

Decentralized Evaluation

Decentralized Evaluation of the Results of WFP's Food Assistance to Temporarily Dislocated Persons in Pakistan from 2015-2017 Final Evaluation Report

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Executive Summary

1. Commissioned by the World Food Programme (WFP) Pakistan Country Office (CO), this Evaluation Report is for the decentralised evaluation of the WFP's support to the approximately two million Temporarily Dislocated Persons (TDPs) during their displacement in Khyber Pakhtunkhwa (KP) and following their return to the Federally Administered Tribal Areas (FATA) in Pakistan. The response comprised of a blanket general food distribution (GFD) to all registered TDPs, both in the destination to which they were displaced, and also for six months once they had returned to their original FATA Agency. Food Assistance for Assets (FFA¹) through cash and food modalities for assets creation, capacity building, and trainings were also undertaken once TDPs returned, normally once the six-month ration had been completed. This report covers the period January 2015 to August 2017² spanning across two WFP operations (Protracted Relief and Recovery (PRRO) 200250 - Enhancing Food and Nutrition Security and Rebuilding Social Cohesion (2013-2015), and PRRO 200867 – Transition: Towards a Resilient and Food-Secure Pakistan (2016-2018).
2. As per the Terms of reference (TOR) (Annex 1), the evaluation will be used to measure the results of the food assistance provided to the TDPs during relief, return, and rehabilitation phases, and identify the factors that led to its successful implementation and provide programmatic recommendations to guide future implementation. Its three main objectives are to: a) Generate evidence of positive and negative, intended or unintended results of WFP's food assistance interventions, with emphasis on relief and FFA assistance for the affected population; b) Improve the effectiveness of WFP interventions by determining the reasons of observed success/failure and draw lessons from experience to produce evidence-based findings that will allow the CO to make informed decisions about specific interventions that should be undertaken to promote these success factors in a cost effective, focused and systematic way; and, c) Provide an analysis on how WFP interventions were aligned with Government of Pakistan (GoP) and United Nations policies, strategies, and plans. The evaluation will also serve the dual and mutually reinforcing objectives of accountability and learning.
3. The timing of this evaluation enables its findings and recommendations to help formulate and improve implementation methodologies and administrative procedures of the WFP Pakistan Country Strategy Plan (CSP), 2018-2022. It will also inform the GoP and other development partners as to how WFP's early recovery efforts contributed to the objectives of the FATA Sustainable Return and Rehabilitation Strategy (FSRRS). The report's expected users are the WFP CO and its partners, donors and the Government of Pakistan, the Regional Bureau (RB), WFP HQ, and the WFP Office of Evaluation (OEV).
4. **Context:** FATA constitutes an area of 27,220 sq. kilometres, and is inhabited by approximately 4.72 million Pashtoon or Pakhtun tribes. The seven individual FATA agencies are located along the western border of Pakistan with Afghanistan. The TDPs included 310,719 families, comprised mostly of women and children (70%).³ The evaluation has assessed the results of the GFD and FFA interventions provided during relief, return, and rehabilitation phases of the WFP response.

¹ Including Cash for Work (CFW), Cash for Training (CFT) and Food for Training (FFT).

² To improve comparatives against plan tables will reflect beneficiaries supported as at 31st December 2017 wherever possible.

³ Fata Sustainable Rehabilitation and Recovery Strategy, page 7.

5. According to the UN Development Programme (UNDP) Gender Inequality Index, in 2015 Pakistan was ranked 130 out of 159 countries with a value of 0.546 nationally,⁴ however, the gender environment is further complicated within FATA. Women perform household chores and family-based agriculture and livestock activities and have limited space to pursue education and other non-agricultural activities.⁵ Literacy rates for women in FATA stand at 13 per cent, as opposed to 50 percent for men.⁶ FATA is predominantly rural and most poor families' livelihoods are agriculturally based.⁷
6. **Methodology:** Standard evaluation criteria were applied, ensuring the evaluation was comprehensive and followed accepted norms. The main evaluation questions, as indicated in the TORs are listed in Annex 6. In order to respond to these questions, the evaluation team conducted 41 key informant interviews with WFP staff and key stakeholders (see annex 9). Nine Focus Group Discussions (FGDs) with male and female GFD and FFA beneficiaries were undertaken in Peshawar as well as inside FATA itself. Evaluation team access issues to FATA were addressed by inviting FATA based beneficiaries to Peshawar. Overall, the evaluation team feels that sufficient good quality information has been gathered. Secondary reading helped triangulate information gathered from beneficiaries and key informant interviews.
7. Limitations included security related access constraints and the need for evaluation team members to acquire a "no objection certificate" (NOC) from the Government to enter FATA. Although an NOC for the local consultants was received to visit Khyber Agency, as an additional measure, beneficiaries from four of the FATA agencies were brought to Peshawar so that FGDs, separately for men and women, could be conducted there. Additional FGDs were undertaken at distribution points in Peshawar and Kohat.

Key Findings:

Evaluation question 1: Relevance and Coherence

8. Food security has been and remains the main issue facing both displaced and returned TDP families. The PRRO 200867 Baseline Survey of July 2016 highlighted that less than 39 percent of beneficiary households has an acceptable food consumption score.⁸ Similarly, a joint study in 2015 by the FATA Government, WFP and FAO found that only 28 percent of returned families had acceptable food consumption levels with 18 percent having a poor consumption score.⁹ Therefore the GFD distributions to the TDPs, plus the provision of food rations for six months after their return home, was clearly relevant to beneficiary needs and food requirements.
9. The provision of wheat flour (for 2017 the GFD rations comprised 80kg of fortified wheat flour, 8 kg lentils, 4.5 kg oil, and 1 kg salt with a daily kcal value of 1881 kcal per day) for bread production, being a culturally important dietary component, was also very much appropriate. The fact that this was fortified was further beneficial to beneficiary dietary requirements. Unfortunately, a small percentage of beneficiaries, perhaps 5 percent, have not adapted well to the taste of the new type of fortified wheat provided. This, together with other factors, has led to some of the wheat flour being sold to local merchants after being received.

⁴ <http://hdr.undp.org/en/composite/GII>

⁵ Khan, S., & Afridi, S. (2010). Patriarchal Social and Administrative Practices in the Federally Administered Tribal Areas, Pakistan: A Case for Gender Inclusive Reforms. Journal of Area Study Centre Russia, China, Central Asia, University of Peshawar (65).

⁶ WFP, FATA Secretariat (2017). "In-depth Assessment on Food Security and Livelihoods of returned Households in FATA".

⁷ Government of Pakistan: The Post Crises Needs Assessment in Khyber Pakhtunkhwa and FATA. September 2010.

⁸ WFP PRRO 200867 Baseline Survey, July 2016, page 18.

⁹ Returning Home, Livelihoods and Food Security of FATA returnees, August 2015, page 2.

10. With respect to the FFA interventions again a number of studies have highlighted the relevance of such activities. For example the need for rehabilitating physical infrastructure is the first pillar of the FSRRS,¹⁰ and the need to improve the agricultural sector is one of the recommendations of the United Nations led FATA Vulnerability Assessment 2017.¹¹ FFA activities, which have included reparations to irrigation canals, the planting of orchards, the restoration of market roads are meeting the livelihood and infrastructure needs of the returned communities and again are clearly relevant. Cash as a payment modality was very much appreciated. The shift from a blanket GFD to Food/Cash for work was also in line with changing beneficiary needs.
11. FFA activities such as the reparation or installation of protective walls and check dams are clearly appropriate interventions as indicated by the United Nations Vulnerability Assessment, which stated that floods are one of the two largest threats to communities in FATA. These Disaster Risk Reduction (DRR) activities¹² can also be deemed relevant to the FATA Disaster Management plan of 2012, and supportive of the Provincial Disaster Management Authority's (PDMA), Community Based Disaster Risk Management (CBDRM) resilience and capacity building initiative.¹³
12. Gender has been considered both in project design and implementation, incorporating the targeting of women for inclusion in activities.¹⁴ During implementation, the WFP team and its Co-operating Partners (CPs) has taken into account key humanitarian guiding principles such as safety, dignity, "Do No Harm", accountability to beneficiaries (beneficiary feedback mechanism), participation and access, gender equality, and women's empowerment, keeping in view the FATA context. WFP approach was largely aligned with the WFP Gender Strategy and Gender Action Plan. WFP received 2A gender marker score for its PRRO 200867.¹⁵
13. Co-ordination with Other United Nations partners has gone well at times, especially during the relief and early recovery periods. Unfortunately, as development funding becomes more difficult to find these agencies are now seen to be somewhat competing for the same resources. Donors, however, would prefer to see a more integrated approach. Joint programming and monitoring missions would be beneficial to all concerned, saving costs and enabling synergies between agencies to take place.

Evaluation question 2: Effectiveness and Impact

14. WFP's effectiveness is evident in that the percentage of planned GFD beneficiaries has remained at just over 100 percent for each of the last three years, with food provided being split equally amongst men and women. There has been a high volume of beneficiaries supported being 3.8 million against a planned 3.7 million during 2015 - 2017. Similarly, FFA intervention participant numbers have exceeded planned levels for 2015 and 2016, but were lower in 2017 due to less funds being available than expected, security issues, and delayed cash distributions which meant beneficiaries, due to be paid for work done in 2017, will be paid in the first quarter of 2018 ¹⁶ This delayed payment was frequently confirmed during beneficiary FGDs.

¹⁰ FATA Sustainable Return and Rehabilitation Strategy, April 2015.

¹¹ UN FATA Vulnerability Assessment 2017 (DRAFT).

¹² Implemented at times with support from the Swiss Agency for Development and Co-operation (SDC).

¹³ Towards a Disaster Resilient Khyber Pakhtunkhwa Road Map for Disaster Risk Management 2014 – 2019.

¹⁴ The WFP CO allocated resources for engaging women in project activities on the basis of the WFP HQ gender activity catalogue

¹⁵ The Inter Agency Steering Committee (IASC) Gender Marker is a tool that codes, on a 0-2 scale, whether or not a humanitarian project is designed well enough to ensure that women/girls and men/boys will benefit equally from it or that it will advance gender equality in another way. If the project has the potential to contribute to gender equality, the marker predicts whether the results are likely to be limited or significant.

¹⁶ SPR 200867 2017.

15. Although other factors exist, there is a correlation between the location of WFP interventions and improved food security levels in FATA (increased dietary diversity and food consumption scores). WFP's FFA activities will also have contributed in terms of improved agricultural infrastructure and technical knowledge. FFA DRR activities have also improved community level preparedness.
16. The need, however, for WFP staff to have a NOC to enter FATA has meant that they have become overly reliant on CPs and Third-Party monitors (TPMs). A number of these organisations have not had their WFP contracts renewed for a variety of reasons failing to meet the strict WFP compliance standards in terms of human resource practices, and financial reporting. As such their reliability, in some instances, has been questioned. Although some WFP Peshawar staff visit field operations, due to NOC constraints, this occurs once every couple of months at best. WFP need to increase their presence in the field of operations.
17. TPMs and FATA Government monitoring reports have stated that the selection of vulnerable beneficiaries for the FFA activities does not appear to have been done so well in places. Key informant meetings stated this was due to time constraints related to the CP Field Level Agreements (FLAs) and the influence of local tribal leaders. This process has generally improved over time as TPMs identified the issues and enforced, with the relevant stakeholders, how the beneficiary selection should be done.
18. FLAs, both their short-term duration and the time taken to sign them, have created¹⁷ problems for CPs in terms of delays in starting, being short of time to do accurate beneficiary selection assessments, or to provide follow up on trainings or income generation (IG) activities, for example, on kitchen garden and handicraft activities. The length of the FLAs should match with the activities that need to be undertaken.
19. Internal WFP monitoring systems have in general worked well in terms of supervising the TPMs, following up on complaints received, and supporting the GFD programme. The development of a strong comprehensive beneficiary database has provided an effective monitoring system to avoid duplication. However, there is a need to upgrade the questionnaire format that enumerators fill in during beneficiary interviews and to utilise a more qualitative and participatory feedback approach based on FGDs.¹⁸ Furthermore, there is an overall need for detailed post distribution monitoring (PDM) or specific reports that highlight issues faced by the WFP programmatic and CP staff.
20. A comprehensive complaint/feedback mechanism has been established and works effectively. However, as reported during female FGDs, roughly only 5 percent of women in FATA own a mobile phone, and culturally it is not acceptable to complain by phone. Women prefer personal discussions or interaction through focus groups.
21. By engaging women in FFA activities WFP will certainly have contributed to increasing women's empowerment in the long run. The FFA activities targeted at women are expected to generate cash income. By contributing such income to the household their empowerment is expected to improve. During FGDs, all women stated that the cash they received from WFP were used for their children's education and also enabled them to take decisions on how to use that money. Furthermore, the displacement has provided an opportunity for women to get a Computerised National ID Card (CNIC) and as such be eligible for receiving humanitarian aid.

¹⁷ This system was centrally controlled at the WFP offices in Islamabad where female staff were hired to make beneficiary women at ease.

¹⁸ Female beneficiaries expressed their preference for this in FGDs with the evaluation team.

Evaluation question 3: Efficiency and Sustainability

22. In general the GFD activities have been delivered on time. Similarly, FFA activities have also been implemented within their short time frame, normally 15 days, once started. However, these could have been implemented earlier, at the same time as the six month return home food package, for those families available for work.
23. Budgets tended to be managed by the management team in Islamabad. Whether or not responsibility for this should be moved to Peshawar should be discussed internally within WFP. Payments for FFA participants, which are repeatedly reported to be delayed, could also be managed in Peshawar, which may prove more efficient. The Peshawar office should also have access to the beneficiary database without having to go through the database manager who has now moved to Islamabad.
24. With respect to the sustainability, the long term impact of the FFAs can be further improved by the provision of some basic equipment and seeds after kitchen garden training, as well as more development based monitoring and follow up support in terms of getting products to markets and improving quality. Similarly, irrigation canals have been cleared but have not had their corners/junctions strengthened. Additional resources from the outset would increase the sustainability of the projects undertaken. It is also too early to state with any conviction how well the rehabilitated infrastructure will be maintained over time. Nevertheless, ownership levels within local communities of such assets is high, which is a positive indication.
25. To date, WFP has already undertaken a number of training initiatives to build the capacity of the FATA Government Agency line departments, and as an exit strategy this would appear the most logical option. The Agency line departments themselves, however, believe their capacity needs to be further improved, should they need to take over current GFD activities, or have to undertake a significant role in future operations. Despite the capacity building efforts to date, a comprehensive approach towards capacity building in terms of a future exit strategy, based on a thorough assessment of capacity gaps, is lacking.

Overall conclusions

26. The WFP interventions have had to operate in a difficult contextual environment. FATA incorporates a variety of landscapes both geographically and culturally. Displacements and returns occurred simultaneously over a long period of time. Security has been an ongoing overriding challenge with some parts of FATA still too insecure and damaged for TDPs to return home. The need for NOCs and the lack of opportunity for WFP to permanently locate staff in FATA has left them dependent on CPs and TPMs for programme management and monitoring. That said, by engaging local partners, WFP has ensured operational accessibility in all Frontier Regions and FATA Agencies.
27. The number of beneficiaries supported has been significant and the geographical and logistical demands substantial. WFP has met beneficiary GFD targets each year in terms of number of beneficiaries planned to support, and FFA activities completed. Food was generally distributed on time. The GFD response has been acknowledged as a considerable success by the GoP, donors, and beneficiaries. The extensive coverage of the support both in terms of the large geographical area and the substantial beneficiary numbers is well recognised and appreciated.
28. Food security within FATA is a dominant issue, as is the need for recovery and rehabilitation especially of the agricultural sector. Although other factors exist, there is a correlation between the location of WFP interventions and improved food security

levels. WFP's activities will also have contributed to improved agricultural infrastructure and technical knowledge as a result of the FFA projects and training activities. The programmatic planning logic behind such interventions, implemented as designed, appears to have been well aligned.

29. Looking forward, some displaced vulnerable families, still reliant on monthly food rations, are not wishing to return home due to ongoing insecurity concerns in their original Agency, or their preference for the improved health, employment and educational facilities in Peshawar and other urban areas. If and how such beneficiaries will be supported once the blanket food distributions cease needs to be decided.
30. Finally, how to target future support needs consideration. Currently the most remote areas along the Afghan border tend to be the areas that have received less infrastructure rehabilitation and food security support. These areas, for example, Orakzai, have the worst food security levels as well. Targeting donor support to such locations would appear logical. The rehabilitation and livelihood recovery needs are still huge and spread across all seven agencies from accessible areas to remote villages. In this regard, the gap between relief and recovery funding is the major concern.

Recommendations

Recommendation 1 (Strategic): Support for those TDPs that will remain once GFD distributions will finish: In the light of the persistent food insecurity situation TDPs, and the likelihood that some of them will not return to their places of origin after current GFD interventions come to an end, nor have access to sustainable livelihoods, in collaboration with the relevant Government departments, WFP CO should determine the most adequate food assistance intervention to cover the needs of the vulnerable displaced population in FATA. These decisions should be based on a joint Government of Pakistan (PDMA), United Nations agencies, Food Security Working Group, and WFP, joint assessment, working in collaboration with FATA Line Departments undertaken in the next three months.

Recommendation 2 (Programmatic): Identification of best practices and lessons learnt on FFA activities to date so as to adapt future interventions. In order to understand the success, failures, best practices and lessons learnt from the FFA activities to date, and as such to maximise their contribution to beneficiaries' income generating and agricultural production benefits, by Sept 1 2018, the CO should undertake an impact assessment of FFA activities which should review beneficiary selection practices and include a cost comparison analysis of WFP activities and with those of other implementing agencies. Future approaches for sustainable livelihoods building should be adapted to and informed by the results of this assessment.

Recommendation 3 (Strategic): Targeted FFA support to the most food insecure FATA districts. With respect to those FATA Agency districts that have the lowest food security indicators, as identified in the Fata in-depth food security analysis, the United Nations Vulnerability Assessment, or WFP VAM reports, and therefore can be considered most in need of continued sustained support, the WFP CO, in collaboration with the FATA Government Line departments, should target future FFA interventions. The CO would need to: i) Identify, by Agency, the most vulnerable districts¹⁹; ii) conduct community level livelihood needs assessments in the communities in those districts and iii) Intervene in terms of a minimum of three rounds of relevant FFA activities, targeted at both men and women within these communities.

¹⁹ In this respect continued WFP support to such surveys as the FATA in depth FSL Assessment would be beneficial.

Recommendation 4 (Programmatic): Equitable targeting of FFA assistance and increased support to women beneficiaries. So as to attain required levels of equitable FFA funding, and as such to increase FFA project support to female participants, the number of female focused FFA recovery and developmental activities needs to be increased. By Sept 1 2018, and drawing on lessons learned from the FFA impact assessment, CO should identify further projects aimed at women, adolescent males and disabled community members inclusion, and train staff on implementation of these gender-sensitive projects.

Recommendation 5 (Administrative): Improve the FFA participant payment process. In order to meet programmatic objectives in terms of supporting FFA participants the FFA participant payment system needs to be immediately reviewed in terms of procedural efficiency. The revised procedure should ensure that timeliness of payments is improved and followed up, with due consideration given to finding alternatives to the banking-based transfer systems and ways to improve flexibility in the collection of cash transfers. Alternative payment options for when systems fail to meet deadlines should also be identified.

Recommendation 6 (Administrative): Improve the FLA contracting system. CP's FLA contractual procedures and duration should match programmatic needs so that CPs have sufficient time for accurate beneficiary targeting, project follow up, and support for training/IG schemes. To this end, FLAs should be revised to last at least 6 months, delays in signature should be addressed and WFP CO should also consider reducing the number of CPs with longer FLAs.

Recommendation 7 (Administrative): Investigate the benefits of decentralising administrative authority to the Peshawar office. In order to facilitate improvements in both the FFA payment procedures as well as the FLA contractual processes, how much centralised authority can be released from Islamabad and handed over to the Peshawar office to WFP CO should immediately considered, through an internal study on the feasibility and benefits of such decentralisation.

Recommendation 8 (Programmatic): Realign monitoring practices in line with programmatic activities. As operations move away from the GFDs towards more developmental FFA interventions the internal monitoring system need to follow suit. By mid-2018, the WFP CO need to update its procedures so that monitoring activities further capture feedback on programmatic performance through participatory methods, including the feedback of female beneficiaries. Post distribution monitoring reports reflecting beneficiary feedback should be also initiated by 01 September 2018 and shared with donors and the Government of Pakistan.

Recommendation 9 (Strategic): Improve inter-agency co-ordination. In order to improve programmatic impact as well as to reduce costs, by 01 September 2018, the CO, in co-operation with other United Nations agencies operative in FATA needs to determine opportunities for enhanced cooperation including the conduct of joint assessments, implementation and monitoring visits.

Recommendation 10 (Strategic): Capacity Building of Fata Government Line Departments. As WFP reduce their presence in the FATA, handing over the long-term management and support of ongoing activities to the FATA government line departments seems a natural progression. To this end, WFP CO should develop a handover plan based on an assessment of the capacity needs of the Government line departments.

1 Introduction

1. This Evaluation Report is for the decentralised evaluation of the World Food Programme's (WFP) support to Temporarily Dislocated Persons (TDPs) during their displacement in Khyber Pakhtunkhwa (KP) and following their return to the Federally Administered Tribal Areas (FATA) in Pakistan. This evaluation is commissioned by the WFP Pakistan Country Office (CO) and will cover the period January 2015 to August 2017²⁰ spanning across two WFP operations (Protracted Relief and Recovery (PRRO) 200250, - Enhancing Food and Nutrition Security and Rebuilding Social Cohesion (2013-2015), and PRRO 200867 – Transition: Towards a Resilient and Food-Secure Pakistan (2016-2018).
2. As per the Terms of reference (TOR) (Annex 1), the evaluation will be used to measure the results of the food assistance provided to the TDPs during relief, return, and rehabilitation phases, and identify the factors that led to its successful implementation and provide programmatic recommendations to guide future implementation. Thus, it will provide a good basis for discussions with donors and the Government as WFP transitions from humanitarian assistance to development. This evaluation will also help to design sustainable programmes in the near future for ensuring longer term food security of the affected population under the forthcoming Country Strategic Plan (CSP), beginning in January 2017. It will also guide the Government and other development partners on how early recovery efforts contributed to the objectives of the FATA SRRS and assist them in determining the benefit of forging future partnerships with WFP.
3. The three main objectives of the evaluation, as described in the Terms of Reference (TOR) (Annex 1) are to: a) Generate evidence of positive and negative, intended or unintended results of WFP's food assistance interventions, with emphasis on relief and FFA assistance for the affected population; b) Improve the effectiveness of WFP interventions by determining the reasons of observed success/failure and draw lessons from experience to produce evidence-based findings that will allow the CO to make informed decisions about specific interventions that should be undertaken to promote these success factors in a cost effective, focused and systematic way; and, c) Provide an analysis on how WFP interventions were aligned with Government of Pakistan (GoP) and United Nations policies, strategies, and plans.
4. Standard evaluation criteria of relevance and coherence, effectiveness and impact, as well as efficiency and sustainability have been applied to the evaluation, as the evaluation questions (listed in Annex 6) which have been identified in order to meet the evaluation objectives mentioned above are allocated to each criteria as appropriate. The evaluation will also serve the dual and mutually reinforcing objectives of accountability, by providing feedback to donors in terms of how well their funds have been utilised, and learning in terms of providing lessons learnt and recommendations as to how future operations can be improved both in Pakistan and elsewhere.
5. As such, the evaluation will be used to assess the results of the general food distribution (GFD) and food assistance for asset (FFA)²¹ interventions provided to the TDPs during the relief, return, and rehabilitation phases of the WFP intervention, identifying factors that led to programmatic successes and failures. Furthermore, the timing of this evaluation, (the evaluation started preparation of the Inception Report (IR) in November 2017, with field work taking place from 16 January until 08 February 2018), will enable its findings and recommendations to help formulate and improve

²⁰ To improve comparatives against plan tables will reflect beneficiaries supported as at 31st December 2017 wherever possible.

²¹ Including Cash for Work (CFW), Cash for Training (CFT) and Food for Training (FFT).

implementation methodologies and administrative procedures aimed at promoting more sustainable efficient programmes that improve the longer term food security of affected FATA populations. Such interventions will be implemented under the soon to be approved WFP Pakistan Country Strategy Plan (CSP), 2018-2022.²² It will also inform the Government and other development partners as to how WFP's early recovery efforts contributed to the objectives of the FATA Sustainable Return and Rehabilitation Strategy (FSRRS), Governmental objectives in terms of the return of the TDPs, and whether or not WFP activities were coherent with those of other United Nations organisations, donors, and development actors.

6. The expected users for this Evaluation Report are the WFP Pakistan CO and its partners, donors and the Government of Pakistan, including the FATA Secretariat. The Regional Bureau (RB) is expected to use the evaluation findings to provide strategic guidance, programme support, and oversight. WFP HQ may use the evaluations for wider organizational learning and accountability, and the Office of Evaluation (OEV) may use the evaluation findings to feed into evaluation syntheses as well as for annual reporting to the Executive Board (EB). A stakeholder analysis is provided in Annex 2.

1.1 Overview of the Evaluation Subject

7. The subject of this operations evaluation is the WFP Pakistan CO support provided to approximately two million TDPs from FATA as a result of conflict related activities and counter insurgency manoeuvres, such as the Zarb-e-Azb operation, initiated in June 2014 by the Pakistan Army. The displaced population included 310,719 families, comprised mostly of women and children (70%).²³ WFP GFD operations have supported 1.8 million, 1.2 million and 0.9 million beneficiaries in 2015, 2016, 2017, respectively, being 293,815 MT, 178,033 MT, and 70,662 MT of food distributed, predominantly in Khyber, Kurram and North Waziristan agencies. FFA participants in the same years have been 59,964, 158,734, and 110,168, receiving US\$8.9 million, US\$8.6 million, and US\$7.2 million respectively, predominantly in South Waziristan, North Waziristan and Kurram agencies.
8. Geographically, operations covered all seven FATA Tribal Agencies of North and South Waziristan, Khyber, Kurram, Orakzai, Mohmand, and Bajour, plus the FATA frontier regions of Peshawar, Kohat, Bannu, Lakki Marwat, Tank, and Dera Ismail Khan.²⁴
9. The intervention was initially implemented through PRRO 200250 which was approved in October 2012, and was the subject of a number of budget revisions²⁵ the last of which, applicable within this evaluation timeframe, was budget revision 7, approved in July 2015.²⁶ PRRO 200867 was approved in November 2015 and has been the subject of four budget revisions for additional costs related to the slower than expected rate of return of displaced populations.²⁷ No design changes have occurred as a result of these budget revisions.
10. The intervention was undertaken by WFP in co-operation with by the GoP, the United Nations High Commissioner for Refugees (UNHCR) and the National Database and Registration Agency (NADRA), with respect to the registration of beneficiaries, together with a number of Pakistani co-operating partners contracted on the basis of

²² Submission date to Rome Executive Board: February 26 – March 02 2018.

²³ FSRRS, page 7.

²⁴ Please see annex 3 for operational maps.

²⁵ As listed in Annex 2 of the evaluation inception report (IR).

²⁶ BR # 7 (July 2015): Additional budget increase of US\$2,846,127 for PRRO 200250' Additional 690 Mt food for relief assistance, Included a shift in modality to provide cash assistance.

²⁷ As listed in Annex 2 of the evaluation inception report.

individual field level agreements (FLAs) as listed in the stakeholder analysis (Annex 2). No international Non-governmental organisations (NGOs) are allowed into FATA.

11. The response comprised of a blanket general food distribution²⁸ to all registered TDPs,²⁹ both in the destination to which they were displaced, and also for six months once they had returned to their original FATA Agency. FFA, as well as food for training (FFT), cash for work (CFW), and cash for training (CFT) activities were also undertaken once TDPs returned, normally once the six-month ration had been completed. Some unconditional cash support was also provided to non-registered beneficiaries. Women have benefited from GFD support, and were specifically targeted in FFT/CFT activities. As designated as the responsible person within the household to manage food issues women have a significant interest in the quality and quantity of food provided. The training activities have shown signs of empowerment benefits for women in terms of increased respect from generating income and consequential involvement in household decision making.
12. The period of analysis covers the last 12 months of PRRO 200250 activities (2015) and the first 24 months implementation of PRRO 200867. This time period ensured that the evaluation captured the results of both PRROs in terms of beneficiaries supported under both GFD and FFA activities i.e. all phases of assistance to the affected population from displacement to return and recovery activities.
13. A previous mid-term evaluation of PRRO 200250 was conducted in the final quarter of 2014. Recommendations from that evaluation were mostly concerned the Community Management of Acute Malnutrition (CMAM) and school feeding programmes that are not being evaluated on this occasion. One pertinent recommendation, however, was that WFP recruit a Gender and Protection focal person, which they have done.
14. GFD activities are undertaken in line with beneficiary lists agreed with UNHCR and FDMA, with food rations provided at 30 distribution points within KP and FATA.³⁰ WFP is the main provider of food relief in FATA although some local charities and religious organisations are also known to provide support.
15. FFA interventions are primarily focused on supporting the rehabilitation of community assets to promote food security, and the early recovery and rehabilitation of livelihoods among returned communities and the most food-insecure and vulnerable families (such as, irrigations channels, roads, protections walls, kitchen gardens etc.). Payment has been provided in either food or cash, for example, in 2016, 73,621 participants were provided with food supported while 88,315 received cash payments.³¹ For 2017, the split was 50,112 and 60,056 participants receiving food and cash respectively.³²
16. Expected outcomes for GFD and FFA activities can be found in the original PRRO proposals. These can be seen in Annex 4. Outcomes under Strategic Objectives 1 and 3, being operation specific objectives for PRROs 200250 and 200867 are as follows:

1.2 Improved food consumption over the assistance period for targeted households

3.1 Adequate food consumption reached or maintained over assistance period for targeted households

²⁸ At the request of the GoP who preferred a blanket coverage approach rather than a targeted approach.

²⁹ There were a number of non-registered refugees, including many women, whose cases were reviewed and computerised national ID cards (CNICs) were issued when appropriate.

³⁰ SPR 200867 2016.

³¹ SPR 200867 2016.

³² SPR 200867 2017.

3.2 Improved access to assets and/or basic services, including community and market infrastructure

17. Such outcomes are measured in terms of their impact on food security. The logical framework outcome indicators for PRRO 200250 and PRRO 200867 are similar and rely on similar measurement indicators: Food Consumption Score (FCS), Coping Strategy Index (CSI), Community Asset Score (CAS) and Diet Diversity Score (DDS). WFP are also implementing School Feeding and CMAM interventions in FATA. Such activities should also contribute to improved food security, however, the implementation of these interventions is not within the scope of this evaluation.
18. WFP's main partners with respect to funds provided for PRRO 200867 between 1 Jan 2016 and 31 Dec 2017 and their percentage contribution to overall funding, are: USA (US\$102.7M, 29.4%), Government of Pakistan (US\$75.8M, 21.7%), Japan (US\$10M, 2.9%), Australia (US\$7.4M, 2.1%), UK (US\$7.4M, 2.1%), EU (US\$5.7M, 1.6%), and Canada (US\$4.9M, 1.4%). As of December 2017, 69.3 percent of the total PRRO 200867 budget of US\$334.7M has been raised. (See Annex 5 for the funding situation as at 31 Dec 2017). For 2015, the main contributors for PRRO 200250 have been the Government of Pakistan with wheat flour with an estimated value of US\$80 million, and USAID with a contribution of US\$48 million.
19. USAID has historically been the main WFP benefactor for these PRROs. However, their funding has decreased over the last year or two due to political changes in Washington and the need to allocate funding elsewhere. This trend will likely continue into 2018. A general concern for future WFP FFA activities is the inevitable dip in funding that occurs as operations move from a humanitarian situation to the development phase.

1.2 Context

20. Pakistan ranks as the sixth most populous country in the world with an estimated population of 207 million, projected to increase to over 227 million by 2025.³³ Urban migration is a growing phenomenon. Over 19 percent of the population of Pakistan (41 million) are undernourished according to the State of Food Insecurity 2017 study.³⁴ Although the country has made significant gains nationally towards increased food production, limited arable land, climate change associated with the increased frequency and intensity of natural disasters, including floods, prolonged droughts, and growing water stress, places Pakistan 76th out of 107 on the Global Food Security Index.³⁵ According to Vision 2025, 60 percent of the population are facing food insecurity and nearly 50 percent of children under 5 are malnourished.³⁶
21. FATA constitutes an area of 27,220 sq. kilometres, and is inhabited by approximately 4.72 million Pashtu speaking Pashtoon or Pakhtun tribes. The seven individual FATA agencies mentioned above are located along the western border of Pakistan with Afghanistan and have remained under a unique administrative and political status since 1849, established during British colonial rule. In 1973 Pakistan cemented FATA's status in the constitution giving FATA representation in the National Assembly and the Senate. Each Tribal Agency is administered by a Political Agent and his administration. FATA is made up of a number of separate tribes or clans who regulate their own affairs

³³ Planning Commission of Pakistan (2015). "Pakistan Vision 2015". Available at: <http://pc.gov.pk/uploads/vision2025/Vision-2025-Executive-Summary.pdf>

³⁴ FAO, IFAD, WFP (2017). "The State of Food Security and Nutrition in the World: Building Resilience for Peace and Food Security. Available at: <http://www.fao.org/3/a-I7695e.pdf>

³⁵ FAO, IFAD, WFP (2017). "The State of Food Security and Nutrition in the World: Building Resilience for Peace and Food Security. Available at: <http://www.fao.org/3/a-I7695e.pdf>

³⁶ Pakistan Vision 2025.

in accordance with unwritten customary codes, characterised by collective responsibility for the actions of individual tribe members and territorial responsibility for the area under their control. The Government functions through local tribal intermediaries, the *maliks* (chief representatives of the tribes) and *lungi* holders (representatives of sub-tribes or clans).

