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Decentralized Evaluation

Programme Activity Evaluation of Food Assistance for Assets (FFA) Project in South Sudan

March 2016 to December 2019

Evaluation Report

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Executive Summary

Introduction

1. This decentralized activity evaluation was commissioned by the World Food Programme (WFP) South Sudan Country Office and covers the Food Assistance for Assets (FFA) project for the period from 2016 to 2019. The fieldwork was originally planned to take place in February/March 2020 but was postponed until November 2020 due to the COVID-19 pandemic.
2. The food security and nutrition situation in South Sudan has deteriorated progressively since the post-independence conflict, which started in 2013. The acutely food-insecure population has doubled, increasing from around 3.5 million people before the 2016 conflict to an estimated figure of seven million in 2019.¹ The chronically food-insecure population has increased in the last five years, with almost half of the vulnerable population facing recurring food insecurity conditions.
3. The Food Assistance for Assets project was designed to promote the restoration of livelihoods and enhance the resilience of the targeted communities against future man-made or natural shocks in areas of high food insecurity. It was implemented in eight states targeted on the basis of Integrated Food Security Phase Classification (IPC) analysis, with households in IPC Phases 3 and 4 included. The project reached between 405,000 and 588,000 beneficiaries in each of the years under review and was mainly funded by the Governments of the United Kingdom, Canada, Germany and Japan with an overall programme cost (2017-2019) of US\$101 million.

Purpose and objective

4. The purpose of the evaluation is to inform the implementation of the FFA programme in the next Country Strategic Plan (CSP) cycle, from 2023; it serves the dual and mutually reinforcing objectives of accountability and learning. Users of the results, who are expected to be interested in the operational performance and learning from the project, include staff from the WFP Country Office, Regional Bureau Nairobi and Headquarters, beneficiaries, the Government of South Sudan, the United Nations Country Team, non-governmental organizations and donors.
5. The evaluation was tasked with considering the results of the project related to the evaluation criteria of the OECD's Development Assistance Committee. The findings below are therefore presented under each of these criteria.

Methodology

6. The evaluation was based on four sources of data: i) project documentation supplied by the CO; ii) interviews with staff from the Country Office, the Regional Bureau, and other key stakeholders, carried out remotely by the main evaluation team; iii) qualitative fieldwork carried out by four national evaluators (262 interviews); and iv) an outsourced quantitative survey of 465 households (156 female headed households) managed and run by a sub-contracted specialist company. The field surveys covered six of the nine States in which FFA interventions had occurred, and included a range of livelihood zones, IPC categories, transfer modalities, asset types, and stages of project maturity. The evaluation answered 19 questions provided by WFP covering the key standard evaluation criteria.² Gender was mainstreamed in the evaluation through the collection and analysis of disaggregated quantitative and qualitative data. All aspects of the evaluation were guided by the internationally agreed principles of humanity, impartiality, neutrality and independence. No major limitations were encountered, and although the international members of the team were unable to visit South Sudan (due to COVID-19 restrictions), national evaluators were able to collect data in the field, and Juba-based interviewees were all available for remote interview.

¹ South Sudan IPC Analysis, January 2019

² Evaluation criteria as defined by the Organization for Economic Co-operation and Development's Development Assistance Committee

Findings

7. **Relevance:** The provision of food assistance to food insecure and vulnerable people is highly relevant and produces immediate advantages to food security and nutrition by filling food gaps and supporting asset creation. The activities (restoration of productive arable land, building and improving community infrastructure, climate change adaptation and capacity building and skills development) met the needs of beneficiaries and contributed to food security and resilience. Targeting was carried out, in line with international humanitarian principles (IHPs), through at village level through a Community Based Participatory Approach and at household level through a separate targeting committee, to ensure community engagement and was widely appreciated by stakeholders and the targeted communities themselves. Gender was mainstreamed through: i) equal representation of women during planning and management; ii) ensuring at least 50 percent of project participants were women; and iii) implementing gender sensitive/ responsive approaches in relation to all activities. Women confirmed that the processes had been carried out well, and that they are now heard and included in the community structures better than before.

8. **Effectiveness:** The programme reached between 400,000 and 600,000 beneficiaries per year (54 percent women and girls), 86 percent of the project target. Between 2017 and 2019 the programme distributed 62 percent and 78 percent of planned food and cash respectively. Food Assistance for Assets helped to reduce the prevalence of poor and borderline food consumption from 70 percent in 2016 to 46 percent in 2018 among FFA supported households. Data collected by the household survey suggested that 83 percent of households had a poor or borderline food consumption score (with the worst scores in Jonglei and Unity States), which aligns with the latest Famine Early Warning Systems Network³ outlook, though probably results partly from COVID-19. Some 66 percent of beneficiaries had completely or significantly improved their livelihoods as a result of the assets. Livelihood-based coping strategies increased from 2018 to 2019 indicating worsening food security but the project improved household income through increased crop production (81 percent of households).

9. **Efficiency** was achieved through the large scale of the programme, efficient targeting and the use of cash wherever appropriate and possible. WFP's SCOPE beneficiary and transfer management platform has been successfully used for cash transfers and the cards (and even just the registration with FFA) provide evidence of identity which, in turn, allows easier access to credit. Delays in food delivery due to poor roads and pipeline breaks, late seed and tool delivery and flooding (in 2019) all reduced the efficiency of the programme, but good collaboration with cooperating partners and government extension workers had a positive effect. Flexible donor funding enabled multi-year field level agreements with partners and closer relationships with communities.

10. **Impact:** Beneficiaries reported improved food security as a result of higher food production from farms, gardens and fish ponds, increasing the quantity and diversity of food at household level and generating income from sales of produce and fish; this was more marked in those areas with a higher potential for productive farming, lower initial vulnerability status and greater support from government organisations. Despite some assets being in poor condition, beneficiaries reported 88 percent were still functioning as intended. Improved roads brought many benefits to the whole of the community, including easier access to markets to sell excess production and greater opportunities for more diverse income generation.

11. As a result of participation in the project, women said that they no longer needed to go the bush to collect wild food and firewood for selling to buy food in the market; instead, they can work on their farms and sell produce in the market to support their families, and can now make decisions on spending income on food and non-food items. Women also felt empowered as they participated in the Project Management Committees, became economically stronger in small scale business and gained leadership skills that will continue beyond the project's duration.

³ The United States Government's system for providing early warnings on food security

12. Intangible benefits included an increased culture of work, the sharing of food, knowledge and equipment between participants and improved social cohesion. On the negative side, large-scale land clearance activities for new crop production (more than 103,000 hectares in total) risks environmental degradation. Small-scale irrigation could be used in some locations to intensify production, thereby reducing the total area needed for cropping. It would also reduce the burden of hand-watering crops.

13. **Sustainability:** A strong sense of asset ownership by beneficiaries and communities has been achieved. Asset Management Committees have been set up, though they vary in their degrees of achievement. The level of local government engagement with the FFA work varied from very strong to very weak, partly as a result of their chronic lack of resources. National government authorities are strongly supportive of the change from relief to development support. Ensuring the ongoing maintenance of the assets is a significant problem, but despite problems, overall the roads were widely assessed positively by beneficiaries for long term-benefit to the community despite the lack of equipment, knowledge and skills required to maintain the larger physical infrastructure (such as roads and dykes). Beneficiaries also clearly stated that they would continue to benefit from the improved food quantity and quality, and knowledge and skills gained through the project.

14. The criteria for exiting the programme has not been clear to all beneficiaries, although all leave after three years. This period is ample for beneficiaries in some areas (Western Equatoria) but may be insufficient in the north; 90 percent of all those who exited the programme reported that they could sustain themselves from their crop farm without further assistance. Former FFA participants were linked to the WFP supported Smallholder Agricultural Market Support in West Equatoria. Longer-term development objectives were pursued by embedding nutrition advice and behaviour change communication and gender issues directly in the project.

15. **Coherence:** The project is based on a resilience policy shared with the International Fund for Agricultural Development and the Food and Agriculture Organization of the United Nations. The FAO was a partner in the United Kingdom-funded element of the programme and added value to the project; however, coverage by other development actors, and indeed the Government of South Sudan, is thin in many parts of the country. Some of the larger cooperating partners were able to make complementary interventions with the same communities.

Conclusions

16. The project was **relevant** to beneficiary needs through the provision of food assistance to food insecure communities and the creation of assets to encourage longer-term resilience. The robust and transparent CBPP process design was successful (although with some weaknesses in implementation). Women's participation in the planning and management processes was empowering.

17. The project was **effective** in reaching almost all of its programme targets and improving household food security, agricultural productivity, incomes and community cohesion (although disputes between crop farmers and pastoralists were reported), and reducing the extent to which households had to use negative consumption-based coping strategies. Interventions focusing on increasing productivity were largely successful in increasing land cultivated, food production, skills development and improved livelihoods. The recent deterioration of beneficiaries' food consumption scores and increased use of negative coping strategies as a result of climatic shocks point to the overall conclusion that the gains achieved between 2016 and 2019 are fragile.

18. **Efficiency** was achieved through the large scale of the project and by the increasing use of the cash modality rather than food. Further efficiency gains might be achieved through reducing the costs associated with cash transfer. SCOPE (and even just FFA) registration is a valuable asset on its own as it brings easier access to credit. The greatest gains for food security were achieved in the first two years of the activities, so shortening the involvement to two years could be considered in Western Equatoria, where overall vulnerability is lower.

19. The project has had a positive **impact** on the lives of beneficiaries through increased food (including fish) production, household food security, improved access to markets and services like health

and education, asset accumulation, shifts in mindset related to work culture, and enhanced women's participation and empowerment. Income from productive assets was used to further develop commercial food production and diversify income sources. The project has succeeded in all regions, even in those ICA zones with high risk and/or persistent food insecurity and merits continuation and scaling up if resources allow.

20. **Sustainability** was fostered through a strong sense of ownership in the project's aims and activities by communities, and a commitment to maintaining the individual and community assets beyond the project. The ability of local government to engage with the project varied widely but they support WFP's continuing shift from unconditional aid to conditional resilience-building activities. The sustainability of some assets is questionable, because of the quality of the initial construction and lack of on-going maintenance as neither local government nor beneficiaries have the resources to manage the maintenance, particularly of roads. Despite this, it is likely that many benefits will remain. Small-scale irrigation could be introduced in some locations to intensify production and reduce land clearance. It would also reduce the burden of watering by hand.

21. Strong **coherence** was realised through WFP's ability to align the project with the United Nations Cooperation Framework and with the WFP Smallholder Agriculture Market Support programme. Beneficiaries, local governance structures and government stakeholders were involved in the design of the project and the CBPP process played a particularly important role in identifying community needs and priorities.

Recommendations

R1: The Country Office should examine the reasons why some Asset Management Committees are unable to ensure that infrastructure is properly maintained by the community, and then follow up with appropriate remedial action.

R2: The Country Office should consult with the government over support for the purchase of equipment suitable for carrying out maintenance work on roads and dykes as the need for improved maintenance using machinery is high. The Evaluation Team recognizes that the recommendation carries significant initial purchase costs and a comprehensive plan to ensure equipment would be available for the long-term operation and maintenance would be required.

R3: The Country Office should continue to look for improvements to support gender transformative changes. Gender analysis of the FFA project has identified many elements of the programme that supported female community members. In addition, the Country Office should ensure that i) female change agents are identified and empowered to take on leadership roles in the community; and ii) fully implement the recommendations of the 2019 rapid gender assessment.

R4: The Country Office should consider piloting - in collaboration with FAO - the introduction of small-scale irrigation systems, adapted to local hydrological conditions at selected FFA project locations. Introduction of larger-scale farming together with vegetable gardening is very laborious, especially for women. With improved irrigation, production can be intensified, reducing the need for extensive land clearance. Assessment procedures should be strengthened to avoid land degradation

R5: The Country Office should promote the production of tools together with FAO's activities promoting seed production within South Sudan. The quality and availability of tools and seeds provided by the project was too often sub-standard. Tool production could involve former FFA participants and should reduce the cost of tools and encourage greater production of locally favoured implements such as malodas. An initial review and potential engagement of the Innovation Accelerator - if there is need for external support - within the next year may help identify practical and sustainable solutions.

R6: The Country Office should consider identifying additional approaches to promoting fish farming more widely, in conjunction with partners and the government. Fish farming has been a considerable success in Western Equatoria but it was not possible to replicate this activity elsewhere during the FFA project. The Country Office should develop an outreach programme based on existing successful

operations possibly including a programme of loans/small-scale grants to communities with viable proposals.

R7: To further enhance the use of cash-based transfers, the Country Office should: i) engage with cellular network operators and relevant national regulatory authorities to advocate for the advantages of expanding mobile money coverage; ii) regularly review operators/agents for cash distribution to ensure they are offering the best price for the service required; and iii) increase SCOPE enrolment as widely as possible.

R8: The Country Office should consider introducing an 'exit package' when beneficiaries leave the project. This could take the form of a voucher for the purchase of equipment, materials or training that would contribute to improving the former participants' livelihoods at an individual or community level, and would help contribute towards a more consistent level of resilience.

R9: The Country Office should also consider introducing flexibility into the period of enrolment in the project. This would allow beneficiaries in more food secure/less vulnerable areas to exit after two years if they can achieve a satisfactory level of resilience, and conversely those in less food secure/more vulnerable areas would be able to stay involved for up to four years if necessary.

1. Introduction

1. This evaluation report covers the WFP Food Assistance for Assets (FFA) project implemented in South Sudan from 2016 to 2019. This project was designed to promote the restoration of livelihoods and enhance the resilience of the targeted communities in the area of food security against future man-made or natural shocks.

2. The duration of the project, and the period covered by this activity evaluation, was from March 2016 to December 2019. The study was commissioned in early 2020 as a decentralized evaluation by WFP's Country Office (CO) in South Sudan, but was delayed by the COVID-19 outbreak, with fieldwork being completed in the last quarter of 2020.

1.1. Overview of the Evaluation Subject

3. The purpose of the evaluation is to inform the implementation of the FFA project in the next Country Strategic Plan (CSP) cycle starting in 2023; it serves the dual and mutually reinforcing objectives of accountability to stakeholders and learning for WFP and partners. Users of the results include staff from the WFP Country Office, Regional Bureau Nairobi (RBN) and Headquarters, beneficiaries, the Government of South Sudan, the United Nations Country Team, non-governmental organizations and donors.

4. The geographic scope of the evaluation was the FFA project's targeted counties of Northern Bahr el Ghazal (NBEG), Warrap, Lakes and Western Equatoria (WES) States, and some counties in Jonglei, Unity, Western Bahr el Ghazal (WBEG) and Eastern Equatoria (EES) States, as listed in the Terms of Reference (Annex 1) for the evaluation. The map on page 55 shows the FFA areas, which were targeted based on Integrated Context Analysis (ICA) categories rankings of main livelihood zones, (see page 56) with the IPC analysis showing significant numbers of households categorized as IPC Phases 3 and 4.⁴

5. The main donors were the Governments of Canada, Germany, the United Kingdom and Japan.⁵ Table 1 shows the planned disaggregated beneficiary numbers, alongside the expected distributions of food and cash-based transfers (CBTs), and the overall annual project costs. Actuals are reported later (pages 15 & 16).

Table 1: Planned beneficiaries, outputs and costs of the FFA project

Year	Planned Beneficiaries		Planned Distributions		Programme Costs (US\$)
	Female	Male	Food (mt)	CBT (US\$)	
2016	327,024	278,576	22,065	6,000,000	
2017	270,000	230,000	10,918	4,761,936	19,564,710
2018	340,200	289,800	14,111	7,644,780	42,645,730
2019	331,306	282,224	12,174	10,618,390	39,073,114
Total			59,268	29,025,106	101,283,554

Source: WFP SS CO. Note: Programme costs are based on actuals using the latest Full Cost Recovery rate. Not available for 2016

6. The strategic objectives of the FFA project were to: i) enhance the livelihoods of smallholder farmers including scale-up and diversification of agricultural production; ii) support targeted communities building community assets to improve accessibility and enhance their adaptive capacity against future climatic shocks; iii) strengthen knowledge and skills of communities, partners and local governments in implementing FFA activities; and iv) fill short-term food gaps of food insecure communities through food and/or cash transfers. The project was aligned with WFP Strategic Outcome (SO) 3: 'Food-insecure smallholders and communities in non-conflict zones have enhanced livelihoods and resilience to seasonal climate shocks throughout the year'; this is the same in the interim CSP (ICSP)

⁴ These phase criteria are explained in detail in paragraph 14.

