

OPERATION EVALUATION

Protracted Relief and Recovery Operation 200310 (2013-2015)
Food assistance and education incentive for Afghan and Iraqi
refugees in the Islamic Republic of Iran

Mid-term Evaluation Report (January 2013–October 2014)

February 2015

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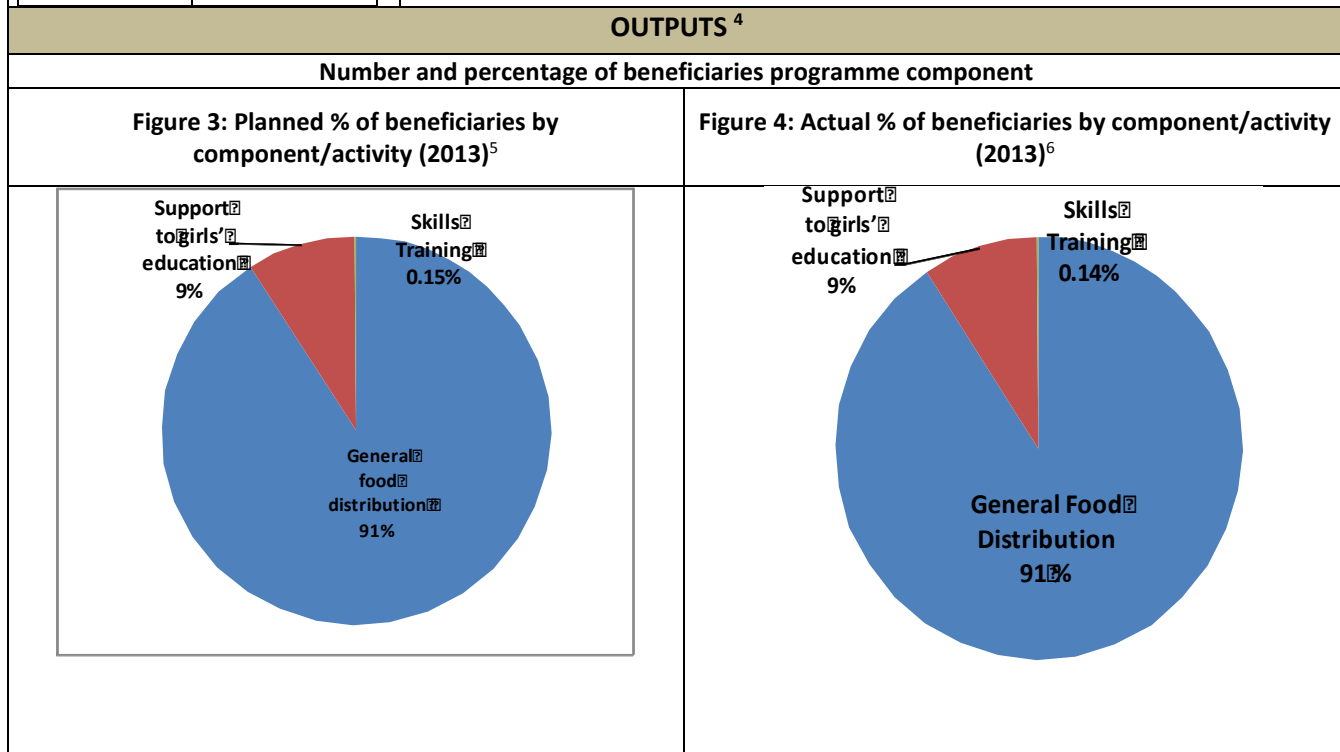
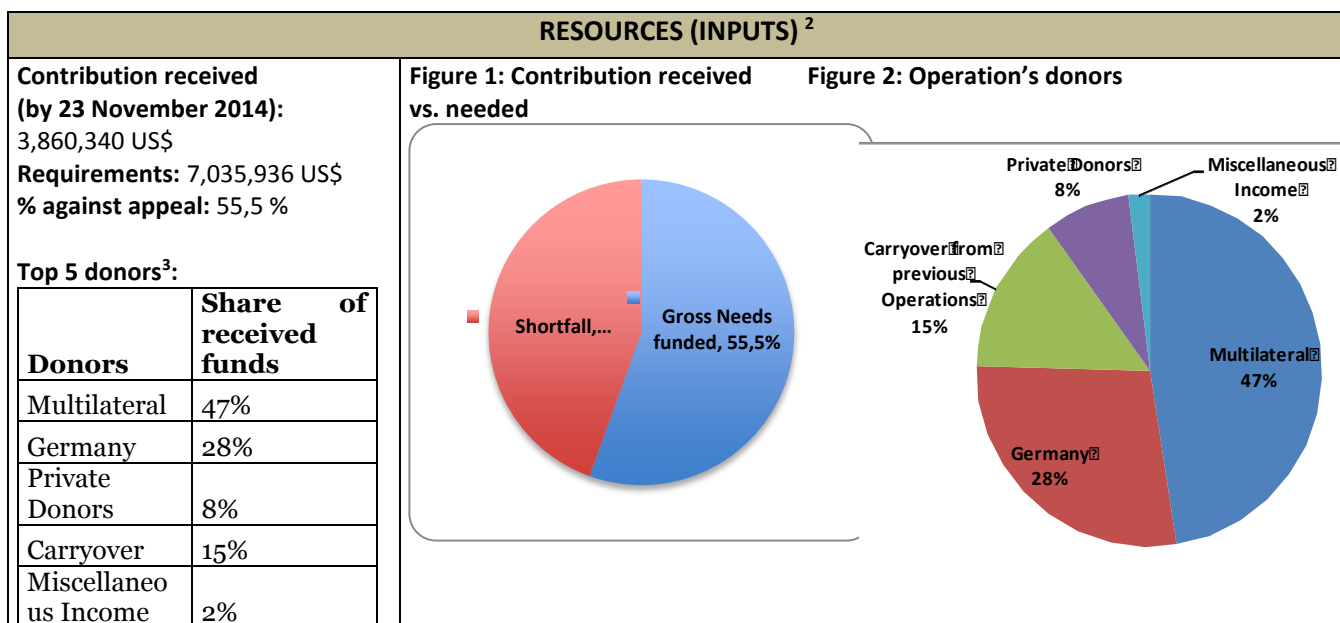
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Operational Fact Sheet

OPERATION			
Type/Number/Title	Protracted Relief and Recovery Operation (PRRO) 200310: Targeted Assistance to Refugees from Afghanistan and Iraq; Islamic Republic of Iran		
Approval	May 2013		
Amendments	<p>Budget Revisions (BR): The operation has gone through two BR</p> <p>First BR approved in March 2014:</p> <ul style="list-style-type: none"> - increased LTSH - alignment of the operation with the new SRF 2014-2017 <p>Second BR approved the 8 of July 2014:</p> <ul style="list-style-type: none"> - increased beneficiaries of full ration - increased food tonnage from 8,904 to 9,060 mt - change of DSC as per increased tonnage - increased LTSH as a result of increases in international transport and local purchase of wheat flour - increased price of wheat flour 		
Duration	<u>Initial:</u> 24 months: 1 st July 2013 to 30 th June 2015	<u>Revised:</u>	
Planned beneficiaries	<u>Initial:</u> Female: 16,000 Male: 14,200 Total: 30,200	<u>Revised:</u>	
Planned food requirements	<u>Initial:</u> In-kind food: 8,904 mt	<u>Revised:</u> In-kind food: 9,060 mt	
US\$ requirements	<u>Initial:</u> 6,155,108	<u>Revised:</u> 7,035,936	
OBJECTIVES AND ACTIVITIES			
	Strategic Objective¹	Operation specific objectives	Activities
MDGs 1, 2, 3	SO 1	Improved food consumption of vulnerable refugee households	<ul style="list-style-type: none"> • General food distribution • Take home rations for girls in primary and secondary schools • Incentives to female teachers • Food for training to support skills training for the youth
	SO 3	Increased access to education and human capital development for refugee girls and youths	
PARTNERS			
Government	Ministry of interior, Bureau of Aliens and Foreign Immigrants Affairs (BAFIA)		
United Nations	United Nation High Commission for Refugees (UNHCR)		
NGOs	N/A		

¹ The Strategic Objectives refer to the WFP Strategic Plan 2008-2013. However, the operation's design was realigned to the new Strategic Results Framework 2014-2017 (SRF) in September 2014. The Country Office is required to report on the new SRF for the first time by end of 2014. The realigned logical framework of the operation refers to the SO 1 and 2 of the new SRF.



² WFP: Resource Update 23rd November 2014.

³ Carryover from previous operations represents 15% of received funds

⁴ Planned figures used are those from the Project Document. BR3 modified figures cover the period June 2014-June 2015. Reporting periods for the available reports (SPR 2013 and the Post distribution Monitoring January-June 2014 report) are prior to the BR3.

⁵ According to SPR 2013.

⁶ Standard Project report 2013

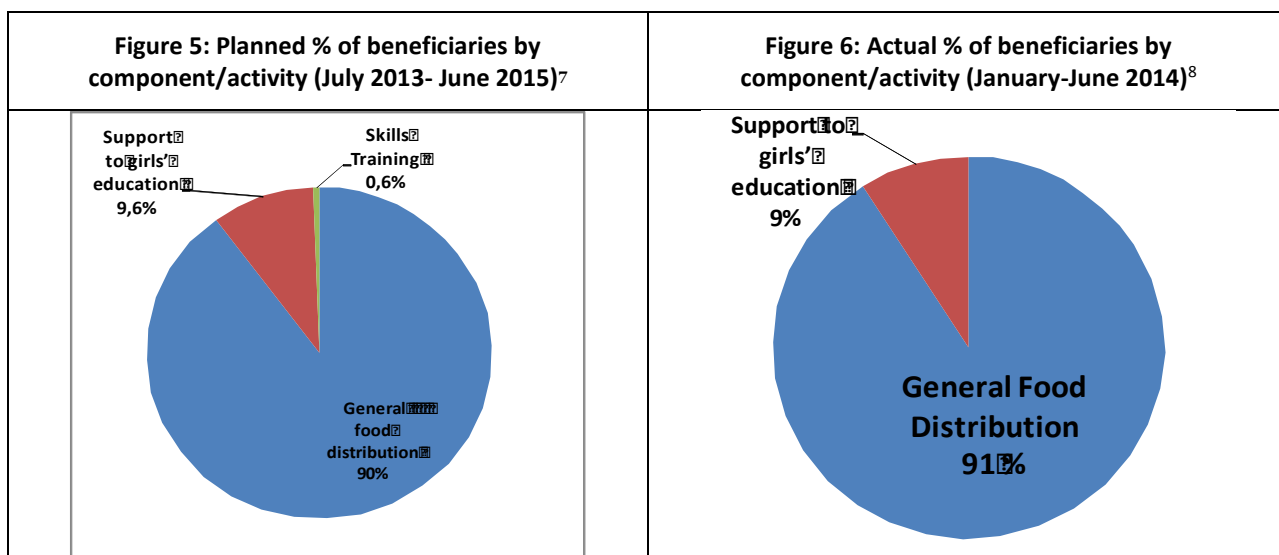
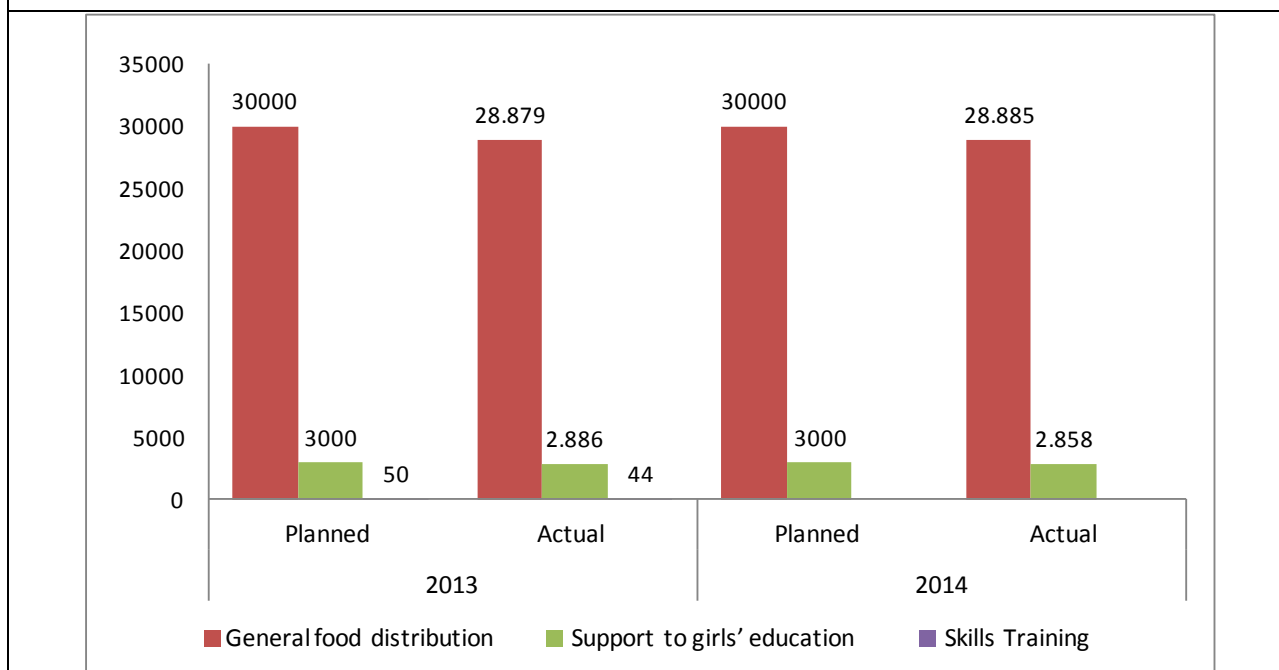


Figure 7: Number of planned and actual beneficiaries by component and year⁹



⁷ Project Document .

⁸ Joint Post –Distribution Monitoring Report January-June 2014.

⁹ For 2013: Standard project Report 2013; For 2014: Joint Post-Distribution Monitoring Report January-June 2014.

Figure 8: Planned % of women/girls vs. men/boys by component¹⁰

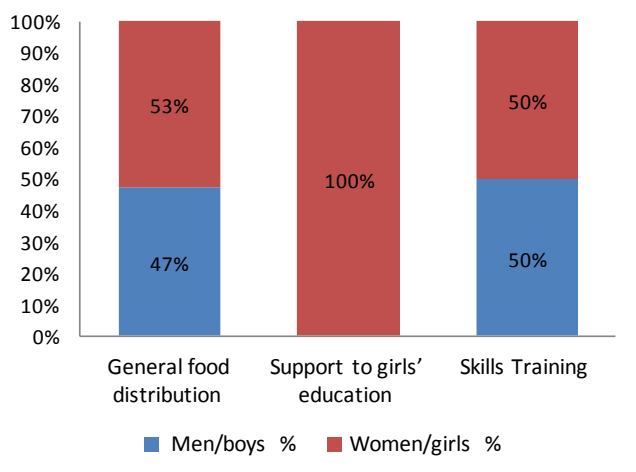


Figure 9: Actual % of women/girls vs. men/boys by component (2013-2014)¹¹

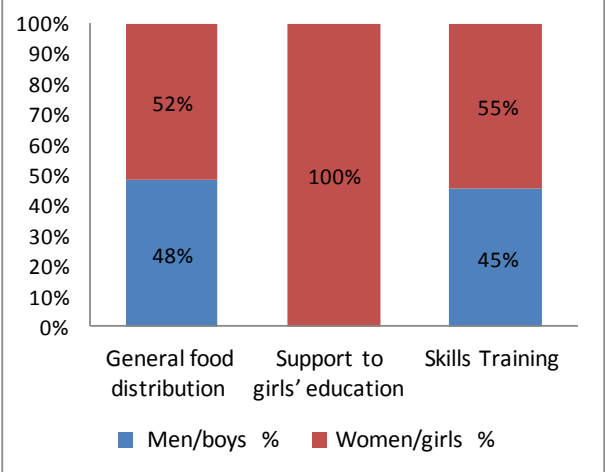


Figure 10: Planned % of total food requirements by component (all the projet)¹²

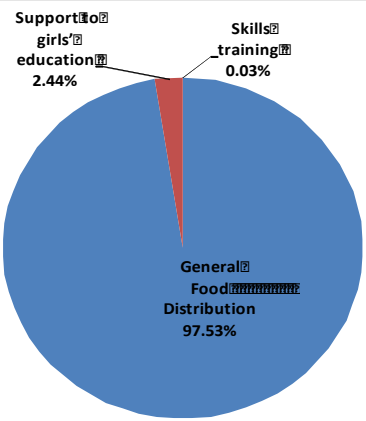
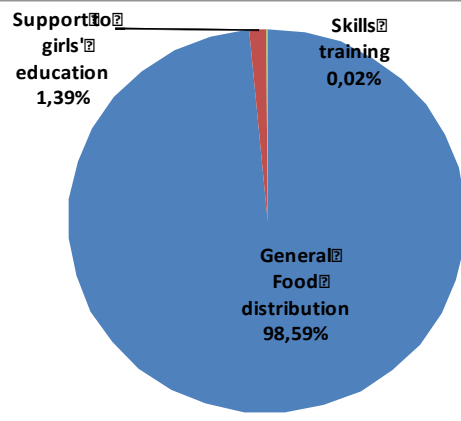


Figure 11: Actual % of total food distributed by component (July 2013-July 2014)¹³



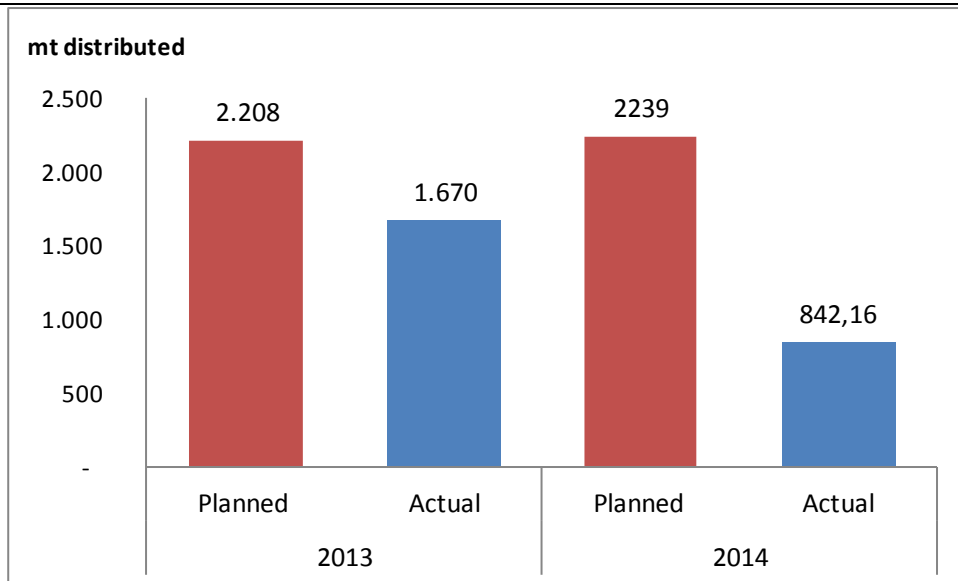
¹⁰ PRRO Project Document

¹¹ Database PRRO 200310 (July 2013- July 2014). provided by Country Office

¹² PRRO Project Document

¹³ Database PRRO 200310 (July 2013- July 2014). provided by Country Office

Figure 12: Actual food tonnage distributed versus planned by year ¹⁴



¹⁴ Data 2013: SPR 2013; Data 2014 Joint Monitoring distribution report 2014

OUTCOMES

Table 1: Outcomes

<i>Outcome indicators</i>	<i>Base Value (at start of project or benchmark- Dec 2011)</i>	<i>Previous Follow-up (penultim ate follow-up- June 2013)</i>	<i>Latest Follow-up (latest value measured - Dec 2013)</i>
Strategic Objective 1: Save lives and protect livelihoods in emergencies			
Outcome 1.1: Maintained or Improved food consumption over assistance period for Afghan and Iraqi refugees in the WFP assisted settlements			
Percentage of households with acceptable food consumption score (Target >90%)	25	25	25
Percentage of households with poor Food Consumption Score	25	30	25
Percentage of households with borderline Food Consumption Score	50	45	50
Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations			
Outcome 3.1: Stabilized enrolment and attendance rates of girls from Afghan and Iraqi refugee settlements at primary schools			
Attendance rate (girls) in WFP-assisted primary schools (target >90%)	95	97	95
Outcome 3.2: Improved enrolment and attendance rates of girls from Afghan and Iraqi settlements at secondary schools			
Attendance rate (girls) in WFP-assisted secondary schools (target, annual rate of increase of 5% met or exceed)	90	95	90
Outcome 3.3: Improved income generating skills among refugee youths in WFP assisted settlements, organized by the Government and UNHCR under the Solutions Strategy			
Number of young women and men who attended and graduated from skills training courses (target: at least 50% graduated)	N/A	N/A	N/A
Number of women refugees attended and graduated from skills training courses as percentage of total participants (target: at least 50%)	N/A	N/A	N/A

Achieved
 Not achieved
 N/A
 Not Available

Key observations

Outcome indicators shown above are the indicators for which measurements have been carried out and presented in the SPR 2013. However, some of these indicators do not correspond to the indicators proposed in both initial (project document) and realigned logical frameworks¹⁵, and several other indicators from the logframes have not been measured.

¹⁵ The logical framework was realigned in March 2014 and WFP CO is not expected to report on it before the end of 2014

Map



Executive Summary

Introduction

1. The Office of Evaluation (OEV) of the World Food Programme (WFP) has commissioned DARA to conduct an independent mid-term evaluation of the Protracted Relief and Recovery Operation (PRRO) 200310 “Food assistance and education incentive for Afghan and Iraqi refugees in the Islamic Republic of Iran”. This operation started in July 2013 and would have a duration of 24 months, with the aims of improving the food consumption of vulnerable refugees and increasing access to education and human capital development for refugee girls and youths. The operation includes three components: 1. General Food Distribution (GFD, with a target approach differentiating two levels of household vulnerability and two food rations); 2. School Feeding (SF - provision of Take Home Rations – THR – to women teachers and girls in primary and secondary schools); 3. Food For Training (FFT – provision of THR for participants of skills training). The operation targets 30,000 refugees and 200 teachers and has a budget of \$7,035,936 US.
2. The evaluation aims to provide feedback on the activities implemented and the results achieved, learn lessons and formulate recommendations in order to improve the operation implementation, and prepare the design of the WFP future operation. It covers the period from early 2013 to October 2014. The main users of the evaluation are WFP Country Office (CO), its institutional and implementing partners (United Nations High Commissioner for Refugees – UNHCR – and the Bureau of Aliens and Foreign Immigrants Affairs (BAFIA), Ministry of Interior), and WFP Regional Bureau (RB) and Head Quarter (HQ). The timing of the evaluation was chosen so that it can provide findings and information to prepare the next Joint Assessment Mission (JAM) planned between June and September 2015, which will define the main orientations of the next WFP operation.

Context

3. Since the major refugee influx in 1979, the Afghan refugee population in Iran has been one of the largest and most long-lasting refugee populations in the world. Iran also received a massive influx of Iraqi refugees following the Gulf War in 1991. The Iranian government believes voluntary repatriation is a desirable solution for refugees and is reluctant to find alternative ways to allow for their permanent residence in Iran, such as the integration of remaining refugees within local communities. This has materialized in the signing of the first tripartite agreement for refugee repatriation between the governments of Afghanistan and Iran in 2002. In 2011-2012, the decrease of repatriated refugees led UNHCR, together with the governments of Afghanistan, Iran and Pakistan, to look for solutions to the regional challenge of Afghan refugees. A multi-year strategy called the Solutions Strategy for Afghan Refugees (SSAR), to Support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries was formulated and signed.
4. Currently, there are 840,000 Afghan and 42,000 Iraqi refugees in Iran, of which 97% live in urban and semi-urban areas¹⁶. About 30,000 (28,820 Afghan and 1,180 Iraqi) live in 19 refugee settlements in 12 provinces of the country¹⁷.

¹⁶ <http://www.unhcr.org/cgi-bin/texis/vtx/page?page=49e486f06&submit=GO>

¹⁷ Iran PRRO 200310- WFP standard pipeline - September 2014

Key findings and conclusions

Relevance to the needs

5. The evaluation confirmed the relevance of the overall objectives and activities implemented in the PRRO 200310. Overall, refugees living in settlements in Iran have only partially achieved self-reliance due to limited opportunities to develop their livelihoods. Legal restrictions to access employment, lack of opportunities to develop rural livelihoods, and low levels of self-employment activities, are factors that have prevented refugee households to fully develop their livelihoods. In parallel, refugees have been strongly impacted by the removal of government subsidies on basic goods and services, which has resulted in a high increase of prices and loss of purchasing power. Due to these combined factors, food assistance is still needed and justified in refugee settlements.
6. Although it is acknowledged that refugees living in settlements are generally poorer and more vulnerable to food insecurity than refugees living in urban areas, vulnerability to food insecurity also exists outside settlements, in particular in sub-urban pockets of poverty. The exclusive target of refugee settlements in the operation limits its coverage of the needs.
7. The targeting approach introduced for the GFD is relevant to the disparities that exist among refugees in terms of incomes and access to food. However, the targeting process lacked accuracy (selection criteria) and participation (implementation of the targeting process). Provision of a THR for girls is acknowledged to have contributed significantly to the reduction of the gender gap for accessing education. Nowadays, specific incentives for girls in secondary school are still necessary, while this does not clearly appear to be the case at the primary school level. Incentive for FFT is relevant considering the potential loss of income for participants during skills training. However, the THR provided by WFP is not significant enough to compensate for the potential loss of income.