22. FATA has experienced high levels of instability and insecurity historically and remains one of the most underdeveloped regions in Pakistan. The lack of access to basic services, employment opportunities, and productive livelihood assets continues to hinder the development of the population. FATA is predominantly rural and most poor families' livelihoods are agriculturally based.³⁷ Most households depend on wages from unskilled daily labouring, and small scale agricultural production. Of the displaced families 261,000 returned to their areas of origin between March 2015 and August 2017. This return has taken longer than originally planned by the Government and anticipated in WFP budgets. As such additional funding through budget revisions has been needed. Recent studies indicate that 24 percent of those households displaced and having returned are food insecure (albeit a reduction from 44 percent in 2014).³⁸ Some areas remain insecure and protection issues exist either as a result of continued military activity or in terms of roadside ordinances that continue to make travelling in some parts of FATA a precarious venture. The Shia – Sunni conflict in Kurram remains an issue.
23. According to the UNDP Gender Inequality Index, in 2015 Pakistan ranked 130 out of 159 countries with a value of 0.546 nationally,³⁹ however, the gender environment is further complicated within FATA. Women perform household chores and family-based agriculture and livestock activities and have limited space to pursue education and other non-agricultural activities.⁴⁰ In many families, boys are prioritised, as such contributing to the exclusion of girls from education, and consequentially from decision making both individually and within households. Literacy rates for women in FATA stand at 13 per cent, as opposed to 50 percent for men.⁴¹ The participation of women at a public level are minimal.⁴²
24. Practical implications operationally include the difficulty surrounding women's limited ability to travel without the company of a male family member, and their lack of engagement in decision making affects both their access to health-care facilities and also household incomes.⁴³ Their access to relief items was affected because many women did not possess a valid CNIC for registration. Women do produce handicrafts to generate income, however, it is the men who sell them, as it is the men who visit the markets for purchasing household items and food supplies. Furthermore, CP female staff cannot travel in the same car as male counterparts as this can ruin their reputation within beneficiary communities.
25. In 2015, the GoP introduced the FSRRS with a view to the voluntary return of the displaced in KP and FATA to their areas of origin by the end of 2017, through creating an enabling environment to rebuild livelihoods. In this respect the political will is evident in terms of the support provided to WFP operations and in the operational

³⁷ GoP Post Crises Needs Assessment - Khyber Pakhtunkhwa and FATA, September 2010.

³⁸ WFP, FATA Secretariat (2017). "In-depth Assessment on Food Security and Livelihoods of returned Households in FATA"

³⁹ <http://hdr.undp.org/en/composite/GII>

⁴⁰ Khan, S., & Afridi, S. (2010). Patriarchal Social and Administrative Practices in the Federally Administered Tribal Areas, Pakistan: A Case for Gender Inclusive Reforms. Journal of Area Study Centre Russia, China, Central Asia, University of Peshawar (65).

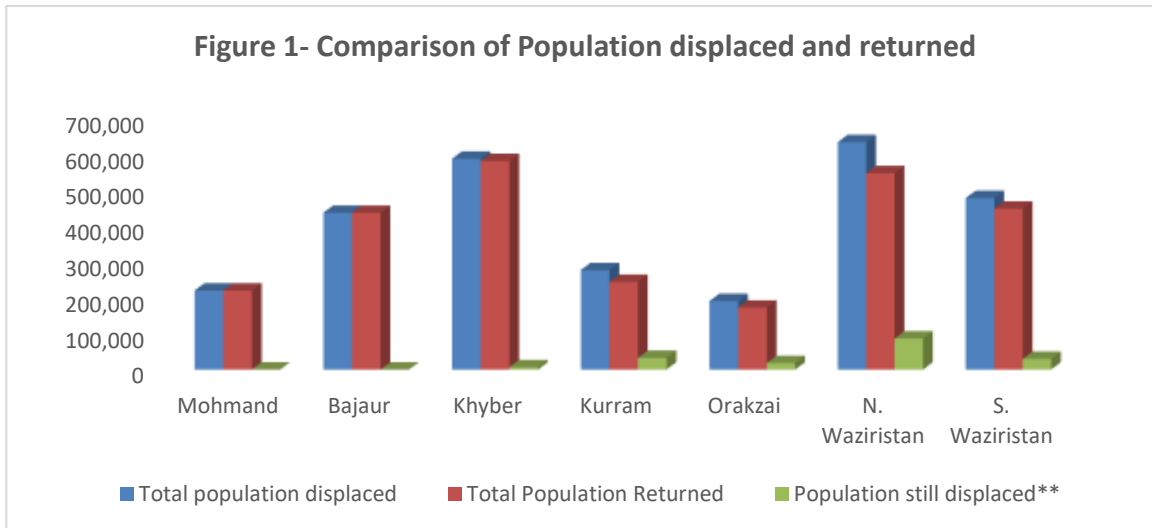
⁴¹ WFP, FATA Secretariat (2017). "In-depth Assessment on Food Security and Livelihoods of returned Households in FATA"

⁴² GoP Post Crisis Needs Assessment – Khyber Pakhtunkhwa and FATA, September 2010. Page 23.

⁴³ GoP Post Crisis Needs Assessment – Khyber Pakhtunkhwa and FATA, September 2010. Page 29

support to WFP, NGOs, and other United Nations agencies. There is a lack of capacity, however, in terms of the expertise of the FATA Secretariat to develop the region that needs to be developed. The FSRRS signalled the need for a transition from blanket relief to a more targeted recovery assistance in order to encourage beneficiaries to return, and at the same time improve the agricultural infrastructure in their homelands. Figure 1 below illustrates the total populations displaced and returned by Agency.

Figure 1: Comparison of Population displaced and returned



Source: WFP Islamabad Database

1.3 Evaluation Methodology and Limitations

26. A summative participatory approach has been undertaken to this outcome-based evaluation, although limitations to participation have occurred. The evaluation team have observed the humanitarian principles of humanity, neutrality, impartiality, and independence throughout all aspects of the evaluation.
27. The evaluation methodology has been designed to meet the three main objectives of the evaluation, as outlined in the TOR and repeated above, by answering the 22 key evaluation questions underlying the evaluation criteria of Relevance, Effectiveness, Efficiency, Impact, Sustainability and Coherence as set out in the TOR and repeated in Annex 6. Gender Equality and the Empowerment of Women (GEEW) has been mainstreamed throughout. These 22 key questions have provided the basis for the evaluation matrix generated where, with input from the CO, sub questions have been elaborated for each key question, together with possible indicators of measurement, sources of information, and method of data collection.⁴⁴
28. Table 1 below indicates the intrinsically qualitative methodologies undertaken:

⁴⁴ This is available in Annex 13 of the evaluation inception report.

Table 1: Evaluation methodologies

Method	Elements
Key Informant Interviews	<p>Briefings with relevant WFP staff both in the Islamabad and Peshawar Offices.</p> <p>Key informant interviews (KIIs) as identified in collaboration with WFP staff:</p> <ol style="list-style-type: none"> 1. Interviews with national, provincial, and local GoP representatives and relevant GoP departments (FDMA/PDMA, FATA Government including departmental line managers, SAFRON, Ministry of National Food Security and Research, Economic Affairs Department). 2. Interviews with relevant United Nations agencies (UNDP, FAO, OCHA, Resident Coordinator). 3. Interviews with Donors (USAID, DFID, AUSAID, Japanese Government). 4. Interviews with selected implementing partner agencies staff and management 5. Interview with Third party monitoring agencies. 6. Interview with community leaders, male and female beneficiaries and other significant community stakeholders. <p>Please note that these KIIs were conducted using specific semi structured questionnaires (SSQs) relevant to the interviewee. In total 41 KIIs were undertaken with 65 interviewees.</p> <p>Please note also that all interviews were carried out in accordance with UNEG’s 2008 Ethical Guidelines for Evaluation, notably to ensure that key informants understood that their participation was voluntary and that data collection from individuals proceeded on the basis of informed consent, anonymity and confidentiality. Participants were informed of the purpose of the evaluation and how the information and perspectives they provide will be used. WFP staff did not take direct part in KIIs or beneficiary FGDs. All data collected will solely be used for the purpose of this evaluation, and all field notes will remain confidential and will not be turned over to public or private agencies, including WFP.</p>
FGDs	<p>Field visits to affected communities incorporating beneficiary feedback through Focus Group Discussions (FGDs) at a community level inside FATA (Khyber Agency).</p> <p>FGDs with GFD beneficiaries at distribution points in Peshawar and Kohat.</p> <p>FGDs with FFA beneficiaries from various FATA agencies brought out to a secure location in Peshawar.</p> <p>Separate FGDs have been undertaken for men and women the latter by the female evaluation team member (herself from KP).</p> <p>In total ten FGDs were undertaken, three with women (a total of 48 participants), seven with men (134 participants).</p>
Document Review	<p>Desk review of relevant documentation, incorporating an analysis of how gender issues were addressed by the interventions. Documentation includes:</p> <ol style="list-style-type: none"> 1. Individual WFP project proposals and annual reports (SPRs); 2. UN and Government Assessment reports and baseline survey data; 3. FATA secretariat monitoring reports; 4. Previous evaluation reports; 5. M&E department reports; 6. Organizational policies on gender; 7. Country Strategic Plans; and 8. Other literature related to the assessment including gender related documentation.

29. The evaluation comprised three consultants: an expatriate Team Leader⁴⁵ and two Pakistani consultants – one for food security and one for M&E and gender. A WFP Evaluation Manager has supported the evaluation team in-country and a Konterra Quality Assurance Expert has supported the evaluation team prior to the submission of any report to ensure their compliance with DEQAS requirements. An Evaluation reference group has been established within Pakistan incorporating the Government of Pakistan, donors, NGOs, and United Nations agencies.
30. The evaluation started in November 2017 with the preparation of the Inception Report (IR) which was finalised in January 2018. Field work took place from 16 January until 08 February 2018, with the ET data gathering occurring during KIIs in Islamabad as well as in KP, where beneficiary interviews and FGDs were undertaken both in FATA (Khyber) and Peshawar. In total ten FGDs were undertaken, six with men, and four with women. Report writing is planned to be finished by the end of April 2018. Evaluation recommendations as such will be available to be taken into account by the CO when finalising implementation procedures and methodologies of the new CO CSP.
31. The evaluation has considered gender issues throughout and has assessed the extent to which the different needs, priorities, and vulnerabilities of women, men, boys and girls have been taken into account in the design, selection, implementation and monitoring of the interventions. In this respect it was important to have separate female FGDs in order to fully hear the voice of women beneficiaries both for FFT activities and the GFD activities as well. Having a female M&E Gender Specialist on the team ensured that gender issues were always to the forefront and that gender considerations were always reflected in KIIs whose SSQs included pre-agreed gender specific questions.
32. Thematic analysis of qualitative and secondary data was undertaken as emergent themes became apparent during key informant interviews and as assessments and reports available for each individual FATA agency were examined in turn.⁴⁶ Regular team meetings were undertaken during the course of the evaluation to discuss findings gathered, identify gaps in knowledge, and to ensure triangulation. This methodology was considered the most appropriate as new findings were being identified on a daily basis by team members working in separate locations and with different key informants and beneficiaries.
33. The main limitation to the evaluation, as identified in the inception report, has been insecurity in the FATA agencies, and the need for evaluation members to acquire “No objection certificates” (NOCs) to enter the FATA agencies. This has proved difficult, however, one NOC was received at the last minute so that one FATA Agency (Khyber) could be visited by the evaluation team local consultants.
34. The IR indicated the key selection criteria for site selection,⁴⁷ however, this access issue has taken away most selective options and as such have made some of the sampling criteria somewhat redundant (e.g. criteria 3, 4 and 5). Consequently, this has meant the ET was unable to undertake any quantitative analysis that could otherwise be gathered had a significant number of FGDs been possible. That said, the ET has been sure to consult a cross section of male and female beneficiaries from the GFD and FFA

⁴⁵ Same Team Leader as for the 2014 PRRO 200250 mid-term evaluation.

⁴⁶ Please see the Bibliography in Annex 10.

⁴⁷ 1. The type of the activities (FFA or GFD) 2. Geographic focus – sites that are representative of FATA interventions 3. Diversity of activities - Sites that show various levels of interaction between activities (FFA with other interventions GFD, CMAM, & SMP) 4. Sites that have a high concentration of activities or that have been a focus of food security interventions 5. Sites that have had FFA activities implemented across the entire evaluation time frame (2015-2017) across the two PRROs 6. Sites that are accessible and secure 7. Sites that are feasible to reach within the logistical and timing constraints of the evaluation process).

programmes at the distribution sites in Peshawar and Kohat, and at a community level in Khyber (FATA). Furthermore, specifically organised FGD meetings in Peshawar brought both male and female FATA GFD and FFA beneficiaries to a secure remote location so they could be interviewed. As a result, geographically, feedback from beneficiaries from six of the seven FATA agencies were gathered and a concise understanding of how the support provided has benefited the communities has been ascertained. Unfortunately, due to cultural difficulties associated with women travelling only one group of women was able to travel to Peshawar, although the female evaluation team member was able to travel to Khyber and talk to female GFD and FFA beneficiaries in their community and meet women at the Peshawar WFP distribution point. The ET therefore ensured that cultural considerations were accounted for and responses from women and girls were elicited separately.

35. The ET has triangulated such information, as mentioned in the findings sections below, utilising United Nations assessment documentation, PRRO baseline reports, and in-depth food security and livelihood surveys of FATA returnees. Further triangulation was undertaken during key informant interviews with co-operating partners who had full access to all the FATA agencies during GFD and FFA programme implementation. Such triangulation ensured the validity and reliability of the data collected.
36. One further limitation was that the evaluation team also had some difficulty arranging meetings with TPM staff as none were contracted at the time of the evaluation. Only one former official was interviewed.
37. Ultimately, however, in terms of the robustness of the methodologies undertaken, taking into account access issues, , the evaluation team feels that, although improved access to implementation sites would have enabled greater observation possibilities and direct feedback from beneficiaries and local stakeholders nearer to the implementation sites, sufficient good quality information has been gathered, from a variety of sources, to ensure the evaluability of the PRROs and the response in general, to generate findings and conclusions as to the relevance, effectiveness, efficiency and sustainability of the support provided.

2 Evaluation Findings

38. The evaluation findings and the evidence to substantiate them are presented below. They are structured as per the evaluation criteria set out in the Terms of Reference, responding to each of the individual questions set out under such criteria as well as additional sub questions identified and included in the evaluation matrix.

2.1 Relevance and Coherence of interventions

39. Overall the GFD intervention has been implemented in line with the original project design and logic in that food distributions, intended to stabilise food consumption for those displaced from FATA has succeeded in doing so, and FFA interventions intended to improve local assets has achieved that goal. Outcome indicators assigned to such activities were appropriate, albeit somewhat easy to achieve in terms of increasing a community asset score. The difficulty of course lies in terms of attributing successes to the WFP intervention as, as mentioned below, there are other contributing factors affected food security levels. Please see Table 8 below for further analysis.
40. One issue, however, has been the slower than anticipated rate of return of the TDPs the vast majority of whom have themselves decided to avoid living in a camp environment preferring to remain with host families, predominantly relatives, or renting their own accommodation. Ongoing conflict in some areas and a slower than expected rate of “denotification” together with new displacements has led to a higher than expected number of GFD beneficiaries in need of support, as such necessitating a number of budget revisions and additional funding requirements. The situation has been further exacerbated as having been displaced for a number of years some families are in no rush to return. The improved health and educational facilities of Peshawar and other urban areas providing a pull factor that families prefer.
41. Similarly, the FFA interventions have been implemented in line with the original objective of facilitating the rehabilitation of lives and livelihoods for those returnee populations. Over time a greater focus has been placed on how to incorporate women into such FFA or training activities as labour intensive activities were reduced.
42. TDP status was designated by the Government on all those displaced from FATA. As such eligibility for the GFD distributions, the return food package, and the FFA support was universal amongst those dislocated. Host communities themselves have not been targeted for GFD support despite having an additional burden placed on the household and having no doubt been affected by reduced daily labour rates and increased usage of local health and infrastructure.

General Food Distributions

43. Food security has been and remains the main issue facing both displaced and returned TDP families. This has been illustrated in a number of WFP, United Nations and Governmental studies, for example, the PRRO 200867 Baseline Survey of July 2016 highlighted that less than 39 percent of beneficiary households has an acceptable food consumption score.⁴⁸ Similarly, “Returning Home” the joint FATA Government., WFP and FAO study of 2015 found that only 28 percent of returned families had acceptable food consumption levels with 18 percent having a poor consumption score.⁴⁹ As such, it can be concluded that the decision to provide food interventions on an ongoing basis was well based on good quality evidence both at the time of the design of the operation

⁴⁸ WFP PRRO 200867 Baseline Survey, July 2016, page 18.

⁴⁹ Returning Home, Livelihoods and Food Security of FATA returnees, August 2015, page 2.

and as it progressed. Furthermore, these food items, plus the provision of food rations for six months to beneficiaries after returning home, were clearly appropriate and relevant to beneficiary needs and food requirements.

44. The Government's request that WFP should initiate the response to the TDP situation with a blanket distribution approach was very much appropriate at the outset of the response so as to avoid delays targeting the most vulnerable families, and to prevent any social disorder. This was to continue until their districts were "denotified" i.e. declared secure enough to allow returns to take place. During this period most beneficiaries have lived in host communities either with families or in rental accommodation. Some TDPs have been able to find work as low paid daily labourers, however, wages are low as supply is high. As per female focus group discussions conducted in Peshawar, even if these working beneficiaries are still very much reliant on the WFP food distributions provided. Women, traditionally find it harder to find work outside of the household. As such the female headed households tend to be more vulnerable.
45. That said, some beneficiaries, displaced back in 2009 and 2010, simply do not wish to return, for example, those having found work and having children in school, or merely preferring city life to their previous rural surroundings.⁵⁰ This is not to suggest that all these families are particularly well off. . As it stands, the blanket food distributions are likely to be discontinued in 2018, as virtually all areas will have been denotified. Whether or not targeted support will be provided for those that do not return home and would struggle without the WFP food ration support has as yet not been specified.
46. The provision of wheat flour (for 2017 the GFD rations comprised 80kg of fortified wheat flour, 8 kg lentils, 4.5 kg oil, and 1 kg salt with a daily kcal value of 1881 kcal per day) for bread production being a culturally important dietary component was also very much appropriate. The fact that this was fortified was further beneficial to beneficiary dietary requirements.

Food Assistance for Assets ⁵¹

47. With respect to the FFA/CFA interventions, several studies have highlighted the relevance of such activities. For example the need for rehabilitating physical infrastructure is the first pillar of the FSRRS,⁵² and the need to improve the agricultural sector is one of the recommendations of the United Nations led FATA Vulnerability Assessment 2017.⁵³ As such, FFA/CFA activities undertaken to date which have included the reparations to irrigation canals, the planting of orchards, and the restoration of roads that would enable products to be taken to market are meeting the livelihood and community infrastructure needs of the returned communities. Such interventions are planned in collaboration with the community members through the formation of community organizations.
48. FFA/CFA activities have also included the reparation or installation of protective walls and dams at a community level. Once more these are clearly appropriate interventions especially, as also mentioned in the United Nations Vulnerability Assessment, that one of the largest two threats to communities in FATA is floods that affect both households

⁵⁰ There are also Sunni and Shia families from Kurram who do not wish to return due to the conflict there between the two religious communities.

⁵¹ Within WFP all FFA/CFA/FFT and CFT activities are often consolidated under the term FFA as most implementation methodologies are common for all four of these activities. This evaluation will follow that example, however, but will utilise specific terminology for the relevant activity under focus as required.

⁵² FATA Sustainable Return and Rehabilitation Strategy, April 2015.

⁵³ UN FATA Vulnerability Assessment 2017 (DRAFT).

and crops. The Disaster Risk Reduction (DRR) activities⁵⁴ can also be deemed relevant to the FATA Disaster Management plan of 2012, and supportive of the Provincial Disaster Management Authority (PDMA), Khyber Pakhtunkhwa Community Based Disaster Risk Management (CBDRM) resilience and capacity building initiative “Road Map for Disaster Risk Management 2014 – 2019”.⁵⁵

49. This shift from a blanket GFD to a more targeted community level approach accurately reflects changing beneficiary needs as TDPs moved home to rehabilitate agricultural infrastructure and rebuild houses. This illustrates how well WFP has positively adapted as the operation has moved from a humanitarian response to a more developmental environment. WFP’s switch to providing Cash for Work or Cash for Training activities, where evolving local markets existed, was also in line the need to inject cash into local communities and markets.
50. Geographically, the FFA intervention communities were open for rehabilitation projects once the location had been “denotified”. Projects were selected following a village profiling, which the CPs performed, with the participation of the community and local officials. These were undertaken sufficiently well in that the projects identified were deemed by beneficiaries as very much central to each community’s rehabilitation needs. Overall, this can be considered a reasonable approach. Furthermore, areas identified as appropriate for CBDRM activities were also targeted in Mohmand and Bajour. WFP CP FFA teams were active in all seven FATA agencies.
51. The amount of funding provided to the CFA workers involved seems appropriate as each worker was given 400 Pakistani Rupees (PKR) a day for 15 days i.e. 6,000 PKR being US\$60.⁵⁶ They were only expected to work a half day so that the FFA activity did not infringe on other recovery activities they needed to do, such as their house rebuilding. According to FGD feedback a daily labour rate of approximately 800 PKR a day would be considered reasonable. According to the FATA In Depth Food Security Assessment of March 2017 the average monthly income in FATA was 17,653 PKR per month. The inclusion of a family in a CFA activity would therefore increase their purchasing power that month by approximately one third. In contrast those receiving the FFA food support items of 80 kg wheat flour, 5 kg oil, and 1 kg salt (i.e. a normal monthly food ration) was valued at 3,500 PKR i.e. one-fifth of an average monthly income. Such increases in monthly income, i.e. one third and open fifth, can be seen as being sufficiently high to make the projects appropriate in terms of increasing beneficiary purchasing power.

Gender

52. Although a gender assessment has not been specifically recently conducted,⁵⁷ Gender considerations has been well reflected in the project design in both PRROs, incorporating the targeting of women for inclusion in activities, and with respect to how to implement such activities. The WFP country team estimated and allocated resources for engaging women in project activities on the basis of the gender activity catalogue provided by the WFP Headquarters’ gender unit. During implementation, the WFP team and its CPs has taken into account key humanitarian guiding principles such as safety, dignity, “Do No Harm”, accountability to beneficiaries (beneficiary feedback mechanism), participation and access, gender equity, and women’s empowerment,

⁵⁴ Implemented at times with support from the Swiss Agency for Development and Co-operation (SDC).

⁵⁵ Towards a Disaster Resilient Khyber Pakhtunkhwa Road Map for Disaster Risk Management 2014 – 2019.

⁵⁶ An increase from PKR 5,400 in the previous PRRO 200250.

⁵⁷ A gender and protection mainstreaming exercise was undertaken in 2013.

keeping in view the FATA context. WFP approach was largely aligned with the WFP Gender Strategy and Gender Action Plan. WFP received 2A gender marker score for its PRRO 200867.

53. In terms of providing equal access to both male and female beneficiaries, particularly to the vulnerable and female-headed households, the decision to provide food to everyone was crucial as this has especially benefited the most vulnerable female headed households as they would have less opportunities to earn income for the families. From the FGD interviews with beneficiaries it is clear that while some TDP men can work as daily labour in places where they currently live, or in other cities like Karachi and Peshawar, the female headed households could only work from home and are solely dependent on food provided by WFP.
54. The criteria for participation in FFA activities also facilitated the inclusion of vulnerable households and women. Significant efforts have been made in designing gender sensitive interventions and allocating sufficient resources. For example, kitchen gardening training was specifically designed so that women and female headed households could benefit. The majority of females in FGDs reported satisfaction with the process adopted for their identification and the activities benefitting them.
55. As stated above both WFP's GFD intervention, implemented at the request of the Pakistan Government, and their FFA activities, being very much in line with the GoP's FATA recovery ambitions (FSRRS), are clear indicators that overall WFP's response is coherent with GoP's policies and priorities.⁵⁸ The fact that WFP agreed to support returnees with six-month rations in situ is another strong indicator of the positive collaboration and co-operation between WFP and the GoP.
56. Given the context where women have less opportunities in participating in decision making, and where interaction with external actors were involved, the most relevant approach, as adopted, was to work with the existing local institutions so as to engage with women via the men. Also the activities designed for women were appropriate to their existing roles and culturally acceptable such as kitchen gardening, handicraft, stitching, and the distribution of fuel efficient stoves. Water projects also benefitted women and girls whose role it normally is to collect water.
57. The program effectively incorporated the "Do No Harm" principle. For example, local institutions and elders were involved in assessments and distributions so that no one would feel excluded and threatened. In addition, the local authorities, with whom the FATA communities have been working with previously were involved. The way distributions sites were identified and set, staff trained on distributions, information disseminated, need assessment conducted that involved communities, the methodologies for delivering food and cash illustrates that WFP considered the needs of vulnerable elderly people, women and widows in the project interventions in a very dignified way, without causing any cultural concerns. The M&E team of WFP also made efforts of introducing various templates for collecting information on gender inclusion and protection issues.
58. Finally, there have been no FFA interventions aimed specifically at disabled community members⁵⁹ or at the youth. This should be rectified. There is a high proportion of disabled people in the FATA households, as identified in the United Nations vulnerability assessment. Furthermore, the youth in particular need skills training

⁵⁸ Collaboration also exists with respect to the WFP School Feeding and CMAM activities, although the details of this are outside of the scope of the evaluation.

⁵⁹ Although families with a disabled family member were included in the FFA worker targeting criteria.

which would support the rehabilitation process, and provide them with an income, who may go some way to keeping them away from antisocial activities.

Coherence with Partners

59. WFP and the Government of Pakistan have planned GFD activities together since the outset of this intervention, from the moment the TDPs started to be displaced. The government, having decided upon a policy of providing support to all TDPs once displaced, and when returning home, requested the support of WFP and the international donor community in terms of the provision of food supplies. As such the WFP interventions have been very much aligned with GoP policies, strategies, and priorities, from the outset of the operation and throughout its duration.
60. As anticipated, WFP has worked closely with UNHCR and NADRA with respect to the registration of the TDPs. The formulation of the TDP database has been beneficial for all parties concerned in terms of tracking TDP movement and avoiding duplication. Similarly, WFP was expected to work closely with the FATA Government agency line departments as well as the FDMA and PDMA.
61. FFA activities have been planned to support the GoP FATA SRRS plan, as well as the PDMA's CBDRM intervention. They are also in line with the Government's Sustainable Development Goals (SDGs) particularly SDG1 and SDG2: Ending Poverty, which currently sits at 73.7 percent in FATA,⁶⁰ and Zero Hunger. There is a MoU between WFP and the FATA Agency line departments that lays out how the two organisations work together, however, the line departments do not get involved in the final details of what FFAs will be implemented.
62. The rehabilitation and redevelopment of FATA are jointly managed by the GoP and UNDP, who played a major role in the development of the FSRRS. In general UNDP have been involved in the more larger scale reconstruction projects such as schools and health centres while WFP's FFA work have been on more grass roots activities. This dual level approach is very much relevant to community needs. FAO have also been very much involved in terms of agriculture based activities.
63. The WFP interventions can also be said to be in line with the major donor humanitarian priorities. The operations have been well supported despite the TDPs not returning home as quickly as anticipated. There is a general consensus amongst donors that WFP has been a valuable partner over recent years and that donor support will continue as operations head into the developmental phase, albeit at a perhaps more reduced level, noting that developmental funds are always less readily available compared to humanitarian funds.
64. WFP Pakistan's own operational priorities and organisational policies have been moulded into a new format, the Country Strategy Plan 2017-2021. The activities implemented under recent PRROs have been incorporated under separate strategic objectives within the plan where GFD and FFA activities fall under strategic outcome 1.⁶¹ These activities have been implemented alongside the school feeding⁶² and CMAM activities⁶³ providing an overall package designed to promote food security, use food aid to support economic and social development, and meet refugee and emergency food

⁶⁰ Ministry of Planning, Development and Reform as quoted in <https://www.dawn.com/news/1284960>

⁶¹ Strategic outcome 1: Affected populations in Pakistan have timely access to adequate food and nutrition during and in the aftermath of natural disasters and other shocks. WFP Strategic plan 2017-2021

⁶² WFP School Feeding activities were implemented in all FATA Agencies in 2015 and 2016 except North Waziristan.

⁶³ WFP CMAM activities were implemented in all FATA Agencies in 2016 and all except North Waziristan in 2015.

needs, as per WFP’s global mandate set out in Article II of WFP general regulations.⁶⁴ Gender activities have been implemented according to the WFP’s national Gender Strategy and Gender Action Plan and the move towards cash interventions is, as anticipated within the country strategy, when markets are available.⁶⁵

2.2 Effectiveness and Impact of interventions ⁶⁶

General Food Distributions:

Outputs

65. WFP’s effectiveness, in terms of performance against plans, can be seen in Table 2 below, which shows total GFD beneficiaries supported over the three years under evaluation. The percentage of planned beneficiaries supported by the blankets GFD has remained at just over 100 percent for each of the last three years, with food provided being split equally amongst men and women. There has been a high volume of beneficiaries supported and it is important to note that no deaths have been reported due to a lack of food. Experience from large scale migrations elsewhere in the world would indicate that this response has been an encouraging exception to the norm. Feedback from key stakeholders is uniform in that the GFD intervention should be considered a success, and that WFP has been a key strategic partner to the GoP and the donors.

Table 2: GFD Beneficiary Data

	2015 (PRRO 200250)			2016 (PRRO 200867)			2017 (PRRO 200867)		
	Actual	% of Project Planned	% Female	Actual	% of Project Planned	% Female	Actual	% of Project Planned	% Female
Total GFD Beneficiaries	1,719,078	106%	49%	1,204,014	103%	49%	905,844	102%	49%

Source: SPRs 2015, 2016, 2017.

66. The decline in GFD beneficiary numbers over time is due to returnees no longer receiving support once returned and having received the six-month incentive to return rations. As of 31 December 2017, there were approximately 29,000 families who have not returned.⁶⁷ Notably it can be seen that, for GFD activities, more or less the same number of men and women are consistently supported over time. The proportion of female headed households supported was 12 percent.
67. In terms of quantities of tonnages, again quantities distributed have reduced over time due to decreased beneficiary requirements, as seen in Table 3 below.

⁶⁴ As per WFP Strategic Plan 2017-2021.

⁶⁵ “Assistance will be provided primarily through cash and food transfers, using cash when markets are stable” WFP Country Strategy, para 58.

⁶⁶ As per the ToR this evaluation is aimed at measuring the *results* of World Food Programme’s (WFP) food assistance, and as such the impact of the interventions has only been measured to an extent where impact can either reasonably be assumed and when WFP activities can be reasonably expected to have contributed to an improved food security indicator.

⁶⁷ As of 31 December 2017, 29,059 IDP families (174,354 individuals) were registered as internally displaced in Khyber Pakhtunkhwa and the Federally Administered Tribal Areas (FATA)” UNHCR Factsheet 31 December 2017.

Table 3: Annual Commodity Distributions

	2015 (PRRO 200250)			2016 (PRRO 200867)			2017 (PRRO 200867)		
	Actual	Planned	% of Planned	Actual	Planned	% of Planned	Actual	Planned	% of Planned
Food(Mt)	293,815	307,483	96%	178,033	208,916	85%	70,662	107,554	66%

Source: SPRs 2015, 2016, 2017.

68. Operational coverage has seen the intervention implement GFDs activities in five out of seven of the FATA Agencies and all six of the FATA Frontier Regions.⁶⁸ The 2016 SPR informs that there were 30 distribution sites active at one moment.

Table 4: General Food distributions by FATA Agency 2015-2017

Location/Year	2015	2016	2017	Total
Khyber Agency	27,135	7,009	-	34,144
Kurram Agency	12,931	11,144	478	24,553
North Waziristan Agency	2,878	12,590	11,315	26,782
Orakzai Agency	125	619	187	931
South Waziristan Agency	1,029	5,077	7,401	13,507

Source: WFP Islamabad Database.

69. During FGDs communities reported satisfaction with the general food distribution stating it met their family food requirements, and that they spent less money on buying food items. Unfortunately, however, a small percentage of beneficiaries, as cited by Government, officials, WFP staff, and during FGDs, have not adapted well to the taste of the type of fortified wheat provided as this was a new commodity for virtually all beneficiaries. This has led to some of the wheat flour being sold to local merchants after being received despite warnings in distribution centres stating the selling of such products was illegal. Other reasons for the sale of such items were difficulties with respect to transportation costs,⁶⁹ especially for those that live furthest away from the distribution points,⁷⁰ and the need to purchase other items such as medicines, or to pay for school fees.
70. Furthermore, some beneficiaries reported in the GFDs that they were concerned about the “best before” date on the wheat flour sacks, confusing this with a “consume by” date. A dissemination campaign would help in this respect. Some beneficiaries simply complained that they thought the quality of the wheat flour was not good and that perhaps the fortification process was not well undertaken. Sales were estimated to be around 5 percent.⁷¹ Please note, however, that these wheat flour sales were not reported to have occurred once beneficiaries had returned home.

⁶⁸ DI Khan, Bannu, Peshawar, Kohat, Tank, and Lakki Marhat.

⁶⁹ Some beneficiaries were quoted as saying they sold the brown wheat flour at PKR 1000/1200 for 40KG at the distribution site, and purchased white flour for PKR 1600 for 40 kg local to their home.

⁷⁰ Instances of families coming together to share transportation costs have been reported.

⁷¹ A figure estimated by Government officials, WFP staff, and beneficiaries during FGDs.

71. The majority of beneficiaries were, however, content with the products distributed, specifically following a dissemination campaign supported by UN's International Organisation for Migration (IOM) which included cookery presentations, whereby beneficiaries have understood the benefits of the brown whole grain flour. What was missing, nevertheless, was a detailed post distribution monitoring survey on this issue. Despite questions regarding product sale being on the standard monitoring forms, a thorough PDM could have provided greater insight into why such a practice was ongoing. Beneficiaries were very satisfied with the quality of the oil, although some beneficiaries were less satisfied with the quality of lentils.

