

OPERATION EVALUATION

Afghanistan-Protracted Relief and Recovery Operation: 200447
Assistance to Address Food Insecurity and Undernutrition

A mid-term evaluation of WFP's Operation (2014- 2016)

Evaluation Report

March, 2016

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Disclaimer

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Operational Fact Sheet

Table 1. Operational Fact Sheet PRRO 200447

OPERATION		
Type/Number/Title	Afghanistan Protracted Relief and Recovery Operation: 200447, Assistance to Address Food Insecurity and Undernutrition	
Approval	06 November 2013	
Amendments	<p>BR2: December 2014 (Budget Revision 1 was not implemented) Reduction in negotiated LTSH rate and improved field security conditions reduce costs by US\$5.4 million.</p> <p>BR3: June 2015. Budget increase of US\$33.1 million relates to several additional cost elements. P4P consolidated into the PRRO:</p> <ul style="list-style-type: none"> • Inclusion of refugees as a beneficiary category (increase of 206,000 beneficiaries); • Increase of commodity inputs (9,595 MT for refugee response, 300 MT of high-energy biscuits for school feeding pilot); • Increase of US\$4.6 million in cash/voucher transfers (reflecting the transition of 144,000 beneficiaries from food to C&V); • Reduction in transport costs of US\$2.5 million (related to transition of some beneficiaries from food to C&V, change in ration type, and increase in wheat flour purchase over wheat grain); • Decrease in land transport, storage and handling (LTSH) costs of US\$318,566 (due to lower transshipment costs from Pakistan and lower fuel costs); • Increase of US\$6.4 million in other direct operational costs (ODOC); and • Increase of US\$10.2 million in direct support costs (DSC). These shifts reflect an overall strategy to strengthen value-chains in the local economy. 	
	Initial	Revised
Duration	2014-2016	2014-2016
Planned beneficiaries	3,663,779 (adjusted total from PD) ¹	3,630,900 (PPIF BR-3)
Planned food requirements	In-kind food: MT 323,299 (PD) C&V: US\$31,716,000 (PD)	In-kind food: MT 333,194 (BR3) C&V: US\$36,305,704 (BR3)
US\$ requirements	496,965,796 (PD)	524,650,235 (BR3)

Source: Various, noted in table and footnotes.

¹ PD refers to Project Document - specifically, Projects for Executive Board Approval, Agenda Item Number 7, November 4 – 7, 2013: PRRO Afghanistan 200447.

Table 1. Operational Fact Sheet PRRO 200447 (Continued)

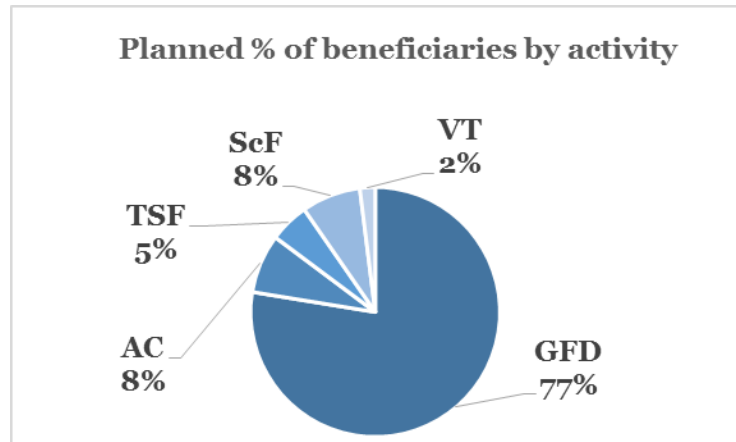
OBJECTIVES AND ACTIVITIES																								
Strategic Objective	Operation specific objectives	Activities ²																						
SO #1: Save lives and protect livelihoods in emergencies.	Respond to the food-security and nutritional needs of IDPs and returnees affected by conflict, and people affected by natural disasters and economic stress.	<ul style="list-style-type: none"> • General Ration (GFD) • Targeted Supplementary Feeding (TSF) • Asset Creation (AC) • School Feeding (ScF) • Vocational Training (VT) 																						
SO #2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies.	Support the recovery of communities affected by shocks.																							
SO #4: Reduce undernutrition and break the intergenerational cycle of hunger.	Treat moderately malnourished children under 5 and pregnant and lactating women (PLW).																							
	Contribute to learning among primary and lower secondary school pupils and adults, particularly women.																							
PARTNERS																								
Government	Central, provincial, and district government, line ministries, other agencies, and community development councils.																							
United Nations	UNHCT, UNHCR, IOM, UNICEF, OCHA, FAO																							
NGOs	Afghanaid, Agha Khan Foundation, Aide Medicale Internationale, Danish Afghanistan Committee, HealthNet TPO, Hilfe Zur Selbsthilfe, Hungarian Interchurch Aid, International Medical Corps, International Organization for Migration, International Rescue Committee, Premier Urgence-AIDE Medicale Internationale, Rupani Foundation, Save the Children Federation, Inc., Shelter For Life International, Shelter Now International, Swedish Committee for Afghanistan, World Vision International, Concern Worldwide, HELP																							
Private Sector	Afghan Besim Mobile Money Company																							
RESOURCES (INPUTS)																								
<p>Contribution received (by Jan. 13 2016): US\$277.5 million</p> <p>% against appeal: 52.9</p> <p>Top 5 donors: U.S.A, KOREA REP. OF, AUSTRALIA, JAPAN, CANADA</p>	<p>Figure 1. Funding Situation</p> <p>Overall funding situation</p> <table border="1"> <tr> <th>Category</th> <th>Percentage</th> </tr> <tr> <td>Shortfall</td> <td>47%</td> </tr> <tr> <td>Funded</td> <td>53%</td> </tr> </table> <p>Source: Resource Situation 13 Jan 2016</p>	Category	Percentage	Shortfall	47%	Funded	53%	<p>Figure 2. Share of Contributions</p> <p>Share of Contributions Received</p> <table border="1"> <tr> <th>Country/Source</th> <th>Percentage</th> </tr> <tr> <td>U.S.A.</td> <td>52%</td> </tr> <tr> <td>KOREA REP. OF</td> <td>11%</td> </tr> <tr> <td>AUSTRALIA</td> <td>6%</td> </tr> <tr> <td>JAPAN</td> <td>5%</td> </tr> <tr> <td>STOCK TRANSFER</td> <td>5%</td> </tr> <tr> <td>CANADA</td> <td>4%</td> </tr> <tr> <td>TOTAL OTHER SOURCES</td> <td>17%</td> </tr> </table> <p>Source: Resource Situation 13 Jan 2016</p>	Country/Source	Percentage	U.S.A.	52%	KOREA REP. OF	11%	AUSTRALIA	6%	JAPAN	5%	STOCK TRANSFER	5%	CANADA	4%	TOTAL OTHER SOURCES	17%
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JAPAN	5%																							
STOCK TRANSFER	5%																							
CANADA	4%																							
TOTAL OTHER SOURCES	17%																							

² WFP documentation is inconsistent in use of terminology for activities. Here the ET lists activity names and specify acronyms used to refer to the activities in the output section of the operational fact sheet (i.e. General Rations are also referred to as General Food Distributions—the ET uses GFD; Nutrition Interventions in this case refer only to Targeted Supplementary Feeding Programme—the ET uses TSFP; Asset Creation—we use AC; School Feeding—we use ScF; Vocational Training—we use VT. Both AC and VT activities include cash and voucher (C&V) components. C&V does not appear in reporting on beneficiaries in the 2014 SPR, but this disaggregation is included in the Pre-Reported 2015 SPR data; to normalize the data sets between 2014 and 2015, C&V beneficiaries are included in AC and VT. The total value of C&V transfers is included in the final chart under the Outputs section of the Operational Fact Sheet.

Table 1. Operational Fact Sheet PRRO 200447 (Continued)

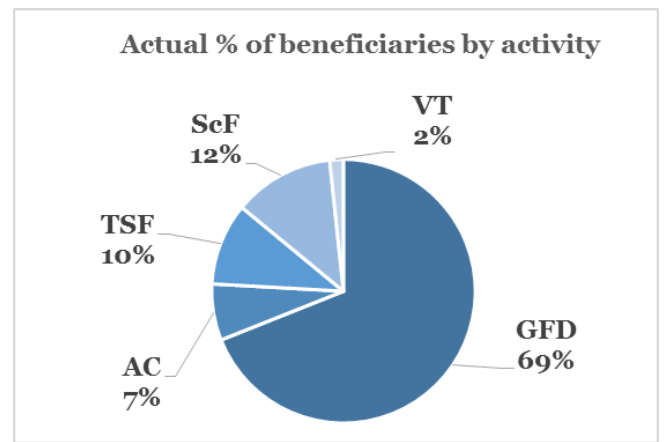
OUTPUTS

Figure 3. Planned % of beneficiaries by activity



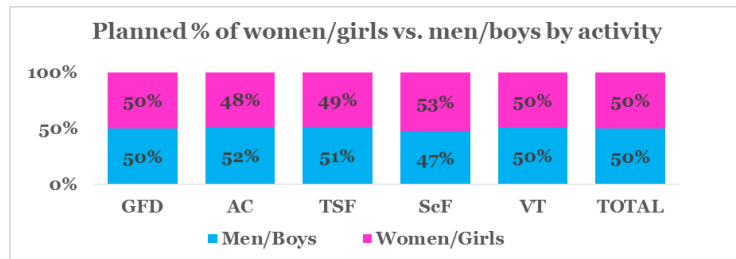
Source: SPR 2014, 2015

Figure 4. Actual % of beneficiaries by activity



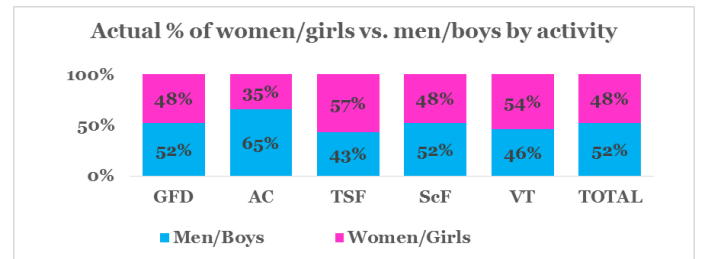
Source: SPR 2014, 2015

Figure 5. Planned sex ratios by activity



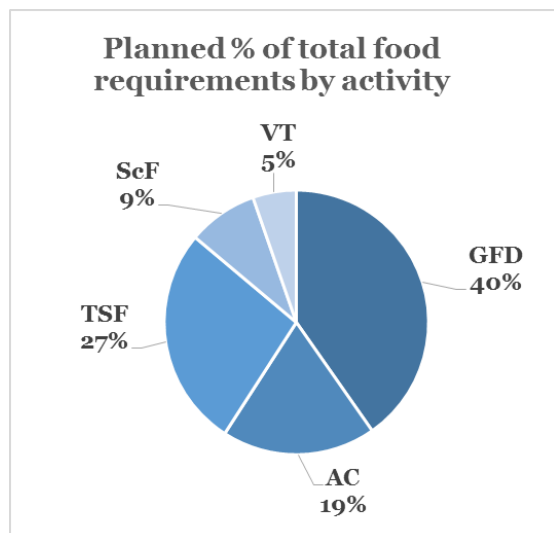
Source: SPR 2014, 2015

Figure 6. Actual sex ratios by activity



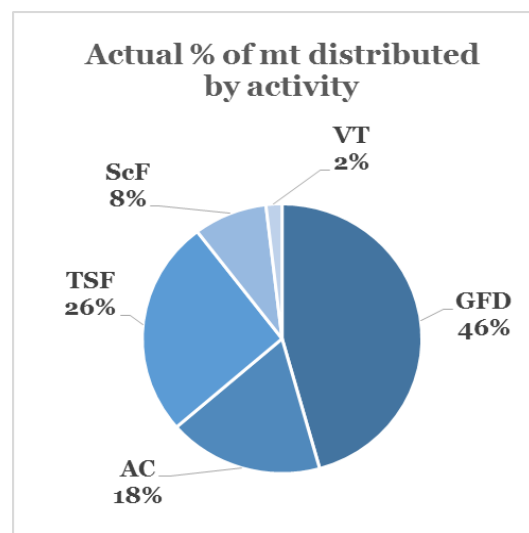
Source: SPR 2014, 2015

Figure 7. Planned % food requirements by activity



Source: SPR 2014, 2015

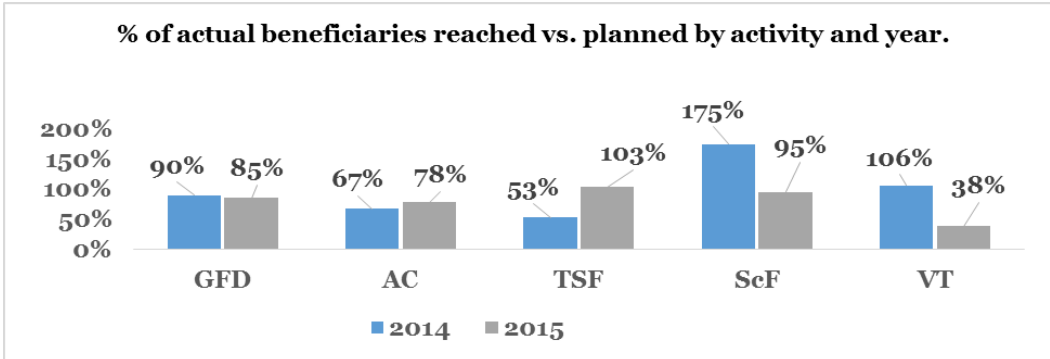
Figure 8. Actual % mt distributed by activity



Source: SPR 2014, 2015

Table 1. Operational Fact Sheet PRRO 200447 (Continued)

Figure 9. % of beneficiaries reached vs. planned by activity and year

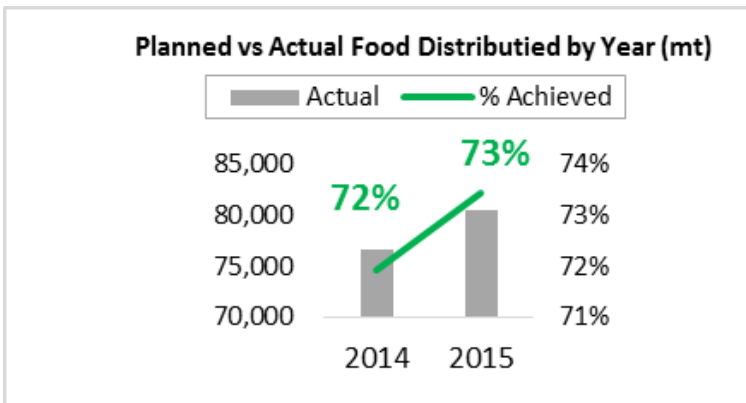


Source: SPR 2014, 2015

Key observations

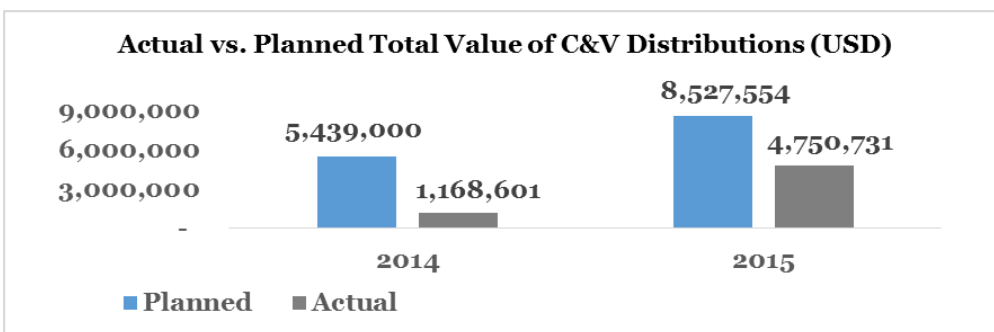
- C&V distributions scaled up significantly in 2015.

Figure 10. Planned vs. Actual Food Distribution by Year (mt)



Source: SPR 2014, 2015

Figure 11. Actual vs. Planned Total Value of C&V Distributions



Source: SPR 2014, 2015

Table 1. Operational Fact Sheet PRRO 200447 (Continued)

OUTCOMES				
Table 2. Outcome Indicators				
Outcome Indicators (Per SPR 2015) ³ KEY: SO – Strategic Objective, BV – Base Value, PFU – Previous Follow-up, LFU – Latest Follow-up, PET – Project End Target	PET	BV	PFU	LFU
SO 1: Save lives and protect livelihoods in emergencies				
EPCI: Emergency Preparedness and Response Capacity Index (EPCI)				
BV: Dec-2013 LFU: Oct-2014	6.1	7		6
FCS: percentage of households with poor Food Consumption Score				
BV: Dec-2013 PFU: Nov-2014 LFU: Dec-2015	3.6%	18%	11.9%	16%
SO 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies				
CAS: percentage of communities with an increased Asset Score				
BV: Dec-2013 PFU: Oct-2014 LFU: Dec. 2015	80	79	81.8	87
SO 4: Reduce undernutrition and break the intergenerational cycle of hunger				
Attendance rate (boys) in WFP-assisted primary schools				
BV: Dec-2013 PFU: Oct-2014 LFU: Dec-2015	80	75	85	81
Attendance rate (girls) in WFP-assisted primary schools				
BV: Dec-2013 PFU: Oct-2014 LFU: Dec-2015	80	77	87	81
Attendance rate (girls) in WFP-assisted secondary schools				
BV: Dec-2013 PFU: Oct-2014 LFU: Dec-2015	80	77	82	83
Enrolment: Average annual rate of change in number of children enrolled in WFP-assisted primary schools				
BV & PFU: Oct-2014 LFU: Dec-2015	5	15	15	7.37
FCS: percentage of HH with borderline Food Consumption Score (female-headed)				
BV: Dec-2013 PFU: Oct-2014 LFU: Dec-2015	7.4%	37%	18%	70%
FCS: percentage of households with borderline Food Consumption Score (male-headed)				
BV: Dec-2013, PFU: Oct-2014, LFU: Dec-2015	7.4%	37%	16%	70%
FCS: percentage of households with poor Food Consumption Score (female-headed)				
BV: Dec-2013 PFU: Oct-2014 LFU: Dec-2015	2.6%	13%	12%	5%
FCS: percentage of households with poor Food Consumption Score (male-headed)				
BV: Dec-2013 PFU: Oct-2014 LFU: Dec-2015	2.6%	13%	13%	11%
MAM treatment default rate (%)				
BV: Dec-2013 PFU: Dec-2014 LFU: Dec-2015	15	7	11	5.3
MAM treatment mortality rate (%)				
BV: Dec-2013 PFU: Dec-2014 LFU: Dec-2015	3	0.2	0.1	0.1
MAM treatment non-response rate (%)				
BV: Dec-2013 LFU: Dec-2014 LFU: Dec-2015	15	1.7	1	0.7
MAM treatment recovery rate (%)				
BV: Dec-2013 PFU: Dec-2014 LFU: Dec-2015	75	82	88	93.9

Key observations

- The EPCI methodology was updated in 2015. The CO will establish a new baseline soon.
- At this point, it does not seem likely that FCS targets are realistic as there has been minimal progress on the percentage of HH with poor FCS (some of this is the shift of some HH from borderline to poor during 2014, but the LFU value shows barely any change from the BV).
- The PET for percentage of communities with an increased Asset Score is modest and should have been adjusted beyond the corporate target given the baseline value.⁴
- The PET for the MAM indicators are according to SPHERE Standards and were reached at BV. Thus, it is highly likely that these targets will be reached at end of project.

³ To enhance readability of the table, we refer the reader to SPR reporting for details on the source of data for each indicator. We have included the dates of points-in-time when measurements were taken.

⁴ WFP Strategic Results Framework (2014–2017), January 2014. See Annex 2: Business Rules for SRF, page 21 for guidance on this.

Table 1. Operational Fact Sheet PRRO 200447 (Continued)

Table 2. Outcome Indicators (Continued)				
Outcome Indicators (Per SPR 2015) ⁵ KEY: SO – Strategic Objective, BV – Base Value, PFU – Previous Follow-up, LFU – Latest Follow-up, PET – Project End Target	PET	BV	PFU	LFU
Percentage of trainees graduated (men)				
PFU: Oct-2014 LFU: 2015	100	0	0	81
Percentage of trainees graduated (women)				
BV: Dec-2013 PFU: Oct-2014 LFU: 2015	100	89	0	98
Proportion of eligible population who participate in programme (coverage)				
BV: Jan-2014 PFU: Dec-2014 LFU: Dec-2015	50	10.3	48.4	47
Cross-cutting indicators				
Proportion of women beneficiaries in leadership positions of project management committees				
BV: Dec-2013 PFU: Nov-2014 LFU: Dec-2015	20	25	23	33
Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution				
PFU: Nov-2014 LFU: Nov-2015	60	NA	25	46
Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)				
PFU: Nov-2014 LFU: Nov-2015	80	NA	97.1	99.3
Proportion of assisted people who do not experience safety problems travelling to/from and at WFP programme sites				
BV: Mar-2014, PDM, PM. PFU: Nov-2014 LFU: Dec-2015	90	94	98.4	96

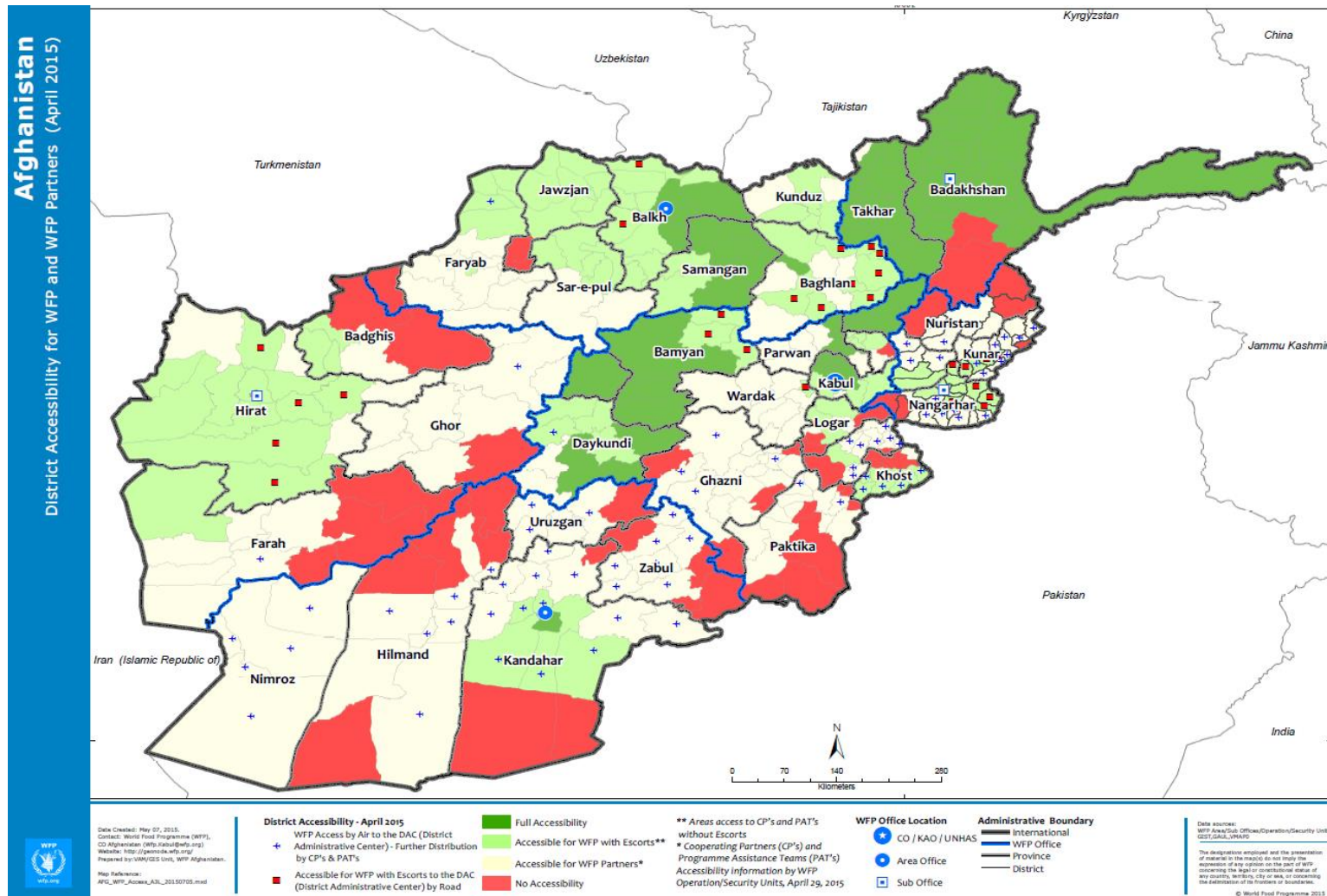
Source: SPR 2015

- Baseline value for proportion of women beneficiaries in leadership positions of project management committees' exceeds the project target presumably based on previous WFP distributions. However the target remains realistic given the environment.

⁵ To enhance readability of the table, we refer the reader to SPR reporting for details on the source of data for each indicator. We have included the dates of points-in-time when measurements were taken.

Maps

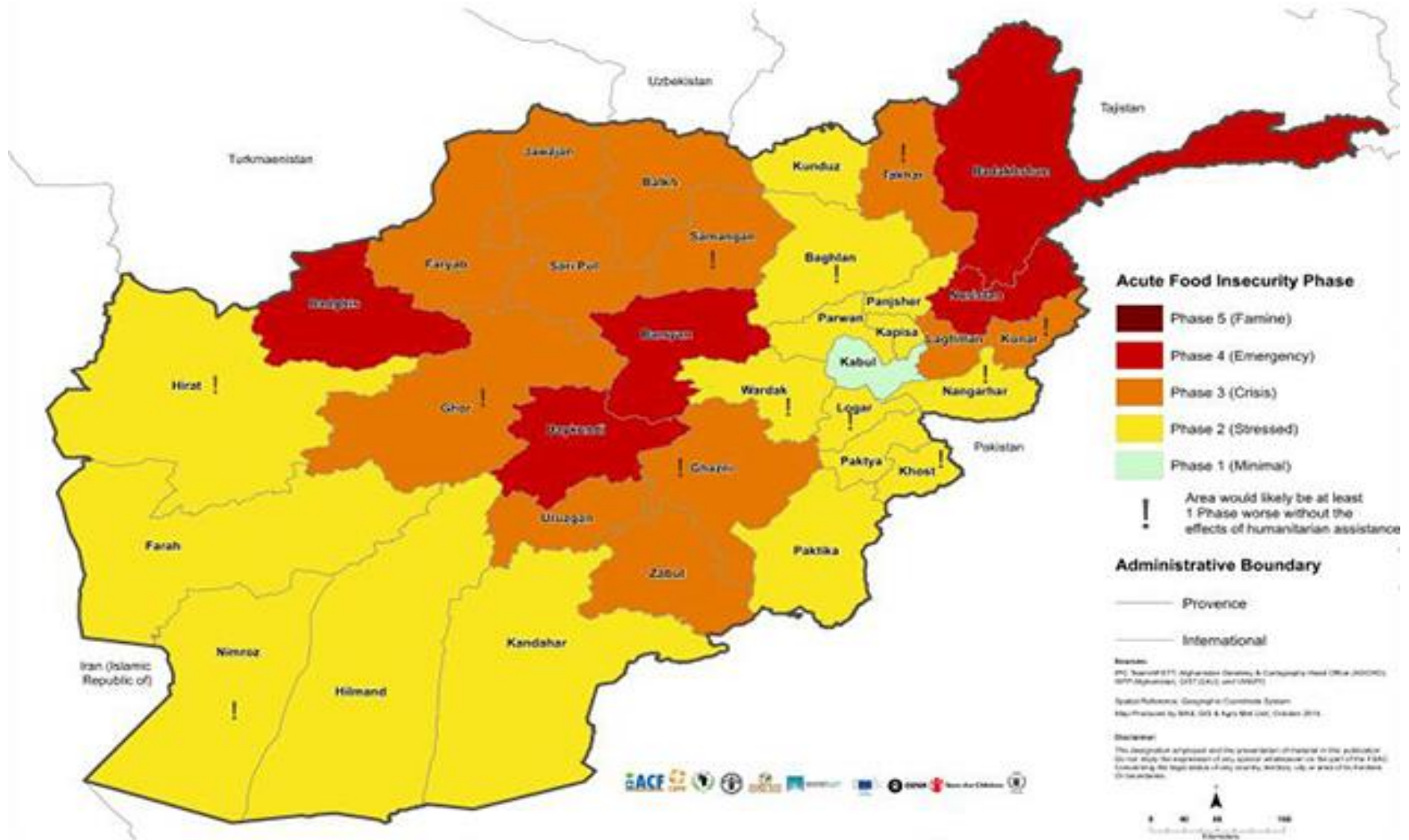
Figure 12. Operational Map – Accessibility April 2015



Source: Afghanistan CO, April 2015

IPC Map Nov 2014- March 2015

Figure 13. IPC Map November 2014-March 2015



Source: Afghanistan CO, VAMS unit. April 2015.

Executive Summary

1. This evaluation was conducted as part of WFP's corporate commitment to learning and accountability and covers Afghanistan Protracted Relief and Recovery Operation (PRRO 200447) from the design phase in 2013 to through to the start of the evaluation field work in November 2015. It serves the dual and mutually reinforcing objectives of accountability and learning while following the WFP Evaluation Quality Assurance System (EQAS) guidelines. The evaluation seeks to answer the following 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? The primary users of the report are the Country Office along with the Regional Bureau in Bangkok. The results will also serve the interests of WFP's Executive Board when results are captured in the annual synthesis report.

2. The evaluation has been timed to ensure that findings can feed into future decisions on programme implementation and design of subsequent operations including Purchase for Progress (P4P). A three-week mission to Afghanistan from November 14 to December 3 was conducted by an evaluation team of four independent consultants. The team primarily employed qualitative methods including secondary data review, key informant interviews and focus group discussions. The team conducted some quantitative analysis of monitoring and secondary data and also visited field activities in three provinces – Badakhshan, Takhar and Kabul, selecting both rural and urban communities.

