIBILITIES OF WFP STAKEHOLDERS

43. **The Country Office.** The CO management will be responsible to:

- Assign a focal point for the evaluation to liaise with the OEV focal point during the preparation phase and with the company evaluation manager thereafter. Margherita Coco, Head of Programme, will be the CO focal point for this evaluation.
- Provide the evaluation manager and team with documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings, field visits and the exit briefing; provide logistic support during the fieldwork; and arrange for interpretation, if required.
- Participate in a number of discussions with the evaluation team on the evaluation design and on the operation, its performance and results. In particular, the CO should participate in the evaluation team briefing and debriefing (possibly done in the form of a workshop) and in various teleconferences with the evaluation manager and team on the evaluation products.
- Comment on the TORs and the evaluation report.
- Prepare a management response to the evaluation.
- Provide feedback to OEV on the evaluation process as part of a 360 assessment of the evaluation.

44. **The Regional Bureau.** The RB management will be responsible to:

- Assign a focal point for the evaluation to liaise with the OEV focal point during the preparation phase and with the company evaluation manager thereafter, as required. Silvia Biondi, Regional M&E Advisor, will be the RB focal point for this evaluation.
- Participate in a number of discussions with the evaluation team on the evaluation design and on the operation, its performance and results. In particular, the RB should participate in the evaluation team debriefing (possibly done in the form of a workshop) and in various teleconferences with the evaluation manager and team on the evaluation products.
- Provide comments on the TORs and the evaluation report.
- Coordinate the management response to the evaluation and track the implementation of the recommendations.
- Provide feedback to OEV on the evaluation process as part of a 360 assessment of the evaluation.

45. **Headquarters.** Some HQ divisions might, as relevant, be asked to discuss WFP strategies, policies or systems in their area of responsibility and to comment on the evaluation TOR and report. These include: Operations Department (OS), Policy, Programme and Innovation Division (OSZ), Emergency Preparedness (OME), Procurement Division (OSP), Logistics Division (OSL), Government Partnerships Division (PGG).

46. **The Office of Evaluation.** OEV is responsible for commissioning the evaluation and Anette Wilhelmsen, Evaluation Officer is the OEV focal point. OEV's responsibilities include to:

- Set up the evaluation including drafting the TOR in consultation with concerned stakeholders; select and contract the external evaluation company; and facilitate the initial communications between the WFP stakeholders and the external evaluation company.
- Enable the company to deliver a quality process and report by providing them with the EQAS documents including process guidance and quality checklists as well as orient the evaluation manager on WFP policies, strategies, processes and systems as they relate to the operation being evaluated.
- Comment on, and approve, the evaluation report.
- Submit the evaluation report to an external post-hoc quality assurance process to independently report on the quality, credibility and utility of the evaluation and provide feedback to the evaluation company accordingly.
- Publish the final evaluation report (together with its quality assessment) on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration as well as in other lessons-learning platforms, as relevant.
- Conduct a 360 assessment (based on an e-survey) to gather perceptions about the evaluation process and the quality of the report to be used to revise the approach, as required.

8. COMMUNICATION AND BUDGET

8.1 Communication

47. Issues related to language of the evaluation are noted in sections 6.3 and 5, which also specifies which evaluation products will be made public and how and provides the schedule of debriefing with key stakeholders. Section 7, paragraph 46 describes how findings will be disseminated.
48. To enhance the learning from this evaluation, the evaluation manager and team will also emphasize transparent and open communication with WFP stakeholders. Regular teleconferences and one-on-one telephone conversations between the evaluation manager, team and country office focal point will assist in discussing any arising issues and ensuring a participatory process.

8.2 Budget

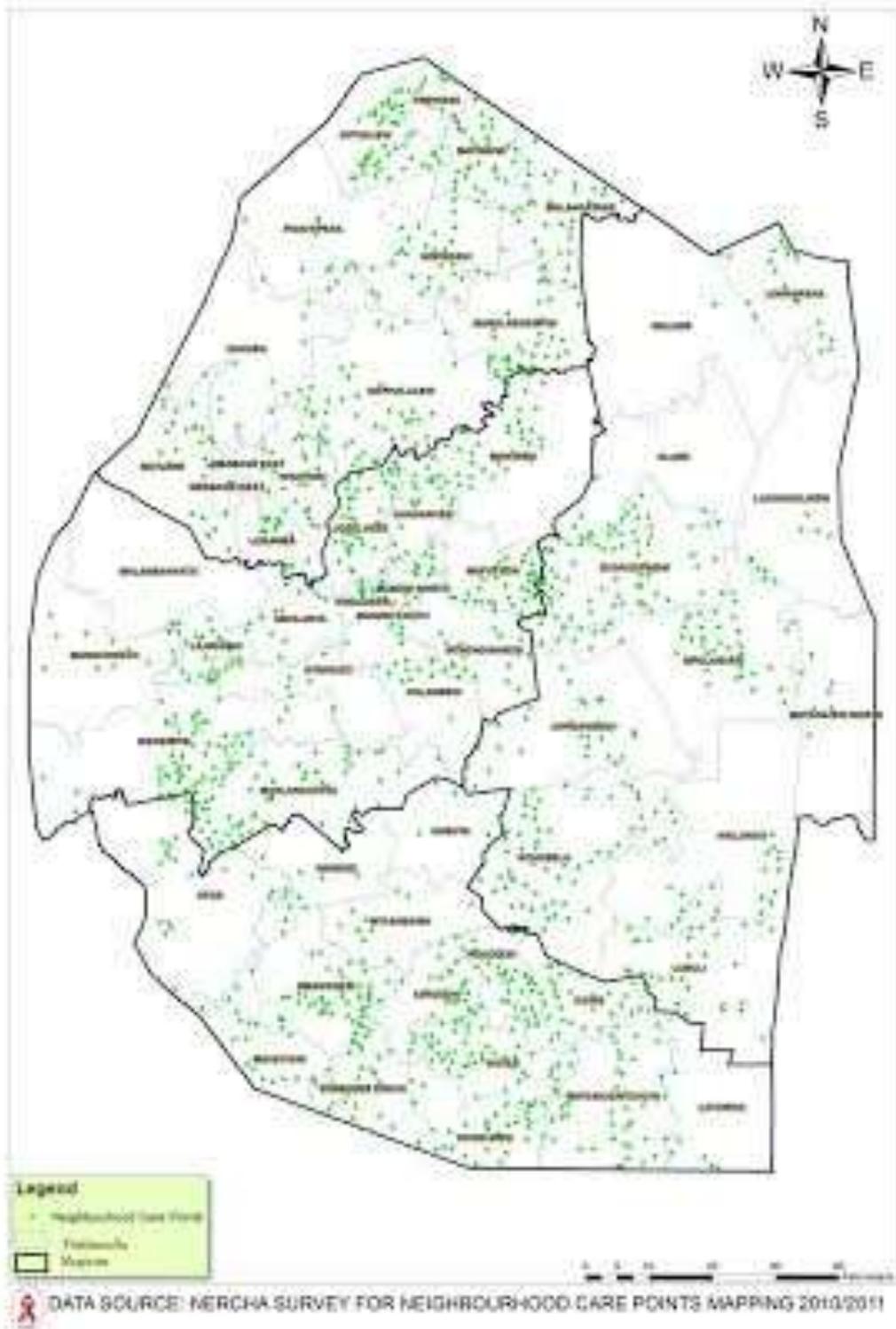
49. **Funding source:** The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director memo dated October 2012). The cost to be borne by the CO, will be established by the WFP Budget & Programming Division (RMB).
50. **Budget:** The budget will be prepared by the company (using the rates established in the LTA and the corresponding template) and approved by OEV. For the purpose of this evaluation the company will:
 - Use the management fee corresponding to a small operation.
 - Take into account the planned number of days per function noted in section 6.3.