Progress against GFD Outcome indicators

72. With respect to achieving project objectives table 5 below illustrates progress against the FATA specific objective indicators within PRRO 200867 as at December 2017. FFA activities, in terms of the cash provided and the rehabilitation of agricultural assets, will also have supported the progress on these indicators, albeit to a lesser extent.

Table 5: Progress against relevant FATA indicators for PRRO 200867⁷²

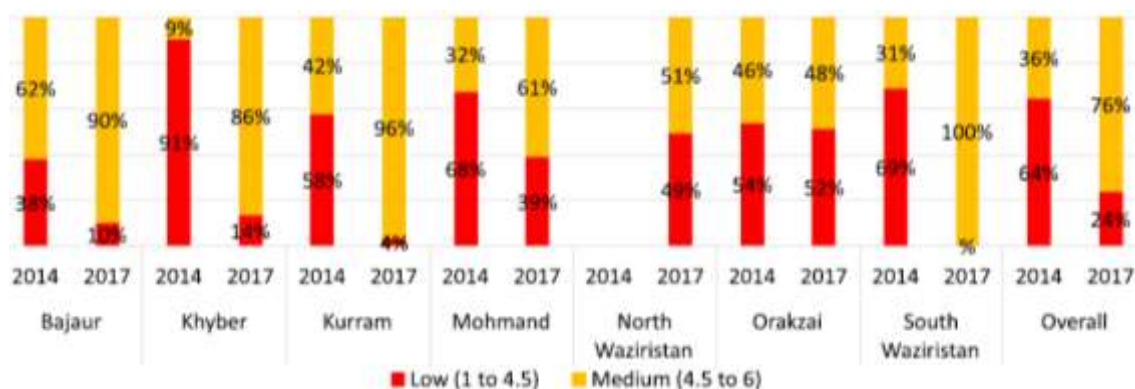
Indicator	Baseline Q1 2016	Target	Achieved (Q4 2017)
SO2: Support or restore food security and establish or rebuild livelihoods in fragile settings and following emergencies			
Outcome 2.1: Adequate food consumption over the assistance period for targeted households			
Percent of displaced households with POOR FCS	5.90	<1.10	3.60
Displaced households: Diet Diversity Score	5.70	>5.90	6.00
Percent of households with POOR FCS – FATA	3.10	<0.60	1.10
Percent of households with BORDERLINE FCS – FATA	63.40	<12.70	19.30
Diet Diversity Score (FATA population)	5.90	>5.90	6.00

Source: SPRs 2015, 2016, 2017.

73. Evidently there has been some good success in terms of attaining the Diet Diversity Score (DDS) target, and some significant improvement since Q1 2016 in terms of Food Consumption Scores (FCS), but not as much as planned. These figures however are consolidated FATA figures, and as illustrated in the March 2017 WFP supported In Depth Food Security Assessment, the improvement in DDS and FCS differs by Agency.

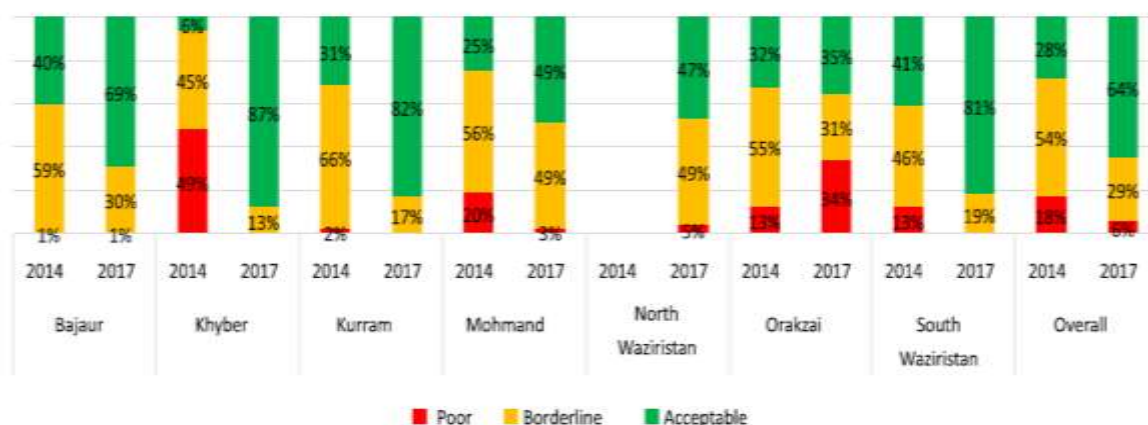
⁷² Please note the planned figures for individual food for asset activities merely replicate actual amounts achieved and as such are not repeated here.

Figure 2: Percentage of households with low and medium diet diversity scores



Source: In Depth Food Security Assessment, FATA, March 2017

Figure 3: Percentage of FATA Agency Households by Food Consumption Score Group



Source: In Depth Food Security Assessment, FATA, March 2017

74. Evidently it can be seen that some FATA agencies' food security situation have improved significantly, such as Khyber, Kurram and South Waziristan.⁷³ Others have improved well in general, but the food security situation in Orakzai has got worse.⁷⁴ Please note, however, that global acute malnutrition rates for FATA as per the United Nations 2017 Vulnerability Analysis stand at 19.5 percent (with severe acute malnutrition at 4.4%) being well above the World Health Organisation critical threshold of 15 percent.
75. When we look at the intervention of WFP in each Agency, as can be seen in tables 4 and 8 below, respectively for GFD and for FFA, we can see that the majority of the GFD support provided has been in Khyber, Kurram and South Waziristan, and for FFA similarly in Kurram and South Waziristan. Note, there have been no FFA activities in Orakzai in 2017⁷⁵ and GFD support in that Agency is comparatively very low.
76. Seemingly there is a reasonable correlation between the areas of intervention of WFP activities and improvements in Dietary Diversity and Food Consumption Scores. That said Bajaur and Mohmand agencies have both improved over the same period without

⁷³ For a detailed map please see Annex 3.

⁷⁴ Without a baseline figure it is impossible to comment on North Waziristan.

⁷⁵ NOC issues with the CP are one factor in this.

having received any GFD for returnees. Other factors, for example, the ongoing security situation, and the number of years TDPs are displaced, and how long ago they have returned home have an influence as well.⁷⁶

77. Within each Agency however there are also variations from district (*tehseil*) to district. Not all parts of an Agency will have been denotified at the same time. In order to accurately gauge the localised impact of the WFP interventions, there would need to be DDS and FCS indicator objectives by each Agency district.⁷⁷ One concern is the likelihood that the closer you are to the Afghan border the fewer FFA projects have been implemented, and less rehabilitation of public services has taken place. As such the food security situation in these districts can be hidden in an overall improvement at an Agency level. More detailed district level comparative figures are required that will enable future targeting based on food security needs. Overall, the improvement in food security conditions is a result of a number of factors, of which WFP GFD and FFA support are only one factor.

Progress against programme Goals/Objectives

78. With respect to the overall programme goal: “To ensure food security among displaced people and support their voluntary return to FATA’s denotified areas,” it can be seen that good progress has been made in this respect as overall food security rates in FATA have improved. This can be seen in figures 2 and 3 above. Although the evidence is not strictly conclusive, WFP’s food support while TDPs were displaced, and on their returning home, will have contributed towards this. FFA activities will have helped as well.
79. In terms of WFP’s Strategic Objective 1: “To save lives and protect livelihoods in emergencies”, again it can be seen that the activities undertaken to date have clearly supported communities both in terms of increasing their daily food intake as well as supporting their livelihood activities.

Food Assistance for Assets

Outputs

80. With respect to the FFA intervention again participant numbers have exceeded planned participant levels (Table 6) for 2015 and 2016. Only in 2017 have FFA activities fallen short of their planned target. As per the 2017 SPR, and confirmed as a frequent occurrence during beneficiary FGDs, this was due to slow payments reducing the actual number of participant paid. The number of actual participants figure should be higher. The quantity of planned activities, in terms or roads or protective walls constructed are stated in the SPRs to have reached their target. How this is measured is unclear, however, as target activities levels are only set once actual numbers agreed in FLAs are known. No planned activity levels seem to be set at the start of the year.

⁷⁶ Mohmand and Bajour TDPs were displaced on average between 1-2 years, half of the overall average TDP time spent displaced, and had mostly returned home by 2011.

⁷⁷ If such information should exist it would contribute well to any future PDM studies undertaken.

Table 6: FFA Participant Data

	2015 (PRRO 200250)			2016 (PRRO 200867)			2017 (PRRO 200867)		
	Actual	% of Project Planned	% Female	Actual	% of Project Planned	% Female	Actual	% of Project Planned	% Female
FFA/CFW/FFT/CFT Participants	59,964	128%	4%	158,734	129%	22%	110,168	54%	32%

Source: SPRs 2015, 2016, 2017.

81. Cash disbursement levels have remained somewhat constant albeit less than planned, as per table 7 below, due to less funds being available than expected, security issues in some FATA agencies, and delayed cash distributions which meant beneficiaries due to be paid for work done in 2017 will be paid in the first quarter of 2018.⁷⁸

Table 7: Annual Commodity and Cash Distributions

	2015 (PRRO 200250)			2016 (PRRO 200867)			2017 (PRRO 200867)		
	Actual	Planned	% of Planned	Actual	Planned	% of Planned	Actual	Planned	% of Planned
CT&V (US\$)	8,868,823	10,634,154	83%	8,551,786	19,023,563	45%	7,239,489	18,700,775	39%

Source: SPRs 2015, 2016, 2017.

82. Operational coverage has seen the intervention implement FFA activities in all seven the FATA Agencies.

Table 8: FFA support by FATA Agency 2015-2017:

Location/Year	2015	2016	2017	Total
Bajaur Agency	1,885	757	-	2,642
Khyber Agency	1,360	157	1,111	2,629
Kurram Agency	1,100	1,208	1,865	4,174
Mohmand Agency	889	222	641	1,752
North Waziristan Agency	-	2,308	2,019	4,326
Orakzai Agency	1,720	1,216	-	2,936
South Waziristan Agency	1,877	2,595	1,969	6,441
Total	8,831	8,463	7,605	24,900

Source: WFP Islamabad Database.

⁷⁸ SPR 200867 2017.

83. The communities' involvement in identifying the FFA activities undertaken, within the CP village profile exercise, and in implementing the activity themselves has led to high levels of ownership of such community assets. Largely communities and other stakeholders appreciated WFP efforts of engaging and benefitting the most vulnerable at each stage of project implementation.
84. However, TPM reports, and the FATA Government monitoring reports, have stated that the selection of vulnerable beneficiaries for the FFA activities does not appear to have been done so well in places as more than one person per family has at times appeared on the beneficiary lists and some of the people selected had jobs out of town. This has reportedly happened due to time constraints related to the CP FLAs, and the influence of local tribal leaders. Initially, CPs have seemingly rushed this aspect of the FFA implementation process, and on occasions have failed to meet the FFA beneficiary criteria of those selected having only one representative per household and being one of the poorest members of the community.⁷⁹ This was particularly difficult initially in North and South Waziristan. This process has generally improved over time, as TPMs identified the issues and enforced with the relevant stakeholders how the beneficiary selection should be done.
85. Due to cultural constraints it was very difficult for CP's female staff to have contact with women in FATA directly, and therefore engaging them in FFA rehabilitation activities. The extent of this difficulty differed by Agency, with some agencies more reticent in allowing women into the public domain. To resolve this, male community elders were first contacted by male CP social mobilisers. Through these elders the male mobilisers contacted the male members of the households whose women were supposed to be engaged in the activities. Once support from the male members of the household was ensured by the community elders, after this female CP staff were able to approach the women in order to initiate project activities.

Progress against FFA Outcome indicators

86. The only Outcome Indicator specifically for the FFA intervention mentioned in the SPRs is the Community Assets Score (CAS). This can be seen in Table 9 below. Evidently the target has been achieved, however, renovating or adding an asset to any community would improve the community's CAS, and as such achieving this target does not provide a great deal of information. Perhaps more measurable outcome indicators for FFA need to be identified and utilised.

Table 9: FFA Outcome indicator:

Outcome 2.2: Improved access to assets and/or basic services, including community and market infrastructure			
Indicator	Baseline Q1 2016	Target	Achieved (Q4 2017)
Community Asset Score (CAS): Percentage of communities with an increased Asset score	-	>80	100%

Source: WFP SPR PRRO 200867 December 2017.

⁷⁹ FFA selection criteria were set as being: over 18 & under 60, (although 17 and married was allowed), not a public employee, maximum income PKR 18000, one person per house per cycle (i.e. a husband could do cash for work after which his wife could take part in a CFT), and should be poor (i.e. not have a land holding greater than 2 acres). Participants should be from the same Agency i.e. not allowing outside labour to be brought in.

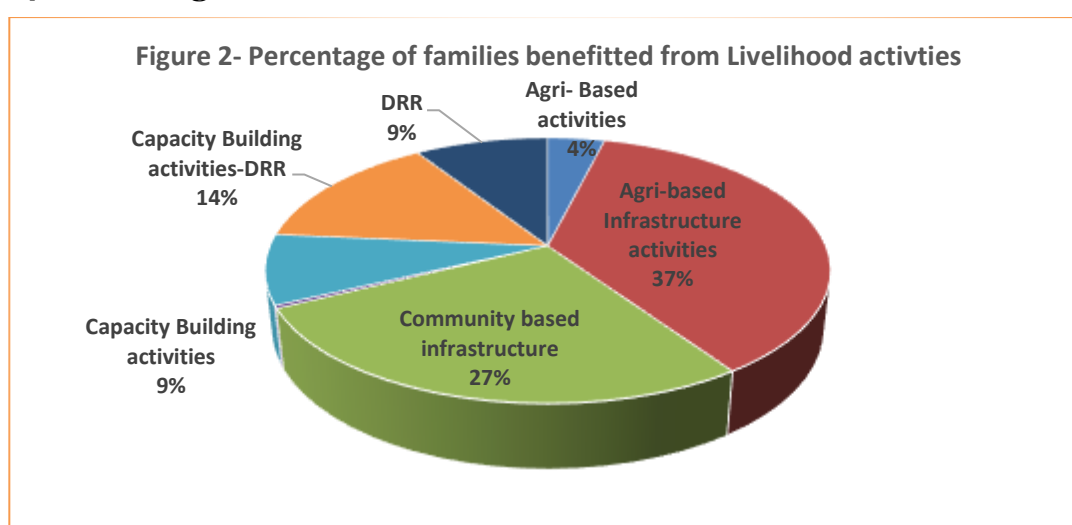
87. Both the March 2017 In Depth Food Security Report and the United Nations Vulnerability Assessment, which reported that 65 percent of household in FATA and 89 percent in the Frontier Regions name agriculture as one of the main sources of livelihood, highlight how communities are still reliant on farm labour a major source of income.
88. As such, clarity regarding the effectiveness of the FFA intervention is more easily seen in terms of the type and quantity of activities undertaken that have contributed towards the rehabilitation of community livelihood assets, and more specifically, the type of FFA projects that would be most likely to help facilitate the returnee re-invigoration of local livelihood activities. Table 10 illustrates the volume of community assets rehabilitated. Families supported and funds spent on such FFA activities can be seen in figure 4 below:

Table 10: FFA activities by type of intervention:

	Type of FFA/Livelihood activities	# of families benefitted	Amount disbursed (in PKR)
1	Agri- Based activities	4,042	31,572,000
2	Agri-based Infrastructure activities	38,013	443,274,000
3	Community based infrastructure	28,151	309,906,000
4	Income Generation Activities	395	6,060,000
5	Capacity Building activities	8,792	71,328,000
6	Capacity Building activities-DRR	15,003	96,390,000
7	DRR	9,475	184,074,000

Source: WFP Islamabad Beneficiary Database.

Figure 4: Percentage of families benefitted from Livelihood activities



Source: WFP Islamabad Database

89. As can be seen the majority of FFA activities have been agricultural related (41%), followed community-based infrastructure projects (27%). As FATA’s dominant source of livelihoods is through agriculture the relevance and effectiveness of the activities is clear. The result of such activities is seen in table 11 below, again emphasising the utility of the activities undertaken.

Table 11: Selected Community Assets rehabilitated by year:⁸⁰

Location/Year	2015	2016	2017	Total
Hectares of land rehabilitated through irrigation schemes	53,000	5,300	15,200	73,500
Kilometres of feeder roads	3,234	2,982	2,458	8,674
Kilometres of mountain trails	-	1,595	580	2,175
Shallow well/water reservoirs constructed	15	6	8	29
Tree Seedlings produced	114,300	20,000	2,000,000	2,134,300
Volume of debris cleared (m3)	537	12	-	549
Volume of soil excavated from rehabilitated waterways (m3)	7,320	12,000	-	19,320
Volume (m3) of earth dams and protection dikes constructed	-	25,000	42,000	77,000
Environmental protection training participants		22,914	4,829	27,743
Livelihood training participants ⁸¹	n/a	27,767	15,901	43,668

Source: WFP SPRs 2015, 2016, 2017.

90. Evidently it can be seen that the FFA activities have a positive effect on the rehabilitation of communities, particularly in terms of agricultural recovery. This is in line with a second indicator outlined in PRRO 200867 i.e. “Improved access to assets and/or basic services, including community and market infrastructure”
91. It is a reasonable assumption that the impact of the FFA activities should have generated an improvement in agricultural production, and this has been supported in FGDs. As such they should also contributed to the improved food security situation. This will have occurred either through improved livelihood opportunities in terms of farm labour opportunities, now that irrigation repairs have made more land available for cultivation, or in terms of home grown production. Improved communication links with markets through feeder roads and mountain paths will also have supported this. These conclusions however cannot be fully corroborated without further evidence regarding the quality, utilisation and sustainability of the assets.
92. WFP adopted a detailed village profiling and need assessment process for the identification of agri-based livelihood projects to ensure they benefitted entire

⁸⁰ Not all items have been mentioned.

⁸¹ In 2015 under PRRO 200250 this was measured in terms of the number of trainings: 1,842 and has not been included in the totals.

communities. As such, “as to who did the interventions benefit most?” the evaluation team has observed that the general rehabilitation of agri-based infrastructure has benefitted the entire community including men, women, girls and boys. Although the majority of FFA projects had male participants receiving direct benefits, these men were from poor families, and as seen in the FDMA study examining the usage of cash received, these funds would be predominantly used for food for the family.⁸². Similarly, benefits provided to women from FFT activities would have directly contributed to household food security and children’s education. No specific activities design for boys and girls were included.

93. FFA activities have also improved community level preparedness as the DRR activities, linking in with PDMA CBDRM, have targeted flood mitigation activities. This is evident in the number of protection walls and dykes that have been prepared, either on a small scale using local river rocks and stones, or on a larger scale as in Bajour and Mohmand, in collaboration with SDC. PDMA technically evaluate such projects and monitor progress.

Progress against programme goal/objectives

94. The overall programme goal for the FFA intervention was to “Stabilize, restore and improve the nutritional status of vulnerable populations and rebuild livelihoods through food assistance for assets.” Evidently, the FFA activities has contributed towards the nutritional status of the affected population and has rebuilt a large number of assets.
95. With respect to PRRO 200687 WFP’s Strategic Objectives FFA activities fall under Strategic Objective 2: “To prevent acute hunger and invest in disaster preparedness and mitigation measures”. As well as its achievements highlighted above, through the DRR interventions FFA has also improved disaster preparedness and installed a number of mitigation measures.

External Factors affecting operational success

96. With respect to external factors and their effect on programme implementation, the need for WFP staff to have an NOC to enter FATA has meant that WFP are overly reliant on CPs and TPMs. A number of these organisations have not had their WFP contracts renewed for a variety of reasons including compliance shortfalls in terms of human resource practices, and financial reporting. As such their reliability, in some instances, has been questioned. NOC constraints result in WFP Peshawar staff visiting operations in Fata once every couple of months at best. WFP need to increase their presence in the field of operations. This may become easier as more areas become non – restricted.
97. Security overall has been a limiting factor, not only for WFP but for CPs as well. Numerous check points and roadside IEDs have made access to the remote area more difficult. Ongoing military activities render some areas inaccessible. It is no coincidence the Orakzai has the worst food security figures as this area remains one of the least accessible due to security reasons.
98. Partnerships, with other United Nations agencies and with the GoP have proved beneficial over the lifetime of the PRROs both in terms of co-operation and collaboration, but also in terms of leveraging donor and Governmental resources. There are possibilities for future FFA partnerships with United Nations partners within the agricultural sector that would generate synergies, and improve programme

⁸² Impact Assessment of FDMA’s Cash Assistance. 2016.

effectiveness, particularly with respect to collaboration with FAO on agricultural training and irrigation canals. Cost savings in terms of joint field visits for assessments and monitoring would also be possible if greater collaboration exists.

99. Furthermore, partnerships such as those with the CPs has given WFP good access into FATA. This WFP reliance on their CPs and TPMs is a concern at times due to the tribal influences inherent to operating in FATA. Although it is good that the CP staff are mostly recruited from FATA, this can lead to pressure or influence being put on CP/TPM staff by their own community members, for example, in terms of beneficiary selection for FFA activities. In addition, it has been difficult for CPs to recruit female staff.
100. Some of these CPs are large substantial organisations, for example, Sarhad Rural Support Programme (SRSP), however, others are smaller and less experienced and have problems meeting financial and reporting compliance standards. There have also been human resource (HR) issues where low level and reduced payments of staff salaries have had a motivational effect on employees working in a stressful location with a difficult terrain. CP staff also require further training on gender and protection issues.
101. CPs have also expressed some operational difficulties with respect to working with local FATA Government line departments, which, as much as possible, should be further mitigated by WFP as a part of their exit strategy.
102. Overall, there are not so many CPs available to choose from, especially those who are likely to be granted a NOC. As such, WFP has to make the best of the partners that are available. Some CPs have complained, however, that they feel more like contractors than partners. These key relationships need to be monitored and well managed.
103. Both TPMs that WFP has worked with during the course of the two PRROs, Kurram Welfare Home (KWH) and PAIMAN, had an established network of staff spreads across all seven FATA agencies, two male and two female monitors per Agency.⁸³ PAIMAN, are said to have worked well but had their NOC status revoked by the Government, and therefore lost their WFP contract. As such KWH were contracted. This new contract for KWH, which expired in December 2107, has not been renewed, due to performance related issues. A brief review of some KWH irrigation canal FFA activity monitoring reports reflected a lack of reporting capacity. At the time of the evaluation WFP were without an operational TPM partner.⁸⁴
104. Other external factors that constrained GFD and FFA activities included the cultural considerations that restricted female mobility and their participation in activities that needed contact and working with people from outside the community. Similarly, the people of FATA especially women were relatively less exposed to the outside world, especially development agencies. The people of FATA mainly interact with FATA authorities. On the other hand, strong local institutions (e.g. Jirga, elders) has facilitated inclusion of women in relief and FFA activities as individuals generally respect decisions by these institutions.
105. Tribal leaders have had a mixed effect on operations. Beneficial in terms of providing information as to what FFA projects would be beneficial to a community, and also with respect to providing access to women for their inclusion in the FFA activities, but detrimental in terms of interference in the beneficiary selection process for the FFAs.

⁸³ Including both Sunni and Shia monitors in Kurram.

⁸⁴ The appointed TPM was awaiting NOC clearance.

This latter issue has been addressed over time as selection criteria guidelines were enforced by the CPs and TDPs.

Internal Factors affecting operational success

106. Internal factors that have affected operational success include the procedures relating to the payment of FFA beneficiaries and the CP FLA process. Although it is necessary of course to have good compliance procedures in place for an operation that involves payments in cash in a comparatively insecure environment, the objective of the programme, i.e. to provide short term cash support to the most vulnerable whilst rehabilitating community assets, seems to have been lost in administrative delays and localised operational constraints,⁸⁵ as payments to participants have not occurred until well after the project has been finished, sometimes months. Numerous beneficiaries complained of this issue during FGDs, as well as to the central complaints system, and CPs state they have faced threats and complaints in communities themselves due to late payment, having to make the payments themselves so as to retain their credibility. The 2017 SPR stated that the shortfall in FFA beneficiaries compared to plan was because of this non-payment of participants issue.
107. To complicate matters further, as the men could not wait for the late payments and left to find work elsewhere in the country, when payments finally did come WFP regulations made it difficult for wives or relatives to collect on the men's behalf. This was reported on numerous occasions during FGDs with beneficiaries. Although the relatives may have been able to eventually collect the men's FFA payment, this has taken too long, and there is a need for more flexibility in the system. The basic concept of trying to avoid men collecting their wives' payments is understandable, however, there is a need for a simple system so that women can collect men's income.
108. FLAs for FFA CPs, both their short-term duration and the time taken to arrange and sign them, has created problems for CPs in terms of delays in starting projects, being short of time to do accurate beneficiary selection assessments, and not having time to provide follow up on trainings or income generation (IG) activities, for example, on kitchen garden and handicraft activities. In some instances, by the time monitoring of beneficiary lists had reported errors, the trainings had already taken place and it was too late to exclude those who had already done the work. As such the CPs have at times failed to select the most vulnerable beneficiaries for the FFA projects. Although FLAs for FFA CPs in 2017 are now set at 6 months, this was not always the case. Only two FFA FLAs were issued for 6 months in 2016. Predominantly they were for 3 months (5 FLAs) and four months (4 FLAs). Some were extended by one month. Some lasted only one month. Please see Annex 7 for a list of FLAs for 2016.
109. The problems connected with short term FLAs was highlighted during the PRRO 2014 200250 mid-term evaluation which stated: "Short-term Field Level Agreements (FLAs) have also impaired the quality of programming due to the impact this has had on co-operating partner staff retention and time lost having to regularly renew contracts." The argument put forward by the WFP CO that FLAs can only be set according to funding available seems contrary to programmatic best practice. The FLAs should be set in line with the activities that need to be undertaken. Funding should then be sourced to meet this programmatic need. The possibility of one-year long term agreements with the developmental CPs should be considered.

⁸⁵ Certain external factors such as limited internet connectivity, and a lack of local financial institutions are also influential.

110. Internal WFP monitoring systems have in general worked well in terms of supervising the TPMs, following up on complaints received, and supporting the GFD programme. Currently approximately 50 percent of monitoring activities out of Peshawar are said to be focused on the FFA interventions. The development of a strong and comprehensive beneficiary database has provided an excellent opportunity to construct an effective monitoring system and avoiding duplication. In the opinion of the ET monitoring checklist appear to be comprehensive and precise. The possibility of having these in Pashtu or Urdu, and therefore clear for the interviewees to read should be investigated. This would increase levels of trust between the enumerators and the interviewees.
111. However, there is a need now to upgrade the process-based questionnaire format that enumerators/monitors fill in during beneficiary interviews. Especially as a lot of the information in this is seemingly not utilised, for example, responses to questions regarding the sale of goods received. A more qualitative and participatory feedback approach is required based on separate focus group discussions with male and female FFA participants.⁸⁶
112. Furthermore, as much as the TPMs provide monthly reports with programmatic feedback on the implementation of activities, and the CO Islamabad department provides a nationwide quarterly update, what are not provided to date are detailed post distribution monitoring (PDM) or specific reports that highlight and investigate the operational challenges faced by WFP and CP programmatic staff and how such issues should be addressed. For example, an individual report that looked into the reasons behind the sale of wheat flour should have been undertaken once such information became common knowledge. Similarly, a study on the late payment of FFA participants would have been beneficial for WFP management. Understanding that the monitoring departments will soon be even more overstretched due to reductions in staff, such PDM or specific reports perhaps could be produced on an ad hoc basis as significant issues arise. Should these be shared with donors, this would also lead to improved transparency.
113. A comprehensive complaint/feedback mechanism has been established working effectively. This system was centrally controlled at the WFP offices in Islamabad where female staff were hired to make beneficiary women at ease. According to information provided by the head of this departments, WFP received 586 cases related to GFD and FFA activities in KP and FATA between Jan 2015 and July 2017. All these cases were resolved.⁸⁷ Information and awareness for FFA beneficiaries to use this system was created using local language descriptive and pictorial banners at distribution points where a complaints desk also existed. For the vast majority of beneficiaries in FATA the most accessible method of contacting the central feedback desk was by phone.⁸⁸ However, as reported during female FGDs, roughly only 5 percent of women in FATA own a mobile phone, and culturally it is not acceptable to complain by phone. Women expressed they prefer personal discussions or interaction through focus groups.
114. In general funding levels have been reasonably high (69% of PRRO 200867), enough certainly to maintain reasonable staffing levels. There have been no reported incidences of staff quality not matching operational needs. On the contrary, WFP has an experienced team both in Peshawar and Islamabad, committed to the operation. The

⁸⁶ Female beneficiaries expressed their preference for this during FGDs.

⁸⁷ The dedicated female staff members in the WFP Country Office receive and register incoming feedback. Staff at the Provincial Offices and Field level follow up on the registered feedback and reports back to the Country Office.

⁸⁸ The feedback desk is also contactable by email, fax, post, via Transparency International-Pakistan, and via WFP staff members

hard work and commitment of these staff, as well as those in the CO HQ, have been an important factor in its success to date and their efforts should not go unrecognised.

115. In terms of programmatic progression the response has shown good internal planning in terms of the connectedness of the overall intervention as activities moved from the GFD support to the FFA interventions with the same beneficiaries. The latter activities building on and supplementing the food security gains in terms of improving agricultural assets that theoretically further improve household food consumption as locally production increases.
116. Overall, the international Humanitarian Principles of Humanity, Neutrality, Impartiality and Independence have been well observed by WFP throughout the response period. WFP have supported all beneficiaries equally irrespective of gender, nationality or religion. Although WFP have worked closely alongside the Government of Pakistan, this has been a relationship of mutual support that has not infringed upon the organisation's independence.

Coherence with Partners

117. The Pakistan Government has also been a significant donor to the response. Within the last two years the GoP has contributed 194,000MT of wheat flour to the operations worth approximately US\$76 million. Day to day operational co-ordination has been undertaken with the FATA Government line departments. The WFP Peshawar office has developed close links with both Federal and Provincial Disaster Management Authorities both within the GFD response and the FFA DRR activities.⁸⁹ Overall, government feedback has been very complementary in terms of how well WFP has performed throughout the intervention
118. These line departments have carried out monitoring mission in FATA since 2016, including CMAM and School feeding activities as well as FFA interventions. This provides another layer of feedback for WFP on top of that provided by the TPMs, for example, their reports have reaffirmed that FFA beneficiary selection has not gone well in places.
119. The one consistent issue that stands out in these reports, however, is the limited co-ordination between the CPs and local Government bodies. The CPs themselves acknowledge difficulties they have working with the Government. This is a long-term issue that needs attention should WFP wish to continue looking to this route as an exit strategy. They also would like to be more involved in the complaints mechanism process.
120. Information sharing between WFP and the GoP has been generally good. However, there are indications from KIIs that some gaps do exist with respect to WFP passing on information as to how Government support was utilised, and that perhaps certain departments within the Government are not as fully aware of WFP activities as they could be. There is a need for communication in both directions, and in this respect it is important that both sides discuss this issue to see how the situation can be improved.
121. Similarly, some donors during KIIs have also expressed a need for increased levels of information and transparency from WFP. This could be improved by sharing PDM or specific operational reports which would lead to improved transparency, better understanding amongst donors of the issues faced, and perhaps increased funding.

⁸⁹ WFP has provided the GoP with a network of Humanitarian Response Hubs under a separate element of the PRROs.

Quarterly bi-lateral updates for donors including not just progress and but challenges as well would also increase awareness of WFP activities and progress.

122. Co-ordination with Other United Nations partners such as the United Nations Development Programme (UNDP), IOM, UNHCR, and the Food and Agriculture Office of the United Nations (FAO) has gone well at times, especially during the relief and early recovery periods. Unfortunately, as development funding becomes more difficult to find these agencies are now seen to be somewhat competing for the same resources. Donors, however, would prefer to see a more integrated approach.
123. There is certainly enough space for co-operation and co-ordination at an operational level. Joint programming and monitoring missions would be beneficial to all concerned, enabling synergies between agencies to take place, whilst also saving costs, not only for the United Nations agencies involved, but also for the police and military services who have to provide escorts to United Nations field visits once NOCs have been granted. Co-operation has been evident in the past, there has been an agreement across all United Nations agencies with respect to the FFA daily labour rate, and, for example, in terms implementing projects, the WFP FFA orchard projects intervention utilised FAO seeds, plants, and support. A similar synergy could have arisen had FAO seeds and tools been available for WFP kitchen garden training for women beneficiaries. However, this did not happen and can only be seen as a missed opportunity. Similarly, future co-operation regarding irrigation canals and fruit orchards would be beneficial.
124. A recent request from DFID for a joint application for funding will facilitate the co-ordination process. The recent establishment of a FATA Task Force, under the management of the FATA Government Agency, will also facilitate co-ordination and co-operation.

Gender

125. As to how interventions have delivered different results for men, women, boys and girls, it can be seen that specific activities have been designed and implemented for women and have largely achieved their desired results. In any large-scale displacement, women, children, elderly and the sick suffer the most. For these most vulnerable beneficiaries the chances of losing lives due to hunger and starvation are much higher. The focus of GFD has been the households, encompassing everyone in the family.
126. With respect to the GFD support women specifically were very happy to have food as it is generally their role in the household to manage food related issues and cash could have been more easily spent on other items. One unintended, but very important benefit of the intervention, has been the increased awareness amongst the beneficiary population of the benefits of fortified wheat flour. Men and women together have benefitted from FFA activities, not only in terms of receiving food and cash for their participation, but these interventions have also impacted on their lives in terms of facilitating their livelihood recovery, improving access to fresh food and vegetables in the own kitchen gardens, and enhanced cultivation skills and earning capacity regarding through the sales of home grown vegetables and handicrafts. These items have been sold in local markets, or in shops owned by relatives. The sale of tomatoes according to FGD feedback have been particularly profitable and popular.
127. By engaging women in FFA activities it can be assumed that WFP will have contributed to increasing women's empowerment in the long run. The FFA activities (e.g. kitchen gardening) targeted at women are expected to generate cash income. By contributing such income to the household their empowerment is expected to improve in a society

where they traditionally contribute only to household chores, something not valued as cash. The participation of women in livelihood activities, who previously would have rarely left the household, could itself be considered a step forward in their empowerment as this process involves opportunities for exposure to life outside of the home.

