



Office of Evaluation

Evaluation of Afghanistan – PRRO 10427.0

“Post Conflict Relief and Rehabilitation in the Islamic Republic of Afghanistan”

Evaluation Report

October 2009

OEDE/2010/001

Prepared by:

Manfred Metz

Charity Dirorimwe

Jean-Pierre Silvéreano-Vélis

Egon Westendorf

Team Leader

Nutrition specialist

FFE/T specialist

FFW/A specialist

Commissioned by the
Office of Evaluation of the World Food Programme

Acknowledgement

The Evaluation Team would like to acknowledge the support of WFP counterparts in Islamic Republic of Afghanistan. Government officials and representatives of UN agencies, multilateral organisations and NGOs dedicated time, and approached the interviews in a frank and constructive manner. WFP's Office in Afghanistan contributed time and effort, particularly during the organisation of the field study, collating documentation and data. The Office made every effort to accommodate the Evaluation Team, from the commitment of senior management to the many hours of support provided by the Monitoring and Evaluation unit and programme personnel.

Disclaimer

The opinions expressed are those of the Evaluation Team, and do not necessarily reflect those of the World Food Programme. Responsibility for the opinions expressed in this report rests solely with the authors. Publication of this document does not imply endorsement by the World Food Programme (WFP) of the opinions expressed.

The designation employed and the presentation of material in the maps do not imply the expression of any opinion whatsoever on the part of WFP concerning the legal or constitutional status of any country, territory or sea area, or concerning the delimitation of frontiers.

Evaluation Management

Evaluation Manager:
Director, Office of Evaluation:

Claire Conan
Caroline Heider

Table of contents

Executive Summary	i
1. Background.....	1
1.A Context	1
1.B Evaluation features	2
2. Overview and strategy of the operation	3
2.A Overview of the operation.....	3
2.B Strategy of the operation	5
2.B.1 <i>Relevance to national strategies and initiatives of key actors</i>	5
2.B.2 <i>Assessment of the design</i>	7
2.B.3 <i>Appropriateness of activities</i>	9
3. Results	13
3.A. Outreach	13
3.A.1. <i>Overall assessment of the operation’s outreach</i>	13
3.A.2. <i>Beneficiaries and assistance provided by activity type</i>	17
3.B. Attaining objectives.....	26
3.B.1 <i>Outcomes</i>	27
3.B.2 <i>Overall assessment of the operation’s outcomes</i>	33
3.C. Contribution of the operation to the national humanitarian /development changes	33
4 – Factors explaining the results.....	34
4.A. External factors	34
4.B. Factors within WFP’s control.....	36
5. Conclusions and recommendations.....	41
5.A Overall assessment	41
5.B Recommendations	43
List of Annexes.....	47
Acronyms	180

List of Annexes

	Page
1 TORs	48
2 Bibliography	63
3 Mission Itinerary, Places visited, Institutions and Persons contacted	70
4 Evaluation Methodology and Matrices	77
4 a Evaluation Matrix: General and common issues	79
4 b Evaluation Matrix: Relief / GFD	87
4 c Evaluation Matrix: FFW with summary findings	90
4 d Evaluation Matrix: FFE/T	93
4 e1 Evaluation Matrix Nutrition and Health in FFE Component	96
4 e2 Evaluation Matrix Nutrition Education in FFT (Literacy & Vocational Training)	98
4 e3 Evaluation Matrix Flour Fortification	100
4 e4 Evaluation Matrix MCHN	102
4 e5 Evaluation Matrix Assistance to TB Patients and Families	104
5 Logframe Analysis	106

5.1	General issues	106
5.2	Deficiencies and inconsistencies in the Logframe Matrix related to FFE component; implications for the evaluation	108
6	Key stakeholders analysis	110
7 a	NRVA Data on Food (In-)Security by Province	113
7 b	Map: WFP Activities	115
7 c	Map: Security Risk Areas	116
7 d	WFP CO Afghanistan, Organizational Chart	117
7 e	Beneficiary Numbers and Categories, 2006 – 2008	118
7 f	TB Detection and Treatment Outcomes	119
7 g	Data on FFE/T Food Distribution and Rations	120
7 h	Nutrient Composition of HEB	121
7 i	Fortified Wheat Flour Production	122
7 j	Functional Literacy Curriculum	123
8	Compiled data of Logframe Indicators	127
9	Commodities dispatched by activity	135
10	Resourcing update	139
11	Main Findings on Specific Programme Components and Activities	141
12	Key issues for the future	178

Fact Sheet

Title of the Operation	Post Conflict Relief and Rehabilitation in the Islamic Republic of Afghanistan ¹				
Number of the Operation	PRRO 10427.0				
Approval Date	November 2005				
Objectives	Enhance food security and improve the human and productive capital of vulnerable Afghans in highly food-insecure and remote areas, with special emphasis on vulnerable women and children.				
Operation specs	Start Date	End Date	Beneficiaries	Metric tons	USD
Approved design	1 Jan. 2006	31 Dec. 08	6,597,000	520,180	360,208,291
At the time of the evaluation	1 Jan. 2006	31 Dec. 09	15,163,155	1,010,260	847,800,856

BUDGET	US\$
Food costs	442,934,944
Other direct costs	349,402,304
Indirect Support Costs	55,463,607
Total Approved Budget¹	847,800,856

Activities	Beneficiaries	Percent	Tonnage	Percent
General food distribution	2,123,808	14.0%	78,861	7.8%
FFW relief and recovery, support for safety-net programmes including vouchers and cash	7,680,043	50.6%	464,844	46.0%
FFT: teacher training, literacy and vocational training	1,602,000	10.6%	66,118	6.5%
School feeding, on-site dry	1,500,000	9.9%	82,668	8.2%
School feeding, take-home wheat	450,000	3.0%	193,639	19.2%
School feeding, take-home oil	400,000	2.6%	34,900	3.5%
School feeding, on-site wet	100,000	0.7%	3,344	0.3%
Support for national TB programme	758,158	5.0%	60,202	6.0%
Blanket supplementary feeding	37,000	0.2%	333	0.0%
MCHN: pregnant and lactating women	180,000	1.2%	8,910	0.9%
MCHN: children aged 24–59 months	332,146	2.2%	16,441	1.6%
Total	15,163,155	100.0%	1,010,260	100.0%

Main Partners	
Government	MRRD, MoE, MoPH, MoLSAMD, MAIL
NGO	17 International, 49 local NGOs
Multilateral	FAO, UNDP, UNHCR, UNICEF, WHO
Main Donors	USA (38.7%), Japan (7.5%), Canada (5.7%), India (5.5%), UN Common Funds and Agencies (4.5%), UK (3.2%), Germany (2.6%), Australia (2.3%), Netherlands (2.2%)
Other ongoing WFP Operations	United Nations Humanitarian Air Service (UNHAS), SO 10514.0

¹ as per latest budget revision:., 8 October 2008. Total number of beneficiaries corrected (in the BR document, total number of beneficiaries was added up wrongly, less 400,000).

Executive Summary

Introduction

1. This evaluation serves two objectives: accountability - reporting on the work carried out and the level of results achieved to date – and learning with a view to inform the design of the successor PRRO. The scope included all components and geographical areas of the operation, however, for the three pilot activities introduced through budget revisions (BR) (wet school feeding, cash-vouchers and MCHN), the evaluation limited itself to an assessment of the design.
2. Organised and commissioned by OEDE, the evaluation was conducted by four independent consultants. The field study in Afghanistan (May 21 – June 11, 2009) was preceded by a desk study phase and pre-mission to Afghanistan by the team leader.
3. The evaluation was constrained by i) a lack of outcome data forcing the team to rely on qualitative information and anecdotal evidence leading to indicative results which are not (necessarily) representative; ii) time constraints limiting the number of site visits, to which the team tried to remedy by splitting up and iii) security constraints, which precluded access to numerous parts of the country.

Country context

4. Between 1979 and 2002, Afghanistan faced war, civil unrest and recurring disasters, which exacted a heavy toll on its people. During this period, millions died and millions more fled the country and became refugees in Pakistan, Iran and beyond.
5. Since 2002 there have been serious national efforts to revitalise the economy and enhance social development combined with international assistance, political, financial and military support. Yet, these efforts have been constrained by persisting security threats, socio-political issues, corruption and recurrent emergencies, and failed to reduce extreme poverty and hunger. Almost half of the estimated population of 25 million still lives below the poverty line, and Afghanistan ranks 174 out of 178 in the human development index (HDI).
6. Health indicators for both women and children remain exceptionally low and are amongst the worst in the world. 54 percent of children under five are stunted, and 6.7 percent are wasted due to malnutrition and the female mortality rates reflect the dire conditions in which most of them live. One third of the school-age population are not in school and only 30 percent of girls are attending schools.
7. Food production is highly volatile, mainly due to varying weather conditions and Afghanistan is normally a food deficit country, depending on net cereal (mainly wheat) imports even in years of good harvests.

Overview and Strategy of the operation

Operation features

8. Since the fall of the Taliban regime and the establishment of a transitional the Government in June 2002, WFP's operations have shifted from emergency assistance to rehabilitation and recovery. The PRRO was approved in November 2005 for a period of three years (January 2006 – December 2008). The original number of people to be assisted was 6.6 million people at a cost of US\$ 360.2 million. The operation has undergone six BRs, primarily due to recurrent droughts, escalating food price crisis and its consequences, and other localised emergencies. It now targets 14.8 million people at a total cost of US\$ 848 million. The duration has been extended by one year until December 2009.

9. The Overall goal of the operation is to enhance food security and improve the human and productive capital of vulnerable Afghans in highly food-insecure and remote areas, with special emphasis on vulnerable women and children. This goal shall be achieved through the achievements of objectives contributing to the five Strategic Objectives (SOs) of WFP's previous Strategic Plan (2004-2007):

<ul style="list-style-type: none"> • Save lives in crisis situations. • Increase access to food for vulnerable groups affected by extreme weather. 	⇒	SO 1
<ul style="list-style-type: none"> • Improve capacity of vulnerable groups including IDPs to manage shocks and meet necessary food needs. 	⇒	SO 2
<ul style="list-style-type: none"> • Contribute to a substantial reduction in the number of TB-affected population. • Raise awareness and participation of communities in preventive health and nutrition. • Contribute to a substantial reduction of helminthic infections. • Increase the availability of locally produced and fortified wheat flour to the general population. 	⇒	SO 3
<ul style="list-style-type: none"> • Increase primary school children's enrolment and attendance in food-insecure and low enrolment areas, increase girls' enrolment and attendance in high gender gap areas and address short-term hunger to improve learning. • Increase the number of primary schools • . Improve the literacy and functional life skills of poor rural adults, especially women. 	⇒	SO 4
<ul style="list-style-type: none"> • Increase the capacities of the Government, non-government counterparts and communities to identify food needs, develop strategies and carry out food-based programmes. 	⇒	SO 5

10. PRRO 10427.0 has two components:

- **Relief:** Including emergency food assistance in the form of general food distribution (GFD) and relief Food-for-Work (FFW) to (a) victims of disasters and conflicts in food insecure and disaster prone areas, (b) vulnerable populations affected by the food price crisis, and (c) internally displaced people (IDPs).
- **Recovery:** Including (a) asset creation to sustain livelihoods, the environment and natural resources (mainly FFW and /Food-for-Assets (FFA)) for rehabilitation of roads, irrigation infrastructure, environmental protection and reforestation); (b) vocational training to restore livelihoods and develop capacities); (c) Education and health, activities aiming to increase enrolment, reduce drop-outs and relieve short-term hunger (food-for-education (FFE), school construction and rehabilitation, teacher training and mobilization, functional literacy training, food-security education and school gardens, de-worming, assistance to tuberculosis (TB) patients and their families, and flour fortification), provision of fortified supplementary food for children and pregnant and lactating women.

11. The operation takes place in all 34 provinces and in 390 of the 398 districts of the country. It is managed through a country office (CO), 5 area offices (AO) and 3 sub-offices (Sub-O). WFP has 827 staff members in Afghanistan, 57 international and 770 national staff.

Assessment of design

12. The operation's objectives adequately sought to contribute to the objectives of national development strategies, of the UNDAF and to donors' strategies.

13. Clear links can be made between the PRRO objectives and Pillar 3 of the Afghanistan National Development Strategy (ANDS) on Economic and Social Development, which states as its objectives: to reduce poverty, ensure sustainable development (...) improve human development indicators, and make significant progress towards the Millennium Development Goals (MDGs). Besides addressing the needs of the poor, vulnerable and food insecure, thus directly contributing to MDG 1 (eradicate extreme poverty and hunger), the operation is also designed to contribute, through its various components, to MDG2 (achieve universal primary education); MDG3 (promote gender equality), MDG4 (reduce child mortality), MDG5 (improve maternal health), MDG 6.c (halt and begin to reverse incidences of (...) major diseases) and to MDG7 (ensure environmental sustainability).

14. The objectives of the operation are contributing to those of the 2004-2008 WFP strategic plan and the range of intervention modalities has been expanded following the approval of the 2008 – 2011 strategic plan. The operation is in line with key policy documents including on gender/enhanced commitments to women and on transition from relief to recovery. Relief-recovery-linkages have been considered implicitly by preventing deprivation and security livelihoods at critical times, a precondition for recovery, and explicitly by linking relief assistance with FFW type approaches wherever possible.

15. Findings of previous evaluations have been considered in the programme design and some projects such as the bakery activity were discontinued as a result while emphasis was put on the need to improve the linkage between assessment, programming and monitoring, particularly for outcome monitoring.

16. However, the Logical Framework of the operation presents severe deficiencies with regards to the:

- inherent logic (consistency between outputs, outcomes, and goal) and plausibility of some of the outputs and outcomes,
- inappropriateness of most indicators and the lack of targets;
- risks and assumptions, which do not refer to external issues but to issues within WFP's control.

17. A notable design feature of the operation is the high diversity of activities (16 in total), especially for the education component where the complexity of the design is particularly evident. The activities are justified by the needs as reflected by socio-economic indicators and are appropriate to the local context and practices. While there is a cultural preference for food aid to be handed out based on a system of exchange such as for FFW, GFD is nonetheless considered appropriate in acute emergencies and in cases where the targeted beneficiaries are unable to work or where no meaningful FFW projects can be implemented. Questions were raised though as to the appropriateness of the introduction of the new pilot wet school feeding activity, which was not validated by assessment, was designed with little consultation and could have important drawbacks in terms of implementation².

18. The geographical targeting is based on the 2005 national risk and vulnerability assessments (NRVA), carried out by the Government of Afghanistan partners with technical support by EC, FEWSNET, WFP and others and provides information at district level with a degree of reliability acceptable for the recovery/development context. Special assessments have been carried out in disaster and crisis situations. Second step targeting, i.e. beneficiary selection is done with regard to GFD and FFW and is generally considered as adequate even

² NB: The evaluation of this pilot wet school feeding was limited to the design of the activity.

though occasional targeting errors were noted. Community representatives are involved in beneficiary selection for both activities. While specific criteria are applied for GFD, FFW is largely self-targeting. Assisting all participants in FFE and FFT activities is generally justified, however, concerns were raised as to the multiplication of criteria applied to selecting schools and FFT.

Results

19. Since 2006, 20 million persons have been assisted including 8.7 million in 2008 implying that for that year up 70 percent of the food insecure and vulnerable Afghans have been reached by one kind of WFP intervention or another³. Overall, there is a slight majority of male over female beneficiaries due to a higher number of boys attending school and receiving school-meals, and of men involved in FFW activities, while females are the majority of beneficiaries of take-home rations under FFE (oil for girls) and FFT activities. The total tonnage distributed in 2008 represents 26 percent less than planned suggesting that beneficiaries did not receive the totality of their entitlements or were assisted for shorter periods than planned.

20. While the original project document stipulated relief/recovery shares of some 5/95 percent respectively, the relief component has been substantially increased, due to consecutive emergencies, to 50 percent of the resources and volume of the operation.

21. 1.2 million Afghans have received **relief GFD** rations in 2008, including IDPs and persons affected by crises and disasters who received assistance from one to six months. GFD has, in general, reached vulnerable groups who suffered from acute food shortages. Notwithstanding some distribution delays, some targeting errors in the first round of urban distributions and a ration covering only part of the households' requirements, which constrained the effectiveness of GFDs to a certain extent, it has helped poor and vulnerable households to overcome critical times of food shortages without being forced to apply destructive and unsustainable coping practices. As such, it provided an effective temporary safety net. Considering that the wheat prices had more than doubled between 2007 and 2008⁴, GFD effectively compensated the beneficiary households for the increased market price of their main staple food. Another outcome of the GFD activity has been capacity development of national counterparts in managing food distribution schemes as shown by the 2008 Government of Afghanistan managed distributions of food aid provided by the Russian Federation⁵.

22. **The FFW component** is fundamentally strong and implemented through robust partnerships with national stakeholders and through communities. Originally intended as a recovery activity, it also became the major activity of the increased relief component following the 2008 joint appeals and absorbs the largest share of PRRO resources. 1.77 million participants (i.e. 8.8 million beneficiaries) have been assisted by FFW projects since 2006. The ration size 'value' being less than day labour rates resulted in effective self-selection of participants of most vulnerable households. The project selection is bottom-up and the approach fits with ANDS intentions and community expectations. Communities are responsible to decide on their needs through a participatory and inclusive process including female and the most vulnerable. Projects are prepared by representatives of community development councils (CDCs)⁶ with technical support by MRRD and Cooperating Partners

³ Beneficiary numbers should be treated with great caution due to the deficiencies and inconsistencies in planning, monitoring and reporting of these numbers. Reports from Cooperating Partners are often late, incorrect or missing and dwarfed by insufficient monitoring capacity and access issues.

⁴ See WFP, Afghanistan Market Price Bulletin, April 2009. Starting from less than 15 Afs/kg in early 2007 retail prices of wheat reached a peak of more than 30 AFS/kg (1500 AFS/50 kg bag) in April 08, when they started to decline again to below 20 AFS/kg (less than 1000 AFS/50 kg bag) in April 2009. (

⁵ These schemes have not been covered by the evaluation.

⁶ The NSP (National Solidarity Program) Community Development Councils (CDCs) established in approximately 80 percent of communities or traditional village councils (shuras). These CDCs exist in 20,000 of the 40,000

(CPs), assessed by line ministry and confirmed by provincial governor. The WFP approval process of projects is responsive and rapid.

23. Relief and recovery FFW has resulted in positive outcomes by maintaining beneficiaries' stressed food budgets at coping levels and providing a temporary top up to livelihoods. It was also observed that the disabled or sick who cannot participate in FFW receive a share of rations from other community members. There are no reports of nutritional collapse (starvation, acute malnutrition) in areas covered by FFW and FFW interventions have stabilised market prices by reducing profiteering during the high food price period. Local representatives and stakeholders unequivocally state that the economic impact of creating and rehabilitating assets is clear⁷, that FFW benefits the community at large though the assets created/rehabilitated and is critical to the development, resilience and wellbeing of the community and its members. FFW also contributed to the realisation of the Green Afghanistan Initiative (GAIN), a joint programme of action of the Government and six UN agencies, which aims at environment and natural resource protection⁸.

24. **FFE.** Annually, 1.4 million children (+/- 92 percent of planned) received through on-site school feeding sealed High Energy Biscuits (HEBs), which are well accepted by schoolchildren, are easy to deliver and to prepare even if the absence of drinking water in places is regrettable. An interruption in HEB supplies late 2006 and early 2008 resulting in delays did not significantly impact on attendance as students knew that food would arrive and it was effectively eventually distributed. While 829,000 children received take-home rations in 2008 (184 percent of planned as this includes children receiving additional wheat under the pre-winterisation project), the school construction output level was remarkably low.

25. FFE has reinforced existing trends towards heightened enrolment in primary schools and increased girls' attendance. Data comparison between WFP assisted and non-assisted schools shows a clear positive effect on the gender gap in WFP assisted schools even if the mission noted that enrolment figures in WFP schools were slightly inflated by headmasters. Also, incentives for girls were particularly successful in the first primary grades but a tendency for girls to drop out in upper grades was observed.

26. Increased enrolment, encouraged by FFE, has heightened the pressure on the education system. Schools are often overcrowded and complementary investments and measures are necessary to adequately accommodate a growing number of schoolchildren calling for the need to ensure the provision of the "Essential Package" (UNICEF, UNESCO, WHO, FAO and WFP) in WFP assisted schools.

27. 150,000 participants (2/3rd of them women) took advantage of functional literacy and vocational training courses, which contributed to the development of literacy and functional life skills of the rural population, particularly of poor women. However, the teacher training activity has not proven successful regarding two crucial indicators: the number of participants and the required female participation.

28. **Health and nutrition.** Between 75 and 82.5 percent of planned TB patients were assisted in 2007/8 as security issues caused some food delivery halts. Nonetheless, outcomes were systematically monitored showing impressive results: increased number of people seeking voluntary treatment, improved case detection rate and Direct Observational Treatment (DOT) coverage rate and less defaulters. In addition, substantial further effects can be expected as family and community members will be less exposed to the risk of infection, and the cured persons will be better able to contribute to the household and community economy. While food assistance is critical for enhancing case detection and thereafter

Afghan villages and cover NSP programs in 30,000 villages (CDCs cover more than one community where villages are in close proximity).

⁷ For example, de-silted canals result in improved productivity of irrigated land and rehabilitated roads/bridges reduce the cost of market access.

⁸ WFP provides food based support to various activities under the programme, mainly to nursery workers.

achieving a decline in the overall TB affected population, these results are attributable to a well functioning integrated partnership.

29. Other notable results relate to the de-worming and flour fortification activities. The annual target of de-worming 5 million children has been surpassed since 2005 with over 6 million children aged 6-13 years reached since. The production of fortified wheat-flour, which is demand-driven, has almost doubled since the previous PRRO but still falls short of expected target and the capacity of the Ministry of Public Health (MoPH) technicians is still inadequate. Fortified flour is mainly purchased by the urban lower and middle income classes who are most affected by micronutrient deficiencies and the widespread consumption of fortified flour is expected to lead to an improved iron status and overall health status of the population.

30. Less effective, actually hardly practiced, was health and nutrition awareness training and vocational training programmes, which were not effective channels of nutrition awareness because attention was not given to identifying health and nutrition trainers or to adequately preparing them to fulfil this function.

Factors explaining results

31. **Security challenges** affect the operation throughout the project cycle and while UN security rules restrict staff travel to no-go areas, WFP applied flexible and innovative approaches in identifying cooperating partners, organizing transport (e.g. through local transporters and beneficiary communities) and ensuring monitoring by outsourcing it in these areas. However, not enough information on the implications of security threats for the efficiency of the operation has been provided to stakeholders and particularly to donors, leaving some of donors with the impression that everything goes smoothly until reports indicate otherwise. They noted the need for enhanced accountability on these issues and a pro-active flow of qualitative data from WFP on the efficacy of its approaches in security risk areas.

32. Challenges related to the ‘risk of **corruption** and diversion’ are widespread and, while Government accountability standards are prescribed by various laws, endemic corruption at all levels of Government is well known and evidenced. Specific to the WFP operation is the risk of loss of control, especially in no-go areas where WFP has outsourced critical project cycle components.

33. The programme faced severe **resource constraints** in 2007 and WFP could only ensure minimum operational levels and respond the most urgent needs by borrowing US\$ 10 million from the Immediate Response Account (IRA). Resource constraints also affected the operational capacity of the CO and AOs as international staff were replaced by UN Volunteers. Thanks to favourable donor response to the 2008 joint appeals, the programme was resourced at 80.6 percent by March 2009.

34. The commodities **pipeline** has been affected by numerous factors including the 2007 resource shortfalls, security risks and weather hazards. Pipeline breaks have occurred frequently leading to major backlog and delays in food distribution which undermined WFP’s performance.

35. Although the project document states that **local purchases** of cereals will increase, subject to cash availability, local purchases have been limited so far. Although Afghanistan is a net food importer, there are pockets of surplus production, good harvesting seasons and a potential for production increases which could be further enhanced through local purchase of food aid commodities.

36. The CO showed an ability to **adapt to change** and adequately used BRs to expand the relief share of the PRRO in response to emergency needs and to pilot new activities in line with the most recent strategic plan. Some related concerns on **staff resources** should be noted

as AO and Sub-O staff struggled throughout the project cycle to meet demands of various projects, especially in light of the FFW expansion and of the introduction of pilot projects.

37. The need for improved and more effective **monitoring**, particularly outcome monitoring, was emphasised in all previous PRRO evaluations. Although some steps have been made towards upgrading the monitoring and evaluation (M&E) system they have not yet brought about tangible results in meeting the essential requirements of WFP and its partners for accountability and management information for enhanced efficiency and effectiveness.

38. **The strategic partnership** with MRRD is functioning well in the context of FFW. However, MRRD is officially mandated for the overall coordination of food aid but this role has been mostly limited to FFW only and there is a need for defining the role of food aid in Afghanistan's future development strategy. As for other activities, WFP operates with the respective line ministries (MoE, MoAIL, MoRR, MoLSAMD, MoPH) and cooperating partners on the basis of bilateral LoUs. WFP field staff have strong, friendly, collaborative and regular relations with stakeholders who generally reported satisfaction with WFP performance as far as responsiveness, collaboration and cooperation, technical and material support are concerned. Roles and responsibilities are well understood and practiced.

Overall assessment and recommendations

Overall assessment

39. In addressing critical humanitarian and social needs and contributing to the achievements of the MDGs 1-7, the operation is fully compliant with WFP strategies and policies; relevant to the population needs and coherent with the objectives of Afghan national development strategies. However, the logical framework is deficient and the operation's design complex, leading to a juxtaposition of activities rather than to a comprehensive and coherent programme. The activities were found to be appropriate to the needs and context with few exceptions. Linkages between relief and recovery exist but they are ipso-facto, as a result of field level relationships established through implementation.

40. Despite severe security constraints, WFP has maintained a presence and remained operational in all provinces and almost all districts of the country, which is a major achievement in itself and recognised as such by the Afghan Government, UN and donor partners, communities and beneficiaries. The Government, UN and donor partners largely rely on WFP as the major player and provider of relief food assistance in disaster and crisis situations.

41. About 70 percent of the food insecure and vulnerable population has been reached by some kind of WFP intervention. The actual number of beneficiaries increased from 4.7 million in 2006 to 8.7 in 2008 and exceeded the planning figure by 28 percent in 2008. However, for the same year, the tonnage distributed is 2 percent less than planned, implying that beneficiaries did not receive the totality of their food entitlements or were assisted over shorter periods than planned. Also, major delays in food deliveries and distribution (up to 8 months and more) due to a combination of resource shortfalls in 2007, pipeline breaks, security threats/corruption has affected the effectiveness of the operation. Food arriving several months after a disaster strikes, when FFW projects have been completed or when the school year is over, fails to reach the beneficiaries in times of need and to fulfil its objectives.

42. The food costs represent 52 percent of the PRRO cost, which is similar PRROs elsewhere and can be taken as an indicator for efficiency, particularly considering the complexity of operating in the Afghan context. Outreach in insecure areas is achieved at substantial additional costs and risks of losses and delays, which raises the question of which additional costs and risk level are acceptable.

43. The factors which positively influenced the operation's efficiency and effectiveness include: a) adequate geographic targeting and generally adequate beneficiary selection

methods; b) responsiveness to increased needs resulting from the high-food prices crisis and natural disasters; c) flexible and innovative approaches especially for implementation in no-go areas; d) generally respectable relations with partners in terms of collaboration, cooperation, technical and material support; and e) the fact that FFW activities are simple and familiar to communities and in line with their needs.

44. On the other hand, the efficiency and effectiveness of the operation was negatively influenced by a) the high diversity and lack of coherence of activities, which poses implementation challenges and affects efficiency; b) a combination of resource shortfalls in 2007, pipeline breaks, security threats and corruption leading to distribution delays; c) deficiencies in the M&E system and in the related monitoring of outputs and particularly outcomes of the operation; and d) insufficient staff capacities of WFP and partners.

45. Only assumptions on likely longer-term impact of the operation can be made at this stage, including that it contributes through its community based FFW approaches to community development processes, through its FFE/T activities, which form integral parts of the UN Joint Healthy Schools Initiative and the Afghanistan Integral Functional Literacy Initiative (AFLI), to develop human capacity and strengthen the role of women in the economy and society, and the relief as well as health and nutrition interventions help to maintain and improve the nutrition and health status of the population.

46. In planning and implementation, WFP collaborates closely with government partners and communities who are, through ‘learning by doing’ as well as related capacity development measures, enabled to assume greater responsibility in carrying out the tasks and, ultimately, to take them over. Also, community ownership and the simple technologies applied in FFW activities are decisive factors for their sustained use and maintenance. Continued Afghan Government commitment to FFE is documented by a recently prepared concept paper on a National Food for Education Programme aiming at expanding school feeding to all primary schools in the country.

Recommendations

47. ***Streamline and simplify approaches***, based on:

- experience and lessons learned on what works well or not,
- available capacities of WFP and partners to rely on,
- well established partnerships with clearly defined roles and responsibilities,
- priority setting and linkages of types and areas of future operations derived from a clear, realistic and consistent set of objectives, outcomes and indicators reflected in a Logframe matrix which needs to be developed by WFP together with its key partners.

48. Adopt in future design a fundamentally different, and practical, approach to M&E based on harmonizing WFP’s M&E with its partners. A ***functional M&E system*** needs to be established, composed of two layers, which (1) ensures basic monitoring functions (distribution and beneficiary monitoring), by providing real time data and information on progress and flaws in implementation, and (2) generates relevant outcome data to enable WFP and its partners to monitor overall programme performance in view of objective achievement. To this end, the partners will depend on capacity development and support from WFP and precondition for this is a consistent Logical Framework.

49. ***Managing security risks and challenges***. Clearly set out the implications of security threats for the operation, in order to clarify which additional costs and level of risks are acceptable, which are not, and which priority type of interventions justify higher risk levels (humanitarian vs. recovery/development). Decisions on these issues require consultation with stakeholders and donors.

50. Efforts must be made to ***avoid pipeline breaks*** and delivery delays by longer forward planning of deliveries, pre-positioning food at strategic locations, making use of alternative sources and routes of supply, setting priorities according to urgency of requirements, and by advocating with donors on the implications of pipeline breaks. If delivery delays are expected, WFP should notify partners, field staff, communities and beneficiaries well in advance and communicate the anticipated delivery date.

51. Explore possibilities of ***local procurement*** and, to the extent feasible, utilise such potentials to strengthen local food marketing, generate income for farmers and traders, and help ensure that the beneficiary population receives the type and quality of food commodities they are used to. This would require close monitoring of the grain market situation and the establishment of contacts to the grain trader community.

Relief-GFD

52. Clarify targeting criteria to all partners. Beneficiary screening and third-party verification should be done early and comprehensively, particularly in urban areas. Provisions for eligible late-comers should be made.

53. Investment made in Kabul data bank as an instrument for management, monitoring and documentation of social assistance schemes should be maintained and extended to future urban GFD and could be offered to government partners for wider application.

54. The planned cash-voucher pilot should be closely monitored (especially regarding efficiency and effectiveness and how results compare to GFD and other social safety-net approaches).

FFW

55. Actively harmonise FFW by further structuring the WFP led, community driven and MRRD supported intervention model with a focus on economies of scale.

56. Clearly distinguish throughout the project cycle between relief (humanitarian) and recovery (development) FFW. The goal should be consistently to bring food deliveries directly into the control of CDC/shura at community level.

57. Implement a ‘back to basics’ review of the FFW M&E system, with strong senior leadership and focus on a small number of relevant FFW indicators.

FFE/T

58. The FFE component goal should be more focused (support to basic education and basic skills training). The justification and synergy of activities to achieve FFE objectives should be clearly established and reflected in the Logical framework.

59. Extend the provision of incentive take-home rations to girls in grades 10 – 12 to prevent early drop-out and encourage girls to complete education.

60. Re-consider appropriateness of wet school feeding while looking for alternatives to increase vitamin C intake.

61. Develop capacity and provide technical assistance to government staff to support the development of FFE / Health and Nutrition national policy frameworks with adequate institutional, financial and human resources in view of a future and progressive WFP handover strategy.

62. Give more responsibility to CDCs on food management and distribution in implementing sites to improve monitoring at FDPs and enhance commitment from beneficiary communities.

Health and Nutrition

63. Stop integrating health and nutrition education in vocational training but strengthen it in functional literacy by using action-oriented approaches and continue support to the School Health Initiative (SHI).
64. Consider revising re-imburement rates for food deliveries for TB patients, taking into account the higher transport costs induced by small tonnages.
65. Consider distributing locally produced fortified wheat flour to WFP-assisted projects. Expand flour fortification, while working on an exit strategy. Strengthen quality control through training of all MoPH laboratory technicians to monitor the quality of locally fortified and imported wheat flour.
66. Establish pilot joint UN(UNICEF/WFP/FAO)/government collaboration in TSF in Herat and Kabul to tackle severe malnutrition (UNICEF-supported), moderate malnutrition (WFP-supported) and prevention (FAO-supported) to strengthen government's multi-sectoral response to malnutrition and ensure sustainability of WFP assistance. An MOU to formalise this arrangement stating joint targeting, annual workplans and implementation is desirable.
67. Explore potential for local production of HEB to stimulate local economies and reduce distribution costs.

1. Background

1.A Context

1. During the period 1979 – 2002, Afghanistan faced war, civil unrest and recurring disasters, which exacted a heavy toll on Afghanistan and its people. Millions died and millions more fled the country and became refugees in Pakistan, Iran and other parts of the world.

2. Since 2002, serious national efforts to revitalise the economy and enhance social development combined with international assistance, political, financial and military support have increased security and economic growth, revived public administration, improved social indicators notably for education and health, encouraged the return of 2.5 million refugees and 600,000 IDPs and enhanced political stability - there is a new constitution and an elected President, parliamentary elections were held in September 2005, and the next presidential elections are scheduled for August 2009. Guiding policy documents for national development have been the National Development Framework (NDF), prepared in 2002, and the Afghanistan National Development Strategy 2008-2013, addressing the objectives of security, governance, and economic and social development.

3. Yet, these efforts to revitalise the economy and enhance social development have been constrained by persisting security threats, socio-political issues, corruption and recurrent emergencies, and failed to reduce extreme poverty and hunger. Almost half of the estimated population of 25 million still lives below the poverty line and with a human development index (HDI) of 0.345, Afghanistan ranks 174 out of 178 countries.⁹

4. Security threats have also severely affected assistance operations in large parts of the country, by impeding deliveries and distribution of assistance, and denying staff of international aid organisations access to no-go areas..¹⁰

5. According to the results of the National Vulnerability and Risk Assessments (NRVAs) in 2005 and 2007/8, the food security situation has deteriorated in most parts of the country¹¹ and 31percent of the population suffers from food insecurity, with another 23 percent being highly vulnerable to food insecurity. When diversity of diet is included in the analysis, 61 percent of households are likely to be below the threshold for food insecurity. Households in urban areas are slightly more food-insecure than both rural and Kuchi populations and the highest percentage of households that struggled to meet their food needs lie in Nuristan province and in the central part of the country.

6. Health indicators for both women and children remain exceptionally low and are amongst the worst in the world¹². 54 percent of children under five are stunted, and 6.7 percent are wasted due to malnutrition and the female mortality rates reflect the dire conditions in which most of them live. One third of the school-age population are not in school and only 30percent of girls are enrolled in schools; the percentage of girls attending school remains well below that of boys. Environmental degradation is alarming with only 1.5 percent of the land area under vegetative cover; and, about 400,000 people per year are

⁹ Center for Policy and Human Development (CPHD), Afghanistan Human Development Report 2007.

¹⁰ See Annex 7c – Map Security Risk Areas.

¹¹ See Table in Annex 7a for the results of the National NRVAs 2007/8 and 2005. (Note: 2007/8 NRVA data not yet officialised).

¹² Maternal Mortality 1,600/100,000 live births, Under-5 Mortality 191/1,000 live births

adversely affected by natural disasters. Finally, 150,000 people, who lost their livelihoods during the years of conflict, remain in internally displaced people (IDP) camps.

7. Food production is highly volatile, mainly due to varying weather conditions and Afghanistan is normally a food deficit country, depending on net cereal (mainly wheat) imports even in years of good harvests. A notable exception is the current year 2009 when abundant rainfalls and favourable weather conditions in large parts of the country in combination with a an expansion and intensification of cereal production by the Afghan farmers in response to last year's high food prices are expected to lead to a bumper harvest. This implies that, notwithstanding weather variability, the country has a potential for substantially increasing food production, especially as Afghan farmers respond positively to price incentives.

1.B Evaluation features

8. The evaluation of PRRO 10427.0 serves two objectives: accountability - reporting on the work carried out and the level of results achieved to date – and learning with a view to inform the design of the successor PRRO. The scope included all components and geographical areas covered by the PRRO, however, as to the three pilot activities (wet school feeding, cash-vouchers and MCHN) recently introduced through budget revision (BR), the evaluation limited itself to an assessment of the design. The key evaluation stakeholders to this evaluation include: WFP HQ technical units, Operations Department (OM) and WFP Board; Regional Bureau (OMJ); Country Office; Host Government: MRRD, MoE, MoPH, MoLSADM at central and decentralised levels; NGO partners (local and international NGOs); UN agencies; donors; communities, community representatives (CDCs, Shuras) and beneficiaries. Additional details including their role and interest in the evaluation are presented in annex 6.

9. The evaluation team consisted of four independent consultants. The evaluation involved:

- desk reviews of documents (strategies and policies of both the Government and WFP as well as WFP programme and monitoring documents);
- the preparation of a pre-mission report detailing the evaluation methodology and data collection method (see details in annex 4);
- two missions to Afghanistan including a pre-mission of the team leader to organise the evaluation and the field mission of the full team, which took place from May 21 to June 11 and included visits to project site in various parts of the country (in and around Kabul, Mazar-e-Sharif, Faizabad, Taloqan, Jalalabad, Herat and Bamyan)¹³; and
- The evaluation used mixed data collection methods and interviewed stakeholders in WFP Headquarters and in the Afghanistan CO and AOs as well as Government and UN partners, donors, cooperating partners; community representatives and beneficiaries.

10. Challenges included data constraints as the validity of output data is questionable and there is almost a complete lack of outcome data forcing the evaluation to rely on qualitative information and anecdotal evidence, which allows indicative but no representative conclusions on programme performance; time constraints limiting the number of site visits, which the team tried to remedy by splitting up and; security constraints, which precluded access to large parts of the country (See annex 7c) even if some information on these could be collected from WFP staff and outsourced monitors.

¹³ See Annex 3 for detailed mission itinerary, places visited and persons contacted.

11. WFP has developed an Evaluation Quality Assurance System (EQAS) based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products including the TOR. EQAS has been systematically applied during the course of this evaluation and relevant documents were provided to and used by the evaluation team.¹⁴

2. Overview and strategy of the operation

2.A Overview of the operation

12. Since the fall of the Taliban regime and the establishment of a transitional Government in June 2002, WFP's operations have shifted from emergency operation to relief and recovery operations. Table 2 shows the two predecessor WFP operations:

Table 1: WFP Operations in Afghanistan since 2002

Project Number	Project Title	Start Date	End Date	Food (mt)	Cost US\$ Million	Beneficiaries Million
EMOP 10155	Emergency Food Assistance to Afghanistan	01.04. 02	31.03.03	544,000	115.500	9.855
PRRO 10233	Food Assistance to Re-establish Livelihoods and Household Food Security in Afghanistan	01.04. 03	31.12.05	614,305	341.288	9,243
PRRO 10427.0	Post Conflict Relief and Rehabilitation in the Islamic Republic of Afghanistan	01.04. 06	31.12.09	1,010,260	847.800	14.800

Source: Evaluation Report 2004, SPR 2006, BR 2008

13. PRRO 10427.0 was approved in November 2005 for a period of three years (Jan 2006 – Dec 2008). The original number of people to be assisted was 6.6 million people and the total cost stood at US\$360.2 million. Since its approval, this PRRO has undergone 6 budget revisions, primarily due to recurrent droughts, high food prices crisis, and other localised emergencies. The PRRO now targets 15.2 million people at a total cost of US\$848 million and the duration has been extended by one year, now terminating in Dec 2009. By April 09, the operation has received a total of US\$ 694,692,354 committed contributions or 82 percent of its requirements.

14. The Overall Goal of the operation is to enhance food security and improve the human and productive capital of vulnerable Afghans in highly food-insecure and remote areas, with special emphasis on vulnerable women and children.

15. This goal shall be reached through the achievements of objectives contributing to the five Strategic Objectives (SOs) of WFP's previous Strategic Plan (2004-2007):

¹⁴ During the preparation of a first draft evaluation report, a new report structure has been developed by OEDE, and, subsequently, the evaluation report had been adjusted to the new structure.

SO 1:

- Save lives in crisis situations.
- Increase access to food for vulnerable groups affected by extreme weather.

SO 2:

- Improve capacity of vulnerable groups including IDPs to manage shocks and meet necessary food needs.

SO 3:

- Contribute to a substantial reduction in the number of TB-affected population.
- Raise awareness and participation of communities in preventive health and nutrition.
- Contribute to a substantial reduction of helminthic infections.
- Increase the availability of locally produced and fortified wheat flour to the general population.

SO 4:

- Increase primary school children's enrolment and attendance in food-insecure and low enrolment areas, increase girls' enrolment and attendance in high gender gap areas and address short-term hunger to improve learning.
- Increase the number of primary schools.
- Improve the literacy and functional life skills of poor rural adults, especially women.

SO 5:

- Increase the capacities of the Government, non-government counterparts and communities to identify food needs, develop strategies and carry out food-based programmes.

16. The operation has two components (relief and recovery) and counts a total of 16 activities:

- (1) Relief component is made up of emergency food assistance in the form of general food distribution (GFD) as well as relief Food-for-Work (FFW) to (a) victims of disasters and conflicts in food insecure and disaster prone areas, (b) vulnerable populations affected by the food price crisis, and (c) internally displaced people (IDPs); and
- (2) Recovery component included activities in the areas of (a) community and household asset creation which aim at sustaining livelihoods, the environment and natural resources (mainly Food-for-Work/Food-for-Assets (FFW/FFA)) for rehabilitation of roads and irrigation infrastructure and for environmental protection and reforestation); (b) vocational training for restoring livelihoods and developing capacities (training to acquire marketable skills and to provide consumer products and services); (c) Education and health, which aim to increase enrolment, reduce drop-outs and relieve short-term hunger (food-for-education (FFE), school construction and rehabilitation, teacher training and mobilization, functional literacy training, food-security education and school gardens, de-worming, assistance to TB patients and their families, and flour fortification), provision of fortified supplementary food for children and pregnant and lactating women.

17. While the original project document stipulated relief/recovery shares of some 5/95 percent cent respectively, the relief component has been substantially increased as a result of the consecutive emergencies and ensuing BRs, absorbing some 50 per cent of the resources and volume of the operation. The increased relief assistance is provided through GFD and relief FFW.

18. The operation takes place in all 34 provinces and in 390 of the 398 districts of the country. It is managed through 5 area offices and 3 sub-offices. See Annex 7b for a map of WFP activities in May 2009. WFP has 857 staff members in Afghanistan, 57 international and 770 national staff. Annex 7d shows the organisational chart of the WFP CO.

19. In addition to the PRRO, WFP also operates a special operation for Air transportation (SO 10514.0). The UNHAS operation supports the PRRO, by facilitating necessary staff movements from outside and access to areas within the country which could otherwise not be reached due to infrastructure, weather or security conditions. This special operation is not included in the scope of the evaluation.

2.B Strategy of the operation

2.B.1 Relevance to national strategies and initiatives of key actors

20. In seeking to address critical humanitarian and social needs in Afghanistan, the operation adequately sought to contribute to the objectives of national development strategies, of the UNDAF and to donors' strategies.

21. **National policies and strategies.** The PRRO objectives are in line with the objectives of the National Development Framework (NDF, 2002); of the key policy document "Securing Afghanistan's Future" (March 2004); Afghanistan's commitment to the Millennium Development Goals (2004); and the Afghanistan National Development Strategy (ANDS) 2008 – 2013, which serves as Afghanistan's Poverty Reduction Strategy Paper (PRSP).

22. Clear links can be made between the PRRO objectives and Pillar 3 of the ANDS on Economic and Social Development, which states as its objectives: to reduce poverty, ensure sustainable development.... improve human development indicators, and make significant progress towards the Millennium Development Goals (MDGs). Apart from addressing the needs of poor, vulnerable and food insecure population groups, thus directly contributing to MDG 1 (eradicate extreme poverty and hunger), the programme is designed to contribute, through its various components, to MDG2 (achieve universal primary education); MDG3 (promote gender equality), MDG4 (reduce child mortality), MDG5 (improve maternal health), MDG 6.c (halt and begin to reverse incidences of malaria and other major diseases) and to MDG7 (ensure environmental sustainability).

23. **Education sector.** In terms the sectors relevant to the operation, the Government of Afghanistan launched in 2002 the Back to School campaign that aimed to enrol 1.5 million children in primary and secondary grades. From under one million in 2001 the school population grew to 5.7 million in 2007 and new enrolments into grade 1 averaged between 12-14 percent per annum over the period. Two million (35 percent) of the children enrolled were girls – a 35 percent increase over five years. Nevertheless, as noted in the ANDS document¹⁵, the demand for education far outstrips the supply across the board in Afghanistan: only half of all school-age children were enrolled in schools and there were still huge provincial, gender and rural/urban disparities.

24. The lack of access to education has resulted in a massive backlog of illiterate people. The 2005 National Risk and Vulnerability Assessment (NRVA) estimated that only 28 percent of the population in the country could read and write. Disaggregated by gender this statistic revealed that at that time only 18 percent of females and 36 percent of males were able to read, a female to male ratio of 0.5. Based on population projections developed specifically for this work, and literacy rates reported by the Afghan Institute for Rural Development in 2005, it was estimated that there were 11.2 million illiterate persons in the country, about half of whom were out-of school children above the age of thirteen.

¹⁵ Afghanistan National Development Strategy, p. 117, 118.

25. As the objectives of the FFE/T activities are to “address short-term hunger and provide incentives for increasing enrolment and attendance, with a special focus on girls and teachers (particularly women), and for imparting literacy and life skills to targeted participants”, they clearly address the major challenges faced by the Afghanistan education system. Considering the latest national education statistics and information available¹⁶, the Evaluation Mission confirms that these objectives are still relevant and valid.

26. In particular, the FFE activities are in line with the objectives of the 3rd pillar of the ANDS 2008-2013, are fully integrated into the National Education Strategic Plan for Afghanistan 2006-2010 (NESP) that acts as the guiding framework to enhance education. Continuation of school feeding programmes in all basic schools in food-insecure areas is one of the priority components of the General Education programme. More recently, the Government of Afghanistan has expressed interest in developing a countrywide FFE system: in March 2008, the Ministry of Education issued a Concept Paper to develop a National Food for Education Programme to increase and improve access to quality education.

27. **Health sector.** The health activities of the WFP operation are also in line with the relevant national policies and contribute to their stated objectives, notably to those of the MoPH Health and Nutrition Sector Strategy (2007-2013), to which de-worming, wheat flour fortification and HNAT activities contribute. The HNAT objective is also consistent with objective No. 7 of the 2003-2006 Public Nutrition Policy and Strategy as is Wheat Flour Fortification.

28. Providing food assistance as incentive for voluntary TB testing and completing treatment also contributes to objectives of the National Tuberculosis Programme (NTP), which are in line with the MoPH Health and Nutrition Sector Strategy 2007-2013. The related targets comply with global TB control targets set by the World Health Assembly (WHA) in 1991 and with the Global Plan to Stop TB 2006-2015. Food assistance for TB patients contributes to the achievement of MDG 6, Target 8 “halt and begin to reverse incidences of TB by 2015” and to the attainment of the NTP 2009-2013 Strategic Plan targets, which are:

- Halving the prevalence and deaths due to TB, relative to 1990 by 2013¹⁷; and
- Attaining and maintaining case detection rate (CDR) of 70 percent and 85 percent treatment success rate (TSR) by 2013.

29. **Gender issues.** The promotion of gender equality and women’s empowerment is a pivotal strategic element of the PRRO and echoes one of the national major concern of the Government of Afghanistan, as documented in the ANDS and the National Action Plan for Women (NAPW), which aims at bringing about measurable improvements in women’s status as evidenced by, amongst others, reduced illiteracy; higher net enrolment ratio in educational and training programs; equal wages for equal work; lower maternal mortality; increased leadership and participation in all spheres of life; greater economic opportunities and access to and control over productive assets and income.”

30. **Initiatives of other partners.** In addition, the operation is designed to contribute to three of the four Priority UNDAF 2006-2008 Areas of Cooperation, namely 2) Sustainable Livelihoods, 3) Health and Education, and 4) Environment and Natural Resources. For example, the objectives of the FFE are in line with the health and education UNDAF Areas of Cooperation and more specifically with Objective 3 (equity and access improved for quality health and education services, as well as food security and nutrition improved, especially for women and girls). In addition, FFE is in line with the objectives of the Afghanistan Integrated

¹⁶ Schools Survey 2007, EMIS Department, Planning Department, Ministry of Education, January 2008.

¹⁷ Global targets are to achieve these rates by 2015.

Functional Literacy Initiative (AIFLI) and of the UN Joint Healthy Schools Initiative Project (HIS).

31. The HNAT initiative is meant to contribute to the UNDAF Objective 3.5 and to the action-oriented preventive health and nutrition strategies supported by UN agencies. In the HSI context, de-worming fosters joint Government/UN programming and implementation, in line with UNDAF Objective 3.3.

2.B.2 Assessment of the design

32. **Relevance to WFP's business plan.** The objectives of the operation are in line with the objectives of the 2004-2008 WFP strategic plan and the range of intervention modalities has been expanded following the approval of the 2008 – 2011 strategic plan and the introduction of an expanded “toolbox” offering new activities in line with the shift of WFP from a food aid as a food assistance agency.

33. The operation is also in line with key policy documents including on transition from relief to recovery and on gender/Enhanced commitments to women.

34. **Logical framework.** The analysis of the Logical Framework of the operation reveals severe deficiencies¹⁸, especially with regard to:

- the inherent logic (consistency / relationship of outputs, outcomes, and overall goal),
- the plausibility and clarity of some of the outputs and outcomes defined,
- the appropriateness of most of the indicators used,
- a lack of set targets;
- the risks and assumptions as some refer not external issues but are – or should be – subject of programme design and implementation.

35. For example, the objective “to save lives in crisis situations” for the relief component has been misinterpreted when the original Logframe was prepared, by putting forward “crude mortality rates” as the only outcome and performance indicator. The issue of livelihood protection, an essential aspect of relief assistance,¹⁹ has apparently not been taken into consideration when the Logframe was prepared.

36. These objectives, derived from WFP strategic plan, are somehow ambiguously formulated and do not take full account of the conditions and the experience with relief operations in Afghanistan. It seems that the major concern in developing the Logframe had been to formally comply with the Strategic Plan, and no sufficient consideration was given to the specific country situation as to the definition of realistic outcomes and outcome indicators on which data were available or could be collected.

37. **Lessons learned and recommendations** of previous evaluations have been considered in the programme design. This refers, for example, to the continuation of major programme interventions (relief-GFD for IDP and in emergencies, FFW/FFA, FFE/T), maintaining flexibility between relief and recovery, discontinuation of the bakery component, and improved linkage between assessment, programming and monitoring, particularly for outcome monitoring. To this end, a Country Management Appraisal and Review Team was foreseen to measure the outcome of interventions, to support area offices, and to evaluate programmes, project and activities with the aim of maximizing the impact of food aid.²⁰

38. **Geographic targeting.** The geographical targeting of the operation is based on the findings of the 2005 national risk and vulnerability assessments (NRVA), which provide data

¹⁸ See Annex 5 for a more detailed analysis of the Logframe of the operation.

¹⁹ See WFP, Food and Livelihoods in Emergencies: Strategies for WFP, Policy Issues Agenda 5 of Executive Board Annual Session, Rome, Rome, 28–30 May 2003, Executive Board Document WFP/EB.A/2003/5-A; 5 May 2003

²⁰ CMART was discontinued in 2007 and replaced by the CO M&E unit. See further under implementation, section 4 below.

at district level and has been carried out by the Government of Afghanistan partners with technical support by EC, FEWSNET, WFP and other organisations. A more recent assessment has been conducted in 2007/8 and some adjustments in area targeting reflected in BRs have been made on that basis. In addition, special assessments are carried out in the cases of disaster and crises situations.

39. Although not free of ambiguities in data collection, particularly in areas not accessible due to security conditions, the NRVA data are considered as a suitable basis for geographical targeting, i.e. to concentrate food assistance to those areas with a high percentage of food insecure and vulnerable population.. This is justified by the fact that some of the project activities, e.g. the FFE and FFT activities are designed as blanket distributions to all participants in the targeted areas.²¹

40. **Planning assumptions.** Expecting an improvement of the political and socio-economic situation in Afghanistan, the PRRO was originally designed to focus on recovery and rehabilitation, with almost 95 percent of the originally planned resources allocated for such programmes and only about 5 percent for relief. However, the socio-economic, political and security conditions have not developed as assumed in 2005/6. Relief needs have been compounded by the impacts of natural disasters (recurrent droughts, floods) and the impact of the global food price crisis.

41. In the same manner, the stated exit strategy was overly optimistic in indicating a phasing down proportional to the expansion of economic activities in the country. The data quoted suggests that the required economic development was never likely for even the medium term. The ANDS is more realistic in its vision for 2020, effectively proposing a 12 year Afghan development plan. The exit strategy was correct though in its reference to the twice yearly review of food aid interventions, based on Afghan regional needs.

42. Since Afghanistan is a food deficit country with normally 20 percent to 50 percent of the national requirements to be covered by food imports, the project document does not refer to local procurement. However, good harvests (like in 2009 e.g.) do open the door for local procurement when the conditions are right. This possibility should have deserved more attention, particularly in light of the opportunities it would offer for local producers, the agricultural sector and last but not least for offering an alternative to poppy production.²²

43. **Relief-recovery-linkages** are implicitly and explicitly considered: Implicitly by preventing deprivation and security livelihoods at critical times, a precondition for recovery, and explicitly by linking relief assistance with FFW type approaches wherever possible.

44. The PRRO design offers the possibility to shift between relief and recovery, and to accommodate additional relief assistance if needed. Good use has been made of this flexibility and relief assistance has been substantially augmented in response to increased emergency needs during the course of programme implementation through BRs.

45. **Diversity of interventions.** A notable design feature of the operation is the high diversity of activities. Considering the difficult socio-economic and political context, existing capacity constraints and security concerns, such diversity poses particular challenges for feasibility and efficient/effective implementation.

²¹ Such blanket distributions in WFP intervention areas explain the fact that the total number of 14.7 Million planned programme beneficiaries (according to the latest BR 2008) exceeds the number of 12.3 Million Afghans that have been identified as vulnerable by the NRVA 2007/8 (including food insecure and borderline population, see Annex 7a).

²²

²² High wheat prices are the major reason for Afghan farmers for not cultivating opium, as revealed by the recent study: UNDOC/Government of Afghanistan-Ministry of Counter Narcotics, Afghanistan Opium Winter Assessment, Jan. 2009

46. The complexity of the design is particularly evident for the FFE activities. The design of the FFE component seems more a juxtaposition of activities than a comprehensive programme. The Project document did not develop a rationale that highlights the underlying internal coherence and synergy of activities to be implemented under the overarching FFE component.

47. According to the initial design, FFE included seven activities to be implemented under the Education and Health sub-component, and further activities referred to school construction and rehabilitation, teacher training and mobilization, food security education and school gardens, de-worming campaign, assistance to TB patients and their families, flour fortification for improved public health. In May 2007, The FFE component was broken down into three sub-components: (i) School Feeding Programme (including de-worming, food security education and school gardens), (ii) Food for Training, (iii) School construction and rehabilitation, most of them being in turn broken down in new sub-components. As a result, the FFE intervention now consists of eight activities plus a ninth pilot activity (on-site wet school feeding) planned to be started soon.

48. This implies a diversity of beneficiaries (primary school children, trainers and adult trainees in literacy and vocational training courses, teachers receiving pre and in-service training) a diversity of modalities of food distribution (on-site dry school feeding / take-home ration), a diversity of periodicity and duration of operations (daily, monthly, every 2 months; 190 days per year for school feeding / depending on the effective duration of literacy and vocational training courses), a diversity of types of ration and commodities to be delivered (fortified biscuits / take-home ration composed of a single can of edible oil / take-home ration composed of wheat, pulses, edible oil, iodized salt).²³

2.B.3. Appropriateness of activities.

49. It should be noted that the commitment for **gender** equality is directly reflected in the design of many of the project activities implemented under the programme, (e.g. girls' take home rations, FLT, VT, health and nutrition) and in the obligation of cooperating partners to ensure women's participation at decision making level; in increasing women's control over food; and in the collection and analysis of sex-disaggregated data.

50. Relief assistance is provided in the form of **general food distribution (GFD)**, as well as relief **FFW**. Although there is a general cultural preference for food aid not to be handed out for free but on the basis of a system of exchange such as FFW²⁴, GFD is considered appropriate in acute emergencies and in cases where the targeted beneficiaries are unable to work and/or where no meaningful FFW projects can be implemented. The latter applies, for example, to relief assistance in the urban areas of Kabul and Jalalabad. In other areas, where there is relief FFW, generally a certain percentage (usually 15 percent) of the relief food supplies are allocated for GFD for the extremely vulnerable, including female headed households, disabled, and large households with only one breadwinner.

51. Afghan communities are effective integrated rural enterprises and the FFW package of addressing the HH food insecurity of some while having 'common good' infrastructure outcomes is aligned with and supports community economies. FFW projects are recognised as very appropriate as they focus on key community assets: road rehabilitation, water supply, school extension and protection walls, emergency clean up of flood or landslide debris. These assets benefit the whole community beyond the targeted beneficiaries, which generates broad support as 'we are all poor'. It should also be noted that a number of FFW activities are appropriately geared towards environment /natural resource conservation, such as: construction / rehabilitation of irrigation canals, and water ponds/reservoirs, riverside protection, construction of retaining/protection walls, protection of land, nurseries and reforestation measures.

²³ See Annex 7g for details on FFE/T food distributions and rations.

²⁴ The issue of relief FFW is discussed in the following section 2.A.3 on FFW.

52. **FFE.** The FFE activities are overall appropriate in terms of the local needs and practices. However, some questions are raised with respect to two activities namely the pre/post winter distribution school feeding programme and the wet school feeding. Considerations regarding the later are addressed below with the new pilot activities.

