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Food  
Programme

Programa  
Mundial  
de Alimentos

**Executive Board  
First Regular Session**

**Rome, 8–11 February 2010**

## **EVALUATION REPORTS**

### *Agenda item 7*

*For consideration*



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## **MANAGEMENT RESPONSE TO THE RECOMMENDATIONS OF THE SUMMARY EVALUATION REPORT AFGHANISTAN PRRO 104270**

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for consideration.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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## BACKGROUND

1. This document presents the Secretariat's response to the recommendations of the evaluation of WFP's ongoing PRRO 104270 in Afghanistan.
2. The Secretariat appreciates the evaluation recommendation to simplify its approach in the PRRO. The country office is improving its monitoring and evaluation system and its management of security risks, reducing the breaks in food deliveries and exploring the possibilities for local food procurement. The recommendations with regard to programme components are also recognized.
3. The Secretariat's detailed responses to the evaluation recommendations are presented in the matrix.

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<b>Recommendations</b>	<b>Action by</b>	<b>Management response and action taken</b>	<b>Implementation deadline</b>
<p>1. Streamline and simplify approaches, based on:</p> <ul style="list-style-type: none"> <li>➤ experience and lessons learned;</li> <li>➤ the capacities available to WFP and the partners it can rely on;</li> <li>➤ well established partnerships with clearly defined roles and responsibilities; and</li> <li>➤ establishment of priorities and linkages between types and geographic areas of future operations derived from a clear, realistic and consistent set of objectives, outcomes and indicators, reflected in a logframe developed by WFP together with its main partners.</li> </ul>	Country office	<p>The activities of the previous PRRO will be consolidated into six activities in PRRO 20063 (April 2010–March 2013). Selection criteria and the results to be achieved are clearly stated and aligned with the WFP Strategic Plan and Strategic Results Framework. The country office will take the logframe indicators into account in selecting activity areas.</p> <p>Partnerships at the field level are based on field-level agreements that define roles and responsibilities. Under PRRO 20063, the country office will increase its presence in the various clusters and sign memoranda of understanding with partners to guide implementation. WFP will upgrade its partnership database to include partners' expertise and field presence.</p>	<p>Completed</p> <p>August 2010</p> <p>February 2010</p>
<p>2. Adopt in the future PRRO design a fundamentally different, and practical, approach to monitoring and evaluation (M&amp;E) harmonized with partner approaches. The system should have one layer that ensures basic monitoring functions of distribution and beneficiaries by providing real-time data and information on progress and flaws in implementation; and another layer that generates outcome data to enable WFP and its partners to monitor overall programme performance in relation to achievement of objectives. To achieve this, partners will need capacity development and support from WFP; a precondition for this is a consistent logframe.</p>	Country office	<p>This was done while formulating PRRO 20063.</p> <p>The country office will improve the collection of output data – beneficiaries fed, tonnage of food distributed and physical outputs – by increasing the number of additional sub-offices, security permitting, and by outsourcing more of the monitoring, for which WFP counterparts, partners and field monitors will be primarily responsible. To improve collection and analysis of performance data, the country office will pilot the Performance Planning and Monitoring Module (PPMM) developed at Headquarters from January to April 2010. The existing Afghanistan Country Office Recording Database (ACORD) will be available to support PPMM if necessary.</p> <p>Data on household food consumption score, community asset score, coping strategy index and human and financial capital index will be collected through regular food security monitoring surveys in collaboration with partners to ensure consistency and quality. WFP will utilize secondary data sources for other outcome measurements as necessary.</p>	<p>Completed</p> <p>April 2010</p> <p>December 2010</p>