128. Women could not actively participate in the selection of schemes due to their restricted roles at the community level. However, WFP engaged them in the training interventions specifically designed for them. During FGDs, 100 percent of women stated that the cash they received from WFP were used by them for their children's education and also enabled them to take decisions on using the money they earned by selling excess vegetables in the market.
129. Furthermore, the majority of displaced women did not have CNICs, especially those displaced from North and South Waziristan. The CNIC was the basic requirement for registration and receiving food distribution and other humanitarian assistance. In response the WFP team helped many women through engaging them with NADRA through which the issuance of the CNIC was facilitated.
130. Finally, in this respect, during displacement, women were exposed to areas where their mobility was less restrained than in the rural areas of FATA. In more urban areas women had access to better educational and health facilities. This increased their understanding of the importance of girls' education reflected in their responses during FGDs regarding what facilities they would like to have in their areas of origin in order to return willingly, i.e. they prioritised girls' schools. In the long run, this can be assumed to improve empowerment levels. Furthermore, men also realised the importance of the participation of women in livelihood activities, appreciating the income this generated, as such, opening new avenues for women to participate in FFA activities.
131. WFP commitment to engage women in FFA activities, and the recruitment of a gender focal person, has helped the WFP team in understanding gender related issues, and have been positive factors re the integration of such issues into WFP interventions. Also, WFP's efforts regarding sensitising CP staff on gender has helped what has been, from a gender perspective, a successful operation. CPs managed to hire female staff although hiring female staff from FATA, or from elsewhere to work in FATA, was a serious challenge.
132. Within the GFD intervention resources were used equitably to respond to the needs of women and men. Only with respect to the FFA activities was there an imbalance. This was due to the fact that CPs conducted their detailed village assessment exercises to identify damaged infrastructure largely with the men. Due to limited role of women at communal level, they were not actively engaged. The livelihood projects, however, benefitted the whole community, however the physical manual labour required could only, in a cultural basis, have been undertaken by the men.
133. Other, more female orientated projects, could have been selected, such as the rehabilitation of any drinking water systems, water collection being traditionally the role of women in a household, or rearing poultry or small animals. Although, a significant number of interventions have been designed with women in mind, in terms of equitable allocation of resources, there is still some way for WFP to go before parity is reached. WFP could further enhance the appropriateness of the FFA projects to the women's priorities and should also conceive FFA trainings in such a way that skills are effectively developed. For example, regarding the first, FFA interventions could

consider including trainings on how to preserve vegetables, a technique that seems to be in line with women’s requests and priorities for improved food management; as for the second, practical training on kitchen garden should improve women’s acquisition of skills, beyond theoretical learning.

134. With respect to accountability to beneficiaries, efforts made at each stage of the delivery of interventions to protect the interest of affected population specifically those who are vulnerable and marginalised have been established. Given the scale of displacement to a culturally sensitive population, the arrangements made in the distribution sites can be classified as very good. Separate entrance and exist gates for men and women, separate and ample seating arrangement for men and women with drinking water, feeding rooms for mothers, and play grounds for children were organised. Wheel chairs were provided to the elderly and sick and the seating places had shaded arrangements. Complaint/support points were also organised at each distribution point.
135. Regarding the contextual and cultural sensitivities distribution processes seem to have been well organised with separate channels available for women, the elderly, and the disabled. A WFP/CP complaints desk has facilitated the resolution of any beneficiary problems on site if possible, or has referred the beneficiary to the relevant Government authority (especially to NADRA with respect to CNIC issues, and UNHCR for protection issues). Play areas for children, feeding rooms for mothers, and ample seating areas with shade, have even been available at Peshawar 1 Haji Camp and Kohat distribution points visited by the evaluation team. In more remote areas, such as North and South Waziristan, facilities have not been quite so extensive due to security concerns.

Theory of change

136. In order to gauge the accuracy of the inherent logic applied to interventions, the following table 12 utilises the logical framework analysis tool indicated in the IR, and examines to what extent the logic has succeeded, and what possible steps need to be undertaken to improve this logic.

Table 12: Logframe Analysis through Outputs and Outcome Results Comparison

Activity	Output Achievements	Outcome Indicators	Project logic Assessment	Possible Points of Action
GFD	Output targets achieved in terms of beneficiary numbers supported.	Outcome Indicator: DDS: YES positive change – successfully met target.	Successful Project Logic – Outputs appear to be contributing to expected positive outcomes.	Indicative of a successful project – requires little re-assessment of logic.
GFD	Output targets achieved in terms of beneficiary numbers supported.	Outcome Indicator: FCS: YES positive change – partially met target.	Successful Project Logic – Outputs appear to be contributing to expected positive outcomes.	Indicative of a successful project, however, other factors that could have contributed to positive outcomes need to be identified, and if possible the extent each factor contributes to overall success levels should be assessed.
FFA	Output targets only partially achieved in terms of participants supported.	Outcome Indicator: DDS: YES positive change – successfully met target.	Successful Project Logic – Outputs appear to be contributing to positive outcomes.	Indicative of a successful project, however, as the target was achieved with less than expected outputs other factors that could have contributed to positive outcomes need to be identified, and if possible the extent each factor contributes to overall success levels should be assessed.

FFA	Output targets only partially achieved in terms of participants supported.	Outcome Indicator: FCS: YES positive change – partially met target	Successful Project Logic – Outputs appear to be contributing to expected positive outcomes.	Indicative of a successful project, however, other factors that could have contributed to positive outcomes need to be identified, and if possible the extent each factor contributes to overall success levels should be calculated or estimated.
FFA	Output targets only partially achieved in terms of participants supported.	Outcome Indicator: CAS: YES positive change – successfully met target.	Successful Project Logic – Outputs appear to be contributing to positive outcomes.	Indicative of a successful project, however, as the target was achieved with less than expected outputs in this instance how the target is set should be reviewed. CAS scores are only taken for villages actually supported with new assets, therefore a target of 100% not 80% would be more relevant.

137. Evidently the logical framework as set out in PRRO 200867 makes good sense. However, there are other factors at play that are impacting the situation to a lesser or greater extent and the overall increase in FCS, for example, cannot be fully attributable to WFP interventions. However, it is reasonable to assume that the WFP support has contributed to the visible improvements.

2.3 Efficiency and sustainability of the interventions

Efficiency

138. In general the GFD activities have been delivered on time. Similarly, FFA activities have also been implemented within their short time frame, normally 15 days, once started. However, these activities could have been implemented earlier, at the same time as the six-month return home food package, for those families available for work. FLAs seemingly cannot mix both FFA and GFD activities under the same contract which is inefficient and creates additional paperwork. This has led to a missed opportunity in that the six month return package was a blanket support to all households, and the possibility to select the most vulnerable households for additional cash support would surely have been beneficial, as would initiating rehabilitation activities at the earliest opportunity.
139. Procurement of food items has been undertaken under standard WFP purchasing regulations delivered to the relevant distribution site as required. The donation of substantial amounts of wheat flour by the GoP has saved a great deal of money that otherwise would have needed to be sourced from other donors.
140. The establishment, during initial displacements from the Malakand Division of KP, of an effective database management system for registered beneficiaries avoiding duplications and reduced beneficiary numbers by 33 percent, from three million to two million. This has led to significant cost savings.
141. Working in partnership with CPs and TPMs may have saved funds in terms of staff salaries and overheads, however, this would have led to some duplication of administrative costs, albeit unavoidable. Reducing the number of FLAs by making them longer in duration would have helped in terms of decreasing the administrative burden, plus time waiting for FLAs to be signed. This would also have reduced the number of performance reviews that needed to be done.

142. Although occasionally some joint assessment mission have been undertaken between the United Nations partner agencies, for example recently in South Waziristan, this is the exception rather than the norm. Cost reductions could be created should there been more joint monitoring, implementation, and assessment missions. Not only for the United Nations agencies but also for the security services that have to accompany each separate mission.
143. Regarding GFD activities, the alternative to food rations would have been cash, which should always be a cheaper alternative. This has been introduced gradually over time, specifically with respect to the FFA activities. However, cash transfers could only be introduced if local markets had been identified as available and stock, for those families with food. Security was also another external factor when deciding if cash could be used as a support modality. This gradual introduction of cash was based on WFP's "Feasibility of using cash" assessment which was undertaken in August 2015 that concluded, as a result of a trader survey and a stakeholder's workshop that "traders have capacity to meet the additional demand caused by a cash injection".
144. With respect to the FFA activities a booklet of standard expected resources required per type of intervention has been established. However, it would be beneficial going forward to compare these costs with what other agencies are paying.
145. Budgets tended to be managed by programme managers based in Islamabad. Whether or not responsibility for this should be moved to Peshawar should be discussed internally within WFP. Once budgets are set in FLAs there seems to be little scope for manoeuvre for programme managers in the field. Payments for FFA participants could also be managed in Peshawar, which may save some time in terms of communications between the two offices. The Peshawar office should also have access to the beneficiary database without having to go through the database manager who recently relocated to Islamabad. Selection of CPs should give greater consideration to feedback and suggestions from the Peshawar office.

Sustainability

146. The long-term sustainability of the FFAs can be further improved, however, by the provision of some basic equipment and seeds after kitchen garden training, as well as more development-based monitoring and follow up support in terms of getting products to markets and improving quality. Similarly, irrigation canals have been cleared but have not been lined with concrete, or have their corners/junctions strengthened. Additional resources from the outset, at the design stage, for lining the critical areas, if not the entire length of channels, would increase the sustainability of the projects undertaken. Protection walls have been made with local stones from the river and their quality has been at times questioned. FLAs need to be of an appropriate length so that follow up activities can be included therein.
147. It is also too early to state with any conviction how well the rehabilitated infrastructure will be maintained over time.⁹⁰ Nevertheless, ownership levels within local communities of such assets is high, which is a positive indication. Both the FATA Government and the PDMA are committed to developmental and DRR activities within FATA, and as such the small scale FFA activities, alongside larger scale interventions undertaken by other United Nations and Governmental partners, should continue to be implemented, contributing to the overall long-term development of the region.

⁹⁰ Following on from this results evaluation, an impact assessment would be recommended, to be undertaken mid-2018, to monitor the sustainability and continued usage of the assets already created/rehabilitated.

148. To date, WFP has already undertaken a number of training initiatives to build the capacity of the FATA Government Agency line departments, and as an exit strategy this would appear the most logical option. The Agency line departments themselves, however, believe their capacity needs to be further improved, specifically with respect to warehouse management and distribution best practices, should they need to take over current GFD activities, or have to undertake a significant role in future FFA operations. The future management and therefore the sustainability of the FFA activities initiated to date will depend on the capacity of the Government line departments to supervise and enable the activities themselves, as well as relations between Agency and district level government authorities, tribal leaders, CPs, and project participants. Despite the capacity building efforts to date, a comprehensive approach towards capacity building in terms of a future exit strategy, based on a thorough assessment of capacity gaps, is lacking.

3 Conclusions, Lessons Learnt, and Recommendations

149. Based on the findings presented in the previous sections, overall conclusions that respond to the evaluation questions is provided below.

3.1 Overall Conclusions

150. In terms of relevance, food security within FATA has been and will remain an issue for both the displaced and returned TDP families. The provision of food supplies to TDPs whilst displaced coupled with the initiative to provide food rations for six months to the same beneficiaries after returning home, can be seen as appropriate and relevant to beneficiary needs and food requirements. Similarly, the agriculture based FFA activities were very much relevant to beneficiary needs in alignment with the rehabilitation context ongoing in FATA, and the FFA DRR activities were coherent with FATA PDMA plans and policies and relevant to community disaster risk reduction needs and objectives.
151. The decision to entrust WFP such a large-scale operation, together with the significant operational contribution of the GoP in terms of the large quantities of wheat flour donated, is indicative of the trust and confidence WFP has in the eyes of the GoP and the international donors. Overall the WFP intervention can be seen as having been very much coherent with government policies and FATA development plans. WFP remains an important strategic partner of GoP, donors and other United Nations agencies.
152. WFP and the GoP have co-operated well and provided mutual support. To date, WFP has already undertaken a number of training initiatives to build the capacity of the FATA Government Agency line departments, and as an exit strategy this would appear the most logical option. The Agency line departments themselves, however, believe their capacity needs to be further improved should they have to undertake a significant role in future operations. Despite the capacity building efforts to date, a comprehensive approach towards capacity building in terms of a future exit strategy, based on a thorough assessment of capacity gaps, is lacking.
153. Similarly, WFP has worked well with other United Nations agencies during relief operations, however, there is room within recovery activities for improved co-operation and co-ordination in the field and in working jointly with donors that would generate cost savings for all involved.
154. The WFP interventions have been effective despite having to operate in a difficult contextual environment. FATA incorporates a variety of landscapes both geographically and culturally. Displacements and returns occurred simultaneously over a long period of time. The number of beneficiaries supported has been significant and the geographical and logistical demands substantial. WFP has meet beneficiary GFD targets each year in terms of number of beneficiaries planned to support and FFA activities completed. Food was generally distributed on time. FFA activities were generally completed within their expected timeframe, although their impact on agricultural production and long term sustainability required further investigation. The overwhelming feedback received, however, is of a job well done, both during the high point of the GFD activities, as well as in terms of the volume and relevance of FFA projects implemented.
155. Although other factors exist, there is a reasonable correlation between the location of WFP interventions and improved food security levels in the FATA agencies. WFP support, especially in those FATA agencies where WFP GFD and FFA intervention levels have been at their highest, can be realistically assumed to have contributed towards the

increased food security indicators reported. The extent such improvements can be attributable to WFP alone, however, cannot be clearly calculated. FFA projects will also have had a short-term food security benefit, and hopefully will also have had a medium/long term livelihood benefit as well as such activities are intended to contribute in terms of improved agricultural infrastructure and increased technical knowledge amongst beneficiaries as a result of the training activities undertaken. Similarly, short term FFAs with DRR objectives will have had a short-term food security benefit, plus it can be assumed a medium/long term disaster risk reduction impact. To what extent, however, cannot be measured as yet.

156. Communities have a high level of ownership of FFA assets. Cash as a payment modality was very much appreciated. Beneficiary targeting for FFA projects has, however, been a challenge, but has improved over time. The shift from a blanket GFD to Food/Cash for work was also in line with changing beneficiary needs as they returned home. Cash injected through WFP interventions would have also contributed to improved market availability.
157. The programmatic planning logic behind such interventions, implemented as designed, appears to have been well aligned. Having an experienced team based in Peshawar, supported by the Islamabad HQ, was an important factor in the operation's success.
158. The timeliness of the FFA activities could be further improved if the FFA projects would be implemented as soon as possible after the TDPs return home. Increased investment in FFAs would lead to improved quality and sustainability, for example regarding irrigation projects. Such issues need to be taken into greater consideration at the programme design stage.
159. The establishment of the beneficiary database has led to large scale cost savings and operational efficiencies in terms of beneficiary tracking and support. Improved access to the database for Peshawar programme staff would also improve operational efficiency now that the database manager has moved to Islamabad where currently the access is centralised.
160. Security has been an ongoing challenge with some parts of FATA still too insecure and damaged for TDPs to return home. The need for NOCs and the lack of opportunity for WFP to permanently locate staff in FATA has left them dependent on CPs and TPMs for programme management and monitoring. That said, by engaging local partners, WFP has ensured operational accessibility in all Frontier Regions and FATA Agencies. Nevertheless, with respect to the FFA intervention, there is a need for a more developmental approach, and in this respect WFP need to have more of its own staff's eyes and influence on proceedings to ensure accurate beneficiary targeting, as well as increased guidance as to how beneficiaries can market goods produced out of CFT income generation activities.
161. Overall gender aspects have been considered and integrated into the programme design and implementation and it can be concluded that the intervention has been based on a sound gender approach. During implementation, the WFP team and its CPs have taken into account key humanitarian guiding principles such as safety, dignity, "Do No Harm", accountability to beneficiaries (beneficiary feedback mechanism), participation and access, and gender equity, keeping in view the FATA context. Women's empowerment, as a result of the specific support provided, and in turn income generated by the women themselves, should improve. WFP's approach was largely aligned with the WFP Gender Strategy and Gender Action Plan. With respect to the

contextual and cultural sensitivities GFD distribution processes have been well organised with separate channels available for women, the elderly, and the disabled.

162. The displacement has also provided opportunities for women. These included receiving CNICs and access to better educational and health facilities. The FATA Agencies are considered relatively conservative with less opportunities for women to participate in decision making which needs interaction in the public sphere with external actors. As such it was very difficult to engage women in rehabilitation activities, however, to overcome this complexity WFP and its CPs have worked through local institutions and the activities designed for women were appropriate to their existing roles and culturally acceptable such as kitchen gardening, and handicraft.
163. WFP has established a comprehensive complaint/feedback mechanism which is managed centrally from Islamabad. Through this systems WFP collected complaints and feedback and responded to these complaints effectively. However, very few women could use this system and they would prefer more direct interactive feedback sessions such as FGDs.
164. The WFP process monitoring systems have worked well during the relief phase. Moving from relief to recovery and development, however, together with the programmes teams, a more participatory results-based approach would be better, for example, building on trainings to date to develop profitable income generating activities. Questionnaires, when appropriate, should be replaced with discussions with beneficiaries in the field including FGDs with female beneficiaries. Post distribution monitoring assessments addressing programmatic issues faced by the WFP and CP operational staff, would be beneficial, for example, on the impact and sustainability on FFA projects to date. Historically it would have been good to see a PDM on beneficiary concerns over the quality of the wheat flour investigating why a certain portion of it was sold. Such PDMs should be shared with donors and partners who, at times, have complained about a lack of reporting and transparency from WFP. To do this there is a need for greater WFP staff presence in the field. WFP has to reduce their reliance on CPs and TPMs.
165. Looking forward, some displaced vulnerable families, still reliant on monthly food rations, are not wishing to return home due to ongoing insecurity concerns in their original Agency, or their preference for the improved health, employment and educational facilities in Peshawar and other urban areas. If and how such beneficiaries will be supported once the blanket food distributions cease needs to be decided.
166. There is a need also to address the late payment of FFA beneficiaries. Currently, the operation objective of providing cash support to the most vulnerable returnees seems to be lost under compliance regulations. Whether or not decentralising responsibility for part of the payment system to the Peshawar office would improve efficiency should be analysed. An acceptable benchmark needs to be set for such payments against which administrative performance will be assessed. The option of moving away from the bank transfer option could be considered. Similarly, the FLA system needs to be reviewed with FLAs that match programmatic needs becoming the norm.
167. Finally, how to target future support needs consideration. Currently the most remote areas along the Afghan border tend to be the areas that have received less infrastructure rehabilitation and food security support. These areas, for example, Orakzai have the worst food security levels as well. Targeting donor support to such locations would appear logical.

3.2 Lessons Learnt

168. The main lesson to be learnt is the need for administrative systems to function efficiently so that they that can match operational objectives. In this respect the FFA beneficiary payments system's slow performance has delayed the intended injection of cash into returnee households and communities. Similarly the slow procedures surrounding the formulation of FLAs have delayed the start of interventions and their short time periods have reduced the possibility for CPs to undertake proper beneficiary selection processes and provide follow up on income generating possibilities that have followed on from the training initiatives.
169. In this respect of the latter there is a need for the sustainability of interventions to be considered and incorporated at the design stage of future interventions. Increased investment into beneficiary adding value and marketing agricultural produce, providing linkages between the beneficiaries with the private sector and relevant government departments would leads to further enhancing beneficiary livelihood impact as well as WFPs own learning.
170. On a separate issue, it is important that future relief and rehabilitation programmes are designed in collaboration with the relevant government departments in the FATA Secretariat so that their capacity can be enhanced and that their involvement at an early stage will lead to long term ownership of any support provided. Future interventions need clear linkages with the FATA Secretariat's own strategic plans, policies, and objectives.
171. Collaboration between among United Nations agencies working in KP and FATA during the relief and recovery phase has led to synergies and mutual learning. When opportunities arise to work together this should seized upon as this can improve operational impact, and create cost savings, both internally within the UN, as well as for the FATA security services.
172. An opportunity to draw highly relevant qualitative analysis on the impact of recovery operations should not be missed by limiting reporting to quantitative data i.e. participant numbers. Further qualitative information gathering techniques need to be identifies and utilised to follow up on and verify the success of the FFA activities.
173. Long term rehabilitation activities warrant thematic expertise, accurate beneficiary targeting and proper monitoring and follow up support. How far this can achieved with outsourcing to co-operating partners and the third party monitors needs to be considered.
174. In the contextual reality of FATA where communities (especially women) have had little exposure to modern communication means, simpler and more direct feedback mechanisms are more suitable, such as focus group discussions.
175. There is a need to recognize the fact that some families will not return after experiencing a long time displacement, an exit strategy to provide them with a different kind of support needs to be identified at an early stage in the intervention.
176. Donors appreciate transparency in reporting and feedback that informs not only on successes but challenges as well. A stronger engagement and improved long term relationship with donors has to be based on an open dialogue and continual information sharing.

3.3 Recommendations

177. Based on the findings and conclusions of this evaluation, the recommendations of the evaluation team are outlined below. These recommendations are aimed, as expressed in the Terms of Reference, to guide the implementation of the new WFP CO CSP, suggesting strategic opportunities to be considered and actions that should be undertaken to improve ongoing programmatic and administrative procedures. The recommendations are all considered as of high importance and are directed at the WFP CO in Pakistan for action in the short term.

Recommendation 1 (Strategic): Support for those TDPs that will remain once GFD distributions will finish.

178. In the light of the persistent food insecurity situation TDPs, and the likelihood that some of them will not return to their places of origin after current GFD interventions come to an end, nor have access to sustainable livelihoods, in collaboration with the relevant Government departments, WFP CO should determine the most adequate food assistance intervention to cover the needs of the vulnerable displaced population in FATA. To this end the CO should:

- Conduct jointly with the GoP (PDMA), in collaboration with FATA Line Departments, in the next 3 months, a joint assessment involving United Nations agencies, the Food Security Working Group and WFP, that informs precisely on the needs of the remaining TDPs.
- Establish the most appropriate assistance intervention (food distributions or cash support) depending on the results of the assessment.

Recommendation 2 (Programmatic): Identification of best practices and lessons learnt on FFA activities to date so as to adapt future interventions.

179. In order to understand the success, failures, best practices and lessons learnt from the FFA activities to date, and as such to maximise their contribution to beneficiaries' income generating and agricultural production benefits, by 01 September 2018, the CO should:

- Undertake an impact assessment of FFA activities to evaluate the impact of projects implemented, and trainings and information disseminated.
- The impact assessment should include a review of beneficiary selection practices and a cost comparison analysis of WFP activities with those of other implementing agencies in the region.

Recommendation 3 (Strategic): Targeted FFA support to the most food insecure FATA districts. (Incorporating the best practices identified in Recommendation 2).

180. With respect to those FATA Agency districts that have the lowest food security indicators, as identified in the FATA in-depth food security analysis, the United Nations Vulnerability Assessment, or WFP VAM reports, and as such therefore can be considered most in need of continued sustained support, the WFP CO, in collaboration with the FATA Government Line departments, should target future FFA interventions. The CO would need to:

- Identify, by Agency, the most vulnerable districts.⁹¹

⁹¹ In this respect continued WFP support to such surveys as the FATA in depth FSL Assessment would be beneficial.

- Conduct community level livelihood needs assessments in the communities in those districts.
- Intervene in terms of a minimum of three rounds of relevant FFA activities, targeted at both men and women within these communities.
- Should inform and adapt current and future approaches to enable sustainable livelihoods building on the results of the assessment.

Recommendation 4 (Programmatic): Equitable targeting of FFA assistance and increased support to women beneficiaries. (Incorporating the best practices identified in Recommendation 2).

181. So as to attain required levels of equitable FFA funding, and as such to increase FFA project support to female participants, the number of female focused FFA recovery and developmental activities needs to be increased. To do so, by 01 September 2018, the CO needs to :

- Identify activities that benefit women in particular, such as improvements in water supply, dairy production, plantation of fruit trees, and raising small animals
- Train WFP and CP staff on how to implement such projects.
- Implement such activities taking into account the lessons learnt from the FFA impact assessment mentioned in recommendation 2.
- Within this process future FFA projects that target disabled community members and adolescent males and females should also be identified.

Recommendation 5 (Administrative): Improve the FFA participant payment process.

182. In order to meet programmatic objectives in terms of supporting FFA participants the FFA participant payment system needs to be immediately reviewed in terms of procedural efficiency. To do this the WFP CO need to:

- Set a benchmark of two or three weeks as an acceptable payment deferment period between the completion of the project and the participant receiving payment.
- Analyse the current payment system to see if it can meet such benchmarks.
- If this is not realistic, then an alternative to the banking-based transfer system needs to be established as well as alternative payment options for when systems fail to meet deadlines.
- Furthermore, how to inject greater flexibility as to who can collect payment needs also to be incorporated into this review.
- Implement any improvements as soon as they are identified.

Recommendation 6 (Administrative): Improve the FLA contracting system.

183. So that a CP's FLA duration matches with programmatic needs and that CPs have sufficient time for accurate beneficiary targeting, project follow up, and support for training/IG schemes, the current FLA contractual procedures for FFA partners also need to be reviewed immediately. The WFP CO needs to:

- Identify current procedural blockages that delay the signature of contracts.
- Establish a minimum requirement that FFA contracts should last for 6 months.
- Review the possibility of engaging fewer CPs for longer FLA i.e. long term agreements.

- Make changes to the contractual procedures as soon as improvements are identified.

Recommendation 7 (Administrative): Investigate the benefits of decentralising administrative authority to the Peshawar office.

184. In order to facilitate improvements in both the FFA payment procedures as well as the FLA contractual processes, how much centralised authority can be released from Islamabad and handed over to the Peshawar office to WFP CO should immediately, in line with the two previous recommendations:

- Identify time delays that occur as information is passed between the two offices.
- Initiate an internal study as to what benefits could accrue from the decentralisation of some financial and administrative powers to the Peshawar office.
- Implement such changes identified line with the FFA payment procedures and the FLA review.

Recommendation 8 (Programmatic): Realign monitoring practices in line with programmatic activities.

185. As operations move away from the GFDs towards more developmental FFA interventions the internal monitoring system need to follow suit. By 01 September 2018, the WFP CO need to update its procedures so that:

- Monitoring activities should upgrade their predominantly process specific practices to a more participatory approach supporting programmatic results/impact orientated activities that focus on maximising the benefit of FFA projects and trainings in terms of their sustainability and income generating potential.
- More Focus group discussions are undertaken specifically with female beneficiaries so as to elicit their feedback and gather information on project impact.
- The practice of providing narrative specific or post distribution monitoring reports also needs to be initiated by mid-2018. Example studies could include assessments on beneficiary concerns regarding the quality of the wheat flour and why some beneficiaries sell their produce, or beneficiary concerns regarding the sell by date on the wheat flour sacs. This information should be shared with donors and the GoP to increase WFP transparency.

Recommendation 9 (Strategic): Improve inter-agency co-ordination

186. In order to improve programmatic impact as well as to reduce costs, by 01 September 2018, the CO, in co-operation with other United Nations agencies operative in FATA needs to:

- Discuss and agree how to improve co-operation and co-ordination in the field and as such how to increase joint assessment, implementation, and monitoring visits.
- Establish protocols in terms of sharing information on planned site visits.
- Establish protocols in terms of providing feedback on visits undertaken.

Recommendation 10 (Strategic): Capacity Building of FATA Government Line Departments.

187. As WFP reduce their presence in the FATA, handing over the long-term management and support of ongoing activities to the FATA government line departments seems a natural progression. In order to bolster the capacity of these departments and as such

support the sustainability of the FFA projects implemented to date, the WFP CO need to:

- Undertake a capacity assessment of the line departments in order to inform a future capacity strengthening approach of WFP, considering institutional, individual and enabling environment capacity gaps identified.
- Undertake trainings on areas already specified by the departments themselves as requiring support: food distributions, warehouse management, monitoring standards, and managing working relations with CPs, TPMs, and other external partners.
- Based on the above, a handover plan between the two organisations identifying organisational development objectives and highlighting how this should be achieved should be established by the end of the third quarter 2018.

4 Annexes

Annex 1: Terms of Reference

DECENTRALIZED EVALUATION of Results of WFP's Food Assistance to Temporarily Dislocated Persons in Pakistan from 2015 to 2017 WFP Pakistan Country Office

1. Introduction

1. These Terms of Reference (TOR) are for the decentralized evaluation of the results of World Food Programme's (WFP) food assistance to the Temporarily Dislocated Persons during displacement in Khyber Pakhtunkhwa (KP) and following their return to Federally Administered Tribal Areas (FATA). This evaluation is being commissioned by the WFP Pakistan Country Office (CO) and will cover the period January 2015 to August 2017, spanning across two WFP operations (Protracted Relief and Recovery Operation (PRRO) 200250 (2013-2015), and the current PRRO 200867 (2016-2018))
2. These TOR were prepared by the WFP Pakistan CO team based upon initial document review and consultation with an External Reference Group (ERG). The evaluation will be the first ever decentralized evaluation led by the Pakistan CO team with support from the WFP regional bureau and headquarters. The purpose of the TOR is twofold. Firstly, it provides key information to the evaluation team and helps guide them throughout the evaluation process; and secondly, it provides key information to stakeholders about the proposed evaluation.

2. Reasons for the evaluation

2.1 Rationale

3. The evaluation is commissioned for the following reasons:
4. WFP has been providing unconditional relief food assistance to the displaced and returnee population of FATA for the last several years, in order to meet the immediate food of the vulnerable population during their time of displacement. Following the provision of relief assistance during displacement to the temporarily displaced population (TDP), WFP also provides six monthly unconditional return food assistance to the same households for their voluntary return to their areas of origin after denotification¹ of their areas of origin by the Government. Moreover, after the conclusion of the six monthly relief return package, selected households are provided conditional food assistance under WFP Food Assistance for Assets (FFA) intervention to support the rehabilitation basic infrastructure at community and households level to promote food security, and support early recovery and rehabilitation of livelihoods among the most food-insecure groups. During implementation special efforts were also made to provide assistance to the most vulnerable population i.e. elderly, non-abled persons in a dignified manner.
5. In addition, WFP provides assistance through the distribution of nutritious food to address malnutrition under the Community-based Management of Acute Malnutrition (CMAM)² and School Meals Programme³ in selected areas of FATA. These

¹ Denotification is the point at which the Government declares that an area, from where the population displaced, is safe for returns to begin

² Pregnant and lactating women (PLW) and children aged 6-59 months receive specialized nutritious food

³ Children receive high-energy biscuits as on-site feeding and vegetable oil as take-home ration in assisted primary schools in FATA.

interventions may overlap with the areas where return and/or early recovery interventions take place and may further contribute to improving food security among the population affected by current and past law enforcement operations in FATA.

6. As per current projections, relief assistance is planned to be phased out as the Government envisions the return of the remaining TDP by 2017, while early recovery assistance to the affected population inside FATA will continue. Thus, it is a good time for WFP to document lessons learnt to equip itself further in case of a future emergency. Moreover, since March 2015, WFP food assistance has been contributing to the FATA Sustainable Return and Rehabilitation Strategy (FSRRS), therefore, the evaluation at this stage will help to understand how WFP contributed to the overall efforts of Government to ensure voluntary return and assist the rehabilitation of basic infrastructure/livelihoods in the areas of return.
7. The evaluation will be used to measure the results of the food assistance provided to the Temporarily Dislocated Persons during relief, return, and rehabilitation phases; identify the factors that led to its successful implementation and provide programmatic recommendations to guide future implementation. Thus, it will provide a good basis for discussions with donors and the Government as WFP transitions from humanitarian assistance to development. This evaluation will also help to design sustainable programmes in the near future for ensuring longer term food security of the affected population under the forthcoming Country Strategic Plan (CSP), beginning in January 2017. It will also guide the Government and other development partners on how the early recovery efforts contributed to the objectives of the FATA SRRS, and assist them in determining the benefit of forging future partnership with WFP.

2.2 Objectives

8. The evaluation will serve the dual and mutually reinforcing objectives of **accountability** and **learning**.
 - **Accountability** – The evaluation will assess and report on the performance and results achieved (intended or unintended, positive and negative) of WFP’s food assistance to the displaced and returnee population of FATA.
 - **Learning** – The evaluation will determine the reasons why and how certain results occurred the way they did; and draw lessons, derive good practices and pointers for learning from them. It will provide evidence-based findings to inform operational and strategic decision-making. In addition to publishing the evaluation report, findings will be actively disseminated through debriefings and lessons will be incorporated into future programme design and implementation.
9. The lessons learnt from this evaluation will be further utilized to refine and improve the implementation of relevant interventions under the forthcoming CSP.
10. The CO has a dedicated Beneficiary Feedback Mechanism on which beneficiaries can provide their suggestions to improve programme quality, however this evaluation will provide beneficiaries an independent platform to register their suggestions which will ultimately become recommendations for incorporation into programme design and implementation.
11. The specific objectives for this evaluation are to:
 - **Generate evidence** of positive and negative, intended or unintended results of WFP’s food assistance interventions, with emphasis on relief and FFA assistance for the affected population.

- **Improve effectiveness** of WFP interventions by determining the reasons of observed success/failure and draw lessons from experience to produce evidence-based findings that will allow the CO to make informed decisions about specific interventions that should be undertaken to promote these success factors in a cost effective, focused and systematic way.
- Provide an analysis on how **WFP interventions were aligned** with the Government and United Nations policies, strategies and plans.

2.3 Stakeholders and Users

- 12. Stakeholders.** A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and some of these will be asked to play a role in the evaluation process. Table 1 below provides a preliminary stakeholder analysis, which should be deepened by the evaluation team as part of the Inception phase.
- 13. Accountability to affected populations.** WFP is committed to include beneficiaries as key stakeholders in WFP’s work. WFP is especially committed to ensuring gender equality and women’s empowerment (GEEW) in the evaluation process, with participation and consultation in the evaluation by women, men, boys and girls from different groups.