53. **Pre/post winter distribution school feeding programme.** As noted in the previous PRRO mid-term review, this subcomponent has a primary education objective (increase attendance and retention of primary school children) and a secondary nutrition one (address the food gap during the winter months). Under this activity, schools are used as a means to extend availability of food to households whose food stocks may be depleted during winter, which cuts off their access to food and income resources. The Mission noted that it is not clear whether this food aid should be considered as a relief or a recovery activity, as a general food distribution (schools as distribution platforms for reducing the food gap in student households during winter) or as a school feeding activity with education aims. This interrogation is reinforced when looking at the 2007 SPR that indicated "In 2007, the drought assistance projects were implemented through school feeding take-home activity that also resulted in the higher number of boys to girls benefiting from take-home rations". Therefore the appropriateness of this activity placed under the FFE component is questionable.²⁵

- If education is the primary objective, outcomes have to be closely monitored as there is no demonstrated linkage between the provision of food to families and the difficulties faced by children to physically access school during harsh winter;
- If food security is a driving force of the Pre/post winter distribution, this intervention is to be considered as the provision of a safety net and might be better placed under General Food Distribution (GFD). In such case (i) the quantity of food provided per household²⁶ should be re-examined; (ii) such a distribution of food appears inequitable as only families who have children enrolled at school benefit from food aid although all households in the targeted areas suffer the same circumstances.

Health and Nutrition activities

54. **The de-worming activity** is justified by the results of the 2003 baseline survey which showed high levels of worm infestation (50-75percent)²⁷ in school children and of the 2004 Common Country Assessment²⁸, which revealed that the majority of Afghan schools have extremely poor sanitation, water and hygiene. School children have highest intensity of worm infections, which cause stunting, weight loss, anaemia and abdominal complications. Worm infestations also negatively affect children's ability to concentrate on their studies. Annual school-based de-worming campaigns are cheap (< 2 US cents per child)²⁹, safe and contribute to good health and nutritional well being.

55. **Assistance to TB patients.** TB is locally perceived as the disease of the poor, primarily affecting women of reproductive age (15-45 years). Food assistance does not only

²⁵ Yet, with reference to the current WFP strategic plan, pre/post winter distribution school feeding programme can be subsumed under Goal 2 (To support and strengthen resilience of communities to shocks through safety nets...) where it is written: "WFP will develop nutrition, school feeding and other safety net programmes aimed at reinforcing the resilience of communities in food-insecure areas subject to frequent disasters".

²⁶ The targeted beneficiaries of the Pre/post winter distribution receive 50 kg of wheat at the beginning of winter and another 50 kg when they return to school in spring. This is a family take-home ration intended for an average of 6 persons.

²⁷ UN completes largest de-worming campaign in history for 4.5 million Afghan children, WFP, published on 26 August 2004, Website: <http://www.wfp.org/news/news-release/un-completes-largest-de-worming-campaign-history-45-million-afghan-children>

²⁸ HSI 2007 Annual Report, Joint Programme, 2006-2008, WFP CO, Kabul.

²⁹ Afghan School Children Benefit from Nationwide De-worming Programme, UNICEF, Website: www.unicef.org/infobycountry/afghanistan_20042.html

offset opportunity costs, but also fills the food gap of TB patients and their households attending direct observational treatment (DOT) at health facilities, particularly in the first two of the 8 months treatment during which patients take medication under the supervision of personnel at health facilities. The PRRO strategy rightly stipulates that “food aid will encourage TB patients to seek and continue treatment, while enhancing their nutrition status.” TB is most common among the poor who are often nutritionally at risk, with diets characterised by low energy, protein and micronutrient intake. Provision of a family ration equivalent to 53 percent of the daily energy, 85 percent of protein and 49 percent of the daily fat requirements, boosts the intake of key macronutrients and encourages TB suspects to come up for voluntary testing and to complete treatment, thus reducing the associated death toll.

56. **Health and Nutrition Awareness Training (HNAT).** The objective to “raise awareness and participation of communities in preventive health and nutrition” is relevant, given current levels of health, sanitation, hygiene, nutrition and illiteracy in Afghanistan, and nutrition is rightfully “one of the key priorities of the MoPH”³⁰, due to its impact on all aspects of development. Globally, health and nutritional problems are commonest among poor illiterate population groups, particularly women, who are the primary caregivers. Despite the appropriateness of targeting health and nutrition education to this group, neither the project document nor the CO gives strategies for achieving this. Output 3.2 of the original PRRO logframe refers to unspecified target beneficiaries participating in nutrition, health and HIV and Acquired Immune Deficiency Syndrome (AIDS) awareness training and these were later specified as women in the 2008 revised logframe. The 2008 Mid-term Review Mission recommended awareness training in vocational training (VT) and strengthening health and nutrition education in functional literacy (FL), but no document articulated how to achieve this.

57. **Wheat flour fortification** is perfectly justified by the severity of iron and other micronutrient deficiencies, particularly among women and children. Results of the 2004 Nutrition Survey showed that 48 percent of non-pregnant women and 72 percent of children aged 6-59 months were deficient in iron. Wheat flour is the main staple in the Afghan diet and the urban poor rely on commercially produced wheat flour. WFF is therefore an appropriate response to high incidences of iron and other micronutrient deficiencies reported by the 2004 nutrition survey. Production of locally fortified food that could be used in MCHN programmes is an option included in the list of pilot initiatives introduced by the October 2008 BR.

Appropriateness of new pilot activities

58. A number of pilot activities have been introduced through successive BRs; these mostly targeted at “people affected by high food prices and poor harvest” and include:

- Blanket supplementary feeding (BSF) using ready to use food (RUF) for children under 2 years and provision of fortified blended food to children aged 24-59 months and pregnant and lactating mothers under the mother-and-child health and nutrition (MCHN) sub-component;
- On-site wet school feeding to address micronutrient deficiencies, through the addition of micronutrient powder (MNP) to school meals; and
- Local production of fortified food that can be used in MCHN programmes.
- Cash-voucher scheme.

59. **Pilot Supplementary Feeding.** Results of the May-June 2008 rapid nutritional assessment conducted by the MoPH justified supplementary feeding, particularly blanket supplementary feeding (BSF), during drought in 2008 and early 2009.³¹

³⁰ Public Nutrition Policy and Strategy, 2003-2006, MoPH, Kabul, Updated 1384.

³¹ However, supplementary food items only arrived in May 2009 in the country, when the emergency was over and a bumper harvest was expected. This changed situation has implications for an appropriate design of the SF scheme, e.g. replacing BSF by targeted supplementary feeding (TSF); see further below under 3.A.2.

60. **Pilot Wet School Feeding.** The introduction of a pilot on-site wet feeding with provision of micronutrient powder (MNP) is questionable especially in those schools currently receiving Indian high energy biscuits (HEB). Pilot wet school feeding was planned by WFP with minimum consultation with provincial MoE officials, who prefer continued distribution of HEB, which is quicker and safer (sealed HEB better protect students). Apart from the Budget revision document (8 October 2008), the Mission did not find any document justifying the launching of an on-site wet feeding pilot initiative targeted at 100.000 beneficiaries.

61. The comparison of nutrient composition of Indian High Energy Biscuits and Micronutrient Powder (see Annex 7h) shows a very limited comparative advantage in favour of MNP regarding its expected outcome. Micronutrient benefits of replacing HEB with MNP are primarily limited to Vitamin C, which is of concern in some areas, particularly in winter. The wet SF ration provides 660 Kcal/day, which is 35 percent of the daily energy requirements of children aged 5-12 years. This is within the recommended range of a light mid-morning meal for half-day schools. One hundred grams (1 ration) of the Indian HEB provide 450 Kcal/day, i.e. 24 percent of daily energy requirements, and this falls within WFP recommendations for HEB.

62. On the other hand, there are important drawbacks when considering implementation modalities: (i) on-site wet feeding is an additional subcomponent in an already complex set of FFE approaches; (ii) it is based on a school-centred approach which involves commitment of parents (PTAs), particularly women, and from the local community at large, in a country that registers one of the highest illiteracy rate in the world, particularly among women; (iii) it presupposes the establishment of long-term investments from the community (school canteens) whose sustainability will be at risk once donor-funding is over; (iv) the practical organisation of on-site wet feeding may reduce the instructional time available and the quality of education as many schools operate more than one shift per day, in crowded areas up to three or more shifts. In addition, during field visits, some parents expressed their concern regarding the possibility of food being poisoned while cooking the meal, a risk they do not fear with the sealed HEB package. This apprehension must be taken into consideration very seriously under the prevailing insecurity circumstances in Afghanistan where there have been evidences of attacks against schools, girl's schoolchildren, and teachers.³²

63. **Cash – voucher.** In line with WFP's new Strategic Plan 2008-2011, a cash voucher scheme shall be piloted as an alternative to GFD in urban areas.³³ It is currently in preparation phase and presents a number of opportunities for WFP and the beneficiaries but also risks are associated with such scheme.³⁴

64. Possible advantages are:

- empower food insecure people by allowing them to make choices and to prioritise their food needs.
- increase competition and variety of types of traders therefore stimulating market activities and contributing to improved market performance.
- Allow WFP to tailor its toolbox to specific contexts, meeting identified needs in a more timely and flexible fashion, thus improving efficiency of delivery and overcoming some of the problems associated with pipeline breaks and large scale distributions.

³² According to the National Education Strategic Plan (NESP) "Nearly 6 percent of schools have been burned or closed down due to terrorism in the last 18 months."

³³ PROJECT REVISION SUBMISSION No. 913: pilot project using cash vouchers for 10,000 households instead of food commodities in select areas of Kabul, and possibly in other cities;

³⁴ Ref: Vouchers and Cash Transfers as Food Assistance Instruments: Opportunities and Challenges, Policy Issues Agenda Item 4 of Executive Board Second Regular Session, Rome, 27–30 October 2008; Executive Board Document WFP/EB.2/2008/4-B; 25 September 2008

65. Risks associated with cash-vouchers are possible inflationary effects on food prices, the implications of inflation for the real/food value of the vouchers, security risks for staff and beneficiaries in handling the vouchers, and – most relevant in the Afghanistan context – the risk of fraud and corruption.

3. Results

3.A. Outreach

3.A.1. Overall assessment of the operation's outreach

66. **Targeting and selection of beneficiaries.** In the areas identified for WFP interventions³⁵, second step targeting, i.e. beneficiary selection is done with regard to GFD and FFW, while FFE/T and Health and Nutrition interventions target all participants of that category of activities. The targeting approaches applied are generally considered as adequate. For targeting of GFD, specific criteria for selecting the most vulnerable population groups are being applied, while FFW is largely self-targeting.³⁶ In both cases, community administration and representatives (Wakil, CDC, shura) are involved in the process of beneficiary selection. The amount of resources for GFD and FFW allocated to a specific area and community limits the number of beneficiaries who can be served, leading to occasional exclusion of eligible persons. Although the provision of food rations to all participants of FFE and FFT activities is generally justified, concerns are raised as to some activity-specific targeting criteria.³⁷

67. **Outputs.** Taking into account the extremely difficult context and environment, the WFP performance described below is a great achievement. Data presenting quantitative programme outputs in terms of beneficiaries reached and food distributed are presented in the following tables and in annexes 7e, 8 and 9.

³⁵ See paragraph on geographic targeting in section 2B above.

³⁶ See further below and GFD and FFW targeting.

³⁷ See under FFE/FFT below.

Table2: Programme Beneficiaries and Participants by Category 2008 and Total Beneficiaries 2006 – 200838

Beneficiary Category	Planned			Actual			Actual vs. Planned		
	Male	Female	Total	Male	Female	Total	Male %	Fem. %	Total %
Beneficiaries by age group 2008									
Children below 5 years	492,809	473,483	966,292	737,259	708,347	1,445,606	150	150	150
Children 5 to 18 years	1,850,713	1,548,724	3,399,437	1,935,314	1,688,227	3,623,541	105	109	107
Adults	1,239,521	1,191,207	2,430,728	1,849,200	1,776,920	3,626,120	149	149	149
Total number 2008	3,583,043	3,213,414	6,796,457	4,521,773	4,173,494	8,695,267	126	130	128
Total number 2007	2,893,300	2,550,700	5,444,000	3,450,009	3,314,867	6,764,876	119	130	124
Total number 2006	2,742,039	2,405,351	5,147,390	2,467,675	2,262,834	4,730,509	90	94	92
Number of recipients/participants by activity 2008									
Internally Displaced Persons				67,589	64,939	132,528			
Recipients of GFD	294,483	282,935	577,418	565,018	542,860	1,107,878	192	192	192
Children receiving school meals	855,000	645,000	1,500,000	797,926	601,944	1,399,870	93	93	93
Children receiving take-home rations	256,500	400,000	656,500	366,055	462,517	828,572	143	116	126
Participants in FFW-Activities	337,954	199,053	537,007	587,975	270,540	858,515	174	136	160
Participants in FFT Activities	44,100	92,900	137,000	47,452	102,649	150,101	108%	110	110
TB Patients	n.d.	n.d.	28,523	n.d.	n.d.	23,369			82
Total number of recipients	1,788,037	1,619,888	3,436,448	2,364,426	1,980,510	4,500,833	132	122	131
Percent by gender category	52%	48%		54%	46%				

Sources SPR 2006-08, CO M&E Unit (see Annexes 7e and 9)

³⁸ The data of the SPRs 2006-2008 are not fully consistent. While, for example, SPR 2006 lists 3.3 million planned beneficiaries for 2006, the SPRs 2007 and 08 record 5.1 million planned beneficiaries for 2006 (see Annex 7e); all 3 SPRs record, however, the same number of actual beneficiaries (4.7 million) in 2006. Furthermore, all the SPRs apparently omit the number of supported TB patients.

A possible reason for inconsistencies in recorded beneficiary numbers is a confusion between "direct" beneficiary (recipient of a food ration) and "indirect" beneficiaries, i.e. the members of a household of a recipient of a take-home ration (e.g. GFD, FFW, FFT ration). While in the case of take home rations one recipient counts as 6 beneficiaries, in on-site school feeding (and also supplementary feeding, not yet started) one recipient counts one beneficiary.

Table 3: Planned and Actual Numbers of Recipients by Programme Activities 2006-2008

Activity	2006			2007			2008		
	Planned	actual	actual vs. planned %	planned	actual	actual vs. planned %	planned	actual	actual vs. Planned %
Relief	450,000	1,138,170	253	1,002,000	765,185	76	577,418	1,240,406	215
FFW	105,000	271,255	258	295,000	642,396	218	537,007	858,515	160
FFE	2,156,500	1,972,792	91	2,156,500	2,203,593	102	2,156,500	2,228,442	103
FFT	71,000	54,915	77	94,000	75,224	80	137,000	150,101	110
TB Patients	26,000	25,000	96	24,263	21,534	89	28,523	23,369	82
Total	2,808,500	3,462,132	123	3,571,763	3,707,932	104	3,436,448	4,500,833	131

Sources SPR 2006-08, CO M&E Unit (see Annexes 7e and 9)

Table 4: Planned and actual commodity distribution

Commodities (2008)	Planned distribution mt	Actual distribution mt	Actual vs. Planned %	Share in total food distributed in 2008 %
Wheat	270,603	198,956	73.5	80
Wheat flour	13,788	13,080	94.9	5
Pulses	21,176	12,511	59.1	5
Vegetable oil	21,145	15,594	73.7	6
Iodised salt	2,200	1,030	46.8	>1
High energy biscuits	28,500	7,621	26.7	3
Sugar		16		-
Dried fruits	2,000	0	0.0	-
Total for 2008	359,412	248,808	69.2	
Total for 2007	256,082	217,008	84.7	
Total for 2006	176,143	114,515	65.0	
Grand total 2006-2008	791,637	580,331	73.3	

Source: SPR 2008

Table 5: Amount and Percent of Food Distributed by Activity, 2006-2008

Activities	2006		2007		2008		Total 2006-2008	
	mt	%	mt	%	mt	%	mt	%
Relief Subtotal	11,911	10	12,740	6	97,337	39	121,988	21
of which GFD –Emergency	5,722	5	8,452	4	43,059	17	57,233	10
of which IDPs	6,188	5	4,288	2	2,544	1	13,021	2
of which Relief FFW					51,734	21	51,734	9
Recovery Subtotal	101,947	90	206,969	94	150,611	61	459,527	79
of which Recovery FFW	43,698	38	105,128	48	70,482	28	219,308	38
of which FFE	44,212	39	80,564	37	50,424	20	175,199	30
of which FFT	5,702	5	12,950	6	21,286	9	39,939	7
of which H& N	8,334	7	8,328	4	8,419	3	25,081	4
Grand total	113,857	100	219,709	100	247,948	100	581,515	100

Source: WFP CO AFG. Records (Annex 9), compiled by evaluation mission

68. **Relief vs. recovery activities.** Relief activities such as GFD and IDP support made up 10 percent and 6 percent of the food distributed in 2006 and 2007 respectively. Their share increased to 39 percent in 2008, in response to the high food price mitigation and emergency

appeals, bringing it to a total share of 21 percent over the first three years of programme implementation. IDP support has been decreasing due to closure of IDP camps.

69. Recovery activities (FFW recovery, FFE/T, Health and Nutrition) have absorbed the largest portion of the food distributed. FFW activities made up the highest share (39 percent overall, or 48 percent, if relief FFW is included), while FFE activities targeted the largest number of beneficiaries (above 50 percent).

70. The actual number of total beneficiaries increased from 4.7 million in 2006 to 8.7 million in 2008 and exceeded the planning figures by 24 percent in 2007 and by 28 percent in 2008.

71. Overall, there is a slight majority of male over female beneficiaries. This is due to a higher number of boys attending school and receiving school-meals, and a higher number of men than women involved in FFW activities, while females are the majority of beneficiaries of take-home rations under FFE (oil for girls) and FFT activities. The following table presents the achievements with respect to the WFP's Enhanced Commitment to Women) for 2008. It should be noted that the proportion of women in leadership positions in food management committees increased from 24 percent in 2007 to 28 percent in 2008.

Table 6: Enhanced Commitments to Women Indicators Planned Actual

Proportion of women in leadership positions in food management committees	25 %	28 %
Proportion of women receiving household food rations at distribution point in GFD	40 %	40 %
Proportion of household food entitlements (on ration cards or distribution list) issued in women's name in GFD	40 %	40 %

Source SPR

72. By the end of 2008, the programme had utilised 581,515 mt of food items, i.e. 58 percent of the approved commodity requirements (1,010,260 mt), and 580,331mt of food commodities had been distributed. It should be noted that the office has done an enormous job in mobilising, moving and distributing up to 250,000 mt of food in 2008. However, the total tonnage distributed overall represents 26.7 percent less than the planned amount of 791,637mt.

73. **Appropriateness of assistance.** The striking divergence between actual numbers of beneficiaries and actual amounts of food distributed suggests that beneficiaries did not receive the totality of their food entitlement or were assisted over shorter periods than planned. This has been particularly evident in the case of HEBs for school feeding, where 99 percent of the planned beneficiaries received only 26.7 percent of the planned amount of HEBs. In some schools (e.g. in Hirat) the distribution of HEBs was interrupted for one school year and more. The SPR 2008 also reveals shorter project duration made up by targeting more beneficiaries than planned.

74. However, the mission noted that beneficiary numbers must be treated with great caution due to deficiencies and inconsistencies in planning, monitoring and reporting of beneficiary numbers. Reports from CPs are often late, incorrect or missing and dwarfed by insufficient monitoring capacities and access issues. For example, beneficiaries receiving successive rations should be counted only once, while it is not uncommon for some partners to double-count beneficiaries, thus inflating the total number by equating a beneficiary with a ration.

75. It should also be noted that the assistance has often been disrupted due to a series of factors affecting the performance of the office and discussed in section 4, leading to frequent and major delays in food deliveries and distribution (up to 8 months and more).

Box 1: Delays in food distributions - quotations from Monthly Monitoring Reports 2008

Hirat: Since June 2007 the area office was not able to dispatch and allocate food for the approved and completed project.

Kandahar: The most project's allocated food didn't arrived on time in Zabul and Nimroz Province, due to very tense security measures in districts of Zabul and main high ways of Kandahar-Nimroz

Mazar: Due to pipeline break/shortage of food commodities, delayed food distribution reported by Mazar AO. It also reported distribution without pulses to FFW workers due to non-availability of pulses in the stock/pipeline.

Faizabad: Throughout 2008, WFP has faced a major food pipeline crisis and this has resulted in food reaching sub offices later than planned and therefore being dispatched to project sites later than planned. However once food had been dispatched it was always distributed within a few days bearing in mind that it was urgently needed by beneficiaries.

Kabul AO states in its Annual Monitoring Report 2008, that "there were delays due to constantly changing security and pipeline break between Aug to Oct. of different commodities at different times."

3.A.2. Beneficiaries and assistance provided by activity type.

GFD

76. **Targeting and beneficiary selection.** The needs for relief assistance are assessed by multi-agency teams consisting of Government staff (representatives of different ministries, (Afghanistan National Disaster Management Authority [ADMA], CSO), WFP's Vulnerability Analysis and Mapping (VAM) Unit, and the Famine and Early Warning System Net (FEWSNet). Special needs assessments with support by the WFP Regional Office were conducted in preparation of the two Joint Appeals 2008 in response to the food price crisis and severe droughts. These assessments provided the basis for geographical targeting, i.e. for the relief food allocations to regions, provinces, districts and communities.

77. Household level targeting is done at the community level, with the involvement of community representatives and administration (CDCs/Shuras, Wakil-e-Gozar (block leaders in urban areas). They are supposed to know best who the most vulnerable and food insecure in their community are. The following targeting criteria are typically applied: Widows/ female headed households, disabled, IDPs/returnees, and landless households (in rural areas); large families with more than 8 or 9 household members and not more than one income earner.

78. The lists of proposed beneficiaries are screened by district and provincial authorities³⁹ and WFP AO staff as to ensure that proper targeting criteria are applied. In addition, the district authorities and WFP AOs do random checks of proposed beneficiaries, by visiting the neighbourhoods and homes of the (pre-) selected households to verify eligibility. Once verified, a list of final beneficiaries is prepared and ration cards are issued.

79. Observations and interviews of GFD beneficiaries during the evaluation mission confirmed that the majority of the beneficiaries matched the targeting criteria.⁴⁰ However, beneficiary screening done in connection with GFD after the first joint appeal revealed that the lists presented by the community representatives frequently contained persons who did not meet the targeting criteria, particularly in urban areas.⁴¹ This was due to errors as the criteria

³⁹ Usually DoA, DoLSAMD, DoWA, DoE and other departments at district level.

⁴⁰ During the field mission, there was no opportunity to attend and investigate a GFD for people affected by a recent disaster. It is claimed, however, that beneficiary targeting follows similar community based approaches.

⁴¹ For example, the police department of Herat had requested 500 ration cards for its staff, and post-distribution monitoring revealed that one beneficiary held up to 12 ration cards.

were not fully understood (or agreed⁴²) by the community authorities and sometimes due to corruption at the lowest government level.

80. Lessons have been learned from the targeting problems of first round GFD in 2008, and improved approaches to beneficiary selection were introduced for the second round GFD following the second joint appeal. Some AOs (e.g. Herat) expanded relief FFW at the cost of GFD, allocating 85 percent of the relief food resources to relief FFW activities and the remaining share of 15 percent to the extremely vulnerable. This meets Afghan social expectations for exchange based entitlements and, importantly, limits opportunities for corruption and diversion. Others (e.g. Kabul AO) screened all proposed beneficiaries before registration, rejecting the lists presented by the community authorities in total if they contained too many eligibility faults and by making provisions to include eligible beneficiaries who came late and had not been considered during initial registration.

81. The community based approaches to beneficiary identification, based on a clear set of targeting criteria, proved to be an appropriate first step to pre-select eligible beneficiaries for GFD, which needs nonetheless to be complemented by a third party (e.g. by WFP and partners) to screen the pre-selected beneficiaries and verify eligibility, particularly in urban areas.⁴³

82. **Assistance provided.** Up to 1.2 Million Afghans, affected by crises and disasters, have received relief GFD rations in 2008, benefiting some seven million people, including the household members of the recipients of GFD rations. While IDPs in camps have been continuously assisted,⁴⁴ temporary food assistance from one up to six month has been provided to the other eligible population groups.

83. The standard GFD relief ration (50 kg of wheat per month and household in urban areas, 50kg of wheat, 6kg of pulses, 3.7kg of oil and 0.5kg of iodised salt in rural areas) is not covering the total food requirements of the beneficiary households⁴⁵, but caters for a significant share of the households' staple food requirements during critical times.⁴⁶

84. GFDs have been seriously affected by repeated pipeline breaks and changing security conditions, leading to delayed distributions. For example, the GFDs following the second appeal for HFPM (July 2008) only started in March 2009, at a time after the food prices had been declining for several months already. Beneficiaries had to cope with the still higher food prices in the months before without having received assistance.

85. The mission noted that food distributions for GFD seem well organised, with the cooperating partner staff (mostly DoA) managing and supervising and WFP staff monitoring. Lessons were also learned to overcome problems experienced during the first round of distributions and corrective actions were taken such as relocation of unsuitable distribution sites, insufficient staff capacities of implementing partners, congestion of distribution sites, long waiting time of beneficiaries, etc.

FFW⁴⁷

86. Originally intended as a recovery activity, FFW also became the major activity of the increased relief component following the joint appeals 2008. In fact the largest share of

⁴² This is not necessarily due to ignorance of targeting criteria or purposive fraud, but can also be due to socio-cultural reasons, e.g. a different (possibly wider) perception of poverty and vulnerability, and the tradition of sharing.

⁴³ This particularly applies to GFD, much less to relief FFW, because FFW is largely self-targeting; see section on FFW.

⁴⁴ Many of the IDP camps have officially been closed in recent years, yet many of the IDPs remained settled on the camp sites. With the official camp closure, the inmates lost their official IDP status and eligibility for the special IDP assistance. They are continued to be treated like other vulnerable population groups.

⁴⁵ The relief ration is based on the assumption of 5 household members. Mostly the households are of larger size.

⁴⁶ If provided on time, which is often not the case; see section on implementation, 2.B below.

⁴⁷ Summary findings on the FFW component related to the specific evaluation questions are presented in Annex 4c.

overall PRRO resources is dedicated to FFW activities (see Table 5 above) and 1.77 million FFW participants (equivalent to 8.8 million beneficiaries) have been assisted by FFW projects during the first three years of programme implementation.

87. While the project document uses the terms FFW for the relief component and Food-for-Assets (FFA) for the recovery component suggesting two different activities, little distinction is made in practice by WFP staff, stakeholders and communities and FFW has become understood as any intervention for which the workers receive food rations. In practice, FFW activities have been implemented in the same way under the relief and the recovery components and the source of finance (relief/recovery budget) is virtually the only difference between them.

88. **Targeting and beneficiary selection.** FFW rations⁴⁸ are not payments but top-up the household food budget in exchange for participation in productive work. The ration size 'value' is less than day labour rates, resulting in effective self-selection of beneficiaries from the group of 'most vulnerable' households who have no other means to complement their household income. The beneficiary selection is conducted by the CDCs and the (limited) WFP M&E data confirms that the selection is appropriate. In addition, efforts are being made to include women since, as underlined repeatedly in discussions with communities, women can 'work' by providing water to those who labour.

89. In insecure areas, where the implementation is significantly more complex due to the lack of central government reach and ongoing military activity, the outsourced monitors estimate that 80 percent of targeting/planning/implementation meets WFP guidelines, which is acceptable in this difficult context.

90. However, three donor representatives report that their military PRTs received community information that at times as little as 50 percent of beneficiaries in these areas met the WFP criteria. However, these comments cannot be verified, are made at random and are likely to be motivated by attempts to attract additional resources.

91. **Assistance provided.** FFW interventions have generally been undertaken and completed in a timely manner. However, communities have stated that food delivery delays of up to eight months have occurred and are cause for concern, especially when work has been completed for some time. Communities have coping mechanisms, from loan to internal sharing, but these come at a 'cost' to the beneficiary and dilutes the value of the allocated ration.

92. The evaluation evidenced many communities who are aware of their FFW entitlements and roles. They may not know the process that leads to food allocation, but they know that WFP responds to need and appeal through their representative structures if they believe that this response is slow in coming or insufficient. However, they receive little information on when they can expect delivery after pipeline breaks, which impacts on the project's accountability.

93. Where food is delivered at community level there is no real issue over entitlement, confirmation of beneficiaries and diversion. All stakeholders comment that communities, where the MRRD/CDC process is active, will defend entitlements if food resources are delivered to community level.

94. By contrast, where delivery points are distant from villages due to insecurity, 'gate keepers' often attempt diversion of food resources. Outsourced monitors and donor representatives report that concerned communities would defend their entitlements and exert what powers they have, if the food reached the community. However, there are currently no mechanisms allowing food to be delivered to community levels in these areas even if this might offset the losses due to 'gate keeping' and corruption. It should be noted though that the

⁴⁸ Projects range from 2-6 months and are designed to have monthly distributions to beneficiaries..

CO intervened at Kabul when gate-keeping issues become known and this has, to some degree, rolled back undue influence.

95. **FFW project selection and outputs.** The process of project selection is “bottom-up”. Project submissions are prepared by representative community councils (CDCs)⁴⁹ with technical support by MRRD and CPs, assessed by line ministry and confirmed by provincial governor.

96. Communities are effectively given the responsibility to decide on their needs through a participatory and inclusive process inclusive of the most vulnerable. Female participation, in the male dominated Afghan cultural context takes place at ‘safe’ levels. Women’s roles are highly prescribed and their participation is limited to the extended HH and near community but participation of women in CDC discussions takes place in the ‘safety’ of that context. This model of roles and responsibilities was found to work across all regions, but to be less robust where WFP has limited or no access at community level.

97. A WFP-led participatory review supports the ‘bottom up’ community approach and results in designed and costed proposals to WFP Project Approval Committees. The PAC process applies quality parameters for review, consults with stakeholders, and forwards recommendations for ultimate approval at CO level. The WFP internal process takes under 14 days and under 3 days for projects that respond to emergencies.

98. The great majority of FFW project proposals have a clear, if un-stated, logic model. Cooperating partners (CPs) understand the primacy of the MRRD-WFP FFW relationship and engage with WFP based on their specific service focus (health, reforestation etc). The relationship is usually project specific and temporal, with roles and responsibilities defined in the contract. Such roles and responsibilities, however, are not always well understood at project level where education standards of CP staff are low.

⁴⁹ The NSP (National Solidarity Program) Community Development Councils (CDCs) established in approximately 80 percent of communities or traditional village councils (shuras). These CDCs exist in 20,000 of the 40,000 Afghan villages and cover NSP programs in 30,000 villages (CDCs cover more than one community where villages are in close proximity).

99. The following table presents type and quantity of assets created.

Table 7: Infrastructure assets created through FFW

Infrastructure assets created through FFW	2006	2007	2008	2009*
Roads constructed/rehabilitated (km)	4,692	12,327	17,413	16,954
Irrigation Canals constructed/rehabilitated (km)	3,584	11,459	16,406	10,747
Water ponds/reservoirs/wells rehabilitated (nb)	1.106	2.647	5.877	5.153
River sides (Nawers) protection (m2)	65	65	1,015.143	402.929
Retaining/protection walls constructed (m3)			5.890	TBD
Area of land protected/improved (Ha)	nil	nil	7.462	9.875
Nurseries/orchards established (Nb)	16	189	668	452
Trees planted (Nb)	180,700	1,760,012	343,005	463,500
Tree saplings produced/distributed (Nb)	317,394	3,124,950	2,861,750	2,603,500
Land cultivated (Ha)	10	17,500	7,520	7,000
Schools constructed (Nb)	1	25	25	31

* targets Source: M&E unit * for 2009*.

100. It should be noted though, that at times WFP gets drawn into supporting NGO type projects that cannot succeed. For example, the Balkh tree nursery on government land was probably approved because it employs women. However, it has no commercial potential, cannot compete with the private sector and as a government farm cannot generate funds to become sustainable. In addition, targeting is poor with many repeat beneficiaries and it requires significant resources to monitor small tonnages. Interventions like this do not fit into any strategic plan unless they are programmed by others, for example as part of a larger INGO integrated development program. In contrast, the Sheberghnan urban HFPM intervention is a good example of partnering with the right line ministry for a reasonable size, exchange based intervention in an otherwise difficult urban setting.

101. The MRRD-NSP-CDC community process requires minimal WFP staff inputs. WFP PAC approval processes in 2009 are effective (responsive and rapid). But it was evident that AO and SO staff struggle throughout the project cycle to meet demands on their time on account of FFW expansion and a very large number of non-FFW programs and pilot⁵⁰ projects, which is further compounded by a lack of M&E system.

FFE/FFT

102. **Targeting and beneficiary selection.** FFE beneficiary institutions/groups are selected in food insecure districts (based on NRVA 2005 findings) on the basis of a combination of targeting criteria relevant to each specific FFE sub-component.

103. In the case of school feeding, three additional priority indicators are applied: Net Enrolment Rate⁵¹, gender gap, and harsh winter. The Evaluation observed that the combination of these criteria has led to a very complex situation where a jigsaw of 12 possible scenarios with different commodities and duration has to be managed. It has also resulted in controversial set-ups, for example: although they are located in food insecure districts, children attending schools where NER is higher than 50 and Gender Gap less than 15, but suffering harsh winter, are not entitled to on-site school feeding and incentive take-

⁵⁰ Most, if not all, 'pilot' projects are simply programming commitments without the resources that pilot studies require.

⁵¹ Reference to NER is the more surprising than, according to the National Education Strategic Plan for Afghanistan 2006-2010 "the information necessary to compute the primary net enrolment rate is still not available because the information related to the age of children in each grade is not collected through the regular school census. The latest available estimate of 57 percent is based on the National Risk and Vulnerability Assessment (NRVA) household survey of 2005".

home ration for girls; they only benefit from the Pre/post winter wheat distribution. On the other hand, children attending schools in areas with $NER < 50$ and $GG > 15$, located in food secure districts with harsh winter, are entitled to all types of food assistance.

104. Regarding FFT, other specific criteria are taken into consideration, namely:

- Support to Functional Literacy courses should depend on the availability of inputs from the Ministry of Education, UNICEF and UNESCO;
- Support to Vocational Training should target activities which are based on employment and market surveys conducted by ILO and IRC, focusing on using cascades techniques to build national expertise to train trainers;
- Support to Teacher Training should prioritise short-term in-service courses for teachers with a declared willingness to relocate to remote rural areas.

105. To apply these criteria during the project appraisal process (PAC), AOs are requested to undertake thorough assessments of each proposed training scheme. The Mission noticed that some of these criteria are either unrealistic (notably the ILO and IRC surveys) or too demanding for the limited number of staff already overwhelmed by their daily tasks. The huge number of proposals submitted to WFP (hundreds of functional literacy and vocational training courses) does not allow close scrutiny of the stated prerequisites by AOs.

106. **Assistance provided.** In light of the complex design of the FFE component and related deficiencies in this part of the logframe, information on outputs, beneficiary figures, tonnage or other as relevant has been merged in the SPRs. The absence, despite several M&E databases, of data breakdown by activity and gender does not allow an assessment of output achievements for all the FFE subcomponents. For example, beneficiaries have been grouped in three categories:

- The "Children receiving school meals" category corresponds to the on-site dry school feeding activity under which 1,500,000 primary school aged boys and girls are targeted.
- The "Children receiving take-home ration" category covers both girls receiving oil as a specific incentive (400,000 beneficiaries targeted) and schoolchildren receiving an additional quantity of wheat under the Pre-/post-winterisation operation (450,000 beneficiaries targeted). Due to this compilation of data it is not possible to attribute the specific outputs to each sub-component;
- "Participants in FFT", which does not distinguish between participants Functional Literacy courses, Vocational Training and Teacher Training as well as between gender.

107. Nonetheless, the outreach of the FFE activities shows high percentages of achievements when comparing planned versus actual outputs as shown in the table below:

Table 8: Beneficiaries and outputs of FFE subcomponents

Outputs	2006			2007			2008		
	Planned	actual	%	planned	actual	%	planned	actual	%
Children receiving school meals	1 500 000	1 368 391	91	1 500 000	1 379 880	92	1 500 000	1 399 870	93
male	855 000	779 983	91	855 000	946 853	111	855 000	797 926	93
female	645 000	588 408	91	645 000	433 027	67	645 000	601 944	93
Children receiving take-home rations	656 500	604 401	92	450 000	823 713	183	450 000	828 572	184
male	256 500	244 509	95	256 500	531 945	207	256 500	366 055	143
female	400 000	359 892	90	400 000	291 768	73	400 000	462 517	116
Participants in FFT	71 000	54 915	77	94 000	75 224	80	137 000	150 101	110
male	23 900	21 019	88	31 000	13 228	43	44 100	47 452	108
female	47 100	33 896	72	63 000	61 996	98	92 900	102 649	110
Teachers trained	10 000	18 245	182	10 000	7 796	78	n.a	n.a	
Schools constructed	90	13	14	90	25	28	31	25	81

Source: SPRs

108. **FFE.** In terms of timeliness and appropriateness of assistance, the mission noted that HEB were very well accepted by schoolchildren although the absence of drinking water in some schools was deemed regrettable. Also, on-site dry feeding ((HEB) delivered in sealed package), do not require much preparation time and are easy to deliver at the appropriate time and distribution of take-home rations are appropriate to the Afghanistan context where sites are often difficult to reach and are submitted to harsh weather conditions.

109. However, it should be noted that there was an interruption in HEB supplies in the third quarter of 2006 as well as in the beginning of 2008. The same year, insecurity and export taxes/ban on the wheat and wheat products by neighbouring Pakistan resulted in delayed purchase and delivery of commodities:

Table 9: Planned vs. actual distribution of HEB

	2006			2007			2008		
	planned distribution (mt)	actual distribution (mt)	actual v planned %	planned distribution (mt)	actual distribution (mt)	actual v planned %	planned distribution (mt)	actual distribution (mt)	actual v planned %
HEB	28 500	11 542	40,5	21 416	10 473	48	28 500	7 621	26,

Source: SPRs

110. Due to the lack of monthly attendance monitoring data, it is not possible to assess the impact of these pipeline breaks on the FFE and FFT activities, notably potential student dropout trends. Anecdotal evidence collected during field mission suggests that the delayed delivery of food has not had a significant effect, if any, on students' attendance. Students were confident that food would arrive and, once arrived, food was effectively distributed even at the end of the courses.

111. The Mission also noted that the school construction output level was remarkably low (although achievement in 2008 was 81 percent, the planned output had been divided by three compared to the project document target).

112. **FFT.** With regards to teacher training, the mission was able to use data from the FFE/PCU in the CO, which has established an electronic database giving access to detailed information about FFT beneficiaries. However, it only covers the latest implementation year (2008) and, therefore, does not offer the possibility of a diachronic perspective. In addition, the Mission noticed an important discrepancy between these data and those from SPRs (see table 2 and 8 above) which illustrates monitoring weaknesses due to the coexistence of several databases in the same CO (See § 193 below).

Table 10: Beneficiaries of FFT components

FFT 2008	Planned				Actual			
	Male	Female	Total	% Female	Male	Female	Total	% Female
Functional Literacy	10565	79169	89734	88	4759	84228	88987	95
Vocational Training	0	6250	6250	100	0	7632	7632	100
Teacher Training	1296	20	1316	2	9666	3179	12845	25

Source: CO data

113. The data confirms that levels of outputs are far below the targets indicated in the project document for all FFT activities and that the Teacher Training activity for which the planned output in 2006 and 2007 was less than one quarter of the initial target, has not proven successful regarding two crucial indicators: the level of output and the required female participation (70 percent of participants should be women).

114. During field visits, the Mission was informed that the provision of take-home rations to students participating in Functional Literacy courses was often limited to six months, although the official complete duration of a session is nine months. In many cases, this suspension resulted in huge students dropouts. This is particularly surprising since the CO consolidated guidelines stipulate that the ration will be distributed every 2 months for the total duration of the training courses.

Health and Nutrition components

115. Based on SPRs and complementary reports from WFP CO, outputs related to the health and nutrition sub-components are as follows:

Table 11: Outputs of Health and Nutrition subcomponents

Outputs	2006			2007			2008		
	planned	actual	%	planned	actual	%	planned	actual	%
Provision of de-worming tablets to targeted children	5.000.000	4.571.263	91	6.011.674	5.571.758	93	6.011.674*	5.038.142	84
Participants of H & N awareness training	No data	No data		No data	No data		No data	1.327	
TB patients undergoing treatment receiving food	26.000	25.000	98	24.263	21,534	75	28.523	23.369	82
Wheat Flour Fortification*	No data	No data		No data	No data		No data	460 mt /day ⁵²	

Source: SPRs, complemented by reports from the CO

* Planned annual and actual fortified wheat flour production figures are not reflected on the monitoring logframe.

De-worming

116. From 2005 onwards, the annual target of de-worming 5 million children was surpassed, with approximately 6 million children aged 6-13 years, including children in orphanages reached annually. In 2007, 6.02 million received tablets, against the planned figure of 6.06 million. Higher de-worming outputs were recorded in 2006 and 2007, but 2008

⁵² Table available at the WFP CO- Health and Nutrition Unit

records showed a drop in coverage (84 percent); however reports from 12 provinces of the Central Region were still missing at the time of the mission.

Health and Nutrition Awareness Training (HNAT)

117. The only available SPR data related to participation in HNAT was for 2008. It indicated that the trainings were conducted in collaboration with the International Union Against TB and Lung Diseases. These were specifically for staff from WFP, government and other CPs. The trainings focused on management and financing of the TB programme for the NTP staff as well as implementation, monitoring and reporting for WFP and CP staff.

118. However, the mission found no evidence of a pre-programme assessment to verify the assumption that VT centres had capacities to promote HNAT. While health (including nutrition) and environmental issues are covered in the national FL curriculum (see Annex 7j for details), there was no clear indication of:

- Extent to which FL teachers were oriented to conduct practical HNAT, including food demonstrations, giving practical home assignments and participants providing feedback and sharing experiences in subsequent training sessions.
- Implementation processes, number of HNAT sessions and time allocated to HNAT, WFP input and expected outputs.

Assistance to TB Patients

119. The percentage of TB patients who received food assistance was below target for 2007 (75 percent) and 2008 (82.5 percent) mostly due to the deterioration of the security situation and the increase in no-go areas. This resulted in halts in food delivery with an adverse effect on coverage of target beneficiaries. However it appears that WFP was able to reach a higher number of TB patients in 2008 again, after contracting outsourced monitors.

Table 12: Diagnosed TB Cases Compared to WFP Beneficiaries

	2006	2007	2008
Diagnosed TB cases	25.475	28.769	28.301
TB patients who received WFP food	25.000	21.534	23.369
% of planned TB cases that received WFP Assistance	98	75	82.5

Compiled from NFP data and SPRs

120. While there was an effective drug supply and management (no breaks in drug supplies), food pipeline breaks of up to eight months in 2008, negatively affected DOT completion rates in the Western Region (Herat).

121. Small tonnage of food for TB patients made distribution to final distribution points expensive and above current WFP re-imbursement rates and provincial MoPH authorities requested WFP to re-consider this issue.

Wheat Flour Fortification (WFF)

122. Selection of mills for WFF was based on expressed interest of millers, following a campaign on benefits of fortifying wheat flour. Operational WFF mills are in the North (4), West (1), Central (2); an eighth starts flour fortification in the Eastern Region (Jalalabad) before end of June 2009 (see Annex 7i, for details). Planned production of fortified wheat flour has not yet started in Kandahar because of the security situation.

123. By December 2008, 30 000 mt of fortified wheat flour with iron and folic acid⁵³ had been produced, which falls short of the expected target of 300,000 mt. From the 200-400

⁵³ Government has request for an inclusion of zinc and vitamin B 12 in the premix and this is under consideration.

mt/day target of the previous operation (PRRO 10233⁵⁴), the production of FWF increased from October-November 2006. By November 2008, fortified flour production had reached 460 mt and at the time of the mission, daily production was approximately 505 mt. Actual production is demand-driven and mills have the capacity to double it.

124. Retail outlets and bakeries reported that they have not experienced breaks in supplies since the initiation of the wheat flour fortification programme.

125. Since 2007, millers conduct internal monitoring of flour fortification using iron spot test kits. WFP assisted in upgrading and renovating the MoPH Food Analysis Laboratory (Lab) and procured equipment to verify the micronutrient content of fortified wheat flour. Out of the 10 technicians currently working in the MoPH Food Analysis Lab, one technician received 5 days training from the company that supplied the equipment. However, training was inadequate and the technician is unable to analyse samples collected from the mills.

Pilot Supplementary Feeding

126. The results of the May-June 2008 rapid nutritional assessment conducted by the MoPH perfectly justified a pilot blanket supplementary feeding (BSF) during the drought in 2008 and early 2009⁵⁵. However, appropriate supplementary foods were not in-country for a rapid response to the emergency and arrived at the end of May 2009, when the country was expecting bumper harvest. BSF at such a time undermines potentials for promoting improved complementary feeding options, using locally available foods, which is critical for sustaining improvement in nutrition status.

3.B. Attaining objectives

127. The evaluation of the attainment of objectives is severely hampered by a lack of outcome data. The lack of outcome data does not mean that there are no tangible outcomes. However, in capturing and analysing programme outcomes, the evaluation had largely to rely on qualitative information and anecdotal evidence collected during the field mission, arriving at indicative results which cannot be considered representative.

128. The following table compares the geographical number of food insecure (from the NRVA 2007/8 data including food insecure and borderline households) with the numbers of WFP beneficiaries aggregated in the catchment areas of the WFP AOs. It reveals that an average of 70 percent of the food insecure and vulnerable population is reached by some kind of WFP intervention.

129. However, a closer look at the regional distribution reveals striking differences and astonishing results varying from 32 to 195 percent of coverage. Over-coverage is obvious for the two areas covered by the AOs of Hirat (121 percent) and Kandahar (195 percent). This can be explained by the fact that beneficiaries may benefit from various WFP interventions, e.g. the father of a household involved in FFW, the mother in FFT and the children getting on site school feeding and take home rations for girls. While this is likely to occur and does not contradict the targeting objectives, there is currently no post-distribution beneficiary monitoring conducted to determine the extent to which this is happening. Part of the explanation for this may also lie in double counting of beneficiaries or inflation of beneficiary numbers by CPs as mentioned above, which are likely to happen in areas of Herat and Kandahar which are largely no-go areas where monitoring is scant or non-existing.

⁵⁴ A Report from the Office of Evaluation: Full Report of the Evaluation of AFGHANISTAN PRRO 10233, April 2004, WFP, Rome, December 2004.

⁵⁵ Global Acute Malnutrition (GAM) was 16.7 percent and WHO guidelines recommend blanket SF when GAM is ≥ 15 percent.

Table 13: Number and share of vulnerable population reached with WFP interventions

Provinces served by Area Office	Total Population	Vulnerable pop.(food insecure & borderline) NRVA 2007/8	% vulnerable population of total	2006		2007		2008	
				No. of Beneficiaries	% of vulnerable reached	No. of Beneficiaries	% of vulnerable reached	N. of Beneficiaries	% of vulnerable reached
Fayzabad	1,716,800	951,227	55	498,532	52	688,139	72	399,103	42
Hirat	3,155,600	1,968,379	62	1,207,763	61	1,371,502	70	2,384,188	121
Jalalabad	2,263,200	1,099,999	49	427,449	39	917,153	83	801,464	73
Kabul	8,740,000	4,346,202	50	654,784	15	706,790	16	2,269,639	52
Kandahar	2,601,700	953,082	37	1,124,195	118	1,533,734	161	1,857,460	19
Mazar-e-Sharif	5,034,100	3,028,896	60	939,311	31	1,547,558	51	983,412	32
Total	23,511,400	12,347,785	53	4,852,034	39	6,764,876	55	8,695,266	70

Source: NRVA 2007/8, CO, Commodity Movement Processing and Analysis System (COMPAS) and M&E unit, compiled by evaluation mission.

130. Under-coverage of certain regions is explained by the fact that, due to the criteria for area targeting applied, not all provinces and districts are covered with all types of WFP activities, and that the compiled data of the number of vulnerable population in the table above also includes the population at the borderline of food insecurity who are possible but not primary target of WFP food assistance.

3.B.1 Outcomes

Relief – GFD

131. Notwithstanding the distribution delays and the fact that the rations is not sufficient to cover all household food needs which limited to a certain extent the effectiveness of GFDs, this activity has been effective in helping poor and vulnerable households to overcome critical times of food shortages without being forced to apply destructive and unsustainable coping practices. As such, it provided an effective temporary safety net.

132. All beneficiaries interviewed affirmed that the food ration received made a big difference to them and constitutes a significant contribution to household food requirements over the period during which it is provided (six months in the case of HFPM GFD, usually less in the case of disasters). Taking into account that the wheat prices had more than doubled between 2007 and 2008⁵⁶, GFD effectively compensated the beneficiary households for the increased market price of their main staple food.

133. Another outcome of the GFD activity has been the capacity development of national counterparts in managing food distribution schemes. In planning, organising and monitoring GFD, WFP collaborates closely with its government partners at all levels (national, provincial, district, community) who are, through “learning by doing” as well as related capacity building measures, enabled to assume greater responsibility in carrying out the tasks and ultimately to take over respective functions. In fact, the Government of Afghanistan has, in 2008, implemented own food distribution schemes, with food aid provided by the Russian Federation.⁵⁷

⁵⁶ See WFP, Afghanistan Market Price Bulletin, April 2009. Starting from less than 15 Afs/kg in early 2007 retail prices of wheat reached a peak of more than 30 AFS/kg (1500 AFS/50 kg bag) in April 08, when they started to decline again to below 20 AFS/kg (less than 1000 AFS/50 kg bag) in April 2009. (

⁵⁷ These schemes have not been covered by the evaluation.

FFW

134. The absence of baseline and outcome data limits the assessment of the achievements of the stated objectives, which had to be based on a small sample of field interviews. However, the consistency of findings gives validity to the following conclusions:

135. Communities visited are unanimous in commenting that FFW, with the element of exchange, has positive outcomes for beneficiaries, in relief and recovery situations. FFW has resulted in the maintenance of the targeted households' stressed food budgets at coping levels. Food allocations⁵⁸, even if their value is small in the overall context of their economy still represent sustained value to beneficiary HH food security and are recognised by communities as providing a temporary 'top up' to HH livelihoods and to strengthen their capacity to withstand economic stress. In addition, it was observed that the disabled or sick who cannot participate in FFW activities would receive a 'share' of rations from other community members. There are no reports of nutritional collapse (starvation, acute malnutrition) in areas covered by WFP FFW interventions. In addition, communities report that FFW interventions have stabilised market prices by reducing profiteering during the high food price period.

136. Community representatives unequivocally state that FFW interventions support their livelihood strategies and benefit the community at large though the assets created/rehabilitated. The evaluation found that the economic impact of creating and rehabilitating household or community assets is clear⁵⁹, which was reaffirmed by communities and stakeholders as critical to the development, resilience and wellbeing of the community and its members.

137. The theory of changes induced by FFW projects is simple and community members confirmed the utility of the assets created, as illustrated by the following examples:

- a cleaned canal provides irrigation water at optimal levels and results in higher agricultural outputs,
- debris from natural disasters is cleaned and communities can resume their social and economic activities,
- roads built or repaired reduce the cost of access to markets and services,
- protective walls are built around girls schools and parents will send them with confidence and in greater numbers,
- protection walls are built to prevent inundation or landslide and result in improved productivity,
- water supplies⁶⁰ are rehabilitated and result in access to potable water,
- blind people are trained and develop marketable skills,
- re-forestation teaches watershed protection and counters land degradation.

138. Another outcome of the FFW activity lies in the contribution of WFP⁶¹ to the Green Afghanistan Initiative (GAIN), a joint programme of action of the Government and six UN agencies, which started in 2005 and aims at environment and natural resource protection, with the following objectives: increasing natural vegetation and forest cover, providing alternative sustainable livelihoods, increasing environmental awareness, through education and building capacity at institutional and community level.

⁵⁸ Projects range from 2-6 months, and are designed to have monthly distributions to beneficiaries..

⁵⁹ For example, de-silted canals result in improved productivity of irrigated land and rehabilitated roads/bridges reduce the cost of market access.

⁶⁰ eg Kareezes

⁶¹ WFP provides food based support to various activities under the programme, mainly to nursery workers.

FFW/T

139. WFP food assistance has reinforced existing trends towards increased enrolment in primary schools, increased girls' attendance and enabled women to take advantage of functional literacy and vocational training courses. Data comparison between WFP assisted schools and non-assisted schools in the same provinces shows a clear positive effect on the gender gap in WFP assisted schools:

Table 14: Data on school enrolments and gender gap in WFP assisted and non-assisted schools

WFP assisted schools (School Feeding Unit Data)											
Area Office	Province	2007					2008				
		No of schools	Boys	Girls	Total	Gender Gap %	No of schools	Boys	Girls	Total	Gender Gap %
Kabul	Ghazni	203	64318	23268	87586	63,82	151	40669	18465	59134	54,60
Jalalabad	Kunar	157	33235	15689	48924	52,79	190	44183	24022	68205	45,63
Mazar	Saripul	118	19953	9275	29228	53,52	122	19149	12128	31277	36,67
Kandahar	Nimroz	61	16510	15635	32145	5,30	71	33040	15633	48673	52,68
Hirat	Badghis	92	20398	5989	26387	70,64	119	27355	6774	34129	75,24
Faizabad	Takhar	88	25177	18420	43597	26,84	111	27552	21692	49244	21,27
Total of all AOs		719	179591	88276	267867	50,85	764	191948	98714	290662	48,57

Non-assisted schools (EMIS Data)										
Province	2007					2008				
	No of schools	Boys	Girls	Total	Gender Gap %	No of schools	Boys	Girls	Total	Gender Gap %
Ghazni	165	48438	26058	74496	46,2	277	117651	29824	147475	74,65
Kunar	142	32363	22145	54508	31,6	133	42535	10287	52822	75,82
Saripul	202	42147	22786	64933	45,9	209	57371	21476	78847	62,57
Nimroz	8	931	303	1234	67,5	8	1180	326	1506	72,37
Badghis	106	29246	10725	39971	63,3	136	42503	9103	51606	78,58
Takhar	274	107979	73462	181441	32,0	312	174786	28440	203226	83,73
Total	897	261104	155479	416583	40,5	1075	436026	99456	535482	77,19

140. However, a survey conducted in 2008 on a sample of 693 WFP assisted schools to verify the student's list in all AOs through the comparison of the number of children enrolled, according to teachers register books and the number of children effectively present, based on head counting. It revealed that enrolments figures registered by school headmasters were inflated by 12 percent (11.7 percent for boys, 13 percent for girls).

141. The provision of a specific incentive targeted at girls has proven successful, particularly as regards enrolment and attendance in the first primary grades. Nevertheless, a more accurate study of enrolment through the primary education scale would probably confirm empiric observations made by the Mission, showing a tendency of girls to drop out when they reach the upper grades. In order to retain and reinforce the positive impact of the specific support for girls, WFP should envisage extending its support to girls in grades 10-12. Considering the fact that the low current number of female teachers is a major constraint to girls' education, the assumption is that, after having accomplished grade 12, the girls will be offered local recruitments as teachers in CBS, or will start vocational teacher training. Once trained and duly qualified, these women will be assigned as teachers (and will be accepted) in their community of origin, thus giving a better chance for girls to be sent to school. In addition, in order to help alleviate another major obstacle to girls' school enrolment and

attendance, WFP should focus its FFW school construction/rehabilitation activities on the construction of school boundaries walls and toilets.

142. Increased rates of enrolment, further encouraged by on-site school feeding, have led to an increased pressure on the education system. Schools are often overcrowded, particularly in the first grades. In order to preserve the quality of education, it is necessary that essential complementary investments are made and measures are taken to provide adequate facilities for the accommodation of a growing number of schoolchildren, to intensify training and assignment of qualified teachers, to provide textbooks, etc. It is also important that WFP reinforces partnership with UN sister agencies, notably UNICEF, UNESCO, WHO and FAO, to ensure the provision of the so-called "Essential Package" in WFP assisted schools.

143. WFP's role in the joint Government/UN Healthy Schools Initiative (HSI), which includes school feeding, de-worming, latrines and water point installations, garden-based learning and food security, health and nutrition education, is well articulated. It is consistent with the WFP strategy of promoting integrated response by the UN system and collaboration with other agencies.

144. In March 2008, the Ministry of Education has issued a Concept Paper designing a National Food for Education Programme to increase and improve access to quality education. This is a good indicator for Government of Afghanistan commitment to FFE activities. However, considering the present education budget of 17 percent (of which 67 percent are absorbed by the payment of civil servants salaries) of total Government expenditures, it is unlikely that Government of Afghanistan will be in a position to take over FFE responsibilities in a near future. In addition, due to the weak commitment of parents and communities in FFE implementation, it is not likely that they will and can make substantial contributions to sustain FFE on their own.

145. As to the other FFE/T activities, critical flaws in the definition of outcomes have led to a neglect of important linkages between the different FFE/T sub-components, precluded the identification and collection of meaningful outcome data, constrained a result oriented implementation and monitoring of the FFT sub-components, and, last not least, prevented an evaluation of the effectiveness of these activities in reaching planned outcomes. The critical issues are further deliberated in Annex 5.⁶² Notwithstanding the lack of outcome data, interviews of trainers and participants of FFT during the field study revealed that WFP food assistance facilitated participation and presence in functional literacy and vocational training courses, thus helped to achieve the human resource development objectives of these programmes. This is indirectly confirmed by the fact that, in the case of 9 months functional literacy courses, a cease of WFP assistance after 6 months resulted in huge drop outs of participants after six months.⁶³

Health and Nutrition components

146. **De-worming.** The Joint Government/UN HSI, formalised by the 2007-8 memorandum of understanding (MOU), draws upon comparative advantages of different sectors and agencies and facilitates joint planning and implementation. UNICEF and WHO jointly procure de-worming tablets for school children, while WFP contributes to this initiative by facilitating teachers' training and collection of monitoring forms and analysis. De-worming is complemented by health, hygiene and nutrition education. Under the HSI, a school health policy and strategy was developed, primary school curriculum reviewed, supplementary and training materials developed and master trainers oriented on how to use

⁶² Annex 5, Part 2: Deficiencies and inconsistencies in the Logframe Matrix related to FFE component; implications for the evaluation.

⁶³ This issue also points to a flaw in the design of WFP assistance to functional literacy training. While the FLT usually have a duration of 9 months, WFP assistance was limited to 6 months only.

this package. A health screening guide was also prepared and is being field-tested in one school per province.

