

OPERATION EVALUATION

Cameroon, Protracted Relief and Recovery Operation 200552
Food and Nutrition Assistance to Nigerian and Central African
Refugees and Host Populations in Cameroon
(2013-2016)

Endline Evaluation Report

May, 2016

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World Food Programme



Acknowledgements

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Disclaimer

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Operation fact sheet

Cameroon Protracted Relief and Recovery Operation 200552			
Approval	The operation was approved by Executive Director in October 2013		
Amendments	There has been one substantial amendment to the initial project document: BR#2, approved by the RBD Regional Director in August 2015, extended the duration of the PRRO 200552 by six months (until 31 March 2016) and reduced the total number of beneficiaries as a result of the transfer of the caseloads of Nigerian refugees and newly arrived Central African refugees to Regional EMOPs 200700 and 200799 respectively.		
Duration	Initial: 1 October 2013 – 30 September 2015 (24 months)	Revised (BR#2): 1 October 2013 – 31 March 2016 (30 months)	
Planned beneficiaries	Initial: 276,560 ¹	Revised: 143,173 ²	
Planned food requirements	Initial: Food and related costs: 19,385 mt Cash and vouchers: US\$ 0 Total Direct Costs: US\$ 22,257,152 Total Indirect Costs: US\$ 1,559,261	Revised: Food and related costs: 4,030 mt Cash and vouchers: US\$ 0 Total Direct Costs: US\$ 4,205,146 Total Indirect Costs: US\$ 294,360	
US\$ requirements	Initial: US\$ 23,834,413	Revised: US\$ 28,333,919	
OBJECTIVES, OUTCOMES AND ACTIVITIES			
Contributes to millennium development goals 1,3 and 4; and UNDAF Pillars 1 and 5	WFP SO	Operation specific objectives and outcomes	Activities
	Cross-cutting results	Gender: Gender equality and empowerment improved	
		Partnerships: Food assistance interventions coordinated and partnerships developed and maintained	
		Protection and Accountability to Affected Populations: WFP assistance delivered and utilized in safe, accountable and dignified conditions	
	Strategic Objective 1	Objective 1: Save lives and protect livelihood in emergencies	
		Outcome 1.1 Adequate food consumption over assistance period for targeted households, communities and refugees.	- General Food Distribution (GFD) for Nigerian and Central African refugees [following BR2, GFD activities transferred to Regional EMOPs 200777 and 200799]
	Strategic Objective 3	Objective 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs;	
		Outcome 3.1: Adequate food consumption over assistance period for targeted households, communities and refugees	-Food assistance for assets/trainings (FFA/T) : (disaster risk reduction and climate change adaptation activities)
	Strategic Objective 4	Objective 4: Reduce undernutrition and break the intergenerational cycle for hunger.	
		Outcome 4.1: Undernutrition including micronutrient deficiencies amongst children aged 6–59 months, pregnant and lactating women and PLHIV is reduced.	-Targeted Supplementary Feeding Programme (TSF): - Complementary feeding and food-by-prescription (FbP) Following BR#2, only TSF (6-59s and PLW) and Complementary Feeding (10%) for children aged 6-23 months from host population.

¹ This figure counts all beneficiaries including those receiving support from more than one activity. When adjusted, the total is 100,200 (see project document page 11)

² Without overlap with other projects (Ref. Cameroon Operations Document 200552_Budget Revision).

PARTNERS

Government	Directorate of Health Promotion, Regional delegations of the Ministry of Health, Ministry of Agriculture and Rural Development;
United Nations	UNICEF, UNHCR
NGOs	The International Medical Corps, International Federation of Red Cross and Red Crescent Societies, Plan Cameroon, Saïd, Sana Logone, Public Concern
Community based groups	Community health workers, and village support groups help assist with active screening, sensitization, and follow ups

RESOURCES (INPUTS)

Contribution received as of 19 November 2015

US\$ 10, 664, 172

% against appeal: 37%

% of operation time elapsed: 87%

Figure 1: PRRO Planned versus Actual Funding by Year

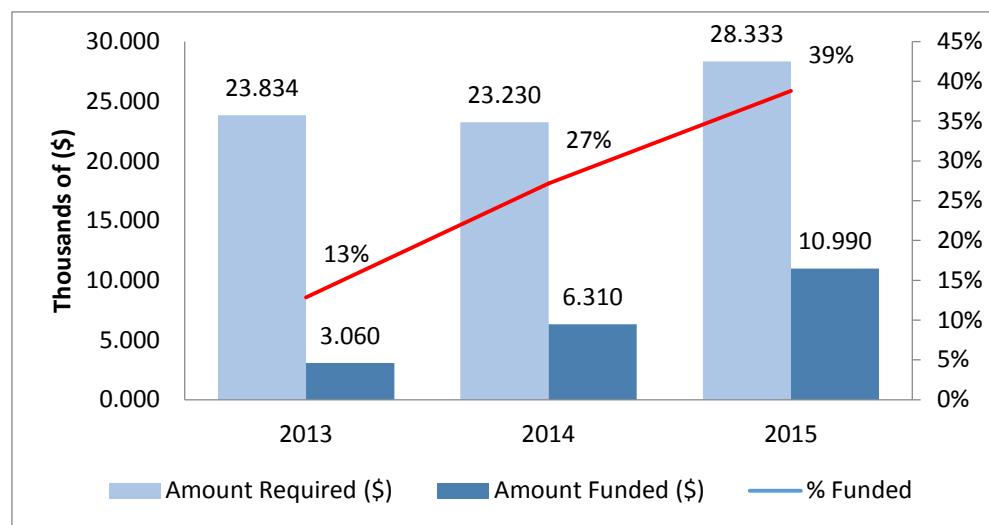


Figure 2: Funding as % of total requirement, Oct 2013

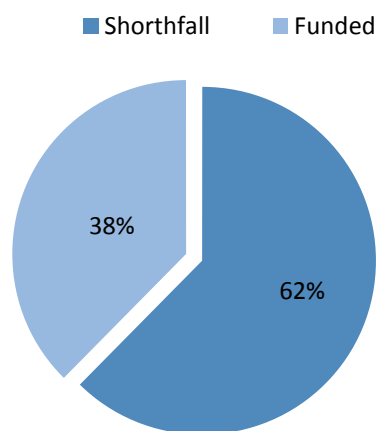
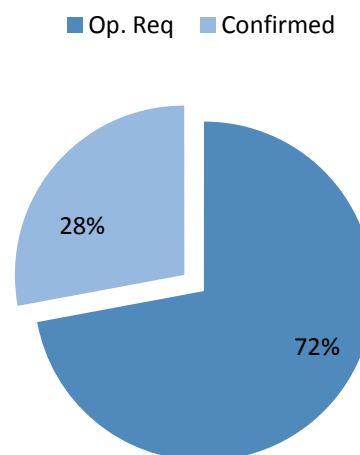


Figure 2: Funding as % of total requirement for Budget Revision #2, Oct 2015³

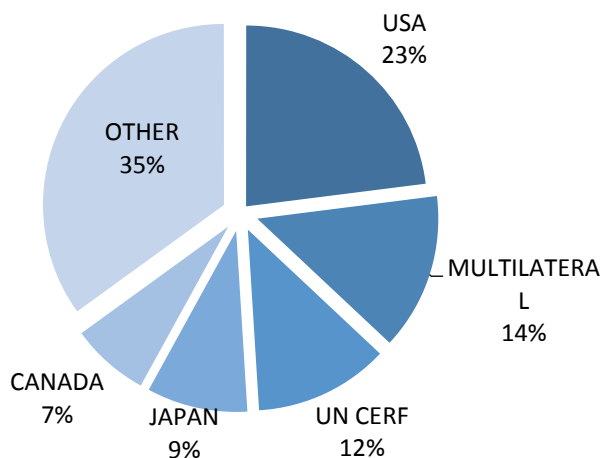


³ <http://documents.wfp.org/stellent/groups/public/documents/research/wfp228935.pdf>

Top 5 donors and shares of received contributions:

USA: 23%
 Multilateral: 14%
 UN CERF: 12%
 Japan: 9%
 Canada: 7%

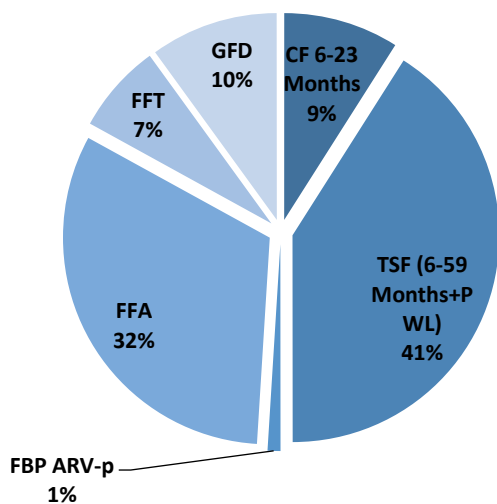
Figure 4: Top five donors



PLANNED OUTPUTS (at design)

Figure 5: Planned % of beneficiaries by activity

As of PRRO proposal, Oct 2013



As of BR#2, Oct 2015

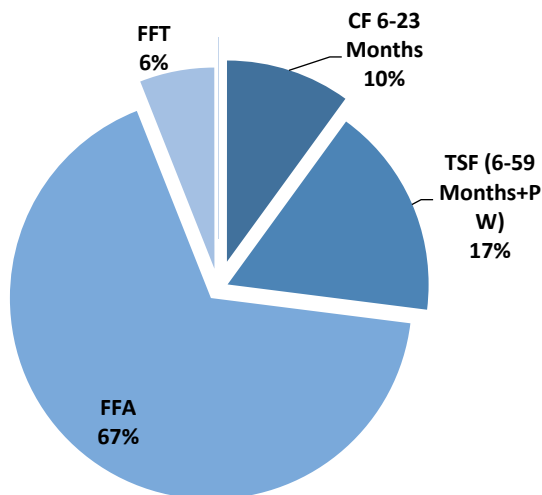


Figure 6: Planned % of Women/girls by activity as of Oct. 2013

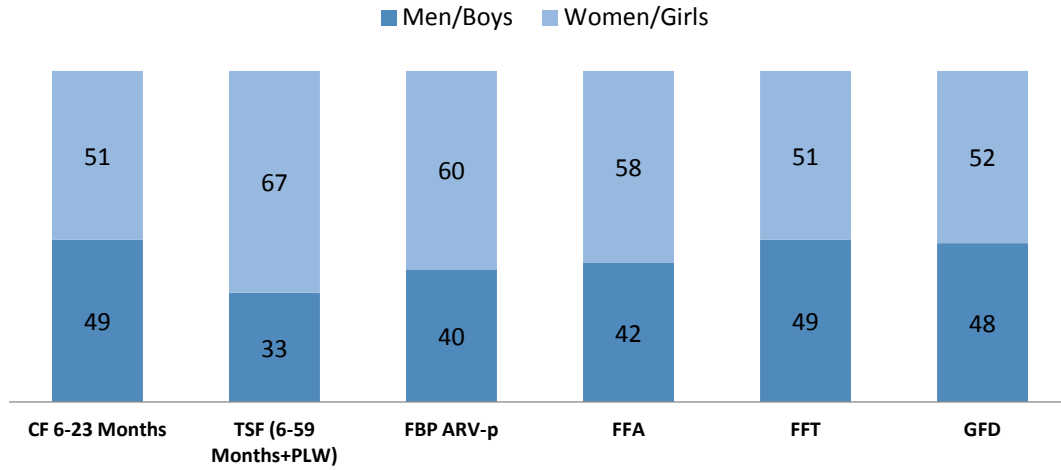
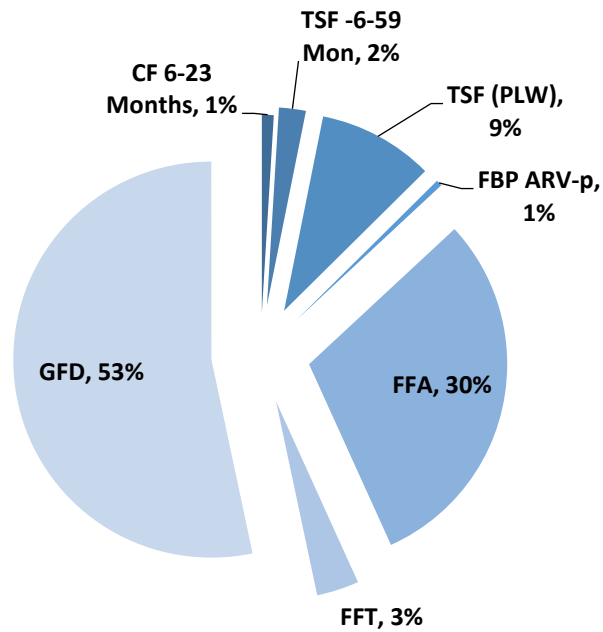
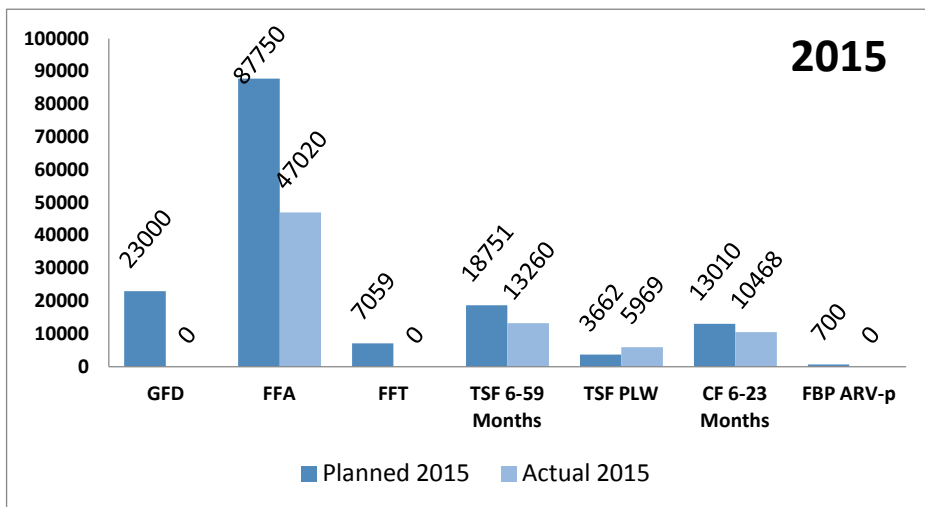
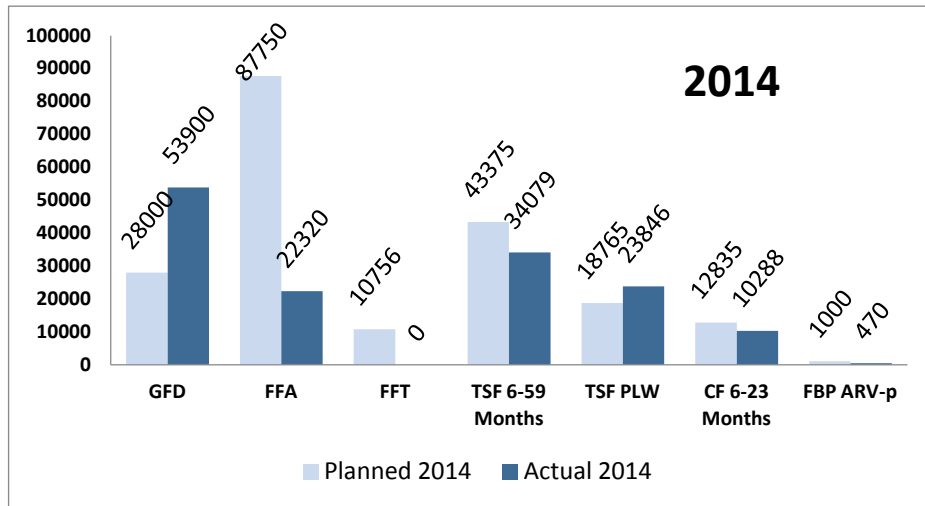
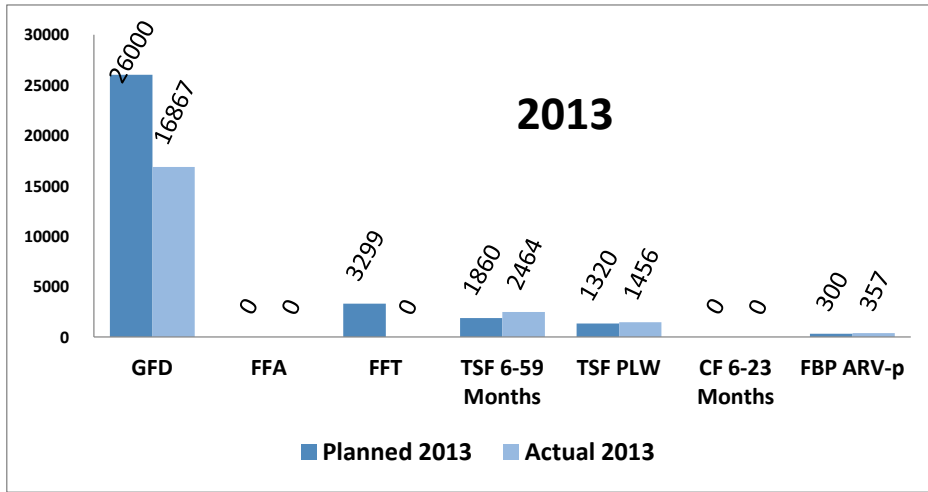


Figure 7: Planned % of food requirements by activity as of Oct. 2013



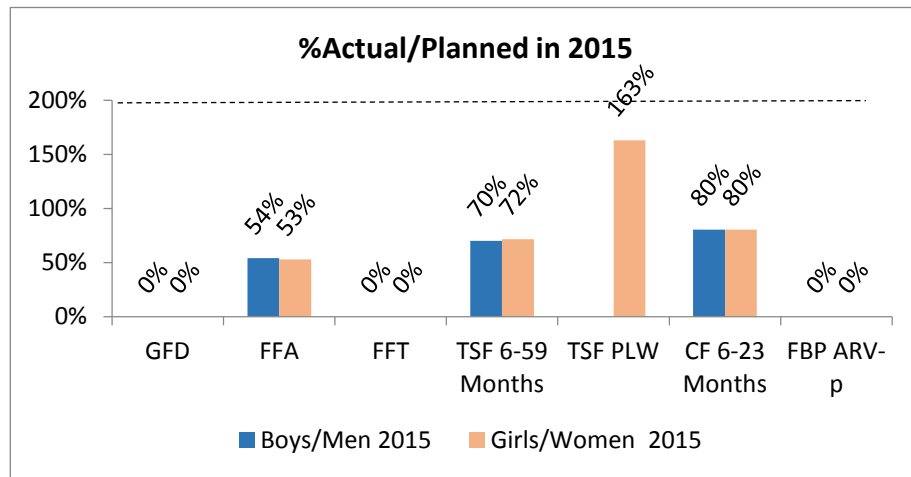
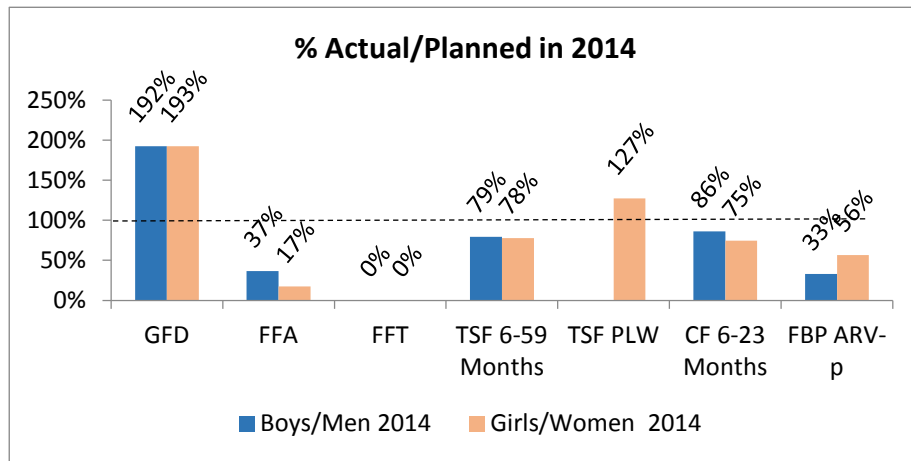
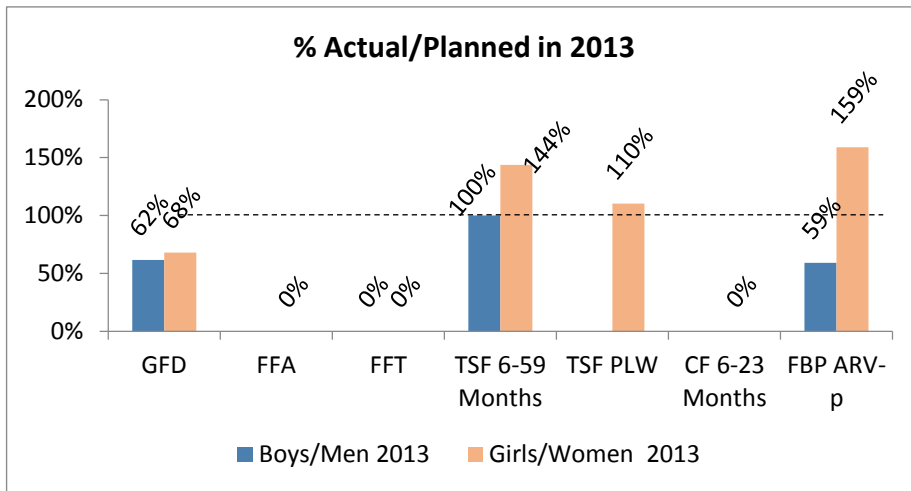
OUTPUTS

Figure 7: Actual vs Planned Number of beneficiaries by activity/year as of Dec 2015 4



⁴ Source data from 2015 ATOMS. No equivalent data for 2013-14 currently available and will be sought from CO

Figure 9: Planned vs. Actual Beneficiaries by activity/component (%) - up to Dec 2015⁵



⁵ Figures based on SPR 2013, 2014 and 2015.

Figure 10: Planned food distributions by component/activity (%)⁶

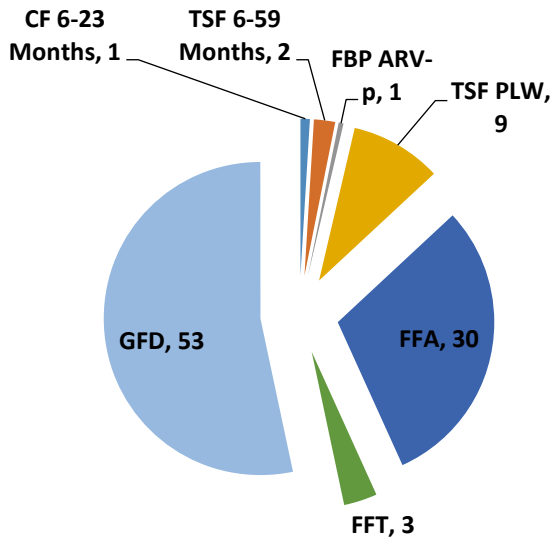


Figure 11: Actual food distributed by component/activity to Oct 2015 (%)

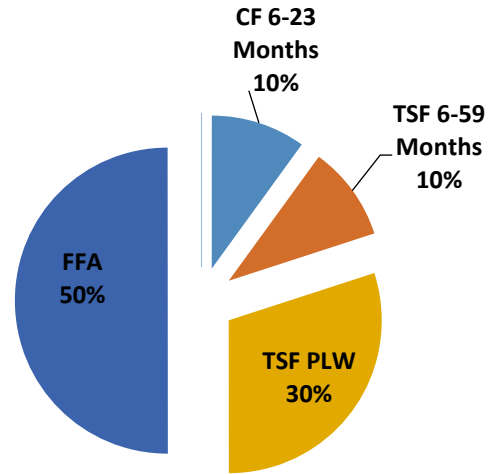
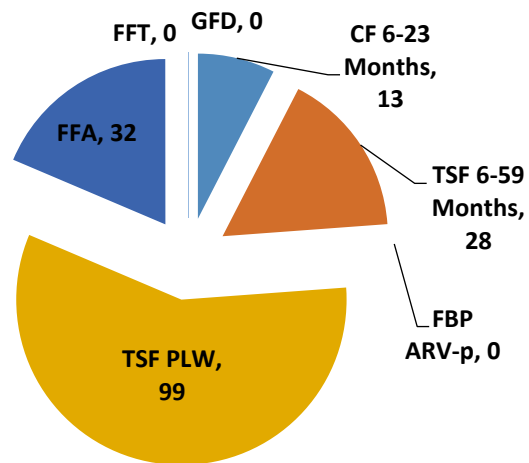
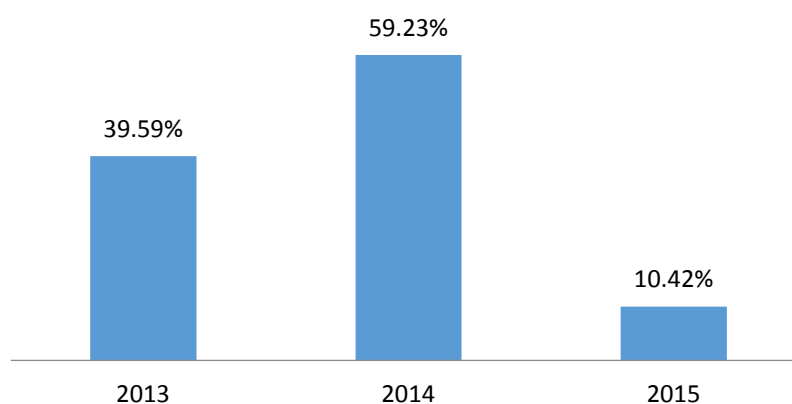


Figure 12. Actual food tonnage Distributed (Mt) distributed vs planned (Oct 2015)



⁶ These figures are based on table 3 on page 12 of the project document. The plan was to use cash for the asset creation and training, so no food commodities planned for these activities. No commodities or cash planned for the DRR activities, which are capacity-building related

Figure 12: Actual percentage of food tonnage distributed by year as % of planned



Beneficiaries Category	% Actual of Planned ⁷			Observations
	2013	2014	2015	
<i>Total Beneficiaries</i>	58.9	77.8	53.6	Funding shortage prevented planned distributions in 2013. Targets revised for 2014. 2014 adjustments to programme strategy and targets in line with new EMOPs Formulation of PRRO BR#2 and shifts in refugee caseloads. Changes in context (displacement/ refugees) Significant shortfalls in funding against planned in all years Primary evaluation examines ongoing areas of supplementary feeding, pregnant and lactating women, complementary feeding (stunting) and food for assets in North and far North Secondary evaluation of why other components dropped
<i>Refugees</i>	65.3	52.1	10.9	
<i>Internally Displaced</i>	NA	20,000 - none planned	NA	
<i>Children 6 to 23 months given food under supplementary feeding (treatment for moderate malnutrition)</i>	132.5	84.9	70.7	
<i>Children 24 to 59 months given food under supplementary feeding (treatment for moderate malnutrition)</i>	NA	66.8	NA	
<i>Children 6 to 23 months given food under blanket supplementary feeding (prevention of stunting)</i>	NA	80.2	80.5	
<i>Participants in Food For Training</i>	0	0	0	
<i>HIV/AIDS and TB beneficiaries</i>	119.0	47.0	NA	
<i>Food For Assets</i>	0	25.4	53.8	
<i>Beneficiaries of General Food Distributions GFD</i>	64.9	192.5	NA	
<i>Pregnant and lactating women participating in targeted supplementary feeding (treatment for moderate acute malnutrition)</i>	110.3	127.1	163.0	

⁷ Comparisons made on the yearly planned targets in BR#2 against figures in SPRs 2013, 2014, 2015

OUTCOMES

The table below is based on outcomes outlined in SPRs 2013, 2014 and 2015 set against Planned Targets in the Project Document and BR#2 as also listed in the SPRs. In 2014 the PRRO's outcomes were adjusted to the new Strategic Results Framework (2014-2017) with alignments against new EMOPs 200777/200799 and CP200330.

Key:

Attained	Not attained	Not measured	Not foreseen
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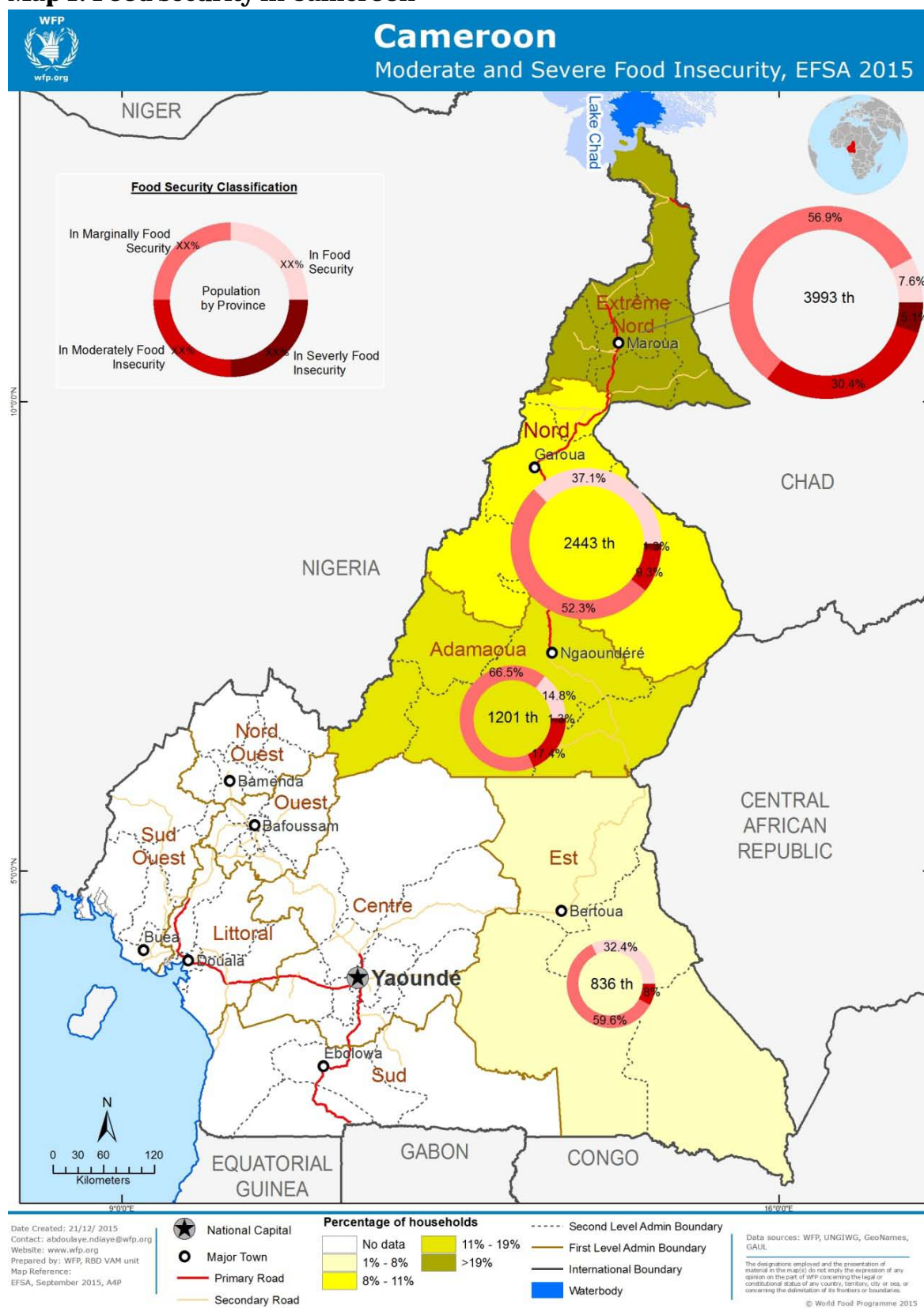
		Project Target	Base Value	2013	2014	2015
Save lives and protect livelihoods in emergencies						
SO1	NA					
Reduce risk and enable people, communities and countries to meet their own food and nutrition needs						
SO3	Diet Diversity Score	6	4.7		6.3	6.34
	Female Headed Households	6	4.7		6.6	6.79
	Male Headed Households	6	4.7		6.3	6.07
	Households with acceptable FCS (%)	78	40	75	97.7	78.02
	Female Headed Households (%)	78	40		98	71.92
	Male Headed Households (%)	78	40		98	88.57
	Households with Borderline FCS (%)	18	40	20	2.3	23.7
	Female Headed Households (%)	18	40		2	29.82
	Male Headed Households (%)	18	40		2.4	14.28
	Households with Poor FCS (%)	4	20	5	0	0
	Female Headed Households (%)	4	20		0	0
	Male Headed Households (%)	4	20		0	0
	Coping Strategy Index (CSI) ⁸	100	N/A	18		91
	Female Headed Households	100	N/A			100
	Male Headed Households	100	N/A			86
Communities with Increased Asset Score (%)	80	N/A		80	100	
Reduce undernutrition and break the intergenerational cycle of hunger						
SO4	MAM treatment default rate (%)	15	24	21.14	33.62	20
	MAM treatment mortality rate (%)	3	0	0.4	0.17	0
	MAM treatment non-response rate (%)	15	2	1.45	0.68	1
	MAM treatment recovery rate (%)	75	74	77.04	65.53	79
	Prevalence of acute malnutrition among children under 3 (weight-for-height as %)	10	7		6.7	14
	Children consuming minimum acceptable diet (%)	N/A	54		54	66
	Eligible population who participate in programme (coverage) (%)	90	75		91	91
	Target population who participate in an adequate number of distributions (%)	66	90		85	84

⁸ Indicator refers to the percentage of a panel of reference households with a CSI score lower than the base value from the June 2013 JAM

Cross-Cutting Indicators						
Gender Equality						
Both women and men make decisions over the use of cash/voucher /food (%)	40	13		13	14	
Only women make decisions over the use of cash, voucher or food (%)	30	34		34	31	
Men make decisions over the use of cash/voucher /food (%)	30	53		53	55	
Beneficiary Women in leadership positions among project management committees (%)	50	50		50	50	
Women in management committee trained on modalities of food/cash/ voucher distribution (%)	60	50		50	50	
Protection and Accountability to Affected Populations						
Beneficiary men informed about the programme (%) (who is included, what people will receive, where people can complain)	90	100				
Beneficiary men who do not experience safety problems (%) (travelling to/from and at WFP programme sites)	100	100		100	100	
Beneficiary women informed about the programme (%) (who is included, what people will receive, where people can complain)	90	100		100	67	
Beneficiary women who do not experience safety problems (%) (travelling to/from and at WFP programme sites)	100	100		100	100	