Table 1: Preliminary Stakeholders’ analysis

Stakeholders	Interest in the evaluation and likely uses of evaluation report to this stakeholder
INTERNAL STAKEHOLDERS	
CO Pakistan	The CO has a direct stake in the evaluation and an interest in learning from experience to inform future decision-making specifically related to programme design, its implementation and with regards to partnerships. It is also called upon to account internally as well as to its beneficiaries and partners for performance and results of its operation. Taking into account the growing interest of donors and the Government, this evaluation will also enable the CO to augment its capacity to conduct such evaluations on regular basis under the CSP.
Regional Bureau (RB) Bangkok	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent/impartial account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
WFP Head Quarter (HQ)	The HQ has an interest in the lessons that emerge from evaluations, as many may have relevance beyond the geographical area of focus. Relevant HQ units should be consulted from the planning phase to ensure that key policy, strategic and programmatic considerations are understood from the onset of the evaluation.
Office of Evaluation (OEV)	OEV has a stake in ensuring that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various decentralized evaluation stakeholders as identified in the evaluation policy.
WFP Executive Board (EB)	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. Although this evaluation will not be presented to the EB but its findings may feed into annual performance reports and other corporate learning processes.

EXTERNAL STAKEHOLDERS	
Beneficiaries	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP operations determining whether its assistance is appropriate and effective. As such, the level of participation of women, men, boys and girls from different groups in the evaluation will be determined and their respective perspectives will be sought.
Government	The Government has a direct interest in knowing whether WFP interventions in the country are aligned with its priorities, harmonized with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest. The FATA Secretariat, Government of Pakistan will have particular interest to know how WFP assistance contributed to their return and rehabilitation efforts for the affected population.
UN Country team (UNCT)	The UNCT's harmonized action should contribute to the realization of the Government developmental objectives. It has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts. Various agencies are also direct partners of WFP at policy and activity level. The findings will contribute to the One-UN Programme reporting particularly for Strategic Priority Area 6 on food and nutrition security.
Non-Governmental Organizations (NGOs)	Various NGOs are WFP's partners for the implementation of interventions while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships. Particularly NGOs including <i>PRCS, Hujra, CERD, LHO, SRSP, PAWT, FRD</i> directly involved in the implementation of the operations will use the results and recommendations to guide and improve their future programmes.
Donors	WFP operations are voluntarily funded by a number of donors including Government of Pakistan, United States Agency for International Development, Department for International Development, Australian Aid and Swiss Development Corporation among others. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes.
Development partners	Other UN agencies who have a direct interest in knowing the results and achievements of WFP interventions that will influence their decision for future partnerships under the one-UN platform to implement joint programmes with WFP.

14. The primary users of this evaluation will be:

- The WFP Pakistan CO and its partners in decision-making, notably related to programme implementation and/or design, the new Country Strategy and partnerships, and to support the discussions with the donors and the Government as the Pakistan CO transitions to the new CSP.
- Given the core functions of the RB, the RB is expected to use the evaluation findings to provide strategic guidance, programme support, and oversight.
- WFP HQ may use evaluations for wider organizational learning and accountability.
- OEV may use the evaluation findings, as appropriate, to feed into evaluation syntheses as well as for annual reporting to the Executive Board.

3. Context and Subject of the evaluation

3.1 Context

15. Pakistan ranks as the sixth most populous country in the world with an estimated population of 20.7 million people, projected to increase to over 227 million by 2025⁴. Twenty-two percent of the population of Pakistan (approximately 41 million people) are undernourished according to the State of Food Insecurity 2015⁵. This situation is exacerbated by the continued prevalence of significant socioeconomic inequities across geographic regions and income levels. According to recent estimates, 74 and 71 percent of the population in FATA and Balochistan, respectively, live in poverty as compared to 31 percent in Punjab and 43 percent in Sindh⁶. Moreover as per Gender Inequality Index, Pakistan ranks 130 out of 159 countries with 0.546 value.
16. Since 2008, the country's north-west is facing unrest in its areas bordering with Afghanistan due to ongoing military operation against militant activities. As a result of law enforcement operations people were moved from the areas of operation to safer places in the neighbouring communities. As a result, the food security and nutrition situation, particularly in the Khyber Pakhtunkhwa and FATA regions has been adversely affected by low agricultural production, limited livelihood opportunities, inadequate access to basic services (health, education, water and sanitation), poor functioning markets and the prevailing challenges from the law and order situation for almost a decade. As of March 2015, the total FATA displacement caseload was an estimated 2 million TDPs (310,729 families) of which 70 percent were women and children.⁷ Moreover, according to WFP data analysis of assisted families, around 14 percent of the displaced families were female headed.⁸ Around 261,000 families have returned to their areas of origin between March 2015 and August 2017, with the remaining families still to be returned. According to a recent estimate, around 24 percent of the returned households are food insecure (a reduction from 44 percent in 2014).⁹ Due to the changing dynamics and the prevailing conditions in this region, FATA has become a focus of attention in Pakistan. As a result, the Government along with other development partners remains committed to supporting the Temporarily Dislocated Persons through various initiatives.
17. To streamline the support process, the Government introduced a FATA Sustainable Return and Rehabilitation Strategy (FSRRS) at the start of 2015 with a view to returning the displaced in KP and FATA voluntarily to their areas of origin by the end of 2017 and creating an enabling environment to rebuild livelihoods and signalling the need for a steady transition from relief to more targeted recovery assistance. This strategy is in line with the longer term development plan presented in the FATA Sustainable Development Plan 2007 – 2015 and the reforms agenda being developed by the FATA Reforms Commission (FRC) to establish a roadmap for constitutional, institutional and legal reforms.
18. As part of the multi-stakeholder efforts to manage and reduce risks, WFP has been providing relief assistance to the affected population during displacement, for six-months after their return to the areas of origin, as well as providing early recovery assistance in FATA. The transition from relief to return and consequently

⁴ Planning Commission of Pakistan (2015). "Pakistan Vision 2015". Available at: "<http://pc.gov.pk/uploads/vision2025/Vision-2025-Executive-Summary.pdf>"

⁵ FAO, IFAD, WFP (2015). "The State of Food Insecurity in the World Meeting the 2015. International hunger targets: taking stock of uneven progress". Available at: "<http://www.fao.org/3/a4ef2d16-70a7-460a-a9ac-2a65a533269a/i4646e.pdf>"

⁶ The Ministry of Planning, Development & Reform, OPHI, UNDP (2016). "Multidimensional Poverty in Pakistan"

⁷ FATA Secretariat (2015). "FATA Sustainable Return and Rehabilitation Strategy"

⁸ WFP (2016). "Standard Project Report 2016"

⁹ WFP, FATA Secretariat (2017). "In-depth Assessment on Food Security and Livelihoods of returned Households in FATA"

recovery/rehabilitation is influenced by FATA's SRSS and aims to contribute to its objectives.

19. A number of programmes have been implemented by other humanitarian/development actors in parallel to the WFP's efforts in improving/stabilizing food security amongst the Temporarily Dislocated Persons of FATA. These programmes are focused on the revitalization of agriculture production, provision of primary healthcare and Maternal, New born and Child Health (MNCH) and nutrition services, rehabilitation of community infrastructure, enhancing protection of vulnerable girls and boys from violence, and provision of transitional shelters among other initiatives. For maximizing impact, WFP developed joint partnerships with other UN organizations including FAO, UNDP and UNICEF under the One-UN platform.

3.2 Subject of the evaluation

20. Under the previous Protracted Relief and Recovery Operation (PRRO 200250) (2013-2015), and the current PRRO 200867 (2016-2018), WFP has been working in close partnership with the Government at different levels. Coordination was particularly maintained with the FATA Secretariat, to ensure the improvement of food security and nutrition among the displaced and returnee populations; reinforce the resilience of communities living in the most hazard-prone areas; address malnutrition among the most vulnerable segments of the society, particularly pregnant and nursing women and children under the age of five; and support a favourable environment for women to achieve social and economic equality. Annex 1 exhibits the food assistance interventions in affected areas in FATA and distribution hubs in KP for the evaluation period (January 2015 to August 2017).
21. Since 2015, WFP has supported approximately 1,216,512 temporarily dislocated persons (620,421 male, 596,091 female) residing in KP and 1,281,792 returnees (653,714 male, 628,078 female) in FATA with an unconditional food transfer (relief assistance), including wheat flour, oil, pulses and salt. Monthly, unconditional relief assistance for populations affected by law and order operations in FATA is provided as agreed with the Government. From January 2015 to date, WFP has distributed 470,700 MT of food to the displaced population and returnees. In 2015 WFP also distributed US\$1,713,504 to some of the unregistered TDPs in KP. The main objective of the relief assistance is to meet the immediate food needs of the Temporarily Dislocated Persons of FATA, during the time of displacement. Whereas, the return package aims to mitigate food insecurity of the displaced population during the process of voluntary return to the de-notified areas. It works through bridging the gap between immediate relief response and short and medium-term recovery, mitigating food insecurity until livelihoods and productive assets are restored.
22. Following the humanitarian principles, the main focus of WFP relief assistance is to save lives during emergencies. Moreover, the main thrust of WFP approach is to provide assistance in a protective and dignified manner under the overall humanitarian response. Relief assistance is provided to affected population registered by the United Nations High Commissioner for Refugees (UNHCR) and verified in the Government database. To ensure regular assistance in safe environment, WFP has established humanitarian hubs where the registered beneficiaries are provided monthly food rations. To avoid duplication the beneficiaries' information is captured in an online database. Moreover, separate distribution counters are established to provide assistance to women and the elderly.

23. Since 2015, WFP has implemented FFA interventions inside FATA. These interventions are primarily focused on supporting the rehabilitation of community assets (such as, irrigations channels, roads, protections walls, kitchen gardens etc.) to promote food security, and early recovery and rehabilitation of livelihoods among the most food-insecure groups. Since January 2015, \$ 10.04 million of cash and 21,700 MT of food has been provided to 214,115 households under these interventions.
24. The value of assistance to the affected population during the period 2015-2017 is approximately \$309.7 million of which \$285.6 million is for Relief and Return while \$24.1 million was for FFA interventions.
25. WFP also contributes to stabilizing/improving food security of the Temporarily Dislocated Persons through its CMAM and School Meals Programme.
26. All activities sought to optimize gender equity by promoting women's participation as well as supporting behaviour change to improve access and control over commodities for better food and nutrition security. To that end, gender was a key factor in the design, targeting and implementation of each activity and in the determination of transfer modality. Key guiding principles included safety, dignity, "Do No Harm"¹⁰, accountability to beneficiaries (beneficiary feedback mechanism), participation and access, empowerment and gender equality. The project was aligned with WFP's new gender and protection policies and guidelines and was rated as 2A as per the Inter Agency Standing Committee's Gender Marker¹¹.
27. Keeping in view the cultural norms, specific interventions at the household level were identified for maximizing the participation of women. They are also provided opportunities in training interventions focusing on income generation. Similarly alongside conditional food assistance, the most vulnerable including the elderly and non-able bodied persons were provided unconditional assistance in the communities where livelihood interventions were undertaken.
28. WFP implements all its interventions in FATA in partnership with the FATA secretariat for which a Memorandum of Understanding and Work Plan is formulated. Moreover, potential interventions are identified and implemented by the community with the support of the WFP cooperating partners who recruit technical staff at different levels. Under one-UN initiative, WFP has also developed partnership with other UN Agencies namely Food and Agriculture Organization of the United Nations (FAO) and United Nations Development Programme (UNDP) for rehabilitation interventions in FATA. For this, joint funding opportunities have also been sought.
29. The approved log frame (Annex 2) lays out the intended food security results through conditional and unconditional assistance. All relevant outcomes, cross-cutting (protection, gender and complimentary partnership) and outputs information is collected and reported in the annual standard project report (SPR) and bilateral reporting to the donors. WFP vulnerability, analysis and mapping (VAM) unit also conducts different assessments and collects information on different aspects of assistance outcomes at broader level.

4. Evaluation Approach

4.1 Scope

¹⁰ Do No Harm" is one of the United Nations guiding principles for civil affairs work.

¹¹ <https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>

30. The evaluation of WFP’s food assistance interventions to the Temporarily Dislocated Persons will be conducted covering a timeframe of January 2015 to August 2017.
31. The evaluation will primarily focus on the FATA region, where most of the returning and Temporarily Dislocated Persons reside, with some TDPs still residing in KP.
32. The evaluation is expected to measure the results of WFP interventions on stabilizing/ensuring food security in Temporarily Dislocated Persons and the factors that led to its successful implementation, with a greater focus on relief and FFA interventions due to their direct linkage to stabilizing/ensuring food security. The School Meals and CMAM interventions are only to be evaluated in the context of their contribution to food security, as opposed to their objectives of increasing enrolment and addressing acute malnutrition respectively.
33. The proposed time period will ensure that the evaluation captures medium term effects of both interventions on individual households or communities as well as help WFP to understand how its programme contributed to FATA SRRS, which was launched in March 2015. Moreover, the time period covers all phases of assistance to the affected population: from displacement to returning to the rehabilitation of areas of origin.
34. The evaluation will take into particular consideration the impact of food assistance interventions on the women and elderly. Moreover, the evaluation will assess gender equality and women’s empowerment dimensions of the interventions.

4.2 Evaluation Criteria and Questions

35. **Evaluation Criteria:** The evaluation will apply the international evaluation criteria of Relevance, Effectiveness, Efficiency, Impact, Sustainability and Coherence. Gender Equality and the Empowerment of women (GEEW) should be mainstreamed throughout.
36. **Evaluation Questions:** Aligned to the evaluation criteria, the evaluation will address the following key questions, which will be further developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons and performance of the interventions, which could inform future strategic and operational decisions.
37. The evaluation will seek to address the following questions.

Table 2: Criteria and evaluation questions

Criteria	Evaluation Questions
Relevance	<p>To what extent were the interventions design and implementation appropriate and relevant to the needs of the assisted population including the most vulnerable population groups?</p> <p>Was the implementation consistent with the project design, logic and objectives?</p> <p>To what extent the relief assistance was aligned with humanitarian and IDPs guiding principles?</p> <p>To what extent were the relief and FFA interventions aligned with Government, WFP, partner UN agencies and donor policies and priorities?</p>

	<p>Was the intervention based on a sound gender analysis? If yes, to what extent? If no, how were gender aspects integrated into programme? What were the internal and external factors influencing gender integration?</p> <p>To what extent was the design and implementation of the intervention gender sensitive?</p>
Effectiveness	<p>How did the interventions contribute to stabilized and/or improved food security of the assisted population?</p> <p>How effective were the interventions in helping the returned families rehabilitate into their areas of origin?</p> <p>What were the results including positive, negative, intended or un intended achieved through the intervention?</p> <p>What were the major internal and external factors influencing the achievement or non-achievement of the results?</p> <p>To what extent the access has impeded WFP's assistance to affected population in far flung areas?</p> <p>To what extent did the intervention deliver results for men and women, boys and girls?</p> <p>To what extent did the livelihood interventions contribute to women empowerment in the domain of improved decision making at household and community level?</p>
Efficiency	<p>Were the interventions timely? – Particularly relief assistance after displacement and FFA interventions after phasing out from return package.</p> <p>Were interventions cost-efficient?</p> <p>Were the interventions implemented in the most efficient way compared to alternatives?</p> <p>What were the external and internal factors influencing efficiency?</p>
Impact	<p>What were the medium-term effects of the intervention on communities and recipients?</p> <p>What are the main drivers of positive impacts? (Partnerships, operational capacity, ownership, etc.)?</p> <p>To what extent resources were used to respond equitably to the needs of women and men?</p>
Sustainability	<p>What is the level of integration of intervention elements into national/ provincial systems and processes?</p> <p>To what extent did the intervention link to any transition strategies towards development goals?</p>

	To what extent the benefits of the created assets continued after WFP’s work ceased? (Level of maintenance and quality of assets)?
Coherence	To what extent were prevailing context factors (political stability, security context, population movements etc.) considered when designing and delivering the intervention? To what extent was the intervention design and delivery overall in line with humanitarian principles including protection, gender equality and women empowerment?

4.3 Data Availability

38. The following are the main sources of information available to the evaluation team. The sources provide both quantitative and qualitative information, however the list below is not exhaustive and additional information may be provided based on availability.

- Baseline assessment report of the current PRRO 200867 conducted in March/April 2016.
- 2015 and 2016 Annual Standard Project Reports.
- Regular monitoring data including data on process, output and outcomes.
- Joint Needs Assessment Bara – November 2015
- The Feasibility of Cash: A Modality to Support Household Livelihood and Food Security in FATA September 2015
- Assessment on Cash Based Transfers to Unregistered Families Displaced from North Waziristan Agency December 2015
- Returning Home August 2015: Livelihood and Food Security of FATA returnees
- South Waziristan: Joint Needs Assessment Report August 2016
- Food Security Assessment 2016.
- In-depth food security and livelihood survey of FATA returnees May 2017
- Operational Evaluation of last PRRO 200250, conducted in 2014.
- Different bilateral reports submitted to the donors/host government
- PRRO 200867 and PRRO 200250 project documents with approved log frames.
- Food assistance for assets manual and standard operating procedures.
- Integrated Context Analysis (ICA) On Vulnerability to Food Insecurity and Natural Hazards Pakistan, 2017.

All the specific assessments stated above have data that is complete and collected through robust methodologies. Moreover, the analysed outcome results are readily available. However, the monitoring data sets are available in two different systems but can be extracted if needed.

4.4 Methodology

39. The methodology will be designed by the evaluation team during the inception phase. It should:

- Employ the relevant evaluation criteria above.
- Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (stakeholder groups, including beneficiaries, etc.) The selection of field visit sites will also need to demonstrate impartiality.
- Undertake a participatory approach involving all stakeholders affected by the assistance particularly communities including men, women and elderly;
- Use mixed methods (quantitative, qualitative etc.) to ensure triangulation of information through a variety of means. This will also help achieve a thorough understanding of the different design, operational, or contextual factors that may have fostered or hindered the achievement of the interventions' results.
- In order to elicit information from various stakeholders including assisted population, sampled communities and other stakeholders, separate tools will be applied to various primary sources of information.
- The data collection tools and sampling methodologies should ensure availability of gender and age disaggregated data, and relevant triangulations to ensure voices of both men and women are included.
- Account for comparisons with existing information collected through project baseline and VAM assessments, such as PRRO baseline, in-depth food security and livelihood survey of FATA returnees and previous operation evaluation.
- Apply an evaluation matrix geared towards addressing the key evaluation questions taking into account the data availability challenges, the budget and timing constraints;
- Ensure through the use of mixed methods that women, girls, men and boys from different stakeholders groups participate and that their different voices are heard and used;
- Ensure that data collection is in line with the Humanitarian Principles;
- Ensure that cultural considerations are accounted for and responses from women and girls are elicited through women data collectors and at settings where women participation is facilitated;
- Mainstream gender equality and women's empowerment, as above.

40. The following potential risks to the methodology have been identified:

- a. Access to local communities due to security constraints which will be mitigated through ensuring timely involvement of local authorities and requests for No Objection Certificates (NOC)¹².
- b. Access to beneficiaries who are phased out from the interventions will be a challenge which will be mitigated through utilizing the online beneficiary database wherever possible.

¹² In recent past it has been noted that process of obtaining NOC sometime takes a very long time. To overcome this, the evaluation firms can consider data collection through relevant Government officials from FATA secretariat (Bureau of Statistics) who does not need NOC, or WFP third-party monitoring service provider who already have an NOC, or interviewing beneficiaries at central place, without compromising the overall Evaluation principles.

- c. Eliciting information from cooperating partners who are not currently involved in WFP implementation in field and might not have No Objection Certificates to travel to the implementation areas. Timely information requests to all concerned cooperating partners or inviting the relevant beneficiaries to central areas might be the steps taken for dealing with this challenge.
41. All mechanisms for independence and impartiality will be employed where the Evaluation Manager (EM), Evaluation Committee as well as the External Reference Group (ERG) will play their roles during the process.
 42. A detailed data analysis plan will be laid out by the evaluation team during the inception phase that will state how the data collected will be converted into meaningful findings resulting in relevant recommendations. The data analysis plan will be guided by the four humanitarian principles of humanity, neutrality, impartiality and independence. The analysis plan will also include a gender analysis and the findings for which will be included in the evaluation conclusions and recommendations which will be subsequently followed upon to improve gender performance.

4.5 Quality Assurance and Quality Assessment

43. WFP's Decentralized Evaluation Quality Assurance System (DEQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for Quality Assurance, Templates for evaluation products and Checklists for their review. DEQAS is closely aligned to the WFP's Evaluation Quality Assurance System (EQAS) and is based on the UNEG norms and standards and good practice of the international evaluation community and aims to ensure that the evaluation process and products conform to best practice.
44. DEQAS will be systematically applied to this evaluation. The WFP Evaluation Manager will be responsible for ensuring that the evaluation progresses as per the DEQAS Process Guide and for conducting a rigorous quality control of the evaluation products ahead of their finalization.
45. WFP has developed a set of Quality Assurance Checklists for its decentralized evaluations. This includes Checklists for feedback on quality for each of the evaluation products. The relevant checklist will be applied at each stage, to ensure the quality of the evaluation process and outputs.
46. To enhance the quality and credibility of this evaluation, an outsourced Quality Support (QS) service directly managed by WFP's Office of Evaluation in Headquarter provides review of the draft Inception Report (IR) and Evaluation Report (ER) (in addition to the same provided on draft TOR), and provide:
 - a. systematic feedback from an evaluation perspective, on the quality of the draft inception and evaluation report;
 - b. recommendations on how to improve the quality of the final inception/evaluation report.
47. The evaluation manager will review the feedback and recommendations from QS and share with the team leader, who is expected to use them to finalise the inception/evaluation report. To ensure transparency and credibility of the process in line with the UNEG norms and standards¹³, a rationale should be provided for any recommendations that the team does not take into account when finalising the report.

¹³ UNEG Norm #7 states "that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability"

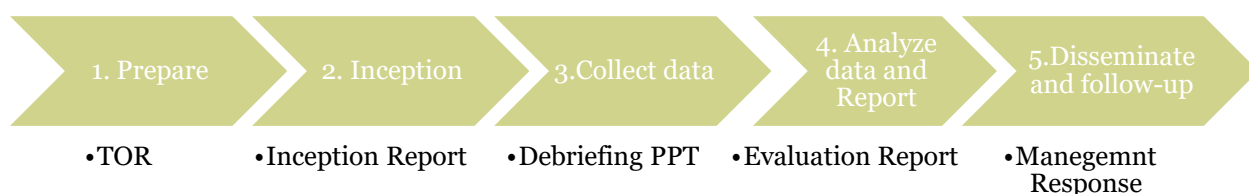
Moreover, the internal evaluation committee will also be responsible for quality oversight of the evaluation process and products.

- 48. These quality assurance for the evaluation products will particularly include the inception report that must contain detailed questions, hypotheses and indicators to the individual evaluation questions. Moreover the data analysis plan will also be laid out. Concrete evaluation methods and instruments should be presented and adapted to the evaluation questions. The final evaluation report should clearly present all the findings against the evaluation questions and any additional findings from the stakeholders who participated. Moreover the report must clearly lay out the methodology for generating the findings and stated recommendations. Further details are laid out in the Quality Assurance Checklists.
- 49. This quality assurance process as outlined above does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.
- 50. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on disclosure of information. This is available in WFP's Directive CP2010/001 on Information Disclosure.
- 51. All final evaluation reports will be subjected to a post hoc quality assessment by an independent entity through a process that is managed by OEV. The overall rating category of the reports will be made public alongside the evaluation reports.

5. Phases and Deliverables

- 52. The evaluation will proceed through the 5 following phases. The deliverables and deadlines for each phase are as follows:

Figure 1: Summary Process Map



- 53. Preparation Phase (May – September 2017): The evaluation manager will consult the M&E team and management to frame the key evaluation objectives and conduct relevant background research to draft the TORs and subsequently select and contract the Evaluation Team. The Evaluation Committee and Evaluation Reference Group will also be finalized and provisions for impartiality/independence laid out during this stage. The Evaluation Manager will also prepare a document library to be shared with the evaluation team and layout the communication and learning plan. (Deliverables: Approved TORs, Commissioned Evaluation Team)
- 54. Inception Phase (October – Mid-November 2017): During this phase various consultations will be held with the evaluation team who will ensure desk study of the entire document library and demonstrate a thorough understanding of the Evaluation objectives and TOR. The team will then draft the inception report detailing the evaluation operational plan and methodology. The inception report will address the

comments from the Evaluation Manager, Evaluation Committee, External Reference Group and the Quality Control Service. (Deliverables: Finalized Inception Report)

55. Data Collection (Mid-November 2017 - Mid-December 2017): The data collection will be undertaken both at the provincial level as well as the Agency level within the FATA region. The field work de-briefing sessions will be held with the Evaluation Committee as well as the Evaluation Reference Group. (Deliverable: Aide Memoire and De-briefing Power Point)
56. Analyses and Reporting (December – January 2018): The evaluation team will share the draft evaluation report based on desk review of existing data, stakeholder consultations and field work. The Evaluation Manager will circulate the draft report for the comments which will be reviewed by the Evaluation Team after which a final report will be prepared. (Deliverable: Draft and Final Evaluation Report)
57. Dissemination and Follow up (February 2018): the evaluation report/findings will be disseminated among all the internal/external stakeholders. A management response will be developed that will detail actions to be taken against each recommendation along with the timeline and responsibility. (Deliverable: Management Response, Widely available Evaluation Report, Evaluation PPT, Evaluation Brief)
58. Refer to an evaluation schedule in Annex 3

6. Organization of the Evaluation

6.1 Evaluation Conduct

59. The Evaluation Committee as well as the Evaluation Reference Group will ensure independence and impartiality at all stages of evaluation. The Evaluation manager is a WFP staff member not involved in direct implementation of the intervention.
60. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with the WFP evaluation manager. The team will be hired following agreement with WFP on its composition and in line with the evaluation schedule in Annex 3.
61. The evaluation team will not be involved in the design or implementation of the subject of evaluation or have any other conflicts of interest. Further, they will act impartially and respect the code of conduct of the evaluation profession.
62. The evaluation team will be required to ensure all ethical considerations in line with the UNEG norms and standards. The team will be required to exercise independent judgment, impartiality and credibility at all stages of evaluation. Moreover, the team will be accountable for maintaining honesty in the estimated expenditures, timelines and relevant skills and knowledge of participating individuals.
63. The evaluation team will also be required to ensure protection of subjects that are interviewed by safeguarding their rights of confidentiality and consent. The team will be mindful of all cultural considerations during data collection such as ensuring that women are part of the data collection team to interact with women participants.

6.2 Team composition and competencies

64. The evaluation team is expected to include up to three members, including the team leader. To the extent possible, the evaluation will be conducted by a gender-balanced, geographically and culturally diverse team with appropriate skills to assess gender dimensions of the subject as specified in the scope, approach and methodology sections of the TOR. At least one team member should have WFP experience.

65. The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas:
- Food Security
 - Livelihoods and Asset Creation
 - Gender and protection
 - All team members should have understanding of the three areas in an emergency setting in the humanitarian context, strong analytical and communication skills, evaluation experience and familiarity with the country context.
 - At least one member of the team should be proficient in local language and familiar with local context
66. The Team leader will have professional background in international development with technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools and demonstrated experience in leading similar evaluations. She/he will also have leadership, analytical and communication skills, including a track record of excellent writing and presentation skills. She/he should be able to clearly and consistently organize, manage and present complex information related to evaluation findings to a broad array of target audiences.
67. Her/his primary responsibilities will be: i) defining the evaluation approach, design and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception report, the end of field work (i.e. exit) debriefing presentation and evaluation report in line with DEQAS.
68. The team members will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
69. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s).

6.3 Security Considerations

70. Security clearance where required is to be obtained from WFP Pakistan office.
- As an ‘independent supplier’ of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.
 - Consultants hired independently are covered by the UN Department of Safety & Security (UNDSS) system for UN personnel which cover WFP staff and consultants contracted directly by WFP. Independent consultants must obtain UNDSS security clearance for travelling to be obtained from designated duty station and complete the UN system’s Basic and Advance Security in the Field courses in advance, print out their certificates and take them with them.¹⁴
 - The evaluation team, whether independent suppliers or UN contracted consultants must obtain a No Objection Certificate (NOC) from the relevant local government

¹⁴ Field Courses: [Basic](#); [Advanced](#)

authorities for travel to the subject areas. After awarding of contract the relevant team will apply for the NOC and will provide copies to WFP.

71. Moreover, to avoid any security incidents, the Evaluation Manager is requested to ensure that:

- The WFP CO registers the team members with the Security Officer on arrival in country or when commissioned for the evaluation (in case of local suppliers) and arranges a security briefing for them to gain an understanding of the security situation on the ground. The team will be particularly briefed on the security situation in FATA and the related security protocols for travel and overall conduct. The team will also be required to adhere to the cultural practices of the FATA during their travel and interaction with the stakeholders.
- The team members observe applicable UN security rules and regulations – as per the WFP country office security guidelines.

7. Roles and Responsibilities of Stakeholders

72. The WFP Pakistan Country Office:

The country office **Management (Deputy Country Director)** will take responsibility to:

- Assign an Evaluation Manager for the evaluation.
- Compose the internal evaluation committee and external reference group (see below).
- Approve the final TOR, inception and evaluation reports.
- Ensure the independence and impartiality of the evaluation at all stages, including establishment of an Evaluation Committee and of a Reference Group.
- Participate in discussions with the evaluation team on the evaluation design and the evaluation subject, its performance and results with the Evaluation Manager and the evaluation team.
- Organise and participate in two separate debriefings, one internal and one with external stakeholders.
- Oversee dissemination and follow-up processes, including the preparation of a Management Response to the evaluation recommendations.

The Evaluation Manager:

- Manages the evaluation process through all phases including drafting this TOR.
- Ensures quality assurance mechanisms are operational.
- Consolidates and shares comments on draft TOR, inception and evaluation reports with the evaluation team.
- Ensures expected use of quality assurance mechanisms (checklists, quality support)
- Ensures that the team has access to all documentation and information necessary to the evaluation; facilitates the team's contacts with local stakeholders; sets up meetings, field visits; provides logistic support during the fieldwork; and arranges for interpretation, if required.
- Organises security briefings for the evaluation team and provides any materials as required.

An internal **Evaluation Committee** has been formed as part of ensuring the independence and impartiality of the evaluation. The committee comprises of the

Deputy Country Director, the Evaluation Manager, Programme Policy Officer (M&E), and the CO technical units in charge of Relief and FFA This group will be involved in the whole evaluation process including reviewing the TORs, inception report and final report. They will also ensure independence and impartiality of the evaluation. The evaluation committee will also be responsible for preparing management response to the evaluation recommendations and ensure relevant dissemination of evaluation findings to external and internal stakeholders through de-briefing sessions.

73. **An Evaluation Reference Group** has been formed, as appropriate, with representation from the FATA secretariat and other relevant line department, the cooperating partners for the intervention and donor agencies. The ERG members will review and comment on the draft evaluation products and act as key informants in order to further safeguard against bias and influence. Moreover the reference group will meet the evaluation team and guide in designing a realistic, useful evaluation. They will also assist in identifying and contacting key stakeholders and identifying relevant field sites. Lastly the reference group will help disseminate evaluation findings to relevant networks.

74. **The Regional Bureau:** The RB will take responsibility to:

- Advise the Evaluation Manager and provide support to the evaluation process where appropriate.
- Participate in discussions with the evaluation team on the evaluation design and on the evaluation subject as relevant, as required.
- Provide comments on the draft TOR, Inception and Evaluation reports
- Oversee, support and approve the Management Response to the evaluation and track the implementation of the recommendations.
- While the Regional Evaluation team will perform most of the above responsibilities, other RB relevant technical staff may participate in the evaluation reference group and/or comment on evaluation products as appropriate.

75. **Relevant WFP Headquarters** divisions will take responsibility to:

- Discuss WFP strategies, policies or systems in their area of responsibility and subject of evaluation.
- Comment on the evaluation TOR, inception and evaluation reports, as required.

76. **The Office of Evaluation (OEV).** OEV, through the Regional Evaluation Officer, will advise the Evaluation Manager and provide support to the evaluation process when required. It is responsible for providing access to the outsourced quality support service reviewing draft ToR, inception and evaluation reports from an evaluation perspective. It also ensures a help desk function upon request.

8. Communication and budget

8.1 Communication

77. To ensure a smooth and efficient process and enhance the learning from this evaluation, the evaluation team should place emphasis on transparent and open communication with key stakeholders. These will be achieved by ensuring a clear agreement on channels and frequency of communication with and between key stakeholders particularly beneficiaries whom WFP serves.

78. The evaluation manager and the Evaluation Committee will support the communication of the Evaluation Team with the concerned stakeholders.

79. A communication/dissemination plan will be developed to ensure that the evaluation findings are disseminated at all levels including the communities, provincial and national levels. This plan will be prepared by the evaluation committee and shared with the Evaluation team.
80. As part of the international standards for evaluation, WFP requires that all evaluations are made publicly available. Following the approval of the final evaluation report, the findings will be shared through the WFP website as well as debriefing sessions at provincial and federal level with key stakeholders defined above.
81. The findings will also be shared with the WFP beneficiaries and communities.
82. Overall, the evaluation products will be maintained in English language, however certain products including evaluation brief for communities, feedback form for communities, and presentation for community debriefing will be translated into local languages. Moreover, it will be ensured that these products (meant for information sharing with communities) are simplified and easily understandable.

8.2 Budget

83. The evaluation will be conducted by an external evaluator firm/supplier selected through the WFP competitive procurement process through open tender therefore the budget will be based on the proposed budget by the selected applicant. However, for internal review and approval process of these TORs, a budget estimate has been prepared following WFP's corporate guidelines.
84. The evaluation will be partially sourced by the funds allocated by the CO for the mid-term evaluation for PRRO 200867, as well as through WFP's other internal sources, such as, Contingency Emergency Fund (CEF).