147. A reduction of worm infections, brought about by the de-worming campaign, will improve the nutritional and health status of school children and their ability to concentrate on their studies.⁶⁴

148. **Health and Nutrition Awareness Training.** VT programmes were not effective channels for HNAT because attention was not given to identifying health and nutrition trainers or to adequately prepare them to effectively fulfil this function. There was no evidence of participatory approaches or procedures in place to assess acquisition of health and nutritional knowledge and practical skills by FL participants (outcome indicator lacking). There was a high fluctuation of FL teachers, which undermines training efforts, hence the importance of adequately addressing this issue in the pre-service teachers' training programme.

149. **Assistance to TB patients** is one of the few PRRO activities where results have been systematically monitored.⁶⁵ The achievements can be summarised as follows:

- Increased number of people seeking voluntary TB treatment (diagnostic centres' records of suspected TB cases compared to sputum positive cases).
- Improved CDR from 34 percent in 2003 (PRRO 10233) to 61 percent in 2007.
- Increased DOT coverage rate from 53 percent in 2003 (PRRO 10233) to 97 percent in 2007.⁶⁶
- Overall decrease in the number of defaulters from 368 in 2002 to 254 in 2007.
- Overall drop in defaulting rates (2.2 percent in 2005, 2006 and 2007), but rose in 2008 (13 percent) in Herat Region due to pipeline breaks in food supply. WFP food assistance can, therefore, be considered as a strong incentive for improving CDR and TSR⁶⁷.

150. Food assistance is critical for reaching a peak in case detection and thereafter, achieving a decline in the overall TB affected population. Data from NTP show an annual increase in the number of TB cases detected (13 808 cases in 2003 compared to 28 000 in 2008). 64 percent of cases detected in 2008 were female.

151. Apart from a better health status of the successfully treated TB patients, substantial further effects can be expected. Family and community members will be less exposed to the risk of being infected, and the cured person will be better able to contribute to the household and community economy.

152. With intensification of case finding efforts (advocacy) and improved access to health services, new cases are expected to increase to a peak and then decline as treatment success rates are maintained or improved.

153. Regarding the successful implementation of the TB sub-component, it should be noted that the positive outcomes observed can be attributed to good partnership mechanisms and to the programmes and initiatives of partners. In particular, the mission observed that the following factors all contributed to the outcomes stated above:

⁶⁴ These outcomes can be plausibly expected, however impact indicators and processes to assess progress towards a "substantial reduction of worm infections" are not yet defined and the HSI data base to be prepared with WHO funding is not yet in place. Funds permitting, consideration could be given to conducting a low cost impact assessment survey after 6 consecutive years of mass de-worming (2004-9), coupled with efforts to improve water and sanitation in schools.

⁶⁵ Due to good data recording at health facilities and the NTP office, Kabul

⁶⁶ 2008 data not available to the mission.

⁶⁷ Annex 7f provides details of trends in case detection, including relapses and treatment outcomes for the 2000 to 2008 period.

- Well established TB case detection, treatment procedures and good health facility records (treatment, food receipts and distribution and discharge).
- Good donor/government coordination since 2003, with growing number of partnerships and funding from 2001 to 2009. Main donors include WHO, WFP, Global Fund, WHO, WFP, USAID, JICA, CIDA and Italian Cooperation.
- Enhanced case detection strategies implemented through National Stop TB partnership since 2008 (schools, business sector, medical sector, local media, NGOs, etc), and development and distribution of Stop TB advocacy materials.
- Improved access to health services (66 percent of population)⁶⁸ in 2007 compared to 25-35 percent in 2002⁶⁹, including improved access to TB diagnosis and treatment.
- Good record keeping, monitoring of outputs and treatment outcomes (treatment success and defaulting rates).
- The vision of the NTP is consistent with the global targets of the WHA, to eliminate TB as a public health problem by 2050. Effective partnerships with government sectors, private sector, NGOs, UN and other donor agencies have been established to consolidate efforts towards fulfilling this vision.

154. **Wheat Flour Fortification.** Retailers indicated that fortified flour is mainly purchased by low income groups (60 percent), followed by the middle income groups (35 percent). Approximately 91 000 people consume fortified flour three times a day⁷⁰. Despite the higher cost of fortified flour (US\$23/49kg bag compared to US\$22/bag unfortified flour) due to the high quality of wheat used by the millers, most beneficiaries of WFF are the urban lower and middle income classes who are most affected by micronutrient deficiencies. It is expected that the widespread consumption of fortified flour will lead to an improved iron status and overall health status of the population. Yet, this still needs to be verified by impact studies.

155. Two new millers (Mazar and Kabul) recently expressed interest to participate in the WFF initiative. At current premix costs (US\$1/mt fortified flour), a 50kg bag of fortified flour would cost 5 US\$-cents more if the cost of fortifying the flour is passed onto the consumer.

Other effects

156. **Impact of food aid on local markets.** The annual food aid deliveries of up 250,000 mt,⁷¹ 3/4 of which in cereals (mainly wheat) and cereal products (mainly wheat flour), make up less than 3 percent of total food utilisation at national scale. Considering also that all food aid is directly distributed and bypassing regular market channels, it can be assumed that there is no significant distorting effect on food production and markets at national level. However, this may impact local food markets, particularly if substantial quantities of commodities are distributed in remote and isolated areas, if the food aid arrives at the wrong time, e.g. during or shortly after the harvesting season, or if larger consignments of food aid are confiscated by local authorities and diverted to the market.⁷² Stakeholders and field staff communicated observations of such phenomena and their possible implications, e.g. food aid items reappearing for sale on local markets. In order to get valid evidence, tracing of such effects requires special in-depth studies yet to be made.

⁶⁸ National Strategic Plan for TB Control, 2009-2013, MoPH National TB Control Programme, June 2008

⁶⁹ Public Nutrition Policy and Strategy, 2003-2006, MoPH, Kabul, Updated 1384.

⁷⁰ Large Scale Flour Fortification Programme, Afghanistan, Technical Report for Micronutrient Initiative (MI), Canada, by Sayed, Jamshid, Zewari, WFP, Kabul, November 2008

⁷¹ Apart from WFP deliveries, some minor amounts of food aid have been bilaterally provided by donors directly to the Government of Afghanistan or channeled through NGOs.

⁷² Such incidences have been reported in Hirat and Kandahar.

3.B.2 Overall assessment of the operation's outcomes

157. Considering the results achieved through the various relief and recovery activities, the operation has made substantial contributions towards attaining the SOs.

- Food assistance provided through GFD and FFW has increased access to food of vulnerable and food insecure people and helped them to maintain livelihood security during stress and crises situations, contributing to **SO1**. Also the food rations provided under the FFE and FFT activities and the support to TB patients serve, to a large extent, the same SO, since the majority of participants belong to poor and vulnerable population groups.
- FFW activities, absorbing the major share of the resources of the operation, proved to be a particularly suitable instrument in the Afghanistan context in relief as well as recovery situations, with positive outcomes for beneficiaries in terms of **SO1** and **SO2**. The FFW rations served as a temporary 'top-up' of the targeted households' stressed food budget, enabling them to maintain livelihood at coping levels (SO1), and the economic impact of the household and community assets created strengthened the capacities of the communities and their members to withstand shocks and to better meet their food needs in future (SO2).
- FFE support has reinforced existing trends towards increased enrolment in primary schools, improved students' attendance and, through the Oil-for-Girls activity, brought about increased girls' enrolment and attendance in high gender gap areas, thus contributing to the attainment of **SO4**. The FFT activities contributed to the same SO4, by facilitating the development of literacy and functional life skills of the rural population, particularly of poor women who constitute the majority of participants of functional literacy and vocational training courses.
- WFP assistance in the field of health and nutrition has been contributing to **SO3**, by encouraging an increased number of TB patients to seek, to pursue and to successfully complete treatment, by helping to combat pandemic helminthic infections in school children, and by promoting fortification of wheat flour which address prevailing micro-nutrient deficiencies.
- By capacity building and actively involving government and non-government partners and communities in the process of need identification, beneficiary selection and implementing food-based programmes, WFP has contributed to SO5, aimed at build respective capacities among government organisations, NGOs and communities to carry out such tasks.

3.C. Contribution of the operation to the national humanitarian /development changes

158. **Humanitarian Assistance:** As a token to the role of WFP relief interventions, it should be noted that Government, UN and donor partners largely rely on WFP as the major player and provider of relief food assistance in disaster and crisis situations. This is documented, for example, by the Joint Appeals and repeated interactions between the Afghan Ambassador Rome and the WFP Executive Director in ensuring adequate humanitarian response in crises situations.⁷³

159. *WFPs strategic relationship with MRRD in implementing FFW is working* well to achieve WFPs objective of saving lives and building resilience, thus linking humanitarian with development objectives. The bottom up community based approach meshes with ANDS intentions and community expectations. The missing links in WFPs relationship are the lack

⁷³ See, for example, Afghanistan Ambassador Rome, Note for the Record, ED meeting with H.E. Prof. Mohammad Musa Maroofi, Ambassador and Permanent Representative, Afghanistan., 23 May 2007, 18th January 2008,- 11 December 2008

of harmonization with applicable strategic plans under ANDS and the absence of a clear approach to accountability. In both there is opportunity for impact gains at little or no cost to resource allocation. Two examples are:

- Use of common indicators to broaden the data source.
- Dissemination of basic information (especially beneficiary entitlements), reports and opportunities for involvement to all stakeholders, to results in clear understanding of roles and reduced opportunities for interference and corruption by gate keepers.

160. The school feeding programme is an integral part of the UN Joint Healthy Schools Initiative Project which aims at providing an integrated package of basic services to the schools, including school meals provided by WFP as an essential part of this package. The main HSI partners are UNICEF, WHO, Ministry of Education and MOPH. Partnership has been established with UNICEF and UNESCO for Food for Training activities. These two UN agencies are committed to ensure availability of adequate standardised material and textbooks as well as capacity building of the provincial department staff and other relevant institutions, while the food rations provided by WFP work as an incentive and facilitate participation. The Vocational Training, Teacher Training and Functional Literacy are an integral part of the Afghanistan Integral Functional Literacy Initiative (AFLI).

161. WFP support of the TB programme is seen as a factor contributing to the successful implementation and positive outcomes of this programme, apart from effective implementation mechanisms established by government and other cooperation partners.

162. On the Government of Afghanistan side, the MRRD is officially mandated with the function of overall coordination of food aid. Yet, apart from being responsible for FFW projects which absorb the largest share of WFP's contribution, this overall coordination function had not meant much so far. As to activities other than FFW, WFP operates with the respective line ministries (Ministry of Education, MoAIL, MoRR, MoLSAMD, MoPH) on the basis of bilateral LoUs. There is, however, a need for defining the role of food aid in Afghanistan's further development strategy and for an overall coordinating body. To this end, MRRD took on a proposal made by WFP to establish a national Food Aid Steering Committee, with major stakeholders (other relevant ministries, UN, donors) as members. This proposal has not triggered any response by other partner ministries so far but should be reiterated after the presidential elections in August 2009.

4 – Factors explaining the results

4.A. External factors

Security Challenges

163. Security challenges affect WFP operations in various ways throughout the process of assessment, planning, implementation and monitoring. However, despite security challenges, WFP maintained a presence and remained operational in all provinces and almost all districts of the country. This must be recognised as a major achievement in itself and is widely appreciated by government, donor, UN and NGO partners, communities and beneficiaries. However, the WFP outreach in insecure areas is only achieved at substantial additional costs and risks of losses and delays.

164. High security risk areas⁷⁴ have been declared 'no-go' areas where UN security rules restrict staff travel. WFP tries to maintain access to those areas through the use of commercial transporters and outsourcing monitoring functions. Yet, the community driven processes of beneficiary selection are less dependable in those areas as a result of a weaker CDC/Shura link, limited government reach and of 'gatekeepers' who are known to corrupt processes. In

⁷⁴ See Map: Security Risk Areas, Annex 7c

addition, the use of 'proxy' staff allows little verification with implications for WFP accountability commitments.

Box 2: Implications of security threats for programme implementation, (quotation of Monthly Monitoring Reports)

Kandahar, 2007:

- *Emergency Drought: Due to security constraints and road blockage, food was not delivered in some remote districts of the SR, therefore, only 62 percent of total planned beneficiaries were assisted.*
- *School Feeding: Due to insecurity situations, food was not delivered /distributed to students in some districts of the SR. Therefore the percentage of achievement was low in the reporting period.*

Mazar, 1st Quarter 2008:

- *Security has been slowly deteriorating in the north and north eastern. Some planned visits were cancelled due to security restrictions in the area. In case the security continues to deteriorate, monitoring will be a big challenge in those areas where projects are being implemented.*

165. Donor representatives have commented on their concerned about the lack of WFP control where access is restricted, but also stress their satisfaction with AO efforts to maintain strong WFP engagement in these regions. The CO is well aware of the unsatisfactory nature of being 'between a rock and a hard place' situation.

166. This situation leads to the question of which additional costs and risk level are acceptable. However, there has been little consultation with stakeholders and donors on this subject based on clear and transparent information on the implications of security threats for the efficiency of the operation. Some donors critically noted that they have never been consulted by WFP on such issues, leaving them with the impression that everything goes smoothly until reports indicate it otherwise.

Donor support

167. The programme faced severe resource constraints in 2007, which contributed to the underperformance in implementation and backlog and delays of food distribution. WFP could only ensure minimum operational levels and respond the most urgent needs by borrowing US\$ 10 million from the Immediate Response Account (IRA).

168. Due to favourable donor response to the joint appeals 2008, resources constraints have been overcome. By March 2009, the programme was resourced at 80.6 percent. Sources of funding are (in sequence of importance and per cent)⁷⁵: USA (38.7 percent), Japan (7.5 percent), Canada (5.7 percent), India (5.5 percent), UN Common Funds and Agencies (4.5 percent), UK (3.2 percent), Germany (2.6 percent), Australia (2.3 percent), Netherlands (2.2 percent) and 24 other donors contributing up to 1 percent each. Overall, the operation is supported by a large number of donors (ca. 30), a token to the relevance of the operation to their own objectives.

169. However, it should be noted that appeals and donor contributions, with the need to differentiate between funding streams, have changed the PRRO picture of relief/recovery budgets.

170. One aspect of collaboration with donors, which has not been exploited effectively relates to accountability returns. Donor representatives indicate the need for a pro-active flow of qualitative data from CO including on the efficacy of WFP approaches in insecure areas.

⁷⁵ See Annex 10, Resourcing update, March 21

They desire information on outcomes in the mid-ground between glossy PR and logistics related achievements.

Corruption

171. A major cross cutting issue in Afghanistan is the ‘risk of corruption and diversion’. Government accountability standards are prescribed by various laws but endemic corruption at all levels of government is well known and evidence frequently cited by donors, the community in general and government officials. Specific to WFP operations is the risk of loss of control, especially where WFP has responded to security constraints by outsourcing the critical project cycle components of assessment, supervision and monitoring. However, WFP safeguards donor resources reactively even if this is resource intensive.

4.B. Factors within WFP’s control

Operational strategy in practice

172. **Assessments.** Country-wide baselines and food security data rely on the bi-annual NRVA⁷⁶ food security assessments. However, NRVA data is neither fully reliable nor current, as a result of primary data extrapolations and long data collection intervals and does not give information beyond district level resolution. This degree of reliability is acceptable for the recovery/development context. However, for humanitarian needs, more current information is required and WFP has adequately taken part in emergency needs assessment when required.

173. **Adaptation to change.** The CO adequately used the possibility offered by PRROs to shift between relief and recovery, and to accommodate additional relief assistance if the need arises. Making use of this flexibility, relief assistance has been substantially augmented in response to the increased requirements during the course of programme implementation, absorbing about half of the expanded PRRO budget. Linkages between relief and recovery exist but they are ipso-facto, as a result of field level relationships established during the evolution of the PRRO since 2006.

174. By applying flexible and innovative approaches in identifying implementing partners, organizing transport (e.g. through local transporters and beneficiary communities), reaching beneficiaries in remote areas of difficult access and ensuring monitoring (e.g. outsourcing of monitoring functions in no-go areas), WFP managed to tackle some of the security constraints. Key to this achievement are that FFW was a significant and appropriate tool for the setting and that the FFW implementing mechanism is participatory, drawing on the resources of line ministry and the communities.

Resources and costs

175. The total budgeted programme costs amount to US\$847,800,856 of which US\$442,934,944 (=52 percent) are food costs (see fact sheet). A share of some 50 percent non-food cost represents an average of similar PRROs in other countries and can be rated as an indicator for efficiency, particularly taking into account the complexity of the operations.

176. **Staff resources.** Some concerns related to staff resources should be noted. It is evident that that AO and SO staff struggle throughout the project cycle to meet demands of various projects, especially in light of the FFW expansion and of the introduction of pilot⁷⁷ projects. This is further compounded by a lack of M&E system.

177. Resources constraints also affected the operational capacity of the CO and AOs, by having to replace international staff by UN Volunteers.

⁷⁶ National Risk and Vulnerability Assessment, established with substantial WFP VAM support and handed over to the Afghan government in 2005. . Refer also to : <http://www.mrrd.gov.af/nss%2Dvau/>

⁷⁷ Most, if not all, ‘pilot’ projects are simply programming commitments without the resources that pilot studies require.

178. Other concerns in terms of staffing capacities have been noted in relation to FFE, FFW and monitoring (the latter is addressed in the section on monitoring below):

- In view of the complex FFE programme, staffing capacities in charge of FFE at CO and AO levels are extremely limited, notwithstanding the fact that WFP also supports staffing of a School Feeding Unit (SFU) which had been established in the MoE in 2007.
- Professional staff in charge of FFW at CO level are generalists and have limited knowledge of WFPs past FFW experience. The experience of senior national AO/SO field staff engaged in day-to-day programming, who have a clear understanding of causal links and opportunities of this activity, are hardly made use of at CO level.

Pipeline, procurement and logistics

179. "The challenge for WFP Afghanistan to deliver amounts of food comparable to the number of beneficiaries reached is historically linked to pipeline breaks"⁷⁸. Pipeline breaks have occurred frequently leading to frequent and major delays in food distribution. Such delays affect both the efficiency and effectiveness of the operation since food which arrives several months after a disaster, when FFW projects are completed⁷⁹ or when the school year is over,⁸⁰ fails to reach the beneficiaries in times of need and to fulfil its objectives. It may even have distorting effects on local food markets when it arrives at the time of the next harvest.

180. The pipeline, or flow of commodities from their donation / place of procurement to their final receipt has been affected by numerous factors both external and within WFP's control. These factors include, as mentioned before, the 2007 resource shortfalls and security risks in wide parts of the country where food is transported (e.g. southern ring road) and/or distributed. For example, in 2007, the west of the country was cut off from supplies for months, due to the increasing risk of attack on the southern ring road. Such difficulties are often further compounded by weather hazards.

181. Other explanatory factors also relate to procurement and logistics. For example, there have been repeated and long breaks in the supply of HEBs from India and breaks in wheat supplies, due to export restriction on wheat by Pakistan during the food price hike in 2008. For WFP, Pakistan has been the major source for procuring wheat through triangular transaction. In order to mitigate the procurement and logistical problems associated with the eastern supply routes, the WFP CO is increasingly relying on supplies from the northern countries (e.g. Kazakhstan, Russia) through the northern corridor.

Box 3: Security Challenges in Food Transport

(from Monthly Monitoring Reports of the AO Kandahar, Jan. – Sep. 2008)

*On 2nd January 2008, five commercial trucks carrying **75 mt WFP Wheat** foods to Khas Urozgan were diverted by Anti Government Elements (AGEs) in Qarabagh district of Ghazni province on the main Ghazni-Khas Urozgan road. Three trucks loaded food were burnt by AGEs after diversion and two trucks along with food and drivers were taken to unknown places. The drivers of the three burnt trucks were released, but the drivers of other two trucks are still missing. In total 45 mt was reported burnt and the condition of 30 mt food and the drivers is not known yet.*

*On 17th May 2008, the convoy of 79 trucks was moving with armed escort (ANP) towards Nimroz Province. The convoy was attacked by AGEs in Khake Chopan area of Miawand district of Kandahar Province. As a result the two trucks loaded with **85 mt WFP Wheat** was shot by RPG rocket, hence burned.*

On 29th June 2008, the convoy of 42 trucks was moving with armed escort (ANP) towards Nimroz and Hilmand Provinces. The convoy was attacked by AGEs in Khake Chopan area of Miawand

⁷⁸ PRRO Performance Analysis, January to March 2009, M&E Section, WFP Afghanistan.

⁷⁹ a frequent complaint by beneficiaries, IPs and WFP field staff during the evaluation mission.

⁸⁰ During the field visit in the Hirat region, a schoolmaster reported that the whole batch of biscuits meant for previous school year but arrived at its end, was distributed to the students to take it home. This, furthermore, may have been one reason for the biscuits reappearing on the market for sale.

*district of Kandahar Province. As a result the 5 trucks loaded with **126 mt WFP Wheat** was shot by RPG rocket, hence burned.*

182. Another supply option is local procurement. In 2007 and 2008, 4000 mt and 1000 mt of wheat were locally procured. Substantial local procurement has not been practiced up to now despite of the fact that there are usually pockets of surplus production which could be strengthened through local purchases and that local procurement, when feasible,⁸¹ could help to overcome some of the logistical constraints and to reduce transport costs. This is particularly the case in years of exceptionally good harvests (as anticipated for 2009).

183. In terms of logistics, the food aid commodities are brought into the country through three corridors:

- the western corridor through Quetta and Peshawar in Pakistan, where WFP maintains transit hubs for the Afghanistan operation. 70 percent of the commodities transit through this corridor. However, these hubs have recently also been affected by political unrest in Pakistan.
- the eastern corridor through Iran, which is particularly serving the shipment of the HEBs from India⁸², which uses cumbersome transport routes.
- the northern corridor for commodities brought in from Kazakhstan, Uzbekistan and Russia.

In deciding on the corridors and the means of transport to be used, criteria of feasibility, cost-efficiency and minimising transport risks have been applied by the CO.

184. 68 percent of the commodities are handled by commercial transporters; the other 32 percent being handled by WFP's own fleet of 149 trucks to access areas where and when (e.g. in winter time or rainy season) the commercial transporters are unwilling to go or would only go at excessive transport charges. To reach the UN no-go areas, WFP fully depends on private transporters. High security risk areas where even private transporters refuse to go to at premium rates, remain unattended.

185. The costs for landside transport (LTSH) have increased from US\$125/ mt at programme start to over US\$150/mt in 2007 and stand at an average of US\$ 129 per mt at present (June 2009). Increased transport costs were due to increased fuel prices, in part also due to competition of humanitarian with military transports, particularly for commodities coming in through the northern corridor.

186. Extended delivery points (EDPs) are selected for the convenience of transporters, to reduce WFP's cost, but also to give reasonable access to beneficiaries. Communities and beneficiaries indirectly contribute to WFP cost efficiency as they are responsible for transport to the home. Afghan villages are dispersed and many villages are accessible only by donkey. Interviews with community representatives revealed that sometimes communities are refunded, sometimes only supposed to be refunded and never received compensation (a possible case of corruption) for the transport of the food commodities from the EDPs to the communities. Beneficiaries stated that they pay 10 up to 80 Afghani (AFS) for transport of a bag of wheat (50kg, market value: ca. 600-800 AFS) from the distribution site, reducing the value of the ration by up to 10 percent.

187. This also applies to FFE for which the mission observed that food is often delivered at the district level where it is accounted and temporarily stored by the district DoE administration. It is then the responsibility of CDCs/shuras to organise the secondary transport up to the FDPs (schools, functional and vocational training centres). Based on

⁸¹ Considering the lack of bulk storage and bagging facilities in the country.

⁸² since Pakistan did, up to September 2008, not allow transshipment of products from India. With opening of the Pakistan route in September 2008, the Iranian corridor is no longer used for the shipment of the Indian biscuits. The Pakistani restriction on transshipment of Indian products also affects the 250,000 mt of wheat allocated by the Indian Government as direct food aid to the Government of Afghanistan. The modalities of shipment had not yet been solved at the time of the evaluation mission. The Government of Afghanistan plans to use this Indian wheat to build up a strategic food security reserve.

LTSH, CDCs/shuras are later on reimbursed upon submission of signed waybills. The Mission noticed that (i) some CDCs/shuras complained about several months delayed reimbursement and (ii) waybills were signed only by the school headmaster in WFP assisted schools. In order to engage more commitment and responsibility from the beneficiary community, and to prevent misuse of food, the Mission is of the opinion that one representative of the CDC/shura should also be accountable for the food delivered and sign the waybill.

188. It should also be noted that a number of projects requiring small tonnage exert heavy demands on the logistics and require disproportionate resource levels. This has a clear impact on other more regular programmes such as FFW.

Management

189. Since 2009, the CO has centralised the decision process on project proposals, transferring the decision power of final project approval from the AOs to the CO. This step was made in order to ensure conformity of the proposals with the requirements. When introduced, this step caused some delays in the process of project approval which, in the meantime, have been largely eliminated.

Monitoring

190. The need for improved and more effective monitoring, particularly outcome monitoring, was emphasised in all previous PRRO evaluations⁸³. Although some steps have been made towards upgrading the M&E system, they were partly misled and incomplete. Altogether, they have not yet brought about tangible results in meeting the essential requirements of WFP and its partners for accountability and management information for enhanced efficiency and effectiveness.

191. The M&E element of the PRRO design was scant of detail and unrealistic (e.g. the suggested baseline survey in the 1st year of PRRO was not achievable). Resources, particularly staff resources (number and competencies) meant that stated M&E goals could not be reached. The COUNTRY Management Appraisal and Review Team, as foreseen in the project document, was not effective and has been disbanded in 2007 to be replaced by an M&E unit still in development. The lack of monitoring infrastructure until late 2007, the presence of only limited capacities since then, and the lack of evaluative capacities have prevented the CO from engaging in quality processes beyond basic monitoring and reporting of outputs.

192. In 2005, an M&E tool kit - a collation of monitoring forms and instructions - was developed and constitutes the basis for data collection. It was updated in 2007 but is not a living document and overall does not serve the CO's needs in management information as it resulted in attempts to collect every kind of data required at corporate level, without reflection on contextual needs, usefulness or feasibility of data collection or analysis. The attempt to incorporate RBM 'methodologies' further complicated matters.

193. Moreover, the lack of clear senior leadership for M&E led to a focus on technology, rather than on 'essential' data to inform management and meet the demands of donors and other stakeholders. There is a questionable duplication of M&E database - e.g. the COMPAS system, the ACORD (Afghanistan Country Office Reporting Database) database - a database that is to function as analysis tool is still under development but will ultimately not be reconcilable with COMPAS - and other specific databases such as the electronic FFE

⁸³ The mid-term review of April 2008 had already indicated that "due to the existing operational environment, the CO conducted little outcome-level measurements. Should resources permit in future, identified implementing partners might be tasked with outcome level studies. The food aid monitors rightly have a focus on output monitoring. The Mission recommends that over time they develop a more outcome measurement orientation and are trained to measure outcome indicators".

database, which has recently been developed and is used by both the CO FFE/CPU and the MoE School Feeding Unit (SFU)⁸⁴.

194. The capacity for basic monitoring (distributions, implementation) is extremely low. Mazaar AO has 2.3 FTE⁸⁵ Field Monitors (FMs), Hirat 2.5 FMs, and Faizabad SO has 1.5 FTE FMs. This very low monitor to project ratio implies that even a representative sample of distributions cannot be monitored effectively, much less post distribution monitoring. In monitoring a number of activities (e.g. FFT activities), the CO mainly depends on CPs reporting. The Mission noted that the frequent lack of timely and accurate distribution, progress and completion reports from many CPs is also a major obstacle for such projects as FFW and FFT.

195. As an innovative approach, WFP has outsourced monitoring functions to contractors (CTG, RSA) in no go areas. This started in three provinces under Kandahar AO as a pilot in 2007 and, based on positive results, was expanded and extended into other no-go areas where monitoring would otherwise only depended on CPs. Contractors' staff are trained by WFP, follow WFP monitoring guidelines and generate data as WFP monitors would. By exerting basic monitoring functions in the form of verifying data on beneficiary numbers and distribution, outsourced monitoring proved to be an essential measure of triangulation of the data provided and used by the CPs⁸⁶, bringing about efficiency and effectiveness gains in targeting and distribution.

196. Other positive examples should be noted. For example, the Kabul AO has established, in cooperation with its partners, a monitoring system with a data bank covering the project cycle from beneficiary identification, registration, food distribution, up to compilation and analysis of the GFD data. Through terminals at distribution sites, connected with a data centre at the Kabul Department of Economy, the system provides real time data on the planned, ongoing and completed distributions and on each beneficiary (location, criteria of eligibility, food entitlement, rations received). The initial investment (US\$ 90,000, without staff) appears justified by the efficiency gains in implementing and monitoring the activity and could find wider application as an instrument for planning, management, monitoring and documentation of social assistance schemes.

197. In addition, the data demands for humanitarian (relief) and development (recovery) interventions are very different. A clear separation of relief and recovery would not only result in clarity for M&E but would also meet the expectation of major donors who would like to be informed on specific food aid impacts. Such information lies somewhere between what is available in glossy monthly PR and the information on tonnages distributed through the pipelines but is not currently generated by M&E processes.

Partnership

198. WFP field staff have strong, friendly, collaborative and regular relations with stakeholders, who generally reported satisfaction with WFP's performance as far as responsiveness, collaboration and cooperation, technical and material support were concerned. Roles and responsibilities are clearly understood and practiced and WFP has entered in LoUs with the relevant line ministries and well as with cooperating partners.

199. For FFW, WFP has formally partnered with the responsible ministry (MRRD) and applies an approach which gives significant decision -making powers to the targeted communities. The MRRD-NSP-CDC mechanism uses the existing and appropriate

⁸⁴ It should be noted though, that this database is a real improvement, however, it has been designed as an output monitoring tool and has not led, until now to any outcome analysis.

⁸⁵ Full Time Equivalent, as Field Monitors have also up to 5 focal point responsibilities in addition to their core function.

⁸⁶ For example, the number of planned 9000 beneficiaries of school feeding, stated by the DoE, was brought down to the actual figure of 1500 beneficiaries (information by head of AO Kandahar).

community structures set up as part of the NSP⁸⁷ which makes for open and transparent planning and targeting.

200. With respect to FFE, it should be noted that the implementation of these activities involves a diversity of Government departments at central and decentralised levels (Ministry of Education, MoWA, MoLSA, MoPH, MRRD), partnerships with UN sister agencies (UNESCO, UNICEF, WHO), and NGOs. There is, nevertheless, no institutional arrangement to steer FFE activities at central and decentralised levels. For example, the Mission was informed that neither the Basic Education Department nor the Department for Literacy and Non-Formal Education, both within the MoE, had direct relationship with the School Feeding Unit in charge of FFE activities within the same ministry. The mission noted that in the absence of any coordination, implementation modalities differ from one IP to the other. For example, while WFP provides a food incentive to volunteer trainers in Literacy Training, some IPs also provide them incentives, even a salary. It is necessary to have a more coordinated intervention aiming at the harmonisation of procedures among partners.

201. Further, WFP staff and partners attend the same coordination bodies; participate jointly in assessments and other missions. The status of projects is known and corrective measures are taken the Afghan way, by discussion and friendly advice. Due to the lack of a formal and appropriate M&E mechanism, the basis for guidance/feedback to adjust CP approaches relies mainly on the way that WFP field staff manage relationships. FFW outcomes demonstrate that this works but lacks the predictability of a systems approach.

5. Conclusions and recommendations

5.A Overall assessment

202. **Relevance and coherence.** In seeking to address critical humanitarian and social needs in Afghanistan, the operation is fully compliant with WFP strategies and policies; with the population needs and the objectives of Afghan national development strategies; as well as with the specific national education, health and gender sector policies. The operation is also coherent with the UNDAF and with programmes and initiatives of donors and directly contributes to MDG 1 (eradicate extreme poverty and hunger), MDG2 (achieve universal primary education); MDG3 (promote gender equality), MDG4 (reduce child mortality) MDG5 (improve maternal health), MDG 6.c (halt and begin to reverse incidences of ... major diseases) and to MDG7 (ensure environmental sustainability).

203. Despite a deficient logical framework and a complex design leading to a juxtaposition of activities rather than to a comprehensive programme (particularly obvious for the food for education component), the 16 activities were generally found to be appropriate to the needs and context with the exception of the pre/post winter distribution school feeding programme and of the pilot wet school feeding found to be impractical and of little value-added in light of the efforts, costs and risks.

204. **Outreach.** Despite severe security constraints, WFP has maintained a presence and remained operational in all provinces and almost all districts of the country, which is a major achievement in itself and recognised as such by the Afghan Government, UN and donor partners, communities and beneficiaries. About 70 percent of the food insecure and vulnerable

⁸⁷The WB funded National Solidarity Program (NSP) operates in 70 percent+ of Afghan villages and in implemented in 30,000 of the 40,000 villages of Afghanistan. Community Development Councils (CDCs) established and trained administer block grants for their social and economic development. CDCs are representative and include equal female representation. The reality of gender parity is less than the ambitious NSP law prescribes but the 2008 NSP Loya Yirga (Grand Convention of all CDCs in Kabul) highlighted achievements to date. The fact is that women do have a voice and are part of decision making at community level. As such the gender prescriptions of WFPs gender policies are met in part, but can not be assessed due to the lack of M&E capacities.

population has been reached by some kind of WFP intervention⁸⁸. The actual number of beneficiaries increased from 4.7 million in 2006 to 8.7 in 2008 and exceeded the planning figure by 28 percent in 2008. However, for the same year, the tonnage distributed is 26 percent less than planned, implying that beneficiaries did not receive the totality of their food entitlements or were assisted over shorter periods than planned.

205. **Effectiveness: attaining objectives.** GFD is making a substantial contribution to the beneficiaries' household food basket and helps them to survive and avoid deprivation. FFW interventions are effective in addressing food security of vulnerable HHs and result in tangible improvements to community infrastructure, strengthening the capacities of the communities and their members to withstand shocks and to better meet their food needs in future. There is also evidence that WFP food assistance has boosted enrolment in primary schools, increased girls' enrolment, and facilitated the development of literacy and functional life skills of the rural population, particularly of poor women. However, increased school enrolment has put additional pressure on the education system in terms of classroom space and teachers. Of the health and nutrition activities, the assistance to TB patients was found most impressive, particularly due to a well functioning integrated partnership. Other activities which have been well designed and successfully implemented are Wheat Flour Fortification and De-worming, with impacts on nutritional status. Less effective was Health and Nutrition Awareness Training in FL and VT courses.

206. **Influences on effectiveness and efficiency.** The factors which positively influenced the efficiency and effectiveness of the operation include: a) adequate geographic targeting and generally adequate beneficiary selection methods, which have been improved as required during implementation to deal with inclusion and exclusion errors (esp. GFD); b) responsiveness to increased needs due to crises linked to high-food prices and natural disasters; c) flexible and innovative approaches especially for transport and implementation in no-go areas; d) generally respectable relations with partners in terms of collaboration, cooperation, technical and material support; and e) the fact that FFW activities – targeting the largest number of beneficiaries - are simple and correspond to activities for which communities have been well educated by their own experience or NGO interventions over many years.

207. On the other hand, the efficiency and effectiveness of the operation was negatively influenced by a) the high diversity of activities, which posed implementation challenges in the difficult Afghan context; b) major delays in food deliveries and distribution (up to 8 months and more) due to resource shortfalls in 2007, pipeline breaks, security and access issues and occasionally corruption; c) clear deficiencies in the M&E system and in the related monitoring of outputs and particularly outcomes of the operation thus falling short of providing information to management and partners for enhanced accountability, efficiency and effectiveness; d) insufficient staff capacities of WFP and partners, and e) the outreach into security risk areas, which can only be achieved at substantial additional costs and risks on the one hand, and lower rates of efficiency and effectiveness on the other hand.

208. **Impact.** Since no impact studies have been made yet, and due to a myriad of influencing factors which determine the humanitarian and development processes of the country, only assumptions on likely longer-term impacts of the WFP interventions can be made at this stage. Thus, it can be plausibly assumed that the operation contributes through its community based FFW approaches to community development processes, through its FFE/T activities to human capacity development and strengthening the role of women in the economy and society, and the relief as well as health and nutrition interventions help to maintain and improve the nutrition and health status of the population.

209. **Impact on national and local food markets:** Considering the relatively small share of food aid in total national food supplies, any significant effect of food aid on food

⁸⁹ The WFP-MRRD/CDC relationship.

production and markets at national scale can be excluded. However, such effects – positive or negative - cannot be excluded for local food markets. Food aid leads to a distortion of local food markets, when it arrives at the wrong time or if larger consignments of food aid are diverted to the market. On the other hand, there are positive effects when it helps to stabilise local food prices or when local surplus production is absorbed by local purchases, thus contributing to the development of local food markets, income generation for local farmers and traders, and – by offering an attractive alternative market outlet – possibly contributing to crowding out poppy production

210. **Sustainability.** In planning and implementing food assistance, WFP collaborates closely with government partners and communities who are, through ‘learning by doing’ as well as related capacity building measures, enabled to assume greater responsibility in carrying out the tasks and, ultimately, to take over respective functions. This will help to ensure continuation of the approaches applied, although funding of the schemes will depend on further WFP assistance in the foreseeable future. As to the assets created through FFW, community ‘ownership’ and utilisation of the assets as well as the simple technologies applied are considered decisive factors for sustained use and maintenance. Continued Government of Afghanistan commitment to FFE is documented by a recently prepared concept paper on a National Food for Education Programme aiming at expanding school feeding to all primary schools in the country.

5.B Recommendations

On general and overarching issues

Streamlining and simplification of approaches, based on

- the experience and lessons learned from the past on what works well and what less,
- available capacities of WFP and partners to rely on,
- well established partnerships with clearly defined roles and responsibilities, and, last but not least
- based on priority setting and linkages of types and areas of future operations

derived from a clear, realistic and consistent set of objectives, outcomes and indicators reflected in a Logframe matrix to be developed by WFP together with its key partners. Particularly the FFE component should have a more focused goal (support to basic education and basic skills training).

1. Any future PRRO design has to adopt a fundamentally different, and practical, approach to M&E that is based on harmonizing WFPs M&E with its partners. A **functional M&E system** needs to be established, composed of two layers, which (1) ensures basic monitoring functions (distribution and beneficiary monitoring), by providing real time data and information on progress and flaws in implementation, and (2) generates relevant outcome data to enable WFP and its partners to monitor overall programme performance in view of objective achievement. While the responsibility for overall coordination of (1) rest largely with WFP, to facilitate efficient management of the food aid flows and to account for resource utilisation, the genuine mandate and responsibility for (2) lies with the partners. They will depend on further capacity building and support by WFP to be able to fulfil this function, and precondition is a consistent Logical Framework which has to be developed in collaboration with the partners. Further important issues to be considered are the elimination of overlap and un-resolvable conflict between COMPAS and ACORD, (abandon ACORD if returns cannot be demonstrated), identification of indicators to confirm reliability of outsourced monitoring, and improved accountability through providing meaningful information to communities, donors and the wider stakeholder community.

2. **Managing security risks and challenges.** Since the outreach of WFP into security risk areas can only be achieved at substantial additional costs and risks on the one hand, and lower rates of efficiency and effectiveness on the other hand, WFP should clearly set out the implications of security threats for the operations, in order to clarify which additional costs and level of risks are acceptable, which are not, and whether there are priority type of interventions that justify higher risk levels (humanitarian vs. recovery/development). The answer to this question cannot be given by WFP alone but requires consultation by WFP CO with stakeholders and donors, based on clear and transparent information of stakeholders on the implications of security threats for the efficiency and effectiveness of the operation.
3. **Timely provision of food assistance** is a major condition for effectiveness. Therefore, any efforts must be made by WFP to avoid pipeline breaks and delivery delays, e.g. longer forward planning of deliveries, by pre-positioning food at strategic locations, by making use of alternative sources and routes of supply, by setting priorities according to urgency of requirements, and by notifying donors on the implications of the pipeline breaks for advocating for more/ timely provision of resources. If delivery delays are to be expected, the WFP CO has to notify partners, field staff, communities and beneficiaries well in advance, and also about the anticipated date of delivery.
4. WFP should explore possibilities of **local procurement** and, as much as feasible, utilise such potentials, in order to strengthen local food marketing, generate income for farmers and traders, and help to ensure that the beneficiary population receives the type and quality of food commodities they are used to. The initiation of local purchases requires close monitoring of the grain market situation and the establishment of contacts to the grain trader community.

On Relief-GFD

5. WFP needs to clarify targeting criteria to all partners, and beneficiary screening and verification by a third independent party should be done as early and comprehensively as possible, particularly for GFD in urban areas where the risk of misappropriation is highest. Provisions to register eligible late-comers in on-going GFD programme should be made.
6. Investment made in Kabul data bank as an instrument for management, monitoring and documentation of social assistance schemes should be maintained by WFP and extended for future urban GFD. It could also be offered to government partners (e.g. Ministry/Departments oLSADM) for wider application.
7. The planned cash-voucher pilot will have to be closely monitored with specific attention to its efficiency and effectiveness and to how results compare to GFD and other social safety-net approaches (e.g. NSP) applied in Afghanistan.

On FFW

8. To build on and further consolidate the strengths of FFW implementation, based on the three 'pillars' of success which are (1) the community driven nature of FFW implementation⁸⁹ and (2) the collaboration⁹⁰ and (3) responsiveness⁹¹ of key field staff at local level, while removing still existing barriers to more effective implementation. Three recommendations are proposed to address these issues, further discussed in Appendix 1:

- (1) **Active Harmonization of FFW intervention.** Further and ongoing structuring of the WFP led, community driven and MRRD supported, intervention model with focus on economies of scale.

⁸⁹ For example, Mazaar AO has a focus on pooling resources/synergies with INGOs. AKDN, AKF consider WFP interventions as significant in themselves but also as adding value to their own long term programming.

⁹¹ Faizabad SO and stakeholders responded after recent floods with rapid assessment of 99 communities.

- (2) *Establish clear program and project cycle distinction* between relief (humanitarian) and recovery (development) FFW. The goal should be consistently bring food deliveries directly into the control of CDC/shura at community level. PRRO relief and recovery components currently overlap and aggregate at every level of the project cycle, yet have distinctly separate logic models.
- (3) *Implement a 'Back to basics' review of M&E systems, with strong senior leadership and focus on a small number of relevant FFW indicators.*

On FFE/T

9. The FFE component should have a more focused goal (support to basic education and basic skills training). The justification and synergy of activities implemented to achieve FFE objectives should be clearly established and reflected in the Logical framework.
10. WFP should extent the **provision** of incentive take-home rations to girls, restricted to grades 1 - 9 so far, to girls in grades 10 – 12, in order to prevent early drop-out and to encourage the girls to complete education, with further positive effects, e.g. a higher number of female teachers in future.
11. WFP should re-consider appropriateness of wet school feeding, taking into account concerns raised by Ministry of Education provincial officials (child safety and protection in current conflict situations and disruption of the learning programmes in large schools), while looking for alternative ways of increasing vitamin C intake.
12. Capacity building and technical assistance should be provided by WFP to government staff, in order to support the development of FFE / Health and Nutrition national policy frameworks with adequate institutional, financial and human resources, in view of a future and progressive WFP handover strategy in these fields.
13. In order to improve monitoring at final delivery points and to engage a stronger commitment from beneficiary communities, more responsibility should be given to CDCs regarding management and distribution of food in implementing sites.

On Health and Nutrition

14. Drop the concept of integrating health and nutrition education in vocational training, strengthen it in functional literacy by using action-oriented approaches and continue support to the School Health Initiative (SHI), which is appreciated by MoPH.
15. WFP should consider to revising reimbursement rates, taking into account the higher transport costs due to small tonnages.
16. WFP should consider distribution of locally produced fortified wheat flour to WFP-assisted operations and to expand flour fortification, while gradually working on an exit strategy; and to strengthen quality control through training of all (10) MoPH lab technicians to monitor the quality of locally fortified and imported wheat flour.
17. Establish pilot joint UN (UNICEF/WFP/FAO)/government collaboration in TSF in Herat and Kabul to tackle severe malnutrition (UNICEF-supported), moderate malnutrition (WFP-supported) and prevention (FAO-supported), so as to strengthen government's multi-sectoral response to malnutrition and ensure sustainability of WFP assistance. An MOU to formalise this arrangement, starting from joint targeting (joint selection of project sites) and development of joint annual workplans and implementation is desirable.
18. WFP should explore potentials for local production of the HEB at bakeries in the different regions of the country to stimulate local economies and cut down distribution costs.

Appendix: Specific FFW Recommendations:

A major FFW cross cutting issue is the ‘risk of corruption and diversion’. This requires addressing in the contexts of the 3 FFW recommendations. Endemic corruption at all levels of government is well known and evidence frequently cited by donors, the community in general and government officials. This is not effectively addressed at any level. Specific to FFW operations is the risk of loss of control, especially where WFP has responded to security constraints by outsourcing the critical project cycle components of assessment, supervision and monitoring. The project cycle assumption has to be that corruption is real, that misuse is likely and that evidence is required to demonstrate that donor resources are safeguarded until delivery to beneficiaries.

Recommendation	Outcomes
1. Harmonisation of FFW intervention DM&E with line ministry strategic plans to eliminate process duplication. Further and ongoing deepening of the WFP led, community driven and MRRD supported, intervention model with focus on economies of scale.	Elimination of parallel systems, use of common indicators, reduced M&E complexities, focus of limited M&E resources on core accountability ⁹² goals. Better SO5 outcomes resulting from deeper engagement, scope to shift resources from compliance to impact. Responsiveness to emerging opportunities for engaging with credible CPs as a result of integration.
2. Clear program and project cycle distinction between relief (humanitarian) and recovery (development) FFW with the goal to consistently bring food deliveries directly into the control of CDC/shura at community level. PRRO relief and recovery components currently overlap and aggregate at every level of the project cycle, yet have distinctly separate logic models.	Improved accountability, with focus on community, GoIRA and donors. <u>Relief clarity</u> : dynamic nature of relief demands can be met and logic models for appeals become clearer. Existing low resolution (long range trends) food security data is adequate for recovery (development) FFW strategies. High resolution (assessment) tools do already exist at AO level to assess food security in emergencies. Harmonised programming and focussed DM&E allow FS tools to become more effective in the differentiated relief/recovery contexts. Project cycle demands become clear, as does the M&E context. Additional opportunity emerges for stakeholders to play more prominent roles, reducing demands on WFP resources. Increased community ownership and legitimate recognition of Government as provider or peace dividends...
3. ‘Back to basics’ review of M&E systems, with strong senior leadership and focus on a small number of relevant FFW indicators. Elimination of overlap and irresolvable conflict between Compass and ACORD (abandon ACORD if returns cannot be demonstrated). Deliver M&E outcomes, identify indicators to confirm reliability of ‘outsourced monitoring’, improved accountability through providing meaningful information to communities, donors and the wider stakeholder community.	Focus on M&E systems that satisfy accountability and analysis demands. Harmonised programming allows use of stakeholder data by WFP. Achievable elements of outcome and impact ⁹³ assessment can become core objective. A move from policy/indicator-led monitoring ‘attempts’ to a rational-basic ‘essentials’ system will free unproductive resources. Harmonised data sources complements WFP data that informs decisions and demonstrate accountability. ‘Essentials’ includes information generated that fits between ‘glossy PR’ and ‘mt/month and # of rations delivered logistics data’, and goes beyond the superficial of these two by telling about what food aid actually achieves. This is the data that demonstrates the value of food aid and is of value to donors, communities and government.

⁹² Accountability is not a burden but holds opportunity to improve effectiveness through informed feedback and reactions on WFP plans. Systematic feedback mechanisms allow WFP to report on relief/recovery evolution, the change that results from food assistance. Beneficiaries can explain the degree to which projects meet their needs (outcome) and how they have changed their lives (livelihood...impact). Donors, Government and CPs need information to elicit support.

⁹³ A ‘minimum’ level of measuring impact would involve a basic description of affected people, CDC led identification of desired changes and tracking of inputs/outputs against desired change. CDC reported perspectives, reporting to stakeholders (community, CPs, line ministries, donors) and proactive adjustments close the cycle. Current monitoring activities touch on all these, and are collaborative, but do so outside any formalised ‘system’.

List of Annexes

	Page	
1	TORs	48
2	Bibliography	63
3	Mission Itinerary, Places visited, Institutions and Persons contacted	70
4	Evaluation Methodology and Matrices	77
4 a	Evaluation Matrix: General and common issues	79
4 b	Evaluation Matrix: Relief / GFD	87
4 c	Evaluation Matrix: FFW with summary findings	90
4 d	Evaluation Matrix: FFE/T	93
4 e1	Evaluation Matrix Nutrition and Health in FFE Component	96
4 e2	Evaluation Matrix Nutrition Education in FFT (Literacy & Vocational Training)	98
4 e3	Evaluation Matrix Flour Fortification	100
4 e4	Evaluation Matrix MCHN	102
4 e5	Evaluation Matrix Assistance to TB Patients and Families	104
5	Logframe Analysis	106
5.1	General issues	106
5.2	Deficiencies and inconsistencies in the Logframe Matrix related to FFE component; implications for the evaluation	108
6	Key stakeholders analysis	110
7 a	NRVA Data on Food (In-)Security by Province	113
7 b	Map: WFP Activities	115
7 c	Map: Security Risk Areas	116
7 d	WFP CO Afghanistan, Organizational Chart	117
7 e	Beneficiary Numbers and Categories, 2006 – 2008	118
7 f	TB Detection and Treatment Outcomes	119
7 g	Data on FFE/T Food Distribution and Rations	120
7 h	Nutrient Composition of HEB	121
7 i	Fortified Wheat Flour Production	122
7 j	Functional Literacy Curriculum	123
8	Compiled data of Logframe Indicators	127
9	Commodities dispatched by activity	135
10	Resourcing update	139
11	Main Findings on Specific Programme Components and Activities	141
12	Key issues for the future	178

Annex 1 - Terms of Reference (Revised version – 25.03.2009)

I. Background

I.A. Context of the Evaluation

During the period 1979 – 2002, Afghanistan faced war, civil unrest and recurring disasters. Millions died and millions more fled the country and became refugees in Pakistan, Iran and other parts of the world. This 23 year period exacted a heavy toll on Afghanistan and its people, and despite the progress that has been made since 2002, half of the estimated population of 25 million live below the poverty line; health indicators are amongst the worst in the world⁹⁴; one third of the school-age population are not in school and only 30 percent of girls are enrolled in schools; environmental degradation is alarming with only 1.5 percent of the land area under vegetative cover; and, about 400,000 people per year are adversely affected by natural disasters, and 150,000 people, who lost their livelihoods during the years of conflict, remain in internally displaced people (IDP) camps. Although Afghanistan faces political, security, administrative and socio-economic challenges, Government efforts, together with international political, financial and military support, have extended security and economic growth, revived public administration, increased school enrolment and improved health services; 2.5 million refugees and 600,000 IDPs have returned, there is a new constitution and an elected President, and parliamentary elections were held in September 2005.

Against this backdrop, and since the establishment of a transitional government in June 2002, WFP's operations have shifted from emergency assistance to rehabilitation and recovery. The current PRRO 10427.0 was approved in September 2005 for a period of three years (Jan 2006 – Dec 2008); its goal is to enhance food security and to improve human and productive capital in food-insecure and remote areas, with an emphasis on vulnerable women and children. The original number of people to be assisted was 6.6 million people and the total cost stood at US\$360.2 million. Since its approval, this PRRO has undergone several budget revisions, primarily due to recurrent droughts, global crisis of escalating food prices, and other localized emergencies. The PRRO now targets 14.8 million people at a total cost of US\$848 million and the duration has been extended by one year, now terminating in Dec 2009.

The objectives of the PRRO are as follows:

- Save lives in crisis situations
- Increase access to food for vulnerable groups affected by extreme weather
- Improve the capacity of vulnerable groups, including IDPs, to manage shocks and meet necessary food needs
- Contribute to a substantial reduction in the number of tuberculosis-affected (TB) population
- Raise awareness and participation of communities in preventive health and nutrition
- To prevent a decline in the nutritional status among targeted women and children under-5 in WFP intervention areas
- Contribute to a substantial reduction of helminthic infections
- Increase the availability of locally produced and fortified wheat flour to the general population

⁹⁴ Maternal Mortality 1,600/100,000 live births, Under-5 Mortality 191/1,000 live births

- Increase primary school children’s enrolment and attendance in food-insecure and low enrolment areas, increase girls’ enrolment and attendance in high gender gap areas and address short-term hunger to improve learning
- Increase the number of primary schools
- Improve the literacy and functional life skills of poor rural adults, especially women
- Increase the capacities of the Government, non-government counterparts and communities to identify food needs, develop strategies and carry out food-based programmes.

The above objectives are in line with WFP’s previous Strategic Plan (2004-2007).

PRRO 10427.0 has two components: (1) Relief that provides emergency food assistance to (a) victims of disasters in food insecure and disaster prone areas, and (b) Internally displaced people (IDPs); and(2) Recovery activities in the areas of (a) community and household asset creation which aim at sustaining livelihoods, the environment and natural resources (mainly food-for-work (FFW) for rehabilitation of roads and irrigation infrastructure and for environmental protection and reforestation); (b) vocational training for restoring livelihoods and developing capacities (training to acquire marketable skills and to provide consumer products and services); (c) Education and health, which aim to increase enrolment, reduce drop-outs and relieve short-term hunger (food-for-education (FFE), school construction and rehabilitation, teacher training and mobilization, functional literacy training, food-security education and school gardens, de-worming, assistance to TB patients and their families, and flour fortification), provision of fortified supplementary food for children and pregnant and lactating women.

The respective share occupied by the various activities is as follows:

AFG PRRO 10427.0 – Activities in 2008	Food (Mt)	%
Support Health/Nutrition (General Food Distributions and TB Patients inclusive)	54.022	21
Food For Work (FFW)	122.217	49
Food For Education (FFE + FFT)	71.710	29
Total	247.949	100

I.B. Stakeholders

The key stakeholders in PRRO 10427.0, and their interest and role in the evaluation, are:

Stakeholder map

Key stakeholder groups	Role in PRRO 10427.0	Interest in the evaluation	Implications for the evaluation
Operations Department (OM)	Responsible for WFP operations' implementation globally	Improving future implementation in the country	Ensure clearly articulated conclusions and recommendations that will guide WFP's future interventions in Afghanistan and, possibly, lessons learnt may be applicable to WFP's interventions in other countries
Regional Bureau (OMJ)	Programme Support to COs in the Region	Improving future implementation in the country, findings to feed into future design of PRRO	Ensure clearly articulated conclusions and recommendations that will guide WFP's future interventions in Afghanistan and, possibly, lessons learnt may be applicable to WFP's interventions in other countries in the Region
Country Office	Directly responsible for overseeing the implementation of the PRRO and for reporting on progress	Improving future implementation in the country, evaluation findings to feed into design of successor phase of PRRO	Ensure clearly articulated conclusions and recommendations that will guide WFP's future interventions in Afghanistan. The CO is a key informant for the evaluation and will provide qualitative and quantitative data to the evaluation team
Host government	Is the recipient and benefactor of WFP support, is responsible for the implementation of the PRRO. Ultimately, WFP hands-over to it the programmes and their funding	Review of accomplishments and bottlenecks, improving future implementation in the country, examining the synergies with other donor support, assess its capacity to take over programmes and funding	Ensure clearly articulated conclusions and recommendations that will inform the government on the effectiveness of the PRRO and guide future interventions in Afghanistan. The government is a key informant for the evaluation and will provide qualitative and quantitative data to the evaluation team, and will elaborate on the PRRO intervention vis-à-vis its overall policies. Given high food prices and recent increases in instability, may wish to seek expansion in PRRO coverage.

NGO partners	Implementing partners for selected activities within the PRRO and they provide complimentary inputs	Review of accomplishments and bottlenecks, refinement of their interventions, assess effectiveness of partnership with WFP	NGO partners are key informants to the evaluation, they will provide qualitative and quantitative data to the team (possibly even at the outcome and impact levels)
UN agencies	Implementing partners for selected activities within the PRRO and they provide complimentary inputs	Review of accomplishments and bottlenecks, refinement of their interventions, ensure continued consistency of PRRO with overall CT goals	UN partner agencies are key informants to the evaluation, they will provide qualitative and quantitative data to the team, will provide information on relevance of the PRRO to the Poverty Reduction Strategy and the overall goals of the CT
Communities	Direct beneficiaries of WFP support, form committees for activity identification and design, assist in beneficiary targeting	No direct interest other than in the implications of the findings for them.	Key informants to the team, site visits and group/individual interviews to be conducted will highlight their constraints and the extent to which PRRO is addressing them. Particular attention to be given to the level of their participation in the operations' activities, and the extent of women participation
Donors	Financers of the PRRO, have geo-political interests in the country/region	Evaluation findings might influence future funding decisions	Key informants to the team at the country level on issues of appropriateness and value added of WFP activities
WFP Board	This PRRO part of the approved portfolio of WFP's field operations for which the EB is accountable	Ensure that the dual purpose of accountability and learning are achieved	Ensure clearly articulated conclusions and recommendations that will enable the EB to ensure that future interventions in Afghanistan take this evaluation into consideration

II. Reason for the Evaluation

II. A. Rationale

Since the shift in focus, from relief to recovery, in 2002 WFP has implemented PRRO 10233.0 (operational from April 2003 to December 2005) which contributed to early recovery and reconstruction through focusing on livelihoods and household food security of 9 million beneficiaries. The current PRRO, at its design, aimed to support 6.6 million people over its original three year life span at a cost of US\$360.2 million. Subsequent budget revisions have increased the number of beneficiaries to 14.8 million people at a total cost to WFP of US\$848 million, and the duration of the operation has been extended by one year till 31 Dec 2009.

WFP's experience in Afghanistan is one from which interesting lessons might be drawn. With the extent of the various socio-economic challenges that it faces, coupled with fluctuating security conditions and exacerbated by frequent and recurring natural disasters and, more recently, the hardship brought about by the trebling in prices of basic food commodities, it is important that WFP evaluate its operations in Afghanistan not only to assess the magnitude of improvements that have been brought about by its interventions but also to provide guidance on possible means WFP may improve the effectiveness of its support in the future. Furthermore, the large cost to WFP of this operation makes it important to evaluate it for purposes of accountability. To date, this PRRO has received a total of US\$574 million in confirmed donations, or 68 percent of the total requirements.

The principal users of the evaluation finding will be:

- The Government of Afghanistan, in particular the Ministry of the Economy which is WFP's counterpart for coordination, will have a special interest in the evaluation and its findings, conclusions and recommendations.
- WFP, in particular the Afghanistan Country Office (CO), who will use the findings to build on identified strengths and improve on identified weaknesses.
- WFP's partners in the implementation of this PRRO, including the UN system (FAO, UNAMA, UNDP, UNEP, UNHCR, UNICEF, UNOPS, and WHO) and non-profit NGOs.
- Finally, WFP's EB will review the evaluation summary report.