3. The evaluation covered the four programme objectives: 1) Respond to the food-security and nutritional needs of internally displaced people (IDPs) and returnees affected by conflict, and people affected by natural disasters and economic stress, 2) Support the recovery of communities affected by shocks, 3) Treat moderately malnourished (MAM) children under 5 and pregnant and lactating women (PLW) and 4) Contribute to learning among primary and lower secondary school pupils and adults, particularly women. WFP carries out these programme objectives through general food distribution, asset creation, targeted supplementary feeding, school feeding and vocational training and is active in all 34 provinces of the country. The evaluation also covered WFP's complementary activities related to developing policy and management capacity of the Ministry of Agriculture Irrigation and Livestock (MAIL), investments in infrastructure to create an effective strategic grain reserve, and the encouragement of production and marketing by smallholder farmers through the Purchase for Progress (P4P) programme. P4P includes processing and transformation of staple foodstuffs and improving the quality and safety of foods.

4. The operation takes place in a country with many environmental and man-made challenges including a harsh climate characterized by cold winters, hot summers, frequent floods, droughts, and earthquakes. Despite the fall of the Taliban regime in 2001 and subsequent elections, the security situation is becoming increasingly unstable. The state of security is made worse by difficult regional politics and endemic corruption.

5. The human development and poverty indicators for Afghanistan rank it among the lowest in the world at 169 out of 185 countries⁶ on the Human Development Index⁶

⁶ <http://hdr.undp.org/en/content/human-development-report-2014-summary>

with 36 percent of the population living on less than US\$1 per day.⁷ Although there have been improvements in recent years, the health and education systems remain weak. Health indicators still show high levels of infant mortality (115 per 1,000 live births),⁸ widespread malnutrition (9.5 percent global acute malnutrition for children under 5),⁹ and stunting (57 percent).¹⁰ Gender inequality has improved but the country remains ranked 152 out of 155 countries on the Gender Inequality Index.¹¹

Overall Summary of Findings - Appropriateness

6. In light of the significant risks and vulnerabilities in Afghanistan, it is highly appropriate that WFP be involved to respond to crises, support community recovery and reduce intergenerational hunger according to its global strategy.

7. The programme was designed at a time of transition and uncertainty for the country. WFP rightly chose to prioritise its core funding on humanitarian action both during the design and implementation phases.

8. Targeting for all of the programmes has been consultative and transparent and although there are differences in the assessment methods and thresholds for action between different agencies, the target population has been well selected through the Vulnerability Assessment and Mapping (VAM) process.

9. The PRRO is generally coherent with the Afghanistan National Development Policy and various policies developed at ministry level. However, the Government would like to see a major change towards the use of cash and locally produced food. The government also wants greater ownership of the programmes.

10. In general there is good coherence between the PRRO and the aims and objectives of the key stakeholders. The programme is also coherent with WFP's own policies. Overall the activities selected were appropriate given the context.

Results

11. PRRO 200447 reached a total of 3,263,345 beneficiaries in 2014 and 3,650,083 during its first two years of operation, exceeding the planned target of 3,330,900 (BR3).¹² The largest activity, with 71 percent of the total number of actual beneficiaries was the General Food Distribution (GFD) for IDPs and other vulnerable groups.¹³ Some activities, including caseload and rations for GFD and CBT had to be reduced from the BR3 targets due to funding shortages.

12. Most of the gender targets have been met with the notable exception of asset creation, where the participation rate for women was only five percent in 2015 due to the nature of the projects selected. Cash and voucher distributions were significantly scaled up from US\$1,168,601 in 2014 to US\$4,750,731 in 2015,¹⁴ but were still lower than planned due to a lack of funding. The PRRO's revised budget of US\$524,650,235 is 53 percent funded.¹⁵ Outcome indicators for GFD may not be met if reduced rations continue while the food consumption score (FCS) targets may have been set too high

⁷ <http://www.af.undp.org/content/dam/afghanistan/docs/MDGs/Afghanistan%20MDGs%202012%20Report.pdf>

⁸ http://www.unicef.org/publications/files/SOWC_2015_Summary_and_Tables.pdf, Table 8.

⁹ GAM (Global Acute Malnutrition), divided into moderate acute malnutrition (MAM) which is defined as a weight-for-height Z-score (WHZ) between -2SD and -3SD, and severe acute malnutrition (SAM), defined as WHZ < -3SD.

¹⁰ http://www.unicef.org/infobycountry/afghanistan_statistics.html.

¹¹ UNDP, 2015. *Briefing note for countries on the 2015 Human Development Report*.

<http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/AFG.pdf>

¹² BR3 final document (version June 2015).

¹³ SPR 2014 and 2015.

¹⁴ SPR 2015.

¹⁵ BR2 approved December 2014 (source: WFP PRRO Afghanistan 200447 SPR 2014) and BR3 final document (version June 2015).

given the context. The asset creation (AC) target has already been met – but this target was rather modest. MAM and school attendance targets have been met but vocational training (VT) and FCS targets have not.

13. Results are generally good despite the very challenging circumstances in Afghanistan. Beneficiaries, partners, and government all report very favourably on the coverage, effectiveness, and efficiency of the operation, but also indicate that there is room for improvement. The programme is largely on track to contribute to the three WFP strategic objectives and the strategic priorities of the country strategy.

Factors Affecting Operational Results

14. The primary internal and external factors affecting the results of the include the challenges of operating in the highly insecure environment of Afghanistan, difficulties with M&E and data management, and facilitating communication within the CO and with its partners. Funding shortfalls seriously constrain the programme's scope, while in-kind contributions limit the flexibility to choose the most appropriate modality. Limited government capacity presents major constraints to the progressive handover of activities to government.

Overall assessment

15. The programme responds to a clear need in Afghanistan and is generally coherent with government development policies. WFP is working to meet the government's aim of greater ownership of the programmes and domestic sourcing of food.

16. In general the programme is well managed and reaches the targeted population as planned and on time within the constraints of a worsening security situation. Communications between WFP offices and with its cooperating partners (CPs) and programme assistance teams (PATs)¹⁶ need to be strengthened. Building capacity in those government institutions which suffer from a lack of clear leadership is a slow and inefficient process, while working at existing health clinics is highly efficient and enhances the capacity of the health-care system. Data management challenges show weaknesses within Afghanistan and in coordination with WFP headquarters.

17. The programme has achieved 101 percent of its target for beneficiary numbers and distributed 80,462 mt of food, equivalent to 73 percent of the planned tonnage.¹⁷ The training and asset creation benefits for the beneficiaries and communities are not always well planned and in particular the short training courses may be insufficient to achieve sustainable results. Funding shortfalls have led to the curtailment of some activities – in particular the vocational training for women, cash based transfers to urban, economically stressed populations and take home rations for schoolchildren. This situation is likely to continue during the rest of the PRRO.

18. While short term life-saving interventions are the top priority, building resilience in the vulnerable populations and increasing the capacity of the government to address the national food needs is the only way that WFP can work towards an exit strategy. P4P and the Strategic Grain Reserve (SGR) operation both support the production and ready availability of locally produced food.

¹⁶ These PATs are either NGOs or private companies who provide M&E services to WFP in areas where WFP staff either cannot go or where security regulations would render this too expensive.

¹⁷ SPR 2015 and background documents.

19. Positive benefits were reported by beneficiaries and CPs of all programmes although the longer term benefits of the vocational training programmes are unclear. Despite the major cultural and security challenges affecting gender equality in Afghanistan, the WFP CO has included gender as a major priority in the design, implementation, and monitoring of its programmes and operations. However, mainstreaming the issue of gender and the balance in staffing at area office level remains difficult. There is a low participation rate of women in the current Asset Creation activities.

Recommendations

1) Future Programming - For the next PRRO, envisaged in January 2017, activities should be carefully prioritised and strictly targeted given funding constraints and vulnerabilities:

- a. The core activities of the current PRRO, including P4P and the support to the SGR should be maintained with some changes, keeping CO operating principles of 'depth over breadth' in mind. GFD and TSFP meet the most acute needs and should be given the highest priority. ScF, AC and VT all address important needs and should further target women and girls. P4P and the support to the SGR are closely linked to government policy and a WFP exit strategy. Funds should be prioritized for these important development initiatives.
- b. In line with The Government of Afghanistan policy, local procurement of nutritious food and increased use of C&V modality should be maximised and commodity food imports reduced where possible. Given the limited funds available, stricter targeting of all activities is particularly important; the VAM unit needs to continue to ensure that WFP concentrates its efforts on the most vulnerable provinces and districts.

2) Exit Strategy

- a. As soon as possible, CO leadership should develop an exit strategy, complete with timeline, a capacity enhancement strategy and indicators in order to note progress towards exit. This would better enable WFP Afghanistan to facilitate a gradual hand-over of its activities to government agencies consistent with government priorities. Despite the overarching ambition of the Government of Afghanistan to take ownership of the humanitarian programmes in Afghanistan, the evaluation team recognises that given the challenging environment, a full transition to the Government of Afghanistan may take several years.
- b. In order to achieve this gradual hand-over the CO senior management need to remain fully engaged with the key ministries through regular contact, particularly MoE, MoPH and MAIL, and make progress where and when possible. Formal and informal training programmes, awareness visits overseas, and mentoring of key government staff may all be appropriate means of making progress. Collaboration is already producing strong results in the school feeding programme and through the Nutrition Database cluster initiative.

3) Gender - CO should build on the recent development of its new gender working group to improve its own practices and to set an example for partners, government and beneficiaries. The ET recommends some further steps:

- a. Prior to the next PRRO, the CO program team must find innovative ways to ensure that women are included as participants in future asset creation programmes despite the cultural restrictions on women's involvement in physical work outside

the home. This may include bee-keeping, home-gardening and chicken-keeping. Gender equality efforts should go beyond ensuring equal numbers of male and female beneficiaries. It should help address the practical needs of women and contribute to the empowerment of women to obtain equal representation.

- b. During 2016, CO with the support of the CO Gender Advisor should complete the contextualization of the WFP Pakistan safe distribution model which incorporates the construction of women-friendly corridors. This should be rolled out before the end of the current PRRO so that the next PRRO can benefit from the learning.
 - c. Before January 2017, CO M&E unit should work with RB to develop qualitative and practical gender indicators to enable WFP Afghanistan to better capture the progress on gender issues. This should build on work and lessons learned already captured in the region and should include training in their use.
 - d. In the next three months, the WFP Gender Working Group with WFP Afghanistan management should determine whether translation of the gender mainstreaming guidelines and other documents and training materials into local languages would be worthwhile.
 - e. By the next PRRO, VT should incorporate activities that lead to clear income generating opportunities and other important social benefits for the participants commensurate with the level of training provided. If the aim of a programme is to create marketable products and services, then WFP needs to assess the market options before launching the programme. Outcome monitoring would be ideal to ensure the value of the VT but if this is difficult to achieve, then at least some ex-post studies should be conducted to better determine longer-term results. However, in light of resource constraints and to increase the efficiency and effectiveness of VT, the CO should target effective VT programmes of other service providers rather than WFP running their own VT programmes. In this model, WFP would provide food and CBT.
 - f. The CO should immediately speed up the process of designing and building women-friendly distribution sites. When safe and sex-segregated spaces for distribution are constructed, women will be more eager to engage in the management of such sites. This will further empower women at local level including within community leadership structures.
- 4) The future of Purchase for Progress** - Over the course of 2016, WFP needs to identify the key elements of the P4P programme that can be integrated into the mainstream programmes. At the same time the principle of simplicity should be applied to examine the range of activities.
- a. The existing specialist skills related to fortification and production within the P4P unit should not be lost at the end of the PRRO as they will be needed to further develop the activities. It is proposed that a technical service unit should be set up within WFP Afghanistan for this purpose while programme management, procurement and logistics should be handled by the relevant units within WFP Afghanistan by January 2017.
 - b. The RB and WFP globally should recognise the leading role that WFP Afghanistan is playing in developing local production methods and continue to support it. This could be done in part by ensuring lessons learned are fully shared over the next six months at RB and HQ level to maximise the value of the pilot programme globally.

- c. Food fortification, including quality and safety control, along with the containerised production unit are the most important elements of the programme for WFP and should be retained. By 2017, activities designed to increase wheat production and marketing linkages should be taken over by other agencies more involved in these areas such as FAO, MAIL, other development stakeholders and NGOs.
 - d. The Republic of Korea uses WFP to manage their funding of the Nutrition and Education International (NEI) soy bean development programme, however the added value of WFP's involvement is not clear. WFP Afghanistan should immediately and critically review whether it is the best use of their staff resources to continue to manage this activity.
 - e. It is recommended that the involvement with the SGR continue. WFP should more formally support the capacity enhancement of MAIL including policy development and the creation of relevant procedures for grain procurement and distribution. These should begin in earnest in 2016 and be included in the overall capacity building plan as part of the exit strategy.
- 5) Working as One** - As part of the "Working as One" initiative, over the course of 2016, WFP Afghanistan needs to further integrate its activities with other UN agencies as follows:
- a. With FAO in relation to the SGR and grain production and marketing; with UNICEF and other agencies in relation to education material on health and nutritional matters, and with UNDP and other agencies and development partners in relation to asset creation and DRR.
 - b. The core strengths of WFP are recognised to be its national coverage, logistics and nutrition expertise. WFP should make these strengths available to all humanitarian actors while making better use of the strengths of other agencies.
- 6) Funding** - WFP needs to seek new funding opportunities and at the same time carefully manage the effects that shortfalls have on the ongoing operations:
- a. Within 2016, WFP, at CO, RB and HQ levels should ensure that they take advantage of all possible sources of income. This should include competitive funding, such as those available from USAID that could be applied for either alone or in partnership with other organisations. The process of applying for this stream of funding will require specific skills such as bid preparation that could be concentrated at RB or HQ. USAID funding for areas of potential interest of WFP include humanitarian assistance, health, food security, education, disaster risk reduction and even infrastructure. Resources are awarded via competitive processes and generally involve proposal writing and results-based budgeting. The USAID mission in Kabul strongly recommended that WFP CO discuss with them areas of mutual interest to be availed through these more competitive processes.
 - b. Funding shortages have led to inevitable cutbacks of programmes. The CO needs to consider more carefully the impact that cutbacks in programmes such as VT or AC have on beneficiaries, CPs and WFP's own reputation when they are applied at short notice, after an intervention has been started or promised. Starting in 2016, CO management should plan changes carefully and ensure that there is full transparency with staff and partners about the process.

7) The Use of Programme Assistance Teams

- a. The use of PATs should be closely monitored by CO and should be guided by a clear policy on the circumstances under which they can be used. This should be developed in the next few months. PATs were introduced in order to be able to continue operations in areas where WFP staff did not have access however their use has become routine in more secure regions. Cost advantages should be carefully balanced against the disadvantages of decreased direct involvement of WFP staff in interventions and weaker connections to beneficiaries.

8) Maximising sustainable impact at the local level- WFP should improve the sustainable impact of its operations by improving communication with beneficiaries, partners and its own staff:

- a. Greater impact can be achieved for all the programmes if food distributions are combined with training and education of staff and general messages to beneficiaries regarding nutrition and health. By the next PRRO, the CO needs to use its added value of coverage to provide appropriate messages, particularly on the prevention of malnutrition. Such messages could also be included in literacy training packages.
- b. WFP Afghanistan should work with partners including the government to find innovative ways to improve outreach for the nutrition interventions by the start of the next PRRO. Although access is a major problem, particularly in remote areas, there may be options to build on the mobile services of other stakeholders and more opportunities for promotional work at village level.
- c. The link between CO and Area and Sub-offices needs to be strengthened. To achieve this CO- based staff, especially management, health and M&E should spend more time in the field beginning in 2016.
- d. In 2016, the CO needs to closely monitor AC results from 2015 to ensure the planned handover to government and subsequent operations and maintenance activities occur.

9) Data Management - Data management and reporting should be improved to enhance programme management and transparency in line with the PRRO guiding principle of accountability.

- a. To increase the evaluability of programmes and better communicate results, CO, RB and OEV supported by staff rolling out COMET, should harmonize the required data as soon as possible. Data required for evaluation factsheets do not correspond well with the data provided in the SPR leading to potential under-reporting of important results. At the same time the SPR does not provide a sufficiently clear picture of the activities, results and progress of the programme and needs reform at a global level. These efforts should begin immediately.
- b. Harmonization is also required across the CO's many databases and this could be a natural outcome of improved alignment between programme management information requirements with M&E data requirements. The development of a corporate M&E system would be a useful step and could include the use of open source kits (OSK) to increase the ease of updating and maintaining the system, as well as other tools such as mobile monitoring.

1. Introduction

1.1. Evaluation Features

1. This Operational Evaluation has assessed the performance and results of WFP's Afghanistan Protracted Relief and Recovery Operation (PRRO 200447) from the design phase in 2013 (June – December 2013), to the start of the operation in January 2014 through to the onset of the field mission in November 2015. The evaluation has been timed to ensure that findings can feed into future decisions on programme implementation and the design of subsequent operations, particularly the follow up to this PRRO and Purchase for Progress (P4P). The evaluation serves the dual and mutually reinforcing objectives of accountability and learning while following the WFP Evaluation Quality Assurance System (EQAS) guidelines.

2. The evaluation covered the four programme objectives: 1) Respond to the food-security and nutritional needs of internally displaced people (IDPs) and returnees affected by conflict, and people affected by natural disasters and economic stress, 2) Support the recovery of communities affected by shocks, 3) Treat moderately malnourished (MAM) children under 5 and pregnant and lactating women (PLW) and 4) Contribute to learning among primary and lower secondary school pupils and adults, particularly women. It also included complementary activities related to the strategic grain reserve (SGR) and purchase for progress (P4P).

3. The evaluation set out to answer the following 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? The evaluation also considered a broad range of internal factors under WFP's own control, and the external operating context in Afghanistan. In addition to providing strategic guidance to the Country Office (CO), the report will also feed into a synthesis of WFP's operations for the OEV, the Regional Bureau and WFP's Executive Board.

4. At the request of the CO the evaluation particularly focussed on 1) the overall direction of WFP in Afghanistan, 2) the future of P4P activities, 3) WFP's achievements in relation to gender, 4) exit strategies and 5) how to achieve greater, sustainable impact.

5. The evaluation team (ET) was made up of four external, independent consultants: a team leader with particular responsibility for P4P and the Strategic Grain Reserve (SGR), a nutrition specialist, a gender and education specialist and a resilience/DRR/DRM specialist. The ET conducted a three-week mission to Afghanistan from November 14 and December 3 with the support of an in-country Afghan research assistant and a U.S.-based data analyst who provided remote support. The evaluation manager also supported the team remotely and provided quality assurance throughout.

Evaluation Methodology

6. The ET met with key stakeholders in Kabul including WFP staff, Government officials, UN partners, donors, cooperating partners (CPs) and programme assistance teams (PATs). A schedule of people met in Kabul and during field visits is included in Annex 3:.

7. The evaluation used both qualitative and quantitative measures and covered standard OECD-DAC¹⁸ criteria, specifically relevance, efficiency, effectiveness, sustainability, and impact. The ET conducted key informant interviews, group interviews, focus group discussions, observation, and secondary data review.

8. To assure triangulation from the perspective of gender and age, the evaluation team sampled gender and age categories when selecting and forming groups for interviews. Gender and age considerations also informed the interview guides which can be found in Annex 7:. With the support of a gender specialist, gender questions were mainstreamed in all interviews. Two members of the ET were women, allowing greater access to female beneficiaries. Key stakeholders from the Ministry of Women's Affairs (MoWA) and UN Women were included in the interview schedule to provide a broader perspective on gender issues.

9. The mission included six days visiting field activities in three provinces – Badakhshan, Takhar and Kabul and included visits to both rural and urban communities. Badakhshan and Takhar Provinces were chosen due to the wide range of PRRO activities there, the high population vulnerability and the large beneficiary caseload.

10. Full details of the methodologies employed are given in Annex 5: and Annex 6:. The team was able to observe each of the main activities in the field i at least two sites with the exception of beneficiaries of general food distribution (GFD). The team was however, able to interact with cooperating partners, PATs and WFP field staff in order to understand the GFD activities. In total the team interviewed over 300 beneficiaries, 15 partner organizations, and 120 key stakeholders, including those from WFP as well as external organisations.

Evaluation Limitations

11. The field programme was designed by the ET in collaboration with the CO so that due consideration was given to security and access restrictions, while maximising access to WFP activities. The field visits allowed the team to understand some of the access difficulties for both WFP and beneficiaries. Field visits provided insight into the major gender socio-cultural issues and the challenges that these bring to the programme.

12. Field visits were affected by weather conditions which caused delays in both departure to and return from Badakhshan and curtailed the visit schedule to Kabul province from 3 days to 2 days, thus reducing the number of sites that could be visited. In addition, the end of mission external stakeholder debriefing had to be cancelled due to a security alert but the presentation was shared electronically.

13. Clear, up-to-date sex-disaggregated data was difficult to obtain for all activities partly due to actual data originally only being available up to mid-2015. Standard Project Reports (SPR) and outcome data was initially only available through October 2014 which initially limited the outputs and outcomes analysis. Data analysis was also limited because the SPR does not report at the same level of activity disaggregation that is required by the evaluation. Fortunately, draft SPR 2015 data was provided to the ET on January 11, 2016 just the draft report was due, enabling better triangulation of the data.

¹⁸ Overseas Development Institute (2006). Evaluating Humanitarian Action Using the OECD-DAC Criteria: An ALNAP guide for humanitarian agencies, London, UK.

14. In addition to the above data issues, there were issues with the quality of the nutrition data. The structure of the tables made it impossible to do detailed analysis because the data is not collated by clinic, but by month.¹⁹ This makes it impossible to track clinic targets – an issue raised by the CO Nutrition Unit several months ago but not yet solved. In addition, different ways of breaking down the data in the different reports also negatively affected the evaluability of the nutrition activities.²⁰ The ET acknowledges the fact that WFP corporate Minimum Monitoring Requirement and WFP Strategic Results Framework do not require this level of monitoring, but when the data at clinic level are collected, it would increase their usefulness if they were collected and processed in a more suitable way.

1.2. Country Context

15. Afghanistan is a landlocked, mostly mountainous territory that occupies 652,860 km². It shares borders with Pakistan in the South and in the East, Iran in the West, Turkmenistan, Uzbekistan and Tajikistan in the North, and China in the North-East. The population is estimated as 27 million²¹ with a population density of 53 people per square kilometre.²² It is a young population, with nearly half the population under 15 years of age.²³ The country remains a patchwork of tribal societies with different ethno linguistic groups including Pashtun, Tajik, Hazara and Uzbek.

16. Afghanistan has experienced considerable infrastructure development over the past ten years,²⁴ however road coverage in rural and mountainous areas is still very limited. Remote parts of the country can be cut off from markets and health and education services for up to five months of the year during the winter due to a combination of climatic conditions and poor roads. There are also shortages of housing, clean drinking water, and electricity. The supply of electricity is almost non-existent in rural areas, leading to a high dependence on firewood and charcoal as sources of energy.

17. Afghanistan experiences harsh winters (especially in the central highlands and in the north) and hot summers (particularly in the south and southeast). The country is highly prone to natural disasters such as earthquakes, droughts, floods, landslides and avalanches. Afghanistan has suffered from eight droughts in the past twelve years and dozens of floods – many of which recur in the same locations at short intervals, leaving those affected with limited time to recover their livelihoods. This erodes their resilience and impacts their food security. Between 1998 and 2012 more than 6.7 million Afghans were affected by disasters and extreme weather events.²⁵ At the same time Afghanistan's natural resources have been diminishing at an alarming rate; forests and rangeland have been damaged due to war, population growth, livestock increases, decreases in the absolute area of rangeland due to expansion of settlements and farming, and over-harvesting of grasses and bushes.

18. Following the fall of the Taliban in November 2001, important steps towards democracy and development have been undertaken in Afghanistan. A number of international conferences have established a process towards greater sovereignty and sustained growth. Four presidential and parliamentary elections have seen the

¹⁹ Every monthly record is entered as a separate record instead of part of one record for the same clinic so changes over time cannot be easily or efficiently assessed.

²⁰ This was only noted during the field work when the team was given access to the database and not during the inception process.

²¹ The 2015 estimate from www.cia.gov indicates 32.5; the 2012 MDG report indicates 27 million.

²² World Bank, 2014.

²³ Population Reference Bureau, 2012 World Population Data Sheet.

²⁴ Development Cooperation Report, Ministry of Finance, 2012.

²⁵ UNEP, October 2012.

emergence of a centralized political system with sub-national government agencies at the provincial and district level and the more autonomous, but government supported community development councils at local level. The results of elections held in April and June 2014 were disputed and resulted in a long period of uncertainty before a government of national unity was formed. The Government has documented its strategic priorities in the Afghan National Development Strategy (ANDS) 2008-13 and the more actionable National Priority Programmes (NPPs).²⁶

19. Despite progress over the past decade, corruption remains a major problem, particularly at the provincial and district levels. Afghanistan is currently ranked 172 out of 175 countries in the 2014 Transparency International Corruption Index.²⁷

20. Afghanistan is one of the poorest countries in the world, with some of the worst development indicators. At least 36 percent live on less than US\$1 per day.²⁸ In the 2014 Human Development report (HDR),²⁹ Afghanistan was ranked 169 out of 185 countries making it the 16th least developed country in the world. Life expectancy at birth is estimated at 50.9 years.

21. Afghanistan is reported to have up to 964,200 IDPs due to instability and drought.³⁰ The IDP/refugee situation in Afghanistan is highly complex with relatively few IDPs living in camps and most living in the communities with relatives or friends. The reasons for displacement vary: due to sudden onset security issues (CAP: conflict affected populations) or natural disasters (NDP: natural disaster-affected populations), IDPs who have been displaced for years, and returnees from Iran and Pakistan. Additionally, violence in North Waziristan, Pakistan caused 290,000³¹ to cross the Afghanistan border into Khost and Paktika provinces and added to the WFP caseload.

22. Since the withdrawal of most foreign military forces from the country in 2014 there has been an increase in insecurity leading to more difficult access to many districts and a general reduction in business confidence. Economic growth slowed to 1.3 percent in 2014, down from 3.7 percent a year earlier. Private investment activities showed strong signs of slowdown in 2014, evidenced by a drop of nearly 50 percent in new company registrations since 2012.³² Future Gross Domestic Product (GDP) growth is conditional on improvements in the security environment and a strong reform momentum restoring confidence in the economy.

23. In 2001, after the fall of the Taliban, net school enrolment was estimated at 43 percent for boys and a dismal three percent for girls. Since 2002, school enrolment has increased from one million to 8.7 million³³ although actual enrolment was nearer to 7.6 million in 2012. Nevertheless, the Gross Enrolment Ratio (GER) for primary school was at 90 percent (102 percent boys and 77 percent girls) and the Net Enrolment Ratio (NER) was at 61.2 percent for girls and 81.5 percent for boys in the same year.³⁴

24. The tertiary enrolment increased 41 percent between 2008 and 2011 due largely to the increase in the number of schools, which rose from 6,039 in 2002 to 14,180 in

²⁶ The NPPs, like the ANDS, have attempted to focus all assistance and development into six core areas, or “clusters:” i) Agriculture and Rural Development; ii) Governance; iii) Human Resource Development; iv) Infrastructure Development; v) Private Sector Development; and vi) Security Cluster.

²⁷ www.transparency.org/cpi2014/results

²⁸ <http://www.af.undp.org/content/dam/afghanistan/docs/MDGs/Afghanistan%20MDGs%202012%20Report.pdf>

²⁹ <http://hdr.undp.org/en/content/human-development-report-2014-summary>

³⁰ <http://www.internal-displacement.org/global-figures>

³¹ <http://reliefweb.int/report/afghanistan/refugee-response-afghanistan-updated-requirements-january-december-2015>

³² <http://www.worldbank.org/en/country/afghanistan/overview>

³³ <http://www.worldbank.org/en/country/afghanistan/overview>

³⁴ <http://www.worldbank.org/en/country/afghanistan/overview>

2012.³⁵ The number of teachers has risen from 21,000 (largely un-educated) in 2008 to 185,000 teachers, of whom 31 percent are female.³⁶ Most teachers have now received formal training in Teacher Training Colleges through in- service and pre-service teacher education programmes.³⁷ Efforts are ongoing to continuously upgrade teacher qualifications and overall access to equitable and quality education in Afghanistan.

25. The Afghan health system has also made considerable progress during the past decade. Data from household surveys conducted between 2003 and 2011 show significant declines in maternal and child mortality. The infant mortality rate dropped from 165 to 97 per 1,000 live births and the under-5 mortality rate improved from 257 to 97 per 1,000 live births. The number of functioning health facilities increased from 496 in 2002 to more than 2,000 in 2012, while the proportion of facilities with female staff increased.³⁸

26. Despite these improvements Afghan health indicators remain below average for low income countries, indicating the need to further lower barriers for women accessing services. The Maternal Mortality Rate is estimated to be 330 per 100,000 live births.³⁹ Afghanistan has some of the highest levels of child malnutrition in the world. The Global Acute malnutrition (GAM) rate⁴⁰ among children under 5 years is 9.5 percent,⁴¹ while the stunting⁴² rate is 59 percent.⁴³ In addition, the National Nutrition Survey (NNS) 2013⁴⁴ found that micronutrient deficiencies are widespread: 40 percent of women of reproductive age and 45 percent of children under five were anaemic while 50 percent of children under five were vitamin A deficient.⁴⁵ Other deficiencies, such as zinc, iodine and vitamin D are also prevalent.^{46,47} Despite these statistics, in 2013 only 2.5 percent of malnourished children received any sort of treatment.⁴⁸ In addition, the latest integrated phase classification (IPC) analysis shows that 23.4 percent of people are food insecure.⁴⁹ Nearly 40 percent of the population do not consume a minimum level of dietary energy,⁵⁰ while 30.1 percent are undernourished for calories, 19.4 percent for protein, and 18.5 percent for both calories and protein.⁵¹

27. Afghanistan's Gender Inequality Index (GII) has improved since 2005 (from 0.743 to 0.693 in 2014), ranking currently 152 out of 155 countries.⁵² The improvement is due to a number of factors including the establishment of the Ministry of Women's

³⁵ Afghanistan UNDAF 2015-2019 Narrative Final, pp.9-10.