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3. Manage 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, and which types of interventions have higher priority and justify higher risk levels. Consult with stakeholders and donors on these issues.	Country office	In response to increasing insecurity, the country office has developed a confidential response plan that prioritizes life-saving activities and provides an overview of implementation modalities by province. The country office regularly shares with donors information on the possible impact of insecurity on WFP operations. Stakeholders are regularly consulted before implementation of WFP-supported programmes to ascertain risks and the feasibility of implementation.	Completed
4. Avoid pipeline breaks and delivery delays by:  i) planning deliveries further ahead;  ii) prepositioning food at strategic locations;  iii) making use of alternative sources and routes of supply;  iv) setting priorities according to urgency of requirements; and  v) making donors aware of 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.	Country office	The country office logistics unit has constantly sought to avoid breaks in delivery.  i) Since January 2009 the country office has increased central management of commitments to ensure that projects receive adequate food. Interruptions in delivery have become frequent because of insecurity. WFP storage capacity has been increased; warehousing will be further extended in PRRO 20063 and the food storage and handling capacities of provincial and district authorities will be increased so that food can be stored closer to beneficiaries.  ii) The country office has a policy of pre-positioning food in areas that become inaccessible during winter. To increase its response capacities under PRRO 20063 the country office will pre-position food in locations prone to natural disasters.  iii) This issue will be addressed by increasing the use of routes from the Islamic Republic of Iran, Turkmenistan and Uzbekistan to enable timely direct deliveries to area offices in Herat and Mazar-al-Sharif, reduce dependence on traditional routes and decrease exposure to risks.  iv) This has been done in various contingency plans.  v) The partnership strategy will improve communications among WFP staff, counterparts and partners.	2010–2013  March 2013  August 2010



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<p>5. Explore possibilities of local procurement and, to the extent feasible, utilize them to:</p> <p>i) strengthen local food marketing;</p> <p>ii) generate income for farmers and traders; and</p> <p>iii) help ensure that beneficiaries receive the type and quality of food they are used to. This requires monitoring of the grain market and establishing contacts with grain traders.</p>	Country office	<p>i) The country office is procuring wheat locally in areas with good harvests.</p> <p>ii) The country office aims to procure 157,000 mt of food in 2010-2014 through Purchase for Progress (P4P) in PRRO 20063.</p> <p>iii) Under PRRO 20063 the country office plans to hire a market analyst whose duties will include monitoring of grain markets.</p>	<p>Completed</p> <p>2010–2014</p> <p>April 2010</p>
<p><b>Relief – General Food Distribution (6–8)</b></p> <p>6. 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 latecomers should be made.</p>	Country office	Agreed. The main criteria are household food insecurity and vulnerability in terms of family status, health and age. Eligibility will be periodically reviewed and beneficiaries who move on from the programme will be replaced. WFP will train counterparts and partners accordingly.	May 2010
<p>7. Maintain and extend to future urban general food distribution (GFD) the investment made in the Kabul data bank as an instrument for management, monitoring and documentation of social assistance schemes; consider offering it to government partners for wider application.</p>	Country office	Agreed. The urban GFD database, which is maintained by WFP, is also used for the cash and voucher project and will be gradually handed over to the Government.	Ongoing
<p>8. Closely monitor the planned cash/vouchers pilot, especially regarding efficiency and effectiveness and how results compare to GFD and other social safety-net approaches.</p>	Country office	Agreed. The country office has established a comprehensive database (see recommendation 7) to monitor voucher distribution. Results of the voucher pilot and urban GFD will be comparable because the same outcome measurements are used. The voucher pilot will be evaluated for efficiency and effectiveness.	June 2010



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<p><b>Food for Work (FFW) (9–11)</b></p> <p>9. Harmonize FFW by further structuring the intervention model led by WFP, driven by communities and supported by the Ministry of Rehabilitation and Rural Development, with a focus on economies of scale.</p>	Country office	<p>WFP selects areas for FFW with national counterparts on the basis of food security; communities express preferences for work to be undertaken and community development councils select beneficiaries and distribute food. This model varies depending on the strength and influence of local authorities, but WFP works with national counterparts to maximize transparency and has suspended operations in the past when criteria were not met.</p> <p>The country office will encourage partners to develop a comprehensive community-based rehabilitation intervention for the entire lean season.</p>	<p>Completed</p> <p>May 2010</p>
<p>10. Clearly distinguish throughout the project cycle between FFW for relief (humanitarian) and FFW for recovery (development). The goal should be for food deliveries to be consistently under the direct control of community development councils at the community level.</p>	Country office	<p>Under PRRO 20063, FFW will be used to improve the food consumption of households affected by disaster; it is therefore an alternative to GFD for households that can engage in work after a disaster. This approach is in line with Afghan culture and has proved to be an excellent self-targeting tool.</p> <p>Food for assets (FFA) will be used for labour-intensive and capital-intensive work to restore community infrastructures. Results will be measured using the community asset score.</p> <p>In both cases, community development councils are WFP's main counterparts: they will be in charge wherever possible of beneficiary selection, food handling and reporting.</p>	
<p>11. Implement a "back-to-basics" review of the M&amp;E system for FFW, with strong senior leadership and focus on a small number of relevant FFW indicators.</p>	Country office	<p>A results measurement framework has been established under PRRO 20063 in line with corporate reporting requirements. The M&amp;E system for FFW will be reviewed and restructured.</p>	December 2010