II. B Objective of the Evaluation

One of the objectives of the evaluation of PRRO 10427.0 is accountability to the stakeholders in terms of tallying and reporting on the work that has been carried out and the results achieved, using the planned objectives and targets as the benchmark against which to assess performance. The accountability to the donors, in terms of reporting on the results of their investments, is also an important element. In this regard, Annex VI provides the details on the contributions that have been made to the PRRO.

The other objective of the evaluation is to draw lessons from the experience gained from the implementation of this PRRO and, indeed, from the support that WFP has been providing since the year 2003. It is opportune to use this evaluation to guide WFP's future support to the Afghanistan and, in particular, to feed into the design stage of the successor operation to PRRO 10427.0. A mid-term evaluation of the preceding PRRO 10223.0 was conducted in May – June 2004 and its findings were used in the design of the current PRRO. A mid-term review of the current PRRO was also conducted in March/April 2008 and its findings guided the latest budget revision.

III. Scope of the Evaluation

III. A. Scope

While the PRRO was designed with a predominant focus on recovery activities, subsequent changes have made both the relief and recovery components fairly balanced in terms of resource allocation. As such, the evaluation will review both components.

Relief: under the latest budget revision, WFP provides relief food assistance, in the form of general food distribution, to 2.1 million beneficiaries affected by natural disasters and insecurity. An additional element under the relief component is FFW and food-for-assets (FFA) activities. This element has been added in order to improve the resilience to shock by vulnerable groups such as IDPs, as well as meet food needs and protect livelihoods. In the last budget revision, WFP plans to provide relief food assistance and voucher and cash programmes in urban areas.

Recovery: there are a number of activities being implemented under this component, some of which have been carried out since the project's inception and some which have been added through the budget revisions. These are:

- **FFW:** the original plan was to assist 3 million beneficiaries and an additional 824,000 people have since been added. The FFW activities are implemented in remote food-insecure districts. Activities undertaken include road and irrigation infrastructure and identification of such activities is done by several ministries in consultation with Community Development Councils (CDC). WFP depends on ministries, NGOs and local consultants to provide technical expertise while equipment and materials are provided by WFP. Also supported under this component is environmental protection and reforestation under the Green Afghanistan Initiative (GAIN), which combines FFW, FFT and sustained income generation. WFP is the administrative agent for GAIN and partners ministries, UN agencies and NGOs in implementation. Included under this component, although it addresses the education sector, is school construction and rehabilitation in areas without schools with the target being to construct 90 new schools annually and to rehabilitate a further 120 schools each year.

Vocational Training: aims at benefitting 120,000 beneficiaries for six months annually. Implemented activities will improve productive capital in communities by enabling handicapped people, school dropouts, widows and others to acquire marketable skills and to supply consumer products and services. 70 percent of the participants will be women and girls. Qualified government officers and NGOs will provide technical advice, quality control and backstopping services, while WFP field staff will verify community participation in the design of training programmes and beneficiary selection. The training will be coordinated with micro-credit facilities provided, for instance, by the Micro Finance Investment and Support Facility in Afghanistan.

Education:

- On-site dry school feeding: the PRRO envisaged feeding 1.5 million children annually in remote areas. The children receive biscuits during the school year to increase and maintain enrolment and relieve short-term hunger.
- Take-home rations: in food-insecure areas that are difficult to reach, 450,000 schoolchildren annually receive wheat flour to offset household opportunity costs and to maintain enrolment and nutrition. Rations vary by level of access and food insecurity

- Take-home rations as incentive for girls: to increase and retain enrolment, 400,000 girls annually receive rations of oil.
- On-site wet school feeding: this activity was introduced through a budget revision to the PRRO and is to be implemented in areas characterized by extremely high prevalence rates of chronic malnutrition and widespread micronutrient diseases. 100,000 boys and girls will benefit from this activity.
- School construction and rehabilitation: the establishment of Community Based Schools (CBS) by the Ministry of Education and UNICEF in remote areas has increased demand for school facilities in the poorest food-insecure areas. Lack of classrooms, perimeter walls and latrines in schools has impeded the enrolment of girls. This activity is designed to construct 90 low-cost durable three-classroom schools, and an additional 120 schools to be rehabilitated/expanded, annually. The work is supported by FFW.
- Teacher training and Mobilization: Given the short supply of qualified teachers, especially in rural areas, this activity aims at supporting the training of 14,000 teachers annually through a monthly supply of vegetable oil. 70 percent of the trainees are to be women.
- Functional literacy training: This activity aims at supporting the UN's functional literacy campaign by assisting 67,000 illiterate people annually, 70 percent of them women. The campaign aims at providing reading and writing skills as well as life-skills training.
- De-worming campaign: under this activity, WFP focuses on developing capacities of the Ministries of Education and Health to plan, implement and coordinate the campaign by training 150 master trainers who, in turn, school health focal points in 8,000 schools and learning facilities. UNICEF provides the de-worming tablets for 5 million children each year.

Health

- Assistance to TB patients and their families: to offset opportunity costs of patients and caregivers, prevent attrition and retain patients in curative treatment, WFP provides family food rations for 40,000 TB patients annually. WFP partners with WHO and NGOs in this activity.
- Flour fortification for improved public health: in order to reduce the severity of iron and other deficiencies, WFP provides micro-feeders and the pre-mix to commercial flour mills in various parts of the country.
- Blanket supplementary feeding: this activity, and the two that follow, were introduced in the PRRO in the budget revision approved in October 2008 as pilot activities. In this activity, WFP aims to provide ready-to-use food for children (RUFC) to 37,000 children under two who live in provinces where food insecurity and malnutrition are highest
- Mother-and-child health and nutrition (MCHN): 180,000 pregnant and lactating women are to be targeted under this activity and provided with fortified blended food as well as health and nutrition training.
- MCHN: 332,147 children aged 24-59 months will also be provided with fortified blended food.

III.B. Evaluability Assessment

The logical framework matrix, attached to the project document as it was approved in November 2005, shows a results hierarchy at the output, outcome and impact levels and

performance indicators are provided at all three levels. However, some of the indicators, particularly at the outcome level, are quite vague and the evaluation team will need to find alternative ways to assess achievements.

The annual Standard Project Reports for this operation are also available and they do provide narrative and data on the project achievements. Outputs for each of the activities are provided; at the outcome level, there are baselines for some, but not all, of the indicators and, once again, the evaluation team will need to consider in what ways this information can be collected.

In addition, the report of the mid-term review, conducted in March/April 2008, is also available and will be a useful resource for the evaluation.

It must be recognized that data collection, in certain areas and during certain periods, has been hampered by security concerns.

The completeness of the available data cannot be assessed at this stage; in view of this, it is envisaged that a preparatory mission is sent to the CO at the end of March 2009 to ascertain the situation. During this mission, the Evaluation Manager (EM) will review monitoring reports and their periodicity, how the collected data is processed and aggregated, and how this data is analysed. Data to be reviewed will include those pertaining at the levels of inputs, activities, outcomes and impacts. Data gaps that are identified during this mission will, to the extent possible, be filled by the CO prior to the planned evaluation date of April 2009. The EM will also ensure that an updated and complete Logical Framework Matrix is available for the evaluation, and will also develop the evaluation matrix.

IV. Key Issues

As indicated in the section relative to the evaluation scope, the design of the PRRO is relatively recovery oriented. However, from experience it would be advisable to take into consideration that the country deteriorating situation translated into a substantial increase of the PRRO relief activities. Keeping this in mind, at the moment of drafting recommendations would be helpful in terms of lesson learnt for the new PRRO formulation, especially taking into account that the year 2009 is an election year.

Moreover, when assessing Food For Work activities the evaluation team should take into consideration the seasonality of FFW/A programmes. In this respect, it would be useful to understand whether or not times in the year where work opportunities are less (i.e. winter) and how those periods compare to where food insecurity is higher or lower. Recommendations for alternative activities depending of seasonality would be most welcome.

When assessing the appropriateness of the geographical targeting, the mission should take into consideration that the selection was made on the basis of the findings of the 2005 National Risk and Vulnerability Analysis (NRVA).

Keeping in mind the above key issues, while conducting the evaluation the team will make sure to address the following points:

The evaluation will examine the relevance of the objectives of the operation as well as the appropriateness of the operation design, and the activities implemented to achieve the set objectives. The evaluation will also review the mechanisms for beneficiary selection in juxtaposition to the overall food security situation of the country and of the targeted regions. The evaluation will also examine the internal coherence of the project objectives with WFP Strategic Objectives and policies and WFP vulnerability and needs assessment findings in the country. In terms of external coherence, the evaluation will examine the linkages between the

objectives of the PRRO and those of the government, the UN system, the NGOs and other partners and with other interventions implemented by partners in the country.

In addition, the evaluation will specifically review the following aspects:

Education: WFP is employing various intervention modalities with the objectives of increasing enrolment, stabilising attendance, reducing short-term hunger, with specific elements that target reducing the gender gap in education. The mission needs to review the appropriateness of the set of approaches under the FFE, with particular attention to areas where WFP does not have the expertise. e.g. school construction.

The evaluation should specifically review whether the set of interventions are achieving their expected results and whether an alternative approach might be more appropriate.

Recovery components: It is also clear from the above that WFP is undertaking a large number of activities, and each of the activities has different ration scales thereby making implementation more complicated. The evaluation team should assess the cohesion of the various components and examine whether the activities can be simplified and the ration scales harmonised.

The mission should also examine the staffing situation of the CO in terms of adequacy to cover the myriad of activities being implemented

- Assess the relevance of the new pilot programmes i.e. school wet feeding and supplementary feeding as well the cash voucher pilot programmes and advise on ways forward i.e. whether or not expansion is realistic.
- Review the CO/AO efforts of outsourcing of monitoring through a third party i.e. CTG-Global, Programme Assistance Team (PAT) in the NO GO Areas of UN/WFP and recommend as appropriate the expansion coverage.
- Assess new joint programmes initiatives AI-FLI, new pilot with UNODC in Mazar and Faizabad, lessons learnt and way forward.
- The mission should also look into UN GAIN projects, its continuation taking into account the exit strategy applied in Mazar.
- Assess the quality and extent of the implementation of corporate cross cutting issues, such as gender mainstreaming and protection.

In terms of outputs and implementation processes, the evaluation will determine the level of outputs actually achieved vis-à-vis those planned. The evaluation will review the degree to which the channels used for implementation have been able to deliver the expected outputs and whether they had sufficient staff, training, technical know-how and the expected supplementary funding. The evaluation will also examine how successful the partnerships that WFP has forged in the implementation of this PRRO have been and, specifically, how partners have been able to monitor the implementation and to report on achievements. The evaluation will review the costing of the operation and the funding that it has received.

In terms of results, the evaluation will review and analyse data to determine the degree to which the stated outcomes of the operation have been achieved, to identify any unintended (positive or negative) outcomes, and to determine how the outcomes are leading (or are likely to lead) to the achievement of the operation's objectives.

The evaluation will also identify the wider impacts of the operation (social, economic, technical, and environmental) on individuals, gender and age-groups, communities and

institutions. It will also examine the sustainability of the activities undertaken and the mechanisms in place for a smooth cessation of WFP support.

The evaluation will also consider various cross-cutting issues including gender and gender relations and the extent to which these have been captured in the design and implementation of the activities undertaken in areas that suffered conflict, violence and rape. The evaluation will review the effectiveness of the partnerships that WFP has forged, the degree to which WFP has built the capacities of partners to implement the planned activities and to carry them out once WFP has withdrawn its support, and any environmental repercussions of the activities that have been implemented.

V. Evaluation Design

V.A. Methodology

In order to compare planned and actual achievements, the evaluation team will use, and corroborate, information provided by the WFP CO; in the absence of sufficient data, the team will need to determine alternative means to verify achievements. This will include regular monitoring data as well as aggregated and analyzed information relating to the implementation of the PRRO, including regular reports from implementing partners, field visit reports, assessment reports, a mid-term evaluation (for the preceding PRRO conducted in October 2005), the mid-term review of this PRRO conducted in 2008, contextual and background information on the food security situation in Afghanistan and information regarding the operating environment there.

The team will also use, and corroborate, information and data provided by the Government pertaining to the PRRO and any other information that is relevant to the purposes of this evaluation. All information and data, from whichever source, will be checked for accuracy by the evaluation team.

In addition, the team will visit and interview, and collect data and information from, the NGOs and UN agencies that are partnering with WFP in the implementation of this PRRO.

Furthermore, the team will go on field visits to interview, and collect data and information, from the relevant officials of local government as well as the personnel who are directly overseeing the activities that are being undertaken by the PRRO. The team will also assess the quality of the outputs that have been achieved, and reported on, and the level and effectiveness of support being provided by the various partners. It will also conduct focused-group discussions and individual interviews with the beneficiaries of the PRRO to assess the views of men and women, boys and girls, on the appropriateness and effectiveness of the activities that are being undertaken.

The methodology for the selection of project sites to be visited will be done by the evaluation team. Selection criteria might include:

- Availability of some sites where several types of activities are being undertaken in close proximity;
- Selection of sites such that a comparison can be made between assisted communities and non-assisted ones;
- Selection of sites to ensure that all partners are amply represented;
- Logistical feasibility.

V.B. EQAS

WFP has developed an Evaluation Quality Assurance System (EQAS) based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products including the TOR. All these tools are available with OEDE. EQAS will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team.

C. Phases and Deliverables

To obtain the greatest utility value, the evaluation aims at being completed in time for presentation to the Executive Board meeting in February 2010, and to provide sufficient preliminary conclusions and recommendations in order for WFP to be in a position to start, in September 2009, to design an eventual new implementation phase of the PRRO. During the course of the evaluation process, regular feedback and interaction is planned with internal stakeholders from WFP to ensure lessons can be used as they become available.

The evaluation will be undertaken in the phases mapped out below. These are the EQAS typical steps for an operation's evaluation process. The detailed schedule will be developed by the evaluation manager during the preparatory phase in consultation with the evaluation team and the Country Office.

i) Initial Phase

Final Terms of Reference (TORs)

Based on the available basic documentation (See annex 2 – Bibliography) and in consultation with the Country Office and the Regional Bureau for Asia, the OEDE evaluation manager will issue a first draft of the evaluation TORs. Based on these TORs, which will provide the profiles of consultants to be recruited, a team leader and the other evaluation team members will be identified and recruited.

A brief will be provided by OEDE to the evaluation team on the process to be followed for the evaluation.

The evaluation team will conduct a desk review of all available information and data, and identifies areas to be clarified and addressed during a preparatory mission to be conducted by the team leader.

In view of the sensitive situation existing in the country as a result of the political context, and in view of the high diversity of activities implemented by PRRO 10247.0, the team leader will undertake a preparatory field visit in Afghanistan to obtain any complementary information and have a first contact with the major local stakeholders in the country and with the Country Office. The team leader will take advantage of this preparatory visit to review all material available, check the quality and validity of the logical framework, assess the validity and accuracy of data gathered by the monitoring system, identify issues to be addressed during the field visits, identify selection criteria to be used for deciding on sites to be visited by the mission, agree with the Country Office on a plan for the field visits of the mission, and ensure appropriate preparedness of the evaluation team.

At the end of this phase the evaluation manager, in consultation with the team leader and the CO, will adjust the initially drafted TORs and provide a final version of the TORs.

ii) Desk research and pre-mission phase

Pre-mission Report

Based on the above final TORs, the evaluation team will review the documentation made available and assist the team leader in issuing a pre-mission report, whose purpose is three fold: (i) document the above set choices (ii) Review and clarify the TOR (including an in-depth review of the logical framework) and present the methodology to be used to undertake the evaluation; and (iii) Present the preliminary findings of the desk review and identify information gaps to be filled with data collected during the evaluation mission.

The pre-mission report will be produced by the evaluation team under the responsibility of the team leader and will be shared with the internal review group (see composition below) for comments.

iii) Field Research Stage

Aide-Memoir & Debriefing at CO level

Fieldwork will be undertaken for a selected sample of sites. For the time being it is estimated that the field visit will take some 21 days. This timing will be adjusted after the team leader preparatory mission. For security reasons, it is imperative that the evaluation team depart from the country at the latest by mid-June 2009.

Prior to leaving the country the evaluation mission will issue an aide-memoir (Maximum 10 pages in English) that will be presented through a PowerPoint presentation in English to the Country Office and HQs stakeholders (in attendance by conference call). This internal stakeholder debriefing session will be followed by a debriefing session organized by the Country Office for local external stakeholders (Government, implementing partners, local donor representatives, etc...).

The aide-memoir will provide the preliminary findings; point out to major issues noted by the evaluation team as well as the preliminary conclusions and eventual broad recommendations which could be made in the final report. The PowerPoint presentation will summarize the information contained in the aide-memoir. A copy of the issued aide-memoir will be shared with all attendees.

iv) Evaluation Report Writing

Full and Summary Reports

The findings of the evaluation team will be brought together, by the team leader, in an analytical evaluation report (Full Evaluation Report) that will (a) respond to the objectives set out in this evaluation; and (b) report against evaluation criteria specified in these terms of reference (and those in the evaluation matrix).

The format used for this report will be in compliance with the EQAS template, and will go through a quality check exercise conducted by the WFP's office of evaluation.

The draft report will then be shared with the internal stakeholders group for comments. The draft report will be revisited by the evaluation team in the light of the comments received, in order to issue the final evaluation report.

Another deliverable is the EB Summary Report. This report is to be presented to the Executive Board. It will be drafted by the team leader with the assistance of the evaluation team. This report will also be shared with in-house stakeholders for comments, prior for the team leader to issuing the final version of the Summary Report.

v) Presentation to the Executive Board

The EB Summary Report will be presented to the Executive Board by the WFP's Office of Evaluation (OEDE) in February 2010. Taking into consideration that the editorial process for an EB presentation takes usually three months, the final version of the EB Summary Report will thus have to be ready for process at the latest early December 2009.

VI. Organisation of the evaluation

VI. A. Expertise of the evaluation mission

The mission will be composed of:

(1) Team Leader (TL). The TL will have proven expertise in the evaluation profession and will have solid experience in leading evaluation missions and will have proven expertise in the evaluation of the humanitarian and recovery interventions. The Team Leader will coordinate and lead the research activities of the 3 other team members and make sure that the expected deliveries are provided on time in compliance with the decided evaluation timeline and the EQAS standards. In addition, the TL will present the evaluation findings at the required debriefing sessions, will facilitate team discussions and will draw together the written inputs from the other team members in order to produce the required reports (Evaluation and Summary). The TL will devote a total of 66 working days, over a period of five months, to this evaluation.

(2) Member: Food for Work/Food Security specialist (FFWS). The FFWS will have proven experience in the evaluation of FFW interventions. He/she will preferably have some experience with FFW activities in Afghanistan as well as some knowledge of WFP's FFW activities. He/she will specifically review the implementation of the FFW component of the PRRO and ascertain the relevance, effectiveness, efficiency and sustainability of this component. The expert will compile the findings, conclusions and recommendations in a report form and will assist the TL to integrate his/her report into the draft and final Evaluation Report and assist him in the drafting and finalisation of the Evaluation Summary Report. See further details in the attached Job Description. The FFW specialist will adhere to the attached evaluation time-line and will devote a total of 57 days, over a period of five months, to this evaluation.

(3) Member: Food for Education specialist (ES). The ES will have proven experience in the evaluation of FFE interventions. The ES will specifically review the implementation of the FFE component of the PRRO and ascertain the relevance, effectiveness, efficiency and sustainability of this component. The ES will compile the findings, conclusions and recommendations in a report form and will assist the TL to integrate his/her report into the draft and final Evaluation Report and will participate in the drafting and finalization of the Evaluation Summary Report. See further details in the attached Job Description. The ES will adhere to the above time-line and will devote a total of 57 days, over a period of five months, to this evaluation.

(4) Member: Nutritionist (NT). The NT will have proven experience in the evaluation of nutrition interventions. The NT will specifically review the implementation of the nutrition components of the PRRO and ascertain the relevance, effectiveness, efficiency and sustainability of these components. The NT will compile the findings, conclusions and recommendations in a report form and will assist the TL to integrate his/her report into the draft and final Evaluation Report and will participate in the drafting and finalization of the Evaluation Summary Report. See further details in the attached Job Description. The NT will adhere to the above time-line and will devote a total of 57 days, over a period of six months, to this evaluation.

(5) The above team will be assisted by a data analyst who will be recruited by OEDE. The data analyst will gather the information required, structure it in a friendly manner and make it accessible to the evaluation team. In addition, the data analyst will gather the data collected by the monitoring unit of the Country Office, will present it under the form of summarised tables, and will provide a short analysis of these data.

All team members will adhere to Code of Conduct as outlined in the attached Job Descriptions. Team members will be expected to sign a statement confirming their awareness of the Code and their ability to conform to it as part of the contractual agreement with WFP. Furthermore, team members confirm that there is no conflict of interest between their respective roles in the evaluation and the WFP activities in Afghanistan.

VI. B. WFP stakeholders' roles and responsibilities

OEDE: The evaluation will be managed by the WFP office of evaluation, which will appoint an evaluation manager who will have the responsibility of managing the overall process of the evaluation, including the following tasks:

- Preparation of evaluation Terms of reference
- Selection and recruitment of the consultants composing the evaluation team
- Evaluation budget preparation and management
- Evaluation team briefing
- Field mission preparation, in conjunction with the Country Office in Afghanistan
- First level quality assurance
- Reports dissemination
- Preparation of comments matrices
- Main interlocutor between evaluation team, represented by the team leader and WFP

The Afghanistan Government: The concerned government officials will brief the evaluation on the overall socio-economic situation of the country and provide the evaluation with the necessary information and data that will further the objectives of this evaluation as stated above.

WFP CO Afghanistan: The CO will prepare all the necessary information that will enable the evaluation mission to be as efficient and effective as possible. The EM/TL will undertake a preparatory mission to the CO to review with the CO the preparatory measures. The CO will schedule and prepare a program for the evaluation mission during its mission to Afghanistan, including setting up of the necessary appointments with key informants. The CO will also make the necessary logistical arrangements (including travel permits if necessary) for the field trips to the activity sites.

WFP RB: The RB will assist the CO, if necessary, in the preparation and carrying-out of this evaluation.

Cooperating Partners: The UN agency and NGO partners will avail themselves to meet with the evaluation team and to provide them with data and information that will further the objectives of this evaluation.

VI. C. Communication

Most of the material to be used by the evaluation mission will be in the English language. Meetings in Afghanistan, with the various stakeholders, will be conducted in English. The Evaluation Report and the Summary Report will be drafted and finalized in English. WFP will be responsible for translating these documents, as necessary. During the field trip, should

discussions with stakeholders take place in a local language, the CO will ensure that the mission is accompanied by a CO staff member who is proficient in the local language, and this staff member will translate for the team members.

The various milestones for communication between the evaluation team and WFP are built into the attached time-line. The evaluation team will be responsible for adhering to these milestones unless otherwise agreed to by WFP.

Annex 2: Bibliography

General Documents

- Afghanistan Ambassador Rome, Note for the Record, ED meeting with H.E. Prof. Mohammad Musa Maroofi, Ambassador and Permanent Representative, Afghanistan:
- 23 May 2007, 18th January 2008, - 11 December 2008
- Afghanistan Joint Appeal for the Humanitarian Consequences of the Rise in Food Prices, January 2008
- Center for Policy and Human Development (CPHD), Afghanistan Human Development Report 2007
- Humanitarian Practice Network, Measuring the Effectiveness of Supplementary Feeding Programmes in Emergencies, by Carlos Navarro-Colorado, Frances Mason and Jeremy Shoham, Network Paper No: 63, September 2008
- Islamic Republic of Afghanistan, Afghanistan National Development Strategy (NDS) 2008 – 2013 (1387–1391), A Strategy for Security, Governance, Economic Growth and Poverty Reduction
- Islamic Republic of Afghanistan, Health and Nutrition Sector Strategy, 1387 – 1391 (2007/08 – 2012/13), 26 Feb. 2008
- Islamic Republic of Afghanistan, National Development Framework (NDF), April 2002
- Islamic Republic of Afghanistan Securing Afghanistan's Future, March 2004
- Ministry of Agriculture and Food, Marketing, Economics and Statistics Division (FAAHM), Agriculture Prospects Report, Kabul, 3 December 2006
- Ministry of Agriculture, Animal Husbandry and Food, Management and Policy Unit (FAAHM), Agricultural Commodity Price Bulletin, Monthly Bulletins, January 2006 – July 2008
- Ministry of Agriculture, Irrigation and Livestock (MAIL), Agricultural Production and Productivity Program (APP), A program under the National Agriculture Development Program, Draft, April 2009
- Ministry of Agriculture, Irrigation and Livestock (MAIL), Change Management, Public Sector Development and Programme Support, A Programme under the National Agriculture Development Framework, Draft, April 2009
- Ministry of Agriculture, Irrigation and Livestock (MAIL), Economic Regeneration Programme (ER) - A Programme under the National Agriculture Development Framework, Draft, April 2009
- Ministry of Agriculture, Irrigation and Livestock, General Department of Planning and Policy, Marketing, Economics and Statistics Division (FAAHM), Agriculture Prospects Report, Kabul, 10 May 2008
- Ministry of Agriculture, Irrigation and Livestock, Management and Policy Unit (FAAHM), Agriculture Prospects Report – Crop Projections, Kabul, 10 May 2007
- Ministry of Agriculture, Irrigation and Livestock, Management and Policy Unit (FAAHM), Agriculture Prospects Report, Kabul, 15 May 2007
- Ministry of Education, Concept Paper (Version 2), National Food for Education Program To increase and improve access to quality education, March 2008
- Ministry of Agriculture, Irrigation and Livestock (MAIL), Natural Resource Management Programme - A Programme under the National Agriculture Development Framework, Draft Programme Document, April 2009
- Ministry of Agriculture, Irrigation and Livestock (MAIL), Umbrella Document for the National Agriculture Development Framework, April 2009
- Ministry of Education, et al, Healthy Schools Initiative – Annual Work Plan 2008

Ministry of Education - Ministry of Public Health - Ministry of Rural Rehabilitation and Development, **Healthy Schools Initiative** – Agreement of Joint Programme IRoA with UNDAF (UNICEF, UNESCO, WFP, WHO), December 2005

Ministry of Education, National Education Strategic Plan for Afghanistan 1385-1389 (2005/6-2009/10), undated

Ministry of Education, 1386 (2007) Schools Survey, Summary Report, Survey Period May 2007 to August 2007, EMIS Department, Department of Planning, Dalw 1386 (January 2008)

Ministry of Public Health – Ministry of Agriculture, Irrigation and Livestock (MAIL), Afghan National Development Strategy - Health and Nutrition Sector Strategy 1387 – 1397 (2007/8 – 2012/13), Vol. II

Ministry of Public Health, National Strategic Plan for TB Control, 2009-2013, National TB Control Programme, June 2008

Ministry of Public Health-National TB Programme, We Understand Pain When We Experience It, We Understand Death When We Lose Someone Dear: Tuberculosis Can Be Stopped, Kabul, May 2008

Ministry of Public Health, Public Nutrition Department, 2nd Round of Rapid Nutritional Assessment in 11 Provinces, July 2008 (Power Point Presentation)

Ministry of Public Health, Public Nutrition Policy and Strategy, 2003-2006, Kabul, Updated 1384

Ministry of Public Health, Stop TB partnership, Volume 2, Issue 1, March-May 2009

Ministry of Public Health – UNICEF et al, Summary Report of the National Nutrition Survey Afghanistan 2004, May 2005

Ministry of Public Health –UNICEF- Save the Children/UK, Community-based Management of Acute Malnutrition - Draft Guideline Supplementary Feeding Programme (SFP), September 2008

Ministry of Health – UNICEF - Tufts University, Evaluation of Emergency Supplementary Feeding Programmes in Afghanistan, January 2002 to June 2003; July 2004

Ministry of (Rural) Rehabilitation and Development and Central Statistics Office, The National Risk and Vulnerability Assessment (NRVA) 2005, Kabul, June 2007

NN - Financial Crisis / High Food Prices – Fact sheet, 23 March 2009

NN / UNHCR – Contingency Plan (Draft) for Return of Afghans as a consequence of camp closures in Pakistan. 10 March 2008

NN (WFP Afghanistan? Ministry of Education?) – School Feeding: Summary Table of Priority Targets – Afghanistan, undated

UN, UN Evaluation Group, Code of Conduct for Evaluation in the UN System, Annual General Meeting, Geneva, 2-4 April 2008 (draft)

UNDOC/GoA, MoCN, Afghanistan Opium Winter Assessment, January 2009

UNDP/ UNFPA-UNICEF-WFP, Unstable Food Prices and the Linkage to Food and Nutrition Security, Background Document / Final Draft, Joint Meeting of the Executive Boards, New York 23-26 January 2009

UNICEF, Afghan School Children Benefit from Nationwide De-worming Programme, Website: http://www.unicef.org/infobycountry/afghanistan_20042.html

UNICEF-Ministry of Education-UNESCO-WFP-UNIFEM, Afghan Integrated Functional Literacy Initiative (AI-FLI), Joint Programme Document – Proposal for an Integrated National Literacy Campaign, November 2005

UNICEF- UNESCO-WFP-UNIFEM, **MoU** between UNICEF and UNESCO; WFP; UNFPA; UNIFEM regarding Joint Programme for Improving Functional Literacy, Particularly among Women in Afghanistan; undated (end 2005/early 2006)

United Nations System, United Nations Development Assistance Framework (UNDAF) for the Islamic Republic of Afghanistan, 2006-2008, Kabul, March 2006

USAID, Afghanistan Food Security Outlook, Famine Early Warning Systems Network, Update March 2008; Update July 2008; July to December 2008

WHO, 2009, Global Tuberculosis Control, Epidemiology, Strategy, Financing, Geneva, 2009

General WFP-Documents:

WFP, Building Country and Regional Capacities - Policy Issues Agenda 5 of Executive Board Annual Session, Rome, 24 - 26 May 2004, Executive Board Document WFP/EB.3/2004/4-B. 7 October 2004 (For Approval)

WFP-DSM, Ten Minutes to Learn About Nutrition Programming, Sight and Life Magazine Issue No. 3/2008. Supplement

WFP, Emergency Targeting, Policy Issues Agenda Item 5 of Executive Board First Regular session, Rome 20-23 February 2006, WFP/EB.1/2006/5-A (For Approval), 1 June 2006

WFP, Evaluation of AFGHANISTAN PRRO 10233, Report from the Office of Evaluation April 2004, WFP, Rome, December 2004.

WFP, Evaluation of WFP's Gender Policy 2003-2007: Enhanced Commitments to Women to Ensure Food Security, Full Report of the End-of-Term, by Office of Evaluation, Ref. OEDE/2008/4, August 2008

WFP, Exit Strategies for School Feeding: WFP's Experience, Executive Board Document WFP/EB.1/2003/4-C, 16 January 2003

WFP, Food and Livelihoods in Emergencies: Strategies for WFP, Policy Issues Agenda 5 of Executive Board Annual Session, Rome, Rome, 28-30 May 2003, Executive Board Document WFP/EB.A/2003/5-A; 5 May 2003 (For Approval)

WFP, Food Assistance Programming in the Context of HIV, Handbook, September 2007

WFP, Food for Nutrition: Mainstreaming Nutrition in WFP - Policy Issues Agenda 5 of Executive Board Annual Session, Rome, 24 - 26 May 2004, Executive Board Document WFP/EB.A/2004/5-A/1; 6 April 2004 (For Approval)

WFP, From Crisis to Recovery - Policy Issues Agenda 4 of Executive Board Annual Session, Rome, 18 - 21 May 1998, Executive Board Document WFP/EB.A/98/4-A; 1 August 2000

WFP, Full Report of the Evaluation of AFGHANISTAN PRRO 10233, A Report from the Office of Evaluation, April 2004, WFP, Rome, December 2004.

WFP, Full Report of the Thematic Review of Targeting in WFP Relief Operations Rome, November 2005 Ref. OEDE/2006/1

WFP, Getting Started: HIV/AIDS Education in School Feeding Programmes, Brochure / Handbook, undated

WFP, Getting Started: WFP Food Assistance in the Context of Tuberculosis Care and Treatment, September 2007

WFP, Home-Grown School Feeding; A Framework to link School Feeding with Local Agricultural Production, undated

WFP, Management Response to the Thematic Evaluation of Targeting, Policy Issues Agenda Item 5 of Executive Board Annual Session, Rome 12-16 June 2006, WFP/EB.A/2006/5-H, 1 June 2006

WFP, Micronutrient Fortification: WFP Experiences and Ways Forward - Policy Issues Agenda 5 of Executive Board Annual Session, Rome, 24 - 26 May 2004, Executive Board Document WFP/EB.A/2004/5-A/2; 6 April 2004 (For Approval)

WFP, Nutrition in Emergencies: WFP experiences and Challenges - Policy Issues Agenda 5 of Executive Board Annual Session, Rome, 24 - 26 May 2004, Executive Board Document WFP/EB.A/2004/5-A/3; 6 April 2004 (For Approval)

- WFP, Programme Guidance Manual: Design & Planning Working with Partners – Partnerships in Development, (undated); http://home.wfp.org/manuals/pgm/9_DEV_WORKFLOW/DESIGN_PLANNING/TYPES_OF_ACTIVITIES/PARTNERSHIPS/devpartner.htm
- WFP, Programme Guidance Manual, EMOP and PRRO Workflow, Policies and Principles, General Policy Framework, Relief and recovery objectives and activities: http://home.wfp.org/manuals/pgm/9_EMOP_PRRO_WORKFLOW/POLICIES_PRINCIPLES/GENERAL_POLICY_FRAMEWORK/Relief_and_recovery_objectives_activities.htm; Last update 16 June 2008 by Unit OMXD
- WFP, Programme Guidance Manual: From capacity-building to capacity development in WFP, (undated; probably 2007) http://home.wfp.org/manuals/pgm/ACTIVITIES/CAPACITY_DEVELOPMENT/from_bldg_to_dev.htm
- WFP, Programme Guidance Manual, Gender & enhanced Commitments to Women; http://home.wfp.org/manuals/pgm/TOPICS/GENDER/gender_TOC.htm; last update 21 April 2006 by Unit OEDP
- WFP, Programme Guidance Manual: NGO Partnership Framework - How to build capacity for effective partnerships? (undated) http://home.wfp.org/manuals/pgm/TOPICS/PARTNERSHIPS_GOVT_NGOS_UN/NGO_PARTNER_FRAMEWORK/q9_how_to_build_capacity.htm
- WFP, Programme Guidance Manual, Recovery – What is Recovery? http://home.wfp.org/manuals/pgm/9_EMOP_PRRO_WORKFLOW/POLICIES_PRINCIPLES/GENERAL_POLICY_FRAMEWORK/Relief_and_recovery_objectives_activities.htm;
- WFP Programme Support Unit, FOOD FOR WORK / ASSET, Revised Guidelines, January 2008
- WFP, Purchase for Progress: An Overview of “Purchase for Progress” - Connecting Low-Income Farmers to Markets in Developing Countries, (undated); http://docustore.wfp.org/stellent/groups/impl_strategy_content/documents/webcontent/wfp189449.pdf
- WFP, Purchase for Progress (P4P): M&E Guidance Note, 12p; incl. General/Global P4P-Logframe
- WFP, Purchase for Progress: Purchase for Progress (P4P) Opportunities, undated, 2p
- WFP, Reaching People in Situations of Displacement - Framework for Action, Executive Board Document Policy Issues Agenda 4 of Executive Board Annual Session, Rome, 21 - 24 May 2001, WFP/EB.A/2001/4-C; 17 April 2001
- WFP, School Feeding Handbook: Guide for Programme Managers, undated
- WFP, School Feeding in an Emergency Situation Guidelines, Rome 2004
- WFP Strategic Plan 2006 – 2009, Rome, 9 June 2005
- WFP Strategic Plan 2008 – 2011, Rome, 19 May 2008
- WFP, Ten Minutes to Learn About...Improving the Nutritional Quality of WFP’s Food Basket, An Overview of Nutrition Issues, Commodity Options and Programming Choices, Vol11-No1, October 2008
- WFP, Thematic Evaluation of School Feeding in Emergencies, Report by Office of Evaluation, Evaluation Brief 2007/14
- WFP, Thematic Evaluation of the WFP School Feeding in Emergency Situations, Full Report by Office of Evaluation, Rome, February 2007, Ref. OEDE/2007/06
- WFP, Thematic Evaluation of WFP’s HIV and AIDS Interventions in Sub-Saharan Africa, , Report by Office of Evaluation, Rome, June 2008, OEDE/2008/4

- WFP, Thematic Review of Targeting in WFP Relief Operations Full Report, Office of Evaluation, Rome, November 2005 Ref. OEDE/2006/1
- WFP, Time to Deliver: An Update to WFP's Response to HIV and AIDS, Policy Issues Agenda Item 5 of Executive Board Annual Session, Rome, Rome, 4–8 June 2007, Executive Board Document WFP/EB.A/2007/5-B; 21 May 2007
- WFP, Transition from Relief to Development - Policy Issues Agenda Item 5 of Executive Board Annual Session, Rome, 24 - 26 May 2004, Executive Board Document WFP/EB.A/2004/5-B, 13 May 2004
- WFP, UN completes largest de-worming campaign in history for 4.5 million Afghan children, WFP, published on 26 August 2004, Website: <http://www.wfp.org/news/news-release/un-completes-largest-de-worming-campaign-history-45-million-afghan-children>
- WFP – UNICEF, Twelve interventions to improve the health and nutrition of school-age children – The Essential Package, undated
- WFP, Update on Capacity-building – Resource, Financial and Budgetary Matter Agenda 6 of Executive Board Annual Session, Rome, Rome, 4–8 June 2007, Executive Board Document WFP/EB.A/2007/6-H/1; 16 May 2007
- WFP, Vouchers and Cash Transfers as Food Assistance Instruments: Opportunities and Challenges, Policy Issues Agenda Item 4 of Executive Board Second Regular Session, Rome, 27–30 October 2008; Executive Board Document WFP/EB.2/2008/4-B; 25 September 2008
- WFP, WFP and food-based safety nets: concepts, experiences and future programming opportunities, Executive Board Document WFP/EB.3/2004/4.A, 17 September 2004
- WFP, **WFP Evaluation Policy**, Policy Issues Agenda Item 4 of Executive Board Second Regular Session, Rome, 27–30 October 2008; Executive Board Document WFP/EB.2/2008/4-A; 8 October 2008

WFP PRRO Afghanistan Documents:

WFP Afghanistan, Budget Revisions:

- Budget Increases to Protracted Relief and Recovery Operations Approved by Correspondence between the Annual Session and the Second Regular Session 2008 – Afghanistan 10427.0, 8 October 2008.
- B/R No.: 904 : Commodity increase, Revising unit rate, Additional external transport
- B/R No.: 905 : increased costs for LTSH;
- B/R No.: 906 : because of high food prices additional 42,442 ton of items for period February- June 2008 at a total additional cost of US\$ 36.05 million;
- B/R No.: 910 : Additional commodity, Reduction in DSC, Additional ODOC, Additional LTSH; adjustment of 2007 and 2008 plans at total additional cost of US\$ 7,868,663; increasing total PRRO budget to US\$ 515,400,672
- Post-Conflict Relief and Rehabilitation in the Islamic Republic of Afghanistan (PRRO 10427.0), **Budget Revision No. 911**, 31 July 2008; for period of **January to December 2009**; approved by correspondence 24 September 2008;
- PROJECT REVISION SUBMISSION No. 913: pilot project using **cash** vouchers for 10,000 households **instead of food commodities** in select areas of Kabul, and possibly in other cities;

WFP Afghanistan – Central Statistics Office (CSO), Afghanistan Food Security Monitoring Bulletin (AFSMB) Round 6, National Risk and Vulnerability Assessment (VAM) 2007/2008: - February 2007 - August 2007 (4th Round) - May 2008 WARNING (5th Round) December 2008 (6th Round): Highlights-Statistics and Maps

- WFP Afghanistan, Draft Contingency Plan for winter related emergencies and challenges, January 2009 (Confidential - for internal use and circulation)
- WFP Afghanistan, Executive Brief Afghanistan, 19 March 09
- WFP Afghanistan (FFE Unit), Capacity Building Workshop for MoE, Provincial Focal Points, 3-6 May 2009
- WFP Afghanistan, FOOD FOR EDUCATION GUIDELINES PRRO 10427.0, WFP'S Support to Primary Education, Implementing Food for Education Activities in Afghanistan, May 2007
- WFP Afghanistan, Green Afghanistan Initiative (**GAIN**) Memorandum of Understanding and Joint Programme Document between WFP and UNAMA, UNEP, FAO, UNOPS, UNDP, GAIN001 14 March 2005; Budget and detailed Plan of Operations
- WFP Afghanistan, Green Afghanistan Initiative (GAIN) – Summary in Brief incl. Budget 2006-2010
- WFP Afghanistan, Green Afghanistan Initiative (GAIN), Summarized Indicative WORK PLAN 2005-2010
- WFP Afghanistan, Healthy School Initiative 2007 Annual Report, Joint Programme, 2006-2008, Kabul
- WFP Afghanistan, Large Scale Flour Fortification Programme, in Afghanistan, Action Plan and Strategy, March 2005 by Sayed, Jamshid, Zewari, WFP, Kabul, Updated in June 2006
- WFP Afghanistan, Large Scale Flour Fortification Programme, Afghanistan, Technical Report for Micronutrient Initiative (MI), Canada, by Sayed, Jamshid, Zewari, WFP, Kabul, November 2008
- WFP Afghanistan, Ministry of Education of IRoA, Appendix to the LoU for the Implementation Strategy of the on-site School Wet Feeding Pilot Programme, undated, signed May 2009
- WFP Afghanistan, Ministry of Education of IRoA, Budget Revision, Amendment of **LoU** for ongoing activities “Post Conflict and Recovery Operation” under Protracted Relief and Recovery Operation (PRRO 10427.0) covering January-December 2009, undated (signed 5 January 2009)
- WFP Afghanistan, Ministry of Education of IRoA, **LoU** for Project “WFP Assistance to Improve Access to Primary and Non-Formal Education in Afghanistan” under Protracted Relief and Recovery Operation (PRRO 10427.0), 01 March 2006
- WFP Afghanistan, Ministry of Labour and Social Affairs, Martyrs and Disabled of IRoA, Amendment of LoU (Budget Revision) for ongoing activities under Protracted Relief and Recovery Operation (PRRO 10427.0), 05 January 2009
- WFP Afghanistan, Ministry of Labour and Social Affairs, Martyrs and Disabled of IRoA, **LoU** for Project “WFP Assistance to Improve Vocational Skills Training and Non-Formal Education in Afghanistan” under Protracted Relief and Recovery Operation (PRRO 10427.0), 27 September 2007
- WFP Afghanistan – Ministry of Public Health, Implementation Strategy of the Supplementary Feeding Programme under the Protracted Relief and Recovery Operation (PRRO 10427.0), Final Draft March 2009
- WFP Afghanistan (M&E Unit), Current Status and Way Forward, 13 April 2009
- WFP Afghanistan, Monitoring Field Visit Analysis Report, M&E Section, PSU WFP CO, November 2007
- WFP Afghanistan, Monthly Monitoring Report, May 2008
- WFP Afghanistan, Monthly / Quarterly / Semi-Annual Monitoring Reports of Area Offices, throughout 2008 (Format 3.1.F); and February-March 2009 (Formats 3.1.B+F)
- WFP Afghanistan, Monthly Situation Report, February 2009

- WFP Afghanistan, National Risk and Vulnerability Assessment (NRVA) 2007/2008, Demographic Data re Urban and Rural Population (2008/9) and -percentage of Food Insecure Population by Province, 17 December 2008
- WFP Afghanistan, National Risk and Vulnerability Assessment (VAM) 2007/2008, Food WFP Afghanistan, Food for Education Guidelines PRRO 10427.0, Implementing Food for Education Activities (Primary Education) in Afghanistan, May 2007
- WFP Afghanistan, National Risk and Vulnerability Assessment (NRVA) 2007/2008, Insecure Population at *District* and Provincial Level, **Maps**, 17 December 2008
- WFP Afghanistan, Post-Conflict Relief and Rehabilitation in the Islamic Republic of Afghanistan (PRRO 10427.0), Contributions and Summary Contributions Forecast as per 23 March 2009
- WFP Afghanistan, Post-Conflict Relief and Rehabilitation in the Islamic Republic of Afghanistan (PRRO 10427.0), **Resource Update** by Donor Country for operations 1 Jan 2006 - 31 Dec 2009; Total Operational Requirements U.S.\$ 847,800,856; 21 March 2009
- WFP Afghanistan, Protracted Relief and Recovery Operations Afghanistan PRRO 10427.0 (Budget Revision), Summary of Log Frame, (2008)
- /WFP Afghanistan, PRRO Implementation and Performance Analysis, First Quarter 2009
- WFP Afghanistan, PRRO Implementation and Performance Analysis, January to March 2008
- WFP Afghanistan (PSU), WFP-Project Activities in MAPS, 2 September 2008
- WFP Afghanistan, Purchase for Progress: P4P Programme Design and Planning, Terms of Reference, Analysis to Develop CO Proposals, (undated, presumably 2007)
- WFP Afghanistan, RBM Toolkit, undated
- WFP Afghanistan, School Feeding Strategy and Policy Mission Report, Afghanistan, OEDP School Feeding, February 2009
- WFP Afghanistan, Standard Project Reports (SPR), Post-Conflict Relief and Rehabilitation in the Islamic Republic of Afghanistan, PRRO, Project No. 10233, 2006, Project No. 10427.0: 2006, 2007, 2008
- WFP Afghanistan, United Nations Humanitarian Air Service (UNHAS), SO-AFG-10514.0, Budget Revision No.: 903 for operations until 31 March 2009
- WFP Afghanistan, United Nations Humanitarian Air Service (UNHAS), SPECIAL OPERATION – 10514.0, Project Operation Document, March 2006
- WFP Afghanistan, Various NOTE/s for the Record, Project Review Committee (PRC) Meeting, regarding PRRO Post-Conflict Relief and Rehabilitation in IR of Afghanistan: - 03 November 2006, - 28 January 2008: Budget Revision (BR) - PRRO 10427.0 - 08 August 2008: Budget Revision NO. 911 - PRRO 10427.0 - 20 January 2009
- WFP Afghanistan, WHO, Ministry of Public Health of IRoA, **MoU** for Project “ Food Assistance for Tuberculosis Patients and their Families” under Protracted Relief and Recovery Operation (PRRO 10427), covering operations January - December 2009, 28 December 2008
- WFP, PROTRACTED RELIEF AND RECOVERY OPERATION — AFGHANISTAN 10427.0, Post-Conflict Relief and Rehabilitation in the Islamic Republic of Afghanistan, Projects for Executive Board Approval, Rome 7-11 November 2005 (**Project Document**)
- WFP Senior Regional Preparedness and Response Adviser OMB, Preparedness Support Mission to Afghanistan – Report (4p), 1 March 2009

Annex 3

Itinerary, places and institutions visited, and persons contacted

Date	Places & Institutions visited	Persons contacted
21.05.2009	Arrival Kabul Evaluation Team: WFP HQ. staff, accompanying evaluation as observers WFP CO, Security Briefing Introduction CO	Manfred Metz (MM) TL, relief/GFD Charity Dirorimwe (CD), Health & Nutrition Egon Westendorf (EW), FFW/A Jean-Pierre Velis, (JPV) FFE/T Ms. Hildegard Tuttinghoff (HT; future Head of Operations, Afg.) Mr. Bradley Guerrant (BG, new Deputy CD, Programme) Ms. Lubna Alaman, Deputy CD Mr. Abdi Farah, Head of Operations
22.05.2009 8.30 9.30 10.00h	WFP CO, Evaluation Team Meeting Telephone Conference with various meetings On FFW/FFA (MM & EW)	Mr. Stefano Porretti, CD Mr. Duilio Perez Tuesta, Head of Chongin Area Office, Mr. Modest Mulanga, Programme Officer (FFW) Mr. Mohd. Shafiq Yari, Programme Officer (Emergency Response)
11.00	On FFW/T (JPV & CD)	Mr. Alwardat, Ms. Sara, Mr. Ebadi
12.00	GAIN (MM & EW)	Mr. Tomio Shichiri, FAO, Int. Project Manager Mr. Achmad Javel Youvri, WFP Project Officer
14.00	On Health & Nutrition	Ms. Anna-Leena Rasanen, PO. Nutrition
14.30	M& E Unit	Ms. Nurun Begun, M&E Officer Mr. Noor Atel, National Officer Mr. Naseer Abid, National Officer
16.00	VAM Unit	Mr. Ahmad Sha Shahi, VAM Officer
17.00	Logistics Unit	Mr. K.P.Beliappa, Head of Logistics
23.05.2009	Evaluation Team splits in Sub-Teams A & B: Sub-Team A: EW & JPV, accomp. by HT, to visit North: Mazar-e-Sharif, Faizabad, Taloqan...) Sub-Team B: CD & MM, accomp. by BG, to visit Centre (Kabul), East (Jalalabad) & West (Hirat)	
Sub-team A 25.05.2009	EW & JPV: Flight to Mazar-e-Sharif	
24.05.2009	Meeting with WFP AO Management	Hom Chhetri, HoAO Shashi Menon, PO...effectively HoP Ahmad Fahim. PA Ismail, FM Munstridi, PA Kohistani, PO Waziri, Sharima Bity Ansary
	Security briefing	Devendra Patel, FSCO NR Afgh
	Rural rehabilitation Dept (RRD) and Community Development Council (CDC) representatives	Haji Abdul Basher, Kunduz CDC rep M. Omar, Balkh CDC rep Eng M. Kasim, Kunduz RRD Eng Fulat Sazawar, Balkh RRD
	Dept of Agriculture, Balkh province	Director
	Two GAIN project home nurseries, FFW	FFW participants
	Aghan Institute for the Blind, FFW	FFW participants
	Dept of Education, Balkh province	Ghulam Haider, Deputy Dir Zainab Azizi, Curriculum Manager

Date	Places & Institutions visited	Persons contacted
	Meeting with FFE FMA and DoE focal point	Ms. Shaima Heimat, WFP Food Monitor Assistant, FFT focal point Mr. Saber Khann DoE FFE focal point, Balkh province
	Meeting at DoA, Balkh province	Mr. Kateb Shams, Director
	Visit to Nahr-e-Shahi GAIN project (FFW)	
	Visit to Vocational training project, Afghan Association for Blind, Mazar	Mr. Abdul Rahim Safaa, Director
	Meeting at DoE, Balkh province	Mr. Ghulam Haidar Qanoon, Deputy Director Ms. Zubaida, Curriculum Officer
25.05.2009	Visit to Bozariq boys primary school, Shurtepa district, Balkh province	Two separate focus group meetings with parents and teachers
	Boz Aregh Village, Shortepah Dist, FFW	Village CDC rep Eng Fulat Sazawar, Balkh RRD FFW participants
	Balkh stakeholders, WFP AO	Dr Ali, TB/Leprosy Control Org Said Najib, CARE Fahim, People In Need Dr Bashir, Actionaid T Zahid Hossain, SCF UK Sajida, SCF UK
	Meeting with IPs (in WFP office)	CARE, Save The Children UK, PIN, ActionAid
26.05.2009	Visit to Central Hospital, Shebergan, Jawzjan province	Dr. Abdul Satar Paigham, Director Dr. Saboori, focal point for TB department
	Meeting at Doe, Jawzjan province	Mr. Abdul Rauf Aryan, Deputy Director Mr. Qurban, FFE focal point
	Meeting at UNICEF Field Office, Mazar	Mr. Saeed Ahmed Awadalla, Chief field office Mr. Ahmedshah Azizyar, Education specialist Mr. Suman Shanshoeva, Programme Officer Ms. Khatol Akbary Basir, Programme Assistant Dr. Mir Ahmad Ghaffari, NHR/WHO
	Dept of Agriculture, Sheberghnan, Balkh	Abdur Rashed, Director
	Distribution, Ministry of Health	GFD recipients
	Sheberghnan HFPMP	FFW participants
	Khol Bacha Kori village, Acha Dist, FFW,	FFW participants
	UN Counterparts, AO	Aurvasi Patel, UNHCR HoSO Mazaar Sohail, UNHCR PO Kenneth, UNHCR PO Lutf Rahman Lutfy, UNODC, Provincial Coord
27.05.2009	Flight Maz- Faizabad	
	Security briefing	Ali Mucktar, FSO Faizabad
	Meeting at DoE, Badakshan province	Mr. Mohammad Rafiq Lodin, Deputy Director Mr. Mohammad Akram, School Feeding focal point
	Meetin with DoWA, Badakshan province	Ms. Nasreen, Deputy Director
	Meeting with WHO, Badakshan province	Dr. Sayed Mazari Nasiri, National Health Coordinator/WHO
	WFP management	James Feeney, HoSO Giulia Baldi, PO Yusufi Abdul Rahman, PO Nasr Sayed Anwar, SPO
	Dept's of RRD and Agriculture	Seraguddin Meheraban, RRD Director M. Alemi, Director Agriculture DEPT Jalili, UNAMA DRMC HoO
	AO Remote area partners	Akhtar Iqbal, AKDN Najmuddin Najin, AKF Ghulam Zafsar Zaheer, HoRP Focus

Date	Places & Institutions visited	Persons contacted
	BKD Governor	Baz Mohamad, Governor Jalili, UNAMA DRMC HoO
28.05.2009	Visit to Kalafgan primary girls school, Taloqan district, Takhar province	Two separate focus group meetings with parents and teachers
	Taloqan RRD	Eng Nasratullah, Dep Dir
	Takhar Governor and Dept's	Abdul Lateef Ebrahimi, Takhar Governor Eng M Salim Akbar, Dir Water Management Rahmatullah Siafi, Dep Dir Water Management Abdul Rashid, Dir Economy Saye Muianudin, Dir Agriculture Eng Nasratulla, Dep Dir RRD M Daud, Disaster Preparedness Dept Mir Aqa, Exec Dir Governor's office Abdel Manan, DA manager Chall district Sayed Akbar, DA manager Namab district
	Ilpitan village, Taloqan, FFW	FFW participants
	ADAO, NGO partner, FFW	Farid Ahmad, Agronomist Eng Fahidon, Civil Engineer Sher Ahmad, Agronomist
	Meeting at DoE, Takhar province	Mr. Abdul Rahman, Deputy Director Mr. Mohammad Osman, School Feeding focal point Mr. Abdul Majeed, Functional Literacy focal point Ms. Razmara Hawash, DoWA Director Ms. Fazila Karimi, Afghan Women Rehabilitation & Skills Building Association (AWRSA) Director Ms. Delaram, Afghan Women Welfare & Development Organization (AWDO) Director Ms. Shaima Azimi, Samin Development & Rehabilitation Organization Director
	Overnight in AKDN Guesthouse	
29.05.2009	Visit to demonstration farm and foster mum project (FFW), Kishm	
	Keshem District Authority	Saifulla Seddiqi, Deputy District Manager Abdalla, Water Dept Manager Rehmani, Village Relations Manager Abdul M., Keshem Cooperative Manager Haji M, Balooch ethnic group leader Kheiulla, Balooch ethnic group member Abdul Rashid, Farok village representative Saidulla, Agriculture Dept Manager
	Home nursery project, FFW	FFW participants
	Yawarzan Village, UNODC partnership project, FFW, Kishm	UNODC Project Manager FFW participants
30.05.2009	Visit to DoWA Functional Literacy Training Centre, Faizabad	Ms. Zofnoon Hassam Natiq, DoWA Director Ms. Nasreen, DoWA Deputy Director
	FZB debriefing	James Feeney, HoSO Giulia Baldi, PO Sayed Anwar Nasr, SPA Abdul Rehman Yussufi, PO
	Sub-team A: flight to Kabul	
Sub-team B		
23.05.2009	Visit project sites in Kapisa and Parwan Provinces: FFE: Ali Khel Girls Middle School FFT: Vocational Skills Training FFE: Functional Literacy Course, FFW: Two Road Rehabilitation Sites TB Programme in Kapisa Province	Accomp. by Mr. Koryun Alaverdyan, Head AO Kabul, and Mr. Abdul Kadir, Food Monitor Interviews with: DRRD Directors Kapisa and Parwan Provinces, Teachers & Trainers, CDC members, beneficiaries, TB Hospital Doctor and staff.
	Afternoon: Visit of urban food distribution, organized by Ministry of Economy, Kabul,	Food Distribution Focal point of Minister of Economy, WFP AO staff, beneficiary interviews.

Date	Places & Institutions visited	Persons contacted
24.05.2009	Visit of urban food distribution for Kabul districts 10, 2 & 4, organised by Kabul Provincial Council (KPC). Visit of Data Center at Economic Department of Kabul Province	Interviews with KPC representatives, WFP AO staff, beneficiaries Interview Data Centre staff an Mr. Lal.M.Wali Zada, Head of Economic, Kabul Province
	Meeting at WFP CO with contract partners for monitoring in No-Go areas, CTG (Paktika, Paktya, Khost) and RSA Reconstruction Service for Afghanistan (Ghazni, Wardak, Logar)	Dr. Abdul Manan Zahed, Team Leader, CTG Mr. Abhas Faizi, RSA Mr. Farooq, RSA
Afternoon	Flight Kabul-Jalalabad There: Security briefing Meeting with WFP AO Jalalabad staff	Ms. Olga Povysshaya, Acting Head AO, Head of Logistics Mr. Saadat Khan, Senior Project Assistant Mr. Liu Dageng, Programme Officer Mr. Nooir Atlai, National Programme Officer
25.05.2009	In Jalalabad: Visit of completed beekeeping projects in Beshud district	WFP Food Monitor, NGO representative, Interview with beneficiaries (group of women)
	Visit of IF- TB project Jalalabad city	Dr Sabahuddin Sabal, Medical Director Mr Mullajan, TB Head Nurse Mr Saif Rahman Arya, TB Nurse Mr Khalida Feroz, Lab Technician Beneficiaries.
	Visit of GAIN FFW project (nursery) Ghazi Abad farm, Batikot District	Interviews with farm manager and groups of women and men beneficiaries
	Visit of Urban Food Distribution	Interviews with DoA representative, food monitor, female and male beneficiaries
	Meeting with partners at WFP AO	DoEs, DoWAs, MoPH, DoSADM, Economic Units, RRD
	Meeting with WFP AO staff	
26.05.2009	Flight Jalalabad-Kabul-Herat	
	In Herat: Security briefing Meeting with WFP AO staff	Mr. Sven Thelin, Head AO Mr. El Rahid Hussin Hammad, PO Mr. Sheveen Noori, PO Mr. Hekmatullah, Sr. Logistics Assistant
27.05.2009	Trip to Zanda Jan district, visit of Girls school and boys school at district center Visit of DoE office	Teachers, students and parents interviews. Interview DoE Head
	Visit of TB centre (Comprehensive Health Centre - CHC)	Interviews TB centre staff (TB Coordinator, TB Nurse and lab technician)
	Visit of 3 functional literacy training classes at different locations.	Trainers and beneficiaries interviews.