The CO will facilitate local transportation.

Please send queries to Anette Wilhelmsen, at anette.wilhelmsen@wfp.com, + 39 06 65 13 30 08.

Map

GEOGRAPHIC DISTRIBUTION OF NEIGHBOURHOOD CARE POINTS IN 2011



Annex 2 - Methodology

EVALUATION APPROACH AND METHODOLOGY

PROPOSED APPROACH AND METHODOLOGY

In accordance with international evaluation standards, including those of UNEG, the evaluation assessed WFP performance against stated project objectives adopting the standard evaluation criteria of relevance/appropriateness, effectiveness, efficiency, and sustainability/connectedness. A description of the OECD DAC evaluation criteria as they relate to WFP operations evaluations is summarized below:

Relevance is the extent to which the objectives of an operation are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. More broadly, relevance also refers to the extent to which the effects of operations make a sustainable contribution to achieving the ultimate objective. An operation has been valuable, or relevant, to the extent that it has generated effects that bring achievement of the ultimate development/humanitarian objective.

Efficiency is the extent to which the cost of an operation can be justified by its results, taking alternatives into account. Efficiency illustrates the relationship between inputs and outputs, and measures how economically resources (inputs) are applied and converted to direct results. In evaluating efficiency, both the quantity and quality of inputs and outputs are assessed. The most economical or cost-effective input is not always the most appropriate and there can be significant trade-offs between the quantity and quality of outputs. Assessing efficiency also calls for comparison with alternative approaches with which the same outputs can be achieved, which can be arduous as benchmarks are often lacking.

Effectiveness refers to the degree to which the objectives of the operation are fulfilled, taking their relative importance into account. Effectiveness relates to the extent to which the direct results of operations (outputs) contribute to the sustainable achievement of the objectives (outcomes) that the operations are intended to achieve. In evaluating effectiveness, the aim is to establish causality between outputs generated by the operation and the observed effects and thus the extent to which they can be attributed to the operation. Yet, the effects of an operation are not in WFP's direct control and other factors influence the observed changes, which complicates their attribution to the operation. As counterfactuals are not available for operations evaluations, evaluators should make use of transparent and credible plausibility argumentation to determine attribution. An operation is considered effective if its outputs have made a demonstrable contribution to achievement of the operation's intended objectives. It should be noted though that an effective operation can be inefficiently implemented while an operation can be efficient without producing the intended effect.

Impact While in the context of the logical framework, the concept of impact usually refers to the highest level of results (extent to which the outcomes achieved have contributed to broader, more far-reaching objectives at a higher level), the OECD/DAC defines impact as all significant effects produced by an operation, directly or indirectly, intended or unintended, on the ultimate stakeholders and third parties.

Sustainability is the degree to which the desired effects of an operation last beyond its end. Since an activity can hardly be considered effective if the effect it has achieved is not lasting, sustainability is in fact an aspect of effectiveness. The concept of sustainability comprises a variety of dimensions: The involvement of the recipient (e.g. through agreement on objectives) is usually recognised as a factor that affects the success of an operation; Institutional and capacity development plays an important role in determining sustainability; and Degree to which measures have been taken to guarantee that activities can continue and completed works can be maintained in the future.

The overall approach for this operation evaluation was informed by a mixed methods approach and the evaluation team used the approach to measure the performance (outputs and outcomes, degree of achievement), relevance and appropriateness, efficiency, effectiveness, and sustainability of the operation. A strong synergy was created between qualitative (document review, interviews with key stakeholders, focus group discussion along with field observation and beneficiary assessment methods) and quantitative methods (including secondary source data analysis and documentary review).

To address all the evaluation questions as raised in the matrix below, at **Design** level, emphasis was placed on investigating operation relevance and appropriateness to the needs of the people and within the current country strategic framework and Government policy context, bearing in mind that Swaziland is a country highly affected by the impact of HIV and AIDS, (key question 1).

At **Result** and **Implementation** level, the evaluation team assessed the efficiency of operations implementation and the targeting strategies; the effectiveness of the operations in relation to reaching vulnerable groups, meeting WFP's corporate objectives and the degree of sustainability and connectedness of the operation in relation to the outcomes, (key questions 2 and 3).