³⁶ Afghanistan UNDAF 2015-2019 Narrative Final.

³⁷ National Education Strategic Plan 2015 – 2020, draft; Government of Afghanistan. June 2014:11.

³⁸ <http://www.worldbank.org/en/country/afghanistan/overview>

³⁹ http://www.unicef.org/publications/files/SOWC_2015_Summary_and_Tables.pdf. Table 8.

⁴⁰ GAM (Global Acute Malnutrition), divided into moderate acute malnutrition (MAM) which is defined as a weight-for-height Z-score (WHZ) between -2SD and -3SD, and severe acute malnutrition (SAM), defined as WHZ <-3SD.

⁴¹ National Nutrition Survey 2013 report.

⁴² Stunting is defined as a height-for-age Z-score (HAZ) <-2SD

⁴³ http://www.unicef.org/infobycountry/afghanistan_statistics.html.

⁴⁴ National Nutrition Survey 2013 report.

⁴⁵ More than 20% vitamin A deficiency and more than 40% anaemia classifies as a severe public health problem according to WHO standards. http://www.who.int/nutrition/publications/micronutrients/vitamin_a_deficiency/WHO_NUT_96.10/en/ and *Iron deficiency anaemia: assessment, prevention, and control. A guide for programme managers*. Geneva, World Health Organization, 2001 (WHO/NHD/01.3).

⁴⁶ National Nutrition Survey 2013.

⁴⁷ <https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/assessments/Report%20NNS%20Afghanistan%202013%20%28July%2026-14%29.pdf>

⁴⁸ NNS 2013 report, p.8.

⁴⁹ <http://www.ipcinfo.org/ipcinfo-detail-forms/ipcinfo-map-detail/en/c/271490/> (November 2014)

⁵⁰ WHO 2011.

⁵¹ National Risk and Vulnerability Assessment (NRVA) 2012.

⁵² UNDP, 2015. *Briefing note for countries on the 2015 Human Development Report*.

<http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/AFG.pdf>

Affairs (MoWA), the formulation of the National Action Plan on Women in Afghanistan (NAPWA) alongside the ANDS, and enforcing the Law on Elimination of Violence against Women (LEVAW) to advance gender equality in the country. These mechanisms have led to varying degrees of success with greater success for health and education arenas than for more challenging areas such as women's economic empowerment. Nevertheless, as the Outcome Document of the Tokyo Conference demonstrates, the Government of Afghanistan is committed to implement the LEVAW and the NAPWA in addition to reaching Millennium Development Goal (MDG) targets for gender.⁵³

1.3. Operation Overview for the Afghanistan PRRO 200447⁵⁴

28. The WFP mission in Afghanistan began in 1963 and under the PRRO has been active in all 34 provinces. The PRRO was approved on 6 November 2013 with a start date of 1 January 2014 and has a planned end date of 31 December 2016. It targets 3,869,800 beneficiaries (1,970,822 women and girls and 1,928,668 men and boys).⁵⁵ It is implemented alongside Special Operation (SO) 200635, Capacity Development in Support of the Strategic Grain Reserve in Afghanistan and SO 200639, Provision of Humanitarian Air Services in Afghanistan. The separate P4P programme was integrated into the PRRO in 2015 under BR3. The initial budget for the programme was US\$496,965,796.⁵⁶ This has been revised to US\$524,650,235 through two budget revisions, as described in the operational fact sheet.⁵⁷ According to the Program Document (PD), the PRRO originally planned to target 3,663,779 beneficiaries for the period up to December 2015. Beneficiary targets were initially increased to 4,034,598 (SPR 2014) but later decreased to 3,869,800⁵⁸ for the period to December 2016.⁵⁹ The ET have evaluated against the target as revised in the last budget revision (BR3).

29. The overall objective of the current PRRO is to enhance food security and nutrition among the most vulnerable populations⁶⁰ and it has a number of specific objectives corresponding to the WFP Strategic Objectives⁶¹ and five general activity categories.

30. The programme is based on the four underlying principles of the 2013-2016 Afghanistan Country Strategy which are simplicity, accountability, flexibility and effectiveness.

31. Following the budget revisions the total food requirement was increased from 323,299 MT (PD) to 333,194 MT (BR3), while a requirement for cash and vouchers (C&V) was increased from US\$31,716,000 (PD) to US\$36,305,704 (BR3). Thus the total budget increased from US\$496,965,796 (PD) to US\$524,650,235 (BR3). Figure 14 below illustrates the relative changes in budget between PD and BR3, clearly showing the increased emphasis on C&V.

⁵³ The Tokyo Declaration Partnership for Self-Reliance in Afghanistan from Transition to Transformation July 8, 2012, pp. 9 and 11-12. <<http://president.gov.af/Content/files/Tokyo%20Declaration%20-%20Final%20English.pdf>>

⁵⁴ Source: Project Document 2013.

⁵⁵ BR3 final document (version June 2015).

⁵⁶ WFP PRRO Afghanistan 200447 Project Document.

⁵⁷ BR2 approved December 2014 (source: WFP PRRO Afghanistan 200447 SPR 2014) and BR3 final document (version June 2015).

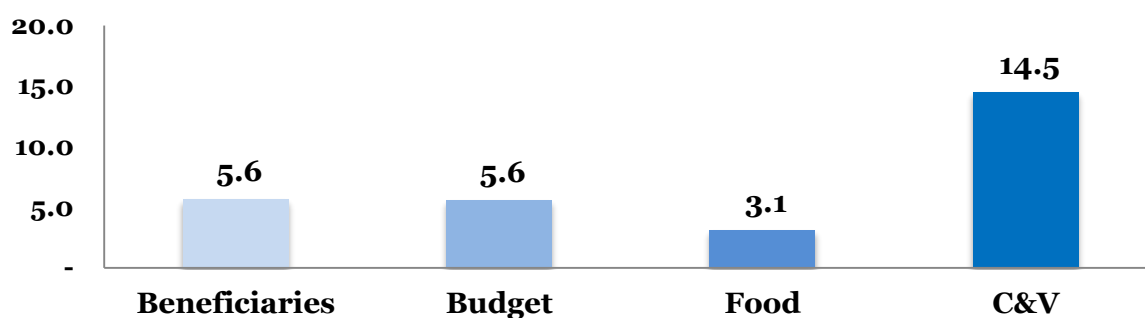
⁵⁸ 1,970,822 women and girls and 1,928,668 men and boys.

⁵⁹ BR3 final document (version June 2015).

⁶⁰ WFP PRRO 200447 Project Document.

⁶¹ Strategic Objectives (SO) 1, 2 and 4 refer to WFP Strategic Plan 2014-2017.

Figure 14. Percentage increase in budget components from PD to BR3



Sources: Project Document and Budget Revision 3

32. The main donors are the USA, Australia, Canada, the Republic of Korea and Japan. The USA primarily contributed in kind, reducing the CO's flexibility in allocating resources. Although Australia had decreased its contribution by 50 percent from previous levels, they made a multi-year contribution which strengthened the security of funding available. A presentation of resources received from the operation's top five donors is included in the Operational Fact Sheet. As of November 2015 funding has reached 53 percent of the appeal.

33. PRRO 200447 focuses on fighting food insecurity and undernutrition in Afghanistan by addressing moderate acute malnutrition in CU5 and acute malnutrition in PLW through a Targeted Supplementary Feeding Programme (TSFP). General food distribution (GFD) is provided to IDPs and returnees and WFP actively supports food fortification through P4P, asset creation (AC) and other disaster risk reduction activities. School feeding (ScF) consists of take home rations (THR) for children; while high-energy biscuits (HEB) have been piloted as in-school snacks for children in Badakhshan province. Gender and capacity building are important cross-cutting issues embedded throughout the PRRO.

34. The programme is implemented by NGO Cooperating Partners (CPs) and monitored by WFP, and by PATs in insecure areas. PATs are either NGOs or private companies who provide M&E services to WFP in areas where WFP staff either cannot go or where security regulations would render this too expensive.

35. SO1, through GFD aims to respond to the food-security and nutritional needs of IDPs and returnees, as well as people affected by natural disasters (NDP) and economic stress (ESP) with a particular emphasis on female-headed households and disabled persons.

36. Through AC, WFP aims to support the recovery of communities affected by shocks (SO2). Activities under this component include rehabilitation of canals for irrigation, provision of agriculture inputs, kitchen gardening, nurseries and tree plantation, construction of flood protection walls and gabion walls in addition to skill development programmes. The projects are selected based on community requests in conjunction with provincial government recommendations. They are implemented through CPs with a continuing presence in the region. Implementation support is given in the form of rations to the families of the participants.

37. The objective of the TSFP component is to treat moderately malnourished children aged 6-59 months and PLW with acute malnutrition. Children are treated with Ready to Use Supplementary Foods (RUSF) and women are provided with fortified wheat and cooking oil, pulses, iodized salt and micronutrient tablets (MNT).

These commodities are distributed through the health facilities, which encourages women to also access ante-natal and post-natal services.

38. WFP is providing take-home rations comprising fortified vegetable oil for both boys and girls in grades 1-6 and girls in grades 7-9 of targeted public schools in 60 of 78 targeted districts. Districts were selected if they had a food insecurity prevalence above 30 percent, below average net attendance rates and gender disparity less than one. The ScF programme aims to increase enrolment, maintain attendance, reduce dropout rates, and narrow gender disparity in secondary schools.

39. In addition to the PRRO, WFP also implements activities related to the SGR and P4P. P4P is a global WFP initiative with the objective to provide smallholder farmers with opportunities to access agricultural markets and to become competitive players in those markets.⁶² In particular it encourages local production of nutritious food. In Afghanistan the programme has included activities to improve wheat production and marketing, develop soya growing and processing, fortifying flour at commercial mills and introducing specialised containerised factories to produce high energy foods. Support for the SGR is currently limited to specialised technical assistance but will be extended to the construction or rehabilitation of facilities if and when funding allows.

40. WFP's global Gender and Protection Strategy has been modified for Afghanistan and influences the design of action plans and implementation approaches to ensure that needs are assessed and addressed from a gender perspective. Gender- and protection-based indicators are employed to evaluate the extent to which the PRRO is gender sensitive and compatible with WFP's Gender Policy (2009), Corporate Action Plan (2010-2011), and Humanitarian Protection Policy (2012).

2. Evaluation Findings

2.1. Appropriateness of the Operation

41. FAO estimates that 36 percent of the population lives below the poverty line and one quarter of the population are food insecure,⁶³ therefore the decision to target these vulnerable groups was highly appropriate. Targeting was based on a number of important sources. These included the 2011-2012 NRVA, joint assessments with UNHCR, UNOCHA, and IOM, as well as information from the Food Security Agriculture Cluster (FSAC), and government departments such as the Afghanistan National Disaster Management Agency (ANDMA) and the Central Statistical Office (CSO).⁶⁴ Geographic targeting focused on areas with high levels of food insecurity and GAM. The target areas for Economically Stressed Populations (ESP) are based on the work of the Vulnerability and Assessment Mapping unit (VAM) and are determined during the yearly Implementation Plan (IP). Distributions proceed based on available resources, through CP's.

42. The PRRO objectives are well aligned with The Government of Afghanistan and in line with United Nations - International Strategy for Disaster Risk Reduction, Global Facility for Disaster Risk Reduction (GFDRR), MDGs and South Asian Association for Regional Co-operation (SAARC). Objective 1 of the PRRO is in line with WFP's Strategic Objective 1 – "Save lives and protect livelihoods in emergencies" and supports the Government of Afghanistan's efforts to support conflict and disaster-affected populations.

⁶² <https://www.wfp.org/purchase-progress/overview>

⁶³ Reported by FAO at IPC meeting.

⁶⁴ Source: PD and interviews with CO staff in November 2015.

43. Under Objective 1, food assistance is delivered both as in-kind and as value vouchers (both paper and electronic). In-kind assistance is delivered to remote areas where there is a general food shortage and no easy access to markets; in those areas WFP trucks may be the only form of transport available to carry food supplies. Vouchers are preferred in areas where there is sufficient food available in local markets. The use of e-vouchers has increased from small pilot activities in 2014 to being the only form of cash-based transfers (CBT) in 2015. The e-voucher system is highly appropriate in many situations as it is more secure, eliminates the need to visit banks and allows WFP to better monitor usage through electronic data collected by the mobile money company.

44. Objective 1 also includes capacity enhancement assistance in emergency response. Emergency response by the Government of Afghanistan is the responsibility of the National Disaster Management Committee (NDMC) through ANDMA. Continuing support to ANDMA is needed to enable it to fully take on the role of preparing for and managing emergencies. The needs of ANDMA were assessed jointly by the Government of Afghanistan and WFP.

45. Objective 2 focuses on asset creation to support recovery from repeated shocks. It does this through interventions in infrastructure including canals and flood-prevention structures. It also includes nurseries and stabilisation of upper catchment areas through tree planting. The objective supports WFP SO 2 – Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies. The need for these interventions is significant, particularly in regions where earthquakes and floods are common. It is widely recognised that much of the population is one shock away from crisis. These activities are chosen to decrease the risks of these shocks and to increase income for the community.

46. The process of selection of activities as well as participants was consultative and transparent and included the Ministry of Rural Rehabilitation and Development (MRRD), the provincial government and cooperating partners. In some cases, joint planning includes external agencies such as GIZ, in order to ensure overall coherence with other stakeholder investments. While the interventions chosen were appropriate given the primary objective, it had the unintended consequence of reducing the number of women participants in 2015.

47. The objectives of the AC programme are aligned with MAIL policies relating to natural resource management, agriculture production and productivity, and also in line with MRRD's overall goal on enhancing human security and equitable growth through poverty reduction.

48. Under Objective 3 the TSFP targets children 6-59 months with MAM and acutely malnourished PLW in the most food insecure areas. The evaluation finds that it was highly appropriate to include the TSFP in the PRRO given the high rates of malnutrition and low utilization of health services.

49. The appropriateness of the TSFP was further illustrated by high rates of vitamin A deficiency (and likely other micronutrient deficiencies) among pregnant and lactating women noted during a clinic visit of the ET in Takhar province where 40 percent of 5 women interviewed had experienced night-blindness⁶⁵ in a previous pregnancy. Malnutrition not only manifests itself through acute malnutrition but also through micronutrient deficiencies (indicative of poor dietary quality). The evaluation therefore finds that it was appropriate to include acutely malnourished PLW as

⁶⁵ Night blindness is an early sign of clinical vitamin A deficiency. Five percent night-blindness among pregnant women is the suggested cut-off for a serious public health problem.⁶⁵

beneficiaries of the nutrition programme and treat them with fortified food and MNT. Moreover, treating acute malnutrition in PLW contributes to prevention of malnutrition in their offspring.

50. Target provinces are selected based on rates of Severe Acute Malnutrition (SAM) >3 percent as well as other factors such as ongoing Integrated Management of Acute Malnutrition (IMAM) programme activities. Within these provinces, targeting of districts is based on PRRO objectives and agreements with the Public Nutrition Department (PND) at the Ministry of Public Health (MoPH), UNICEF and the Nutrition Cluster Coordination Team on the specific sources & parameters to be used and adjusted on a yearly basis. WFP is an active member of the Nutrition Cluster and there have been ongoing efforts to integrate UNICEF's SAM programme with WFP's MAM programme.

51. The TSFP is implemented as part of The Government of Afghanistan's Basic Package of Health Services (BPHS), through the NGOs appointed by the MoPH, and does not require a parallel system. Making use of the existing system increases the relevance and sustainability of the programme. Providing supplementary food to malnourished children and PLW creates initial trust of the system which – when coupled with adequate health services – has a long-term effect of increasing health care utilization.

52. It should be noted, however, that facility-based approaches have the general disadvantage of potentially not covering the most vulnerable women; this includes the poorest, those who live in the most remote areas with poor access, and teenage women from highly conservative families who are less likely to allow contact with male doctors.

53. The TSFP is coherent with WFP policy, both at the country and the global level. It supports priority 1.1 of WFP's Country Strategy for the period 2013-2016:⁶⁶ to respond to emergencies to save lives and address acute malnutrition, which in turn supports WFP's global Strategic Objectives 1 (Save lives and protect livelihoods in emergencies) and 4 (Reduce malnutrition and break the intergenerational cycle of hunger).⁶⁷

54. Objective 4 targets access to education, which varies widely by province and gender. The Gender Parity Index (GPI) at the primary school level is 0.74, dropping to 0.49 at the secondary level.⁶⁸ It is lowest (0.15) in Urozgan and highest (0.9) in Badakhshan and Herat.

55. Based on the results of NRVA 2011/12, only two thirds of boys and less than half of girls attended primary school throughout the country. The rate for attending secondary school was even less. The school feeding (ScF) programme has been designed to contribute to the learning of school children in some 60 of the 78 districts with food insecurity prevalence above 30 percent, below average net attendance rates and gender disparity less than one. This targeting recognises the fact that people living in more poverty stricken areas are less likely to send their children to schools as they either need their children to work or cannot afford the cost of schooling. Provision of a monthly THR of fortified vegetable oil is a simple, easy to transport and effective incentive to increase school enrolment in areas with low food security indicators.

⁶⁶ WFP Afghanistan Country Strategy 2013-2016.

⁶⁷ WFP Strategic Plan (2014-2017) (<http://documents.wfp.org/stellent/groups/public/documents/eb/wfpdoc062522.pdf>, accessed 27 December 2015).

⁶⁸ Afghanistan Research and Evaluation Unit. "Women's Rights, Gender Equality, and Transition", September 2013, p. 24.

56. In addition to supporting primary school children, the ScF programme provides girls in lower secondary grades in targeted schools with fortified vegetable oil as an incentive to help off-set higher dropout rates and gender disparity. This is in line with Education and Culture Pillar of ANDS where it aims to promote support to girls' enrolment.

57. The design and implementation of Objective 4 are aligned with the WFP School Feeding policy. The policy (2013) notes that interventions should have not only addressed the nutrition needs of children in the country but also provide some safety-net options and support the government in national school feeding strategies. These elements have been integrated within the current PRRO by providing a daily snack of micronutrient-enriched biscuits (in 2013) and THRs in addition to contributing to the development of a national school feeding policy.

58. The ScF programme is aligned with National Education Strategic Plan for Afghanistan 2010-2014 (NESP II). As education remains one of the main priority sectors to impact poverty reduction, the Government of Afghanistan will continue the policy of providing free universal education to increase literacy and Net Enrolment Ratio (NER) to decrease the number of school dropouts. Furthermore, according to ANDS 2008-2013, provision of education was one of the main priorities in the North East and Central Highlands areas. WFP has acknowledged this priority through its choice of provinces for ScF activities.

59. WFP designed the Vocational Training (VT) programme based on its VAM mapping and needs assessments. In Afghanistan, there are several programmes for training women in vocational skills, such as the National Solidarity Program (NSP) and The National Area Based Development Program (NABDP). The ANDS Social Protection Pillar emphasizes the provision of vocational trainings for widows, chronically poor and disabled women. WFP's food distribution and CBT among women attending VT is in line with this policy.

60. The P4P and the SGR programme contribute to MAIL policy which aims at self-sufficiency and stability of supply of staple foods (particularly wheat),⁶⁹ a reduction of food imports by international organisations,⁷⁰ nutritious food⁷¹ and the establishment of an effective SGR.⁷² The SGR should enable a rapid response during emergencies, stabilise grain prices and supply food to government workers including the military and students. Until five years ago there was little production of fortified or specialized humanitarian foods and no functioning SGR. Afghanistan remains less than self-sufficient in wheat production⁷³ and imports large amounts of unfortified wheat flour from Pakistan. P4P was found to be appropriate given the context and coherent with the policies of Government of Afghanistan and WFP.

61. The P4P activities contribute to the WFP policy of encouraging local production of fortified and high quality food for humanitarian programmes and domestic markets. The three pillars of P4P in Afghanistan are specifically designed to encourage production and market development of food crops, ensure that food is nutritious (through regulated fortification) and raise awareness of the importance of nutritious food through publicity campaigns. The inclusion of soya production, in conjunction with an existing programme of Nutrition and Education International (NEI)⁷⁴,

⁶⁹ National Wheat Policy The Government of Afghanistan 2013.

⁷⁰ Meeting UNCT with President Ghani 10 December 2014 - (note to file).

⁷¹ National Nutrition Strategy.

⁷² National Wheat Policy The Government of Afghanistan 2013.

⁷³ National Wheat Policy The Government of Afghanistan 2013.

⁷⁴ An NGO promoting the development of soya in Afghanistan.

addresses the lack of protein in Afghan food with the opportunity to add up to ten percent soy flour in bread without significant effects on baking quality or flavour.

62. The provision of large quantities of food as in-kind donations is incompatible in the long-term with The Government of Afghanistan's expressed wish to see a greater proportion of humanitarian aid supplied through C&V and locally produced food. While WFP is working towards increasing its domestic sourcing it does not have the option to switch to C&V where only in-kind funding is available.

63. Gender is a cross-cutting component of the PRRO and gender disparity across the country justifies the significance of gender-related activities in the PRRO. Women's access to education and vocational opportunities, as compared with men, is among the lowest in the world and girls' education still lags behind that of boys, despite all the efforts. This gap increases, as children grow older. Girls' enrolment in many southern regions comprises 15 percent of total enrolment and there were no girls enrolled in secondary schools in around 200 districts at the outset of PRRO 200447.⁷⁵ Districts with low girls' enrolment were preferentially selected for inclusion in the ScF programme. Family commitments, early marriages, demands on girls' time at home, poverty and socio-cultural factors significantly constrain gender parity in the education sector.

64. Gender-related activities of the PRRO are aligned with Pillar 3 of NAPWA (Economic, and Social Development). The goals of this Pillar are to increase the enrolment and retention of girls and women at all levels of education and create an enabling educational environment for girls and women.⁷⁶ One of the major justifications for the VT and ScF programmes is to be able to specifically target women. The goals are also in line with Article 44 of the Constitution that obliges the Government of Afghanistan to increase adult and functional literacy programs, particularly those aimed at reducing gaps in education between women and men. Moreover, the Afghanistan's National Action Plan (NAP) on United Nations Security Council Resolution (UNSCR) 1325 Women, Peace, and Security is committed to increase economic security for vulnerable women and access to education for girls and women, particularly for the internally displaced persons and returnees.

65. The objectives of the PRRO are in line with WFP Gender Policy Goal which aims to integrate gender equality and women's empowerment into all of its work and activities, to ensure that the different food security and nutrition needs of women, men, girls and boys are met. The objectives are also aligned with the Articles 10 and 14 of Convention on Elimination of Discriminations against Women (CEDAW).

⁷⁵ Afghanistan Research and Evaluation Unit. "Women's Rights, Gender Equality, and Transition", September 2013, p. 24.

⁷⁶ National Action Plan for the Women of Afghanistan (NAPWA): The Government's Main Vehicle for Implementing Policies and Commitments to Advance the Status of Women, 2007-2017. p. 83. <<http://www.svri.org/Afghanistanpolicy.pdf>>

66. In general, outcome targets across the PRRO were set at appropriate levels. However, the Community Asset Score (CAS) outcome indicator for objective 2 (which was set at the corporate target of 80 compared to a baseline of 79) seems rather unambitious. On the other hand the indicators for Food Consumption Score (FCS) (3.6 percent), used for objectives 1 and 4, and the number of women trainers graduating (100 percent), also objective 4, were overly ambitious; trainings nearly always have dropouts for a variety of reasons.

Summary: Appropriateness of the operation.

In light of the significant risks and vulnerabilities in Afghanistan, it is highly appropriate that WFP be involved to respond to crises, support community recovery and reduce intergenerational hunger according to its global strategy.

The programme was designed at a time of transition and uncertainty for the country. WFP rightly chose to prioritise its core funding on humanitarian action both during the design and implementation phases.

Targeting for all of the programmes has been consultative and transparent and although there are differences in the assessment methods and thresholds for action between different agencies, the target population has been well selected through the VAM process.

The PRRO is generally coherent with the Afghanistan National Development Policy and various policies developed at ministry level. However, the Government would like to see a major change towards the use of cash and locally produced food. The government also wants greater ownership of the programmes.

In general there is good coherence between the PRRO and the aims and objectives of the key stakeholders. The programme is also coherent with WFP's own policies. Overall the activities selected were appropriate given the context.

2.2. Results of the Operation

67. The Operational Fact Sheet provides an overview of the main results of the operation in quantitative terms; the evaluation team's analysis of these results is presented in the key findings below.

Objective 1 Emergencies

68. WFP provides food assistance to highly vulnerable populations including IDPs due to natural and man-made disasters, returnees, refugees, and urban and rural economically stressed populations (ESP) as shown in Table 3. In 2014, the number of people who returned to Afghanistan was much lower than expected and therefore WFP reached only 13.7 percent of their target. However, WFP was flexible and supported an unexpected influx of refugees from Pakistan to Khost and Paktika provinces. In 2015, the deteriorating security situation and a number of natural disasters led to a higher number of IDP's than expected.

Table 3. Emergency Response Beneficiaries, Actual vs. Planned

2014									
Beneficiary Category	Planned			Actual			Actual vs. planned %		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
IDPs ⁷⁷	112,455	108,045	220,500	123,281	95,245	218,526	109.6	88.2	99.1
Returnees	37,485	36,015	73,500	5,675	4,390	10,073	15.1	12.2	13.7
C&V beneficiaries	164,220	157,780	322,000	101,448	90,765	192,213	61.8	57.5	59.7
Beneficiaries of GFD	824,670	792,330	1,617,000	830,565	671,208	1,501,773	100.7	84.7	92.9
2015									
Beneficiary Category	Planned			Actual			Actual vs. planned %		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Refugees	105,060	100,940	206,000	122,355	89,458	211,813	116.5	88.6	102.8
IDPs	107,457	103,243	210,700	203,448	177,114	380,562	189.3	171.6	180.6
Returnees	46,053	44,247	90,300	38,808	29,582	68,390	84.3	66.9	75.7
Beneficiaries of GFD	1,061,820	1,020,180	2,082,000	805,920	789,961	1,595,881	75.9	77.4	76.7

Source: SPR 2014, SPR 2015

69. IDPs and returnees receive a two month ration equal to 2,083kCal/person/day (approximately equal to the adult Recommended Daily Allowance (RDA) of 2,100 kCal)⁷⁸ as these populations often have no other source of food. For households under economic stress, the rations are equal to 1,056kCal/person/day (or 50 percent of RDA), which is valued at US\$1.23/person/day. WFP or PAT monitor the distribution as well as post-distribution.

70. Although the operation planned for two-month rations, there were times when it was not possible to distribute the full ration to all beneficiaries. Reasons mentioned in monitoring reports, the SPRs and by WFP staff include unexpectedly high caseloads due to the worsening of the security situation and natural disasters, shortages and impaired access due to security constraints and weather conditions, in addition to the constant need to reallocate commodities to where they are most needed. In both years, a lack of resources led to a reduction in rations, including wheat-only for lean season support to severely food-insecure populations, a reduction in voucher values to about one third of the original value and a reduction of the emergency response ration to 75 percent, and in some cases to 50 percent for some commodities.^{79, 80} ESP safety net provision during the lean season in the first half of the year suffered from early pipeline breaks and late receipt of commodities.⁸¹ Both caseload and rations had to be reduced while CBT suffered from a funding shortage.⁸² These reductions reduced the value of the intervention per beneficiary.

⁷⁷ In 2014, The Government of Afghanistan did not acknowledge refugees from Pakistan as refugees so they had to be classified as IDPs.

⁷⁸ UNHCR, UNICEF, WFP, WHO. Food and Nutrition Needs in Emergencies (2004) accessed at <http://www.who.int/nutrition/publications/emergencies/a83743/en/> (7 January 2016).

⁷⁹ SPR 2014.

⁸⁰ SPR 2015.

⁸¹ SPR 2015, and confirmed by Logistics Department, CO.

⁸² SPR 2015.

Table 4. GFD Component, Food and Cash Issued, Planned vs. Actual (MT)

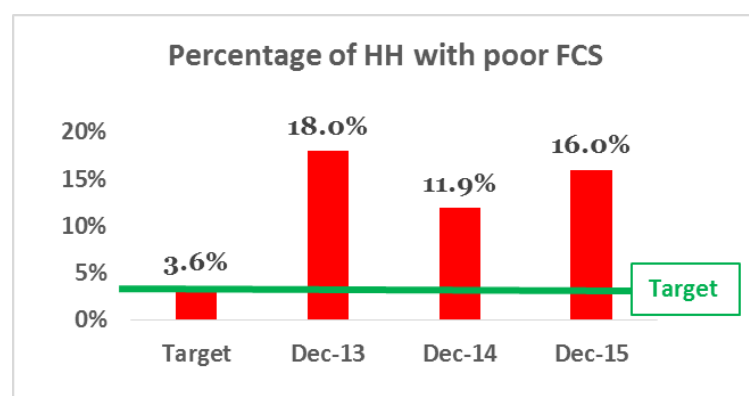
	2014			2015			
	Planned (IP)	Actual	Actual vs. planned	Planned (IP v.5)	Planned (SPR)	Actual (SPR)	Actual vs. Planned (SPR)
Wheat	41,040	32,853	80.05%	23,396	35,655	29,414	125.7%
Wheat flour	348	0	0%	7,401	302	1241	16,77%
Vegetable oil	2,741	2,280	83.18%	1,103	2,381	937	84.95%
Pulses	2,861	2,333	81.54%	1,401	2,486	1422	101.40%
Salt	238	197	82.77%	103	207	101	98.05%
HEB	258	264	102.33%	356	224	327	91.85%
Total (mt)	47,486	37,927	79.92%	33,760	41,255	33,439	99.05%
Cash or voucher value	163,614,000 AFN Or US\$ 5,439,000	US\$ 1,1668,601	21.5%	255,730,086	6,225,654	198,568	3%

Source: WFP IPs 2014 and 2015, SPRs 2014 and 2015.