⁵ No breakdown of individual donor contributions was made available. Smaller contributions from other donors were also utilized.

2018-2021. Prior to the start of the ICSP, during 2016 and 2017, the project was part of the Protracted Relief and Recovery Operation 200572.

7. The project's key activities, through the creation of physical assets and food and cash transfers, were intended to: i) protect households (smallholder farmers) experiencing seasonal food gaps; ii) build and maintain community access roads and road dykes, improve social services and multi-purpose water/fish ponds; iii) strengthen natural resource management; iv) repair and construct community infrastructure; improve post-harvest storage; and develop capacity of national institutions; v) develop skills of participants to create, use and maintain the assets, and training in other life skills. The project aimed for increased household self-sufficiency and resilience to future shocks by focusing on the output/outcome of the assets created, rather than the food/cash as the output.

8. The Logical Framework is included in the ToR (see page 57). A new Theory of Change (ToC) for the FFA activities (see page 60) was developed by WFP during the review period to replace an outdated ToC available when this project was designed; this is discussed further in para 41.

9. WFP's principal partner was the Government of South Sudan at national and state levels through the Ministry of Agriculture and Food Security (MAF), the Ministry of Animal Resources and Fisheries, and the Ministry of Humanitarian Affairs and Disaster Management. Multilateral partner agencies included the Food and Agriculture Organization of the United Nations (FAO), the United Nations Children's Fund (UNICEF) and the United Nations Development Programme (UNDP). Twenty-two non-governmental organizations (NGOs) were Cooperating Partners (CPs) in this operation (see page 65).

10. Under the ICSP, the CO's strategic focus of all activities include "advancing gender equality and following a gender-transformative approach in all activities" as described in the Country Gender Action Plan (2016–2020) (GAP). The WFP CO adopted the 2017 Country Portfolio Evaluation (CPE) recommendation that FFA programmes should be a multi-year commitment, and has made two or three-year agreements with most cooperating partners. The BRACE II mid-term evaluation⁶ recommended that WFP continue its efforts to generate progressive incomes streams outside agriculture and promote financial inclusion. These efforts continue but still need to be reinforced. During the review period the programme expanded its coverage to include Unity, Western Bahr El Ghazal, Jonglei and Central Equatoria States. From lessons learnt during implementation, WFP CO is introducing several changes to the programme that are being implemented after the review period.

1.2. Context

11. South Sudan became an independent nation on 9th July 2011 after many decades of civil unrest and war exacerbated by difficult climatic conditions and humanitarian emergencies. Another civil war broke out in late 2013, but a fragile peace agreement has held since the beginning of 2020, although outbursts of localized violence persist. The 2016 Human Development Report⁷ indicated that 42.7 percent of the population in South Sudan lived below the international poverty line of US\$1.90 per day.

12. **Livelihoods and Food Security:** Livelihoods are primarily based around subsistence agriculture and pastoralism. Over 80 percent of the population resides in rural areas and 85 percent of the working population is engaged in non-waged work, the vast majority in agriculture and livestock rearing.

13. The FAO and WFP Crop and Food Security Assessment Missions (CFSAM) estimate the net cereal production, national cereal deficit and level of food insecurity each year. In 2015 there was a national deficit of 380,739 mt increasing to 518,240 mt by 2019. Over the same period, estimates of moderate or severe food insecurity rose from 48 percent of the population in 2015 and 70 percent in 2019.

14. In April 2016, the Integrated Food Security Phase Classification (IPC)⁸ report estimated 4.3 million people faced Crisis, Emergency, and Catastrophe (Phases 3, 4 & 5) of acute food insecurity. This was a

⁶ Building Resilience Through Asset Creation and Enhancement (BRACE) II, Mid-Term Evaluation Report, June 2019

⁷ http://hdr.undp.org/sites/default/files/2016_human_development_report.pdf

⁸ <http://www.ipcinfo.org>

significant increase from the 2.8 million people in the projection for January–March 2016.⁹ The deterioration in food security was primarily due to physical insecurity, the effects of the economic crisis and depleted stocks from the last harvest. By mid-2017, the situation deteriorated further with almost six million people (50 percent of the population) in IPC Phases 3, 4 and 5.¹⁰ Food security slightly improved in 2018 as a result of a combination of large-scale humanitarian assistance, better harvests, and seasonal availability of fish and livestock products.¹¹ In August 2019, over six million people were again classified in Crisis or worse.¹² Former Jonglei State had the highest number of people estimated to be in Crisis or worse, with 1.25 million people, followed by former Upper Nile State with 845,000 people. In 2019, WFP humanitarian assistance reached 4.8 million beneficiaries (of which 590,000 were in the FFA project).

15. WFP’s Smallholder Agriculture Market Support (SAMS) complements the (FFA) through promoting collective aggregation and marketing for farmers in food surplus areas and supports skills development in post-harvest management. Other programmes include the inter-agency Joint Recovery and Stabilization Programme in NBEG and the complementary: ‘Improved Food Security and Livelihood Development for Agro-pastoralist Communities in NBEG and Warrap States’ project funded by the Swiss Agency for Development and Cooperation and the FAO’s ‘ZEAT BEAD’ project.¹³

16. **Relevant Government policies:** The South Sudan Development Plan (2011 to 2016) provided a common reference point for WFP’s country strategy and projects, together with those of the Government’s Comprehensive Agricultural Development Master Plan (CAMP) (2016). More recently the Government committed itself to create an enabling environment for the delivery and protection of humanitarian assistance, as spelled out in the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan. Transparent and accountable resource, economic, and financial management is prioritized along with institutional reforms. Implementation has fallen short due to a lack of resources and resources stretched on multiple fronts.

17. The 2018–2020 South Sudan National Development Strategy¹⁴ had six interconnected priority actions; FFA project activities addressed its aims to secure access to adequate and nutritious food, to reduce economic deterioration, to restore and expand the provision of basic services, and restore and maintain basic transport infrastructure. The MAF expressed their wish to see WFP continuing to transition its programming from humanitarian relief to (conditional) development support.

18. As spelt out in the Interim CSP 2018 to 2020, WFP South Sudan has made concerted efforts to align with the Sustainable Development Goals (SDGs) 2 and 17, and national strategies such as National Girls Education Strategy 2018–2022, as well as the National Gender Policy (2012), the United Nations Country Team’s (UNCT) Interim Cooperation Framework and Humanitarian Response Plan 2016–2018, and the United Nations Cooperation Framework 2019 to 2021.

19. **Humanitarian Assistance:** The World Bank¹⁵ launched the Southern Sudan Emergency Food Crisis Response Project in 2016. The project was successful in reaching its target for farmers to adopt new technologies to increase agricultural output, and also surpassed its goal in terms of constructing new food storage facilities. However, fewer than half of the targeted families were helped by the funding, and support for the project was not renewed. The South Sudan Emergency Food and Nutrition Project was then granted US\$50 million for 2017–2019 to provide emergency support for the immediate food and nutrition needs of 60,000 beneficiaries and assisted farmers to re-engage in crop and livestock production to meet their own food security requirements.

⁹ Integrated Food Security Phase Classification (IPC), April 2016

¹⁰ Integrated Food Security Phase Classification (IPC), May 2017

¹¹ Integrated Food Security Phase Classification (IPC), Jan 2018

¹² Integrated Food Security Phase Classification (IPC), August 2019

¹³ Which aims to improve the livelihoods and food security of 20,000 households in NBEG, WBEG, Warrap and Lakes States

¹⁴ Republic of South Sudan National Development Strategy, 2018–2020

¹⁵ <https://projects.worldbank.org/en/projects-operations/project-detail/P163559?lang=en>

20. Humanitarian access continues to be highly constrained. People are severely restricted in their movement due to the impact of heavy flooding, violence, and latterly the COVID-19 measures. This affects both the effective delivery of assistance by humanitarian workers, and people's ability to access humanitarian aid.¹⁶

21. **Gender dimensions:** As highlighted in the National Gender Policy (2012),¹⁷ challenges to achieve gender equality in South Sudan include an entrenched patriarchal social system resulting in unbalanced power relations and unequal opportunities for participation in political, social and economic development between men and women. High levels of sexual and gender-based violence (SGBV) and maternal and child mortality continue to pose a serious health and development challenge. Extremely high levels of illiteracy among women (90 percent)¹⁸ and limited opportunities for education and skills training, combined with traditional barriers to women's access to productive assets, severely limit women's economic empowerment and affect the overall food security situation in the country.¹⁹

22. Several commitments that address gender equality and women's empowerment (GEEW) have been made by WFP and other international partners.²⁰ A Rapid Gender Assessment commissioned by WFP in 2019 provided a gendered analysis of the FFA programme to better understand how women and men at different lifecycle stages experience and benefit from the project activities, and to generate recommendations to advance gender equality in future FFA programming. The FFA project's gender mainstreaming approach focused on equal representation of women during the planning and management processes, ensuring at least 50 percent of project participants were women; and implementing gender sensitive/responsive approaches in all activities.

1.3. Evaluation Methodology and Limitations

23. The inception phase of the evaluation was finalised in March 2020, but data collection was postponed due to the COVID-19 pandemic and associated travel restrictions, eventually taking place in November/December 2020, with three additional national evaluators hired to enable the qualitative field visits to proceed. No other major limitations were encountered, and the national evaluators were able to collect data in the field, and Juba-based interviewees were all available for remote interview.

24. The evaluation was carried out according to the ToR (Annex 1) and was based on four sources of data: i) project documentation supplied by the CO in the form of an online library; ii) interviews with staff from the CO, RBN, and other key stakeholders, conducted remotely by the international evaluators; iii) qualitative fieldwork carried out by four national evaluators; and iv) an outsourced quantitative household survey designed and managed by the ET, but implemented by Nairobi-based research firm Axiom Monitoring and Evaluation Ltd, under sub-contract to KonTerra. Details of the documents reviewed are included in Annex 2, key stakeholders consulted are listed in Annex 3, and the methodology and site mapping for the qualitative fieldwork and household survey is described, together with the team's approach to applying the IHPs, in more detail in Annex 4.

25. **Site Mapping:** The field surveys covered six of the nine States in which FFA interventions occurred, with a range of livelihood zones, different ICA categories (see links given in para 4), different transfer modalities (cash-based transfers (CBT), in-kind food or both), a representative mix of asset types and different operational maturities. The States for inclusion, as proposed in the ToR, were confirmed in the inception report, and those visited are shown in Table 2 below. While the field team was able to

¹⁶ ACAPS humanitarian access review, Dec 2020

¹⁷ The Republic of South Sudan, National Gender Policy (2012), Ministry of Gender, Child and Social Welfare.

¹⁸ Girls' Education Strategy 2018 –2022, Ministry of General Education and Instruction

¹⁹ National Gender Policy, Ministry Of Gender, Child And Social Welfare, 2012

²⁰ These include: i) the 2030 Agenda for Sustainable Development and its Goals (SDGs); ii) WFP Strategic Plan (2017-2021), which calls for the integration of gender across WFP's work and activities; iii) WFP Gender Policy (2015-2020), which emphasizes "the gender transformative approach to food assistance programmes and policies; and iv) the WFP Gender Action Plan, an accountability framework for the implementation of its gender policy (this reflected on the FFA project design in terms of design of activities, implementation process and information gathering).

meet with agro-pastoralists in the ironstone plateau area the FFA interventions do not yet include true pastoralists so the report does not discuss this group.

Table 2: States / Counties visited by Evaluation Team

State	ICA category	County / transfer type
Warrap	2, 3, 5 (western border)	Tonj South (in-kind) / Gogrial West (CBT)
NBEG	1 & 2	Aweil Centre (both) / Aweil East (both)
Unity	1 & 2	Rubkona (in-kind)
WES	3	Yambio (CBT) / Nzara (CBT)
Jonglei	4	Bor South (in-kind)
CES	1	Gondokoro (CBT) / Terekeka (in-kind)

26. As shown in Annex 5 in disaggregated detail, a total of 262 individual interviews and/or focus group discussions (FGDs)²¹ (with 159 men and 103 women) were carried out in six States, covering interviewees from Government, WFP offices, cooperating partners and communities. Beneficiary respondents were selected to achieve gender balance and an inclusive representation of youth, disabled and otherwise vulnerable people.

27. The quantitative household survey covered the same range of contexts as above; 24 enumerators Axiom were deployed working in three teams.²² A total of 432 beneficiaries were initially selected at random from WFP beneficiary lists in clusters selected from six counties (72 households per county) in four States where the three transfer modalities had been implemented; 465 households were surveyed in practice (Table 3). More details of the quantitative survey methodology are presented in Annex 6.

Table 3: Location of beneficiary households sampled for household survey

State / County	Participants			Transfer Type	Female HH	Male HH
	Female	Male	Total		n	n
Jonglei / Bor South	980	1,020	2,000	In-kind	26	47
Northern Bahr el Ghazal Aweil Centre, Aweil East	29,946	17,010	46,956	CBT & in-kind	75	97
Warrap Gogrial West, Tonj South	52,058	39,470	91,528	CBT	25	51
				In-kind	12	60
Western Equatoria / Nzara	4,732	4,693	9,425	CBT & in-kind	18	54
Total	87,716	62,193	149,909		156	309

28. Primary data collected through the household survey was complemented and cross-referenced with secondary data provided by the CO in the form of Post Distribution Monitoring (PDM) reports, and other available secondary data. Data was collected via tablets running Kobo data collection software to reduce data entry errors, and minimise the incidence of incomplete questionnaires.

29. The evaluation was tasked to answer the 19 equally important questions provided by WFP in the ToR (see Annex 7), grouped under the OECD-DAC²³ evaluation criteria headings:²⁴

- Relevance – Alignment to beneficiary needs, targeting approach and gender analysis.
- Effectiveness – Achievement of results, contribution of different transfer modalities, improved knowledge of beneficiaries and support to co-operating partners.
- Efficiency – Cost-efficiency, timely delivery and resource allocation.
- Impact – impact of project and its transfer modalities on the community, contribution to food security and resilience and unintended consequences
- Sustainability – community ownership, long-term benefits, appropriateness of graduation criteria.
- Cohesion - consideration of WFP resilience strategy, complementarity with other actions.

²¹ Eight FGDs were conducted with all female beneficiaries

²² Axiom worked closely with the WFP CO to obtain letters of permission and arrange logistics

²³ Organisation for Economic Co-operation and Development – Development Assistance Committee

²⁴ The ET believes that these questions cover all important aspects of the project design and implementation.

30. A detailed Evaluation Matrix (Annex 8) was designed by the ET and formed the basis for data gathering in Juba and in the field. The matrix includes: i) added sub-questions; ii) measures and indicators; iii) likely sources of information; iv) methodology of data collection; and v) the expected quality of the data. A set of guiding questions was developed to ensure that qualitative interviews covered all the key issues. Evidence was verified and corroborated through: i) systematic triangulation between the four data sources; ii) regular discussions within the team; iii) follow up information requests to WFP; iv) debriefing/validation sessions with WFP and stakeholders at the end of the field mission and v) feedback on the draft report.

31. The evaluation team was careful to ensure that data collected was relevant to the reference period as, during 2020, the population of South Sudan and the FFA project was severely affected by COVID-19. Due to this and the time elapsed since the reference period, some responses could have been influenced by events during 2020. Both the qualitative and HH survey teams were careful to minimise this by informing interviewees of the timeframe for the evaluation.