Participatory Approach: The evaluation team adopted an evaluative methodology, which involves a high degree of interaction with Country Office staff, key stakeholders, district and community implementers and beneficiaries in a spirit of appreciative enquiry to facilitate the collective analysis of the achievements to date.

A strong emphasis was placed on stakeholder participation in the evaluation process. Specifically, the team held a series of workshops and interviews with WFP staff, civil society and government at both the start and conclusion of the mission. There were three principal objectives behind this process: to share lessons learned, validate findings, and build ownership over the evaluation's findings and recommendations.

The evaluation questions used to guide the evaluation are outlined below:

DESIGN

Question 1: How appropriate is the operation?

- Are the objectives, targeting, choice of activities and of transfer modalities:
 - appropriate to the needs of the food insecure population?
 - coherent with relevant stated national policies, including sector policies and strategies (in complex emergency contexts the alignment should refer to civil society's interests rather than government objectives)?
 - coherent with WFP strategies, policies and normative guidance?

RESULTS

Question 2: What are the results of the operation?

- While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation analyses:
 - the level of attainment of the planned outputs;
 - the extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects;
 - how different activities of the operation dovetail and are synergetic with other WFP operations and with what other actors are doing to contribute to the overriding WFP objective in the country.
 - The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation.

IMPLEMENTATION

Question 3: Why and how has the operation produced the observed results?

- The evaluation should generate insights into the main internal and external factors that caused the observed changes and affected how results were achieved including, amongst others:
 - Internally (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc.
 - Externally (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc.

SAMPLING STRATEGY

For this evaluation the team adopted a Purposive sample, which is a sample that typically includes people thought to be best able to provide the data needed (for example, key informants).

The sampling strategy adopted ensures maximum variation of stakeholders involved in the evaluation. Wider consultation of stakeholders will ensure that the findings and recommendations of the evaluation are based on a full and comprehensive understanding of diverse perspectives.

Site Selection Strategy

A list of all the DEV200422 and component 1 of DEV 200508 implementation sites and intervention communities on a regional perspective was developed by the programme and shared with the evaluation team. On the basis of the document review and consultation with the Country Office, the evaluation team prioritized the internal and external stakeholders to be interviewed, which ensured that a wide cross-section of stakeholders was available to participate, so that a diversity of views was heard and gathered.

For field activities, the evaluation team visited a selection of sites connected to programme implementation in all four regions of the country. The site selection criteria adopted for this operation evaluation was centred on a list of secondary schools and NCPs. The programme planned to reach 241 Secondary Schools covering 94,665 students. The programme planned to reach 1,574 NCP sites, covering 4,722 caregivers and 23,610 beneficiaries at community level. See the tables below for a detailed breakdown.

Planned No. of Secondary Schools and Beneficiaries by region

Region	Number of Schools per region	Number of beneficiaries		
		Boys	Girls	Total
Hhohho	63	12,213	13,773	25,986
Manzini	67	13,113	14,786	27,899
Shiselweni	58	10,732	12,102	22,834
Lubombo	53	8,435	9,511	17,946
Total	241	44,493	50,172	94,665
	%	47%	53%	100%

Plan No. of NCPs and Beneficiaries (Caregivers) by region

Region	No. of NCPs	No. of caregivers	No. of beneficiaries
Hhohho	343	1,029	5,145
Manzini	373	1,119	5,595
Shiselweni	460	1,380	6,900
Lubombo	398	1,194	5,970
Total	1,574	4,722	23,610

The first two days of the evaluation (March 31st and April 1st) were dedicated to conducting central level key informant interviews (KIIs) and data collection. An introductory briefing meeting with WFP Country Office on Day 1 was followed by individual interviews with key personnel at WFP and a refinement of the data collection schedule. Subsequent interviews were conducted with Save the Children, WFP's main

monitoring partner in these projects, and government officials and stakeholders including NERCHA, Ministry of Tinkhundla Administration and Development, Ministry of Education and Training, Deputy Prime Minister’s Office (Children’s Coordination Unit).

The evaluation team visited project sites in all four regions of Swaziland (Shiselweni, Hhohho, Manzini and Lubombo) between 2 and 11 April 2014. Two days 15 & 16 April were dedicated to final KIIs with national stakeholders and relevant UN agencies as well as preparation for the debriefing workshop with WFP on 16th April and stakeholders on 17th April 2014.

The mission conducted a total of 19 KIIs and 47 Focus Group Discussions (FGDs) (Table 1 & 2) across 47 project sites (31 NCPs and 16 secondary schools). In addition, the evaluation team held 2 debriefing sessions with WFP and one with external stakeholders.

The sample size for this evaluation is presented in the tables below.

Number of KIIs with National Stakeholders & Implementer

Stakeholder	KII Respondents
WFP personnel	7
UN Agencies (UNICEF, FAO, UNAIDS)	3
Central Government (MoET, MTAD, DPM)	4
NERCHA	2
NGO (Save the Children)	3
Total	19

Number of KIIs and FGDs with Beneficiaries per Region

Region	NCP FGD Caregivers	Secondary Schools: KII Focal Food Teachers	Secondary Schools: Students FGD Boys	Secondary School: Students FGD Girls
Hhohho	8	4	2	2
Manzini	8	4	2	2
Shiselweni	7	4	2	2
Lubombo	8	4	2	2
Total	31	16	8	8

DATA COLLECTION METHODS AND TOOLS

Desk Review

As a first step in the preparatory phase as part of this inception planning activity, the evaluation team analysed as much of the relevant secondary data (qualitative and quantitative) as could be gathered in advance. This included information specific to the outcome and output indicators and information concerning the risks and assumptions in the Log Frame – i.e. the context. An additional document review was done prior to arrival in country, which enabled the team to identify where information gaps exist, in the process of answering the evaluation questions and from that, the team identified the

lines of enquiry pursued during the fieldwork phase, the verifiable indicators to respond to the gaps and the most suitable method for obtaining the data.