Operational Maps

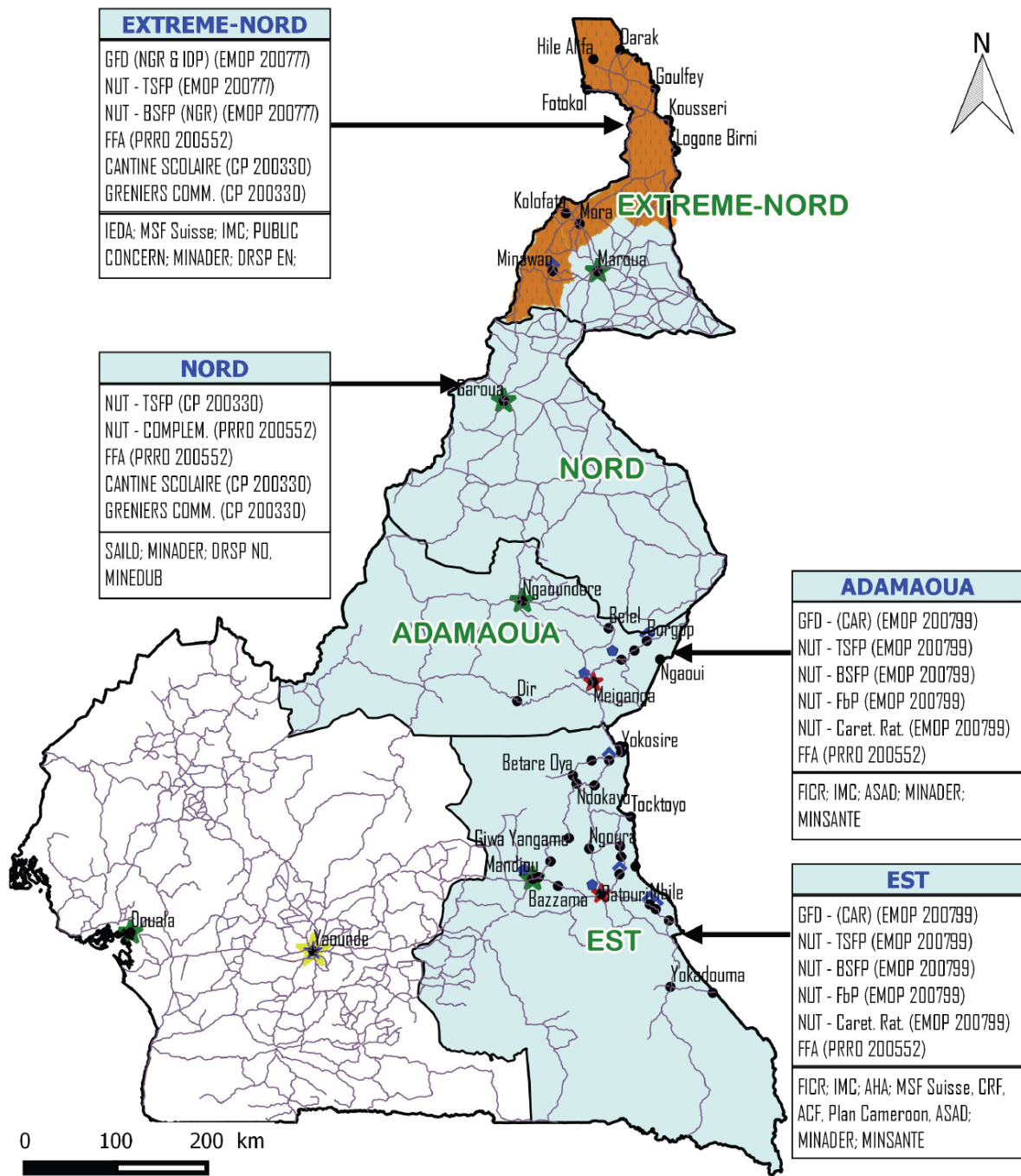
Map 1: Food security in Cameroon



Map 2: WFP PRRO targeted areas and activities



ACTIVITES DU PAM AU CAMEROUN - Mai 2015

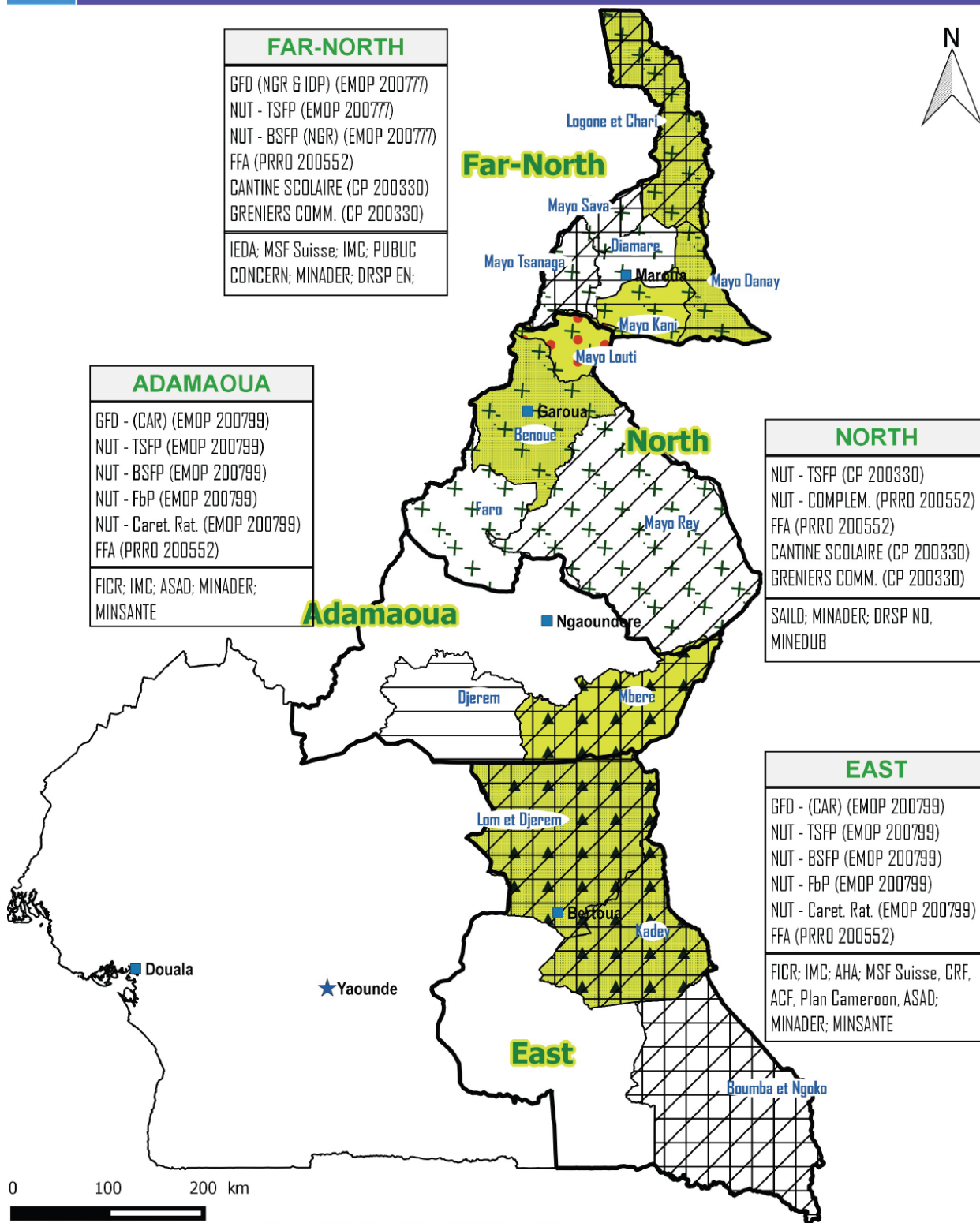


- Régions d'intervention du PAM
- Zone des IDPs
- Routes
- ★ Bureau Pays
- ★ Sous-bureau
- ★ Bureau-terrain
- Principaux points d'activité
- Principaux magasins
- ▲ Sites HCR

Date created : 13/05/2015
 Created by : VAM, WFP Cameroon CO
 Data sources : WFP

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WFP ACTIVITES IN CAMEROON - AUGUST 2015



FAR-NORTH

GFD (NGR & IDP) (EMOP 200777)
 NUT - TSFP (EMOP 200777)
 NUT - BSFP (NGR) (EMOP 200777)
 FFA (PRRO 200552)
 CANTINE SCOLAIRE (CP 200330)
 GRENIERS COMM. (CP 200330)

IEDA; MSF Suisse; IMC; PUBLIC CONCERN; MINADER; DRSP EN;

ADAMAOUA

GFD - (CAR) (EMOP 200799)
 NUT - TSFP (EMOP 200799)
 NUT - BSFP (EMOP 200799)
 NUT - FbP (EMOP 200799)
 NUT - Caret. Rat. (EMOP 200799)
 FFA (PRRO 200552)

FICR; IMC; ASAD; MINADER; MINSANTE

NORTH

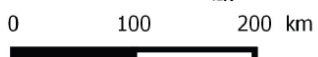
NUT - TSFP (CP 200330)
 NUT - COMPLEM. (PRRO 200552)
 FFA (PRRO 200552)
 CANTINE SCOLAIRE (CP 200330)
 GRENIERS COMM. (CP 200330)

SAILD; MINADER; DRSP NO, MINEDUB

EAST

GFD - (CAR) (EMOP 200799)
 NUT - TSFP (EMOP 200799)
 NUT - BSFP (EMOP 200799)
 NUT - FbP (EMOP 200799)
 NUT - Caret. Rat. (EMOP 200799)
 FFA (PRRO 200552)

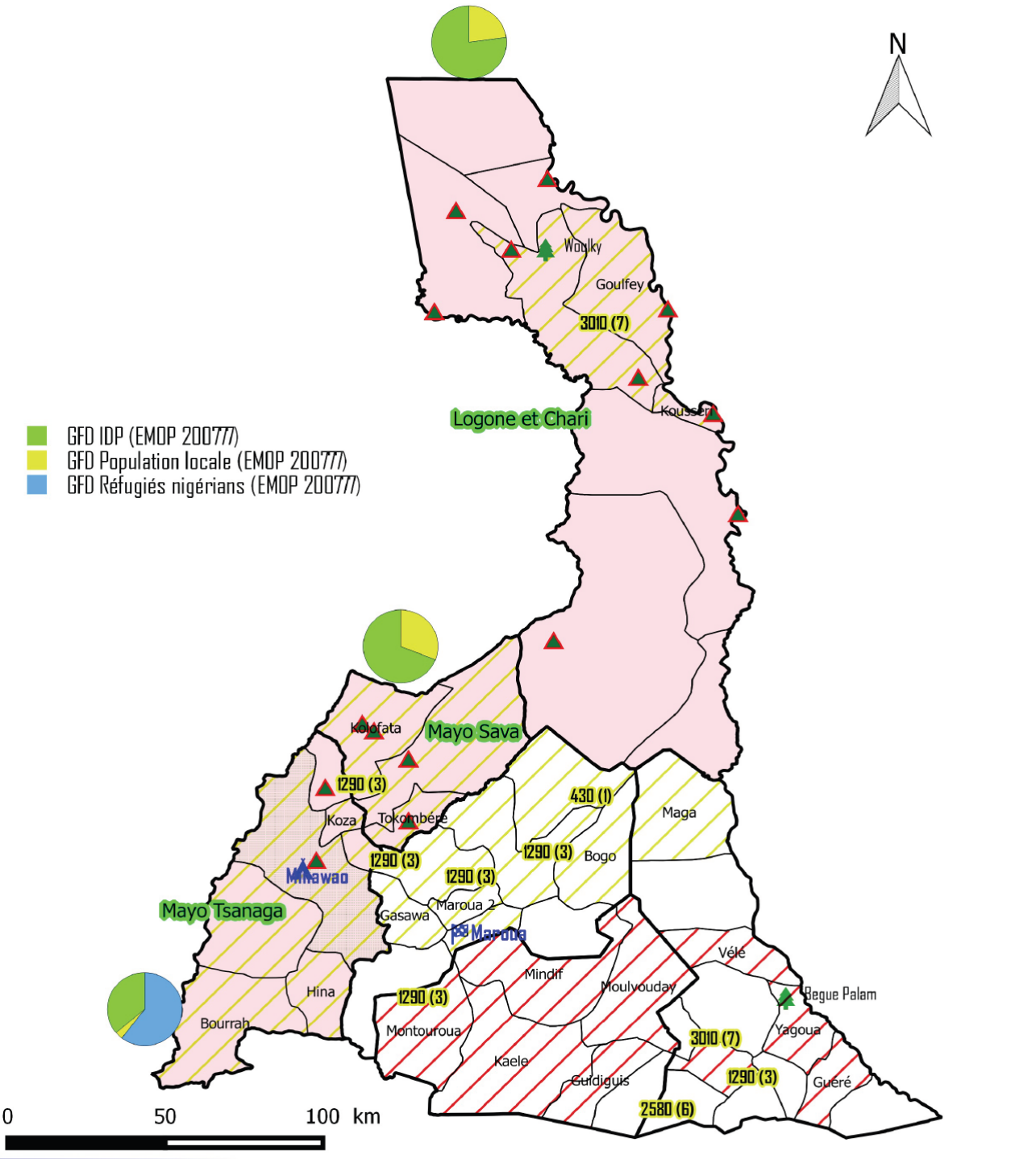
FICR; IMC; AHA; MSF Suisse, CRF, ACF, Plan Cameroon, ASAD; MINADER; MINSANTE



- TSFP
- BSFP
- CF
- FbP
- FFA
- FSC & SFC
- GFD
- Admin. Divisions
- Admin. Regions
- WFP CO
- WFP SO
- PRRO 200552 Area

Date created : 10/08/2015
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 Data sources : WFP

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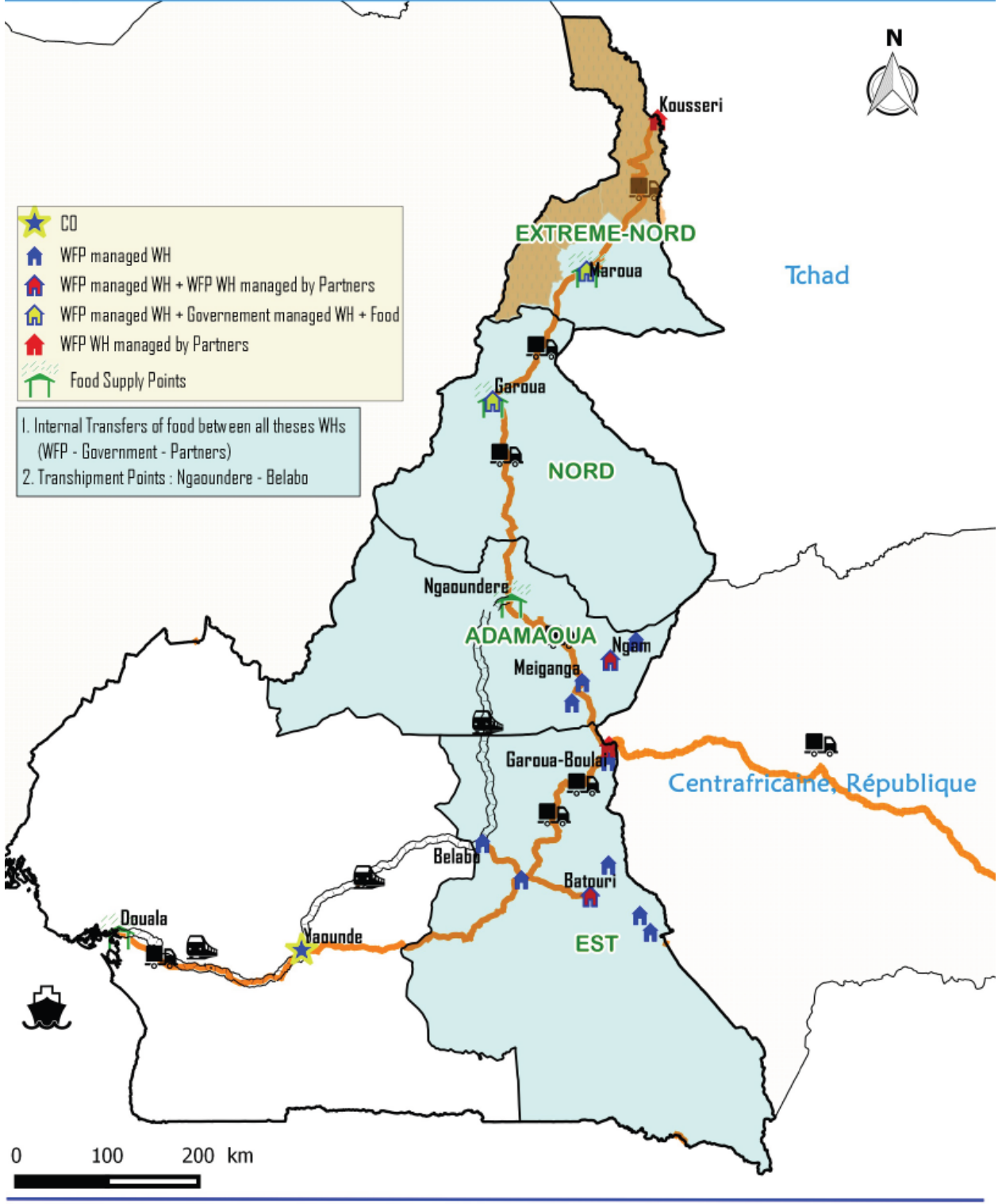
- Sous-Bureau PAM
- Sites FFA
- Site de réfugiés nigériens
- Sites GFD (réfugiés, IDP et pop. locale)
- Zone des IDPs et réfugiés nigériens
- Districts de santé
- TSFP (EMOP 200777)
- TSFP (PRRO 200698)
- BSFP (EMOP 200777)

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WFP CAMEROON - SUPPLY CHAIN OPERATIONS (LESS) - Dec. 2015



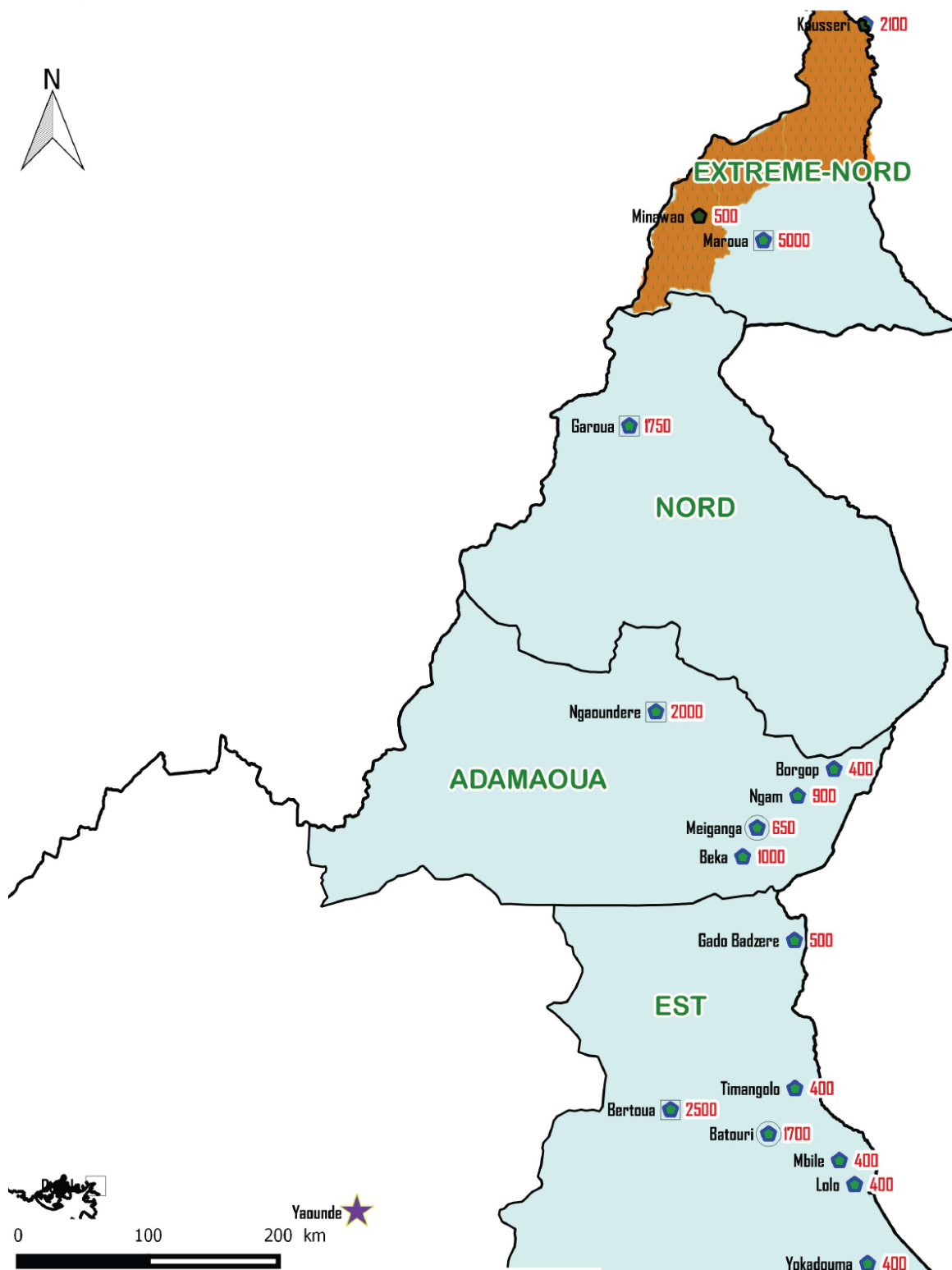
- CO
- WFP managed WH
- WFP managed WH + WFP WH managed by Partners
- WFP managed WH + Government managed WH + Food
- WFP WH managed by Partners
- Food Supply Points

1. Internal Transfers of food between all these WHs (WFP - Government - Partners)
2. Transhipment Points : Ngaoundere - Belabo

Administrative Regions	Railways
Corridor	EMOP 200777 Area

Date created : 24/12/2015
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 Data sources : WFP

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Magasin stockage (capacité-tonnes)
 Zones d'intervention PAM
 Zones des PDIs

Bureau Pays
 Sous-Bureaux
 Bureaux-Terrains

Date created : 30/06/2015
 Created by : VAM, CMCO
 Data sources : WFP

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Executive Summary

1. This evaluation covers WFP's Protracted Relief and Recovery Operations (PRRO) 200552 in the East, Adamaoua, North and Far North of Cameroon. Situated on the Gulf of Guinea in West Africa, Cameroon has a population of 22.77 million from 250 different ethnic groups. In 2014, the country's GDP was estimated at USD 32.05 billion with a real growth rate of 5.7 percent. However, with high rates of population growth the majority are under 25 years of age. Seven out of ten of these under 25 are underemployed, and with 70 percent of the population dependent on agro-pastoral activities, almost 10 percent of the population live on less than USD 1.25 per day.
2. The original PRRO was designed to run from June 2013 to December 2015 targeting 276,560 longstanding Central African and Nigerian refugees and host population beneficiaries in the East, Adamaoua, North and Far North. Its aim was to stabilize Global Acute Malnutrition levels to below 10 percent, launch activities to address stunting, and build the physical assets of communities. Planned activities included a general food distributions relief package (GFD), nutritional assistance using targeted supplementary feeding (TSF), complementary feeding (CF) and Food by Prescription (FbP), and Food For Assets (FFA) and Food For Training (FFT) support to reduce the risk exposure of communities to disasters. By early 2014, insecurity in the Lake Chad basin led donors to prioritise humanitarian assistance and resulted in PRRO funding short-falls. Recent Nigerian and Central African refugee caseloads were transferred to regional emergency operations (EMOPs) 200777 and 200799 and planned GFD and FbP components dropped from the PRRO. In 2015 a budget revision (BR#2) extended the PRRO for six months to March 2016 targeting TSF for 6-59 month children and pregnant/lactating women (PLW), CF for 6-23 month children, and FFA and FFT for livelihood recovery for a total of 143,173 beneficiaries.
3. The evaluation was conducted by an independent three-member Evaluation Team (ET). It took place between February and March 2016. The evaluation terms of reference asked three main questions: 1) How appropriate was the operation? 2) What were the results of the operation? And, 3) Why and how did the operation produce the observed results? Question 1 alone relates to the original PRRO while 1 to 3 relate to BR#2. In forming its judgements, the ET was guided by the OECD-DAC criteria of Relevance, Effectiveness, Efficiency, Impact, and Sustainability, and WFP's 2015-2020 Gender Policy. The ET used a mixed method approach to collect and analyse information that began with a document review and progressed to field work from February 28th to 19th March. Key informant interviews (KIIs) were held at national, regional and local levels with WFP staff and Administrative, Line Department, UN and NGO personnel. Interviews were triangulated against the secondary data, the views of beneficiary focus group discussions (FGDs), individuals in the field, and direct observations. Security restrictions enforced by the Cameroon military meant no sites could be visited along the Nigerian border or in Logonne et Chari Division in the Far North region. Field visits instead focused on a random sample of sites to the centre and east of the North and Far North regions. No sites were visited in the East because of the limited number of activities there since 2014.

Evaluation findings

Appropriateness of the operation (relevance and coherence)

4. Each of the objectives of the original PRRO and Budget Revision (BR#2) was appropriate to the needs of populations facing food insecurity and malnutrition. The

design and objectives were aligned with WFP's corporate strategy and guided by its 2014-2017 Strategic Plan. The geographical targeting of the majority of the PRRO's activities in the North and Far North followed the findings of a series of surveys and was coherent with a gendered analysis of food and nutritional vulnerability.

5. The ET found the specific targeting of children under 5 and PLW for nutritional support was particularly relevant to the context. Both of the TSF and CF nutrition modalities were appropriate for treating and preventing moderate acute malnutrition (MAM) among these groups. Each was in line with WFP's strategic objectives and coherent with its nutrition policies, WHO's nutrition protocols, the Cameroon government's United Nations Development Assistance Framework (2013–2017), its guidelines for the Integrated Management of Acute Malnutrition (IMAM), and membership of the Scaling-Up Nutrition movement (SUN).
6. The identification and timing of FFA and FFT activities addressed the immediate food needs of flood affected communities and longer term strategies to build rural livelihood resilience through the rehabilitation and construction of productive infrastructure. This was consistent with WFP's Strategic Objective 3 and the approach the Country Office (CO) used was consistent with WFP's 3-Pronged Approach to resilience. FFA activities also closely aligned with government's Growth and Employment Strategy (2010–20), its UNDAF agreement (2013-17), and the priorities of the Ministry of Agriculture and Rural Development (MINADER) including its National Food Security Programme objectives (2008–15).
7. Each of the nutrition and food modalities was supported by communities as was the specific targeting of women's engagement. While this was in line with WFP's Gender Policy Guidelines (2015-2020) neither the nutrition or FFA components adopted strategies to address women's equal engagement in decision-making over food use in the home, or participation in leadership roles. Under the FFA component, the PRRO also failed to recognise how existing gender power relations include the control of productive infrastructure by men and, recognising this, to identify crops, livestock and wider infrastructure services that specifically benefit women, allowing them to take a stronger role in leadership and decision-making.
8. *Results of the operation (effectiveness and efficiency)* Over the combined FFA and nutrition components the PRRO achieved 111% of the revised beneficiary target of 143,173 under BR#2. However, it was known at the time of the Budget Revision this target would be surpassed, and although both host and longstanding refugee populations were targeted, the ET found no evidence that activities implemented under the PRRO reached refugee caseloads.
9. Across the TSF and CF activities the PRRO reached 70,559 children and 31,271 PLW representing 79% and 132% of its respective targets. The programme also achieved 91% participation among eligible community members. MAM treatment recovery rates were in line with project targets and SPHERE standards, except for a dip in TSF recovery in 2014 when 60% of distributions were delayed due to under-resourcing of the food pipeline, insecurity, and an inadequate prepositioning of food stocks. A consequence of TSF delays and the distances outlying communities had to travel to CF sites was a default rate of 15% which is higher than SPHERE standards. Nevertheless, despite defaults, the ET believes strong MAM recovery rates should be seen against national nutritional surveillance data that showed significant increases in MAM prevalence in the North and Far North at the time of the PRRO.

10. Communities reported high levels of satisfaction with TSF and CF services with increased strength, weight and appetite, reduced illness and fewer stresses in the household and community. TSF led to an increased the use of health services and higher vaccination rates in health centres used for distributions. Women beneficiaries demonstrated better understanding of nutrition and child-care needs. Community FGDs and KIIs with health centre staff and voluntary health workers emphasised the importance of the PRRO's early sensitization of community leaders and women in target villages at the programme's inception. This began to tackle social norms that require women to seek the authorization of their husbands and community leaders to visit health centres and distribution sites. However, while sensitization activities reached 95% of women, the PRRO failed to build on this reaching just 5% of targeted men with Behavioural Change Communications (BCCs).
11. Under the FFA component, 5 irrigation infrastructure activities were delivered by the end of 2015 benefitting 69,340 people, 79% of the original PRRO target and 169% of the revised BR#2 target. A livestock market water dam visited by the ET was due for completion by the end of March 2016. Although FFT was kept as a component of BR#2, no training was provided but FFA activities and distributions were delivered on time and to plan. FFA satisfaction levels were high due to distributions during the hunger gap and a doubling of harvests across sites. While 51% of FFA participants were women against a target of 58%, all communities agreed that women's participation in FFA activities had supported greater levels of authorization for women to work and socialise outside the household. However, the operation did not build on this by supporting women toward parity in food security and nutrition decision-making, or to take on new leadership positions in managing FFA activities. By the end of 2015 only 5% of leadership positions were occupied by women. Nor did the operation work with existing or new management committees to agree how future maintenance arrangements might sustain the infrastructure works.
12. *Factors affecting results* - Externally, the deteriorating security situation in the Far North in 2013-14 resulted in refugee and internal displacements that impacted on general food and nutritional security. From early 2014 donors started to prioritise emergency operations. This led to ongoing shortfalls with just 39% of the PRRO's total planned budget secured by the end of 2015. Insecurity, resource shortfalls and inadequate prepositioned stocks led to food pipeline challenges with only 60% of planned TSF distributions in 2014 and 15% planned CF distributions in 2015. While the PRRO received strong political commitments and effective working relationships with Government for the delivery of nutrition modalities through health centres, the TSF and CF components suffered from limited professional staff numbers, high staff turnover, and weak resourcing in government health centres. This impacted on the provision of training, general supervision and technical support to Community Health Workers (CHWs) and led to a decline in community sensitization and mobilisation during the operation. As a result, although relationships with local NGO partners and communities were good, the combined effect of external factors meant the operation did not succeed in stabilising Global Acute Malnutrition. Despite resource shortfalls, all aspects of the operation received high levels of community satisfaction and operations under the FFA component were comparatively more successful in reaching beneficiary targets. Site selection reflected the priorities of local government including the Marie and Prefecture and activities successfully delivered by the CO's local NGO partners who mobilised communities and oversaw rehabilitation activities in line with their capacities and relationships on the ground.

13. Internally, the ET found the re-allocation of refugee caseloads to regional EMOPs appropriate to the shifting context. It allowed the PRRO to focus on recovery operations using FFA to build productive assets, and TSF and CF to address malnutrition. This was in line with field assessments and the expressed needs of government and partners. The CO was also successful in integrating the programme with official structures and drawing on the competencies of its own and partner staff. However, while the PRRO succeeded in reaching women, it did not address underlying gender dynamics. Women did not obtain leadership positions and men were not reached with nutrition communications or FFT, undermining the PRRO's ability to sustain nutritional improvements by changing household decision-making over food use. The targeting of irrigation infrastructure for FFA may have reinforced male resource controls. Wider integration opportunities were also missed to link the CF component to UNICEF's micronutrient feeding programme, and FFA to the price stabilisation initiative of Country Programme 200330. The CO's use of a call-for-proposals modality was transactional and lacked the capacity building commitments of WFP's Corporate Partnership Strategy, and the CO's M&E system was limited by being understaffed and under-resourced with insufficient periodic data collection and analysis of who was benefiting from the nutrition or FFA components and how.
14. *Overall assessment* - PRRO 200552 was designed to address important needs in Cameroon including high long-term rates of food insecurity and malnutrition among resident and refugee communities in its target areas. Each of the PRRO's nutrition and FFA components was appropriate to this context, to government policies and beneficiary needs. Despite funding shortfalls, the CO is to be commended for managing an intervention that met a majority of its TSF, CF and FFA targets and prevented further declines in food and nutritional security. But by responding to the operating environment with a focus on delivery, the CO failed to implement a sustainability strategy that could have built on the PRRO's operational strengths and address gender roles including women's leadership and decision making roles in the home. While the ET credits the CO for having addressed M&E capacity in 2015, the overall programme suffered from weak monitoring which made it difficult to attribute outcomes to the programme.
15. *Recommendations* - Food and nutritional security remain major priorities in Cameroon. The ET believes PRRO 200552 provides learning upon which the CO can build a legitimate response as part of its Country Strategic Plan. Within this framework, the CO should view future PRROs as part of a longer-term operational modality. This means taking time in the design stages to thoroughly assess the interconnected issues of food production, nutrition, gender equality and resilience, and the capacities of communities, government and NGO partners to support future recovery. Towards this agenda the ET has nine recommendations:
- R1. Integrate activities targeting food and nutritional security to maximise internal and external efficiencies and support sustainability:** CO food, nutrition and gender leads should work to design complementary activities targeting the same communities. This will help WFP improve its internal efficiencies and maximise opportunities to engage communities in developing effective, integrated gender targeted food and nutrition strategies. *Timeframe 2016-17: Responsibility, CO technical and local office staff and leadership team.*
- R2. Adopt strategies that apply WFP's 2015-2020 gender policy to support women's empowerment and achieve greater impact:** the Country

Director should lead a cross unit task force to develop FFA and nutrition strategies that empower women and girls in decision-making and leadership in households and communities. For example, prioritising FFA infrastructure to specifically benefit women. Timeframe, 2016-17. Responsibility, Country Director/ Deputy CD.

R3. Introduce communications strategies to complement food and nutrition activities and address the interests of women and men: CO nutrition and communications staff should target men with Behavioural Change Communications as a core part of its strategy to address household nutrition, diet diversification and women's roles in decision-making over food use in the home. Timeframe, 2016-17. Responsibility, CO and RB nutrition leads and local staff.