Relevance to national and WFP policies

8. Overall, the operation is coherent with the WFP Strategic Plan 2008-2013, the School feeding programme, and the gender policy. However, GFD still accounts for the bulk of the assistance provided, and little is done to support livelihoods development and self-reliance. This is not coherent with the joint engagement of UNHCR and WFP to better address self-reliance in refugee situations. UNHCR in Iran recently initiated a process aiming to expand its livelihood support activities. An assessment is currently being undertaken and will be followed by the formulation of a new livelihood strategy. WFP should join this process and analyse jointly with UNCHR the potential role of food assistance for supporting livelihoods and self-reliance.
9. The main national policy to which the operation refers is the SSAR. The operation contributes to the second objective of this strategy, which aims to support host governments in providing assistance to refugees and building human capital in anticipation of refugee repatriation.

Operation Results and factors that have affected the results

10. Overall, the operation has reached its target in term of number of beneficiaries. However, food deliveries are significantly lower than planned. The operation faces structural factors that affect its capacity to deliver the planned quantities of food. In particular, these include the constraints made on food imports (custom clearance process and difficulties for shipment due to the international sanctions

on Iran), and the dependency on multilateral funding given the procurement constraints in Iran (and in particular to the long lead time).

11. This situation should improve in the next months thanks to a donation from the German government, which will allow for all food purchases to be made locally. Local purchases are less cost-efficient than imports, with the exception of wheat flour. This has justified the preference in using imports for other commodities. There is a need to find a better balance between cost-efficiency and effectiveness of the implementation of the operation.
12. An outcomes analysis of the operation is difficult to carry out, due to the lack of measurement and reliability of the corresponding indicators. There is a need to improve the monitoring system, which is not appropriate for the limited capacities of WFP CO. However, qualitative interviews showed that access to food is still affected by the contextual factors that affect livelihoods. Households have to implement coping strategies to face the low level of food deliveries which is due to both the reduction of the ration for the majority of households and the low level of food deliveries. Those coping strategies include the increase of food expenses and the reduction of dietary diversity. Some cases of malnutrition, which has been reported to be non-existent in the past, may have appeared and should be monitored. A higher level of food deliveries would have probably allowed for a better access to food.
13. The impact and long term sustainability effects of the actions that aim to build human capital (SF and FFT), can only be expected to occur once repatriation takes place, in the form of increased capacity to reintegrate socio-economically in their country. In the short term, and while they remain in Iran, opportunities for using human capital for accessing employment and generate income are limited. However, beneficiaries of skills training have already generated some incomes using the skills learnt through self-employment.
14. As far as gender programming is concerned, several outputs have been achieved with the support of the operation. In addition to the specific targeting of girls for SF and FFT, outputs include the inscription of the name of a woman (and sometimes the addition their photo) on food distribution cards, providing more visibility to women; the increase in female representation in community structures (including refugee councils), the increase of female participation in the management of food assistance; the recruitment of one female warehouse keeper by BAFIA; and the appointment of a woman as WFP focal point in BAFIA in Teheran. While expected results are not fully achieved, these advances are considered important if we consider that the operation budget does not include resources for gender mainstreaming, and that both socio-cultural factors and Iran's national policies are not favourable to gender equality.

Recommendations

- 1. Improve the level of food deliveries of the operation.** WFP must increase outputs, in particular food deliveries, in order to better support refugees in accessing food, and to improve the operation's outcomes. This can be done through a modified combination of modalities with a better balance between food imports, local purchases and C&V.
- 2. Improve the monitoring system of the operation.** In order to allow better-informed decisions, WFP must improve the measurement and analysis of the outcomes of the intervention. To achieve this, a re-organization of the post-distribution monitoring system is necessary. This also includes the reduction of

monitoring sessions, the improvement of the methodology, and the improvement of the human resources set up.

- 3. Improve the targeting and accountability approach for the GFD.** The initial household selection for full rations lacked accuracy, and the process of updating the beneficiary lists lacks effectiveness. In addition, it is believed that a better targeting approach, together with better communication, could improve the level of satisfaction of beneficiaries. Measures to be taken include the conduct of a food security and livelihood assessment, the definition of more accurate selection criteria, the adoption of a more participatory approach, the establishment of a proper complaint mechanism and the improvement of the communication to refugees.
- 4. Improve the gender approach of the operation.** The gender approach of the PRRO 200310 has two levels of programming: SF for girls, which includes a formal plan and budgeting, and all the other expected outcomes, which do not have clear activities and resources. WFP should improve this second part through a combination of actions to be put in place by WFP and UNHCR offices. Some of these actions require minimum resources in short term, whereas others require more time/energy as well as support from senior level positions within related units of WFP and UNHCR.
- 5. More actively support livelihoods and self-reliance.** Prospects for refugee repatriation in the short term are uncertain and the Government of Iran is more open to allowing a higher level of self-reliance for refugees. WFP, together with BAFIA, should join the process initiated by UNHCR aiming at expanding its activities in support to refugee livelihoods.
- 6. Consider expanding the coverage of the operation to areas outside settlements.** WFP should extend the recommended food security and livelihoods assessment to already known sub-urban areas where there is a concentration of highly vulnerable refugee household, and consider a simple intervention in these areas (such as SF in Kerman where school enrolment for refugee children is very low).
- 7. Better adapt the SF and FFT activities to needs.** WFP should consider withdrawing THR for girls in primary school, while maintaining this incentive in secondary school. Incentives provided for female teachers and participants to skills training should be reviewed in order to better match with needs.
- 8. Strengthen WFP country office capacities and field presence and consider expand partnerships.** The introduction of any of the recommendations presented above would require a higher capacity and field presence of the WFP CO. WFP and UNHCR should look for a cost sharing arrangement so that WFP can improve its presence in the field. In addition to this, the adoption of an approach of support to self-reliance would require expand partnerships with organizations that already have an experience in supporting livelihoods. This could include building on the UNHCR outreach strategy and new partnerships with NGOs.

1. Introduction

1.1. Evaluation Features

1. The Office of Evaluation (OEV) of the World Food Programme (WFP) has commissioned DARA for the implementation of an independent Mid-term evaluation of the Protracted Relief and Recovery Operation (PRRO) 200310 “Food assistance and education incentive for Afghan and Iraqi refugees in the Islamic Republic of Iran”. This evaluation is part of a set of operations evaluations planned for the period 2013-2015.
2. The evaluation has **two main and complementary objectives**:
 - **Accountability**: the evaluation should report on activities implemented and results achieved, and formulate recommendations aimed at improving the achievement of the objectives at the end of the implementation period. The recommendations should also be oriented towards the formulation of the next operation, and more particularly towards the Joint Assessment Mission planned for June 2015 prior to the formulation of the next operation.
 - **Learning**: The analysis of the internal and external factors that have positively and negatively affected the implementation of activities and achievement of results should allow for lessons learnt and to identify good practices that could be included in the programme or applied to other operations.
3. A Joint Assessment mission (JAM) will be carried out by WFP and the United Nations High Commissioner for Refugees (UNHCR) between June and September 2015 and will define the main orientations of the next WFP operation of assistance to refugees in Iran. The evaluation was set up prior to the JAM in order to provide information and recommendations to WFP and UNHCR that could be used for the JAM and the definition of the next operation.
4. The evaluation has **covered** all the activities and processes of the PRRO 200310, related to its design, implementation, resources and monitoring and evaluation (M&E) systems. It covers the period from early 2013 to October 2014 and the 19 refugee settlements established in Iran, all covered by the operation. The evaluation does not cover Afghan and Iraqi refugees living outside settlements.
5. The main users of the evaluation are the WFP Country Office (CO), its partners involved in the operation, mainly UNHCR and the Bureau of Aliens and Foreign Immigrants Affairs of the Ministry of Interior of Iran (BAFIA), and the WFP Regional Bureau (RB) and OEV. The stakeholders that have taken part in the evaluation are the WFP CO, UNHCR, BAFIA at national, provincial and settlement levels, refugee community organizations and refugee households.
6. The evaluation intended to answer the **evaluation questions** defined in the Terms of Reference (Annex 1: ToR). It used the **criteria** of relevance, coherence (internal and external), coverage, effectiveness, efficiency, impact and sustainability of the actions implemented.
7. The three main evaluation questions are:
 - How appropriate is the operation?
 - What are the achievements of the operation?
 - Why and how the operation has produced the achievements?

8. The evaluation ToR include detailed sub-questions for each main question. The evaluation team developed an evaluation matrix (Annex 2: Evaluation matrix) that identified the information to be gathered and analysed in order to answer the sub-questions, as well as the information gathering tools and sources.
9. The evaluation team is composed of three members: a team leader, expert in food security and food assistance, a gender specialist and a data analyst. The team has based its work on a set of approaches defined to gather the most reliable information possible. These include: historical approach and analysis of processes, a multidisciplinary approach, a participatory approach and the triangulation of data. A gender approach was used in order to allow the differential analysis of the outcomes achieved on different population groups: men, women, boys and girls at school. This approach included the use of sex disaggregated data and interviews of separated focus groups of men and women. In order to have the most accurate representation of the different situations covered by the operation the methodology included visits to 6 settlements chosen on the basis of defined criteria (see annex 3: List of the settlements selected for the evaluation mission). The WFP CO assisted the evaluation team identifying sites representative of each of the criteria. The evaluation approach is consistent with the codes of conduct and ethical standards of the United Nation Evaluation Group (UNEG).
10. The main tools and methods of information gathering used were the review of secondary data (see annexe 4: Literature), semi-structured interviews of focus groups and individual households, interviews with stakeholders (annex 5: list of persons met), observation and internal and external debriefings.
11. The evaluation was conducted in three distinct phases: inception phase (18th of August to 30th of September), evaluation mission (10th to 30th of October – see annex 6: Evaluation mission schedule), reporting phase (31st of October to 4th of January 2015). The evaluation was quality assured by DARA and included the active engagement and participation of the CO, the RB and the OEV of WFP. All stakeholders made comments to the different deliverables.
12. The evaluation mission faced three main constraints. First, the evaluation team was not allowed by BAFIA to meet with Non Governmental Organizations (NGOs) that intervene in the same areas or sectors as WFP¹⁸. Meeting these institutions would have allowed a higher level of triangulation of some information. Second, outcomes indicators proposed in the logical framework of the operation are often not measured or reliable. In consequence, the evaluation team had to base the outcomes analysis mainly on qualitative interviews with beneficiaries. This has affected the depth of outcomes analysis. Finally, on Food For Training activities, only two training sessions have been supported by the operation to date, and the evaluation team had the opportunity to meet only with one group of beneficiaries from one of these sessions. As a consequence, no strong conclusion can be drawn on the outcomes of this modality. A part from this modality, overall the evaluation team considers that the information gathered and presented in this report has a sufficient level of triangulation to articulate reliable findings and develop grounded conclusions and recommendations.

¹⁸ BAFIA considered that it was not necessary for the evaluation team to meet with NGOs as WFP currently doesn't have partnerships with NGOs.

1.2. Country Context

Overall context of the Islamic Republic of Iran

13. Located in southwest Asia, Iran is the second most populated country in the Middle East (after Egypt), with an estimated population of over 77, 759,108.¹⁹ Iran is a developing upper middle-income country, with a per-capita GDP of \$15,461.25 (adjusted for PPP in 2011) in 2013²⁰. The average annual population growth rate is 1.29, with an average household size of 3.55.²¹ According to the United Nations Country Team, Iran has notably succeeded in achieving social and human development goals as defined by the Millennium Development Goals (MDGs). Yet, like other developing countries, it faces numerous challenges, such as high rates of inflation and unemployment. A very recent survey in June 2014 indicates that the total economic activity rate of the population is 37.1%, though the rate for men and women's economic participation is, respectively, 62.0% and 12.2%.
14. It is widely believed that the sanctions against Iran are the main cause for recent economic hardship. Those that were imposed in resolutions 1929 by the UN Security Council in June 2010, extended several times afterwards, and followed by non-UN-mandated sanctions since 2012 have been especially detrimental.²² Since Iran heavily relies on oil exports for its public revenue, such restrictions (including banking restrictions) do not allow for the necessary investment in different sectors of the national economy. This consequently affects its annual economic growth, which was estimated to be -2% in 2013²³. In an effort to re-gain its economic growth, the Iranian government introduced a Subsidy Reform Plan that was put into action in December 2010. The plan was expected to substitute subsidies on food and energy with targeted social assistance. According to this plan, 50% of the amount saved by the government should be allocated to low income populations in the forms of cash payment and the enhancement of the comprehensive social security system (Article 7).
15. In addition to hopes for change in the economic situation, there have been indications of change in the political environment since the recent presidential election. It is believed that the Iranian government is taking visible steps to normalize its relations with the international community. This will have a direct positive impact on the UN system operations in Iran.

Afghan and Iraqi refugees in Iran

16. Since the major refugee influx in 1979, the Afghan refugee population in Iran has been one of the largest and most long-lasting refugee populations in the world. Many refugees have been living in Iran for 20 to 30 years and half were born and educated in the country.²⁴ The history of Iraqi refugees coming to Iran is different. The massive influx of Iraqi refugees began in the wake of the Gulf War in 1991. The total population was estimated to be 1.3 million, of which 22% were Kurds²⁵. In 2003, after the downfall of Saddam Hussein, many Iraqi refugees began returning

¹⁹ <http://www.amar.org.ir/Default.aspx?tabid=654> [as retrieved on 21/09/2014].

²⁰ <http://hdr.undp.org/en/countries/profiles/IRN>.

²¹ Ibid., p.25.

²² <http://www.un.org/press/en/2010/sc9948.doc.htm>;

http://www.un.org/ga/search/view_doc.asp?symbol=S/RES/2159%20%282014%29

²³ <http://www.amar.org.ir/Default.aspx?tabid=1241>, [as retrieved on 18/092014].

²⁴ United Nations Development Assistance Framework (UNDAF). The Islamic Republic of Iran (2012-2016), 27 September 2011, p. 10.

²⁵ <http://www.irinnews.org/report/21601/iran-iran-iraqi-refugees-use-new-border-crossing>

to Iraq. Compared with Afghan refugees, the rate of return among Iraqi refugees has been higher in recent years.²⁶

17. According to the last national census in 2011, there are currently 1,452,513 Afghans and 51,506 Iraqis living in Iran. The figures for refugees are estimated by UNHCR to be over 982,000 in 2014 (950,000 Afghans and approximately 32,000 Iraqis) for the same year, of which 97% live in urban and semi-urban areas²⁷. Approximately 30,000 (28,820 Afghan and 1,180 Iraqi) live in 19 refugee settlements in 13 provinces of the country²⁸.
18. Iran is a signatory to the 1951 Convention on the Status of Refugees and its 1967 Protocol, but with two reservations.²⁹ The first relates to Article 17 on Wage-Earning Employment, Article 23 on Public Relief, Article 24 on Labor Legislation and Social Security, and Article 26 on Freedom of Movement. These reservations would limit employment opportunities and residential options. Later, in 1990, the Iranian government included refugees in its Labor Code. According to this code (Articles 120-129), those with a valid work permit and a formal contract are potentially entitled to benefit from certain provisions. In any case, the reservations remained intact and built a basis for the policies and strategies that the Iranian government has taken up in the past decades to deal with refugees residing in the country.
19. The Iranian government believes voluntary repatriation is a desirable solution for refugees and is reluctant to find other ways to allow for their permanent residence in Iran, such as the integration of remaining refugees within local communities. Durable solutions for Afghan refugees have been supported since 2002, with the signing of a tripartite agreement for refugee repatriation by the governments of Afghanistan and Iran, and UNHCR. Since then, over 1.5 million Afghans (and 500,000 Iraqis) have voluntarily returned home. However, there has been a steady decline in the number of repatriated refugees since 2009, due to persistent insecurity in Afghanistan and lack of livelihoods opportunities and basic services in repatriation areas. In 2011, UNHCR along with the governments of Afghanistan, Iran and Pakistan initiated a quadripartite consultative process in order to look for solutions to the regional challenge of Afghan refugees. This led to the formulation of a multi-year strategy called the Solutions Strategy for Afghan Refugees (SSAR), to Support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries.
20. The prospects for repatriation in Iraq and Afghanistan remain uncertain due to the security situations in each country. Afghanistan faces a transition of political power from the previous administration to the new one as well as the probable withdrawal of NATO troops which could entail 'a risk of further displacement and possible

²⁶ IRAN PRRO 200310 June 2013 to June 2015, p. 2.

²⁷ <http://www.unhcr.org/cgi-bin/texis/vtx/page?page=49e486f96&submit=GO>

²⁸ IRAN PRRO 200310, Project document, 2013.

²⁹ The reservations are as follows:

- In all cases where, under the provisions of this Convention, refugees enjoy the most favorable treatment accorded to nationals of a foreign State, the Government of Iran reserves the right not to accord refugees the most favorable treatment accorded to nationals of States with which Iran has concluded regional establishment, customs, economic or political agreements.
- The Government of Iran considers the stipulations contained in articles 17, 23, 24 and 26 as being recommendations only.

https://treaties.un.org/pages/ViewDetailsII.aspx?&src=TREATY&mtdsg_no=V~2&chapter=5&Temp=mtdsg2&lang=en#EndDec

influxes of refugees into Iran³⁰. According to UNHCR, ‘internal sectarian tensions and divisions are still polarizing Iraq, while the crisis in the Syrian Arab Republic continues to feed instability in the region’³¹. This unsettling situation may not only discourage the remaining Iraqi refugees to return to their country of origin, but also affect Iran as a whole if peace is not maintained in the region.

International assistance to refugees

21. The UNHCR is the main humanitarian organization assisting Afghan and Iraqi refugees in Iran. It is the primary contributor in providing support to areas of health, education, livelihoods and protection. According to its mandate, the main goal of the UNHCR in Iran is ‘to implement durable solutions for registered refugees through voluntary repatriation, resettlement and sustainable reintegration’³².
22. Numerous UNHCR projects focus on vocational training for refugees in order for them to find more suitable opportunities in the labor market upon their voluntary return. Other projects address assistance gaps in the sectors of education, health and livelihoods while they are in Iran. In refugee settlements, UNHCR provides financial support through BAFIA to maintain acceptable health and educational services and maintain the sanitation and sewage systems of the settlements. In each settlement, UNHCR supports households identified as vulnerable with their medical expenses (hospitalization, medications and services not covered by health insurance). Additionally, UNHCR occasionally distributes sanitary materials and other non-food items like blankets and shoes, targeting the vulnerable³³. UNHCR also provides financial support to a health insurance scheme that was launched in 2012 in collaboration with BAFIA and a private insurance company called Asia.
23. WFP is the second largest UN agency assisting the refugee population through the PRRO 200310. In addition, WFP is a signatory of the 2012-2016 United Nations Development Assistance Framework (UNDAF) for Iran. Although refugee-related matters are not included in this framework, WFP is an important contributor to the coordinated UN efforts on disaster risk reduction and management³⁴. WFP participates in the United Nations Country Team Disaster Risk Reduction and Management group. Its emergency response and preparedness package was introduced for widespread use in Iran.³⁵ WFP also is a member of National Disaster Management Organization (NDMO) and collaborates with the Office for the Coordination of Humanitarian Affairs (OCHA) to organize different required events.³⁶
24. Other international assistance is provided by international Non Governmental Organizations (NGO), such as the Norwegian Refugee Council (NRC) or the Danish Refugee Council (DRC), which work in partnership with UNHCR³⁷. One last important issue to consider, is the reluctance, and in some cases, the withdrawal of traditional donors from funding UN development cooperation in Iran. According

³⁰ IRAN PRRO 200310 June 2013 to June 2015, p. 13.

³¹ <http://www.unhcr.org/cgi-bin/txis/vtx/page?page=49e486426&submit=GO>

³² <http://un.org.ir/index.php/responce-humanitarian/response-refugees>

³³ Iran PRRO 200310, project document, 2013.

³⁴ According to the UN Resident Coordinator, WFP is one of the more active agencies in this field.

³⁵ http://one.wfp.org/operations/current_operations/project_docs/200310.pdf

³⁶ <http://www.unic-ir.org/factsheets/factsheet-eng-OCHA.pdf>

³⁷ UNHCR Global Report 2013, <http://www.unhcr.org/539809fbo.html> [as retrieved on 25/092014]

to the UN Resident Coordinator this added to the challenges in resource mobilization that the UN Country Team in Iran is faced with³⁸.

Food security

25. According to the WFP-UNHCR-BAFIA Joint Assessment Mission (JAM) carried out in July 2012, refugees are almost fully dependent on the market to access food. They do not have any access to land and to agriculture activities of their own. Apart from a few exceptions, animal breeding activities are not allowed inside the settlements. Food is generally available through shops, and households can complement the offer inside the settlements by going to the nearest urban centre. Access to food for refugee households is affected by two main factors. First, the withdrawal of government subsidies on a number of products in 2010 had a direct impact on food prices (see chapter 2.1.1 *Relevance to needs*). Second, households' incomes are largely disparate, and are conditioned by a different level of work opportunities from one settlement to another, and by different level of working force within households. The JAM 2012 report mentions that female-headed households, elderly people and families with disabled or chronically ill members are the most vulnerable to food insecurity.
26. Refugee households develop different types of coping strategies when they face difficulties in accessing food. These include buying lower quality food and borrowing money or food from other households or shopkeepers. According to the JAM 2012 report, some households constantly borrow money in order to access food and are unable to repay their debts.

Education and skills training

27. Education services are provided in camps by the Ministry of Education with the support of UNHCR. According to the JAM report 2006³⁹, all the refugee camps have primary schools (grades 1 to 5) for boys and girls, but secondary (grades 6 to 8) and high schools (grades 9 to 11)⁴⁰ for girls are usually not available in settlements. As a consequence, girls often have to continue their education after primary school in the surrounding cities outside of the settlements. This is a critical factor that prevents girls from continuing their education as it is not culturally acceptable for them to go alone outside the camps. Additionally, while education is free for refugees in the schools located inside the settlements, when attending schools outside settlements additional costs are required. This includes a fee, the cost for transportation, text books and stationery. Also, parents are reluctant to send their daughters to schools where courses are given by men, and women teachers are difficult to attract in the settlements.
28. The Government of Iran implements a school feeding programme in primary schools in rural and remote areas, and also includes refugee settlements. It consists of the distribution of milk, biscuits and pistachios. However, according to WFP CO, distributions occur only a few days (1 or 2) per month in refugee settlements.
29. As part of the SSAR, UNHCR implements along with partners a skills training programme for refugees, which aims at building human capital so that refugees are

³⁸ RC Annual Report- 2013, p. 1.

³⁹ No more recent information on the situation of education is available. In particular, reports of JAMs carried out in 2008 and 2012 don't present any information on education.

⁴⁰ The government conducted in 2013 an education reform, which extends primary education to grade 6. Secondary education, grade 7 to 12, is divided into junior high school (grades 6 to 9) and high school (grades 9 to 12).

able to bring skills, resources and knowledge back with them when they return. WFP supports this initiative through a pilot activity for food transfer for skills training among beneficiaries.

Gender

30. In general, Iran has made significant progress in reducing gender inequalities in the last decades, especially in education and health and has contributed to the overall improvement of women's status. A recent report from the Vice Presidency for Women and Family Affairs (VPWFA) indicates that the life expectancy of women increased from 63 years in 1991 to more than 74 years in 2012 and the maternal mortality rate decreased from 91 deaths (per 100,000 live births) in 1988 to about 20 deaths (per 100,000 live births) in 2012.⁴¹ According to the Statistical Center of Iran, the ratio of girls to boys in primary education increased from 92.3% in 2001 to 94.4% in 2011. The same ratio for the same years in higher education shows an increase from 92.3% to 97.6%. Yet, Iran ranks lower than other middle income developing countries regarding gender equality and women's empowerment indices. This is mainly due to the low economic and political participation of women. Current reports on achieving MDG3 measures the percentage of Iranian women in wage employment in the non-agricultural sector at 14.7% in 2011, which despite its increase of around 1% in the last ten years, is still low considering the number of educated women in the country. The same report indicates a decrease in the **proportion of seats held by women in the national parliament from 5 in 2001 to 3.1 in 2011**⁴².
31. In this general context, gender specific needs of refugees are less well-known to agencies with a mandate to support refugees. Understanding the gender dynamic among the refugee community requires a comprehensive situational analysis inside and outside of the settlements. Yet, the VPWFA clearly states that providing protection, assistance and training to refugee women and supporting them in literacy and employment, in particular, is one of its strategic objectives.

1.3. Operation Overview

32. The PRRO 200310 was approved in May 2013 and covers the period from July 2013 to June 2015, for a total initial period of 24 months. It contributes to the Strategic Objectives (SO) 1 and 3 of WFP Strategic Plan 2008-2013⁴³, and aims at improving the food consumption of vulnerable refugee households and at increasing access to education and human capital development for refugee girls and youth. The objectives of the operation have been realigned to the new SRF 2014-2017 and contribute to SO1 and SO2 of this framework⁴⁴.
33. The PRRO 200310 includes 3 main modalities of assistance:

⁴¹ 'National Review on Women's Status in the Islamic Republic of Iran (Beijing+20)', pp. 2-3. http://www.unwomen.org/~media/Headquarters/Attachments/Sections/CSW/59/National_reviews/Islamic_Republic_of_Iran_review_Beijing20.pdf

⁴² <http://www.amar.org.ir/Default.aspx?tabid=1253>

⁴³ SO1: Save lives and protect livelihoods in emergencies; SO3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

⁴⁴ SO1: Save lives and protect livelihoods in emergencies; SO2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies.

- General Food Distribution (GFD), with two levels of assistance (full and partial rations⁴⁵) delivered respectively to households considered extremely and less vulnerable (see selection criteria in chapter 2.1.1 *Relevance to the needs*).
- School feeding (SF); monthly Take Home Ration (THR)⁴⁶ for girls attending primary and secondary school. SF activities also include the delivery of THR as an incentive for female teachers in refugee settlements.
- Food For Training (FFT): monthly THR⁴⁷ for males and females attending vocational skills trainings.