Date	Places & Institutions visited	Persons contacted
	Visit of CDC Zanda Yan Center / Ansari Social & Cultural Foundation	Interview with manager of the Center / Community organisation
	Visit of FFW School construction site (6 classroom extension, local mud technology), completed	
	Back at WFP Guesthouse Herat	Interview Mr. Heera Shrestha, Head of Area Office Kandahar
28.05.2009	Visit of Ghoryan district DoE office	Interview DoE, Head and parents and teachers association
	Visit of a girls and a boys school	Interviews with headmasters, teachers and students
	Visit of TB centre (District Hospital)	Dr Danesn , Head of District Hospital Dr Nekadas, TB Focal Point Mr AB Rasul, TB Nurse
	Visit of vocational training and literacy training courses	Interviews with trainers and beneficiaries
	Visit of food distributions for literacy and vocations training beneficiaries	Interviews with beneficiaries and food distribution committee members
	Visit of FFW site (canal cleaning), completed	Interview with CDC members
	Return to Heart, detour due to military attack on the main road.	
29.05.2009	Attendance of Municipality food distribution	Interviews with municipality representatives and beneficiaries
	Visit of 2 municipality FFW sites	Interviews with municipality representatives and workers
	Visit of AO warehouse	Interview Mr. Hekmatullah, Head of Logistics
30.05.2009	Visit of Vocational Training Center, observing food distribution there	Interview Director, Mr. Najeeb Ahmed Jamshidi, trainers and beneficiaries (two tailoring and on beauty centre class).
	Department of Education	Mr. Achmal Tahiri, Director
	DoRRD	Director Alhay Aqa Mohamad Sadiqqi
	Wrap-up/debriefing at WFP office.	
31.05.2009	Logistics Section, WFP AO office	Mr. Hekmatullah, Logistics officer
	FAO Area Office Herat	Ms. Seemen Sharifi, Nutrition officer
	UNICEF, Herat	Dr. Rabbani Wardak, Nutrition officer Ms. Fariba Sharifi, Education officer
	Sub-Team B: Flight Herat – Kabul All team members back to Kabul In Kabul: Evaluation Team Meeting	
01.06.2009	All Team meeting at WFP CO:	Mr. Stefano Porretti, CD Mr. Regis Chapman, PO, and Nurun Begun, M&E officer Mr. Abdi Farah, Head of operations
	All Team meeting with WFP food monitors and outsourced monitoring contractors	Nurun Nahar PO M& Asadullha, RSA Logar 0797 440 486 M. Farook Azizi, RSA Logar 0700 665 236 Sayed Ahmad, RSA Wardak 0700 611 976 Rahmatullah RSA Ghazni 0778 080 791 Eng Naqibullah, CTG Paktia 0799 606 477 Manan Zahed, CTG Team leader 0799 339 375 Abbas Raizi, RSA Kabul 0708 373 271 Ashraf Amiri, WFP AO PO Ab Qadir Niaz, WFP AO PO
02.06.2009	Netherlands Embassy (MM)	Ms. Weisje Elfferich, Dep. Head Dev. Cooperation

Date	Places & Institutions visited	Persons contacted
	WHO (CD)	Dr Syed Karam Shah, STB Medical Officer Dr Annie Begum, Medical Officer/Team Leader, RH/MCH Dr Adela Mubasher, MCH Officer Dr Safiaullan Nadeeb, Basic Development Needs Officer
	National TB Control Programme (CD)	Dr Mohammad Khaled Seddiq NTP Manager Dr Habibullah Habib, Head of M & E Section
	CHA – (local NGO) (CD)	Dr Zameer, Health Programme Officer Dr Mudassir Rasuli, Head of M & E Dr Zarjan Zehed, CTC Programme Officer
	UNICEF (CD)	Dr Brandao Co – Chief Health and Nutrition Mr Henry , Nutrition Officer Mrs Malalai Naziri, School Health Officer
	UNESCO (JPV)	Mr. Shigeru Aoyagi, Country Director and Representative Mr. Shahnewaz Khan, Programme Manager
	UNICEF (JPV)	Mr. Fazlul Haq, Chief of Education Mr. Mohammad Hussain Hasib, Education Officer Dr. Abdul Samad Ghafoory, Senior Education Specialist
	MRRD (MM&EW)	Mr. Wais Barmak, Deputy Minister MRRD
03.06.2009	MoAIL (MM&)	HE Mr. Ghulam Mustafa Jawad, Deputy Minister, Mr. Saduddin Safi, DG Food Security
	Surat Zada or Kabul Flour Mill (CD)	Mr Waheedullah, Production Manager
	MOPH (CD)	Dr Nadera Hayat Burhani, Deputy Minister, Health Care Services Promotion
	MOPH – Nutrition Department and the HIS (CD)	Dr Zarmina Safi, Acting Director, Public Nutrition Department Dr Mashal, Director Preventive Health and Primary Health Care Dr Shams, Nutrition Officer
	Japanese Embassy (MM)	Mr. Yasuo Kitano, First Secretary, Economic Cooperation
	French Embassy (MM)	Ms. Béragère Travard, Gener Secretary, Cooperation and Culture
	MoE (MM& JPV)	HE. Mr. Farooq Wardak, Minister Mr. Mohammad Sarwar Azizi, Director of Grant Management & Donor Coordination Unit
	Islamic Education Department (MoE) (JPV)	Mr. Abid, Director
	Primary/Basic Education Department (MoE) (JPV)	Ms. Hamida Nizami, Director Mr. Nawid Hussaini, Provincial Liaison Officer Mr. Sayed Ali Akbar, Community Based Education Officer
	Literacy Department (MoE) (JPV)	Mr. Mohammad Sarwar Hussaini, Deputy Minister Mr. Talash, Head of Curriculum Literacy Department Head of Literacy Teacher Training
04.06.2009	UN OCHA (MM)	Mr. Wael Haj Ibrahim, Head of Office
	Retail Outlets of fortified wheat flour and Nasib and Itefaq Bakeries, Kabul (CD)	Mr Masuud, Retailer, other small retailers and bakery managerr
	Ibn Sina (Local NGO) (CD)	Dr Habibullah Sahak, Director
	MoWA (JPV)	Ms. Mojgan Mostafavi, Technical and Policy Deputy Minister Mr. Jahid Attai, Deputy Director of Culture and Social Affairs

Date	Places & Institutions visited	Persons contacted
	WFP CO, FFE Unit (JPV)	Mr. Abdallah Alwardat, Int. Programme Officer Mr. Ebadullah Ebadi, NPO Ms. Sara Herats, NPO
	UNDP (MM, CD, EW)	Mr. Bo Asplund, Deputy Special Representative of the Secretary General, Resident and Humanitarian Coordinator Mr. Johannes Chudoba, Head, Office of the Resident Coordinator
	USAID (MM&EW)	Mr. Charles Drilling, Deputy Head Mr. Loran Stoddard, Director of Alternative Development and Agriculture Office Mr. Said Pache Lattoo, Project Management Assistant Food for Peace Mr. Ali Achmad, Project Manag. Specialist – Food for Peace
	ANDMA (MM&EW)	Mr. Abdul Matin Adrak, General Director
	Indian Embassy (MM&JPV)	Mr. Akhilesh Mishra, Deputy Chief of Mission
05.06.2009	German Embassy (MM&EW)	Mr. Martin Schuldes, Counsellor for Development Cooperation, Humanitarian Aid and Economic Affairs
06.06.2009	Canadian Embassy (MM&EW)	Ms. Ingrid Knutson, Minister (Development), Head of Aid Ms. Alia Mirza, First Secretary (Development)
	Meeting with Formulation Team (all team)	Mr. Joan Fleuren Mr. Asaka Nyangara Ms. Emelie Sidaner
07.06.2009	FAO (CD)	Dr Silvia Kaufmann, CTA, Food Security and Nutrition Project
	Field trip by TL MM to Bamyán Visit of two FFW sites (road construction and tree planting)	Mr. Rahmatullah, WFP Field Monitor Interviews of FFW participants, CDC members, meeting with women shura
08.06.2009	MM in Bamyán: Visit of provincial hospital Bamyán, TB ward and food distribution to TB patients Visit of vocational training centre. Visit of teachers training centre, food distribution. Visit of girls' high school Return flight to Kabul	Interview hospital doctors, TB patients. Interview of trainer, coordinator, beneficiaries. Interview of teachers and students
08.06.2009	In Kabul: All team de-briefing WFP CO	Mr. Stefano Porretti, CD WFP CO staff and Formulation Team
09.06.2009	De-briefing WFP Hq and Regional Office (telephone conference)	Mr. Alain Cordeil, Senior Evaluation Officer (Evaluation Manager) OEDE Mr. Ram Saravanamuttu, Senior Programme Adviser - OMXD Ms. Julie Thoulouzan, Programme Officer - OMXD from the Regional Bureau Mr. Simon Dradi, Regional Programme Officer
	AusAID Canberra teleconference (EW)	Kylie Swann Kate Elliott
10.06.2009	At UNHCR office: De-briefing partners and donors	MoPH and MoLSA representatives Donor representatives (Belgium, Canada, Germany, USAID) NGO representatives
11.06.2009	Departure Kabul to Rome via Dubai	
12.06.2009	Debriefing at WFP Hq. Rome OEDE	Ms. Caroline Heider, Director OEDE Mr. Alain Cordeil, Evaluation Manager Ms. Sally Burrows, Senior Eval. Officer

Annex 4 - Evaluation Methodology and Matrices¹⁷⁴

Data collection strategy

During the pre-mission phase, the OEDE Data Analyst has collected and compiled all quantitative data on programme implementation and achievements which were available through project documentation and provided by the WFP CO (e.g. Project document, budget revisions, SPRs, Monitoring reports). The data were subjected to a first analysis and data gaps were identified.

The data already available have been verified and complemented during the field study, including data available at WFP AOs and with government and NGO partners at central and field levels by:

- Selected key informant interviews in Kabul and at selected field sites in Afghanistan with WFP staff members, government counterparts and selected stakeholder groups (e.g. principal donors, other UN agencies, national and international NGOs, community representatives, CDC representatives and others involved in food security and development activities in Afghanistan); and
- Focus group interviews applying a range of techniques as appropriate with beneficiaries, non-beneficiaries, civil society groups and community representatives during field visits to selected locations in Afghanistan.

Considering the time constraints and security conditions in Afghanistan (large areas declared as No-Go areas for international staff, including the evaluation mission, though there are WFP operations also in those areas), the following approaches to data collection have been applied:

- Visiting accessible areas and project sites where different WFP interventions have been ongoing for some time.
- Splitting in sub-teams (2/2) to achieve maximum coverage of (accessible) areas while ensuring continuous interaction and mutual support of team members.
- Both sub-teams collected relevant data and information also referring to the areas of responsibility of the other team members.
- Information from No-Go areas has been collected through interviews of stakeholders (e.g. WFP Area Office staff, NGO partners, outsources monitors) from those areas.
- Concentration of data collection on critical and strategic issues identified during the pre-mission phase, including
 - the needs assessment and targeting approaches applied,
 - the high diversity of activities and modalities, relief–recovery linkages, as well as the necessary flexibility of shifting between both components, depending on abrupt and unforeseeable changes of conditions;
 - Partners' and WFP CO staff numbers and capacities to manage a programme of such dimensions in a difficult environment;
 - Cooperation / partnerships with agencies (Government at different levels, UN agencies, local and international NGOs);
 - Effects of food aid on local markets.
 - Focusing on results/outcomes rather than activities and outputs.

¹⁷⁴ as per Pre-Mission Report.

The relevant sources of data tapped and the specific approaches to data collection applied in exploring the evaluation issues are described in the evaluation matrices as follows.

Evaluation Matrices

For the assessment of programme design, implementation and results, evaluation questions had been formulated, referring to the following evaluation criteria:

Evaluation criteria and major evaluation questions

	Evaluation criteria applied	Major evaluation question
Design	Relevance	Are the objectives of the operation addressing prevailing problems and needs?
	Appropriateness	Are the approaches, inputs, activities appropriate to achieve the planned objectives?
	Coherence - Internal - External	Are the programme objectives and approaches coherent - with WFP policies and strategies, - with Government, donor and UN policies and strategies?
Implementation	Efficiency	To what extent have the planned outputs been achieved? Is the project implemented efficiently, considering cost aspects, timing, staffing, institutional arrangements, etc.?
Results	Effectiveness	Are results / outcomes of the project achieved as planned?
	Impact	Which longer-term impacts can be identified, and are there any unintended – positive or negative - side effects?
	Sustainability	To what extent will the results last beyond project end?

68. During the pre-mission phase, the following evaluation matrices had been developed for the programme as whole and the different programme activities (Relief/GFD, FFW/FFA, FFE/FFT and Health and Nutrition) with specific evaluation questions, related indicators and relevant data sources.

Annex 4a: Evaluation Matrix – General and Common Issues)

Annex 4b: Evaluation Matrix – Relief/GFD

Annex 4c: Evaluation Matrix – FFW/FFA

Annex 4d: Evaluation Matrix – FFE/FFT

Annex 4e: Evaluation Matrices – Health and Nutrition

4e-1: Nutrition and Health in FFE Component

4e-2: Nutrition Education in FFT (Literacy and Vocational Training)

4e-3: Flour Fortification

4e-4: MCHN

4e-5: Assistance to TB Patients and Families

Annex 4a - Evaluation Matrix – General and Common Issues

Addressing Evaluation Criteria	Issues / Evaluation Questions / Hypotheses	Indicators	Sources of Data and Information
A. Relevance:			
	A1) Are the objectives of the operation addressing prevailing needs in Afghanistan?	(Food) poverty data Vulnerability and needs data Data on chronic and temporary food insecurity / nutrition PRRO objectives	NRVA 2005 & 2007/8 Needs assessments Nutrition surveys Joint appeals Project documents
	A2) Are the needs and the target population clearly identified?	Geographical and social targeting criteria Needs assessment	
B. Appropriateness			
	B1) Is food aid an appropriate response to the prevailing problems and needs?	Food balance /aggregate food deficits at national at regional levels Access to food / household food supply vs. requirements	Food balance sheets NRVA 2005 & 2007/8 Focus group interviews with stakeholder and beneficiaries NRVA 2005 & 2007/8 Project documents Monitoring reports Delivery channels
	B2) Are the food rations and other related support provided addressing critical needs of the target population?	Food security status / deficits Value and composition of food rations	
	B3) Are the planned modes of delivery suitable to reach the target groups and to meet their requirements?	Delivery modes designed to meet planned target groups Targeting approaches	
C. Coherence			
Internal Coherence	C1) Are the objectives in line with WFP policies and strategies?	Project objectives WFP policies and strategy	Project document /Logframe WFP policy documents and strategic plans
	C2) Is the operation based on vulnerability analysis and needs assessment.	VAM data	VAM data Project documents

External Coherence	C31) Are the objectives of the operation in line with Government policies?	Project objectives National and sectoral policies /strategies /objectives	Project documents National and sector policy documents (e.g. National Development Strategy, Sector strategy documents Interviews with government Stakeholders (ministries)
	C4) Are the objectives of the operation in line with UNDAF and donor policies, strategies and programmes in the country?	Project objectives UNDAF and donor strategies /objectives	UNDAF 2006-2008, donor country strategies, interviews with UN and donor agencies
D. Efficiency: Are the activities implemented and the outputs achieved in efficient manner (cost aspect, timely, institutional arrangement, etc.)?			
	D1) To what extent have the planned outputs been achieved	Output data planned vs. achievements	SPR M & E data
	D2) Are the channels of delivery (schools, general food distribution, CDC, health centres) a suitable and efficient way for distribution?)	Set up of delivery channels Storage and handling facilities and capacities	Delivery arrangements Project M & E Observation during field visits. Stakeholder interviews at field level
	D3) Is the intended target population getting the food rations as planned (composition, quantity, quality, timing)?	Monitoring data on distribution and beneficiaries Planning data vs. actual distributions Knowledge of beneficiaries of their entitlement	Project M & E at AO and field level. Focus group and individual interviews of food monitors. and other stakeholders (NGOs, community representatives). Focus group interviews of beneficiaries
	D4) Is procurement done efficiently, considering cost and time aspects?	Criteria, modes and sources of procurement, Price, cost, and quality data Pipeline data	Project reports and documentation. Interviews procurement staff

	D5) Are the logistics arrangements done efficiently in terms of costs, time, reliability, accessibility, pre-positioning?	Pipeline data Logistics arrangements Transport costs	Project reports and documentation, Interviews with WFP Logistics Units, transport operators, storekeepers and other relevant stakeholders
	D6) Are appropriate M&E arrangements in place, covering aspects of activity, output and outcome monitoring, accuracy of data collected, geographical coverage and timely reporting?	Monitoring plan, arrangements, functions and capacities; Monitoring subjects	Monitoring system established; Job descriptions food monitors and M&E staff. Monitoring reports. Interviews with M&E staff, food monitors (WFP staff, CTG, PAT)
	D7) Have the implementation modalities been adapted to changing conditions and needs?	Changes of modalities, and reasons thereof, during programme implementation	Project documentation /Budget revision Interview with WFP CO Director and operational staff
	D8) Are the internal institutional arrangements (roles, strengths/weaknesses of regional office, CO, area offices, sub-offices, staffing at all levels) adequate for ensuring efficient implementation?	Staffing capacities and functions at different levels	Organogram, Staff records, functions, job description, Staff interviews.
	D9) Are there apt external institutional arrangements (partnerships, coordination) for efficient implementation?	Institutional coordination and cooperation arrangements with government and other organizations	MoUs, Interviews with WFP staff and cooperation partners.
	D10) Are adequate provisions made for a transfer of competencies (capacity building, participation of stakeholders)?	Capacity building measures (subjects, no., places, participants). Phasing out/ handing over concepts/strategies	MoUs, Records of capacity building measures Interviews of participants in capacity building Stakeholder / partner interviews.

E. Effectiveness: Results / outcomes of the project as planned			
	E1) Are the planned outcomes clearly defined (in terms of measurable indicators, reference to Logframe)?	Result indicators in Project Document /Logframe	Project document – Logframe
	E2) To what extent have the planned outcomes been achieved?	Planned outcomes vs. achievements	SPR M&E system Mid-term review 2008 WFP staff and stakeholder interviews
	E3) Do the outcomes already been achieved, or likely to be achieved, contribute to the attainment of the overall project objectives.		
F. Impact:			
	F1) Are there any wider and long-term effects of the interventions on individuals, the communities, the society (e.g. gender), the economy, environment, etc.?	Evidence on such effects	Studies / reports /substantiated observations on such effects Focus group discussions with stakeholders/beneficiaries Interviews of key informants (e.g. NGOs, researchers) Market and price information
	F2) Are there any important – positive or negative – unintended effects on individuals, the communities, the society (e.g. gender), the economy (e.g. food markets), environment, etc.	Food market and price data	
	F3) Are the livelihood strategies of the beneficiary populations supported or disrupted by the WFP intervention?		
G. Sustainability: To what extent do the project benefits last beyond project end?			
	G1) Are the benefits/results (which?) of the project likely to sustain after the end of the WFP interventions?	Hand-over / phasing out strategies Behaviour of partners, stakeholders, beneficiaries after interruption / cease of WFP support	National /sector policies and strategies Studies / reports on such issues Focus group discussions with stakeholders/beneficiaries Deduction from behaviour changes observed.
	G2) Is there a connection between relief, recovery and development?	Relief – recovery –development linkages explicitly considered in intervention strategies	

Addressing Evaluation Criteria	Issues / Evaluation Questions / Hypotheses	Indicators	Sources of Data and Information
A. Relevance:			
	A1) Are the objectives of the operation addressing prevailing needs in Afghanistan?	(Food) poverty data Vulnerability and needs data Data on chronic and temporary food insecurity / nutrition PRRO objectives	NRVA 2005 & 2007/8 Needs assessments Nutrition surveys Joint appeals Project documents
	A2) Are the needs and the target population clearly identified?	Geographical and social targeting criteria Needs assessment	
B. Appropriateness			
	B1) Is food aid an appropriate response to the prevailing problems and needs?	Food balance /aggregate food deficits at national at regional levels Access to food / household food supply vs. requirements	Food balance sheets NRVA 2005 & 2007/8 Focus group interviews with stakeholder and beneficiaries
	B2) Are the food rations and other related support provided addressing critical needs of the target population?	Food security status / deficits Value and composition of food rations	NRVA 2005 & 2007/8 Project documents Monitoring reports Delivery channels
	B3) Are the planned modes of delivery suitable to reach the target groups and to meet their requirements?	Delivery modes designed to meet planned target groups Targeting approaches	
C. Coherence			
Internal Coherence	C1) Are the objectives in line with WFP policies and strategies?	Project objectives WFP policies and strategy	Project document /Logframe WFP policy documents and strategic plans

	C2) Is the operation based on vulnerability analysis and needs assessment.	VAM data	VAM data Project documents
External Coherence	C31) Are the objectives of the operation in line with Government policies?	Project objectives National and sectoral policies /strategies /objectives	Project documents National and sector policy documents (e.g. National Development Strategy, Sector strategy documents Interviews with Government. Stakeholders (ministries)
	C4) Are the objectives of the operation in line with UNDAF and donor policies, strategies and programmes in the country?	Project objectives UNDAF and donor strategies /objectives	UNDAF 2006-2008, donor country strategies, interviews with UN and donor agencies
D. Efficiency: Are the activities implemented and the outputs achieved in efficient manner (cost aspect, timely, institutional arrangement, etc.)?			
	D1) To what extent have the planned outputs been achieved	Output data planned vs. achievements	SPR M & E data
	D2) Are the channels of delivery (schools, general food distribution, CDC, health centres) a suitable and efficient way for distribution?)	Set up of delivery channels Storage and handling facilities and capacities	Delivery arrangements Project M & E Observation during field visits. Stakeholder interviews at field level
	D3) Is the intended target population getting the food rations as planned (composition, quantity, quality, timing)?	Monitoring data on distribution and beneficiaries Planning data vs. actual distributions Knowledge of beneficiaries of their entitlement	Project M & E at AO and field level. Focus group and individual interviews of food monitors. and other stakeholders (NGOs, community representatives). Focus group interviews of beneficiaries
	D4) Is procurement done efficiently, considering cost and time aspects?	Criteria, modes and sources of procurement, Price, cost, and quality data Pipeline data	Project reports and documentation. Interviews procurement staff
	D5) Are the logistics arrangements done efficiently in terms of costs, time, reliability,	Pipeline data Logistics arrangements	Project reports and documentation, Interviews with WFP Logistics Units,

	accessibility, pre-positioning?	Transport costs	transport operators, storekeepers and other relevant stakeholders
	D6) Are appropriate M&E arrangements in place, covering aspects of activity, output and outcome monitoring, accuracy of data collected, geographical coverage and timely reporting?	Monitoring plan, arrangements, functions and capacities; Monitoring subjects	Monitoring system established; Job descriptions food monitors and M&E staff. Monitoring reports. Interviews with M&E staff, food monitors (WFP staff, CTG, PAT)
	D7) Have the implementation modalities been adapted to changing conditions and needs?	Changes of modalities, and reasons thereof, during programme implementation	Project documentation /Budget revision Interview with WFP CO Director and operational staff
	D8) Are the internal institutional arrangements (roles, strengths/weaknesses of regional office, CO, area offices, sub-offices, staffing at all levels) adequate for ensuring efficient implementation?	Staffing capacities and functions at different levels	Organogram, Staff records, functions, job description, Staff interviews.
	D9) Are there apt external institutional arrangements (partnerships, coordination) for efficient implementation?	Institutional coordination and cooperation arrangements with Government. and other organizations	MoUs, Interviews with WFP staff and cooperation partners.
	D10) Are adequate provisions made for a transfer of competencies (capacity building, participation of stakeholders)?	Capacity building measures (subjects, no., places, participants). Phasing out/ handing over concepts/strategies	MoUs, Records of capacity building measures Interviews of participants in capacity building Stakeholder / partner interviews.
E. Effectiveness: Results / outcomes of the project as planned			
	E1) Are the planned outcomes clearly defined (in terms of measurable indicators, reference to Logframe)?	Result indicators in Project Document /Logframe	Project document – Logframe
	E2) To what extent have the planned outcomes been achieved?	Planned outcomes vs. achievements	SPR M&E system Mid-term review 2008
	E3) Do the outcomes already been achieved, or		

	likely to be achieved, contribute to the attainment of the overall project objectives.		WFP staff and stakeholder interviews
F. Impact:			
	F1) Are there any wider and long-term effects of the interventions on individuals, the communities, the society (e.g. gender), the economy, environment, etc.?	Evidence on such effects	Studies / reports /substantiated observations on such effects Focus group discussions with stakeholders/beneficiaries Interviews of key informants (eg. NGOs, researchers) Market and price information
	F2) Are there any important – positive or negative – unintended effects on individuals, the communities, the society (e.g. gender), the economy (e.g. food markets), environment, etc.	Food market and price data	
	F3) Are the livelihood strategies of the beneficiary populations supported or disrupted by the WFP intervention?		
G. Sustainability: To what extent do the project benefits last beyond project end?			
	G1) Are the benefits/results (which?) of the project likely to sustain after the end of the WFP interventions?	Hand-over / phasing out strategies Behaviour of partners, stakeholders, beneficiaries after interruption / cease of WFP support	National /sector policies and strategies Studies / reports on such issues Focus group discussions with stakeholders/beneficiaries Deduction from behaviour changes observed.
	G2) Is there a connection between relief, recovery and development?	Relief – recovery –development linkages explicitly considered in intervention strategies	

Annex 4b - Evaluation Matrix – Relief/GFD

(Note: This and the following evaluation matrices are complementary to the preceding evaluation matrix 4a, addressing specific component issues)

Evaluation Criteria	Evaluation Questions	Indicators	Sources of Data and Information
A. Relevance:			
	<ul style="list-style-type: none"> Do the objectives of PRRO take actual and potential relief requirements duly into account? 	Estimates of disaster affected population Data on emergency relief requirements PRRO objectives	NRVA 2005 & 2007/8 Needs assessments of disaster and crisis affected population
	<ul style="list-style-type: none"> Is the target population (IDPs, disaster affected population) clearly identified? 	Data on disaster affected population	Nutrition surveys among IDPs Joint appeals Project documents
B. Appropriateness			
	<ul style="list-style-type: none"> Is general food distribution an appropriate approach to cater for relief requirements 	Food and nutrition status of IDPs /disaster affected populations	Food and vulnerability assessments of IDPs and disaster affected populations. Focus group interviews with stakeholder and beneficiaries
	<ul style="list-style-type: none"> Are the food rations provided addressing critical needs of the target population? 	Food security status / nutritional requirements / deficits Volume, composition and nutritional contents of food rations	Project documents Monitoring reports
	<ul style="list-style-type: none"> Are the conditions for cash/vouchers as alternative approaches to general food clearly established? 	Conditions/arguments pro/against cash/vouchers	Cash/voucher appraisal documents Documents on cash/voucher schemes
C. Coherence			
Internal Coherence	<ul style="list-style-type: none"> Is the operation based on vulnerability analysis and needs assessment of the IDPs and disaster affected population? 	VAM data	VAM data Project documents
External Coherence	<ul style="list-style-type: none"> Is the objective to save lives of crises and disaster affected populations reflected in national policies and strategies? 	Project objectives National strategic objectives	NDF, NDS, ANDMA Mission statement. Interviews with government. Stakeholders (ministries)

	<ul style="list-style-type: none"> • C4) Are the relief objectives in line with UNDAF and donor policies, strategies and programmes in the country? 	Project objectives UNDAF and donor strategies /objectives	UNDAF 2006-2008, interviews with UN and donor agencies
D. Efficiency:			
	<ul style="list-style-type: none"> • To what extent have the planned targets of the relief operations been achieved? 	Output data planned vs. achievements	SPR M & E data
	<ul style="list-style-type: none"> • Is general food distribution a suitable and efficient way for distribution?) 	ITSH, Storage and handling facilities and capacities, distribution arrangements	Delivery arrangements Project M & E Observation during field visits. Stakeholder interviews at field level
	<ul style="list-style-type: none"> • Is the intended target population (IDPs, disaster and crisis affected) getting the food rations as planned (composition, quantity, quality, timing)? 	Monitoring data on distribution and beneficiaries Planning data vs. actual distributions Knowledge of beneficiaries of their entitlement	Project M & E at AO and field level. Focus group and individual interviews of food monitors. and other stakeholders (NGOs, community representatives). Focus group interviews of beneficiaries
	<ul style="list-style-type: none"> • Have the implementation modalities been adapted to changing conditions (acute crises, changing security conditions) and needs? 	Changes of modalities, and reasons thereof, during programme implementation	Project documentation /Budget revision Interview with WFP CO Director and operational staff
	<ul style="list-style-type: none"> • Are there apt external institutional arrangements (partnerships, coordination) for the relief operations? 	Institutional coordination and cooperation arrangements with Government. and other organizations	MoUs, Interviews with WFP staff and cooperation partners.
E. Effectiveness			
	<ul style="list-style-type: none"> • Has relief assistance helped to overcome critical times and to retain livelihood standards of the beneficiary population? • Has the relief assistance been sufficient to cover critical needs? 	Relief assistance vs. requirements Contributions of relief assistance to household food budgets.	VAM data, Appeals M&E system Interviews of Community representatives and beneficiary
F. Impact			

	<ul style="list-style-type: none"> • Have the relief operations any important – positive or negative – unintended effects on individuals, the communities, the society (e.g. gender), the economy (e.g. food markets), environment, etc. 	<p>Evidence on such effects</p> <p>Food market and price data (eg. Food aid items sold on markets)</p>	<p>Studies / reports /substantiated observations on such effects</p> <p>Focus group discussions with stakeholders/beneficiaries</p> <p>Interviews of key informants (eg. NGOs, researchers)</p> <p>Market and price information</p>
G. Sustainability			
	<ul style="list-style-type: none"> • To what extent serve the relief operations also recovery and development objectives? • Are there provisions made to transfer functions to government authorities and staff 	<p>FFW/FFA elements incorporated into relief operations.</p> <p>Capacity building measures.</p> <p>Behaviour of partners, stakeholders, beneficiaries after interruption / cease of WFP support</p>	<p>Design of relief operations.</p> <p>Project M&E and records.</p> <p>Focus group discussions with stakeholders/beneficiaries</p>

Annex 4c - Food For Work (FFW) Evaluation Matrix with Summary Findings

Addressing the Evaluation Criteria	Issues/ Evaluation Questions /hypotheses	Summary findings
A. Relevance		
A.1. Main issues/ questions	<ol style="list-style-type: none"> Contribution to improved food security of vulnerable Afghans [countrywide] Contribution to improved human and productive capital [countrywide] Contribution towards Strategic Objectives (SOs) 1, 2, 3, 4 and 5. Contribution to improved food security in FFW target areas Contribution to improved human and productive capital in FFW target areas 	<ol style="list-style-type: none"> Insufficient data available to probe the impact on food security Insufficient data available to probe impact on human and productive capital Clear narrative evidence for contribution to SO1 (save lives, access to food), 2 (capacity to manage shocks) and 5 (increase capacities). FFW programming in schools (protective walls and extensions) is partially consistent with SO 4 (increase enrolment/attendance) and that the OGATA Initiative (30 schools) and PRRO school construction (14 schools) are fully consistent with SO4. Represents a temporary contribution. Food rations top up household food budgets and support coping mechanisms during times of economic stress. Ration size value is less than day labour rates and ensures effective self targeting. Projects are identified and selected by communities. They contribute to village economic outputs, access to services (health, education) and markets
B.Appropriateness		
B.1 Main Issues	<ol style="list-style-type: none"> How do recovery FFW interventions contribute to improved livelihood? How do relief FFW interventions contribute to hunger relief and food security? 	<ol style="list-style-type: none"> Rehabilitated/improved/expanded physical infrastructure results in improved economic activity/outputs at community level (applies to relief AND recovery FFW interventions). Distinction between humanitarian VS development interventions would bring clarity to indicators, accountability. Self targeting, due to ration size value, tops up HH food budget to above consumption poverty line, prevents asset depletion, migration etc
B.1.1 Sub issues	<ol style="list-style-type: none"> How does FFW contribute to specific WFP CO program focus on education, gender and health? How is FFW aligned with other potentially competing tools (CFW, Vouchers etc) Is the value of FFW recognized by stakeholders (in program areas, generally)? Are FFW programming demands matched by CO resources? 	<ol style="list-style-type: none"> Absence of M&E data does not allow assessment. Anecdotal evidence points to girl enrolment (school walls) and widows (water on FFW sites) Absence of M&E data does not allow assessment. There is no evidence of FFW competing with other tools due to overwhelming needs (30% of HHs are food insecure) Evaluation found this to be the case in all communities, with repeated comments that the value is in assisting people to cope in times of stress No! No clear analysis of/provision for...FFW core project cycle demands as a result of weak PRRO logic model and LF/theory of change
C. Coherence (internal / external)		
	<ol style="list-style-type: none"> How does the FFW theory of change for relief and recovery fit into the Afghan context? How do FFW planning processes consider WFP policy requirements? How are gender and participatory approaches realized during implementation? 	<ol style="list-style-type: none"> It fits ipso-facto, because of participatory community to NSP/MRRD > WFP links. A clear theory of change (& ANDS ties) can add value to WFPs SOs Policy and multiple initiative requirements have prevented result focussed planning at country level. Planning plays 'catch-up'. The CDC/community based activity model is inherently participatory. WFP is effective in response & coordination. Gender is subject to cultural limitations. Opportunities exist at 'safe' community

	<ol style="list-style-type: none"> 4. How is the focus on food-insecure households maintained during implementation? 5. How are accountability standards, corporate strategies and policies of government, cooperating partners and donors met? 	<p>(extended family) levels</p> <ol style="list-style-type: none"> 4. The value of the ration is self guiding towards food-insecure HHs. sharper resolution of food insecurity data would improve impact 5. Scope for accountability to be more systemic. Dissemination of basic information to all stakeholders AND beneficiaries will results in clear understanding of roles AND reduce opportunities for DA level interference
D. Efficiency		
	<ol style="list-style-type: none"> 1. Have FFW planning processes been responsive to needs assessed? 2. Has FFW implementation achieved planned timelines? 3. Have FFW program budgets been achieved? 4. Have FFW programs received allocation of resources as planned? 5. Have CO M&E processes been achieved? 6. What was the result of CO review processes? 7. How do organizational demands of implementing partners affect achievement of planned targets? 8. How do demands of government, UN family or other stakeholders affect achievement of planned targets? 	<ol style="list-style-type: none"> 1. Always found to be the case. Inadequate are currency and specificity of food security assessment. This is repeatedly commented on in communities 2. In general yes, but pipeline breaks have been severe as have been security constraints where they affect access and delivery. Asset depletion is reported but requires M&E to verify extent and 'depth' at HH level. 3. Lack of clear M&E data does not allow assessment. Rear vision review indicates good achievement vis-à-vis budget reviews, appeals, emergency 4. Food resources: yes, pipeline breaks notwithstanding. M&E: No 5. No M&E system until 2007. M&E since 2008 lacks E, improving on M 6. There is no evidence of CMART review activity indicated in the PRRO 7. The main CP relationship, with MRRD is productive for both sides. NGOs etc see WFP resources as value add on to their programs and integrate them 8. WFP on provincial level is well integrated in all coordination forums. The ANDS demands on gov are hampered where gov reach is limited.
E. Effectiveness		
	<ol style="list-style-type: none"> 1. Have relief FFW projects resulted in a) reduced hunger, and possibly b) improved food security? 2. Have recovery FFW projects resulted in the creation or rehabilitation of household and community assets (including schools) that improve community livelihoods? 3. Have relationships with stakeholders been strengthened as a result of FFW projects? 4. Has FFW implementation confirmed planning assumptions? 5. What is the level of targeting effectiveness for relief FFW projects? 6. What is the level of targeting effectiveness for recovery FFW projects? 	<ol style="list-style-type: none"> 1. They a) do this temporarily, while rations last, bringing HH food budgets to coping levels, and, b) improved infrastructure results in economic growth 2. Yes, typically irrigation, roads, village rehabilitation 3. Yes, and ongoing relationship maintains human capital. This is especially significant for the NSP-CDC-MRRD ANDS context. M&E data is needed 4. Yes, FM visits with MRRD and CDC discussions confirm assumptions. There is no M&E data base so wider analysis is not possible 5. There is no post distribution data and only basic distribution data, hence real analysis is not possible. The self targeting effect of the ration size value is well evident at community level. The selection of productive infrastructure rehabilitated, expanded or created is community driven, and values are ascribed. M&E data is essential to allow closer analysis. 6. Comment 5. applies here. FFW is all the same at field level and for communities. Relief/recovery differentiation is not clear, nor understood.
F. Impact		
	<ol style="list-style-type: none"> 1. What is the immediate and direct nutritional impact of relief FFW on beneficiaries? 	<ol style="list-style-type: none"> 1. Absence of M&E data does not allow impact assessment. Consistent anecdotal evidence is that all FFW beneficiaries utilize food rations to bridge HH food budget deficit periods (eg cope to end of

	<ol style="list-style-type: none"> 2. What is the impact of relief FFW projects, on the food security of beneficiaries? 3. What is the immediate and direct impact of recovery FFW on the nutritional status of beneficiaries? 4. What is the impact of recovery FFW projects on the food security of beneficiaries? 5. How do recovery FFW projects (Community and Household Asset Creation) contribute to wealth creation and improved livelihoods in different community groups/segments (beneficiary groups)? 6. What are the disruptions that recovery FFW projects can cause in communities? 7. How do recovery FFW projects strengthen CDCs and their relationships? 8. How do recovery FFW projects strengthen stakeholder capacities? 9. How do relief and recovery FFW projects contribute to ANDS goals? 	<p>drought and engage in 2008/9 planting-harvest cycle). No increased acute malnutrition reported hence +ve nutritional impact could be attributed to rations.</p> <ol style="list-style-type: none"> 2. Absence of M&E data. Improved infrastructure>readiness for economic cycle. Corruption risk at all levels but more so where Gov reach is limited. 3. Recovery AND relief food 'allocations' are based on [low resolution] FS assessments. (1) above applies here. 4. As for (2). Anecdotal evidence that activities reduce costs & lead to growth 5. Rehabilitation/expansion of existing assets and creation of new assets face a savings/investment gap. FFW 'investments' overcome this growth barrier. 6. Evaluation found none. Community resource deficit + surplus labour means investment opportunity surplus. FFW interventions do not compete. If not community driven then FFW could cause community conflict. 7. FFW projects allow CDCs to <u>practice</u> their NSP gained skills and continue the process towards growing the private sector & human potential (ANDS) 8. Ongoing meaningful engagement for MRRD, line departments and NGOs 9. There is no difference between the two. The CDC-MRRD-WFP relation strengthens communities. FFW outcomes feed into ANDS goals (re above) but as the FFW 'programme' is not harmonized with ANDS LF and indicators the true potential of that contribution is not identified or achieved
G. Sustainability		
	<ol style="list-style-type: none"> 1. Does relief FFW maintain the ability of beneficiaries (=able bodied HH members) to re-engage in their usual livelihood activities at the end of the relief phase? 2. Does recovery FFW maintain the ability of beneficiary households to continue productive engagement in their usual livelihood activities? 3. How do recovery FFW projects improve livelihoods for different community groups, including the poorest/most vulnerable? 4. How do communities manage the O&M of implemented recovery FFW projects? 5. In what way are stakeholder capacities built/strengthened as a result of relief and recovery FFW projects? 	<ol style="list-style-type: none"> 1. Absence of M&E data does not allow review of impact. Relief conditions usually represent a time of cessation of 'usual' economic cycle work opportunity for HH members. Duration of FFW interventions is 2-6 month. Focus group discussions noted that the interventions have allowed people to remain in place, not deplete asset or health and engage in 2008/9 cycle. 2. Ration size value results in the self targeting of the most vulnerable, the landless etc. Labour surplus means they are under employed and evaluation found no evidence that any FFW impacts negatively on livelihood activities 3. Additional food for poorest, profits for landowners, economic activity for all 4. Canals/water supply: farmers at HH level, CDC at community level, few multi CDCs at inter community level, expectation of GoIRA at primary level. Roads/ schools/ clinics: expectation of GoIRA responsibility 5. There is complete dependence on universal donor funding. Organisational and technical capacities are strengthened BUT there is NO recurring flow of revenue to finance independent investment decisions by Government or CDCs

Annex 4d - Evaluation Matrix: Food For Education (FFE)/Training (FFT)

Addressing Evaluation Criteria	Issues/ Evaluation Questions /hypotheses	Indicators	Source of data / information
A. Relevance			
A.1. Main issues/ questions	<ul style="list-style-type: none"> - Compliance with MDGs - Compliance with WFP Strategic Plan - Compliance with UNDAF 	<ul style="list-style-type: none"> - MDGs 1, 2, 3 - SO4 - UNDAF Outcomes 	<ul style="list-style-type: none"> - WFP PRRO 10247.0 Project Document - WFP Strategic Plan 2006-2009 - UNDAF for Afghanistan 2006-2008
B.Appropriateness			
B.1 Main Issues	<ul style="list-style-type: none"> - Compliance with Afghanistan National Development Strategy - FFE integrated in the National Education Plan 	<ul style="list-style-type: none"> - Mention of FFE in national development strategy documents - Education Sector Strategy objectives and priorities 	<ul style="list-style-type: none"> - ANDS - National Strategic Plan for Education in Afghanistan - Afghanistan Integrated Functional Literacy Initiative (AIFLI) - UN Joint Healthy Schools Initiative Project (HSI)
B.1.1 Sub issues	<ul style="list-style-type: none"> - Is WFP assistance appropriate to the needs of the target beneficiaries it is intended to address? - Is the complex set of approaches under the FFE appropriate to the Afghanistan's circumstances and context? - To what extent has there been effective cooperation and coordination in the design and implementation of the PRRO between WFP, the lead agencies, government and other cooperating partners? 	<ul style="list-style-type: none"> - Increase in enrolment and attendance rate in WFP assisted institutions (primary schools, literacy and vocational training courses) - Perception of management difficulties by WFP staff, government, and cooperating partners - Number and duration of pipe line breaks and suspension of food distribution in FFE activities - Existence of LoUs, MoUs 	<ul style="list-style-type: none"> - WFP CO, MoE and cooperating partners monitoring reports - Meetings with implementing partners (WFP staff, government staff at national and decentralised levels, and cooperating partners)
C. Coherence (internal / external)			
	<ul style="list-style-type: none"> - Are the FFE designs and development consistent with WFP policies and strategy? - Does the FFE component reflect WFP policy prescriptions on Gender and participatory approaches? - Were policies and good practice guidelines of the implementing institutions followed? - Have accountability standards, corporate strategies and policies of government, cooperating partners and donors been met? 	<ul style="list-style-type: none"> - Existence of FFE guidelines in line with WFP FFE policy and RBM documents, and reflected in a Logical monitoring framework - Percentage of female target beneficiaries - Number of PTAs active in SF activities management - WFP reporting 	<ul style="list-style-type: none"> - WFP CO documents - MoE reports - Meetings with implementing partners (WFP staff, government staff at national and decentralised levels, cooperating partners), and donors - Focus group discussions with programme participants (students, teachers, parents) and local community members - SPRs
D. Efficiency			

	<ul style="list-style-type: none"> - Have the activities been undertaken and completed in a timely manner? - Are appropriate human resources allocated to implementation? - How efficient are the arrangements for monitoring implementation? - What were the roles and institutional strengths/weaknesses of the WFP CO, government ministries, cooperating partners and beneficiary groups in programme implementation? - Are the monitoring systems in place adequate to show impact over a longer period? 	<ul style="list-style-type: none"> - Food delivery data - HR data and organization chart in WFP and MoE - Existence of a FFE project review committee (or any similar structure) - Number of planning/coordination meetings between implementing partners 	<ul style="list-style-type: none"> - WFP data - Meetings with implementing partners (WFP staff, government staff, cooperating partners) at national and decentralised levels - WFP CO, MoE M&E reports and documented outcomes/results
E. Effectiveness			
	<ul style="list-style-type: none"> - To what extent have FFE activities improved the school attendance and learning capacity of the beneficiary groups? - How effective have the school-centred development approach and PTAs commitment been in beneficiary accountability, building local governance capacities and preventing misuse of WFP commodities? - Are the criteria for targeting appropriate for the array of circumstances and contexts of beneficiary populations? - How effective is UN inter-agency coordination in meeting the education needs in the targeted implementation areas? 	<ul style="list-style-type: none"> - Enrolment data and attendance rates in WFP assisted learning institutions (primary schools, literacy, vocational courses and teacher training sessions) compared to baseline study - Number of PTAs active in SF activities management - Number of revisions of NRVA and changes introduced in FFE targeting accordingly - Number of employment and market surveys conducted by ILO and IRC as basis for vocational training targeting - Joint work plans with UNICEF, UNESCO, FAO, WHO 	<ul style="list-style-type: none"> - WFP data - Focus group discussions with programme participants (students, teachers, parents) and local community members - Meetings with UN cooperating agencies
F. Impact			
	<ul style="list-style-type: none"> - To what extent can the impact of the PRRO be measured or otherwise assessed? - Are the activities and outputs consistent with the expected outcomes, intended impacts and effects? - What constraints were encountered when targets were not achieved? - To what extent have the past performances of this programme influenced donor-funding decisions? - What are the long-term trends in donor-funding of school feeding programmes, vocational training, literacy courses, 	<ul style="list-style-type: none"> - Activities outputs and outcomes data 	<ul style="list-style-type: none"> - WFP data - Meetings with donors

	and teacher training?		
G. Sustainability			
	<ul style="list-style-type: none"> - Is there an exit strategy outlining the timing, allocation of responsibilities on handover to the government and other agencies? - To what extent are the programme activities and local structures likely to be sustained after the completion of donor-funding? - Are the livelihood strategies of the beneficiary populations supported or disrupted by the WFP intervention? 	<ul style="list-style-type: none"> - Requests of government - Existence of a FFE line in the MoE budget - Number and type of initiatives taken by PTAs and community at large to support FFE activities - Number and type of reported positive/negative events having affected participants in WFP assisted learning institutions 	<ul style="list-style-type: none"> - Moe policy and strategy documents - Meetings with high level staff in WFP CO and MoE - Focus group discussions with programme participants (mainly parents and local community members) - Meetings with donors

Annex 4e-1- Evaluation Matrix, Nutrition and Health in FFE Component

(FFW, School Feeding [FFE] MCHN, Role of Food Aid, Relief Operations)

Addressing the Evaluation Criteria	Issue/Evaluation Questions/Hypothesis: <i>Nutrition and Health Education in Schools</i>	Indicators	Source of Data/Information
A. Relevance	A.1 Is objective of raising health and nutrition awareness and preventing decline in women's and children's nutrition status through formal education consistent with beneficiaries' needs and the government and WFP policies and objectives?		
	H.1.1 To what extent is this component responding to government and WFP policy and objectives?	<ul style="list-style-type: none"> Government, funding agency goals Curriculum content 	Government and agencies: policy documents, mission statements and curricula
	H.1.2 To what extent is health and nutrition education included into the school curriculum?		
B. Appropriateness	B.1 What makes inclusion of nutrition and health education a suitable intervention in the Formal Educational Programme?		
	B.1.1 Which are the health and nutrition aspects that are covered in the school curriculum?	<ul style="list-style-type: none"> Curriculum content % of malnourished children and types of malnutrition 	<ul style="list-style-type: none"> Curriculum and syllabus
	B.1.2 How do these respond to the children's and community nutritional needs?		
C. Coherence	C.1 Are schools nutrition education activities complementary/synergistic to other nutrition + health promoting initiatives by government sectors and other agencies in the area of intervention?		
	C.1.1 To what extent is schools' health and nutrition education linked to the school environment and the community at large?	<ul style="list-style-type: none"> Projects with similar objectives Areas of collaboration 	Agencies active in implementing health and nutrition education
D. Efficiency	D.1 Are food and teaching-learning resources available on time in the right quantities and quality?		
	D.1.1 Are food and other inputs for nutrition education readily available or timely delivered?	<ul style="list-style-type: none"> Nos. and types of teaching-learning materials Content of the learning material and methodologies proposed 	<ul style="list-style-type: none"> MoE and schools
	D.1.2 To what extent do available teaching-learning materials promote classroom learning, which is linked to the school environment and the family/community through home work for instance?		
	D.1.3 Do school teachers have the competence to conduct action-oriented health and nutrition education?		
E. Effectiveness	E.1 Does feedback through homework/special assignments reflect adoption of improved health and nutrition related behaviour in the school environment and at home?		
	E.1.1 Which aspects of health and nutrition education do students find easy to practise in the school and at home? Why?	<ul style="list-style-type: none"> No. of participatory food 	<ul style="list-style-type: none"> School records

	E.1.2 Which health and nutrition aspects do pupils find difficult to practise in the school environment and at home? Why? How can limitations to positive health and nutrition behaviour be dealt with in (a) the school environment; and (b) at home?	demonstration conducted	<ul style="list-style-type: none"> Focus group (FG) discussions with teachers, pupils and families
F. Impact	F.1 Any noted changes in the children's and family diets of programme participants?		
	F.1.1 Are there any changes noted in the pupils' and their families' diet? What and How?	<ul style="list-style-type: none"> Changes in daily meal frequency and meal composition 	<ul style="list-style-type: none"> School records FG discussions with teachers and pupils
	F.1.2 Are there any unplanned or unintended changes? What and why?		
G. Sustainability	G.1 How are the nutrition improvement benefits going to be maintained beyond the project life?		
	G.1.1 Is inclusion of health and nutrition education an integral part of pre-service teacher training?	<ul style="list-style-type: none"> Content of pre-service teacher training curriculum 	<ul style="list-style-type: none"> Pre-service teacher training curriculum FG discussions with student teachers

Annex 4e-2 - Evaluation Matrix, Nutrition Education in FFT (Literacy and Vocational Training)

(FFW, School Feeding [FF]) MCHN, Role of Food Aid, Relief Operations)

Addressing the Evaluation Criteria	Issue/Evaluation Questions/Hypothesis	Indicators	Source of Data/Information
H. Relevance	A.2 Is objective of raising health and nutrition awareness and preventing decline in women's and children's nutrition status consistent with beneficiaries' needs and government and WFP policies and objectives?		
	H.1.3 To what extent is this component responding to government and WFP policy and objectives?	Government, funding agency and millennium development goals	Policy documents and mission statements
	H.1.4 To what extent is it contributing towards attainment of the millennium development goals?		
I. Appropriateness	B.2 What makes inclusion of nutrition and health education a suitable intervention in Literacy and Vocational Training (L&VT)?		
	B.1.3 What are the programme participants' expressed training needs (as expressed by them)?	<ul style="list-style-type: none"> • Requests/recommendations of programme participants 	<ul style="list-style-type: none"> • Focus group (FG) discussions with programme participants
	B.1.4 Are L&VT participants interested in spending time learning nutrition and health issues?		
J. Coherence	C.2 Are the nutrition education activities complementary/synergistic to other nutrition and health promoting initiatives by government sectors and other agencies in the area of intervention?		
	C.1.2 To what extent is this component collaborating with similar activities in the area? Which ones?	<ul style="list-style-type: none"> • Projects with similar objectives • Areas of collaboration 	Agencies active in implementing health and nutrition education
	C.1.3 To what extent is the component sharing/utilising interactive nutrition education materials developed and tested locally? Which ones?		
K. Efficiency	D.2 Are food and human resources available on time in the right quantities and quality?		
	D.1.4 Are food commodities and nutrition education sessions regularly/timely delivered?	<ul style="list-style-type: none"> • Food delivery data • No. of trainers (literacy and vocational) trained to conduct interactive nutrition education 	<ul style="list-style-type: none"> • WFP data • Facility-based data • Focus group discussions with L&VT teachers/trainers
	D.1.5 Are literacy teachers and vocational education trainers trained in conducting interactive health and nutrition education sessions, including conducting food demonstrations, using available local foods?		
	D.1.6 Do they have the competence to conduct interactive health and nutrition education?		
L. Effectiveness	E.2 Does feedback during subsequent nutrition education sessions reflect adoption of improved child and family feeding practices?		
	E.1.3 How much time is allocated to nutrition and health education sessions? Spread over which period of time?	<ul style="list-style-type: none"> • No. of participatory food demonstration conducted • Reported (feedback) on practical nutrition improvement options 	<ul style="list-style-type: none"> • Facility records • Focus group (FG) discussions with programme participants
	E.1.4 Are nutrition education sessions practical and action-oriented? Do they include food demonstrations which promote acquisition of practical nutrition improvement skills and		

	confidence building? How often are the demonstrations conducted?	adopted by participants' households	and teachers/trainer
M. Impact	F.2 Any noted changes in the children's and family diets of programme participants?		
	F.1.3 Are there any changes noted in the participants' young children's diet? What and How?	<ul style="list-style-type: none"> • Changes in daily meal frequency and meal composition • Changes in composition of children's complementary foods 	<ul style="list-style-type: none"> • Health facility records • FG discussions with health and nutrition education facilitators and programme participants
	F.1.4 Are there any changes noted in the participants' family diet? What and how?		
	F.1.5 Are there any unplanned or unintended changes? What and why?		
N. Sustainability	G.2 How are the nutrition improvement benefits going to be maintained beyond the project life?		
	G.1.2 Which nutrition improvement options would participants want to continue practising at home after discharge from the programme? Why?	<ul style="list-style-type: none"> • Motivating factors 	<ul style="list-style-type: none"> • Health facility records • Focus group discussions with health and nutrition education facilitators and programme participants
	G.1.3 Are they able to practise these options all year round? If not, are there any alternatives and which ones?		

Annex 4e-3 - Evaluation Matrix: Flour Fortification

Addressing the Evaluation Criteria	Issue/Evaluation Questions/Hypothesis	Indicators	Source of Data/Information
O. Relevance	A.3 Is the objective of fortifying wheat flour consistent with beneficiaries' needs and the government and funding agencies policies and objectives?		
	H.1.5 Which population group purchases fortified wheat flour most and how is it used?	<ul style="list-style-type: none"> • Frequency of consumption of fortified wheat flour by different groups 	<ul style="list-style-type: none"> • Focus group discussions with different population groups
	H.1.6 To what extent are groups with micronutrient deficiencies accessing fortified flour?		
P. Appropriateness	B.3 How suitable is wheat fortification compared to fortification of other food commodities?		
	B.1.5 To what extent does commercially produced wheat flour contribute to Afghans' diet?	<ul style="list-style-type: none"> • % contribution of wheat flour to energy intake of the target group 	<ul style="list-style-type: none"> • Government and UN data
	B.1.6 Which population groups primarily consume commercially produced wheat flour?		
	B.1.7 Is this group nutritionally at risk? How is it likely to benefit from wheat flour fortification?		
Q. Coherence	C.3 Is this project activity complementary/synergistic to other nutrition and health promoting actions in government sectors and interventions by other agencies?		
	C.1.4 What gaps is wheat fortification likely to fill and in which population groups?	<ul style="list-style-type: none"> • Complementary nutrition promotion activities 	<ul style="list-style-type: none"> • MoPH and WFP information
	C.1.5 What is being done to reach population groups that cannot access fortified flour?		
R. Efficiency	D.3 Were the resources needed available on time in the right quantities and quality?		
	D.1.7 Was the equipment and micronutrient mix delivered on time? Any interruptions and why?	<ul style="list-style-type: none"> • Planned and actual delivery dates of pre-mixers and micronutrient mixes 	<ul style="list-style-type: none"> • WFP data and millers records
	D.1.8 What was the effect of global food price increases on fortified flour production and price?		
	D.1.9 Any disruption in the production of fortified flour and reasons why?		
S. Effectiveness	E.3 Have quantities of fortified flour available to the general public increased?		
	E.1.5 Any increase in milling companies producing fortified flour? By how much?	<ul style="list-style-type: none"> • Quantities produced and marketed annually • Quality control assessments 	<ul style="list-style-type: none"> • Millers and WFP records • Quality assessment records (if any)
	E.1.6 Production capacities of these factory and whether operating at full capacity?		
	E.1.7 Were mechanisms to check on quality of fortified wheat flour put into place? Are they operational		
T. Impact	F.3 So far, what changes has the flour fortification project brought about?		
	F.1.6 Changes to millers?	<ul style="list-style-type: none"> • Millers attitude • Consumer purchasing attitude and practice 	<ul style="list-style-type: none"> • Focus group discussions with millers (if feasible) and consumers
	F.1.7 What are the trends in the production levels (quantity and quality)?		
	F.1.8 What changes have occurred in consumer preference and nutritional status?		
U. Sustainability	G.3 Are benefits of food fortification likely to be maintained beyond the project life?		

	G.1.4 What are the millers' views on the wheat fortifications initiative?	<ul style="list-style-type: none"> • Consumer response to slight price increases in fortified wheat compared to unfortified wheat flour 	<ul style="list-style-type: none"> • Discussion with retailers and consumer groups
	G.1.5 What plans are in place to ensure continued wheat fortification after the project?		
	G.1.6 Would slight price increase negatively impact on fortified flour purchases? How can the potentially negative effects be avoided?		

Annex 4e-4 - Evaluation Matrix, MCHN

Addressing the Evaluation Criteria	Issue/Evaluation Questions/Hypothesis	Indicators	Source of Data/Information
V. Relevance	A.4 Is objective of preventing decline in nutrition status of women and children in WFP intervention areas consistent beneficiaries' needs and the government and WFP policies and objectives?		
	H.1.7 To what extent is this component responding to government and WFP policy and objectives?	Government, funding agency and millennium development goals	Policy documents and mission statements
	H.1.8 To what extent is it contributing towards attainment of the millennium development goals?		
W. Appropriateness	B.4 What makes the selected foods: plumpy doz (for children aged 6-23 mths) and CSB or WSB (for children aged 23-59 mths and pregnant and lactating mothers) more suitable as commodities of choice, compared to other supplementary feeding products?		
	B.1.8 Is imported plump doz the best choice from the cost-effectiveness and other points of view?	<ul style="list-style-type: none"> • Acceptability assessments • Cost-effectiveness 	<ul style="list-style-type: none"> • Food demonstration sessions • WFP data
	B.1.9 Is imported CSB or WSG the best choice from the cost-effectiveness and other points of view?		
	B.1.10 Are there any locally produced foods that would have had the same effect?		
X. Coherence	C.4 Are project activities complementary/synergistic to other actions in the health and other government sectors and areas of intervention of other agencies?		
	C.1.6 To what extent is component collaborating with projects with similar objectives? Which ones?	<ul style="list-style-type: none"> • Projects with similar objectives • Areas of collaboration 	Agencies active in implementing health and nutrition education
	C.1.7 To what extent is this project component utilising/sharing nutrition education materials developed and tested locally? Which ones?		
Y. Efficiency	D.4 Are food and human resources available on time in the right quantities and quality?		
	D.1.10 Are all the different food commodities timely delivered?	<ul style="list-style-type: none"> • Food delivery data • No. of staff responsible 	<ul style="list-style-type: none"> • WFP data • Facility-based data
	D.1.11 Is staff available to conduct health/nutrition education sessions, including food demonstrations?		