R4. Maximise the contributions of communities to sustainability: the CO and RB should prioritise the long-term sustainability of new or rehabilitated food for asset infrastructure with a simple phase-out strategy that helps communities organize and fund their own infrastructure expansion and maintenance activities. *Timeframe, 2016-17 Country Strategic Plan, new PRRO development and ongoing in future years. Responsibility, CO and RB Food Security and Field Office staff.*

R5. Develop strategic partnerships with national and international NGOs to enhance impacts and sustainability: sub Office staff and technical leads should agree a medium-term memorandum of understanding with the CO's strategic partners it believes will best deliver and sustain support to communities across sites and years. *Timeframe, 2016-17 strategic partnerships identified under the Country Strategic Plan. CO Technical Staff and Sub Office leads.*

R6. Address the pressure points that limit government's ability to sustain services: CO staff should work with government, donor and UN counterparts to jointly address critical areas of support to ensure government mainstreaming of effective interventions is properly resourced. *Timeframe, 2017 and following under the Country Strategic Plan. Responsibility, CO and RB technical and policy leads.*

R7. Prioritize resources to navigate chronic funding shortfalls: where it faces significant funding shortfalls the CO should negotiate resource priorities with donors. Geographical targeting, and the prioritisation of individual components should help financial clarity and resource-based budget forecasts allowing sub-office managers to plan beyond 6 monthly cycles. *Timeframe, 2017 and following. Responsibility, Country Director and sub office managers.*

R8. Preposition stocks to improve operational effectiveness: CO Field Office and Logistics staff should continue to work with technical and M&E leads to assess the geographical distribution of beneficiaries in target localities and focus limited resources to ensure adequate coverage of community level distributions. *Timeline, ongoing. Responsibility, Field Office and Logistics Staff.*

R9. Invest in strengthening M&E systems to better understand and attribute changes to WFP's work: the CO should build on improved M&E capacities to ensure adequate resources are in place to build local partner M&E capacities and ensure its own M&E initiatives are resourced. *Timeline, ongoing – under Country Strategic Plan. Responsibility, M&E lead with support of the RB.*

1. Introduction

1.1 Evaluation Features

16. *Purpose:* In the context of a renewed corporate emphasis on providing evidence and accountability for results in WFP, the Office of Evaluation (OEV), Cameroon Country Office (CO) and West African Regional Bureau (RB) in Dakar, Senegal, agreed in 2015 the selection of the Cameroon Protracted Relief and Recovery Operation (PRRO) 200552 for an independent evaluation. Selection of the PRRO assessed the utility of the evaluation with respect to its timeliness, the coverage of recent and planned evaluations, and its potential contribution to future strategic decision making in relation to a range of operational and external risks. In September 2015 JaRco Consulting was selected to conduct the evaluation. Terms of reference (ToR for the assignment are provided in Annex 2.
17. Implementation of PRRO 200552 took place between October 2013 and March 2016. 276,560 beneficiaries were targeted by the original operation which ran from June 2013 to December 2015. By early 2014 the deterioration in the security context of the Lake Chad basin area had caused donors to prioritise humanitarian support. This led to significant funding short-falls for the PRRO. In May 2014, significant beneficiary caseloads were transferred to the regional emergency operations (EMOPs) 200777 and 200799 which targeted recently displaced Nigerian and Central African refugees respectively. This trend continued into 2015 when a budget revision (BR#2) extended PRRO 200552 for six months from October 2015 to March 2016. Under BR#2, the revised PRRO reduced the numbers of planned beneficiaries to 143,173.
18. *Scope and focus:* This independent evaluation of the PRRO was conducted by a three-member Evaluation Team (ET) with expertise covering Food Security and Livelihoods, Nutrition, DRR, Gender and Socio-economy. The evaluation examines the activities and processes related to the design, resourcing, delivery, and monitoring of the PRRO with respect to the original PRRO design, the revisions in 2014, and Budget Revision in 2015 (BR#2). The evaluation's ToR follows WFP's Evaluation Quality Assurance System (EQAS), which asked the ET to assess the PRRO using three broad evaluation questions: 1) How appropriate was the operation? 2) What were the results of the operation? And, 3) Why and how did the operation produce the observed results? The OECD-DAC criteria were used to guide and explain the judgments made in the report. Relevance is considered under Question One where the report looks at the PRRO's appropriateness to beneficiary needs from its design stage onward, its alignment to the policy and programme context in Cameroon, and to the strategies of United Nations agencies. Effectiveness is the core focus of Question Two where the report uses secondary data to examine how the PRRO performed in meeting its quantitative targets. Question Two and Question Three then discuss issues of Efficiency, Impact, and Sustainability based on triangulation with the qualitative data. In line with instructions in the ToR, the ET only applied Question 1 to the evaluation of the original pre-BR#2 PRRO activities. Questions 1, 2 and 3 were applied to the examination of all BR#2 activities.
19. *Evaluation Approach:* The ET used a mixed method approach to collect and analyse information. The team began with a desk review of key project documents at the start of February 2016 before progressing to in-country field work for three weeks from February 28th to 19th March. Secondary information was explored with respect to the quality and quantity of field monitoring data, how it was analysed, and a review

of the WFP's different context analyses, including inter-agency assessments across the PRRO's operational components. Through this assessment the ET was able to identify the key pinch-points the PRRO faced, the operational decisions it had to make and how these different elements were captured in reports. This approach allowed the ET to identify key questions and target stakeholders for semi-structured key informant interviews at national, regional and local levels in Cameroon and to probe the factors that influenced WFP's data integrity, its operational analysis, and the rationale behind the decisions it reached. 37 stakeholder interviews were held and these targeted internal WFP staff and external Administrative, Line Department, UN Agency and NGO personnel. Interview feedback was triangulated against the available secondary data, the views from focus group discussions (FGDs) in the field with beneficiary groups and individuals, and against direct field observations.

20. *Gender*: In line with the intentions of the original PRRO design and WFP's own gender framework [WFP Gender Policy (2015-2020)], the way in which WFP has worked toward meeting the needs of women, men, and vulnerable groups in Cameroon has been a central consideration in evaluating the PRRO's performance. Because each of these groups experience humanitarian and development assistance differently, gender equitability considerations were used by the evaluation team (ET) to frame questions about whether and how WFP and her partners were able to help women and other vulnerable groups to access and participate in PRRO activities; bring about changes in their role in decision-making within the home, and; take on new roles and find leadership positions within the community.
21. *Field Visits*: To cross-validate its analysis of secondary information and key informant interviews the ET undertook a series of field visits during March 2016 that targeted a sample of sites for each of the three main operational components of the PRRO. These included three Complementary Feeding sites in the North; three Targeted Supplementary Feeding sites for children and pregnant and lactating women in the Far North; four health centres (two each in the North and Far North) and; three Food For Asset sites (two in the North and one in the Far North). This the ET's decision to visit the maximum possible number for each of the nutritional and FFA components. In each case, site identification followed a series of step-wise iterations. Field data captured by WFP's monitoring system was used to generate a shortlist of actual field sites used by WFP for each operational component. A draft timeline was generated to determine the number of days possible in the field in the North and Far North and a first set of target sites randomly selected from the shortlist. Due to the degree of consistency across the available data, site selection was random with respect to higher and lower numbers of beneficiaries, and the regularity of distributions. The draft list was sent to the Chef de Base in Garoua and Security Advisor in Yaoundé. Their feedback focused on logistics and security clearance and led to two sites being substituted (using a second random selection) because of security access restrictions put in place by Cameroon military in the Far North: one TSF site in Mayo Tsanaga Division was replaced by an alternative site in Kaele, and the Wolky FFA site in Logonne et Chari substituted by Begué Palam in Yagoua Division. No changes in the selection criteria were made. The ET does not consider this alternative sampling of more stable and accessible sites in the centre and east of both the North and Far North to have influenced findings, rather it maximised the team's ability to obtain beneficiary and field staff feedback within the time available.⁹

⁹ Even at these more stable sites armed escorts remained a requirement of the Military

No sites were visited in the East. This decision was agreed because since early 2014 only nominal activities have been undertaken in the East under PRRO 200552.

22. Several ethical safeguards were applied to the evaluation. The ET took measures to ensure that all voices were heard in data collection, meeting with women and non-beneficiary groups separately. All opinions used in the report are anonymised and any possible bias from greater exposure to CO reporting and opinion was countered during the analysis by assessing the perspectives of beneficiaries, partners and donors. The review of the draft report was conducted in a transparent manner, shared among the CO, RB and OEV and accessible on request by external stakeholders. Finally, all team members had JaRco's child safe-guarding rules written into their contracts which set the ground-rules for careful treatment of children during the field mission.
23. *Limitations:* In addition to the limitations imposed on site selection by the ET resulting from security considerations the team identified two further limitations. The first has been the quality of secondary quantitative data available from the PRRO's data records and reports. While the ET has been able to piece together data from the Standard Project Reports (SPRs) and, to a lesser extent, from source documents such as Post Distribution Monitoring Reports and WFP's Regional Bureau Monitoring and Evaluation database (ATOMs), a thorough assessment connecting field activity monitoring to reports and operational decisions has only been possible for work conducted since the start of 2015. The second has been an inability to assess the views of non-participants in the PRRO. This did not prove possible during the Evaluation Team's visit due to the limited time available and the distances travelled. Nevertheless, and despite these limitations, the ET is confident that it was able to successfully triangulate information from WFP's secondary sources against primary data collected during KIIs and FGDs, address the gaps, and substantiate its findings against what has been reported by WFP. This has been helped significantly by the openness of staff and partners, and the consistency of the feedback the ET obtained from multiple sources. Overall, therefore, the ET considers it to have been a successful mission in which it was able undertake a substantive and robust assessment of PRRO relevance, efficiency, effectiveness and sustainability.

1.2 Country Context

24. Situated on the Gulf of Guinea in West Africa, Cameroon is bordered by Nigeria to the northwest, Chad to the northeast, Central African Republic (CAR) to the east, Republic of the Congo to the southeast and Gabon to the southwest. The country's former French and British regions gained independence from France and Britain in 1960 and 1961, respectively, and merged to become the Republic of Cameroon. Cameroon is divided into 10 administrative regions: Adamaoua, the Centre, East (Est), Far North (Extreme-Nord), Littoral, North (Nord), North-West (Nord-Ouest), West (Ouest), South (Sud) and South-West (SudOuest). It is endowed with significant natural resources, including oil and gas, high-value timber species, minerals and agricultural products such as coffee, cotton, cocoa, maize and cassava. Cameroon's population of 22.77 million is predominately young and is made up of approximately 250 different ethnic groups.¹⁰ While over 46 percent of the population

¹⁰ World Bank, Cameroon, 2014.

reside in rural areas, 70percent of the population depend on agro-pastoral activities and about 9.6percent live below the poverty line of USD1.25 per day.^{11,12}

25. Energy and agriculture are the main economic drivers.¹³ As of 2014, the country's GDP is estimated at USD 32.05 billion (adjusted for purchasing power parity to international \$ 67.7 billion), with a real growth rate from the previous year of 5.7 percent driven by continued diversification of telecommunications and financial services. Per capita, purchasing power parity GDP is \$2,972 as of 2014.¹⁴ Despite falling global oil prices, oil remains Cameroon's main export commodity accounting for nearly 40percent of export earnings.¹⁵ Despite growth, the rate remained below the 6percent average growth target established in the 2010-20 Growth and Employment Strategy Paper (2010-20 GESP). Employment for young people is a Government priority: the National Institute of Statistics (INS) estimates that seven out of ten of the country's young people are underemployed.

Refugee Context

26. Cameroon has experienced a significant influx of refugees from the CAR to the East and Adamaoua regions, and recently from Nigeria to the North and Far North regions. As of December 2015, Cameroon was hosting more than 277,000 refugees and asylum-seekers from both countries as well as Chad, Guinea and various other countries.¹⁶ The refugee flow compounds existing stresses from natural disasters and deteriorating natural resources, and is resulting in increases in food insecurity, malnutrition and disease in these regions. In addition, insecurity caused by the presence of Boko Haram in the Far North region has begun to have an impact on the economy. Rebel groups have destroyed villages and land and have forced some 170,000 Cameroonians to flee from border areas inland for safety. The worsening insecurity has had a serious impact on the daily life of residents. Agriculture, cross-border trade and other activities have been disrupted. The coping mechanisms of host communities are being severely stretched with the arrival of refugees and internally displaced persons (IDPs).

Poverty Context

27. Cameroon faces wide regional disparities in poverty. The poor are concentrated (in terms of quantity and severity) in the four northernmost provinces: the Far North, North, Adamaoua and the East province. The 2014 Human Development Index (HDI) ranks the country in the low human development category, positioning the country at 153 out of 188 countries and territories. According to the 2011 Multidimensional Poverty Index (MPI), which identifies deprivations in health, education and standard of living, 48.2percent of the population are multi-dimensionally poor while an additional 17.8percent are close to this threshold. Lastly, the 2015 Global Hunger Index (GHI) ranks Cameroon 68 out of 104 with a score of 24.2, placing it in the "serious" severity level of hunger.¹⁷
28. *Health:* In 2013, the life expectancy of men was 58 years and for women was 61 years. The most significant health burdens in the country are related to HIV/AIDS,

¹¹ World Bank, Data: Rural population (percent of total population), 2015

¹² UNICEF, Cameroon Statistics, 2007-2011.

¹³ African Economic Outlook, Cameroon, 2015.

¹⁴ World Bank, Cameroon Indicators, 2014.

¹⁵ CIA, The World Factbook: Cameroon, 2015.

¹⁶ UNHCR, Country operations profile: Cameroon, 2015.

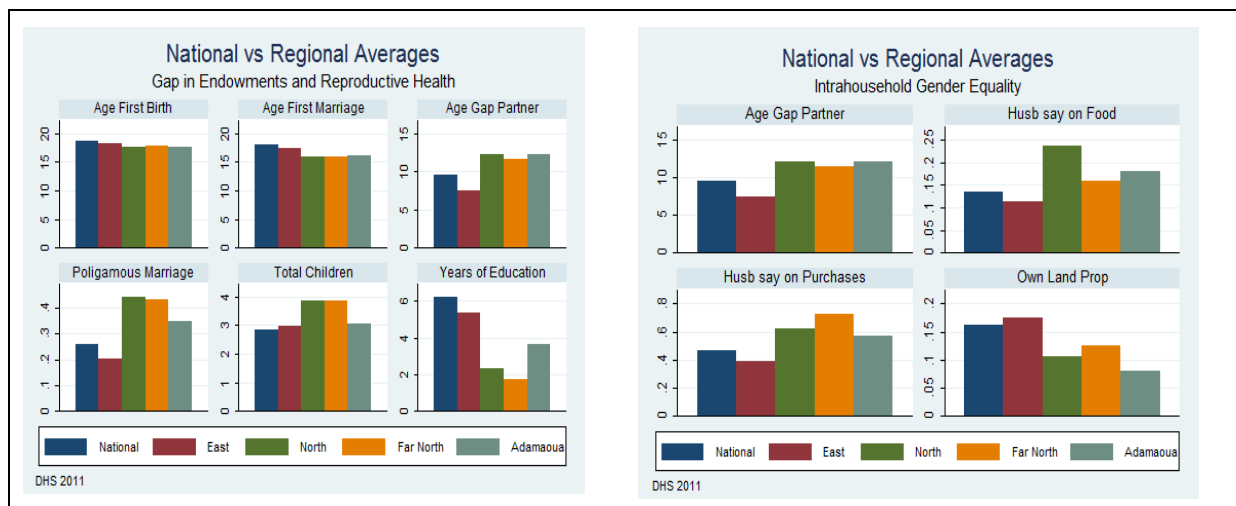
¹⁷ IFPRI, Global Hunger Index, 2015.

TB and malaria; Maternal, neonatal nutritional; and other infectious diseases.¹⁸ The infant mortality rate is 53.63 per 1,000 live births and the maternal mortality ratio is 596 per 100,000 live births. About 4.8% of adults aged 15-49 are HIV positive with a greater proportion of women (5.6%) affected compared to men (2.9%).

Gender

29. Since the Fourth World Conference on Women in Beijing (1995), the Republic of Cameroon has been actively seeking to empower women through the Ministry for Women and the Family (MINIPROF) with measures on women’s rights and gender equality in the political, economic, social and cultural spheres. The major national gender policies include: the Multisector Plan of Action on Women and Development and the National Plan of Action on the Integration of Women in Development. MINIPROF collaborates closely with different UN agencies on women’s empowerment - among which UN Women, UNFPA and UNDP, as well as on projects related to GBV, financial access, rural development, environmental sustainability and participatory development.
30. Nevertheless, women in Cameroon still face traditional social roles in which they are restrained to domestic, farm and retail work while being simultaneously denied a voice in their families, societies and local government. According to the Gender Inequality Index (GII), which looks at reproductive health, empowerment and economic activity, Cameroon’s value is 0.587, ranking it 132 out of 155 countries in 2014.¹⁹ The poverty rate for households headed by men is 41.6 percent against 33.4 percent in households headed by women. Female participation in the labour market is lower, 64.2 percent compared to 77.4 percent for men.

Figure 1. Cameroon national and regional gender indicators (DHS 2011)



31. According to the third Cameroon Household Survey (ECAM III), only 18 percent of rural women have secondary-level education, with the lowest levels in the North (12 percent) and Far-North (14 percent) regions. According to 2011 Demographic and Health Survey data, 15 percent of boys of primary school age are out of school compared to 19 percent of girls, while nearly 33 percent girls of secondary school age are out of school compared to 22 percent of boys. In line with the education gap, a

¹⁸ WHO, Cameroon: WHO statistical profile, 2012.

¹⁹ UNDP Development Report, 2015.

study by MINIPROF in 2011 revealed that the highest proportion of poor women reside in the Far-North (63 percent) and North (53 percent) regions.²⁰ These indicators on the gender gap suggest that women in the Northern and Eastern regions are the most disempowered in Cameroon with respect to endowments (e.g. land, health, education), opportunities (e.g. participation in the labour force), and the occupation of leadership positions in local institutions (Figure 1, DHS 2011). Compared to national averages, a woman in these regions receives fewer years of education, enters marriage and gives birth earlier and has a higher number of children. Moreover, a quick glance of marriage quality suggests that she has a higher probability of marrying an older partner and being in a polygamous marriage. These indicators are driven by social norms which often raise a concern for maternal and child health, emphasizing intergenerational poverty gap.

32. Recent trends in the refugee crisis and displacement in the four regions targeted by the PRRO show stark gender differences: while both men and women are likely to abandon their homes, displaced women acquire less access to assets and land, face a higher care burden if widowed and with children, and are vulnerable to gender based violence. Women are often co-responsible for water, hygiene, food, fuel/energy, and child care. HIV/Aids prevalence in the East is also above the national average. The epidemic is leading to changes in the composition of rural households resulting in women carrying an even higher care burden.
33. A sustainable agricultural development that addresses food and nutritional security requires active engagement of both women and men and to look beyond 50-50 targeting. However gender policies promoting secure access to land and assets for both men and women, independent of their civil status relies on parallel formal and customary legal frameworks and institutions.²¹ Customary laws tend to prevail in the northern regions characterized by a history of strong central leadership of local chiefs and community leaders who exercise significant control over land and dominate the Land Consultation Boards. Conflict over access to land with herders can affect women more than men due to women's frequent use of cleared land on the margins of established cropping areas which border open grazing lands. Under customary law, pastoral land is communal with management overseen by village chiefs. In recent years, several disputes have resulted from inward migration, displacement and a growing trend toward land privatization. These have put pressure on local chiefs and challenged land provision to women.²² The Food for Asset activity of the WFP aims to bridge access to arable land by targeting both men and women as beneficiaries of rehabilitated water channels in irrigation schemes.

Food and nutrition

34. Although the typical Cameroonian diet varies from region to region, in general it is characterized by bland, starchy foods eaten with spicy sauces. Meat on skewers, fried and roasted fish, curries and peppery soups are common dishes. In the northern regions, corn, millet and peanuts are widely consumed. In the south, people eat more root vegetables, such as yams and cassava, as well as plantains.²³ Cameroon imports

²⁰ MINIPROF, Femmes et homes au Cameroun, analyse situationnelle de progrès en matière de genre, 2012. Etude du profil de vulnérabilité alimentaire des ménages des PVVIH sous ARV au Cameroun (Juin 2012).

²¹ Distress over land has reinforced customary norms that also govern inheritance and marital property rights.

²² Joko 2006; Fombad 2009; World Bank 2006a; Egbe 1997.

²³ <http://www.cameroonweb.com/CameroonHomePage/food/>.

25 percent of its cereal consumption²⁴ leaving the country vulnerable to fluctuations in the international grain market, particularly in the North and Far-North where cereals constitute a major part of staple foods. The economy depends on agricultural production and natural resources with farming contributing 30 percent of GDP. Agricultural production has declined due to climactic conditions and diminishing foreign demand.

35. As of March 2015 an estimated 1.08 million Cameroonians are affected by food insecurity, three times higher than two years ago.²⁵ Malnutrition rates are also on the increase, with a 40% rise in severe acute malnutrition (SAM) since 2014.²⁶ The North and Far North regions are the most affected with three out of four people food insecure and eight out of ten children malnourished. Global Acute Malnutrition rates are estimated at: 11.8 percent in the Far North, 10.2 percent in the North, 6.4 percent in the Adamaoua and 5.9 percent in the East. Stunting remains a major public health concern in Cameroon, the rate of chronic malnutrition among children aged 6-59 months are estimated at: 44.9% in the Far North, 40.2% in the North, 39.8% in Adamaoua, and 37.3% in the East,²⁷ exceeding the World Health Organization critical threshold of 30 percent at the national level.
36. Micronutrient deficiencies are widespread in Cameroon. The 2011 DHS survey revealed on average 60 percent prevalence of anaemia among children under five and 40 percent among women of childbearing age with the prevalence of anaemia for children between the age of 6-59 month estimated at 63.5% in the Far-North, 68% in the North, Adamawa 69.9% and East 66.8%, while for women in reproductive age group it is estimated at 36.5% in the Far North, 40.7% in the North, 35.9% in Adamou and 43.3% in the East. Poor infant and young child feeding practices are a contributing factor for undernutrition. The 2011 DHS survey also found only 20 percent of children are exclusively breastfed in the first six months and over a third of children aged 6–9 months do not receive complementary foods.
37. WFP is responding to these simultaneous crises in Cameroon through the provision of emergency food and nutrition support to affected populations. To address long-term needs of the most vulnerable populations affected by recurrent food crisis, WFP Cameroon is currently implementing a Country Programme (CP), a PRRO and two Regional Emergency Operations to support Nigerian and Central African refugees respectively across the region.

1.3 Operation overview

PRRO Contribution to WFP Strategic Objective 1: Save lives and protect livelihood in emergencies

38. The planned relief package of the PRRO allocated General Food Distribution (GFD) to 28,000 vulnerable CAR and Nigerian refugees. The distribution was based on a daily 555g ration composed of cereals, pulses, Vitamin A-fortified vegetable oil and iodized salt and was equivalent to 2,048 kcal per day. From the beginning of 2014, recently arrived refugees from CAR and Nigeria and long-standing CAR refugees supported by the PRRO relief component were shifted to two regional emergency

²⁴ FAO Statistics Portal, <http://faostat3.fao.org> ; United States Department of Agriculture, 2008.

²⁵ OCHA, Cameroon: food security and malnutrition as of 17 March 2015.

²⁶ Cameroon SMART Nutrition Surveys (2014, 15)

²⁷ DHS/DHSMICS 2011 - <http://dhsprogram.com/publications/publication-fr260-dhs-final-reports.cfm>

operations (Regional EMOPs 200777 and 200799). The EMOPs initially did not have sufficient logistics capabilities and relied on the PRRO continuing to deliver monthly food supplements to targeted government health centres during 2014. As of 2015, the PRRO suspended its relief package and refocused activities on nutrition support to previously arrived CAR refugees and vulnerable local populations in the East and Adamaoua regions, and both nutrition and FFA support to local populations in the North and Far North.

PRRO Contribution to WFP Strategic Objective 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs

39. The recovery component was provided through food assistance for assets (FFA) to host populations and refugees with disaster risk reduction and climate change adaptation activities. The aim of the FFA component was to enhance livelihoods through food transfer modalities for people affected by recurrent droughts, floods and the influx of refugees. FFA activities were carried out in the North and Far North regions and focused on addressing two key aspects of food insecurity. The first was to support households with a balanced daily ration²⁸ for each day worked during the April–July hunger gap, thereby reducing household exposure to food insecurity during a critical period in the year. The second was to use FFA activities to improve productive community assets, thereby reducing their risk exposure to floods and droughts, and increasing their levels of crop production toward longer-term food and nutritional security.
40. In the two northern regions, FFA activities focused on the rehabilitation of rural water supply infrastructure for rice production and animal husbandry. Over 2014-15, a total of 87,750 beneficiaries²⁹ were targeted across ten communities who were to benefit from improved infrastructure supporting the rehabilitation and cultivation of abandoned land. In the east, FFA targeted the mitigation of biomass energy demands through the local manufacture of fuel efficient stoves to limit the environmental impacts of new refugee influxes on deforestation for firewood and allowing the planting of fruit trees produced in locally managed seedling nurseries.
41. After the Budget Revision in 2015 (BR#2), the FFA targeted 41,000 beneficiaries among host populations in the North and Far North regions and 17,670 in the East and Adamaoua regions. Concerning refugees, the activities aimed to support 29,080 old caseload refugees from CAR in the East and Adamaoua regions.
42. *Resilience*: Under the original PRRO design emphasis was placed on helping communities protect their natural environment and build physical assets with the capacity to not only enhance productivity, but also promote sustainability, community self-reliance and support socio-economic integration across different host and displaced populations. This focus was in line with what later emerged as WFP's 3-Pronged Approach (3PA) to resilience. Under BR#2 the emphasis was placed more on effective Food For Assets activities; however, because of its relevance to the programme 3PA has been used by the ET as a tool in the evaluation of the FFA component at each of the field, Provincial and National levels.
43. *Partnerships*: The ET examined WFP's relationships with a range of government, UN, international and national NGO against the aims of "We Deliver Better Together" WFP's 2014-17 Corporate Partnership Strategy. This explores the nature of the partnering relationship and WFP's desire to achieve genuine partnership

²⁸ 450g Cereal, 75g Pulse, 25g Vegetable Oil, 5g Salt

²⁹ Based on household multiplier of 5 people per 1 FFA participant

arrangements over and above a set of transactional relationships, and shifts WFP's, corporate approach from a focus on delivery to value addition through capacity building or the development of joint strategies for sustainability.

PRRO Contribution to WFP Strategic Objective 4: Reduce under-nutrition and break the inter-generational cycle of hunger

44. The nutrition component of the PRRO 200552 targeted malnourished groups (including children, Pregnant and Lactating Women (PLW), and people living with HIV/AIDS (PLHIV) following anti-retroviral therapy (ART) but suffering from malnutrition) in regions with high malnutrition and food insecurity with the objective of stabilizing nutrition and health levels. WFP implemented the following interventions: TSF to children aged 6-59 months, PLW and Food by Prescription (FbP) for clients following antiretroviral therapy to promote nutritional recovery; and complementary feeding to children aged 6-23 months to prevent stunting. Caregivers also received education in key health and nutrition practices.
45. Targeted supplementary feeding (TSF) was provided in the East, Adamaoua and Far North regions. Under the original PRRO design the programme targeted a total of 77,155 children 6-59 months and 35,625 pregnant and lactating women (PLW) suffering from moderate acute malnutrition (MAM) with a focus on early detection and management of acute malnutrition in line with the National Protocol for the Management of Moderate Acute Malnutrition. Under the 2015 Budget Revision (BR#2) these figures were revised down to a combined total of 47,460 TSF beneficiaries targeted over the entire 2013-15 PRRO period.³⁰ Women were enrolled in the programme for an average of six months and children for three months. The food basket provided included 250g Super Cereal, 25g oil and 15g sugar for each woman per day and 92g Plumpy'Sup for children. The intervention aimed to treat MAM among children and PLW according to the IMAM guidelines for enrolment.
46. To reach the beneficiary caseloads the original TSF programme targeted a 60% coverage rate across 318 health centres in the Far North, East and Adamoua regions. Caseloads in 95 health centres across 9 health districts were retained under the PRRO in 2014 when EMOP 200777 absorbed beneficiaries across 198 centres and 21 districts in the Far North and the remaining caseloads supported through centres in the East and Adamoua. From January 2016 under BR#2, the number under the PRRO increased to 17 health districts and 159 nutrition centres because the number of acutely malnourished women identified exceeded the initial planning figures and WFP adapted its operational plan to include the additional beneficiaries.
47. In alliance with the Ministry of Public Health, community-based Complementary Feeding (CF) activities for 13,010 beneficiaries aimed to prevent stunting among children aged 6–23 months in the North, where stunting rates are above critical levels. The sampling for beneficiaries of CF was obtained using a multiple of the total population of children 6-23 months in the target area, estimated coverage rate and also by considering an annual population growth rate of 2.5%. Implementation of the CF programme was planned through 28 distribution sites in one health district in the North region (Mayo Oulo) and aimed to reach 13,010 children with a daily year-round ration of 20g Nutributter providing 108kcal energy per day.³¹

³⁰ Cameroon Protracted Relief and Recovery Operation 200552 BR#2

³¹ Protracted Relief and Recovery Operation – Cameroon 200552, 2013, Programme Document

48. Both TSF and CF distributions were accompanied by Behaviour Change Communications (BCC) in key areas such as dietary diversity, the better use of local nutritious foods, appropriate infant and young child feeding, and clean water, sanitation and hygiene behaviours to improve health and nutrition practice.
49. For PLHIV undergoing anti-retroviral therapy (ART), FbP targeted 2,000 malnourished ART individuals in the East and Adamaoua regions with a ration of 250g super-cereal, 25g vegetable oil and 5g salt for a period of 180 days. Moderately malnourished children with HIV were targeted as for TSF. The sample size and targeting of FbP used records for the number of PLHIV on ART registered in Government accredited treatment centres in 2012.
50. Food assistance-based training (FFT) focused on agriculture and animal husbandry was planned for the creation and use of household and community assets. The purpose behind implementation was to centre on fostering economic self-sufficiency among 20,000 beneficiaries including 8,400 CAR refugees and 11,600 farmers from host populations of Adamaoua and the East. Under the original PRRO, FFT activities were to be undertaken in partnership with the Food and Agriculture Organisation.

2. Evaluation Findings

51. This section makes up the body of the evaluation. It is divided into three parts. The first examines the appropriateness of PRRO 200552's original design and how it adjusted in response to shifts in the Cameroon context over the period of the Operation. Subsection 2.2 explores the PRRO's results in terms of its outputs and outcomes and assesses its overall performance with respect to its effectiveness, efficiency, impact and sustainability.³² The final part assesses how external and internal factors influenced the results of the operation and how WFP responded in its decision-making. In the first two subsections the main Nutrition and Food For Assets components are explored separately. Analysis of the PRRO's cross cutting approach to Gender and Partnerships is integrated within these assessments.

2.1 Appropriateness of the operation

52. The appropriateness of the PRRO is assessed with respect to the context over the operation's timeframe (October 2013 to March 2016). The evaluation looks at what was required to secure food and nutritional security in late 2013 and whether the objectives, geographical targeting and activities were sufficient and appropriate, including how these responded to the changing security context in early 2014. In doing so the section assesses the PRRO's alignment with government policies and programmes, the objectives of donors and UN agencies, and the work of wider direct and indirect partners, including NGOs and local civil society organisations.

Overview

53. *Objectives:* Each of the three objectives of the original PRRO and adjusted objectives of the 2015 Budget Revision (BR#2) were found to have been aligned with, and guided by WFP's Strategic Objectives (Strategic Plan 2014-2017). The PRRO addressed Strategic Objective 1 – to Save Lives and Protect Livelihoods in Emergencies; SO3 – to Reduce Risks and Enable People, Communities and

³² See e.g. ALNAP (2006) Evaluating humanitarian action using the OECD-DAC criteria: an ALNAP guide for humanitarian agencies. ALNAP:ODI. www.alnap.org/material/78.aspx

Countries to Meet their Own Nutrition Needs; and SO4 – to Help Reduce Under-nutrition and Break the Inter-generational Cycle for Hunger. Within these components the Evaluation Team (ET) found the identification of Outcomes and the setting and measurement of targets to have been guided by WFP policies for GFD; Nutrition provision including Complementary Feeding (CF), TSF and Food by Prescription for People Living with HIV/AIDS; and guidance for FFA and Food for Training programmes (FFT).

54. Although developed in 2013, the PRRO's approach to gender was in line with WFP's later Gender Policy Guideline (2015-2020), its Quadrennial Comprehensive Policy Review, the UN System-wide Action Plan on Gender Equality and the Empowerment of Women (UN SWAP), and National guidelines from the Ministry of Women and Social Affairs that focus on women's inclusion and empowerment. The PRRO aligned with Millennium Development Goal 1 – to eradicate extreme poverty and hunger, 3 – to promote gender equality and empower women, 4 – to reduce child mortality, 5 – to improve maternal health, and 7 – to ensure environmental sustainability. Donor feedback to the ET indicated coherence with their strategic and funding priorities at the start of the operation in 2013.³³
55. *Targeting*: The PRRO's use of a relief package providing GFD to vulnerable Central African and Nigerian refugee populations was appropriate to the context at the end of 2013, as were plans for an Emergency Food Security Assessment (FSA) in 2014 to review changing humanitarian food needs. These objectives, and the PRRO's geographical targeting of the GFD, Nutrition and FFA/FFT components were coherent with data from SMART 2011, 2012 and 2013, and a 2011 Comprehensive Food Security and Vulnerability Assessment (CSVA) that the most food insecure regions were the North and Far North and to a lesser extent the East and Adamaoua (Table 1). A gendered analysis was provided by WFP's 2012 vulnerability study of PLHIV and the 2011 Demographic and Health Survey of Cameroon (DHS 2011) that showed more than half of women in these same regions have no literacy or access to formal education, marry early, are more likely to enter polygamous marriages with older partners, give birth before the age of 16, and have little say in household decision-making. This last factor was confirmed by KIIs and separate FGDs with women and men in the North and Far North who reported the husband typically controls daily purchases, labour allocations, women's mobility, and food consumption patterns in the household. This situation is closely associated with resource scarcity for the mother and child, impacts on their nutritional status and increases the likelihood of intergenerational transmission of poverty. The combination of these factors supports the PRRO's plan to bring women to the centre of its delivery approach.

³³ Includes feedback from USAID, Japan Embassy, Canadian Embassy and UN-CERF

Table 1. Socio-demographic indicators on women from DHS Cameroon 2011 by region^a.

Indicator (%)	National	Rural Areas ^b			
		Far North	North	East	Adamaoua
No Literacy	27.7	77.3	78.9	39.0	63.5
Years of Education	6.24	1.20	1.60	4.07	2.41
Age at First Marriage	18.0	15.9	15.8	17.1	15.9
Age at First Birth	18.7	17.8	17.5	18.2	17.4
Polygamous Marriage	25.9	43.5	49.3	21.8	37.3
Age gap relative to male partner	9.5	11.6	12.3	7.0	12.3
Husband has final say on Daily Purchases	46.9	72.6	63.8	39.3	63.4
Husband has final say on food to be cooked	13.6	15.4	22.3	8.8	21.9
Husband feels justified to beat wife if found outdoors without permission	26.8	34.6	28.1	20.1	33.0

^a Cameroon Demographic and Health Survey 2011 *

^b Columns refer to rural areas in the four regions of intervention

56. *Changes to the Operation*: By early 2014 deteriorating security in the Lake Chad basin area led to significant new refugee displacements along the Nigerian border. This led donors to quickly prioritise humanitarian operations. By December 2013 PRRO funding shortfalls were already evident. In response to the changing context, the CO and RB transferred new refugee caseloads to the regional emergency operations (EMOPs) 200777 and 200799 in May 2014.³⁴ The PRRO's planned GFD and FbP were shifted to the EMOPs, and the operation re-focused the bulk of its activities on TSF and CF nutrition, FFA and FFT food security activities in the North and Far North. Through KIIs with WFP staff, partners and donors, the ET found three main drivers behind these decisions: to quickly scale up emergency operations targeting new refugee caseloads; to consolidate the PRRO's geographical coverage and reduce the range of activities in line with the changing operational and funding environment, and; to maintain the integrity and coherence of the PRRO as a relief to recovery operation.