32. **Gender** was mainstreamed throughout the evaluation methodology with the ET aiming to gather gender-sensitive and disaggregated results of the project activities (see Annex 9). The United Nations Evaluation Group (UNEG) guidance on gender was also used to shape the evaluation approach. A gender analysis was applied to the design, selection, implementation, monitoring and evaluation of the project. The core evaluation team and field team were gender balanced to the extent possible.

33. The field team conducted gender segregated FGDs with beneficiaries ensuring that around 50 percent of the interviewees participating in the qualitative survey and over 60 percent in the quantitative survey were females. Primary data collected in both surveys was gender disaggregated. Gender specific indicators were analysed and triangulated with the project's previously documented data and available resources. Gender specific findings and recommendations have been highlighted throughout the report.

34. Regarding data limitations, the ToR questioned the accuracy and existence of output-level data and that full PDM reports may only be available as summarized findings. The findings for this report are triangulated between the available PDM data together with project reports (particularly BRACE II), as well as the data collected by the ET. Several key documents were not included in the initial document library but were supplied on request. Other relevant documents and data were not made available until requested during the reporting phase, one year later,²⁵ and full data on donor contributions were not available even then. Post-distribution monitoring reports provided information on the major indicators including food consumption, coping strategies, community assets and gender participation and protection, but they also acknowledged the difficulties of obtaining reliable data.²⁶ With the introduction of the CSP many indicators were modified, including for the FCS. A new Asset Benefit Indicator (ABI) tool replaced the Community Asset Score system, recording quantity but not quality or sustainability of assets. Specific indicators for GEEW (see Annex 10) and human rights indices²⁷ were set out at the beginning of the project and gender disaggregated data was collected for most outcomes (for example, FCS and CSI); different gender-based preferences for cash versus in-kind were also tracked. The PDM reports presented other GEEW indicators in a less consistent way; for example, women's participation in the project management, perception of the PMCs' representation of the communities, access to complaint mechanisms, decision-making in the use of benefits within the household and safety at distribution points. Limited information was captured on sexual and gender-based violence and on collaboration with other partners on gender mainstreaming.

35. Quality of the outputs was assured using Decentralized Evaluation Quality Assurance System (DEQAS) and Active Learning Network for Accountability and Performance (ALNAP) standards together with the use of WFP technical notes, templates and checklists. KonTerra's Quality Assessment expert

²⁵ The SPRs for PRRO 200752 for 2016 and 2017, and full data on beneficiaries by modality and budget were received in Feb 2021.

²⁶ For example protection was highlighted in Post Distribution Monitoring report 11.2018

²⁷ Absence of protection challenges, transparency in programming and beneficiary feedback collection and documentation

reviewed all outputs before submission to WFP. All team members are fully impartial and independent and have no direct or recent interest in WFP's activities in South Sudan.

36. Interviews were carried out in accordance with the UNEG 2008 Ethical Guidelines for Evaluation, notably to ensure informed consent, anonymity and confidentiality. The ET used UNICEF's Procedure for Ethical Standards²⁸ in research, evaluation, data collection and analysis related to child consultations. The field notes are kept confidential and will not be turned over to public or private agencies. Steps were taken to ensure that men, women, boys and girls felt that interviews were conducted in appropriate locations so that they were able to freely express their views and concerns without fear of reprisal. For the HH survey, all identifiers were removed so no data can be traced to any individual, after which the clean dataset will be shared with WFP CO staff. The results of the survey will remain available²⁹ until the end of August 2021. No effects of the intervention on human rights or gender equality were identified.

37. All fieldwork was designed to closely adhere to Government of South Sudan health precautions, and was aligned with the WFP Technical Note for undertaking evaluations during COVID-19 at all times. Visits to field sites were subject to a security risk assessment prior to departure, and reconfirmed with WFP field officers, due to the ongoing conflict in some parts of the country. All inter-State travel was done by air; access to the field sites for data collection was unaffected by the 2019 floods.

2. Evaluation Findings

38. The following section delivers the evaluation team's findings against the questions and sub-questions asked in the ToR, and are grouped under each of the six DAC evaluation criteria, as shown in para 29 and Annex 7. Data presented below is taken from the household survey unless stated otherwise.

2.1. Evaluation Question 1 – Relevance

39. Food Assistance for Assets is one of WFP's key programmes for providing food assistance to food insecure and vulnerable people. It can produce immediate advantages to food security and nutrition by filling a food gap whilst supporting households and communities to build assets.³⁰ Stakeholders found the FFA activities in this project relevant to the context in South Sudan in the period 2016-2019, as the country moved towards recovery following several shocks. Families from agricultural backgrounds were struggling to meet their immediate food needs, and lacking access to essential agriculture inputs such as seeds and tools in order to cultivate. The project activities covered those needs, improved the agriculture skills and encouraged an increase of production.

40. The four pillars of the South Sudan FFA project were designed to address the underlying causes of food insecurity. Pillar I - focusing on restoring the productive capacity of arable land - was relevant in the targeted areas in terms of communities' traditional experience of agriculture as a key source of livelihood, basic knowledge, willingness and feasibility. For Pillar II, which focused on building and improving community infrastructure (access roads, road dykes, ponds, wells, etc.), relevant assets were selected and prioritized through community discussions facilitated by CPs. Pillar III covered natural resource management and climate change adaptation activities, such as flood control dykes, seedling production, and water channels - similar to Pillar II, only projects that

Beneficiaries in FGDs in Western Equatorial explained:

"The design of the project was appropriate to our needs. Before the project, getting money and enough food was hard. We used to cultivate small pieces of farmland, but the project enabled us to gain skills and encouraged us to increase the farm size. We were only producing food for home consumption but now we can sell some excess."

²⁸ Available at: <https://www.unicef.org/media/54796/file>

²⁹ Results available via Axiom's website: https://axiomme.shinyapps.io/wfpssudan/?_ga=2.26619326.2002256222.1610438041-1547938924.1595768883

³⁰ WFP South Sudan 2018 FFA Strategy

were feasible and relevant were selected. Lastly, Pillar IV, focused of capacity building and skills development, which is highly relevant in the largely illiterate society. This is especially the case for the youth, as many lack necessary skills to generate income and/or support community development, as well as offering a great chance to bridge the gender inequality gap.

41. In the ToR, WFP identified that the ToC in use at the design stage was based on knowledge carried over from the previous FFA project. During implementation of that project both WFP and the BRACE II Mid-Term Review (MTR) identified the need for a new ToC based on current resilience theories and strategies. The work was started in 2017 but only completed in 2019,³¹ so was not part of the design of the activities under review. The revised ToC (see page 60) was based on a comprehensive participatory problem analysis. It is generally appropriate to the period under discussion although few Pillar III activities were implemented. Although some weaknesses in implementation are noted in this report, the assumptions and risks have proved appropriate (for example, moderate but not extreme floods/droughts are assumed); and few of the risks have occurred (some aspects of asset quality and community ownership but no major new civil strife). It was noted by the BRACE II MTR that farming is a relatively high-risk food- and income-generating activity so to improve resilience, more diverse income opportunities beyond the farm should be included. The ET noted that pastoralists encountered more problems setting up agricultural activities due to cultural reasons and the risks of stock animal encroachment, so this might be considered a risk for this group.

42. The FFA project continued to respond to beneficiaries' needs throughout its duration. More than 97 percent of the surveyed beneficiaries confirmed (in 2020) that they were still receiving as much benefit from the assets as when the assets were first completed, whilst almost half perceived the benefits to be even greater. Staff of the CPs suggested that the regular reviews of project results ensured its continuing ability to respond to the beneficiaries' needs. An example of this was the introduction of value chain development for some crops like maize and pulses.

43. Some good examples of the project maintaining its relevance to beneficiaries' needs were captured. In 2018, WFP gave additional flexibility regarding the selection of assets: households could create one asset from Pillar I to increase household food availability, and a second asset from any of the other three pillars.³² Another adaptive approach to meet beneficiaries' preferences was the shift from the purchase of forest trees to fruit trees to ensure the increased likelihood of continued long-term care. A budget revision in 2018 included a new community-based road maintenance proposal, which allowed for the upkeep some 400 kilometres of community access roads that connect farmers to markets and enhance access to services.³³

44. **Targeting:** In 2016, for the geographical targeting WFP used the multi-agency Resilience Context Analysis (carried out the previous year) to select the project locations at county level.³⁴ Thereafter, the ICA recommendations, the IPC and the food security and nutrition monitoring survey (FSNMS) results were used as part of the three pronged approach³⁵ which ensures compliance with the IHPs.³⁶ Selection of targeted communities was based on joint needs assessment involving several actors, including United Nations agencies, the government and other humanitarian and non-humanitarian actors. This ensured the operational independence (IHP)³⁷ of WFP activities in general and FFA in specific and meeting humanitarian assistance objectives rather than political, economic, or military objectives.

45. Counties where a majority of households faced Phase III food insecurity were identified for the FFA intervention, and the caseload allocated to that county was determined based on available or expected resources, taking into consideration the severity of food insecurity, and field office and partner

³¹ M&E Support Mission Report, June 2017 and Mission report, Design of Food for Assets Activity Evaluation, August 2019

³² WFP South Sudan - FFA 2016-2018 End Project Report to Global Affairs Canada

³³ Budget revision 4 WFP-0000101985

³⁴ WFP Standard Project Report 2016 WFP-0000012513

³⁵ <https://www.wfp.org/publications/2017-three-pronged-approach-3pa-factsheet>

³⁶ OCHA - What are Humanitarian Principles? 2012

³⁷ References to compliance with individual IHPs are marked (IHP) throughout the report.

capacity. In general areas with more diversified natural resources, and better security and access, enhanced technical support and monitoring were prioritized.³⁸

46. The FFA project used the CBPP approach to ensure community engagement in the design of assets. A practical planning tool, guided by WFP and facilitated by the CP staff, the CBPP brought together the vulnerable communities with local authorities over two to five days to discuss community needs, available resources and prioritization. The CBPP was widely appreciated by the different interviewed stakeholders, and most importantly by the targeted communities themselves, as confirmed during different interviews. One donor called the approach “encouraging”.

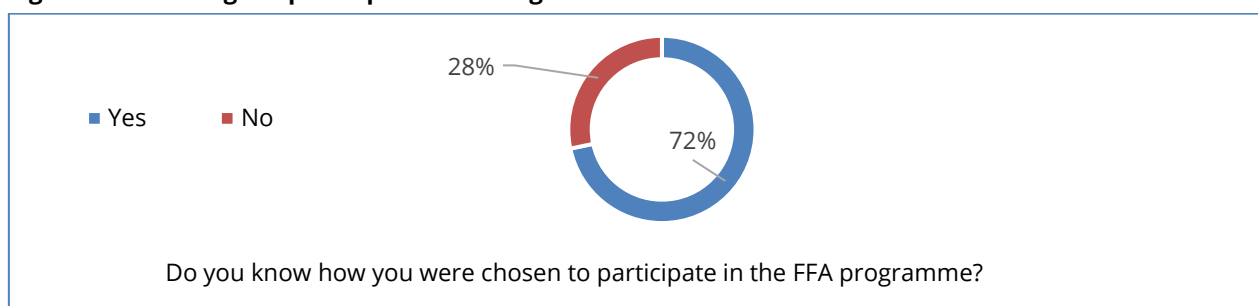
47. Payam level³⁹ prioritization was done in two layers: 1) payams that had the most people requiring the type of assistance provided by the project and; 2) payams that had the most households meeting the prioritization criteria, as listed by the CP planning team during the CBPP rounds.

48. Vulnerability assessment results were further localised during the CBPP process as the community leaders worked together to identify the most vulnerable people in their communities. Interviewed beneficiaries reported several factors were considered during the targeting, the selection of the assets, and the intervention modality. These included: market assessments; analysis of agricultural products and seasonal calendar; feasibility studies to assess the viability of the selected assets in local communities; and the security situation and access to targeted areas.

49. A majority of interviewees in the visited locations described how the assets were selected in a participatory manner. This brought the community into agreement on the focus of agricultural production (for example: cereals, groundnuts and vegetables) and community assets (like health centres, community access roads and water ponds etc). The quantitative survey confirmed that 86 percent of the respondents were aware of the project management committee (PMC) and the majority of them (98 percent) felt that the committees represented them well. Each PMC comprised four male and four female members. WFP monitoring data of 2018/2019 confirmed the positive role played by PMCs and proper representation of the communities in terms of gender and age.

50. Seventy-two percent of project beneficiaries were aware of why they were chosen to participate in the FFA activities (Figure 1), with the reasons they gave shown below in Table 4. Over the implementation period, poverty, lack of stable income or productive assets and female headed households were consistently identified during the CBPP rounds as priority to be included in the FFA activities. The CBPP process ensures that communities prioritize their collective needs, hence project activities are not benefiting any specific political, racial, religious or ideological group, addressing the IHP topic of Neutrality.

Figure 1: Percentage of participants knowing the reasons for their own inclusion



Source: Household Survey

³⁸ WFP Standard Project Report

³⁹ A payam is the second-lowest administrative division, below counties, in South Sudan. They are further subdivided into a variable number of bomas. As of 2017, South Sudan had 540 payams and 2,500 bomas

Table 4: Awareness of targeting criteria

Explanation of people's selection for participation in FFA activities	%
Households meeting other vulnerability criteria as identified for poor/very poor households during the CBPP	45
Female-headed households	30
Households who do not own productive assets or livestock	12
Daily wage-earning households or households with no reliable income (i.e. households who rely on casual daily labour for income)	4
Households with a family member discharged as cured in the last three months from an Outpatient Therapeutic Programme (OTP), or Targeted Supplementary Feeding Programme (TSFP) site	3
Don't know	3
Households with chronically ill or disabled family members	1
IDP households	1
Other	1

Source: Household Survey

51. The extent to which participatory selection of assets was successful varied, and depended on the CPs' ability to effectively engage local authorities, chiefs and community leaders without them dominating the process and bypassing the people's expressed priorities and ideas. Overall, the selection of assets reflected community needs, as the most needed assets were prioritized, taking into consideration what was feasible within the project scope and seasonal factors. Considering the poor levels of existing infrastructure in the targeted locations, the created assets were appreciated by the beneficiaries even when they felt the selection process was not primarily driven by their expressed preferences. Issues were faced during the early stages of project implementation related to the long travel distances to some project sites, and WFP responded by allowing smaller group of participants, closer farming locations and a wider scope of activities.

Beneficiaries in FGDs in Saura and Basukangbi in Western Equatoria State explained:

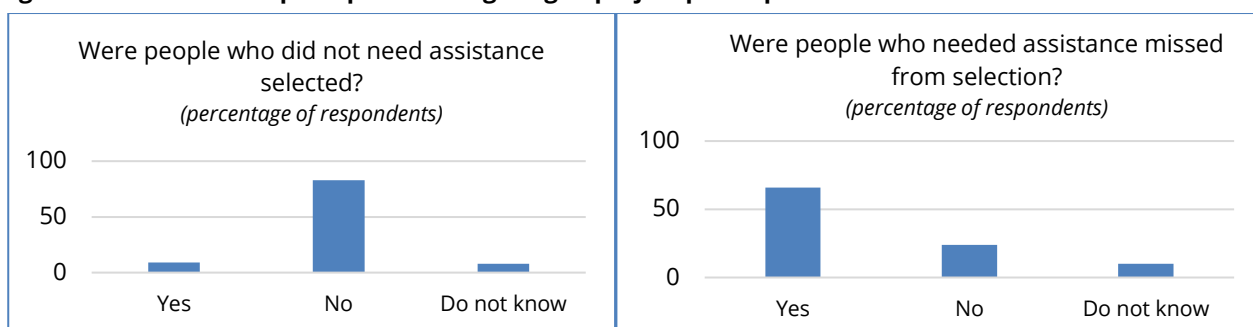
"We analysed issues related to beneficiaries' access to land. Participants with limited plots of land in Yambio were grouped to produce vegetables in 400 square metre spaces and those in the rural areas of Nzara had the opportunity to cultivate field crops in one feddan (approximately 4,200 square metres) per household. We analysed the feasibility of fishing, having community members with knowledge of fish farming from Sudan and Egypt. We looked into water availability to fill and refill the ponds and determined that fish would be highly marketable in Yambio and Nzara. Ready-mixed feeds are expensive so we planned a training on how to formulate feeds locally using available material and organize safe areas so no one will come to steal our fish. That's why our groups were successful."