Annex 2: Stakeholder Analysis

Stakeholder	Interest in the Operation	Involvement in Evaluation	Who
Internal (WFP) stakeholders for the evaluation			
Country Office (CO)	<p>Responsible for the country level planning and operations implementation, the CO is the primary stakeholder of this evaluation. It has a direct stake in the evaluation and interest in learning and receiving feedback on how the CO will move forward. It is also called upon to account internally as well as to its beneficiaries and partners for the performance and results of its operation</p> <p>The CO also has interest in the findings from the evaluation to contribute to the development of the Country Strategic Plan (CSP).</p>	<p>CO staff will be interviewed as key informants as part of the fieldwork and will comment on the Inception and Evaluation Reports</p> <p>Consultation during the development of the TOR and selection of the evaluation team, Provision of documents, reports, information and data to the team</p> <p>Direct support to the evaluation team in country including administrative and logistic support and security advice. Introduce evaluation team to key stakeholders</p> <p>Initial briefing and overview of WFP work in Pakistan, presentation of strategic thinking, and planned responses for the future</p> <p>Participate in debriefings and provide feedback on preliminary findings, conclusions and recommendations. CO provides written comments on all the main deliverables</p> <p>CO's Evaluation Manager provides primary point of contact for Quality Assurance role in the evaluation</p> <p>Country Director ultimately approves the evaluation report and An Evaluation Reference Group ensures independence and impartiality of the evaluation process.</p>	<p>CO focal point: Touseef Ahmed (Evaluation Manager)</p> <p>M&E: Sameera Ashraf, Kurram Atta</p> <p>Country Director: Finbarr Curran</p> <p>Deputy Country: Katrien Ghooos</p> <p>Deputy Head of Programme: Rashida Amir</p> <p>Programme Staff – Islamabad Office: Arshad Jadoon, Shah Nasir Khan,</p> <p>Head of Programme provincial office (PO) KPK: Naimat Ullah</p> <p>Programme Team: Hassan Raza (CO-FFA), Khalid Rasul (PO-FFA), Rabeea Ahmed (CO-CBT), Zahir Shah (PO-Relief), Daud Khan (PO-Database)</p> <p>Programme Officer – Gender: Ghazala Mirza</p> <p>Head of Compliance: Kathrin Lauer</p> <p>Donor Relations:</p> <p>CO staff:, logistics, finance</p> <p>Evaluation Reference Group:</p>
Regional Bureau (RB) in Bangkok	<p>Responsible for both oversight of Country Offices and technical guidance and support, the RB management has an interest in an independent account of the operational</p>	<p>RB insights will be collected through KIIs</p> <p>RB will liaise with the evaluation manager as required and will be available to the evaluation team to</p>	<p>Focal point: Regional Evaluation Officer</p>

	<p>performance as well as in learning from the evaluation findings to apply this learning to other country offices</p>	<p>discuss the operations, their performance and results</p> <p>Regional Evaluation Officer (participates in QA if necessary and provides comments), and provides support to the CO's evaluation manager as necessary.</p> <p>Regional Evaluation Officer also plays a role in communicating the results of the evaluation and fostering internal learning.</p> <p>RB will comment on the evaluation reports and participate in briefing and debriefings. RB provides written comments on all the main deliverables</p>	
WFP Head Quarter (HQ)	<p>The HQ has an interest in the lessons that emerge from evaluations, as many have relevance beyond the geographical area of focus. Relevant HQ units should be consulted from the planning phase to ensure that key policy, strategic and programmatic considerations are understood from the outset of the evaluation</p>	<p>HQ stakeholders will not be interviewed as part of the evaluation process, but their inputs will come in feedback and comments on evaluation products</p> <p>Involvement in the evaluation will be minimal as this is a decentralized evaluation, Units at HQ will provide comments on the draft evaluation report. They will also be a key consumer of evaluation findings and products</p>	None
Office of Evaluation (OEV)	<p>OEV has a stake in ensuring that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality, as well as roles and accountabilities of various decentralized evaluation stakeholders identified in the evaluation policy.</p>	<p>OEV stakeholders will not be interviewed as part of the evaluation process, but their inputs will come in feedback and comments on evaluation products</p> <p>The OEV provides clear guidance on standards and expectations to enable the company's evaluation manager and evaluation team to conduct their job in line with these expectations</p> <p>Involvement in the evaluation will be minimal as this is a decentralized evaluation – but they will be a key consumer of evaluation</p>	None

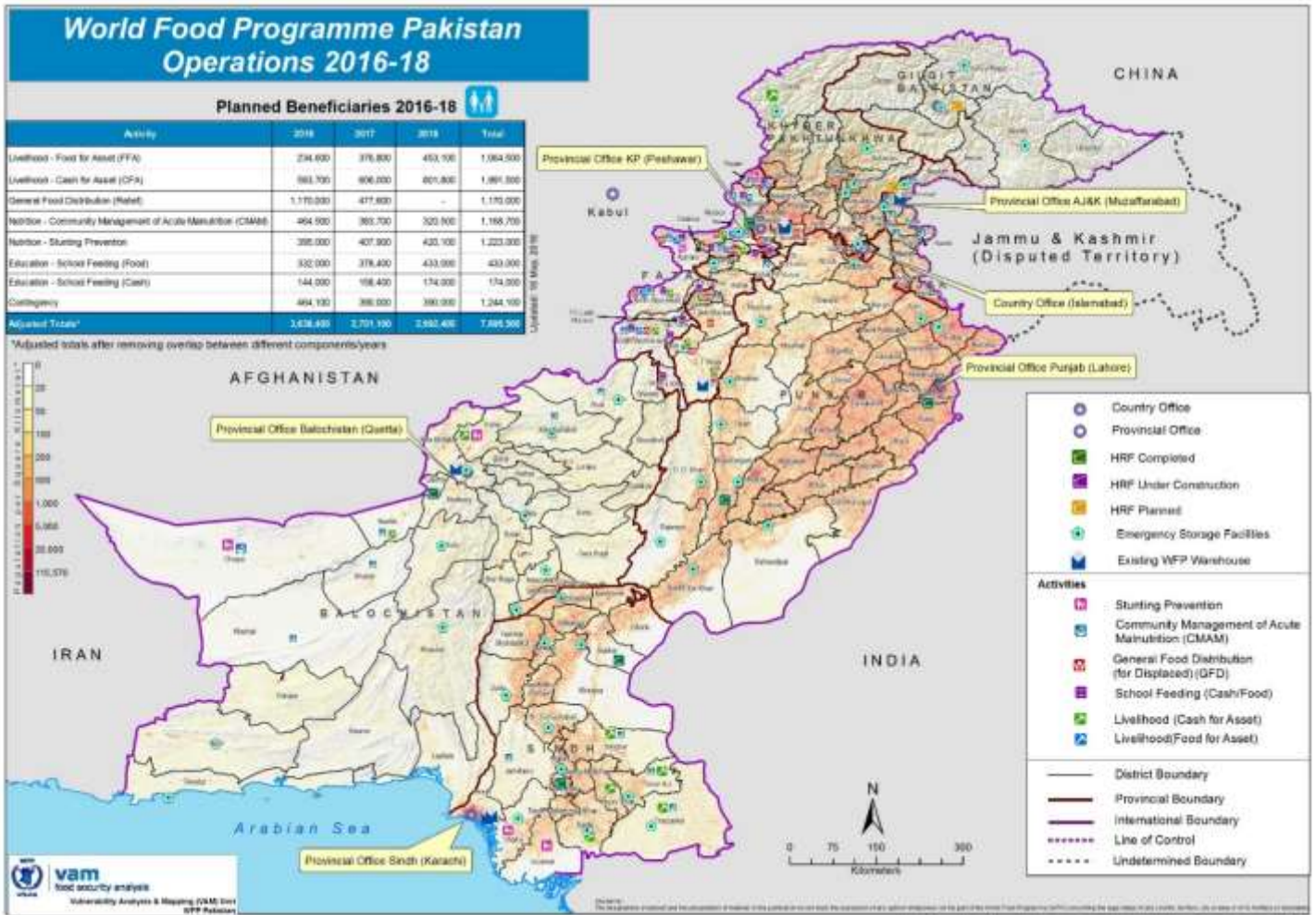
		findings and products, Reviews the evaluation process and the quality of the reports and disseminates the evaluation findings	
WFP Executive Board (EB)	WFP's governing body is interested in the effectiveness of WFP operations. The findings of this evaluation will feed into the annual synthesis of all evaluations and will be presented to the EB at its next session	EB stakeholders will not be interviewed as part of the evaluation process To be informed of the evaluation findings through the annual Evaluation synthesis report. Involvement in the evaluation will be minimal as this is a decentralized evaluation – but they will be a key consumer of evaluation findings and products	None
External (WFP) stakeholders for the evaluation			
Beneficiaries	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their perspectives will be sought.	Principal source of information on the relevance, effectiveness, and sustainability of activities Through Key Informant Interviews (KIIs) and separate Focus Group Discussions (FGDs) separating men and women and facilitated by a gender-equivalent facilitator (someone who is the same gender as the gender of the FGD participants) regarding perceptions of programme performance Involvement will provide beneficiaries with an independent platform to register their suggestions and recommendations to consider for incorporation into programme design and implementation. Feedback on programme implementation and transfer modalities and give perspective on future focus for WFP activities	Households in relief, return and rehabilitation phases. Women beneficiaries in nutrition Children (boys and girls) enrolled in schools, their parents, school staff (including principals)
Village leaders or committees	Representatives of the beneficiary communities, normally beneficiaries themselves.	Information collected primarily through KIIs Insight into appropriateness and impact of the response.	WFP Key contacts (to be introduced).

	Key role in the identification of beneficiaries and access to communities.	Access to communities and both male and female headed households and Information about working with WFP and implementing partners. Findings will be shared with village leaders and village committees to be communicated to the beneficiaries	
Government of Pakistan	The Government of Pakistan has a direct interest in knowing whether WFP interventions in the country are aligned with its priorities, harmonized with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest. The FATA Secretariat, Government of Pakistan will have particular interest to know how WFP assistance contributed to their return and rehabilitation efforts for the affected population.	Key informants on programme performance. Information will be collected through KIIs. Feedback on how WFP's work contributed to national strategies, capacity building, appropriateness of activities and targeting Recommendations for future programmes and collaboration opportunities Participate in debriefings and provide feedback on preliminary findings and conclusions	FATA Secretariat: Mr. Matiullah (Director General), Mr. Hizbullah (Planning and Monitoring), Mr. Sajjad Ahmad (Agricultural Specialist), Dr. Nauman (Director Projects), Yusuf Rahim (Secretary Social Sector) SAFRON Representative: NDMA (National Disaster Management Authority) FDMA (Fatah Disaster Management Authority): Mr. Siraj Ul Haq (Director General), Mian Adil Zahoor (Assistant Director) FDMA (Operations): Mian Adil Zahoor Provincial Disaster Management Authority: Mr. Muhammad Khalid (Director General), Mr. Abdul Basit (Director) Department of Health Department of Education Department of Irrigation SAFRON: Mr. Tariq Hayat (Joint Secretary), Mr. Mirza Muhammad Sana-ul-Haque (Deputy Secretary) Foreign Affairs EAD ministry: Mr. Rana Kaiser Ishaq Local Government Authorities – Provincial, District, Agency levels <ul style="list-style-type: none"> • Provincial Education Department • Provincial Health Department

			<ul style="list-style-type: none"> Provincial Irrigation Department
<p>United Nations Country Team (UNCT) & UN Development Partners</p>	<p>The UNCT's harmonized action should contribute to the realisation of Government of Pakistan development objectives. It has therefore an interest in ensuring that WFP operations are effective in contributing to the UN concerted efforts.</p> <p>Various agencies are also direct partners of WFP at policy and activity level</p> <p>Other UN agencies who have a direct interest in knowing the results and achievements of WFP interventions that will influence their decision on the strategy for future partnerships under the one-UN platform to implement joint programmes with WFP.</p>	<p>Key informants on:</p> <p>Complementarity of WFP activities in relation to the UNCT and the activities of other agencies providing complementary assistance.</p> <p>Information will be collected through KIIs with Agency Representatives.</p> <p>Targeting activities, and synergies</p> <p>Recommendations for future programmes and collaboration opportunities</p>	<p>UNCT and United Nations Agency Partners for the food security related activities: UNICEF, FAO, IFAD, UNDP, UN Women</p> <p>UNDP: Sadia Hasan (FATA Transition and Recovery Policy Analyst), Frederica (Programme specialist)</p> <p>FAO: Mr. Munir (Programme specialist), Mar. Majjid (Food Security Cluster), Mr. Sanaullah (Head)</p> <p>Cluster Coordinators for Food Security related themes</p>
<p>Non-Governmental Organizations (NGOs) – Implementing Partners and Third Party Monitors</p>	<p>Various NGOs are WFP's partners for the implementation of interventions while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships. Particularly NGOs including <i>PRCS, Hujra, CERD, LHO, SRSP, PAWT, FRD</i> directly involved in the implementation of the operations will use the results and recommendations to guide and improve their future programmes.</p>	<p>Key informants in evaluation interviews and data sharing: Interviews will be combinations of KIIs with Agency Representatives and FGDs with implementing partners and third party monitors</p> <p>Feedback on operational effectiveness and appropriateness of activities, usage of cash/food provided showing level of use by women and men, usefulness and quality of training, from both a male and female perspective,</p> <p>Insight into WFP management processes and provide perspective of future focus for WFP activities and possibilities for collaboration</p>	<p>Implementing partners: PRCS, Hujra, CERD, LHO, SRSP, PAWT, FRD</p> <p>SRSP: Humaira Naz, Adnan Kakahel</p> <p>Hujra: Mr. Saleem</p> <p>FRD: Mr. Azmat</p> <p>LHO: Mr. Zabardast Khan</p> <p>Local third party monitors in FATA – Kurram Welfare Home (KWH) and Paiman</p>

Donors	WFP operations are voluntarily funded by a number of donors including Government of Pakistan, United States Agency for International Development, Department for International Development, Australian Aid, Germany, and Swiss Development Corporation among others. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes.	Key informants on: Understanding the funding climate, Providing recommendations for future programme funding and areas of collaboration, Appropriateness of targeting and WFP response Source of information on priorities and challenges	Representatives: USAID (Ms. Sabina Malik) Government of Pakistan Australian Aid (Ms. Mahvash Zafar) CPRU: Mr. Aadil Mansoor Swiss Development Corporation DFID
Cash distribution partners	Smooth and timely delivery of cash to WFP beneficiaries.	Input re efficiency and timeliness of cash delivery.	Miscellaneous (to be introduced).
Market/local traders	Key stakeholders in Cash/Voucher initiatives.	Indication of possible indirectly negative effects of food distributions.	Miscellaneous.

PRRO 200867 Operational Map



Annex 4: PRRO 200250 & 200867 Objectives and Activities:

OBJECTIVES AND ACTIVITIES – PRRO 200250			
	Strategic Objective	Operation specific objectives	Activities
MDGs 1, 2, 3, 4, 5 and 7, UNDAF Strategic Priority Areas 3 and 6	SO 1: Save lives and protect livelihoods in emergencies	Goals: Reduce and stabilise acute malnutrition among children aged 6 to 59 months and pregnant and lactating women (PLW) in target populations and improve food consumption over the assistance period for targeted households	
		Outcomes: 1.1 reduced or stabilized acute malnutrition among children 6-59 months and PLWs in target populations 1.2 Improved food consumption over the assistance period for targeted households	Prevention of acute malnutrition. Community management of acute malnutrition. (CMAM) General food/cash distributions (IDPs/returnees in FATA). (GFD)
	SO 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures	Goals: Ensure early warning systems, contingency plans and food security monitoring systems are in place and enhanced with WFP capacity development support; reduce hazard risk at the community level in targeted communities.	
		Outcomes: 2.1 Early warning systems, contingency plans and food security monitoring systems in place and enhanced with WFP capacity development support 2.2 Adequate food consumption over the assistance period for targeted households 2.3 Hazard risk reduced at the community level in targeted communities	Capacity development in disaster risk management. Disaster risk reduction (CFA and FFA)
		Goals: Increase access to assets among target communities in fragile transition situations; stabilise enrolment of girls and boys in assisted schools at levels closer to the national average and reduce stunting in targeted children and acute malnutrition among PLW in the target population	
	SO 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations	Outcomes: 3.1 Adequate food consumption over the assistance period for targeted households 3.2 Increased access to assets among target communities in fragile transition situations	Early recovery of livelihoods (FFA, CFA) School feeding (FATA) - SMP Prevention of stunting/addressing micronutrient deficiencies (pilot) - CMAM

		<p>3.3 Enrolment of girls and boys in assisted schools stabilized at levels closer to the national average</p> <p>3.4 Reduced stunting in target children</p> <p>3.5 Reduced acute malnutrition among PLW in target population</p>	
	Cross-cutting results	Gender: gender equality and empowerment improved	
		Protection and Accountability to Affected Populations: WFP assistance delivered and utilized in safe, accountable and dignified conditions	
		Partnership: Food assistance interventions coordinated and partnerships developed and maintained	

OBJECTIVES AND ACTIVITIES – PRRO 200867

	Strategic Objective	Operation specific objectives	Activities
MDGs 1, 2, 3, 4, 5 and 7, the Zero Hunger Challenge, SUN, One UN II	SO 1: Save lives and protect livelihoods in emergencies	Goals: Enure food security and nutrition among displaced people and support their voluntary return to FATA's denotified areas	
		Outcomes: 1.1 Stabilized or improved food consumption over assistance period for targeted households and/or individuals 1.2 Stabilized or reduced undernutrition among children aged 6-59 months and PLWs	Prevention of acute malnutrition. Community management of acute malnutrition. (CMAM) General food/cash distributions (IDPs/returnees in FATA). (GFD – Food and CTV)
	SO 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures	Goals: Stabilize, restore and improve the nutritional status of vulnerable populations and rebuild livelihoods through food assistance for assets (FFA).	
		Outcomes: 2.1 Adequate food consumption reached or maintained over assistance period for targeted households 2.2 Improved access to assets and/or basic services, including community and market infrastructure 2.3 Stabilized or reduced undernutrition including micronutrient deficiencies among children aged 6-59 months, PLW and school aged children	Return support (GFD – Food and CTV) Early recovery of livelihoods (FFA, CFA) School feeding (FATA) - SMP Prevention of stunting/addressing micronutrient deficiencies - CMAM
	SO 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster	Goals: Build community resilience to climate change through nutrition sensitive disaster risk reduction and livelihood activities and enhance national logistics and disaster risk management infrastructure and capabilities	
		Outcomes: 3.1 Improved access to livelihood assets has contributed to enhanced resilience and reduces risks from disaster and shocks facted by targeted food-insecure communities and households 3.2 Risk reduction capacity of countries, communities and institutions strengthened	Capacity and policy development in disaster risk management. National Safety Nets support for monitoring food security Disaster risk reduction (CFA and FFA)

	or transition situations		
	Cross-cutting results	Gender: gender equality and empowerment improved	
		Protection and Accountability to Affected Populations: WFP assistance delivered and utilized in safe, accountable and dignified conditions	
		Partnership: Food assistance interventions coordinated and partnerships developed and maintained	

Annex 5: Funding situation as at 31st December 2017



RESOURCE SITUATION

15 Jan 2018

Recipient Country: Pakistan
 Project No.: 200867 Single Country PRRO
 Project Title: Transition: Towards Resilience and Zero Hunger in Pakistan
 Project Duration: 01 Jan 2016 to 31 Dec 2017

Operational Requirements (U.S. Dollars)

349,705,324

Donor	Confirmed Resource Level (in US\$)	Share of Requirements (%)
MULTILATERAL	4,749,730	1.36
AUSTRALIA	7,368,857	2.11
CANADA	4,878,990	1.40
CHINA	1,000,000	0.29
EUR. COMMISSION	5,690,501	1.63
GERMANY	1,582,911	0.45
JAPAN	10,000,000	2.86
NORWAY	1,034,364	0.30
PAKISTAN	75,793,451	21.67
PRIVATE DONORS	398,939	0.11
QATAR	258,004	0.07
SAUDI ARABIA	2,725,152	0.78
STOCK TRANSFER	10,392,908	2.97
SWITZERLAND	1,713,920	0.49
U.K.	7,362,868	2.11
UN Common Funds and Agencies	1,186,852	0.34
U.S.A.	102,735,258	29.38
MISCELLANEOUS INCOME	3,605,789	1.03
Gross Needs Funded:	242,478,495	
% Gross Needs Funded:	69.3%	
Shortfall (of Gross Needs):	107,226,829	

This table does not include funds allocated from the IRA.

This table does not include funds allocated from the WCF.

Annex 6: TOR Evaluation Criteria and Questions

Evaluation Criteria and Key Question from TOR

Criteria	Evaluation Questions
Relevance	<ul style="list-style-type: none"> To what extent were the interventions design and implementation appropriate and relevant to the needs of the assisted population including the most vulnerable population groups? Was the implementation consistent with the project design, logic and objectives? To what extent the relief assistance was aligned with humanitarian and IDPs guiding principles? To what extent were the relief and FFA interventions aligned with Government of Pakistan, WFP, partner UN agencies and donor policies and priorities? Was the intervention based on a sound gender analysis? If yes, to what extent? If no, how were gender aspects integrated into programme? What were the internal and external factors influencing gender integration? To what extent was the design and implementation of the intervention gender sensitive?
Effectiveness	<ul style="list-style-type: none"> How did the interventions contribute to stabilized and/or improved food security of the assisted population? How effective were the interventions in helping the returned families rehabilitate into their areas of origin? What were the results including positive, negative, intended or un intended achieved through the intervention? What were the major internal and external factors influencing the achievement or non-achievement of the results? To what extent the access has impeded WFP's assistance to affected population in far flung areas? To what extent did the intervention deliver results for men and women, boys and girls? To what extent did the livelihood interventions contribute to women empowerment in the domain of improved decision making at household and community level?
Efficiency	<ul style="list-style-type: none"> Were the interventions timely? – Particularly relief assistance after displacement and FFA interventions after phasing out from return package. Were interventions cost-efficient? Were the interventions implemented in the most efficient way compared to alternatives? What were the external and internal factors influencing efficiency?
Impact	<ul style="list-style-type: none"> What were the medium-term effects of the intervention on communities and recipients? What are the main drivers of positive impacts? (Partnerships, operational capacity, ownership, etc.)? To what extent resources were used to respond equitably to the needs of women and men?
Sustainability	<ul style="list-style-type: none"> What is the level of integration of intervention elements into national/ provincial systems and processes? To what extent did the intervention link to any transition strategies towards development goals? To what extent the benefits of the created assets continued after WFP's work ceased? (Level of maintenance and quality of assets)?
Coherence	<ul style="list-style-type: none"> To what extent were prevailing context factors (political stability, security context, population movements etc.) considered when designing and delivering the intervention? To what extent was the intervention design and delivery overall in line with humanitarian principles including protection, gender equality and women empowerment?

Annex 7: FFA FLAs for 2016

Kurram & Orakzai Agencies	PRRO/200867/Peshawar/FRD/2016/11619	Foundation for Rural Development	FRD	FFA	3,500	898.00	1-Mar-16	31-May-16	3 months
Kurram & Orakzai Agencies	PRRO/200867/Peshawar/FRD/2016/11619-1	Foundation for Rural Development	FRD	FFA	3,500	898.00	1-Apr-16	30 June 16	3 months
Kurram & Orakzai Agencies	PRRO/200867/Peshawar/FRD/2016/11619-2	Foundation for Rural Development	FRD	FFA	3,750	1,923.80	1-Jul-16	31-Dec-16	6 months
Kurram & Orakzai Agencies	PRRO/200867/Peshawar/FRD/2016/11619-3	Foundation for Rural Development	FRD	FFA	9,000	2,308.00	20-Oct-16	19-Jan-17	3 months
Kurram & Orakzai Agencies	PRRO/200867/Peshawar/FRD/2016/11619-3	Foundation for Rural Development	FRD	FFA	9,000		20-Jan-17	28-Feb-17	1 month
Bajour, Mohmand Khyber	PRRO/200867/Peshawar/HUJRA/2016/11614	Holistic Understanding for Justified Research & Action	HUJRA	FFA	7,061	603.71	1-Jan-16	31-Jan-16	1 month
Bajour agency	PRRO/200867/Peshawar/HUJRA/2016/11616	Holistic Understanding for Justified Research & Action	HUJRA	FFA	6,240	533.52	1-Jan-16	30-Apr-16	4 months
South Waziristan Agency	PRRO/200867/Peshawar/SRSP/2016/11615	Sarhad Rural Support Programme	SRSP	FFA	5,895	504	1-Jan-16	31-Jan-16	1 month

North Waziristan Agency	PRRO/200867/Peshawar/SRSP/2016/11617	Sarhad Rural Support Programme	SRSP	FFA	12,000	770.00	1-Feb-16	31-May-16	4 months
North Waziristan Agency	PRRO/200867/Peshawar/SRSP/2016/11617-1	Sarhad Rural Support Programme	SRSP	FFA	12,000	770.00	1-May-16	31-Aug-16	4 months
North Waziristan Agency	PRRO/200867/Peshawar/SRSP/2016/11617-2	Sarhad Rural Support Programme	SRSP	FFA	6,000	2,052.00	1-Sep-16	31-Dec-16	4 months
North Waziristan Agency	PRRO/200867/Peshawar/SRSP/2016/11617-3	Sarhad Rural Support Programme	SRSP	FFA			1-Jan-17	31-Jan-17	1 month
South Waziristan Agency	PRRO/200867/Peshawar/SRSP/2016/11618	Sarhad Rural Support Programme	SRSP	FFA	1,500	385.00	1-Mar-16	31-May-16	3 months
South Waziristan Agency	PRRO/200867/Peshawar/SRSP/2016/11618-1	Sarhad Rural Support Programme	SRSP	FFA	1,500	385.00	1-Apr-16	30-Jun-16	3 months
South Waziristan Agency	PRRO/200867/Peshawar/SRSP/2016/11618-3 (Food)	Sarhad Rural Support Programme	SRSP	FFA	4,020 Food	1,718.55	1-Jul-16	31-Dec-16	6 months
South Waziristan Agency	PRRO/200867/Peshawar/SRSP/2016/11618-4 (Food)	Sarhad Rural Support Programme	SRSP	FFA	7,000	598.00	1-Nov-16	31-Dec-16	2 months

Annex 8: Evaluation Matrix

Evaluation Matrix for Results of Food Security Assistance

The specific objectives of this evaluation are to generate evidence of positive and negative results of WFP’s food assistance interventions, improve effectiveness, and analyse alignment of WFP interventions with Government of Pakistan and UN policies, strategies and plans since January 2015. The evaluation will apply the international evaluation criteria of relevance, coherence, efficiency, effectiveness, impact and sustainability which are integrated into the three over-arching objectives and will be the mechanism for addressing these objectives. The questions for each evaluation dimensions described within the evaluation TOR are integrated into the following framework in the first column. Additional sub-questions supplied by WFP not included in the TOR are listed in the second column (Sub-questions). These sub-questions are listed to provide insight into the focus of the main evaluation questions (column 1) but these sub-questions are only intended to be a guide for the evaluation team. The evaluation team will NOT address every sub-question (column 2) individually in the evaluation report.

Evaluation Matrix for Results of Food Security Assistance from PRRO 200250/PRRO200867 (2015-2017)¹

<p>Objective 1: Provide an analysis on how WFP interventions were aligned with Government of Pakistan and UN policies, strategies and plans</p> <p>Areas for Analysis: Relevance (appropriateness) and Coherence with respect to:</p> <ul style="list-style-type: none"> • Beneficiary needs • Government of Pakistan and UN Policies, Strategies and Plans • Context factors • Humanitarian Principles • Targeting • Activity Choice 							
No	TOR Evaluation questions	Sub questions ²	Measure/ Indicator ³	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence Availability and Quality

¹ The logframe indicators for PRRO 200250 and PRRO 200867 related to food security use the same measures. For ease of organization, the Food security indicators abstracted from the logframes are phrased as per PRRO 200867.

² A number of these sub-questions were added by WFP after the TOR finalization during the Inception Report meeting and are not documented in the TOR.

³ Indicators measured primarily through primary data (qualitative interviews) listed with P, indicators to be measured with Secondary data (quantitative measurements) listed with S, those indicators including both listed with PS

	Relevance						
1.1	To what extent were the interventions' design and implementation appropriate to the needs of the food insecure population (including women, men, boys, and girls)?	<p><i>What priority beneficiary needs did the response meet?</i></p> <p><i>Have activities changed over time as needs have changed?</i></p> <p><i>On what basis or information were the activities planned?</i></p> <p><i>What other options were considered?</i></p> <p><i>What criteria was used for the targeting of beneficiaries? Both in terms of location and beneficiary selection</i></p> <p><i>How involved were communities (men and women) themselves in analysing and designing the range of interventions decided upon?</i></p> <p><i>Were the most vulnerable HHs /communities selected for support?</i></p>	<p>1.1.1 Appropriateness of geographical targeting criteria (FFA) P</p> <p>1.1.2 Appropriateness of screening and targeting of beneficiaries (Relief, Return, Rehabilitation) P</p> <p>1.1.3 Alignment of targeting criteria with other agencies PS</p> <p>1.1.4 Community and women's involvement in programme design and the targeting process PS</p> <p>1.1.5 Clear Evidence for the basis of the intervention. PS</p> <p>1.1.6 Evidence that highlights how the response has adapted</p>	<p>Assessment reports, monitoring reports, partner reports, WFP PRRO reports, Government of Pakistan statistics.</p> <p>Qualitative interviews with a range of stakeholders and beneficiaries</p> <p>Food security maps (VAM) (FFA)</p>	<p>Review of information and reports available.</p> <p>Interviews with CO WFP staff. Interviews with beneficiaries, other external stakeholders</p> <p>Focus Group Discussions</p>	<p>Thematic analysis of qualitative results through frequency of emergent themes disaggregated by stakeholder category, geographic location and modality.</p> <p>Triangulation of available information and data gathered between sources (Qualitative FGDs, Secondary Documentati on, Primary Quantitative Data) through</p>	<p>Considerable good quality information in needs assessment reports.</p> <p>Good quality PRRO reports available.</p> <p>WFP and Govt Monitoring reports available.</p> <p>Government of Pakistan statistics for the region are somewhat out of date.</p>

		<p><i>Was the transfer modality in line with beneficiary needs, market needs and project objectives?</i></p> <p><i>To what extent the transfer value (food and cash) in line with the needs of beneficiaries?</i></p> <p><i>What proportion of needs was fulfilled by WFP?</i></p> <p><i>What priority needs do you think the response is not addressing that it should be?</i></p>	to changes in beneficiary need. PS			<p>comparison of frequency of emergent themes across categories</p> <p>Triangulation between quantitative and qualitative themes disaggregated by location, activity, and beneficiary status</p>	
1.2	Was the implementation consistent with the project design, logic and objectives?	<p><i>Have outputs been consistent with operational plans?</i></p> <p><i>Did the implementation arrangements ensure continuous food assistance in a timely manner? Were there any gaps?</i></p> <p><i>Have all project objectives been achieved?</i></p>	<p>1.2.1 Alignment between PRRO design documents and SPR and monitoring reports on implementation PS</p> <p>1.2.2 Supply chain analysis and beneficiary perceptions PS</p>	<p>PRRO design documents, SPR and Monitoring reports, KIIs with WFP programming staff, implementing partners.</p> <p>Logistics reports</p>	<p>Review of available documentation, interviews with CO WFP staff, beneficiaries, and other external stakeholders</p>	<p>Thematic Analysis and Triangulation of available information sources</p>	<p>Good quality SPRs and monitoring reports available as primary documents.</p> <p>KIIs with field staff important source</p>

1.3	To what extent was the relief assistance aligned with humanitarian and IDPs guiding principles?	<p><i>What humanitarian principles have guided the overall operation and individual activities?</i></p> <p><i>Have activities been designed with these principles in mind?</i></p>	<p>1.3.1 Document Review for Alignment with Humanitarian and IDPs guiding principles S</p> <p>1.3.2 Stakeholder perceptions of alignment in implementation P</p>	<p>Project design document.</p> <p>Qualitative interviews with range of stakeholders including WFP staff, UN sister agencies and implementing partners</p> <p>Donor proposals</p>	<p>Review of available documentation,</p> <p>Key informant interviews</p>	<p>Thematic Analysis and Triangulation of available information sources</p>	<p>Project design documents readily available</p>
1.4	To what extent were the relief and FFA interventions aligned with Government of Pakistan, WFP, Partner UN agencies and donor policies and priorities?	<p><i>How did the intervention contribute to WFP mandate?</i></p> <p><i>How did the interventions contribute to government of Pakistan plans, One UN Agenda and contribute to the USAID, DFID, DFAT and other donors' policies and priorities?</i></p> <p><i>To what extent are the activities</i></p>	<p>1.4.1 Alignment with WFP and United Nations strategies – Document Review S</p> <p>1.4.2 Alignment with Government of Pakistan Strategies (FSRRS and other FATA specific strategies) S</p>	<p>Government of Pakistan plans and strategies</p> <p>Donor strategies,</p> <p>United Nation partner annual plans and documentation</p> <p>Qualitative interviews with</p>	<p>Review of secondary data available.</p> <p>Interviews with CO WFP staff.</p> <p>Interviews with Govt, Donor and UN partner agencies</p>	<p>Thematic Analysis and Triangulation of available information sources</p>	<p>United Nations and Government of Pakistan strategy documentation of good quality and available.</p>