71. Overall, beneficiaries and other stakeholders were satisfied with the timeliness and relevance of WFP’s support despite the reductions noted above. In addition, no quality issues with the commodities themselves were reported.⁸³ However, CPs reported some delays in deliveries to regional storehouses. While they accepted that security, funding, weather and other factors can all affect deliveries they would appreciate as much warning as possible to be able to alert and reassure beneficiaries.

72. The reduction in food assistance ration size has likely contributed to WFP being unable to meet their FCS targets. While the percentage of households with a poor FCS, improved in 2014 from 18 percent at baseline to 11.9 percent, they deteriorated again to 16 percent in 2015 as presented in Figure 15. The larger number of IDPs in 2015 compared to 2014 has increased the proportion of households with poor FCS, thus negatively impacting the overall results. This is supported by post distribution monitoring (PDM) data, however, since they based on very small numbers of households (for some sub-groups of beneficiaries) a more detailed analysis is not possible.

Figure 15. Percentage of Households with Poor Food Consumption Score



Source: SPR 2015

73. Another aspect of WFP’s work under Objective 1 is to contribute to the strengthening of assessment and response capacity to national emergencies. WFP signed a Letter of Agreement (LoA) covering the period 2014-2016 with ANDMA to provide technical and financial support. ANDMA, with the assistance of WFP, has

⁸³ Source: monitoring reports, interviews with beneficiaries and stakeholders.

conducted assessments and a simulation workshop. They have also organized Community Based Disaster Reduction Management (CBDRM) training and distributed food items in times of crisis. Two practical training courses on ICT and logistics in emergencies were well attended and well received by senior management. Following the exercises WFP assessed⁸⁴ the government’s preparedness and response system to reach “nearly medium” achievement levels. The Emergency Preparation and Response Capacity Index (EPCI) is the only outcome indicator relevant to the capacity building work. The baseline value was 7 and the value at the time of the 2014 SPR was 6. For the 2015 SPR the assessment is 2.4 (low) which is due to a change in the method of calculation. It is therefore not possible to accurately assess performance during 2015. WFP will use the new score as a baseline for 2016.

74. The distribution of food during the recent Kunduz insurgency and earthquake (September & October 2015) were two examples of WFP working alongside government agencies. The government has handled smaller incidents on their own – for instance the recent 6.3 magnitude earthquake on 25 December 2015 was handled solely by The Government of Afghanistan. Integrated Food Security Phase Classification (IPC) analysis in Afghanistan is the managed by MAIL. WFP provides data on food security indicators and technical support in analysing the data for response analysis.

75. The PRRO, in conjunction with the EU, also contributes to the Afghanistan Living Conditions Survey (ALCS, formerly the NRVA) produced by the CSO. The results and findings of the ALCS are widely used by government departments, UN agencies and NGOs. WFP’s role remained significant in evidence generation through the analysis of IPC and other assessments led by UNOCHA and FSAC. At the same time WFP signed a LoA with MAIL to support the collection of market price data and the monthly price bulletins.

76. WFP is working with The Government of Afghanistan, other UN agencies and other development partners to ensure that there is an effective planning and preparedness system in place and that emergency response is well coordinated and effective. WFP has recently started to take a leading role in the coordination of DRR activities within the UN team. It was noted by cooperating partners that this work risks bypassing the existing forums which involve all stakeholders including NGOs. The capacity building work with government agencies contributes to the long-term goal of The Government of Afghanistan being able to play a much stronger role.

Objective 2 Asset Creation

77. The number of participants in Food for Assets activities during 2014 and 2015 are given below in Table 5.

Table 5. Participants in Food for Assets programmes 2014-2015

Year	Planned			Actual			Actual vs. Planned (%)		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
2014	17,850	17,150	35,000	37,514	9,378	46,892	210	55	134
2015	21,497	16,503	38,000	67,064	855	67,919	312	5	179

Source: WFP SPRs 2014 and 2015

⁸⁴ Internal assessment by WFP.

78. The total number of participants was higher than planned as a result of community requests to involve larger numbers in the activities at a cost of fewer work periods per person. The gender balance was disappointing, particularly in 2015 when only five percent of the participants were women. This is an unexpected negative consequence of the selection of activities following the recommendations of a specialist in 2014 to address disaster risk reduction and community resilience activities. In 2015 these were predominantly outdoor manual labour activities including watershed management and irrigation support activities which were impossible for women to take part in but relevant given community risks. Even though the activity planned for a near equal gender balance of participants, it is important to note that the activities were not designed to address the practical needs of women. At the strategic level, the activities did little to empower women to obtain equal representation in decision making gatherings.⁸⁵ Table 6 shows the physical assets created in 2014 and 2015.

Table 6. Assets created by the AC programmes 2014-2015

Assets Creation projects by Actual vs. Planned				
Type of Activities	Unit	Planned	Actual	% Actual vs. Planned
2015				
Rehabilitation and construction of trails	Km	80	41	51
Rehabilitation of tertiary road	Km	196	344	175
Cleaning of irrigation canals/Karezes	M ³	136,008	125,229	92
Trench construction to restore water and conserve soil	m	12,668	12,668	100
Diversion ditches construction to protect land erosion	m	-	49	0
Number of communities assisted with asset creation	#	4,825	4,725	98
Application of cubic meter of mulch	m ³	8,946	9,241	103
Compost preparation of cubic meter	m ³	180	180	100
Establishment of kitchen gardens	#	-	900	0
Protection walls (gabions) construction	m	2,170	4,160	192
Forest trees plantation and maintenance (reforestation)	#	970,029	482,029	50
Temporary nurseries establishment and maintenance	#	19	4	21
Aqueduct construction	#	13	23	177
Terraces construction to reduce water velocity and conserve soil	m	227,010	226,710	100
Wash culvert construction	#	1	9	900
Dam (small reservoir) construction	#	3	5	167
Construction of culvert (up to 3 meter span)	#	11	11	100
Construction of check dams	#	40	40	100
Construction of protection wall	m	4,751	6,640	140
2014				
Number of assisted communities with improved physical infrastructure	#	25,820	14,082	54.5
Number of new nurseries established	#	34	19	55.9
Number of seedling tress produced	#	1,915,000	1,632,915	85.3
Volume of earth dams and flood protection dikes constructed	m ³	30,750	30,140	98

Source: SPR 2014 and SPR 2015.

79. Asset Creation activities in 2015 focussed on rehabilitation and construction of flood management and irrigation schemes while the 2014 programme included mainly nurseries. In most cases the targets were met although there was some substitution of

⁸⁵ Female representation in decision-making is challenging, especially in rural areas, but not impossible in the Afghan context. Women's physical presence in management committees is not welcome by men; and women and men who are not related are not allowed to sit together. In some cases, women's input was obtained at home by a male who was a close relative and then apparently shared back at the all-male management committee meeting. The ET was not able to meet with any female members of the management committees during field work to brainstorm options.

activities after the initial plans were made. In some cases, outputs were significantly higher than the planned targets due to high demands from the communities. The effectiveness and sustainability of these projects were validated through focus group discussion and community meetings. The communities and officials of MRRD confirmed that AC projects, especially large construction projects will be handed over to relevant government department and onward responsibility of maintaining the project will be with the respective departments or ministries.

80. Beneficiaries, CPs and provincial government agencies interviewed largely agreed with the targeting of the program and felt the outputs were of high quality. The CBT element received funding from the Dutch government and was able to be implemented in full. Although the work has generally been carried out on time there have been problems in the establishment of the e-voucher system; in Takhar and in Kabul AC and VT programme beneficiaries had completed almost 75 percent of the work and training but had not received the first e-voucher. The CBT unit recognises that the primary reason for operational delays in 2015 were internal. These included CO delays in negotiating contracts as well as starting project activities without fully including Afghan Besim Mobile Money Company (ABMMC) in the operational planning stages; this meant AC and VT projects were already well underway before ABMMC were asked to support key steps such as enrolment, registration, and distributions of e-vouchers. The capacity of ABMMC to carry out these tasks simultaneously for several projects involving thousands of beneficiaries at different geographical locations was also a constraint.

81. The formal outcome indicator for the AC programme is the Community Asset Score (CAS) noted in Table 7. The CAS score for 2015 exceeds the project target, however the baseline value was already very close to the global target. The target should have been contextualized to the local context according to the business rules of the WFP Strategic Results Framework.⁸⁶ The communities and government officials were generally very pleased with the newly created assets and believed that they would have a marked effect on the resilience of the community either through flood protection (e.g. Khost province), access to markets and district services (e.g. a new road serving 700 families in Kunar) and the renovation (in conjunction with others) of the long-dry Tashguzer Canal enabling the cultivation of 2,500 ha for the first time for 30 years.

Table 7. Community Asset Score for AC programme

Outcome	Project end Target	Baseline Value	End of 2014	End of 2015
CAS: Percentage of communities with an increased asset score	80	79	81.8	87

Source: 2015 SPR⁸⁷

82. Apart from the reduction in women participants in the programme, the CPs and ABMMC reported that the e-voucher scheme had a positive effect on the selected retailers. After receiving training and becoming involved in the activity, they had substantially more trade than before the intervention, which stimulates the supply chain for the retailers. A potential negative consequence of the canal cleaning work in

⁸⁶ WFP Strategic Results Framework (2014–2017), January 2014. See Annex 2: Business Rules for SRF, page 21.

⁸⁷ Baseline value: December 2014 Community Asset Score survey, secondary data, programme monitoring. Latest follow-up: December 2015 Community Asset Score survey, secondary data, programme monitoring.

Kabul province was the introduction of payment for work which might have been carried out by the community for free. This could contribute to a dependence culture and a reluctance to carry out this traditionally voluntary annual task in the absence of payment in future.

83. The AC programme improves food security status and increases resilience to shocks at the household level. For instance, rehabilitation of irrigation channels not only addressed the immediate food needs of the communities but paved the way for long term agriculture activities that are the key to food security. Tree plantation projects provided food to beneficiaries and minimized the risk of floods. Beneficiaries and cooperating partners reported that kitchen garden activities, though small, have increased the quantity and diversity of food⁸⁸ and provided women with an opportunity to participate directly in the programme. Overall, AC activities will improve household economy that will help to address underlying causes of food insecurity.

Objective 3 Nutrition

84. WFP is implementing TSFP for children 6-59 months with MAM and acutely malnourished PLW through government health centres. The children are treated with RUSF and the women with a monthly ration of fortified foods basket and MNT. The coverage was decreased from 33 to 25 provinces⁸⁹ in order to focus on the most vulnerable areas and integrate the TSFP with IMAM activities.

85. In 2014 as noted in Table 8, the PRRO achieved 53.3 percent of its planned CU5 beneficiary targets and 79.2 percent of their PLW target. The SPR 2014 notes supply issues and pipeline breaks for RUSF and access challenges as reasons for low results in 2014. During that same year, WFP found unrealistically high numbers of PLW being recorded due to double counting – first as pregnant woman and then as lactating woman. This issue was subsequently resolved.

86. In 2015, the beneficiary targets were on track for children aged 6 - 23 months, with a slight overachievement of 104 percent among older children. While for the PLW, 74 percent more beneficiaries were reached than planned as noted in Table 9. Planned target beneficiaries were calculated based on estimated population data from CSO, which later turned out to be underestimated. In addition, it is also possible that the actual malnutrition rates were higher than those found in NNS 2013.⁹⁰ Moreover, as reflected in the WFP Operational Works (WOW) PDM reports, there was an increase in informal outreach and peer-promotion of the programme. However, the possibility of double counting of some participants remains due to the fact that activities in 38 clinics had to be suspended for security reasons and the likelihood that women sought health services in neighbouring clinics.⁹¹

Table 8. 2014 TSFP Beneficiaries

2014 Category	Planned			Actual			% Actual vs Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Children 6-23 months w/MAM	38,816	37,294	76,110	23,924	16,625	40,549	61.6%	44.6%	53.3%
Children 24-59 months w/MAM	26,974	25,916	52,890	15,574	12,603	28,177	57.7%	48.6%	53.3%

⁸⁸ Beneficiary focus group meetings in Badakhshan and Takhar.

⁸⁹ WFP planned to work in 564 clinics but after closure for security reasons 526 clinics were left by December 2014.

⁹⁰ SPR 2015.

⁹¹ Ibid.

Total children 6-59 months w/MAM	65,790	63,210	129,000	39,498	29,228	68,726	60.0%	46.2%	53.3%
PLW with acute malnutrition		96,000	96,000		76,040	76,040		79.2%	79.2%

Source: 2014 SPR

Table 9. 2015 TSFP Beneficiaries (2015 SOR Pre-Reporting Statistics)

2015 Category	Planned			Actual			% Actual vs Planned****		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Children 6-23 months w/MAM	43,421	41,719	85,140	44,718	40,390	85,108	103.0%	96.8%	100.0%
Children 24-59 months w/MAM	28,948	27,812	56,760	30,293	28,850	59,143	104.6%	103.7%	104.2%
Total children 6-59 months w/MAM	72,369	69,531	141,900	75,010	69,240	144,250	103.6%	99.6%	101.7%
PLW with acute malnutrition		105,600	105,600		183,958	183,958		174.2%	174.2%

Source: SPR SO Statistics Pre-Reporting on 10 January, 2016

87. There were reports from clinic staff visited in Takhar that they were not confident to admit more patients than planned. In interviews, the WFP Deputy Country Director, the Nutrition Unit staff at CO, as well as the Nutrition Focal Point in Faizabad confirmed that no eligible patient should be denied admission into the programme. However, it was also confirmed during stakeholder meetings in Faizabad and Kabul that CP's tend to lack the initiative to communicate and coordinate in a timely manner with WFP to ensure the availability of sufficient food stocks at the clinics. Poor communication and coordination could also result in malnourished PLW or CU5 being denied the access to supplementary food according to stakeholders interviewed.

88. The food basket for moderately malnourished PLW provides 1,680kCal/day, allowing for sharing with other family members. The food basket provides food for an average of 270 days (until the infant is 6 months old), while children aged 6 to 59 months with MAM are treated with RUSF. The monthly rations consist of 25 kg fortified wheat flour, 2 kg fortified vegetable oil (vitamin A, vitamin D), 5 kg pulses, 250 g iodised salt and 30 micro-nutrient tablets (MNT). The food lasts for about two weeks.⁹² Sharing with other family members is common but these are usually the children rather than other adults in the family.⁹³

89. The lower actual distribution for the children in 2014 is due to the lower coverage discussed above, while the larger percentage for the MNT's may be part of the original double counting of the women but this is not confirmed by any evidence. In 2015 the achievements in distribution of commodities lagged behind the coverage of beneficiaries for both children and PLW. This may be related to the closing of 38 clinics, as beneficiaries were recorded even though they did not finish the entire programme.

⁹² PMD reports TSFP 2014 and interviews with beneficiaries in Takhar.

⁹³ Source: interviews with beneficiaries in Takhar.

Table 10. Commodities actual vs. planned for TSFP

	2014				2015			
	Planned (IP)	Planned (SPR 2014)	Actual	% Actual vs Planned	Planned (IP)	Planned (SPR 2015)	Actual (SPR 2015)	% Actual vs Planned
Wheat	255	0	0	0%	0	0	0	0
W/Flour	19,341	23,832	11,985	61.97%	21,824	21,836.6	18,602	85.2%
Oil	1,578	1,906.7	979	62.04%	1,748	1,746.5	1,474	84.3%
Pulses	3,948	4,766.3	2,212	56.02%	4,368	4,366.2	3,354	76.8%
Salt	191	238.3	110	57.59%	216	219.7	161	74.5%
Total commodities for PLW	25,311	30,743	15,286	60.39%	28,156	28,169	23,600	84%
Plumpy Sup	1,059	1,068	746	69.9	1,207	1,207	1,072	88.8%
MNT	12	13	15	112.6	13	13	9	69.2%

Source: WFP IP's 2014 and 2015, SPR 2014 and 2015

90. The outcomes of the TSFP components are illustrated in Table 11. The TSFP was already on track for all its indicators at baseline value (end of last PRRO in December 2013) and has kept this high standard with recovery rates of over 90 percent. The latest figures indicate a cure rate of 92.5 percent for children and 92.7 percent for PLW. The activity registered a default rate of 5.8 percent for children and 6.9 percent for PLW, a mortality rate of <0.1 percent for children and 0.3 percent for PLW. Finally the activity had a non-response rate of 0.8 percent for children and <0.1 percent for PLW, all of which are well within the international standards. The data presented were taken from SPR 2015. The ET analysed programme monitoring data from January to October 2015 provided by the M&E unit and found similar results.

Table 11. Outcome Indicators of the TSFP

Beneficiary Category	Indicator (%)	Project Target	BV (Dec 2013)	LFU (Dec 2014)	Current (Dec 2015)
Children 6-59 months	Default rate	<15	7	11	5.3
	Mortality rate	<3	0.2	0.1	0.11
	Non-response rate	<15	1.7	1	0.68
	Recovery rate	>75	82	88	93.91

Source: SPR 2015

91. While recovery rates of the TSFP are excellent, the system does not record whether there are any relapses, as reflected in readmission into the programme after initial recovery. In order to draw conclusions on whether the TSFP reduces malnutrition rates in the community, repeated community surveys are needed, which may not be part of WFP's mandate.

92. In 2015, the CO M&E database was extended with a nutrition module for the surveillance of TSFP beneficiaries, both acutely malnourished PLW and children aged 6-59 months with MAM. The ET understands that this has vastly improved the nutrition data available to the programme. While this has improved the tracking of beneficiaries, and the reported outcomes are very good, the evaluation has found a number of problems with the nutrition data. The WFP Minimum Monitoring Requirement (MMR) guidelines stipulate that monitoring data are collected from each

clinic on a monthly basis.⁹⁴ Without this it is impossible to assess what was happening over time in any given clinic, however data is not managed in a way that allows analysis over time. Other issues include data entry errors, duplicate records, and poor reporting of suspended activities. A full description of the nutrition data issues can be found in Annex 11:.

93. The above issues raise serious concern about the quality of the nutrition data and therefore the accuracy and reliability of the programme data. The ET is not confident that the data presented in Table 11 gives a true picture of the nutrition programme.

94. Despite the questions around the nutritional data, the Government at central and provincial level, CP's, clinic staff and beneficiaries are highly appreciative of the programme. During a meeting with CP's in Kabul, the feedback included: good design, useful partnership, effective system and good added value.

95. According to the clinic staff, the TSFP increases utilization of health care services, which was substantiated by their clinic records. Deliveries at the clinic increased >10-fold since the start of the programme.⁹⁵ It is highly unlikely that this large increase is due to other factors such as season. Deliveries assisted by trained health-care workers have been proven to decrease maternal and new-born mortality, and thus, WFP's TSFP indirectly contributes to improved health status in the population. However, the WFP M&E system was not designed to measure public health improvements and therefore it was not possible to assess whether this was a general positive, but unreported, effect of its operations.

96. The fact that the programme is implemented only through clinics raises questions about the accessibility for women from the poorest, most remote and most conservative families. These women are also more likely to marry at a very young age and are at risk of teenage pregnancy. Distribution monitoring reports show that distance to the health facility (and related transportation cost) is the main constraint to access the TSFP. As the collection of demographic and vulnerability data on the beneficiaries of the TSFP is not required under WFP corporate standards it is not possible to assess whether this programme reaches the most vulnerable families.

97. The ET also found a disconnect between the staff at CO level and those at the local level. While at CO level, there is a strong understanding of the programme and its theoretical basis, this understanding is lacking at the field level. The CO is understaffed and the nutrition staff do not have sufficient time to spend in the field. The Nutrition Focal Points at the AO mostly do not have a background in nutrition and their attention is diluted over several programmes.

98. There is evidence that clinic staff and CPs follow Standard Operational Procedures (SOPs) and use adequate inclusion and discharge criteria; however, it was not possible during the evaluation mission to assess whether technical skills are adequate. For instance, beneficiaries are included based on their mid-upper arm circumference (MUAC) but the accuracy of clinic staff in doing this measurement – and hence the appropriateness of the targeting – could not be evaluated.

Objective 4 Learning

99. As Table 12 shows, the School Feeding Programme has distributed THRs and school meals among 288,099 children through the end of 2015. The actual distribution

⁹⁴ WFP MMR Oct 2015, p 11.

⁹⁵ Source: clinic records.

reached 131 percent of the planned distribution. In 2014, the actual distribution also exceeded the planned distribution, reaching 167.6 percent. In both years, WFP had planned to provide the same number of children with THRs.

Table 12. Beneficiary numbers for Project PRRO-200447-BR3 2015

Beneficiary Category	Planned			Actual			% Actual vs. Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Children receiving school meals	3,927	3,773	7,700	3,397	8,620	12,017	86.5%	228.5%	156.1%
Children receiving take-home rations [1-6]	97,931	86,299	184,230	131,101	131,564	262,665	133.9%	152.5%	142.6%
Children receiving take-home rations [7-9]		35,770	35,770		25,434	25,434		71.1%	71.1%
Children receiving take-home rations and school meal	97,931	122,069	220,000	131,101	156,998	288,099	133.9%	128.6%	131.0%

Source: 2015 SPR Pre-Reporting

Table 13. Beneficiary Numbers for Project PRRO-200447-BR3 2014

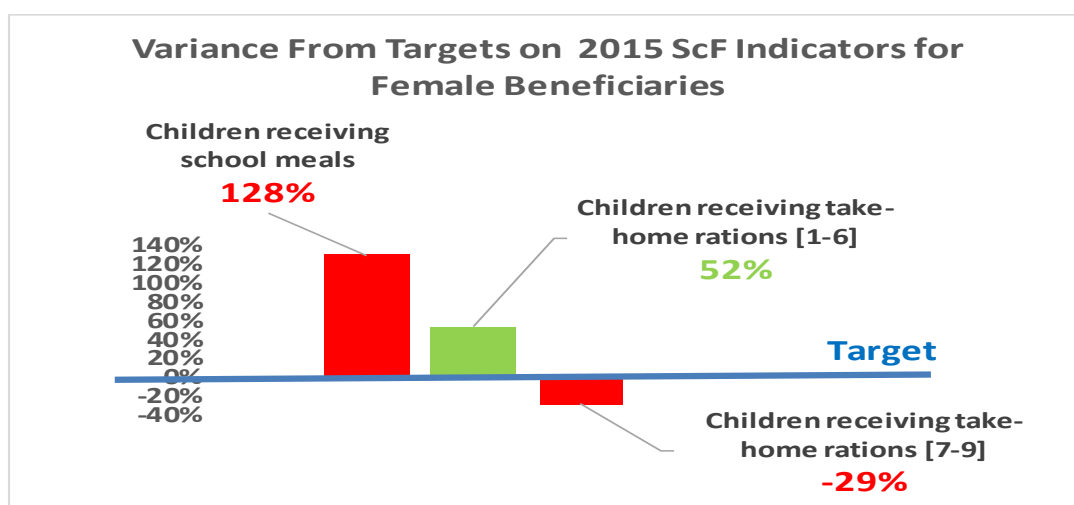
Beneficiary Category	Planned			Actual			% Actual vs. Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Children receiving take-home rations [1-6]	93,957	90,273	184,230	184,913	136,836	321,749	196.8%	151.6%	174.6%
Children receiving take-home rations [7-9]		35,770	35,770		46,954	46,954		131.2%	131.2%
Children receiving take-home rations	93,957	126,043	220,000	184,913	183,790	368,703	196.8%	145.8%	167.6%

Source: Afghanistan PRRO 200447_SPR 2014

100. Food was distributed food to 547 schools in 13 provinces in 2014 with most assistance going to Helmand, Ghazni and Paktia. In 2015, the ScF Programme covered ten provinces. The large positive variance from the target in the number of children receiving school meals, juxtaposed with the negative variance from the target in number of children receiving take-home rations (grades 7 - 9) warrants further exploration; it may indicate a need for re-calibrating the approach.

101. In 2015, 52 percent more primary schoolchildren received THRs than planned. In Badakhshan province, WFP initiated the distribution of high-energy biscuits as school meals in targeted schools as a pilot project to bolster attendance. As shown in Figure 16, WFP exceeded the target of girl children receiving meals by 128 percent due to assisting more schools and increased student headcounts partly related to double shifts. However, because of access issues and a lack of fortified vegetable oil in the fourth quarter, junior high school girls could not be reached in certain districts and the indicator target was not reached.

Figure 16. Variance from Targets on 2015 School Feeding Indicators for Female Beneficiaries



Source: 2015 SPR Pre-Reporting

102. The ScF programme directly and positively affects attendance. The MoE at central and provincial level, school authorities, teachers, students and CPs highly appreciated the distribution of oil. In field visits to Takhar, as well as in meetings with the local MoE and WFP and CP officers in charge, stakeholders stated that the oil distribution acts as a valuable incentive for parents to send their children to school instead of having children work or help with household chores to support their family and also provides a key food item.

103. School authorities in Takhar confirmed that even when irregularities occur in oil distribution during school year, attendance remains high despite the frustration. However, they believed that delayed distribution of food at the start of school year negatively affects attendance and may lead to absolute withdrawal. The head of one of the girls' school in Takhar showed attendance sheets for the current academic year noting that total numbers had increased soon after the first round of oil distribution.

104. Girl students from primary and lower secondary schools demonstrated a very low general knowledge of nutrition. Schoolteachers reported that CP officers-in-charge may give some nutrition and health messages on distribution day, but this action is neither systematic nor pre-organized. They said that such messages are not highlighted in textbooks so they may or may not include them in their teaching.

105. As Table 14 shows, WFP has supported more schools for a longer period than planned. This has led to positive changes within its assisted schools. The progress made in terms of outputs appear to have affected children's attendance. Table 15 compares the attendance rate of schoolchildren in 2013 with 2015. According to the latest data, not only more boys and girls attend school regularly but also more new students than expected have enrolled at WFP-assisted schools.

Table 14. School Feeding Non-Food Outputs

Output	Unit	Planned (Annual)	Actual (Annual)	% Actual vs. Planned
Number of schools assisted by WFP	Number	747	781	105%
Feeding days as % of actual Feeding days	Number	240	190	79%

Parent Teacher Association members trained in school feeding implementation or food distribution	Number	266	167	62.8%
Assisted schools with adequate hand washing facilities	Number	66	67	102%
Assisted schools with adequate hygiene and sanitation facilities	Number	66	67	102%

Source: Draft Standard Project Report WFP Afghanistan 2015

Table 15. School Feeding Programme Outcome Indicators

Outcome	Project End Target	Base Value (Dec. 2013)	Previous Follow-up (2014)	Latest Follow-up (Dec. 2015)
Attendance rate (boys) in WFP-assisted primary schools	80	75	85	81
Attendance rate (girls) in WFP-assisted primary schools	80	77	87	81
Attendance rate (girls) in WFP-assisted secondary schools	80	77	82	83
Enrolment: Average annual rate of change in number of children enrolled in WFP-assisted primary schools*	5	15	15	7.37
* Baseline and Previous Follow-up for this indicator: October 2014				

Source: Tables on Crosscutting Outcome s - Physical Outputs- 2015

106. According to Strategic Objective 4 of the PRRO, the ScF activities should contribute to the learning of primary and lower secondary school pupils and adults, particularly women. The CP NGO and school authorities in two visited schools in Takhar were exclusively monitoring attendance of students. They stated that this serves as a good proxy for learning as increased attendance will lead to a basic education.

107. CPs in Takhar Province noted one main challenge in the oil distribution. While they understood that only eligible children should receive THRs, up to ten percent may be absent on the distribution day (10 – 30 out of 400 in one of the examples reviewed). This could be the absence of the first graders or their older sibling as the younger ones are not able to get their ration if their older siblings do not support them. CPs cannot distribute on any other day, due to their restricted human and financial resources, nor are they allowed to leave the THRs with school or the local MoE authorities. When targeted children do not receive their THR, families place the blame on school teachers and officials resulting in general dissatisfaction with the quality of schooling. In one site, the head of school in Takhar had given part of their own children's THRs to eligible ones to help mitigate the unrest.

108. As Table 16 shows, over 122,360 beneficiaries were engaged in VT courses in the past two years. About 91 percent of beneficiaries were women. Participants of VT courses and other stakeholders interviewed in Kabul, including trainers, WFP staff and CP officers stated that the courses were too short to ensure women's economic empowerment. While some time is allocated to basic information on marketing, it is not sufficient to link them to real markets and to enable them to apply their new skills to earn income. The VT courses also provide trainees with basic literacy and numeracy skills though the time limitation does not allow the instructors to use a common framework of literacy courses for adults. Nevertheless, all trainees met in Kabul appreciated the course saying that if it were not for the WFP support they would never had a chance to learn tailoring, reading and counting. At a minimum, they felt they

were able to contribute to their household income by receiving vouchers for attending the training.