52. Able-bodied persons (both women and men) were selected from food insecure households which contained disabled and elderly persons. The majority of interviewed beneficiaries described the process as fair. According to beneficiaries in Saura and Basukangbi (also see text box), vulnerable households included those who found it difficult to afford two meals a day, widows, households with orphans, physically and mentally disabled persons, chronically sick persons, and the elderly. In Yambio, more economic factors - like wealth, lack of income, and loss of property during conflict - were used to identify vulnerable households.

53. A majority of interviewed beneficiaries reported that community leaders dominated the CBPP process,⁴⁰ an issue also captured during the regular monitoring in 2019. In response, WFP recently introduced changes in the targeting process (which were tested in 2020), to ensure more community participation and avoid chief/local authority dominance over the process, including the recruitment of additional staff at sub-offices to provide CBPP support. Beneficiary perception of targeting is shown in Figure 2.

⁴⁰ in Gogrial Town, Kuajok, in Warrap State, as well in Aweil Town, APADA & Majok Dut in NBeG State and Rubkona, Unity State.

Figure 2: Beneficiaries' perception of targeting of project participants



Source: Household Survey

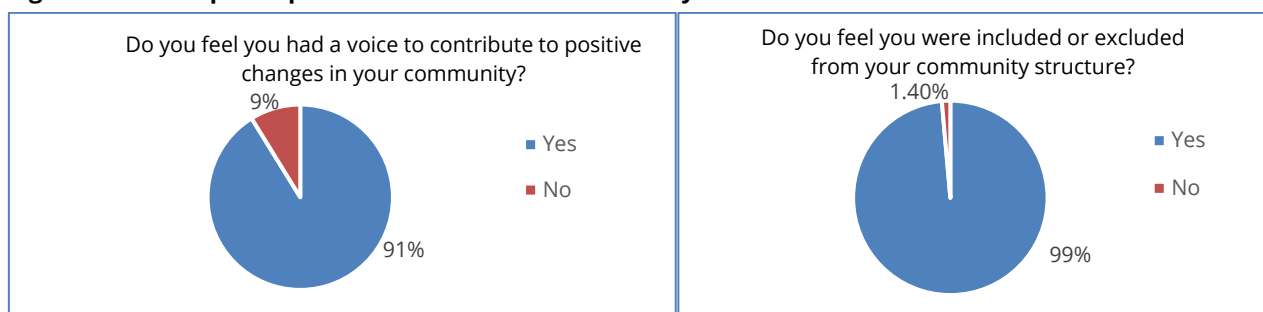
54. Across almost all visited locations, all vulnerable groups appeared to have been included in the targeting with no specific vulnerabilities being intentionally overlooked and/or excluded. This equal treatment of male/female beneficiaries with regards to receiving project benefits, access to information, access to training and to complaint channels is considered as fully impartial (IHP). However, in Aweil and Rubkona, some of the more vulnerable groups missed out on support due to the limited project caseload planned by WFP. In Yambio, some families arrived late, making it difficult to add them to the lists. In Pakur, selection was uniformly based on one person per household regardless of the level of vulnerability. Government representatives interviewed felt that the project's planned caseload was small in comparison to the level of need.

55. About 66 percent of the survey respondents believed that people who needed assistance were missed from the selection, due mainly to a shortage of project resources (see Figure 2 above), which did cause some intra-community jealousies. Beneficiaries reported some harassment as a result of being selected, although fewer female (5.96 percent) than male (16 percent) of male respondents reported such issues. The percentage was higher in the PDM reports and WFP did change the selection of the community asset locations and distribution points to make them closer to the beneficiaries.

56. **Choice of Transfer Modality:** WFP's selection of the transfer modality used was informed by market assessments, financial institution capacity assessments, security and the beneficiaries' general preferences (as per the PDM reports). Beneficiaries in Apada, Gogrial and Juba confirmed that cash distribution met their needs as food is available in the markets and cash can be used for multiple purposes. Conversely, in Rubkona, Terekeka and Bor South, beneficiaries confirmed that food in-kind is what they most needed, as food availability is limited and prices are high in the market.

57. **Gender:** During the key informant interviews (KIIs) and FGDs, it was confirmed in the majority of cases that the FFA project's gender mainstreaming approach (mentioned above in paras 27 & 37) was well followed. Most of the interviewees in the six visited locations said that the consultation process included women groups, youth, and people with disabilities. In some areas, the process was reportedly dominated by local leaders, but the majority of women in the quantitative survey (91 percent) felt their voices were heard during the planning stage and included in the community structure (Figure 3), and more so now than before the project started (87 percent of female respondents).

Figure 3: Female participants' inclusion in the community structure



Source: Household Survey

58. The project successfully increased the proportion of women in the food assistance decision-making entities from 37 percent (PDM) in 2016 to 50 percent in 2020 (survey). During the qualitative survey, female beneficiaries reported having had no 'voice' before the project, plus a lack of respect, no source of income, child marriage, high rates of school dropout and domestic violence and abuse. In the dry season, when food is scarce, women went in search of wild fruits and vegetables, or wood to sell. *"It was only men who were working hard to support the family, now the situation has changed."* The interviewed beneficiaries reflected on the project results at the household level in terms of increased income and improved access to a diversity of food. *"We can afford what we always wanted. We got a manual peanut butter machine, and some of us have bought new bicycles and are now able to support the needs of our households,"* stated female beneficiaries in Yambio and Nzara.

59. The majority of surveyed beneficiaries (over 87 percent) confirmed that topics related to gender equality were discussed during the activities, as per WFP guidance to CPs.⁴¹ Another positive indicator is that about 85 percent of surveyed female respondents confirmed their participation in meetings or discussions on how to use community assets, with the same number saying they continue to participate in decision-making over the management and/or improvement to the community assets.

60. Household survey data indicates that communities made changes to respond to the unique needs of female participants. For example, selling vegetables was allocated to women and the excavation of fishponds to men. In roads, wells and bridge construction, men did the digging and women engaged in carrying the soil and packing the soil bags. Females were allowed to leave group work early to ensure they had time to breastfeed as well as cook and fetch firewood and water for the household. Those results were widely appreciated by the beneficiaries, project management and donors. In one interview, a donor stated that the CBPP represented in their view "a platform to engage men/boys to advocate for women and advance gender equality."⁴²

61. The Rapid Gender Assessment carried out for WFP in 2019 found that i) work norms needed to be tailored for women, men and vulnerable groups according to their different needs; ii) work norms and arrangements needed to consider women's high work burdens and multiple responsibilities; iii) FFA assets that reduce women's workloads and hardships should be prioritized; and iv) arrangements for the distribution of cash-based transfers in some locations required urgent attention to improve safety and security and reduce travel times, especially for women.

62. **Protection and Complaints Mechanism:** Over 66 percent of the surveyed beneficiaries reported that female members collected food from the last distribution. Protection concerns arose from the risks associated with the travel/movement to receive food or cash benefits, and at least 16 percent reported safety problems in the process. Female beneficiaries voiced the need to ensure safe access to the farm sites, particularly during weeding and harvest as they are responsible for those tasks. Data also indicates that female beneficiaries are subject to greater pressure to share their received cash entitlement than males: 27 percent compared to 12 percent. Using mobile money could be a solution and giving the HH the choice of who collects the benefits and not forcing females to take on this responsibility alone could be another solution.

63. In 2018, WFP set up the Complaints and Feedback Mechanism (CFM) for receiving and managing feedback and complaints from affected populations in the field. The CFM includes a hotline, help and feedback desks at every distribution point, community outreach activities, and a database to track and capture follow up activities.⁴³ In line with IHPs, these complaint procedures were in place across almost all visited locations. The beneficiaries reportedly first channelled their complaints to the PMCs and help desk, and if not resolved, then approached the chiefs. Otherwise, complaints were directed to either the CP or WFP. The ET confirmed that the two Juba-based hotlines, even though only accessible to

⁴¹ WFP SSD - FFA Targeting Guidance was based on the 2016 FFA PGM - and revised in January 2020

⁴² 02_Summary of discussion points - FFA donor meeting

⁴³ CFM SOP March 2018

beneficiaries with mobile coverage, are operational and complaints are transferred to the appropriate sub-office for resolution.

64. At least 78 percent of surveyed beneficiaries knew how to make a complaint or to provide feedback. Fifty four percent stated that they had either complained or given feedback about the project. Female respondents preferred making complaints via traditional community leaders, while males preferred to go through the PMC. Twenty-two percent of those who had a reason to complain had chosen not to, stating that they were afraid to complain, 14 percent stated that the complaint mechanism was not accessible, 13 percent expected no resolution and 10 percent referred to concerns over a lack of anonymity or neutrality. Seventy-two percent of people who complained reported that they received a response, of which 71 percent reported their complaint was adequately resolved by WFP or its CPs, and 88 percent perceived it as immediate response. Gender related differences in response to the above issues slightly favoured male respondents all the time. Most importantly, 24 percent of complaints made by female beneficiaries were about abuse/coercion by local leaders and authorities.

Key findings and conclusions – Question 1 (relevance)

- The provision of food assistance in the targeted areas was highly relevant and produced immediate advantages to food security and nutrition whilst, at the same time, supporting asset creation.
- Restoration of productive arable land, improved community infrastructure, climate change adaptation and capacity building and skills development were all important interventions to improve resilience.
- The processes of targeting and selection of beneficiaries, asset selection and transfer modalities were well managed and generally transparent to communities.
- The CBPP process was appropriate to the needs of the community and was well implemented in most cases
- Gender was mainstreamed through the equal representation of women as participants, during planning and management and gender sensitive project activity design.
- The Complaints and Feedback Mechanism for receiving and managing feedback and complaints from beneficiaries identified some serious problems of gender-based abuse/coercion. Most complaints received a timely response.
- Overall the project was designed and implemented with due regard to IHPs and where there were problems WFP has taken measures to ensure alignment with the Humanitarian Principles.

2.2. Evaluation Question 2 - Effectiveness

65. During the period under evaluation the FFA project reached 86 percent of the planned beneficiaries, and became increasingly effective in reaching the planned annual numbers as the activities progressed, with the percentage of targeted beneficiaries reached rising from 67 percent in 2016 to 96 percent in 2019 (Table 5). However, although the overall numbers and percentage of targets reached improved year on year, the gender disaggregated figures for 2019 indicate a deterioration in achievement of targets for female beneficiaries (82 percent), and an over-achievement for male beneficiaries (113 percent). The reasons for this are unclear, and while they may include communities selecting assets which favoured male participation during planning for 2019, the issue requires deeper investigation by the CO.

Table 5: Planned and actual beneficiaries from 2016 to 2019

Year / Total	Gender	2016	2017	2018	2019	Average
Planned	Female	327,024	270,000	340,200	331,306	
	Male	278,576	230,000	289,800	282,224	
	Total	605,600	500,000	630,000	613,530	
Actual	Female	219,086	241,857	316,791	270,568	
	Male	186,628	206,027	269,859	317,624	
	Total	405,714	447,884	586,650	588,192	
% Achieved	Female	67%	90%	93%	82%	83%
	Male	67%	90%	93%	113%	91%
	Total	67%	90%	93%	96%	86%

Source: WFP: ACRs 2016-2019 and in FFA presentation to the ET (November 2020)

66. Over the four years the project distributed 62 percent of planned food commodities and 78 percent of planned cash; after low actual totals in 2016 the programme achieved close to (or above) planned totals for the period 2017-2019 (Table 6).

Table 6: Distributions and costs of the FFA project 2016 - 2019

Year	Planned Food (mt)	Actual Food (mt)	% Achieved	Planned CBT (US\$)	Actual CBT (US\$)	% Achieved	Programme Costs (US\$)
2016⁴⁴	22,065	7,801	35%	6,000,000	3,415,798	57%	
2017	10,918	9,436	86%	4,761,936	6,035,802	127%	19,564,710
2018	14,111	15,705	111%	7,644,780	7,880,800	103%	42,645,730
2019	12,174	11,518	95%	10,618,390	8,798,150	83%	39,073,114
Total	59,268	36,659	62%	29,025,106	22,714,752	78%	101,283,554 ⁴⁵

Source: WFP ACRs 2017-2019, 2016 direct from CO.

67. The FFA project was WFP South Sudan's main instrument for achieving Strategic Objective 3 (SO3).⁴⁶ Four of the outcome indicators⁴⁷ were used to measure progress in this SO: Food Consumption Score (FCS), Coping Strategy Index (CSI) score, seven-day Dietary Diversity Score (DDS), and Combined Asset Score (discontinued in 2017).

68. The project was successful in raising the beneficiaries' FCS for the period under review. Between 2016 and 2019, the percentage of households with 'acceptable' food consumption levels increased from 30 percent (2016) to 56 percent (2018) (Figure 4). WFP notes in its 2016 Standard Project Report (SPR) that the relatively poor food consumption scores reflected the wider food insecurity issues prevailing in the country during that year, and delays associated with the project start-up. Annual targets for FCS changed every year, but in 2019 the project aimed to ensure over 63 percent of households achieved an acceptable FCS (not achieved), and for fewer than 24 and 13 percent of households to have borderline and poor scores respectively (not achieved). Interviews with beneficiaries indicate that improvements in food security over the programme period can be attributed to the project, but that they are still exposed to climatic shocks. Indeed, in 2020, the proportion of households with an acceptable FCS fell to 17 percent, a likely reflection of the deterioration of the national food security situation since 2019, which WFP reports⁴⁸ as worsening compared to 2018 due to climatic shocks and the continuing political and economic crises, plus the impacts of the COVID-19 pandemic on economic activity in South Sudan, particularly food imports.

⁴⁴ Programme cost data not available for 2016.