	D.1.12 Do they have the competence to conduct interactive health and nutrition education?	for conducting nutrition education	
Z. Effectiveness	E.4 Did children's and mother's take-home rations increase intended beneficiaries' daily food intake?		
	E.1.8 How is the food used in the homes, and in which meals?	<ul style="list-style-type: none"> Reported use of food for other unintended purposes and frequency of reports/observations 	Focus group (FG) discussions with health facility staff, programme participants and key informants
	E.1.9 Who enjoys eating this food most?		
	E.1.10 Is some of the food used for other purposes other than feeding the family? How is it used?		
AA. Impact	F.4 Any changes noted because of children's and mothers' participation in the MCHN component?		
	F.1.9 Are there any changes noted in the children's nutrition status? What and How?	<ul style="list-style-type: none"> Changes in daily meal frequency and meal composition % change in the prevalence of malnutrition 	<ul style="list-style-type: none"> Health facility records FG discussions with health and nutrition education facilitators and programme participants
	F.1.10 Are there any changes noted in the mothers' nutrition status? What and how?		
	F.1.11 Are there any unplanned or unintended changes? What and why?		
BB.Sustainability	G.4 How are the nutrition improvement benefits going to be maintained beyond the project life?		
	G.1.7 What is being implemented/planned to ensure good nutrition status after discharge from SFP	<ul style="list-style-type: none"> Number of interactive or participatory and practical nutrition education sessions conducted; Food demonstrations on better selection and utilisation of locally available foods conducted 	<ul style="list-style-type: none"> Health facility records Focus group discussions with health and nutrition education facilitators and programme participants
	G.1.8 To what extent do current health and nutrition education sessions include participants' acquisition of practical nutrition improvement skills and confidence building?		
	G.1.9 To what extent do current food demonstration sessions include utilisation of available household feed resources to improve children's and family diets?		
	G.1.10 To what extent do current food security and livelihood enhancement activities include promotion of dietary diversity in participating families?		

Annex 4e-5 - Evaluation Matrix, Assistance to TB Patients and Families

Addressing the Evaluation Criteria	Issue/Evaluation Questions/Hypothesis	Indicators	Source of Data/Information
CC. Relevance	A.5 Is using food incentives to contribute to reductions in the TB-affected population consistent with beneficiaries' needs and the government and funding agencies policies and objectives?		
	H.1.9 Food incentives are an incentive for attending TB direct observational treatment (DOT) sessions for which population groups? Why?	<ul style="list-style-type: none"> No. of people seeking voluntary TB treatment 	<ul style="list-style-type: none"> MoPH and health facility data
DD. Appropriateness	B.5 How suitable is the food incentive tool for promoting voluntary TB testing and for increasing attendance at direct observational treatment (DOT) sessions?		
	B.1.11 Is the food ration adequate to facilitate expected DOT attendance?	<ul style="list-style-type: none"> Report of TB patients and their families' views 	<ul style="list-style-type: none"> Focus group discussions with community members
EE. Coherence	C.5 Is the food incentive initiative complementary/synergistic to other health and nutrition promoting actions in government sectors and interventions by other agencies?		
	C.1.8 What are the gaps that food incentives are likely to fill and in which population groups?	<ul style="list-style-type: none"> No. of food insecure households and TB affected people in a community 	<ul style="list-style-type: none"> MoPH and WFP information
FF. Efficiency	D.5 Are the food and medical resources delivered on time in the right quantities and quality?		
	D.1.13 Are food and medical supplies delivered on time? Any interruptions, how often and why?	<ul style="list-style-type: none"> Planned and actual delivery dates for the food Attendance register for TB patients 	<ul style="list-style-type: none"> WFP data MoPH and health facility data
	D.1.14 To what extent do TB patients who are supposed to take daily medication visit health facilities to get their medication?		
	D.1.15 What is the rate of completion of the TB treatment? If low, why?		
GG. Effectiveness	E.5 Are quantities of food provided as incentive adequate to attract TB patients to come to treatment sessions?		
	E.1.11 To what extent do TB patients default from coming for treatment, and why?	<ul style="list-style-type: none"> Treatment Records 	<ul style="list-style-type: none"> Health facility data and discussions with the staff
	E.1.12 To what extent do TB patients fail to get drugs because of interruptions in drug supply?		
HH. Impact	F.5 What are the changes which have been brought about by the food ration incentive?		

	F.1.12 Any changes in rate of completion of TB treatment?	<ul style="list-style-type: none"> • TB treatment completion rates (%) • % of positive TB cases • Total No. of TB cases 	<ul style="list-style-type: none"> • MoPH and health facility data
	F.1.13 What are the trends in numbers of people seeking voluntary TB testing?		
	F.1.14 What are the estimated Nos. of TB-affected people in areas of WFP intervention? If cases are not going down, Why?		
II. Sustainability	G.5 Are benefits of providing food incentives to TB patients to come to treatment centres for the direct observational treatment (DOT) likely to be maintained beyond the project life?		
	G.1.11 Does the TB patients food distribution component have health education sessions on preventing the spread of TB? What is the patients' participation rate in such sessions?	<ul style="list-style-type: none"> • No. of health education sessions for newly registered TB patients 	<ul style="list-style-type: none"> • Health facility data

Annex 5 - Logical Framework Analysis and Implications for the Evaluation

Part 1: General Issues (Section 2 C of the Pre-mission report)

There exist two Logical Framework Matrices for PRRO 10427.0,

- 1) The original Logical Framework Matrix attached as Annex III to the Project Document.
- 2) A revised summary Logframe prepared in connection with the budget revision / project extension in 2008.

Both Logframe matrices are attached as Annex 4a / 4b to this report.

The original Logframe has deficiencies with regard to

- the inherent logic (consistency / relationship of outputs, outcomes, and overall goal/planned impact),
- the plausibility and clarity of some of the outputs and outcomes defined,
- the appropriateness of some of the indicators used, particularly with regard to likelihood/difficulty of obtaining relevant data under prevailing conditions in Afghanistan.
- a lack of targets set.

Some critical issues are as follows¹⁷⁵:

Item of Logframe Matrix	Comment
Impact (overall goal): "Contributed to implementation of the national Development Framework (NDF) and UNDAF by creating livelihood support environment and household food security through food assistance interventions and government capacity building."	This is neither an impact nor an overall goal. The goal of the operation, as set in the project document, should have been put here.
1.1 Reduced or stabilised crude mortality rate in WFP operational areas prone to recurrent disaster	This is rather an indicator than an outcome. More appropriate would be a prevention / reduction of malnutrition in acute disaster and post- disaster situations.
Performance indicator related to Output 1.1: "Timely distribution....": Percentage of general food distributions occurring more than seven days after the planned date".	Not fully appropriate to measure "timely" in the case of disasters. Timely would be "days after a disaster strikes / food supply shortages occur".
Output 1.2: Increased access to food for highly food-insecure populations in disaster affected areas.	An appropriate indicator for measuring this output is missing, could be, for example: Contribution/share of food aid rations to household food supply.
Related to Outcome 2.1 (Improved capacity of vulnerable groups, including IDPs, to manage shocks and meet food needs).	The two performance indicators are unclear and not (necessarily) attributable to the WFP interventions.
Performance indicator related to Outcome 3.2:	Very vague, not tangible
Outcome 3.4 "Greater availability of locally produced and fortified wheat flour."	This is not an outcome but an output. Outcome would be a reduction of micro-nutrient deficiencies related to the micro-nutrients provided through fortification. Furthermore, not clear what is meant with "locally produced" (locally milled?)...
Performance indicators related to Outcome 4.1	In order to be attributable to WFP interventions, a comparison with non-assisted schools would be necessary.
Performance indicator related to Outcome 4.2	"Tonnage of food aid distributed by project" is not an outcome but an output indicator.
Output 4.5: Target beneficiaries participate in literacy and live skills training	No indicator for measuring this output defined.
Overall	No targets set for planned results (outputs and outcomes), possibly due to a lack of baseline data, to know where to start from.

The original Logframe had been developed according to the corporate format of the former Strategic Plan¹⁷⁶. Apparently the major concern in developing the Logframe was to comply with the Strategic Plan, and no sufficient consideration was given to the specific country

¹⁷⁵ Comments on Logframe indicators specifically related to the FFE component are attached as Annex 4c.

¹⁷⁶ WFP Strategic Plan 2006 - 2009

situation as to definition of realistic outcomes and outputs and to capture output and outcome achievements with suitable indicators. The poor and weak data availability, including an almost complete lack of relevant baseline data, has also precluded target setting when the Logframe was developed. As a result, the original Logframe could hardly serve, and actually has not been used, as framework guiding project implementation and monitoring.

In the revised Logframe (see Annex 4b), which was prepared in connection with the budget revision 2008 and programme extension, some of the shortcomings of the original Logframe were eliminated. Outcomes and outputs with related plausible indicators have been defined for the following three Result Areas¹⁷⁷ / Strategic Objectives (SOs):

1. Result Area 2- Reduce Hunger in its various forms in targeted areas / SO1 – Save lives and protect livelihoods in emergencies.
2. Result Area 3 – Protect and strengthen livelihoods / SO3 – Restore and rebuild lives and livelihoods in post-conflict, post disaster or transition situations
3. Result Area 4 – Strengthen Country hunger-reduction capacities / SO5 – Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase.

The first Result Area /SO1 refers to relief operations, the second to recovery, and the third to capacity building.

Since clearer and more consistent than the original Logframe, it is proposed to use this revised Logframe as major reference for evaluating the programme results. The revised Logframe is also clearer as to the stated **Risks and Assumptions**.

The original Logframe includes under risks and assumptions some issues which are not externally given but are – or should be – subject of programme design and implementation. This applies, for example, to the issues of pre-positioning of food in areas in snowbound areas which are temporarily inaccessible, and to the participation of the target population in identification, planning, implementation and maintenance of project activities.

The revised Logframe lists the following **major assumptions and risks**:

- Political environment and security situation does not worsen/improves in the year ahead.
- Donors' contributions are received on time and in adequate quantities as per commitment.
- Emergency response is well targeted and is based on proper needs assessment.

Risk1: Inaccessibility of the target areas to assess the needs of the affected people and interruption in food deliveries.

Risk2: Food commodity exports can be delayed or withdrawn, leading to acute pipeline break.

Partly as a result of deficiencies in the Logframe-set up mentioned before, partly due to insufficient monitoring staff capacities, the Logframes have been largely neglected and hardly considered and used as tool and guidance for programme implementation and monitoring, as was confirmed by WFP CO staff during the pre-mission. This has implications for programme implementation, monitoring as well as the forthcoming evaluation (see section 3.B Scope and constraints).

¹⁷⁷ Based on WFP's Result Framework

Part 2: Deficiencies and inconsistencies in the Logframe Matrix related to FFE component; implications for the evaluation.

1. There are inconsistencies between the expected outcomes related to the general objectives of the FFE component and the intended outcomes of its sub-components, notably FFT. For example, while "improve the literacy and functional life skills of poor rural adults" is a general outcome of FFE within the Logical Framework Matrix, the CO consolidated guidelines indicate more precise and measurable outcome indicators for FFT: "percentage of women, adolescent girls, men who continue to use vocational skills learned using own resources or through other means; percentage of women, adolescent girls, men who perceive household savings generated through use of skills; perception of trainees on benefit of education on their families". Such outcome indicators have been neither collected by WFP nor by CPs, and they are not reflected into the Logical Framework Matrix.
2. Similarly, the outcome indicator of the Teacher Training activity is not the number of teachers who have completed training (which is an output) but the number of teachers, particularly women, who have been relocated in rural areas after having completed their vocational training. The Mission observed that this outcome indicator has not been collected. The actual output achievement has been less than planned and the proportion of female beneficiaries has been by far less than expected. The Mission was informed that the food aid provided to female teachers during pre or in-service training as an incentive to be allocated in rural areas was not attractive enough for women living in urban centres. Until now, the CO has not produced any analysis of this challenging situation that could be considered as a failure.
3. The latter example is the more important as it underlines the lack of perception of the intrinsic linkage between the diverse activities implemented under the FFE component: WFP has no expertise in teacher training which is the mandate of other UN agencies (UNESCO, UNICEF), but WFP has a mandate to support access to education, particularly of girls (SO4). The absence of female teachers in schools, particularly in remote rural areas is one of the reasons (among others) for preventing girls from attending school. WFP food aid in support to training women who will accept to be assigned as teachers in remote rural schools is then justified. The expected outcome is that female teachers will be trained **and** effectively located in remote rural areas (immediate objective) to support girls' enrolment and attendance in high gender gap areas (general objective). Such linkage between activities and hierarchy of expected outcomes is not reflected in the Logical Framework Matrix.
4. The same observation can be made about school construction and/or rehabilitation. Support to school construction is not an objective in itself and the number of schools constructed/rehabilitated through FFW supported by WFP is not an outcome indicator but an output. The outcome indicator of this activity is the number of children attending school in the newly constructed/rehabilitated schools. The Mission noticed that this outcome has not been assessed.
5. Likewise, no outcomes have been measured and no study has been carried out to assess the impact of the Pre/post winter distribution. It is therefore not possible to assess the extent to which WFP food aid has supported the attendance and retention of children at school and/or addressed the food gap in children households located in the targeted harsh winter areas. As already mentioned, a better delineation between relief activities and recovery/development activities should be established as the Pre/post winter distribution could fall under the GFD component of the PRRO instead of the FFE component.

6. Following an initiative launched under the previous PRRO, and according to the PRRO 10427.0 project document, WFP, FAO and UNICEF should have extended school gardens and food-security education to 2,000 schools. No recent information was available about this activity which is, furthermore, not included in the Logical Framework Matrix. The Mission was informed that, in fact, support from WFP to school gardens has been discontinued or sporadically maintained on a local and volunteer basis.

Annex 6

Key stakeholders in PRRO 10427.0, and their interest and role in the evaluation

Key stakeholder groups	Role in PRRO 10427.0	Interest in the evaluation	Implications for the evaluation
Operations Department (OM)	Responsible for WFP operations' implementation globally	Improving future implementation in the country	Ensure clearly articulated conclusions and recommendations that will guide WFP's future interventions in Afghanistan and, possibly, lessons learnt may be applicable to WFP's interventions in other countries
Regional Bureau (OMJ)	Programme Support to COs in the Region	Improving future implementation in the country, findings to feed into future design of PRRO	Ensure clearly articulated conclusions and recommendations that will guide WFP's future interventions in Afghanistan and, possibly, lessons learnt may be applicable to WFP's interventions in other countries in the Region
Country Office	Directly responsible for overseeing the implementation of the PRRO and for reporting on progress	Help to define focal areas of WFP interventions, based on priorities, confirmed effectiveness and the capacities of WFP and partners, Improving the future implementation in the country, evaluation findings to feed into design of successor phase of PRRO,	Ensure clearly articulated conclusions and recommendations that will guide WFP's future interventions in Afghanistan. The CO is a key informant for the evaluation and will provide qualitative and quantitative data to the evaluation team
Host Government	Is the recipient and benefactor of WFP support, is responsible for the implementation of the PRRO (main government partners MRRD, MoE). Ultimately, WFP hands-over to it the programmes and their funding	Review of accomplishments and bottlenecks, improving future implementation in the country, examining the synergies with other donor support, assess its capacity to take over programmes and funding. May seek expansion in PRRO coverage	Ensure clearly articulated conclusions and recommendations that will inform the government on the effectiveness of the PRRO and guide future interventions in Afghanistan. The Government (central, regional a levels) is a key informant for the evaluation and will provide qualitative and quantitative data to the evaluation team, and will elaborate on the PRRO intervention vis-à-vis its overall policies.

Key stakeholder groups	Role in PRRO 10427.0	Interest in the evaluation	Implications for the evaluation
NGO partners (local and international NGOs)	Implementing partners for selected activities within the PRRO and they provide complimentary inputs	Review of accomplishments and bottlenecks, refinement of their interventions, assess effectiveness of partnership with WFP	NGO partners are key informants to the evaluation, they will provide qualitative and quantitative data to the team (possibly even at the outcome and impact levels)
UN agencies	Implementing partners for selected activities within the PRRO and they provide complimentary inputs	Review of accomplishments and bottlenecks, refinement of their interventions, ensure continued consistency of PRRO with overall CT goals	UN partner agencies are key informants to the evaluation, they will provide qualitative and quantitative data to the team, will provide information on relevance of the PRRO to the Poverty Reduction Strategy and the overall goals of the CT
Communities	Direct beneficiaries of WFP support, form committees for activity identification and design, assist in beneficiary targeting	Possibility to articulate their needs and experience related to the WFP operations, to be considered in project design and implementation.	Key informants to the team, site visits and group/individual interviews to be conducted will highlight their constraints and the extent to which PRRO is addressing them. Particular attention to be given to the level of their participation in the operations' activities, and the extent of women participation
Donors	Financers of the PRRO, have geo-political interests in the country/region	Particularly interested in issues of efficiency and effectiveness of their contributions to the WFP operation; complementarities and synergies with other programmes.	Key informants to the team at the country level on issues of relevance, appropriateness, consistency, perceived results and value added of the d of WFP activities. Evaluation findings might influence their future country strategy and funding decisions
WFP Board	This PRRO part of the approved portfolio of WFP's field operations for which the EB is accountable	Ensure that the dual purposes of accountability and learning are achieved	Ensure clearly articulated conclusions and recommendations that will enable the EB to ensure that future interventions in Afghanistan take this evaluation into consideration

Annex 7 - Tables, Maps & Charts

Contents

- 7 a NRVA Data on Food Insecure, Borderline and Food Secure Population by Province
- 7 b Map of WFP Activities
- 7 c Map – Security Risk Areas
- 7 d WFP CO Afghanistan – Organisational Chart
- 7 e Beneficiary numbers and categories, 2006 – 2008
- 7 f Trends in TB Case Detection and Treatment Outcomes

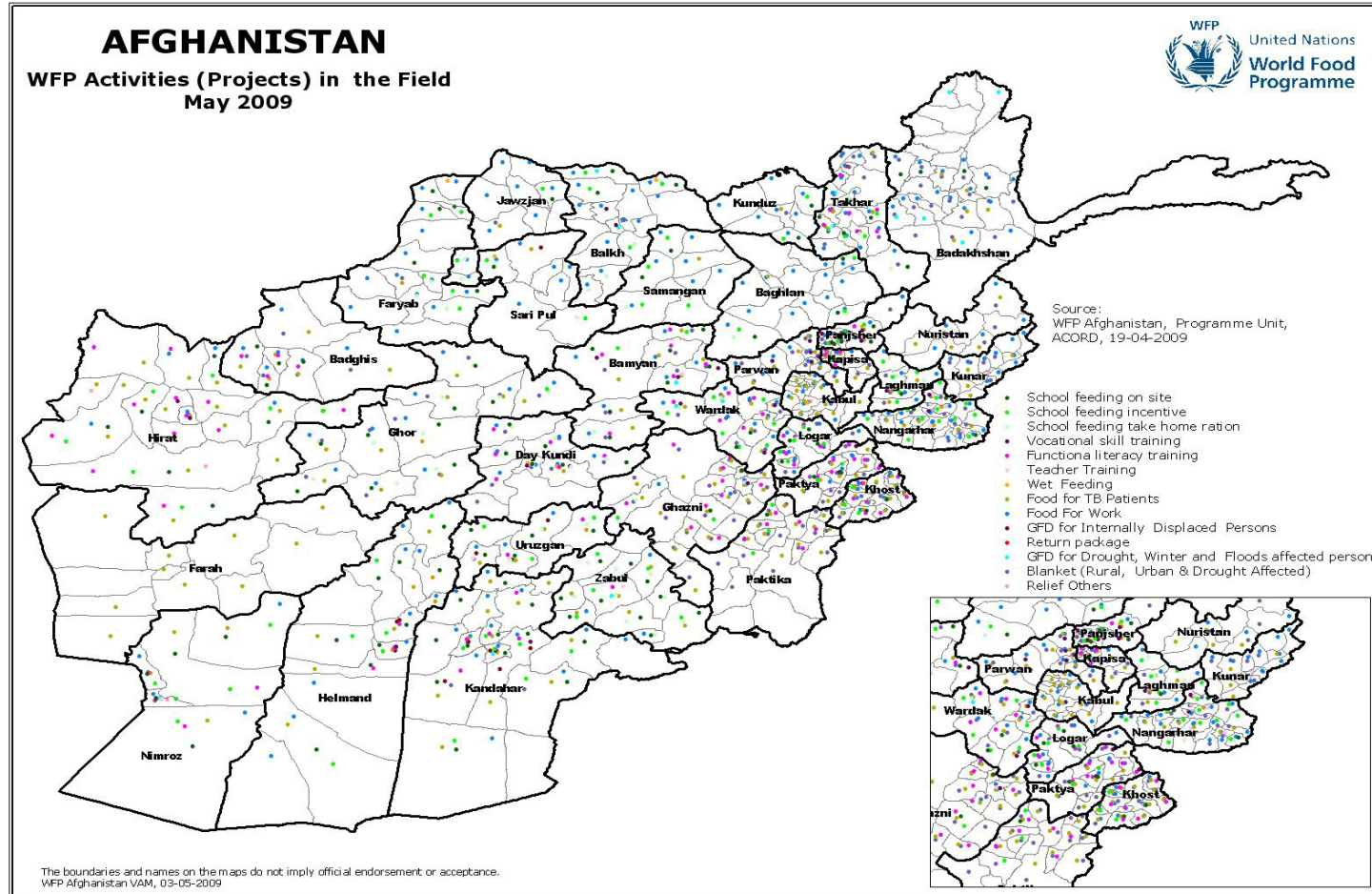
Annex 7a Table: Data on Food Insecure, Borderline and Food Secure Population by Province, according to NRVA 2005 and 2007/8

No	Demography				Total Food Insecure Population (NRVA 2007/2008)	Percentage of Food Insecure Populations by Province NRVA 2007/2008			Percentage of Food Insecure Populations by Province NRVA 2005		
	Province	CSO Settled Population by civil division (Urban and Rural) 2008-09 Population				Food Insecure	Border-line	Food Secure	Food Insecure	Border-line	Food Secure
		Rural	Urban	Total Population							
1	Badakhshan	813,900	32,000	845,900	483,269	57	17	26	35	24	41
2	Badghis	428,700	12,700	441,400	176,459	40	33	27	23	33	44
3	Baghlan	646,700	157,300	804,000	142,708	18	23	59	16	18	65
4	Balkh	743,900	400,900	1,144,800	566,992	50	29	22	16	22	62
5	Bamyan	387,000	11,000	398,000	196,969	49	28	22	33	24	43
6	Daykundi	407,200	3,100	410,300	217,298	53	31	16	59	21	20
7	Farah	424,700	31,900	456,600	101,927	22	25	53	18	18	64
8	Faryab	780,300	104,100	884,400	328,848	37	25	38	16	21	63
9	Ghazni	1,041,100	51,500	1,092,600	458,749	42	20	38	22	25	54
10	Ghor	608,800	6,100	614,900	352,936	57	34	9	41	21	38
11	Helmand	775,000	46,800	821,800	72,053	9	20	71	27	31	41
12	Herat	1,198,100	444,600	1,642,700	438,818	27	26	47	20	18	61
13	Jawzjan	377,700	99,000	476,700	134,260	28	31	41	17	15	68
14	Kabul	599,800	2,850,000	3,449,800	621,832	18	14	68	14	18	68
15	Kandahar	705,300	352,200	1,057,500	162,621	15	18	67	18	23	59
16	Kapisa	391,600	1,300	392,900	122,161	31	16	53	15	15	71
17	Khost	501,600	10,000	511,600	237,458	46	21	33	18	20	61
18	Kunarha	389,100	11,900	401,000	123,862	31	24	46	14	8	78
19	Kunduz	670,800	212,100	882,900	176,429	20	17	63	11	18	71
20	Laghman	392,400	4,400	396,800	190,694	48	26	26	23	30	47
21	Logar	340,500	8,500	349,000	152,052	44	24	32	26	16	58

No	Demography				Total Food Insecure Population (NRVA 2007/2008)	Percentage of Food Insecure Populations by Province NRVA 2007/2008			Percentage of Food Insecure Populations by Province NRVA 2005		
	Province	CSO Settled Population by civil division (Urban and Rural) 2008-09 Population				Food Insecure	Border-line	Food Secure	Food Insecure	Border-line	Food Secure
		Rural	Urban	Total Population							
22	Nangarhar	1,146,400	187,100	1,333,500	255,911	19	19	62	12	17	71
23	Nimroz	117,300	22,600	139,900	34,462	25	29	46	31	53	16
24	Nooristan	131,900		131,900	29,130	22	41	37	50	31	18
25	Paktika	384,900	2,400	387,300	178,947	46	24	30	20	34	46
26	Paktya	490,900		490,900	247,620	50	22	27	22	16	61
27	Panjsher	136,700		136,700	34,830	25	9	66	13	17	70
28	Parwan	539,100	50,600	589,700	57,465	10	15	76	15	6	79
29	Samangan	319,200	25,200	344,400	156,413	45	38	17	19	13	68
30	Sar-I-Pul	459,700	37,200	496,900	138,687	28	48	24	30	25	44
31	Takhar	760,200	110,700	870,900	203,024	23	14	63	21	24	55
32	Urozgan	303,100	8,800	311,900	58,326	19	22	59	37	37	26
33	Wardak	528,600	2,600	531,200	216,515	41	21	38	50	20	29
34	Zabul	260,100	10,500	270,600	113,099	42	18	40	27	32	41
	Total	18,202,300	5,309,100	23,511,400	7,182,825	31	23	46	24	22	54

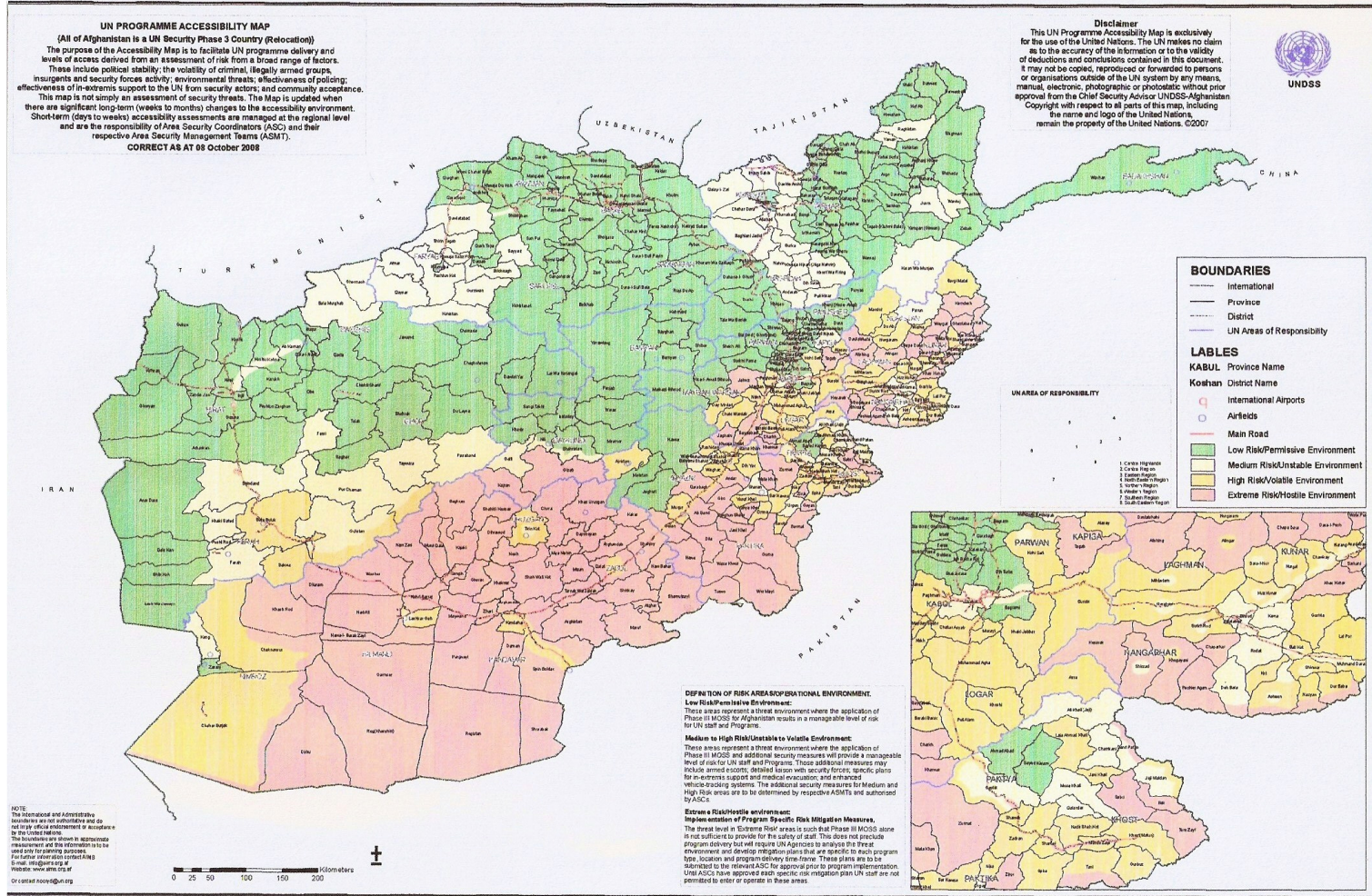
Annex 7b

Map 1 - WFP Activities in the Field, May 2009



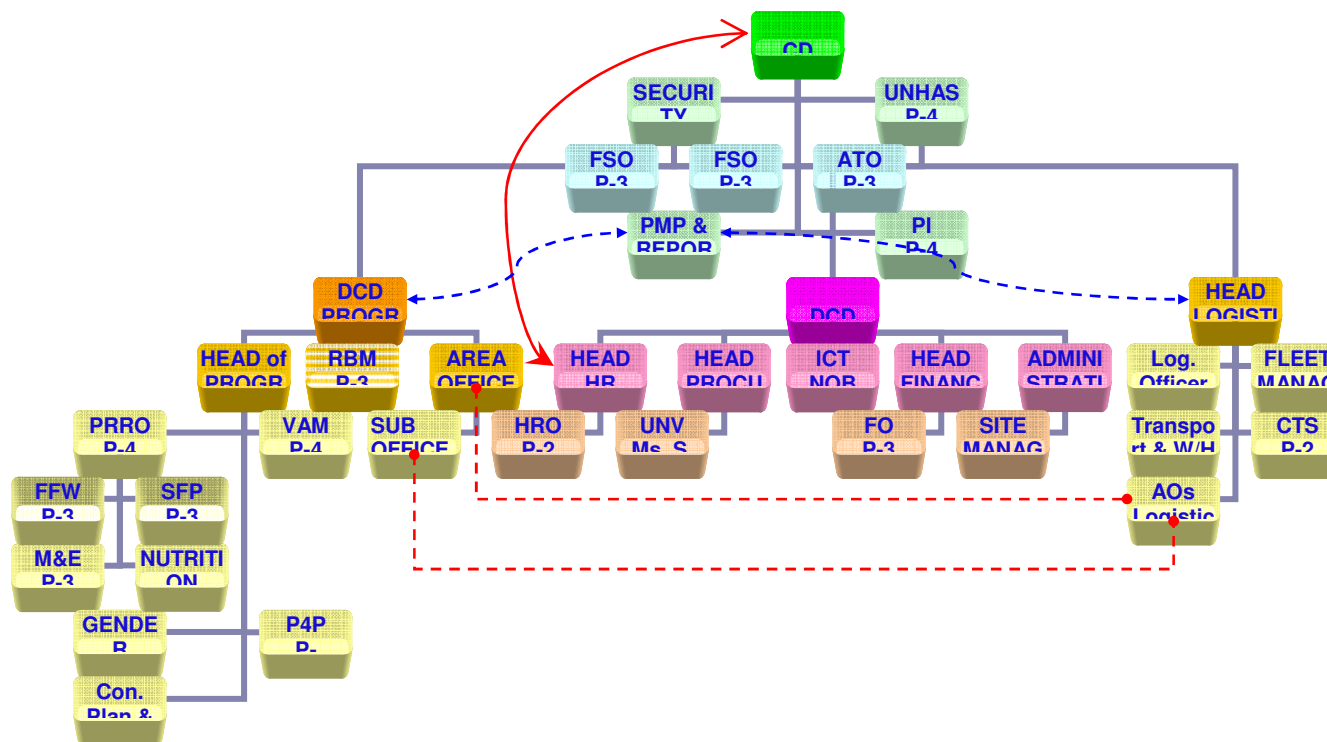
Annex 7c

Map 2 – Security Risk Areas



Annex 7d

WFP CO Afghanistan – Organisational Chart



Annex 7e

Beneficiary Numbers and Categories, 2006 – 2008

Beneficiary Category	Planned			Actual			% Actual v Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Number of children below 5 years of age	138,006	132,594	270,600	292,648	281,172	573,820	212.1 %	212.1 %	212.1 %
Number of children 5 to 18 years of age	1,318,509	1,037,391	2,355,900	1,433,837	1,270,058	2,703,895	108.7 %	122.4 %	114.8 %
Number of adults	351,515	337,985	689,500	741,190	711,604	1,452,794	210.9 %	210.5 %	210.7 %
Total number of beneficiaries in 2006	1,808,030	1,507,970	3,316,000	2,467,675	2,262,834	4,730,509	136.5 %	150.1 %	142.7 %

The total number of beneficiaries includes all targeted persons who were provided with WFP food during the reporting period - either as a recipient/participant in one or more of the following groups, or from a household food ration distributed to one of these recipients/participants.

Internally Displaced Persons	38,250	36,750	75,000	121,733	116,959	238,692	318.3 %	318.3 %	318.3 %
Beneficiaries of General food distribution (GFD)	191,250	183,750	375,000	458,734	440,744	899,478	239.9 %	239.9 %	239.9 %
Children receiving school meals	855,000	645,000	1,500,000	779,983	588,408	1,368,391	91.2 %	91.2 %	91.2 %
Children receiving take-home rations	256,500	400,000	656,500	244,509	359,892	604,401	95.3 %	90.0 %	92.1 %
Participants in Food For Work	78,750	26,250	105,000	203,441	67,814	271,255	258.3 %	258.3 %	258.3 %
Participants in Food For Training	23,900	47,100	71,000	21,019	33,896	54,915	87.9 %	72.0 %	77.3 %

Beneficiary Category	Planned			Actual			% Actual v Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Number of children below 5 years of age	354,960	341,040	696,000	516,671	496,440	1,013,111	145.6 %	145.6 %	145.6 %
Number of children 5 to 18 years of age	1,643,940	1,350,060	2,994,000	1,641,660	1,577,327	3,218,987	99.9 %	116.8 %	107.5 %
Number of adults	894,400	859,600	1,754,000	1,291,678	1,241,100	2,532,778	144.4 %	144.4 %	144.4 %
Total number of beneficiaries in 2007	2,893,300	2,550,700	5,444,000	3,450,009	3,314,867	6,764,876	119.2 %	130.0 %	124.3 %
Total number of beneficiaries in 2006	2,742,039	2,405,351	5,147,390	2,467,675	2,262,834	4,730,509	90.0 %	94.1 %	91.9 %

The total number of beneficiaries includes all targeted persons who were provided with WFP food during the reporting period - either as a recipient/participant in one or more of the following groups, or from a household food ration distributed to one of these recipients/participants.

Internally Displaced Persons	61,200	58,800	120,000	69,533	65,026	134,559	113.6 %	110.6 %	112.1 %
Beneficiaries of General food distribution (GFD)	504,900	485,100	990,000	355,034	275,592	630,626	70.3 %	56.8 %	63.7 %
Children given food under supplementary feeding	20,400	19,600	40,000						
Pregnant and lactating women participating in MCH/supplementary feeding	n.a.	50,000	50,000	n.a.			n.a.		
Children receiving school meals	855,000	645,000	1,500,000	946,853	433,027	1,379,880	110.7 %	67.1 %	92.0 %
Children receiving take-home rations	256,500	400,000	656,500	531,945	291,768	823,713	207.4 %	72.9 %	125.5 %
Participants in Food For Work	221,250	73,750	295,000	438,610	203,786	642,396	198.2 %	276.3 %	217.8 %
Participants in Food For Training	31,000	63,000	94,000	13,228	61,996	75,224	42.7 %	98.4 %	80.0 %

Beneficiary Category	Planned			Actual			% Actual v Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Number of children below 5 years of age	492,809	473,483	966,292	737,259	708,347	1,445,606	149.6 %	149.6 %	149.6 %
Number of children 5 to 18 years of age	1,850,713	1,548,724	3,399,437	1,935,314	1,688,227	3,623,541	104.6 %	109.0 %	106.6 %
Number of adults	1,239,521	1,191,207	2,430,728	1,849,200	1,776,920	3,626,120	149.2 %	149.2 %	149.2 %
Total number of beneficiaries in 2008	3,583,043	3,213,414	6,796,457	4,521,773	4,173,494	8,695,267	126.2 %	129.9 %	127.9 %
Total number of beneficiaries in 2007	2,893,300	2,550,700	5,444,000	3,450,009	3,314,867	6,764,876	119.2 %	130.0 %	124.3 %
Total number of beneficiaries in 2006	2,742,039	2,405,351	5,147,390	2,467,675	2,262,834	4,730,509	90.0 %	94.1 %	91.9 %

The total number of beneficiaries includes all targeted persons who were provided with WFP food during the reporting period - either as a recipient/participant in one or more of the following groups, or from a household food ration distributed to one of these recipients/participants.

Internally Displaced Persons				67,589	64,939	132,528			
Beneficiaries of General food distribution (GFD)	294,483	282,935	577,418	565,018	542,860	1,107,878	191.9 %	191.9 %	191.9 %
Children receiving school meals	855,000	645,000	1,500,000	797,926	601,944	1,399,870	93.3 %	93.3 %	93.3 %
Children receiving take-home rations	256,500	400,000	656,500	366,055	462,517	828,572	142.7 %	115.6 %	126.2 %
Participants in Food For Work	337,954	199,053	537,007	587,975	270,540	858,515	174.0 %	135.9 %	159.9 %
Participants in Food For Training	44,100	92,900	137,000	47,452	102,649	150,101	107.6 %	110.5 %	109.6 %

Source: SPRs 2006 - 2008

Annex 7f

Trends in TB Case Detection and Treatment Outcomes

Case Detection and Treatment Outcomes		2000	2001	2002	2003	2004	2005	2006	2007	2008
Case Detection	Number of TB cases detected		9,851	13,958	13,808	18,409	21,844	25,475	28,769	28,301
	Case detection rate (all new cases, %)	20	28	35	34	43	50	55	61	
	DOT coverage (%)	15	12	38	53	68	81	97	97	
	Relapses		407	600	599	888	856	1,132	1,078	
Treatment	Treatment success (new ss+ patients, %)	85	84	87	86	89	90	89	90	
	Defaulted		491	368	349	266	215	265	254	
	Defaulting Rate							2.2	2.2	
Annual deaths due to TB related diseases						25,920			10,800	8,000

Sources: Compiled from Stop TB partnership, Volume 2, Issue 1, March-May 2009; WHO Report, 2009, Global Tuberculosis Control, Epidemiology, Strategy, Financing, Who, Geneva, 2009; We Understand Pain When We Experience It, We Understand Death When We Lose Someone Dear: Tuberculosis Can Be Stopped, MoPH-NTP, Kabul, May 2008; and Data from NTP.

To increase case detection and treatment coverage, efforts are underway to introduce community-based DOT, which will be implemented through Community Health Workers (CHWs).

So far, data collected by NTP includes outputs and outcomes. Impact indicators to verify “reduction in the number of TB-affected population” are currently not part of the monitoring system. The WHO country office which is providing technical support to the NTP indicated that plans are underway to undertake a TB prevalence survey in early 2010 and US\$8 million dollars have been allocated for this.

Annex 7g

Data on FFE/T Food Distribution and Rations

Table 7g-1: Periodicity and duration of food distribution

Activity	Periodicity of distribution	Duration of distribution
On-site dry feeding	Daily	190 days per year
On-site wet feeding	Daily	190 days per year
Take-home ration – Pre/post winter distribution	One before winter + one in spring	
Take-home ration – Incentive for girls	Monthly	4 months or 7 months depending on food insecurity and gender gap in the area
Functional literacy training	Every 2 months	Maximum 9 months
Vocational training	Monthly (or every 2 months whenever possible)	Maximum 3 to 7 months
Teacher training	Monthly (or every 2 months whenever possible)	Maximum 2 months

Table 7g-2: Ration type and commodities

Activity	Rations per person per day (g)					
	Wheat/wheat flour	Pulses	Oil	Salt	HEB	MNP
FFT functional literacy training	200	30	15	5		
FFT vocational training	200	30	15	5		
SF on-site dry					100	
SF on-site wet	120	40	10	5		1
	Incentive rations, per person per month (kg)					
	Wheat/wheat flour					Oil
FFT teachers						3.7
SF girls take-home ration						3.7
SF Pre/post winter distribution	50					

Annex 7h - Comparison of Nutrient Composition of High Energy Biscuits and Micronutrient Powder

Vitamins	RNI	Indian High Energy Biscuits		Micronutrient Powder	
	(7-9 years)	Content	As % of RDI	Content	As % of RDI
Vitamin A (□g)	500	500	100	500	100
Folic Acid (□g)	300	300	100	300	100
Vitamin C (mg)	35	Not indicated		35	100
Vitamin D (□g)	5	Not indicated		5	100
Vitamin E (mg)	7	Not indicated		7	100
Vitamin B1 (mg)	0.9	0.9	100	0.9	100
Vitamin B2 (mg)	0.9	0.9	100	0.9	100
Vitamin B3 (mg)	12	12	100	12	100
Vitamin B6 (mg)	1	1	100	1	100
Vitamin B12 (□g)	1.8	1.8	100	1.8	100
Minerals	RNI	Indian High Energy Biscuits		Micronutrient Powder	
	(7-9 years)	Content	As % of RDI	Content	As % of RDI
Iron (mg)	8.9	18	200	8.9	100
Iodine (□g)	120	100	83	120	100
Zinc (mg)	5.6	8	140	5.6	100
Copper (mg)	0.52	Not indicated		0.52	100
Energy, Protein and Fat	RNI	Indian High Energy Biscuits		Micronutrient Powder	
	(7-9 years)	Content	As % of RDI	Content	As % of RDI
Energy (Cal)	1900	455	24	659	35
Protein (g)	34	11	32	26	76
Fat (g)	42	13.2	31	23	55

Sources: Complied from Joint FAO/WHO Expert Consultation (2002), Vitamin and Mineral Requirements in Human Nutrition, WHO, Geneva; WFP Food and Nutrition Handbook; Food and Nutrition in the Management of Group Feeding Programmes and Sprinkles Global Health Initiative

Annex 7i - Fortified Wheat Flour Production Capacity and Actual Production

Location	Name of Milling Company	Production Capacity (mt/Day)	Actual Production (mt/day)	Remarks
Kabul	Surat Zada or Kabul Flour Mill (one production line)	160	140-145	<ul style="list-style-type: none"> Extraction rate = 85% Daily production determined by market demand
	Afghan Flour Mill	120	60	<ul style="list-style-type: none"> Extraction rate = 85%
Mazar	Sayed Jamal Flour Mill (two production lines)	50	35-40	<ul style="list-style-type: none"> Extraction rate = 80%
	Sakhawat Flour Mill (one production line)	60	20	<ul style="list-style-type: none"> Extraction rate = 75-85%
	Sooratzada Ltd (one production line)	220	120	<ul style="list-style-type: none"> Extraction rate = 85% Excess flour is marketed in Kabul
Kunduz	Kunduz Flour Mill (one production line)	120	60-70	<ul style="list-style-type: none"> Extraction rate = 85%
Herat	Arya Flour Company (two production lines)	220	50	Also bakes 180,000 breads/day. Experienced problems with micro-feeder in 2008. This disrupted production for 2 months.
Jalala-bad	Habaon Flour Mill (one production line)	110		Micro-feeder and premix were delivered and production starts before end of June
Total		1060	Up to 505	

Packaging and Labelling: To curb potential misuse/re-use of their flour bags, the Kabul-based Surat Zada Mill indicated that their 49Kg fortified flour bags carry no nutritional labelling. Instead, a MoPH tag, which certifies that the wheat flour in the bag is fortified and good for health, is stitched on as the bag is closed, immediately after weighing.

Miller and senior government officials met during the mission indicated that they had not thought of strategies for continuing production of fortified flour in the event of termination of WFP assistance. However, the WFP country office indicated that it was working on an exit strategy, which entails introducing the millers association to the premix suppliers and gradually passing on the cost of wheat flour fortification to the consumer. This has not yet been discussed with millers and the MoPH.

Annex 7j - Major Elements of Literacy and Non-formal Education Curriculum

Learners' characteristics: Illiterate males and females

Age Group: 11-45(learners ranging from 46-55 can be included as per their interest and physical ability. Separate grouping should be organized in case of learner's age between 11-14)

Number of learners in one centre/course: 20-30 learners (different courses should be organized for male and female)

Daily contact hour: 2 hour

Daily time distribution:

- Review of previous lesson: 10 min.
- Discussion on the topic: 30 min.
- Introduction of lesson & practice: 20 min.
- Self & group reading and writing: 30 min.
- Maths: 25 min.
- Conclusion: 05 min.

Number of working days in a week: 6 days

Operational time: As per choice the learner's course-operating time will be decided

Course duration: 6 months for basic literacy and 3 months for post literacy

Terminal competency at the end of Basic literacy: Equivalent to Class II of formal school

Terminal competency at the end of Post literacy: Equivalent to Class III of formal school

Table 1: Description of lesson and duration of Basic and Post Literacy

Lesson	Basic Literacy						Total	Post Literacy			Total
	Level -I			Level -II		Level III		Level I	Level II	Level III	
Main Lesson	18	18	18	18	18	18	108	12	12	12	36
Number of days	18	18	18	18	18	18	108	24	24	24	72
Review lesson	6	6	6	6	6	6	36				
Number of days	6	6	6	6	6	6	36				
Month	1	1	1	1	1	1	6	1	1	1	3

6 special assessment sessions will be conducted after each level of Basic and Post literacy

Table 2: Content of Basic Literacy Course (6 Months)

Islamic Religion and Social Values	Economy	Health and Environment	Peace, Security and Human Rights	Agriculture and Livestock	Life Skills
<ol style="list-style-type: none"> 1. Recognizing of Allah and qualities of Allah 2. Recognizing of Mohammad 3. Faiths 4. Recognizing of all prophets 5. Recognizing of 4 holy books 6. Recognizing of Angels 7. Five pillars of Islam 8. Abu lotion 9. Pray 10. Fasting 11. Tayamum 12. Rights of a neighbours 13. Rights of a wife and husband 14. Patriotism in the eyes of Islam 15. Rights of parents 16. <i>Halal</i> 17. <i>Taqwa</i> 18. <i>Patience</i> 	<ol style="list-style-type: none"> 1. <i>Advantages of working</i> 2. Daily saving of a family 3. Daily expenses of a family 4. Raising of family income 5. Tailoring 6. Weaving 7. Carpenter 8. Mason 9. Welder 10. Leather products 11. Export and import 12. Electricity 13. Industry 14. Bakery 15. Roads of Afghanistan 16. Products of Afghanistan 17. Mountains of Afghanistan 	<ol style="list-style-type: none"> 1. Hygiene 2. Cleanliness of clothes 3. Clean lines of house. 4. Cleanliness of environment 5. Pure water 6. Fruits 7. Vaccination 8. Nutritious food 9. Diarrhoea 10. Tuberculoses 11. Malaria 12. Tetanus 13. Protection of child and mother 14. Mother's milk 15. Small family 16. Physical Exercise 17. Medicine 18. Typhoid 	<ol style="list-style-type: none"> 1. Afghanistan 2. Peace and security 3. Patriotism 4. Dignity of human being 5. National unity 6. Rights of the people 7. Rights of Women 8. Dowry 9. Rights of a child 10. Responsibility of parents in a family 11. Force marriage 12. Social justice 13. Culture of different nationalities 14. Living in a harmony 15. Freedom is a gift of Allah 16. Government 17. Employment of professionals 18. Population 	<ol style="list-style-type: none"> 1. Farming 2. Establishment of garden 3. Raising of sheep 4. Vegetable Gardening 5. Poultry 6. Domestic animals 7. Raising of milky cows 8. Plantation 9. Irrigation 10. Grains 11. Forest 12. Insects 13. Highbred seeds 14. Chemical fertilizer 15. Silk worm 16. Honey bee 17. Plantation 18. Vegetable garden 	<ol style="list-style-type: none"> 1. Ways of good speaking 2. Ways of good hearing 3. Good ways of understanding 4. Reorganization & understanding of family relationship 5. Knowing of self position in the family and society 6. Understanding of self-right & responsibilities in the family and in the community 7. Proper use of time 8. Self confidence 9. Making proper decision 10. Solving of problems 11. Knowing of factors of psychological stress 12. Ways of overcoming stress. 13. Accepting others' criticism 14. Creative thinking 15. Knowing of self 16. Maintain family income and spending 17. Family budgeting 18. Control of unrealistic desire

Table 3: Content of Post Literacy Course (3 Months)

Islamic Religion and Social Values	Skills and Income	Health and Environment Preservation	Social Issues and Human Rights	Agriculture and Livestock	Life Skills
<ol style="list-style-type: none"> 1. Benefits of education from the Islamic point of view 2. Abu lotion and pray 3. Importance of sura in the Islamic point of view 4. Child rights in the Islamic point of view 5. Eid's and janaja pray 6. Kindness for animal 	<ol style="list-style-type: none"> 1. Micro credit and its proper use 2. Tailoring 3. Carpet making 4. Masonry and carpentry 5. Making of leather products 6. Marketing of products 	<ol style="list-style-type: none"> 1. Benefits of balanced food 2. Harmful effects of drugs 3. Prevention of disease 4. First Aids 5. HIV/AIDS 6. Prevention of environment Pollution 	<ol style="list-style-type: none"> 1. Benefits of forgiveness 2. Enhancement of national unity 3. Patience, brotherhood and equality 4. Good conduct and character (Aqlakh) 5. Prevention of historical & Cultural heritage 6. Islamic law 	<ol style="list-style-type: none"> 1. Preservation of forest 2. Agriculture cooperative 3. Green house 4. Silk worm raising 5. Herbal medicine from herbal plants 6. Poultry farm 	<ol style="list-style-type: none"> 1. Self-sufficiency 2. Decision making 3. Self-criticism 4. Self respect & respect to others 5. Discipline in daily family life 6. Analysis, Synthesis, Judging

Annex 8

Compiled Data on Logframe Indicators, Afghanistan PRRO 10427, 2006-2008

(Note: Empty fields indicate that no monitoring data have been available on this item of the Log)

Outputs										
2.1. Target beneficiaries from vulnerable populations participate in food-supported asset-creation and income-generation activities, with an emphasis on environmental conservation.	1. Number of beneficiaries participating in safety-net activities and in asset generating activities, men and women.									
	2. Number of IDPs receiving WFP food aid.	SPR 2006,2007, and 2008	75.000	238.692	120.000	134.559	no data	132.528		
2.2. Timely provision of food to target beneficiaries from IDP populations, contingent on development in the near future	3. Numbers and types of assets created.									
	Roads constructed/rehabilitated (km)			4,692		12,327		17,413	16,954	
	Irrigation Canals constructed/rehabilitated (km)			3,584		11,459		16,406	10,747	
	Water ponds/reservoirs/wells rehabilitated (nb)			1,106		2,647		5,877	5,153	
	River sides (Nawars) protection (m2)			65		65		1,015,143	402,929	
	Retaining/protection walls constructed (m3)							5,890	TBD	
	Area of land protected/improved (Ha)			nil		nil		7,462	9,875	
	Nurseries/orchards established (Nb)			161		189		668	452	
	Trees planted (Nb)			180,700		1,760,012		343,005	463,500	
	Tree saplings produced/distributed (Nb)			317,394		3,124,950		2,861,750	2,603,500	
	Land cultivated (Ha)			10		17,500		7,520	7,000	
	School constructed (Nb)			13		25		25	31	
	School assisted under School Feeding Programme(Nb)			5,283		5,567		5,827	6,200	

	4. Numbers and types of training conducted for income-generation (vocational skill, training on tailoring, carpet weaving, masonry, carpentry, metal work, nursery. Bee keeping etc.)									
			no data	11526	no data	14517	no data	31798	30240	
	male		no data	3.458	no data	3.475	no data	4.961	5.394	
	female		no data	8.068	no data	11.042	no data	26.837	24.846	
	5. Quantity of food distributed, by project category and commodity.									
	by project - relief IDP			6188,47		4288,14		2611,87		
	by commodity - IDP									
	wheat			2563,35		3542,96		2254,7		
	flour			2421,55		64,35		0		
	pulses			557,9		384,18		196,99		
	veg.oil			360,76		266,24		147,66		
	sugar			0		0		0		
	date			0		0		0		
	rice			282,12		0		0		
	mix			0		0		0		
	salt			2,79		30,42		12,51		
	biscuits			0		0		0		
	6. Percentage of women in decision-making position in food-management committees.	SPR 2006,2007, and 2008	50%	47%	25%	24%	25%	28%		
SO3: Support the improved nutrition and health status of children, mothers and other vulnerable groups										
Outcomes										
3.1. Substantial reduction in the number of people with TB.	1. Number of TB patients completing treatment (%)	SPR 2006,2007, and 2008		63%		41%		39%		

3.2. Raised awareness and participation of communities in preventive health and nutrition activities.	2. Perception by ministries and trainers of communities' ability to utilize the knowledge gained.									
3.3. Substantial reduction of helminthic infections.	3. Rate of helminthic infection in WFP target area.									
3.4. Greater availability of locally produced and fortified wheat flour.	4. Quantity of fortified wheat flour produced annually.									
Outputs										
3.1 Timely provision of fortified food to TB patients to encourage completion of treatment through food supported interventions.	1. Number of TB patients receiving WFP food aid undergoing treatment.	SPR 2006,2007, and 2008	26.000	25.000	24.263	21.534	28.523	23.369		
	2. Tonnage of food distributed, by activity and commodity.									
	by activity TB			8.333,90		8.327,82		8.419,26		
	by commodity									
	wheat			5.415,45		5.756,90		6.606,75		
	flour			865,95		1.010,06		556,03		
	pulses			1.056,94		961,73		626,38		
	veg.oil			492,18		495,75		523,55		
	sugar			7,06		2,00		2,00		
	date			0,00		0,00		0,00		
	rice			412,00		9,12		0,00		
	mix			0,00		0,00		0,00		
	salt			84,33		92,25		104,55		
biscuits			0,00		0,00		0,00			
3.2. Target beneficiaries participate in nutrition, health and HIV/AIDS awareness training	3. Beneficiaries receiving WFP food assistance through awareness training, by age and sex.									
	by age & sex									
	4. Numbers and types of training conducted for awareness-raising.									
	number of people trained in needs assessments, food security, targeting....									
govt staff			no data	no data	no data	no data	no data	1062	406	

	male		no data	no data	no data	no data	no data	912	350	
	female		no data	no data	no data	no data	no data	150	56	
	wfp staff		no data	no data	no data	no data	no data	23	90	
	male		no data	no data	no data	no data	no data	20	75	
	female		no data	no data	no data	no data	no data	3	15	
	other cooperating partners staff		no data	no data	no data	no data	no data	242	460	
	male		no data	no data	no data	no data	no data	231	420	
	female		no data	no data	no data	no data	no data	11	40	
3.3. Provision of de-worming tablets for targeted children in WFP-supported programmes.	5. Number of children, by age and sex, provided with deworming pills.	SPR 2006,2007, and 2008	5.000.000	4.571.263	6.011.674	5.571.758	4.764.346	5.038.142		
	by age & sex									
3.4. Technical support and financing provided to assist production of fortified wheat flour.	6. Technical support by type and amount and financing provided.									
	7. Percentage of micronutrient-fortified food delivered through WFP-supported nutrition interventions.									
SO4: Support access to education and reduce gender disparity in access to education and skills training										
Outcomes										
4.1. Increased enrolment of primary schoolchildren and improved attendance in food-insecure and low enrolment/high-gender-gap areas; short-term hunger addressed to improve concentration and learning, and reduced gender disparities in access to primary education.	1. Absolute enrolment: numbers of girls enrolled in WFP-assisted primary schools.	SPR 2006,2007, and 2008		948300		625333		797926		
	1. Absolute enrolment: numbers of boys enrolled in WFP-assisted primary schools.									
	2. Net enrolment rate: percentage of school-aged girls enrolled in WFP - assisted primary schools									
	2. Net enrolment rate: percentage of school-aged boys enrolled in WFP - assisted primary schools	SPR 2006,2007, and 2008		194		200,1		234		
	3. Attendance rate: percentages of girls attending at least 80 percent of the school year in WFP-assisted primary schools	SPR 2006,2007, and 2008		64		83		89		

	3. Attendance rate: percentages of boys attending at least 80 percent of the school year in WFP-assisted primary schools	SPR 2006,2007, and 2008		92		91		88		
	4. Ratio of girls to boys enrolled in WFP-assisted schools.	SPR 2006,2007, and 2008		0,7		0,53		0,67		
	5. Teachers' perception of children's ability to concentrate and learn in school as a result of school feeding.									
4.2. Improve the literacy and functional life skills of poor rural adults.	6. Number of beneficiaries, by gender, completing literacy and functional skills training.									
	literacy male			35268		183600		306000		
	literacy female			33884		176400		294000		
	6. Number of beneficiaries, by gender, completing literacy and functional skills training.									
	vocational skill male			63238		61200		67320		
	vocational skill female			60758		58800		64680		
	7. Tonnage of food aid distributed, by project.									
	Functional literacy	Dispatch files mt 2006,2007, 2008		4831,64		10220,39		17532,76		
	Vocational training			1569,94		2598,25		3562,2		
Outputs										
4.1 Timely provision of food to targeted children in WFP assisted schools.	1. Number of boys and girls receiving food aid in WFP-assisted primary schools.									
	male			1050603	950784	1114152	1156315	936692		