34. The initial design, the operation targeted 30,200 beneficiaries (16,000 female and 14,200 male), and planned for the distribution of 8,904 metric tons of food commodities. The initial budget was \$6,155,108 US. The targeted beneficiaries by activity were as follows:

Table 2: Planned beneficiaries by activity

Activities	Initial design			Budget Revision 3
	Men/boys	Women/girls	Total	
GFD – full rations	3,700	4,300	8,000	10,000
GFD – partial rations	10,500	11,500	22,000	20,000
THR for girls at school	0	3,000	3,000	3,000
Incentive for female teachers	0	200	200	200
FFT	100	100	200	200
Total	14,200	15,800	30,200	30,200

Sources: Project document and Budget Revision 3.

35. The operation targets all Afghan and Iraqi refugees living in refugee settlements in Iran. (See the list of the 19 settlements and their respective population in annex 7)

36. The operation was subject to two Budget Revisions (BR):

- First BR, approved in March 2014: increased of the Land Transport Storage and Handling rate (LTSH), resulting in an increase of the total budget of \$22,359 USD.
- Second BR, approved in July 2014: increased the number of beneficiaries of full rations in the General Food Distribution (GFD) and decreased the same number of beneficiaries of partial rations (the total number of beneficiaries for GFD remained the same). As a result, the quantity of food commodities to be distributed in the operation increased from 8,904 mt to 9,060 mt. In addition to this, the budget was adjusted to take into account the increase in the LTSH rate and price of wheat flour in the local market. Together, these modifications resulted in an increase in the budget of \$858,468 US.

37. According to WFP⁴⁸, on the 23rd of November, \$3,907,365 US was mobilized, representing 55.5% of the revised budget. The main source of funding is multilateral donations to WFP (47% of the funds mobilized), followed by Germany (28%), and private donors (8%). Carryover from the previous operation represents 15% of the mobilized funds. WFP operations in Iran have always been mainly funded through multilateral donations to WFP. It must be noted that the

⁴⁵ Daily composition: full ration: 300 g of fortified wheat flour, 30.3 g of fortified vegetable oil, 66.6 g of lentils, 133.3 g of rice, 16.0 g of sugar, for an energy value of 2.185 Kcal; partial ration: 300.0 g of fortified wheat flour, 15.3 g of fortified vegetable oil, 33.3 g of lentils, for an energy value of 1.340 Kcal.

⁴⁶ 4 litres of oil per beneficiary monthly during the school year

⁴⁷ 4 litres of oil per beneficiary, monthly, for 3 months during the trainings.

⁴⁸ http://one.wfp.org/operations/current_operations/ResUpdates/200310.pdf

significant donation received from Germany is only the second direct donation to a WFP operation in Iran in years⁴⁹.

38. WFP's main partners in the implementation of the operation are UNHCR and BAFIA. UNHCR participates in the process of identification and design of WFP operations through the Joint Assessment Missions (JAM) by monitoring WFP activities and provides complementary non-food items related to food storage and distribution (rehabilitation of bakeries, warehouses,...). BAFIA is directly involved in activities such as customs clearance, food storage and distribution, and monitoring at the settlement level.

2. Evaluation Findings

2.1. Appropriateness of the Operation

2.1.1. Relevance to the needs

Overall relevance of the operation

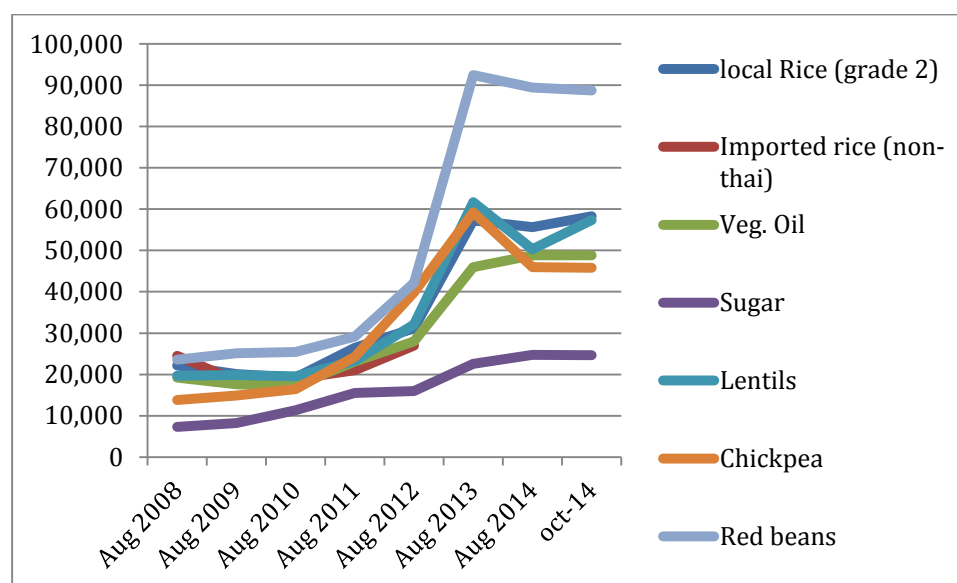
39. Despite the long term presence of Afghan and Iraqi refugees in Iran, which could entail an expectation that refugees would have a large level of self-reliance, refugees in settlements are still dependent on food assistance. Interviews carried out with UNHCR, BAFIA and refugees confirmed that overall livelihoods opportunities are still limited due to the following factors:

- As mentioned in chapter 1.2 Country Context, the Government of Iran applies legal limits to the possible employment of refugees to 51 types of jobs, all related to construction and agriculture. This prevents refugees from accessing larger options of work.
- Working opportunities around settlements are more or less available depending on the location of the settlements and distance to working centres. Work in agriculture is usually seasonal and limited to a few months each year. Recurrent droughts affect Iranian farmers and their capacity to hire labourers. Construction work is concentrated in urban areas, and refugees in settlements far from urban centres do not have access to work in the construction sector. Working opportunities for women are far more restricted, as there is less demand for female labour. In addition, men are often reluctant to have their wife leaving the settlements to work.
- In all settlements visited refugees interviewed have reported that work opportunities have decreased in the last years due to the weakening of the Iranian economy.
- An important option for refugees living far from urban centres is to travel to these centres for several weeks or months in order to access jobs. However, the possibility to obtain a travel permit from BAFIA depends on provincial representations of BAFIA, who deliver permits more easily in some provinces than in others. For example, among the provinces visited during the evaluation it is much easier to obtain a travel permit in Mashaad province than in Kerman. As a consequence, refugees living in Torbat-e-Jam constantly move to Mashaad city for periods of up to three months, while refugees in Bardsir don't have this option.

⁴⁹ A donation of about 250,000 euros was made by France at the beginning of 2013, in the previous operation.

40. The refugee population is particularly affected by the economic reform carried out by the Government of Iran since 2010, and by the economic sanctions on Iran. The reform included the removal of subsidies on a number of basic services and commodities, such as fuel, electricity, water and food. As a consequence, prices of these services and commodities have increased significantly. International sanctions have also contributed to the price rise (see figure 1 below on the evolution of the prices of some of the main food commodities). While the Iranian population generally has access to a compensatory social protection system, which includes cash transfers to all seekers without clear criteria for access, refugees are not included in this system.

Figure 13: Evolution of the prices of basic food commodities between 2008 and 2014 (Rials/kg)



Source: Central Bank of Iran

41. Despite the large number of repatriated Afghan refugees since the establishment in 2002 of the tripartite agreement between Iran, Afghanistan and UNHCR, in last years very few refugees have been repatriated due to the security situation and the lack of social infrastructures and working opportunities in their regions of origin. Interviews with refugees showed that they are informed of the situation in their area of origin and are not ready to return in the short term.
42. The evaluation found that, considering these factors, food assistance for both Afghan and Iraqi refugees still represents a major resource for refugees living in settlements, and that it still contributes to a large extent in the capacity of the beneficiary population to access food. Consequently, the evaluation found that the assistance provided through the PRRO 200310 is relevant.

Coverage of the needs

43. The operation targets 30,000 Afghan and Iraqi refugees, representing 100% of the population living in the 19 official refugee settlements established in Iran. However, it covers only 3.4% of the 882,000 registered refugees in Iran⁵⁰.

⁵⁰ <http://www.unhcr.org/pages/49e486f96.html>

According to stakeholders interviewed, there are also numerous unregistered refugees.

44. According to the interviews carried out with UNHCR, BAFIA and the refugees in settlements, it is generally acknowledged that refugees living in settlements are poorer than refugees living outside settlements who tend to live in urban areas. It has been repeatedly explained to the evaluation team that refugees who remain in settlements stayed there because they did not have enough resources to be able to move to urban areas.
45. However, all stakeholders have indicated to the evaluation team that poor refugee population also exists outside settlements. This is confirmed by a survey carried out in an urban area by WFP in 2008⁵¹, which found that respectively 27% and 53% of the surveyed refugee households were moderately and severely food insecure. According to this assessment, the main causes of food insecurity were the lack of livelihoods opportunities, the poor quality of food consumption and inadequate maternal and child-care practices. The assessment recommended three response options: livelihood support, a health and nutrition programme, and the monitoring of the food security situation, in particular the impact of the government changing policies on the refugee's food security situation. According to the CO, WFP has not engaged in supporting refugees outside settlements because, at the time of the assessment, it was believed that most refugees would be repatriated at short-medium term. Stakeholders reported in particular the existence of very vulnerable informal settlements in suburban areas, such like in Kerman province, where refugees have settled in 4 industrial areas without any kind of social services.
46. This information suggests that there are probably needs for food assistance to refugee population outside formal settlements that are not covered by the operation. Due to the lack of information available and the fact that the evaluation did not cover any areas outside formal settlements, the evaluation team could not carry out an estimation of the needs not covered by the operation. It is, however, recommended to carry out an assessment on needs for food assistance, which would include a certain extent of refugees living outside settlements prior to the next JAM.

General Food Distribution

47. WFP food assistance to refugees in settlements in Iran started in 1987. It was interrupted in 2004-2005 for about one year following the decision of the Government of Iran to stop assistance to refugees in order to promote repatriation. Apart from this interruption, during the period of assistance, GFD has represented the bulk of the assistance delivered by WFP. Until the PRRO 200310, all refugees in settlements were receiving the same ration, of 1,800 Kcal.
48. The PRRO 200310 introduced an important innovation for the GFD in the form of a new targeting system that differentiates between very vulnerable households that receive a full ration of 2,185 Kcal, and less vulnerable refugees that receive a partial ration of 1,340 Kcal.
49. This new approach was proposed during the JAM carried out in 2012, which identified through interviews in settlements that there were important differences among refugee households in terms of livelihoods and capacity to access food. In

⁵¹ Food Security Assessment, Urban Afghan Refugees, Pakdasht, Iran; WFP, 2008.

fact, these differences among settlements and households were already acknowledged during the JAM carried out in 2008, which recommended carrying out a food security and livelihoods assessment.

50. The evaluation mission confirmed through focus groups discussions in settlements and interviews of stakeholders that these differences exist and justify a targeting approach with different levels of assistance.
51. However, it must be noted that refugees in all settlements systematically refuse the targeting approach arguing that there are no differences among refugee households. The evaluation team found that on the one hand this rejection is normal as all refugee households have been receiving the same ration during many years, and any change concerning a reduction of the ration for a part of the households would be difficult to accept. However, the approach developed for the identification and selection of beneficiaries for both levels of rations lacks participation. Refugee councils were consulted during the JAM prior to the operation's design on the targeting approach and selection criteria. However, for the implementation of the targeting process, they essentially ensure that requests from households are transmitted to camp managers without participating in the analysis of these requests and selection decisions. The selection is carried out by camp managers of BAFIA without a real participation of refugee councils for the definition of targeting criteria and selection process. A higher level of participation of refugee representatives may have allowed a better appropriation and acceptance of the targeting approach. In addition to this, refugees are not properly informed on the operation, its planning, constraints and the situation of food distributions. For example, many beneficiaries of partial rations who live in settlements where wheat flour is distributed in community bakeries (beneficiaries don't receive the wheat directly) and who have not received other commodities in the last months due to pipeline breaks, believe that they no longer benefit anymore from food assistance. This lack of communication and information contributes to dissatisfaction.
52. According to WFP CO, qualitative focus group discussions carried out during the JAM in 2012 defined an approximate proportion of 25% of very vulnerable households eligible for full rations and 75% of households eligible for partial rations. However, the JAM recommended carrying out a food security assessment in settlements prior to the establishment of the targeting approach in order to refine the vulnerability analysis. This assessment has been delayed several times due to external factors⁵², and finally was not undertaken. The proportion of 25%/75% has been applied in all settlements, with the exception of the 7 settlements that have a population of less than 200 people, where all the households receive a full ration⁵³.
53. This targeting approach initially lacked accuracy. On the one hand, it did not take into account the differences among settlements in term of opportunities for

⁵² According to WFP CO, the assessment was planned to be carried out at the beginning of the operation, but was then rescheduled in January 2014 due successively to the presidential and parliament elections and the celebration of the Ramadan. A visit to Iran by the WFP Executive Director led the CO to again cancel the assessment.

⁵³ This decision was based on the observation that the majority of the households in small settlements are composed of single elder persons, which are usually supported by a minority of less vulnerable households. BAFIA was requested to deliver the same ration for all the households of these settlements in order to not create frustration within these less vulnerable households that have been supporting the others. Such frustration could have had negative consequences.

developing livelihoods and accessing food, and the resulting variation of the overall level of vulnerability among settlements. On the other hand, it was based on a very approximate estimation of the proportion of very vulnerable households. From the initial selection of households for both rations, WFP and BAFIA have implemented a permanent process of revision of beneficiary lists in order to integrate eligible households for full rations. This process has resulted in the BR3, and an additional BR is in preparation that should propose another increase of the number of beneficiaries from partial to full rations. This process is found relevant, as it allows for the progressive correction of the initial lack of accuracy. However, it lacks, to a certain extent, clarity on criteria and the appropriate participation of refugee councils. Both factors result in a burden for WFP, which has to analyse and take decision on all individual cases.

54. Beneficiary selection for full rations was based on a combination of individual and household vulnerability criteria:
 1. Households with only one bread winner
 2. Women headed households
 3. Households with one or several disable members
 4. Households with one or several elders
 5. Households with one or several members suffering chronic disease.
55. Criteria reflecting household vulnerability (1 and 2) are found relevant. The number of breadwinners directly affects household income, as almost all refugee livelihoods are based on daily labour. Being a woman headed household is also clearly a criteria of household vulnerability, as women are much more restricted than men from going out of settlements, and consequently have much less possibility to access daily labour.
56. Individual vulnerabilities (criteria 3, 4, 5) don't always lead to an increased household vulnerability, if they only create dependence. For the criteria of having disabled or elder members, the corresponding household vulnerability criteria would be the ratio active/dependent members. In two camps visited, refugee councils reported that several households with an elder, benefiting from full rations, were not very vulnerable as they had several breadwinners. This is not the case for the criteria of having a member with a chronic disease, as this condition may create very high and significant health expenses for households. Interviews with all types of stakeholders, including refugees, clearly showed that health is one of the two main expenditures of refugee households in Iran, despite the existence of a health insurance scheme supported by UNHCR.
57. Interviews with refugee households showed that several households from the same extended family sometimes live together and share resources and food. The selection approach does not take this situation into consideration and an individual household can be selected as very vulnerable even if it is part of a larger family that benefits from a higher income.
58. Considering the points described above, the evaluation team considers that a proper food security and livelihoods assessment is still necessary in order to have a more accurate picture of the food security situation and provide information to refine the targeting approach (variations in vulnerability between settlements/regions, proportions of beneficiaries for full and partial rations, selection criteria).

59. During the JAM in July 2012, as the basis of current GFD design, specific attention was given to the difference between women and men's access to food. The total number of WFP beneficiaries in settlements was estimated to be 30,554 individuals at the time, out of which 14,917 were women. As it was assessed that women with no male breadwinner could hardly provide food for themselves and their children, they were entitled to receiving full rations.⁵⁴ In 2010, to make GFD women-friendly, WFP decided to encourage women's engagement in the distribution process by having their name recorded on household ration cards. This trend, which started in one settlement, continued up steadily until the present. Currently, women's names are on ration cards as 'recipients' in all settlements.⁵⁵

School Feeding

60. WFP has been implementing a school feeding component in refugee settlements in Iran since 1999, aiming at allowing an equal access to education for girls and boys. In 2009, it was extended from only primary school to secondary school.
61. School feeding was mainly designed to address the gender gap that used to be in primary education since WFP started its operation in Iranian refugee settlements. Interviews with stakeholders showed that THR distributed to girls at school have contributed significantly in the past to increased access to schooling for girls who face specific gender based cultural and economic constraints for accessing education. According to the JAM Report for 2012, there was a need to provide THR for families that send their daughters to school but the figure to show the gap in absolute enrolment rates of girls and boys belonged to 2007⁵⁶. Though the trend in reducing the gender gap has been positive, updated figures are needed to justify the relevance of assistance. In addition to this, interviews showed that the changing of mentalities and higher interest in educating girls is significantly contributing to reducing the gap between girls and boys.
62. The cost of education is still a limitation factor, particularly in secondary school and when children have to go to school outside the settlements and have to face transport costs. Because of this, parents may have to make a choice when they can't afford financing education costs for several children, and they generally prioritize boys who are expected to access employment more than girls. Boys are also exposed to drop-out in secondary school when they are expected to contribute to the household income. However, interviews with refugees showed that in some cases males can combine both education and work and assume a part of the costs of their education. Another reason why girls drop out of school is early marriage. The MOE does not allow married women to attend school. They must join literacy courses or take night courses if they want to continue their education.
63. Considering these factors, the evaluation team found that specific food assistance to girls in school is more clearly justified for secondary school than primary school, which is available in all camps without assuming extra costs.
64. Female teachers benefit from an oil ration in order to promote their presence in settlements schools considering that they face more constraints than men for

⁵⁴ WFP also pays attention to women that are excluded from the current GFD and advocates for their inclusiveness. It notes that some of refugee women and their children have even less access to food than others, namely the ones whose husband had died without registering the marriage, their children were born out of a second marriage, and women were brought into the settlement after marriage (Iran PRRO 200310 _ JAM Report, July 2012, p.22)

⁵⁵ Iran PRRO 200310 _ Joint Post Distribution Monitoring Report July 2014, p. 17.

⁵⁶ Iran PRRO 200310 _ JAM Report, July 2012, p. 9.

teaching in settlements schools. Female teacher presence is essential in allowing the access to school for girls as many parents are reluctant to send their daughter to schools where teachers are men.

65. Interviews with beneficiary teachers showed that the benefit of this incentive is not taken into account in the female teacher's decision to work in a refugee settlement school (all teachers are Iranian). In most cases, they are not given a choice in where they are placed and are simply appointed by the provincial delegation of the Ministry of Education. The exception is when teachers are experienced and receive high ratings in their work evaluation of their work, in which case they are allowed to choose the location in which they work. In any case, interviews with teachers showed that other incentives, such as transport facilities are considered more important than the vegetable oil ration. Teachers, including female beneficiaries, do not understand the differentiation made between male and female teachers for the benefit of this modality. This is illustrated by the fact that female teachers often share the oil with males.

Food For Training

66. The support to skills training activities through the distribution of an oil ration to training participants is relevant to the Solutions Strategy for Afghan Refugees, which aims at creating enabling conditions for refugee repatriation, including support to human capital in order to facilitate the socio-economic reintegration in Afghanistan.
67. According to UNHCR, it is also a way to allow refugees to better develop their livelihoods while they are in Iran. However, this is not a realistic option, as refugees are not allowed to be employed in the activities they are trained on.
68. The principle of providing an incentive to participants is relevant, as participation in skills training can potentially have a significant effect on household' livelihoods. Trainings are for 4 days a week for three months, and do not allow participants to work during this period. However, the size of the ration (4 litres of oil per month) is much lower in value than the potential loss of income⁵⁷.
69. Interviews with female beneficiaries in Bardsir showed that the benefit of this ration did not influence their decision to participate in training, as they were informed that they would benefit from the ration after they started the training.
70. From a gender equality perspective, specific needs of young women and men were taken into account to design FFT assistance. The design of the operation planned for 50% female and 50% male beneficiaries. Refugee women and girls, in particular, have been expressing their need to learn skills since 2006⁵⁸.

2.1.2. Coherence with WFP Policies

71. The PRRO 2003¹⁰ is relevant to **WFP Strategic Plan 2008-2013**, SO 1 and SO 3⁵⁹ in the sense that it supports a refugee population considered in general to be a highly vulnerable population. This is still true in the case of refugees in Iran, as they

⁵⁷ According to the prices of some food commodities gathered in 2 markets during the evaluation, the value of 4 litres of vegetable oil is about 160,000 rials, while a single day of labour fee varies from 250,000 rials to 350,000 rials.

⁵⁸ Joint WFP and UNHCR and BAFIA Assessment Mission Report on Camp-based Refugees 2006, p. 16.

⁵⁹ SO1: Save lives and protect livelihoods in emergencies; SO3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.

do not have the sufficient rights to develop their livelihoods enough to be self-reliant. Also, two of the three modalities proposed in the operation (school feeding and food for training) aim at building the human capital of refugees and preparing them for their repatriation and socio-economic reintegration in their country of origin.

72. However, GFD is still the bulk of the assistance provided in the operation, with a “care and maintenance” profile, and more could be done to support refugee livelihoods not only in terms of their repatriation, but also in developing their livelihoods and a higher level of self-reliance in Iran. Legal constraints for accessing employment are of course a major limiting factor in refugees’ self-reliance. However, interviews with UNHCR and refugees showed that there are some opportunities for supporting livelihoods and becoming more self-reliant, such as self-employment or community asset creation and maintenance, which could be supported through food/cash for work and Food for Asset (FFA). While the government policy clearly defines the livelihoods on which refugees can engage (which are limited to a list of jobs restricted to the sectors of construction and agriculture), according to UNHCR, the government is progressively more open to the discussion on refugee livelihoods and self-reliance.
73. WFP has had a **School Feeding Policy** since 2009, which was revised in 2013. It includes 5 objectives for school feeding activities, related to the creation of safety nets, promotion of access to school, improvement of child nutrition, strengthening of national capacities, and local procurement. The formulation of the PRRO 200310 only considers explicitly the objective of supporting access to school for girls. It represents, however, a safety net for vulnerable households who face difficulties in accessing food. According to interviews with refugees, oil is an important part of the household budget dedicated to food purchase. In contrast with other commodities that can be substituted by cheaper food when households face difficulties, oil cannot be substituted and remains a high expense. The other three objectives of the policy are not relevant to the context. The operation is exclusively focused on the assistance to refugees in settlements and does not intend to support Iranian policies other than on refugees. The JAM 2012 report indicated that no cases of malnutrition had been reported over the previous two years, which justifies the absence of nutrition improvement objectives in the school feeding component.
74. The WFP **Gender Policy** (2009) defines four priority of action:
 - Continue providing food assistance for pregnant and lactating women, children under 5 and adolescent girls;
 - Continue making women the food entitlement holders and ensuring that they are not put at risk of abuse or violence as a result of this policy;
 - Continue facilitating the participation of women in food distribution committees; and
 - Continue improving access to education and reducing the gender gap in primary and secondary education, using take-home rations as an incentive.
75. The project document of the operation sets some specific objectives on gender-related matters, as follows:
 - Increase access to education and human capital development of refugee girls;

- Contribute to the achievement of Millennium Development Goals (MDG2)- Achieve Universal Primary Education;
- Contribute to the achievement of MDG3- Promote Gender Equality and Empower Women⁶⁰.

76. These are consistent with the WFP Gender Policy in general. Yet, some points are to be taken into account:

- There is no strong emphasis on the health of refugee women and children from a gender perspective in the project document. The reason might be that pregnant and lactating women and children under 5 are supported by the Ministry of Health and Medical Education (MOHME) and UNHCR in the context of refugee settlements in Iran. Yet, specific health needs of adolescent girls are not particularly assessed by relevant agencies;
- WFP Gender Policy requires country offices to address gender gaps in secondary education as well. It should be noted that WFP Assistance in Iran does not limit itself to MDG2, as suggested in its project document. It goes beyond that by distributing oil among junior high school girls as an incentive and therefore addresses the gender gap in secondary education.
- Notionally, the project objective on MDG3 is in coherence with WFP Gender Policy commitment to promote gender equality and the empowerment of women. Nevertheless, gender equality, as understood by the United Nations system and supported by the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), remains mostly unapplied in the country. Hence, achievements regarding women's empowerment are due to sporadic gender planning and can hardly be attributed to intentional planning to promote gender equality in the refugee context.

2.1.3. Coherence with National Policies

77. The governments of Iran, Pakistan, Afghanistan, and UNHCR signed in 2012 the SSAR. This plan aims at creating enabling conditions in Afghanistan for refugee repatriation through the creation of socio-economic opportunities for refugee reintegration. It also aims at supporting Iran and Pakistan for the provision of assistance to refugees and building human capital among the refugee population in view of their repatriation. The PRRO 200310 is relevant to this second objective, as it contributes to both assistance and human capital building.

78. BAFIA at national level has expressed its satisfaction with the WFP operation, as it contributes in relieving the government of the burden that the presence of the refugees formally represents for Iran. It has also repeatedly expressed its expectation that the international community increase its support to Iran for the reception of refugees, and particularly for WFP to extend its intervention outside settlements.

79. The government of Iran has traditionally been reluctant to support the development of livelihoods and self-reliance of refugees, in order not to create a pull factor that would encourage refugees to stay in Iran. However, according to stakeholder interviews, due to the constraints for repatriation in the short term,

⁶⁰ WFP Protracted Relief and Recovery Operation- Islamic Republic of Iran 200310, pp. 5-6. [As retrieved at http://one.wfp.org/operations/current_operations/project_docs/200310.pdf on 23/11/2014.]

the government is becoming more open to supporting refugees in reaching a certain level of self-reliance. This evolution, even if it's small, may offer new opportunities for WFP and UNHCR to increase their activities in support of refugee livelihoods.