Table 16. Actual Beneficiary Figures for Vocational Training

YEAR	Planned			Actual			% achieved
	Male	Female	Total	Male	Female	Total	
Jan. to Dec. 2014	53,550	51,450	105,000	33,432	78,008	111,440	106.1%
Jan. to Dec. 2015	67,200	72,800	140,000	203	10,717	10,920	7.8%
Total	120,750	124,250	245,000	33,635	88,725	122,360	49.9%

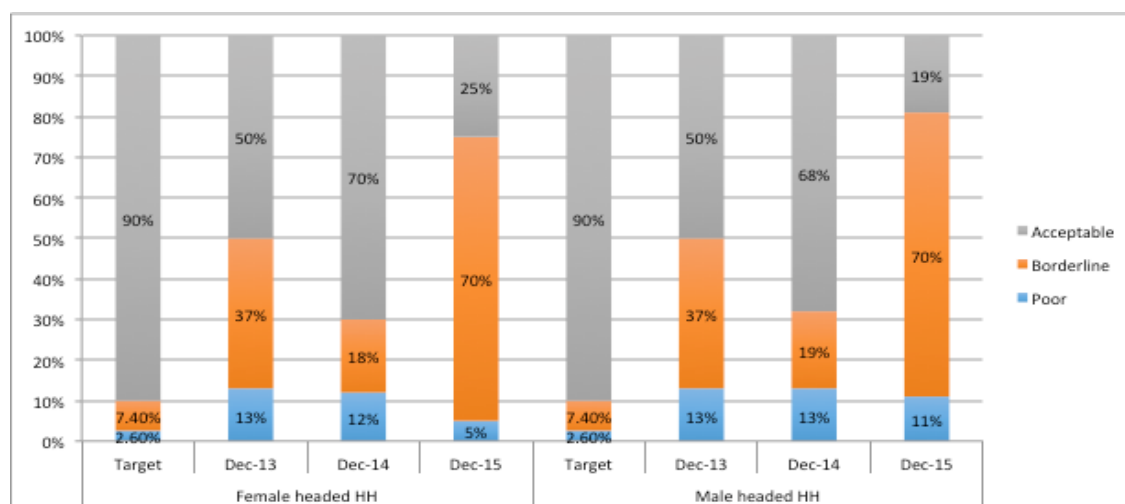
Source: SPR 2014 and Draft Standard Project Report WFP Afghanistan 2015

109. The VT provides food through vocational training and its target is to improve food security for involved households, at least for the duration of the training. Outcomes are the FCS and indicators related to the training, although the latter are not collected systematically. The lack of follow-up post-training is a missed opportunity to assess whether the training resulted in any benefit to the households. Figure 17 visualizes the FCS by year, disaggregated by female-headed households (FHH) and male-headed households (MHH).

110. It should be noted that by the nature of the activities, the data for the different years represent different groups of beneficiaries and therefore cannot be interpreted as a trend. The FCS of FHH in 2014 was quite good with 70 percent of households with acceptable FCS, despite suspension of activities in July of that year. In 2015 however, only 25 percent of FHH had an acceptable FCS. This was most likely due to the reallocation of food by WFP to life-saving activities under Objectives 1 and 3. However, the introduction of e-vouchers as a replacement when food stocks were insufficient has probably ameliorated this effect as reflected in the reduced percentage of FHH with a poor FCS. Although this percentage was still twice as high as the target of 2.6 percent it is likely that the target will be reached by the end of 2016.

111. There is an opportunity cost for women to participate in the VT. As women have to leave their normal activities, including income-generating activities to attend the trainings, it may have contributed to a reduction in their FCS. Overall the amount of food distributed for VT was unlikely to be sufficient to ensure adequate FCS among participating households.

Figure 17. Household FCS disaggregated by gender of household head



Source: SPR 2015

Purchase for Progress & Strategic Grain Reserve

112. The P4P programme in Afghanistan started in 2009, one year later than in other countries and was allowed to continue a full five years. It has since been extended by an additional year until the end of 2016. P4P Afghanistan has been the largest and most extensive in the global pilot, representing about ten percent of the WFP programme in Afghanistan, and is seen as an opportunity to develop a range of innovative activities. Table 17 summarises the main achievements of the programme during 2014 and 2015 regarding beneficiaries, production and purchases.

Table 17. P4P Primary Data for Each Programme Pillar

Pillar	Activity	2014	2015	Total
Pillar 1 a)	MT wheat grain purchased	3,122	755	3,877
	MT HEB purchased	252	277	529
	Farmer organizations registered	0	3	3
	# smallholder farmers	250	103	353
Pillar 1 b)	Farmers supported through ACTED	12,000	9,780	21,780
	Farmer organizations trained	45	46	91
Pillar 2	Flour fortified (MT)	44,416	62,200	106,704
	Soybean farmers trained	8,100	12,000	20,100
	Soya produced (MT)	1,800	4,000	5,800
Pillar 3	Value of contracts for equipment supplied/ renovated (USD)	901,400	802,600	1,704,000

Source: WFP CO P4P Unit, November 2015 (contains actual and estimated 2015 data).

113. Under pillar one of the programme WFP has encouraged production of wheat through direct interventions with farmer cooperatives - providing advice and inputs including more productive varieties and small items of machinery. The programme also sought to develop value chains by procuring wheat for its own programmes directly from these cooperatives. A mid-term assessment of the intervention found average yield increases of more than 20 percent in a survey of 367 participating

farmers.⁹⁶ The cooperatives are now more aware of the need for quality and better understand the WFP procurement process as reported by members and the CP. This should lead to the direct purchase of grain from these groups without the need for NGO support. They are also able to achieve better prices for their wheat crops. Soya production has also increased but growers have had difficulty selling their crop as it is not a traditional staple. At the same time the programme has successfully encouraged the production of food by more than 500 women.⁹⁷ However, some felt that this activity was an add-on intervention included only to address gender issues while it does little to address the production and market issues at a national level.

114. The programme has encouraged the production of fortified wheat flour (with iron, zinc, folic acid and vitamin B) and all the major commercial millers are now producing fortified flour through the supply of equipment, training and premix. However these mills are currently supplying only about one percent of the national flour requirement as they are only operating at 5 - 8 percent capacity due to price competition from the uncontrolled import of cheaper but unfortified flour from neighbouring countries. About half the total flour consumed is produced in small local mills. So far it has proved difficult to find a way to introduce fortification to these small mills while ensuring that the correct dose rates of pre-mix are used and therefore that the product is safe to use. The project is also working with NEI and bakers to develop techniques for the introduction of up to ten percent soy flour into bread recipes to increase protein content. Bread quality and consumer acceptability is good but commercial-scale development has not started yet.

115. A factory for high energy biscuits has been set up in Jalalabad, funded through WFP. The factory is operational and is capable of supplying 1000 MT per year (pa) for distribution by WFP and other humanitarian organisations. It is unfortunate that the use of High Energy Biscuits (HEB) has been greatly reduced, to 600 MT p.a. Partly in order to mitigate the effect of this, WFP is assisting the factory in the development and marketing of commercial biscuits to allow increased production and sales. A second HEB unit has been purchased but remains in storage pending increased purchase requirements.

116. Production facilities for lipid-based nutrient supplements (LNS) have been purchased jointly by WFP and GAIN in order to enable Afghan production of these foods. The process has been slow due to the need to tailor the unit to Afghan conditions and the difficulty of obtaining a contractual commitment from the commercial partner in Faryab province. The unit is still in France, however WFP expects that shipping will go ahead soon. WFP plans to purchase 1,300 MT per annum based on local almond production.

117. Under Pillar 3 of the programme WFP is supplying the MoPH with food testing kits and technical assistance in order to enable them to monitor the levels of fortification in flour. Laboratory equipment is currently being imported for this purpose. WFP is also advising the Afghanistan National Standards Authority (ANSA) on standards for fortified food. The objective is to achieve certification and regulation of fortified foodstuffs. A promotion campaign for fortified foods has been professionally commissioned by WFP and is ready to be launched in urban areas where fortified flour is available but has not yet been approved by MoPH. The aim of the programme is to increase awareness and uptake of fortified foods.

⁹⁶ Mid-term assessment of the ACTED project under the P4P, August 2015.

⁹⁷ Ibid.

118. The SGR is currently being supported by WFP through technical assistance on both the physical facilities and the management. Although the Government of Afghanistan, through MAIL, has a policy to develop the strategic grain reserve it does not have the management capacity to efficiently operate the SGR. With sufficient support from WFP this capacity might be achieved in two to three years but will require a commitment from MAIL to recruit and keep a sufficient calibre of staff. MAIL will also need to follow agreed operating procedures without taking decisions based on short-term funding requirements for other programmes. WFP is planning a study tour for policy makers and other stakeholders to Ethiopia to see how an SGR should be set up.

119. The SGR and milling industry suffers from uncontrolled imports of wheat flour from Pakistan. Although this may minimise the cost of flour to the Afghan consumer in the short term, it discourages commercial investment and activity in the sector.

120. P4P and the SGR programme are well supported by donors – particularly Canada and the Republic of Korea (RoK). Australia funded the first phase of a new bag storage facility as part of the SGR but the programme needs further donor support before it can move ahead with more facilities and meet operational funding requirements.

Gender and Protection

121. The link between addressing gender inequalities and improving food security is well understood under PRRO 200447, yet it is a challenge for the CO to build an effective link between the two in practice.

122. The current PRRO has identified four cross-cutting gender and protection indicators. As Table 18 indicates, the proportion for women beneficiaries in leadership positions decreased at the beginning of 2015, mainly due to the cancellation of VT activities but improved in the second half of the year. Another indicator, the proportion of women that received training on modalities of food, cash, and voucher distribution fell well below the target during the first half of the year but showed substantial improvement later in the year.

123. The protection indicators show progress. Beneficiaries felt safe enough to come and pick up food items and receive C&V, take part in programme activities and get information and share their complaints with WFP. Yet, WFP recognizes that some constraints and cultural attitudes have endangered the safe and secure access of women to distribution sites. To address this, WFP Pakistan has developed a safe distribution model to make distribution sites women-friendly and also to engage women in the management of the process. The CO has yet to contextualize and implement this for the Afghan context.

Table 18. Summary of Cross Cutting and Outcome Indicator Values for 2015

Category	Cross cutting indicators	2013 value - Baseline	2015 Target	Previous Follow-up	Latest Follow-up
Gender: gender equality and empowerment improved	a.1. Proportion of women beneficiaries in leadership positions of project management committees.	25	20	23	33

	a.2. Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution	Not available	60	25	46
Protection: WFP assistance delivered and utilized in safe, accountable and dignified conditions	b.1. Proportion of assisted people who do not experience safety problems to/from and at WFP programme sites	90	94	98.4	96
	b.2. Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain).	Not available	80	97.1	99.3

Source: 2015 SPR

124. With the formation of an internal gender working group in May 2015, certain convincing steps have been taken toward gender mainstreaming. The group has set up a gender advisory board to address the need to increase the number of women staff and facilitate the possibility for women entrepreneurs to engage in bidding processes. Since 2012, progress has been made to incorporate gender more systematically and efficiently in the programme. For instance, current activities are being analysed from a gender perspective; programmatic risks and problems are being identified and suggestions for improvement were given for each province and set of activities.

125. Despite this progress, mainstreaming gender at the provincial level remains demanding. Even with a systematic gender analysis and some measures to control gender-related inefficiencies and threats, there is not sufficient operational capacity or even gender-related knowledge at AO, CPs and PATs levels. Therefore, they are less likely to deliver services and monitor activities with sufficient gender responsiveness.

126. During the field visits, CPs stated that employing more women program officers was almost impossible although part of their agreement with WFP requires them to do so. In a meeting with PATs, the security issue was also referred to as a barrier for employing women monitors.

127. Given the historical and cultural context, promoting gender equality and women's empowerment is not easy and oft-times creates misunderstandings or even resistance. In meetings with different stakeholders, they showed hesitance about certain gender related components of the PRRO. In Takhar, stakeholders interviewed questioned the distribution of oil among girl students of secondary school and did not approve this positive discrimination; senior authorities of MoE expressed the same hesitance. Interviewees noted that men are breadwinners, and therefore, men have right to have the right to access more opportunities than women. On the other hand, there was a real demand expressed on behalf of women beneficiaries for more and deeper interventions by WFP. For instance, the head of Directorate of Women's Affairs (DoWA) in Takhar and her team requested women's greater and persistent inclusion as participants in asset creation activities.

128. Another gender sensitive mechanism within WFP activities is the beneficiary feedback hotline operated by a woman. The indicator for measuring the proportion of assisted people informed about the programme has already exceeded the project end target. Yet, people who were complaining about food diversions and misuse during field meetings did not know about this mechanism or did not take it seriously enough

as an option to make their voice heard. It is likely that the protection indicator related to this is significantly overstated.

129. WFP has done well to prioritize gender and protection within the CO and has made good progress despite a highly complex and challenging context.

Summary: Results of the Operation

PRRO 200447 reached a total of 3,263,345 beneficiaries in 2014 and 3,650,083 during its first two years of operation, exceeding the planned target of 3,330,900 (BR3). The largest activity, with 71 percent of the total number of actual beneficiaries was the General Food Distribution (GFD) for IDPs and other vulnerable groups. Some activities, including caseload and rations for GFD and CBT had to be reduced from the BR3 targets due to funding shortages.

Most of the gender targets have been met with the notable exception of asset creation, where the participation rate for women was only five percent in 2015 due to the nature of the projects selected. Cash and voucher distributions were significantly scaled up from US\$1,168,601 in 2014 to US\$4,750,731 in 2015, but were still lower than planned due to a lack of funding. The PRRO's revised budget of US\$524,650,235 is 53 percent funded. Outcome indicators for GFD may not be met if reduced rations continue while the food consumption score (FCS) targets may have been set too high given the context. The asset creation (AC) outcome indicator target has already been met – but this target was rather modest. MAM and school attendance targets have been met but vocational training (VT) and FCS targets have not.

Results are generally good despite the very challenging circumstances in Afghanistan. Beneficiaries, partners, and government all report very favourably on the coverage, effectiveness, and efficiency of the operation, but also indicate that there is room for improvement. The programme is largely on track to contribute to the three WFP strategic objectives and the strategic priorities of the country strategy.

2.3. Factors Affecting the Results

130. The primary internal factors affecting the results of the program include difficulties with M&E including those associated with the interfacing of several independent databases needed for data management. Another difficulty is communication within the CO and with its partners. External factors include the challenges of operating in the highly insecure environment of Afghanistan, funding shortfalls which seriously constrain the programme's outputs and the varied government capacity which present major constraints to developing an exit strategy.

131. The February 2015 internal audit report⁹⁸ identified some issues with the M&E system; since that time revisions in the systems are being put in place. The position of Head of M&E unit had been vacant for a year while reorganization of the unit and capacity building at all levels began in September 2015, soon after the position was filled. However, monitoring of activities remains challenging, especially in remote and insecure areas. This is aggravated by lack of capacity and a lack of female staff (both within WFP and within PATs), making it more difficult to obtain accurate data. Female beneficiaries are not normally permitted to talk to men who are not family members even in the presence of their husband. Male monitors thus have to resort to interviewing indirectly.

⁹⁸ Office of the Inspector General.

132. While WFP generally monitors its operations, this is not always possible due to the security situation. The use of PATs (either local NGO's or specialised firms) is advantageous in that they don't have to adhere to the stringent security measures that are needed for WFP staff (including armoured vehicles) and therefore can operate at lower cost and reach areas where WFP monitors can't go. Still, as they are additional resources, it remains an expensive solution. The local PAT staff have good access to the beneficiaries but may not have the specialised monitoring skills or the commitment of local WFP staff. The M&E unit will provide biannual monitoring trainings to the PATs starting in January 2016.

133. Payments to PATs were cut recently due to funding shortages and this will make it difficult for them to operate in the central highlands (particularly in Bamyan province) this winter. Because WFP will not distribute food if monitoring is not possible, this is very likely to have a negative effect on the implementation.

134. The M&E system has a strong emphasis on process and output indicators, and less on outcome indicators. This renders it difficult for the ET as well as for WFP, to determine and evaluate the effectiveness of its operations. The ET recognizes that CO M&E system is in transition and improved outcome indicators will be incorporated into the COMET system in the course of 2016.

135. The M&E Unit and field staff have made an effort to ensure good data quality, among others by using pre-coded data instead of entering text. However, there are still numerous issues they need to resolve. As previously mentioned, a review of the nutrition data revealed significant data entry errors, resulting in problems in processing the data and limiting the assessment of the actual impact of the programme.

136. WFP Country Office has collected sex-segregated data on the planned and actual number of beneficiaries on all its food and voucher recipients in 2014. Gender disaggregated actual data for January – June 2015 is available, and planned data has been derived from a query of the CO databases (M&E, LESS, COMPAS). Developing a rubric for database query reports (including notation of source database and date of query) will improve documentation; several database queries were necessary to obtain data required in the IR; this is partially due to the half-year period it covers in 2015, but also to the fact that the SPR does not report at the same level of activity disaggregation that is required by the evaluation. Inconsistent use of categories (activities, beneficiary categories, components, etc.) causes some confusion – more clarity and coherency in this regard would improve evaluability.

137. It was reported by CPs, observed by the ET and confirmed by senior management that there is a lack of capacity at Area Offices within WFP. The causes include the lack of choice of suitable staff and insufficient attention to capacity building such as training. The result is a weakened linkage between the planning of programmes at the central level and their implementation at local level. According to CPs it also leads to mistakes and delays in resolving local operational issues.

138. Staff are generally well-motivated and the routine operations work well despite the difficulties of the operating environment and rotation of international staff. This reflects the well established procedures of WFP and also the strength of the senior national staff. Some national staff feel that there is a lack of opportunity for promotion especially following the halving of WFP staff numbers in 2013; they again feel insecure given the current funding difficulties. It was requested that senior management do more to provide as much information as possible at staff meetings regarding future operations. It is recognised that this is a sensitive issue and difficult decisions need to

be made by management regarding staffing levels. Particularly during times of heightened tension some staff suffer from emotional stress. The artificial environment and the stress were reported to lead to sleeping and eating problems and reduce operating efficiency.⁹⁹

139. The ET did not observe any significant problems with the numbers or location of staff given the current programme requirements. WFP Afghanistan is aware of the need to keep this under review particularly as it is forced to reduce its activities in some provinces. P4P has historically been managed as a separate operating unit. This worked well during the pilot Special Operation but the arrangement is less appropriate as P4P is mainstreamed within the programme.

140. The logistics and distribution system is very well managed. However, operating in Afghanistan's highly volatile context is challenging. Food allocations often need to be changed at short notice due to sudden-onset emergencies and security issues, which leads to a reduction in rations in other programmes. Some unexplained delays in food reaching regional warehouses were reported by CP's. While the actual situation may be beyond WFP's control, partners would appreciate more open communication if this happens. More generally, there is a lack of coordination and communication both internally and with CPs. Several CPs reported the relationship between their organisation and WFP was good both at the corporate level and with individual staff but that it took a long time and much work by CPs to resolve contractual issues. These are routinely referred to the Area Offices and then back to the CO. The CPs would prefer to have a single, clear focal point at central level for contractual communications although they recognise the need for close liaison in the field during implementation.

141. Security is the major external factor facing WFP in Afghanistan and is reflected in the cost of operations, limited access to insecure regions, the need for external monitoring and personal stress on staff. In 2013, security costs for operations were twice as high as in Somalia (the next highest country).¹⁰⁰ The UN security organisation is regarded as very strong and to date the WFP has been very fortunate to experience very few attacks. The level of security restricts access to insecure areas and therefore makes it difficult for WFP staff to observe the situation on the ground. Despite this, the number of districts that cannot be visited by WFP or its partners (including PATs) has recently been about one in eight.¹⁰¹

142. Until 2013 the WFP programme in Afghanistan was fully funded. Since then the available funding has declined and in 2016 the current expectation for funding is US\$115 million out of a programme target of US\$185 million (62 percent). This shortfall in funding has forced WFP to make difficult decisions regarding its programmes. Vocational training has been greatly reduced while the funding for SO 1 "saving lives" has been preserved as much as possible. WFP has not taken advantage of competitive funding opportunities from USAID. This funding requires substantially more effort with no guarantee of success but grants are normally multi-year, bringing greater financial stability. USAID funding for areas of potential interest of WFP include humanitarian assistance, health, food security, education, disaster risk reduction and even infrastructure. Resources are awarded via competitive processes and generally involve proposal writing and results-based budgeting. The USAID mission in Kabul strongly recommended that WFP CO discuss with them areas of mutual interest to be availed through these more competitive processes.

⁹⁹ Interview with Staff Counsellor, CO during interviews in November 2015.

¹⁰⁰ Reported by Head of Security, CO during interviews in November 2015.

¹⁰¹ WFP Accessibility Map, April 2015.

143. A significant portion of WFP funding is provided in the form of food. This complicates logistics and does not stimulate the expansion of e-vouchers (as has been requested by The Government of Afghanistan). Arrival of food in-country has been delayed due to funding issues. This, together with the challenging and rapidly changing conditions in-country put a high burden on logistics and funds.

144. The government's varying capacity restricts the ability of WFP to actively bring about technical and policy changes within ministries; this includes disunited leadership, restricted capacity for policy and technical analysis and delayed implementation of actions. In addition the presidential elections held in April 2014 resulted in five months without clear leadership until the Government of National Unity was formed. After that it took several months for the appointment of ministers and in some ministries there are high officials from the two electoral factions. This makes it difficult to achieve a working consensus in programme and policy discussions.

145. It was noted by donors, partners and The Government of Afghanistan that more could be done to improve the "Working as One" Partnership between the UN organisations working in Afghanistan. UNICEF is receptive to the possibility of shared funding of activities. The increased use by donors of the UN common fund is likely to encourage a closer working relationship between UN organisations.

Summary: Internal and external factors affecting the operation

The primary internal and external factors affecting the results of the include the challenges of operating in the highly insecure environment of Afghanistan, difficulties with M&E and data management, and facilitating communication within the CO and with its partners. Funding shortfalls seriously constrain the programme's scope, while in-kind contributions limit the flexibility to choose the most appropriate modality. Limited government capacity presents major constraints to the progressive handover of activities to government.

3. Conclusions and Recommendations

3.1. Overall Assessment

Appropriateness

146. The WFP programme responds to a clear need in Afghanistan particularly to short term and chronic food shortages, food insecurity and malnutrition caused by environmental and man-made shocks. The need is made greater by the inability of The Government of Afghanistan to fully address these problems through its own resources, although, recently, the government has handled smaller incidents on their own.

147. The programme is generally coherent with government development policies and more particularly with those related to public health, education, agriculture and disaster management. While there is coherence, the government would like greater ownership of the programmes. In addition, the system of funding WFP programmes through direct food contributions from donor countries is not aligned with the Government of Afghanistan's long-term aim of sourcing food from domestic supplies. The Purchase for Progress programme, however, strongly supports this aim.

148. The targeting across activities is well aligned with the needs and the cultural context and the transfer modalities are generally appropriate. Although the context is

highly constraining there may be opportunities to further target women and enhance their involvement in non-traditional activities to increase their productive assets in a sustainable way.

Efficiency

149. In general the programmes are managed well and largely reach the targeted population as planned and on time. The programme has to work within a worsening security situation with the limitations and constraints that this causes in terms of access, monitoring, and costs. Communications between CO and AOs and between WFP and its CPs and PATs need to be strengthened as delays and misunderstandings were widely reported.

150. Working through the existing health system is highly efficient and ensures buy-in from stakeholders while enhancing the capacity of the national health-care system.

151. The lack of capacity and clear leadership of some government institutions at all levels makes capacity building slow and inefficient; WFP leadership reports a lack of progress in several areas of policy-making and technical cooperation. However, these government agencies represent the only sustainable, long-term option.

152. The lack of coherence between the various data reporting systems, the lack of clear linkages between programming and M&E and the differences in reporting formats (for instance between those used in SPRs and BRs and external evaluations), make coordination and data analysis difficult. Planning, operations, M&E and external evaluations would be more effective and efficient if there was better coordination and streamlined data.

Effectiveness

153. The PRRO has reached 3,650,083 beneficiaries or 101 percent of its targets. The PRRO has distributed 80,462mt of food equivalent to 73 percent of the planned tonnage. The distribution of less than the planned tonnage has clearly reduced the effectiveness of the programme as evidenced by the high percentages of beneficiaries with poor and borderline FCS.

154. A determination of the effectiveness of the nutrition programme has been difficult due to numerous issues related to the nutrition data. While on the surface the nutrition outcomes look to be above international standards, the ET feels that this may not reflect entirely the reality of the programme.

155. The effectiveness of the vocational training and some of the asset creation programmes were mixed. Activities were not always well planned or were too short in duration to lead to independent or sustained income generation by the beneficiaries.

Sustainability

156. The need for longer term interventions is clear in order to increase the resilience of vulnerable populations; this resilience, together with an increase in the ability of The Government of Afghanistan to address the national food needs, is the only way that WFP can work towards an exit strategy. While CO is appropriately emphasising asset creation and livelihood development activities, in the face of funding shortfalls, these activities lose priority as the emergency food distributions (under strategic objective one - "saving lives") take precedence.

157. Although the food distributions themselves are not self-sustaining the capacity building programmes at all levels of government and with CPs and PATs will continue to produce benefits beyond the PRRO.

158. The P4P activities and SGR project aim to produce sustainable benefits but these will depend on continuing government support through favourable policies and budget support. Sustainability of small-scale factories set up under the P4P programme cannot be guaranteed by WFP purchases as programme direction may change and funding cannot be guaranteed.

Impact

159. A strong impact was reported by beneficiaries and other stakeholders for the emergency food distributions, the TSFP activities, and the ScF programmes. These programmes generally achieved their expected impact of saving lives, reducing undernutrition and improving school attendance respectively. The impact of some asset creation schemes e.g. irrigation scheme renovation in Takhar are strong. Others, such as the natural resource management interventions in upper catchments and routine canal cleaning operations, had limited or unclear attributable impact. The impact of vocational training is also unknown as it is not measured but is questionable due to short duration of courses and limited market opportunities for textile products.

Gender

160. Due to the major cultural and security challenges affecting gender equality in Afghanistan, WFP CO has included gender as a major issue in the programming, implementation and monitoring of its programmes and operations. WFP aims to make a significant contribution to the development of women in Afghanistan through all its programmes and in particular through TSFP, ScF and VT.

161. Progress has been made during the PRRO to incorporate gender and humanitarian protection more systematically and efficiently in the programme through a new corporate gender policy and a WFP Afghanistan gender working group. Activities are analysed from a gender perspective and programmatic and operational risks and problems are being identified and solutions sought. However mainstreaming gender at sub-national level remains demanding as operational capacity and gender-related knowledge at Area Office, CPs and PATs levels remains weak. This leads to gaps in the gender responsiveness of services and monitoring. In most rural areas, security and cultural restrictions make it very difficult to achieve gender parity among WFP, CP and PAT staff although significant progress is being made in the CO.

162. The Asset Creation component needs to be reviewed to rectify the under-participation of women in such projects. The tendency to consider it as a reflection of socio-cultural reality and an everlasting barrier to women's empowerment will not encourage the development of creative, alternative solutions. In some cases solutions have been found but to date these are insufficient.

3.2 Recommendations

163. The evaluation team makes the following recommendations based on the findings and conclusions. Initial conclusions were shared with CO and RB and two feedback sessions were held to gather input. The recommendations below take that feedback into account.

1) Future Programming

For the next PRRO, envisaged in January 2017, activities should be carefully prioritised and strictly targeted given funding constraints and vulnerabilities:

- a. The core activities of the current PRRO, including P4P and the support to the SGR should be maintained with some changes, keeping CO operating principles of 'depth over breadth' in mind. GFD and TSFP meet the most acute needs and should be given the highest priority. ScF, AC and VT all address important needs and should further target women and girls. P4P and the support to the SGR are closely linked to government policy and a WFP exit strategy. Funds should be prioritized for these important development initiatives.
- b. In line with The Government of Afghanistan policy, local procurement of nutritious food and increased use of C&V modality should be maximised and commodity food imports reduced where possible. Given the limited funds available, stricter targeting of all activities is particularly important; the VAM unit needs to continue to ensure that WFP concentrates its efforts on the most vulnerable provinces and districts.

2) Exit Strategy

- a. As soon as possible, CO leadership should develop an exit strategy, complete with timeline, a capacity enhancement strategy and indicators in order to note progress towards exit. This would better enable WFP Afghanistan to facilitate a gradual hand-over of its activities to government agencies consistent with government priorities. Despite the overarching ambition of the Government of Afghanistan to take ownership of the humanitarian programmes in Afghanistan, the evaluation team recognises that given the challenging environment, a full transition to the Government of Afghanistan may take several years.
- b. In order to achieve this gradual hand-over, CO senior management need to remain fully engaged with the key ministries through regular contact, particularly MoE, MoPH and MAIL, and make progress where and when possible. Formal and informal training programmes, awareness visits overseas, and mentoring of key government staff may all be appropriate means of making progress. Collaboration is already producing strong results in the school feeding programme and through the Nutrition Database cluster initiative.

3) Gender

CO should build on the recent development of its new gender working group to improve its own practices and to set an example for partners, government and beneficiaries. The ET recommends some further steps:

- a. Prior to the next PRRO, the CO program team must find innovative ways to ensure that women are included as participants in future asset creation programmes despite the cultural restrictions on women's involvement in physical work outside the home. This may include bee-keeping, home-gardening and chicken-keeping. Gender equality efforts should go beyond ensuring equal numbers of male and female beneficiaries. It should help address the practical needs of women and contribute to the empowerment of women to obtain equal representation.

- b. During 2016, CO with the support of the CO Gender Advisor should complete the contextualization of the WFP Pakistan safe distribution model which incorporates the construction of women-friendly corridors. This should be rolled out before the end of the current PRRO so that the next PRRO can benefit from the learning.
- c. Before January 2017, CO M&E unit should work with RB to develop qualitative and practical gender indicators to enable WFP Afghanistan to better capture the progress on gender issues. This should build on work and lessons learned already captured in the region and should include training in their use.
- d. In the next three months, the WFP Gender Working Group with WFP Afghanistan management should determine whether translation of the gender mainstreaming guidelines and other documents and training materials into local languages would be worthwhile.
- e. By the next PRRO, VT should incorporate activities that lead to clear income generating opportunities and other important social benefits for the participants commensurate with the level of training provided. If the aim of a programme is to create marketable products and services, then WFP needs to assess the market options before launching the programme. Outcome monitoring would be ideal to ensure the value of the VT but if this is difficult to achieve, then at least some ex-post studies should be conducted to better determine longer-term results. However, in light of resource constraints and to increase the efficiency and effectiveness of VT, the CO should target effective VT programmes of other service providers rather than WFP running their own VT programmes. In this model, WFP would provide food and CBT.
- f. The CO should immediately speed up the process of designing and building women-friendly distribution sites. When safe and sex-segregated spaces for distribution are constructed, women will be more eager to engage in the management of such sites. This will further empower women at local level including within community leadership structures.