8. Participants in school construction, by beneficiary category and sex.										
9. Tonnage of food aid distributed (FFW recovery?).	Dispatch files mt 2006,2007, 2008		43698,42		105107,76			70482,14		
10. Tonnage of food distributed for literacy and life skills training, by commodity.										
wheat			4239,99		4120,81			17414,05		
flour			510,64		0			95,2		
pulses	Dispatch files mt 2006,2007, 2008		772,68		388,7			2164,69		
veg.oil			376,54		293,46			1195,6		
sugar			12		26,9			15,8		
date	Dispatch files mt 2006,2007, 2008		14,43		24,16			0		
rice			429,9		0			0		
mix			0		0			0		
salt	Dispatch files mt 2006,2007, 2008		44,76		57,35			209,62		
biscuits			0,65		0			0		
11. Number of beneficiaries, by project and gender.										
Functional literacy			123996	388254	356488	87698		106946		
male			63238	95064	53390	26532		18590		
female			60758	293190	303098	61166		88356		
Vocational training			69152	125706	87102	23400		31048		
male			35268	39008	20852	9416		4961		
female			33884	86698	66250	13984		26087		
SO5: Strengthen the capacities of countries to establish and manage food-assistance and hunger-reduction programmes outcome										

Outcome										
Increased capacity to identify food needs, develop strategies and carry-out food based programme in targeted areas.	1. Percentage of CDCs submitting project proposals.									
	2. Percentage of government contribution of financial and human resources to the NRVA.									
	3. Percentage of identified people requiring food assistance reached through government - implemented programmes.									
Outputs										
Provision of capacity-building assistance to country entities involved in food-assistance and hunger-reduction efforts.	1. Number of counterpart and CDC staff at the local, regional and national levels trained in WFP-assisted programmes.									
	2. Number and types of training conducted for government capacity-building.									
	number of people trained in needs assessments, food security, targeting....									
	govt staff		no data	no data	no data	no data	no data	1062	406	
	male		no data	no data	no data	no data	no data	912	350	
	female		no data	no data	no data	no data	no data	150	56	

Annex 9 - Commodities Distributed, by Relief and Recovery Activity, 2006- 2008

ALL AREA OFFICES	Commodities (in mt)										
Annual 2006 Report January 06- December 06											
	Wheat	Flour	Pulses	Veg. Oil	Sugar	Date	Rice	Mix	Salt	Biscuits	TOTAL
EMG*	4.052,183	918,339	416,793	268,231	2,910	12,252	0,000	0,000	2,679	48,888	5.722,275
IDP Feeding (camp)	2.563,349	2.421,550	557,903	360,756	0,000	0,000	282,120	0,000	2,790	0,000	6.188,468
Subtotal Relief	6.615,532	3.339,889	974,696	628,987	2,910	12,252	282,120	0,000	5,469	48,888	11.910,743
IFTB	5.415,454	865,945	1.056,940	492,183	7,057	0,000	412,000	0,000	84,325	0,000	8.333,904
Food for Work	31.149,073	5.426,542	3.650,837	2.266,276	0,000	0,000	1.004,382	0,000	201,307	0,000	43.698,418
FFT Total	3.835,060	440,611	683,942	438,200	12,000	14,430	238,300	0,000	39,180	0,650	5.702,373
FFT Literacy	3.213,029	453,636	594,389	287,101	12,000	0,000	238,300	0,000	32,538	0,650	4.831,643
FFT Vocational Skills	1.026,963	57,000	178,287	89,436	0,000	14,430	191,600	0,000	12,224	0,000	1.569,940
FFT Teacher Training	0,000	0,000	0,000	105,630	0,000	0,000	0,000	0,000	0,000	0,000	105,630
School Feeding (Total)	20.085,655	2.484,940	0,000	8.751,818	0,000	15,378	1.081,900	0,000	0,000	11.792,215	44.211,906
SCF- On Site	0,000	0,000	0,000	0,000	0,000	0,000	0,000	0,000	0,000	11.792,215	11.792,215
SCF- Take Home	20.085,655	2.484,940	0,000	0,000	0,000	15,378	1.081,900	0,000	0,000	0,000	23.667,873
SCF- Incentive for Girls	0,000	0,000	0,000	8.751,818	0,000	0,000	0,000	0,000	0,000	0,000	8.751,818
Subtotal Recovery	60.485,242	9.218,038	5.391,719	11.948,477	19,057	29,808	2.736,582	0,000	324,812	11.792,865	101.946,600
GRAND TOTAL	67.100,774	12.557,927	6.366,415	12.577,464	21,967	42,060	3.018,702	0,000	330,281	11.841,753	113.857,343

All AOs Annual Report 2007 (Jan-Dec 07)	Dispatched Food Commodities (in mt)										
	Wheat	Flour	Pulses	Veg. Oil	Sugar	Date	Rice	Mix	Salt	Biscuits	TOTAL
REL-DRG	4.956,68	0,00	433,17	268,61	0,00	0,00	14,18	0,00	33,56	0,00	5.706,21
REL-ERQ	0,00	0,00	0,06	0,03	0,00	0,00	0,54	0,00	0,01	0,00	0,63
REL-FLD	1.509,21	0,00	167,46	120,51	0,44	0,89	158,85	0,00	9,60	0,00	1.966,96
REL-IDP	3.542,96	64,35	384,18	266,24	0,00	0,00	0,00	0,00	30,42	0,00	4.288,14
REL-OTH	536,47	130,00	53,15	41,03	0,10	0,00	10,00	0,00	5,52	1,57	777,85
Subtotal Relief	10.545,33	194,35	1.038,02	696,43	0,54	0,89	183,57	0,00	79,10	1,57	12.739,79
REC-DFFW	37.439,65	4.340,28	5.035,94	3.089,14	0,00	0,00	215,56	0,00	271,39	0,00	50.391,97
REC-GFFW	3.250,52	156,90	354,52	251,16	0,00	0,00	0,00	0,00	30,51	0,00	4.043,62
REC-RFFW	41.574,28	553,07	4.884,11	3.173,07	0,00	0,00	0,00	0,00	487,63	0,00	50.672,17
REC-RET	20,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	20,00
Total School Feeding	61.544,68	0,00	0,00	6.548,17	0,00	1.997,67	0,00	0,00	0,00	10.473,18	80.563,69
REC-SFIG	0,00	0,00	0,00	6.548,17	0,00	0,00	0,00	0,00	0,00	0,00	6.548,17
REC-SFOS	0,00	0,00	0,00	0,00	0,00	1.997,67	0,00	0,00	0,00	10.473,18	12.470,85
REC-SFTHR	61.544,68	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	61.544,68
REC-SPL	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
REC-TBP	5.756,90	1.010,06	961,73	495,75	2,00	0,00	9,12	0,00	92,25	0,00	8.327,82
REC-HWR	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00
REC-VT	2.122,69	10,70	278,96	157,59	0,00	1,41	0,00	0,00	26,90	0,00	2.598,25
REC-FL	8.200,00	96,04	1.103,00	617,17	26,90	39,68	37,95	0,00	99,65	0,00	10.220,39
REC-TT	0,00	0,00	0,00	131,00	0,00	0,57	0,00	0,00	0,00	0,00	131,57
Subtotal Recovery	159.908,73	6.167,05	12.618,27	14.463,07	28,90	2.039,33	262,63	0,00	1.008,33	10.473,18	206.969,49
GRAND TOTAL FOR Annual Report 07	170.454,06	6.361,40	13.656,28	15.159,49	29,44	2.040,22	446,20	0,00	1.087,43	10.474,75	219.709,28

All AOs		Annual	Distributed Food Commodities (in MT)								TOTAL	
Annual Report 2008	Acronym	W.Flour	Wheat	Veg. Oil	Sugar	Rice	Pulses	Salt	Date	Biscuits		
FFW Localised emergency		54,50	4.839,30	339,48	0,00	0,00	549,20	49,54	0,00	0,00	5.832,02	
1	Food For Work (FFW)	REL-FFW-DRG	0,00	4.465,39	312,89	0,00	0,00	502,00	45,48	0,00	0,00	5.325,76
3		REL-FFW-FLD	54,50	373,91	26,59	0,00	0,00	47,20	4,06	0,00	0,00	506,26
		IDPs Integration	0,00	65,22	0,99	0,00	0,00	1,34	0,13	0,00	0,00	67,69
4		REL-FFW-IDP	0,00	65,22	0,99	0,00	0,00	1,34	0,13	0,00	0,00	67,69
Total Relief FFW		54,50	4.904,52	340,47	0,00	0,00	550,54	49,67	0,00	0,00	5.899,71	
5	High Food Prices Mitigation Appeal	REL-FPM-RuB	98,32	3.308,19	241,16	0,00	0,00	222,42	13,98	0,00	0,00	3.884,08
6		REL-FPM-RuFFW	705,55	23.119,00	1.738,49	0,00	0,00	1.505,80	152,53	0,00	0,00	27.221,38
7		REL-FPM-UrB	979,00	31.252,48	0,00	0,00	0,00	0,00	0,00	0,00	0,00	32.231,48
8		REL-FPM-UrFFW	0,00	6.590,54	0,00	0,00	0,00	0,00	0,00	0,00	0,00	6.590,54
9		REL-FPM-UrOTH	0,00	199,90	0,00	0,00	0,00	0,00	0,00	0,00	0,00	199,90
Total FPM (1st. Appeal)		1.782,86	64.470,12	1.979,65	0,00	0,00	1.728,23	166,51	0,00	0,00	70.127,38	
10	Appeal 2 (High Food Prices, Drought, & Nutrition)	REL-A2HFP-RuFFW	-	2.643,45	187,01	-	-	313,67	25,68	-	-	3.169,80
11		REL-A2HFP-RuB	-	763,80	56,01	-	-	90,84	7,65	-	-	918,30
13		REL-A2HFP-UrB	-	142,40	-	-	-	-	-	-	-	142,40
15		REL-A2DRG-RuFFW	-	7.508,98	566,35	-	-	702,75	74,86	-	-	8.852,94
16		REL-A2DRG-RuB	-	652,32	49,38	-	-	73,55	1,68	-	-	776,94
Total 2nd. Appeal		0,00	11.710,95	858,75	0,00	0,00	1.180,80	109,88	0,00	0,00	13.860,37	

GFD Localised emergency			83,15	2.651,09	197,33	0,00	0,00	262,27	14,29	0,00	0,00	3.208,13
19	General Food Distribution (GFD)	REL-GFD-DRG	0,00	1.948,34	135,28	0,00	0,00	224,98	8,87	0,00	0,00	2.317,46
21		REL-GFD-FLD	0,00	93,85	6,95	0,00	0,00	1,09	0,83	0,00	0,00	102,72
22		REL-GFD-WTR	83,15	608,90	55,10	0,00	0,00	36,20	4,59	0,00	0,00	787,95
		IDPs Emergency	0,00	2.189,48	146,67	0,00	0,00	195,65	12,38	0,00	0,00	2.544,18
23		REL-GFD-IDP	0,00	2.189,48	146,67	0,00	0,00	195,65	12,38	0,00	0,00	2.544,18
Total GFD			83,15	4.840,57	343,99	0,00	0,00	457,92	26,67	0,00	0,00	5.752,31
Others (e.g. Return Package)			511,90	1.001,17	67,91	0,00	0,00	44,69	11,65	0,00	60,25	1.697,58
24	Other	REL-OTH	369,90	601,97	67,84	0,00	0,00	44,60	11,64	0,00	60,25	1.156,21
25	Returnees	REL-RET	142,00	399,20	0,07	0,00	0,00	0,09	0,01	0,00	0,00	541,37
Subtotal Relief			2.432,41	86.927,33	3.590,78	0,00	0,00	3.962,19	364,39	0,00	60,25	97.337,35
26	Food For Training (FFT)	REC-FL	0,00	14.483,68	979,42	12,70	0,00	1.881,20	175,75	0,00	0,00	17.532,76
27		REC-TT	0,00	0,00	191,27	0,00	0,00	0,00	0,00	0,00	0,00	191,27
28		REC-VT	95,20	2.930,37	216,18	3,10	0,00	283,49	33,87	0,00	0,00	3.562,20
Total FFT			95,20	17.414,05	1.386,87	15,80	0,00	2.164,69	209,62	0,00	0,00	21.286,23
29	FFW	REC-GFFW	305,60	1.422,20	121,33	0,00	0,00	154,12	25,84	0,00	0,00	2.029,08
30		REC-RFFW	1.347,35	57.213,04	4.477,65	0,00	0,00	5.094,46	320,55	0,00	0,00	68.453,05
Total Recovery FFW			1.652,95	58.635,24	4.598,99	0,00	0,00	5.248,57	346,39	0,00	0,00	70.482,14
31	School Feeding	REC-SFIG	0,00	0,00	5.276,80	0,00	0,00	0,00	0,00	0,00	0,00	5.276,80
32		REC-SFOS	0,00	0,00	0,00	0,00	0,00	0,00	0,00	0,00	7.646,43	7.646,43
34		REC-SFTHR	0,00	37.500,29	0,00	0,00	0,00	0,00	0,00	0,00	0,00	37.500,29
Total School Feeding			0,00	37.500,29	5.276,80	0,00	0,00	0,00	0,00	0,00	7.646,43	50.423,52
35	H&N	REC-TBP	556,03	6.606,75	523,55	2,00	0,00	626,38	104,55	0,00	0,00	8.419,26
Subtotal Recovery			2.304,18	120.156,33	11.786,21	17,80	0,00	8.039,64	660,57	0,00	7.646,43	150.611,15
GRAND TOTAL FOR 2008			4.736,60	207.083,65	15.376,99	17,80	0,00	12.001,82	1.024,95	0,00	7.706,68	247.948,50

Source: WFP CO Records

Annex 10 - Resourcing update, 21 Mar 2009

Recipient Country: Afghanistan - Project No.: 10427.0 Single Country PRRO
 Project Title: Post-Conflict Relief and Rehabilitation in Islamic Republic of Afghanistan
 Project Duration From: 1 Jan 2006 to: 31 Dec 2009 - Operational Requirements - U.S. Dollars - 847,800,856

Donor	Resource Level (in US\$)	% of total
AUSTRALIA	19,148,675	2.26
BELGIUM	4,165,006	0.49
CANADA	47,126,814	5.56
CROATIA	50,000	0.01
DENMARK	2,308,359	0.27
EUR. COMMISSION	2,836,879	0.33
FAROE ISLANDS	177,354	0.02
FINLAND	1,655,593	0.20
FRANCE	7,193,880	0.85
GERMANY	21,900,155	2.58
ICELAND	100,000	0.01
INDIA	36,553,677	4.31
IRELAND	1,341,540	0.16
ITALY	6,460,798	0.76
JAPAN	59,759,164	7.05
LITHUANIA	351,243	0.04
LUXEMBOURG	2,810,209	0.33
NETHERLANDS	18,714,155	2.21
NEW ZEALAND	621,891	0.07
NORWAY	5,833,311	0.69
POLAND	1,663,668	0.20
PRIVATE DONORS	290,118	0.03
QATAR	108,571	0.01
ROMANIA	235,849	0.03
RUSSIAN FEDERATION	8,000,000	0.94
SAUDI ARABIA	3,738,514	0.44
SPAIN	2,333,599	0.28
SWEDEN	4,672,742	0.55
SWITZERLAND	5,049,126	0.60
U.K.	26,860,084	3.17
UN CERF Common Funds and Agencies	36,090,951	4.26
U.S.A.	329,156,312	38.82
MULTILATERAL	11,273,244	1.33
CARRYOVER FROM PREVIOUS OPERATIONS	14,387,684	1.70
MISCELLANEOUS INCOME	422,758	0.05
Total Received	683,391,923	
% Against Appeal	80.61 %	
Shortfall	164,408,933	
% Shortfall	19.39 %	

This table excludes US\$ 0 advanced through WCF - These figures are subject to periodic updates and do not constitute an official report. Should you have any queries, please contact Resources.REG@wfp.org

Annex 11

Main Findings of the Evaluation on Specific Programme Components and Activities¹⁷⁸

Contents

1. Relief – General Food Distribution (GFD).....	141
1.A Design of Relief Operations– General Food Distribution (GFD).....	141
1.B Implementation - Relief - GFD	Error! Bookmark not defined.
C.2 Results - Relief - GFD	145
2 Food for Work	147
2.A Design of Food for Work/Assets.....	147
2.B Implementation and Outputs of FFW Activities	149
2.C Results FFW.....	153
3. Food for Education & Training (FFE/T) Activities	154
3.A Design of FFE/T activities	154
3.B. FFE/T – Implementation.....	158
3.C FFE/T Results	166
4. Health and Nutrition Activities	167
4.A.Design Health & Nutrition Activities.....	167
4.B Implementation and Outputs of Health & Nutrition Activitiess	172
4.C Results of Health & Nutrition activities.....	175

¹⁷⁸ Taken from the 0 draft document of the evaluation report prepared according to the old structure of evaluation report.

1. Relief – General Food Distribution (GFD)

1.A Design of Relief Operations– General Food Distribution (GFD)

Objective of relief assistance:

- 1) The objectives of relief operations are subsumed under SO1, namely:
- 2)
 - to save lives in crisis situations and to
 - increase access to food for vulnerable groups affected by extreme weather.

These objectives, derived from WFP’s previous strategic plan, are somehow ambiguously formulated and do not take full account of the conditions and the experience with relief operations in Afghanistan. Apart from extreme weather (e.g. floods, drought), also other factors affect the food security situation of vulnerable groups (conflict, battle displaced people, IDPs, deportees, returnees, etc.) and trigger the need for relief assistance (which, actually, has been accommodated by the programme). Furthermore, there is a long tradition and common practice to combine relief assistance with FFW (relief FFW, more on this in the following section 2.A.3 on FFW). Finally, the objective “to save lives in crisis situations” had been misinterpreted when the original Logframe was prepared, by putting forward “crude mortality rates” as the only outcome and performance indicator. The issue of livelihood protection, an essential aspect of relief assistance,¹⁷⁹ has apparently not been taken into consideration when the Logframe was established.

Relevance

- 3) Expecting an improvement of the political and socio-economic situation in Afghanistan, PRRO 10427.0 was originally designed to focus on recovery and rehabilitation, with almost 95 percent of the originally planned resources allocated for such programmes and only about 5 percent for relief. However, the socio-economic, political and security conditions have not developed as assumed in 2005/6. Relief needs have been compounded by the impacts of natural disasters (recurrent droughts, floods) and the impact of the global food price crisis.
- 4) The PRRO design offers the possibility to shift between relief and recovery, and to accommodate additional relief assistance if the need arises. Making use of this flexibility, relief assistance has been substantially augmented in response to the increased requirements for relief assistance during the course of programme implementation, absorbing about half of the expanded PRRO budget.
- 5) The needs for relief assistance are assessed by multi-agency teams consisting of Government staff (representatives of different ministries, ANDMA, CSO), WFP’s Vulnerability Analysis and Mapping (VAM) Unit, and the Famine and Early Warning System Net (FEWSNet). Special needs assessments with support by the WFP Regional Office were conducted in preparation of the two Joint Appeals 2008, in response to the food price crisis and severe droughts. These assessments provided the basis for geographical targeting, i.e. for the relief food allocations to regions, provinces, districts and communities. Once the geographical distribution of relief assistance is determined, the second step targeting, i.e. the actual selection of beneficiaries, is done at the community level, with the involvement of community representatives and administration (see under section 2.B.2 below).

¹⁷⁹ See WFP, Food and Livelihoods in Emergencies: Strategies for WFP, Policy Issues Agenda 5 of Executive Board Annual Session, Rome, Rome, 28–30 May 2003, Executive Board Document WFP/EB.A/2003/5-A; 5 May 2003

- 6) The relief component encompasses assistance to IDPs, to returnees and deportees, and food assistance to disaster and crisis affected vulnerable population groups. While IDPs in camps have been continuously assisted,¹⁸⁰ temporary food assistance from one up to six month is provided to the other eligible population groups.

Appropriateness:

- 7) Relief assistance is provided in the form of ***general food distribution (GFD)***, as well as relief FFW. Although there is a general preference for FFW-type of arrangements in Afghanistan,¹⁸¹ GFD is considered appropriate in all cases where the targeted beneficiaries are unable to work and/or where no meaningful FFW projects can be implemented. The latter applies, for example, to relief assistance in the urban areas of Kabul and Jalalabad. In other areas, where there is relief FFW, generally a certain percentage (usually 15 percent) of the relief food supplies are allocated for GFD to the extremely vulnerable, including female headed households, disabled, and large households with only one breadwinner. The same targeting criteria apply to beneficiary selection for GFD in the urban areas.
- 8) The standard GFD relief ration (50 kg of wheat per month and household in urban areas, 50kg of wheat, 6 kg of pulses, 3.7 kg of oil and 0.5 kg of iodised salt in rural areas) is not covering the total food requirements of the beneficiary households¹⁸², but caters for a significant share of the households' staple food requirements during critical times.¹⁸³
- 9) As a new initiative, in line with WFPs new Strategic Plan 2008-2011, a ***cash voucher scheme*** shall be piloted as alternative to GFD in urban areas.¹⁸⁴ A number of opportunities for WFP and the beneficiaries but also risks are associated with such scheme.¹⁸⁵

Possible advantages are:

- empower food insecure people by allowing them to make choices and to prioritize their food needs.
- to allow for increased competition and a greater variety of types of traders and therefore stimulate market activities and contribute to improved market performance.
- for WFP, to tailor its toolbox to specific contexts, meeting identified needs in a more timely and flexible fashion, thus to improve efficiency of delivery and overcome some of the problems associated with pipeline breaks and large scale distributions.

Risks associated with cash-vouchers are possible inflationary effects on food prices, the implications of inflation for the real/food value of the vouchers, security risks for staff and beneficiaries in handling the vouchers, and – most relevant in the Afghanistan context – the risk of fraud and corruption.

The voucher scheme is still in the stage of preparation. To prove its feasibility, efficiency and effectiveness, close monitoring of its implementation and outcomes will be required:

¹⁸⁰ Many of the IDP camps have officially been closed in recent years, yet many of the IDPs remained settled on the camp sites. With the official camp closure, the inmates lost their official IDP status and eligibility for the special IDP assistance. They are continued to be treated like other vulnerable population groups.

¹⁸¹ The issue of relief FFW is discussed in the following section 2.A.3 on FFW.

¹⁸² The relief ration is based on the assumption of 5 household members. Mostly the households are of larger size.

¹⁸³¹⁸³ If provided on time, which is often not the case; see section on implementation, 2.B below.

¹⁸⁴ PROJECT REVISION SUBMISSION No. 913: pilot project using cash vouchers for 10,000 households instead of food commodities in select areas of Kabul, and possibly in other cities;

¹⁸⁵ Ref: Vouchers and Cash Transfers as Food Assistance Instruments: Opportunities and Challenges, Policy Issues Agenda Item 4 of Executive Board Second Regular Session, Rome, 27–30 October 2008; Executive Board Document WFP/EB.2/2008/4-B; 25 September 2008

Internal Coherence:

- 10) Apart from the Logframe inconsistencies mentioned above, the relief operations are designed in accordance to WFP's Strategic Plans and relevant policy documents on emergency and relief assistance. Relief-recovery-linkages are implicitly and explicitly considered: Implicitly by preventing deprivation and security livelihoods in critical times, a precondition for recovery, and explicitly by linking relief assistance with FFW type approaches wherever possible (see the following section on FFW).

External Coherence:

- 11) Government, UN and donor partners largely rely on WFP as major player and provider of relief food assistance in disaster situations and as response to the food price hike. This is documented, for example, by the Joint Appeals and repeated interactions between the Afghan Ambassador Rome and the WFP Executive Director in crises situations.¹⁸⁶

1.B Implementation – Relief - GFD

1. Relief assistance in the form of GFD comprises assistance to IDPs, to returnees and deportees, and emergency food assistance to disaster and crisis affected vulnerable population groups. The food price hike and major droughts triggered a boost in relief operations in 2008.

Assessment

2. The requirements for relief assistance are assessed by multi-agency teams (see section 2.A.2 above), leading to a geographical allocation of relief food at district level. When a disaster strikes (e.g. flood, earthquake), special rapid WFP-led assessments are conducted by the Government of Afghanistan (ANDMA, MAIL), WFP and other agencies.

Targeting

3. Once the amount of relief food for a certain area is allocated, the second step targeting, i.e. the actual selection of beneficiaries, is done at the community level, with the involvement of community representatives and administration (CDCs/Shuras, Wakil-e-Gozar (block leaders in urban areas)). They are supposed to know best who the most vulnerable and food insecure in their community are. Based on a set of targeting criteria, they prepare a list of most vulnerable community members who are proposed as beneficiaries of GFD.
4. The following targeting criteria are typically applied:
- Widows/ female headed households,
 - Disabled,
 - IDPs/returnees, and
 - Landless households (in rural areas),
 - Large families with more than 8 or 9 household members and not more than one income earner.

¹⁸⁶ See, for example, Afghanistan Ambassador Rome, Note for the Record, ED meeting with H.E. Prof. Mohammad Musa Maroofi, Ambassador and Permanent Representative, Afghanistan., 23 May 2007, 18th January 2008,- 11 December 2008

5. The lists of proposed beneficiaries are screened by district and provincial authorities¹⁸⁷ and WFP AO staff as to proper targeting criteria applied and to match the quantity of food required and available for the respective area/communities. Furthermore, teams with staff of the district authorities and WFP AOs do random checks of proposed beneficiaries, by visiting the neighbourhoods and homes of the (pre-) selected households, in order to verify eligibility. Once verified, a list of final beneficiaries is prepared and ration cards are issued.
6. Verification of eligibility of the beneficiaries of GFD proved to be highly critical in order to ensure efficient targeting.¹⁸⁸ Beneficiary screening done in connection with GFD after the first joint appeal revealed that the lists presented by the community representatives frequently contained persons who did not fulfil the targeting criteria.¹⁸⁹ Especially those lists prepared by urban Wakhil-e-Gozars were found to contain large numbers of ineligible candidates. Sometimes such errors occurred because the targeting criteria were not fully clear (or not fully shared¹⁹⁰) by the community authorities, sometimes they were evidence of corruption at the lowest level of government.
7. Lessons have been learned from the targeting problems of first round GFD in 2008, and improved approaches to beneficiary selection were introduced for the second round GFD following the second joint appeal. Some AOs (e.g. Herat) expanded relief FFW at the cost of GFD, allocating 85 percent of the relief food resources to relief FFW activities and the remaining share of 15 percent to the extremely vulnerable. This meets Afghan social expectations for exchange based entitlements and, importantly, limits opportunities for corruption and diversion by bringing control over food resources to the community level. Substantial improvements in the process of beneficiary selection, in conjunction with different modes of distribution management and monitoring (see below), were established for the second round GFD in Kabul, by screening all proposed beneficiaries before registration, rejecting the lists presented by the community authorities in total if they contained too many eligibility faults, and by making provisions to include eligible beneficiaries who came late and had not been considered during initial registration.

Distribution

8. In general, and what could be observed during the visits of GFD sites during the field mission, the food distributions seem to be well organised, with the staff of the implementing partner (mostly DoA) managing and supervising and WFP staff present to monitor the distribution. Lessons were also learned and corrective actions taken to overcome problems experienced during the first round of GFD, such as relocation of unsuitable distribution sites, insufficient staff capacities of implementing partners, congestion of distribution sites, long waiting time of beneficiaries, etc. The second

¹⁸⁷ Usually DoA, DoLSAMD, DoWA, DoE and other departments at district level.

¹⁸⁸ This particularly applies to GFD, much less to relief FFW, because FFW is largely self-targeting; see section on FFW.

¹⁸⁹ For example, the police department of Herat had requested 500 ration cards for its staff, and post-distribution monitoring revealed that one beneficiary held up to 12 ration cards.

¹⁹⁰ This is not necessarily due to ignorance of targeting criteria or purposive fraud, but can also be due to socio-cultural reasons, e.g. a different (possibly wider) perception of poverty and vulnerability, and the tradition of sharing.

round GFD in Kabul has been organised by the AO together with 7 government departments (formerly only DoA), which are all involved in the process of GFD from beneficiary identification up to the management of the distribution and monitoring.

Monitoring

9. While monitoring of GFD follows the standard monitoring procedures and suffers from the constraints (insecurity, access, technical and staff capacity constraints) as described before, AO Kabul has established, in cooperation with its partners, a monitoring system with a data bank that covers the project cycle from beneficiary identification, registration, food distribution, up to compilation and analysis of the GFD data. Through terminals at distribution sites, connected with a data centre at the Kabul Department of Economy, the system provides real time data on the planned, ongoing and completed distributions and each beneficiary (location, criteria of eligibility, food entitlement, rations received). The initial investments made to establish such system (some US\$ 90,000, without staff) appear to be justified by the efficiency gains in implementing and monitoring the operation. In fact, the system established serves as example of an instrument for planning, management, monitoring and documentation of social assistance schemes which could find wider application.

Cooperation with partners

10. WFP's main partner in implementing GFD has, so far, been MoAIL with its departments at regional, provincial and district levels, with regard to support to IDPs in camps it is MoRR. At a meeting of the evaluation mission with the deputy minister of Agriculture, he communicated the intention of MoAIL to step out of food distribution, because this function is not according to MoAIL's mandate. Since GFD is part of social protection, the natural partner for this activity would be MoLSAMD which is mandated with implementing the social protection component of the National Solidarity Programme (NSP).

C.2 Results - Relief - GFD

Effectiveness

1. In assessing the effectiveness of relief GFD provided under the programme, the following questions are posed:
 - Have the GFDs ***targeted the most vulnerable population groups*** and ***disaster affected people*** who suffered from acute food insecurity?
 - Have the food ration provided made a ***substantial contribution to the household food basket***, enabling the beneficiaries to survive, to avoid deprivation and maintain a minimum level of livelihood security?
 - Have the GFD rations been made available and ***distributed on time***, helping the beneficiaries to overcome critical periods of stress?

Based on reviews of relevant documents, stakeholder interviews, observations in the field and beneficiary interviews at GFD sites, the questions can be answered as follows:

2. ***Targeting effectiveness***: The community based approaches to beneficiary identification, based on a clear set of targeting criteria, proved to be an appropriate first step to pre-select eligible beneficiaries for GFD. Experience from the first round of GFD in the wake of the HFPM appeal has shown, however, that beneficiary pre-selection by community representatives/authorities needs to be complemented by a third party (e.g. by WFP and

partners) screening of the pre-selected beneficiaries, in order to verify eligibility. This is especially important in urban areas where Wakhil-e-Gozars (block leaders) routinely and predictably corrupt targeting processes. Observations and interviews of GFD beneficiaries during the evaluation mission confirmed that the majority of the beneficiaries matched the targeting criteria.¹⁹¹

3. **Contribution to HH food security:** All beneficiaries interviewed affirmed that the food ration received makes a big difference to them, though it is not sufficient to cover all household food needs. Depending on household size, the 50kg bag of wheat received¹⁹² as a monthly ration typically lasts for 2 – 3 weeks, and the GFD ration needs to be complemented by other coping strategies. Nevertheless, it constitutes a significant contribution to household food requirements over the period during which it is provided (six months in the case of HFPM GFD, usually less in the case of disasters). Taking into account that the wheat prices had more than doubled between 2007 and 2008¹⁹³, GFD was effectively compensating the beneficiary households for the increased market price of their main staple food.
4. **Timeliness:** GFDs, like other programme activities, have been seriously affected by repeated pipeline brakes and changing security conditions, leading to delayed distributions, as mentioned before. For example, the GFDs following the second appeal for HFPM (July 2008) only started in March 2009, at a time after the food prices had been declining for several months already. Beneficiaries had to cope with the still higher food prices in the months before without having received assistance.
5. Notwithstanding the distribution delays which limited the effectiveness of GFDs (like any other type of WFP intervention) to a certain extent, GFD has been effective in helping poor and vulnerable households to overcome critical times of food shortages. GFD provided an effective temporary safety net.

Impact

6. The impact of well targeted, organised and timed GFD is that it helps the beneficiaries to maintain a minimum level of livelihood security during critical times, without being forced to apply destructive and unsustainable coping practices.

Sustainability

7. In planning, organising and monitoring GFD, WFP collaborates closely with its government partners at all levels (national, provincial, district, community) who are, through “learning by doing” as well as related capacity building measures, enabled to assume greater responsibility in carrying out the tasks and ultimately to take over respective functions. In fact, the GoA has, in 2008, implemented own food distribution schemes, with food aid provided by the Russian Federation.¹⁹⁴

¹⁹¹ During the field mission, there was no opportunity to attend and investigate a GFD for people affected by a recent disaster. It is claimed, however, that beneficiary targeting follows similar community based approaches.

¹⁹² Monthly ration provided in urban GFD. GFD rations in rural areas are usually the same as FFW rations, i.e. 50kg of wheat, 6kg pulses, 3.7 kg oil and 0.5kg iodised salt.

¹⁹³ See WFP, Afghanistan Market Price Bulletin, April 2009. Starting from less than 15 Afs/kg in early 2007 retail prices of wheat reached a peak of more than 30 AFS/kg (1500 AFS/50 kg bag) in April 08, when they started to decline again to below 20 AFS/kg (less than 1000 AFS/50 kg bag) in April 2009.

¹⁹⁴ These schemes have not been covered by the evaluation.

2 Food for Work

2.A Design of Food for Work/Assets

Relevance

- 1) FFW serves the dual objectives of directly improving the food situation of vulnerable households (SO1) while strengthening their capacity to manage shocks and food needs, as set out as SO2.
- 2) Originally intended as recovery component, FFW also became the major intervention under the increased relief portfolio of the operation. The PRRO document uses the terms FFW and Food-for-Assets (FFA) for the relief and recovery components respectively, pointing to the two elements of the operation. The terminology used by WFP staff engaged in the program cycle varies, is ambiguous, and ultimately relies on the narrative to differentiate. Stakeholders and communities go further and simply do not differentiate but consider FFW as any intervention for which the workers receive food rations.
- 3) FFW has increased dramatically through the PRRO and targeting achievements have to be seen in this context. Food allocations target the most vulnerable and FFW interventions address productive infrastructure needs that benefit the whole community. Food allocations¹⁹⁵ are recognised by communities as providing a temporary ‘top up’ to HH livelihoods to strengthen their capacity to withstand economic stress. Communities are effectively integrated rural enterprises and the FFW package of addressing the HH food insecurity of some while having ‘common good’ infrastructure outcomes is aligned with and supports community economies. Economic impact is clear¹⁹⁶ but there is no M&E capacity to analyse this.
- 4) WFP’s entry point for all FFW interventions is the HH food (in)security perspective, followed by regional allocations. Good country-wide baselines and food security data are not available in Afghanistan. Available data is based on bi-annual NRVA¹⁹⁷ food security assessments and not able to give information beyond district level resolution. NRVA data is neither reliable nor current, as a result of primary data projections and long data collection intervals. This degree of reliability is acceptable in the ‘development’ context. For the ‘humanitarian’ or relief context it is not and needs to be supplemented at field level. This is done by WFP field monitors, and representatives of main stakeholders and various line ministries. They visit affected communities to make assessment that allow specific relief allocations.
- 5) Despite limited human resources and inadequate design the PRRO has expanded in response to food security needs. Key to this achievement are that FFW was a significant and appropriate tool for the setting and that the FFW implementing mechanism is participatory, drawing on the resources of line ministry and the communities.
- 6) The great majority of FFW project proposals do have a clear, if un-stated, logic model that is based on the ‘bottom up’ decision making processes where communities are given responsibility to decide on their needs.

Appropriateness

- 7) Afghan cultural expectation demands that, with exceptions such as in an acute emergency, food aid entitlements should not be free but based on a system of exchange. This was

¹⁹⁵ Projects range from 2-6 months, and are designed to have monthly distributions to beneficiaries..

¹⁹⁶ For example, de-silted canals result in improved productivity of irrigated land and rehabilitated roads/bridges reduce the cost of market access.

¹⁹⁷ National Risk and Vulnerability Assessment, established with substantial WFP VAM support and handed over to the Afghan government in 2005. Refer also to : <http://www.mrrd.gov.af/nss%2Dvau/>

underlined repeatedly in discussions where communities stated that even women can ‘work’ by providing water to those who labour, and that the disabled or sick would receive a ‘share’ of rations from other community members.

- 8) FFW rations are not payments but top-up the household food budget in exchange for participation in productive work. Communities accept this WFP rationale, comment that the ration size ‘value’ is less than day labour rates, resulting in effective self-selection of beneficiaries from the group of ‘most vulnerable’ households who have no other means to complement their household income.
- 9) Communities visited are unanimous in commenting that FFW, with the element of exchange, has positive outcomes for beneficiaries, in relief and recovery situations. They do know that the total value is small in the overall context of their economy but note that even 2-4 month interventions represent sustained value to beneficiary HH food security.
- 10) FFW projects are recognised as very appropriate as they focus on key community assets: road rehabilitation, canal improvements, water supply, school extension and protection walls, emergency clean up of flood or landslide debris. These assets benefit the whole community, not only targeted beneficiaries and this generates broad support as ‘we are all poor’.
- 11) With the decision making in the hands of CDC community councils the ‘bottom up’ decision making process responds to what community regard as meeting their needs for participation. Afghan decision making at community level is collaborative, with opportunities for contributing to the decisions for all members of the community and this enables the most vulnerable to participate.

Internal Coherence

- 12) FFW programming is consistent with Strategic Objectives (SOs) 1 (save lives, increase access to food), 2 (capacity to manage shocks) and 5 (increase government, NGO and community capacities). It can be argued that FFW programming in schools (boundary walls and extensions) is partially consistent with SO 4 (increase enrolment/attendance) and that the OGATA Initiative (30 schools) and PRRO low cost school construction (20 schools) are fully consistent with SO4. M&E data is not available to attribute change.
- 13) Linkages between relief and recovery exist but they are ipso-facto, as a result of field level relationships established during the evolution of the PRRO since 2006. The PRRO design anticipated relief components to comprise 5 percent of the operation. The context has changed dramatically so that relief activities represent the majority of the PRRO in 2008/9. The added complexity is that appeals and donor contributions, with the need to differentiate between funding streams, have changed the PRRO picture of relief/recovery budgets.
- 14) WFP has formally partnered with the responsible ministry (MRRD) for implementation of a ‘bottom up’ implementation process for FFW projects. This gives significant initial and ongoing decision making powers to the targeted communities. The relationship is based on using the community structures set up and trained as part of the NSP¹⁹⁸. The evaluation has consistently found that communities recognise their food entitlements, and defend these through representation and participation at various levels. For conflict regions only secondary

¹⁹⁸The WB funded National Solidarity Program (NSP) operates in 70%+ of Afghan villages and is implemented in 30,000 of the 40,000 villages of Afghanistan. Community Development Councils (CDCs) established and trained administer block grants for their social and economic development. CDCs are representative and include equal female representation. The reality of gender parity is less than the ambitious NSP law prescribes but the 2008 NSP Loya Yirga (Grand Convention of all CDCs in Kabul) highlighted achievements to date. The fact is that women do have a voice and are part of decision making at community level. As such the gender prescriptions of WFPs gender policies are met in part, but can not be assessed due to the lack of M&E capacities.

information is available but there is evidence that the ‘desire’ to participate and contribute is as acute as in regions under government control.

- 15) Female participation, in the male dominated Afghan cultural context takes place at ‘safe’ levels. Women’s roles are highly prescribed and their participation is limited to the extended HH and near community. First cousin marriage practice connects the community and participation of women in CDC discussions can, and does, take place in the ‘safety’ of that context.
- 16) Any policy initiatives have to ensure that new demands on communities are not counterproductive. Imposed processes cannot compete with the pull effect of the ‘bottom up’ implementation process on gender and participation. Complementary, harmonized, processes on the other hand can result in additional gender and participation gains.

External coherence

- 17) Cooperating partners (CPs), apart from MRRD, understand the primacy of the MRRD-WFP FFW relationship and engage with WFP based on their specific service focus (health, reforestation etc). The relationship is usually project specific and temporal, with roles and responsibilities defined in the contract. Such roles and responsibilities may not always be as well understood at project level where education standards of CP staff are low, with some evidence that especially WFP reporting requirements are frequently not met.

2.B Implementation and Outputs of FFW Activities

1. The largest share of overall PRRO resources is dedicated to FFW activities. Aimed at addressing acute food needs of poor and vulnerable population groups and, at the same time, generating productive assets which will enable the beneficiaries and their communities to better cope in future, FFW is a classical instrument for establishing relief, recovery and development linkages.
2. According to programme records, 1.77 Million beneficiaries have been targeted by FFW projects during the first three years of programme implementation. The following table presents type and quantities of assets created.

Table 9: Infrastructure assets created through FFW

Infrastructure assets created through FFW	2006	2007	2008	2009*
Roads constructed/rehabilitated (km)	4,692	12,327	17,413	16.954
Irrigation Canals constructed/rehabilitated	3,584	11,459	16,406	10.747
Water ponds/reservoirs/wells rehabilitated (nb)	1.106	2.647	5.877	5.153
River sides (Nawars) protection (m2)	65	65	1.015.143	402.929
Retaining/protection walls constructed (m3)			5.890	TBD
Area of land protected/improved (Ha)	nil	nil	7.462	9.875
Nurseries/orchards established (Nb)	161	189	668	452
Trees planted (Nb)	180,700	1.760.012	343.005	463.500
Tree saplings produced/distributed (Nb)	317,394	3.124.950	2.861.750	2.603.500
Land cultivated (Ha)	10	17.500	7.520	7.000
Schools constructed (Nb)	13	25	26	31

* targets

Source: M&E unit * for 2009*.

3. FFW activities have been implemented under the relief and the recovery portfolio. In fact, the source of finance (relief /recovery budget) is virtually the only difference between relief and recovery FFW. The additional relief resources triggered by the joint appeals have led to a boost in FFW-relief operations. Both, relief and recovery FFW, are implemented in the same way, as described below.
4. WFP approval processes support the ‘bottom up’ community decisions on the shape of FFW interventions which is given technical support by MRRD. A WFP-led participatory review takes into account the inputs of a range of stakeholders at district and provincial level and results in designed and costed proposals to WFP Project Approval Committees. The PACs FFW guidelines set out WFP requirements, roles and responsibilities and beneficiary selection.
5. MRRD and other CPs support CDCs in the assessment and documentation of FFW projects. CDCs take responsibility for beneficiary selection. WFP M&E is limited but confirms the appropriateness of beneficiary selection. This model of roles and responsibilities was found to work across all regions, but to be less robust where WFP has limited or no access at community level.
6. Traditional practice for Afghan communities is to decide based on conclusions reached in collaborative and representative. The Loya Yirga (Grand Convention) is a case in point and similar Yirgas take place at all levels. The MRRD-NSP-CDC mechanism taps this practice and refers open and transparent planning and targeting to the community level, with processes that exist and are accepted as appropriate by communities. Credible CPs confirm that their M&E findings this¹⁹⁹.
7. There are instances where current conflict (e.g. in regions where monitoring is outsourced) or the impact of past conflict distorts the process and where there is pressure by commanders that influences community decisions. Contract monitors and donor representatives report that communities there are able defend their entitlements and exert what powers they have, as long as the food reaches the community. This could be tested by targeted deliveries to those regions.

¹⁹⁹ SCF, Care, Actionaid.

Efficiency

8. Detail financial analysis was beyond the scope of the evaluation. Cost efficiency relates to the inputs required for food delivery and project cycle administration. Intervention economies of scale are a function of effective planning in the seasonal and regional context. The expectation is that food allocations reach beneficiary HHs when their food insecurity has to be addressed.
9. Food allocations for communities are based on project submissions prepared by representative community councils²⁰⁰. Line ministry assessment and provincial governor confirmation processes result in a final list of projects that match the allocated food quantity. This is submitted to the WFP AO or Sub-Office. The PAC process applies quality parameters for review, consults with stakeholders, and forwards recommendations for ultimate approval at CO level. The WFP internal process takes under 14 days and under 3 days for projects that respond to emergencies. Stakeholders have been supported technically so that proposals (broadly) meet WFPs FFW guidelines.
10. The evaluation found that FFW activities in all areas result in the injection of food quantities that require substantial transport, storage and distribution inputs. The supply chain has done this effectively, but not during pipeline breaks. There have been only a limited number of small FFW deliveries that require disproportional resource levels. That said, small deliveries are very common for other programs and it is their logistics demands that impact on FFW related logistics.

Distribution

11. FFW distributions could not be observed. Extensive discussions in communities identified a common denominator. Where food is delivered at community level there is never any real issue over entitlement, confirmation of beneficiaries and diversion. By contrast, where delivery points are distant from entitled beneficiary villages, where security is poor and thus access for WFP is limited, 'gate keepers' emerge and attempt diversion of food resources. All stakeholders comment that communities will defend entitlements if food resources are delivered to community level. Where the MRRD/CDC process has full reach the evidence shows that this is true. The problem analysis in insecure regions is also clear. The issue for WFP in these regions is to identify mechanisms that allow food to be delivered to community levels. There is a cost associated with this but this has to be measured against the costs of 'gate keeping' and corruption losses.

Monitoring

12. The lack of capacity for effective M&E is a fundamental constraint. The issues are identified and explained in section 2.B.1 above. This applies across the program but is most keenly evident in the FFW context as this is where WFP is at the centre of all project cycle activities. Unlike with for example FFE and H&N, the relationship with MRRD/CDCs focuses on the processes surrounding works and beneficiary selection, with a complete absence of M&E focus. WFP utilizes the capacities of the NSP program relationships implemented by MRRD, and for MRRD the key value of the relationship is in the opportunity to deepen NSP outcomes and contribute to the capacity developing pillar of ANDS. In contrast, WFPs focus is on food security outcomes. The relationship is very well founded and productive for all stakeholders but does not present inherent opportunities in the context of M&E. This will not change in the

²⁰⁰ The NSP (National Solidarity Program) Community Development Councils (CDCs) established in approximately 80 percent of communities or traditional village councils (shuras). These CDCs exist in 20,000 of the 40,000 Afghan villages and cover NSP programs in 30,000 villages (CDCs cover more than one community where villages are in close proximity).

foreseeable future and is the reason why WFP must develop a 'back top basics' approach to M&E. WFPs M&E has to be independent and meet the essential requirements of WFP for accountability and management information. At the same time it has to be harmonized with processes of other stakeholders to prevent duplication of processes.

13. **The MRRD-NSP-CDC community process** requires minimal WFP staff inputs. WFP PAC approval processes in 2009 are effective (responsive and rapid). But it was evident that AO and SO staff do struggle throughout the project cycle to meet demands on their time on account of FFW expansion and a very large number of non-FFW programs and pilot²⁰¹ projects. The lack of a rational and resourced M&E approach does matter in this context and is discussed above.
14. The monitors contracted (where WFP has no secure access) estimate that 80 percent of targeting/planning/implementation meets WFP guidelines. Three donor representatives report that their military PRTs have received community information that at times as little as 50 percent of targeting meets WFP guidelines. It has to be remembered that these comments cannot be verified, are made at random and to military representatives, and, are likely motivated by attempts to attract additional resources. While not ideal, a +/-80 percent success rate is acceptable in the context of insecurity, lack of central government reach and ongoing military activity.
15. **Small "niche" interventions** impact on overall efficiency. WFP is not an NGO but, at times, gets drawn into supporting NGO type projects that cannot succeed at any level. For example, the Balkh tree nursery, on government land and competing with the private sector was probably approved because it employs women. It has no commercial potential, no gender returns, as a government farm cannot generate funds to become sustainable but needs ongoing funding, targeting is poor with many repeat beneficiaries, and, it requires significant resources to monitor small tonnages. Interventions like this do not fit into any strategic plan unless they are programmed by others, for example as part of a larger INGO integrated development program. In contrast, the Sheberghnan urban HFPM intervention is a good example of partnering with the right line ministry for a reasonable size, exchange based intervention in an otherwise difficult urban setting.
16. FFW interventions have generally been undertaken and completed in a timely manner, pipeline breaks notwithstanding. Communities have stated that food delivery delays are cause for community concern, especially when work has been completed for some time. Payment delays of up to 8 months have been reported by community representatives and beneficiaries during field study interviews. They especially note that they do not receive information on when they can expect delivery after pipeline breaks. They have coping mechanisms, from loan to internal sharing, but it has to be recognised that these come at a 'cost' to the beneficiary and that this does dilute the value of the allocated ration. Improved flow of information from CO to communities, as also desired by donors, would greatly improve accountability.
17. **Relation to Cooperating Partners (CPs)**: WFP field staff have strong, friendly, collaborative and regular relations with stakeholders. They attend the same coordination bodies and combine assessment and other missions, as well as being familiar with the social and economic context of the community. The status of projects is known and corrective measures are taken the Afghan way, by discussion and friendly advice. Due to the lack of a formal and appropriate M&E mechanism the basis for guidance/feedback to adjust CP approaches relies mainly on the way that WFP field staff manage relationships. FFW outcomes demonstrate that this works but lacks the predictability of a systems approach.

²⁰¹ Most, if not all, 'pilot' projects are simply programming commitments without the resources that pilot studies require.

18. Stakeholders generally reported satisfaction with WFP performance as far as responsiveness, collaboration and cooperation, technical and material support are concerned. Roles and responsibilities are clearly understood and practiced. WFP has entered in a high level LoU with the relevant line ministry (MRRD) and there is a FFW focal point in that ministry. MRRD staff in the districts collaborate with CDC at community level and district level to identify and document FFW projects.
19. Communities and donors note that WFPs engagement with communities, through the MRRD-NSP-CDC mechanism contributes towards ANDS goals with resources that enable CDCs to practice what they have learned and build on past economic investments. The evaluation evidenced many communities who are aware of their FFW entitlements and roles. They may not be aware of the process that leads to food allocation, but they do know that WFP responds to need and appeal if they believe that this response is slow in coming or insufficient. Through their representative structures they take WFP messages back to their communities.

2.C Results FFW Effectiveness

1. Effectiveness of FFW activities is assessed in view of the *dual objectives of FFW* activities, namely the *contribution to food security* of the beneficiary groups and the *creation and utilisation of productive assets*.
2. To what extent have *FFW activities* improved the *food security status of beneficiary groups*? Due to the absence of baseline and outcome data which would have been necessary for a profound analysis against indicators, the answer to this question has to be based on a small sample of field interviews undertaken during the evaluation mission. The consistency of findings gives validity to the following conclusions:
 - The 'ration-size-value' leads to effective self targeting of the most food insecure and has resulted in the maintenance of their stressed HH food budgets at coping levels.
 - There are no reports of nutritional collapse (starvation, acute malnutrition) in areas covered by WFP FFW interventions.
 - Communities report that FFW interventions have met the HH food needs of the most vulnerable, stabilized market prices (i.e. reduced profiteering during the high food price period) and benefited the community at large though the assets that have been created/rehabilitated.
3. As to the objective of *creating and rehabilitating household or community assets*, the evaluation found communities and stakeholders stress repeatedly that the FFW supported infrastructure is essential to the development, resilience and wellbeing of the community and its members. Community representatives unequivocally state that FFW interventions support their livelihood strategies, and that they make sure they do in the selection of projects and beneficiaries.

Impact

4. The theory of changes induced by FFW projects is simple and confirmed by practice, as illustrated by the following examples:
 - a cleaned canal provides irrigation water at optimal levels and results in higher agricultural outputs,
 - debris from natural disasters is cleaned and communities can resume their social and economic activities,
 - roads built or repaired reduce the cost of access to markets and services,

- protective walls are built around girls schools and parents will send them with confidence and in greater numbers,
 - protection walls are built to prevent inundation or landslide and result in improved productivity,
 - water supplies²⁰² are rehabilitated and result in access to potable water,
5. blind people are trained and develop marketable skills, re-forestation teaches watershed protection and counters land degradation.

In all cases it is possible to establish baseline data, identify changes and attribute impact. Preferable would be a harmonized approach where WFP indicators would be aligned with the respective indicators for the ANDS sub-strategies for the respective ministries, resulting in opportunities for minimal data collection. However, this requires M&E capacities that do not exist at this stage.

6. Few staff at field level have long WFP FFW experience. In contrast, senior national field staff have a clear understanding of causal links and opportunities in the setting. This is not mirrored at CO level, where few national staff have more than 3 years experience. Almost no historic knowledge has been passed on to these staff. Professional staff are generalists and have very limited knowledge of WFPs FFW experience until 2005.

Sustainability

7. To what extent are the FFW outcomes (assets and otherwise) and local structures likely to be sustained after the completion of FFW projects?

Investment decisions require a surplus, at least a surplus above the consumption poverty line. The Afghan conflict, spanning 3 decades, has depleted infrastructure assets and in many cases the ability of communities to reconstruct. This is where FFW provides asset injection that can be maintained with moderate levels of community surplus. Considering the CDC/shura selection of assets it would be realistic to argue sustainability as a result of investments that are exceeded by their returns. Afghans farmers are very successful agronomists, but had to be successful at surviving, rather than accumulating surplus for long term investments. A WFP M&E system, based on harmonized indicators, would be able to track projects to identify factors that lead to increased sustainability.

3. Food for Education & Training (FFE/T) Activities

3.A Design of FFE/T activities

Relevance / Objectives

7. In 2002, the Government of Afghanistan launched the Back to School campaign that aimed to enrol 1.5 million children in primary and secondary grades. From under one million in 2001 the school population grew to 5.7 million in 2007 and new enrolments into grade 1 averaged between 12-14 percent per annum over the period. Two million (or 35 percent) of the children enrolled were girls – a 35 percent increase over five years. Nevertheless, as noted in the ANDS document²⁰³, the demand for education far outstrips the supply across the board in Afghanistan: only half of all school-age children were enrolled in schools and there were still huge provincial, gender and rural/urban disparities.
8. The lack of access to education has resulted in a massive backlog of illiterate people in Afghanistan. Based on the National Risk and Vulnerability Assessment 2005 (NRVA), it was

²⁰² eg Kareezes

²⁰³ Afghanistan National Development Strategy, p. 117, 118.

estimated that only 28 percent of the population in the country could read and write. Disaggregated by gender this statistic revealed that at that time only 18 percent of females and 36 percent of males were able to read, a female to male ratio of 0.5. Based on population projections developed specifically for this work, and literacy rates reported by the Afghan Institute for Rural Development, in 2005 it was estimated that there were 11.2 million illiterate persons in the country, about half of whom were out-of school children above the age of thirteen.

9. The PRRO 10427.0 Project Document indicates that the role of food aid in the education area would be to “address short-term hunger and provide incentives for increasing enrolment and attendance, with a special focus on girls and teachers (particularly women), and for imparting literacy and life skills to targeted participants”. At the time of the PRRO formulation, the objectives of the FFE component addressed the major challenges faced by the Afghanistan education system. Considering the latest national education statistics and information available²⁰⁴, the Evaluation Mission confirms that these objectives are still relevant and valid.

Internal coherence

10. Food aid provided by WFP to primary schoolchildren, particularly girls, and to students attending functional literacy and vocational training courses, particularly women, complies with the Strategic Objective 4 (“Support access to education and reduce gender disparity in access to education and skills training”) of the WFP Strategic Plan 2006-2009 under which the current PRRO has been formulated.
11. The FFE activities are in line with the pillars and goals of the ANDS 2008-2013 which serves as the Afghan Poverty Reduction Strategy Paper (PRSP), particularly with pillar 3 that targets Economic and Social Development (Reduce poverty, ensure sustainable development through a private-sector-led market economy, improve human development indicators, and make significant progress towards MDGs).
12. FFE is fully integrated into the National Education Strategic Plan for Afghanistan 2006-2010 (NESP) that acts as the guiding framework to enhance education throughout the country. Continuation of school feeding programmes in all basic schools in food-insecure areas is one of the priority components of the General Education programme.
13. More recently, the Government of Afghanistan has expressed interest in developing a countrywide FFE system: in March 2008, the Ministry of Education issued a Concept Paper to develop a National Food for Education Programme to increase and improve access to quality education.

External coherence

14. The FFE intervention under PRRO 10427.0 contributes to the achievement of MDG 2 (“Achieve universal primary education”) and MDG 3 (“Promote gender equality and empower women”) to which the Afghanistan Government has subscribed. The Pre/post winter distribution sub-component complies with MDG 1 (“Eradicate extreme poverty and hunger”) but, as discussed in another section of the present report, its relevance and appropriateness as a FFE activity is questionable.
15. The objectives of the FFE intervention are in line with one of the four Priority UNDAF 2006-2008 Areas of Cooperation (Health and Education) and more specifically with

²⁰⁴ Schools Survey 2007, EMIS Department, Planning Department, Ministry of Education, January 2008.

Objective 3 (By 2008, equity and access improved for quality health and education services, as well as food security and nutrition improved, especially for women and girls).

16. In addition, FFE is in line with the objectives of the Afghanistan Integrated Functional Literacy Initiative (AIFLI) and of the UN Joint Healthy Schools Initiative Project (HIS).

Project design

17. The FFE component under PRRO 10427.0 is a very complex set of activities. The PRRO has two main components, Relief and Recovery, the latter comprising two sub-components: (i) sustainable livelihoods and environment and natural resources (ii) education and health²⁰⁵. According to the initial design of the PRRO, FFE for Increased Enrolment and Nutrition was one among the seven activities to be implemented under the Education and Health sub-component. Other activities included school construction and rehabilitation, teacher training and mobilisation, food security education and school gardens, deworming campaign, assistance to TB patients and their families, flour fortification for improved public health.
18. In May 2007, the WFP Country Office issued guidelines²⁰⁶ to help implementing FFE interventions under the PRRO. The FFE component has then been broken down into three sub-components: (i) School Feeding Programme (including deworming, food security education and school gardens), (ii) Food for Training, (iii) School construction and rehabilitation, most of them being in turn broken down in new sub-components. As a result, the FFE intervention is now implemented through eight activities plus a ninth (on-site wet school feeding) that will start in the coming weeks as an additional pilot initiative. The major issue lies within the feasibility of all these activities at the same time in the same country, under the additional challenge of insecurity. Objectives of activities and targeted beneficiaries are summarised below:

School Feeding Programme (SFP)

Objective	Beneficiaries
Increase primary school enrolment and maintain attendance in food insecure areas	– 1.5 million primary school children – 450,000 primary school children (areas with harsh winters and difficult access)
Increase girls enrolment and attendance in high gender gap areas	400,000 primary school girls
Address short term hunger and improve concentration and learning / cognitive capacities	All targeted primary school children

²⁰⁵ Vocational training for restoring livelihoods and developing capacity appears in fact as a third sub-component but is not mentioned as such in the Project document.