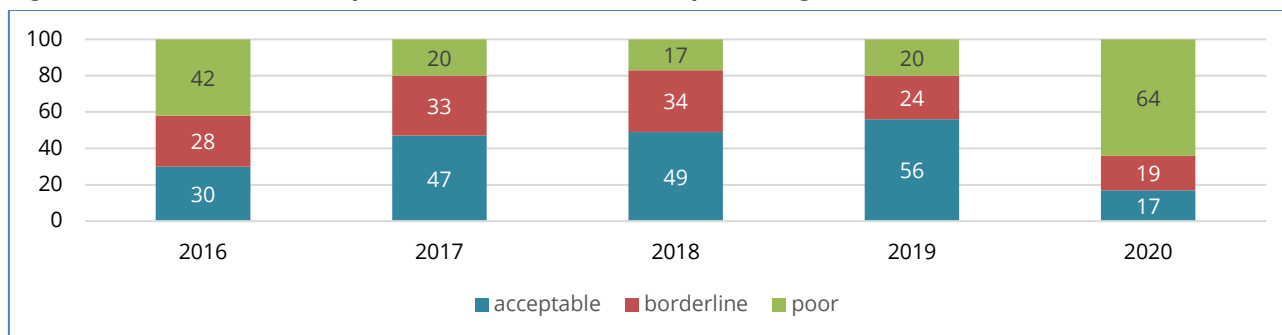
⁴⁵ 2017-2019 total

⁴⁶ SO3 in WFP Strategic Plan 2014–2017, and SO3 in Integrated Country Strategic Plan 2018-2021: "Reduce risk and enable people to reduce risk and meet their own food and nutrition needs"

⁴⁷ Livelihoods CSI was also used in some years

⁴⁸ WFP ACR 2019

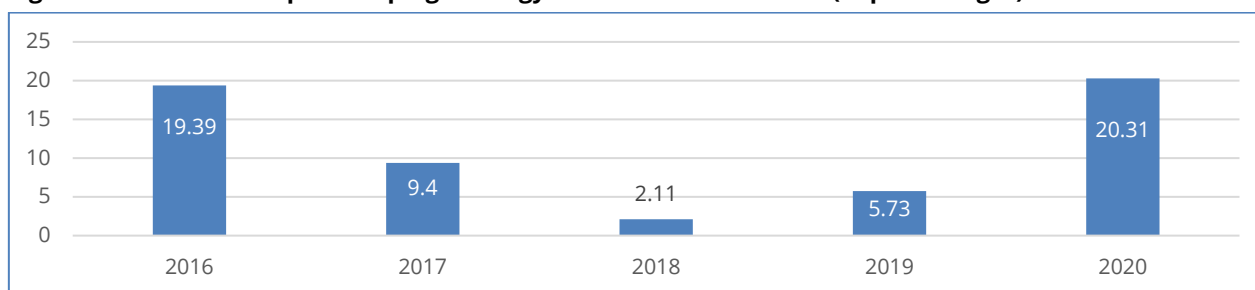
Figure 4: Mean Food Consumption Scores 2016-2020⁴⁹ (in percentages)



Source: WFP ACRs 2016-2019 and HH Survey (2020)

69. As with FCS, consumption Coping Strategy Index (CSI) scores track a general improvement over the period under evaluation, and in 2019 the target of an overall CSI score of less than 7.40 (of a possible maximum of 46) was met (Figure 5). Again, findings from both FGDs and the household survey indicates that project actions were the main reason for the gradual improvement in scores. However, the frequency with which households have had to revert to negative coping strategies for consumption purposes increased significantly in 2020. The household survey found that CSI scores had nearly quadrupled since the 2019 figure - again a likely reflection of the deterioration in overall food security conditions and the impacts of COVID-19, although seasonal differences may also have influenced these changes, and indeed all the scores reported.⁵⁰

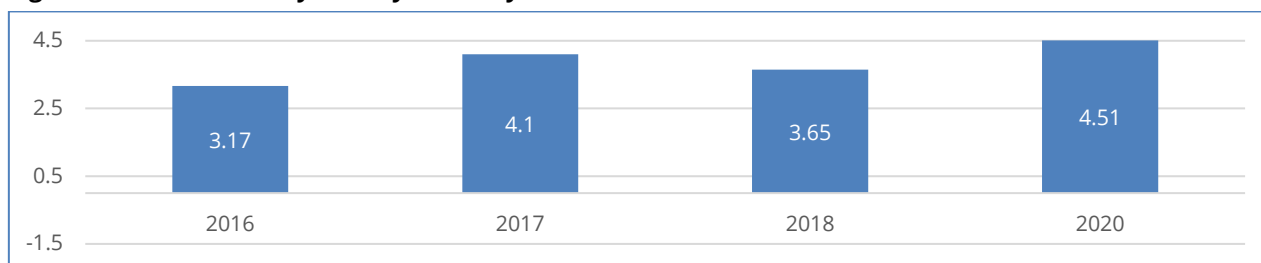
Figure 5: Mean Consumption Coping Strategy Index Score 2016-2020 (in percentages)



Source: WFP ACRs 2016 -2019 and HH Survey

70. In the years for which programme data is available (2016-2018), average DDSs for beneficiaries of all transfer types ranged between 3.17 and 4.1 (out of possible maximum score of nine) (Figure 6). The household survey found an average score of 4.51 for all transfer types in December 2020. Interestingly, in contrast to the deterioration of food consumption and CSI scores, the 2020 DDS marks an improvement on previous years with available data, and is possibly a reflection of the project's success in enabling beneficiaries to establish homestead vegetable gardens which increased domestic supplies.

Figure 6: Mean seven-day Dietary Diversity Score 2016-2018 & 2020



Source: WFP ACRs 2016-2018 and HH Survey No data available for 2019

⁴⁹ Scores are from WFP average FCS for cash and food for assets programme beneficiaries presented in ACRs 2016 -2019, and the findings of the household survey conducted for this evaluation.

⁵⁰ The 2017 Resilience Narratives report states that 'results should be interpreted considering that there were differences in data collection between years (data was collected at different times of the year and food distributed through FFA in 2016 was delayed while in 2017 it happened within schedule).

71. Asset creation served the dual purpose of increasing household food security through cash or in-kind food payments and providing a resource which would increase productivity (thus food availability), or improve marketing opportunities (thus increasing income) in the future. In the past, WFP has measured the utility and quality of assets created with the Community Asset Score (CAS) tool. However, in 2017 WFP South Sudan started transitioning to the new corporate indicator for livelihood and resilience activities that will replace the CAS, and CAS scores are not available for the bulk of the period under evaluation.⁵¹ Rather, since 2017 WFP has referred to the percentage of assets completed in its annual reporting. In 2017 the percentage of completed assets ranged from 70 to 100 percent; in 2018, the figure was 89 percent, and in 2019, 87 percent of assets were completed,⁵² although this figure is 100 percent of assets that directly contribute to food security.⁵³

72. Table 7 lists the key outputs of the FFA activities. Among the successes of the project are the nearly 10 million tree seedlings produced, over 1,500 kilometres of community access roads built, 102,000 hectares (ha) of land cleared for crop production and 1,253 ha of vegetable gardens created. The table also shows a strong increase in the number of assets created annually between 2016 and 2019.

Table 7: Summary of key outputs completed

Asset/training completed	unit	2016	2017	2018	2019	Total*
Number of people trained	#	21,426	129,081	16,181	96,973	263,661
Tools supplied	#			53,597	83,073	136,670
Tree seedlings raised	000	491	3,174	3,182	3,006	9,853
Community access roads	km	189	455	429	464	1,537
Wells built or rehabilitated	#	48	342	382	424	1,196
Flood protection dykes rehabilitated and roads raised	m	5,000	11,000	176	162,000	178,176
Gardens created or planted	ha	87	378	407	381	1,253
Land cleared	ha	4,335	24,715	35,553	37,656	102,259
Fish ponds created	#	6	2	13	22	43
Water ponds	#	8	25	64	62	159

Source: WFP SPRs and ACRs 2016-2019 *Some indicator definitions changed in 2018 so totals may not be exact

73. Although all site visits identified some assets in poor condition - and in some cases Government stakeholders deemed the quality of assets to be 'moderate' - 88 percent of survey respondents reported that the assets they created are still fully or partially functional. The evaluation also found strong evidence that, overall, the assets created were valued by the communities and played an important role in improving livelihoods, at least in the short term, mainly by increasing production and access to markets: 66 percent of survey respondents thought that the assets had improved their livelihoods completely or significantly, 30 percent reported that their livelihood improved slightly, while three percent reported no change as a result of the assets. The survey found the majority of beneficiaries believed that the assets created reduced hardship, protected households from natural shocks, increased and diversified income, improved access to services, and resulted in improvements to the natural environment⁵⁴ (Table 8).

⁵¹ In 2016 the CAS was 60, against a project end target of >80. The evaluation team was told by the CO that a new asset management and assessment system would be rolled out in 2021.

⁵² All percentages reported in ACRs 2016-2019.

⁵³ For example land clearance etc.

⁵⁴ It should be noted that the relatively low percentage of respondents agreeing that assets improved the environment may be a reflection of the common practice of clearing virgin land to open up new farms: a process that involved felling trees leaving the land vulnerable to wind and rain erosion. The BRACE II Annual Review of 2017 also noted that in most locations the identification of available land was a significant challenge and block as farms are often located on marginal, poorly-watered or flood-prone land far from the beneficiaries' homes, in areas where there are no water points.

Table 8: Beneficiaries' perceptions of the value of assets

Assets partially or fully relieved day to day hardship	Assets partially or fully protected households from natural disasters	Assets partially or fully resulted in increased and more diverse income	Assets partially or fully resulted in improvements to the environment	Assets partially or fully resulted in improvements in access to services (e.g. health, education and markets)
91% agree	95% agree	97% agree	80% agree	92% agree

Source: Household survey

74. In addition to the core outcome findings presented above - which reflect the improvements that the project made to beneficiaries' food security over the period under review, but also the worsened situation prevailing in South Sudan at the time the evaluation was conducted - a number of other indicators point to project success. Beneficiaries' appreciation of FFA rather than GFD, receiving cash assistance rather than food in-kind, and the CO's endeavours to increase CBT wherever possible, increased the sense of dignity, in compliance with the IHP of Humanity.

75. Over the period under analysis, the FFA project's actions to improve productivity was effective in increasing beneficiaries' incomes. Nearly two thirds of survey respondents (62 percent) stated that new income sources promoted - particularly crop and vegetable production, improved roads, and fish farming for those in the latter years of engagement in the project⁵⁵ - were the reason for the increase. Seventy-three percent of households interviewed reported that their income increased during 2019, with a further 23 percent stating no change, and less than four percent experiencing a decrease in income in 2019. Over half of beneficiaries who experienced an increase in income reported an annual increment of more than SSP1,000,⁵⁶ as shown in Table 9.

Table 9: Increase in beneficiaries' annual income (2019) due to FFA project (in South Sudanese Pounds (SSP))

Size of income increment (in SSP)	1 - 250	251 - 500	501 - 750	751 - 1,000	1001 - 1,500	1501 - 2,000	>2,000
% of households (of 262 respondents) (percentages rounded)	17%	8%	3%	11%	11%	12%	34%

Source: Household survey

76. One of the project's main strategies for increasing households' resilience - and incomes - was to increase and diversify agricultural productivity. A central approach was an emphasis on enabling beneficiaries to increase the amount of land under cultivation - indeed, having three feddans⁵⁷ of land under cultivation was a prerequisite for exiting the programme. Overall FFA activities assisted each household to access an additional 1.62 feddans for cultivation.⁵⁸ A total of 81 percent⁵⁹ of respondents from both male and female headed households reported that they had experienced an increase in their harvests since they began participating in FFA.

77. The quantitative survey found that the agriculturalists achieved more than agro-pastoralists. The latter needed more time in skill development and on the field coaching and mentoring in good agricultural practices, cooking demonstrations for newly introduced crop/vegetable varieties, and support on fencing crop farms and vegetable gardens to avoid destruction by livestock. Managing the problems associated with the destruction of FFA beneficiaries' crops and vegetables by livestock was an important issue for mixed communities. The project assisted community leaders to set regulations for pastoralists to follow to enhance crop and vegetable production.

78. Household survey results show that 49 percent of female headed households (FHH) and 60 percent of male headed households (MHH) managed to produce more than needed to cover household consumption requirements as a result of adopting the approaches promoted by the project: a figure

⁵⁵ Fish farms take longer to realise profit than field crops or vegetables

⁵⁶ In December 2020, the official exchange rate for US\$1 was SSP176. On the parallel market, US\$1 bought between SSP550 and SSP630 depending on location.

⁵⁷ One feddan = approximately 4,200 square metres

⁵⁸ 2019 Round 2 FFA PDM Summary Report, WFP April 2020

⁵⁹ This figure exactly matches the finding of the 2019 Round 2 PDM Survey

similar to the findings of the second round of PDM conducted in 2019. Overall, household harvests lasted one month⁶⁰ more than their pre-engagement level of production. However, sales of surplus produce were low: 80 percent of survey respondents reported that they retained any surplus production for their own household's consumption.

79. Most asset creation took place under Pillar I,⁶¹ which comprised training beneficiaries on good agricultural practices, seed multiplication and the introduction of new cultivars, pest and disease control through home-made pesticides (ashes and neem leaf solution); post-harvest handling and storage; cooking demonstrations/nutrition, financial literacy, hygiene education; infrastructure (such as construction, rehabilitation and maintenance of roads and dykes); environmental and climate change; and gender-based violence, group dynamics and peace building. Ninety-four percent of survey interviewees reported that the training they received was appropriate, and 88 percent thought it was delivered at a convenient time. However, the evaluation team found that the content of training materials could have been improved, for example ensuring that handouts were in local languages rather than English, and included more visual content.

80. In most cases the evaluation found that outcomes realised were largely attributed to the WFP intervention, although FAO was commonly cited as being involved in the provision of seeds. Provision of complementary support seemed to be more common in Central Equatoria, with agencies such as Tali Youth Association and the National Christian Development Organization, Barak and SERNUM all providing agricultural inputs such as seeds to certain groups. Support received from Government of South Sudan extension workers was patchy, with some respondents reporting that this was due to the project's unwillingness to provide staff with incentives for attending project sites. Generally speaking, however, all outcomes observed can be attributed to the FFA programme including its formal partnership with FAO.

81. Factors impacting positively or negatively on the effectiveness of the project are discussed below.

82. Views on the amount of food/cash in the transfers were mixed, depending on respondent type. Meetings with WFP sub-office staff revealed that they believed the amounts were sufficient to cover households' missing food entitlements.⁶² They also reported that the selected transfer modality was based on a market assessment and beneficiaries' preference, as captured by the CBPP. However, the evaluation fieldwork found that households with more than six members exhausted the food/cash supplies in less than 15 days.

83. While beneficiaries appreciated the ability that cash gave to cover diverse household needs, make investments in improving agricultural productivity like hiring extra labour, and increasing their sense of dignity, they also raised the impact that seasonality and market prices had on the effectiveness of cash as a means of covering consumption needs. In the rainy season food availability is limited and prices are highest, so some respondents preferred food over cash transfers.

84. A second issue affecting both food and cash, but mainly food transfers, was timeliness of distribution: beneficiaries preferred timely-paid cash over delayed in-kind food. Interviewed WFP staff realized that delayed distribution could have impacted effectiveness, and have a demotivating effect on beneficiaries. It should be noted that efforts to preposition food in the dry season improved progressively over the course of the programme (see Efficiency section).

85. Other factors like food quality, missing items from the food basket, and cash flexibility were also mentioned. Female participants seemed to favour in-kind food over cash, reasons being that it was better for nutrition, met immediate shortages, prices were high in markets, and it required less time to

⁶⁰ From four months to five months

⁶¹ 65 percent of HH survey respondents received training under this Pillar. Pillar II = community infrastructure (12% of respondents); Pillar III = natural resource management and environment (7% of respondents); Pillar IV = skills development (13% of respondents)

⁶² Female headed households' satisfaction with the cash received reached 92% compared to 89% for male headed households.

travel to the market to buy food. Preferences regarding transfer modality from household survey interviewees are presented in Table 10.

Table 10: Beneficiaries' preference of transfer modality (percentage)

Respondent type	Cash and food	Cash	Commodity Voucher ⁶³	Food & Commodity Voucher	In-kind food
Female-headed household	9%	46%	0%	6%	40%
Male-headed household	18%	41%	1%	5%	36%
Female respondent	15%	44%	0%	4%	37%
Male respondent	14%	40%	1%	6%	39%

Source: Household survey

86. Table 11 below summarizes the comparative advantages and disadvantages of differing transfer modalities as reported from the HH survey and KIIs with stakeholders and with beneficiaries. It is clear that both in-kind and CBT have both advantages and drawbacks, as does mobile money. Both have generally been applied effectively and to best advantage in the programme. Where markets are more accessible and food is generally available, the advantages of CBT are clear and this modality has been chosen by communities. Conversely in areas where food is frequently unavailable for purchase or at high prices in-kind is generally chosen.