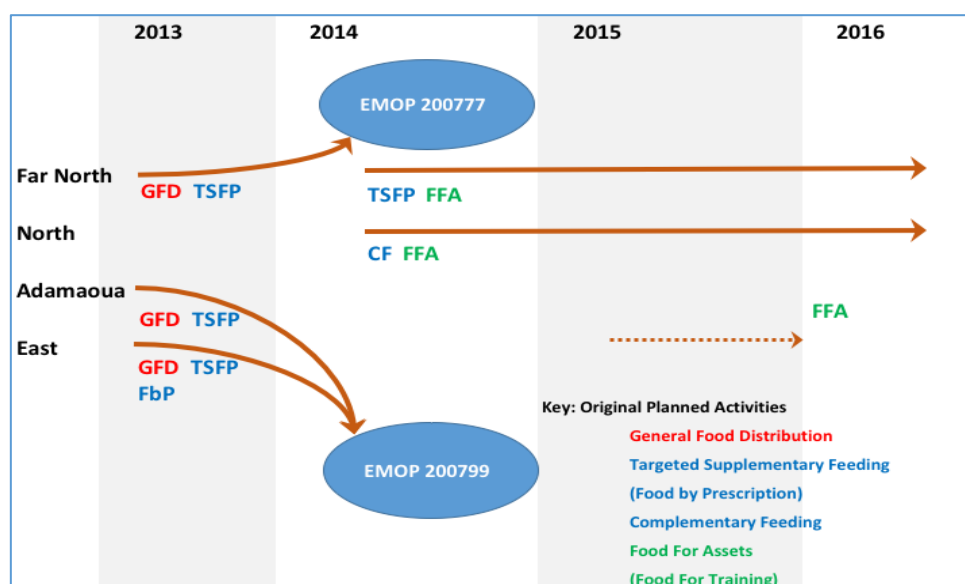
57. Examining these decisions, the ET found the CO and RB's decision to refocus emergency activities under the regional EMOPs to have been appropriate to WFP's humanitarian imperative, allowing for a quicker start-up, greater operational efficiency, and more effective resourcing of emergency assistance. This balanced the operational, staff and resource trade-offs and provided donors a coherent resourcing framework. The ET also found the CO's decision to maintain the PRRO to have been appropriate to the findings of field assessments which showed the majority of vulnerable people were nevertheless from among resident communities. This received strong support from Government and UN partners who pointed to data showing indigenous populations make up over 90% of the 1,480,000 people in need in the Far North: "*WFP needs to focus on vulnerability over and above identity [refugee status] and the PRRO is one way they have managed to do this.*"³⁵ The one area the ET questions the clarity of the CO's planning was the decision to continue targeting mixed refugee and host population caseloads under BR#2 when it was clear

³⁴ EMOP 200777 targeted recent Nigeria refugee caseloads; EMOP 200799 targeted recent Central Africa refugees

³⁵ UN OCHA *Aperçu des besoins Humanitaires* (2016). www.unocha.org/rowca

from the 2014 SPR and field data that the PRRO was reaching resident populations and a only very small caseload of longstanding Central African refugees in the East.

Figure 2. Changes in the allocation of WFP caseloads and activities by region over the course of PRRO 200552, 2013-16³⁶



Nutrition

58. *Policy coherence:* By targeting children aged 6-23 months with a daily year-round ration of Nutributter, the CF component used established practice to address stunting. This, and the use of TSF for malnourished children aged 6-59 months and PLW, and Food by Prescription for Anti-Retroviral Therapy clients and HIV-positive children suffering moderate acute malnutrition (MAM) is in line with WFP's strategic Plan (2014-2017; objectives 1 and 4),³⁷ WFP nutrition policy,³⁸ the United Nations Development Assistance Framework (2013–2017), national Integrated Management of Acute Malnutrition (IMAM) guidelines³⁹ and WHO nutrition protocols.⁴⁰ By addressing malnutrition the PRRO also supported Cameroon's commitments to significantly reduce under-nutrition under the 2012-15 Scaling-Up Nutrition (SUN) Road Map,⁴¹ and the targeting of women's participation was consistent with the objectives of WFP's 2009 and 2015 Gender policies.⁴²

³⁶ Although Food For Training was targeted under the original PRRO and BR#2, no FFT activities were undertaken during the operation

³⁷ WFP, 2013, Strategic Plan (2014-2017).

³⁸ WFP nutrition policy

³⁹ Cameroon *Protocole National de la PCIMA*, 2013.

⁴⁰ Global nutrition policy review: what does it take to scale up nutrition action? (WHO 2013)

⁴¹ See http://scalingupnutrition.org/wp-content/uploads/2015/10/SUN_Report2015_EN_Cameroon.pdf: under Cameroon's 2013 membership of the Scaling Up Nutrition, or SUN, Movement the PRRO is particularly relevant to the government's ability to align actions against its policy and legal framework targeting the halving of stunting from 32.6% to 16.3% in the Extreme North, North Adamaoua and East.

⁴² By focusing on the institutional environment, programme effectiveness and national policies, WFP's 2009 gender policy introduced a shift from a women-centered approach to a broader analysis of the challenges and opportunities in the lives of the women, men, girls and boys WFP assists. WFP's 2015-2020 Gender Policy (2015) goes further in identifying 4 areas to make this happen, including 1) food assistance adapted to the different needs of women, men, girls and boys; 2) their equal participation in gender-transformative food security and nutrition programmes and policies; 3) greater power for women and girls in decision-making regarding food security and nutrition in households, communities and societies, and; 4) the provision of food assistance by WFP in ways that does no harm to the safety, dignity and integrity of the women, men, girls and boys receiving it.

59. *Geographical targeting*: The ET compared the PRRO Programme Document and Budget Revision (BR#2) against data available from a range of sources including the DHS 2011, SMART 2011, 2012 and 2013, Food Security and Vulnerability Atlas 2014, and WFP’s 2011 Enquête Démographique et de Santé Continue (EDS/MICS) vulnerability study of PLHIV/AIDS in Cameroon. The PRRO’s response to the findings of the 2011 Cameroon Demographic and Health Survey (DHS 2011) is illustrative of the Operation’s appropriateness. Table 2 shows regionally disaggregated DHS data for the prevalence of Global Acute Malnutrition, stunting and underweight children under 5 and Pregnant and Lactating Women (PLW). This confirms higher levels of need in the PRRO’s target regions, with the Far North the worst region for malnutrition with “*high*” GAM rates and “*very high*” prevalence of stunting and underweight. Conversely the North showed a “*very high*” prevalence of stunting and a “*high*” incidence of GAM and children and mothers underweight. In comparison, nutrition indicators were less severe in Adamaoua and the East but showed a “*high*” prevalence of stunting and PLHIV undergoing ART and at risk of malnutrition than in other areas in the country. The ET therefore finds the geographic targeting of the nutrition interventions to have been appropriate.

Table 2: Regional nutritional status of children under 5 and women of reproductive age in Cameroon, (DHS 2011, National Population and Housing Census 2005)

Region	Children under the age of 5				% Underweight Women aged 15-49 years < 18.5 BMI
	Population	Wasting (GAM) % < -2 SD	Stunting % < -2 SD	Underweight % below -2 SD	
WHO malnutrition severity ranges by prevalence (%)		Very high ≥15% High = 10-14 Medium = 5-9 Low < 5	Very high ≥40% High = 30-39 Medium = 20-29 Low < 20	Very high ≥30% High = 20-29 Medium = 10-19 Low < 10	
Far North	3,111,792	11.8	44.9	31.6	17.4
North	1,687,859	10.2	40.2	23.6	11.4
Adamaoua	884,289	5.9	37.3	15.4	16.8
East	771,755	6.4	39.8	20.8	10.5

WHO severity categories from: <http://www.who.int/nutgrowthdb/about/introduction/en/index5.html>

Legend for Severity: Very high High

60. *Beneficiary targeting*: The ET found the specific targeting of children under 5 and PLW under the PRRO was particularly appropriate. While malnutrition in the years preceding the PRRO was common in children in the target regions, its prevalence among children under 5 was significantly higher. Past evidence also shows that women’s nutritional status during their reproductive age is critical for maternal and child health.⁴³ Data in Table 2 confirms the highest prevalence of women underweight in 2011 was in the Far North (17.4%), followed by Adamaoua (16.8%), the North (11.4%) and East (10.5%). The breakdown of age-disaggregated data in Table 3 for Cameroon as a whole confirms age related targeting is appropriate, with “*high*” GAM rates for children below 17 months, “*very high*” stunting rates among

⁴³ See e.g., “Maternal and child undernutrition: global and regional exposures and health consequences”. Prof Robert E Black, MDa, Prof Lindsay H Allen, PhDb, Prof Zulfiqar A Bhutta, MDc, Prof Laura E Caulfield, PhDa, Mercedes de Onis, MDd, Majid Ezzati, PhD, Colin Mathers, PhDd, Prof Juan Rivera, PhDf, for the Maternal and Child Undernutrition Study Group. The Lancet. Volume 371, Issue 9608, 19–25 January 2008, Pages 243–260.

children aged 18-35 months. Targeting for PLHIV was also relevant with 14.1% of adult ART clients suffering acute malnutrition, increasing to 58.2% for children under the age of 15 shown in the 2012 SMART nutrition survey.

Table 3: Levels of stunting, wasting, and underweight in children under 5 in Cameroon (DHS 2011)

Age in months	Wasting (GAM) % < -2 SD	Stunting % < -2 SD	Underweight % < -2 SD
WHO severity of malnutrition by prevalence ranges (%)	Very high ≥ 15% High = 10-14 Medium = 5-9 Low < 5	Very high ≥ 40 % High = 30-39 Medium = 20-29 Low < 20	Very high ≥ 30% High = 20-29 Medium = 10-19 Low < 10
<6	9.8	12.1	7.1
6-8	10.4	11.8	15.6
9-11	9.2	16.5	14.6
12-17	10.5	27.4	15.6
18-23	6.5	42.4	18.1
24-35	3.6	42.3	15.4
36-45	2.8	38.7	14.8
48-59	2.6	35.5	14.6
National	6	33	15
Legend for severity:	Very high	High	

61. *Sensitization*: Qualitative data from the 2011 DHS found only 20% of infants below 6 months were exclusively breastfed in accordance with WHO recommendations. This was confirmed by community feedback while the ET was in the field and supported the need for the PRRO to include a strong behavioural change communication (BCC) activity with messaging on baby and infant feeding, family nutrition, health, water, sanitation and hygiene reaching both women and men. However, no strategy to address the risk of low male participation in BCC was identified in the feedback given to the ET during field visits or in the SPR data.
62. *Modality*: Both CF and TSF components used a take-home ration in preference to on-site feeding. This was considered by the CO and RB to be less resource-intensive and allowing care providers to engage in the treatment of their children, thereby reinforcing BCC messaging. The ET found the use of Health Centres for TSF to be appropriate to the needs of beneficiaries – they allowed the TSF component to integrate with existing health support structures serving women carers, and did not cause extra outreach demands for health centre staff. Likewise, CF distributions were delivered from a combination of health centres, each with up to two tied distribution sub-sites to maximise accessibility. The feeding approach for both TSF and CF followed WFP guidelines for the composition, size and content of the ration. TSF services provided a food basket composed of Super Cereal, oil and sugar for women and Plumpy’Sup for children; the CF ration used Nutributter. FGDs with care providers revealed widespread satisfaction with the modality of providing distributions through health centres, the ration taste, ease of preparation and the ability to integrate the ration with food consumption patterns in the home. However, they also revealed that the small size of the CF ration provided little incentive to carers from more remote communities to attend distributions.
63. *Partners*: The nutrition component was aligned with the initiatives of UN partners under the 2013-17 UNDAF Outcome 5 which prioritises the development and

coverage of a national social protection system.⁴⁴ It was coherent with existing humanitarian and development programmes including those of UNICEF, the Ministry of Public Health and Society (MPHS), and international NGOs. MPHS staff were especially enthusiastic about the use of health centres in the planned TSF and CF modalities and the potential this provided for staff, volunteer, logistic and resource support. It is also clear from KIIs and the Programme Document that the CO liaised with UNICEF during the PRRO design process and the agencies agreed a joint action research agenda for the CF component.

Food For Assets and Food For Training

64. *Geographical Targeting*: The targeting of FFA and FFT was coherent with evidence of food insecurity available in 2013 and confirmed by reports published during implementation.⁴⁵ A February 2013 food security assessment estimated that 211,900 Cameroonians were affected by food insecurity, of which 38,900 were severely food insecure. Populations in the North and Far North were the worst affected followed by those in the East and Adamaoua (WFP-FAO, 2013).⁴⁶ The subsequent targeting of FFA activities by the PRRO in all four regions and FFT in the East and Adamaoua was consistent with this picture and evidence from the DHS (2011). The 2013 survey also identified that when compared to men, women and girls had limited access to land, were excluded from community activities and were absent from leadership positions.⁴⁷ The 2011 CFSVA also showed host and refugee populations in Adamaoua and the East faced significant food insecurity, and the May 2012 JAM reported the two regions were hosting 88,000 Central African refugees among whom 18 percent of households were severely, and 37 percent moderately food insecure. Although the following JAM in 2013 found a quarter of refugee households to have owned livestock and two out of three households to have practiced farming during the 2011–12 growing season, 75 percent of host and refugee households were by then pursuing negative coping strategies. Over the PRRO period this picture worsened with new Nigerian refugee caseloads entering Cameroon in the North and Far North due the Boko Haram insurgency.
65. In the absence of actual examples of joint host-refugee activities under the PRRO, the ET found it difficult to judge how appropriate it was to involve refugees in the building of host community assets: whether or not they'd benefit equally from food distributions, gain access to the productive assets or strengthen relationships with host communities, and whether this might encourage refugees to settle.⁴⁸ Nevertheless with these aspects in mind, the ET finds the PRRO's targeting of FFA and FFT activities in the Far North, North, Adamaoua and the East to have been consistent with the evidence from needs assessments.
66. *Beneficiary targeting*: In 2013, the proportion of target households in the borderline and poor Food Consumption Scores (FCS) categories in the Far North and North combined stood at 20% and 5% respectively.⁴⁹ This was marginally higher than the

⁴⁴ UNDG (UNDAF) 2011. The Cameroon UNDAF 2013-2017

⁴⁵ *c.f.* the findings of joint WFP, FAO and MINADER Crop and Food Security Assessments from 2010/11/13/14 and 15; Comprehensive Food Security and Vulnerability Assessments CFSVA 2011 and 14; Joint Assessment Missions JAM 2012/13 and 15.

⁴⁶ WFP/FAO, Evaluation Approfondie de la Securite Alimentaire et de la Situation Agricole dans les Regions du Nord et de l'Extreme Nord du Cameroun, February 2013.

⁴⁷ *c.f.* Gender appropriateness paragraph 4.

⁴⁸ These aspects aren't currently covered by SPHERE standards but relate to WFP's planned use of FFA activities to support inter-community cohesion. Similar approaches have been used in Darfur, see e.g. Alpaslan Özerdem, Rebecca Roberts (2012). Sustainable Agriculture in Challenging Post-conflict Environments. Farnham: Ashgate

⁴⁹ WFP Programme Monitoring data, SPR 2013

PRRO target, suggesting that the target was fixed on the basis of WFP corporate guidance on setting food security outcome indicators targets rather than on national assessments. In 2013 the proportion of households with an acceptable Food Consumption Score stood at 75% and FGDs and KIIs in communities indicated that addressing year-on-year variability of food availability and their exposure to food shortages during the hunger gap was a main priority. This underlines the extremely positive support for the FFA modality among men and women’s groups in the North and Far North who indicated they are looking to use the building of productive assets to help them break out of subsistence dependencies. It also supports the timing of activities during the March-June period to guarantee food availability during the hunger gap (Figure 3). However, in the absence of any specific assessment or targeting of vulnerable groups – widows, female-headed households, refugee and internally displaced women, the elderly, sick and disabled – it was not clear that the FFA modality would “leave no-one behind” in line with the UN’s shift during the PRRO period from Millennium to Sustainable Development Goals.⁵⁰

Figure 3. Timeline for the Food For Assets projects in Northern Cameroon

	2014												2015											
	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
Rains						▨	▨	▨	▨	▨								▨	▨	▨	▨	▨		
Planting						▩	▩	▩	▩									▩	▩	▩	▩			
Harvest										▧	▧												▧	▧
FFA			▨	▨	▨	▨				X					▨	▨	▨						X	

Cells with an X show the timing of Post Distribution Monitoring assessments
 Patterned cells indicate build up and tail off times either side of peak labour periods

67. *Policy coherence*: The FFA and FFT objectives were consistent with WFP’s Strategic Objective 3. The ET found the PRRO’s use of Context Analysis, Seasonal Analysis and, to a lesser extent Community Planning, was consistent with WFP’s new publication ‘*Building Resilience through Asset Creation*’ (2013)⁵¹ that introduced the 3-Pronged Approach to resilience. Both the FFA and FFT components were also closely aligned to a number of government policies and programmes. These included the Growth and Employment Strategy Document (DSCE, 2010–2020)⁵² and Government-UN Development Assistance Framework (UNDAF 2013-17) and the objectives of Cameroon’s National Food Security Programme (PNSA, 2008–2015)⁵³ which target small-scale agricultural production and livelihood resilience in the North and Far North under the Ministry of Agriculture and Rural Development (MINADER). They also supported the nutritional objectives of the Ministry of Public Health and Society (MSPS) and Cameroon’s national policy for the inclusion of women and girls in the economy led by the Ministry for the Promotion of Women and the Family (MINIPROF).

⁵⁰ See e.g. <http://www.una.org.uk/content/global-development-goals-leaving-no-one-behind> which shows how the leave no one behind agenda has now been formalised under the SDGs

⁵¹ WFP Resilience and Prevention Unit, Policy, Programme and Innovation Division, November 2013.

⁵² Targeting inclusive economic growth and modernization in the agricultural sector

⁵³ The main Objectives of PNSA are to channel investments to help increase agricultural production and producer incomes; improve grain storage systems in villages in at-risk areas; implement a system for monitoring, early warning and rapid response to food crises; and improve the nutritional status of target vulnerable groups.

68. *Gender*: Gender disaggregated group and individual FGDs and KIIs confirmed that by engaging more women than men, the FFA and FFT components recognised the importance of women in subsistence agriculture (MINIPROF, 2012) and responded correctly to significant evidence linking increases in women's incomes to improvements in household spending patterns, especially to nutrition and health.⁵⁴ However, while the ET considers the FFT component to have been an appropriate mechanism by which WFP could provide men with incentives for, and sensitization on, involvement in nutrition issues, the design made no further attempt to help women benefit from increasing participation in household decision making and community activities. More could have been done in the design stage to identify crops and livestock that benefit women's incomes;⁵⁵ community assets that support women's productive, reproductive and social requirements; engage men and women in examining their comparative roles household decision making over food and nutrition, or; help women take on more leadership roles, such as in the planning and management of the food for assets activities.⁵⁶
69. *Partnership*: Planned FFA and FFT activities showed strong complementarity with Government, UN and NGO partners. FFA responded to direct requests for support from the Commune and sub-Prefecture⁵⁷ and up to MINADER/PNSA staff at the Provincial level who then contacted WFP. These notifications were followed by joint field assessments by WFP and MINADER. FAO were closely involved in the design of FFT with the activity seen as an opportunity for joint implementation. This coherence with partner objectives and collaboration during the design phase was corroborated by KIIs at all levels with government and UN stakeholders all showing consistent and strong support for the FFA and FFT partnership. Nevertheless, the ET found FFT was not integrated in FFA planning. This risked limiting the CO's ability to use FFT as an incentive for male engagement in the nutrition component as targeted in the PRRO document. The main FFA concerns among MINADER and FAO staff were the short-term nature of the FFA modality and WFP's planning which did not meet the longer-term partnering expectations of MINADER/PNSA. A similar picture was revealed among national NGO. KIIs with government, community and civil society organisations showed that while the FFA modality was largely within the competency range of NGO staff and built on their links with communities, there was no commitment to supporting NGO partners beyond delivery of the FFA activities. The ET believes this was a missed opportunity. In a context where government is no longer helping communities to manage their irrigation infrastructure, the CO and RB should have recognised the FFA component was an opportunity to help establish new institutional arrangements and capacities for infrastructure development.⁵⁸ This point aside, it should be stressed that the CO's MINADER, FAO, community, and

⁵⁴ There is extensive evidence that when women's share of income rise, household expenditures on food and health are likely to increase. For example: Quisumbing, A. R., Brown, L. R., Feldstein, H. S., Haddad, L., and Pena, C. 1995. *Women: The Key to Food Security*. Food Policy Statement 21. Washington, DC: International Food Policy Research Institute.

⁵⁵ All irrigation sites targeted rice production. Men traditionally lead decision-making over rice due its dual use as a subsistence and cash crop.

⁵⁶ WFP's cross-cutting objective for Gender equality is clearly referred to in the PRRO project document and to some extent reflected in M&E processes with gender disaggregated data collected in activity to output monitoring and reported in the SPRs. However, there is no wider monitoring of the achievement of household equality and empowerment of women in line with WFP's Gender Policy Guidelines (2015-2020) .

⁵⁷ Respectively, the lowest level of Political and Administrative units in Cameroon. Communes are governed by elected officials (the Mairie) with extensive autonomous powers to implement national policy. Prefectures represent national government at the local level and oversee local development.

⁵⁸ For instance, MEADEN at Lagdo in the North and SEMRY at Begué Palam in the Far North had not engaged in support for irrigation infrastructure maintenance in over 10 and 25 years respectively

NGO partners all supported the approach and looked to strengthen partnership arrangements for future FFA and FFT activities.⁵⁹

70. *Environment*: The ET identified a number of environmental benefits from the CO's use of FFA to build productive assets. The targeting of irrigation infrastructure provided direct support to communities affected by the 2012 floods as reported through the Prefecture and MINADER. There was also widespread support for the FFA component's focus on water resources management because of its ability to address Productive (irrigation/ drought) and Risk (drainage/ flood) vulnerabilities at the target sites. WFP's use of FFA to help communities during periods of insecurity should also be applauded and is corroborated by growing evidence from the literature⁶⁰ and evaluations under FAO's strategic Objective 5.⁶¹ The one site where this approach did not apply was at Adoumri in the North where the chosen infrastructure was construction of a dam for animal watering near an established regional cattle market. While the ET considers this infrastructure to be appropriate response to a growing need for water for livestock in the market, the ET was concerned that no risk assessment had examined the potential impacts of increasing numbers of cattle on local pastures and livestock populations.
71. *Technology*: The ET found the choice of canal rehabilitation and FFA modality at the 5 irrigation sites to have been appropriate to local skills, knowledge and experience, and used local materials. Communities at all sites showed a good understanding of local irrigation needs, flow rates, and risks of damage by animals and extreme rainfall events. However, the PRRO's short timescale limited its ability to address the sustainability of the infrastructure, particularly the need of communities to organize and fund their own labour for future maintenance.⁶² The ET found no evidence this had been part of design discussions or follow-up arrangements with communities at the sites visited. This is consistent with feedback from community mobilisers in Logonne et Chari. The ET believes the absence of community level planning for future maintenance is a significant risk to sustainability. A similar picture emerged at Adoumri where the Commune had not factored the existing market tariff into future maintenance arrangements.⁶³ This oversight risks compounding design limitations where, to minimize future siltation and the risks of extreme rain events causing dam breakages, the engineering needed to factor-in a sluice gate, silt trap and spillway.⁶⁴
72. *Sustainability*: As outlined above, despite anticipated yield increases at FFA sites resulting from greater irrigated surface areas and per-unit yields, no analysis was made in the PRRO design of approaches to cost recovery for future infrastructure maintenance. While this does not challenge the immediate appropriateness of the intervention, it does represent a missed opportunity where, for instance, communities could have been helped to reach agreements over the allocation of a proportion of their yield for future maintenance labour. Similarly, the PRRO design did not identify opportunities to add value to the FFA interventions through market

⁵⁹ Interviews with Civil Society Organisations included with the local NGOs Public Concern, CRPA (Centre Régional de Professionnalisation Agropastoral), SAILD (Services d'Appui aux Initiatives Locales de Développement), and APCRE (Association pour la Promotion de la Création); as well as with the Farmer Federations Sana Logonne (Far North) and Fina Ndemri (North)

⁶⁰ See e.g. Özerdem, A. and Roberts, R. (2012) Challenging Post-conflict Environments: Sustainable Agriculture. Ashgate.

⁶¹ See e.g. <http://www.fao.org/about/what-we-do/so5/en/>

⁶² Communities confirmed that irrigation canals need dredging every 2 years to stay at capacity.

⁶³ CFX 1,000 per head of cattle

⁶⁴ These issues were quickly responded to during the ET visit and an engineer dispatched to review the recommendations – see e.g. http://practicalaction.org/docs/region_sudan/water-harvesting.pdf

systems training (e.g. using Food For Training)⁶⁵ or the integration of the PRRO's FFA component with price stabilisation strategies such as the grain-banks initiative, component 2 of the Country Programme.⁶⁶

Summary: Appropriateness of the Operation

Each of the PRRO's nutrition and FFA components was appropriate to the Cameroon context of high GAM prevalence, food insecurity and recurrent hazards, particularly affecting populations in the North and East. By focusing on the needs of women the PRRO also responded to comprehensive gender assessments of vulnerability. The nutrition component directly served women and children aged 6-59 months vulnerable to food insecurity and acute malnutrition with Targeted Supplementary Feeding, and children 6-23 months with Complementary Feeding. This was in line with WFP and government protocols. Both TSF and CF were well integrated with the public health system, and CF linked strategically to the micro-nutrient based CF operations of UNICEF.

By rehabilitating productive infrastructure in flood affected communities the FFA component improved household food availability during the hunger gap and their capacity to produce more food in future. FFA linkages with livelihood recovery and nutrition were reinforced by the inclusion of FFT in partnership with FAO and all components showed strong synergies with the objectives and activities of government, UN and NGO partners. As a result, across both the food security and nutrition components the PRRO was well aligned with government policies, the strategic priorities of WFP, UNDAF and UN-CERF/OCHA's strategic response plans, and appropriate to the capacities of staff in the CO and its NGO partners.

2.2 Results of the operation

73. This section analyses the assistance given under the 2015 budget revision (BR#2) of the PRRO⁶⁷. It assesses who received the assistance, its quality and frequency, the extent to which the support provided led to the realisation of PRRO objectives, and its medium to longer term impacts and sustainability. In order to assess the effectiveness of the operation, the section draws on the PRRO's own indicators and reporting with primary data validated and qualified by the ET's visit.

Overview

74. The original aim of the full PRRO duration was to assist 276,560 vulnerable resident and refugee communities in the Adamaoua, East, North and Far North regions. Significant funding short-falls already evident in early 2014 led to a re-focussing of activities mainly to the North and Far North. General Food Distributions were moved to two regional EMOPs 200777 and 200779 and Food by Prescription activities for people living with HIV/AIDS in the East were dropped.

⁶⁵ Market systems development including understanding value chains; organising for the market; bulking-up, storage and quality control; what buyers need; accessing market price information; price negotiation etc.

⁶⁶ County Programme 200330 (2013-17) has three components: i) support to basic education; ii) improved household food security through the establishment of community grain stocks; and iii) nutritional support for vulnerable groups. – see <https://www.wfp.org/operations/200330-cameroon-country-programme-2013-2017>

⁶⁷ See paragraph 18

75. Over the course of the PRRO the operation reached 59% of its original beneficiary target for 2013 across all activities, 78% in 2014 and 54% in 2015.⁶⁸ In 2015, BR#2 extended the PRRO from October 2015 to March 2016 and reduced the overall target to 143,173 host and refugee beneficiaries across the same four regions. The ET considers that in making these revisions the CO and RB failed to reflect on two important factors. First, that by late 2015 the operation had already reached 111% of the revised FFA and nutrition beneficiary target. Secondly, in the 2014 SPR it was already clear the operation was not reaching longstanding refugee caseloads and the ET found no evidence from field visits, KIIs or secondary documents that activities implemented from 2015 onwards attempted to address this situation: all Nutrition and FFA beneficiaries in the North and Far North were for local residents. This finding based on ongoing results of the operation calls into question why the CO set the revised beneficiary targets so low, and continued to communicate its intention to support long-term refugee populations it wasn't reaching.
76. *Pipeline*: Prior to the start of the intervention a high number of children (6-59 months) were screened with MAM and resources were pre-positioned to reach this caseload using a carry-over from EMOP 200396 (Table 4, overleaf). However, while this meant overall commodity supplies met the PRRO's target in 2013 and 2014, insecurity, difficult logistics and the absence of adequate prepositioned stocks led to significant pipeline delays during 2014. These resulted in just 60% of the planned TSF distributions being delivered on time in the Far North over the year. Supply difficulties also impacted on planning by partner NGOs. For example, one international NGO made logistical arrangements for an agreed 17MT for TSF activities but received just 3MT, leading to financial losses. Under-resourcing and inadequate prepositioning continued into 2015. This was evident from Health Centre staff in the North who confirmed that pipeline breaks had affected the operational efficiency of the CF component with just 15% of the 2015 distribution target attained and distributions suspended for three months during the year.
77. *Cross Cutting Objectives*: the cross cutting objectives present a mixed picture but with Gender targets largely under-achieved. While the PRRO 200552 achieved its objective for the proportion of assisted men and women headed households who make decisions over the use of food in the household (40% and 30% respectively; see Table 4), these didn't shift over the PRRO period and the operation did not achieve its target of 30% of households in which both men and women make joint decisions. This was mainly because the PRRO did not use activities to address behaviour-change in male-only decision making households. Nor did the operation reach its objective for women taking leadership positions in programme management committees achieving just 5% against its target of over 50%. An indirect impact of the absence of strategies to address gender differences may have been to reinforce male dominated controls over household decision making and community assets.

⁶⁸ Final beneficiary figures for the PRRO including 2016 were not available at the time of evaluation.

Table 4. Planned versus actual commodities distributed (MT) by PRRO component by year⁶⁹

2013	Activity	Planned	Actual	%Achieved
Food Security	FFA	1374	429	31
	FFT			
	GFD			
Nutrition	TSF	48	133	277
	CF			
	PLW			
	FbP			
Sub Total		1422	562	40
2014	Activity	Planned	Actual	%Achieved
Food Security	FFA	9272	5132	55
Nutrition	TSF	966	929	96
	CF			
	PLW			
Sub Total		10238	6061	59
2015	Activity	Planned	Actual	%Achieved
Food Security	FFA	8125	796	10
Nutrition	TSF	1188	176	15
	CF			
	PLW			
Sub Total		9313	972	10
Total		20973	7595	36

Source: CO's 2013, 2014 and 2015 SPR and performance reports

78. WFP's ability to implement activities was nevertheless strong, with 100% of assisted men and women experiencing no safety problems travelling to or from, or staying at the PRRO's FFA and Nutrition sites against its target of 80%. The operation also managed to inform 67% of all assisted people about who was included, would receive benefits from, and where they could complain about, the programme, only narrowly missing its target of 70%. This came despite insecurity and resource difficulties. All project activities were implemented with the engagement of partners and meet the operational target for partner engagement. While the ET believes the PRRO helped leverage significantly more than 5% other direct operational costs from partners, more could have been done by the CO to help partners mobilise complimentary funds, inputs and services and to monitor this area as part of its partner strategy and approach. These cross-cutting areas are analysed below in greater depth against each operational component.

Nutrition

79. *Geographical reach*: TSF in the East and Adamawa regions started in 2013 where for three months the program supported Central African Republic refugees and host

⁶⁹ Note, commodity distributions data not available from SPR or ATOMS records by activity

populations with treatment for children under 5 suffering Moderate Acute Malnutrition (MAM), Pregnant and Lactating Women (PLW) and clients following anti-retroviral therapy (Food by Prescription). The operation in these two regions was largely transferred to the regional EMOP 200799 in May 2014 and FbP was dropped from the PRRO. At the start of the operation in 2013 in the Far North, the programme began by supporting children under five and PLW amongst Nigerian refugees and host populations suffering MAM. As with the East and Adamaoua, refugee caseloads were transferred to a regional EMOP (200777) in May 2014 while the PRRO continued TSF for host populations. Complementary Feeding was conducted separately in the North region where activities began in October 2014.

Table 5. Planned versus actual beneficiaries reached by PRRO 200552 by activity by year

		Planned (as per PD/BR#2)			Actuals (as per SPR)			% achieved
		Male	Female	Total	Male	Female	Total	
2013	GFD	12,500	13,500	26,000	7,706	9,161	16,867	65
	FFA	-	-	-	-	-	-	-
	FFT	2,185	1,114	3,299	-	-	-	0
	TSF 6-59 Months	911	949	1,860	1,099	1,365	2,464	132
	TSF PLW	-	1,320	1,320	-	1,456	1,456	110
	CF 6-23 Months	-	-	-	-	-	-	-
	FBP ARV-p	120	180	300	71	286	357	119
	Sub total 2013	15,716	17,063	32,779	8,876	12,268	21,144	
2014	GFD	13,500	14,500	28,000	25,986	27,914	53,900	193
	FFA	37,250	50,500	87,750	13,624	8,696	22,320	25
	FFT	5,270	5,486	10,756	-	-	-	0
	TSF 6-59 Months	21,254	22,121	43,375	16,868	17,211	34,079	79
	TSF PLW	-	18,765	18,765	-	23,846	23,846	127
	CF 6-23 Months	6,290	6,545	12,835	5,406	4,882	10,288	80
	FBP ARV-p	400	600	1,000	132	338	470	47
	Sub total 2014	83,964	118,517	202,481	62,016	82,887	144,903	
2015	GFD	11,000	12,000	23,000	-	-	-	0
	FFA	37,250	50,500	87,750	20,219	26,801	47,020	54
	FFT	3,459	3,600	7,059	-	-	-	0
	TSF 6-59 Months	10,969	7,782	18,751	7,691	5,569	13,260	71
	TSF PLW	-	3,662	3,662	-	5,969	5,969	163
	CF 6-23 Months	6,375	6,635	13,010	5,129	5,339	10,468	80
	FBP ARV-p	280	420	700	-	-	-	0
	Sub total 2015	69,333	84,599	153,932	33,039	43,678	76,717	
Total	169,013	220,179	389,192	103,931	138,833	242,764		

80. *Outputs:* By December 30, 2015 the combined nutrition activities (TSF plus CF) had reached a total of 70,559 children and 31,271 PLW clients representing 84% of the PRRO's overall nutrition target (Table 5). Overall the TSF Programme covered 9 health districts and 98 distribution sites (health centres) in the Far North in 2015, a reduction from the 294 centres covered in 2014. The drop was due to the shift of

coverage for these TSF centres to EMOP 200777. TSF for children under 5 reached 132% of the beneficiary target in 2013, 79% in 2014 and 71% in 2015. A clear success was increasing the number of PLW receiving TSF attending health centres over the PRRO from 110% of planned in 2013, to 127% in 2014, and 163% in 2015. According to health centre staff and beneficiaries, high levels of demand were supported by the proximity of Government health centres to communities and the success of early sensitization activities conducted by WFP through the community health workers (CHWs) working out of these centres. Under the CF component, 20,756 children were enrolled over 2014 and 2015 representing a 20% shortfall against the target of 25,845. CF distributions were undertaken through 28 treatment centres in Mayo Oulo against 27 planned as a direct response to a request from health officials. Nevertheless, KIIs with district health staff and local partners revealed that some participants had travelled up to 40km to receive CF, reflecting that even with the additional distribution centre, access for remote communities to CF was limited.