80. It should be noted that certain national mechanisms and policies have been set to ensure women's social, political, and economic empowerment within the Fifth National Development Plan. Articles 39 and 230 explicitly emphasize developing specific programs for women in order to prevent social harms and to help with economic development of female-headed households (FHHs) and women with 'inappropriate guardians'. They also aim to enhance the capacity of female managers in order to promote women and their family's health status and to improve the capacity of the public sector to fulfil the needs of women and their families more efficiently.
81. The VPWFA clearly declares that providing protection, assistance and training to refugee women and supporting them in literacy and employment, in particular, is one of its strategic objectives. While these objectives do not intend to meet refugee women's food security and nutrition needs, they will affect the quality of their lives if achieved. For instance, the VPWFA aims to facilitate employment of female refugees, provide medical facilities and arranging family planning programs.⁶¹
82. According to Article 16 of the Parents and Teachers Association (PTA), school principals should facilitate the establishment of PTAs at the beginning of each academic year. In general, school PTAs should contribute to the betterment of children in terms of their health, education, nutrition, growth, etc. They should also mediate between students, teachers and school staff as well as strengthen the link between home and school by all means.⁶²

2.1.4. Coherence with other interventions

83. The main actor providing assistance to refugees in settlements is UNHCR. WFP and UNHCR work closely together in the design and monitoring of WFP operations, through the JAM and Joint Post-Distribution Monitoring missions (JPDM). UNHCR also provides complementary non-food items related to food storage and distribution. Therefore, all WFP activities are well known and well coordinated with UNHCR.
84. UNHCR tries to enhance the well-being of refugee women, children and men through implementation of the Age, Gender, and Diversity Mainstreaming (AGDM) strategy. One significant aspect of this strategy is to ensure that refugee girls are not discriminated against in education, which is critically linked to their self-determination, improved health, social and economic status. In collaboration with the Ministry of Education (MOE) and in order to share the burden of educational costs, UNHCR provides assistance to school girls and boys and also to over-aged and out-of-school refugees in different ways including distribution of uniforms, stationary kits, and gift cards as well as construction/repairing school buildings. In terms of gender equality, these education services are uniformly offered to refugee communities in settlements. Yet, as a positive discrimination for

⁶¹ National Review on Women's Status in the Islamic Republic of Iran (Beijing+20)', pp. 31-32, 47. http://www.unwomen.org/-/media/Headquarters/Attachments/Sections/CSW/59/National_reviews/Islamic_Republic_of_Iran_review_Beijing20.pdf (As retrieved on 28/11/2014.)

⁶² <http://payvand.medu.ir/IranEduThms/theme2/cntntpge.php?pgid=99&rcid=88>

high school girls, UNHCR supported their transportation to nearby towns if there was no high school available in the settlements, and therefore ensured that they do not drop out of secondary/tertiary education. Apparently, budgetary limitations have not allowed UNHCR to continue its support.⁶³ WFP provision of THR to girls in primary and secondary schools is complementary to these measures and directly supports the AGDM strategy.

85. UNHCR has been supporting vocational training since 2009, and about 2,000 students have been trained. The WFP FFT modality has been designed to directly support this activity.
86. WFP targeting approach for GFD is in line with the Health Insurance Scheme (HISE) supported by UNHCR since 2011, from which 220,200 refugees benefit. The most recent phase of the scheme (HISE-III) reimburses the health expenditures of vulnerable refugees suffering from five recognized special diseases. UNHCR applies a targeting approach based on vulnerability. WFP selection criteria for full rations of the GFD are based on these criteria.
87. UNHCR increased its support to refugee livelihoods in 2013 through several activities inside and outside of the settlements, aimed at preparing refugees for socio-economic reintegration in their country of origin, and at allowing refugees to improve their living conditions in Iran. These include vocational training, establishment of revolving funds for financing women business activities, identification of employment opportunities in Afghanistan, provision of start up kits, and cash transfers for environment rehabilitation activities.
88. UNHCR is currently redefining its strategy of support to refugee livelihoods, inside and outside of the settlements, in order to expand its activities. An assessment is currently underway and will allow for the design of a new proposal for supporting livelihoods and refugee self-reliance. UNHCR has developed an outreach strategy to serve this and other purposes, which consists of several approaches to be implemented in refugee communities, which include liaising with communities and the implementation of activities. These include working with refugee welfare organizations, working with community focal points, or making hotlines available to refugees. WFP has not taken part in this process to date, despite the global engagement of UNHCR and WFP together in promoting refugee self-reliance more efficiently and to a larger extent.

2.2. Results of the Operation

89. The global figures on the achievements in terms of beneficiaries and food distributed are presented in the table below. More details are given in the following sessions on assistance modalities.

Table 3: Beneficiaries reached and food distributed

	2013 (July to December)			2014 (January to June)		
	Target	Achieved		Target	Achieved	
		Number	%		Number	%
Beneficiaries						
Men	14,200	13,925	98.1%	14,200	14,920	105.1%
Women	16,000	15,045	94.0%	16,000	13,965	87.3%

⁶³ In interviews with women, some said that they had benefitted such support in the past. Most recent UNHCR reports do not indicate the continuation of any positive discrimination for post primary formal education of girls.

Total	30,200	28,970	95.9%	30,200	28,885	95.6%
Food (tonnes)	2,208	1,670	75.6%	2,239	842	37.6%

Sources: SPR 2013 for data on 2013, and Joint WFP/UNHCR Post Distribution Monitoring report January-June 2014

2.2.1. General Food Distribution

Outputs

90. Numbers of beneficiaries for both rations are presented in table 4.

Table 4: Beneficiaries reached, GFD

	2013 (July to December)			2014 (January to June)		
	Target	Achieved		Target	Achieved	
		Number	%		Number	%
Full ration	8,000	8,851	110.6%	8,000	10,087	126.1%
Partial ration	22,000	19,820	90.1%	22,000	18,798	85.4%
Men	14,200	13,925	98.1%	14,200	14,920	105.1%
Women	15,800	14,954	94.6%	15,800	13,965	88.4%
Total	30,000	28,879	96.2%	30,000	28,885	96.3%

Sources: Post-distribution Monitoring report July-December 2013 and January-June 2014

91. The operation initially planned to assist 8,000 people with full rations and 22,000 with partial rations. The figures draw from applying the proportional set of 25% most vulnerable – 75% less vulnerable, except in the camps with less than 200 people, in which everyone benefitted from the full ration.

92. The total number of beneficiaries reached through GFD is slightly lower than the 30,000 people planned. However, the total population of the 19 settlements have been reached. Table 4 shows that the number of beneficiaries of full rations is higher than planned. This is due to the initial underestimation of the population considered to be very vulnerable. This tendency increased in 2014 due to the continued process of adjustment of the selection of very vulnerable households. Due to this significant increase, WFP made the BR3 in July 2014, in order to adjust the budget and quantities of food to the higher number of beneficiaries of full rations than planned.

93. Overall, during the period July-December, the programme distributed 1,670 mt of food, out of 2,208 mt planned (75,6%)⁶⁴. Food commodities distributed for both rations of the GFD as compared with the planned amounts according to the real number of beneficiaries is presented in tables 5 and 6.

Table 5: GFD: Food distribution by commodity, July to December 2013

Commodities	Full ration			Partial ration		
	Entitlement	Distributed	%	Entitlement	Distributed	%
Wheat flour	488.63	426.49	87.3%	1,094.84	858.68	78.4%
Rice	217.11	176.43	81.3%			
Lentils	108.47	44.39	40.9%	121.53	45.61	37.5%
Oil	49.35	27.82	56.4%	55.84	31.09	55.7%
Sugar	26.06	26.49	101.6%			
Total	889.62	701.62	78.9%	1,272.21	935.38	73.5%

⁶⁴ SPR 2013

Sources: Post-Distribution Monitoring report July to December 2013. Entitlements for each commodity have been calculated by the evaluation team on the base of the real number of beneficiaries reported for both rations.

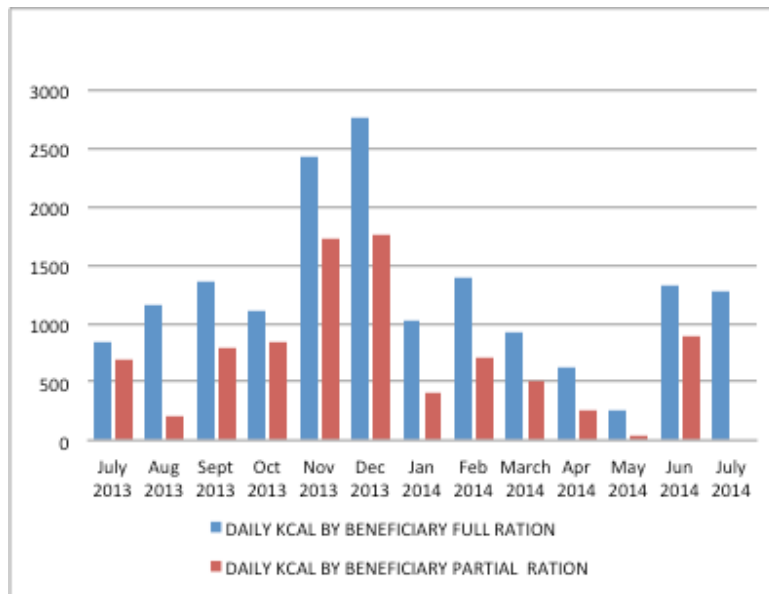
Table 6: GFD: Food distribution by commodity, January to June 2014

Commodities	Full ration			Partial ration		
	Entitlement	Distributed	%	Entitlement	Distributed	%
Wheat flour	544.69	210.18	38,6%	1,015.08	344.34	33,9%
Rice	242.08	119.78	49,5%			
Lentils	121.04	62.61	57,7%	112.79	51.75	45,9%
Oil	55.07	18.52	33,6%	51.32	14.90	29,0%
Sugar	30.26	19.00	62,8%			
Total	993.14	430.09	43,3%	1,179.19	410.99	34,8%

Source: Post-Distribution Monitoring report January to June 2014

94. The quantity of food distributed was lower than the quantity necessary for the planned rations, except for sugar in 2013. In general, activities are affected by several factors related to the funding mechanism and procurement (see chapter 2.3 Factors affecting the results). In 2014, particular procurement constraints have severely affected food distributions and quantities of food distributed have been respectively 43,3% and 34% for full and partial rations of food needs. Food distribution results for partial rations are lower than those for full rations due to the priority given to assistance for extremely vulnerable households in case of a shortfall of food.
95. The low level of food distributed, as shown in figure 14, has significantly affected the caloric value of rations (Average rations distributed by camp are provided in Annex 8). Planned rations, respectively 2,185 and 1,340 Kcal for full and partial rations, were only achieved, or exceeded, in November and December 2013. Apart from these two months, rations distributed have been significantly lower than planned.

Figure 14: Average caloric value of daily full and partial rations distributed by month

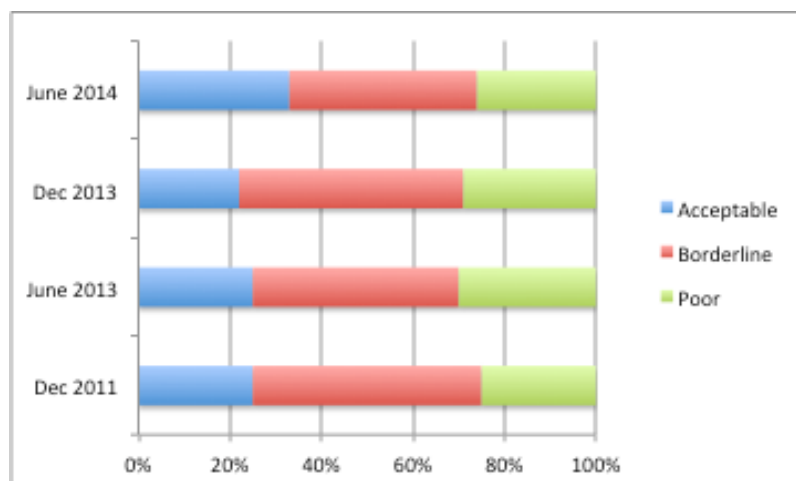


Source: WFP Data base on food distribution. Calculation of rations made by the evaluation team.

Outcomes

- 96. Both initial and revised (aligned to the new WFP SRF 2014-2017) logical frameworks defined the same outcome for GFD: “Maintained or improved food consumption over assistance period for Afghan and Iraqi refugees in the WFP assisted settlements”. The revised logical framework includes two indicators to measure this outcome: Food Consumption Score (FCS) and diet diversity score, both disaggregated by sex of household head.
- 97. The diet diversity score has not been measured⁶⁵. The available data on the food consumption score are presented in the following figure.

Figure 15: Evolution of the food consumption score



Source: Dec 2011 and June 2013: SPR 2013; Dec 2013 and June 2014: WFP Post-Distribution Monitoring data base

⁶⁵ The Diet Diversity Score was introduced in March 2014 through the realignment of the logical framework of the operation to the SRF 2014-2017 and the CO is only required to report on it for the first time by the end of 2014.

98. The revised logical framework fixes a target of less than 15% of households with a poor food consumption score, which is not achieved according to these figures. However, none of these figures are reliable. There was actually no household measurement of the FCS in December 2011 and June 2013, but only a very rough estimation made on the base of focus group discussions. In December 2013 and June 2014, respectively 51 and 91 households were interviewed in 12 settlements for a 7 day consumption recall without any kind of representativeness.
99. The low level of food deliveries probably affects the outcomes and impact of the GFD. Despite the fact that GFD theoretically provides a significant part of refugee food needs, interviews with refugees revealed that food expenses remain one of the main burdens on household budgets, together with health. Overall, refugees describe deterioration in their economic situation in the last years, due to the removal of subsidies by the government and increased difficulties to access daily labour, which affects their access to food.
100. The introduction of the targeting approach meant the reduction of food rations for the majority of refugee households in settlements. Coping strategies developed to face this reduction, and to cope with the low level of food distributions, are:
- Increase in food expenditures,
 - Modification of food consumption: change to less preferred commodities (in particular, substitution of rice by potato or pumpkin) and reduction of dietary diversity (less frequency of consumption of complementary foods such as meat, fruits and vegetables).
 - Decrease of other expenditures such as for clothes.
101. The lack of an accurate initial assessment and/or reliable data from the monitoring system does not allow the proper assessment of the food security situation, and therefore the impact of the GFD. In one settlement (Bardsir) visited, a health screening of children was carried out in the school by the health services at the beginning of the current school year, and revealed the existence of a few cases of malnutrition. According to the JAM 2012 report, which indicated that there was no malnutrition in refugee settlements, the apparition of some cases would be a new phenomenon that could confirm the deterioration of the food situation. It is necessary for WFP to take measures to increase the effectiveness of the operation, and in parallel to better analyse the situation, including the monitoring of the reporting of eventual malnutrition cases in health centres, in order to better reorient the programme in the future.
102. According to interviews with refugees and camp managers, beneficiary households generally consume the food distributed integrally. However, an exception to this has been reported in two settlements (Jarhom and Torbat-e-Jam), where beneficiaries are dissatisfied with the quality of the rice provided, and where a significant part of them sells the rice distributed and buys a different quality in the local market, with an important loss of value in the transaction⁶⁶.

⁶⁶ According to interviews, the rice distributed by WFP is sold for around 800 rials/kg, and the first prices of other qualities on the local market are sold at least at 4,000 rials/kg.

2.2.2. School Feeding

Outputs

103. Table 8 presents the beneficiaries reached versus planned.

Table 7: School feeding beneficiaries

	Planned	Reached	
		2013 (July to December)	2014 (January to June)
Girls in primary school	2,200	2,338 (106%)	2,310 (105%)
Girls in junior high school (secondary school)	800	548 (68%)	548 (68%)
Women teachers	200	183 (91%)	183 (91%)

Source: SPR 2013 and Post-Distribution Monitoring report January-June 2014

104. The number of girls in secondary school is significantly lower than planned as a consequence of the education reform carried out by the Ministry of Education in 2013. This reform introduced 6th grade into the primary schools (previously 5 grades) and students who would have entered into the first grade of junior high school in the previous system have remained for another year in primary school. As a consequence, no children have attended the first grade of junior high school in the school year 2013-2014.

105. The operation design plans the delivery of 4 litres of vegetable oil (3,68kg) per month per beneficiary (both girls and female teachers) in the form of a Take Home Ration (THR). Households are well aware of the conditionality of this modality.

106. The quantity of oil distributed, compared with the quantity planned by actual beneficiaries, is presented in the table below.

Table 8: Food distributed vs. planned; School feeding

	2013 (July to December)			2014 (January to June)		
	Entitlement	Distributed	%	Entitlement	Distributed	%
Primary school	25.52	24.48	95.9%	50.41	2.23	4.4%
Secondary school	6.06	5.70	94.0%	12.38	0.46	3.7%
Teachers	2.02	1.92	95.0%	4.01	0.12	3.0%
Total	33.6	32.1	95.5%	66.80	2.81	4.2%

Sources: 2013: WFP distribution database; 2014: Post-Distribution Monitoring report January-June 2014.

107. Distribution performances were satisfactory in 2013 and beneficiaries received 95.5% of the oil they were supposed to receive over the three months of the school year which started in October 2013. In 2014, oil distributions have been affected by severe procurement difficulties (see chapter 2.3.2 External factors). Almost no distribution was undertaken between February and June 2014. At the time of the evaluation, this procurement problem had been solved and oil was about to be distributed for the new school year starting in October 2014.

Outcomes

108. For the school feeding activities, the revised logical framework of the operation defines the outcome for the school feeding activities as: “Improved access to assets and/or basic services, including community and market infrastructure”, with the following indicators of measurement:

- Retention rate for girls in WFP assisted primary schools; target: >90
- Retention rate for girls in WFP assisted secondary schools; target: >90

- Enrolment rate of girls in WFP assisted primary schools; target: annual rate of increase of 6% met or exceeded;
- Enrolment rate of girls in WFP assisted secondary schools; target: annual rate of increase of 6% met or exceeded.

109. The initial logical framework referred to the stabilization and improvement of enrolment and attendance respectively for primary and secondary school, with the only indicator being the enrolment rate.

110. Only data over the attendance rate is recorded by WFP⁶⁷, presented in the table below.

Table 9: Evolution of the attendance rate in primary and secondary schools

	Dec 2011	Jun 2013	Dec 2013
Primary school	95	97	95
Secondary school	90	95	90

Source: SPR 2013

111. Qualitative information collected through interviews of teachers and principals and men and women focus groups suggest that there does not seem to be a significant gap between girls and boys enrolment in primary school. Interviewees systematically indicated that all the children of primary school age attended school. Enrolment for the new school year (started in late September 2014) does not seem to be affected by the absence of oil distribution to girls since March 2014, and the settlements' population has not been clearly informed on the continuity of this modality. Together with the information collected on the increased interest of parents to educate their daughters to the same extent as their sons in primary school (see chapter 2.1.1 *Relevance to the needs*), this information suggests that there is no longer a clear need to provide an incentive for girls' access to primary school. It also suggests that school feeding activities have contributed to a significant impact in terms of a change in mentalities regarding girls' education, and that this change is sustainable.

112. However, oil distribution is highly appreciated by households, considering that oil represents the highest expenditure among food costs. The oil that is distributed is completely consumed by beneficiaries, even when households have several girls enrolled in primary or secondary schools, and therefore receive several THR. Shortfalls significantly affect beneficiaries, as oil cannot be substituted by another commodity, as is the case for rice, and food expenses increase significantly when beneficiaries do not receive their THR, which in turn may affect other food expenses and result in a decrease of dietary diversity.

113. As far as secondary school is concerned, the dropout rate is higher than in primary school, particularly because there are far fewer secondary schools inside the settlements than primary schools, and households have to face transport costs. As indicated in chapter 2.1.1 *Relevance to the needs*, girls are more likely to drop out than boys, as they are not expected to work and contribute to the household

⁶⁷ According to the WFP CO, the enrolment rate, which is present in the operation logical framework, can only be measured at the end of the school year, as girls may enrol during the course of the year. The SPR 2013 was produced in the middle of the school year. However, information on enrolment should be provided in the SPR 2014.

income to the same extent as boys. For this reason, despite the lack of outcome data, THR for girls in secondary school is still justified.

114. Teachers interviewed have reported frequent cases of physical weakness of students at primary school, attributed to the fact that many children do not eat breakfast before going to school for the morning shift. According to teachers, it affects their capacity to learn.

2.2.3. Food For Training

Outputs

115. WFP planned to support 1 training session during each of the 4 semesters of the duration of the operation (4 in total). During the first year of implementation, only one training session has been supported, in 2013, due to the shortfall in oil since March 2014 (tailoring for women and plumbing for men). Each beneficiary receives 4 litres of oil per month for the duration of a session (3 months).
116. For this session, 44 beneficiaries (20 men and 24 women) benefitted from the assistance, out of 50 planned.

Outcomes

117. The expected outcome of this activity, present in both initial and revised logical frameworks, is “Improved income-generating skills among refugee youths in WFP assisted settlements organised by the Government and UNHCR under Solutions Strategy”. Measurement indicators are the number of men and women attending training sessions, and the proportion of women graduated from training courses. For the only training course that has been supported to date, 55% of the participants were women.
118. The evaluation team had the opportunity to meet with only one group of women beneficiaries of the training on basic tailoring in Bardsir. The majority of the participants reported using their new skills only for personal clothes making, which does not result in any income generation. It however allows them to save money on clothes. The other beneficiaries generate a limited net income (about 3 USD/month), while one beneficiary, who had a previous background in tailoring, generates a significant income (about 55 USD/month). This extra income is mainly used for improving food consumption (access to more preferred commodities and increase of the frequency of meat consumption).
119. The long term impact and sustainability of the skills acquired by beneficiaries can essentially be considered in a situation where beneficiaries have the ability to use their skills. It is not the case in the present situation, as refugees are not allowed to work in many of the activities they are trained in and, as we have seen above, when they have the opportunity to use their skills, the income they generate is limited for the majority.
120. The incentive of oil received by beneficiaries is mainly consumed. Two participants however reported having sold a part of the ration to pay the transport costs to the training centre.

2.2.4. Gender Programming

121. The initial design of the PRO 200310 planned to contribute to the MDG 3 (Promote gender equality and empower women), through the following elements:

- Delivery of THR for girls in primary and secondary school, in order to promote their access to education.
- Delivery of THR for women and men (50% each) as an incentive to offset opportunity costs for participation to skills training.
- Promotion of a higher participation of women in the management of WFP assistance through the refugee committees.
- Designation of women as the food recipients on household ration cards.
- Collection of disaggregated data by sex and age for monitoring and reporting on the logical framework indicators.

122. The revised logical framework includes a specific outcome on gender: “Gender equality and empowerment improved”, with the following measurement indicators:

- Proportion of assisted women, men or both women and men who make decisions over the use of food within the households (target: women/men: 30/70).
- Proportion of women beneficiaries in leadership position of project management committees in refugee council of the settlements (target: 50%).
- Proportion of women project management committees members trained on modalities of food distribution (target: >60%).

123. **2,858 girls have benefited from THR** in primary and secondary schools⁶⁸. While it represents an effective result as compared to that planned (3,000 beneficiaries), food deliveries have been significantly inferior than the planned amounts (see chapter 2.2.2 *School feeding*). WFP CO regularly collects sex and age disaggregated data⁶⁹, and categorizes them into age groups of ‘0-5, 5-18, 18-59, and >60’. Yet, these data hardly help confirm the percentage enrollment of school age children in settlements.⁷⁰ It is equally hard to analyze data from a gender perspective, as the ratio of girls to boys’ enrollment and to overall population of school age children in settlements is not available.⁷¹ Yet, one achievement was confirmed in meetings with school principals, teachers and school girls, and that was the seemingly equal share of girls-to-boys at primary level. This is impressive because it has been achieved in a conservative context where men/boys have long been favored in access to education resources. As said in chapter 2.2.2, THR for girls are considered to have contributed significantly to this achievement, and nowadays, parents have an equal interest in educating their daughters and sons in primary school. The school authorities and beneficiaries (especially mothers) also declared that, more or less, the same ratio exists at post-primary education level. Nevertheless, the retention for both boys and girls at high school level is an issue (see chapter 2.2.2).

124. **50% of women have benefited from the FFT activities.** Achievements are described in chapter 2.2.3 *Food For Training*.

125. For gender-sensitive programming, gathering data and breaking them down by sex is essential because it aids comparison and measures the different effect of the

⁶⁸ Joint Post-Distribution Monitoring report January-June 2014.

⁶⁹ Joint UNHCR and WFP monitoring missions are undertaken every 6 months. See more details on monitoring in chapter 2.3.1 *Implementing factors*

⁷⁰ According to the Iranian education system, primary school is compulsory and free and starts at the age of 6 for a duration of 6 years. High school, for which the last three years is not mandatory, takes another 6 years.

⁷¹ It is known from a UNHCR report that 309,407 refugee students were enrolled in the Iranian schools in 2012-2013, of whom 53% boys and 47% girls (<http://www.unhcr.org/50927ea59.pdf>).

program on men and women. The **collection of sex-disaggregated** data has become routine in the PRRO 200310. After each monitoring field mission it is possible to learn about women and men's access to food assistance. Of course, specific information on girls/women beneficiaries is also collected. WFP also keeps an eye on the rate of community participation of women's refugees in each settlement, and this is systematized in the template form used in monitoring sessions.

126. **The name of one woman from each household has been added to the ration cards in all refugee settlements.** In four settlements visited, a photo of the woman is attached to the ration card, in addition to its name. While this is considered as an achievement in empowering women as it provides more visibility to women on issues related to food assistance, it does not mean that women are systematically entitled for food distributions. Interviews with camp managers and refugee focus groups revealed that even before the name of a woman was added to ration cards, any member of the household could receive the food during distributions. Women were, and still are, the main recipient of the food for the circumstantial reason that men are much more likely to be working outside the settlements than women during distributions.