4) The future of Purchase for Progress

Over the course of 2016, WFP needs to identify the key elements of the P4P programme that can be integrated into the mainstream programmes. At the same time the principle of simplicity should be applied to examine the range of activities.

- a. The existing specialist skills related to fortification and production within the P4P unit should not be lost at the end of the PRRO as they will be needed to further develop the activities. It is proposed that a technical service unit should be set up within WFP Afghanistan for this purpose while programme management, procurement and logistics should be handled by the relevant units within WFP Afghanistan by January 2017.
- b. The RB and WFP globally should recognise the leading role that WFP Afghanistan is playing in developing local production methods and continue to support it. This could be done in part by ensuring lessons learned are fully shared over the next six months at RB and HQ level to maximise the value of the pilot programme globally.
- c. Food fortification, including quality and safety control, along with the containerised production unit are the most important elements of the programme for WFP and should be retained. By 2017, activities designed to increase wheat

production and marketing linkages should be taken over by other agencies more involved in these areas such as FAO, MAIL, other development stakeholders and NGOs.

- d. The Republic of Korea uses WFP to manage their funding of the NEI soy bean development programme, however the added value of WFP's involvement is not clear. WFP Afghanistan should immediately and critically review whether it is the best use of their staff resources to continue to manage this activity.
- e. It is recommended that the involvement with the SGR continue. WFP should more formally support the capacity enhancement of MAIL including policy development and the creation of relevant procedures for grain procurement and distribution. These should begin in earnest in 2016 and be included in the overall capacity building plan as part of the exit strategy.

5) Working as One

As part of the "Working as One" initiative, over the course of 2016, WFP Afghanistan needs to further integrate its activities with other UN agencies as follows:

- a. With FAO in relation to the SGR and grain production and marketing; with UNICEF and other agencies in relation to education material on health and nutritional matters and with UNDP and other agencies and development partners in relation to asset creation and DRR.
- b. The core strengths of WFP are recognised to be its national coverage, logistics and nutrition expertise. WFP should make these strengths available to all humanitarian actors while making better use of the strengths of other agencies.

6) Funding

WFP needs to seek new funding opportunities and at the same time carefully manage the effects that shortfalls have on the ongoing operations:

- a. Within 2016, WFP, at CO, RB and HQ levels should ensure that they take advantage of all possible sources of income. This should include competitive funding, such as those available from USAID that could be applied for either alone or in partnership with other organisations. The process of applying for this stream of funding will require specific skills such as bid preparation that could be concentrated at RB or HQ. USAID funding for areas of potential interest of WFP include humanitarian assistance, health, food security, education, disaster risk reduction and even infrastructure. Resources are awarded via competitive processes and generally involve proposal writing and results-based budgeting. The USAID mission in Kabul strongly recommended that WFP CO discuss with them areas of mutual interest to be availed through these more competitive processes.
- b. Funding shortages have led to inevitable cutbacks of programmes. The CO needs to consider more carefully the impact that cutbacks in programmes such as VT or AC have on beneficiaries, CPs and WFP's own reputation when they are applied at short notice, after an intervention has been started or promised. Starting in 2016, CO management should plan changes carefully and ensure that there is full transparency with staff and partners about the process.

7) The Use of Programme Assistance Teams

- a. The use of PATs should be closely monitored by CO and should be guided by a clear policy on the circumstances under which they can be used. This should be developed in the next few months. PATs were introduced in order to be able to continue operations in areas where WFP staff did not have access however their use has become routine in more secure regions. Cost advantages should be carefully balanced against the disadvantages of decreased direct involvement of WFP staff in interventions and weaker connections to beneficiaries.

8) Maximising sustainable impact at the local level

WFP should improve the sustainable impact of its operations by improving communication with beneficiaries, partners and its own staff:

- a. Greater impact can be achieved for all the programmes if food distributions are combined with training and education of staff and general messages to beneficiaries regarding nutrition and health. By the next PRRO, the CO needs to use its added value of coverage to provide appropriate messages, particularly on the prevention of malnutrition. Such messages could also be included in literacy training packages.
- b. WFP Afghanistan should work with partners including the government to find innovative ways to improve outreach for the nutrition interventions by the start of the next PRRO. Although access is a major problem, particularly in remote areas, there may be options to build on the mobile services of other stakeholders and more opportunities for promotional work at village level.
- c. The link between CO and AO/SO needs to be strengthened. To achieve this CO-based staff, especially management, health and M&E should spend more time in the field beginning in 2016.
- d. In 2016, the CO needs to closely monitor AC results from 2015 to ensure the planned handover to government and subsequent operations and maintenance activities occur.

9) Data Management

Data management and reporting should be improved to enhance programme management and transparency in line with the PRRO guiding principle of accountability.

- a. To increase the evaluability of programmes and better communicate results, CO, RB and OEV supported by staff rolling out COMET, should harmonize the required data as soon as possible. Data required for evaluation factsheets do not correspond well with the data provided in the SPR leading to potential under-reporting of important results. At the same time the SPR does not provide a sufficiently clear picture of the activities, results and progress of the programme and needs reform at a global level. These efforts should begin immediately.
- b. Harmonization is also required across the CO's many databases and this could be a natural outcome of improved alignment between programme management information requirements with M&E data requirements. The development of a corporate M&E system would be a useful step and could include the use of open source kits (OSK) to increase the ease of updating and maintaining the system, as well as other tools such as mobile monitoring.

Annexes

Annex 1: Acronyms

AC	Asset creation
ABMMC	Afghan Besim Mobile Money Company
AFSANA	Afghanistan Food Security and Nutrition Agenda
ALCS	Afghanistan Living Conditions Survey
ANDMA	Afghanistan National Disaster Management Authority
ANDS	Afghan National Development Strategy
ANSA	Afghanistan National Standards Authority
AO	Area Office
APPMR	Afghanistan Programme Performance Monitoring and Reporting
AWWDO	Afghan Women Welfare Development Organization
BPHS	Basic Package of Health Services
BR	Budget revision
BV	Baseline value
C&V	Cash and vouchers
CAF	Care of Afghan Families
CARDA	International Centre for Agricultural Research in Dry Areas
CAS	Community Asset Score
CBDRM	Community Based Disaster Risk Management
CEDAW	Convention on the Elimination of Discrimination Against Women
CBO	Community-based organization
CBT	Cash-based transfers
CDC	Community development council
CHAP	Consolidated Humanitarian Assistance Programme
CHF	Common Humanitarian Fund
CHW	Community Health Worker(s)
CO	Country Office
COMET	Country Office Monitoring and Evaluation Tool
CP	Cooperating Partner
COMPAS	Commodity Movement Processing and Analysis System
CSO	Central Statistics Office
CU5	Children under five
DEO	District Education Office
DoWA	Directorate of Women's Affairs
DPM	Disaster Preparedness and Mitigation
DRM	Disaster risk management
DRR	Disaster risk reduction
DSC	Direct support costs
EB	Executive Board
EPCI	Emergency Preparedness and Response Capacity Index
EQAS	Evaluation quality assurance system
ESP	Economically Stressed Population
ESRP/ESUP	Economically Stressed Rural/Urban Population
ET	Evaluation team
FAO	Food and Agricultural Organization
FCS	Food consumption score
FEWS-NET	Famine Early Warning Systems Network
FHH	Female-headed household
FLA	Field level agreements
FSAC	Food Security and Agriculture Cluster
FSMS	Food security monitoring system

GAM	Global acute malnutrition
GDP	Gross domestic product
GER	Gross Enrolment Ratio
GFD	General food distribution
GII	Gender inequality index
GPI	Gender Parity Index
HAZ	Height-for-age Z-score
HDR	Human Development Report
HEB	High energy biscuits
HH	Households
HHFCS	Household Food Consumption Score
IDP	Internally displaced person
IMAM	Integrated Management of Acute Malnutrition
INGO	International non-governmental organization
IOM	International Organization on Migration
IPC	Integrated phase classification
IRC	International Rescue Committee
LESS	Logistics Executive Support Systems
LEVAW	Law on Elimination of Violence against Women
LFU	Latest follow-up
LNS	Lipid-based nutrition
LTSH	Land transport, shipping and handling
LoA	Letter of Agreement
LoU	Letter of Understanding
MAIL	Ministry of Agriculture Irrigation and Livestock
M&E	Monitoring and evaluation
MAM	Moderate acute malnutrition
MDCA	Monitoring Data Collection Application
MDG	Millennium development goals
MHH	Male-headed household
MMR	Minimum monitoring requirements
MNT	Micronutrient tablets
MoE	Ministry of Education
MoLSAMD	Ministry of Labour, Social Affairs, Martyrs and Disabled
MoPH	Ministry of Public Health
MoWA	Ministry of Women's Affairs
MRRD	Ministry of Rural Rehabilitation and Development
MT	Metric tonne
NABDP	National Area Based Development Programme
NAF	Nutrition Action Framework
NAP	Afghanistan's National Action Plan
NAPWA	National Action Plan on Women in Afghanistan
NDP	Natural Disaster-affected Population
NEI	Nutrition and Education International
NER	Net enrolment ratio
NESP	National Education Strategic Plan
NGO	Non-governmental organization
NNS	National Nutrition Survey
NPP	National Priority Programmes
NRM	Natural resource management
NRVA	National risk and vulnerability assessment
NSP	National Solidarity Programme
OCHA	Office for the Coordination of Humanitarian Affairs
ODI	Overseas Development Institute
ODK	Open Source Data-kit

ODOC	Other direct, operational costs
OECD-DAC	Development Cooperation Directorate – Development Assistance Committee
OEV	Office of Evaluation
P4P	Purchase for Progress
pa	Per annum (per year)
PATs	Programme assistance teams
PD	Project Document (Specifically the board approval of PRRO 200447 in November 2013).
PDM	Post-distribution monitoring
PET	Project end target
PFU	Previous follow-up
PLW	Pregnant and lactating women
PND	Public Nutrition Department of MoPH
PO	Project Officer
PPIF	Project planning information format
PRRO	Protracted relief and recovery operation
RoK	Republic of Korea
RB	Regional bureau
RUF	Ready to use foods
SAARC	South Asian Association for Regional Cooperation
SAM	Severe acute malnutrition
ScF	School feeding
SD	Standard Deviation
SFHC	School feeding head count
SFL	Shelter for Life International
SGR	Strategic grain reserve
SO	Strategic objective
SO	Special Operation (P4P, SGR and UNHAS)
SOP	Standard operating procedures
SPR	Standard project report
TA	Technical assistance
TBD	To be determined
THR	Take-home rations
TOR	Terms of reference
TSF(P)	Targeted supplementary feeding (programme)
UN	United Nations
UNCT	United Nations country team
UNDAF	United Nations Development Assistance Fund
UNESCO	United Nations Education, Scientific and Cultural Organization
UNICEF	United Nations Children’s Fund
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
UNHAS	United Nations Humanitarian Assistance Service
UNHCR	United Nations High Commissioner for Refugees
UNHCT	United Nations humanitarian country team
UNSCR	United Nations Security Council Resolution
US	United States
VAM	Vulnerability Assessment and Mapping
VT	Vocational (skills) training
WHO	World Health Organization
WHZ	Weight-for-age Z-score
WINGS	WFP Information Network and Global System
WOW	WFP Operational Works
WRA	Women of reproductive age

Annex 2: Terms of Reference

Link to public site:

<http://www.wfp.org/content/afghanistan-prro-200447-assistance-address-food-insecurity-and-under-nutrition-operation-eva>

Annex 3: Field Visit Schedule

Day	Date	Activity
Saturday	14th November	ET arrives in Afghanistan.
Sunday	15th	Initial briefings with CO and individual programme units.
Monday - Thursday	16-19th	Detailed meetings with WFP staff and key stakeholders – Donors, Government, Partners and other NGOs.
Sunday - Wednesday	22nd – 24th	Visit to Takhar Province via UNHAS flight to Faisabad. Meetings with WFP Faizabad area-office and WFP Takhar staff, Beneficiaries, Partners, Local Government officials (in Faisabad and Taloqan), other stakeholders.
Thursday, Saturday and Sunday	26, 28 and 29th	Visits to Kabul Province. Meetings with WFP Kabul Area Office and Beneficiaries, Partners, Local Government officials, other stakeholders. Preparation and submission of Aide Memoire
Monday	30th	Debriefing with senior management Debriefing with CO, RB,OEV and EM.
Tuesday	1st December	Final meetings and preparation of stakeholder workshop.
Wednesday	2nd	Stakeholder workshop - CANCELLED due to security alerts.
Thursday	3rd	Meetings with stakeholders that were not available earlier, follow up of conclusions and draft recommendations with CO as necessary.
Friday	4th	Team leaves Afghanistan.

Annex 4: List of People Met

Date	Thematic Area	Name	Designation	Department	ET member
09-Nov	C&V - electronic	Parisa Zahir	KAO Field Monitor	WFP (ex)	DTC
15-Nov	General	Angeline Rudakubana	Deputy Country Director	WFP	All
15-Nov	Gender	Anu Pilay; Shakeela Ellahi; Amrit Sandhu; Tahira Besharat;	Gender Focal Points of UN Agencies in Afghanistan	UNCT-Gender Working group	NM
15-Nov	SGR	Jonathan Cowens,	WFP consultant	WFP	DTC
15-Nov	SGR	Engineer Mohammed Omar	Director SGR	MAIL	DTC
15-Nov	SGY	Homayoon	Advisor to DM (Finance and Admin)	MAIL	DTC
15-Nov	General	Brian Gray	Head of Program	WFP	All
16-Nov	Nutrition	Dr Khalil	Nutrition M&E Officer PND	MoPH	DS, DTC, AH
16-Nov	Nutrition	Dr. Syaik Kolak	IMAM Officer	MoPH	DS, DTC, AH
16-Nov	Nutrition	Dr. Quraeshi	Survey	MoPH	DS, DTC, AH
16-Nov	Nutrition	Dr. Ludin	Head of PND	MoPH	DS, DTC, AH
16-Nov	Nutrition	Mohammad Sami Nabi	Head of Field Operations Department	CSO	SB
16-Nov	P4P	Dr. Mohibullah Wahdati	Deputy Country Director	GAIN	DTC, DS, AH
16-Nov	Monitoring	Najib Noor	Director of Operations and colleagues	MADERA	NM

16-Nov	General	Brian Gray	Head of Program	WFP	DTC, DS, AH
16-Nov	DRR	M. Qasem Haideri		ANDMA	SB
16-Nov	Nutrition	Leo Madunga	oi Nutrition Sector, Coordinator Nutrition Cluster	UNICEF, Nutrition Cluster	DS, NM, AH
16-Nov	P4P	Jamshid Zewari and Mohammad Haleem Labibpur	P4P unit - programme officers	WFP	DTC
16-Nov	General	Kim Ronning	Head of HR	WFP	DTC
16-Nov	Monitoring	Jason Smith and Ahmad Fahim Shirzada	Country Director and colleague	CTG	DTC
16-Nov	DRR	Qasem Haideri	Deputy of Planning and Policy	Afghanistan National Disaster Management Authority (ANDMA)	SB
16-Nov	Gender	Shakeela Ellahi	Gender and Protection Officer	WFP	NM
16-Nov	Capacity Building	M. Sami Nabi	Director Field Operation	Central Statistical Office (CSO)	SB
17 Nov.	Food Security	Noor Habib Arwal	Food Security & IPC Advisor	Landell Mills, Ministry of Agriculture	SB
17 Nov.	DRR, AC	Naseer Popal	Director Social Protection	Ministry of Rural Rehabilitation & Development (MRRD)	SB
17 Nov.	Logistics	Damiano Scalici	Head of Logistics	WFP	DS
17 Nov.	Gender	Shruti Upadhyay	Gender Specialist	UNWOMEN	NM
17 Nov.	Overall	Angelline Rudakubana	DCD (Operations and Programmes)	WFP	DTC

17 Nov.	Security	Erwan Rumén	Head of Security	WFP	DTC
17 Nov.	M&E	Utomo Tjipto	M&E officers	WFP	DS, AH
17 Nov.	M&E	Ahmad Rahmin	M&E officers	WFP	DS, AH
17 Nov.	M&E	Naseer	M&E officers	WFP	DS, AH
17 Nov.	Gender	Dorte Jessen	Head of M&E and member of internal GWG	WFP	NM
17 Nov.	M&E	Dorte Jessen	Head of M&E	WFP	DS, DTC
17 Nov.	P4P	Djordje Vdovic	Former Head of P4P	WFP	DTC (Skype)
17 Nov.	Donor Relations	Julie Martinez	Head of Donor Relations	WFP	DTC
18-Nov	School Feeding and Vocational Training	Ezzatullah Saeedi	Programme Officer	WFP	NM, DS, AH
18-Nov	School Feeding	Ghulam Jelani Hamayun	Deputy Minister for Academic Affairs and colleagues	MOE	NM, AH
18-Nov	P4P	Javlon Hamdamov, Shah Jahan Rahimi, Verle Schouten, Katrina Zacharetski,	Country Director, Deputy reporting manager and colleagues	ACTED	DTC
18-Nov	P4P	Abdul Baseer Farahi , Abdul Fahni, Javed Afzal	Director of Operations and colleagues	NEI	DTC
18-Nov	Nutrition	Elham	Nutrition unit	WFP	DS

18-Nov	Gender and Social Protection	Fazal Ibrahim	Director of Policy and Planning	MoLSAMD	NM
18-Nov	DRR	Charlie Ashley	Humanitarian Affairs Officer	HCT	SB
18-Nov	Asset Creation	M. Aman Amanyar	Director of Forestry	MAIL	SB
18-Nov	Compliance and Coordination	Gordon Craig	DCD (Support Services)	WFP	DTC
18-Nov	Staff Issues	Zaman Rajabi	Staff Counselor	WFP	DTC
18-Nov	General	Dominic Parker	Head of Office	UNOCHA/HCT	SB
19 Nov.	AC	Sadiq Amin	Program Officer	WFP	SB, DS
19 Nov.	FS/Refugees	Elisabetta Brumat	Senior Protection Officer	UNHRC	SB, DS, AH
19 Nov.	DRR	Aimal Khaurin	National Coordinator - GEF	GEF-UNDP	SB
19 Nov.	Cash Voucher	Samuel Clendon	Program Officer	WFP	SB
19 Nov.	DRR, AC, GFD	Hazrat Siddique Amin	Emergency unit	WFP	DS, SB, AH
19 Nov.	C&V - electronic	Said Haris Hashimi	Director	ABMMC	DTC
19 Nov.	Donor Relations	Renata Pistone	First Secretary (Development)	Canadian Embassy	DTC
19 Nov.	IDP	Elisabetta Brumate		UNHCR	DS, SB, AH
19 Nov.	IDP	Gul Mohammad Ahmadi	Humanitarian Assistance Programme	IOM	DS, AH

19 Nov.	IDP	Mohammad Omar Majeedi	Cross-Border Return and Reintegration	IOM	DS, AH
19 Nov.	IDP	Maryam Admazai		IOM	DS, AH
19 Nov.	Gender	Gordon Craig; Bhai Thapa; Feze Hosseini	Deputy Country Director; Head of Admin and Finance; Public Relations and Communication Officer	WFP	NM
19 Nov.	Gender	Hafizurahman Nasiri	Programme Officer	WFP	NM
19 Nov.	C and V	Samuel Clendon	C&V unit	WFP	DTC
20 Nov.	General	Claude Jibidar, Angeline Rudakubana, Gordon Craig	CD and 2 DCDs	WFP	ALL
22 Nov.	VAM	Thi Van Hoang	Head of VAM Unit	WFP	SB
Field Visits Takhar and Badakhshan					
23 Nov.	AC/Livelihood	Beneficiaries	Group Meeting	Village Chanar - Tree Plantation Beneficiaries	SB
23 Nov.	General	Dr. Yasim Zia	Takhar Provincial Governor	Takhar Gov't	DTC
23 Nov.	AC	Beneficiaries	Group Meeting	Village Malikhotian - Flood Protection Wall Beneficiaries	SB
23 Nov.	Cash Voucher	Beneficiaries	Group Meeting	Village Mohajir Kishlok - Flood Protection Wall Beneficiaries	SB
23 Nov.	Nutrition	Beneficiaries, clinic staff and ADAA	Group meeting	Beneficiaries, clinic staff and CP at CHC	DS
23 Nov.	VT	Karima Hawsh	Director	ACW	DTC

23 Nov.	SF	Shir Mohammad; Abdolhadi Nabil	Group Meeting	School Master and CP	NM
23 Nov.	SF	Sayed Enayatullah Nawid	Director	DoE	NM
23 Nov.	Nutrition	Dr. Hafizullah Safi	Director of Public Health	DoPH	DS
24 Nov.		CPs Representatives	CP's in Takhar	AKDN, Afghan Aid, ACTED, AWC, COF, NAC	ALL
24 Nov.	P4P	Eng Abdul Qahar and 8 representatives of coop	Deputy area Coordinator (ACTED) and beneficiaries	P4P Project	DTC
24 Nov.	AC	Haji M Akbar	Deputy Director	MRRD	SB
24 Nov.	CV	Various	Beneficiaries	Beneficiaries of Cash voucher scheme of village Dum Kushlak	SB
24 Nov.	AC	Razmohamat	Director	DRRD Taloqan	SB
24 Nov.	SF	Sedigheh Hakimi; Abdolhadi Nabil; Etc.	Group Meeting	School Master; School Teachers; DoE Monitor; Girl Students	NM
24 Nov.	Nutrition	Beneficiaries, clinic staff and ADAA	Group meeting	Beneficiaries, clinic staff and CP at BHC	DS, AH
25 Nov.		CPs Representatives	CP's in Faizabad	ACW, CONCERN, SFL, AKF	DS,AH,SB, NM
25 Nov.	General	Najibullah Rahmani	Head of Office		DTC
25 Nov.	AC	Ghulam Hassan	Deputy Director	Department of Agriculture, livestock and Irrigation (DAIL)	SB

25 Nov.	Nutrition	Dr. Abdul ...	Acting Director/Nutrition Officer	Directorate of Public Health Faizabad	DS, AH
25 Nov.	General	Omar Arian	Head of Programmes FSO	WFP	
25 Nov.	AC	Ghulam Hassan	Deputy Director	DAIL	DTC, SB
25 Nov.	Nutrition		Nutrition Focal Point	WFP Faizabad	DS, AH
26 Nov.	Gender	Zofonoon Hesam Nategh and colleagues	Director	DOWA Faizabad	NM
26 Nov.	Gender	Manija Hajir	Gender Focal Point	WFP Faizabad	NM
26 Nov.	Gender	Rahmatullah Mowahid	Senior Programme Assistant	WFP Faizabad	NM
26 Nov.	Gender	Junaidullah Aini	Director	DoLSAMD	NM
26 Nov.	DRR	Said Ullah Dahqan	Head of ANDMA	ANDMA Faizabad	SB, AH
26 Nov.	AC/Livelihood	Abdul Nasir	Head of Programmes/Acting Director	DRRD Faizabad	SB, AH
WFP Kabul					
27-Nov	Nutrition	Carrie Morrison	Head of Nutrition Unit (currently on TDY in Nepal) Skype	WFP	DS
27-Nov	Gender	Mohammad Sarwar Hemmat	Senior Programme Officer ; Cluster F Coordinator	CTG	NM
28-Nov	VT	IRC and Beneficiaries	Field visit Kabul Province		DS,NM,AH
29-Nov	CP meeting		see separate list below		All
30-Nov	AC	Muslim Hands International (MHI) and beneficiaries	Field visit Kabul Province		SB

30-Nov	General Debriefing with DCD and senior staff			WFP	All
30-Nov	Debriefing with CO and OEV/RB/EM			WFP	All
30-Nov	FSAC	Cluster members			SB
01-Dec	Kabul Area Office	Manager and Senior staff		WFP	All
01-Dec	Nutrition	Elham	Programme Officer	WFP	DS
01-Dec	M&E	Dorte Jessen	Head of M&E and member of internal GWG	WFP	DS, NM
02-Dec	Stakeholders	CANCELLED due to security			All
03-Dec	Donor Relations	Simon Puckett	First Secretary (Development Cooperation) (Telephone)	Australia Embassy	DTC
10-Dec	Donor Relations	Ms Lori du Trieuille	Senior Humanitarian Advisor USAID (by email)	US Embassy	DTC
Attendees at the CP meeting 29th November					
	Name	Title	Organization		
	Attiqullah Paiman	Project Officer	IRC		
	Abdul Rauf	HPDC	IRC		
	Nabi Shaws	WASH Coordinator	CoAR		
	Ghulam Sadij	Deputy Program Director	CoAR		
	Amanullah Shirzad	Finance/ Admin Manager	APA		
	Ms. Fazela Rahimi	Admin Assistant	APA		
	Sarah Chauvin	Project Development Manager	ACTED		
	Yavlon Hamdamov	Country Director	ACTED		
	Charles Davy	Managing Director	Afghanaid		

	Milan Dinic	Program Implementation Director	Save the Children
	Ahmad Ali Rezaie		Save the Children
	Najibullah Mahboob	Health and Nutrition Program Coordinator	Islamic Relief
	Dimitrije Todorovic	Country Director	Relief International

Annex 5: Sampling and Site Selection¹⁰²

The PRRO 200447 covers all thirty-four provinces in the country and has reached over 3.2 million beneficiaries in 2014 and 2.2 million in the first half of 2015. The PRRO includes four programme objectives: 1) Immediate food security and nutrition through general food distribution (GFD), support to displaced people and those affected by natural disaster, conflict and economic stress through cash and voucher (C&V). 2) Recovery from successive shocks through asset creation (AC). 3) Treating moderate acute malnutrition in children less than five years old and pregnant and lactating women through targeted supplementary feeding (TSF). 4) Contributing to learning through school feeding (ScF) programmes for school children and, C&V to support vocational training programmes.

The reach and scope of the programme objectives (by beneficiary numbers) varies widely with Objective 1 reaching more than 50 percent of the total beneficiary numbers over the two years. The distribution of beneficiaries across programme objectives is shown in the table below:

Table 1: Beneficiaries by Programme Objective

Activity	Objective 1 Immediate food security and nutrition ('000)	Objective 2 Recovery from successive shocks ('000)	Objective 3 Treating moderate acute malnutrition ('000)	Objective 4 Contributing to learning ('000)	Total ('000)
2014	1,833	233	338	918	3,338
2015 (January – June)	1,022	196	330	690	2,238

Source: 2014 and 2015 Implementation Plans

In addition to these programme objectives providing direct assistance to beneficiaries, there is an institution-building component to improve the assessment and response of the Afghanistan National Disaster Management Authority (ANDMA) and community development councils (CDCs) to emergencies. Policy assistance is also being provided to the Ministry of Education on school feeding.

A separate special operation to support the development of strategic grain reserves (SGRs) is also included in the evaluation. The SGRs are linked to the Purchase for Progress (P4P) programme that has been partially incorporated into the PRRO. Flour fortification has been incorporated into the PRRO budget from P4P while other important activities remain in the P4P budget and complement the PRRO. The P4P aims to link food producers to food processors or other supply-side players including the Strategic Grain Reserve (SGR).

Project documentation indicates the PRRO has 73 national partners including 54 NGOs, 15 government agencies and universities and 4 businesses and associations

¹⁰² The data in this annex are those available to the team at the time of mapping and site selection in September 2015. Decisions were taken based on these figures.

during 2014. There are 19 international partners including INGOs and other institutions.

Given the scope of activities and geographic spread, it was not possible to visit all the activities of the PRRO or all of the provinces. As a result, the evaluation team conducted an independent prioritization exercise using the database provided by the CO to determine the sites to be visited. The objective of the prioritization exercise was to identify a range of sites that would include different implementing partners in different provinces covering at least two examples of each type of activity and to include at least some of the most vulnerable beneficiaries.

The steps taken during this exercise are summarized below:

- Number of beneficiaries: Provinces with larger numbers of beneficiaries (>20,000 in 2015) were prioritized over provinces with fewer beneficiaries. This process eliminated 12 provinces.
- Vulnerability of the population in each province as measured by the latest IPC data (December 2014 – March 2015).
- Security considerations: Only provinces/ districts that are safe to visit by WFP with or without escort were considered. The ET based this assessment on the most up-to-date accessibility map available from the CO (April 2015).
- Number and spread of activities per province: Priority was given to provinces with more than one activity and where all types of activity are covered in at least two provinces.
- Mapping of key provinces by beneficiary number.

The table below shows beneficiary numbers by objective for provinces with high levels of activity in 2015. The table also shows the vulnerability level according to IPC data and the accessibility according to the latest WFP assessment (April 2015).

Table 2: Beneficiaries by Objective and Province

Province	Beneficiaries ('000) - Jan- June 2015 data						Vulnerability IPC Phase	Accessibility Accessible districts/ total	
	2015					2014			2014 /15
	Obj. 1	Obj. 2	Obj. 3	Obj. 4	Total	Total	Total		
Balkh	5	9	14	6	34	86	120	3	14/14
Kunduz	67	3	26		97	23	120	2	5/7
Samangan	49	7	5	32	92	76	168	3	5/7
Bamyan	10	3	11	0	25	111	136	4	7/7
Ghazni	12	12	30	156	210	399	609	3	0/16
Kabul	135	14	0	35	183	236	419	1	11/12
Khost	125	13	13	61	212	217	429	2	8/13
Paktya	3	6	9	102	120	128	248	2	1/9
Paktika	52	7	7	0	66	34	100	2	0/18
Helmand	14		12	66	91	204	295	2	0/12
Kandarhar	11		18	3	33	22	55	2	6/15
Badakhshan	201	42	40	36	318	435	753	4	22/24
Takhar	52	23	21	26	122	272	394	3	17/17
Other provinces	286	57	124	167	635	1,095	1,730		

Total	1,022	196	330	690	2,238	3,338	5,576		
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Source: 2014 and 2015 Implementation Plans, IPC data (December 2014 – March 2015) and WFP accessibility map (April 2015).