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<b>Food for Education/Training (FFE/FFT) (12–16)</b>			
12. Focus the FFE/FFT component goal on support to basic education and basic skills training. Clearly establish the justification and synergy of activities to achieve FFE objectives and reflect them in the logframe.	Country office	Done while formulating PRRO 20063.	Completed
13. Extend the provision of incentive take-home rations to girls in grades 10–12 to prevent early drop-out and encourage girls to complete their education.	Country office	Included in PRRO 20063.	Completed
14. Reconsider the appropriateness of wet school feeding while looking for alternatives to increase vitamin C intake.	Country office	The country office started a pilot wet-feeding programme when the evaluation team visited Afghanistan; it will review results at the end of the current school year to evaluate appropriateness.	July 2010
15. 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, with a view to a future and progressive WFP hand-over strategy.	Country office	Development of capacity-building and hand-over strategies are foreseen under PRRO 20063. The country office will continue to develop the Government's capacity to take over from WFP, but in most areas the timeframe for this goes beyond the duration of PRRO 20063.	Ongoing under PRRO 20063 and thereafter
16. Give more responsibility to community development councils for food management and distribution at implementing sites, to improve monitoring at final delivery points and increase beneficiary community commitment.	Country office	Please see reply to Recommendation 10.	
<b>Health and Nutrition (17–21)</b>			
17. Stop integrating health and nutrition education in vocational training, but strengthen it in functional literacy activities by using action-oriented approaches; continue support to the School Health Initiative.	Country office	WFP does not implement vocational or functional literacy training: it provides food assistance to offset participants' opportunity costs. WFP will use this leverage to influence curricula.  The School Health Initiative will continue in PRRO 20063.	Ongoing
18. Consider revising reimbursement rates for food deliveries for tuberculosis patients, taking into account the higher transport costs of smaller quantities.	Country office	Transport rates for each destination are established through tendering. The country office will train cooperating partners in field-level agreement budgeting.	December 2010





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19. Consider distributing locally produced fortified wheat flour to WFP-assisted projects. Expand flour fortification, while working on an exit strategy. Train all Ministry of Public Health laboratory technicians to monitor the quality of locally fortified and imported wheat flour.	Country office	Under PRRO 20063, fortified wheat flour will be distributed to pregnant and lactating women and tuberculosis patients.  The country office will appoint a consultant to train Ministry of Public Health technicians.	Completed  March 2010
20. Establish jointly with the United Nations Children's Fund (UNICEF), the Food and Agriculture Organization of the United Nations (FAO) and the Government a pilot collaboration in targeted supplementary feeding programmes in Herat and Kabul to address:  i) severe malnutrition (UNICEF-supported); ii) moderate malnutrition (WFP-supported); and iii) prevention (FAO-supported).  This would strengthen the Government's multi-sectoral response to malnutrition and ensure the sustainability of WFP assistance. A Memorandum of Understanding to formalize this arrangement stating joint targeting, annual workplans and implementation is desirable.	Country office	WFP-assisted supplementary feeding under PRRO 20063 to address moderate malnutrition is being implemented in areas where other actors are present, including Kabul and Herat.  FAO, UNICEF, the United Nations Industrial Development Organization (UNIDO), WFP and the World Health Organization (WHO) collaborate in a joint programme entitled Feeding the Children Together.  WFP will work through the nutrition cluster to implement the proposed integrated approach with UNICEF and FAO in support of the Government's multi-sector response to malnutrition.	Completed; to be continued under PRRO 20063  January 2010  January–December 2010
21. Explore the potential for local production of high-energy biscuits to stimulate local economies and reduce distribution costs.	Country office	A feasibility study of local production of high-energy biscuits will be prepared under P4P in PRRO 20063.	December 2010