²⁰⁶ WFP’s Support to Primary Education – Implementing Food for Education activities in Afghanistan.

Food for Training (FFT)

Objective	Beneficiaries
Improve the literacy and functional skills of poor rural adults, especially women	200,000 poor rural adults (70 % women)
Increase access to quality education especially in rural areas	60,000 students (70% women) at selected vocational training courses (overage school children, widows, handicapped, school dropouts, young unemployed people)
Incite teachers to go to remote areas	42,000 in-service teachers (70% women): – 9,000 female CBS teachers – 33,000 public primary schools teachers (20,400 women)

School construction and rehabilitation

Objective	Beneficiaries
Increase access to education for the most vulnerable people and reduce gender disparities	260,000 primary school children

19. It appears that the design of the FFE component is more a juxtaposition of activities than a comprehensive programme. The Project document did not develop a rationale that highlights the underlying internal coherence and synergy of activities to be implemented under the overarching FFE component. Apart from the Budget revision document (8 October 2008), the Mission did not find any document justifying the launching of an on-site wet feeding pilot initiative targeted at 100.000 beneficiaries.

Appropriateness

20. According to the PRRO document, food aid serves as an incentive to attract and retain children at school, particularly girls. It is also an incentive for adult students, particularly women, to engage in functional literacy training, vocational training, and teacher training.
21. On-site dry feeding and distribution of take-home rations seem the more appropriate approaches in the Afghanistan context than implementing sites are often difficult to reach and submitted to harsh weather conditions. Fortified High Energy Biscuits (HEB) delivered in sealed package do not require much preparation time and are easy to deliver at the appropriate time. In addition, during field visits the Mission was informed that HEB were very well accepted by schoolchildren although the absence of drinking water in some schools was deemed regrettable.
22. The FFE includes a Pre/post winter distribution school feeding programme. As noted in the previous PRRO mid-term review, this subcomponent has a primary education objective (increase attendance and retention of primary school children) and a secondary nutrition one (address the food gap during the winter months). Under this activity, schools are used as a means to extend availability of food to households that may deplete their own food stocks during winter, which cuts off their access to food and income resources. The Mission noted that it is not clear whether this food aid should be considered as a relief or a recovery activity, as a general food distribution (schools as distribution platforms for reducing the food gap in student households during winter) or as a school feeding activity with education aims. This

interrogation is reinforced when looking at the 2007 SPR that indicated "In 2007, the drought assistance projects were implemented through school feeding take-home activity that also resulted in the higher number of boys to girls benefiting from take-home rations". Therefore the appropriateness of this activity placed under the FFE component is questionable:

- If education is the primary objective, outcomes have to be closely monitored as there is no demonstrated linkage between the provision of food to families and the difficulties faced by children to physically access school during harsh winter;
- If food security is a driving force of the Pre/post winter distribution, this intervention should be considered as the provision of a safety net and should be organised as part of a General Food Distribution (GFD). In such case (i) the quantity of food provided per household²⁰⁷ should be re-examined; (ii) such a distribution of food appears inequitable as only families who have children enrolled at school benefit from food aid although all households in the targeted areas suffer the same circumstances.

23. The introduction of a pilot on-site wet feeding with provision of micronutrient powder (MNP) is questionable. The comparison of nutrient composition of Indian High Energy Biscuits and Micronutrient Powder (see Annex 7h) shows a very limited comparative advantage in favour of MNP regarding its expected outcome (mitigated micronutrient deficiencies in children of school age in WFP-assisted schools). On the other hand, there are important drawbacks when considering implementation modalities: (i) on-site wet feeding is an additional subcomponent in an already complex set of FFE approaches; (ii) it is based on a school-centred approach which involves commitment of parents (PTAs), particularly women, and from the local community at large, in a country that registers one of the highest illiteracy rate in the world, particularly among women; (iii) it presupposes the establishment of long-term investments from the community (school canteens) whose sustainability will be at risk once donor-funding is over; (iv) the practical organisation of on-site wet feeding may reduce the instructional time available and the quality of education as many schools operate more than one shift per day, in crowded areas up to three or more shifts. In addition, during field visits, some parents expressed their concern regarding the possibility of food being poisoned while cooking the meal, a risk they do not fear with the sealed HEB package. This apprehension must be taken into consideration very seriously under the prevailing insecurity circumstances in Afghanistan where there have been evidences of attacks against schools, girl's schoolchildren, and teachers.²⁰⁸

3.B. FFE/T – Implementation

24. The implementation of activities is as complex as is the design of the FFE component. It includes a diversity of beneficiaries (primary school children, trainers and adult trainees in literacy and vocational training courses, teachers receiving pre and in-service training) a diversity of modalities of food distribution (on-site dry school feeding / take-home ration), a diversity of periodicity and duration of operations (daily, monthly, every 2 months; 190 days per year for school feeding / depending on the effective duration of literacy and vocational training courses), a diversity of types of ration and commodities to be delivered (fortified biscuits / take-home ration composed of a single can of edible oil / take-home ration composed of wheat, pulses, edible oil, iodised salt):

²⁰⁷ The targeted beneficiaries of the Pre/post winter distribution receive 50 kg of wheat at the beginning of winter and another 50 kg when they return to school in spring. This is a family take-home ration intended for an average of 6 persons.

²⁰⁸ According to the National Education Strategic Plan (NESP) "Nearly 6 percent of schools have been burned or closed down due to terrorism in the last 18 months."

Table 10: Periodicity and duration of food distribution

Activity	Periodicity of distribution	Duration of distribution
On-site dry feeding	Daily	190 days per year
On-site wet feeding	Daily	190 days per year
Take-home ration – Pre/post winter distribution	One before winter + one in spring	
Take-home ration – Incentive for girls	Monthly	4 months or 7 months depending on food insecurity and gender gap in the area
Functional literacy training	Every 2 months	Maximum 9 months
Vocational training	Monthly (or every 2 months whenever possible)	Maximum 3 to 7 months
Teacher training	Monthly (or every 2 months whenever possible)	Maximum 2 months

Table 11: Ration type and commodities

Activity	Rations per person per day (g)					
	Wheat/wheat flour	Pulses	Oil	Salt	HEB	MNP
FFT functional literacy training	200	30	15	5		
FFT vocational training	200	30	15	5		
SF on-site dry					100	
SF on-site wet	120	40	10	5		1
	Incentive rations, per person per month (kg)					
	Wheat/wheat flour				Oil	
FFT teachers					3.7	
SF girls take-home ration					3.7	
SF Pre/post winter distribution	50					

25. Considering on the one hand the complexity and the magnitude of the FFE operation (more than 6,000 schools assisted under the school feeding programme in 2009, hundreds of literacy and vocational training courses, teacher training under the FFT sub-component, construction and or rehabilitation of schools) and the limited human resources available on the other hand, the Mission noticed that a great part of the FFE implementation is absorbed by food

Levels of outputs

26. Based on SPRs, outputs related to the diverse beneficiary categories of FFE sub-components appear as follows:

Table 12: Outputs of FFE subcomponents

Outputs	2006			2007			2008		
	planned	actual	%	planned	actual	%	planned	actual	%
Children receiving school meals	1 500 000	1 368 391	91	1 500 000	1 379 880	92	1 500 000	1 399 870	93
male	855 000	779 983	91	855 000	946 853	111	855 000	797 926	93
female	645 000	588 408	91	645 000	433 027	67	645 000	601 944	93
Children receiving take-home rations	656 500	604 401	92	450 000	823 713	183	450 000	828 572	184
male	256 500	244 509	95	256 500	531 945	207	256 500	366 055	143
female	400 000	359 892	90	400 000	291 768	73	400 000	462 517	116
Participants in FFT	71 000	54 915	77	94 000	75 224	80	137 000	150 101	110
male	23 900	21 019	88	31 000	13 228	43	44 100	47 452	108
female	47 100	33 896	72	63 000	61 996	98	92 900	102 649	110

Source: SPRs

27. The levels of actual versus planned outputs show high percentages of achievements. Nevertheless, information provided by SPRs reflects the confusion resulting from the complex design of the FFE component and the weaknesses of the Logical Framework Matrix. Indeed, data presented in the CO SPRs merge FFE sub-components into three main beneficiary categories:

- The "Children receiving school meals" category corresponds to the on-site dry school feeding activity under which 1,500,000 primary school aged boys and girls are targeted.
- The "Children receiving take-home ration" category covers both girls receiving oil as a specific incentive (400,000 beneficiaries targeted) and schoolchildren receiving an additional quantity of wheat under the Pre-/post-winterisation operation (450,000 beneficiaries targeted). Due to this compilation of data it is not possible to attribute the specific outputs to each sub-component;
- Data about "Participants in FFT" do not provide separate detailed information about outputs regarding Functional Literacy courses, Vocational Training and Teacher Training as well as about the percentage of women participating in each activity.

The absence of any breakdown of information provided through SPRs (by activity, by gender) does not allow an assessment of outputs achievements regarding these specific FFE subcomponents.

Table 13: Outputs of other FFE sub-components

Outputs	2006			2007			2008		
	Planned	actual	%	planned	actual	%	planned	actual	%
Children de-wormed	5 000 000	4 571 263	91	6 011 674	5 571 758	93	4 764 346	5 038 142	106
Teachers trained	10 000	18 245	182	10 000	7 796	78	n.a	n.a	
Schools constructed	90	13	14	90	25	28	31	25	81

Source: SPRs

28. The Mission noted that while output level for the deworming initiative jointly conducted with MoE, MoPH, UNICEF and WHO was high, the school construction output level was remarkably low (although achievement in 2008 was 81 percent, the planned output had been divided by one third compared to the project document target), and the teacher training irregular. Regarding this latter sub-component, the Mission noted that the planned output in 2006 and 2007 was less than one quarter of the initial target and that, in order to be exploitable, data should have been disaggregated by gender, as 70 percent of participants in teacher training should be women.
29. Information provided to the Evaluation Mission by the FFE/PCU in Kabul CO is more detailed and present data related to each FFE sub-component. Nevertheless, not all tables follow the same pattern from one year to the other, some of them include inconsistencies or present activities that have been discontinued and are not reflected in the Logical Framework Matrix (school gardening) or did not exist in the PRRO project document (text book distribution), therefore preventing a systematic analysis.
30. More recently, the FFE/PCU has established an electronic database that gives access to detailed information about FFT beneficiaries:

Table 14: Beneficiaries of FFT components

FFT 2008	Planned				Actual			
	Male	Female	Total	% Female	Male	Female	Total	% Female
Functional Literacy	10565	79169	89734	88	4759	84228	88987	95
Vocational Training	0	6250	6250	100	0	7632	7632	100
Teacher Training	1296	20	1316	2	9666	3179	12845	25

Source: CO data

31. The database includes information only on the latest implementation year (2008) and, therefore, does not offer the possibility of a diachronic perspective. On the other hand, it confirms that levels of outputs are far below targets indicated in the PRRO project document for all FFT activities and that the Teacher Training sub-component as not proven successful regarding two crucial indicators, i.e. the level of output and the required percentage of female participants.
32. The above observations apply to the available information on outputs regarding food distribution. The high-energy biscuits apart (see the section on service delivery below), the level of data aggregation in SPRs does not allow an analysis of achievements versus plans regarding the distribution of commodities for each specific FFE sub-component. In addition, although there are several M&E databases in the Afghanistan CO, at the time of the evaluation

none of them could give access to reliable and updated sub-activity level details that could provide detailed breakdowns of dispatch and distribution data.

Channels of delivery

33. A Letter of Understanding (LoU) signed between the MoE and WFP in March 2006 stipulates the mutual obligations of partners notably regarding distribution planning and transportation of food. It was established that WFP will make arrangements for adequate transportation of all commodities to the extended delivery points (EDPs) and, where feasible, to final delivery points (FDPs). It was stipulated that off-loading of food will be the responsibility of the community and that food commodities provided by WFP will be stored and accounted for by the MoE separately from commodities from other sources.
34. During field visits, the Mission observed that food is often delivered at the district level where it is accounted and temporarily stored by the district DoE administration. It is then the responsibility of CDCs/shuras to organise the secondary transport up to the FDPs (schools, functional and vocational training centres). Based on LTSH, CDCs/shuras are later on reimbursed upon submission of signed waybills. The Mission noticed that (i) some CDCs/shuras complained about several months delayed reimbursement and (ii) waybills were signed only by the school headmaster in WFP assisted schools. In order to engage more commitment and responsibility from the beneficiary community, and to prevent misuse of food, the Mission is of the opinion that one representative of the CDC/shura should also be accountable for the food delivered and sign the waybill.

Implementation mechanisms

Targeting

35. The PRRO project document states that WFP prioritizes education institutions located in food insecure districts. Criteria for the selection of FFE beneficiary institutions/groups are based on NRVA 2005 findings (districts are considered food insecure when 24 percent or more of the population consumes less than 2,100 Kcal a day) in combination with additional criteria relevant to each specific FFE sub-component.
36. In the case of school feeding, the CO considers three additional priority indicators: Net Enrolment Rate²⁰⁹, Gender Gap, and harsh winter. The Evaluation Mission observed that the combination of these criteria has led to a very complicated situation where a jigsaw of 12 possible scenarios with different commodities and duration has to be managed by the CO. It has also resulted in controversial set-ups, for example: although located in food insecure districts, children attending schools where NER is higher than 50 and Gender Gap less than 15, but suffering harsh winter, are not entitled to on-site school feeding and incentive take-home ration for girls; they only benefit from the Pre/post winter wheat distribution. On the other hand, children attending schools in areas with NER < 50 and GG > 15, located in food secure districts with harsh winter, are entitled to all types of food assistance. The Mission noted that there is a need for simplification and more attention given to the basic objectives of the FFE component.
37. Regarding FFT, other specific criteria should be taken into consideration:

²⁰⁹ Reference to NER is the more surprising than, according to the National Education Strategic Plan for Afghanistan 2006-2010 "the information necessary to compute the primary net enrolment rate is still not available because the information related to the age of children in each grade is not collected through the regular school census. The latest available estimate of 57 percent is based on the National Risk and Vulnerability Assessment (NRVA) household survey of 2005".

- Support to Functional Literacy courses should depend on the availability of inputs from MoE, UNICEF and UNESCO;
- Support to Vocational Training should target activities which are based on employment and market surveys conducted by ILO and IRC, focusing on using cascades techniques to build national expertise to train trainers;
- Support to Teacher Training should prioritize short-term in-service courses for teachers with a declared willingness to relocate to remote rural areas.

38. In order to ensure that all these criteria are met during the project appraisal process (PAC), AOs are requested to undertake thorough assessments of each proposed training scheme whose participants should be 70 percent women. The Mission noticed that some of these criteria are either unrealistic (notably the ILO and IRC surveys) or too demanding for the limited number of staff already overwhelmed by their daily tasks. The huge number of proposals submitted to WFP (hundreds of functional literacy and vocational training courses) does not allow close scrutiny of the stated prerequisites by AOs, constraining also their capacity to monitor outcomes.

Service Delivery

39. "The challenge for WFP Afghanistan to deliver amounts of food comparable to the number of beneficiaries reached is historically linked to pipeline breaks"²¹⁰. This has affected FFE activities: there was an interruption in HEB supplies in the third quarter of 2006 as well as in the beginning of 2008. The same year, insecurity and export taxes/ban on the wheat and wheat products by neighbouring Pakistan resulted in delayed purchase and delivery of commodities:

Table 15: Planned vs. Actual distribution of HEB

	2006			2007			2008		
	planned distribution (mt)	actual distribution (mt)	% actual v planned	planned distribution (mt)	actual distribution (mt)	% actual v planned	planned distribution (mt)	actual distribution (mt)	% actual v planned
HEB	28 500	11 542	40,5	21 416	10 473	48,9	28 500	7 621	26,7

Source: SPRs

40. Due to the lack of monthly attendance monitoring data, it is not possible to assess the impact of these pipeline breaks on the FFE and FFT activities, notably potential student dropout trends. Anecdotal evidence collected during field mission suggests that the delayed delivery of food has not had a significant effect, if any, on students' attendance. Students were confident that food would arrive and, once arrived, food was effectively distributed even at the end of the courses.

41. During field visits, the Mission was informed that the provision of take-home rations to students participating in Functional Literacy courses was often limited to six months, although the official complete duration of a session is nine months. In many cases, this suspension resulted in huge students dropouts. This is particularly surprising since the CO consolidated guidelines stipulate that the ration will be distributed every 2 months for the total duration of the training courses.

²¹⁰ PRRO Performance Analysis, January to March 2009, M&E Section, WFP Afghanistan.

M & E

42. An RBM toolkit has been specifically designed to assist WFP AOs in collecting necessary information and reports on the current PRRO output and outcome indicators. Standardized reporting formats have been prepared to monitor food distribution and progress for each specific activity.
43. Regarding the school feeding programme, collection and further consolidation of data follow the administrative hierarchic chain from the school, through the district, up to province level. School headmasters, DoE focal points at district level, SFU focal points are committed to this process. Monitoring reports are completed by DoE/SFU focal point at provincial level. In addition, food aid monitors, cooperating partners and DoE focal points conduct regular monitoring to verify the accuracy of data collected and to obtain additional qualitative information.
44. In 2008, a survey was conducted in a sample of 693 WFP assisted schools to verify the student's list in all AOs through the comparison of the number of children enrolled, according to teachers register books and the number of children effectively present, based on head counting. It revealed that enrolments figures registered by school headmasters were inflated by 12 percent (11.7 percent for boys, 13 percent for girls).
45. In monitoring FFT activities, the CO mainly depends on CPs reporting. The Mission noted that the frequent lack of timely and accurate distribution, progress and completion reports from many CPs was considered by the CO as a major obstacle to an efficient FFT M&E activity.
46. As already mentioned, an electronic FFE database has recently been developed which is used by both the CO FFE/CPU and the MoE School Feeding Unit (SFU). The Mission observed that (i) although it is a real improvement, this database has mainly been designed as an output monitoring tool and has not lead, until now, to any outcome analysis and evaluation; (ii) there is a questionable duplication of M&E database in the Afghanistan CO as data collected by the M&E Section are already entered in the COMPAS system and in the ACORD (Afghanistan Country Office Reporting Database) database.
47. Although the FFE M&E scheme seems formally well articulated, the Mission noticed a lack of information about outcome indicators, hindering further analysis. The mid-term review of April 2008 had already indicated that "due to the existing operational environment, the CO conducted little outcome-level measurements. Should resources permit in future, identified implementing partners might be tasked with outcome level studies. The food aid monitors rightly have a focus on output monitoring. The Mission recommends that over time they develop a more outcome measurement orientation and are trained to measure outcome indicators". This recommendation is still valid.

External institutional arrangements

48. The school feeding programme is an integral part of the UN Joint Healthy Schools Initiative Project which aims at providing an integrated package of basic services to the schools. The main HSI partners are UNICEF, WHO, MOE and MOPH.
49. Partnership has been established with UNICEF and UNESCO for Food for Training activities. These two UN agencies are committed to ensure availability of adequate standardized material and textbooks as well as capacity building of the provincial department staff and/or other identified institutions. The Vocational Training, Teacher Training and Functional Literacy are an integral part of the Afghanistan Integral Functional Literacy Initiative (AFLI).

50. WFP has signed a great number of Field level agreements (FLA) with education institutions (mainly NGOs) that implement Functional Literacy and/or Vocational Training courses. The Mission noticed that in the absence of any coordination, implementation modalities differ from one IP to the other. For example, while WFP provides a food incentive to volunteer trainers in Literacy Training, some IPs also provide them incentives, even a salary. It is necessary to have a more coordinated intervention aiming at the harmonisation of procedures among partners.
51. The implementation of FFE activities involves a diversity of Government departments at central and decentralised levels (MoE, MoWA, MoLSA, MoPH, MRRD), partnerships with UN sister agencies (UNESCO, UNICEF, WHO), and NGOs. There is, nevertheless, no institutional arrangement to steer FFE activities at central and decentralised levels. For example, the Mission was informed that neither the Basic Education Department nor the Department for Literacy and Non-Formal Education, both within the MoE, had direct relationship with the School Feeding Unit in charge of FFE activities within the same ministry.
52. The success of FFE relies on the commitment of beneficiary communities represented by Community Development Councils (CDCs/Shura) at local level. However, beneficiary communities have not been involved in the design of the FFE activities nor do they play a decisive role in implementation and monitoring. Their participation in FFE activities remains weak as their role and responsibility is not clearly established notably regarding food management and distribution.

Internal institutional arrangements

53. A major concern is WFP CO's limited staffing to manage the complex FFE programme. In Kabul CO, the FFE/CPU unit is composed of one international staff (post vacant since June 2009) and two national staff. In each AO, two Food aid monitors are in charge of FFE activities. In addition to this regular task, they are assigned as focal points for other activities that absorb a substantial part of their working time.
54. A School Feeding Unit (SFU) has been established in the MoE and located in the Health and Youth Welfare Department. Following an amendment to the LoU signed between the MoE and WFP in June 2007, two National Coordinators and one Data Management Officer assigned to the SFU are fully supported by the WFP budget, including DSA and office equipments.
55. At provincial level, two full time staff members are assigned to School Feeding units in each DoE. Their travel cost and office equipments are covered by WFP.
56. According to the LoU signed between the MoLSAMD and WFP in September 2007, a Monitoring and Reporting Officer based in the ministry is responsible for supervising and monitoring overall FFT project implementation in cooperation with WFP.

3.C FFE/T Results

Effectiveness

Table 19: Data on school enrolments and gender gap in WFP assisted and non-assisted schools

Province	2007					2008				
	No of schools	Boys	Girls	Total	Gender Gap %	No of schools	Boys	Girls	Total	Gender Gap %
Ghazni	203	64318	23268	87586	63,82	151	40669	18465	59134	54,60
Knar	157	33235	15689	48924	52,79	190	44183	24022	68205	45,63
Saripul	118	19953	9275	29228	53,52	122	19149	12128	31277	36,67
Nimroz	61	16510	15635	32145	5,30	71	33040	15633	48673	52,68
Badghis	92	20398	5989	26387	70,64	119	27355	6774	34129	75,24
Takhar	88	25177	18420	43597	26,84	111	27552	21692	49244	21,27
Total	719	17959	88276	267867	50,85	764	191948	98714	290662	48,57

Non-assisted schools (EMIS Data)										
Province	2007					2008				
	No of schools	Boys	Girls	Total	Gender Gap %	No of schools	Boys	Girls	Total	Gender Gap %
Ghazni	165	48438	26058	74496	46,2	277	117651	29824	147475	74,65
Kunar	142	32363	22145	54508	31,6	133	42535	10287	52822	75,82
Saripul	202	42147	22786	64933	45,9	209	57371	21476	78847	62,57
Nimroz	8	931	303	1234	67,5	8	1180	326	1506	72,37
Badghis	106	29246	10725	39971	63,3	136	42503	9103	51606	78,58
Takhar	274	107979	73462	181441	32,0	312	174786	28440	203226	83,73
Total	897	261104	155479	416583	40,5	1075	436026	99456	535482	77,19

1. WFP food assistance has boosted enrolment in primary schools, increased girls' attendance and enabled women to take advantage of functional literacy and vocational training courses. Data comparison between WFP assisted schools and non-assisted schools in the same provinces shows a clearly positive effects on the gender gap in WFP assisted schools:
2. The provision of a specific incentive targeted at girls has proven successful, particularly as regards enrolment and attendance in the first primary grades. Nevertheless, a more accurate study of enrolment through the primary education scale would probably confirm empiric observations made by the Mission, showing a tendency of girls to drop out when they reach the upper grades. In order to retain and reinforce the positive impact of the specific support for girls, WFP should envisage extending its support to girls in grades 10-12. The assumption is that, after having accomplished grade 12, a certain number of girls will be offered local recruitments as teachers in CBS, or will start vocational teacher training. Once trained and duly qualified, these women will accept to be assigned as teachers (and will be accepted) in their community of origin, thus giving a better chance for girls to be sent to school. In addition, in order to help alleviate another major obstacle to girls' school enrolment and attendance, WFP should focus its FFW school construction/rehabilitation activities on the construction of school boundaries walls and toilets.
3. As to the other FFE/T sub-components, critical flaws in the definition of outcomes and outputs have been identified, as contained in the Logframe Matrix. Such deficiencies have led to a neglect of important linkages between the different FFE/T sub-components,

precluded the identification and collection of meaningful outcome data, constrained a result oriented implementation and monitoring of the FFE sub-components, and, last not least, prevented an evaluation of the effectiveness of these activities in reaching planned outcomes. The critical issues are further deliberated in Annex 5: Logframe Analysis.²¹¹

Impact

4. Increased rates of enrolment, further encouraged by on-site school feeding, have led to increased pressure on the education system. Schools are often overcrowded, particularly in the first grades. In order to preserve the quality of education, it is necessary that essential complementary investments are made and measures are taken to provide adequate facilities for the accommodation of a growing number of schoolchildren, to intensify training and assignment of qualified teachers, to provide textbooks, etc. It is also important that WFP reinforces partnership with UN sister agencies, notably UNICEF, UNESCO, WHO and FAO, to ensure the provision of the so-called "Essential Package" in WFP assisted schools.
5. Due to the lack of measured outcomes related to the other FFE sub-components, it is impossible to assess the wider effects of activities implemented.

Sustainability

6. In March 2008, the MoE has issued a Concept Paper designing a National Food for Education Programme to increase and improve access to quality education. This is a good indicator for the Government of Afghanistan's commitment to FFE activities. However, considering the present education budget of 17 percent (of which 67 percent are absorbed by the payment of civil servants salaries) of total Government expenditures, it is unlikely that the Government of Afghanistan will be in a position to take over FFE responsibilities in a near future.
7. Due to the weak commitment of parents and communities in FFE implementation, it is not likely that they will and can make substantial contributions to sustain FFE on their own in the near future.

4.A.Design Health & Nutrition Activities

Health and Nutrition Objectives

- 1) Health and nutrition objectives of PRRO 10427.0 were to:
 - Contribute to substantial reduction in the number of TB-affected population.
 - Raise awareness and participation of communities in preventive health and nutrition.
 - Contribute to a substantial reduction of helminthes infections.
 - Increase the availability of locally produced and fortified wheat flour to the general population.
- 2) The October 2008 budget revision of PRRO made provision for the following pilot interventions targeted at "people affected by high food prices and poor harvest":
 - Blanket supplementary feeding (BSF) using ready to use food (RUF) for children under 2 years and provision of fortified blended food to children aged 24-59 months and pregnant and lactating mothers under the mother-and-child health and nutrition (MCHN) sub-component;

²¹¹ Annex 5, Part 2: Deficiencies and inconsistencies in the Logframe Matrix related to FFE component; implications for the evaluation.

- On-site wet school feeding to address micronutrient deficiencies, through the addition of micronutrient powder (MNP) to school meals; and
- Local production of fortified food that can be used in MCHN programmes.
- The pilot initiatives were introduced with a view to assess their relevance, feasibility, sustainability and potential for scaling up.

3) Expected outcomes set under the 2008 budget revision were:

- Prevent a decline in nutritional status among targeted women and children under 5 years in WFP intervention areas;
- Mitigate micronutrient deficiencies in children of school age in WFP-assisted schools;
- Increase access to TB treatment;
- Re-establish the livelihood of targeted beneficiaries; and
- Increase the capacity of government and private enterprises to supply fortified flour.

De-worming (reduction of helminthes infections)

- 4) **Relevance:** The de-worming component of PRRO is justified by results of the 2003 baseline survey which showed high levels of worm infestation (50-75 percent)²¹² in school children and the 2004 Common Country Assessment²¹³, which showed that the majority of Afghan children study in schools with extremely poor sanitation, water and hygiene.
- 5) **Appropriateness:** School children have highest intensity of worm infections, which cause stunting, weight loss, anaemia and abdominal complications. Worm infestations also negatively affect children's ability to concentrate on their studies. Annual school-based de-worming campaigns are cheap (< 2 US cents per child)²¹⁴, safe and contributes to good health and nutritional well being.
- 6) **Internal Coherence:** WFP's role in the joint Government/UN Healthy Schools Initiative (HSI), which includes school feeding, de-worming, latrines and water point installations, garden-based learning and food security, health and nutrition education, is well articulated. It is consistent with the WFP strategy of promoting integrated response by the UN system and collaboration with other agencies.
- 7) **External Coherence:** De-worming is consistent with the MoPH Health and Nutrition Sector Strategy (2007-2013) and contributes towards achievement of MDGs 2, 4 and 6. In the HSI context, de-worming fosters joint Government/UN programming and implementation, in line with UNDAF Objective 3.3.

Health and Nutrition Awareness Training (HNAT)

- 8) **Relevance:** The objective to "raise awareness and participation of communities in preventive health and nutrition" is relevant, given current levels of health, sanitation, hygiene, nutrition and illiteracy in Afghanistan and nutrition is rightfully "one of the key priorities of the MoPH"²¹⁵, due to its impact on all aspects of development.

²¹² UN completes largest de-worming campaign in history for 4.5 million Afghan children, WFP, published on 26 August 2004, Website: <http://www.wfp.org/news/news-release/un-completes-largest-de-worming-campaign-history-45-million-afghan-children>

²¹³ HSI 2007 Annual Report, Joint Programme, 2006-2008, WFP CO, Kabul.

²¹⁴ Afghan School Children Benefit from Nationwide De-worming Programme, UNICEF, Website: www.unicef.org/infobycountry/afghanistan_20042.html

²¹⁵ Public Nutrition Policy and Strategy, 2003-2006, MoPH, Kabul, Updated 1384.

- 9) **Appropriateness:** Globally, health and nutritional problems are commonest among poor illiterate population groups, particularly women, who are the primary caregivers. Despite the appropriateness of targeting health and nutrition education to this group, neither the PRRO 10427.0 document nor the CO gives strategies for achieving this. Output 3.2 of the original PRRO logframe refers to unspecified target beneficiaries participating in nutrition, health and HIV and AIDS awareness training and these were later specified as women in the 2008 revised Logframe. The 2008 Mid-term Review Mission recommended awareness training in vocational training (VT) and strengthening health and nutrition education in functional literacy (FL), but no document articulated how this was to be achieved.
- 10) **Internal Coherence:** Awareness raising and participation in preventive health and nutrition is consistent with SO4 and WFP policy of integrated response and collaboration between programmes (VT, FL and HSI) and by UN agencies.
- 11) **External Coherence:** The HNAT objective of PRRO 10427.0 is consistent with objective No. 7 of the 2003-2006 Public Nutrition Policy and Strategy, which is in line with objectives and strategies 3.8 and 5.1 of the 2007-2013 MoPH Health and Nutrition Sector Strategy. This contributes to achievement of MDGs 4, 5 and 6 and is consistent with UNDAF Objective 3. 5 and the action-oriented preventive health and nutrition strategies supported by UN agencies.

Assistance to TB Patients

- 12) **Relevance:** The PRRO document indicated that “food aid will encourage TB patients to seek and continue treatment, while enhancing their nutrition status.” TB is most common among the poor who are often nutritionally at risk, with diets characterised by low energy, protein and micronutrient intake. Provision of a family ration equivalent to 53 percent of the daily energy, 85 percent of protein and 49 percent of the daily fat requirements, boosts the intake of key macronutrients.
- 13) **Appropriateness:** TB is locally perceived as the disease of the poor, primarily affecting women of reproductive age (15-45 years). Food assistance does not only offset opportunity costs, but also fills the food gap of TB patients and their households attending direct observational treatment (DOT) at health facilities. This is particularly important in the first two of the 8 months treatment during which patients take medication under the supervision of personnel at health facilities.
- 14) **Internal Coherence:** Encouraging TB suspects to come up for voluntary testing and to complete treatment will reduce the death toll associated with TB. Thus, food assistance does not only “contribute to substantial reduction in the number of TB-affected population” but it is a life-saving intervention, consistent with SO1. This intervention is also consistent with WFP’s policy of promoting household food security for most vulnerable communities and population groups.
- 15) **External Coherence:** Provision of food assistance as incentive for voluntary TB testing and completing treatment is consistent with objectives and targets of the National Tuberculosis Programme (NTP), which are in line with the MoPH Health and Nutrition Sector Strategy 2007-2013. The targets comply with global TB control targets set by the World Health Assembly (WHA) in 1991 and the Global Plan to Stop TB, 2006-2015. Food assistance for TB patients contributes to the achievement of MDG 6, Target 8 “halt and begin to reverse incidences of TB by 2015” and the attainment of the NTP 2009-2013 Strategic Plan targets, which are:

- Halving the prevalence and deaths due to TB, relative to 1990 by 2013²¹⁶; and
 - Attaining and maintaining case detection rate (CDR) of 70 percent and 85 percent treatment success rate (TSR) by 2013.
- 16) The vision of the NTP, consistent with the global targets of the WHA, to eliminate TB as a public health problem by 2050. Effective partnerships with government sectors, private sector, NGOs, UN and other donor agencies have been established to consolidate efforts towards fulfilling this vision.

Wheat Flour Fortification (WFF)

- 17) **Relevance:** Wheat flour fortification is perfectly justified by the severity of iron and other micronutrient deficiencies, particularly among women and children. Results of the 2004 Nutrition Survey showed that 48 percent of non-pregnant women and 72 percent of children aged 6-59 months were deficient in iron.
- 18) **Appropriateness:** Wheat flour is the main staple in the Afghan diet and the urban poor rely on commercially produced wheat flour. WFF is therefore an appropriate response to high incidences of iron and other micronutrient deficiencies reported by the 2004 nutrition survey. Production of locally fortified food that could be used in MCHN programmes is an option included in the list of pilot initiatives in the revised PRRO document.
- 19) **Internal Coherence:** The objective of increasing availability of locally produced fortified food, and wheat flour in particular, is consistent with one of WFP's policies, "to provide food aid to improve the nutrition and quality of life of the most vulnerable" and SO4, "reduce hunger and chronic undernutrition".
- 20) **External Coherence:** This objective is in line with objectives and programmes of the 2003-2006 Public Nutrition Policy and the 2007-13 MoPH Health and Nutrition Sector Strategy. It contributes to the achievement of the MDG 4 and 5.

Pilot Supplementary Feeding

- 21) **Relevance:** Results of the May-June 2008 rapid nutritional assessment conducted by the MoPH perfectly justified blanket supplementary feeding (BSF) during drought in 2008 and early 2009²¹⁷. However, appropriate supplementary foods were not in-country for a rapid response to the emergency.
- 22) **Appropriateness:** Supplementary foods only arrived at the end of May 2009, when the country was expecting bumper harvest. BSF at such a time undermines potentials for promoting improved complementary feeding options, using locally available foods, which is critical for sustaining improvement in nutrition status.
- 23) **Internal Coherence:** The expected outcome of "preventing a decline in nutritional status among targeted women and children under 5 in WFP intervention areas" is consistent with SO4 and UNDAF Objective 3.5.
- 24) **External Coherence:** An option to consider would be to pilot targeted SF (TSF) in two out of 6 pilot SF provinces, where FAO has a presence (Herat and Kabul) and field-test inter-agency/government cooperation in combating malnutrition among children and pregnant and lactating women in an integrated manner.

²¹⁶ Global targets are to achieve these rates by 2015.

²¹⁷ Global Acute Malnutrition (GAM) was 16.7 percent and WHO guidelines recommend blanket SF when GAM is \geq 15 percent.

- 25) The proposed inter-agency approach is consistent with the government's multi-sectoral response to malnutrition. It ensures sustainability and reduces dependency. Under this arrangement, WFP would provide food supplements to the moderately malnourished, UNICEF focuses on the severely malnourished, while FAO focuses on prevention by promoting improved complementary feeding options and recipes, field-tested in 2006-7, and published in 2008 in Dari and Pashtu. Participatory food preparation demonstrations will be critical to acquisition of practical knowledge and building the confidence of caregivers.
- 26) Interagency/government trials proposed for Herat and Kabul Provinces can be undertaken from June 2009 to end of year. Remaining SF foods may be used to rapidly respond to area-specific emergencies which occur, while focusing on TSF, with a strong nutrition education component to promote tested improved feeding options, which are based on readily available local foods. This would facilitate integrated response to malnutrition by UN agencies and reduce dependency.

Pilot Wet School Feeding (nutritional aspects²¹⁸)

- 27) **Relevance:** There was no documented justification for the piloting wet SFP, especially in those schools currently receiving Indian high energy biscuits (HEB). This school feeding sub-component has no nutritional objectives.
- 28) **Appropriateness:** Despite the appropriateness of mitigating micronutrient deficiencies in children of school age, provincial MoE officials met in different regions visited by the mission expressed concerns on:
- Challenges of serving a hot meal during the 15 minutes break without disrupting the learning programme, especially in large schools with double or triple shifts and enrolment of up to 4,000; and
 - Possible exposure of school children to poisoning through the cooked meal, given the current conflict situation in the country.
- 29) The mission compared the micronutrient content of the Indian HEB and MNP with a view to understand nutritional benefits for replacing HEB with cooked school meals fortified with MNP. While MNP provides 100 percent of micronutrients indicated below, 100gms or one ration of Indian HEB provide:
- 83 percent of the recommended daily intake (RDI) of iodine and more than 100 percent of the RDI of iron and zinc. The copper content is not indicated; and
 - 100 percent of the RDI of vitamin A, folic acid, vitamin B1, vitamin B2, vitamin B3, vitamin B6, vitamin B12. The content of vitamin D, K and C of the Indian HEB is not indicated.

Details of this comparison are presented in Annex 7h.

- 30) **Internal Coherence:** Nutritional benefits of replacing HEB with MNP are primarily limited to Vitamin C, which is of concern in some areas, particularly in winter. The wet SF ration provides 35 percent of the daily energy requirements of children aged 5-12 years. This is above the recommended 20-25 percent contribution of school feeding snacks but below the 55 percent contribution recommended for school meals. One hundred grams (1 ration) of the

²¹⁸ See also section 2.A.4 on FFE.

Indian HEB provide 450 Kcal/day, i.e. 24 percent of daily energy requirements, falling within the recommended ration scale for school feeding snacks.

- 31) **External Coherence:** Pilot wet school feeding was initiated with minimum consultation with provincial MoE officials, who prefer continued distribution of HEB, which is quicker and safer (sealed HEB better protect students).

4.B Implementation and Outputs of Health & Nutrition Activities

1. Based on SPRs and complementary reports from WFP CO, outputs related to the health and nutrition sub-components are as follows:

Table 16: Outputs of Health and Nutrition subcomponents

Outputs	2006			2007			2008		
	planned	actual	%	planned	actual	%	planned	actual	%
Provision of de-worming tablets to targeted children	5.000.000	4.571.263	91%	6.011.674	5.571.758	93%	6.011.674*	5.038.142	84%
Participants of H & N awareness training	No data	No data		No data	No data		No data	1.327	
TB patients undergoing treatment receiving food	26.000	25.000	98%	24.263	21,534	75%	28.523	23.369	82%
Wheat Flour Fortification*	No data	No data		No data	No data		No data	460 MT /day ²¹⁹	

Source: SPRs, complemented by reports from the CO

* Planned annual and actual fortified wheat flour production figures are not reflected on the monitoring logframe.

De-worming (reduction of helminthes infections)

2. Efficiency: The Joint Government/UN HSI, formalized by signing the 2007-8 memorandum of understanding (MOU), draws upon comparative advantages of different sectors and agencies and facilitates joint planning and implementation. UNICEF and WHO jointly procure de-worming tablets for school children, while WFP facilitates teachers' training and collection of monitoring forms and analysis.
3. De-worming is complemented by health, hygiene and nutrition education. Under the HSI, a school health policy and strategy was developed, primary school curriculum reviewed, supplementary and training materials developed and master trainers oriented on how to use this package. A health screening guide was also prepared and is being field-tested in one school per province.
4. Higher de-worming outputs were recorded in 2006 and 2007, but 2008 records showed a drop in coverage (84 percent). At the time of the mission, de-worming reports from 12 provinces of the Central Region were still missing, hence the lower figure of actually de-wormed children compares to 2007.

Health and Nutrition Awareness Training (HNAT)

The mission found no evidence of a pre-programme assessment to verify the assumption that VT centres had capacities to promote HNAT. Health and environmental issues, including nutrition are covered in the national FL curriculum (see Annex 7j for details). However there was no clear indication of:

²¹⁹ Table available at the WFP CO- Health and Nutrition Unit

- Extent to which FL teachers were oriented to conduct practical HNAT, including food demonstrations, giving practical home assignments and participants providing feedback and sharing experiences in subsequent training sessions.
- Implementation processes, number of HNAT sessions and time allocated to HNAT, WFP input and expected outputs.
- Extent to which knowledge gained is assessed and practiced at home (no outcome indicators).
- According to the SPRs, the only available data relating to participation in HNAT was for 2008. The WFP CO indicated that 2008 training had been conducted in collaboration with the International Union Against TB and Lung Diseases. These were specifically for staff from WFP, government and other implementing partners. The trainings focused on management and financing of the TB programme for the NTP staff as well as implementation, monitoring and reporting for the WFP and implementing partners' staff.

Assistance to TB Patients

5. Regarding implementation of the TB sub-component, the mission observed that there is:
 - Well established TB case detection, treatment procedures and good health facility records (treatment, food receipts and distribution and discharge).
 - Good donor/government coordination since 2003, with growing number of partnerships and funding from 2001 to 2009. Main donors include WHO, WFP, Global Fund, WHO, WFP, USAID, JICA, CIDA and Italian Cooperation.
 - Effective drug supply and management (no breaks in drug supplies), but pipeline breaks in food supply of up to 8 months in 2008, which negatively affected DOT completion rates in the Western Region (Herat).
 - Enhanced case detection strategies implemented through National Stop TB partnership since 2008 (schools, business sector, medical sector, local media, NGOs, etc), and development and distribution of Stop TB advocacy materials.
 - Improved access to health services (66 percent of population)²²⁰ in 2007 compared to 25-35 percent in 2002²²¹, including improved access to TB diagnosis and treatment.
 - Good record keeping, monitoring of outputs and treatment outcomes (treatment success and defaulting rates).
6. Small tonnage of food for TB patients made distribution to final distribution points expensive and higher than current WFP re-imburement rates. Provincial MoPH authorities requested WFP to re-consider this issue. It is impossible to assess cost-effectiveness of a life-saving operation like this one.
7. The percentage of TB patients who received food assistance was way below 100 percent for 2007 (75 percent) and 2008 (82.5 percent).

²²⁰ National Strategic Plan for TB Control, 2009-2013, MoPH National TB Control Programme, June 2008

²²¹ Public Nutrition Policy and Strategy, 2003-2006, MoPH, Kabul, Updated 1384.

Table 17: Diagnosed TB Cases Compared to WFP Beneficiaries

	2006	2007	2008
Diagnosed TB cases	25.475	28.769	28.301
TB patients who received WFP food	25.000	21.534	23.369
% of planned TB cases that received WFP Assistance	98%	75%	82.5%

Compiled from NFP data and SPRs

8. Security was much better in 2006 but deteriorated from 2007. Deterioration in security, increase in no-go areas and pipeline breaks in food delivery had an adverse effect on coverage of target beneficiaries. However it appears WFP was able to reach a higher number of TB patients in 2008 again, after contracting outsourced monitors.

Wheat Flour Fortification (WFF)

9. Implementation of wheat flour fortification (WFF) is characterised by the following main features:
- Selection of mills for WFF was based on expressed interest of millers, following a campaign on benefits of fortifying wheat flour.
 - Operational WFF mills are in the North (4), West (1), Central (2); an eighth starts flour fortification in the Eastern Region (Jalalabad) before end of June 2009 (see Annex 7i, for details). Further two new millers (Mazar and Kabul) recently expressed interest to participate in the WFF initiative.
 - Planned production of fortified wheat flour has not yet started in Kandahar because of the security situation.
 - The premix currently in use contains iron and folic acid²²².
 - From the 200-400 MT/day target set under PRRO 10233²²³, production increased from October-November 2006. By November 2008, fortified flour production had increased to 460 MT. At the time of the mission, daily production of fortified flour was approximately 505 MT. Actual production is demand-driven and mills have the capacity to double production. Production will increase further once the 8th Jalalabad-based mill with a capacity of producing 110MT/day becomes operational.
 - By December 2008, 30 000MT of fortified flour had been produced, with approximately 91 000²²⁴ people consuming fortified flour three times a day. This falls short of the expected target of 300,000 Mt for 2008.
 - Since 2007, millers conduct internal monitoring of flour fortification using iron spot test kits. WFP assisted in upgrading and renovating the MoPH Food Analysis Laboratory (Lab) and procured equipment to verify the micronutrient content of fortified wheat flour. Out of the 10 technicians currently working in the MoPH Food Analysis Lab, one technician received 5 days training from the company that supplied the equipment. However, training was inadequate and the technician is unable to analyse samples collected from the mills.
 - Retail outlets and bakeries reported that they have not experienced breaks in supplies since the initiation of the wheat flour fortification programme.

²²² Government has request for an inclusion of zinc and vitamin B 12 in the premix and this is under consideration.

²²³ A Report from the Office of Evaluation: Full Report of the Evaluation of AFGHANISTAN PRRO 10233, April 2004, WFP, Rome, December 2004.

²²⁴ Large Scale Flour Fortification Programme, Afghanistan, Technical Report for Micronutrient Initiative (MI), Canada, by Sayed, Jamshid, Zewari, WFP, Kabul, November 2008

10.Regarding local production of fortified food for use in MCHN programmes, as per the revised PRRO, there was neither documentation nor on-going country activities on the proposed pilot initiative.

4.C Results of Health & Nutrition activities

De-worming (reduction of helminthes infections)

Effectiveness

1. In 2004, more than 90 percent of the 5 million children targeted for de-worming received de-worming tablets. From 2005 onwards, the annual target of de-worming 5million children was surpassed, with approximately 6 million children aged 6-13 years, including children in orphanages reached annually. In 2007, 6.02 million received tablets, against the planned figure of 6.06 million. Data on 2008 de-worming achievements was not available to the mission and the 2009 campaign, targeting over 6 million, is scheduled to start in June.

Impact

2. Impact indicators and processes to assess progress towards a “substantial reduction of worm infections” are not defined and the HSI data base to be prepared with WHO funding is not yet in place. Funds permitting, consideration could be given to conducting a low cost impact assessment survey after 6 consecutive years of mass de-worming (2004-9), coupled with efforts to improve water and sanitation in schools.

Sustainability

3. Once put into place, most of the HSI components should continue to operate largely self-sustained, with a small amount of maintenance cost.

Health and Nutrition Awareness Training (HNAT)

Effectiveness

4. VT programmes were not effective channels for HNAT because attention was not given to identifying health and nutrition trainers and adequately preparing them to effectively fulfil this function. There was no evidence of participatory approaches or procedures in place to assess acquisition of health and nutritional knowledge and practical skills by FL participants, despite inclusion of relevant topics in the national FL curriculum.

Impact:

5. The mission observed a high fluctuation of FL teachers, which undermines efforts to in-service train FL teachers on health and nutrition issues, hence the importance of adequately addressing this issue in the pre-service teachers’ training programme.

Sustainability:

6. Once the processes and approaches for HNAT are put into place and trainers trained, this component should be able to run in a self-sustaining manner or at minimal cost.

Assistance to TB Patients

Effectiveness

7. Assistance to TB patients is one of the few PRRO activities where results have been systematically monitored.²²⁵ The achievements can be summarised as follows:
 - Increased number of people seeking voluntary TB treatment (diagnostic centres' records of suspected TB cases compared to sputum positive cases).
 - Improved CDR from 34 percent in 2003 (PRRO 10233) to 61 percent in 2007.
 - Increased DOT coverage rate from 53 percent in 2003 (PRRO 10233) to 97 percent in 2007.²²⁶
 - Overall decrease in the number of defaulters from 368 in 2002 to 254 in 2007.
 - Overall drop in defaulting rates (2.2 percent in 2005, 2006 and 2007), but rose in 2008 (13 percent) in Herat Region due to pipeline breaks in food supply. WFP food assistance can, therefore, be considered as a strong incentive for improving CDR and TSR.
8. Annex 7f provides details of trends in case detection, including relapses and treatment outcomes for the 2000 to 2008 period. Sixty-four percent (64 percent) of cases detected in 2008 were female.

Impact:²²⁷

9. Data from NTP show an annual increase in the number of TB cases detected (13 808 cases in 2003 compared to 28 000 in 2008). With intensification of case finding efforts (advocacy) and improved access to health services, new cases are expected to increase to a peak and then decline as treatment success rates are maintained or improved.
10. Apart from a better health status of the successfully treated TB patients, substantial further impacts can be expected. Family and community members will be less exposed to the risk of being infected, and the cured person will be better able to contribute to the household and community economy.

Sustainability:

11. WFP food assistance is still needed to sustain current achievements. In addition, food assistance is critical for reaching a peak in case detection and thereafter, achieving a decline in the overall TB affected population.

Wheat Flour Fortification (WFF)

Effectiveness

12. Retailers indicated that fortified flour (85 percent extraction rate) is mainly purchased by low income groups (60 percent), followed by the middle income groups (35 percent). High income groups buy bread made from 1/3 locally produced fortified flour and 2/3 imported flour (70 percent extraction rate) because this clientele prefers white bread. Despite the higher cost of fortified flour (\$23/49kg bag compared to \$22/bag unfortified flour), most beneficiaries of WFF are the urban lower and middle income classes, who are most affected by micronutrient

²²⁵ Due to good data recording at health facilities and the NTP office, Kabul

²²⁶ 2008 data not available to the mission.

²²⁷ No impact assessment studies have been conducted so far, but a TB survey is planned for the first half of 2010.

deficiencies. The relatively high price of fortified flour was due to the high quality wheat used by millers.

Impact:

13. It is expected that the widespread consumption of fortified flour will lead to an improved iron status and overall health status of the population. Yet, such impact study has still to be made.

Sustainability:

14. Continued advocacy while putting into place measures to gradually pass on the cost of fortifying flour to consumers will ensure sustainability. At current premix costs (\$1/mt fortified flour), a 50kg bag of fortified flour would cost 5 US \$-cents more if the cost of fortifying the flour is passed onto the consumer.

Annex 12

Key issues for the future²²⁸

1. The setting in 2009 is complex and evolving. The expectation is that this will continue to be the case. WFP has to adjust and respond to it. Including issues inherited from the past and still remaining to be solved, key issues for the future are:
 - the establishment of a *functional M&E system*, which (1) ensures basic monitoring functions (distribution and beneficiary monitoring), by providing real time data and information on progress and flaws in implementation, and (2) generates relevant outcome data to enable WFP and its partners to monitor overall programme performance in view of objective achievement. While implementation of (1) rest largely with WFP, to facilitate efficient management of the food aid inputs, the genuine mandate and responsibility for (2) lies with the partners. They will depend on further capacity building to be able to fulfil this function, and precondition for both is a consistent Logical Framework which has to be developed in collaboration with the partners.
 - *Streamlining and simplification of approaches*, based on the experience and lessons learned from the past on what works and what does not, including the available capacities of WFP and partners to rely on. For example, the fact that FFW activities are simple and correspond to activities for which communities have been well educated by their own experience or NGO interventions over many years is a key contributor to FFW success to date. WFP can live with this context of well known FFW solutions as a mechanism for injecting food into food insecure regions and contributing to development where a recovery context can be clearly argued.
 - *Managing security risks and challenges*. Humanitarian access is under threat in those regions where AGEs²²⁹ operate. CO strategy to date is twofold: to not implement/deliver where there is no access for monitors (no-go areas), and to contract/outsource monitoring where WFP staff cannot go due to security constraints. The former pose problems during emergencies that demand humanitarian intervention, while the latter has limitations and poses a risk of dependency without control. This issue cannot be solved by WFP alone but requires consultations with stakeholders and donors, based on clear and transparent information on the implications of security threats for the efficiency and effectiveness of the operation.
2. *Implications for WFP FFW in the context of the Afghanistan National Development Strategy (ANDS)*. The AN currently largely uncontrolled Afghan economy is in effect completely market driven and de-regulated. All ministries have well developed strategic plans based on clearly articulated logical frameworks. There are numerous donor supported capacity

²²⁸ Section 3.B of the draft evaluation report structured according to the old outline. In the new structure, this section was deleted.

²²⁹ Anti Government Elements, notably Taliban-Al Qaida but also local groups that oppose the elected central government. The fact that the elected government is widely seen as not delivering the expected peace dividends and basic services promised to communities contributes to the cycle of 'demand-dissatisfaction-opposition-demand' played out in Afghan politics. In addition, the issue of corruption has not been addressed by the Karzai government nor its donors and is frequently cited by Afghans as a cause for opposition.

building initiatives²³⁰ and increased donor community coordination efforts since the donor conference in 2008.

3. WFPs strategic FFW relationship with MRRD is working well to achieve WFPs objective of saving lives and building resilience. The bottom up approach meshes with ANDS intentions and community expectations. The missing links in WFPs relationship are the lack of harmonization with applicable strategic plans under ANDS and the absence of a clear approach to accountability. In both there is opportunity for impact gains at little or no cost to resource allocation. Two examples are:
 - Use of common indicators to broaden the data source.
 - Dissemination of basic information (especially beneficiary entitlements), reports and opportunities for involvement to all stakeholders, to results in clear understanding of roles and reduced opportunities for interference and corruption by gate keepers.
4. The *Exit Strategy* stipulated in the Project Document was overly optimistic and indicated a phasing down proportional to the expansion of economic activities in the country. The data quoted suggests that the required economic development was never likely for even the medium term. The ANDS is more realistic in its vision for 2020, effectively proposing a 12 year Afghan development plan. Where the exit strategy was correct was in reference to the twice yearly review of food aid interventions, based on Afghan regional needs. A realistic exit strategy date for WFP is in line with ANDS: 2020.
5. *WFPs organisational structure* is strengthened under current management, in response to the changing setting and expected challenges, especially in the field of security (2009 election, military surge etc). The programme is appropriately funded, unlike for most of 2005-8. This will ease pressures on the CO and allow a focus on quality for the PRRO extension and beyond. The recommendations are meant to serve this purpose.

²³⁰ Basic education, teacher training, package of basic health, water sector reform, energy, roads etc.

Acronyms

ACORD	Afghanistan Country Office Reporting Database
AFS	Afghans (local currency, 50 AFS=1 US\$)
AGE	Anti Government Element
AIDS	Acquired Immune Deficiency Syndrome
AIFLI	Afghanistan Integral Functional Literacy Initiative
ANDMA	Afghanistan National Disaster Management Authority
ANDS	Afghanistan National Development Strategy
AO	Area Office
BPHS	Basic Package of Health Services
BSF	Blanket Supplementary Feeding
CBO	Community Based Organization
CDC	Community Development Council
CDR	Case Detection Rate
CHW	Community Health Worker
CIDA	Canadian International Development Agency
CMART	Country Management Appraisal and Review Team
CO	Country office
COMPAS	Commodity Movement Processing and Analysis System
CP	Cooperating Partner
CTC	Community-based Therapeutic
CTG Global	WFP Sub-contractor for monitoring
DeO	Department of Education
DeWA	Department of Women Affairs
DFID	Department for International Development (UK)
DOT	Direct Observational Treatment
EPD	Extended Delivery Point
EQ	Evaluation Question
EC	European Commission
EMOP	Emergency Operation
EU	European Union
FAO	Food and Agriculture Organization of the UN
FAU	Food Aid Unit
FDP	Final Delivery Point
FEWSNET	Famine Early Warning Network (USAID)
FFA	Food for Assets
FFE	Food for Education
FFT	Food for Training
FFW	Food for Work
FL	Functional Literacy
FLA	Field Level Agreement
FM	Food Monitor
GAIN	Green Afghanistan Initiative
GFD	General Food Distribution
HEB	High-energy biscuits
HH	Household
HIS	United Nations Joint Healthy Schools Initiative
HIV	Human Immune-Deficiency Virus
HNAT	Health and Nutrition Awareness Training
IDP	Internally displaced person
ILO	International Labour Organization

IP	Implementing Partner
IRC	International Rescue Committee
ISAF	International Security Assistance Force
JICA	Japanese International Development Agency
Logframe	Logical Framework
LoU	Letter of Understanding
LTSH	Landside transport, storage and handling
MCHN	Mother and Child Health and Nutrition
MDG	Millennium Development Goal
MNP	Micronutrient powder
MoAIL	Ministry of Agriculture, Irrigation and Livestock
MoE	Ministry of Education
MoLSAMD	Ministry of Labour and Social Affairs, Martyrs and Disabled
MoPH	Ministry of Public Health
MoU	Memorandum of Understanding
MoRR	Ministry of Refugees and Repatriation
MRRD	Ministry of Rehabilitation and Rural Development
NDF	National Development Framework
NER	Net enrolment rate
NESP	National Education Strategic Plan
NGO	Non-governmental Organization
NRVA	National Risk and Vulnerability Assessment
NTP	National Tuberculosis Control Programme
OCHA	UN Office for the Coordination of Humanitarian Affairs
OSSF	On Site School Feeding
PAT	Programme Assistance Team
PCU	Programme Coordination Unit
PRRO	Protracted Relief and Recovery Operation
PRSP	Poverty Reduction Strategy Paper
PRT	Provincial Reconstruction Team
PTA	Parent s Teacherd Association
RBM	Result Based Management
RDI	Recommended Daily Intake
RUF(C/S)	Ready-to-Use Food (for Children / Supplement)
SF	Supplementary Feeding
SFP	School Feeding Programme
SHI	School Health Initiative
SHN	School Health and Nutrition
SFP	School Feeding Programme
SPR	Standard Project Report
SO	Strategic Objective
TB	Tuberculosis
TFP	Therapeutic Feeding Programme
TL	Team leader
TMCHN	Targeted Mother and Child Health Nutrition
TSF	Targeted Supplementary Feeding
TSR	Treatment Success Rate
UN	United Nations
UNDAF	UN Development Assistance Framework
UNDOC	UN Office on Drugs and Crime
UNDP	UN Development Programme
UNESCO	UN Educational, Scientific and Cultural Organization
UNHAS	UN Humanitarian Air Service
UNICEF	UN Children's Fund
UNODC	UN Office on Drugs and Crime

US	United States
USAID	US Agency for International Development
VAM	Vulnerability Analysis and Mapping
VT	Vocational Training
WFF	Wheat Flour Fortification
WFP	UN World Food Programme
WHA	World Health Assembly
WHO	World Health Organization
WSB	Wheat-Soya Blend



Rome, October, 2009 Ref: OEDE/2010/001

Office of Evaluation
Via Cesare Giulio Viola, 68/70
00148 Rome, Italy
Tel +39 0665131

<http://www.wfp.org/about/evaluation>