*Only provinces with more than 20,000 beneficiaries (2015 IP) are included.

Several provinces were clearly too insecure to allow the ET to complete their work safely and effectively. These include Ghazni, Paktya, Paktika, Kandahar and Helmand.

There were five provinces listed as Phase 4 (crisis) in the IPC map. These are Daikundi, Nuristan, Bamyan, Badakhshan and Baghdis. Of these only Bamyan and Badakhshan have large enough programmes in 2015 to register in the table above.

The table below summarises the beneficiary numbers and accessibility for the most vulnerable provinces:

Table 3: Beneficiaries in most vulnerable provinces

Province	IPC Phase	Number of beneficiaries in 2015	Accessibility
Daikundi	4	18,000	7/9
Nuristan	4	11,000	0/8
Bamyan	4	25,000	7/7
Badakhshan	4	318,000	22/24
Baghdis	4	7,000	3/6

Source: 2014 and 2015 Implementation Plans, IPC data (December 2014 – March 2015) and WFP accessibility map (April 2015).

Only Daikundi, Bamyan and Badakhshan had good access but Daikundi and Bamyan both have relatively small programmes. Bamyan had a larger programme in 2014 with 111,000 beneficiaries – mostly under objective 1.

A separate mapping exercise was carried out to cover the P4P and SGR activities as these are not captured by the food, cash and voucher distribution figures. The table below indicates the major activities together with partners and locations.

Table 4: Mapping of P4P and SGR

Activity	Province	Partner
P4P HEB production	Nangarhar – others not yet installed	Private company
P4P Laboratory analysis	Kabul	MoPH
P4P Soy production and fortification	Kabul and other provinces	NEI
P4P Wheat production – small farmers	Faryab, Balkh, Baghlan, Kunduz and Takhar	ACTED - Programme complete August 2015. Purchases continue
SGR Infrastructure	Kabul – pre-existing store. Kandahar, Herat, Pul-i- Khumri and Mazar and at district level Badakhshan (districts - Miamai, Shukai, Sheghnan, Khwahan and Wakhan) , Nuristan and Zabul.	
SGR capacity building	Kabul	MAIL

Table 5 presents a consolidated summary of activities in key provinces showing also the current accessibility. The table highlights the level of activity for each programme component.

Table 5: Activities in key provinces with accessibility assessment

Province	Beneficiaries and Food volume				C+V			Accessibility rating in districts with WFP activities	Notes
	1 Stress	2 AC	3 TSFP	4 Learning	1	2	4		
Badakhshan	***	***	***			*	*	Full (but subsequently noted as inaccessible by the CO)	High Beneficiary count and most activities
Khost	**	*		**		*	*	Escorted	High volume and largest C+V (AC)
Takhar	*	**	*	*		*	**	Full	High volume - C+V (Vocational training)
Kabul	**	*			***		***	Full	High volume and easiest access - main urban interventions
Kunduz	***		**					Full (but subsequently noted as inaccessible by the CO)	Large conflict affected IDP
Balkh							**	Full	C+V (Vocational training) + SGR and P4P
Nangarhar								Full (Jalalabad)	P4P fortification
Samangan	***	*	*	*	**			5 out of 7 districts	
Herat	**	*	(*)	(*)			*	Full	

*** denotes high level of WFP activity in the province and therefore a high priority for visiting, * denotes low activity and lower priority.

This preliminary, independent site selection was then shared with the WFP CO team to ensure that the sites were accessible and to verify that implementing

partners were still operational and would be available for interview during the evaluation period.

Considering all the issues of accessibility, vulnerability, time available, spread of activities and CO priorities for the evaluation, the team will visit one province each outside Kabul and Kabul province itself. The first choice of provinces is Takhar and Kabul. Both of these provinces has a full range of activities and by visiting in will provide a contrast between operations in and around the capital city with those in a relatively remote area.

Khost province would also be possible but it lacks a TFSP activity, five districts are insecure and it is considered to be less vulnerable in the IPC classification. Takhar allows the ET to visit at least one province with a classification of 3 (crisis).

It is planned that the team will travel to Takhar together and then disperse to different areas to see the operations relevant to their speciality.

The ET will split as shown in the table below for the field visits:

Table 6: Roles of Evaluation Team Members

Province	Team Member			
	David Coombs	Damayanti Soekarjo	Nastaran Moossavi	Shahbaz Bokhari
Takhar	P4P and SGR + C&V schemes (other activities as time allows)	Stress and TSF	School Feeding and wider gender issues	AC
Kabul province and city	All activities – particularly C/V Urban Stress, P4P and SGR	Urban Stress	Vocational Training C+V and wider gender issues	AC

The table below shows the activities (2015 January-July) by district in each of the two provinces. Each team member will visit at least two districts in each province. In Kabul the number of districts is small and if possible the team members will visit each district where their specialisation is taking place. In Takhar the two preferred districts are underlined. Actual selection may depend on accessibility and other logistical issues and will be finalised during final preparation for the mission between the ET and WFP.

Table 7: Beneficiaries by District in Kabul and Takhar

Districts	Beneficiaries							Total food*
	AC	CAP	ESRP	ESUP	NDP	ScF	VT	TSFP
Kabul								
Chahar Asyab							12,250	
Dehsabz					1,344			
Kabul City		6,650		39,312				
Khak-E-Jabar	3,864		2,898					
Shakar Dara							3,500	
Surubi	15,477							
Warsaj			2,660		105			41
Takhar								
Baharak	1,071		3,612			14,175		46
Bangi	4,417		4,417					
Chahab	2,597		4,018					97
Chal			3,318					37
Eshkamesh			3,794					
Farkhar								59
Hazar Sumuch	3,479		1,932			5,130		
Kalafgan	7,238		2,408					51
Khwaja Ghar	2,751							
Namak Ab			5,565					
Rustaq	2,499		9,751					206
Taluqan	3,479				308			300

*TFSP data was only presented by food quantity.

CAP = conflict affected populations, ESRP/ESUP= economically stressed rural/urban population and VT= vocational training

Source CO document: Food distribution 2015.

In Kabul province the partner organisations are ABMMC, AWTWO, IRC, UNHCR-CR, and IOM. In Takhar the partner organisations are SFL and CAF. The ET will meet with provincial representatives of each of these organisations.

It is expected that the period for field visits will be a maximum of nine days from 21st to 29th November. For planning purposes it is assumed that visits to Takhar will be four days long (including flight days) and two or three days will be spent in Kabul province.

It is assumed that visits to government offices will not be possible on Thursday and Friday (although this is subject to change to Friday and Saturday). Visits to beneficiaries and partners should be possible on Thursdays, limited visits may be possible on Friday and Saturday but these are weekend days for WFP and most other organisations. UNHAS has scheduled flights on all days except Friday.

In the event that the team is not able to meet beneficiaries in the field then WFP will be bringing beneficiaries and local partners for each activity to meet the ET in Kabul or Taloqan. In the event that the ET cannot visit Takhar then Samangan or Herat would be considered as alternatives. Most of the activities are present in these provinces although numbers of beneficiaries are lower. Both of these alternate provinces are predominantly secure.

Annex 6: Methodologies employed

An evaluation matrix, as shown in Annex 8:, has been developed to ensure that evaluation sources, and methods will provide the information and analysis to answer questions stated in the ToR. See Annex 2:.

As indicated in the evaluation matrix, both qualitative and quantitative methods were used to gather the data. Specific interview guides were used for implementing partners and other stakeholders in order to inform the questions in the evaluation matrix. The interview guides are included in Annex 7:.

The evaluation used a range of data collection methods and employed a number of interview techniques in order to understand the programme and triangulate information. Different types of triangulation were undertaken including source, evaluator and method.¹⁰³ In addition the ET used an evidence matrix when assessing evidence from different sources. This in turn helped inform the findings and ultimately the conclusions.

To assure triangulation from the perspective of gender and age, the evaluation team sampled gender and age categories when selecting and forming groups for interviews. Gender and age considerations also informed the draft interview guides.

Primary data collection from beneficiaries, key informant interviews and focus group discussions were supplemented by secondary data provided by the CO, government agencies, other NGOs and partners. The major data sources for the evaluation were:

a. Programme documents and data provided to the team by the WFP Afghanistan Office including:

- Strategic plans
- Database of beneficiaries
- Budget and programme revisions since programme inception
- Monitoring and evaluation reports
- Relevant secondary information including Food Security Monitoring System reports and general context information

b. Initial briefing in-country with the WFP Afghanistan team

c. A range of interviews with key programme stakeholders were conducted (See Annex 4: for the list of interviewees) including:

- Government of Afghanistan staff in Kabul and at provincial level who are directly involved in the development or implementation of the programme.
- Interviews with other WFP implementing partners including the Government of Afghanistan officers at the district and village level, various UN agencies, international NGOs, national NGOs and national community organizations.

¹⁰³ See ALNAP. Evaluation of Humanitarian Action: Pilot Guide, ODI, 2013:140 for definitions of each type of triangulation.

- Interviews with WFP sub-office teams who are responsible for the day-to-day implementation of the programme.
- A meeting was conducted in Kabul with NGO and local implementing partners in order to ensure that as many partners are included in data collection as possible.
- Implementing partners selected for field visits were also interviewed in the field or in Kabul.
- Focus groups with programme beneficiaries were also conducted at the selected field sites in order to understand their perspective of the programme's appropriateness and relevance, as well as the effectiveness of the implementation process and whether the programme was successful.
- Focus groups and key informant interviews were structured so that the gender and age perspectives are formidable contributions to the findings and conclusions.

In keeping with international human subject standards and social science ethics, all interviewees were advised that their statement, comments and opinions would be kept anonymous. The field notes are confidential and will not be turned over to WFP or other public or private agencies.

The evaluation team concludes that the WFP operation in Afghanistan could be evaluated based on the information provided by WFP during Phase 2 and Phase 3 of the evaluation, the availability of partners in-country to participate in the evaluation, and the time and resources provided. The team believed that solid findings would be produced by the proposed methodology.

Annex 7: Interview Guides

A series of draft Interview Guides has been developed to cover the activities of the PRRO. The following guides are included below:

1. Nutrition
2. Asset Creation,
3. Response to Stress
4. Cash and Vouchers Programmes
5. Capacity Building
6. Learning
7. P4P and SGR
8. Donors
9. Additional questions to be used for all activities. Interviewee groups as appropriate to the subject.

Each guide contains two or three sets of questions appropriate to WFP staff, Implementing Partners or Beneficiaries.

1. Nutrition (Under Objective 1, 3 and 4)

WFP

- What is the rationale of using the chosen Nutrition approach in the program? (EM question 1.1)
- How were the activities under the Nutrition approach chosen? (1.3)
- How appropriate are the Nutrition Intervention activities for the needs of the different target groups? (1.1)
- How did WFP select the locations and beneficiaries for this component? What were the criteria? (1.2)
- Who were the beneficiaries for the Nutrition approach; were there any differences in the criteria between the different areas? (1.2)
- Did this component attain the set performance indicators? (community asset score) (2.2)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- How were the implementing partners selected for this type of activity? Criteria? (3.1)
- Has WFP conducted monitoring/evaluation of the Nutrition approach? Of activities implemented by partners? If yes, what were the outcomes of these monitoring activities? (3.1)
- Were the women consulted during monitoring and evaluation activities? If yes, How? (3.1?)
- What are the major outcomes of the Nutrition program? (2.2)
- Were there any unintended effects of the Nutrition interventions, and if so which? (2.2)
- How would you evaluate its cost-effectiveness? (2.4)
- How would WFP assess sustainability of the Nutrition projects? Are partners able to continue the program? (2.5, 3.2)
- Was the Nutrition programme complemented by any other relevant activities (water sanitation, hygiene, livelihood recovery, health services, etc.)? (2.3, 3.1)
- How does WFP ensure that the affected individuals get the ration in adequate quantity and quality? (1.2, 1.3, 2.1)
- Are there any synergies of Nutrition and other WFP PPRO programmes? If yes, explain. (2.3)
- How was the food distribution process arranged? Who are the main players? (2.3, 3.1)
- Is there any evidence on the positive or negative impacts of the Nutrition programme? (2.1, 2.2, 2.4, 3.1)
- Were there any challenges in implementation of the Nutrition component? If yes, how were they addressed? (all)
- How long do children and PLW stay in the programme? What are the exit criteria? (1.1, 1.2, 1.3)
- How do you ensure that the data on beneficiaries and distributions collected by PATs is accurate and how have the problems uncovered during 2014 been solved? (2.1, 2.2, 2.3)
- Have there been any changes to the methods and approaches used since the start of the activities? If yes, please elaborate (3.1)
- How have WFP's nutrition programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)

- Is a realistic exit strategy in place for this action? (2.5)

Implementing Partners (Local authorities, CDCs, Village Shuras, CBOs, and INGOs)

- What was the role of your agency in WFP's Nutrition activities?
- Was this component a part of larger project synergies or a sole activity implemented by your agency? If it was a synergy, could you tell more about the whole project implemented (rationale, objectives, and outcomes)? (1.1, 1.2, 1.3, 2.1, 2.2, 2.3, 3.1)
- Did your part of the programme attain the planned indicators? If not, what percentage of the planned indicators was attained (actual vs. planned). If not achieved then what were the reasons? (2.1, 2.2)
- What type of technical, logistical, financial and other support was provided by the WFP? (3.1)
- Has WFP provided any training for the staff of your agency? If yes, please, list training themes and participants from your agency? (3.1)
- What kinds of M&E activities were conducted by your agency as a part of the implementation of the project? (3.1)
- How do you ensure that the data that is collected is accurate? (3.1)
- Did the Nutrition component of the WFP programme help your agency to enhance your role in the development sector activities? If yes, how? (3.1)
- Did it help you improve links with the communities served? Were there any opposite or other effects? (2.2, 2.3, 3.1)
- How is the process of community mobilization and food distribution arranged? Who are the main players? (2.3, 3.1)
- Does your agency have staff to perform monitoring of the Nutrition activities you implement? (3.1)
- How are the Nutrition activity beneficiaries selected? What is the process? What are the criteria? (1.2)
- Is there any evidence of the impact of the implemented activities on quality of communities' lives? (2.1)
- Were there any unintended effects? (2.2)
- Is there any evidence of the impact of the nutrition activities on the nutritional status of children and mothers? What is that? (2.1)
- Were there any challenges in implementing the Nutrition programme and how did you address them? (all)
- Are there any examples of a positive impact of the Nutrition programme? What about negative impacts? (2.1, 2.2, 2.4)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.5)
- How long do children and PLW stay in the programme on average? What are the exit criteria? (1.3)
- Do you envision continuing the activities after WFP support ends? What will be the major challenges in doing so? (1.1, 1.2, 1.3, 2.4, 3.2)
- Have there been any changes to the methods and approaches used since the start of the activities? If yes, please elaborate (3.1)
- How have WFP's nutrition programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)
- Is a realistic exit strategy in place for this action? (2.5)

Beneficiaries

- Did you /your children receive any supplementary food support/health care?
- What were the criteria for selection? How were you informed? What were you told? Do you know how your child became malnourished? (1.2)
- What is the gender of your child? (boy/girl – raise hands)
- What /how much support did you/they receive? (1.3, 2.1, 2.2)
 - What type of food?
 - How long was it supposed to last?
 - How many times did you receive it?
- Did you receive any health or nutrition advice? (1.3, 2.1, 2.2)
- If yes, what? Has this helped you to do anything differently at home? (1.2, 1.3, 2.1, 2.2, 2.3)

- Did you ever experience any problems with the food? E.g. not being available on the right day, not being of good quality? (all)
- Did you receive the food at a time suitable to you? (1.3)
- Has your child fully recovered from its previous level of malnutrition? (2.1)
Fully = /Partially = /Hardly= / Not at all= (ask to raise hands)
- How many meals a day are you having now? Previously? (2.1)
- Do your children attend school? Are they fed there? If there was no food for them at school would you still send them? (2.1)
- Are you eating some food items now that you didn't used to eat? Or couldn't afford? (2.1)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- Is there any part of this process that could be improved? (all)

2. Asset Creation (Under objectives 1 and 2)

WFP

- What is the rationale of using AC approach in the program? (1.1)
- Reflecting on the CAS – discuss which activities contributed more to a positive score and which ones less? What are some reasons for the variation in scores? (community asset score) (1.1.1)
- What types of work were performed? (1.2)
- How did WFP select the locations and beneficiaries for this component? What were the criteria? (1.2.1)
- What was the wage rate for men and women? Did it vary based on the type of work performed? (1.2)
- How were the implementing partners selected for this type of activity? Criteria? (2.2)
- Has WFP conducted monitoring/evaluation of the food distribution? Of activities implemented by partners? If yes, what were the results of these monitoring activities? (2.2)
- Were the women consulted during monitoring and evaluation activities? If yes, how? (1.2)
- How was the “work” that was implemented by the local communities identified? What was the mechanism, prioritization? What was role of women? (2.1)
- What are the major outcomes of AC program? Were there any unintended effects? (2.2)
- How would you evaluate its cost-effectiveness? Are there more efficient ways to achieve these same results?(2.2)
- Were there any major challenges and how they were addressed? (2.2)
- What was the strategy to improve the nutritional status of women, boys and girls (or other vulnerable members of households)? (2.2)
- What is the evidence of improved nutrition and food security status for the AC participants? What could have been done differently to further improve these indicators? (2.2)
- Has the AC programme reduced unemployment rates/poverty in the target regions? How do you know? What else could have been done to further impact this? (2.2)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- How would you assess sustainability of the AC projects? Which ones are more likely to be maintained and used? Why? What else could be done to ensure beneficiaries have increased sense of ownership? (3.1)
- What was the WFP's exit strategy related to AC component? (1.1.2)
- What was the WFP's sustainability strategy related to AC component? (1.1.2)
- How have WFP's asset creation programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)
- Is a realistic exit strategy in place for this action? (2.5)

Local government representatives and beneficiaries (Provincial, CDC and village shuras, UN agency partners, and local and international NGOs)

- What was the role of your agency in WFP's AC activities? (1.1)
- Please tell about the project implemented by your agency (rationale, objectives, and outcomes)? (1.1, 1.3)

- Did your part of the programme attain the planned indicators? If not, what percentage of the planned indicators was attained (actual vs. planned). If not achieved then what were the reasons? (2.2)
- What type of technical, logistical, financial and other support was provided by the WFP? (1.1.1)
- Has WFP provided any training for the staff of your agency? If yes, please, list training themes and participants from your agency? (3.1)
- What kinds of M&E activities were held by your agency as a part of the implementation of the project? (3.1)
- Did AC component of the WFP programme help your agency to enhance your role in the development sector activities? If yes How (3.1)
- Did it help you to improve links with the communities served? If yes how? (2.2)
- What is the process of community mobilization and food distribution? Who are the main players?
- Does your agency have staff to perform pre- and post-distribution monitoring? (3.1)
- How did you select beneficiaries of AC activities? What is the process? What are the criteria? (2.1)
- How did your agency select the types of work performed? Was this a participatory process? How were the women contacted, identified and benefitted from AC activities? (2.1)
- Is there any evidence of the impact of the implemented work on quality of communities' lives: agriculture, infrastructure, emergency preparedness and response, employment opportunities, etc.? (2.2)
- Were there any unintended effects? (2.2)
- Is there any evidence of the impact of the food distribution activities on the level of food security and poverty? What is that? (2.2)
- Are there any mechanisms that you use to ensure continuity or sustainability of the work performed by the communities? (2.5)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- What were the challenges in implementing AC programme and how did you address them? (3.1, 3.2)
- What are the positive and negative impacts of the AC programme? (2.2)
- How have WFP's asset creation programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)
- Is a realistic exit strategy in place for this action? (2.5)

3. Response to Stress – General Food Distribution (Objective 1, outcome 1.1)

WFP

- What principles guided WFP emergency response food distribution? (1.1)
- Did the component attain set performance indicators? (Household food consumption score)? (2.2)
- Was the GFD programme complemented by any other relevant activities (water sanitation, hygiene, livelihood recovery, health services, etc.) (1.2) (1.2.1) (1.3, 2.3)
- How were the target groups for GFD identified? Victims of what types of disasters/shocks are considered for benefitting from the GFD programme? (1.2)
- How long is the GFD planned to be provided in the immediate aftermath of a disaster? (1.2)
- How does WFP ensure that the affected households get the ration in adequate quantity and quality? (2.2, 3.1)
- Are DRR, resilience and climate change adaptation principles integrated into the WFP GFD programme? (2.3)
- Are there any synergies of GFD and other WFP PPRO programmes? If yes, explain. (2.3)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- How were the beneficiaries of the GFD programme identified /selected? How were their food and nutritional needs identified? (2.2)
- How were the women identified? Process and access (2.2)
- How was the food distribution process arranged? Who are the main players? (2.1)
- How do the women receive food? Access (1.3, 2.1)
- How were children and elderly people selected and provided food? (1.2, 1.3, 2.1)
- Is there any evidence on the positive or negative impacts of the GFD programme? (2.2)

- Are GFD activities effective in ensuring adequate nutritional intake of community in post-emergency context? (2.2)
- Were there any challenges in implementation of GFD? If yes, how were they addressed? (2.2, all)
- How long is the GFD programme implemented in the aftermath of an emergency and what is the exit strategy? When and how are beneficiaries informed? (2.2)
- How have WFP's GFD programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)
- Is a realistic exit strategy in place for this action? (2.5)

Implementing Agencies and beneficiaries (Local authorities, CDCs, Village Shuras, CBOs, and INGOs)

- What was the role of your agency in WFP's GFD activities? (1.1)
- Was this component a part of larger project synergies or a sole activity implemented by your agency? If it was a synergy, could you tell more about the whole project implemented (rationale, objectives, and outcomes)? (2.3)
- Did your part of the programme attain the planned indicators? If not, what percentage of the planned indicators was attained (actual vs. planned) (Women vs. Men) (2.1, 2.2)
- What type of technical, logistical, financial and other support was provided by the WFP? (2.2)
- Has WFP provided any training for the staff of your agency? If yes, please, list training themes and participants from your agency? (2.2)
- What kinds of M&E activities were held by your agency as a part of the implementation of the project? (3.1, 3.2)
- Did GFD component of the WFP programme help your agency to enhance your role in the development sector activities? (2.2)
- Did it help you improve links with the communities served particularly with women? Were there any opposite or other effects? (2.2)
- How the process of community mobilization and food distribution is arranged? Who are the main players? What was the role of women? (2.1)
- Does your agency have staff to perform pre- and post-distribution monitoring? Were women a part of your monitoring team? (3.1)
- How were the GFD activity beneficiaries selected? (process? criteria?) (2.1)
- How were the women selected and benefited? (2.1, 2.2)
- Was there any gender sensitive approach in food distribution? Or how have they ensured equitable access to food by the most vulnerable groups? (2.2, 1.3)
- Is there any evidence of the impact of the GFD activities on the level of food security and nutrition status of beneficiaries in post-disaster period? (2.2)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- Were there any unintended effects? (2.2)
- Were there any challenges in implementing GFD programme and how did you address them? (all)
- What would be the positive impact of the GFD programme? What would be a negative impact? (2.2)
- How have WFP's GFD programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)
- Is a realistic exit strategy in place for this action? (2.5)

4. Cash and Vouchers Programmes – including electronic vouchers (Included in Objective 1, 2 and 4)

WFP

- What led WFP to the interest in starting a cash-based programme? Based on what information? (EM question1.1)
- What is the intended outcome/impact of this programme? (1.1)
- How much money is provided to households? How was this value determined? (1.2)
- How often do people receive money? Why this frequency? Do women receive it, too? (1.2)
- What cash distribution mechanism is used? Any issues with it? [E.g. access to beneficiaries, lack of financial services etc.] (1.3)
- What have been the main problems and challenges with the implementation of this programme?

(internal and external) (3.1, 3.2)

- What has been the impact/s of the programme to date? (2.2)
- What are the main monitoring variables (qualitative and quantitative) that indicate this impact? (2.2)
- Has the monitoring data showed the need for any change in methodology? If so, what? (1.3)
- Do you believe that the cash programme has been successful? And if so, what are your plans for replicating/scaling it up in future? (2.5)
- Have you noted any positive impacts of the cash programme? Evidence? [Check for both intended and unintended impacts] (2.2)
- Have you noted any negative impacts of the cash programme? Evidence? [Check for both intended and unintended impacts] (2.2)
- [If not already mentioned] – do you have any data that shows an impact of the cash programme on nutrition, food security or economic improvement (livelihoods) of the targeted households? And, on women in specific? (2.2)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- Do you think any changes/improvements to the programme are needed? If so, what? (2.4)
- What do you think are the main lessons learned from this programme? (all)
- What changes to WFP systems/ways of working do you think need to change (if any) to be able to better implement and monitor cash-based programmes? (1.3, 3.1)
- Does the C&V programme link with other activities of WFP and other donors? Are there any positive synergies here? (2.3)
- How have WFP's C&V programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)
- Is a realistic exit strategy in place for this action? (2.5)
- Regarding the electronic voucher scheme in particular:
 - What particular issues have there been? (all)
 - Have there been any issues with targeting? (1.2)
 - Have there been any issues with monitoring? (2.4)
 - How well has the partnership with AWCC worked? (2.4)
 - What are the main lessons learnt? (all)
 - Can it be tried in rural areas? (1.3)
 - Should it be scaled up? (all)

Government, UN agencies and Implementing Partners

- What has been your main role in the implementation of this programme?
- Were you involved in any discussion/planning re the WFP cash-programme pilot? (1.1)
- Do you think that cash-based programming is appropriate for your operational areas? Why or why not? (1.1, 1.3)
- Do you think that cash-based programming meets the needs of the targeted communities/beneficiaries? (1.2, 2.2)
- How do you feel about changing to cash and/or adding cash to the WFP programming options? (1.3)
- Do you know how much money is provided to households? How was this value determined? (1.1)
- Were you involved in the targeting of beneficiaries? What process did you use? Who was targeted? [Get targeting criteria for each partner] (1.2)
- What cash distribution mechanism is used? Any issues with it? (1.3)
- Have you noted any positive impacts of the cash programme? Evidence? (2.2)
- Have you noted any negative impacts of the cash programme? Evidence? (2.2)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- Would you like to change anything about the cash programme? [E.g. Cash distribution mechanism, value, frequency, target group, timing/seasonality, security...] (1.3)
- [For implementing partners only] - Did you provide an option for beneficiaries to provide feedback to anyone about the programme? (2.4)
- [For implementing partners only] - What were the main difficulties you faced in the implementation of this programme? (Internal and external) (2.1, 3)
- Are there any links between the C&V programme and other WFP or other donor programmes? If so do these links bring additional benefits to the recipients (2.3)
- Is there anything else you would like to say about the programme? [Anything that needs to be changed or improved?] (all)

- How have WFP's C&V programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)
- Is a realistic exit strategy in place for this action? (2.5)

Local leaders & beneficiaries

- Were you involved in any discussion/planning re the WFP cash-programme pilot? (1.1)
- How do you feel about having a cash-based programme instead of a food-based programme? Reasons (1.3)
- Did you receive enough information from WFP/Implementing partner about the project? E.g. who should be targeted, what they would receive, for how long? (1.2)
- Were you involved in the targeting of beneficiaries? What process did you use? Who was targeted? [Get targeting criteria for each project visited] (2.1)
- Did you have an option to provide feedback to anyone about the programme? (all)
- If you could choose between having cash or food, what would you choose and why? (1.3, 2.2)
- Is the amount of money you received enough? If not, how much do you think is appropriate? [Get reasons] (1.1, 2.1, 2.2)
- Was the frequency of distribution appropriate? If not, what would have been better? (2.2)
- Was it easy for you to access the cash? Is there a better way to distribute the monies? (1.3, 2.2)
- What did you do with the money given to you? Were you told what you could do with it? (2.2)
- How far do you have to travel to buy food or other items? (2.2)
- Are there some problems that have stopped the programme working as well as it should? (3)
- Have you noted any positive impacts of the cash programme? Evidence? (2.2)
- Have you noted any negative impacts of the cash programme? Evidence? (2.2)
- Are there any other C&V programmes working in the same areas? If so does it provide additional benefit to the beneficiaries? (2.3)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- Is a realistic exit strategy in place for this action? (2.5)
- Is there anything else you would like to say about the programme? [Anything that needs to be changed or improved?] (all)

5. Capacity Building (Included in Objective 1, outcome 1.2), Objective 2 (SGR – MAIL), Objective 3 (AFSANA, NAF and CSO), Objective 4 (MoE policy)

Interviewer: be alert for capacity building that will lead to a handoff of the operation and also the following areas: food assistance management, distributions, beneficiary selection, and monitoring.
WFP (For the first orientation meeting)

- Please describe the types of capacity building program that you have had in the last three years?
- What were the motives for each one? (1.1)
- Does local WFP staff do the training or are they outside specialists? (2.4)
- Is this there a need for constant input from WFP? Or has these activities been enough? (1.2.1)
- Done seasonally prior to assessments and distribution? (1.2.2)
- What has been the WFP effort in the area of Food Security Monitoring Assessments (FSMS)? (Do not lead the question – see just what the WFP role has been with the Government of Afghanistan and other international organizations.) (2.2)
- How have WFP's capacity building programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- Is a realistic exit strategy in place for this action? (2.5)

6. Learning (Under Objective 4)

WFP

- How does school feeding and food for training activities help children and the youth to attend schools/training courses? (1.1.3; 2.1; 2.2)
- What does the community think of these activities? Are men and women equally benefitting from these activities? Why yes/why not? Should they equally benefit? Why yes/why not? (1.1.1; 2.1; 2.2)

- What do implementing partners think of school feeding and food for training activities? (1.1.2; 1.2.2)
- Are take-home rations enough to encourage parents to send their daughters to secondary school? If not, what else is needed? (1.3; 3.1)
- What percentage of household expenses is covered by the take-home rations? (1.1; 1.3.1)
- How does a family cope with difficulties when there is a delay or interruption in distribution? Do they remove their children from schools? If not, what makes them keep their children at school? (1.3; 2.2)
- Does food for training motivate men and women in the same manner to apply for courses? Why yes/why not? (2.1; 2.2)
- How have WFP's learning programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- Is a realistic exit strategy in place for this action? (2.5)