81. *Outcomes:* Under WFP guidelines, Outcome indicators for Strategic Objective 4 – reducing under-nutrition – include the number of discharged beneficiaries, treatment recovery rate, non-response rate, default rate and treatment mortality rate. Outcome data was collected through monitoring surveys at the end of each fiscal year. Table 6 shows treatment recovery rates achieved SPHERE standards in 2013 and 2015 but not in 2014. Given that between 2014 and 2015 SMART surveys showed MAM rates in the general population of the Far North rose from 7% to 11.7% these results are potentially significant. Low non-response rates to TSF treatment averaged at just 1% among children. Mortality rates remained under 1% for the three years, meeting SPHERE standards, as did non-response rates which remained below 2% for all three years. While the ET concludes that most performance indicators show MAM treatment under the PRRO using TSF to have been effective, the default rate of 25% over the full PRRO period is significantly higher than SPHERE standards and the Programme target. This was primarily the result of pipeline breaks linked to funding shortfalls and insecurity that affected the provision of regular planned supplementary feeding in the Far North especially during 2014, and fewer distribution sites than were needed for the population to access complementary feeding in the North (see also Section 2.3 Factors Affecting Results).

Table 6: Performance indicators for MAM treatment

Performance indicator/outcome	PRRO Target SPHERE standards	Year of follow-up		
		2013	2014	2015
MAM treatment default rate (%)	<15	21	34	20
MAM treatment mortality rate (%)	<3	0.4	0.2	0
MAM treatment non-response rate (%)	<15	1.5	0.7	1.0
MAM treatment recovery rate (%)	>75	77	66	79

Source: CO's 2013, 2014 and 2015 SPR reports.

82. *Gender:* Gender disaggregated data shows that across the TSF and CF components the PRRO reached 45% male and 55% female beneficiaries. FGDs among female childcare providers and PLW identified a range of benefits. These included increased health and strength among children and lactating mothers, greater appetite and weight among children, a higher likelihood to receive vaccinations, reduced social tensions within the household, and a better understanding of nutrition and child-

care requirements among women. Cross referencing community findings against KIIs with CHWs and health centre staff confirmed the importance all groups gave to WFP's successful sensitization of community leaders and women at the programme's inception in 2013. FGDs suggested this approach also began to tackle local social norms that require women to seek the authorization of their husbands and community leaders to visit health centres and distribution sites.⁷⁰ Unfortunately the PRRO failed to build on this with men and community leaders because while 95% of women targeted by the programme were reached by BCCs, it reached just 5% of the planned numbers of men.⁷¹ The main reasons given for lower male participation were that mothers collect the nutrition supplement and are the care providers. This may have provided an opportunity for the PRRO to encourage men to relinquish some of their control over household food in recognition of women's role which, on the basis of secondary data, KIIs and FGDs at all levels, is considered essential to the success of nutrition programmes in the North and Far North.⁷² However, the ET found no incentives - such as targeting markets and village centres, using mass media, or integrating nutrition messages with in areas of male interest, including food production and markets - to improve BCC outreach among men.⁷³

83. *Unintended impacts:* Regional and field level health workers and beneficiaries agreed that food supplements and successful BCCs among women provided an incentive for regular antenatal and postnatal care visits, early maternal bookings and increased clinic visits by children. As a result, both health district and health centre staff believed the programme to have supported increases in vaccination coverage in the implementation areas. However, as outlined above, in failing to address male sensitization, the programme may have indirectly reinforced women's secondary decision-making role in the home, and male perceptions that women's primary roles are reproductive and caring.
84. *Partners:* WFP trained its partners in a range of skills from the national to community level. Government and NGO partner feedback, though not critical of the CO, suggested the main purpose of training was to build understanding toward programme implementation rather than develop joint handover strategies or longer term partnership arrangements. At the national and regional levels, staff from the Nutrition Department of the Ministry of Public Health and Society, were provided IMAM training alongside international and national NGO partners. At the field level, health district and health centre staff received training in beneficiary screening, supervision of food distribution, data management, collection and reporting. At community level, CHWs also received training in the screening of MAM, nutritional education, food distributions and the recording of intervention data in standard formats. While the ET found that health centre staff and community health workers involved in beneficiary screening had an adequate understanding of enrolment and exit criteria, it was evident from KIIs that both WFP and Government had contributed to this capacity.

⁷⁰ The Nutrition component in the PRRO was designed to complement a combination of nutrition services with Behavioural Change Communications.

⁷¹ A factor reported in the 2015 SPR and confirmed during ET field visits

⁷² According to Hillenbrand (2010), women's limited control over economic resources, exclusion from household decisions, and restricted mobility are important factors that limit their ability to influence food and health spending for themselves and their children.

⁷³ This opportunity also suggests opportunities should be explored to integrate the nutrition and food for assets through use of the food for training component.

Food for Assets

85. **Outputs:** Under the 2015 Budget Revision (BR#2) FFA activities targeted 41,000 beneficiaries of food distributions across host populations of the North and Far North.⁷⁴ This adjustment was less than half of the original PRRO target of 87,750 of whom 58% should be female. By the time of the evaluation, 5 FFA activities had been successfully completed over the entire 2013-16 operation period. These included the rehabilitation and construction of secondary irrigation canals at Lagdo in the North, and primary and secondary canals at Arkiss, Mayum Pont and Woulky (Logonne et Chari Division) and Begué Palam (Yagoua) in the Far North. The construction of one further site, a dam to service the cattle market at Adoumri in Bibemi Division (North), was still in progress during the evaluation visit. Across the 5 completed FFA projects the PRRO reached 69,340 household members through food distributions to FFA participants representing 79% of the original and 169% of the revised targets (Table 7). With the addition of its 2016 Adoumri beneficiaries the PRRO is on track to more than double the revised BR#2 FFA target with 51% women beneficiaries.

Table 7. Original and revised planned versus actual Food For Assets beneficiaries, 2013-15

Original PRRO	Planned			Actual			% Achieved		
	Male	Fem	Total	Male	Fem	Total	Male	Fem	Total
2013	-	-	-	-	-	-	-	-	-
2014	18,625	25,250	43,725	13,624	8,696	22,320	73	34	51
2015	18,625	25,250	43,725	20,219	26,801	47,020	109	106	108
Total	37,250	50,500	87,450	33,843	35,497	69,340	91	70	79
% by gender	42	58		49	51				

Budget Revision #2	Planned*			Actual			% Achieved		
	Male	Fem	Total	Male	Fem	Total	Male	Fem	Total
2013	-	-	-	-	-	-	-	-	-
2014	8,610	11,890	20,500	13,624	8,696	22,320	158	73	109
2015	8,610	11,890	20,500	20,219	26,801	47,020	235	225	229
Total	17,220	23,780	41,000	33,843	35,497	69,340	197	149	169

*Note, BR#2 planned targets were not gender disaggregated. The original male-female ratio is used.

86. In the East and Adamaoua regions, BR#2 targeted 17,670 beneficiaries in resident communities and 29,080 old caseload refugees from the Central African Republic. Against these targets the 2015 SPR reports the distribution of fuel efficient stoves to 900 households (up to 4,500 people) in partnership with the local NGO Action pour la Promotion de la Creation (APCRE). Typically, these stoves use half the biomass of traditional three stone fires and reduce the short-term environmental impacts of refugees in need of fuel-wood. Indirectly they can help reduce the risk exposure of women to assaults during firewood collection. No other FFA activities were conducted in the East or Adamaoua and the numbers of actual FFA beneficiaries in these regions fell significantly short of the PRRO's original and revised targets.

87. **Access:** Communities reported that FFA activities and distributions happened on time and to plan and that when changes were made – for instance 2-3 day delays in distributions due to rains – they were kept informed. At all sites visited by the ET it was clear that high levels of trust and support for WFP exist at the local level. In addition, the ET found no example of beneficiaries travelling more than 5km to obtain FFA work and no reported example of beneficiaries who faced problems with

⁷⁴ PRRO planning documentation focuses on overall FFA food distribution beneficiary numbers. It does not set targets for the number of planned FFA sites, users of the assets, production increases or the specific beneficiaries of these increases within communities.

personal security when travelling to or from the FFA sites. Implementation of the activities is therefore considered to have met WFP guidelines for access and security. WFP are to be commended for having maintained effective field communications despite a difficult and unpredictable operating and funding environment.

88. *Gender*: Gender-disaggregated data shows that 51% of those engaged in FFA activities and receiving food distributions are women (Table 7) against an original PRRO target of 58%. This finding was corroborated during the evaluation's field visits and the ET found no examples where women participants were prevented from accessing food distributions.⁷⁵ From separate women's and men's FGDs at the three sites and KIIs, the ET found all community members agreed that women's participation in FFA activities had a positive benefit on households and the community. Women also argued they had achieved greater levels of authorization from male partners to engage in wider activities outside the household, had spent more time together, and that their interactions were stronger, thereby re-enforcing their sense of identity and social cohesion.
89. These significant indirect impacts might have laid the grounds for further support to women's groups and agency.^{76,77} However, FGDs and KIIs also showed that the combination of men's domestic authority, high levels of demand for food during the hunger gap and the PRRO's use of FFA to improve productive infrastructure resources that lie under male control (rice irrigation and water for livestock) also led to considerable male interest in the FFA activity and may have indirectly reinforced male interests over and above those of women. While women's groups at the irrigation sites supported the approach and the benefit it provided, this was in part because a discussion of alternatives had not happened. This point was emphasised at Adoumri, a site located in an area prone to seasonal water shortages, where women indicated their preference would have been for smaller potable water points to help domestic access rather than a single resource used primarily for animals.
90. Through its use of KIIs and gender disaggregated FGDs the ET also tracked the pattern of male control over resource use into the household. These showed that while everyone participated equally in the FFA activities, and that women and men each received FFA food entitlements separately, in a majority of households at all sites the resource was later pooled and husbands retained authority over food allocations.⁷⁸ This confirmed the wider findings of the 2011 DHS. From this feedback the ET concludes under-achievement of PRRO against Objective 3 of WFP's Gender Policy Guidelines.⁷⁹ This assessment is supported by the comparative analysis of changes in the gender breakdown of who decided on household food use and

⁷⁵ Meeting Objective 1 of WFP's 2015-2020 Gender Policy Guidelines. Objective 1 states that food assistance should be adapted to different needs: Women, men, girls and boys should benefit from food assistance programmes and activities that are adapted to their different needs and capacities.

⁷⁶ Evidence from India and Sudan shows women's self-help groups and associations to have been successful in empowering women, improving public goods, and a step towards building their capacities to begin making demands from decision makers and holding community and policy leaders to account.

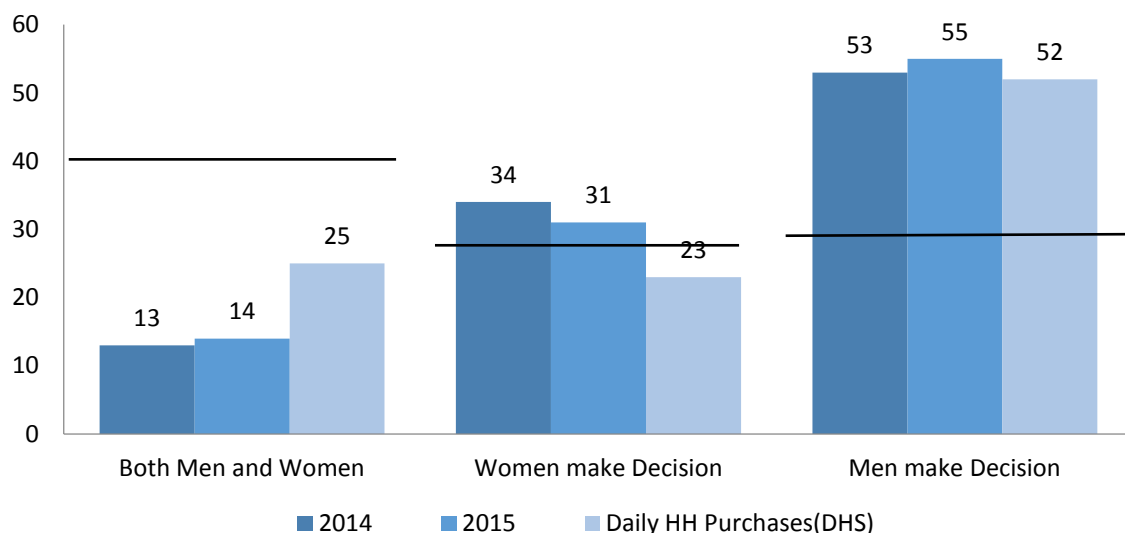
⁷⁷ Customary and formal laws in Cameroon restrict married women's agency: married women cannot choose freely where to live or work outside the household without permission of their husband. See, e.g., the World Bank 2014 report on "*Voice and Agency: Empowering women and girls for shared prosperity*".

⁷⁸ Married women's rights over property in Cameroon are limited by law, requiring them to have their husband's permission to enter into any land transaction but lacks similar requirements for men. A husband may legally dispose of joint property without his wife's consent and even administer her personal property (World Bank 2014, *Voice and Agency*).

⁷⁹ Objective 3 of the WFP Gender Policy Guideline 2015-2020 – Decision-making by women and girls: women and girls have increased decision-making power regarding food security and nutrition in households, communities and societies.

expenditures among PRRO target groups (Figure 4) in which the horizontal bars represent the project end targets for each sub-group. These Outcomes show little evidence of significant changes in the gender breakdown of household decision making among households during PRRO implementation. The ET considers this to be important because it may reinforce concerns under the nutrition component that low levels of success in sensitizing males to the requirements of child nutrition and health is a significant risk factor behind high and sustained levels of under-nutrition in the North and Far North.⁸⁰

Figure 4. Annual changes in the gender breakdown of household decisions on food use and expenditures among PRRO target groups against DHS reference data (2011)



91. A similar picture emerges in the PRRO's inability to help women take on new leadership positions in the management of FFA activities. SPRs report less than 5% of leadership positions were occupied by women in 2015, a figure in line with the feedback of men's and women's groups during the ET visit. The ET therefore concludes that the PRRO did not deliver against Objective 2 of WFP's Gender Policy Guidelines which promotes the equal participation of women and men in the design, implementation, monitoring and evaluation of gender-transformative food security and nutrition programmes. Supporting the emergence of grassroots initiatives to boost women's membership in Farmers' Groups and Women's Associations is one example showing how PRROs might address gender equality and social empowerment in future. This is confirmed by the Farmer's federation at Lagdo, who reported they had begun to develop strategies to increase women's membership in late 2015 after support over two consecutive growing seasons. It also corresponds with feedback from the communities of Gounougou and Bessoum at Lagdo who said they had started organising their collective labour and are discussing community plans for improving further paddy fields with women. Unfortunately, the analysis of social capital building and gender was not provided in PDM reports or SPRs. This reinforces concerns that the short term modality of the FFA activity was unlikely to be sustainable socially, financially or institutionally.
92. *Outcomes:* At FFA sites the feedback from groups of women, men, village leaders, irrigation block managers, Commune representatives and local MINADER staff agreed that FFA food entitlements had an immediate impact on household food

⁸⁰ Ref. Paragraph 31.

availability helping families to bridge the hunger gap. Improvements in food availability also resulted from the FFA modality helping farmers to double their per unit area yields and increasing the total area under cultivation.⁸¹ A similar scale of impact was reported by farmers at all the three irrigation schemes visited. These findings tie-in closely with WFP's Post Distribution Monitoring Reports and were achieved despite a poor rainy season in 2015. In addition, the Lagdo community at Gounougou reported the village had escaped an expected flood during a heavy rainfall event in 2015 as a direct result of having rehabilitated drainage canals.⁸²

93. Despite these very positive findings from the field, the ET found it difficult to relate them to CO's Outcome indicators to get a picture of PRRO impacts. For example, the Coping Strategy Index data in Table 8 suggests the overall target was missed in 2015 because of a low score among male headed households (Table 8).⁸³ But when compared to the baseline, the proportion of households with a reduced CSI that did not implement coping strategies increased from 18% in 2013 to 91% in 2015, suggesting the operation led to significant improvements. Community Asset Scores also improved between 2014 and 2015 suggesting better access to FFA infrastructure may have contributed to CSI improvements, but the absence of CSI data for 2014, a CAS baseline for 2013 and qualitative analysis in field reports, make this conclusion tentative. The data for Food Consumption Scores is also inconclusive. Against a PRRO target of 18%, the proportion of households with borderline FCS improved significantly from a baseline of 20% in 2013 to 2% in 2014 but fell again in 2015 to 23%. The ET could find no clear relationship between the PRRO activities and these findings.⁸⁴ A similar pattern emerged for the proportion of households with acceptable FCS, which first increased from a baseline of 75% in 2013 to 98% in 2014 but back to 78% in 2015. From KIIs, FGDs and secondary documentation the ET concludes that external factors - including poor rains affecting general yields, insecurity impacts on farmers' access to their fields, a deterioration in local trade, and internal and refugee displacements - affected the 2015 FCS decline.⁸⁵
94. While these factors lie outside of the PRRO's control, the significantly higher rates of borderline FCS among female headed households did not. These provided a clear indication of vulnerability. Unfortunately, the ET found no analysis in the PRRO's Programme Monitoring or reporting as to what was leading to these gender differences, how they relate to vulnerability, or the extent to which the programme's activities could be adapted to better support women headed households. This was a risk to WFP. The CO may have been unintentionally reinforcing assumptions the ET found across all FGDs that all members of the community benefit from FFA work when the Outcomes data suggests they don't. Many may be being left behind.⁸⁶ The

⁸¹ This message was reported to the ET by gender disaggregated FGDs at all 3 irrigation sites visited and corroborated in KIIs with local MINDAR, Mairie, and NGO staff feedback, community leaders, and confirmed the findings of Post Distribution Monitoring Reports.

⁸² Poor growing seasons are as often the result of irregular rainfall patterns as they are of low rainfall. A bad year will often involve average rains falling in a small number of localized, heavy rainfall events.

⁸³ PRRO data is for % Households with Reduced CSI. The slower improvement for male headed households may reinforce the analysis under the nutrition component that male household heads pay less attention to nutrition.

⁸⁴ Attribution would be improved with a comparative reference against panel data tracking longitudinal changes among a cohort of target beneficiaries. To achieve attributable changes across a randomly sampled population the programme would need to have been significantly larger in scale. See recommendations 1 and 9.

⁸⁵ These are outlined in the latest UN OCHA *Aperçu des besoins Humanitaires* (2016). www.unocha.org/rowca

⁸⁶ Enquiry across a range of FGDs found a consistent response across different groups that took the position that no-one was left behind. However, despite questioning it was never made clear to the ET how vulnerable groups participated in FFA activities with their high physical and time burdens or, if not doing the work, how the distributed food reached them indirectly through healthy participants. In the time available during field visits the ET was not able to test this claim against personal interviews across a sample of vulnerable households.

CO needed to balance its support to communities as a whole with activities that targeted the underlying causes of vulnerability. Under the FFA component these included continued male dominance of leadership positions especially over productive infrastructure, male decision-making in the home, and an unequal entitlement to land and productive assets across community members.

Table 8. Changes in Food Consumption and Diet Diversity Scores by household type

	Project Target All HHs	2013 Base- line	2014			2015		
			Female HH	Male HH	All HHs	Female HH	Male HH	All HHs
Coping Strategy Index ^a	100	18	-	-	No data	100	86	91
Acceptable FCS	78	75	98	98	98	72	89	78
Borderline FCS	18	20	2	2	2	30	14	23
Poor FCS ^b	4	5	0	0	0	0	0	0
Community Asset Score ^c	80	No data	-	-	80	-	-	100
Diet Diversity Score ^c	6	No data	6.3	6.3	6.3	6.8	6.1	6.3

^a % of HHs with reduced CSI; ^b % of HHs with respective FCS;
^c average CAS and DDS across households surveyed

95. *Partnership*: PRRO partners shared the opinion that WFP were effective at exchanging information and communicating through both formal and informal channels. Nevertheless, when examined against the aims of “*We Deliver Better Together*” WFP’s 2014-17 Corporate Partnership Strategy, the ET found the PRRO to have adopted what was primarily a transactional rather than a partnership approach, with a primary focus on delivery and limited attention to value addition through capacity building or the development of joint strategies for sustainability. This was exemplified by WFP’s approach to engaging local partners in which, following the site identification and joint field assessments with MINADER/PNSA and the Prefecture, a call-for-proposal modality was used to identify an NGO partner to deliver the target activity. Under the FFA component the NGO CRPA⁸⁷ was the only successful applicant in the North and Public Concern the only successful applicant in the Far North over these submissions.⁸⁸ Despite good relationships and high levels of trust from working with the same agencies across sites and years, and examples where partners reported to the ET their capacities were built,⁸⁹ this modality reinforced a short-term delivery approach to partnership and restricted WFP’s ability to develop commitments beyond the contractual arrangement of the PRRO.

⁸⁷ Centre Regional d'appui à la Professionnalisation Agropastorale

⁸⁸ A similar picture emerges under the Complementary Feeding nutrition component which used SAILD as the national partner.

⁸⁹ Examples included large-scale community mobilization (CRPA and Public Concern) and technical training in nutrition (SAILD)

Summary: Results of the Programme

The overall effectiveness of the PRRO presented a mixed picture for each of its components. The selection criteria used for the TSF and CF nutrition modalities included the views of primary stakeholders. Both approaches proved to be broadly effective in reversing malnutrition. This led to their being received positively by households, communities and government. Despite a worsening of MAM prevalence in the general population, MAM treatment recovery rates for the overall PRRO were ahead of target in 2015 despite having fallen behind in 2014. Mortality rates remained under 1% for the three years, meeting SPHERE standards, as did non-response rates which remained below 2% for all three years. However, 25% default rates for both TSF and CF were significantly higher than SPHERE standards. These reflect TSF distribution delays in 2014, the long distances some beneficiaries had to travel to reach CF distribution sites and the limited size of the ration. While the programme was successful in raising nutrition awareness among women through its engagement of government health staff, NGOs and community health workers, behavioural change communications among men were not effective. This presents a risk to decision-making about the use of food within households that may have impacted on the PRRO's outcomes.

Under the FFA component, the PRRO surpassed the revised numbers of beneficiaries targeted by BR#2 but these were set too low. While the almost equal percentage of female and male FFA beneficiaries was below the 58% target for women, levels of community participation were high and WFP did well to work with its local partners to mobilise communities and support women's participation with no safety concerns. However, even where the PRRO had direct control over interventions the CO did not build on opportunities to address gender imbalances. While food distributions reached men and women separately, they were later pooled within the household and women reported to the ET there had been no change in the authority husbands retained over food consumption and use. Even though outcomes data suggested female headed households more vulnerable, no action was taken to adapt activities to target these or other vulnerable groups, and the PRRO was unsuccessful in helping women take on new leadership positions in the management of FFA activities with fewer than 5% occupied by women by 2015.

2.3 Factors affecting the results

External Factors – An Operation Overtaken by Events

98. *Funding environment:* Over the PRRO period poor rains, insecurity, refugee and internal displacements led to a deterioration in the nutrition and food security of populations in Cameroon especially in the Far North.⁹⁰ SPRs show that despite donor commitments during the design phase, significant funding shortfalls were evident as early as December 2013 in line with a shift in donor priorities to address the needs of new refugee caseloads. USAID's withdrawal from PRRO to reallocate resources to emergency operations was evident within 3 months of start-up and typical of the donor environment. As a consequence, PRRO 200552 faced significant challenges securing funds from its inception. Against a target of USD 28,333,918,

⁹⁰ Sources include the Crop and Food Security Assessments 2013/14; Comprehensive Food Security and Vulnerability Assessments 2014; and Comprehensive Food Security Assessment Mission, 2014.

WFP secured USD 10,985,172 over the entire programme, equivalent to just 39% of the requested budget. This created considerable challenges for WFP's resource planning and the actual results for all components against planned should be considered against these budget constraints: by May 2014 GFD and FbP were reallocated to regional EMOPs. TSF distribution sites were reduced in the Far North. CF operations were limited to 1 instead of 2 health districts in the North. Planned FFA sites were reduced with minimal activities in East and Adamaoua, and while FFT was sustained under the operation it received no actual resource allocations.

99. *Security context:* Targeted Supplementary Feeding health centres in Mayo Tsanaga and Mayo Sava along the Nigerian border in the Far North were closed or reallocated to EMOP 200777. Insecurity also led to difficulties in managing supply lines in the Far North with food movements north and west of Maroua requiring military escort. Travel to Logonne et Chari required a convoy and led to frequent delays in delivery affecting TSF and FFA. Nevertheless, KIIs agreed the CO oversaw an effective response to the changing context, with logistic and operational capacities in North and Far North upgraded over the course of the PRRO. While the combination of insecurity and lower than planned financial and in-kind resources created pipeline delays and shortfalls for supplementary and complementary feeding, the ET considers WFP's allocation, management and supply of stocks to have been an appropriate response, and disruptions to planned Food For Assets activities were minimized. The main effect reported by FFA communities was the military closure of the Nigeria border in 2014. This limited opportunities for communities to sell-on rice to Nigerian traders but had not had an obvious impact on local prices.
100. *Partners:* The PRRO benefited from effective working relationships with Government partners across Administrative, Political and Technical cadres at the Commune, Divisional, Provincial and National levels. MINADER and MSPS officials engaged in programme design, its inception, delivery and information sharing. Strong political commitments to TSF and CF led to close integration of these components in regional health systems. FFA and CF site selection requests came through regional Line departments and Prefecture. Despite this support, the ET found little evidence to suggest the FFA or nutrition components were sustainable, mainly because of limited Government staff numbers, capacities and resourcing at the local level. For example, WFP, NGO and Health District staff consistently reported a critical shortage of health professionals in TSF and CF health centres who, with an average of two professionals per centre, relied on the support of volunteers and CHWs. Although a comprehensive training package was provided to CHWs,⁹¹ high attrition rates among health professionals impacted on the quality of supervision and technical support. The ET found that during 2015, the withdrawal of a basic CHW motivation package by government had already led to a decline in community sensitization and mobilisation activities that was likely to affect the quality of nutrition services in the longer term. Under the FFA component, although MINADER support included advisors working with CO staff and communities to plan and implement infrastructure development activities, the ET found that government support was concentrated on major irrigation schemes and no evidence of plans or resources to sustain or support community managed infrastructure such as that supported by the PRRO.

⁹¹ Training included CHW induction training, beneficiary targeting, annual on-the job refresher courses and on-the-spot training during field monitoring visits.

Internal Factors

101. *Programme design:* The ET believes that by focusing on productive asset building under the FFA component, WFP adopted an appropriate, if narrow, approach to rural livelihood support under the PRRO. While the CO's use of national context analysis, seasonal and community planning mirrored WFP's 3-Pronged Approach to Resilience, two key elements would have improved FFA sustainability and efficiency. The first was integration of FFT with the infrastructure development activities at little extra cost, such as the provision of training in irrigation soil-water management, inclusion of women in local organisations, infrastructure maintenance strategies,⁹² and understanding market systems.⁹³ The second was to have linked the PRRO to wider Resilience strategies and programmes including the CO's Country Programme, where FFA yield increases could have been used to stock community grain-banks under the CP's price stabilisation strategy, thereby minimising community risk exposures to seasonal price variations.⁹⁴ The ET found this picture of a sound PRRO design held back by the absence of a sustainability strategy to also be relevant to the Nutrition component.⁹⁵ At the time of the ET visit in the last month of the PRRO no plan had been put in place to sustain or phase out activities. One international NGO partner had already pulled out of TSF provision without giving local Health Centre staff prior notice or handover support.
102. *Funding:* In cross-referencing internal WFP feedback with that of four donors,⁹⁶ the ET found no evidence that an alternative fundraising approach would have addressed the PRRO's funding shortfalls. While the ET concludes that each of WFP's decisions on resource allocations by component and geographical focus over the course of the PRRO was appropriate to the shifting context, it believes that given significant funding shortfalls were evident so early on in the operation, more could be done to negotiate the prioritization of resource allocations with donors in order to focus activities around a more defined set of challenges. For example, targeting multiple components to address MAM or stunting in a single geographical context.⁹⁷ This would have allowed WFP to focus its field level planning and logistics for the entire operation rather than regularly adjusting them to meet financial shortfalls, giving sub-office managers and staff space to develop longer-term strategic and operational arrangements with local partners, and helping communities understand and address the inter-relationships between food and nutritional security.
103. *Partners:* KII feedback showed the CO is a respected convening agency with the capacity to mobilize relevant political, technical and funding support around its core nutritional and food security competencies. This supported the integration of the programme within official structures and processes and might have laid the

⁹² For example, while rice yield increases were anticipated at irrigation 5 sites, and higher Commune revenues expected at Adoumri market, the PRRO included no modality for cost recovery for future infrastructure maintenance. When questioned by the ET, communities at all FFA sites showed an interest in exploring agreements for the allocation of a proportion of yields for future maintenance needs but clearly needed support.

⁹³ Market systems development including understanding value chains; organising for the market; bulking-up, storage and quality control; what buyers need; accessing market price information; price negotiation etc.

⁹⁴ WFP's County Programme CP 200330 (2013-17) has three components: i) support to basic education; ii) improved household food security through the establishment of community grain stocks; and iii) nutritional support for vulnerable groups. – see <https://www.wfp.org/operations/200330-cameroon-country-programme-2013-2017>. At some sites the ET found both CP and PRRO activities were being run in parallel without exploring cross-integration efficiencies and the two operations designed and managed separately.

⁹⁵ For example, handover to the Ministry of Health, resourcing local NGOs, or joint lobbying of central government and donors with UNICEF to fund nutrition services in target localities.

⁹⁶ UN-CERF Multilateral, Japanese Embassy, USAID Food For Peace, Canadian Embassy

⁹⁷ For example, the joint learning agenda with UNICEF to agree a national complementary feeding strategy

foundation for the handover of the activities to line departments. While UN partners considered the CO to have engaged in good high-level coordination at the Provincial and National levels there was little joint coordination with UNICEF to develop future CF strategies as prioritised in the original PRRO. Through its local NGO partners⁹⁸ WFP were able to successfully engage community groups in the management of both Nutrition and FFA activities and the PRRO approach reflected the typical skill-sets of local NGO staff. Under the TSF and CF components, NGO staff received technical and management training and showed high levels of motivation and engagement in programme delivery. The NGO SAILD recruited new health staff to implement CF in the North and oversee CHWs but were looking to build on this relationship to develop an integrated food security and nutrition activity with the CO reflecting its core strengths. Under the FFA component the ET found WFP's operational modality allowed local NGOs to mobilize communities on a larger scale than previously and to have coordinated management committees at all six sites. However, in each case the ET found the CO's the primary focus was on delivery. This reflects the CO's current use of a call-for-proposals modality that focuses on activities rather than a commitment to longer-term partnership in line with WFP's policy commitments.⁹⁹

104. *Community engagement:* Under both the Nutrition and FFA components the level of community engagement was high at all sites. In part this is the result of the CO's close coordination through field partners. Under the FFA component, work activities and distributions largely happened on time with only minor delays recorded at sites in Logonne et Chari where earlier than expected rains limited vehicle access for some distributions in 2015. In each case communities were kept informed of delays, appreciated the levels of communication they received and reported only minor examples where the timing of FFA and field cultivation clashed and households missed out. The ET found only one example where WFP guidelines weren't followed. In trying to deliver the FFA activity Adoumri before the end of the programme community members argued they had begun activities before they had been made aware of their daily food entitlement. Even here though, the level of trust was high, and the request led to a quick follow-up meeting. Given the context the ET considers the effective management of relationships with communities to have been a significant achievement. Similarly, the ET found the CO had engaged community leaders in CF sensitization, the selection of distribution sites and follow up of defaulters. CHWs shared responsibilities for MAM screening, food distributions, and the monitoring and follow up of beneficiaries. Both engagements helped to increase awareness of the importance of nutrition interventions. However, in some health centres staff reported a decline in community sensitization activities in 2015 that linked to a lack of incentives for CHWs, and while the engagement of women child carers was high, the ET found no evidence that the CO had addressed male decision-making controls over the use of food in the home to address MAM. The ET believes the poor 5% participation of men in BCCs was a major contributing factor,¹⁰⁰ that wasn't adequately addressed during PRRO implementation.

105. *Pipeline:* While pipeline targets for the nutrition components were largely reached in 2013-14 because of the pre-positioning of carry-over stocks from EMOP 200396, distributions fell significantly behind target for all components in all years. TSF distributions in the Far North in 2014 were affected by a combination of

⁹⁸ Under FFA – Public Concern (Far North), CPRA (North), CRPE (East); under nutrition – SAILD (North) and Public Concern (Far North)

⁹⁹ WFP Corporate Partnership Strategy (2014-17), *We Deliver Better Together*

¹⁰⁰ Standard Project Report, SPR 2015

insecurity, available funds (see paragraphs 98, 99) and a lack of prepositioned stocks. These factors also caused CF pipeline breaks such that in 2015 just 15% of the distribution target and suspensions for more than three months.¹⁰¹ The CF operation also suffered from a geographical coverage of distribution centres with beneficiaries from some communities having to travel 40km to collect food rations. This combination of factors contributed to the high 25% default rate for the PRRO's nutrition components and meant that beneficiaries from already underserved catchment areas may have risked further marginalisation. While the CO has invested over the last 18 months in new food storage infrastructure to better preposition stocks, at the time of the field visit the ET found that no supplies were available to complete the programme's planned CF distributions for PLW. Although FFA food pipelines showed significant shortfalls across all years, the effective management of distributions and community relations minimised these impacts on FFA delivery.