127. As far as the participation of women in community representation and structures are concerned, according to WFP, the continuous advocacy carried out jointly by WFP and UNHCR on BAFIA, camp managers and refugee councils, allowed for the following achievements⁷²:

- Women are represented by at least one member in 12 refugee settlement councils. According to the SPR 2013, 24% of refugee councils' members are women. However, this does not mean that women really participate in community decisions, and even less that they occupy leadership positions within councils. Their participation may be only formal. WFP has promoted creative approaches in order to make their participation real. For example, in Saveh settlement WFP proposed organizing, prior to the refugee council meetings, a pre-meeting with the head of the council and the two women members⁷³, so that they could really raise their points.
- Women committees (WCs) have been created in 6 settlements, including 3 under the PRRO 200310, in 2013. These committees carry out social and religious activities. They do not have any direct participation in food assistance related activities.
- In eight settlements, women are engaged in food assistance management related activities, in particular in the preparation of monthly distribution lists.
- Recruitment of women within BAFIA management teams: WFP advocacy on this point allowed having one woman working as a warehouse keeper in the settlement of Abazar.

128. This information suggests that the target defined for measuring achievements in the revised logical framework has not been reached yet⁷⁴. However, substantial

⁷² The information provided on these achievements comes from the SPR 2013 and interviews with WFP staff.

⁷³ For cultural reasons, it was considered inappropriate for women to sit together with a group of men in a closed space, which was de facto preventing women members of the council to participate in the refugee council meetings.

⁷⁴ In addition to the information provided on leadership position occupied by women in refugee councils, and participation of women in food management activities, the participation of women in household food related decision-making is not monitored, and there are not specific activities undertaken that could lead to a higher participation of women.

progress is being registered, especially when considering socio-cultural and activity implementation constraints (see chapters *2.3.1 Implementing factors* and *2.3.2 External factors*).

2.3. Factors Affecting the Results

2.3.1. Internal factors

Participation and accountability towards beneficiaries

129. The **participation** of beneficiaries in food assistance related activities, through their organs of representation (refugee councils), is limited to a consultation process during the JAM and monitoring visits, and to their involvement in food distributions, in support to BAFIA settlement management teams. As mentioned in chapter *2.1.1 Relevance to the needs*, a higher level of participation by refugee councils in the newly introduced targeting system could have increased the acceptance of the system by beneficiaries. Refugee councils were consulted on this approach, and serve as an intermediary between the population and settlements managers for the transmission of complaints or applications for being selected in full ration beneficiary lists⁷⁵. These applications are analysed by settlement authorities and WFP programme team.
130. This complaint mechanism allows the integration of households eligible for full rations that were not selected initially for full rations. The implementation of the system faces two difficulties.
131. On the one hand, the system introduces a certain level of flexibility on the eligibility criteria for full rations by considering specific other conditions that affect households' food security. This intention is found relevant, however, pushed to its extreme, all households could claim particular conditions aside from the established selection criteria, which would make the selection criteria irrelevant. In a way, this happens with the criteria of having a member with a chronic disease within households. The intention behind these criteria is to support households who face high health costs which undermine their access to food. However, the types of diseases that create these costs are not well defined. As a consequence, in order to analyse if a demanding household is eligible for full ration on the basis of this criteria, WFP has to analyse health expenditures and determine if they are considered sufficiently high. This system is not found to be efficient, as it creates a strong burden on the WFP team.
132. On the other hand, the implementation of the system doesn't have the same effectiveness in all the settlements. As said before, there is overall no real participation of refugee councils in the selection process, aside from transferring demands of households to settlement authorities. In turn, settlement authorities make a filter by analysing demands against eligibility criteria, and transfer the cases to WFP who makes the final decision. Since the beneficiary lists are updated with different frequency depending on how the process is carried out (on a monthly basis or ad hoc), the applications are processed and responded to in different periods.

⁷⁵ Refugees who receive partial rations and believe they are eligible for full rations have to prepare a written application with justification and evidence on their eligibility for full rations, considering the selection criteria. These letters are submitted to the camp managers through the refugee councils, and then sent to WFP that gives its agreement for including them in the list of full rations beneficiaries.

Monitoring system and CO capacities

133. WFP does not have a presence at field level. All the staff are based in the only office in the country, in Teheran. The program team is composed of two people, who assume the activity planning, procurement follow up, and monitoring activities, in addition to part of the interlocution and coordination with partners.
134. The monitoring system as described in the program document planned 4 joint UNHCR and WFP monitoring missions per year. Due to the large geographic coverage of the operation (19 settlements in 13 provinces spread in all the country) and the workload of the programme team, it has only been possible to carry out one monitoring mission per semester (two missions carried out, in December 2013 and July 2014). In order to compensate for this low level of presence at field level, the programme team maintains phone conversations to follow up with all the settlement managers on a monthly basis. Overall, the CO capacity, especially in terms of field presence and monitoring, is found to be a limiting factor and should be taken into serious consideration for introducing new innovations into the programme, in particular in relation with the recommendations of this evaluation.
135. Bi-annual monitoring missions intend to cover all the settlements. Considering the large geographical coverage and the number of sites to be visited, they represent about one month trip for the two members of WFP programme team for each monitoring mission, during which a maximum of one working day is spent in each settlement. During that day, the team holds meetings with settlement authorities, refugee councils, other community structures such as health workers and women committees. In addition, the team conducts a post-distribution monitoring with focus group discussions and household questionnaires, and carries out a supervision and control of food distribution documents and warehouses.
136. Since December 2013, monitoring visits have included a measurement of outcomes indicators, mainly the FCS, by request of the RB. Considering the time burden faced by the programme team during the monitoring mission, this measurement has not been implemented properly. FSC has been calculated on a non-significant sample of households (51 in the December 2013 monitoring mission and 91 in the July 2014 mission) and results are not reliable. In order to achieve the monitoring mission's objectives, the WFP CO has defined a new set up for these, which would involve a logistics officer who would be in charge of supervision of warehouses. However the evaluation team still considers that the monitoring missions should be improved substantially in order to meet the necessary level of quality and achieve a proper result in terms of collecting precise food security status of beneficiaries and outcomes of the assistance.

Gender monitoring and budgeting

137. Monitoring records of PRRO 200310 show that the quantitative gender dimension of project has been basically captured. Yet, to be able to mainstream gender in programming certain planning and analytic skills are required. Collection of sex-disaggregated data is essential but insufficient to understand, track and instigate changes in favor of more gender equitable communities and women's empowerment. There was no indication that planning and conducting qualitative surveys to feed in gender mainstreaming was a priority for WFP CO, partially due to insufficient skills and/or time.

138. As performance indicators do not necessarily emphasize the ratio of women to men and/or girls to boys, the balance between them remains unknown, so it will be difficult to analyze if the project outputs benefit them the same or differently. In fact, a gender sensitive monitoring approach requires defining both quantitative and qualitative indicators so that it can measure if the needs of women/girls and men/boys have been addressed in an equitable manner. At the moment, with no gender sensitive qualitative indicators, it can hardly be explained how the achievement of outputs 3.1 to 3.3 relates to and facilitates the achievement of Strategic Objective 3, or to what extent ‘the stronger participation of women in the management of WFP assistance’ is promoted⁷⁶. It should be noted that some cross-cutting indicators, including on gender equality and empowerment, have been added to the new logical framework of the operation aligned with the SRF 2014-2017.
139. Insufficient financial and human resources are also affecting gender related activities, especially Enhanced Commitments to Women (ECW) activities. In every development program, gender budgeting will significantly contribute to the success of efforts for promoting gender equality and women’s empowerment. When sufficient funds are allocated to special measures to increase women’s benefits and their participation, then their practical and strategic needs are considered as priorities, not as secondary or optional. In case of PRRO 200310, there are certain line budgets to support girls’ access to education and training. Yet, issues such as ‘facilitating the participation of women in food distribution committees’ (as WFP 2009 Gender Policy requires) remain partially unaccomplished because there is no specific budget allocation to plan for it proactively. In this regard, budgetary constraints affect the quality of program from a gender perspective and do not allow for effective utilization of women’s human capital advantage already created in settlements due to WFP past interventions⁷⁷.
140. It is true that WFP safety net programs have affected refugee women’s lives positively as individuals in the past years, but no effective mechanism is set to identify and make use of characteristics of women’s social capital for achieving food security and nutrition targets. It is already known how refugee women connect to each other through semi-formal membership groups, such as Women Health Volunteers (WHVs), but women’s informal social networks and the extent of their cohesion have not been assessed. Neither the influence of WC members and women members of RCs on other women in settlements nor the means of their communications with each other have yet been measured. If this is known, then, women’s roles in food distribution can be strengthened through their intimate space more easily. Furthermore, WFP does not necessarily support the participation of women in such networks through THRs or any other mechanism like Food for Asset (FFA) or ‘food aid to support ... social development’.⁷⁸
141. WFP and UNHCR have delivered together advocacy messages at settlement level, which include the creation of women committees, the presence of women in refugee committees, or the presence of women as health workers. Beyond the dissemination of these common messages, there is no joint action to address

⁷⁶ WFP Protracted Relief and Recovery Operation- Islamic Republic of Iran 200310, p. 8.

⁷⁷ It seems that inadequate funding resources have also made UNHCR cut off some of its SGBV and harm reduction projects. (UNHCR Iran 2014 revised Operations Plan Narrative final revision 19 Jul 2014, p. 14; IR Iran AGDM-Non-Advocacy 2012 FINAL)

⁷⁸ <http://www.wfp.org/about/mission-statement>

gender-related issues and planning for adding up synergies to enhance women and girls' status in settlements.

142. WFP and CO advocates for involvement of women in food distribution process in settlements and shows appreciation when this happens.⁷⁹ Yet, these are at individual levels and cannot replace advocacy efforts at collective and higher levels. There was no indication that it either follows changes (for better or worse) regarding women at policy levels or plans to build relations with national entities responsible for women issues. At settlement levels, a pool of refugee and Iranian women interact with each other on daily basis in health posts, and to a lesser degree at school and also in literacy courses. Due to insufficient financial and human resources, officers in charge of monitoring are not able to advocate systematically for women's role in food security and nutrition among these community women-only spaces.

2.3.2. External factors

Partners' capacities

143. The main partners for the operation implementation are BAFIA and UNHCR. BAFIA is directly involved in activities (custom clearance for food importation, beneficiary selection, food storage and distribution), while UNHCR participates in initial assessments (JAM) and monitoring, and provides complementary non-food items related to food storage and distribution. WFP doesn't have any direct relation with other government institutions, not even with the Ministry of Education for the school feeding activities. WFP has developed and maintains good relations with both institutions, with permanent coordination, which is considered an essential factor in the context of Iran, where WFP needs the approval of its governmental counterpart for all activities.
144. BAFIA's contribution to the operation's implementation is done on its own budget, which funds the human resources for beneficiary selection, food warehousing and distribution in settlements (settlement managers and warehouse keepers), coordination with WFP at national, province and settlement levels, and penalties for constant delays in customs clearance (see below *Procurement and assistance modality*). No data are available on the costs assumed by BAFIA for food assistance related activities, but considering the number of staff that is directly involved in food assistance related activities in 19 settlements, it can be considered as significant. This contribution increases the efficiency of the operation for WFP, which results in particular in a very low Other Direct Operational Costs (ODOC) budget line on the budget of the operation (0.5% of total WFP costs).
145. Overall, BAFIA's capacity is found to be a positive implementing factor. Many settlement management teams (settlement manager and warehouse keeper) have been in their position for several years and accumulated much experience. However, WFP reports that in some settlements, the quality of the management is lower than in others. This is the case in particular in Yazd province, where the three settlements are managed by the same person, while the other settlements have a full time settlement manager. In these three settlements, distributions are carried

⁷⁹ Examples are when a woman officer has joined the BAFIA at Tehran level and an Iranian woman being recruited to help with the distribution list in one of the camps.

out directly by refugee councils with a lower level of supervision from BAFIA than in other provinces, which results in more distribution and reporting mistakes. In addition, distribution reports are delivered to WFP with higher delays.

146. The targeting process is also affected by the different quality of settlement management. In some settlements, the adjustment and updating of beneficiary lists for both rations is done every month, while in others, such as in Bardsir, it has been done on an ad hoc basis.

Funding mechanism

147. In addition to the above mentioned procurement constraints linked to custom clearance and international sanctions in Iran, the dependence on multilateral funding mechanisms represents the third main factor that causes delays and low efficiency of food transfers.

148. As mentioned in chapter 1.3 *Operation overview*, the operation is mainly funded through multilateral donations that are managed by WFP Headquarter⁸⁰. These donations are allocated on a quarterly basis to operations based on priorities established by the situation of operation's pipeline. Funds are allocated to an operation when its pipeline is about to break. This together with the length of the lead time for international food purchase in Iran (4-5 months without extra constraints) result in frequent pipeline breaks. The recently registered donation from Germany, and another donation from South Korea that have been negotiated jointly with UNHCR and will be effective in the next weeks or months, should allow for the avoidance of these recurrent pipeline breaks.

149. Still on funding, the CO has developed strong and innovative efforts on local fundraising, which contributes to a limited but significant part of the funds mobilized to date. According to figures provided by the WFP CO, \$396,988 US have been raised for the PRRO 200310 (10% of the funds mobilized to date).

External constraints for procurement and cost-efficiency

150. Food procurement has been a limiting factor in the implementation of the operation, and is partly the cause of the overall low level of food deliveries.

151. Usual lead times for food imports in Iran are about 4 to 5 months. However, this delay is frequently lengthened mainly due to two external factors: on the one hand, delays for customs clearance, which is managed by BAFIA, are constant, and have increased since March 2014 due to modifications of the imports standards by the Iranian Institute of Standards. These modifications created a lack of definition of standards, and confusion. On the other hand, the implementation of new sanctions from the international community on Iran, linked to the nuclear file, has created increased difficulties for food shipment to Iran since the first quarter of 2013. This has led to the lack of oil distributions since March 2014.

152. Bearing in mind the recurrent and increasing difficulties for food imports, WFP CO carried out in January 2013 a cost-efficiency analysis including a calculation of the alpha value⁸¹. It concluded that food distribution was more cost-effective than

⁸⁰ To date, multilateral donations represent 47% of the funds received, Germany has provided 28% of the funds received, the remaining part coming from the carryover from the previous operation (15%) and private donations (8%).

⁸¹ Situation Analysis to Determine Transfer Modality of WFP Assistance to Refugees inside the Settlements; PRRO 200310; WFP, 2013.

other transfer modalities, such as Cash and Voucher (C&V)⁸². In addition to this, it was found that access to markets was limited for refugee households in settlements where shops don't have the capacity to provide all the food needs of the population and where markets outside settlements are located far away from the settlements. As a consequence, food purchase and distribution is still the only modality undertaken under the PRRO 200310.

153. The analysis of parity between imports and local purchases is carried out on a permanent basis, and shows that local purchase is only cost-efficient for fortified wheat flour, which has been purchased locally for the last 3 years, while other commodities are still imported. However, due to the short duration planned for the implementation of the German funding, effective since July 2014, all commodities are purchased locally under this funding. It is expected that the lead time will be reduced, but the cost-efficiency will decrease.
154. Since the calculation of the alpha value made in January 2013, some costs have evolved, for example, Landside Transport, Storage and Handling costs (LTSH) rate has increased significantly and has been adjusted in BR 2 and 3 (respectively from \$18.22 USD/mt to \$21.48 US/mt, and to \$37.46 US/mt, for a total increase of 106%). A new calculation of the alpha value has been made by the evaluation team, based on updated prices collected on local markets, and updated costs related to food purchases provided by WFP CO (see Annex9: Alpha Value). The calculation shows that food purchases are still significantly more cost-efficient for rice (3.09), wheat flour (1.44) and sugar (1.24), but the difference decreased for oil (1.19) and lentils (0.98). In the same vein, the alpha value calculated for each food ration is largely favourable for food purchases for the full ration (1.69), but it decreases for the partial ration (1.33) and THR (1.19). This calculation does not take into account the services and costs provided by BAFIA for warehousing and distributions, and payment of penalties for delays in customs clearance. If taken into account, the alpha value would be lower. Furthermore, BAFIA has expressed its expectation to replace food imports by local purchases in order to improve the effectiveness of food distributions and reduce the financial cost of customs clearance.
155. Cost-efficiency is a major criterion that has to be taken into account for the decision-making of the assistance modalities. However, food purchases, especially for imports, are not effective due to the constant delays in food deliveries that affect significantly the outputs and the outcomes of the operation. There is a critical need to increase the effectiveness, and a better balance between cost-efficiency and effectiveness should be sought. A combination of modalities (e.g. food transfer in kind of rice, wheat flour and sugar, and C&V transfers for the value of oil and lentils), could be an appropriate solution.
156. The large geographical coverage of the operation affects monitoring activities, in the present conditions where WFP does not have a field presence. The programme team has to spend about the same amount of time carrying out monitoring visits in very small settlements as in bigger settlements. However, the coverage of these very small settlements does not have other cost-efficiency concerns, as food transport, warehousing and distribution are organised to and from the nearest bigger settlements. Beneficiaries have to move to these settlements to receive their food. As a consequence, they assume the extra cost of their coverage by the operation.

⁸² The alpha value was, per commodity: Rice: 1,77; Lentils: 2,19; Sugar: 1,48; Vegetable oil: 1,21.

Constraints for refugee livelihoods

157. The operation is designed to provide a part of the food needs for the majority of the beneficiaries (beneficiaries of partial rations represented initially 73% of the beneficiaries). For these households, the achievement of the target outcome (less than 15% of households with poor FCS) also depends on their capacity to access complementary food on their own. According to interviews carried out with refugee councils and focus groups, this capacity has decreased in the last years due to the following factors:

- The government of Iran maintains restrictions on access to employment for refugees. A list of 51 jobs, which are possible for refugees to access, all in construction and agriculture sectors.
- With the exception of a very specific case in the settlement of Saveh, refugees have very few opportunities to develop rural livelihoods as they don't have access to land and they are not allowed to grow animals in settlements. However, some cases of vegetable gardening developed inside the settlement area have been observed, for both consumption and income generation purposes.
- Self-employment is very limited inside settlements. Some households work on tailoring or carpeting activities, which may involve women.
- Employment opportunities tend to decrease due to the economic situation in Iran, and to the recurrent droughts for agriculture employment.
- Prices of basic food items have significantly increased as a consequence of the economic reform carried out by the government in 2010. It has affected the purchasing power of refugee households.
- Despite the existence of the health insurance scheme supported by UNHCR, health expenses for refugees are very high, the first source of expenditure for many households, which limits the food purchasing and dietary diversification capacity.

158. Although the interest for education of girls has increased among the refugee population, the above mentioned constraints for accessing employment and generating income, and as a result for improving living conditions, have been described by refugee interviewees as a factor that undermines the motivation of students, boys and girls, to continue their academic education.

159. As mentioned in chapter 2.1.4 *Coherence with other interventions*, UNHCR is designing a new livelihood strategy, and plans to increase its activities on livelihoods, for both preparing refugees for repatriation and improving their living conditions in Iran. In coherence with this approach, and with the global work engaged by both agencies on livelihoods and self-reliance in refugee situations, WFP should join this effort and investigate the possibilities to support livelihoods.

Approaching gender in the refugee context in Iran

160. Addressing gender-related needs of Afghan and Iraqi communities that live in settlements is challenging because of several factors. With reference to socio-cultural context, these communities tend to be more conservative. Culturally speaking, they show more respect to their own beliefs and traditions compared with refugee communities in most urban areas that are probably inclined to get integrated into the host community more easily. They mostly live together as extended families, i.e. for cultural, economical and geographical reasons couples live with their parents after marriage. People belonging to one tribe and/or ethnic

group live in the same quarter in settlements. Also people belonging to different sects of Islam prefer to live together rather than scattered in different quarters in settlement.⁸³

161. Additionally, refugee camps are located a distance from nearby towns, which provide fewer opportunities, especially for women refugees, to get exposed to host communities. All in all, such conditions normally nurture the hierarchical system in which men and boys are favored against women and girls. Though there are some indications of change, especially among the younger generation, many aspects of community life in settlements are under the influence of elderly men that represent refugee communities⁸⁴.
162. In addition to customary practices and norms that discourage women's social and economic participation in refugee (and host) communities, the Iranian government gender policy influences WFP's programming on promotion of gender equality and women's empowerment. As the Iranian government has not endorsed CEDAW and discarded the term 'gender' from the UNDAF for 2012-2016, the UN agencies in the country are faced with practical challenges in implementing the required measures, as recommended by their gender policies. In this context, it is particularly difficult to address specific protection needs of women and girls directly⁸⁵.
163. It is also challenging to promote women's participation in managing/ leading activities. To be precise, engagement of women in promoting their health and education status is welcomed, but women's participation in public life is supported provided their role as mothers and care-takers/ care-givers is not undermined by their commitment to social/ community tasks. As mothers, especially the young literate ones showed great enthusiasm to their children's education, Some of them made explicit demands for more interaction with school teachers and managers, Yet, they are unaware of PTA as a structure for systematic cooperation between parents and schools. This attitude explains why some activities that target women as mothers or future mothers are carried out more smoothly than others, mainly those that require 'facilitating the participation of women in food distribution committees', as recommended by WFP 2009 Gender Policy. To advocate for the latter, WFP in Iran needs to develop a well planned strategy with short term and long term action plans, otherwise sporadic attempts will go amiss.⁸⁶

⁸³ There is also another notable difference between settlements and urban areas that men valued a lot. They believed that these places are safer places for women, especially when they need to leave their home for work. The concept of protecting women against vices and evil often makes development interventions to move with difficulty; especially it hinders the ones that encourage women's participation in management and/or leadership of projects implementation.

⁸⁴ In a focus group discussion with two WC members and nine women participants of a tailoring course, it was pointed out that there were more of them but not allowed to attend the meeting simply because it was held in a public building. When the evaluator requested to go to someone's house so that others could attend the discussion, the group objected. They added that they should keep trying to convince their families that there was nothing wrong in appearing in public places.

⁸⁵ In interviews with WFP and UNHCR program officers, it was known that using the terms 'sex' and 'gender' in conversation with BAFIA is avoided and in order to show cultural sensitivity the phrase 'women's health issues' is replaced with 'SGBV'.

⁸⁶ This is also evident in remarks of one BAFIA provincial authority. He explicitly declared that educated women refugees are welcomed to get organized in WCs to only do cultural activities not to participate in food distribution process. In another settlement, members of WCs remembered that the previous manager had decided that they did not need the office equipment donated by UNHCR because they were doing nothing. These women considered it as an opposition to WC activities.

3. Conclusions and Recommendations

3.1. Overall Assessment

164. The evaluation confirmed the **relevance** of the overall objectives and activities implemented in the PRRO 200310. Overall, refugees living in settlements in Iran have only partially achieved self-reliance due to the limited opportunities to develop their livelihoods. Legal restrictions in accessing employment, lack of opportunities to develop rural livelihoods (agriculture, livestock), and low levels of self-employment activities, are all factors that have prevented refugee households from fully developing their livelihoods. Access to daily work, essentially in construction and agriculture, has decreased in the last years due to the economic situation in Iran and recurrent droughts that affect agriculture. Other factors which have affected the level of livelihoods development are the distance between settlements and urban centres, the disposition of BAFIA at the provincial level to deliver travel permits encouraging access to work, and the internal capacity of households to work (available working hands).
165. In parallel to this, refugees have been greatly impacted by the economic reform carried out by the government in 2010, and the removal of subsidies on fuel, food and other basic services, which has resulted in a significant increase in prices of services and in particular of food. Refugees have not been included in the compensatory measures implemented by the government, in particular social cash transfers.
166. As a consequence, and despite the long-term presence of both Afghan and Iraqi refugees in Iran, they are still dependent on food assistance to access food.
167. The introduction of a **targeting approach for the General Food Distribution**, which differentiates two categories of households based on their level of vulnerability to food insecurity, is found **relevant** considering the disparities of incomes that exist between households.
168. **THR delivered to girls who attend school is found more relevant for secondary schools than for primary schools**, and the evaluation team could confirm that girls in secondary schools are exposed to specific constraints that may affect their access to school as compared with boys.
169. The presence of female teachers is an essential factor for access to school for girls. However, the incentive provided by WFP in the form of an oil THR does not positively influence female teachers to work in refugee settlements. Other incentives, such as support for transport costs, are considered more important by teachers.
170. **The purpose to provide incentives for access to skills training is found relevant**, as participation in these trainings may imply a significant loss of income opportunities for trainees. However, the size of the incentive is too limited and does not represent a real compensation for the potential loss of income. Interviews with beneficiaries showed that their decision to attend a skills training was not influenced by the benefit of a THR.
171. Overall, **the operation is relevant to the regional policies on durable solutions**, which define repatriation as the only possible durable solution, but recognize the need to support host governments in assisting refugees. The operation is also coherent and well coordinated with the activities of the main

actor, UNHCR, who delivers assistance to refugees in Iran. However, WFP should participate in the new initiatives undertaken by UNHCR to develop its activities on supporting livelihoods and self-reliance, in coherence with the global engagement of both agencies on refugee self-reliance. The bulk of the PRRO 200310 is still GFD, and opportunities exist to support livelihoods with food assistance to a larger extent.