		<p><i>undertaken in line with other regional or national government of Pakistan initiatives?</i></p> <p><i>To what extent are the activities undertaken in this project connected to or coordinated with the other WFP supported projects in this area (CMAM & SMP)?</i></p>	1.4.3 Stakeholder perceptions regarding alignment P	range of stakeholders			
1.5	<p>Was the intervention based on sound gender analysis? If yes, to what extent. If no, how were gender aspects integrated into the programme? To what extent were the interventions gender sensitive?</p>	<p><i>What gender specific approaches were used in programme design?</i></p> <p><i>What gender difficulties were experienced during implementation and how were they overcome?</i></p> <p><i>What gender marker score did programme designs receive?</i></p> <p><i>What were internal and external factors that facilitated or constrained gender dimensions into relief and FFA programming</i></p>	<p>1.5.1 Presence of a gender analysis undertaken during project design S</p> <p>1.5.2 Level of Gender awareness of WFP staff P</p> <p>1.5.3 Number of gender analysis reports generated during implementation. S</p> <p>1.5.4 Gender composition of WFP response team S</p>	<p>Assessment and design documents, external documentation as identified by CO WFP staff.</p> <p>Qualitative interviews with range of stakeholders</p>	<p>Review of information/reports available.</p> <p>Interviews with CO WFP staff. Interviews with beneficiaries, other external stakeholders</p>	<p>Thematic Analysis and Triangulation of available information sources</p>	<p>Considerable information in assessment reports but annual reports less prevalent</p> <p>Key data sources from KIIs and FGDs with stakeholders</p>

		<p><i>What arrangements were made to provide equal access to beneficiaries, particularly to the vulnerable and female-headed households</i></p> <p><i>Who has the intervention has supported the most? Men, Women, Children?</i></p> <p><i>Were confidential complaints procedures put in place that were easily accessible to beneficiaries/communities?</i></p>	<p>1.5.5 Number of annual reports – SPRs and monitoring reports – citing gender analysis and gender sensitivity concerns S</p> <p>1.5.6 Stakeholders can cite gender sensitivity considerations in interventions – disaggregated by stakeholder, phase, and modality P</p> <p>1.5.7 WFP team composition and capacity building reflect gender equality principles PS</p>				
	Coherence						
1.6	To what extent were prevailing context factors (political stability, security context, population movements etc.)	<p><i>To what extent are national authorities (federal, provincial or local level) involved in the response?</i></p> <p><i>How have security considerations affected the design</i></p>	<p>1.6.1 Number of prevailing context factors cited in needs assessment reports S</p> <p>1.6.2 Number of prevailing context</p>	Assessment and design documents, external documentation as identified by CO WFP staff.	<p>Review of information/reports available.</p> <p>Interviews with CO WFP staff.</p> <p>Interviews with</p>	Thematic Analysis and Triangulation of available information sources	Considerable good quality information in assessment reports but annual reports less prevalent

	considered when designing and delivering the intervention?	<p><i>and implementation of the programmes?</i></p> <p><i>To what extent were the distribution processes in line with the contextual, cultural and security situation of the subject areas?</i></p> <p><i>How were gender issues dealt with at a contextual level?</i></p>	<p>factors specifically cited in project design document S</p> <p>1.6.3 Stakeholders can cite consideration of context factors in intervention delivery – disaggregated by stakeholder, phase and modality P</p> <p>1.6.4 Stakeholders can cite WFP flexibility in developing mitigation measure to respond to changes in political and security, without compromising relief and recovery humanitarian principles P</p>	Qualitative interviews with range of stakeholders	beneficiaries, other external stakeholders		Key data sources will have to be KIIs and FGDs with stakeholders
1.7	To what extent was the intervention design and delivery overall in line with humanitarian principles	<i>To what extent was the intervention design and delivery overall in line with humanitarian principles on accountability to beneficiaries?</i>	<p>1.7.1 Citations to humanitarian principles in design document S</p> <p>1.7.2 Programme documents and</p>	Assessment and design documents, external documentation as identified by CO WFP staff.	<p>Review of information/ Reports available.</p> <p>Interviews with CO WFP staff.</p>	Thematic Analysis and Triangulation of available information sources	Considerable good quality information in assessment reports but annual reports less prevalent

	<p>including protection, gender equality, and women empowerment?</p>	<p><i>To what extent did the distribution sites and processes take into account the needs of vulnerable including women, children, elderly and disabled</i></p> <p><i>How WFP programmes contribute to overall protection of affected population</i></p> <p><i>Do the programme effectively incorporate Do No Harm Approach?</i></p>	<p>implementation personnel can reference Do no harm analyses S</p> <p>1.7.3 Annual and semi-annual reports cite humanitarian principles in intervention application S</p> <p>1.7.4 Stakeholders can cite alignment of interventions to humanitarian principles – disaggregated by stakeholder, phase, modality and principle (including grievance mechanisms). P</p>	<p>Qualitative interviews with range of stakeholders</p> <p>Assessment and design documents, external documentation as identified by CO WFP staff.</p>	<p>Interviews with beneficiaries, other external stakeholders</p>		<p>Key data sources from KIIs and FGDs with stakeholders</p>
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Objective 2: Generate evidence of positive and negative, intended or unintended results of WFP’s food assistance interventions with emphasis on relief and FFA assistance for the affected population

Areas for Analysis: Effectiveness and Impact

- **Attainment of outputs**
- **Realization of objectives**
- **Unintended effects**
- **Complementarity**

No.	TOR Evaluation questions	Sub questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence Quality
	Effectiveness						
2.1	How did the interventions contribute to stabilized and improved food security of the assisted populations? (disaggregated by gender, programme, and modality)	<p><i>How did the interventions contribute to food security, dietary practices, and improved purchasing power for assisted population?</i></p> <p><i>How have you been able to measure this impact?⁴ What indicators have been used?</i></p>	<p>2.1.1 FCS, CSI, and Dietary Diversity disaggregated by gender, phase, modality and location PS</p> <p>2.1.2 Proportion of children who consume a minimum acceptable diet PS</p>	<p>Project data, monitoring, and SPR reports. Assessment reports and evaluations as available</p> <p>WFP staff, IP staff</p>	<p>Review of available reports and data</p> <p>Interviews with range of selected stakeholders</p>	<p>Quantitative frequency comparisons over time disaggregated by location, activity and beneficiary</p> <p>Thematic Analysis and Triangulation of available</p>	<p>SPR data contains good quality output and outcome level data for FCS, CSI, DDS, but disaggregation may be a challenge.</p> <p>Key data sources from KIIs and FGDs</p>

⁴ The questions in columns 1 and 2 are written exactly as phrased in the TOR and CO requests. There are a few instances when these phrasing may cause confusion. In this case, impact is not intended to be an impact evaluation, but rather to understand the effects of the interventions on the relevant food security indicators.

			2.1.3 Stakeholders identifying improved food security within assisted populations PS	Beneficiaries and external stakeholders		information sources	with stakeholders
2.2	How effective were the interventions contributed to returned families rehabilitations into their areas of origin	<p><i>How did the relief package and FFA interventions help rehabilitate the markets and communities in the returned areas</i></p> <p><i>-How did the FFA interventions help improve the livelihoods of the assisted population</i></p> <p><i>-How did the FFA assets contribute in terms of DRR benefits to the community/village</i></p>	<p>2.2.1 Contribution towards denotification with respect to presence of SMP and CMAM activities PS</p> <p>2.2.2 Beneficiaries and other stakeholders can cite intervention contributions to rehabilitation P</p>	<p>Project data, monitoring, and SPR reports. Assessment reports and evaluations as available</p> <p>WFP staff, IP staff</p> <p>Beneficiaries and external stakeholders</p>	<p>Review of available reports and data</p> <p>Interviews with range of selected stakeholders</p>	<p>Thematic Analysis and Triangulation of available information sources and data gathered</p>	<p>SPR data contains good quality output and outcome level data for FCS, CSI, DDS, but disaggregation may be a challenge.</p> <p>Key data sources from KIIs and FGDs with stakeholders</p>
2.3	What were the results including positive, negative, intended or unintended	<p><i>What were the results of relief and FFA interventions in comparison to the programme targets</i></p> <p><i>What was the livelihood/food security status of the households 3-6 months or sometime</i></p>	<p>2.3.1 Number of beneficiaries reached by modality, gender, compared to planned S</p> <p>2.3.2 Frequencies of distributions</p>	<p>WFP staff</p> <p>Project monitoring data and SPR reports</p>	<p>Review of data reports available. Interviews with WFP and IP staff</p>	<p>Thematic Analysis and Triangulation of available information sources</p>	<p>Good quality SPR data reports on project outputs but disaggregation may be a challenge.</p>

	<p>achieved through the intervention?⁵</p>	<p><i>after the completion of the three rounds of cash/food distribution?</i></p> <p><i>What are the CSI, and Dietary Diversity scores disaggregated by gender, phase, modality and location?</i></p> <p><i>Have there been any unintended impacts from these projects?</i></p>	<p>compared to planned S</p> <p>2.3.3 Proportion of eligible population who participate in programme (MAM)⁶ S</p> <p>2.3.4 Proportion of target population who participate in adequate number of distributions (MAM)⁷ S</p> <p>2.3.5 Number of institutional sites assisted (FFA) as percentage of planned S</p> <p>2.3.6 Number of community assets built restored or maintained by targeted</p>	<p>WFP staff, IP staff</p> <p>Beneficiaries and external stakeholders</p>			<p>Supplementary data sources will be dependent on KIIs and FGDs with stakeholders – especially beneficiaries or implementing partners.</p>
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⁵ As available, quantitative data will be disaggregated to track differential effects on different groups of people. FGDs take this into account to in the questions asked of different stakeholder groups.

⁶ This is not the primary focus of the evaluation mandate, but will be reported as supplementary information with available data at the time of field mission.

⁷ This is not the primary focus of the evaluation mandate, but will be reported as supplementary information with available data at the time of field mission.

			<p>households and communities⁸ S</p> <p>2.3.7 Proportion of targeted caregivers receiving 3 key messages⁹ S</p> <p>2.3.8 Proportion of women/men beneficiaries exposed to nutrition messaging against proportion planned¹⁰ S</p> <p>2.3.9 Unintended results reported by stakeholders – both positive and negative P</p>				
2.4	What were the major internal factors influencing the achievement or non-achievement of the results with	<i>To what extent were the FFA activities complementary with other WFP projects operating in the same area (SMP, CMAM)?</i>	2.4.1 Organizational processes - Presence of assessment reports, design documents S	Project data, monitoring, and SPR reports. Assessment reports and	Review of available reports and data	Thematic Analysis and Triangulation of available information sources	Some good quality information available in annual reports and assessments,

⁸ Particularly with respect to food security contributions.

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¹⁰ This is not the primary focus of the evaluation mandate, but will be reported as supplementary information with available data at the time of field mission.

	<p>respect to enhanced food security?</p>	<p><i>To what extent did funding constraints affect the results?</i></p> <p><i>Have there been enough human and financial resources available to support the interventions.</i></p> <p><i>Have the staff recruited and employed on the projects been sufficiently qualified and trained to undertake the work involved.</i></p> <p><i>Have internal monitoring departments provided up to date accurate feedback on programme progress?</i></p>	<p>2.4.2 Organizational process - Capacity to mobilize resources, staff. PS</p> <p>2.4.3 Donor perceptions of WFP presence/project operation P</p> <p>2.4.4 Appropriateness of staff numbers and skill sets PS</p> <p>2.4.5 CO capacity to engage and manage quality Implementing partners PS</p> <p>2.4.6 Level of engagement with counterparts in Government of Pakistan, UN, NGOs and other stakeholders P</p>	<p>evaluations as available</p> <p>WFP staff, IP staff</p> <p>Beneficiaries and external stakeholders</p> <p>WFP project documents,</p> <p>Coordination meeting minutes if appropriate,</p> <p>Internal stakeholders and implementing partners</p>	<p>Interviews with range of selected stakeholders</p> <p>Review of information/reports available.</p> <p>Interviews with RB/CO WFP staff.</p> <p>Interviews with beneficiaries, other external stakeholders</p>		<p>but major data source will need to be the qualitative FGDs and KIIs with stakeholders – especially WFP internal stakeholders and implementing partners</p> <p>Considerable good quality information in assessment reports but annual reports less prevalent</p> <p>Key data sources from KIIs and FGDs with stakeholders</p>
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			<p>2.4.7 Quality and efficiency of M&E system and ability to anticipate external factors PS</p> <p>2.4.8 Quality of support provided to IPs PS</p> <p>2.4.9 Complementarity of activities with other projects PS</p> <p>2.4.10 Coordination and WFP involvement at all levels PS</p> <p>2.4.11 Involvement of relevant stakeholders in design process PS</p> <p>2.4.12 Evidence of coordination/overlap of assistance at field level P</p>				
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			2.4.13 Perceptions of main partners and stakeholders disaggregated by type of stakeholder and gender, location, and type of intervention as possible P				
2.5	What were the major external factors influencing the achievement or non-achievement of the results with respect to food security?	<p><i>To what extent did the delayed return and ongoing displacement affect the results of intervention</i></p> <p><i>Has the capacity of local/provincial Government of Pakistan been of a sufficient quality?</i></p> <p><i>Has the Government of Pakistan shared ownership of the interventions or willingness to get involved?</i></p> <p><i>Has the capacity of the utilised IPs been of a sufficient quality?</i></p>	<p>2.5.1 Political, economic, and security factors affecting implementation PS</p> <p>2.5.2 Access to targeted geographical areas by WFP and IPs PS</p> <p>2.5.3 Functioning of the Government of Pakistan and local institutions in the targeted geographical areas PS</p> <p>2.5.4 Ability of TPMs to undertake their mandate PS</p>	<p>Project data, monitoring, and SPR reports. Assessment reports and evaluations as available</p> <p>WFP staff, IP staff</p> <p>Beneficiaries and external stakeholders</p>	<p>Review of available reports and data</p> <p>Interviews with range of selected stakeholders</p>	<p>Thematic Analysis and Triangulation of available information sources</p>	<p>Some good quality information available in annual reports and assessments, but major data source will need to be the qualitative FGDs and KIIs with stakeholders – especially implementing partners and cooperating partners</p>

		<p><i>Have TPMS been proficient in their task?</i></p> <p><i>What impact have Security implications had on programme management and operational success?</i></p>	2.5.5 Stakeholder perceptions on external constraints disaggregated by activity, location, and category PS				
2.6	To what extent access to security risky areas by UN agencies has impeded WFP's assistance to affected population in these areas?	<p><i>To what extent did security and other procedures involved hindered access to affected population, particularly in far flung areas of return?</i></p> <p><i>Has the difficulty in acquiring NOCs had an impact on project management?</i></p>	<p>2.6.1 Output results versus plan disaggregated by region S</p> <p>2.6.2 Stakeholder perceptions on assistance achievements in far flung areas by region P</p>	<p>Project data, monitoring, and SPR reports. Assessment reports and evaluations as available</p> <p>WFP staff, IP staff</p> <p>Beneficiaries and external stakeholders</p>	<p>Review of available reports and data</p> <p>Interviews with range of selected stakeholders</p>	<p>Mixed methods</p> <p>Quantitative frequency comparisons over time disaggregated by location, activity and beneficiary</p> <p>Thematic Analysis and Triangulation of available information sources</p>	<p>Some good quality information available in annual reports and assessments, but major data source will need to be the qualitative FGDs and KIIs with stakeholders – especially implementing partners and cooperating partners</p>
2.7	To what extent did the interventions deliver results for	<i>Has the intervention achieved all it intended to achieve?</i>	2.7.1 Output results versus planned	Project data, monitoring, and SPR reports.	Review of available	Mixed Methods	Good quality information available in annual reports

	men and women, boys and girls?	<i>What differences can be seen within the impact of activities by gender and age?</i>	disaggregated by gender and age. S 2.7.2 Stakeholder perceptions on assistance achievements differentiated by gender and age and phase (relief, return and rehabilitation) P	Assessment reports and evaluations as available WFP staff, IP staff Beneficiaries and external stakeholders	reports and data Interviews with range of selected stakeholders	Quantitative frequency comparisons over time disaggregated by location, activity and beneficiary class Thematic Analysis and Triangulation of available information sources	and assessments, another important data source will be the qualitative FGDs and KIIs with stakeholders – especially implementing partners and cooperating partners
2.8	To what extent did the livelihood interventions contribute to women empowerment in the domain of improved decision making at household and community level?	<i>How is empowerment articulated by women in beneficiary households?</i> <i>To what extent FFA interventions were designed in a way to provide opportunities to women to participate in selection of schemes and implementation of interventions which would ultimately contribute in improving their roles in community.</i>	2.8.1 Proportion of households where females and males together make decisions over use of cash PS 2.8.2 Proportion of women beneficiaries in leadership positions of project management committees PS 2.8.3 Proportion of women project	Project data, monitoring, and SPR reports. Assessment reports and evaluations as available WFP staff, IP staff	Review of available reports and data Interviews with range of selected stakeholders	Mixed methods Quantitative frequency comparisons over time disaggregated by location, activity and beneficiary Thematic Analysis and Triangulation	Good quality information available in annual reports and assessments, another important data source will be the qualitative FGDs and KIIs with stakeholders – especially implementing partners and

			<p>management committee members trained on modalities of food, cash or voucher distribution PS</p> <p>2.8.4 Proportion of households where females make decisions over the use of cash, voucher or food (taking into account female headed households) PS</p> <p>2.8.5 Proportion of households where males make decisions over the use of cash, voucher or food. PS</p> <p>2.8.6 Beneficiary and stakeholder perceptions on women's empowerment and livelihood interventions and their design PS</p>	Beneficiaries and external stakeholders		of available information sources	cooperating partners
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	Impact						
2.9	What were the medium –term effects of the intervention on communities and recipients?	<p><i>What is the current food security and livelihoods status of the assisted households compared to one or two years ago?</i></p> <p><i>What is the current health status of assisted households compared to one or two years ago?¹¹</i></p> <p><i>Have any synergies arisen from the combination of FFA/CFA, CMAM, and School Meals programmes?</i></p> <p><i>To what extent are the assets created helping to improve agriculture production? Reduce localised risk?</i></p> <p><i>To what extent did the cash injected in the returned areas</i></p>	<p>2.9.1 FCS, CSI, and Dietary Diversity disaggregated S</p> <p>2.9.2 CAS: percentage of communities with an increased Asset Score¹² S</p> <p>2.9.3 MAM treatment default rate¹³ S</p> <p>2.9.4 MAM treatment mortality rate¹⁴ S</p> <p>2.9.5 MAM treatment non-response rate¹⁵ S</p>	<p>Project data, monitoring, and SPR reports.</p> <p>Assessment reports and evaluations as available</p> <p>WFP staff, IP staff</p> <p>Beneficiaries and external stakeholders</p>	<p>Review of available reports and data</p> <p>Interviews with range of selected stakeholders</p>	<p>Quantitative frequency comparisons over time disaggregated by location, activity and beneficiary</p> <p>Thematic Analysis and Triangulation of available information sources</p>	<p>Good quality information available in annual reports and assessments, another important data source will be the qualitative FGDs and KIIs with stakeholders – especially implementing partners and cooperating partners</p>

¹¹ This is not the primary focus of the evaluation mandate, but will be reported as supplementary information with available data at the time of field mission.

¹² With respect to food security assets primarily.

¹³ This is not the primary focus of the evaluation mandate, but will be reported as supplementary information with available data at the time of field mission.

¹⁴ This is not the primary focus of the evaluation mandate, but will be reported as supplementary information with available data at the time of field mission.

¹⁵ This is not the primary focus of the evaluation mandate, but will be reported as supplementary information with available data at the time of field mission.

		<i>contribute to improved market functioning</i>	<p>2.9.6 MAM treatment recovery rate¹⁶ S</p> <p>2.9.7 Enrolment – average annual rate of change in number of children enrolled in WFP assisted primary schools¹⁷ S</p> <p>2.9.8 Enrolment (girls) – average annual rate of change in number of girls enrolled in WFP assisted secondary schools¹⁸ S</p> <p>2.9.9 Retention rate in WFP assisted primary schools¹⁹ S</p> <p>2.9.10 Retention rate in WFP</p>				
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¹⁶ This is not the primary focus of the evaluation mandate, but will be reported as supplementary information with available data at the time of field mission.

¹⁷ This is not the primary focus of the evaluation mandate, but will be reported as supplementary information with available data at the time of field mission.

¹⁸ This is not the primary focus of the evaluation mandate, but will be reported as supplementary information with available data at the time of field mission.

¹⁹ This is not the primary focus of the evaluation mandate, but will be reported as supplementary information with available data at the time of field mission.

			<p>assisted secondary schools²⁰ S</p> <p>2.9.11 Proportion of children who consume a minimum acceptable diet S</p> <p>2.9.12 Stakeholder perceptions on food security changes in assisted and non-assisted households PS</p>				
2.10	<p>What were the main drivers of positive impacts? (Partnerships, operational capacity, ownership?)</p>	<p><i>How was partnership with other agencies initiated and managed?</i></p> <p><i>What part of the activities were integrated with interventions from other agencies and what were the benefits, if any?</i></p> <p><i>Where did any synergies arise</i></p>	<p>2.10.1 Number of partnerships with MOUs S</p> <p>2.10.2 Operation capacity assessments for key implementing partners²¹ S</p> <p>2.10.3 Amount of complementary funds provided to the project by partners (including</p>	<p>Project data, monitoring, and SPR reports. Assessment reports and evaluations as available</p> <p>Interviews with WFP staff, IP staff, Beneficiaries</p>	<p>Review of available reports and data</p> <p>Interviews with range of selected stakeholders</p>	<p>Thematic Analysis and Triangulation of available information sources</p>	<p>Good quality information available in annual reports and assessments, another important data source will be the qualitative</p> <p>FGDs and KIIs with</p>

²⁰ This is not the primary focus of the evaluation mandate, but will be reported as supplementary information with available data at the time of field mission.

²¹ If available

		<p><i>among partnerships and activities?</i></p> <p><i>Has the WFP office shown the right levels of capacity, expertise, and effort to make the projects successful?</i></p> <p><i>Have IPs and TPMs shown the right levels of capacity, expertise, and effort to make the project successful?</i></p> <p><i>Have the beneficiaries shown adequate/high levels of ownership for the projects implemented?</i></p>	<p>NGOs, civil society private sector organizations, international financial institutions and regional development banks S</p> <p>2.10.4 Number of partner organizations that provide complementary inputs and services S</p> <p>2.10.5 Proportion of project activities implemented with the engagement of complementary partners S</p> <p>2.10.6 Ownership values for key cooperating partners/strategic partners and beneficiaries S</p> <p>2.10.7 Stakeholder perceptions</p>	and external stakeholders			stakeholders – especially implementing partners and cooperating partners
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			regarding partnering processes, operational capacity and ownership S				
2.11	To what extent resources were used to respond equitably to the needs of women and men?	<p><i>Were equal amounts of funding spent on men or women, or were women prioritised?</i></p> <p><i>Did livelihood projects support an equal number of men and women?</i></p> <p><i>Did FFA projects benefit communities as a whole? Or men or women in particular?²²</i></p> <p><i>What proportion of school feeding project funds were spent on men/women?²³</i></p>	<p>2.11.1 Beneficiary lists disaggregated by gender and modality per phase S</p> <p>2.11.2 Stakeholders identifying equitable gender response P</p> <p>2.11.3 Project documents citing gender equity in response S</p> <p>2.11.4 Stakeholder perceptions regarding gender equality in FFA/CFA projects and School Meals Programming P</p>	<p>Project data, monitoring, and SPR reports. Assessment reports and evaluations as available</p> <p>WFP staff, IP staff</p> <p>Beneficiaries and external stakeholders</p>	<p>Review of available reports and data</p> <p>Interviews with range of selected stakeholders</p>	<p>Quantitative frequency comparisons over time disaggregated by location, activity and beneficiary</p> <p>Thematic Analysis and Triangulation of available information sources</p>	<p>Good quality information available in annual reports and assessments, another important data source will be the qualitative FGDs and KIIs with stakeholders – especially implementing partners and cooperating partners</p>

²² If data is available, age related effects will be disaggregated

²³ Also to be examined is what percentage of food consumed by girls and boys is provided at the school level

Objective 3: Improve effectiveness of WFP interventions by determining the reasons of observed success/failure and draw lessons from experience to produce evidence-based findings that will allow the CO to make informed decisions about specific interventions that should be undertaken to promote these success factor in a cost effective, focused and systematic way

Areas for Analysis: Efficiency, Sustainability

- **Internal factors (efficiency)**
- **External factors (context, sustainability)**
- **General factors (implementation interventions)**

No.	TOR Evaluation questions	Sub questions	Measure/ Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence Quality
	Efficiency						
3-1	a) Were the interventions timely (particularly relief assistance after displacement and FFA interventions after phasing out from return package)? b) Were the interventions cost-efficient?	<i>Were project activities delivered in a timely manner? E.g. were there any delays in the initiation of the first round of distributions after displacement or return to areas of origin?</i> <i>Were distributions regular and on time?</i> <i>How efficiently and effectively have the procurement/logistics processes functioned?</i>	3.1.1 Timeliness of food distributions (GFD, FFA – relief and rehabilitation) PS 3.1.2 Proportion of assisted people informed about the programme PS 3.1.3 Proportion of assisted people who did not experience safety problems	Project data, monitoring, budget, SPR reports. Interviews with WFP staff, IP staff, and beneficiaries. Interviews with external authorities	Review of available documentation, Interviews with WFP, IPs, and beneficiaries	Quantitative frequency comparisons over time disaggregated by location, activity and beneficiary Thematic Analysis and Triangulation of available	Good quality information in SPR reports and monitoring reports Data details may need to be supplemented by qualitative interviews – KIIs and FGDs with

	<p>c) Were the implementations implemented in the most efficient way compared to alternatives?</p>	<p><i>Were FFA projects implement according to plan?</i></p> <p><i>What were the process implemented in an attempt to achieve cost efficiency?</i></p> <p><i>What standards were project budgets set against?</i></p> <p><i>Who managed and controlled the budgets?</i></p> <p><i>What were the factors considered in deciding the transfer modalities (food and cash), particularly for FFA component.</i></p> <p><i>What criteria/ alternatives / processes were considered when comparing alternatives project costs</i></p>	<p>traveling to WFP programme sites PS</p> <p>3.1.4 Distribution cycles planned vs. actual (including issues around pipeline, procurement, and logistics) PS</p> <p>3.1.5 Relative costs of chosen modalities and their effectiveness PS</p> <p>3.1.6 Quality of services provided PS</p> <p>3.1.7 Appropriate levels for management and implementation PS</p> <p>3.1.8 Resources: Planned vs. mobilized vs. utilized PS</p>			<p>information sources</p>	<p>external stakeholders.</p>
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			<p>3.1.9 Stakeholder perceptions on efficiency of processes disaggregated by category and activity PS</p> <p>3.1.10 Number of alternative implementation approaches identified by stakeholders as more cost efficient than WFP interventions PS</p>				
	Sustainability						
3.2	<p>What is the level of integration of intervention elements – especially those related to food security - into national and provincial systems and processes?</p>	<p><i>To what extent did the interventions link to the FATA SRRS and other UN programmes, particularly under the DFID consortium?</i></p> <p><i>How much did the FATA Government of Pakistan agencies contribute to the planning and design of the interventions?</i></p>	<p>3.2.1 Number of internal and external documents citing linkage between intervention elements and national and provincial processes S</p>	<p>Project data, monitoring, budget, SPR reports.</p> <p>Interviews with WFP staff, IP staff, and</p>	<p>Review of available documentation,</p> <p>Interviews with WFP, IPs, and</p>	<p>Thematic Analysis and Triangulation of available information sources</p>	<p>Good quality information in SPR reports and monitoring reports</p> <p>Data details may need to</p>

			3.2.2 Stakeholder perceptions regarding integration of intervention elements into systems and processes – disaggregated by region and stakeholder category P	beneficiaries. Interviews with external authorities	beneficiaries		be supplemented by qualitative interviews – KIIs and FGDs with external stakeholders.
3.3	To what extent did the intervention link to any transition strategies toward development goals?	<p><i>What social or development progress has occurred as a result of the interventions?</i></p> <p><i>What health benefits have arisen?</i></p> <p><i>To what extent did the communities ensure the maintenance of assets created?</i></p> <p><i>To what extent were the interventions and results connected to the SDGs?</i></p>	<p>3.3.1 Number of internal documents citing linkage to developmental objectives or goals. S</p> <p>3.3.2 Internal WFP stakeholders can cite linkage to transition strategies or development goals. P</p> <p>3.3.3 External cooperating partners can cite linkages to transition strategies and can report developmental or</p>	<p>Project data, monitoring, budget, SPR reports.</p> <p>Interviews with WFP staff, IP staff, and beneficiaries.</p> <p>Interviews with external authorities</p>	<p>Review of available documentation,</p> <p>Interviews with WFP, IPs, and beneficiaries</p>	<p>Thematic Analysis and Triangulation of available information sources</p>	<p>Some good quality information in SPR reports and monitoring reports</p> <p>Data details may need to be supplemented by qualitative interviews – KIIs and FGDs with external stakeholders.</p>

			social improvements. P				
			3.3.4 Alignment of PRRO results and indicators with Sustainable Development Goals (SDGs).				
3.4	To what extent the benefits of the assets continued after WFP’s work ceased (level of maintenance and quality of assets) – especially with respect to food security assets	<p><i>What is the Likelihood that the benefits will continue after the end of the WFP operation?</i></p> <p><i>Were sustainability factors considered during the design phase?</i></p> <p><i>To what extent has WFP FFA interventions help communities to ensure their food security beyond WFP interventions?</i></p> <p><i>What are the future plans of other stakeholders and humanitarian partners?</i></p> <p><i>Will stakeholders and humanitarian partners be able to guarantee the future usage and benefit of assets created without WFP support?</i></p>	<p>3.4.1 CAS scores disaggregated by year, modality, and location S</p> <p>3.4.2 Alumni stakeholders can cite ongoing maintenance or quality of created assets – disaggregated by modality and location. P</p> <p>3.4.3 Stakeholders citing integration of intervention elements into national/provincial systems and processes P</p>	<p>Project data, monitoring, budget, SPR reports.</p> <p>Interviews with WFP staff, IP staff, and beneficiaries.</p> <p>Interviews with external authorities</p> <p>Perspectives of Gov’t line ministries and staff, WFP staff,</p>	<p>Review of available documentation,</p> <p>Interviews with WFP, IPs, and beneficiaries</p> <p>Interviews with range of stakeholders including WFP, Government of Pakistan, donors, United Nations, IPs, and beneficiaries.</p>	<p>Quantitative frequency comparisons over time disaggregated by location, activity and beneficiary</p> <p>Thematic Analysis and Triangulation of available information sources</p>	<p>Some good quality information in SPR reports and monitoring reports</p> <p>Data details may need to be supplemented by qualitative interviews – KIIs and FGDs with external stakeholders.</p>

		<p><i>Have the Local leaders/FATA agencies assumed ownership of the FFA projects once finalised?</i></p>	<p>3.4.4 Stakeholders citing linkages to transition strategies towards development goals P</p> <p>3.4.5 Stakeholders citing sustainability of created assets and guarantees for future usage P</p> <p>3.4.6 Degree of ownership in asset maintenance cited by stakeholders by local leaders and FATA agencies. P</p>	<p>key stakeholder s, donors, partners, United Nations, civil society</p> <p>Review of monitoring reports</p> <p>Project management committee interviews</p>			
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Annex 9: Data collection tools:

The following semi structured questionnaire have been used as the basis for individual meetings/key informant interviews. Specific sectoral interviews utilised more detailed sector specific questions such as those elaborated on the detailed evaluation matrix prepared separately to the one included in this report.

SSQs have been elaborated as per groups of interviewees: Community Leaders/Beneficiaries, WFP staff, Govt officials, IPs/TPM, Donors

Semi structured Questionnaire – Community Leaders/Beneficiaries

The interviewer should start by explaining who they are, their independence from WFP, and the objective of the evaluation i.e. a learning exercise to improve future operational performance/ accountability to donors.

NB This list of questions is meant as a guideline for interviews and should be tailored to the knowledge/expertise/sector of the respondent by selecting those questions relevant to the person/people being interviewed. It is not necessary to ask every question.

Interviews should be kept to between 45-50 minutes, max 1 hour.

RESPONDENT'S NAME:

RESPONDENT'S TITLE & FUNCTION:

INTERVIEWER'S NAME(S):

DATE:

LOCATION:

Questions
Opening
<ol style="list-style-type: none"> 1. What support did you receive from WFP? Food rations, Cash, CMAM, School Feeding? 2. What this when displaced or after returning home? 3. Did you community benefit from a FFA project? 4. Were you supported directly by WFP or through an Implementing Partner? If so, who?
Appropriateness/relevance of the response
<ol style="list-style-type: none"> 5. What needs of yours did this support meet? 6. What type of food was provided? Is this food you normally eat? 7. How much did you receive? How long did the food last? 8. Have your needs changed over time? Did the support change?

9. What was the quality of the food like? Good? Better than you normally have? Or worse?
10. How involved were your community (men and women) in deciding what support was provided or what FFA project was undertaken?
11. How was it decided that you would be a beneficiary? Was it everyone in your community or just a selected families?
12. Do you think the most vulnerable HHs /communities were selected for support? Did we miss out any members of your community who needed the support? Did others not need it?
13. What proportion of your needs was provided by WFP? A little/some/most/all?
14. What priority needs do you think you have that were not supported?
Coherence/ Connectedness
15. Did you receive any support from any other organisations? If so, who?
16. What did you receive?
17. Was this complementary to what was provided by WFP or the same?
18. What support do you receive from the Govt?
Effectiveness/Impact
19. Do you feel the WFP food support has been helpful to you and your family? Very helpful? Or just a bit helpful?
20. What would have happened had WFP not supported you with the food supplies?
21. Do you have enough food now to eat normally?
22. Do you feel you have enough diversity in your diet? Or do you eat the same thing every day?
23. Do you have any concerns about food shortages in the future?
24. Why did you decide to go home (if has done)? Was the WFP 6-month food ration a deciding factor?

25. How long did this food last?
26. Do you have enough shops/markets near your home now so that you can buy food items yourself?
27. Were you able to spend the cash you received in these markets?
28. What difference has the FFA project made to your community?
29. What else would you have preferred to receive?
30. Do you think the project has achieved what it set out to do?
31. Have you seen any unintended impacts from this project?
32. Has the project caused any problems for you or others in your or surrounding communities?
33. What is the health situation of your kids? Did the plumpy nut/support help your child gain weight?
34. Are your kids in School? If not, why not? If yes, does the food provided by WFP in the schools a factor behind you sending your child to school?
35. What have been the most positive and negative impacts/aspects of the support?
36. Do you do anything differently now as a result of this support /project?
37. Can you think of any social benefits of the WFP support provided? Are HHs more community minded? Support each other? Work together? Communicate better? Argue less?
Gender and cross cutting issues
38. Who do you think the support has supported the most? Men, Women, Children?
39. Have women in particular benefited from the food rations? Or the whole family?
40. How did you feel when picking up your food at the distribution point? Secure/Insecure? Were the WFP/IP/Distributors respectful to the beneficiaries?
41. Have women in particular benefited from the Cash provided? Or the whole family?
42. Who decides how the Cash is spent? Do you think it was spent to the benefit of the whole family?