For desk review purposes, the main sources of information for the evaluation included internal and external documents such as project documents (shared via WFP Extranet, drop box and other means), needs assessment reports, monitoring reports, evaluation reports, Government of The Kingdom of Swaziland poverty reduction strategy papers and the United Nations Development Assistance Framework.

The Evaluation Team extended the performance assessment in relation to the Development Programmes results matrix beyond the central data base managed at national level to ensure that more data was gathered on regional and visited site level to gain a more complete picture of the outcomes to date. The regional level analysis reviewed trends across the four country regions for the 2013 period.

Key Informant interviews and Focus Groups Discussions

During the field visit activities, the evaluation team interviewed key informants, including Government Officials, WFP Staff, NGO implementing staff, and School Food Focal Teachers. Focus group discussions were also held with caregivers at NCPs and adolescents at schools.

Key internal stakeholders were consulted and interviewed at the country level, including the various Government entities involved in the implementation of the operations (NERCHA - The National Emergency Response Council; Ministry of Tinkhundla Administration and Development (the Government Ministry currently in charge of NCPs); Ministry of Education and Training; and National Children’s Coordinating Unit – Deputy Prime Minister’s Office).

Key external stakeholders from the UN family were also consulted and interviewed at the country level, including FAO, UNICEF and UNAIDS. In each of these organizations key officials and programme coordinators were interviewed using a structured interview process.

Focus group sessions were conducted with caregivers at NCPs sites, and students at secondary schools (covering men and women, boys and girls), aiming to assess their views, on the appropriateness and effectiveness of the activities that are being undertaken.

Sampling List and Evaluation Method

Stakeholders	KII Interview	Focus Group Discussion
WFP Country Office (CO)	Country Director	-
	Head of Programme of the Swaziland CO	-
	Programme Assistant (Field Coordinator)	-
	FMA - Hhohho	-
	FMA Lubombo	-
	FMA - Manzini	-
	FMA - Shiselweni	-
	M&E Officer or Data base Manager	-

Stakeholders	KII Interview	Focus Group Discussion
Government	NERCHA – Technical Director and Grants Coordinator	-
	Ministry of Education and Training – Acting Nutritionist	-
	Ministry of Tinkhundla Administration & Development - Principal Community Development Officer and Senior Community Development Officer;	-
	Deputy Prime Minister’s Office: NCCU Monitoring & Evaluation Specialist	-
UN Country Team	FAO Assistant FAO Representative (Programmes)	-
	UNAIDS Community Mobilisation and Networking Adviser, Investment and Efficiency Adviser and Strategic Interventions Adviser: Swaziland and Lesotho	-
	UNICEF Deputy Representative	-
NGOs	Save the Children Executive Director	-
	Manager	-
Beneficiaries Communities		-
	Food Focal Teachers	Caregivers at NCPs; Secondary Schools Food Focal Teachers and Cooks Girls and boys at NCPs,
	Local leaders (regional or local authorities)	Communities members, caregivers

DATA ANALYSIS

The KII and FGD notes were analysed using thematic content analysis (a method for identifying significant and recurrent patterns) using Atlas-ti (a qualitative analysis software).

In order to compare planned and actual achievements, the evaluation team used and corroborated information provided by the WFP CO. The team also used and corroborated information and data provided by the Government pertaining to the evaluated operation and any other information that is relevant to the purposes of this evaluation. All information and data, was checked for accuracy by the evaluation team.

Themes from these interviews along with data gathered from the databases were triangulated and checked for consistency and accuracy.

Triangulation and validation methods included an assessment of multiple sources of information, comparison of results and data gathered and consistency analysis.

Annex 3 - Evaluation Matrix

No.	Sub-questions	Measure Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods
Key Question 1: How appropriate is the operation (Relevance)?					
1.1 Are the objectives of the Programme relevant to the statement of the problem?					
1.1	Are the objectives of the Programme relevant to the needs of OVC and caregivers in Swaziland?	Food security data for OVC and caregivers	National data on food security, HIV, and orphan hood CFSAM, Swaziland 2008 VAC reports 2011-13 WFP assessment reports KIIs with WFP Country Office and field Personnel; Government of Swaziland; Partner Documents. Minutes from Project Review Committee	Desk Review - Extracting information from publications Key Informant Interviews Focus Group Discussions	Quantitative analysis (trends, descriptive statistics, frequencies) Qualitative Analyses of key informant interviews Triangulation of responses for resonance on programme objectives.
	Are the objectives of the Programme relevant to Swaziland's national needs?	food availability and access data			
	Are the objectives of the 2 DEV programmes relevant to global priorities, partners and donor's policies?	Gaps between WFP, Swaziland and other donor programmes and priorities.			
1.2 Are the interventions and activities appropriate for the objectives and the problem?					
	1.2.1 Are the Programme Logic and underlying assumptions coherent for achieving the objectives? Is the design of the interventions sufficient to achieve the objectives indicated above?	Gaps between activities, outputs, and intended outcomes / objectives	WFP programme documents Assessment Reports Project Logframe KIIs with CO, Government, UN Country Team, NGOs (Save the Children)	Desk review Key Informant Interviews	Analysis of Theory of Change Quantitative analysis (trends, descriptive statistics, frequencies) Qualitative Analyses of key informant interviews Triangulation of responses for resonance on programme objectives
	1.2.2 Are the underlying assumptions in the programme logic still valid?				
	1.2.2 Are the interventions coherent with WFP corporate and country strategies, policies and normative guidance?	Gaps between interventions and country strategy, etc.			