Table 11: Comparison of transfer modalities

Transfer modality	Pros	Cons
Food in-kind	<ul style="list-style-type: none"> Meets immediate need Nutrition and balanced diet Food values surpass market value in lean season 	<ul style="list-style-type: none"> Delays in delivery Missing items (salt) Poor quality of some items Travel cost to the distribution point and transport of received items More associated with aid dependency Easier to manipulate by non-beneficiaries Often less cost efficient in South Sudan
Cash	<ul style="list-style-type: none"> On time Flexibility Dignity Saving for investment, buy extra seeds, hire casual labour High purchasing power in dry season Pay for education and health services Some donors' preference Promotion of market economy 	<ul style="list-style-type: none"> Travel to collect, and travel to buy food and non-food items Less purchasing power in lean season Abuse of cash (alcohol, cigarettes, etc) Injection of cash in the local economy Fluctuation of exchange rate The CO has limited sources of non-food earmarked donations
M-Gurush ⁶⁴	<ul style="list-style-type: none"> Fast No queueing Anonymous and safe No travel to receive entitlement 	<ul style="list-style-type: none"> Mobile phones not widely used Unreliable mobile network Possible charges or taxes Travel to withdraw cash Needs user literacy and numerical skills

Source: KIIs and HH survey

87. Stakeholders interviewed were positive about the role that CPs played. The engagement of well-motivated and competent CPs, who oversaw the process of selection of assets, while managing expectations and skilfully facilitating and sequencing activities, played a large part in making the programme effective. The household survey confirmed that 79 percent of the interviewees were

⁶³ Use of commodity vouchers was a transfer modality in Rumbek Centre County in 2019 and they are used in some other programmes, so respondents would have been aware of them

⁶⁴ M-Gurush is a mobile money system not used by WFP for FFA.

satisfied, 13 percent somewhat satisfied, and nine percent unsatisfied⁶⁵ with the level of technical support provided to them by the CP.

88. Support was also provided by local level administrative structures – particularly in areas related to community mobilisation and committee formation. Government extension workers were involved to a varying degree in the provision of technical support – for example, how to manage African Fall Armyworm (FAW) infestation and post-harvest handling of cereals and vegetables, but this often depended on the limits of their professional ability, and resources being available for payment of allowances and transport. National security forces also played a role in ensuring the safe transit and distribution of cash and food.

89. In several locations the project supported the formation of farmers' associations which served as a structure through which members could mutually support each other. Approximately half of the people interviewed for the household survey where these groups existed reported membership, and nearly all of these were 'satisfied' or 'very satisfied' with the functionality of the association. The main reason for not being a part of a group was ineligibility, which would suggest that the groups were formed around certain value chains.

90. Climatic issues were reported by beneficiaries to have affected the project in a number of ways: i) droughts and floods reduced crop yields⁶⁶ and sometimes led to total loss; ii) assets (particularly roads) were damaged; iii) climatic shocks exacerbated conflict between pastoralists and crop farmers over land in NBEG and Jonglei; and iv) tree nursery plantings under Pillar III were of limited success in some areas due to low establishment rates due to drought. This activity also suffered due to the widespread perception within the community that trees were not important, and took too long to provide an economic return. In both Unity and Jonglei States beneficiaries reported that tree seedlings provided were either of an unsuitable species,⁶⁷ or simply did not survive.

91. A further widely reported constraint (also touched on above) was delays in the distribution of food, cash and tools, and to some extent dissatisfaction with the quantities provided. Delays had a demoralising effect on beneficiaries, and held up the completion of work. Failure to provide inputs such as materials, seeds and tools in a timely manner and/or sufficient quantity meant that some infrastructure was not completed, or work took longer than planned. In Western Equatoria State, for example, a failure to provide iron sheets and cement⁶⁸ to complete work on a health centre meant that the building was never finished. Beneficiaries interviewed by the ET reported that tools were provided at the ratio of one tool for every two beneficiaries, although WFP mentioned that this was the exception, and in fact generally one tool had to be shared by six or more beneficiaries. As such, typically less than half of a group's members were able to engage in work which required tools at any one time.

92. The evaluation team also found evidence of assets being built to unsatisfactory standards, mainly as a result of lack of skilled technical oversight from WFP, the CPs or government counterparts. At best this reduced the assets' effectiveness, and at worst, it caused damage. For example, in NBEG dykes were built in the wrong location and resulted in flooding of agricultural land.⁶⁹

93. An interesting, yet unintended, positive outcome was beneficiaries in NBEG State discovering that they could use their biometric (SCOPE) registration cards issued by WFP as proof of creditworthiness, and thereby gain access to long term loans. Indeed, this corroborates findings of the FFA Rapid Gender Assessment, which indicated that registration in FFA in general (with or without the SCOPE card as proof) increased beneficiaries' access to credit. Unintended negative consequences of the project mentioned by stakeholders included an increase in the relief mindset, and an increase in the rate of deforestation,

⁶⁵ In Awiel Town and Kuajok it was reported that fewer trainings were received than in some other project areas

⁶⁶ Although it could be argued that good climatic conditions boosted productivity in some years

⁶⁷ Provision of moringa and teak, rather than the fruit tress preferred by the community

⁶⁸ Because of poor roads, insecurity, and no approval of local procurement

⁶⁹ In 2019, WFP CO's Monitoring Evaluation And Learning (MEAL) Unit conducted a study into these floods (Floods' Impact Assessment - A case study of FFA Assets in Bor South and Pariang counties of South Sudan), but the report did not investigate the role that any misplacement of dykes caused in exacerbating damage to livelihoods

which, according to some CP informants, was partly as a result of the provision of axes and pangas, but also because of the focus on opening up virgin areas of land to increase farm sizes.

94. Questioning around other actors' perceptions of WFP's role in the operation highlighted two main themes. On one hand, WFP is seen as an agency which is so large that it crowds out other smaller locally-based operations who find it difficult to persuade beneficiaries to participate in their interventions because of the competition from WFP. In Western Equatoria, for example, some local organizations found it hard to work with communities where FFA was being implemented, because communities first ask if they have cash to distribute like WFP, and if it is not available, they refuse to get involved. This does raise questions about the extent to which smaller, more autonomous NGOs are able to move into the space currently occupied by WFP. A second perception is that WFP is doing good work, but despite its scale, it is still not fully addressing the full extent of the need faced in South Sudan.

Key findings and conclusions – Question 2 (effectiveness)

- The project was successful in improving FCS and reducing CSI over the period under review; incomes and productivity were also improved.
- Comparison of the outcomes from 2016-2019 with the results of the survey conducted in 2020 infer that the impressive gains made over the project period may not be permanent, and imply that while the food, cash, training and assets played an important role in improving food security, benefits were temporary. The 2019 flood impact assessment in NBEG is quite clear that the project did not effectively increase resilience.
- The issues that supported effectiveness included competent and engaged CPs and the suitability of the training and assets created.
- The things that detracted from effectiveness were extreme weather, and delays with distribution of food and tools, and inflationary issues associated with cash.

2.3. Evaluation Question 3 – Efficiency

95. The evaluation finds that programme efficiency improved over the implementation period, with an increased emphasis on the use of CBTs and repositioning food complementing a solid targeting approach and wide reach. Certain issues: mainly related to delivery of food and cash, and the limited presence of staff (particularly women) within WFP and CPs – continue to undermine results in this area as do the limited resources dedicated to effectively tackle gender related issues.

96. Efficiency strengths and weaknesses are explored in more detail below.

97. A primary driver of efficiency was the scale of the project (reaching between 400,000 and 588,000 beneficiaries each year between 2016 and 2019), and the relatively strong accuracy of targeting, with just nine percent of respondents interviewed for the household survey claiming that households who they considered not vulnerable being registered in the project. Although reach figures are impressive, there was considerably more need for the project than it could supply: 66 percent of household survey respondents reported that vulnerable households were precluded from joining the activities because of limits on the number of people who could be registered because of resource constraints.

98. The main strategy for improving targeting accuracy was through the provision of detailed guidance to CPs on how FFA interventions should be implemented - prescribing a sequence involving liaison with local authorities, formation of a management committee (usually composed of five women and five men), selection and registration of beneficiaries,⁷⁰ community-based participatory planning for assets to be created, and an assessment⁷¹ to determine the most appropriate transfer modality for the area. The

⁷⁰ In some, but not all cases, beneficiaries are issued with a biometric 'SCOPE' card which records the beneficiaries' name, age, County, Boma and transfer modality type.

⁷¹ Assessment of food and non-food prices at local markets, presence and capacity of money transfer agents, and local security situation.

ET found that largely this sequence was followed by CPs, although in some areas local government counterparts were not aware of the transfer modality used by the project, and in others the process was overly controlled by community leaders.

99. The increased use of CBTs represents a second area where efficiencies were made. WFP reported that it would cost US\$16m to transfer US\$5.5m worth of food to people, due to the high costs of moving commodities in South Sudan, but to transfer the same value in cash cost US\$1.83m.⁷²

100. Handling cash transfers was considerably more efficient than distributing in-kind transfers, which arrived late on several occasions in all sites visited, particularly in the earlier years of the project. WFP recognised the efficiency gains of CBTs early on, and made efforts throughout the project period to ensure that the modality remained a viable option for delivering food security outcomes: in 2016 the value of the transfer was adjusted to mitigate exchange rate fluctuations; in 2017, in depth market analysis was conducted by WFP HQ in NBEG and Warrap, and a CBT supply chain assessment to inform actions that would support more efficient market functionality was completed. As a result, between 2016 and 2019 the value of cash transfers made to FFA beneficiaries more than doubled (Table 12).

Table 12: Amounts of cash transferred to FFA beneficiaries 2016 - 2019

	2016	2017	2018	2019
Cash distributed	US\$4,102,201	US\$6,035,802	US\$7,880,800	US\$8,798,150

Source: WFP SPRs 2016 - 2019

101. A third driver of efficiency – and a likely factor behind stakeholders reporting that pipeline breaks had become less frequent as the programme progressed – was greater support from donors to preposition food for FFA and other programmes. The tonnage of food successfully prepositioned to reduce the effect of pipeline breaks increased by over 80 percent between 2016 and 2019,⁷³ with the 2019 figure of 181,500 mt reaching 101 percent of that year’s target.

102. Nevertheless, several CPs and beneficiaries felt that WFP should improve on its activity timing, procurement and logistical systems to ensure that the operation is better aligned with the seasonal calendar for carrying out activities, and do a better job of keeping beneficiaries informed of potential delays in input supply in order to maintain trust in and commitment to the project. The CP and local government interviewees suggested that late food delivery might be mitigated by greater local purchase of cereals and legumes from surplus areas. This strategy has been in place since 2015 (and has operated since 2018 under the Rural Aggregation Network component of WFP’s Smallholder Agriculture Market Support (SAMS) programme), but the difficulties of purchasing the necessary quantities from a large number of small producers, given procurement procedures and quality requirements, meant that the amounts purchased have never accounted for more than one percent of WFP’s requirements in any of the four years under analysis.⁷⁴

103. Four main factors reduced programme efficiency. First, despite WFP’s commendable efforts to preposition food during the dry season, extreme climatic events made roads impassable and delayed food and tool deliveries – in some cases for months – which caused delays in land preparation and planting, and demotivated and caused considerable hardship to beneficiaries. Some crops were not planted, as the latest planting dates were missed, which further impacted on beneficiaries’ food security.⁷⁵ Climatic shocks, particularly floods, also destroyed some of the assets created (for example, floods in 2019 destroyed 80 percent of dykes constructed under FFA in NBEG and Unity States).⁷⁶ Operational independence (IHP) is further ensured through WFP directly managing the logistics facilities, warehouses, fleet of trucks, competitively selected suppliers and well-assessed implementing partners.

⁷² BRACE II AR 2019

⁷³ 2016: 100,000 mt; 2017: 116,000 mt; 2018: 132,000 mt; 2019: 181,000 mt

⁷⁴ 2015: 70 mt; 2016: 400 mt (not completed); 2017: 300 mt; 2019: 708 mt (source: SPRs 2016 – 2019)

⁷⁵ Country Portfolio Evaluation South Sudan 2017

⁷⁶ WFP Food For Assets (FFA) 2019 Floods’ Impact Assessment A case Study of FFA Assets in Bor South and Pariang counties South Sudan, MEAL Unit 2020

104. A shortage of, or problems with, tools and seeds distributed were a second driver of inefficiency. In WES, the practice of providing one tool per two beneficiaries meant that group members had to attend the asset construction site at different times thereby doubling the time that CP staff needed to allocate to supervision, and in Warrap beneficiaries complained that they were not provided with the right kind of tools to complete shallow tube wells before the rains arrived. In CES, it was reported that some sorghum seeds – sourced by FAO outside the country – failed to germinate as they were either defective or of the wrong variety, representing a waste of resources and beneficiaries’ effort.

105. Efficiency was also impacted by human resource issues within CPs and WFP. On the CPs’ side, despite an increase in the duration of their Field Level Agreements (FLAs) they still reportedly found it difficult to retain experienced staff when funding ended or during extended pipeline breaks.⁷⁷ The arduous conditions in South Sudan mean that WFP finds it difficult to recruit staff and provide cover when they take leave - impacting on their ability to manage a large number of FLAs.⁷⁸ Indeed, the 2017 CPE noted that management inefficiencies played a role in pipeline breaks as responsibilities for the commodity supply chain (the pipeline for food and non-food) were split between several offices, all of which were short staffed. Staffing at the CO has since been increased.

106. While the advantages that CBTs offer over in-kind transfers are well recognised by WFP, a fourth constraint to efficiency concerns the inflationary pressures that CBT beneficiaries are exposed to, as a result of fluctuations between the United States dollar (US\$) and the South Sudanese Pound (SSP).⁷⁹ Interviewees at several sites complained that they did not receive the full US\$ value of the transfer in SSP due to the effects of inflation between the market survey and the actual cash distribution; some requested that they be paid their entitlements in US\$ rather than SSP, although, as well as being against Government policy, this is impractical due to the shortage of dollar bills in South Sudan.⁸⁰

107. The ET identified four ways that greater efficiency could have been achieved, some of which are being acted on to varying degrees. The first would be to have supported a greater number of beneficiaries with CBTs rather than food as the context allowed.⁸¹ A move towards replacing some of the food entitlement with cash appears to be supported by beneficiaries: survey responses indicated that 30 percent of those who received in-kind transfers would have preferred a mixed cash/food transfer, while those receiving cash transfers are more satisfied with their transfer modality than those who received only food or a combination of cash and food (see Table 13). Also, the second round of WFP PDM data for 2019 showed higher levels of satisfaction with transfer amounts amongst cash recipients than food recipients (54 percent vs 40 percent).⁸²

Table 13: Preferred transfer modality vs actual transfer modality

Actual transfer modality	Preferred transfer modality							
	Cash and food		Cash only		Food and Value-Voucher ⁸³		In-kind food only	
	n	%	n	%	n	%	n	%
CBT & In-kind	25	10%	111	45%	5	2%	103	42%
CBT	9	12%	60	80%	1	1%	5	7%
In-kind	27	30%	3	3%	14	15%	46	51%

Source: Household Survey

108. A second approach – suggested in evaluations of the BRACE II component – would be to reduce the length of time that beneficiaries are engaged in FFA activities. That programme’s mid-term

⁷⁷ Which resulted a break in their flow of funds from WFP.

⁷⁸ WFP SS had more than 80 partners and more than 100 agreements in 2017 (CPE 2017)

⁷⁹ The value of the SSP decreased by over 700% over the years, from approximately SSP18/US\$1 in 2015, to SSP130/US\$1 in 2019

⁸⁰ WFP CO stated that no payments were made in US\$ but it was noted in a few interviews that payments in US\$ brought some risks to female beneficiaries when exchanging to SSP. The ET was not able to further investigate the cause of this apparent contradiction, but it is possible that beneficiaries received the US\$ through other partners’ interventions.

⁸¹ See para 56 for more details

⁸² 2019 Round 2 FFA PDM Summary Report April 2020

⁸³ Value Vouchers are used by WFP in some areas

evaluation found that the biggest gains for households were likely to be made between years one and two, indicating that there may be scope to pursue a shorter model of support with the aim of reaching more people over time. However, while this is worthy of consideration and further research,⁸⁴ it seems at odds with experiences from other resilience-building actions in similar contexts, where improved resilience outcomes are linked to longer beneficiary engagement and support.