106. *Staffing:* The ET found WFP staff involved in the PRRO to have had the required capacity at the national and provincial levels for effective management and delivery of the programme. Sub-office staff provided adequate support to front-line health centre staff, CHWs and local NGO partners, thereby supporting effective screening procedures, distributions in the field, the recording and reporting of beneficiaries, and an adequate identification and oversight of FFA infrastructure activities. The main area of concern the ET identified is with CO's capacity to provide adequate technical, gender and M&E support to sub-office staff and partners. Under the current management arrangement central technical staff are responsible for oversight of their relevant components under two regional EMOPs and Country Programme across four target regions. This risks stretching Yaoundé technical leads and the level of support given to sub-office staff for improving the quality of delivery.
107. *Monitoring and Evaluation:* Weaknesses in the PRRO's M&E capacity limited the CO's ability to build an evidence base to support decision-making and learning. By triangulating internal and external KIIs with field monitoring data and reports the ET found the CO to be facing a number of opportunities and constraints. The ET found the absence of regular, robust data from field assessments and post distribution reports during 2013-14 to have been symptomatic of weaknesses in both the funding of M&E and the M&E capacities of staff at the time. This was highlighted in WFP's internal reporting at the end of 2014 and led to the recruitment of an M&E lead early in 2015. There has since been a strengthening in the quality of field reporting and the preparation and archiving of ATOMs, Post Distribution Monitoring, Field Visit and Partner reports. However, the quantity of field assessments remains limited and the ET remains concerned over the CO's capacity to build the capacities of local partners and sub-office staff to undertake more regular field assessments. WFP's approach to data collection for its Outcome indicators is a potential opportunity because of its ability to compare an analysis of changes among the target groups of its programmes against the counterfactual of changes among the general population reported through SMART and VAM surveys. More needs to be done to resource the CO's ability to undertake regular data collection and comparison at both levels, and to ensure outcomes data refers directly to target beneficiaries for the nutrition and FFA components. This would have helped the CO pay more attention to its Outcomes findings during the PRRO, in particular to the

¹⁰¹ The shortfall in TSF distributions in the Far North during 2014 were primarily the result of insecurity.

changes reported for female headed households, and look to better adapt the intervention to support these and other vulnerable groups.¹⁰²

Summary: Factors affecting results

The operational efficiency of the nutrition component was constrained by major shortfalls in funding and in-kind resources that led to regular breaks in the food pipeline, a situation exacerbated by insecurity in the Far North. This resulted in many TSF distributions being delayed in 2014, and gaps in CF provision during the 2015 rainy season which combined to push up nutrition default rates. Against these external restrictions, the PRRO benefited from strong support and effective relationships with Government and NGO partners at all levels. Government commitments to Targeted Supplementary and Complementary Feeding supported by the PRRO led to close integration of the programme in the national health system and FFA and CF implementation closely involved the relevant Line departments. However, KIIs at all levels suggest that despite strong community support, neither the FFA nor nutrition components are likely to be sustained because of limited Government and NGO staff numbers, capacities and resources at the local level.

Internal factors that affected the PRRO results included imitations in the resourcing and staffing of WFP's M&E system and expert livelihood and gender support to field staff. These combined to make it hard to demonstrate PRRO impact internally and to donors. Logistical and distribution challenges that decreased the timeliness of food rations and increased default rates in the PRRO have recently been addressed in response to the humanitarian crisis in northern Cameroon. While the ET concludes that each of the CO's decisions on resource allocations over the course of the PRRO by component and geographical focus was appropriate to the shifting context, with significant funding shortfalls evident early on in the operation, more could have been done to integrate activities around a tighter set of food and nutrition challenges affecting to improve efficiency and focus. While the CO's focus on delivery meant opportunities to engage NGO and Government partners and communities in designing handover strategies were lost, many elements of the programme design, and its livelihood and gender components were effective and should be supported in future with a greater focus on the sustainability and transition.

3. Conclusions and Recommendations

108. PRRO 200552 was designed to address important needs in Cameroon following the flood events of 2011 and 2012, with longstanding and new refugee caseloads in the East and Far North, high levels of stunting and MAM, and an emerging security crisis along the Nigerian border causing high levels of food and nutritional insecurity. A series of assessments found high rates of acute malnutrition among children under 5 (reaching 17% in the December 2012 SMART survey) and 38,900 severely and 173,000 moderately food insecure people in the North and Far North (February 2013

¹⁰² For example, how have female-headed households, the elderly and sick been reached by the FFA modality? Are there gender differences behind the high MAM treatment default rates, and if so, what is their cause? What changes are happening in the use of food within the household following BCC sensitization under the nutrition component and food production increases under the FFA component, and what is the role of women in supporting them?

WFP and the FAO Joint Food Assessment). WFP's response began in October 2013 with a GFD relief package for refugees from Nigeria and Central Africa Republic, treatment of moderate malnutrition using TSF in the Far North, CF to prevent stunting in the North, FbP for PLWIV in Adamaoua and the East, and a combination of FFA and FFT activities to enhance food security across all four regions. The ET considers this design to have been appropriate to the context at that time, including WFP's aim to pay special attention to addressing the needs of women under each component.

109. Amidst a rapidly evolving security situation, significant funding short-falls were already evident in early 2014. These led WFP to focus the PRRO on its core relief and recovery nutrition and food for assets activities, mainly in the North and Far North. Operational decisions reallocated new refugee and internally displaced caseloads along the Nigerian border to regional EMOP 200777, and new Central African refugee caseloads to EMOP 200799. General Food Distributions and Food by Prescription activities were dropped from the PRRO. The ET considers these decisions to have been largely appropriate to the context at that time. While Food For Training was maintained within the operation, the absence of any resource allocations to the activity appears to have been a missed opportunity to complement and link the PRRO's FFA and nutrition activities as in the original PRRO design.
110. Across the remaining nutrition and FFA objectives, WFP performed moderately well over the intervention despite significant funding and pipeline shortfalls. These caused gaps in TSF treatment, half the planned coverage of CF and significantly reduced FFA resources, factors the ET considers to have been largely beyond WFP's control. However, while there have been several examples of success under the PRRO, most notably in the quality of nutrition services and partner relations, the PRRO failed to achieve its overall objectives of stabilizing Global Acute Malnutrition levels to below 10 percent or to introduce new arrangements to address stunting across its own and partner operations. Under the FFA component, the operation did succeed in beginning to build the physical assets of communities but for this and nutrition, sustainability remains a major concern. Both aspects remain important. In the Far North in 2016, global acute malnutrition now affects 15% of children under 5, 1 in 3 people are food insecure, 200,000 need immediate food assistance and 60% of farmers report insecurity to be the main factor limiting their access to land.¹⁰³ Despite its shortcomings, PRRO 200552 represents a useful springboard in helping WFP strengthen its efforts to address longstanding food and nutritional insecurity in Cameroon and address livelihood vulnerabilities at scale.

3.1 Overall Assessment

111. The PRRO had variable results in its achievement of the DAC criteria for humanitarian and development assistance. Table 10 summarises how the ET ranks each component in terms of the key evaluation criteria of appropriateness, efficiency, effectiveness, impact, and sustainability. The focus in the following paragraphs highlights some key areas that link this summary and the analysis of section 2 to the evaluation recommendations.

¹⁰³ UN OCHA *Aperçu des besoins Humanitaires* (2016). www.unocha.org/rowca

Table 9. Assessment of PRRO 200552 against OECD-DAC evaluation criteria

Component	Appropriateness	Efficiency	Effectiveness	Impact	Sustainability	Overall
Nutrition	Medium to High	Medium	Medium	Medium	Low to medium	
Food For Assets	Medium to High	Medium to High	Medium	Medium	Low to Medium	
Overall						

112. While many of the immediate Outputs and some Outcomes of the PRRO are positive, and the ET believes the CO navigated the shifting context effectively, its longer-term impacts are difficult to determine. There is only a 30-month period from the PRRO's inception to its evaluation to make this assessment and significant gaps in the quality and quantity of the monitoring data. Furthermore, almost from its inception, the PRRO had to change its operational focus because of the deteriorating security context in the Far North, and shift of donor funding priorities to humanitarian support. These make any longitudinal projections difficult. Nevertheless, the ET considers the use of a component-by-component operational approach meant beneficiary caseloads were dispersed over a large number of localities. While each group received an individual component that was useful, none were sufficient to have made a significant change to household or community food and nutritional security over the medium to long term as intended in the PRRO logframe. This had knock on effect on the PRRO's ability to achieve cross-cutting impacts, such that while it did succeed in mobilizing communities and engaged women and local groups in both the nutrition and FFA components, it did not manage to build on this to address women's social-organisational empowerment in the household or community. Nor did the PRRO build on its excellent relationship partners with capacity building enabling them to undertake a growing share of programme activities.
113. Section 2 described a range of opportunities where WFP could have addressed the longer term sustainability of the programme. At the local level, community mobilisation activities at FFA sites gave the CO an opportunity to explore the use of anticipated yield increases as the basis for cost recovery for future infrastructure maintenance. There were also opportunities to help women engage in leadership roles to undertake these and other initiatives. But by providing no resources to the FFT intervention, WFP missed out on an opportunity to boost its FFA and nutrition objectives with information and communication initiatives to boost infrastructure maintenance negotiations, develop market access strategies, understand the relationship between household food use and nutrition, or develop price stabilisation strategies that could have linked the PRRO with WFP's Country Programme. The CO's transactional approach to local partnership also meant that little effort was given to the development of handover arrangements that could have shaped partner capacity building efforts to sustain activities and community support. Similarly, while the way by which WFP implemented the TSF and CF nutrition interventions worked closely with government health structures is to be commended, the CO needed to go further in their relationship with government to explore how the financial and capacity building requirements of future operations beyond the PRRO could be addressed.

3.2 Recommendations

114. UNOCHA's recent 2016 needs assessment confirms that among host, internally displaced and refugee populations in Cameroon, 2,383,000 people are currently facing food insecurity and 433,000 nutritional insecurity.¹⁰⁴ The ET concludes there is a clear and continuing need for WFP to provide leadership beyond the PRRO in developing strategies for building food and nutritional resilience over the medium to long term. While this is relevant to all geographical areas targeted by the PRRO, it is particularly so for the Far North and East where an integrated and gendered approach to food and nutritional security is recommended to maximise operational efficiencies and the complementarity of its partnerships. Such an approach should place a strong focus on evaluative learning that builds on an effective M&E system to better understand how gender relationships influence household food and nutritional security. To achieve this, the CO should work with donors to agree a longer-term commitment to a process that involves participatory design with communities and partners and includes a capacity building agenda that builds toward a clear handover strategy to WFP's partners. The nine recommendations that follow are drawn from the PRRO 200552 evaluation and are targeted to help WFP achieve this and increase the effectiveness of future operations. The recommendations are prioritised as follows:

	High priority
	Medium priority
	Low priority

Strategic

R1. Integrate activities targeting food and nutritional security to maximise internal and external efficiencies and support sustainability: in developing the Country Strategic Plan and future PRRO interventions, the CO's technical, logistics and operational staff should develop activities that cut across food and nutritional components in the same target communities to improve the CO's internal logistic, field staff, partner and government support efficiencies. Improvements can be gained by CO head office staff supporting local office staff in adopting strategies that use food production as an incentive to engage men in nutrition initiatives that tackle male control over household decision-making about food use. External efficiencies will also be supported by the CO using the Country Strategic Plan to strategic partnerships with UNICEF, FAO and clearly identified NGOs. FFT should be seen as a crucial part of the integration agenda. For example, in its ability to help farmers link increases in food production under the FFA component to market strategies that target the price stabilisation, school feeding and gender empowerment under the Country Strategic Plan.

Timeframe 2016-17: Responsibility, CO technical and local office staff and leadership team.

¹⁰⁴ UN OCHA Aperçu des besoins Humanitaires (2016). www.unocha.org/rowca

R2. Adopt strategies that apply WFP's 2015-2020 gender policy to support women's empowerment and achieve greater impact: under the 2017 Country Strategic Plan and new PRROs the CO should develop strategies that empower for women and girls in decision-making in households, communities and society (WFP Gender Policy Objective 3).¹⁰⁵ PRRO 200552 offers insights into gender-led technologies and approaches that can be used. These include to,

- a. Target women's productive livelihood needs by targeting crops and livestock under women's control and focusing FFA strategies on production increases in these areas – e.g. goat and chicken rearing, hibiscus and vegetable production;
- b. Identify and target the specific infrastructure priorities of women and girls that support their reproductive and social needs and address drudgery – e.g. potable water, sanitation and health care structures and transport arrangements;
- c. Balance support for women with activities that target men's productive and income generating priorities as addressed under PRRO 200552 – e.g. rainwater harvesting, irrigation, crop production, crop storage, and livestock markets;
- d. Support grassroots initiatives that boost women's membership in existing or new community groups and open opportunities for their social engagement and leadership – e.g. the planning and management of FFA, FFT and nutrition activities, membership of Farmers' Federations and Groups;
- e. Use ranking approaches to engage women and men to determine preferences for future electronic cash/voucher transfer modalities and address risks.

*Timeframe, 2016-17. Responsibility, Country Director/ Deputy CD.*¹⁰⁶

R3. Introduce communications strategies to complement food and nutrition activities and address the interests of women and men: CO nutrition staff should bring Behavioural Change Communications that target men to the centre of its strategy to address household nutrition, diet diversification and women's roles in decision-making. Examples include the targeting of market and village centres, use of mass media, and integration of nutrition messages with information services for food production, markets and seasonal weather forecasts. CO and RB nutrition staff should also explore how existing approaches can improve community access to information. For example, FFT can help women and men to add value to FFA production increases and understand market systems. Female CHWs can add enterprise development to women alongside health, hygiene, sanitation, family planning messages. Village support groups and food management committees can also be used to intensify nutrition education and behaviour change communications to women and men in ways that link messages about the use of rations to opportunities in food production and livelihoods.

Timeframe, 2016-17. Responsibility, CO and RB nutrition and local office leads.

¹⁰⁵ WFP's 2015-2020 Gender Policy (2015) targets 4 key challenges and opportunities toward its ability to address gender equality and empowerment in its policy influencing and programmes. These include: 1) the provision of food assistance adapted to the different needs of women, men, girls and boys; 2) their equal participation in gender-transformative food security and nutrition programmes and policies; 3) greater power for women and girls in decision-making regarding food security and nutrition in households, communities and societies, and; 4) the provision of food assistance by WFP in ways that does no harm to the safety, dignity and integrity of the women, men, girls and boys receiving it.

¹⁰⁶ Successful gender mainstreaming relies on committed high level leadership of a multidisciplinary team comprised of technical, gender, M&E and operational staff with individual responsibilities integrated into job descriptions and performance management processes.

Operational

R4. Maximise the contributions of communities to sustainability: The CO and RB should prioritise the long-term sustainability of new or rehabilitated FFA infrastructure with a simple phase-out strategy that helps communities organize and fund their own infrastructure expansion and maintenance activities. When undertaking site identification, technical design and work planning, CO technical and field office staff need to engage communities in agreeing follow-up arrangements before FFA activities start. Examples of appropriate arrangements include strengthening the basic management capacities of community committees; agreeing individual household commitments to the provision of labour, cash, tools and/or food in current and future years; agreeing group and individual leadership roles and responsibilities for the management oversight of future infrastructure activities; ensuring women have clearly identified leadership roles in all areas, and; finalising technical support arrangements between communities and government and NGO agricultural officers.

Timeframe, 2016-17 Country Strategic Plan, new PRRO development and ongoing in future years. Responsibility, CO and RB Food Security and Field Office staff.

Operational

R5. Develop strategic partnerships with national and international NGOs to enhance impacts and sustainability: WFP's partnership modality influences its ability to build partner capacity to deliver its own strategic and cross-cutting objectives and ensure the effective handover of activities. The CO's commitment to NGO partnerships needs to extend beyond the delivery of immediate activities. To strengthen future partnerships and avoid a set of transactional arrangements, Field Office staff should avoid the call-for-proposal partnership modality and focus instead on agreeing a medium-term memorandum of understanding with the same strategic partners it believes will best deliver and sustain support to communities across sites and years. This will require support from relevant CO technical leads as appropriate to each partner. As part of its partnering arrangements, the CO should also assess and agree partner capacity building priorities surrounding its gender objectives and work toward joint handover strategies.

Timeframe, 2016-17 strategic partnerships identified under the Country Strategic Plan. CO Technical Staff and Field Office leads.

Strategic

R6. Address the pressure points that limit government's ability to sustain services: CO staff should engage with government partner departments to develop strategies that put good policies into practice. Where CO technical staff recognise that government capacities are limited (for example, by local staff shortages and problems resourcing logistic, training and remuneration needs of staff and volunteers), CO technical leads should use their unique relationships across government, donors and leading UN agencies to identify critical areas of support. Working together with other agencies to help government to put in place best practice examples in the field under PRRO and Country Programme interventions should become a model for wider replication, thereby using programmes as a platform to increase the number, quality and capacity of government programmes.

Timeframe, 2017 and following under the Country Strategic Plan. Responsibility, CO and RB technical and policy leads.

Operational

R7. Prioritize resources to navigate chronic funding shortfalls: Where significant funding shortfalls are evident the CO leadership team should work with the RB to negotiate resource priorities with donors early in the programme and avoid the spread of limited resources across multiple sites and activities. Effective geographical targeting, and the prioritisation and integration of components can help the operation sustain its focus on the key learning and sustainability strategies of the programme document despite resource shortfalls (see also R1). For example, by prioritising the joint CF learning agenda with UNICEF and integrating CF with FFA and FFT activities. The CO should also use budget negotiations to improve resource-based budget forecasting and support sub-office managers to plan beyond 6 monthly cycles, opening up opportunities for operational staff to develop longer-term agreements with communities and partners. *Timeframe, 2017 and following. Responsibility, Country Director.*

Operational

R8. Preposition stocks to improve operational effectiveness: CO Field Office and Logistics staff should work with technical and M&E leads to assess the geographical distribution of beneficiaries in target localities and consider focusing limited resources on ensuring adequate coverage of community level distribution points in under-served catchment areas, even if this comes at the cost of wider geographical coverage of the operation in other areas. To reduce pipeline breaks and minimize late or delayed delivery of food rations the CO should continue to expand its storage capacities to ensure the prepositioning food stocks for 3 months of operations. Regular monitoring of storage volumes and types can then support effective communications with local partners helping them improve their pre-planning in case of changes to operations. *Timeline, ongoing. Responsibility, Field Office and Logistics Staff.*

Strategic

R9. Invest in strengthening M&E systems to better understand and attribute changes to WFP's work: the CO's Country Strategic Plan and next PRRO presents an opportunity for the M&E team to create a more effective M&E system that connects the collection and analysis of field data to each component and stage of the operation. This will in turn support shared learning and encourage adaptive decision-making at the sub-office and CO levels as the context continues to change. WFP's use of standard outcome indicators in the existing M&E framework should be used by the M&E team to shape how it measures the effectiveness of each intervention. To realise this potential, the CO needs to undertake M&E baselines and quarterly field monitoring in its target localities, address the targeted sampling of vulnerable groups, and cross-reference changes it observes among its target groups against changes in SMART and VAM surveys of the wider population. In most instances it will be more realistic, efficient and sustainable for strategic partners in the field to take on this responsibility. The CO therefore needs to invest in building local partner M&E capacities and ensuring its own M&E staff are resourced to do this. The RB and HQ must play a pivotal role in supporting the CO to build this M&E and learning capacity in areas like baseline assessments, household sampling and gender analysis, as well as in linking quantitative findings to a qualitative and gender-led understanding of WFP's impacts on food and nutritional security. *Timeline, ongoing – under Country Strategic Plan. Responsibility, M&E lead with support of the RB.*

Annex 1: Acronyms

ANRP	Agriculture and Natural Resources Policy
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
BCC	Behavioural Change Communication
BMI	Body Mass Index
BSF	Blanket Supplementary Feeding
BR	Budget Revision
CERF	United Nations Central Emergency Response Fund
CFSVA	Comprehensive Food Security and Vulnerability Assessment
CHW	Community Health Workers
CO	Country Office (WFP)
CSB+	Corn Soy Blend Plus
CT	Cash Transfer
DAC	Development Assistance Committee
DHS	National Demographic and Health Survey
DRR	Disaster Risk Reduction
DRRM	National Disaster Risk Reduction and Management Policy
DSC	Direct Support Costs
EB	Executive Board (WFP's)
ECHO	European Commission
EM	Evaluation Manager
EMOP	Emergency Operation
EQAS	Evaluation Quality Assurance System
ET	Evaluation Team
FN	Far North Region
FAO	Food and Agriculture Organization of the United Nations
FbP	Food-by-Prescription
FCS	Food Consumption Score
FGD	Focus Group Discussion
FFA	Food For Assets
GAM	Global Acute Malnutrition
GDP	Gross domestic product
GIS	Geographic Information System
HH	Household

HIV/AIDS	Human immunodeficiency virus infection / Acquired immunodeficiency syndrome
HQ	Headquarter
ICT	Information and communications technology
IMAM	Integrated Management of Acute Malnutrition
IP	Inception Package
Kcal	Kilo Calories
KII	Key Informant Interview
LTA	Long-Term Agreement
LTSH	Logistics, transport, shipping and handling
MAM	Moderate Acute Malnutrition
MDG	Millennium Development Goal
MINIPROF	Ministry for Women and the Family
M&E	Monitoring and Evaluation
MoA	Ministry of Agriculture
MoH	Ministry of Health
MoHSW	Ministry of Health and Social Welfare
MOU	Memorandum of Understanding
Mt	Metric Ton
NDMA	National Disaster Management Authority
NFI	Non-food item
NGO	Non-governmental organisation
NNP	National Nutrition Policy
NSPP	National Social Protection Policy
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development
ODOC	Other Direct Operational Costs
OEV	Office of Evaluation (WFP)
OpEv	Operation Evaluation
PLW	Pregnant and lactating women
PRRO	Protracted Relief and Recovery Operation
RB	Regional Bureau (WFP)
RCH	Reproductive and Child Health
REACH	Renewed Efforts to Address Child Hunger and Undernutrition
SAM	Severe Acute Malnutrition
SF	School feeding

SPR	Standard Project Report
SRF	Strategic Results Framework
SUN	Scaling Up Nutrition
TOR	Terms of Reference
TSF	Targeted Supplementary Feeding
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety & Security
UNICEF	United Nations Children’s Fund
USD	US Dollar
VAM	Vulnerability Assessment Mapping
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organization

Annex 2: Evaluation Terms of Reference



Evaluation Quality Assurance System

Office Of Evaluation

Measuring Results, Sharing Lessons

[FINAL VERSION, 4 DECEMBER 2015]

TERMS OF REFERENCE

OPERATION EVALUATION

CAMEROON PROTRACTED RELIEF AND RECOVERY OPERATION (PRRO) 200552- FOOD AND NUTRITION ASSISTANCE TO NIGERIAN AND CENTRAL AFRICAN REFUGEES AND HOST POPULATIONS IN CAMEROON

Introduction

These Terms of Reference (TOR) are for the evaluation of Cameroon PRRO 200552 “Food and Nutrition Assistance to Nigerian and Central African Refugees and Host Populations in Cameroon”. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will last from January (inception phase) to May 2016 (final report). In line with WFP’s outsourced approach for Operation Evaluations (OpEv), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluations.

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.

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.

Reasons for the Evaluation

2.1. Rationale

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 Operation Evaluations in 2013 -2016.

Operations to be evaluated are selected based on utility and risk criteria.¹⁰⁷ From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB) has selected, in consultation with the Country Office (CO) Cameroon PRRO 200552 for an independent evaluation. In particular, the evaluation has been timed to ensure that findings can feed into future decisions on programme implementation and design, including the forthcoming development of a pilot Country Strategy Plan in 2016.

2.2. Objectives

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

¹⁰⁷ 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

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 in order to acknowledge the existence of various groups (women, men, boys and girls) that are affected by the evaluation in different ways and to determine their level of participation. During the field mission, the validation process of evaluation findings should include all groups.

Subject of the Evaluation

Cameroon is a lower-middle income country with a Global Hunger Index (GHI) value of 14.5 in 2013. The country ranks 152 out of 187 countries according to the 2014 Human Development Index. Over 40 percent of its population of 22.3 million people are living below the poverty line. Over 70 percent depend on agro-pastoral activities. In rural areas, 9.6 percent of households are food insecure (2.2 percent severely and 7.4 percent moderately).

Agricultural production has declined in recent years due to changes in climactic conditions and the diminishing foreign demand for products from Cameroon. Consequently, Cameroon is forced to import a quarter of its cereal requirements to feed its population. The northern part of the country, which is characterized by an agro-ecological Sahel climate, suffers from poor soil quality, limited rainfall and low crop production. Four successive years of natural disasters - droughts in 2009, 2011 and 2012, and floods in 2010 and 2012 - resulted in a high rate of crop failure and left the population with small or non-existent stocks for the lean season. These conditions further widened the gap between food production and national needs.

Security is increasingly becoming a concern in Cameroon, as in recent years conflicts in both Nigeria and Central African Republic (CAR) have displaced thousands of people into Cameroon, and the spill over from Boko Haram's attacks in Nigeria has provoked a humanitarian crisis in the Far North region.

WFP is responding to these simultaneous crises in Cameroon through the provision of emergency food and nutrition support to affected populations. To address long-term needs of the most vulnerable populations affected by recurrent food crisis, WFP Cameroon is currently implementing a Country Programme (CP), a PRRO and two Regional Emergency Operations to support Nigerian and Central African refugees respectively across the region.

In particular, the original PRRO 200552 launched in October 2013, planned to assist 276,560 beneficiaries with focus on two components: i) a relief package providing general food distribution (GFD) to vulnerable Central African and Nigerian refugees, and nutritional assistance to refugees and host populations; and ii) a recovery component comprising food assistance for assets (FFA) to assist local populations and refugees with disaster risk reduction and climate change adaptation activities.

A 2015 budget revision (BR#2) extended the PRRO 200552 for six months (October 2015-March 2016) and decreased the number of beneficiaries from 276,560 to 143,173, to account for beneficiary caseloads transferred from the PRRO to the two regional emergency operations (Regional EMOPs 200777 and 200799, supporting Nigerian refugees and newly displaced Central African refugees respectively).

Currently, the PRRO 200552 plans to assist 143,173 longstanding Central African refugees and host population beneficiaries in the East, Adamaoua, North and Far North regions. The assistance focuses on:

Targeted Supplementary Feeding (TSF) for 6-59 month children and pregnant/lactating women (PLW) from host population;

Complementary Feeding for 6-23 month children from host population;

Food-for Assets and Food-for Training activities (FFA/FFT) for host population and longstanding Central African refugees.

PRRO200552 is aligned with the WFP Strategic Plan 2014-2017, specifically to Strategic Objectives 1, 3 and 4, and in line with Millennium Development Goals (MDGs) 1, 3, 4 and 5.

The project document including the project logframe, related amendments (Budget revisions) and the latest resource situation are available at this [link](#).¹⁰⁸ The key characteristics of the operation are outlined in table two below:

Evaluation Approach

4.1. Scope

Scope. The evaluation will cover Cameroon PRRO 200552, 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 captures the period of the development of the operation (April-September 2013) and the period from the beginning of the operation until the start of the evaluation (October 2013-March 2016).

In particular, the evaluation will mainly focus on PRRO ongoing activities as per BR#2, for which all evaluation questions will apply. For those activities that were phased out or shifted to other operations (e.g. GFD for Nigerian and Central African refugees currently covered by Regional Emergency Operations) only Question 1 will apply, as for appropriateness of re-design of the operation (i.e. shift of GFD activities from PRRO to Regional EMOPs). This requirement is particularly pertinent in view of the forthcoming evaluation of the Regional EMOP 200777 supporting Nigerian refugees, which is also planned to be conducted in early 2016 as a separate exercise.

4.2. Evaluation Questions

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, geographical and population 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 stated national policies, including sector and gender policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners as well as with other CO interventions in the country (including appropriateness of the shift of GFD refugee component to the Regional EMOPs 200777 and 200799).

Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including gender¹⁰⁹), and remained so over time. In particular, the team will analyse if and how gender empowerment and equality of women (GEEW) objectives and mainstreaming principles were included in the intervention design in line with the MDGs and other system-wide commitments enshrining gender rights.

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);

¹⁰⁸ From WFP.org – Countries – Cameroon – Operations.

¹⁰⁹ Relevant WFP Policies include: Gender Policy, Building Resilience for Food Security and Nutrition, Nutrition Policy, Policy on Disaster Risk Reduction and Management, WFP role in humanitarian system, humanitarian protection. For a brief on each of these and other relevant policies and the links to the policy documents, see the WFP orientation guide on page 14. For gender, in addition to WFP policy, refer to <http://www.ohchr.org/en/hrbodies/cedaw/pages/cedawindex.aspx> for information on UN system wide commitments.

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 GEEW results have been achieved;

How different activities of the operation dovetail and are synergetic with other WFP operations and with what other actors are doing to contribute to the overriding WFP objective in the country;

The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation;

The extent of achievements in terms of economic self-sufficiency among refugees and host populations through training in agriculture and husbandry activities and

Main lessons and conditions of replicability of the Complementary Feeding activity.

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

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 and determine whether additional indicators are required to include gender empowerment and gender equality dimensions.

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, evaluations or reviews of ongoing and past operations, as well as documents related to government and interventions from other actors. In addition, the team will review relevant WFP strategies, policies and normative guidance.

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.

However, answering question two is likely to pose some challenges owing in part to: i) the absence of baseline data for the activities, which will need to be reconstructed using findings from various assessment reports and ii) data gaps in relation to efficiency.

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

4.4. Methodology

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 and sustainability (or connectedness for emergency operations), giving special consideration to gender and equity issues.

Use applicable standards (e.g. SPHERE standards; UNEG guidance on gender¹¹⁰);

¹¹⁰These are put into context of WFP evaluation in the OEV technical note on integrating gender in evaluation. Evaluation team will be expected to review this TN during the inception phase and ensure that gender is well mainstreamed in all phases and aspects of the evaluation.

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 and appropriate sampling that women, girls, men and boys from different stakeholder 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

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.

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.

Phases and deliverables

The evaluation will proceed through five phases. Annex two provides details of the activities and the related timeline of activities and deliverables.

Preparation phase (November-December 2015): 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.

Inception phase (January-February 2016): 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 IP will be shared with CO, RB and OEV for comments before being approved by OEV. It will present an analysis of the context and 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](#).

Evaluation phase (end of February to mid-March 2016): 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: Exit debriefing presentation. An exit debriefing presentation of preliminary findings and conclusions (PowerPoint presentation) will be prepared to support the de-briefings.

Reporting phase (March-May 2016): 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](#) and the [OpEv sample models for presenting results](#)

Follow-up and dissemination phase: 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 for taking those actions. The RB will coordinate WFP’s management response to the evaluation, including following up with country offices on status of implementation of the actions. 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. The final evaluation report will be published on the WFP public website, and findings incorporated into an annual synthesis report, which will be presented to WFP’s Executive Board for consideration. This synthesis will identify key features of the evaluated operations and report on the gender sensitivity of the operations among other elements. Findings will be disseminated and lessons will be incorporated into other relevant lesson sharing systems.

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 (tentative)
EM/ET	Inception	Draft Inception Package	5 February 2016
EM/ET	Inception	Final Inception Package	19 February 2016
CO/ET	Evaluation	Evaluation field mission	29 February – 18 March 2016
ET	Evaluation	Exit Debriefing Presentation	18 March 2016
EM/ET	Reporting	Conference call with CO/RB to discuss emerging areas of recommendations	15 April 2016
EM/ET	Reporting	Draft Evaluation Report	29 April 2016
EM/ET	Reporting	Final Evaluation Report	27 May 2016
CO/RB	Follow-up	Management Response	29 June 2016

Organization of the Evaluation

Outsourced approach

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.

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.

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](#).

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.

Evaluation Management

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.

Evaluation Conduct

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.

Team composition. The evaluation team is expected to include two to three members, including the team leader. It should include women and men of mixed cultural backgrounds. At least one team member should have WFP experience.

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):

Disaster risk reduction (DDR), Climate Change Adaptation (CCA) and Resilience

Nutrition programming

Refugees context, protection

Gender expertise / good knowledge of gender issues within the country/regional context as well as understanding of UN system-wide and WFP commitments on gender.

All team members should have strong analytical and communication skills, evaluation experience and familiarity with the country or region.

Oral and written language requirements include full proficiency in both English and French within the team. As specified in section 5, the Inception package and Evaluation report will need to be written in English.

The **Team Leader** will have good communication, management and leadership skills and demonstrated experience and good track record in leading similar evaluations. He/she should also have excellent English writing and presentation skills, technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools.

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, exit debriefing presentation 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.

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.

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.

Security Considerations

As an 'independent supplier' of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.

However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:

Travelling team members complete the UN system's applicable Security in the Field courses in advance, print out their certificates and take them with them. (These take a couple of hours to complete.)

The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.

The team members observe applicable UN security rules and regulations – e.g. curfews etc.

For more information, including the link to UNDSS website, see [EQAS for operations evaluations](#) page 34.

Roles and Responsibilities of WFP Stakeholders

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

Assign a focal point for the evaluation. **Elvira Pruscini**, Deputy Country Director (DCD), will be the CO focal point for this evaluation.

Comment on the TORs, inception package and the evaluation report

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.

Organise security briefings for the evaluation team and provide any materials as 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.

Prepare a management response to the evaluation recommendations.

Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

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

Assign a focal point for the evaluation. **Natasha Nadazdin**, Senior Regional Programme Adviser, 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, inception package 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.

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.

The Office of Evaluation. OEV is responsible for commissioning the evaluation and **Filippo Pompili**, 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 draft inception package.

Comment on the evaluation report and approve the final version.

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.

Communication and budget

Communication

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 5(para 34)describes how findings will be disseminated.

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.

Budget

Funding source: The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (ED Decision memo dated October 2012 and more recent ED Decision memo 3913 dated 30 July 2015). The cost to be borne by the CO will be established by the WFP Budget & Programming Division (RMB).

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.

Not budget for domestic travel.