No.	Sub-questions	Measure Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods
	1.2.3 Do the interventions seek complementarity with the interventions of relevant humanitarian and development partners?	Duplication of efforts between the programme and other development partners	As above programme documents from relevant humanitarian and development partners		
1.3 Are the appropriate beneficiaries being reached?					
	1.3.1 Are the appropriate beneficiaries being targeted? Is there an appropriate gender balance?	Type, Targeted and Current Numbers of OVCs by gender	WFP Programme Documents and M&E reports KIIs with Country Office, Government Departments, UN Country Team, NGOs (Save the Children), and beneficiaries	Desk Review Key Informant Interviews and FGDs	Quantitative analysis (trends, descriptive statistics, frequencies) Qualitative Analyses of key informant interviews Triangulation of responses
	1.3.2 How were the beneficiaries selected?	Type, Targeted and Current Numbers of Care-Givers by gender Type, Targeted and Current Numbers of Secondary Schools reached. Current Beneficiary Profile by gender			
1.4 Are implementing partners performing?					
	1.4.1 Do Implementation Partners (IP) have appropriate capacity (knowledge, skills, management, infrastructure)?	Gaps between implementation requirements and IP capacity	Relevant Assessment Reports KIIs with Country Office, IPs, Government Departments, UN Country Team, NGOs (Save the Children), and beneficiaries	Desk Review Key Informant Interviews and FGDs	Quantitative analysis (trends, descriptive statistics, frequencies) Qualitative Analyses of key informant interviews Triangulation of responses
	1.4.2 What implementation challenges face the IPs (e.g. financial, HR, logistical, management) and how are these being addressed?	Number and extent of challenges Response to challenges			
Key Question 2: What are the results of the operation? (Programme Delivery Efficiency and Effectiveness)					
2.1 How well are programme activities implemented and outputs being produced?					
	2.1.1 Are activities being carried out as planned?	planned vs actual by activity	Programme documentation and M&E reports	Desk Review Key Informant Interviews and FGDs	Quantitative analysis (trends, descriptive statistics, frequencies)
	2.1.2 Are outputs attained as planned?				

No.	Sub-questions	Measure Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods
	2.1.3 What implementation challenges face the programme (e.g. financial, HR numbers and skills, logistics, communication, management) and how are these being addressed?	Number and extent of challenges Response to challenges	WFP Administrative Data (NCP/ School registers, ATOMS data base) Input data: supplies; training; distribution		Qualitative Analyses of key informant interviews Triangulation of responses
	2.1.4 Is the programme capitalising on synergies with other WFP operations?	Implementation linkages between various WFP operations	WFP FMAs; Progress Reports submitted to NERCHA; Monitoring reports (Save the Children);		
	2.1.5 How has implementation evolved over time?	Changes in implementation	CP Monitors Reports; Output (beneficiary) data: delivery/coverage;		
	2.1.6 To what extent is there cross-site variations in how the programme is being implemented	Variation	Monitoring Checklists and Reports; KIIs with WFP FMAs and CP Monitors; Country Executive; WFP Personnel Government Officials, Personnel of partner organisations and NGOs (Save the Children). Interviews / FGDs with Beneficiaries		
2.2 To what extent are outcomes achieved?					
	2.2.1 To what extent have programme outcomes / objectives been achieved? What benefits are evident to beneficiaries or the country?	Changes in beneficiaries and/or the enabling environment	Programme documentation and M&E reports Surveys/evaluations on food security, HIV, and OVC KIIs with WFP FMAs and CP Monitors; Country Executive; WFP Personnel Government Officials, Personnel of partner organisations and NGOs (Save the Children).	Desk Review Key Informant Interviews and FGDs	Quantitative analysis (trends, descriptive statistics, frequencies) Qualitative Analyses of key informant interviews Triangulation of responses for resonance on programme objectives.
	2.2.2 To what extent has capacity building been achieved?	Capacity Building improvements			
	2.2.3 What unintended effects have occurred to date? (both positive and negative)	Unintended Effects			

No.	Sub-questions	Measure Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods
	2.2.4 What other factors unrelated to the programme could have contributed to achievement of programme outcomes?	Social Environmental Operational including inputs, management and funding	Interviews / FGDs with Beneficiaries		
	2.2.5 Which benefits will likely continue post the programme funding period?	Successful and sustainable outcomes			
Key Question 3: Why and how has the operation produced the observed results? (Impact and Sustainability)					
3.1 What internal factors contributed to the observed changes and Results					
	3.1.1 Are the necessary strategies, processes, systems and tools in place to support the operation's design, implementation, M&E and reporting?	Issues related to staffing, organisational capacity, stakeholder relations, backstopping from RB/HQ	KIIs with WFP CO staff and RB, Government Officials, Personnel of partner organisations and NGOs (Save the Children).	Key Informant Interviews	Qualitative Analyses of key informant interviews Triangulation of responses
	3.1.2 Are the necessary strategies, processes, systems and tools in place to support programme governance, institutional arrangements, and coordination?				
3.2 What external factors contributed to the observed changes and Results					
	3.2.1 Have there been challenges with programme funding? How have these been addressed	Funding delays or shortfalls WFP response	KIIs with WFP FMAs and CP Monitors; Country Executive; WFP Personnel Government Officials, Personnel of partner organisations and NGOs (Save the Children). Programme Documentation Government strategies	Desk Review Key Informant Interviews	
	3.2.2 How have other external pressures (e.g. political, economic, environmental/climate, pressures from donors, Global Fund and Government HIV policies and strategies) or actors influenced the implementation of activities and achievement of outcomes?	Other pressures WFP response			

No.	Sub-questions	Measure Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods
	3.2.3 How have WFP and the government of Swaziland planned for the sustainability of the programme beyond the programme end-date? What are some additional concrete sustainability strategies that could be implemented by the Government of Swaziland?	Sustainability strategies			

Annex 4 - Documents Consulted

WFP Documents:

1. Swaziland DP 200508 Project Document
2. Swaziland DEV 200422 Project Document
3. PRC NFR DEV 200508
4. Appraisal Mission Final Report
5. Approved DEV 200508 Budget Plan
6. Approved DEV 200422 Budget Plan
7. DEV 200422 Project Statistics
8. DEV 200508 Project Statistics
9. PRC NFR DEV 200420 & DEV 200422
10. Budget Revisions for DEV 200422
11. NFR Strategic Review Committee CSD
12. Swaziland CSD. 2010-2015.
13. CFSAM Swaziland. 2008.
14. Impact of the Fiscal Crisis in Swaziland UN Interagency report. March 2012.
15. Swazi VAC Report 2011, 2012, and 2013
16. Database Monthly Food Prices. 2013.
17. Standard Project Reports (200422 in 2012 and 2013; 200508 in 2013)
18. M&E Narrative Reports
19. M&E Plan with Annexes
20. NCP Baseline Report, November 2012. WFP Swaziland.
21. NCP Verification Exercise Report. WFP Swaziland and Save the Children.
22. Narrative Report to NERCHA. July-Sept 2013.
23. Outcome Reporting Attendance rate DEV200422
24. Progress Report to NERCHA. 2012.
25. Monthly Executive briefs (from Dec 2012 to December 2013)
26. Monitoring Report. June 2013.
27. Output data. 2013.
28. CO Organogram. January 2014.
29. List of NCPs and Caregivers Beneficiaries DEV 200508
30. List of Secondary Schools and Beneficiaries DEV 200422
31. WFP and SC FLA. 2013.
32. DPAP 200422
33. List of Partners
34. NERCHA WFP Grant Agreement No GF38R72012

35. Save the Children reports
36. Donor Resourcing Strategy. 2013-14.
37. Map of WFP operations (by region)
38. Swaziland Annual Vulnerability Assessment & Analysis Report
39. FAO/WFP Crop and Food Supply Assessment Mission to Swaziland. 2008.

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Annex 6 - Key Informants Interviewed

Stakeholders		Title	KI Interviewee
Country Office (CO)	WFP	Country Director	Heather Hill
		Head of Programme of the Swaziland CO	Margherita Coco
		Programme Assistant (Field Coordinator)	Bheki Nkosi
		FMA - Hhohho	
		FMA Lubombo	
		FMA - Manzini	
		FMA - Shiselweni	
Government	NERCHA	Technical Director	Dumsani Kunene
		Grants Coordinator	Alfred Mndzebele
	Ministry of Education and Training	Acting Nutritionist	Ntombi Kayise
	Ministry of Tinkundla Administration & Development	Principal Community Development Officer	Tobhi Dlamini
		Senior Community Development Officer;	Dambuza Ntshalintshali
	Deputy Prime Minister's Office: NCCU	Monitoring & Evaluation Specialist	Nombulelo Dlamini
UN Country Team	Food and Agriculture Organization for the United Nations	Assistant FAO Representative (Programmes)	Khanyisile Mabuza
	UNAIDS	Community Mobilisation and Networking Adviser	Thembisili Dlamini
		Investment and Efficiency Adviser	Nuha Ceesay
		Strategic Interventions Adviser: Swaziland and Lesotho	Ms Gloria Bille
	UNICEF	UNICEF Deputy Representative	Muriel Mafico
NGOs	Save the Children	Executive Director	Dumisani Mnisi
		Manager	Sifiso Mdluli
		Position Unknown	Nathi Vilakati

Annex 7 - List of Participants in Stakeholder Workshop

Stakeholders		Title	Participant
Country Office (CO)	WFP	Country Director	Heather Hill
		Head of Programme of the Swaziland CO	Margherita Coco
		Programme Assistant (Field Coordinator)	Bheki Nkosi
		Consultant, Nutrition and HIV/Public Information	Julia Cocchia
Government	Ministry of Education and Training	Acting Nutritionist	on behalf of Ntombi Kayise
UN Country Team	UN Resident Coordinator's office	M&E Specialist	Zandile Simelane
	UNFPA	Youth Advisor	Londiwe Hlophe
	UNDP	Programme Finance Associate	Sakinah Lukele Morris
	UNICEF	UNICEF Deputy Representative	Muriel Mafico
NGOs	Save the Children	Executive Director	Dumisani Mnisi
		Manager	Sifiso Mdluli
		Position Unknown	Nathi Vilakati
Evaluation Team	Khulisa Management Services	Team Leader	Edna Berhane
		National Evaluator	Thandeka Dlamini

Annex 8 - DAC Evaluation Criteria

Relevance is the extent to which the objectives of an operation are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. More broadly, relevance also refers to the extent to which the effects of operations make a sustainable contribution to achieving the ultimate objective. An operation has been valuable, or relevant, to the extent that it has generated effects that bring achievement of the ultimate development/humanitarian objective.

Efficiency is the extent to which the cost of an operation can be justified by its results, taking alternatives into account. Efficiency illustrates the relationship between inputs and outputs, and measures how economically resources (inputs) are applied and converted to direct results. In evaluating efficiency, both the quantity and quality of inputs and outputs are assessed. The most economical or cost-effective input is not always the most appropriate and there can be significant trade-offs between the quantity and quality of outputs. Assessing efficiency also calls for comparison with alternative approaches with which the same outputs can be achieved, which can be arduous as benchmarks are often lacking.

Effectiveness refers to the degree to which the objectives of the operation are fulfilled, taking their relative importance into account. Effectiveness relates to the extent to which the direct results of operations (outputs) contribute to the sustainable achievement of the objectives (outcomes) that the operations are intended to achieve. In evaluating effectiveness, the aim is to establish causality between outputs generated by the operation and the observed effects and thus the extent to which they can be attributed to the operation. Yet, the effects of an operation are not in WFP's direct control and other factors influence the observed changes, which complicates their attribution to the operation. As counterfactuals are not available for operations evaluations, evaluators should make use of transparent and credible plausibility argumentation to determine attribution. An operation is considered effective if its outputs have made a demonstrable contribution to achievement of the operation's intended objectives. It should be noted though that an effective operation can be inefficiently implemented while an operation can be efficient without producing the intended effect.

Impact: While in the context of the logical framework, the concept of impact usually refers to the highest level of results (extent to which the outcomes achieved have contributed to broader, more far-reaching objectives at a higher level), the OECD/DAC defines impact as all significant effects produced by an operation, directly or indirectly, intended or unintended, on the ultimate stakeholders and third parties.