109. Multi-year funding streams from certain donors were used successfully in the latter years of the period under evaluation to increase and exceed food prepositioning targets. As such, it is also worth investigating whether these funds could be accessed and used to smooth cashflow to CPs, thereby reducing levels of staff turn-over, and to preposition tools required for asset construction. WFP CO stated that since 2019 they are already trying to align FLA periods to donor funding periods and in some cases have multi-year FLA periods even where funding is single year.

110. A fourth and final opportunity for greater efficiency would be to lessen the costs to beneficiaries associated with CBTs. Reducing the margin that the cash transfer agent is paid for providing the service, shortening the window within which the agent is allowed to pay beneficiaries (in order to reduce the opportunity to maximise arbitrage), and exploring whether payment by mobile phone transfer is possible in additional areas are all options for consideration.

Key findings and conclusions – Question 3 (efficiency)

- Main efficiency drivers were scale, targeting and increasing use of cash transfers and prepositioned food.
- Main constraints to efficiency were extreme weather, shortage or wrong types of tools, staff shortages in CPs and WFP, CPs' difficulties with ensuring cashflow, and food price inflation.
- Ways that efficiency could be improved include further movement to CBTs and tightening up the cash distribution process, use of multi-year donor funds to preposition more food, but also explore whether it can be used to preposition tools and smooth CPs' cash flow.

2.4. Evaluation Question 4 – Impact

111. Improved livelihoods, improved access to markets and services like health and education, assets accumulation, change of mindsets towards working culture and enhanced women's participation are among the indications of positive impact highlighted by interviewed beneficiaries. Beneficiaries' satisfaction with the project impact, benefits received, and assets created links with the IHP of Humanity.

112. The qualitative survey revealed that the decentralization of the selection of assets process had had a range of benefits. First, the discussion around community needs and priorities led to the selection of varied assets. Second, the approach fostered a sense of community ownership and responsibility towards maintaining these assets. Third, it brought both primary and secondary stakeholders together to identify and prioritize needs and propose solutions. Lastly, it also had an indirect impact on reducing displacement as it influenced the decision of the most vulnerable people in the context of leaving their area in search of food.

During an FGD in Western Equatorial, beneficiaries explained:

"Before the project, getting money and enough food was hard" and, "Despite the fact that communities were farming small pieces of land, the project enabled them to gain skills and encouraged them to increase the size of farms, producing not only food for home consumption but also some excess to sell." In Aweil, one beneficiary reported that productivity increased by 50 percent: "I was able to harvest four more bags of sorghum than the previous harvest (from eight to 12 bags)."

113. Interviewed beneficiaries explained that being engaged during the project design encouraged community dialogue to solve arising issues such as local conflict between pastoralists and farmers, as

⁸⁴ Under BRACE II, component I, households were provided with 18 months of cash transfers and support over three years, whereas under component II households were provided with nine months of support over 18 months.

reported by beneficiaries in Rubkona, Unity State. Cooperating partners also reported that project activities contributed to building a culture of work, and the commitment to FFA project activities also played a big role in mitigating conflict through productively engaging youth.

114. No major differences were reported between female and male beneficiaries in terms of the impact of the activities and the ability to make use of community assets. Having a voice to contribute to positive change in their communities and ability to participate in decision-making about community assets after exiting the project improved the situation of many female beneficiaries. *"Women shared information to other women after attending the group planning meetings. They also help to teach other women as they cultivate, fence gardens, control animals, clear bushes, plant crops, weed, harvest, clean and store products,"* stated female beneficiaries in Kogi and Jor.

Female beneficiaries stated:

"We no longer go to the bush to collect wild food and firewood for selling to buy food in the market; instead we now have enough time to be on our farms, and sell our produce in the market to support our families. We can now make decisions to spend income to purchase other food and non-food items, such as buying clothes for husbands and children, and providing related basic needs after sales of produce - without prior discussion with our husbands."

115. Social networks have been boosted through working in FFA groups (for example, communal work on a beneficiary's agricultural land, doing clearance and preparation, weeding and crop harvesting), sharing and borrowing of food and sharing of knowledge by relatives, neighbours and friends. This promoted good working relationships and social networking among FFA group members, communities and local authorities.

One group of beneficiaries reported:

"We come from different clans of the Azande tribe and our cultural beliefs vary, but due to the project we are now living and working together to create target assets and interact with members of the community and customers during access to markets and sales of produce. We also take care of the sick together, contribute in-kind and cash support to the needy, especially those who have no food in the community, and we participate in funerals to support bereaved families".

116. At a broader level the process of training, asset creation and greater interaction increased community cohesion. The evaluation found that 95 percent of respondents felt that their relationships with other group members were 'excellent' or 'friendly', with the remainder reporting the relationship as 'acceptable', and 99 percent felt that they were included in the community structures established. Just six percent of respondents were of the opinion that they would need external mediation to work out issues. The household survey confirmed a reduction in intercommunal conflicts in some areas, more family reunions and free and peaceful movement of people. These findings support the conclusions of previous studies – for example the

BRACE II mid-term evaluation – which found that 90 percent of beneficiaries felt that the FFA intervention made the chances of community conflict less likely.

117. Similarly, there was a significant positive power balance between women and men, with relatively strong participation of women in leadership position in the PMCs. Women felt empowered as they participated in the committees, became economically stronger in small scale business and gained leadership skills that will continue beyond the project. Field respondents acknowledged that the project has empowered men and women to become financially stronger. Data gathered for the purpose of this evaluation, and the historical PDM data, confirms what has been highlighted in previous studies:

- that neither women nor men view decision-making, power and the control of key resources at the household level as the sole privilege of men.
- Gender mainstreaming, as implemented in the FFA activities, did not result in a major disruption in intra-household dynamics or the social hierarchy. On the contrary, it can be described as more gender accommodating and introducing a gradual shift that will result in long-term positive change of the social culture towards equality.

118. The qualitative survey found that 93.8 percent of the beneficiaries had a voice to contribute to changes in the community, while 6.2 percent did not. This change begins at household level and extends to the community. Conversely, the qualitative interviews noted that although women have increased

power in decision-making, especially in the management of produced food and household nutrition, the decision-making power varies from one household and community to the other. In most pastoralist communities, women are more constrained to make decisions on control of household food, while the men decide to spend the money for purchases of assets, such as goats and bulls. However, in the cropping and agro-pastoral communities in WES and part of CES, the power balance has been partially altered as women who participated in the FFA activities are now more actively engaged in small-scale business from sales of farm and off-farm produce. A majority of households can now generate cash to buy food or clothes, pay school fees and medical bills, and acquire other income-generating equipment (for example, the peanut butter milling machine mentioned above), buy bicycles to become more efficient to get to their farms and markets, or buy poultry to diversify their income sources.

119. Household survey data indicates that both male-headed households and male respondents see the decisions around spending the received benefits as joint male/female decisions, and they reported a larger responsibility for females when it comes to food. At the same time both female-headed households and female respondents reported a higher female involvement in the decision-making process for both cash and food. Notably, male respondents were 100 percent confident that they could sustain their households from their own farm output without other support and would be able to withstand modest shocks after exiting the project, compared to 80 percent of female respondents (more details in Table 14).

Table 14: Gender differences in decision making for the use of cash and food transfers

	Who DECIDES how to use the CASH assistance received such as when, where and what to buy?			Who DECIDES how to use the FOOD assistance given by WFP, such as whether to sell, trade, lend or share a portion of it?		
	Both male & female	Female	Male	Both male & female	Female	Male
	%	%	%	%	%	%
Female-headed HH	24%	75%	1%	22%	76%	2%
Male-headed HH	38%	43%	19%	36%	48%	16%
Female respondent	31%	65%	4%	31%	66%	3%
Male respondent	36%	33%	31%	31%	41%	28%

Source: Household Survey

120. WFP’s FFA Factsheet⁸⁵ reports that over multiple years FFA had helped to reduce the prevalence of poor and borderline food consumption among participating households from 89 percent in 2016 to 51 percent in 2018, indicating as well that people in the FFA project ate a wider variety of foods more frequently (improved dietary diversity). It is worth highlighting, though, that “in general results should be interpreted considering that there were differences in data collection between years (data was collected at different times of the year and food distributed through FFA in 2016 for example was delayed, while in 2017 it happened within schedule)”.⁸⁶

121. Interviewees in the field reported that assets created under Pillar I resulted in substantial increases in agricultural production as a result of skills learned and incentives received; under Pillar II, roads, wells and flood dykes were the main physical assets while under Pillar III, tree plantations were created. The effect of these assets on the beneficiaries were many. Roads, for example, are connecting different communities and enhancing access to basic services like education, health and food markets. Almost all beneficiary groups reported that the increased food security as a result of higher production from farms, gardens and fish ponds which increased the quantity (including two or three meals per day) and diversity of food available for their consumption. In Kuajok, the planting of vegetable crops reportedly helped the community improve their diet as well as generate income to cater for other family needs. Beneficiaries in WES – with productive land, farming knowledge and support from extension

⁸⁵ Factsheet WFP 2019 – four factsheets covering less than two years of the project were made available. They provide a very brief (normally two page) description of the activities, aims and achievements of the project but are too short to provide a serious project summary.

⁸⁶ SPR Resilience Narratives 2017

services - reported that the food gap was eliminated. In Jonglei, the food gap was reduced from six to three months and helped communities to recover from the floods and conflict of 2013, while in Unity there were also gains, though much more limited. Increased food availability directly reduced food insecurity, and improved dietary diversity and the health of children.

122. The extent of the reported changes reflects the potential for highly productive farming, the initial vulnerability status and the level of support from Government organizations. It also confirms the relevance of the designed activities and the realization of lasting benefits, which is acknowledged by the ET as the project's impact.

123. Table 15 below shows that respondents of the survey reported very positively about the value of assets for increasing and protecting their household production and environment. Overall, WFP PDM reported that 94 percent of households indicated that the created assets had changed their livelihoods.

Table 15: Percentage of responses of beneficiaries regarding value of assets

Question	Fully	Partially	No, don't know or n/a.	WFP's PDM report 2019 *
Are the assets better protecting your household from floods, drought etc.?	62%	32%	5%	76%
Have the assets allowed your household to increase or diversify its production?	59%	37%	5%	83%
Have the assets decreased day-to-day hardship?	55%	36%	9%	81%
Have the assets improved access to markets and/or basic services?	47%	42%	12%	92%
Have the trainings improved your household's ability to manage and maintain assets?	60%	34%	6%	94%
Have the assets improved your natural environment?	47%	34%	19%	58%

Source: Household Survey * 2019 Post Distribution Monitoring Summary Report

124. One of the many reported effects of the physical assets was the increased access to markets using improved roads. This had many benefits including easier access to sell surplus consumption and purchase of a wider range of foods (including pulses, milk, sugar, meat, fish, coffee). It also allowed much improved access to services such as schools and clinics. It should be noted that these benefits are available to the whole of the community (and sometimes neighbouring communities who use the same roads), not just the project beneficiaries. Wells improved the availability of water for vegetable production, and flood prevention dykes protected both farmland and living areas. Reports from WES stated that tree planting had increased environmental resilience although this is expected to be a long-term benefit.

125. Beyond the direct effects, beneficiaries reported a diversification in their income generating activities and using this income to build crop storage, to buy goats (CES and Jonglei), to buy fish fingerlings and fish food, to enable production of seeds and seedlings for further crop production. Income was used to pay for education, medicines, and to buy bicycles and farming and food processing equipment to support small business options. In WES the ET met with communities that expected commercial fish farming to substantially increase, providing opportunities for employment. The success of this activity in producing protein-rich food and livelihood opportunities could be replicated more broadly than just the FFA targeted communities.

126. It was noted that the FFA activities had instilled a culture of work that did not exist before and also encouraged the sharing of food and equipment. The sharing of food during communal work during a beneficiary's agricultural land clearance and preparation, weeding and crop harvest, promoted transfer of knowledge to more members of the community. As a direct result of this, non-participants were said to be imitating what the participants were doing, especially on crop and vegetable production.

127. One unintended but concerning consequence of the project activities was the cutting of trees to clear land for group farms, which is causing environmental degradation due to land exposure and soil exhaustion. Small-scale irrigation could be used to intensify production, adding value to produce while

reducing the total area needed to be cleared for the same level of crop production, and it would also reduce the burden of hand-watering crops.

Key findings and conclusions – Question 4 (impact)

- Project impact manifested through increased productivity, improved livelihoods, improved access to markets and services like health and education, assets accumulation, shifts in mindset related to work culture, and enhanced women’s participation.
- Community engagement during the design and implementation of the project had a positive impact on reducing local conflicts, strengthening social networks, improving social cohesion, and increasing ownership of constructed community assets.
- While women and men both benefited from project activities, women gained more in terms of opportunities to engage in community decision making and building their technical agricultural and leadership skills by participating in the PMCs.

2.5. Evaluation Question 5 - Sustainability

128. Overall, a strong sense of asset ownership was claimed in the field by beneficiaries, communities and local government during interviewees. Because most beneficiaries strongly appreciated being included in the choice of assets through the CBPP process, the ET considers the chances of ongoing sustainability of the assets is good, although three groups of beneficiaries stated that this process had not involved all interested parties and that they felt excluded from the process.

129. A problem commonly experienced in FFA programmes is ensuring ongoing maintenance of the assets, particularly after cash or food transfers stop. In one interview, beneficiaries expressed the view that the ownership of community assets was not clearly defined and this led to no one taking responsibility for maintenance. Ensuring continued functionality often requires regular contributions of labour and cash. Household and qualitative survey data suggest that ongoing maintenance could be problematic: 70 percent of respondents said that community members are not contributing cash and 40 percent are not contributing labour to ensure continued functionality of the asset. Asset Management Committees were in place in most locations, but in 74 percent of cases they were not involved in collecting subscriptions from asset users.

130. Most beneficiaries reported that they are committed to continue maintaining the individual and community assets in the future, although the condition and management of community assets was better in some States (WES, Jonglei and CES) than others (NBEG, Unity and Warrap). In the first three States, the Asset Management Committees and beneficiaries were more active.

131. The level of local government involvement in the FFA work varied from very strong to very weak. In the strongest cases, the Government provided leadership in the planning and implementation, protection and security for communities and assets, assistance with maintenance of assets and conflict resolution backup. All local government representatives interviewed were aware of the project, but financial constraints and the lack of sufficient staff made it difficult for full participation. In the best case (WES) the Relief and Rehabilitation Commission and the Ministries of Agriculture and Food Security (MAF), Health, and Physical Infrastructure were all involved in supporting the FFA activities. Conversely, in the northern regions MAF provides nominal leadership for the community activities but with little technical or active support.

132. In the programme document for the GAC support to the project (2015) it was stated that WFP “will strengthen State level steering and technical committees to ensure full ownership.” However, in the GAC final report (2018) it was noted that that “the absence of Government entities made asset handover very difficult,” suggesting that any strengthening done had been insufficient.

133. The project document for Phase 2 of BRACE II (2019) states that WFP would provide strong support for the Government at national and State/County level to allow them to engage and participate in the FFA activities as this would improve sustainability and lead to improved outcomes. Full engagement of

Government at a local level has not been ensured in all States, partly due to a chronic lack of resources in local government agencies and also due to the recent history of conflict and the splitting of some States with resulting loss of staff, and unclear governance arrangements.

134. At the national and local levels, the MAF and other government authorities have been fully supportive of the project as a means of encouraging resilience through the change from relief to development support. Purchase of local production by WFP in surplus areas is strongly supported by MAF to encourage markets and improve resilience of farmers in these areas. The Joint Action Agreement between WFP and the Government (July 2020) should strengthen the partnership in future.

135. Data from the quantitative survey found that 87 percent of the assets still exist and that 82 percent of men and 92 percent of women reported that the assets are still in use. Beneficiaries and the ET assessed the condition of fish ponds, farms and ponds as good. The quality of roads was not systematically assessed in this evaluation but it was clear from observation and from the survey results that some are in poor condition within one or two years of construction, with roads being more prone to deterioration due to design flaws, floods etc – it is similar with shallow wells.