Implementing Partners (Ministry of Education at National level, Local authorities, CDCs, Village Shuras, CBOs, and INGOs)

- How does school feeding and food for training activities help children and the youth to attend schools/training courses? (1.1.3; 2.1; 2.2)
- How does it help you fulfill your responsibilities, if it helps at all? (3.1)
- How is the distribution of take-home rations going on? How does the school help with it? (1.1)
- What does the community think of school feeding? Does the community always welcome it? What do beneficiaries think of it? (1.1; 1.2; 1.3)
- What percentage of household expenses is covered by the take-home rations? (1.1; 1.3.1)
- Why do you think secondary school girls (and not boys) receive take-home rations? Does school feeding motivate parents to send their daughters to secondary school? Why yes/why not? (2.2; 3.1)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- How have WFP's learning programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)
- Is a realistic exit strategy in place for this action? (2.5)

Beneficiaries (parents)

- Does school feeding help you in any way? In what ways? (1.1.3; 2.1; 2.2)
- How do you think school feeding helps your children? (2.1; 2.2)
- What percentage of your household expenses is covered by the take-home rations? (1.1; 1.3.1)
- How many of your children attend primary school? Secondary School? Training courses? (1.1; 1.2)
- Have your children regularly got take-home rations during their schooling/training? (1.1; 1.2)
- Do you have any children that attend school but do not receive take-home rations? (1.1; 1.2)
- Why do you think secondary school girls (and not boys) receive take-home rations? (1.2; 2.1; 2.2)
- How do you use take-home rations? How long do they take to finish? (1.3; 2.1; 2.2)
- How often do you go to your children's school? Why would you go there? (2.4; 3.1)

Beneficiaries (secondary school girls, primary school boys and girls, training courses attendees and graduates)

- How many years are you receiving take-home rations? (1.1; 1.2)
- How do take-home rations help you/your family? (2.1; 2.2)
- How are they used at home? (1.3)
- Would you be attending school/courses if you were not given take-home rations? Why yes/why not? (1.3; 3.1)
- Do you know if any of your classmates does not receive take-home rations? Why she/he does not? (1.1; 1.2)
- Why do you think secondary school girls receive take-home rations? (1.2; 1.3)

Beneficiaries (teachers at boys' school, teachers at girls' school)

- How many of your students get take-home rations? (1.1; 1.2)
- Have you ever taught students that did not get take-home rations? How do you compare those students with your current students, in terms of enrolment, attendance, school scores, probability of continuing their education? (2.1; 2.2)
- Why do you think secondary school girls (and not boys) receive take-home rations? Does school feeding motivate parents to send their daughters to secondary school? Why yes/why not? (2.2)

7. P4P and SGR (Under objective 2)

WFP and Implementing Partners

- Why was the programme started? (1.1)
- What did it hope to achieve? (1.1)
- Did the design of the programme lend itself to achieving WFP's strategic objectives? (1.1)
- Will the SGRs and the outputs of P4P reduce hunger (1.2)
- Should WFP get involved with these activities or should they be done by other agencies? Especially bearing in mind the funding problem. (1.1 and 1.3)
- What activities have been carried out so far? Is the programme on track? (2.2)
- What has been achieved? Do the results meet the expectations from the planning stage? (2.1)
- What factors have reduced the effectiveness of the operations (both internal to WFP and external)? (3.1, 3.2)
- Are the activities linked to other WFP activities (e.g. GFD?) or to the activities of other donors? Does this bring any additional benefits? (2.3)
- Are there any unexpected benefits or negative effects?(2.2)
- Do you think the P4P/ SGR activities will carry on after the support of WFP ends? If not then how can sustainability be achieved? (2.5)
- How can WFP help to turn these initiatives into significant and self-sustaining enterprises. (2.5)
- Did this component have any wider effects at a social, economic or technical level – on individuals, gender- and age-groups, communities and institutions? (2.2)
- How have WFP's P4P and SGR programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)
- Is a realistic exit strategy in place for this action? (2.5)
- How has operation built the capacity of the partners and in particular the with regard to food safety and quality. (2.2)
- How has P4P developed synergies with the activities of its partner organisations and with other stakeholders in the same field? (2.3)
- How could these synergies be further developed to improve the effectiveness and sustainability of the programme (2.3)
- How have WFP's P4P and SGR programmes been able to contribute in terms of changing the gender perspective in contemporary Afghan society? (2.2)

7. Questions for donors (may be further developed)

- Why does your country contribute to WFP programmes? (3.2)
- Has the contribution increased or decreased in recently? Why (3.2)
- Does the WFP meet a need in Afghanistan? (1.1)
- Should they change their role? (1.1)
- Should they continue their activities? (1.1)
- Which activities should they continue (mention all major activities including SGR and P4P)? (1.1)
- Do the programmes reach the neediest? (1.2)
- As far as your organisation's contribution is concerned does WFP deliver what it promises? (2.1)
- Are they wasteful of resources? (2.4)
- How should WFP respond to the government desire to see greater ownership and participation? (1.1)
- How could WFP hand-over more activities to government? (1.1)
- Would your organisation fund government direct if it was carrying out the same work? (3.2)
- Who in your organisation makes decisions about funding WFP? (3.2)
- Describe the relationship between those decision-makers and WFP (3.2)

- Do they get enough information? In the right format? On time? (3.2)
- WFP programmes are frequently underfunded – is that because they are unrealistic about donor funding? How might they resolve this? (3.2)

8. General questions covering all activities

- To what extent the originally identified problems have changed and whether the objectives/activities have been appropriately adapted to take account of this. (WFP) (3.2)
- Have unintended effects impacted beneficiaries positively or negatively? Have the unintended effects been sufficiently managed by WFP? (WFP) (3.2)
- Impact of external factors on implementation? (WFP) (3.2)
- Relating to Efficiency (2.4):
 - For each of the activities leading to the final service delivery find out whether the most efficient systems were used.
 - What were the problems encountered?
 - How were they overcome?
 - Were there any government or other external agencies that restricted the ability of WFP to operate efficiently?
 - How did the pipeline work?
 - How has funding shortfall affected the quality as well as the quantity of activities?
 - What internal WFP systems and procedures have constrained the delivery of services – e.g. are WFP global policies and procedures all appropriate in Afghanistan? Are there any difficulties and frustrations working within the WFP/UN system that affect service delivery?
 - Is donor money well spent? How could the donor get more “bangs for his bucks”? (more output for the same level of input)

Annex 8: Evaluation Matrix

Key Question 1: How appropriate is the operation? Areas for analysis will include the extent to which the objectives, targeting, choice of activities and transfer modalities are appropriate and coherent and have remained so over time						
No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
1.1	PRRO Programme Objectives					
1.1.1	Are the programme objectives appropriate 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?	Descriptive material of assessed and perceived needs ex-post facto Was a needs assessment done? What is the quality of the assessment process?	NRVA, IPC reports, WFP assessments, Implementing partners, & participants	Document review, key informant interviews, group discussions	Comparison and summary of interviews	Documents to date have been suitable; other data yet to be determined (via interviews)
1.1.2	Are the programme objectives and programme design coherent with relevant stated national policies, including sector policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners—especially the UN agencies intervening in the sectors (education, nutrition, disaster risk management) relevant to PRRO 200447, as well as with other CO interventions ¹⁰⁴ in the country?	Stated National and other agency policies and strategies	Afghan National strategies and policies, including ANDS, NPP, NAF and AFSANA.	Document review, key informant interviews, group discussions	Qualitative comparison of PRRO objectives with Donor and Afghan objectives	Documents to date have been suitable; other data yet to be determined (via interviews)

¹⁰⁴Especially those related to the special operation 200369 supporting Strategic Grain Reserve and the Purchase for Progress.

1.1.3	Were the programme objectives coherent at project design stage with relevant WFP strategies, policies and normative guidance and remained so over time, including gender, nutrition, school feeding and disaster risk reduction and management policies?	Alignment of WFP strategies and policies with PRRO project objectives. Changes during implementation	WFP global strategic plan and normative guidance PRRO project docs Interviews with implementing partners and WFP CO personnel	Document review	Qualitative comparison of PRRO objectives with WFP objectives	TBD As regards of gender policy objectives, documents to date have clearly expressed the needs of women and girls.
1.2	Targeting					
1.2.1	Is the targeting of the various interventions appropriate 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?	Alignment of needs assessment with targeting. Alignment of partner targeting with PRRO targeting.	WFP project docs Interviews with implementing partners and WFP CO personnel	Document review, key informant interviews, group discussions	Qualitative comparison of PRRO objectives with Implementing partner objectives	TBD
1.2.2	Is the targeting coherent with relevant stated national policies, including sector policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners—especially the UN agencies intervening in the sectors (education, nutrition, disaster risk management) relevant to PRRO 200447, as well as with other CO interventions in the country?	Level of alignment or quality of articulated rationale if different.	Stated National and other agency policies and strategies	Document review and discussion with key informants	Qualitative assessment	Documents are clear about policy but implementation needs to be assessed.
1.2.3	Is the targeting coherent at project design stage with relevant WFP strategies, policies and normative guidance and remained so over time, including gender, nutrition, school feeding and disaster risk reduction and management policies?	Level of alignment or quality of articulated rationale if different.	WFP strategic documents and technical guides	Document review and discussion with key informants	Qualitative assessment	Documents are clear about policy but implementation needs to be assessed.

1.3	Choice of Activities & Transfer Modalities					
1.3.1	Is the choice of activities and transfer modalities appropriate 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?	Level of alignment of activities with needs assessment and beneficiary & implementing partner perspectives.	Project docs Interviews with implementing partners, beneficiaries and WFP CO personnel	Document review, key informant interviews, group discussions	Qualitative assessment; comparison of interventions with international evidence	Documentation is clear but needs to be verified in interviews
1.3.2	Is the choice of selected activities coherent with relevant stated national policies, including sector policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners—especially the UN agencies intervening in the sectors (education, nutrition, disaster risk management) relevant to PRRO 200447, as well as with other CO interventions in the country?	Level of alignment with various national policies, strategies and programmes.	Government national development plans and UN country plans i.e. UNDAF and the Common Humanitarian Action Plan.	Secondary data review Key informant interviews with Government stakeholders and other UN agencies.	Qualitative assessment	Documentation is clear but needs to be verified in interviews
1.3.3	Was the choice of activities & transfer modalities coherent at project design stage with relevant WFP strategies, policies and normative guidance and remained so over time, including gender, nutrition, school feeding and disaster risk reduction and management policies?	Level of coherence or quality of articulated rationale if different.	WFP strategic documents, WFP Afghanistan Country Strategy and WFP technical policies and program guides	Document review and discussion with key informants, including WFP staff	Qualitative assessment	Documentation is clear but needs to be verified in interviews

Annex 9: Original Log Frame for PRRO 200447

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Results	Performance indicators	Assumptions
Gender: Gender equality and empowerment improved	1. Proportion of women beneficiaries in leadership positions of project management committees. <ul style="list-style-type: none"> ➤ Target: 20% ➤ Baseline: 25% (end of 2013) 2. Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution <ul style="list-style-type: none"> ➤ Target: 60% ➤ Baseline: NA 	<ul style="list-style-type: none"> • No deterioration in regional / national stability • National disasters remain at expected levels. • Pipeline uninterrupted and sufficient funding available
Protection and accountability to affected populations: WFP assistance delivered and utilized in safe, accountable and dignified conditions	1. Proportion of assisted people who do not experience safety problems to/from and at WFP programme sites <ul style="list-style-type: none"> ➤ Target: 90% ➤ Baseline: NA 2. Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain). <ul style="list-style-type: none"> ➤ Target: 80% ➤ Baseline: NA 	<ul style="list-style-type: none"> • Availability and sufficient capacity of cooperating partners • Markets in C&V areas remain functioning, and prices stable.
Partnership: Food assistance interventions coordinated and partnerships developed and maintained	1. Proportion of project activities implemented with the engagement of complementary partners <ul style="list-style-type: none"> ➤ Target: 40% ➤ Baseline: NA 2. Number of partner organizations (cooperating and complementary) that provide complementary inputs and services <ul style="list-style-type: none"> ➤ Target: 12 organizations ➤ Baseline: NA 	<ul style="list-style-type: none"> • Coordination structure remain in place • Adequate and credible government structures have the required capacity • Adequate access to target communities.
Strategic Objective 1: Save lives and protect livelihoods in emergencies		

<p>Outcome 1.1: Stabilized or improved food consumption over assistance period for targeted HH and/or individuals</p>	<p>1.1.1. Food consumption score (FCS), disaggregated by sex of HH head.</p> <ul style="list-style-type: none"> ➤ Target: Reduced prevalence of poor food consumption of targeted households/individuals by 80% (less than 3.6) ➤ Baseline: 3.6 	<ul style="list-style-type: none"> • No deterioration in regional / national stability • National disasters remain at expected levels.
<p>Output 1.1: Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries.</p>	<p>1.1.1. Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned. Target GFD (100% planned), C&V (100% planned)</p> <p>1.1.2. Quantity of food assistance distributed, disaggregated by type, as % of planned (target 100%).</p> <p>1.1.3. Quantity of non-food items distributed, disaggregated by type, as % of planned (target 100%).</p> <p>1.1.4. Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned (target 100%).</p> <p>1.1.5. Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned (target 100%).</p>	<ul style="list-style-type: none"> • Pipeline uninterrupted and sufficient funding available • Availability and sufficient capacity of cooperating partners • Markets in C&V areas remain functioning, and prices stable. • Coordination structure remain in place
<p>Outcome 1.2: National institutions, regional bodies, and the humanitarian community are able to prepare for, assess and respond to emergencies.</p>	<p>1.2.1. Emergency preparedness and response capacity index:</p> <ul style="list-style-type: none"> ➤ Target: reached or greater than 7. ➤ Baseline: 6.1 	<ul style="list-style-type: none"> • Adequate and credible government structures have the required capacity
<p>Output 1.2: Emergency management capacity created and/or supported</p>	<p>1.2.1. Number of technical assistance activities provided, by type.</p> <ul style="list-style-type: none"> ➤ Target: <ul style="list-style-type: none"> a. NRVA finalized. b. Market price monitoring in 34 urban centres undertaken c. National and sub national early warning system and emergency preparedness in place in 22 provinces 	<ul style="list-style-type: none"> • Adequate access to target communities.
<p>Outcome 1.3 Increased local capacity of processing industry to produce nutritionally improved wheat flour</p>	<p>1.3.1. Fortified wheat flour purchased from national and local suppliers, as % of fortified food distributed by WFP in-country (<i>WFP SRF P4P Indicator</i>)</p>	<p>Factory equipment and design meets quality standards and staff are properly trained</p>
<p>Output 1.3.2. Inputs and technical support provided to flour mills to fortify production</p>	<p>1.3.2.1. Number of wheat flour mills included in WFP's flour fortification program</p>	<p>Demand exists for fortified wheat</p>
<p>Strategic Objective 2: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies.</p>		

<p>Outcome 2.1: Improved access to assets and/or basic services, including community and market infrastructure.</p>	<p>2.1.1 Community asset score¹⁰⁵</p> <ul style="list-style-type: none"> ➤ Target: 80% of communities assisted by WFP showing increased score ➤ Baseline: 79% 	<ul style="list-style-type: none"> • Socio economic situation does not worsen • Availability and sufficient capacity of cooperating partners • Pipeline uninterrupted and sufficient funding available • Markets in C&V areas remain functioning, and prices stable
<p>Output 2.1: Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries.</p>	<p>2.1.1 Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned. Target FFA (100% planned), C&V (100% planned)</p> <p>2.1.2 Quantity of food assistance distributed, disaggregated by type, as % of planned (target 100%).</p> <p>2.1.3 Quantity of non-food items distributed, disaggregated by type, as % of planned (target 100%).</p> <p>2.1.4 Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned.</p> <p>2.1.5 Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned (target 100%)</p>	<ul style="list-style-type: none"> • Socio economic situation does not worsen • Availability and sufficient capacity of cooperating partners • Pipeline uninterrupted and sufficient funding available • Markets in C&V areas remain functioning, and prices stable
<p>Strategic Objective 4: Reduce under-nutrition and break the intergenerational cycle of hunger</p>		
<p>Outcome 4.1: Reduced under nutrition, including micronutrient deficiencies among children aged 6-59 months, pregnant and lactating women, and school aged children.</p>	<p>4.1.1 MAM treatment performance: recovery, mortality, default and non-response rates.</p> <ul style="list-style-type: none"> ➤ Target: Recovery >75%; Death <3%; Default <15%; Non-response rate <15% ➤ Baseline: Recovery 82%; Death 0.2%; Default 7%; Non-Response rate 1.7% <p>4.1.2 Proportion of eligible population who participate in programme (coverage)</p> <ul style="list-style-type: none"> ➤ Target: rural areas > 50% ➤ Baseline: 10.3% 	<ul style="list-style-type: none"> • Pipeline uninterrupted and sufficient funding available • Reliable nutrition data • Availability and sufficient capacity of cooperating partners • Coordination structures remain in place • Adequate and credible government structures in place
<p>Output 4.1: Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries.</p>	<p>4.1.1 Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned. Target TSFP (100% planned), Girls take home ration (100% planned), Vocational T (100% planned), C&V (100% planned)</p> <p>4.1.2 Quantity of food assistance distributed, disaggregated by type, as % of planned (target 100%).</p> <p>4.1.3 Quantity of non-food items distributed, disaggregated by type, as % of planned (target 100%).</p> <p>4.1.4 Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned.</p> <p>4.1.5 Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned (target 100%).</p>	<ul style="list-style-type: none"> • Pipeline uninterrupted and sufficient funding available • Reliable nutrition data • Availability and sufficient capacity of cooperating partners • Coordination structures remain in place • Adequate and credible government structures in place

¹⁰⁵ Community Assets score also measures number and type of assets created.

<p>Outcome 4.2: Increased equitable access to and utilization of education</p>	<p>4.2.1 Enrolment rate of girls and boys. ➤ Target: increased by 5% or maintained in assisted schools ➤ Baseline: NA</p> <p>4.2.2 Attendance rate. ➤ Target: attendance rate reached 80% among boys and girls in primary schools (grade 1-6) and secondary schools (grade 7-9). ➤ Baseline: Boys and Girls (grade1-6) 75% and 77% Girls (grade 7-9) 77%</p> <p>FOR FURTHER DISCUSSION:</p> <p>4.2.3 Percentage of teachers reporting improved children’s ability to concentrate and learn in school as a result of HEB distribution in school feeding.</p> <p>4.2.4 Household FCS of Vocational Trainees families. ➤ Target: Reduced prevalence of poor and borderline food consumption of targeted households by 80%. ➤ Baseline: Female Headed HH of Poor FCS (index=2.6; Pct=13%) Male Headed HH of Poor FCS (index= 2.6; Pct=13%) Female Headed HH of Borderline FCS (index=7.4; Pct=37%) Male Headed HH of Borderline FCS (index=7.4; Pct=37%)</p> <p>4.2.4 Percentages of trainees graduated. ➤ Target: 100% ➤ Baseline: Female 89%; Male NA</p>	<ul style="list-style-type: none"> • Adequate access to target communities • Markets in C&V areas remain functioning, and prices stable
<p>Output 4.2: Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries.</p>	<p>4.2.1 Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned. Target: Girls take home ration (100% planned), Vocational Training (100% planned), C&V (100% planned)</p> <p>4.2.2 Quantity of food assistance distributed, disaggregated by type, as % of planned (target 100%).</p> <p>4.2.3 Quantity of non-food items distributed, disaggregated by type, as % of planned (target 100%).</p> <p>4.2.4 Total amount of cash transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned.</p> <p>4.2.5 Total value of vouchers distributed (expressed in food/cash) transferred to targeted beneficiaries, disaggregated by sex and beneficiary category, as % of planned (target 100%)</p>	

Annex 10: Daily food rations for WFP Afghanistan

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	DAILY FOOD RATION / TRANSFER BY ACTIVITY (gm/person/day)										
	General			Nutritio		Assets Creation		School Feeding		Vocational Training	
Transfer Modality	Food	Food	C/V	Food	Food	Food	C/V	Food	Food	Food	C/V
Activity	Natural Disaster-affected; IDPs &	Economically - stressed urban & rural	Economically - stressed urban & rural (US\$)	Targeted Supplementary Feeding MAM children	Targeted Supplementary Feeding Malnourished PLW	Livelihood recovery & DRR	Livelihood recovery and DRR (US\$)	Take-home Boys & Girls grades 1-6	Take-home rations Girls grades 7-9	Vocational Training	Vocational Training (US\$)
Wheat	476	238				357				238	
Wheat Flour					333						
Pulses	33	24			67	48				24	
Veg. Oil	35	21			27	35		50	50	21	
Iodized Salt	2	2			3	2				2	
HEB	400*										
RUSF (Plumpy Sup)				92							
MNT					0.5						
Cash/Voucher (US\$/family/day)			0.0				0.29				0.18
Total	56	28		92	430.5	44		50	50	285	
Total kcal/day	2,08	1,056		50	1,630	1,652		443	443	1,056	
Percent Kcal from protein	13	13			13	13				13	
Percent Kcal from fat	20	21			18	22		100	100	21	
Days/year	60	90	90	90	270	180	180	240	240	180	180

* 400 grams/person/day of biscuits will be provided only during the initial 3 days of sudden onset emergencies, therefore not included in total of daily ration

Source: PRRO 200447 PD, 2014.

Annex 11: Nutrition programme data

In an effort to evaluate the TSFP, the ET requested data from the nutrition module of the WFP CO Afghanistan database, which were shared by the M&E unit during the mission. However, due to the structure of the database, it was not possible to analyze the data at a sub-district, district, clinic or CP level. The main reason is that the database was structured by month rather than by clinic/sub-district i.e. every monthly report from a clinic was entered as a separate record, making it impossible to link one monthly report to the next to assess what was happening over time in any given clinic. Therefore, the evaluation report is not able to provide a detailed assessment of the nutrition programme and must rely on WFP reports.

The ET suggests that the CO follow up on the key issues of note as listed below.

A. Data management issues:

1. On the programme monitoring forms, there is no option to report suspended activities at a clinic. Suspension of activities occurred in 38 clinics due to security issues. When this happens, beneficiaries were reported as “recovered” rather than “programme suspended”. This leads to a higher reported recovery rate than was actually the case.
2. The database includes missing records during suspended activities, but these are indistinguishable from missing records because staff did not report it.
3. There are multiple records for the same clinic: for example Ergato CHC in Ghazni district, Ghazni Province had three records each for January through March 2015, two records each for April through June, no record for July, one record each for August through October. Multiple records need to be deleted before analysis.
4. Errors tend to cluster in certain provinces (AO’s) while others don’t have any errors at all of this type, which is a strong indicator of a problem at the human resource level in some AO’s.
5. Data entry errors were also found and included incorrect district codes for a number of clinics, as well as wrong dates for monthly reports (e.g. June 2015 was reported on 1st June 2015). While these errors will not have a major impact on data analysis (as both can be corrected at CO) they do indicate issues with the quality of the data entry system and/or staff, and a lack of understanding of procedures (for the latter type of error).
6. An error was found in one of three monthly reports of which a hard copy was provided at the clinic. It was a calculation error related to food stocks and ET could not cross-check whether this error had been corrected during data entry or not. Either way, it is an indication of potential issues with data collection at the clinic level which should be checked and corrected as this type of error is a root cause of data errors in the database.

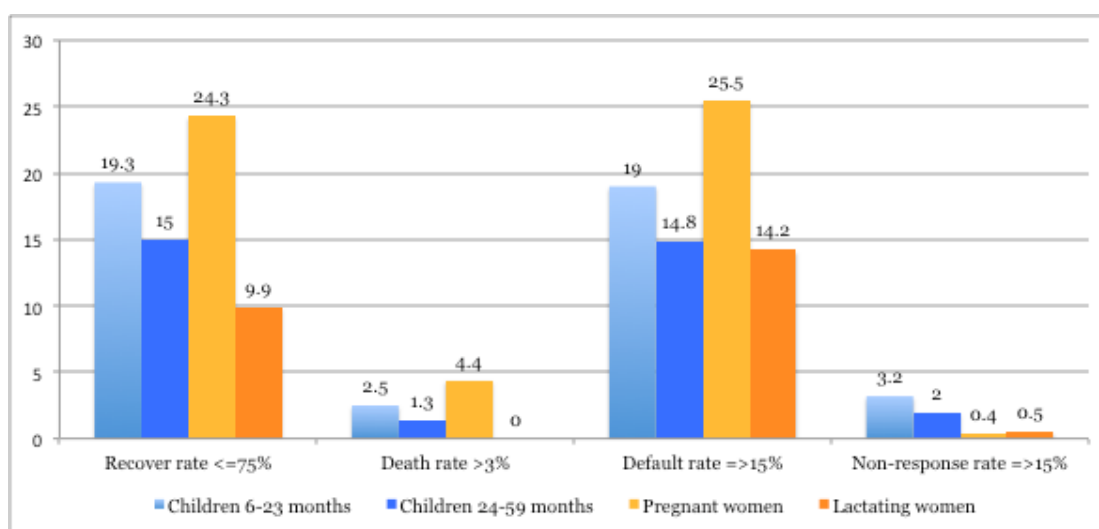
B. Nutrition programme issues:

1. The monitoring system of the TSFP has no way to track whether children are readmitted to the programme at any point. This potentially leads to over-

reporting, but also to an overestimation of the impact of the programme, when children are reported as recovered but readmitted after some time.

2. A missed opportunity is the lack of gender disaggregation in the outcome indicators. There seems to be gender gap in the admission and it would be important to monitor the outcomes as well from a gender perspective.
3. There is a lack of basic information on the characteristics of the beneficiaries, in particular the PLW, which – if collected – would greatly increase WFP’s ability to analyse the appropriateness of its targeting and results, and would add to the evaluability of the programme. These basic indicators include age, socio-economic information, distance to clinic, gravity/parity, age at marriage/first delivery and other appropriate indicators according to the Afghanistan context.
4. As mentioned in the body of the report, the overall outcomes of the TSFP are within international standards, which is a good result if the results are accurate. However, it is important to note that there were a considerable number of records (here defined, according to the structure of the database, as a monthly report from a clinic) with substandard results, as shown in figure 1 below. Recovery rates of at least 75 percent and default rates at least 15 percent occur most frequently. Some of these issues are more common in certain months. Notably, the cases of high death rates among the youngest children, more often happened in January, which may be explained by harsh weather conditions.

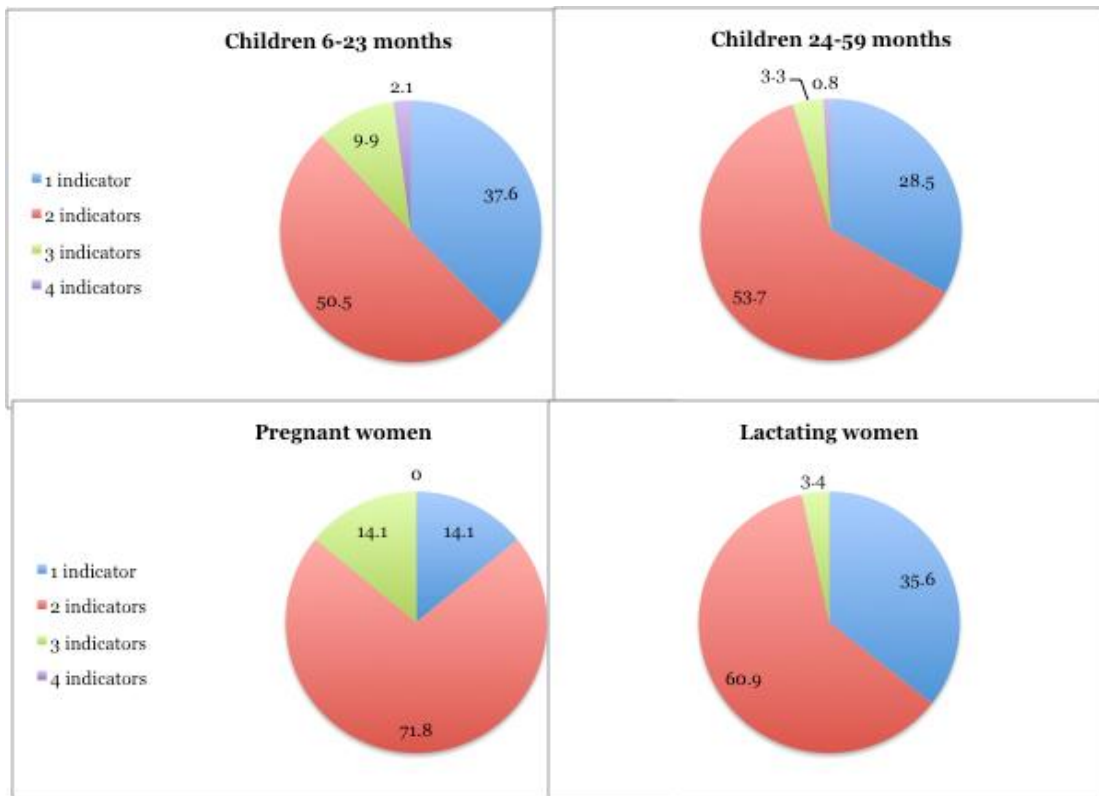
Figure 1. Percentage of clinics with at least one record of substandard outcome indicators



The number of clinics with at least one report of substandard results is 141 (25 percent of all clinics) for children aged 6-23 months, 123 (22.2 percent of all clinics) for children aged 24-59 months, 156 (27.7 percent of all clinics) for pregnant women and 87 for lactating women.

Broken down by the number of issues per clinic, more than 50 percent of the clinics with problems show substandard results in two out of the four outcome indicators (Figure 2).

Figure 2. Percentage of clinics with substandard outcome records by number of indicators affected



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