Sustainability is the degree to which the desired effects of an operation last beyond its end. Since an activity can hardly be considered effective if the effect it has achieved is not lasting, sustainability is in fact an aspect of effectiveness. The concept of sustainability comprises a variety of dimensions: The involvement of the recipient (e.g. through agreement on objectives) is usually recognised as a factor that affects the success of an operation; Institutional and capacity development plays an important role in determining sustainability; and Degree to which measures have been taken to guarantee that activities can continue and completed works can be maintained in the future.

Annex 9 - Field Mission Schedule

Day	Date	Indicative Time	Team leader Edna Berhane	Team Member Thandeka Dlamini-Simelani
			Task	Task
Location: Mbabane				
Sun	30 Mar		Arrive in Mbabane	
Mon	31 Mar	08:00	Evaluation team meeting	Evaluation team meeting
		09:00	Introductory brief with WFP Team	Introductory brief with WFP Team
		10:00	Data Base review at WFP (include interview with M&E, data managers & FMA team)	Data Base review at WFP (include interview with M&E and data managers)
		14:00	Interview with Save the Children	Interview with Save the Children
Tue	01 Apr	08:00	Interview with NERCHA Programme Coordinator	Interview with NERCHA Programme Coordinator
		10:00	Interview with the Ministry of Education and Training	Interview with the Ministry of Education and Training
		11:00	Interview with the Ministry of Tinkhundla Administration and Dev.	Interview with the Ministry of Tinkhundla Administration and Dev.
		14:00	Interview with the Deputy Prime Minister's Office (Children's Coordination Unit)	Interview with the Deputy Prime Minister's Office (Children's Coordination Unit)
		15:00	Evaluation team discuss results of interview and data collected at central level	Evaluation team discuss results of interview and data collected at central level
Location: Hohho Region				
Wed	02 Apr	07:00	Traveling time – (Mbabane to the site)	Traveling time – (Mbabane to the site)
		08:30	Protocol meeting with regional authorities	Protocol meeting with regional authorities
		09:00	KII/FGD with caregiver(s) at NCP 1	KII/FGD with caregiver(s) at NCP 3
		11:00	KII/FGD with caregiver(s) at NCP 2	KII/FGD with caregiver(s) at NCP 4
		14:00	KII at Secondary school A ⁷⁹ with Food Focal Teachers	KII at Secondary school B with Food Focal Teachers
		15:00	FGD with secondary school A benef. (Boys)	FGD with secondary school B benef. (Girls)
		16:00	Traveling time (from the site to Mbabane)	Traveling time (from the site to Mbabane)
Thu	03 Apr	07:00	Traveling time – (Mbabane to the site)	Traveling time – (Mbabane to the site)
		09:00	KII with caregiver at NCP 5	KII with caregiver at NCP 7
		11:00	KII/FGD with caregiver(s) at NCP 6	KII/FGD with caregiver(s) at NCP 8
		14:00	KII at Secondary school C with Food Focal Teachers	KII at Secondary school D with Food Focal Teachers
		15:00	FGD with secondary school C benef. (Girls)	FGD with secondary school D benef. (Boys)

⁷⁹ The nominal list of secondary schools chosen for the sample is presented in section 5.2. NCPs will then be nominally selected based on their proximity to the selected secondary school.

Day	Date	Indicative Time	Team leader Edna Berhane	Team Member Thandeka Dlamini-Simelani
			Task	Task
		16:00	Traveling time (from the site to Mbabane)	Traveling time (from the site to Mbabane)
Location: Manzini Region				
Fri	04 Apr	07:00	Traveling time – (Mbabane to the site)	Traveling time – (Mbabane to the site)
		08:30	Protocol meeting with regional authorities	Protocol meeting with regional authorities
		09:00	KII/FGD with caregiver(s) at NCP 9	KII/FGD with caregiver(s) at NCP 11
		11:00	KII/FGD with caregiver(s) at NCP 10	KII/FGD with caregiver(s) at NCP 12
		14:00	KII at Secondary school E with Food Focal Teachers	KII at Secondary school F with Food Focal Teachers
		15:00	FGD with secondary school E benef. (Boys)	FGD with secondary school F benef. (Girls)
		16:00	Traveling time (from the site to Mbabane)	Traveling time (from the site to Mbabane)
Sat	05 Apr	09:00	Evaluation team discuss KII, FGD and site visit findings – Hhohho Region	Evaluation team discuss KII, FGD and site visit findings – Hhohho Region
			Individual work revising and own notes	Individual work revising own notes
Mon	07 Apr	08:00	Traveling time – (Mbabane to the site)	Traveling time – (Mbabane to the site)
		09:00	KII/FGD with caregiver(s) at NCP 13	KII/FGD with caregiver(s) at NCP 15
		11:00	KII/FGD with caregiver(s) at NCP 14	FGD with caregivers NCP 16
		14:00	KII at Secondary School G with Food Focal Teachers	KII at Secondary School H with Food Focal Teachers
		15:00	FGD with secondary School G benef. (Girls)	FGD with secondary School H benef. (Boys)
		16:00	Traveling time (from the site to Mbabane)	Traveling time (from the site to Mbabane)
Location: Shiselweni Region				
Tue	08 Apr	07:00	Traveling time – (Mbabane to the site)	Traveling time – (Mbabane to the site)
		09:00	KII/FGD with caregiver(s) at NCP 17	KII/FGD with caregiver(s) at NCP 19
		11:00	KII/FGD with caregiver(s) at NCP 18	FGD with caregivers NCP 20
		14:00	KII at Secondary school I with Food Focal Teachers	KII at Secondary school J with Food Focal Teachers
		15:00	FGD with secondary school I benef. (Boys)	FGD with secondary school J benef. (Girls)
		16:00	Traveling time (from the site to Mbabane)	Traveling time (from the site to Mbabane)
Wed	09 Apr	07:00	Traveling time – (Mbabane to the site)	Traveling time – (Mbabane to the site)
		08:30	Protocol meeting with regional authorities	Protocol meeting with regional authorities
		09:00	KII/FGD with caregiver(s) at NCP 21	KII/FGD with caregiver(s) at NCP 23
		11:00	KII/FGD with caregiver(s) at NCP 22	FGD with caregivers NCP 24
		14:00	KII at Secondary school K with Food Focal Teachers	KII at Secondary school L with Food Focal Teachers
		15:00	FGD with secondary school K benef. (Girls)	FGD with secondary school L benef. (Boys)