43. Were women involved in the selection of the FFA project?
44. Have women benefited from any of the livelihood projects?
45. If/As a woman do you feel you have been listened to /had an input into the support provided?
46. Was there a confidential complaints procedure put in place that was easily accessible for you / your community?
Sustainability
47. Was long term impact do you think the WFP support will have?
48. Will the FFA project help you meet future needs or reduce risks to your community?
49. Who owns this asset now? Your community? Govt? WFP? How will it be maintained?
50. Do you think the WFP support provided will help your community develop in the future?
Efficiency
51. Did u receive your food soon after you were displaced? And returned home?
52. Did you receive your monthly food rations regularly every month? Were there any delays?
53. Was the package of food the same every month or were some items missing?
54. Would you have preferred receiving cash or was food just as good?
Closing
55. Do you have any suggestions as to how WFP could improve its work/response operations?
56. What would you ask them to do differently next time?
57. Any other thoughts or comments you wish to share with me?

Semi structured Questionnaire – WFP Staff

The interviewer should start by explaining who they are, their independence from WFP, and the objective of the evaluation i.e. a learning exercise to improve future operational performance/ accountability to donors.

NB This list of questions is meant as a guideline for interviews and should be tailored to the knowledge/expertise/sector of the respondent by selecting those questions relevant to the person/people being interviewed. It is not necessary to ask every question.

Interviews should be kept to between 45-50 minutes, max 1 hour.

RESPONDENT'S NAME:

RESPONDENT'S TITLE & FUNCTION:

INTERVIEWER'S NAME(S):

DATE:

LOCATION:

Questions
Opening
1. What was/is your role in the WFP response /organization? Food Distribution, Cash, FFA, CMAM, SMP, logs, support services?
2. Where are u based?
Appropriateness/relevance of the response
3. What priority beneficiary needs do you believe that the response met? Have these needs changed over time? Has the response adapted to these changing needs?
4. How/on what information was the intervention planned? What processes were used? Were other intervention options considered?
5. Was a participatory needs assessment undertaken, consulting an equal number of women and men?
6. How involved were communities (men and women) themselves in analysing and designing the range of interventions decided upon?
7. How were the targeting criteria set?
8. Do you think the most vulnerable HHs /communities were selected for support? How can we be sure? Did we miss out any members of your community who needed the support?
9. What priority needs do you think the response is not addressing that it should be?
10. Do you believe the best modality of support was utilised? Food? Cash? How was this decided?

11. What humanitarian principles have guided the overall operation and individual activities?
12. How have the “do no harm” and “accountability to beneficiaries” principles guided operational activities and project design?
Coherence/ Connectedness
13. To what extent are national authorities (federal, provincial or local level) involved in the response?
14. To what extent are the activities undertaken in line with other regional or national government initiatives?
15. Are there any policies/strategies that these activities directly relate to? Are there any policies/strategies that are not adequately being taken into account?
16. How good is co-operation and information sharing between partners/local authority departments and on-going operational staff/functions?
17. Which co-ordination / cluster mechanisms have you / WFP been involved in? How well do you think they function?
18. To what extent did WFP harmonize and align its interventions with those of other response organisations/ INGOS/NGOs? Did any synergies arise?
19. (For FFA Modalities) – To what extent are the activities undertaken in this project connected to or coordinated with the other WFP supported projects in this area (CMAM & SMP)?
20. Have the operations contributed towards UN country specific objectives?
21. Have the operations been consistent with the WFP Country Mandate and Strategic Plans?
Effectiveness/Impact
22. Have outputs been consistent with operational plans?
23. What do you think has been the impact of the intervention in terms of improved food security or improved Community assets?
24. How did the interventions contribute to improved dietary or health practices over time?
25. Have cash distributions improved purchasing power for assisted population? Do we know how these funds were utilised?

26. Has the intervention had any positive effects on livelihoods in the communities supported?
27. How have you been able to measure the impact of the intervention? What indicators have been used?
28. Do you think the intervention has achieved all it intended to achieve?
29. Do you believe that the response is building local community capacity and resilience to future shocks that might relate to food security? If so, in what way? Skills? Assets? Income sources? Improved agricultural production?
30. Have you seen any unintended impacts?
31. Do you think the community assets initiatives have been welcomed in the communities and the income used wisely?
32. What have been the most positive and negative impacts/aspects of the work undertaken? Did any of these surprise you?
33. What are the main external factors that have affected the realisation or non-realisation of the intervention's objectives?
34. To what extent were the FSL/FFA activities complementary with other WFP projects operating in the same area (SMP, CMAM)?
35. Have the staff recruited and employed on the projects been sufficiently qualified and trained to undertake the work involved.
36. Have there been enough human and financial resources available to support the interventions
37. Have internal monitoring departments provided up to date accurate feedback on programme progress?
38. Has the govt shared ownership of the interventions or willingness to get involved?
39. Has the capacity of the utilised IPs been of a sufficient quality? How were they selected?
40. Do you think the M/E dept. provides effective feedback that monitors programme effectiveness and efficiency?
41. Have TPMs been proficient in their task?
42. How was partnership with other agencies initiated and managed?
43. What impact have security implications had on programme management and operational success?
44. What have been key operational issues that have helped /detracted from the success of the operation?

45. How have the monitoring and assessment findings been integrated into the ongoing project initiatives?
Gender and cross cutting issues
46. What gender specific approaches were used in programme design and implementation?
47. What gender difficulties did we face during implementation and how were they overcome?
48. What were internal and external factors that facilitated or constrained gender dimensions into relief and FFA programming
49. To what extent FFA interventions were designed in a way to provide opportunities to women to participate in selection of schemes and implementation of interventions which would ultimately contribute in improving their roles in community.
50. What arrangements were made to provide equal access to beneficiaries, particularly to the vulnerable and female-headed households
51. Who has the intervention supported the most? Men, Women, Children?
52. Were confidential complaints procedures put in place that were easily accessible to beneficiaries/ communities?
Efficiency & Resource Utilisation
53. How well has WFP been able to generate and manage funds / HR / other resources during operations?
54. Were project activities delivered in a timely manner? Were there any delays? Were they adapted to changing needs?
55. How efficiently and effectively have the procurement/logistics processes functioned? Were there any supply chain gaps?
56. What were the processes utilised in an attempt to achieve cost efficiency?
57. What standards were project budgets set against? What comparisons were undertaken?
58. Who managed and controlled the budgets? Did staff have the knowledge and expertise to do this?
Sustainability

59. Is the impact of the response sustainable? Will it contribute to the medium/long term development needs of the communities?
60. How much did the FATA govt agencies contribute to the planning and design of the interventions? What is their level of ownership?
61. How much did the local communities themselves contribute to the planning and design of the interventions? What is their level of ownership?
62. Were sustainability factors considered during the design phase?
63. Who will cover the costs of any future maintenance of the FFA projects created?
Closing
64. Do you have any suggestions as to how WFP could improve its work/response operations?
65. What important lessons have we learnt that we can carry forward to future interventions?
66. What would you do differently next time?
67. Any other thoughts or comments you wish to share with me?

Semi structured Questionnaire – Government of Pakistan Agents/Officers

The interviewer should start by explaining who they are, their independence from WFP, and the objective of the evaluation i.e. a learning exercise to improve future operational performance/ accountability to donors.

NB This list of questions is meant as a guideline for interviews and should be tailored to the knowledge/expertise/sector of the respondent by selecting those questions relevant to the person/people being interviewed. It is not necessary to ask every question.

Interviews should be kept to between 45-50 minutes, max 1 hour.

- RESPONDENT’S NAME:
- RESPONDENT’S TITLE & FUNCTION:
- INTERVIEWER’S NAME(S):
- DATE:
- LOCATION:

Questions
Opening
1. What activities were you involved in with respect to the WFP response? Food Distribution, Cash, FFA, CMAM, SMP?
2. Where are u based? What districts do you cover

Appropriateness/relevance of the response
3. What priority beneficiary needs do you believe that the response met? Have these needs changed over time? Has the response adapted to these changing needs?
4. How involved do you think were communities (men and women) themselves in analysing and designing the range of interventions decided upon?
5. What do you think of the targeting/beneficiary selection process?
6. Do you think the most vulnerable HHs /communities were selected for support? Did we miss out any members of your community who needed the support?
7. What priority needs do you think the response is not addressing that it should be?
8. Do you believe the best modality of support was utilised? Food? Cash? How was this decided?
Coherence/ Connectedness
9. To what extent were/are national authorities (federal, provincial or local level) involved in the response?
10. To what extent are the activities undertaken in line with other regional or national government initiatives?
11. Are there any policies/strategies that these activities directly relate to? Are there any policies/strategies that are not adequately being taken into account?
12. How good is co-operation and information sharing between partners/local authority departments and on-going operational staff/functions?
13. Which co-ordination / cluster mechanisms have you / WFP been involved in? How well do you think they function?
14. To what extent did WFP harmonize and align its interventions with those of other response organisations/ INGOS/NGOs? Did any synergies arise?
15. (For FFA Modalities) – To what extent are the activities undertaken in this project connected to or coordinated with the other WFP supported projects in this area (CMAM & SMP)?
Effectiveness/Impact
16. Have outputs/achievements of the intervention in line with what you expected? Has it achieved all it intended to achieve?

17. What do you think has been the impact of the intervention in terms of improved food security or improved Community assets?
18. How did the interventions contribute to improved dietary or health practices over time?
19. Have cash distributions improved purchasing power for assisted population? Do we know how these funds were utilised?
20. Has the intervention had any positive effects on livelihoods in the communities supported?
21. Do you believe that the response is building local community capacity and resilience to future shocks that might relate to food security? If so, in what way? Skills? Assets? Income sources? Improved agricultural production?
22. Have you seen any unintended impacts?
23. Do you think the community assets initiatives have been welcomed in the communities and the income used wisely?
24. What have been the most positive and negative impacts/aspects of the work undertaken? Did any of these surprise you?
25. What are the main external factors that have affected the realisation or non-realisation of the intervention's objectives?
26. To what extent were the FSL/FFA activities complementary with other WFP projects operating in the same area (SMP, CMAM)?
27. Once the projects are over does the govt. now have ownership of assets produced?
28. Has the capacity of the utilised IPs been of a sufficient quality?
29. Have TPMs been proficient in their task?
30. What impact have security implications had on programme management and operational success?
31. What have been key operational issues that have helped /detracted from the success of the operation?
Gender and cross cutting issues
32. What gender difficulties did we face during implementation and how were they overcome?

33. What were internal and external factors that facilitated or constrained gender dimensions into relief and FFA programming
34. To what extent FFA interventions were designed in a way to provide opportunities to women to participate in selection of schemes and implementation of interventions which would ultimately contribute in improving their roles in community.
35. Who has the intervention has supported the most? Men, Women, Children?
Efficiency & Resource Utilisation
36. Were project activities delivered in a timely manner? Were there any delays? Were they adapted to changing needs?
Sustainability
37. Is the impact of the response sustainable? Will it contribute to the medium/long term development needs of the communities?
38. How much did the FATA govt agencies contribute to the planning and design of the interventions? What is their level of ownership?
39. How much did the local communities themselves contribute to the planning and design of the interventions? What is their level of ownership?
40. Who will cover the costs of any future maintenance of the FFA projects created?
Closing
41. Do you have any suggestions as to how WFP could improve its work/response operations?
42. What important lessons have we learnt that we can carry forward to future interventions?
43. What should they do differently next time?
44. Any other thoughts or comments you wish to share with me?

Semi structured Questionnaire – Implementing Partners/Third Party Monitors

The interviewer should start by explaining who they are, their independence from WFP, and the objective of the evaluation i.e. a learning exercise to improve future operational performance/ accountability to donors.

NB This list of questions is meant as a guideline for interviews and should be tailored to the knowledge/expertise/sector of the respondent by selecting those questions relevant to the person/people being interviewed. It is not necessary to ask every question.

Interviews should be kept to between 45-50 minutes, max 1 hour.

RESPONDENT'S NAME:

RESPONDENT'S TITLE & FUNCTION:

INTERVIEWER'S NAME(S):

DATE:

LOCATION:

Questions
Opening
1. What was/is your role in the WFP response /organization? Food Distribution, Cash, FFA, CMAM, SF, logs, support services?
2. Where are u based? What districts did u cover?
Appropriateness/relevance of the response
3. What priority beneficiary needs do you believe that the response met? Have these needs changed over time? Has the response adapted to these changing needs?
4. How/on what information was the intervention planned? What processes were used? Were other intervention options considered?
5. Was a participatory needs assessment undertaken, consulting an equal number of women and men?
6. How involved were communities (men and women) themselves in analysing and designing the range of interventions decided upon?
7. How were the targeting criteria set?
8. Do you think the most vulnerable HHs /communities were selected for support? How can we be sure? Did we miss out any members of your community who needed the support?
9. What priority needs do you think the response is not addressing that it should be?
10. Do you believe the best modality of support was utilised? Food? Cash? How was this decided?

11. What humanitarian principles have guided the overall operation and individual activities?
12. How have the “do no harm” and “accountability to beneficiaries” principles guided operational activities and project design?
Coherence/ Connectedness
13. To what extent are national authorities (federal, provincial or local level) involved in the response?
14. To what extent are the activities undertaken in line with other regional or national government initiatives?
15. Are there any policies/strategies that these activities directly relate to? Are there any policies/strategies that are not adequately being taken into account?
16. How good is co-operation and information sharing between partners/local authority departments and on-going operational staff/functions?
17. Which co-ordination / cluster mechanisms have you / WFP been involved in? How well do you think they function?
18. To what extent did WFP harmonize and align its interventions with those of other response organisations/ INGOS/NGOs? Did any synergies arise?
19. (For FFA Modalities) – To what extent are the activities undertaken in this project connected to or coordinated with the other WFP supported projects in this area (CMAM & SMP)?
Effectiveness/Impact
20. Have outputs been consistent with operational plans?
21. What do you think has been the impact of the intervention in terms of improved food security or improved Community assets?
22. How did the interventions contribute to improved dietary or health practices over time?
23. Have cash distributions improved purchasing power for assisted population? Do we know how these funds were utilised?
24. Has the intervention had any positive effects on livelihoods in the communities supported?
25. How have you been able to measure the impact of the intervention? What indicators have been used?
26. Do you think the intervention has achieved all it intended to achieve?

27. Do you believe that the response is building local community capacity and resilience to future shocks that might relate to food security? If so, in what way? Skills? Assets? Income sources? Increased agricultural production?
28. Have you seen any unintended impacts?
29. Do you think the community assets initiatives have been welcomed in the communities and the income used wisely?
30. What have been the most positive and negative impacts/aspects of the work undertaken? Did any of these surprise you?
31. What are the main external factors that have affected the realisation or non-realisation of the intervention's objectives?
32. Have any synergies arisen from the combines FSL, CMAM, and School feeding programmes?
33. To what extent were the FSL/FFA activities complementary with other WFP projects operating in the same area (SMP, CMAM)?
34. Have the staff recruited and employed on the projects been sufficiently qualified and trained to undertake the work involved.
35. Have there been enough human and financial resources available to support the interventions
36. Has the govt shared ownership of the interventions or willingness to get involved?
37. Has your agency sufficient capacity for the work undertaken? How were you selected?
38. Have TPMs been proficient in their task?
39. How was partnership with WFP initiated and managed?
40. What impact have security implications had on programme management and operational success?
41. What have been key operational issues that have helped /detracted from the success of the operation?
42. How have the monitoring and assessment findings been integrated into the ongoing project initiatives?
Gender and cross cutting issues
43. What gender specific approaches were used in programme design and implementation?

44. What gender difficulties did we face during implementation and how were they overcome?
45. What were internal and external factors that facilitated or constrained gender dimensions into relief and FFA programming
46. To what extent FFA interventions were designed in a way to provide opportunities to women to participate in selection of schemes and implementation of interventions which would ultimately contribute in improving their roles in community.
47. What arrangements were made to provide equal access to beneficiaries, particularly to the vulnerable and female-headed households
48. Who has the intervention has supported the most? Men, Women, Children?
49. Were confidential complaints procedures put in place that were easily accessible to beneficiaries/ communities?
Efficiency & Resource Utilisation
50. How well has your agency been able to generate and manage funds / HR / other resources during operations?
51. Were project activities delivered in a timely manner? Were there any delays? Were they adapted to changing needs?
52. How efficiently and effectively have the procurement/logistics processes functioned? Were there any supply chain gaps?
53. What were the processes utilised in an attempt to achieve cost efficiency?
54. What standards were project budgets set against? What comparisons were undertaken?
55. Who managed and controlled the budgets? Did staff have the knowledge and expertise to do this?
Sustainability
56. Is the impact of the response sustainable? Will it contribute to the medium/long term development needs of the communities?
57. How much did your agencies contribute to the planning and design of the interventions? What is your level of ownership?
58. How much did the local communities themselves contribute to the planning and design of the interventions? What is their level of ownership?
59. Were sustainability factors considered during the design phase?

60. Who will cover the costs of any future maintenance of the FFA projects created?
Closing
61. Do you have any suggestions as to how WFP could improve its work/response operations?
62. What important lessons have we learnt that we can carry forward to future interventions?
63. What would you do differently next time?
64. Any other thoughts or comments you wish to share with me?

Semi structured Questionnaire – Donors

The interviewer should start by explaining who they are, their independence from WFP, and the objective of the evaluation i.e. a learning exercise to improve future operational performance/ accountability to donors.

NB This list of questions is meant as a guideline for interviews and should be tailored to the knowledge/expertise/sector of the respondent by selecting those questions relevant to the person/people being interviewed. It is not necessary to ask every question.

Interviews should be kept to between 45-50 minutes, max 1 hour.

RESPONDENT'S NAME:

RESPONDENT'S TITLE & FUNCTION:

INTERVIEWER'S NAME(S):

DATE:

LOCATION:

Questions
Opening
1. What has your agency contributed to the WFP response? Which element: Food Distribution, Cash, FFA, CMAM, SF, support services?
Appropriateness/relevance of the response
2. What priority beneficiary needs do you believe that the response met? Have these needs changed over time? Has the response adapted to these changing needs?
3. How/on what information was the intervention planned? What processes were used? Were other intervention options considered?

4. Was a participatory needs assessment undertaken, consulting an equal number of women and men?
5. How involved were communities (men and women) themselves in analysing and designing the range of interventions decided upon?
6. How were the targeting criteria set?
7. Do you think the most vulnerable HHs /communities were selected for support? How can we be sure? Did we miss out any members of your community who needed the support?
8. What priority needs do you think the response is not addressing that it should be?
9. Do you believe the best modality of support was utilised? Food? Cash? How was this decided?
Coherence/ Connectedness
10. To what extent are national authorities (federal, provincial or local level) involved in the response?
11. To what extent are the activities undertaken in line with other regional or national government initiatives?
12. Are there any policies/strategies that these activities directly relate to? Are there any policies/strategies that are not adequately being taken into account?
13. How good is co-operation and information sharing between yourself and partners/local authority departments and on-going operational staff/functions?
14. To what extent did your agency harmonize and align its interventions with those of other donor organisations?
15. (For FFA Modalities) – To what extent are the activities undertaken in this project connected to or coordinated with the other WFP supported projects in this area (CMAM & SMP)?
Effectiveness/Impact
16. Have outputs been consistent with operational plans?
17. What do you think has been the impact of the intervention in terms of improved food security or improved Community assets?
18. How did the interventions contribute to improved dietary or health practices over time?
19. Have cash distributions improved purchasing power for assisted population? Do we know how these funds were utilised?

20. Has the intervention had any positive effects on livelihoods in the communities supported?
21. How have you been able to measure the impact of the intervention? What indicators have been used?
22. Do you think the intervention has achieved all it intended to achieve?
23. Do you believe that the response is building local community capacity and resilience to future shocks that might relate to food security? If so, in what way? Skills? Assets? Income sources?
24. To what extent are the assets created helping to improve agriculture production? Reduce localised risk?
25. Have you seen any unintended impacts?
26. Do you think the community assets initiatives have been welcomed in the communities and the income used wisely?
27. What have been the most positive and negative impacts/aspects of the work undertaken? Did any of these surprise you?
28. What are the main external factors that have affected the realisation or non-realisation of the intervention's objectives?
29. To what extent were the FSL/FFA activities complementary with other WFP projects operating in the same area (SMP, CMAM)?
30. Have WFP provided up to date accurate feedback on programme progress?
31. Has the govt shared ownership of the interventions or willingness to get involved?
32. Has the capacity of the utilised IPs been of a sufficient quality? How were they selected?
33. Have TPMs been proficient in their task?
34. What impact have security implications had on programme management and operational success?
35. What have been key operational issues that have helped /detracted from the success of the operation?
Gender and cross cutting issues
36. What gender specific approaches were used in programme design and implementation?
37. What gender difficulties did we face during implementation and how were they overcome?

38. What were the internal and external factors that facilitated or constrained gender dimensions into relief and FFA programming
39. To what extent FFA interventions were designed in a way to provide opportunities to women to participate in selection of schemes and implementation of interventions which would ultimately contribute in improving their roles in community.
40. What arrangements were made to provide equal access to beneficiaries, particularly to the vulnerable and female-headed households
41. Who has the intervention has supported the most? Men, Women, Children?
Efficiency & Resource Utilisation
42. Were project activities delivered in a timely manner? Were there any delays? Were they adapted to changing needs?
43. How efficiently and effectively have the procurement/logistics processes functioned? Were there any supply chain gaps?
44. What were the processes utilised in an attempt to achieve cost efficiency?
45. What standards were project budgets set against? What comparisons were undertaken?
46. Who managed and controlled the budgets? Did staff have the knowledge and expertise to do this?
Sustainability
47. Is the impact of the response sustainable? Will it contribute to the medium/long term development needs of the communities?
48. How much did the FATA govt agencies contribute to the planning and design of the interventions? What is their level of ownership?
49. How much did the local communities themselves contribute to the planning and design of the interventions? What is their level of ownership?
50. Were sustainability factors considered during the design phase?
51. Who will cover the costs of any future maintenance of the FFA projects created?
Closing
52. Do you have any suggestions as to how WFP could improve its work/response operations?

53. What important lessons have we learnt that we can carry forward to future interventions?
54. What would you do differently next time?
55. Any other thoughts or comments you wish to share with me?

Focus group discussion format:

Beneficiaries FGD outline

Date: **Location/Community:** **Enumerator:**
Numbers of participants: Total = Men= Women = Disabled = Elderly =

Introduce the reason for the meeting (explain evaluation / near to end of project - want to see what has worked well and less well). Wherever possible, FGDs with women and men will be done separately, ideally in a circle or small informal group setting with more elderly and disabled persons towards the front. Explain that this is so we can understand the different views of different types of people.

General/relief/food sec questions: (appropriateness of response/targeting of beneficiaries /beneficiary participation/complaints procedure/timeliness/ co-ordination/ duplication)

Return/Rehabilitation

1. When did you settle in this community/return to settle in this community?
2. What was your greatest need when you arrived? Did anybody ask you this question?
 - a. Probe: Follow up on primary food security needs
3. What support did you receive from WFP? The implementing partner?
 - a. What type of food?
 - b. How long was it supposed to last?
 - c. How many times did you receive it?
4. Which of your needs were best met? What needs were not met?
5. How it was decided what help the community and HHs needed? Community leaders? Men/Women? WFP? Were any groups excluded from these consultations?
 - a. Probe: Were food security criteria used?
6. Did everyone receive this support? How was the selection made? Was this process explained to you?

7. Do you feel some people/types of people have been missed out, or not been included in the programme, that should have been?
8. Did anyone ask you (women, girls) about what assistance you specifically needed? When? Whom did they talk to? Did it lead to any assistance?
9. What was the biggest gap between your needs (especially food security needs) and the assistance?
10. Did this change over time?
11. Did different groups have different gaps (women, aged, disabled etc.)?
12. Did WFP meet your needs? Fully = /Partially = /Hardly= / Not at all= (ask to raise hands). If not, why not?
13. Where you informed about the assistance you would get?
14. Did you get cash assistance? Would you have preferred cash?
15. What were the biggest constraints you (women) faced in receiving assistance?
16. How did WFP try to get around these? Did any group (women, FHH, aged, disabled etc.) face more constraints than others?
17. What other support do you also receive? From who?
18. What was the standard/quality of the food/support?
19. Would you have preferred something else? Would any other types of assistance have been more useful to you?
20. How/where did you physically receive the food? Were both women and men included in the process of selecting a safe distribution point?
21. Were food distribution points established as close to your village/camp/displaced location as possible?
22. Was food distribution done by team with an equal number of men and women?
23. Were “Safe spaces” created at the distribution points and “safe passage” schedules created for women and children heads of households?
24. What time were distributions made? Were you able to reach home during daylight?
25. Was the weight of food packages manageable and efficient for women?
26. Did you feel safe during the distributions? Were security and instances of abuse monitored?

27. What do you do if there is an aspect of the programme that you are not happy about?
28. Did WFP introduce a complaint mechanism at the place of distribution or other places? How was WFP's response to complaints?
 - a. People trained on the systems?
 - b. Could be used by illiterate population?
 - c. Response considered timely and appropriate?
29. What could have been done better? What didn't WFP do that they should have done?

FFA Questions:

30. What have been the benefits of the FFA program? (Short term/long term)
31. How it was decided what help the community and HHs needed? Community leaders? Men/Women? WFP? Were any groups excluded from these consultations?
32. Who do you feel in your community benefited the most from the projects? Men / Women / Young / Children / Elderly / Leaders / EQUALLY?
33. Did anyone miss out on participating? Who? Why?
34. Were there any options for "light work"? Or options for people who couldn't work to receive unconditional cash (without work)?
35. Were people paid in cash to work on these projects?
36. Were the wages satisfactory/normal for the work in involved?
37. Were such projects completed on time?
38. Did the projects generate what you expected?
39. Who will maintain these assets in the future?
40. Will such projects support your communities in the long term?

Cash questions:

41. How did u decide on how to spend the cash? Men? Women? Jointly? Did this cause any disagreements?
42. Where did you collect the cash? How was this decided?
 - a. How far did you have to travel to receive your cash?
 - b. Were there any transport costs involved? If yes, how much?
43. Did you feel safe travelling to and from the cash or distribution collection point? If not, why?
44. How far is the market where you bought items? (Check travel costs to market as well)
45. Did you face any issues travelling to/from the market with your items? E.g. security, lack of transport, hard to carry items, market only open on certain days of week....
46. 'What have you spent the project cash money on?'
47. Were there any items you would have liked to buy, but couldn't find the in the market?
48. For how long was the cash/food provided able to meet your household food needs?
49. Have you started up any new businesses or income generating activities as a result of the cash?
50. Overall, would you have preferred to be paid in cash or food? Why?
51. Is there any part of this process that could be improved?

Nutrition questions: (may be better to take aside or do separately due to stigma of having malnourished child).

52. Did you /your children receive any supplementary food support/health care?
53. What were the criteria for selection? How were you informed?
54. Do you know how your child became malnourished?
55. What /how much support did you/they receive?
 - a. What type of food?
 - b. How long was it supposed to last?

c. How many times did you receive it?

56. Did you receive any health or nutrition advice?

57. If yes, has this helped you to do anything differently at home?

58. Did you ever experience any problems with the food? E.g. not being available on the right day, not being of good quality?

59. Did you receive the food at a time suitable to you?

60. Has your child fully recovered from its previous level of malnutrition?

Fully = /Partially = /Hardly= / Not at all= (ask to raise hands)

61. How many meals a day are you having now? Previously?

62. Do your children attend school? Are they fed there? If there was no food for them at school would you still send them?

63. Are you eating some food items now that you didn't used to eat? Or couldn't afford?

64. How do you see this component contributing to your household's food security? Is your household more food secure now then it was before? In what ways?

School Meals Programme/Food Security:

65. Did you /your children receive any support from school meals programme? (take-home rations or school meals)

66. What were the criteria for selection? How were you informed?

67. What /how much support did they receive?

a. What type of food?

b. How long was it supposed to last?

c. How many times did you receive it?

68. How do you see this component contributing to your household's food security? Is your household more food secure now then it was before? In what ways?

Activity 2: Project Impact & Success:

Put four categories (visually different, i.e. by drawing stars on paper or using different sized stones) on the floor in different corners - and ask the level of success. Ask them as a group/individually each time to explain or discuss each response as to why they select each category.

- ASK – Has the support provided been successful in improving your food security/food consumption?

Not successful = / slightly successful = / successful = / very successful =

- ASK - Has the support provided been successful in improving your livelihood?

Not successful = / slightly successful = / successful = / very successful =

- ASK - Has the support provided been successful in meeting your needs?

Not successful = / slightly successful = / successful = / very successful =

Summary/Wrap up questions:

Many thanks for talking to us today – do you have any questions for us?

Annex 10: Interviews undertaken:

Meetings with WFP staff and Stakeholders in Islamabad and Peshawar Designation/Organizations

Deputy Country Director, WFP
Evaluation Manager/Monitoring Officer, WFP.
Database Manager, WFP
Program officer, Vulnerability Analysis and Mapping Unit, WFP
Program Policy Officer, WFP
Senior Program Associate, WFP
Deputy Secretary SAFRON
Joint secretary Economic Affairs Ministry
Senior Program Associates, Compliance, WFP
FFA officer, WFP
Programme Officers, UNDP
Program officer resilience, NRM Specialist, M&E officer, Deputy Project Director, FAO
Senior Programme Officer, Food for Peace USAID
Humanitarian advisor, Deputy Programme Manager, Humanitarian Unit
Secretary, MNFSR
UN Resident Co-ordinator
Program and Policy Officer - Gender and Protection, WFP, Islamabad
Program and Policy Officer – Relief – WFP Peshawar January 23, 2018 (Field level Gender Focal person)
Director General Directorate of Projects FATA Secretariat and line department managers
Chief Executive, Project Manager General Food Distribution and IT assistant – Center of Excellence for Rural Development (CERD)
Program Manager, Social Organizer, Manager Logistic, Social Organizer, Team leader – Lawari Welfare Organization Humanitarian Organization.
Program Manager, Deputy Program Manager, Project Coordinators for Bajour, Sajid Ali Project Coordinator Mohmand, HUIRA
Director, Foundation for Rural Development

Manager Operation, Team leader, SRSPO, Agency coordinator – Sarhad Rural Support Program, Peshawar.
Director General, Assistant Director FDMA. Deputy Secretary SAFRON
DG PDMA Deputy Secretary SAFRON
Programme Officer, FAO Peshawar
Provincial Program Coordinator IOM
Representative UN OCHA
Nutrition Officer, WFP Islamabad
Deputy Head of Programs, WFP Islamabad
Program and Policy Officer- Relief WFP Peshawar
FFA team WFP Peshawar
M&E officer, WFP Peshawar
Head of Office, WFP Peshawar Office
Programme Officer, TPM, PAIMAN and Kurram Welfare Homes (KWH)
Liaison Officers, Australian Embassy
Liaison Officer, Japan Embassy
Senior Finance Officer, WFP
Programme Policy Officer, WFP
Liaison Officer, WFP Islamabad

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List of Acronyms

AUSAID	Australian Aid
CAS	Community Assets Score
CBDRM	Community Based Disaster Risk Management
CERD	Centre of Excellence for Rural Development
CFA	Cash Assistance For Assets
CFT	Cash Assistance For Training
CFW	Cash Assistance For Work
CMAM	Community-based Management of Acute Malnutrition
CNIC	Computerised National ID Card
CO	Country Office
CP	Co-operating Partner
CSI	Coping Strategy Index
CSP	Country Strategic Plan
DDS	Diet Diversity Score
DEQAS	Decentralised Evaluation Quality Assurance System
DFID	Department for International Development
EB	Executive Board
ET	Evaluation Team
FAO	Food and Agriculture Organization
FATA	Federally Administered Tribal Areas
FCS	Food Consumption Score
FDMA	FATA Disaster Management Authority
FFA	Food Assistance for Assets
FFT	Food Assistance for Training
FFW	Food Assistance for Work
FGD	Focus Group Discussions
FLA	Field Level Agreement
FRC	FATA Reforms Commission
FRD	Foundation for Rural Development
FSRRS	FATA Sustainable Return and Rehabilitation Strategy
GEEW	Gender Equality and Women's Empowerment
GFD	General Food Distribution
GOP	Government of Pakistan
HH	Households
HURJA	Holistic Understanding for Justified Research and Action
IG	Income Generation
IOM	International Office for Migration (UN)
IR	Inception Report
KII	Key Informant Interviews
KP	Khyber Pakhtunkhwa
KWH	Kurram Welfare Home
LHO	Lawari Humanitarian Organization
MNCH	Maternal, New born, and Child Health
MoI	Ministry of Interior
MT	Metric Tonnes
NADRA	National Database and Registration Agency
OEV	Office of Evaluation
PAWT	Poverty Alliance Welfare Trust
PDM	Post Distribution Monitoring

PDMA	Provincial Disaster Management Authority's
PKR	Pakistan Rupees
PRRO	Protracted Relief and Recovery Operation
RB	Regional Bureau
SAFRON	Ministry of States and Frontier Regions, Government of Pakistan
SDG	Sustainable Development Goals
SMP	School Meals Programme
SPR	Standard Project Report
SRRS	Sustainable Return and Rehabilitation Strategy
SRSP	Sarhad Rural Support Programme
SSQ	Semi Structured Questionnaire
TDP	Temporarily Dislocated Persons
TOR	Terms of Reference
TPM	Third Party Monitors
UN	United Nations
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VAM	Vulnerability Analysis and Mapping
WFP	World Food Programme

**[Place, Month and Year, Report
number]**

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