Annex 3: TOR Evaluation Timeline

Activity/Deliverables	Entity Responsible					2015												2016																							
	Eval Manager	Eval Team	OEV	CO	RB	Nov				Dec				Jan				Feb				Mar				Apr				May				Jun				Jul			
						02-Nov	09-Nov	16-Nov	23-Nov	30-Nov	07-Dec	14-Dec	21-Dec	28-Dec	04-Jan	11-Jan	18-Jan	25-Jan	01-Feb	08-Feb	15-Feb	22-Feb	29-Feb	07-Mar	14-Mar	21-Mar	28-Mar	04-Apr	11-Apr	18-Apr	25-Apr	02-May	09-May	16-May	23-May	30-May	06-Jun	13-Jun	20-Jun	27-Jun	04-Jul
1 Desk review, consultation (intro call) 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 and data consolidation and sharing				X																																					
6 Hand-over of eval management to EM	X		X																																						
7 Evaluation team briefing - expectations, requirements, quality standards	X	X																																							
8 Desk review, Consultation with the CO/RB, drafting of the Inception Package			X																																						
9 Quality Assurance of the Inception Package	X																																								
10 Draft Inception Package	X	X																																							
11 Comments on Inception Package			X	X	X																																				
12 Revise Inception Package and final Quality Assurance of IP	X	X																																							
13 Final Inception Package	X	X																																							
14 Eval mission preparation (setting up meetings, field visits, etc)				X																																					
15 Introductory briefing		X		X																																					
16 Field work		X																																							
17 Exit debriefing	X	X	X	X	X																																				
18 Exit debriefing presentation of preliminary findings conclusions	X	X																																							
19 Evaluation Report drafting		X																																							
20 Quality Assurance of the draft Evaluation Report	X																																								
21 Draft Evaluation Report	X	X																																							
22 Stakeholders comments on Evaluation Report			X	X	X																																				
23 Revision of the report + comments matrix	X	X																																							
24 Final Evaluation Report	X	X																																							
25 Preparation of the Management Response				X	X																																				
26 Management Response				X	X																																				
27 Post-hoc Quality Review and end of evaluation survey			X																																						
28 Report Publication + integration in lessons learning			X																																						

Annex 4: Evaluation Matrix

No.	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Ev'ce quality
Key Q.1: How appropriate is the operation? Areas for analysis :						Good
i) Objectives						Satisfactory or partly available
ii) Targeting						
iii) Choice of activities						
iv) Choice of transfer modalities						
1.1 Are the objectives appropriate?						Poor or unavailable
1.1.1	Are the objectives aligned to the needs of the food insecure populations?	<ul style="list-style-type: none"> Alignment with household food security surveys, JAM, SMART, Cameroon DHS 2011 and findings. Alignment with study on the vulnerability of people living with HIV (PLHIV) findings. 	<ul style="list-style-type: none"> Nutritional surveillance reports (e.g. DHS) Food security assessments reports (e.g. JAM 2011, 2012; WFP/FAO 2013) Demographic Health Survey 2011 (EDS-MICS) Standardized Monitoring and Assessment of Relief Transitions 2011-13 (SMART) PRRO 200053 Evaluation 2013 National indicators Beneficiaries and key informants including partner needs assessments 	<ul style="list-style-type: none"> Document review Key Informant Interviews Focus Group Discussions (FGD) 	Triangulation between sources	
1.1.2	Are the objectives based on the recommendations of relevant needs assessments?	<ul style="list-style-type: none"> Alignment with household food security assessment (JAM, SMART and DHS) recommendations Alignment with study on the vulnerability of people living with HIV (PLHIV) recommendation. 	<ul style="list-style-type: none"> Assessment reports Baseline report Feasibility studies 	Document review	Triangulation between sources	
1.1.3	Is the knowledge of the food security and nutrition situation accurate and adequate?	<ul style="list-style-type: none"> Quality of WFP studies and awareness of relevant studies carried out by other agencies. 	<ul style="list-style-type: none"> Food security and nutrition survey findings PRRO 200053 Evaluation 2013 WFP staff 	<ul style="list-style-type: none"> Document review Key Informant Interviews 	Triangulation between sources	

No.	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Ev'ce quality
			<ul style="list-style-type: none"> • Government staff 			
1.1.4	Are objectives aligned to Government priorities, stated national and sectoral policies?	<ul style="list-style-type: none"> • Alignment with Govt / national priorities • Alignment with the Government's Growth and Employment Strategy Document 2010–2020 	<ul style="list-style-type: none"> • Govt. Policy and strategy documents (Nutrition, Gender, Agriculture, Growth and Employment) 	<ul style="list-style-type: none"> • Document review • Key Informant Interviews 	Triangulation of national policy and WFP objectives	
1.1.5	Has Government requested support for the stated objectives?	<ul style="list-style-type: none"> • Receipt of relevant requests • Government appeal 	<ul style="list-style-type: none"> • WFP Country Office • WFP-Gov't MoUs • Government appeal document • Project agreements 	<ul style="list-style-type: none"> • Document review 	Confirmation of request, timing and content	
1.1.6	Are the objectives aligned with, and complimentary to the interventions of other humanitarian / development partners?	<ul style="list-style-type: none"> • Alignment with other key agencies and relevant humanitarian and development partners. 	<ul style="list-style-type: none"> • UNDAF • UNICEF and UNHCR. • Ministry of public health • NGO (IMC,IFRC, CRC and International Relief Development (IRD) • PRRO and EMOPs documents. 	<ul style="list-style-type: none"> • Document review • Interviews with key informants 	Triangulation between sources	
1.1.7	Are the objectives coherent with WFP strategies, policies and normative guidance?	<ul style="list-style-type: none"> • Alignment with WFP Strategic Plan (2014-2017). • WFP Gender Policy 	<ul style="list-style-type: none"> • WFP Strategic Plan (2014-2017) • WFP Gender Policy (2009 and 2015-2020) 	<ul style="list-style-type: none"> • Document review 	Triangulation between sources	
1.1.8	Are other key partners / stakeholders in agreement with the objectives?	<ul style="list-style-type: none"> • Perception of main partners / stake holders • Stakeholders involved in design process 	<ul style="list-style-type: none"> • Government agencies such as minister of public health. • UN/ Donors / Partners 	<ul style="list-style-type: none"> • Interviews with key informants 	Triangulation between sources	
1.1.9	Who else is responding to the same issues?	<ul style="list-style-type: none"> • Activities in same geographic areas • Activities same sectors 	<ul style="list-style-type: none"> • UN agencies (UNHCR/UNICEF) • Line Ministries (ministry of public health) • International Federation of Red Cross/Crescent • NGOs • FAO 	<ul style="list-style-type: none"> • Key informant interviews • Document review 	<ul style="list-style-type: none"> • Listing of different activities 	
1.1.10	Are WFP PRRO	Evidence of:	<ul style="list-style-type: none"> • UN agencies (e.g. UNICEF 	<ul style="list-style-type: none"> • Key informant 	<ul style="list-style-type: none"> • Cross reference of 	

No.	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Ev'ce quality
	components complimentary to activities of other stakeholders?	<ul style="list-style-type: none"> • Complementarity with others' plans and actions • Joint programming • Positive coordination and WFP participation • PRRO complementarity to wider government social security agenda 	<ul style="list-style-type: none"> • and UNHCR) • Line Ministries • Implementing Partners • Key strategy documents • Joint coordination meetings minutes • NGOs • Key informants 	<ul style="list-style-type: none"> • interviews • Document review 	inputs / outputs / objectives of different activities in same sectors / areas	
1.2	Is the targeting (geographic and beneficiaries) appropriate?					
1.2.1	How were the geographic areas of intervention selected?	<ul style="list-style-type: none"> • Geographic areas targeting criteria used • Alignment with CFSVA and/or other needs assessments recommendation 	<ul style="list-style-type: none"> • CFSVA /CFSAM assessment report • Relevant national / regional / sub regional indicators • Operational maps • Joint food security and nutritional surveys 	<ul style="list-style-type: none"> • Document review 	Triangulation between sources	
1.2.2	How were the different beneficiary groups / institutions selected?	<ul style="list-style-type: none"> • Targeting criteria used for refugee and host community beneficiaries selection. • Alignment with CFSVA and/or other needs assessments recommendations. 	<ul style="list-style-type: none"> • Comprehensive Food Security & Vulnerability Analysis(CFSVA)report • Relevant national / regional / sub regional indicators 	<ul style="list-style-type: none"> • Document review 	Triangulation between sources	
1.2.3	Have the targeting criteria been correctly applied?	<ul style="list-style-type: none"> • Overlap of PRRO mapping with food insecurity and refugee sites • Alignment with CFSVA and/or other needs assessments recommendations. • Selection of beneficiaries at the refugee setup and community level 	<ul style="list-style-type: none"> • CFSVA or equivalent • Relevant regional / sub regional indicators • Beneficiaries / key informants 	<ul style="list-style-type: none"> • Document review • Beneficiary / key informant interviews/FGD 	Triangulation between sources	
1.2.4	Is targeting aligned with relevant Government priorities?	<ul style="list-style-type: none"> • Alignment with priorities in national policies for social protection, nutrition and refugee livelihood. 	<ul style="list-style-type: none"> • National policies (social protection, nutrition, agriculture, DRR etc.) • Govt line ministries 	<ul style="list-style-type: none"> • Document review • Key informant interviews 	Triangulation between sources	
1.2.5	Is targeting complimentary to	<ul style="list-style-type: none"> • Complementarity with other interventions 	<ul style="list-style-type: none"> • UNDAF / UN agencies • Red Cross 	<ul style="list-style-type: none"> • Document review • Key informant 	Triangulation between sources	

No.	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Ev'ce quality
	interventions from other stakeholders?		<ul style="list-style-type: none"> • NGOs • Donors 	interviews		
1.2.6	Is targeting coherent with WFP strategies, policies and normative guidance?	<ul style="list-style-type: none"> • Compliance with WFP guidelines and strategies 	<ul style="list-style-type: none"> • WFP strategies, policies and normative guidance • PRRO Project document • Joint food security and nutritional survey report. 	<ul style="list-style-type: none"> • Document review 	Triangulation between sources	
1.3	Is the choice of components / activities appropriate?					
1.3.1	Were the PRRO components specifically requested by the Government?	<ul style="list-style-type: none"> • Alignment of PRRO components with Government request/s • Alignment with Government Growth and Employment strategies 	<ul style="list-style-type: none"> • Government request letter or MOU • PRRO document • Different survey/assessment report recommendation. • Government Growth and Employment strategies 	<ul style="list-style-type: none"> • Document review 	<ul style="list-style-type: none"> • Document review 	
1.3.2	If not specifically requested by the Government, did selection of PRRO activities follow a clear design process / gap analysis?	<ul style="list-style-type: none"> • Adherence of activity selection to documented design process / gap analysis. 	<ul style="list-style-type: none"> • WFP CO staff • Counterparts • Key stakeholders • PRRO design documents • Survey/assessment finding 	<ul style="list-style-type: none"> • Document review • Key informant interviews 	<ul style="list-style-type: none"> • Document review • Triangulation between sources 	
1.3.3	Do PRRO components align with the priorities of the sectors they seek to support?	<ul style="list-style-type: none"> • Alignment of PRRO components with sectoral priorities 	<ul style="list-style-type: none"> • Policy documents • Sectoral operational documents 	<ul style="list-style-type: none"> • Document review 	<ul style="list-style-type: none"> • Document review • Triangulation between sources 	
1.3.4	Do the PRRO components help address the most urgent food security / nutrition/ social protection needs of the population?	<ul style="list-style-type: none"> • Alignment with food security / nutrition indicators at sub national level for refugees and host community. • Alignment with refugees and host community nutritional/food security needs. 	<ul style="list-style-type: none"> • CFSVA / equivalent • Baseline report • Household food security assessment report • Nutritional surveillance reports 	<ul style="list-style-type: none"> • Document review 	<ul style="list-style-type: none"> • Document review • Triangulation between sources 	
1.3.5	Do the PRRO components target the	<ul style="list-style-type: none"> • Coverage of most food insecure and malnourished by PRRO 	<ul style="list-style-type: none"> • PRRO activity plan with disaggregated beneficiary 	<ul style="list-style-type: none"> • Document review 	<ul style="list-style-type: none"> • Document review • Triangulation between 	

No.	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Ev'ce quality
	neediest vulnerable groups with appropriate gender balance?	<ul style="list-style-type: none"> components. Coverage of vulnerable and food insecure Refugees and host community (women, men, girls and boys). 	<ul style="list-style-type: none"> data Monitoring report with disaggregated beneficiary data SPR 	<ul style="list-style-type: none"> ATOMs and other primary data sources PDM reports FGDs WFP Staff and Partner Key Informant Interviews 	<ul style="list-style-type: none"> sources 	
1.3.6	Are there significant food security / nutrition needs remaining uncovered by PRRO or the interventions of other agencies?	<ul style="list-style-type: none"> Higher priority needs remaining uncovered 	<ul style="list-style-type: none"> CFSVA / equivalent Baseline report Nutritional surveillance reports DHS UNDAF / UN agencies Food security assessment report. 	<ul style="list-style-type: none"> Document review Review of WFP decision making processes leading to EMOPs and CP 2013-15 Key informant interviews 	<ul style="list-style-type: none"> Document review Triangulation between sources Gap analysis 	
1.4	Is the choice of transfer modalities (food, cash, and voucher) appropriate?					
1.4.1	Are the transfer modalities appropriate to national/local market contexts?	<ul style="list-style-type: none"> Alignment with relevant market analysis for the PRRO areas of intervention? Alignment with study's findings comparing transfer modalities Efficiency/effectiveness of chosen modalities. Alignment with beneficiaries (refugee and host communities perception) 	<ul style="list-style-type: none"> WFP CO and RB Market analysis Beneficiaries (refugee and host community) 	<ul style="list-style-type: none"> Document review Key informant interviews 	<ul style="list-style-type: none"> Document review Synthesis and verification of assumptions and data supporting transfer choice Triangulation between sources 	
1.4.2	Are transfer modalities appropriate to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups (refugee and	<ul style="list-style-type: none"> Consultations with beneficiaries (especially women) in the selection of transfer modalities Beneficiary satisfaction and feedback Amount given vs. currency valuation 	<ul style="list-style-type: none"> Transfer modality studies / reviews Feasibility studies Beneficiary Monitoring reports Lessons learned report Plan of operations 	<ul style="list-style-type: none"> Document review Key informant Interviews Focus group discussions PDM reports 	<ul style="list-style-type: none"> Document review Triangulation between sources 	

No.	Sub-questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Ev'ce quality
	host communities)?					
1.4.3	Is the choice of transfer modality aligned to any relevant Government /WFP/ other policies?	<ul style="list-style-type: none"> • Alignment with relevant policies 	<ul style="list-style-type: none"> • National policy documents • Government inter-agency field visit reports to WFP sites • WFP policy documents • UN agencies, NGOs and Donors policies. 	<ul style="list-style-type: none"> • Document review • Interviews 	<ul style="list-style-type: none"> • Document review • Triangulation between sources 	

Key Q. 2: What are the results of the operation? Areas for analysis (considering benefits, by group, between women, men, boys and girls):						
i) Attainment of planned outputs ii) Realisation of objectives/unintended effects iii) Complementarity of activities and synergy with other WFP operations and contributions from other actors iv) Efficiency of operation and sustainability of benefits						
2.1	What is the level of attainment of the planned outputs (by PRRO component)?					
2.1.1	What is the level of attainment of planned outputs per activity (including the number of beneficiaries served disaggregated by women, girls, men and boys)?	<ul style="list-style-type: none"> Indicators per PRRO logframe, Project Document, Budget Revision #2 and Standard Project Reports 	<ul style="list-style-type: none"> Output monitoring reports Planned versus Actual data SPRs 2013, 14, 15 WFP and other partner staff (UN, NGO and Government sectors) 	<ul style="list-style-type: none"> Document review Key Informant Interviews Analysis of data integrity and flows from field collection to SPRs 	Planned vs actual	
2.1.2	Do outputs align with the levels of budgeted and received resources? (disaggregated by component, gender, children / adults, geographic/administrative areas)	<ul style="list-style-type: none"> Planned financial allocations vs actual Food/Cash/NFI contributions distributed vs planned by Activity by Year. Government / counterpart staff trained. Number of beneficiaries (refugee and host community) reached by component (FFA, FFT, under 5 children, PLW, HIV/TB, GFD). 	<ul style="list-style-type: none"> Output monitoring reports. Standard Project Reports 2013, 14, 15 Programme Component/ Activity budgets and report. Project design documents / processes 	<ul style="list-style-type: none"> Document review Key Informant interviews Direct observation Activity operating procedures Analysis of data integrity and flows from field collection to SPRs 	Comparative analysis of planned vs actual data and reporting by PRRO component /activities	
2.1.3	How effectively did activities empower women to engage in intra-household decision-making and find leadership positions and steering committees?	<ul style="list-style-type: none"> Proportion of households where women actively engaged in join or their own decisions over cash/food allocations Proportion of women in leadership positions Non intended outcomes in power relation between men and women in leadership position Alignment with National Gender Policy Logical Framework versus monitoring records and Reports 	<ul style="list-style-type: none"> Output monitoring Standard Periodic Report (SPR) Programme Component/ Activity budgets Distribution reports M&E reports Programme / counterpart staff Baseline surveys 	<ul style="list-style-type: none"> Document review Key informant Interviews Analysis of data integrity and flows from field collection to SPRs 	Planned versus actual result indicators and outputs	
2.2	Have objectives been realised and are there any unintended effects?					

2.2.1	By PRRO component, to what extent did the outputs lead to the realisation of objectives?	<ul style="list-style-type: none"> • Outcomes achievement compared to baseline and targets. • Dietary Diversity Score • Coping Strategy Index. • Household food consumption score • Community asset score • Child stunting 6-23 months • Supplementary feeding recovery rate • Children receiving food from >4 food groups • MAM treatment recovery rate • Prevalence of acute malnutrition 	<ul style="list-style-type: none"> • Project document • Output/outcome monitoring report • SPR and M&E reports • Other stakeholder reports • Implementing Partner reports • Key informants 	<ul style="list-style-type: none"> • Project document review • SPR and M&E report review • Key Informant Interviews • Analysis of data integrity and flows from field collection to SPRs 	<ul style="list-style-type: none"> • Summary of key findings from secondary documents • Interview matrix with key themes • Summary tables / graphs / charts with narrative • Gendered analyses (analysis beyond reporting of disaggregated data) 	
2.2.2	Are there any unintended results - positive/negative?	<ul style="list-style-type: none"> • Unintended effects of activities (negative and/or positive) 	<ul style="list-style-type: none"> • Beneficiary perspectives (refugee and host community) • Other stakeholder reports • Implementing Partner reports • Key informants from implementing partners / stakeholders • Price monitoring / market reports • Lesson learned report or SPR 	<ul style="list-style-type: none"> • Key Informant Interviews • Focus group discussions • Document review (SPRs; field data - ATOMS, PDMs, Evaluations etc.) 	<ul style="list-style-type: none"> • Cross referencing of direct observations and interview results with documented data 	
2.2.3	Has capacity building work translated into qualitative improvements in capabilities beyond the quantitative output?	<ul style="list-style-type: none"> • Correlation between trainee perspectives (beneficiary knowledge and skills, infrastructure activities, income generation) with those of other local actors and capacity building activities in the PRRO. • Quality of outputs (use of training in food security strategies, seasonal planning, community infrastructure decision making, income generation). • Integration of Complementary Feeding in household decision making. 	<ul style="list-style-type: none"> • Emergency /Food Security Assessments reports • PDMs and Evaluations • Early warning systems • Nutrition surveillance report. • SPR 	<ul style="list-style-type: none"> • Key Informant Interviews including NGO partners and Government • Focus Group Discussions (by host/displaced; men women; FFA/CF site) • Document review 	<ul style="list-style-type: none"> • Triangulate between reported outputs, field monitoring data and trainee perspectives 	

2.2.4	Have shifts in intra-household and group power relations among beneficiary men and women occurred during the PRRO?	<ul style="list-style-type: none"> • Women's engagement in decision making at household level over asset and resource access and use • Positive and/or negative spill-over effects within host and displaced households and/or communities 	<ul style="list-style-type: none"> • Programme operational and reporting focus on gender components • Distribution and PDM reports, and evaluations • M&E data and analysis • Programme / counterpart staff interviews • Baseline survey 	<ul style="list-style-type: none"> • Key Informant Interviews • Focus Group Discussions • Document review 	<ul style="list-style-type: none"> • Triangulation of sources • Document review 	
2.3	Are the PRRO activities complimentary with other WFP operations, and with the activities of other actors, to better contribute to the overriding WFP objectives in the country?					
2.3.1	Were PRRO activities planned with complementarity in mind?	<ul style="list-style-type: none"> • Evidence from Government plans • Evidence from WFP planning process • Evidence on amendment of PRRO for complementarity • Coherence with agency planning including and UN Agency e.g. infrastructure recovery and FFA with FAO and MINADER 	<ul style="list-style-type: none"> • WFP planning documents • Key informants – partners, UN Agency and Government 	<ul style="list-style-type: none"> • Document review • Key informant interviews 	<ul style="list-style-type: none"> • Document review • Triangulation between sources 	
2.3.2	Are PRRO activities complementary with other WFP operations in the country?	<ul style="list-style-type: none"> • Complementarity with output/outcome indicators of other WFP operations (e.g. Emergency operation) 	<ul style="list-style-type: none"> • WFP Country Program document • EMOP, CP Project Documents • M&E reports / data • SPRs • Key Informants (WFP staff) 	<ul style="list-style-type: none"> • Document review • Key informant interviews • Mapping of activities across projects by site, time, technical focus and target groups 	<ul style="list-style-type: none"> • Comparison of WFP activities / indicators / results 	
2.3.3	Are PRRO activities complementary with operations of other agencies in the country?	<ul style="list-style-type: none"> • Complementarity with output/outcome indicators of other operations other agencies in the country (e.g. UNHCR, UNICEF, FAO and Other NGO s and GO). 	<ul style="list-style-type: none"> • Operational documentation from other agencies and GO. • Key informants 	<ul style="list-style-type: none"> • Document review • Key informant interviews • Mapping of activities across projects by site, time, technical focus and target groups 	<ul style="list-style-type: none"> • Comparison of objectives of other operations with those of PRRO 	
2.3.4	Have expected benefits of complementarity anticipated in	<ul style="list-style-type: none"> • Evidence of any complementarity considerations realised 	<ul style="list-style-type: none"> • PRRO documents • Output indicators 	<ul style="list-style-type: none"> • Key informant interviews 	<ul style="list-style-type: none"> • Reviewing for evidence of 	

	the planning phase been realized?	<ul style="list-style-type: none"> • Additional funding generated including joint fundraising and donor integration • Collaboration and complementarity with other operations on gender 	<ul style="list-style-type: none"> • M&E reports • Donors and other agencies. • Resourcing data 	<ul style="list-style-type: none"> • Document review 	benefits attributable to complimentary and the nature of activities	
2.4	What are the efficiency of the PRRO and the sustainability of the benefits?					
2.4.1	How cost-efficient were operation activities?	<ul style="list-style-type: none"> • Relative costs of chosen transfer modalities and their effectiveness • Accuracy of resource forecasts • Evidence showing use of resources optimized to achieve best results • Evolution of the breakdown of Direct Support Cost budget 	<ul style="list-style-type: none"> • Transfer modality reviews • Market analyses • Resource data • Finance reports showing resource utilisation 	<ul style="list-style-type: none"> • WFP internal document review • WFP staff interviews 	<ul style="list-style-type: none"> • Matrix of findings • Review of expenditures over time by activity / cost component 	
2.4.2	How timely were the deliveries of transfers (food/cash/TA)?	<ul style="list-style-type: none"> • Proportion of distribution cycles and technical assistance support delivered as planned • Beneficiary perceptions • Government partners perception. 	<ul style="list-style-type: none"> • Distribution plans • Distribution reports • Technical Assistance request/plan/ reports Beneficiaries • Implementing Partners 	<ul style="list-style-type: none"> • Relevant reports from WFP office – logistic, distribution and PDM • Key Informant Interviews/FGD 	<ul style="list-style-type: none"> • Actual vs Planned (MT and regularity) by site, by activity by time • Triangulation of informant perceptions 	
2.4.3	How efficient was the overall implementation?	<ul style="list-style-type: none"> • Planned resource vs mobilized and utilized by refugees IDPs vulnerable host community. • Number of and timing of activity cycles compare to plans by PRRO component • WFPO staff, local government and Partner perceptions • Beneficiary perceptions 	<ul style="list-style-type: none"> • Budget plan • Resourcing report • Distribution / expenditure reports Beneficiaries • Implementing Partners • Result monitoring/outcome evaluation report • SPR 	<ul style="list-style-type: none"> • Document review • Key Informant Interviews • Focus Group Discussions 	High level review of : <ul style="list-style-type: none"> • Budget vs resources utilised • Stakeholder perceptions • Performance by year 	
2.4.4	Is there sufficient balance between search for efficiency and need for effectiveness?	<ul style="list-style-type: none"> • Assessments of import parity monitoring, local purchases, transfer types • Selection of effective IPs vs cost • Feedback loops integrating ongoing field monitoring (ATOMs data, PDMs and assessments) with reported findings and subsequent 	<ul style="list-style-type: none"> • WFP CO management / staff, internal reports, coordination committee minutes and plans • Review of IP selection process • Staff recruitment and development plans 	<ul style="list-style-type: none"> • WFP staff interviews • Review of IP selection process report. • Review of transfer modality studies • Budget vs expenditure review 	<ul style="list-style-type: none"> • Analysis of data for evidence of WFP attention to reviewing cost effectiveness on an ongoing basis 	

		<p>changes in PRRO planning and resource allocations</p> <ul style="list-style-type: none"> • Appropriate staffing levels for management and implementation • Decision making adjusting resource allocations by site, activity and beneficiary category • Comparative assessments of changes in resource allocations versus WFP EMOPs and CP and other agency interventions 	<ul style="list-style-type: none"> • Resourcing budget vs actual (direct, food, indirect) • Transfer modality reviews • TA costs vs results 	<ul style="list-style-type: none"> • Focus on staffing in budget vs actual and staff capacities 		
2.4.5	What is the likelihood that the benefits will continue after the end of the operation?	<ul style="list-style-type: none"> • Long term behavioural change (nutrition) • Government ownership at all levels • Institutionalization of established concepts, systems, structures and processes • WFP handover approach of the program to local NGOs, community groups and government partners (FFA infrastructure) • Resource allocations/access to resource support other than WFP • Institutional capacity building to sustain activities /results (Gov./NGOs/Civil Society) • Technical assistance for government sectors and cooperating partners in Disaster Preparedness Index • Sustained coordination of complimentary activities • Beneficiary perceptions • Refugees and vulnerable host communities' livelihood and resilience creation. • Key stakeholder perceptions 	<ul style="list-style-type: none"> • Minutes of WFP/Govt meetings • Beneficiary perspectives • Perspectives of Govt line ministries and staff) and WFP staff • Perspectives of key stakeholders and partners incl.. Donors, UN, Civil Society • Agreements with Govt on Handover / MoUs • Health and nutrition indicators • SPR and outcome monitoring or evaluation reports. 	<ul style="list-style-type: none"> • Document review • Key Informant Interviews • Focus Group Discussions • M&E report review 	<ul style="list-style-type: none"> • Triangulation of information • Review of resources and capacity available to sustain results 	
2.4.6	Are any key factors affecting the sustainability of the results?	<ul style="list-style-type: none"> • Critical gaps in policy frameworks • Institutional capacity • Technical capacity • Availability of financial and other resources 	<ul style="list-style-type: none"> • Policy documents • Operational agreements • Capacity review • Resourcing forecasts • Key informants (Donors, 	<ul style="list-style-type: none"> • Review of policy and operational documents • Key informant interviews 	<ul style="list-style-type: none"> • Gap analysis for key factors needed for sustainability (PESTE) 	

		<ul style="list-style-type: none"> • Community capacity to sustain created assets • Balance of social inclusion over assets – women and men, host and displaced communities 	Beneficiaries, Line ministries, key partners, stakeholders)	• Beneficiary focus groups		
2.4.7	Is there a coherent handover strategy?	<ul style="list-style-type: none"> • WFP exit strategy including integration of PRRO phase out with CP and EMOP objectives • Evidence of clear plans of handover agreed with relevant stakeholders • Integration with Government strategies and programmes including Gov. plans to absorb PRRO activities into its budgeting • WFP and UNHCR collaboration for refugee repatriation depend on the situation in their country of origin • Integration with donor strategies and programmes 	<ul style="list-style-type: none"> • Operational agreements and MOUs between WFP/Govt/UNHCR/IPs • Joint planning • Future resourcing commitments • Key informants • National Strategic Development Plan 	<ul style="list-style-type: none"> • Documentation from WFP CO • Funding plans from Donors/ • Key informant interviews 	<ul style="list-style-type: none"> • Capacity analysis • Review of handover strategy • Document review • Triangulation between sources 	
2.4.7	How sustainable are improvements in representation of women and men in leadership positions	<ul style="list-style-type: none"> • Absence of evidence of conflicts of interest in any shifts in gender roles identified during the PRRO • Gender awareness and skills among stakeholders • Alignment with government Policies on Gender including MINIPROF and Line Ministries 	<ul style="list-style-type: none"> • Programme Component/ Activity budgets • Distribution reports • M&E reports • PDMs, field Evaluations and Joint Assessments • Programme / counterpart staff 	<ul style="list-style-type: none"> • Document Review • Key Informant Interviews 	• Triangulation of information	

Key Q. 3: Why and how has the operation produced the observed results? Areas for analysis:						
i) Internal factors						
ii) External factors						
iii) General factors						
3.1	Which main internal factors caused the observed changes and affected how results were achieved?					
3.1.1	How was the operation planned, managed, monitored, and modified through the programme cycle?	<ul style="list-style-type: none"> Processes, systems and tools in place to support the operation design, implementation, monitoring, and reporting Process and system for amendment/modification of the program through the program cycle (see also 2.4.4 balance of efficiency and effectiveness). 	<ul style="list-style-type: none"> WFP CO Organogram M&E reports Document on amendment of program (plan and budget). Key informants (WFP staff) 	<ul style="list-style-type: none"> Documentation review Key informant interviews Direct observation 	<ul style="list-style-type: none"> Qualitative review of internal management and control processes Analysis of stakeholder views 	
3.1.2	How were available resources managed /optimized for PRRO implementation?	<ul style="list-style-type: none"> Evidence of clear resource allocation / prioritisation Capacity to mobilize funds. Quantity/quality of human and physical resources Impacts of funding shortfalls/ limitations on resource decisions and planning 	<ul style="list-style-type: none"> Financial reports SPR Discussions with key WFP staff WFP CO organogram Implementing Partners Other Key Stakeholders 	<ul style="list-style-type: none"> Documentation review Key informant interviews Direct observation 	<ul style="list-style-type: none"> Analysis of planned vs actual res. use Analysis of capacity of implementation arrangements vs required 	
3.1.3	What is the organisational capacity of WFP (i.e. structures, procedures, leadership) to deliver the programme and to adapt / mitigate external factors at policy and operational levels?	<ul style="list-style-type: none"> WFP CO staff capacity / skill sets relative to operation (eg. Refugee management) Staff capacity across components including cross cutting and M&E Level of support available from RB/HQ Effectiveness of WFP management processes. Effectiveness of management information system Ability to adapt to opportunities and risks and evolution of national strategies Ability to monitor and 	<ul style="list-style-type: none"> WFP CO Organogram WFP CO staffs Key stakeholders Key management information system in place (M&E reports, performance reports, assessment data etc.) 	<ul style="list-style-type: none"> Document review Key Informant Interview Direct observation 	<ul style="list-style-type: none"> Analysis of staff capacity vs requirements Identification of gaps (capacity and process). Qualitative assessment of key informant perceptions Expert judgement 	

		anticipate external shocks				
3.1.4	Does WFP have the capacity to advocate and influence policy, strategy and actions of Government and other actors?	<ul style="list-style-type: none"> • Satisfaction of donors, government and partners on their partnership with WFP and WFP's role • Evidence of changes in stakeholder decisions due to WFP advocacy • WFP engagement in national and regional food security / nutrition and development coordination structures. • Perception of WFP staff in the organization's advocacy and policy influencing role. 	<ul style="list-style-type: none"> • Internal and External Key Informant feedback (WFP, Govt, Donors, Key stakeholders, IPs) • Evidence of advocacy and influencing role adopted by WFP – identification of influencing targets, associated planning, activities, monitoring, adjustments to strategies and reporting within WFP • Changes in government and donor policy formulations (preferably documented) where WFP can claim to have made a clear contribution 	<ul style="list-style-type: none"> • Key informant interviews • Document review – internal and external evidence 	<ul style="list-style-type: none"> • Qualitative assessment of key informant perceptions • Identification of any areas of WFP led change. 	
3.1.5	Has WFP developed comprehensive Implementation Partnerships?	<ul style="list-style-type: none"> • Number and capacity of partners providing inputs/services • Level of engagement with key partners • Extent to which partnerships have been formalized, documented and reviewed 	<ul style="list-style-type: none"> • Operational documents/ agreements/ MOUs • Key informants (WFP, Govt, Donors, Key stakeholders, IPs) 	<ul style="list-style-type: none"> • Document review • Key informant Interviews 	<ul style="list-style-type: none"> • Qualitative assessment of key informant perceptions • Partnership matrix 	
3.2	Which main external factors caused the observed changes and affected how results were achieved?					
3.2.1	Are there any key external factors, beyond WFP control, that have affected results?	<p>Identifiable influencing factors with reference to the:</p> <ul style="list-style-type: none"> • Resourcing situation and strategies of donors • Security shifts and displacement • Performance of complementary activities by other agencies – Government, UN, NGOs • Access to programme target areas and host/ displaced populations and sub-groups • Performance of IPs • Climatic variables – floods 	<ul style="list-style-type: none"> • Key informants (WFP, Govt, Donors, Key stakeholders, IPs). • Monitoring/situational assessment/JAM reports • Inter-agency joint planning sessions • Donor reviews and reports • SPRs 	<ul style="list-style-type: none"> • Document review • Key informant Interviews 	<ul style="list-style-type: none"> • Qualitative assessment of key informant perceptions • Expert judgement 	

		<ul style="list-style-type: none"> and drought • Political situation in Cameroon and neighbouring countries (Nigeria and CAR) • Logistical factors -border insecurity, rainy season, road conditions, resource pipelines and transport. 				
3.3	General factors					
3.3.1	What are the key factors affecting the sustainability of the results?	<ul style="list-style-type: none"> See also 2.4.5/6/7 • Critical gaps in policy frameworks • Institutional capacity • Technical capacity • Availability of resources • Community capacity to sustain created assets 	<ul style="list-style-type: none"> • Policy documents • Operational agreements • Capacity review • Resourcing forecasts • Key informants (Donors, Beneficiaries, Line ministries, key partners, stakeholders) 	<ul style="list-style-type: none"> • Review of policy and operational documents • Key informant interviews • Beneficiary focus groups 	<ul style="list-style-type: none"> • Gap analysis for key factors needed for sustainability 	
3.3.2	Are the indicators for measuring achievement of objectives (outcomes) appropriate?	<ul style="list-style-type: none"> • Alternative / additional indicators that could be used • Timeliness accuracy of indicators used • Use made of chosen indicators beyond SPRs 	<ul style="list-style-type: none"> • Evaluation guidance • Indicator compendium • Programme decision making in WFP 	<ul style="list-style-type: none"> • Review of documents • Key Informant Interviews 	<ul style="list-style-type: none"> • Comparison of potential and actual indicators • Review of M&E / output data 	
3.3.3	What are the major challenges / constraints in achieving outputs?	<ul style="list-style-type: none"> • Constraints in: <ul style="list-style-type: none"> - Resourcing - Implementation capacity (WFP/ Partner / Beneficiary) - Physical access - Security - Partner capacity - Political support - Policy - Political and security situation in neighbouring countries (CAR and Nigeria) • Evidence of measures taken to address constraints 	<ul style="list-style-type: none"> • Key informants • Policy documents • SPR • Output monitoring • WFP/Govt/Donor/Partner perspectives 	<ul style="list-style-type: none"> • Key Informant Interviews • Policy / document review • SPR review 	<ul style="list-style-type: none"> • Content analysis of data collected • Review of methods taken to address identified challenges 	

3.3.3	Is sufficient output data available / accurate?	<ul style="list-style-type: none"> • Transparency of data • Accessibility of data • Adequacy of data • Accuracy of data 	<ul style="list-style-type: none"> • Output monitoring • M&E reports • Implementing Partners 	<ul style="list-style-type: none"> • Review of available reports • Partner interviews 	<ul style="list-style-type: none"> • Comparison of data available vs outputs to be measured 	
Q. 4: Is gender considered throughout the PRRO?						
4.1	Is gender adequately considered throughout the PRRO?	<ul style="list-style-type: none"> • Alignment with SRF policy • Alignment with UN policies on Gender within all components • UNEG Guidance on Integrating Human rights and gender equality 	<ul style="list-style-type: none"> • M&E reports • PRRO Log-frame • SPRs • Operational agreements • Partnership agreements • M&E reports from local partners 	<ul style="list-style-type: none"> • Documents • Key Informant Interviews 	<ul style="list-style-type: none"> • Document review • Triangulation of resources 	
4.2	Effectiveness of PRRO in narrowing gender gap	<ul style="list-style-type: none"> • Perception of gender equality among beneficiaries at follow-up; • Intended and intended effects/GBV • Community leaders' understanding and participation • Improved women's agency 	<ul style="list-style-type: none"> • WFP CO • M&E reports • Assessment reports with gender disaggregated data over time • Community leaders • Implementing Partners/NGOs 	<ul style="list-style-type: none"> • Documents • Key Informant Interviews 	<ul style="list-style-type: none"> • Review of Documents • Quantitative analysis of gender related M&E data and other relevant assessments 	
4.3	Is there sufficient gender technical expertise within WFP staff?	<ul style="list-style-type: none"> • Gender Balance in Steering Committee • Number of WFP staff trained in gender awareness • Number of women in Trainings, reporting and responses supporting advocacy; 	<ul style="list-style-type: none"> • WFP CO M&E reports 	<ul style="list-style-type: none"> • WFP organigram • Key Informant Interviews 	<ul style="list-style-type: none"> • Review of number of trained staff 	
4.4	Is consideration given to the strength or weakness of government and /or UNCT approaches to gender?	<ul style="list-style-type: none"> • Documented evidence that wider gender policies are considered in the PRRO • Context Analysis • National Policies on Gender 	<ul style="list-style-type: none"> • PRRO Document • WFP staff • IP staff 	<ul style="list-style-type: none"> • Documents • Key Informant Interviews 	<ul style="list-style-type: none"> • Cross referencing of documents and interviewee responses 	

Annex 5: Evaluation approach and methodology

This evaluation, commissioned by the WFP Office of Evaluation (OEV), is as an independent exercise to provide an objective assessment on the performance of WFP's Protracted Relief and Recovery Operation (PRRO 200552 2013-16) in Cameroon. The Evaluation Team (ET) consists of three consultants using an approach and methodology designed to meet the objectives stipulated in the terms of reference (TOR) and agreed with the WFP HQ and Country Office (CO). The evaluation will be conducted using quantitative and qualitative research and will use both primary and secondary data.