Day	Date	Indicative Time	Team leader Edna Berhane	Team Member Thandeka Dlamini-Simelani
			Task	Task
		16:00	Traveling time (from the site to Mbabane)	Traveling time (from the site to Mbabane)
Thu	10 Apr	am	Day of Reflection: Evaluation team discuss KII, FGD and site visit findings – Manzini and Shiselweni	Day of Reflection: Evaluation team discuss KII, FGD and site visit findings – Manzini and Shiselweni
		pm	Meet with CO to touch base on initial findings	Meet with CO to touch base on initial findings
Location: Lubombo Region				
Fri	11 Apr	07:00	Traveling time – (Mbabane to the site)	Traveling time – (Mbabane to the site)
		09:00	KII/FGD with caregiver(s) at NCP 25	FGD with caregivers NCP26
		11:00	KII at Secondary school M with Food Focal Teachers	FGD with secondary school N benef. (mixed group Boys & Girls)
		13:00	Traveling time (from the site to Mbabane)	Traveling time (from the site to Mbabane)
		15:00	Evaluation team discuss KII, FGD and site visit findings –Shiselweni Region	Evaluation team discuss KII, FGD and site visit findings –Shiselweni Region
Sat	12 Apr		Individual work revising own notes	Individual work revising own notes
Mon	14 Apr	07:00	Traveling time – (Mbabane to the site)	Traveling time – (Mbabane to the site)
		08:30	Protocol meeting with regional authorities	Protocol meeting with regional authorities
		09:00	KII/FGD with caregiver(s) at NCP 27	KII/FGD with caregiver(s) at NCP 29
		11:00	KII/FGD with caregiver(s) at NCP 28	FGD with caregivers NCP 30
		14:00	KII at Secondary school O with Food Focal Teachers	KII at Secondary school P with Food Focal Teachers
		15:00	FGD with secondary school O benef. (Boys)	FGD with secondary school P benef. (Girls)
		16:00	Traveling time (from the site to Mbabane)	Traveling time (from the site to Mbabane)
Tue	15 Apr	07:00	Traveling time – (Mbabane to the site)	Traveling time – (Mbabane to the site)
		09:00	KII/FGD with caregiver(s) at NCP 31	FGD with caregivers NCP 32
		11:00	KII at Secondary school Q with Food Focal Teachers	FGD with secondary school R benef. (mixed group Boys & Girls)
		13:00	Traveling time (from the site to Mbabane)	Traveling time (from the site to Mbabane)
		15:00	Evaluation team discuss KII, FGD and site visit findings – Lubombo Region	Evaluation team discuss KII, FGD and site visit findings – Lubombo Region
Location: Mbabane				
Wed	16 Apr	08:00	KII with UNICEF	KII with FAO
		10:00	Follow up meeting with WFP, NERCHA and/or other Government Stakeholders	Follow up meeting with WFP, NERCHA and/or other Stakeholders
		13:00	Team work to consolidate findings in preparation for the debrief workshop	Team work to consolidate findings in preparation for the debrief workshop
Thu	17 Apr	09:00	Exit meeting with WFP	Exit meeting with WFP
		11:00	Debriefing workshop with Stakeholders	Debriefing workshop with Stakeholders

Day	Date	Indicative Time	Team leader Edna Berhane	Team Member Thandeka Dlamini-Simelani
			Task	Task
		13:00	Evaluation team discussion about the outcomes of the workshop and agree on possible follow up data collection	Evaluation team discussion about the outcomes of the workshop and agree on possible follow up data collection
		16:00	Team Leader Departure from Swaziland	

Annex 10 - Acronyms

AFDB	African Development Bank
AIDS	Acquired Immuno Deficiency Syndrome
BVE	Bereaved and Vulnerable Elderly
CO	Country Office
DAC	Development Assistance Committee
DEV	Development (Programme)
DPM	Deputy Prime Minister
DPMO	Deputy Prime Minister's Office
ECCD	Early Childhood Care and Development
eNSF	The Extended National Multi-sectoral HIV and AIDS Framework
EU	European Union
FAO	Food and Agricultural Organisation Of the United Nations
FGD	Focus Group Discussion
GDP	Gross Domestic Products
GF	Global Fund
HDI	Human Development Index
HIV	Human Immuno Deficiency Virus
KII	Key Informant Interview
LTSH	Landscape, Transport, Storage and Handling
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MoET	Ministry of Education and Training
MT	Metric Tons
MTAD	Ministry of Tinkhundla Administration & Development
MUAC	Mid Upper Arm Circumference
NCCU	National Children's Coordination Unit
NCP	Neighbourhood Care Points
NERCHA	National Emergency Response for HIV/AIDS
NGO	Non-Governmental Organisation
NPAC	National Plan of Action for Children
NSF	The National Multi-sectoral HIV and AIDS Framework 2009-2014
OECD	Organisation for Economic Cooperation and Development
OEV	Office of Evaluation
OVC	Orphans and Vulnerable Children
PLWHA/PLHIV	People Living with HIV/AIDS
PMTCT	Prevention of Mother to Child Transmission

PSS	Psychosocial Support
RB	Regional Bureau
SADP	Swaziland Agricultural Development Programme
SGVB	Sexual and Gender Based Violence
SPR	Standard Project Report
STI	Sexually Transmitted Infections
SVAC	Swaziland Vulnerability Assessment Committee
SZL	Swaziland
TB	Tuberculosis
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Group
USD	United States Dollar
WB	World Bank
WFP	World Food Programme

Office of Evaluation
www.wfp.org/evaluation



World Food Programme