172. Although the evaluation only focused on refugee settlements, whose population is covered entirely by the operation, some of the information collected suggests that the **coverage** of refugee food assistance needs is only partial. A number of testimonies, as well as an assessment carried out by WFP in 2008, show that, although it is generally acknowledged that refugees living in settlements are generally poorer and more vulnerable, there are also very vulnerable urban refugees, sometimes concentrated in well identified sub-urban areas.
173. The implementation of the targeting approach lacked **accuracy** at the beginning, and did not take into account the differences among settlements regarding factors that affect vulnerability. The selection criteria used to identify extremely vulnerable households are not always relevant. A proper **food security and livelihoods assessment**, recommended by the last JAM in 2012 and delayed several times, would have helped in designing a more accurate system. This has been, at least partially, corrected thanks to the flexibility introduced by WFP in the approach. The integration of vulnerable households that were not selected initially for full rations is still in process, and its **effectiveness** varies depending on the quality of BAFIA's management at the settlement level. Overall, it also lacks **efficiency**, due to the low level of **participation** of refugee representative bodies, who have been consulted, but who do not participate in the analysis and selection decisions, and due to the lack of accuracy of selection criteria.
174. Higher participation by refugee councils in the implementation of the selection process, together with better communication with refugees, who are not well informed about the situation of food assistance, could have, at least partially, prevented the general dissatisfaction of refugees regarding the targeting approach.
175. **Overall, while planned numbers of beneficiaries for the different activities have been reached, food deliveries in terms of quantity were significantly lower than planned.** This tendency is more pronounced for the second semester of implementation than for the first one, due to specific external factors. However, the operation faces structural factors that permanently affect its capacity to deliver the planned quantities of food. These are in particular the constraints made on food imports (customs clearance process and difficulties in shipping due to the international sanctions on Iran), and the dependency on multilateral funding. The WFP internal mechanism for allocation is not adapted to the procurement constraints in Iran (and in particular to the long lead time).
176. This situation should improve in the next months thanks to a German donation, for which all food purchases will be made locally due to the short duration of its implementation period. Local purchases are less cost-efficient than imports, except for wheat flour. For this reason other commodities have been imported. However, **there is a need to find a better balance between cost-efficiency and effectiveness** of the implementation of the operation. This may be found through increasing local purchases, but also through alternative transfer modalities, such

as C&V. The cost-efficiency of C&V compared to food purchases seems to have improved since an analysis was carried out by WFP at the beginning of 2013.

177. Outcomes analysis of the operation is difficult to carry out, due to the lack of measurement and reliability of the corresponding indicators. For this issue, there is a need to **improve the monitoring system**, which is not appropriate to the limited capacities of WFP CO, in particular in terms of human resources and presence at field level, combined with a very large territory to cover. The monitoring system should also incorporate qualitative outcomes measurement indicators. The use of qualitative approaches complements quantitative monitoring and provides a better understanding of how outputs relate to outcomes.⁸⁷ Over-reliance on quantitative indicators will restrict WFP CO to fully capture the complex reality of life in settlements, especially when gender-related changes are to be monitored. Whereas collection of both qualitative and quantitative data ensures that the different perspectives of women and men, boys and girls, from different stakeholder groups are heard and taken into account.
178. However, qualitative interviews showed that the situation in terms of **access to food is still affected** by the contextual factors that affect livelihoods, and the operation did not have a clear positive impact on the food security situation of refugee livelihoods. Households have to implement **coping strategies** to face the low level of food deliveries (a result of both the reduction of rations for the majority of households and the low level of effectiveness in the implementation), which include the increase of food expenses and the reduction of dietary diversity. Some cases of malnutrition, which had not been reported in the past, may have appeared and should be monitored. A higher level of food deliveries would have probably allowed better access to food.
179. **The impact and long term sustainability** effects of the actions that aim to build human capital (SF and FFT), can only be expected to occur in a situation where refugees have the opportunity to use their capital. This is not the case at the present, and opportunities for using human capital for accessing employment and generate income are limited. However, some beneficiaries of skills training have already generated some incomes using the skills learnt through self-employment. THR have contributed to a significant and **sustainable impact** on the evolution of mentalities regarding girl's education. Girl's education is considered as important as boy's education, at least in primary school, and when access to education does not imply extra cost for households, which is more often the case for secondary education and schools located outside the settlements.
180. As far as **gender programming** is concerned, several outputs have been achieved with the support of the operation. These include, in addition to the specific targeting of girls for SF and FFT, the inscription of the name of a woman, and sometimes the addition of a woman's photo, on food distribution cards, which provides more visibility for women, the increase in representation of women in community structures, including refugee councils, the increase in participation of women in the management of food assistance, and the recruitment of one female warehouse keeper by BAFIA. Although expected results have not been fully achieved, the progress that has been made is considered important if we consider that the operation budget does not include resources for gender mainstreaming,

⁸⁷ Full Report of the Strategic Evaluation of the Effectiveness of WFP Livelihood Recovery Interventions- 2009, p. vii-viii. 45, and 47.

and that both socio-cultural factors and Iran national policies are not favourable to gender equality.

3.2. Recommendations

1. **Improve the food deliveries of the operation (First level of priority, WFP CO and HQ, UNHCR).** WFP must improve outputs, in particular the delivery of planned food, in order to support more significantly refugee access to food, and the operation's outcomes. WFP should modify the combination of modalities (food imports, local purchases, C&V) in order to find a better balance between cost-efficiency and effectiveness. Food imports and distributions are the main modalities of the operation, as they are considered the most cost-efficient. However, the cost-efficiency analysis is not comprehensive, as it does not take into account the recurrent costs of customs clearance delays, and the warehousing and distribution costs assumed by BAFIA. Food imports face recurrent constraints that reduce their effectiveness. **WFP CO and UNHCR** should assess in the next JAM the relevance and feasibility of the implementation of a more balanced combination of modalities, which could include a higher level of local purchases and/or the introduction of C&V transfers for commodities and activities where the alpha value is close to 1 (oil, lentils, THR, partial rations) and other factors are favourable (e.g. market access, etc).
2. **Improve the monitoring system of the operation (First level of priority, WFP CO).** WFP must improve the measurement and analysis of the outcomes of the intervention in order to allow better-informed decisions. For this purpose, WFP CO should improve the monitoring procedures in order to obtain reliable information on outcomes, and adapt the monitoring system to the limited capacities of the CO. The following proposed measures should be implemented with the objective of conducting a proper post-distribution monitoring exercise before the next JAM, so that findings can feed the JAM.
 - 2.1. Carry out one or two proper post-distribution monitorings per year: Considering the stable context on Iran, there is no need to carry out 4 PDM per year as proposed in the PRRO 200310. In addition, the CO has shown that it does not have the necessary capacity to carry out 4 PDM properly. Depending on the findings of the proposed food security assessment (recommendation) and the seasonal variability of food access (influence of access to work in agriculture and food price variability), one or two monitoring exercises should be carried out.
 - 2.2. Implement a methodology based on a combination of significant quantitative information (based on a representative sample) and qualitative information that will allow for a high level of reliability, triangulation and depth of analysis. The CO could liaise with the RB in order to determine a sampling strategy. A strategic review of the monitoring and evaluation system of the operation by the RB has been planned for 2015. It should be carried out in order to adjust the monitoring system to the WFP minimum monitoring requirements.
 - 2.3. Increase the human resources capacity for monitoring: proper PDM in such a vast territory can hardly be carried out by only two people from the programme team based in Teheran, who have other important

responsibilities in the programme. The WFP CO should consider working with a partner, e.g. a university, to carry out the field collection of data. An alternative could be to train refugees in settlements, and to compensate them with food or cash transfers, which would contribute to the outcomes of the operation.

3. Improve the targeting and accountability approach for the GFD (Second level of priority, WFP CO and BAFIA). The initial household selection for full rations lacked accuracy, and the process of updating the beneficiary lists lacks effectiveness in some settlements, and could become a burden that is difficult to manage for WFP CO. In addition, a better targeting approach together with better communication could improve the level of satisfaction of beneficiaries. The targeting and accountability approach could be improved through the following measures.

- 3.1. Carry out a food security and livelihoods assessment, as recommended by the JAM 2012. Such an assessment would allow for a better analysis and knowledge of the differential food security situation among regions and settlements and among households. This assessment could be carried out together with the proper post-distribution monitoring proposed prior to the next JAM.
- 3.2. On the base of the assessment findings, take into account the variation in terms of proportion of vulnerable population between settlements, define a specific size for the assistance in each settlement (% of households beneficiaries of each ration), and review the selection criteria, in order to allow a more accurate household targeting.
- 3.3. Implement a participatory approach involving refugee councils and/or women committees for the selection of households for both rations. Refugee committees should be given a decision-making role in the selection, WFP and/or BAFIA being in charge of implementing verification.
- 3.4. Establish a proper verification and complaint mechanism. On the one hand BAFIA or WFP could carry out a verification on a sample of households proposed by refugee councils for full rations, and above a certain rate of errors of selection in the sample (e.g. 15%), reject the proposed list. On the other hand, WFP should establish a proper complaint mechanism that is independent from bodies involved in the selection process (BAFIA, refugee councils). This could be done using the UNHCR outreach mechanism, for instance telephone hotlines or access to provincial UNHCR offices.
- 3.5. Improve the communication with refugees developing systematic communication channels, for example through BAFIA or the refugee councils, in order to inform refugees regularly on the status of food assistance, selection criteria, rations to be distributed or pipeline breaks.

4. Improve the gender approach of the operation (second level of priority, WFP and UNHCR). The gender approach of the PRRO 200310 has two levels of programming: SF for girls, which has a formal plan and budgeting, and all the other expected outcomes, which do not have clear activities and resources. WFP should improve this second part, through a combination of actions to be put in place by WFP and UNHCR offices. Some of these actions would require minimum resources in the short term, whereas others would require more time/energy as well as support from senior level positions within related units of WFP and UNHCR. Some could be implemented internally, while others would require taking joint actions.

4.1. Build internal capacities for gender programming:

- Increase and/or refresh gender knowledge of program staff regarding gender;
- Hire a gender consultant and/or get support from Regional and Headquarter WFP Offices to support gender programming from a technical perspective, starting with a gender assessment to identify what best approaches are relevant;

4.2. Develop joint action plans with UNHCR to enhance the impacts of current gender-related objectives:

- Organize regular joint meetings to share and discuss common concerns and assess the possibility of developing more gender sensitive monitoring indicators and methodologies;
- Exchange any internal gender related documents that have been drafted and/or used in recent years (including UNHCR reports on Accountability Framework for AGDM) prior to the above-mentioned meetings and give feedback on them;
- Plan for regular reflection meetings after each joint mission on gender-related concerns and agree on taking certain actions to deal with problems;
- Allocate joint funds and/or plan for special fundraising to support and monitor women's involvement in women's groups in settlements;

4.3. Link current activities for women's empowerment to increase their impact:

- Utilize the potential pool of Health Posts resources more effectively and maintain systematic cooperation with them to increase capacities for refugee women, especially in the area of nutrition and SGBV.
- Develop a networking strategy to link together socially active refugee women in each settlement and also link them to Iranian women employees in schools and Health Posts, either on occasions or permanently;

4.4. Try to generate alternative courses of action and/or use alternative policies to promote women's empowerment:

- Adjust the concept of 'Food for Social Development' to the current situation and advocate for it to increase women's involvement in community participation, such as their membership in PTAs and enhancement of social networks;
- Advocate for WFP Food for Assets (FFA) for current WCs and WHVs, the newly established Self Help Group in Saveh Settlement, and women in literacy courses;

4.5. Expand external relations to ensure coherence with national policies on FHHs:

- Focus on developing projects that are more closely in line with articles 39 and 23 of the Fifth National Development Plan (NDP), as these articles emphasize developing programs that prevent social harm to vulnerable women and enhance their economic status.
- Attempt to start a working relationship with the VPWFA directly or via the United Nations Population Fund (UNFPA), who has recently signed a Letter of Understanding and a joint Annual Work Plan.⁸⁸

5. Support more actively livelihoods and self-reliance (second level of priority, WFP CO, BAFIA). Perspectives on refugee repatriation in the short term are uncertain and the government of Iran is more open to allowing a higher level of self-reliance for refugees. WFP, together with BAFIA, should join the process being undertaken by UNHCR aimed at expanding its activities in support of refugee livelihoods, for both the purpose of preparing refugees for repatriation and allowing a higher level of self-reliance. Food assistance for supporting self-reliance could partially and progressively replace the GFD.

5.1. WFP should participate in the process of designing the new livelihood strategy of UNHCR. UNHCR is currently carrying out a livelihoods assessment and will organize a validation and consultation workshop in February 2015. WFP should propose to UNHCR that it supports the organization of this process, and that food assistance be included as a possible modality for supporting more actively livelihoods and self-reliance. The next JAM should validate the propositions formulated in this process.

5.2. Several opportunities have been identified during the evaluation mission, such as working with refugee councils for settlement management. Refugee councils are responsible for the management of some services and community assets, on a household's contributory basis. WFP could assess the feasibility of supporting these activities, or the creation of new community assets, with food or C&V transfers. This could lessen the contribution households would have to make, and contribute to the food security outcomes of the operation. Another opportunity could be supporting self-employment activities inside settlements, in particular for women.

6. Consider expanding the coverage of the operation to areas outside of settlements (second level of priorities, WFP CO, UNHCR and BAFIA). The current operation, and the focus on settlements, limits the coverage of refugee food security needs. BAFIA has repeatedly expressed its expectation for WFP to expand its intervention outside settlements, and UNHCR has also shown its interest and considers such an expansion very relevant. Entering into an urban context with such a high number of urban refugees (over 800,000) represents a challenge. However, there are already known sub-urban areas with high concentrations of refugees and vulnerability. If WFP carries out a proper food security and livelihoods assessment as proposed in recommendation 3.1, it could include, in addition to settlements,

⁸⁸http://www.irna.ir/en/News/2717837/Social/UNFPA,_Iran%E2%80%99s_dept_for_women,_family_affairs_sign_agreement

some of these already known areas, and WFP could consider designing a simple assistance plan in the first phase of intervention (e.g. THR in schools in Kerman where enrolment rate is very low for refugees in the province).

7. Better adapt the SF and FFT activities to needs (second level of priority, WFP CO).

7.1. THR does not seem to be a crucial factor in the promotion of access to primary schools inside settlements while it still represents a valuable incentive for access to girls at secondary schools. It is recommended to consider the suspension of THR distributions in primary school and to maintain them in secondary school.

7.2. WFP and UNHCR should consider a more effective incentive for female teachers than THR, such as systematic transport facilities or support.

7.3. For FFT activities, WFP should provide a higher transfer to beneficiaries, more closely aligned with the potential loss of income for participants.

8. Strengthen WFP country office capacity and field presence, and consider expand partnerships. Most of the recommendations presented above need dedicated time and resources in order to design, plan, implement and monitor innovations. Currently, the capacities of the CO are limited and staff workload is already high and does not allow a high flexibility for new activities. Some propositions on ways to strengthen the capacity of the CO are already included in the recommendations. In addition to these, WFP RB should provide methodological and technical guidance for the implementation of the recommendations that are accepted. Also, WFP should increase its presence at field level, which would support all activities. In order to limit the extra resources needed, WFP could propose that UNHCR use its field infrastructure (sub-offices) and share some staff and costs. Currently WFP does not have any partnership with NGOs since they have limited access to camps and food distribution is done by BAFIA who is overall responsible for the camps in Iran. If WFP chooses to work in urban areas and adopt an approach of support to self-reliance, WFP should engage more actively with partners other than BAFIA that already have experience in supporting livelihoods. This would include UNHCR and could partly build on its outreach strategy, and NGOs who are already working on a limited number of livelihood activities with UNHCR.

Annexes

Annex 1: Terms Of Reference of the evaluation



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation

Measuring Results, Sharing Lessons

[FINAL, 30TH JUNE 2014]

TERMS OF REFERENCE

OPERATION EVALUATION

IRAN PRRO 200310 (2013-2015) - FOOD ASSISTANCE AND EDUCATION INCENTIVE FOR AFGHAN AND IRAQI REFUGEES IN THE ISLAMIC REPUBLIC OF IRAN

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1. Introduction

1. These Terms of Reference (TOR) are for the evaluation of Protracted Relief and Recovery (PRRO 200310) - Food Assistance and education incentive for Afghan and Iraqi Refugees in the Islamic Republic of Iran. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will take place from June 2014 to January 2015. 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

3.3. 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 a series of Operations Evaluations (OpEvs) in 2013 -2015.
5. Operations to be evaluated are selected based on utility and risk criteria.⁸⁹ From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB) has selected, in consultation with the Country Office (CO) PRRO 200310 for an independent evaluation. In particular, the evaluation has been timed to ensure that findings can feed into future decisions on programme implementation and inform adjustments to the design. This is particularly important considering that PRRO 200310 represented a departure from the previous operations by introducing new targeting approach through vulnerability analysis, as well as a new activity to support youth skills development.

2.2. Objectives

6. This evaluation serves the dual and mutually reinforcing objectives of accountability and learning:

⁸⁹ 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.

- **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) OMC – Cairo	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	
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 policies and priorities in regards to refugees and harmonised with the action of other partners and meet the expected results. All international humanitarian assistance is administered by the Bureau of Aliens and Foreign Immigrants Affairs (BAFIA). BAFIA is WFP’s key Government partner
UN Country team	WFP is a signatory to the 2012-2016 United Nations Development assistance Framework (UNDAF) for Iran. United Nations High Commissioner for Refugees

	(UNHCR) is the key WFP partner, and has interest in learning from this evaluation how the partnership has worked and how it can be improved.
Donors	WFP operations are voluntarily funded by a number of donors. The PRRO 200310 has been primarily funded from multilateral funds, in addition to utilising the carry over resources from the previous operation. It will be important for this evaluation to engage with donors currently supporting other humanitarian partners, particularly those funding UNHCR to understand their views and why they are not funding WFP food assistance.

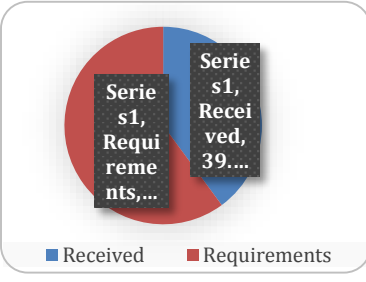
8. **Users.** The primary users of this evaluation will be:

- The CO and its partners in decision-making related notably to programme implementation and/or design, country strategy and partnerships.
- Given RB's core functions the RB is expected to use the evaluation findings to provide strategic guidance, programme support and oversight,
- OEV will use the evaluation findings to feed into an annual synthesis of all OpEvs and will reflect upon the evaluation process to refine its OpEv approach, as required.

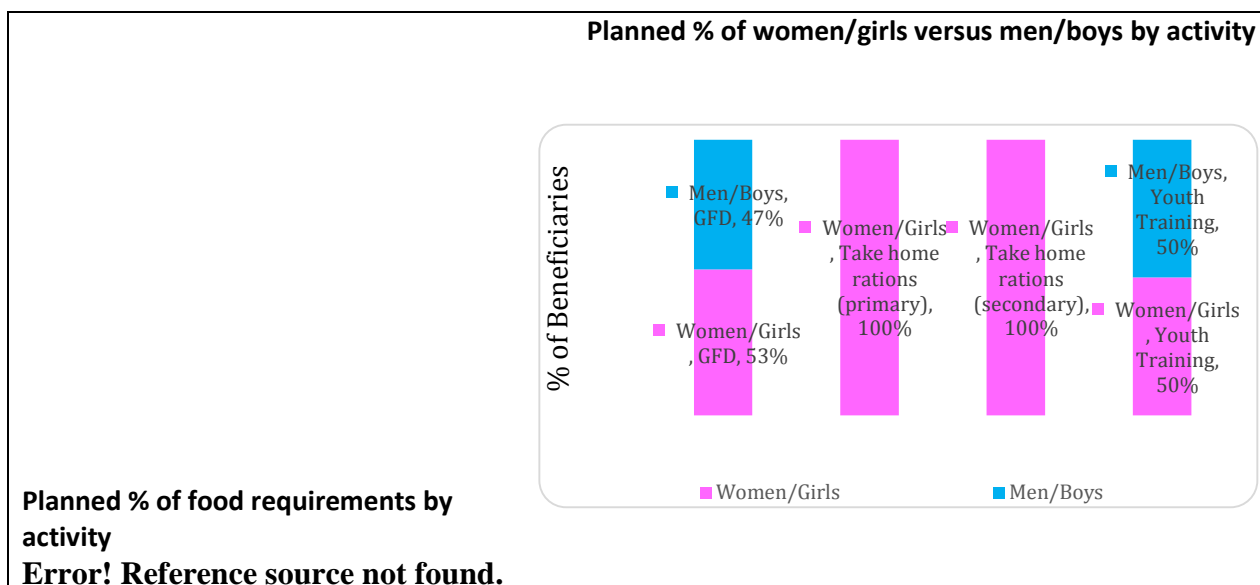
3. Subject of the Evaluation

9. Iran is upper-middle income country, with a population of about 75 million. In 2011, the Government started an economic reform programme which abolished the high subsidies on fuel, water, bread and other basic foods. New compensatory social protection measures were introduced in form of cash transfers to vulnerable Iranians.
10. Iran hosts the second largest number of refugees in the world (885,500), 95 percent being from Afghanistan and 5 percent are from Iraq. Although the majority of the refugees live in urban areas, about 30,000 live in 19 refugee settlements, with very limited livelihood options. The Government provides basic services to the refugees, but discourages permanent integration through a policy of restricting the types of work, places of settlement and property ownership. The refugees' livelihood vulnerability is compounded by three factors: the new Government safety net programme does not cover them; they have no access to land for farming or keeping livestock and formal employment is not permitted. This is in the context of increasing food prices of basic food items – rice and bread prices doubled between 2011 and 2012 – and stagnant labour wage rates.
11. WFP has been providing assistance to refugees in Iran since 1987. The current PRRO 200310 supports 30,200 refugees in 19 settlements across 13 rural provinces. The project document including the project logframe, related amendments (Budget revisions) and the latest resource situation are available by clicking [here](#)
12. Faced with funding constraints and in line with the 2012 JAM recommendations, WFP introduced a more cost-effective targeting approach that provides assistance according to assessed households needs and levels of vulnerability. In this arrangement, 27 percent of the beneficiaries receive 100 percent (2,185 kcals) while 73 percent receive 64 percent of their needs (1,340 kcals). The key characteristics of the operation are outlined in table two below:

Table 2: Key characteristics of the operation

OPERATION			
Approval	The operation was approved by ED in May 2013		
Amendments	The operation has been through one budget revision and the CO is preparing a second. BR 1 increased LTSH rate by 16% following sharp increase in transport costs. The second BR is expected to increase food requirements by 2% due to increase in the number of very vulnerable households who require 100% ration.		
Duration	Initial: 2 years; 1 July 2013 to 30 th June 2015	Revised:	
Planned beneficiaries	Initial: Female: 16,000 Male: 14,200 Total: 30,200	Revised:	
Planned food requirements	Initial: In-kind food: 8,904 mt of food commodities	Revised: In-kind food:	
US\$ requirements	Initial: 6,155,108	Revised: 6,177,467	
OBJECTIVES AND ACTIVITIES			
	SO	Operation specific objectives	Activities
MDGs 1,2 and 3	Strategic Objective 1	Improve food consumption of vulnerable households	<ul style="list-style-type: none"> •General food distribution •Take home rations for girls in primary and secondary schools •Incentives to female teachers •Food for training to support skills training for the youth
	Strategic Objective 2 ⁹⁰	Increased access to education and human capital development for refugee girls and youth	
PARTNERS			
Government	Ministry of interior , Bureau of Aliens and Foreign immigrants Affairs (BAFIA)		
United Nations	United Nations High Commission for Refugees (UNHCR)		
NGOs	N/A		
RESOURCES (INPUTS)			
Contribution received by 3rd June 2014 % against appeal: 39.9% Top 5 donors: Multilateral – 30.07% Carry over from previous operation – 5.42% Private donors –3.42%	% funded of total requirements 	Top five donors Error! Reference source not found.	
PLANNED OUTPUTS (at design)			
Planned % of beneficiaries by activity/component			

⁹⁰ At the design of the operation, this was aligned to WFP strategic objective 3; it was re-aligned to the new strategic plan in January 2014



4. Evaluation Approach

4.1. Scope

13. **Scope.** The evaluation will cover PRRO 200310 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 beginning of 2013 to Mid-2014 which captures the time from the development of the operation until the start of the evaluation.
14. While the areas where WFP provides assistance are generally accessible, visits can only be with prior coordination through official channels. As such, visits to the operational areas by the evaluation team will need to be carefully planned and coordinated with the country office to ensure adequate coverage.

4.2. Evaluation Questions

15. 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:

- Were appropriate at project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups, as applicable, and remained so over time.
- Are coherent with relevant Government stated policies on and obligations towards refugees population, and seek complementarity with the interventions of relevant humanitarian partners.
- Were coherent at project design stage with WFP strategies, policies and normative guidance and remained so over time.

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 (including the number of beneficiaries served disaggregated by women, girls, men and boys);
- The extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys;
- 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; and
- 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

16. 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. In doing so, the team will also critically review the evaluability of the gender aspects of the operation, identify related challenges and mitigation measures.
17. 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, as well as documents related to government and interventions from other actors, particularly the UNHCR who are the key partners. In addition, the team will review relevant WFP strategies, policies and normative guidance.
18. For question two the operation has been designed in line with the corporate strategic 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. Monitoring data will also be accessible in case further analysis is required

beyond what is already provided in CO monitoring reports. The evaluation team will need to make this known to the CO during the inception phase to ensure that ample time is provided to consolidate the data where necessary.

19. However, answering question two is likely to pose some challenges owing in part to: i) absence of baseline data for some activities, which will need to be reconstructed using findings from various assessment reports ii) Data gaps for some indicators due to missed monitoring cycles and iii) data gaps in relation to efficiency.
20. For question three, the team members will have access to some institutional planning documents as well as operational reports, and is likely to elicit further information from key informant interviews.
21. The official language in Iran is Farsi, which is used for all Government documents and communication. This means that for the team to be able to review official documents, the country office will have to support with interpretation as appropriate. Likewise, if any of the evaluation products are to be shared with the Government, they will have to be interpreted. For key informant interviews, unless the evaluation team has a Farsi speaking member, there will be need for an interpreter in all interviews with Government officials. This will require the team to factor in the need for interpreters and also organise with the country office prior to arrival.