As an end-line evaluation, the approach is designed to deliver three deliverables:

- To identify and validate the results achieved by the PRRO;
- To help the CO learn the lessons of the PRRO with informed operational and strategic decision making that may contribute to the design of future interventions, and;
- To inform other WFP and external stakeholders on the effectiveness of the PRRO and key lessons learned

The ET will follow the WFP EQAS guidelines for Operation Evaluations, which provides a strong procedural and methodological framework. The ET will also, in line with OEV usage, use OECD DAC and UNEG evaluation standards, which provide criteria and agreed definitions of evaluation terms such as efficiency, effectiveness, sustainability, connectedness, and coverage.

The evaluation methodology has been developed from the TOR, assessments of secondary information, and discussions with the CO. The Evaluation Matrix, attached in Annex 1, structures the evaluation around three key questions:

- 1) How appropriate is the operation?
- 2) What are the results of the operation?
- 3) Why and how has the operation produced the observed results?

Sub-questions, exploring the different components of the operation, have been developed for each of these key questions. Specific indicators for measuring the results and the main sources of information used to answer each sub-questionnaire also summarised in the evaluation matrix, along with an overview of how the data will be collected and analysed. The PRRO Logical Framework is used throughout this process to guide the evaluation.

Focus areas have been assigned to each ET member and the evaluation matrix provides them with a framework for data collection and analysis that will help to develop clear findings and recommendations. The ET will use mixed data collection methods and analysis to help ensure:

1. A rigorous process providing valid information to answer the evaluation questions;
2. Wide representation of key stakeholder perspectives, including those of different beneficiary groups (women, men, boys and girls);
3. Consistent triangulation of information through mixed data collection, and that;
4. Gender dimensions are fully considered including the use of disaggregated data.

Evaluability assessment

The ET has conducted an initial evaluability Assessment based on a review of documents received. While the scope of the overall evaluation is for the full timeframe of the operation from its design (2013) until the start of the evaluation (2016), the focus of the Evaluability Assessment places greater emphasis on the planned and delivered Activities and Outcomes of the 2015 Budget Revision (BR#2). This means that for original PRRO Activities that were phased out under BR#2 and shifted to Regional EMOPs (General Food Distributions and

Food by Prescription) the evaluation focus will only be on whether or not the original design was appropriate and not on the results achieved (reference TOR paragraphs 18-19).

The ET believes all components of PRRO can be evaluated in a reliable and credible fashion as it has clear statements of intended results, defined indicators for the majority of the outcomes, targets for achievement, and a degree of gender disaggregated data. However, what emerges from different assessment reports is that several internal and external factors biased the operating conditions, including appropriate data collections and M&E activities. The main factors include but are not limited to volatile operating terrain, political instability, logistical constraints and climate shocks. These same factors are likely to affect evaluation during field visits and the related data collection activities. The ET will consult closely with the CO on the feasibility of field visits and optimal measures to overcome constraints for data collection.

The evaluation will focus on PRRO ongoing activities as per BR#2, i.e. excluding the relief package and focusing on the recovery activities. The GFD activity, which was phased in the regional EMOP program subsequent to Budget Revision, it will be evaluated by the ET in terms of appropriateness, including re-design and re-allocation to other operations.

A credible amount of internal M&E data, field assessments and reports have been provided by the CO. Some information gaps remain for example,

- The evidence behind how changes in operational programming were agreed subsequent to Budget Revision BR#2 consequent to continued under-resourcing;
- How baseline information was collated, agreed and used to inform the feedback between M&E progress data and field assessments into on-going decision-making;
- Source data for the outcomes progress assessments in SPRs, and;
- How M&E information and reporting evidences assessments of effectiveness with relation to the and cost effectiveness of Results achieved.
- Partnership memoranda and agreements such as MOUs, joint program planning documents and joint implementation summaries. Some NGO reports available.

Particular gaps appear in the datasets during the early stages of the PRRO. Nevertheless it is clear that over the course of the PRRO (2014-15) improvements were made in the M&E systems to deliver effective and systematic monitoring of relevant indicators. The ET therefore believes these elements can be examined through the evaluation process. It is pleased with the amount of information available and the responsiveness of the CO during the inception process to provide further existing data and fully expects further sources will be made available prior to and during the field mission as available.

The ET recognises that there have been data limitations resulting from difficult accessibility due to insecurity. Because these difficulties are expected to continue during the ET's field assessments the team has been in close liaison with the CO, M&E lead, Security Lead and Garoua chef de base to identify evaluation sites that carry lower security risks and offer reasonable accessibility including time factors. Additional mitigation measures may include remote interviews and invitations to key informants and beneficiary representatives to attend meetings in Garoua. In light of the dynamic nature of the security situation the ET expects to be in constant liaison with the CO and country team to reappraise sites throughout the mission but does not at this stage expect this to affect overall evaluability.

Each of the three key evaluation questions has its own challenges with regard to the data examined so far.

Data Constraints for Question One: How appropriate is the operation?

A good amount of information from field assessments, a previous PRRO evaluation, and related considerations has been provided. This provides a fairly robust outline on the food security and nutritional situation of displaced and host communities in Eastern and Northern Cameroon prior to 2013. Analyses also show how the context shifted over the

operational period and provide justifications of Budget Revision #2 including reallocation of GFDs to the relevant EMOPs. Evidence linking the PRRO design to the needs of the most food insecure groups in Cameroon, including whether the actual recipients are the most food insecure displaced and host communities, and how the operational approach has responded to gender aspects across both the nutritional and food security (FFA) components will be tested through key informant interviews and focus group discussions while the ET is in country.

The CO has also provided a number of relevant national policies and strategies. However, it is unclear whether partner Memorandums of Understanding with relevant government departments and NGO partners are available. Government field assessments are included. These will be used to provide a formal assessment of appropriateness alongside key information interviews. WFP's own higher level strategic direction and policies and programme guidance are available, and the UNDAF will be used to frame assessments of UN agency cooperation alongside agency visits. Some basic information on donors and other actors is provided including donor funding applications and reports. Donor liaison visits by the ET will inform data gathering while in country. Complementarity with national and subnational NGO, UN and government programmes in the East and North will need to be assessed through key informant interviews and assessments of agency plans to evidence the complementarity of the PRRO objectives with other government priorities, alignment of the targeting criteria with beneficiaries' demands, and alignment with other agencies responding to the same issues.

There is a good amount of information in the design of the PRRO and the relevance for gender mainstreaming in the program. While information from the client-end perspective can be easily retrieved from the Box, there remains a need to assess how gender was tailored from the implementation, training and context perspective. Appropriateness at the inception can be measured through different field assessments conducted by the different UN agencies, MINADER and WFP CO. Evidence to link the design of the program to the needs of disadvantaged groups, including women, will be retrieved through interviews and focus group discussions while the ET is in the field.

Overall the ET considers the appropriateness of the PRRO inception can be measured and its continued appropriateness tested through the secondary literature and planned field work.

Data Constraints for Question Two: What are the results of the operation?

In the design of the PRRO key indicators have been used in accordance with WFP global policy. Gender/age disaggregated primary data are available. Relevant Input, Output and Outcome, and target data seem to be fairly well captured in the SPR documents, donor specific proposals/reports and performance datasheets. Some complications are envisaged. While the M&E plan was developed in line with the logical framework it is unclear to what extent the logical framework itself connected to ongoing planning and decision making under BR#2. What emerges in the inception review is uncertainty over the extent to which the M&E Matrix or other plan has driven data collection, record keeping and analysis. One consequence is that while SPR data on planned and actual outputs per activity is available and disaggregated by gender and age, the source data for baseline references used in the SPR analysis are unclear. Post Distribution Monitoring and Food Security reports have left gaps in supporting evidence surrounding outcome indicators including Coping Strategy Index (CSI), Food Consumption Score (FCS), Diet Diversity Score (DDS) and Asset Score (CAS) assessments: data drawn from the 2013 SPR have no FCS or CSI data. This is later presented in 2014 reports which instead focus on GFD beneficiaries who in the main were transferred in October 2013 to the relevant EMOPs. Similarly, evidence showing how and whether capacity building activities were conducted and did or did not translate to qualitative improvements in capabilities (positive or negative) does not appear to have been captured or analysed. This may cause difficulties in understanding the effectiveness of FFA activities and whether and how they lead to improved food security outcomes but should not affect supplementary feeding assessments. The ET will explore how these gaps affect assessments

of progress and decision making. Output assessments should be possible with existing data and field visits. The ET will only briefly review FbP components now covered under EMOP 200689.

The gender/age disaggregated data will help the ET assess how the results of the program have achieved objectives in reaching different groups. Input/output and targets can be retrieved from the logical framework for some components. However, other components like SO1 might have needed targets that aim to achieve gender empowerment and roles within the community. Information on how irrigation impacted harvesting and redistribution within household can be retrieved by the ET while in the field to explore how community interventions as in SO3 addressed gender roles and access to assets by women. Monitoring and Evaluation of the PRRO was not designed to include any information on how women were targeted and if any non-intended effect occurred at the household and community level.

On data integrity the ET will assess how SPR data is drawn from original data sources. It will also examine the ways in which data inconsistencies relate to operational factors such as: weaknesses in M&E systems, reporting and staff capacities as summarised in WFP's 2015 internal quarterly reports and efforts to tackle this; the dynamic context that led to changes in the programme approach under PRRO 500552 BR#2 and how this affected field operations and M&E during 2014; budgetary constraints challenged the implementation of a consistent monitoring and data collection activities over time and further shortfalls in funding that led to decisions recalibrating programme targeting during 2015. The ET will take into account mobility of refugees and IDPs who will likely affect the evaluation of performance. Interviews with key actors on the field will shed light on much aspect of internal and external factors that affected performance. These and other mitigating factors and subsequent decisions will be clarified in conversation with the CO and M&E lead and the ET will complement some of this information through key interviews.

Overall the ET considers that while this has affected its ability to assess some of the Outcomes during the inception phase secondary data review, it does believe the outstanding information gaps can be addressed through a rigorous analysis of evidence trails with the M&E lead alongside qualitative instruments including the triangulation of internal and external key informant interviews and further documentary analyses. Together these should allow the ET to construct a reasonably robust analysis of output to outcome effectiveness, and add a review of unintended effects.

Data Constraints for Question Three: Why and how has the operation produced the observed results?

Documentation that illustrates how factors internal and external to WFP's control have affected WFP decision making are available. Existing quantitative information on internal factors is available, such as WFP funding levels. What emerges is a clear logic behind the original PRRO design, BR#2 and subsequent decisions as to the allocation of scarce funds to key nutritional and FFA components. This should allow some top level analysis of cost effectiveness and the achievement of PRRO results within the constraints WFP faced. Nevertheless this assessment needs to be made alongside key informant interviews with WFP and external stakeholders at national and field levels. Similarly assessments of cost effectiveness will also require a review of external challenges including population movements, shifts in security arrangements, weather (floods) and other factors affecting food pipelines. Internal documentary evidence will examine how management systems, coordination structures, organisational capacity (e.g. local M&E and partner staff), and the complimentary activities of other national stakeholders affected strategic decision making. This is complex, and in the absence of clear documentation only a partial examination of PRRO for factors affecting the efficiency, effectiveness and sustainability has been possible during the inception review. The evaluation of this question will depend on key informant interviews and direct observation while the ET is in country.

Gender evaluability: The ET considers the evaluability of the gender dimensions of the PRRO as medium. Gender equality and empowerment is clearly included in the PRRO logical framework as a cross cutting issue. The logical framework contains gender indicators at the output and outcome level. Hence, it is possible to see how WFP originally planned to approach gender in the intervention design.

The SPR for 2014 has a section on ‘Progress towards gender equality’ which provides a reasonably good qualitative description on the gender-considerations of implementation and programme design, particularly the intra-household bargaining power by distributing food to women, sensitization on nutritional products in and around distribution sites. Furthermore, both women and men were involved in conducting training sessions on nutrition and health; men were also included for raising awareness within community through traditional leaders. However, there were no targets and indicators included in the monitoring and evaluation design to keep track of both men and women’s participation in training and its frequency. It is also difficult to identify how the program aimed to measure actual changes in rights and equal opportunities, including a clear description of a causal chain from programme participation to empowerment and decision making especially among women. While some qualitative information on gender in the implementation phase could be retrieved from PDMs, there is minimal information on the sensitization and capacity building of local actors on gender issues and information on the level of participation by some key stakeholders is lacking: traditional chiefs, local leaders.

The SPRs for 2013 and 2014 capture gender-demarcated information on beneficiaries at the activity, output and outcome levels but from the documents reviewed by the ET, it is not clear how gender affected the implementation and delivery of FFA, TSF and GFD. For FFA, beneficiary information is disaggregated by gender, but the ET has yet to see detailed information on how women were targeted and the criteria used for their inclusion. Some complementary information is available in PDM reports and field evaluations that need to be contrasted with responses from households, community groups (by gender, displaced/host), as well as WFP staff and partners. For all the components, the ET will aim to gather information on the experience of beneficiary women in relation to the irrigation program and local livelihood strategies of target and neighbouring non-target groups.

Through the inception stage the ET has also not come across information on how gender is factored into the PRRO’s capacity building work or how it is monitored. This element will be explored. The ET will also elaborate on the gender dimensions of the PRRO’s impact through stakeholder analyses of individual programme components and indicators. The ET foresees no barriers to standard methods such as household, group and partner interviews, nor with WFP staff and partners and therefore considers gender aspects to be evaluable

Evaluation matrix

The evaluation matrix attached in Annex 3 displays the three main evaluation questions and sub questions to be addressed to achieve the evaluation objectives. It provides an overview and framework which will guide the ET throughout the evaluation showing the linkages between the questions, sources of data, indicators, and methods of analysis that the ET will use to help answer the evaluation questions.

Data collection methods and tools

The ET will use a range of methods and approaches to collect data in accordance with the EQAS guidelines. These will be linked to the main and sub questions in the evaluation matrix and PRRO components. This section explains the different tools that the ET will use to gather data and the approach to analyse and triangulate evidence from different sources. Specific tools are attached in Annex 2. Data collection will use both quantitative and qualitative techniques, including secondary data review from documentation and collection

of primary data from interviews, focus groups discussions, site visits and direct observation. Data collection methods will generate information on different groups (beneficiaries, implementers, donors, field partners and policy makers) and are described below.

- a. Document/ literature review** – Documents requested / obtained from the CO and OEV are listed in Annex 3 and comprise project documents, Government and UN strategic documents, baseline reports, nutritional surveillance survey reports, assessment reports, monitoring reports, operational documents, evaluations, partner reports, coordination meeting notes, resource mobilization documents and maps. An initial literature review has informed the design of the evaluation questions and this secondary data will be further examined, together with any additional documentation gathered, during the evaluation period.
- b. Key informant interviews** – These will be the main method of primary data collection during the evaluation. Semi-structured questionnaire guides will be used to gather views and perceptions from key informants. Interview guides have been designed using universal questions, which the ET will tailor to each interviewee, using knowledge of their context, to elicit detailed descriptions that respond to the evaluation questions. Interviews will last approximately 30 minutes. Unless specifically requested by the respondent, interviews will be held at the residence or work place of the interviewee. For those respondents not available in person, telephone interviews will be arranged if possible. The stakeholder analysis in section 4 provides a cross section of key informants to be interviewed in order to produce a balanced range of responses and avoid the reinforcement of gender discrimination and unequal power relations. Information will be generated from different sources (e.g. civil servants, beneficiaries, implementers) and groups (women, men, boys and girls). The final list of the interviewees will be included in the final evaluation report. Interviews will be recorded using a standard template and different perspectives triangulated against other primary and secondary data sources including the literature review.
- c. Focus group discussions (FGD)** – FGD will be held with beneficiaries of the PRRO activities, and with any other groupings of stakeholders such as health workers at health centres offering MAM treatment, community groups where FFA has been implemented etc. Each focus group will share a common interest in their engagement with the PRRO activity. Beneficiaries receiving the same type and level of benefit may be in one focus group but groups will also be established for different types of beneficiary (men, women, boys and girls, and identified vulnerable groups).

To allow for a breadth of opinion, without over-crowding the discussion, the ideal number of participants for a FGD is between 6 and 12. Where possible some gender disaggregation will be sought in group feedback sessions and stakeholder interviews, for example in the assessment of how benefits were accrued from FFA transfers (Begue Palam and Lagbo¹¹¹) and Complementary Feeding Mayo Oulo-North). The convening member of the ET will guide the FGD to ensure the discussion remains relevant but will encourage participants to elaborate on points they make to achieve depth in the responses. The convener will encourage the participation of all members and will ascertain if opinions are representative of the whole group or just individual perspectives, rather than relying on the most vocal.

- d. Field visits** -Field visits will be used to help assess PRRO activities by gathering perspectives from those involved (including beneficiaries) on past, current and future activities, capturing success stories and challenges, filling identified data gaps, direct observation, and triangulating primary and secondary data gathered taking into account the operational realities. The criteria used for selection are in Inception Package Section 4.2.

¹¹¹ Woulky is considered beyond reach for the evaluation mission due to insecurity

Checklists will be used to support direct observation at selected sites in order to help create a uniform approach to visits. If available the ET will use checklists created by the CO to capture relevant information on programme implementation.

As time, logistical, and practical constraints allow, ET members will split up in order to visit a larger number of representative field sites, in diverse locations, and also to focus on their respective areas of responsibility. Particular attention will be given to ensuring the Gender focal point in the ET visits beneficiaries and partners of both the nutritional and FFA component activities. The ET plans to visit the following sites with each ET member spending at least 6 days in the field during the mission:

The selection of the field visit sites is based on the need to gather a range of perspectives from different beneficiary groups participating in the PRRO activities in certain geographic areas. Our selection of target site visits is based on the following criteria:

- *Complementary feeding:* Mayo Oulo and Gagisha (both Northern Region) are the sole sites where CF activities were undertaken during 2015. Mayo Oulo will be targeted for the evaluation visit. It has received a series of CF distributions and follow-up documentation is available in the January 2016 report “Enquête de Suivi Post Distribution (PDM) auprès des bénéficiaires du «Complementary Feeding Program» (CFP) dans le Mayo Oulo, au Nord du Cameroun”.
- *Food security assessments:* Lagbo (North) and Begue Palam (Far North) will be the main target sites for the evaluation of Food For Assets distributions and support to irrigation scheme rehabilitation. If links can be made to recent Energy Services interventions (cookstoves, seedling nurseries and reforestation) at these and neighbouring sites these activities will also be reviewed. Comparisons will be made exploring the difference between where irrigation infrastructure has been rehabilitated and where it has not within the different schemes. These will examine production and marketing outcomes, as well as access and control by women, men, host and displaced communities. This, alongside existing WFP PDM and food security assessment reports will allow the ET to assess FFA efficiency and effectiveness with respect to criteria affecting site choice, the comparative benefits accrued by women and men in target communities, benefit sharing across host and displaced groups, and a comparative assessment of agro-pastoral livelihood interests. Where possible cross analyses will be made to the Mayo Oulo site that received only Complementary Feeding to assess the comparative effectiveness of FFA against other interventions on long-term food security and adaptive capacity in the face of climate change.
- *Nutrition assessments:* To maximize the efficiency of field visits and allow for comparative and complementarity analyses of nutritional and food security interventions, half of the planned field nutrition visits will be to sites located in the same divisions as FFA and CF activities. In the Far North target sites will include Vele and Moulvoudaya SFP and PLW centres in Mayo Danay and Mayo Kani (both near Begue Palam FFA). A visit to Bogu in the North will also assess the influence Mayo Oulo Complementary Feeding had on acute malnutrition and how effectively it was integrated with TSF activities. Additional visits will explore sites in the Far North that only received nutritional SFP-PLW interventions. These sites will include up to one sites in Mayo Tsanaga (Hina) and one in Mayo Kani (Guidiguis). Both have been identified with consideration of accessibility and time. Note – some flexibility is assumed in site selection depending on accessibility and security. The important criteria for ET are its ability to explore the effectiveness of SFP-PLW as stand-alone nutrition activities alongside SFP interventions associated directly or indirectly with FFA and CF work.
- *Gender and cross cutting assessments:* The basis of the ET's gender assessments will be based on cross-cutting analysis of the Nutrition and Food Security components. From this and wider analysis, lessons will be drawn in relation to Cross-cutting Output A. A similar approach will explore Output B – WFP assistance in relation to normative

standards such as Sphere – and Output C – Coordination and Partnerships. Target sites for cross cutting assessments will be as per those listed under the nutrition and food security components with alternating joint field visits involving the ET gender lead with the leads on Nutrition and Food Security. The choice of these sites is driven by the wide and representative sample of PRRO technical components, beneficiaries, wider operational stakeholders and locality thereby enabling the ET to explore activities, outputs and outcomes at multistage levels. Some limited primary gender data will be collected from individual beneficiaries and groups including single adults, households, community leaders and local partners. This should allow the ET to examine effectiveness in addressing gender gaps according to different stakeholder perspectives, explore unexpected Outcomes and assess causality and attribution.

- *Non programme or low coverage areas:* As outlined above under Food Security to enable the ET to assess how and why decisions were made to target certain populations and contexts, it will also aim to visit neighbouring non-selected project localities demonstrating similar food, nutritional, security and displacement problems. For example FFA transfers targeted specific irrigation schemes around Lagbo. Other localities with irrigation facilities weren't prioritized nor were communities relying on other natural resources. The ET wants to understand how WFP's decision making and intervention logic relates to local perspectives. This comparison will enable the ET to have diverse contexts and samples of beneficiaries for the focus group discussions.
- *Distribution of PRRO activities and beneficiaries:* The primary focus of the field evaluation visits will be to BR#2 target localities and neighbouring communities in the North and Far North.

Limitations to data collection

The ET does not foresee major limitations to conducting the evaluation assuming the security situation remains consistent with recent months. The relatively short time for the inception report and in-country phase do not limit the flexibility of the mission. The schedule of key informant interviews focuses on understanding national and local perspectives with 2/3 of the visit planned for the north. Informants that are unavailable at the time will be interviewed by phone and through liaison with the M&E lead.

PRRO site selection for field visits has been determined by the ET taking into account criteria outlined above. The relatively short timescale of the PRRO especially since BR#2 means only a limited site selection is appropriate. This should lead to a reasonable availability of people the ET plans to meet in Garoua and surrounding field sites. Likewise logistical support should be relatively straight forward, with the mission schedule flexible enough to be revised in close coordination with the CO. Advice on site selection from the CO will not compromise the objectivity of site visits.

Limited time means the ET is heavily dependent on quantitative data generated by WFP in existing data sources. There will be only limited time and resources for the ET to generate its own quantitative data set. Efforts will instead be made to verify the data provided through discussions with key informants, triangulation of data obtained from WFP and other sources and direct observation. Care will be taken in each interview process to allow key informants to provide institutional rather than personal perspectives.

Data check, cleaning and analysis

The ET assessed the availability and quality of secondary data during its initial document review and will compliment this with additional information received while in country. Using a Data Summary to, the responses to the key informant interviews and FGD will be analysed based on the key evaluation questions and frequency of responses used to identify the main messages and key themes. Primary qualitative information can then be compared

with secondary quantitative information to better corroborate and expand on findings from secondary sources and draw more reasoned conclusions.

Triangulation of results will be used to help check and clarify and interpret the data collected. Information collected for each sub question will be used to cross check irregularities and subjective responses, fill information gaps, and determine the reliability of the data contributing to recommendations. Where similar findings are obtained from different data collection methods the ET may affirm the credibility of the results and better demonstrate the confidence it has in its eventual conclusions and recommendations. Any findings the ET find particularly interesting, but which have not been corroborated with triangulation or complementary data will contain a note that the finding is from a single source and the reason for its inclusion. However, the ET will make every effort to reinforce the reliability of information, and will perform further document reviews and telephone interviews if this cannot be achieved during the evaluation period.

Checked and cleaned data will be aligned with the evaluation matrix and presented to WFP in the Evaluation Report format given in the EQAS for Operation Evaluations. An overall PRRO and national level picture will be presented, ordered by PRRO component and activity, with stratification of information by province and district. The former will provide a comprehensive assessment of the PRRO and the latter allows for in-depth analysis, and a more detailed picture of the outcomes, at the local level. District level analysis will provide insights into trends across regions where WFP has both high and low-levels of intervention, and will help to justify the success or failure of activities within their specific context. Analysis of beneficiary data will be disaggregated by gender, age, vulnerability and poverty levels.

The ET will use multiple methods, including tables, graphs, photos, network maps, diagrams, and case studies, to display the data behind the findings. Summary records for each interview will be used to outline salient issues and will be linked to secondary data. During the evaluation interview records will be used to identify new questions requiring further exploration and these will be added to the evaluation plan. Recurring themes/ideas will be coded in broad categories to facilitate drawing of conclusions and recommendations.

Questionnaire data will be processed and the findings summarised in tables and graphs with beneficiary data stratified by gender, age, activity, and targeted geographical area. Photos will depict actual project sites, beneficiaries and activities. When possible, existing graphs, maps, diagrams will be used to process new information and findings displayed in comparison to existing PRRO data analysis.

Each recommendation will be ordered by PRRO programme area and linked, where appropriate, to the other key stakeholder strategies and activities. Each recommendation will be supported by evidence from multiple sources, and/or the rationale for making it clearly articulated, together with a reference to time frame upon which it is based. Preliminary recommendations will be shared with the CO for comment and reflection.

The Evaluation Team has extensive quality assurance expertise and both the evaluation and report will benefit from their knowledge of evaluation standards, quality checks, and codes of conduct. Although the ET leader is ultimately responsible for inputs to the evaluation report, each ET member has primary and secondary areas of responsibility within the evaluation for data analysis and production of the report. The ET team will review the draft report before the team leader submits it to the evaluation manager who will, together with a review panel (consisting of the evaluation manager and second reviewer), provide an additional layer of scrutiny using WFP's quality criteria, including:

Content review to assess technical content and need for further elaboration or modification;

1. Compliance with the evaluation objectives
2. Completely addresses the evaluation questions
3. Free from contradiction
4. Relevance, completeness, and accuracy of the information used

5. Strength of the evidential grounding for the findings
6. The rationale used in arriving at the findings

Format review;

7. Logical flow and structure of the report
8. Strength of the Executive Summary
9. Is structured and written in a way that responds to the needs of the users
10. Quality of writing and clarity of presentation
11. Compliance with EQAS requirements and format for final reports.

The evaluation manager will clear the draft report for submission to WFP and stakeholders for their comment. The report will then be returned to the evaluation manager for final amendments with the ET before the evaluation manager submits the final report to WF

Annex 6: List of Stakeholders Interviewed and Groups

DATE	Name	Function	Organisation
29/02/-15/03/2016	Emery Kabugi	Chef de Sous Bureau, North	WFP
01/03/2016	Nama	CGA Coordinator	MINADER - FAO/WFP CGA
01/03/2016	Matapit Toon	Permanent Secretary	MINADER - FAO/WFP CGA
01/03/2016	Georges Okala	Head Nutrition Program	Ministry of Public Health (MSPS)
01/03/2016	Esther Mahop	Nutritionist	Ministry of Public Health (MSPS)
01/03/2016	Roger Kadima	Country Director	IMC
01/03/2016	Josef	Nutritionist	IMC
02/03/2016	Connor O'Steen	Political Officer	US Embassy
02/03/2016	Des Diallo	Programme Coordinator	USAID
02/03/2016	Rene Cremonese	High Commissioner	Canadian Embassy
02/03/2016	Yoshino Sawako	Attache, Economic Cooperation	Japan Embassy
02/03/2016	Max Schott	Chief of Party	OCHA
02/03/2016	Hozier Nama Chimi	Secretary General	SAILD
02/03/2016	Papa Moussa Tall	IFRC Representative	IFRC
02/03/2016	Dr. Viviane NZEUSSEU	Health and Nutritionist	IFRC
03/03/2016	Felix Addo Nyarko	Deputy Country Director	Plan International
03/03/2016	Abdu	Nutrition Experts	Plan International
03/03/2016	Celine BERNIER	Nutrition Expert	UNICEF
04/03/2016	Raymond Bouba	Technical Director, North	CRPA
05/03/2016	24 men	Village Leaders, Gounougou	Lagdo FFA Community
05/03/2016	5 men	Block Supervisors, Gounougou	Lagdo FFA Community
05/03/2016	27 women	Women's Group, Gounougou	Lagdo FFA Community
05/03/2016	7 men	Farmer's Federation, Dingale Village	Fina Ndemri, Lagdo FFA
07-09/03/2016	Gieslaine Dougonou	Nutritionist, North	WFP Garoua
07-09/03/2016	Boubakary Bello	Food Security, North	WFP Garoua
07-09/03/2016	Hamadou Paul	Food Security, North	WFP Garoua
07/03/2016	12 Women	Women group Mayo Oulo	Mayo Oulo Community

07/03/2016	Dr Azowé Francois	Head of health district	Mayo Oulo Health District
07/03/2016	Amadou Roufaou	Chief of health Office	Mayo Oulo Health District
07/03/2016	Gavli Dongoa	Head of Mayo Oulo Health centre	Mayo Oulo Health Center
07/03/2016	Mme Haoua Tizi	Maire commune de Mayo Oulo	Maire, Mayo Oulo
07/03/2016	Bouba Loumnala Richard	Field Coordinator	SAILD
07/03/2016	Yougouda Yaya	Field Animator	SAILD
07/03/2016	Hassana	Field Animator	SAILD
07/03/2016	Haman Dawai Raymond	Regional Delegate, North	MINADER
07/03/2016	Abdoullaye Barra	Grainstores Focal Point, North	MINADER
07/03/2016	Ali Gueime	Regional Coordinator, North	National Food Security Programme
07/03/2016	Suleiman	Regional Delegate, North	Ministry of Public Health
08/03/2016	12 men	Men's Group	Adoumri FFA Community
08/03/2016	5 men	Adoumri Commune	Adoumri FFA Community
08/03/2016	3 men	FFA Works Supervisors	Adoumri FFA Community
08/03/2016	36 women	3 Women's Groups	Adoumri FFA Community
08/03/2016	Bello Lougga	Charge des Donnes, Nutrition	Regional Public Health, DRSP
08/03/2016	Doubou Mae Adji	Charge d'Affairs, Nutrition Centres	DRSP
08/03/2016	Filemon Ndemi	Field Supervisor, Adoumri	CRPA
08/03/2016	3 men	Block Supervisors, Adoumri	Adoumri FFA Community
9-11/03/2016	Augustin Ndongmo	Nutrition, Far North	WFP
9-11/03/2016	Emmanuel Jonas Ngolong	Nutrition, Far North	WFP
9-11/03/2016	Ibrahima Goni	Food Security, Far North	WFP
09/03/2016	36 Women	Complementary Feeding	Bossoum, Mayo Oulo
09/03/2016	3 men, 1 woman	Community Health Workers	Bossoum HC, Mayo Oulo
09/03/2016	Mohamadou Abdoulaye	Nurse	SAILD CF, Mayo Oulo
09/03/2016	Alexandre Reounodji	Maroua Chef de Bureau	WFP
10/03/2016	Abass Mohamadou	Programme Coordinator, Far North	Public Concern
10/03/2016	10 women	Women group (care takers)	
10/03/2016	Nyago Dingba Justin	Regional Coordinator, Far North	National Food Security Programme
10/03/2016	Sidmo Ajonkissam	Head the health center, Far North	GABAN Health Center

10/03/2016	Goba Geremy	Community Health worker Far North	GABAN Health Center
10/03/2016	Asia Ajodda	Community Health worker Far North	GABAN Health Center
10/03/2016	Magudo Mari	Community Health worker Far North	GABAN Health Center
10/03/2016	Fanta Zowa	Community Health worker Far North	GABAN Health Center
10/03/2016	Dr. Augustin Menang	Kaele Health district head	Kaelee Health district
11/03/2016	5 men	Community Leaders	Begué Palam FFA Community
11/03/2016	11 men	Transect Walk	Begué Palam FFA Community
11/03/2016	27 men	Men's Group	Begué Palam FFA Community
11/03/2016	34 women	Women's Group	Begué Palam FFA Community
11/03/2016	Aboubakari Djoulde	Area Coordinator, Far North	Public Concern, Mokolo
11/03/2016	Ngonou Bello	Divisional Agricultural Officer, Vélé	MINADER (for Begué Palam)
14/03/2016	Bouba Loumnala	Regional Manager, Far North	SAILD
14/03/2016	Nguivoum Thea Constantino	Projects Manager, North	CRPA

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