4.4. Methodology

22. 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. Participatory methods will be emphasised with the main stakeholders, including the CO. The selection of field visit sites will also need to demonstrate impartiality.
 - 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;
 - Ensure through the use of mixed methods that women, girls, men and boys from different stakeholders groups participate and that their different voices are heard and used;
 - Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

4.5. Quality Assurance

23. 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.
24. 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. OEV will also share an Orientation Guide on WFP and its operations, which provides an overview of the organization.

5. Phases and deliverables

25. The evaluation will proceed through five phases. Annex two provides details of the activities and the related timeline of activities and deliverables.
26. **Preparation phase:** 2nd June 2014 – 17th August (2.5 months) - The OEV focal point will conduct background research and consultation to frame the evaluation; prepare the TOR; select the evaluation team and contract the company for the management and conduct of the evaluation.
27. **Inception phase:** 18th August to 30th September (6 weeks)- This phase aims to prepare the evaluation team for the evaluation phase by ensuring that it has a good grasp of the expectations for the evaluation and a clear plan for conducting it. The inception phase will include a desk review of secondary data and initial interaction with the main stakeholders.

- **Deliverable: Inception Package.** The Inception Package details how the team intends to conduct the evaluation with an emphasis on methodological and planning aspects. The package will be approved by OEV and shared with the CO/RB for information. It will present an analysis of the context of the operation, 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 schedule for stakeholders' consultation. For more details, refer to the [content guide for the inception package](#).

28. **Evaluation phase:** 13th October to 3rd November (3 weeks) - The fieldwork will span over three weeks and will include visits to project sites and primary and secondary data collection from local stakeholders. Two debriefing sessions will be held upon completion of the field work. The first one will involve the country office (relevant RB and HQ colleagues will be invited to participate through a teleconference) and the second one will be held with external stakeholders.

- **Deliverable: Aide memoire.** An aide memoire of preliminary findings and conclusions (PowerPoint presentation) will be prepared to support the de-briefings.

29. **Reporting phase:** 4th November to 4th January (2 months) - The evaluation team will analyse the data collected during the desk review and the field work, conduct additional consultations with stakeholders, as required, and draft the evaluation report. It will be submitted to the evaluation manager for quality assurance. Stakeholders will be invited to provide comments, which will be recorded in a matrix by the evaluation manager and provided to the evaluation team for their consideration before report finalisation.

- **Deliverable: Evaluation report.** The evaluation report will present the findings, conclusions and recommendations of the evaluation in a concise report of 40 pages maximum. 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 limited in number, actionable and targeted to the relevant users. These will form the basis of the WFP management response to the evaluation. For more details, refer to the [content guide for the evaluation report](#).

30. **Follow-up and dissemination phase:** 5th to 18th January - OEV will share the final evaluation report with the CO and RB. The CO management will respond to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines. The RB will coordinate WFP's management response to the evaluation. OEV will also subject the evaluation report to an external post-hoc quality review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards. A feedback online survey on the evaluation will also be completed by all stakeholders.

- **Deliverable: Management Response,** with actions and timelines

Notes on the deliverables:

The inception package and evaluation reports shall be written in English and follow the EQAS templates.

The evaluation team is expected to produce written work that is of very high standard, evidence-based, and free of errors. The evaluation company is ultimately responsible for the timeliness and 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.

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

Table 3: Key dates for field mission and deliverables

Entity responsible	Phase	Activities	Key dates
EM	Inception	Final Inception Package	30 th September 2014
CO/ET	Evaluation	Evaluation field mission	13 th October to 3 rd November 2014
ET	Evaluation	Aide memoire	3 rd of November 2014
EM	Reporting	Draft Evaluation Report	3 rd of December 2014
EM	Reporting	Final Evaluation Report	4 th of January 2015
CO/RB	Follow-up	Management Response	18 th January 2015

4.

6. Organization of the Evaluation

6.1 Outsourced approach

31. 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.
32. 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.
33. The company, the EM and the ET 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](#).
34. 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

35. The evaluation will be managed by the company's EM 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 an evaluation feedback e-survey.

6.3 Evaluation Conduct

36. The ET will conduct the evaluation under the direction of the EM. The team will be hired by the company following agreement with OEV on its composition.
37. **Team composition.** The evaluation team is expected to include 3 members, including the team leader and 2 evaluators. It should include women and men of mixed cultural backgrounds and a national of the country or a person who deeply understands the national context. Past WFP experience would be an asset.
38. The estimated number of days is expected to be in the range of 48 to 50 for the team leader and 30 to 36 for the evaluators.
39. **Team competencies.** The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas (listed in order of priority):
 - Targeting/food security and vulnerability analysis/programme monitoring
 - School feeding and gender in education
 - Gender sensitive analysis/programming
 - Social protection
40. All team members should have strong analytical, writing and communication skills; evaluation experience and familiarity with the country or region.
41. If one of the team members speaks Farsi, it would be an asset for the evaluation team. However this is not a requirement, as the country office will facilitate translators as appropriate.
42. **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.

43. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; 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 an evaluation feedback e-survey.
44. **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.
45. Team members will: i) contribute to the 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 an evaluation feedback e-survey.

7. Roles and Responsibilities of WFP Stakeholders

46. **The Country Office.** The CO management will be responsible to:
 - Assign a focal point for the evaluation. Moigan Darabi, Senior Programme Assistant 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; provide logistic support during the fieldwork; and arrange for interpretation, if required.
 - Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results and in various teleconferences with the evaluation manager and team on the evaluation products.
 - Organise and participate in two separate debriefings, one internal and one with external stakeholders.
 - Comment on the TORs and the evaluation report
 - Prepare a management response to the evaluation recommendations
 - Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

47. **The Regional Bureau.** The RB management will be responsible to:
 - Assign a focal point for the evaluation. Claudia Ahpoe, Regional Monitoring and Evaluation Advisor, will be the RB focal point for this evaluation.
 - Participate in 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 debriefing and in various teleconferences with the evaluation manager and team, as required.
 - 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 an evaluation feedback e-survey.

48. **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.
49. **The Office of Evaluation.** OEV is responsible for commissioning the evaluation and Grace Igweta, 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, content guides and templates as well as orient the evaluation manager on WFP policies, strategies, processes and systems as required.
 - Comment on the evaluation report and submit the final evaluation report to an external post-hoc quality review 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 on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration.
 - Conduct an evaluation feedback 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

50. 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 49 describes how findings will be disseminated.
51. 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

52. **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).

53. **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.
- Not budget for domestic travel

Please send queries to Grace Igweta, Evaluation Officer, at grace.igweta@wfp.org, +39 06 65 13 2847

Annex 1: Map



Annex 2: Evaluation timeline

	Activity/Deliverables	Entity Responsible					2014												2015																			
		Eval Manager	Eval Team	OEV	CO	RB	June			July			Aug			Sept			Oct			Nov			Dec			Jan			Feb							
							02-Jun	09-Jun	16-Jun	23-Jun	30-Jun	07-Jul	14-Jul	21-Jul	28-Jul	04-Aug	11-Aug	18-Aug	25-Aug	01-Sep	08-Sep	15-Sep	22-Sep	29-Sep	06-Oct	13-Oct	20-Oct	27-Oct	03-Nov	10-Nov	17-Nov	24-Nov	08-Dec	15-Dec	22-Dec	29-Dec	05-Jan	12-Jan
1	Desk review, consultation and preparation of TOR			X																																		
2	Stakeholders comments on TORs				X	X																																
3	Final TOR			X																																		
4	Evaluation company selection and contracting			X																																		
5	Operational documents consolidation and sharing				X																																	
6	Hand-over of eval management to EM	X		X	X	X																																
7	Evaluation team briefing - expectations, requirements, quality	X	X																																			
8	Desk review, Consultation with the CO/RB , drafting of the Inception		X																																			
9	Quality Assurance of the Inception Package	X																																				
10	Comments on Inception Package				X	X																																
11	Final Inception Package																																					
12	Eval mission preparation (setting up meetings,field visits, etc)				X																																	
13	Introductory briefing	X																																				
14	Field work		X																																			
15	Exit debriefing		X																																			
16	Aide memoire		X																																			
17	Evaluation Report drafting		X																																			
18	Quality Assurance of the draft Evaluation Report	X																																				
19	Draft Evaluation Report	X																																				
20	Stakeholders comments on Evaluation Report			X	X	X																																
21	Revision of the report + Evaluation matrix	X	X																																			
22	Final Evaluation Report	X																																				
23	Preparation of the Management Response				X	X																																
24	Management Response				X	X																																
25	Post-hoc Quality Review				X																																	
26	Report Publication + integration in lessons learning			X																																		

Acronyms

BR	Budget Revision
BAFIA	Bureau of Aliens and Foreign Immigrants Affairs
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
CO	Country Office (WFP)
DAC	Development Assistance Committee
EB	(WFP's) Executive Board
EQAS	Evaluation Quality Assurance System
EM	Evaluation manager
ER	Evaluation Report
ET	Evaluation Team
HQ	Headquarters (WFP)
IP	Inception Package
LTA	Long-Term Agreement
NGO	Non-Governmental Organization
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
Mt	Metric Ton
OEV	Office of Evaluation (WFP)
OpEv	Operation Evaluation
RB	Regional Bureau (WFP)
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNEG	United Nations Evaluation Group
WFP	World Food Programme

Annex 2: Evaluation matrix

Key Question 1: How appropriate is the operation?						
Nber	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
1.1	Is the intervention pertinent to the food insecure refugee population needs, including specific needs of women, men, girls and boys?	<p>1.1.1: Relevance of the objectives of the operation regarding the context and needs identified, and of the evolution of needs during the implementation</p> <ul style="list-style-type: none"> - Process and quality of the initial assessment of food security, social protection and education needs - Process and quality of the continuing review of needs during the implementation of the operation - Situation and needs in terms of food security, social protection and education when the programme was designed (food consumption, coping strategies, livelihoods, malnutrition, school enrolment and frequency...); situation and specific needs of women, men, girls and boys - Extent to which the operation represents and appropriately responds to the identified needs <p>1.1.2: Relevance of activities and transfer modalities implemented</p> <ul style="list-style-type: none"> - Quality and relevance of the logic of intervention, and proposed activities to achieve the objectives of the programme - Relevance of the approaches proposed for GFD, school feeding and FFT. Existence of alternatives - Appropriateness of proposed food rations to needs, food habits and expected results - Relevance of skills training activities supported through FFT - Relevance of transfer modalities proposed (food vs. Cash and Voucher) - Relevance of the organization of distributions - Level of participation of stakeholders, including beneficiaries, in the definition of activities, modalities and ration composition 	<ul style="list-style-type: none"> - WFP staff implicated in the programme design - Government at national and regional level, UNHCR, settlement authorities - School and skills training centre staff - Refugee council - Beneficiaries - Project document - Needs assessment reports - Other relevant documents <ul style="list-style-type: none"> - Stakeholders staff (WFP, UNHCR, BAFIA, refugee councils, schools and skills training centres, students' parents, beneficiaries) - Other key informants - Project document - Food security, livelihoods, education assessment reports - Technical documents on activities' conception and implementation 	<ul style="list-style-type: none"> - Semi structured interviews - Restitution of preliminary findings - Literature review <ul style="list-style-type: none"> - Semi structured interviews - Restitution of preliminary findings - Literature review 	<p>Triangulation of evidences</p> <p>Validation of preliminary findings in restitutions</p>	<p>Lack of secondary information on beneficiary needs. To be compensated during the field mission</p> <p>OK</p>

		<ul style="list-style-type: none"> - Level of satisfaction of beneficiaries on activities implemented <p>1.1.3: Relevance of beneficiary targeting and coverage</p> <ul style="list-style-type: none"> - Relevance of the targeting of refugees in camps vs. out of camps - Relevance of targeting criteria for GFD - Relevance of targeting of girls for THR - Quality of the selection process, including complaint mechanism - Level of participation and satisfaction of stakeholders (including beneficiaries) in the definition of selection criteria and in the beneficiary selection process 	<ul style="list-style-type: none"> - Stakeholders staff (WFP, UNHCR, BAFIA, refugee councils, schools and skills training centres, students' parents, beneficiaries – full and reduced rations) - Other key informants - Project document - Food security, livelihoods, education assessment reports - Targeting approach conception documents 			No information available at inception stage on the targeting approach
1.2	Is the intervention coherent with Government policies and with other humanitarian interventions?	<p>1.2.1: Coherence of the operation with Government policies and strategies on refugees, food security, livelihoods, education, durable solutions, in term of:</p> <ul style="list-style-type: none"> - Objectives - Approaches - Priorities <p>1.2.2: Coherence of the operation with other humanitarian interventions:</p> <ul style="list-style-type: none"> - UNHCR and WFP MoU at global and national level - Other activities supported by UNHCR - Activities supported by other actors 	<ul style="list-style-type: none"> - Government institutions staff (BAFIA and other relevant sectorial bodies) - Documents on national and regional policies, strategies and national programmes - Project document - UNHCR, donors and other stakeholders' staff - UNHCR-WFP MoU 	<ul style="list-style-type: none"> - Semi structured interviews - Literature review - Semi structured interviews - Literature review 	<p>Comparison of the programme's objectives, activities, standards and approaches with national policies and strategies and other interventions' objectives and activities</p>	<p>OK</p> <p>MoU UNHCR – WFP not available at inception stage</p>
1.3	Is the operation coherent with WFP policies, strategies and normative guidance	<p>1.3.1: Coherence of the operation with WFP strategic plans 2008-2013 and 2014-2017, in terms of:</p> <ul style="list-style-type: none"> - objectives - activities - indicators - modalities... 	<ul style="list-style-type: none"> - WFP representative and head of programme - WFP strategic plans 	<ul style="list-style-type: none"> - Semi structured interviews - Literature review 	<p>Comparison of the programme's objectives, activities, approaches</p>	OK

		<p>1.3.2: Coherence of the operation with WFP regional strategy</p> <p>1.3.3: Coherence of the operation with WFP sectorial policies and technical guidance in terms of:</p> <ul style="list-style-type: none"> - GFD - School Feeding - FFT - Gender - Social protection 	<ul style="list-style-type: none"> - WFP regional strategy - Senior regional programme advisor - Regional M&E advisor - WFP technical staff - Policies and technical guidance documents 	<ul style="list-style-type: none"> - Literature review - Semi structured interviews - Literature review 	<p>and modalities with the objectives and guidance of strategic plans and technical guidance documents</p>	<p>Uncertain, no information available at inception stage</p> <p>OK</p>
Key Question 2: What are the results of the operation?						
Nber	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
2.1	What is the level of attainment of the expected outputs	<p>2.1.1: GFD</p> <ul style="list-style-type: none"> - Number of extremely food-insecure refugee household members by age group and gender receiving partial rations as percentage of planned - Number of moderately food-insecure refugee households members by age group and gender receiving full rations as percentage of planned - Quantity of WFP food distributed, disaggregated by type, as % of planned <p>2.1.2: School feeding</p> <ul style="list-style-type: none"> - Number of primary girl students receiving WFP assistance per month - Number of secondary girl students receiving WFP assistance per month - Number of female teachers (primary schools in settlements) receiving WFP assistance per month - Number of female teachers (secondary schools in settlements) receiving WFP assistance per month 	<ul style="list-style-type: none"> - Schools - Skills training centres - Refugee councils - Schools and training centres staff - Students - Students' parents - Beneficiaries of GFD - Partners - Standard Project Reports - Monthly distribution reports - Partner's reports - M&E reports 	<ul style="list-style-type: none"> - Semi-structured interviews: individual (partner, schools and training centres staff) and focus groups (beneficiaries, students, parents) - Observation - Literature review - Restitution of preliminary findings 	<p>Comparison between planned and attained outputs using tables and graphs</p> <p>Triangulation of evidences</p> <p>Validation of preliminary findings in restitutions</p>	<p>OK</p> <p>OK</p>

		<ul style="list-style-type: none"> - Quantity of WFP food distributed as percentage of planned by food type <p>2.1.3: FFT</p> <ul style="list-style-type: none"> - Number of trainees from WFP assisted settlements enrolled and attending skill training courses by age group and gender and type of training, receiving WFP assistance - Quantity of WFP food distributed as percentage of planned food type 				OK
2.2	To what extent the outputs attained have contributed to the achievement of the defined objectives and/or have resulted in positive, negative, expected or unexpected effects?	<p>2.2.1: Outcome measurement: GFD</p> <ul style="list-style-type: none"> - Food consumption score: percentage of households with poor food consumption score - Diet diversity score, disaggregated by sex of household head <p>2.2.2: Outcome measurement: school feeding</p> <ul style="list-style-type: none"> - Retention rate of primary and secondary school girls - Enrolment rate of girls in WFP primary and secondary schools <p>2.2.3: Outcome measurement: FFT</p> <ul style="list-style-type: none"> - % of women and men who graduated from skills training courses <p>2.2.4 Cross cutting issues</p> <ul style="list-style-type: none"> - Proportion of assisted women, men or both women and men who make decisions over the use of the food within the household - Proportion of women beneficiaries in leadership position of project management committees in refugee council of the settlements - Proportion of women project management committee members trained on modalities of food distribution - Proportion of assisted people who do not experience safety problems to/from and at WFP programme sites - Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain) - Proportion of project activities implemented with the engagement of complementary partners 	<ul style="list-style-type: none"> - Standard Project Reports - Partners reports - Post distribution monitoring reports <ul style="list-style-type: none"> - Standard Project Reports - Partners reports <ul style="list-style-type: none"> - Standard Project Reports - Partners reports <ul style="list-style-type: none"> - Beneficiaries, men and women - Refugee organizations, refugee councils - Partners 	<ul style="list-style-type: none"> - Literature review <ul style="list-style-type: none"> - Literature review <ul style="list-style-type: none"> - Literature review <ul style="list-style-type: none"> - Individual and focus group interviews 	<ul style="list-style-type: none"> - Comparison between targets and achieved - Comparison between targets and achieved - Comparison between targets and achieved 	<p>OK</p> <p>No measured</p> <p>Not measured</p> <p>Not measured</p> <p>Not measured</p>

		<ul style="list-style-type: none"> - Amount of complementary funds provided to the project by partners (including NGOs, civil society, private sector, international financial institutions and regional development banks - Number of partner organizations that provide complementary inputs and services <p>2.2.5: Other effects, positive or negative</p> <ul style="list-style-type: none"> - Women empowerment - Relations between men and women - Beneficiary security - Partner's capacities - Education and skills training institutions capacities - Refugee organization and social coherence - Relations between refugees and local population - Beneficiary livelihoods - Other 	<ul style="list-style-type: none"> - WFP CO staff - Partner's staff - Refugee councils - Local authorities - UNHCR - Beneficiaries 	<ul style="list-style-type: none"> - Individual and focus group interviews - Observation - Restitution of preliminary findings 		OK
2.3	To what extent activities implemented are complementary within themselves, with other WFP operations and with interventions of other actors to contribute the overriding objectives of WFP in the country?	<p>2.3.1: Synergies and complementarity of the activities of the operation in term of:</p> <ul style="list-style-type: none"> - Geographic convergence - Coherence of approaches - Technical coherence - Partnership - Other aspects <p>2.3.2: Relations with the other actors intervening in the same areas/population/sectors and perception they have on the operation</p>	<ul style="list-style-type: none"> - WFP CO staff - Partner's staff - UNHCR - Other UN agencies - Actors intervening in the same areas/population/sectors - Beneficiaries - Project documents of previous and other on-going programmes (design, evaluations) 	<ul style="list-style-type: none"> - Semi structured interviews - Literature review - Restitution of preliminary findings 	<p>Identification and analysis of convergence/synergies aspects and contradictory approaches and overlaps</p> <p>Validation during restitutions</p>	<p>OK</p> <p>OK</p>
2.4	What is the efficiency of the operation and what are the perspectives of	<p>2.4.1: Perspective of continuation of the activities and their effects</p> <ul style="list-style-type: none"> - Existence/relevance of the exit strategy and measures planned to support the sustainability of actions - Use of lessons learnt from previous programmes 	<ul style="list-style-type: none"> - WFP CO staff - Partner's staff - Schools and training centres staff 	<ul style="list-style-type: none"> - Individual and focus group interviews 	<p>Triangulation of evidences</p>	OK

	sustainability of the effects after the end of the implementation period of the programme?	- Level of sustainability of actions in term of appropriation by national actors, social and organizational, technic, economic institutional, environmental	- Refugee councils - Beneficiaries - Other key informants	- Observation - Restitution of preliminary findings	Validation during restitutions	
Key Question 3: Why and how has the operation produced the observed results?						
Nber	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
3.1	What are the internal (implementing, under WFP control) factors that have positively or negatively affected the implementation of activities and the achievement of objectives?	3.1.1: Quality and efficiency of the operation's implementation, in term of: - Planning process and appropriateness and respect of activities' implementing periods - Institutional arrangements, decision making process and constraints management - Logistic and food procurement (procurement, transport, storage, losses, management of pipeline breaks,...) - Quality and constraints of partnerships, partner's capacity - Normative guidance available for each component - Administrative and financial management of the operation (appropriateness and respect of procedures) - Cost of the operation regarding benefits generated - M&E and reporting systems - Resource mobilisation strategy - Support provided by the CO, RB and HQ - Appropriateness, competences and capacities of staff - Participation in sectorial coordination mechanisms - Appropriateness and quality of the management of material means available	- WFP representative and head of programme - WFP CO staff - Partners - Donors - Participants in coordination mechanisms - Documents of planning of activities - Logistic, administration and finance management tools - Distribution reports - Partners reports - M&E reports - Project equipment - Project budget and financial reports - MoU with partners	- Semi-structured interviews - Literature review - Observation - Restitution of preliminary findings	- Triangulation of evidences - Validation in restitutions	OK
3.2	What are the external factors that have positively or negatively	3.2.1: Positive and negative effect of contextual factors - Political, economic, institutional and security situation - Existence/quality/appropriateness of national policies and strategies, and institutional support to the operation	- WFP representative and head of programme - WFP CO staff - BIAFA	- Semi-structured interviews - Literature review - Observation	- Triangulation of evidences	ok

	<p>affected the implementation of activities and the achievement of objectives?</p>	<ul style="list-style-type: none"> - Evolution of the food security and livelihoods situation of refugees - Situation of women and girls - Other constraints faced by beneficiaries - Efficiency and constraints related to the education system for refugees - Socio-cultural characteristics and knowledge, behaviour of beneficiaries - Access to beneficiaries - Environment and climate - Communication infrastructures - Level of mobilization of donors 	<ul style="list-style-type: none"> - UNHCR - Donors - School and training centres staff - Refugee councils - Beneficiaries - Other key informants - Policy and strategy documents - Sitreps - Partners reports - M&E reports - Project equipment 	<ul style="list-style-type: none"> - Restitution of preliminary findings 	<ul style="list-style-type: none"> - Validation in restitutions 	
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Annex 3: List of the settlements selected for the evaluation mission

Province	Proposed camps	Characteristics regarding selection criteria							Other aspects to consider
		WFP activities	Nationality/ ethnicity	Population	Distance to border	Access to working opportunities	Existence of women committee	Quality of management	
Fars	Jahrom	GFD, SF	Iraqis, Arabs and Kurds	Small (220)	Far	No information	No	Good	According to WFP a good example of wheel functioning food distribution
Kerman	Bardsir	GFD, SF, FFT	Afghans	Large (3000)	Far	Less	Yes	No information	One of the two camps with FFT
Khorasan-e-Razavi	Torbat-e-jam	GFD, SF	Afghans	Large (4200)	Close	More	Yes	No information	Close to a city, good situation for refugees
Markazi	Saveh	GFD, SF	Afghans	Large (5000)	Far	More	No	No information	Agriculture programme which involves refugees
West Azerbaijan	Ziveh	GFD, SF	Kurd Iraqis	Small (400)	Close	No information	No	No information	Cross-boarding, relations with relatives
Yazd	Ardakan	GFD, SF	Afghans	Large (2800)	Far	No information	No	Low	

Annex 4: Literature

Danish refugee Council Iran; Accountability Framework; May 2014

Islamic Republic of Iran; Labour Code, dated 20 November 1990

Moossavi, N.; Final Report of Consultancy on Gender for the UNCT; Implementation of Gender Equality Standards in Iran: Mission Impossible?; January 2013

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Squire, C., Education of Afghan Refugees in the Islamic Republic of Iran, UNESCO, Teheran, December 2010

UNHCR, Governments of Afghanistan, Pakistan and The Islamic Republic of Iran; International Conference on the Solutions Strategy for Afghan Refugees to Support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries; Geneva, Switzerland; 2-3 May 2012

UNHCR Iran; Fact sheet; March 2014

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WFP, Gender Policy; February 2009

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WFP; Revised School Feeding Policy, Promoting Innovation to Achieve National Ownership; 2013

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WFP; Summary Report of the Evaluation of Protracted Relief and Recovery Operation – Iran 6126.00; October 2002

WFP; Full Report of the Evaluation of Iran PRRO 6126 – “Food Assistance and Support for Repatriation of Iraqi and Afghan Refugees in Iran”; September 2002

WFP, Office of Evaluation, Evaluation of WFP's 2009 Gender Policy: “This time around?” January, 2004

WFP, Summary Evaluation Report of the WFP Gender Policy 2008- 2013, January 2014

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WFP, FEWSNET; A Regional View of Wheat Markets and Food Security in Central Asia; July 2011

WFP Iran; Protracted Relief and Recovery Operation 200310, Operation design document; 2013

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WFP Iran; Budget Revision 2, narrative; 2014

WFP Iran; Executive brief, May 2014

WFP Iran; Standard Project Report 2013

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WFP Iran, Food Security and Livelihoods Vulnerability Analysis of Afghan and Iraqi Kurd Refugee Households Encamped in Iran, June 2004

WFP Iran; Situation Analysis to Determine Transfer Modality of WFP Assistance to Refugees inside the Settlements, PRRO 200310; February 2013

WFP, UNHCR, BAFIA; Joint Assessment Mission; Settlement-Based Refugees; July 2012

WFP, UNHCR, BAFIA; Joint Assessment Mission; Settlement-Based Refugees; June 2008

WFP, UNHCR, BAFIA; Joint Assessment Mission; Settlement-Based Refugees; May 2006

WFP, UNHCR, BAFIA; Joint WFP/UNHCR and BAFIA Monitoring Visits to Afghan and Iraqi Settlements in Iran; September 2013

WFP, UNHCR, BAFIA; Joint WFP/UNHCR and BAFIA Monitoring Visits to Afghan and Iraqi Settlements in Iran; December 2013

WFP, UNHCR, BAFIA; Joint WFP/UNHCR and BAFIA Post-Distribution Monitoring Report; July 2014

WFP, Government of the Islamic Republic of Iran; Letter of Understanding, PRRO 200310

Annex 5: List of persons met

Institution	Name	Position
4.1.1. WFP	4.1.2. Negar Gerami	4.1.3. Country Director
4.1.4. WFP	4.1.5. Mojgan Darabi	4.1.6. Senior Programme Assistant
WFP	Nastaran Abassi	Programme Assistant
WFP	Saeid Honaramooz	Head of Logistic Unit
WFP	Dara Darbandi	Head of Public Information & Fundraising Unit
WFP	Fariba Shekarriz	Senior Finance Assistant
UN/UNDP	Gary Lewis	UN Resident Coordinator
UNHCR	Sivanka Dhanapala	Country Representative
4.1.7. UNHCR	4.1.8. Fathia Abdalla	4.1.9. Deputy Country Representative
4.1.10. UNHCR	4.1.11. Indira Beganovic	4.1.12. Protection Officer
UNHCR	Arash beh Azin	Field Officer
UNHCR	Jose Egas	Senior Programme Officer
UNHCR	Amir Hossein Kowsar	Assistant Protection Officer, Sub-office Mashhad
UNHCR	Saeed Saberian Ghassemi	Programme Associate, Sub-office Mashhad
UNHCR	Annheli Aldhammar	Senior Field Officer
UNHCR	Giuseppe Di Caro	Head of Su-office Kerman
UNHCR	Behnam Moharrek	Programme Associate
UNHCR	Iman Sadat Mahdavi	Assistant Protection Officer
BAFIA		Department of International Affairs
BAFIA	Mrs Mahmoudy	WFP focal point
BAFIA	Mr. Shamseddini	Head of Provincial BAFIA Kerman
BAFIA	Mr. Momeni	Settlements focal point BAFIA Kerman
BAFIA	Mr. Salari	Settlement Manager Bardsir
BAFIA	Mr. Afrazi	Warehouse keeper, Bardsir
BAFIA	Mr. Zarehzadeh	Head of Provincial BAFIA Yazd
BAFIA	Mr. Saadatmand	Settlement Manager, Ardakan
BAFIA	Mr. Mollanaoori	Warehouse keeper, Ardakan
BAFIA	Mr. Keramati	Head of Provincial BAFIA, Fars
BAFIA	Mr. Pahlevani	Settlement Manager and warehouse keeper, Jarhom
BAFIA	Mr. Ajami	Head of Provincial BAFIA, Khorasan e Razavi
BAFIA	Ms. Erfanpour	Settlement focal point, Provincial BAFIA, Khorasan e Razavi
BAFIA	Mr. Ahmadi	Deputy Head of Provincial BAFIA, Khorasan e Razavi
BAFIA		Head of International Relations, Provincial BAFIA, Khorasan e Razavi
BAFIA	Mr. Najarzadeh	Settlement Manager, Torbat e Jam
BAFIA	Mr. Rezaie	Warehouse keeper, Torbat e Jam
BAFIA	Mr. Dehghanpour	Head of Provincial BAFIA, West Azerbaijan
BAFIA	Mr. Aghapour	Settlement focal point, Provincial BAFIA, West Azerbaijan
BAFIA	Mr. Sotoodeh	Settlement Manager and warehouse keeper, Ziveh
BAFIA	Mr. Al e Yasin	Head of Provincial BAFIA, Markazi
BAFIA	Mr. Zeinali	Settlement focal point, Provincial BAFIA, Markazi
BAFIA	Mr. Zabihi	Settlement Manager, Saveh
BAFIA	Mr. Rezaie	Warehouse keeper, Saveh
German Embassy	Olivier Portoff	First Secretary, Head of the Economic & Commercial Section
French Embassy	Kévin Magron	First Secretay

Annex 6: Evaluation mission schedule

Date	Activity
4.1.13.Oct 10	4.1.14.Travel Madrid – Teheran (team leader)
4.1.15.Oct 11	4.1.16.Briefing at WFP office in Teheran
4.1.17.Oct 12	4.1.18.Interviews of stakeholders in Teheran
4.1.19.Oct 13	Interviews with WFP units and stakeholders in Teheran 4.1.20. Travel Teheran - Kerman
4.1.21.Oct 14	Interview with Provincial BAFIA, Kerman Visit of Bardsir Settlement 4.1.22. Interview with UNHCR sub-office, Kerman
Oct 15	Visit of Bardsir settlement Travel Bardsir - Yazd
Oct 16	Interview with Provincial BAFIA, Yazd Visit of Ardakan Settlement
Oct 17	Travel Yazd - Shiraz
Oct 18	Visit of Jarhom settlement Travel Shiraz - Mashhad
Oct 19	Interview with Provincial BAFIA, Mashhad Interview with UNHCR sub-office, Mashhad Team work
Oct 20	Visit of Torbat e Jam Settlement Travel Mashhad - Teheran
Oct 21	Travel Teheran - Orumieh
Oct 22	Interview with Provincial BAFIA, Orumieh Visit of Ziveh settlement
Oct 23	Team work
Oct 24	Travel Orumieh - Arak
Oct 25	Meeting with Provincial BAFIA, Markhazi Visit of Saveh settlement
Oct 26	Visit of Saveh settlement Travel Saveh - Teheran
Oct 27	Interview with WFP Preparation of debriefing
Oct 28	Preparation of debriefing Internal debriefing
4.1.23. Oct 29	Debriefing with BAFIA 4.1.24. Team work
4.1.25. Oct 30	Debriefing with UNHCR 4.1.26. Team work
Oct 31	Travel Teheran – Madrid (team leader)

In addition to interviews with settlement managers and warehouse keepers, the following interviews have been carried out during settlement visits:

- Refugee councils: 6 + 3 specific interviews with women members of refugee councils
- Women committees: 1
- Women teachers: 4
- School principals: 2
- Health centres staff: 5
- Girls focus group: 3
- Women focus group: 6
- Men focus group: 5
- Individual households: 7

- Participatory wealth rankings: 2
- Bakery visit: 1

Annexe 7: List of refugee settlements in Iran

Province	Settlement	Population (March 2013)		
		Afghans	Iraqis	Total
Bushehr	Dalaki	150	0	150
Fars	Jahrom	0	220	220
	Sarvestan	450	0	450
Kerman	Rafsanjan	4 800	0	4 800
	Bardsir	3 000	0	3000
Kermanshah	Songhor	0	70	70
Khorasan e Razavi	Torbat-e-jam	4 200	0	4 200
Khuzestan	BaniNajar/Ansar	2 400	137	2537
Kurdestan	Varmahang	0	9	9
Lorestan	Abazar	70	110	180
Markazi	Saveh	5 000	0	5 000
Semnan	Mohajerin	3 750	0	3 750
West Azerbaijan	Ziveh	0	400	400
	Dilzeh	0	150	150
	Bezileh	0	65	65
Yazd	Ardakan	2 800	0	2 800
	Meybod	1 200	0	1 200
	Taft	1 000	0	1 000
Zanjan	Soltanieh	0	19	19
Total Population (All Settlements)		28 820	1 180	30 000

Annex 8: Average monthly caloric value of rations distributed by camp for the GFD

Figure 16: Abazar settlement: Monthly caloric value of rations

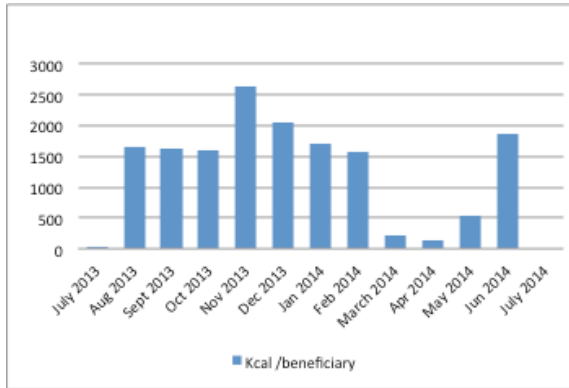


Figure 17: Ardakan Settlement: Monthly caloric value of rations

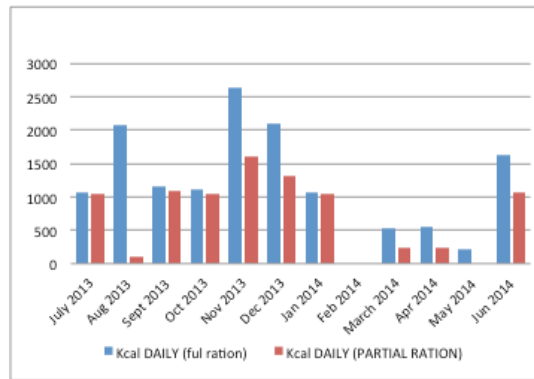


Figure 18: Bani Najar Settlement: Monthly caloric value of rations

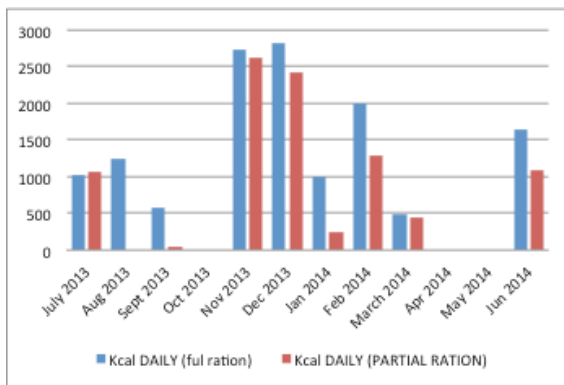


Figure 19: Bardsir settlement: Monthly caloric value of rations

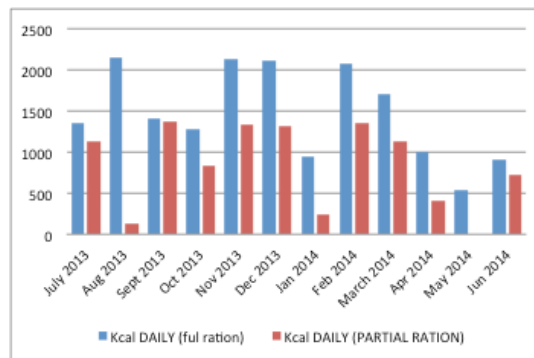


Figure 20: Bezileh settlement: Monthly caloric value of rations

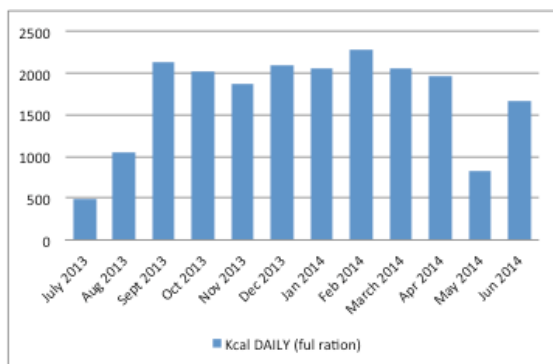
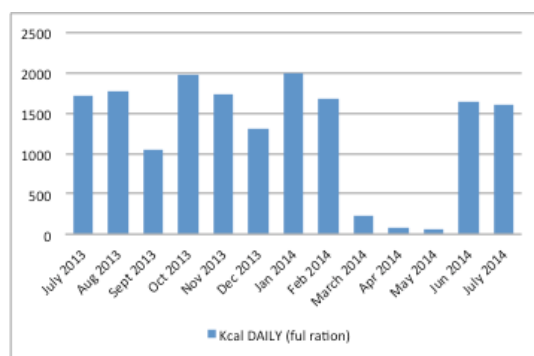
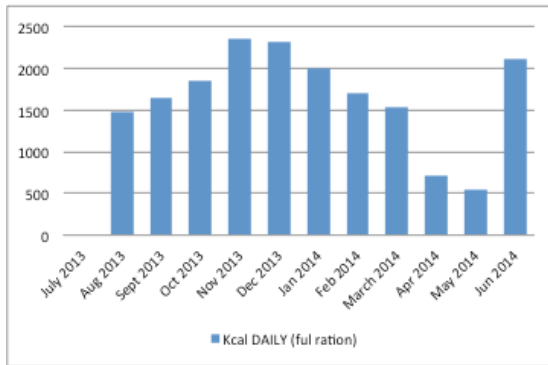


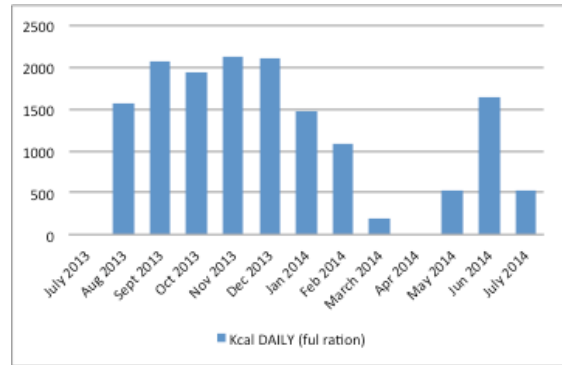
Figure 21: Dalaki Settlement: Monthly caloric value of rations



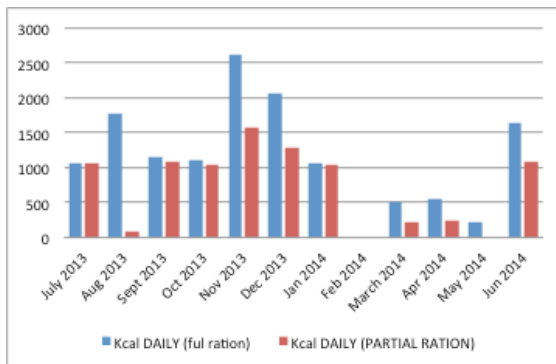
**Figure 22: Dilzeh settlement:
Monthly caloric value of rations**



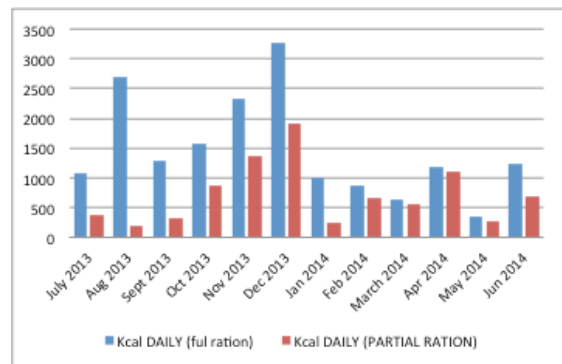
**Figure 23: Jahrom settlement:
Monthly caloric value of rations**



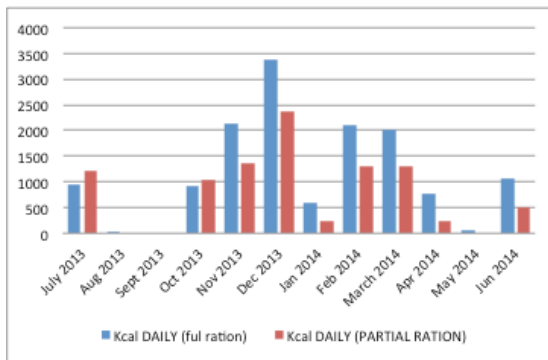
**Figure 24: Meybod settlement:
Monthly caloric value of rations**



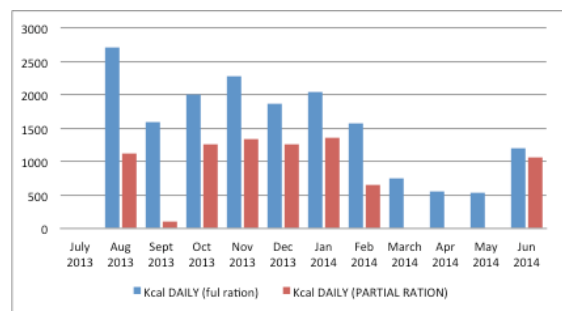
**Figure 25: Mohajerin settlement:
Monthly caloric value of rations**



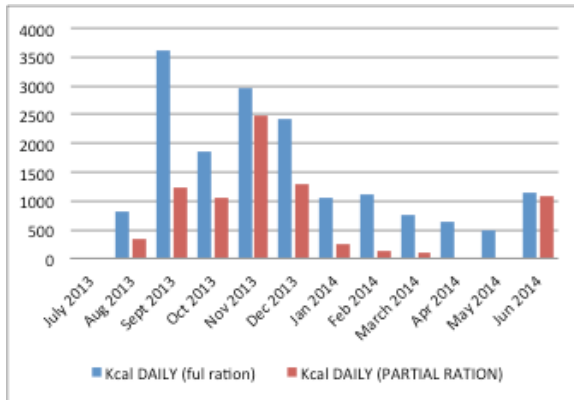
**Figure 26: Rafsanjan settlement:
Monthly caloric value of rations**



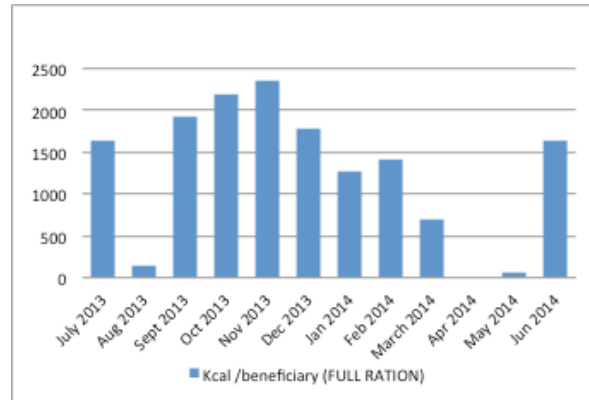
**Figure 27: Sarvestan settlement:
Monthly caloric value of rations**



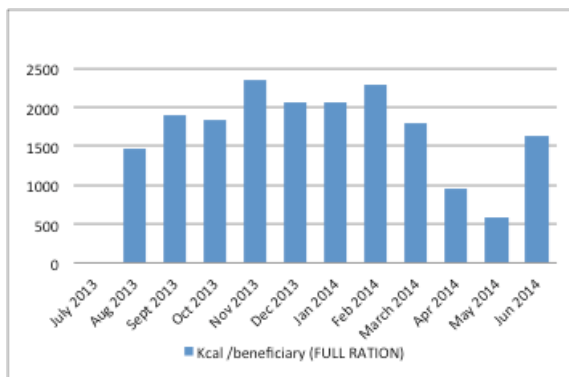
**Figure 28: Saveh settlement:
Monthly caloric value of rations**



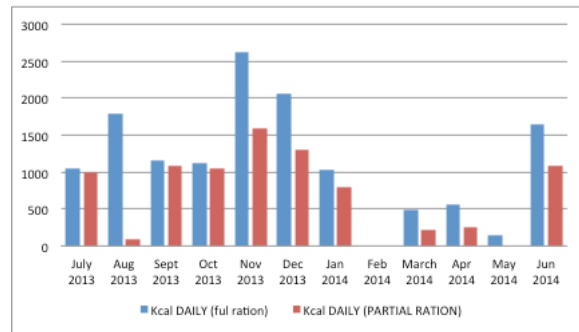
**Figure 29: Soltanieh settlement:
Monthly caloric value of rations**



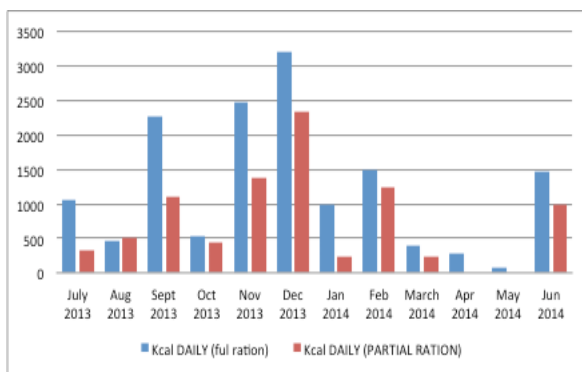
**Figure 30: Songhor settlement:
Monthly caloric value of rations**



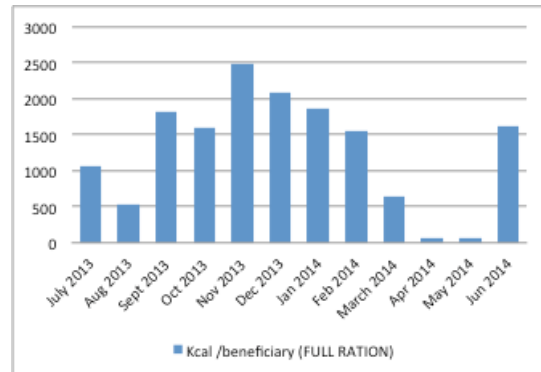
**Figure 31: Taft settlement:
Monthly caloric value of rations**



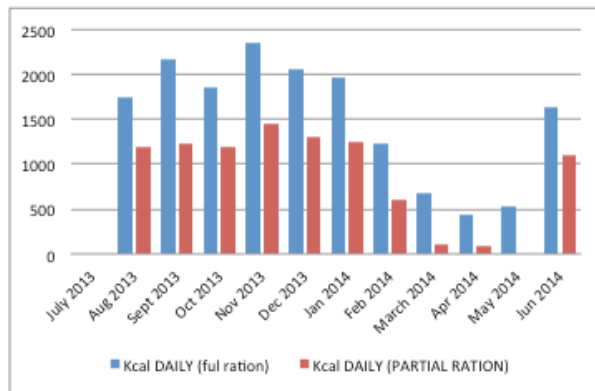
**Figure 32: Torbat e Jam settlement:
Monthly caloric value of rations**



**Figure 33: Vermahang settlement:
Monthly caloric value of rations**



**Figure 34: Ziveh settlement:
Monthly caloric value of rations**



Annex 9: Alpha Value

Change rate 30th November: 1 USD = 26.816 rials

Price of commodities on local market: Torbat e Jam: City market

Oil: 40,000 Rials/850 g	= 1755 USD/mt
Rice: 50,000 Rials/kg	= 1864 USD/mt
Lentils: 30,000 rials/kg	= 1119 USD/mt
Sugar: 24,000 rials/kg	= 895 USD/mt
Wheat flour: 20,000 rials/kg	= 746 USD/mt

Cost of food purchases (Commodity price + Shipping rate + Inland transportation⁹¹)

Rice:	603,15 USD/mt
Oil:	1468,37 USD/mt
Sugar:	723,15 USD/mt
Lentils:	1140,11 USD/mt
Wheat flour (local purchase):	516 USD/mt

Alpha value per commodity:

Rice: 3,09
Lentils: 0,98
Oil: 1,19
Wheat flour: 1,44
Sugar: 1,24

Alpha value per ration:

Full ration:

	Local market	Food purchase
Rice	0,25	0,080
Lentils	0,074	0,076
Oil	0,053	0,044
Wheat flour	0,22	0,15
Sugar	0,014	0,012
Total	0,611	0,362

Alpha value: 1,69

⁹¹ Costs for inland transportation taken in account are the specific costs per commodity provided by WFP, and not the average LTSH value.

Partial ration:

	Local market	Food purchase
Wheat flour	0,22	0,15
Oil	0,027	0,022
Lentils	0,037	0,038
Total	0,28	0,21

Alpha value: 1,33

Take home rations

Alpha value: 1,19

Acronyms

AGDM	Age, Gender, and Diversity Mainstreaming
BAFIA	Bureau of Aliens and Foreign Immigrants Affairs, Ministry of Interior
BR	Budget Revision
C&V	Cash and Voucher
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CHW	Community Health Worker
CO	Country Office
DC	Distribution Committee
DRC	Danish Refugee Council
ECW	Enhanced Commitments to Women
FCS	Food Consumption Score
FFA	Food For Asset
FFE	Food For Education
FFT	Food For Training
FFW	Food For Work
FHH	Female Headed Household
FRWO	Forest, Rangelands and Watershed Management Organization
GFD	General Food Distribution
HISE	Health Insurance Scheme
JAM	Joint Assessment Mission
JPDM	Joint Post-Distribution Monitoring
LOU	Letter Of Understanding
LTSH	Landside Transport, Storage and Handling
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MOE	Ministry of Education
MOHME	Ministry of Health and Medical Education
NDMO	National Disaster Management Organization
NDP	National Development Plan
NGO	Non Governmental Organization
NRC	Norwegian Refugee Council
OCHA	Office for the Coordination of Humanitarian Affairs
ODOC	Other Direct Operational Costs
OEV	Office of Evaluation
PA	Participatory Assessment

PHC	Primary Health Care
PRRO	Protracted Relief and Recovery Operation
PTA	Parents and Teachers Association
RB	Regional Bureau
RC	Refugee Council
SF	School Feeding
SGBV	Sex and Gender Based Violence
SRF	Strategic Results Framework
SSAR	Solutions Strategy for Afghan Refugees
SWO	State Welfare Organization
SO	Strategic Objective
THR	Take Home Ration
ToR	Terms of Reference
TVTO	Technical and Vocational Training Organization
UNDAF	United Nations Development Assistance Framework
UNEG	United Nation Evaluation Group
UNHCR	United Nations High Commissioner for Refugees
VPWFA	Vice Presidency for Women and Family Affairs
WC	Women's Committee
WFP	World Food Programme
WRF	World Relief Foundation

Rome, date, report number

Office of Evaluation

www.wfp.org/evaluation



World Food Programme