136. The BRACE II proposal (January 2016) stated that assets would be limited to low-tech, low-cost and labour-intensive actions that are easily managed by communities. In some areas it appears to be difficult to achieve both 'low-tech' and 'sustainable' roads at the same time, especially since State/County government agencies are under-resourced to take full responsibility for larger scale organisation and maintenance operations. The 2017 CPE reported that there was "doubtful sustainability" for some of the assets due to a lack of technical ability of WFP and CP staff to design and implement the larger infrastructure physical assets such as roads and flood prevention dykes. Since the 2017 CPE, WFP CO Engineering Unit has recruited infrastructure experts, though it is too early to tell whether these experts are having a positive effect on asset maintenance.

137. Beneficiaries noted that they lacked the equipment, knowledge and skills required to maintain the larger physical infrastructure such as roads and dykes. Local government engineering departments also lack operational road and dyke maintenance equipment so are unable to provide assistance to communities. Despite the problems with maintenance of some roads, they were generally assessed as positive for long-term benefits to the communities, together with fish ponds and farms.

138. Floods in 2019 caused damage to FFA physical assets, especially in NBEG and Unity States. A flood impact assessment⁸⁷ was partially carried out in March 2020. Although most (71 percent) of the cleared land and plantations were partially destroyed, 65 percent of the assets were still useable. About 78 percent of community access roads and 30 percent of dykes were partially damaged but almost all were still usable.

139. Problems with the farms, gardens and fish ponds that were identified by beneficiaries were: lack of water availability (eight), quality of tools (eight), flooding (seven in CES/Terekeka). Other issues were raised with smaller numbers of interviewees: lack of market access, lack of fish food, soil infertility, incursion of crops by domestic animals, quality of seeds and environmental damage (excessive tree removal). Although there were initial problems sourcing fingerlings for the restocking of ponds in WES, this problem has been overcome by the CP and is working well. Similarly, fish feed is now produced locally. While first addressing this issue within the CO through the Innovation Unit,, it is possible that the regional WFP Innovation Accelerator⁸⁸ could further assist the CO to help identify additional practical and sustainable solutions.

140. The quality of tools was frequently raised: hoes and wheelbarrows were generally of good quality but rakes and spades were not sufficiently robust to survive more than one or two seasons. It was noted that beneficiaries preferred the traditional maloda (local hoe) in Bor and Terekeka instead of the international hoe design. Also, crop husbandry tools are expensive to purchase: participants will only be

⁸⁷ WFP Food For Assets – 2019 Floods' Impact Assessment – A case study in Bor South and Pariang Counties.

⁸⁸ The Innovation Accelerator was launched by WFP in 2015 to pilot new solutions and scale promising innovations to disrupt hunger. It provides WFP employees, entrepreneurs and startups with funding, hands-on support and access to WFP's global operations.

able to replace them if they earn enough from crop sales or other activities. The lack of durable tools may contribute to a reduction in sustainability for the assets and beneficiary commitment. During an interview with one donor, they stated their willingness to fund assets that contribute towards resilience. The Innovation Unit or Accelerator may also be able to advise on this issue, particularly on the business development aspect.

141. Although the food/cash assistance ended with the project, during interviews beneficiaries made it clear that they would continue to benefit from improved food quantity (through increased production of field crops, vegetables and fish; and through the ability to generate income from sale of these commodities), and improved dietary diversity (through introduction of vegetable, fish and livestock products into the diet particularly in the dry season).

142. The knowledge and skills that related to farming, asset maintenance and social and literacy skills will also remain after the project and are an important outcome. These skills are shared between the community contributing to spill-over benefits. It was noted, however, that there is no systematic programme for training of trainers. According to the household survey, 97 percent of beneficiaries are still using skills learned during the programme; the few that do not blamed a lack of resources, confidence or having forgotten.

143. **Exiting⁸⁹ from the project:** Most beneficiaries were aware of the existence of an exit process from the project assistance after three years. While a few (notably in WES and Warrap) knew what the process was, it was also striking that several CPs, Government interviewees and even one FO interviewee were not very clear about the process. In the household survey, beneficiaries reported (out of a total of 411 respondents) that the criteria for exiting included: three years in the programme (360 respondents), sufficient food in the household (149), creation of two to three feddans of new crop farm (65) and 400 m² of vegetable garden used two or three times per year (35). Despite not being fully aware of the process, most beneficiaries stated that it was fair. This uncertainty may have been due to a change in policy in 2019, from being based on a participant's ability to produce sufficient food to a stricter time-based three-year participation, albeit with the flexibility to offer an extension in case of emergency (for example, lost crops due to flooding in 2019). After three years of participation, the achievement of resilience is more likely in areas such as WES with lower food insecurity and fewer risk factors. In NBEG and Warrap, four years with the project was regarded as the ideal minimum especially as one year's production had been lost in some areas.

144. No 'exit package' was supplied to the beneficiaries on leaving the programme to boost their resilience in the absence of project support. Interviewees at MAF noted that some beneficiaries drop back after exiting and strongly supported the idea of giving a package or other support after leaving. The ET believes that for many of those leaving the programme this could have a beneficial effect on their resilience.

145. The Brace II Phase two programme document states that exiting will be determined at household level rather than at community level from 2019. If beneficiaries do not all exit at the same time there could be overlap of new and established beneficiaries, with support for the new entrants from the more experienced ones. This process was not encountered during the qualitative round.

146. After exiting, 87 percent of men and 92 percent of women reported in the survey that they could sustain themselves or their household from their crop farm without further assistance. Of those that could not, the majority blamed a lack of resources or damage to the assets. Although the interview findings are generally positive regarding an improvement in resilience, it was clear that the starting point for resilience in most States was low. Without significant further financial support/investment at the individual and community level it is difficult to achieve a high level of resilience. Multi-year funding (from Canada and the United Kingdom) and the multi-year CSP have allowed the CO to follow the

⁸⁹ "Exit" is used in this report interchangeably with "graduate". The term "graduate" is not used in global FFA documents but was included in the ToR including the Evaluation Questions.

recommendation of the CPE (and others) to develop three-year FLAs, and these have improved planning and commitment to the community, by both WFP and the CPs.

147. Evidence from interviews in WES showed that the cooperatives and rural produce aggregation networks, formed with assistance from WFP, were able to contribute to improved livelihoods and resilience of FFA beneficiaries, but quantities were small. In WES, there is a food surplus in most seasons, so encouraging cooperatives and the aggregation of crops for sale to urban centres is likely to increase the sustainability of agricultural production.

Key findings and conclusions – Question 5 (sustainability)

- Maintenance of the larger community assets (roads and flood prevention dykes) is sometimes poor and depends on the strength of Asset Management Committees and the level of government engagement.
- Even with strong government participation, the communities often lack the resources to maintain assets.
- A large majority of the assets created are still functioning despite severe flooding in 2019, and crop, vegetable and fish production continues.
- Exiting the project after three years allows an increase in food security, income generation and resilience but the greatest resilience is achieved in States where initial food security was strongest.

2.6. Evaluation Question 6 - Coherence

148. The ET found that the FFA project was coherent with Government policy to increase resilience through development rather than aid wherever possible. WFP coordinates the FFA with other United Nations agencies through the cluster system and through joint programming with FAO, and the United Nations Cooperation Framework (UNCF) provided the basis for ensuring a joined-up approach between the United Nations agencies. The Republic of South Sudan National Development Strategy (2018 to 2021) has six strategic deliverables: WFP FFA is coherent with and contributes to two of these (SD3 = Food Security, and SD6 = improved infrastructure). WFP played an active role⁹⁰ in the cluster system involving United Nations Agencies and other development partners, and was able to coordinate its FFA interventions at a State level with other members and, to some extent, provide former FFA participants with further resilience-building opportunities such as developing small businesses.

149. The ICSP (2018-2021) states that “WFP is working with UNICEF, FAO and UNDP to provide complementary activities in the same locations” through the Joint Stabilization and Recovery Programme (JSRP). WFP has collaborated with FAO in its FFA programming, with the JSRP agencies in Aweil and has recently started a joint resilience programme with UNICEF. At State level, the project was coordinated by local government and community leadership, although participation of State government officials was constrained by lack of resources.

150. The FFA project was aligned with WFP policy⁹¹ and the resilience approach that is shared by the three Rome-based United Nations agencies.⁹² A programme-wide partnership with FAO enabled more economical procurement of agricultural inputs, although in some cases these were delivered late or were defective. Efforts were made to integrate FFA communities with School Feeding and the WFP’s SAMS programme, but the fact that SAMS and FFA actions were generally operating in different areas, and production and quality issues (largely related to post-harvest storage), meant this type of interaction was not widespread or successful.

151. At a local level, the extent to which CPs were able to make partnerships or layer complementary interventions onto existing FFA programming varied. Larger CPs (for example: World Vision

⁹⁰ WFP chaired the inter-cluster working group and managed the humanitarian response planning process.

⁹¹ Policy On Building Resilience For Food Security And Nutrition, May 2015

⁹² WFP, FAO and International Fund for Agricultural Development (IFAD)

International) were in some cases able to target FFA communities with their other programmes, but smaller CPs, for which the FFA programme was their main activity, were less able to leverage additional resources.

152. Even if pipeline issues meant that distributions did not always take place to plan,⁹³ aligning the relief of immediate needs with the pursuit of longer-term development objectives was pursued by distributing cash and food after every 15 days worked rather than every month, as is typically the case in cash/food for work projects. Embedding nutrition advice and behaviour change communication – including training on production and preparation of vegetables – is a good example of how the longer-term development objectives were combined with short term needs. However, capping the transfer values to a maximum of six household members⁹⁴ diminished the extent to which the programme fully addressed immediate needs, due to sharing.

153. The programme was successful in targeting vulnerable people, but in all areas there was significantly more demand for participation in the programme than there were resources available: 70 percent of those interviewed in the household survey reported that people who needed assistance were missed from selection, and CP stakeholders recounted how non-beneficiaries sometimes crowded food distribution sites in the hope of receiving assistance.

154. The CBPP process played an important function in aligning FFA actions with the requirement in WFP's Policy on Building Resilience for Food Security and Nutrition to ensure that interventions are evidence-based and focused on long-term results. A proxy indicator of this is the high proportion of beneficiaries who felt that the training they had received, and the assets created, had improved their livelihoods, which in both cases was over 97 percent.⁹⁵ Nevertheless, the ET did find evidence where interventions could result in difficulties in the longer term: one particular example was the clearing of trees to open up more farming land rather than the promotion of more intensive and environmentally sensitive methods of production which do not expose the land to wind and soil erosion in the future, for example through making greater investments in small-scale irrigation.

155. Although transfer modalities were not always aligned to beneficiary preference, they were informed by evidence generated through assessments of the security situation and market conditions, with food tending to be used in areas with weaker markets and poorer security.

156. Some of the CPs were implementing actions in addition to the FFA programme, and around 12 percent of households interviewed for the household survey reported that pregnant and lactating women or children under five years old received specific rations from another project to improve nutrition. However, WFP staff mentioned that trying to organise programming with a large number of other actors was complicated, and the most successful joint actions occurred when the collaboration was limited to bilateral arrangements. Most evidence of interaction with other programmes points to efforts that were made to link former FFA participants to other programmes operating in the same area, notably the WFP-supported SAMS programme,⁹⁶ the 'Improved Food Security and Livelihood Development for Agro-pastoralist Communities in NBEG and Warrap States' project funded by the Swiss Agency for Development and Cooperation, the inter-agency Joint Recovery and Stabilization Programme in NBEG and the 'ZEAT BEAD' project of the FAO.⁹⁷

157. Internal WFP planning documents⁹⁸ were explicit that the FFA multi-year plan should be used to complement and strengthen existing local level plans - for example, by showing how activities in local plans can be seasonally aligned to livelihoods, to whom they should be targeted, how they complement

⁹³ 21% of those interviewed in the HH survey reported that they were not fully satisfied with the timing of the food / cash distributions, and issues around distribution (communication of time and location of the distribution site) comprised half of the complaints made.

⁹⁴ Meaning that members of households with seven or more members received less than they needed.

⁹⁵ Household survey data

⁹⁶ Under which farmers were able to sell produce to the School Feeding Programme

⁹⁷ Which aims to improve the livelihoods and food security of 20,000 households in NBEG, WBEG, Warrap and Lakes States

⁹⁸ For example. the PGM 'Core Document', 2016

other sectors, and any gaps that may exist. In 2018, attempts were made to engage State-level ministries in resilience planning, largely through the formation of 'Resilience Platforms' which were designed to encourage their support of agricultural extension, and training.

158. Resource constraints limited the extent to which Government staff were able to realistically participate at the field level, but the 'Resilience Platform' initiative was considered successful enough to be repeated (though not expanded to more States) in 2019. The Resilience Platform initiative also highlighted the importance of Government of South Sudan involvement in field activities, and recently WFP has amended its budget allocations to CPs to provide funding for the specific purpose of enabling Government staff to participate more fully in FFA activities.⁹⁹ However, despite these efforts, the ET found that some CPs felt that WFP could have done more to encourage the establishment of other interventions in FFA areas.

159. At the State level, the focus of WFP management and Government coordination was on ensuring that activities were on track and executed to a suitable quality. Quarterly monitoring visits were organised to enable partners to learn from each other, and oversaw the administration of monitoring and evaluation (M&E) surveys and dissemination of results. Government and community leadership were involved at county, payam and boma levels to organise targeting, selection of assets, linking technical staff with beneficiary groups for training purposes, and conflict resolution, although the involvement of Government varied substantially from State to State. Results from the household survey, which explored beneficiaries' perceptions of the lowest level administrative structure – the PMC - show that there was a high degree (over 87 percent) of satisfaction with the way the committee staff managed the project and communicated with group members.

Key findings and conclusions – Question 6 (coherence)

- The partnership with FAO enabled economical procurement of agricultural inputs and used the complementary strengths of the two agencies.
- FFA programming including the CBPP was strongly coherent with the Joint Resilience Policy of the Rome-based Agencies and WFP's own Resilience for Food Security policy
- FFA was integrated with other WFP and CP programmes to broaden resilience building and provide continued support to graduated, but with mixed success
- State-level ministries were involved in resilience planning through a "Resilience Platform" initiative," which was successful where implemented but has not yet been implemented in all States.

2.7. Lessons Learned

160. The ET recognises that several changes were made (or are currently under development) to the FFA programming. Where these are based on recommendations from external evaluations this is noted. The following changes are strongly supported by the ET and those still under development would have merited recommendations had action already not been taken:

- Improving the design and construction of community access roads and dykes, and recruiting engineers to improve the quality of assets and their sustainability. (CPE¹⁰⁰)
- Increasing multi-year programming to ensure quality and continuity of assistance (CPE)
- Introduction of more food processing for income generation and the avoidance of forced sale of fresh produce during glut periods
- Provision of greater financial support to local government to enable their full participation in the project. (CPE and BRACE II¹⁰¹)

⁹⁹ CO staff personal comment, November 2020

¹⁰⁰ WFP CPE 2017

¹⁰¹ DFID BRACE II MTR evaluation report

- Increasing Pillar III activities and in particular the increased use of fruit trees to encourage beneficiary buy-in.
- Introduction of programming dedicated to pastoralist communities whose needs are different from the more settled agriculture-based communities and where project inclusion in FFA may contribute to peacebuilding and community violence reduction.
- Seed quality issues are being addressed by adding a budget line to partnership agreements (FLAs) for local procurement of tree seeds and diversified crops (cassava cuttings, etc).
- Greater complementarity between WFP interventions (with SAMS, Feeder roads and school feeding) is being attempted but remains difficult due to differing optimum target groups (CPE 2017).
- A gendered analysis of the programme was carried out in 2018. The recommendations of this have been accepted and are being implemented.

3. Conclusions and Recommendations

3.1. Overall Assessment/Conclusions

161. **Relevance:** Stakeholders found the FFA activities in this project relevant to the context in South Sudan in the period 2016-2019, as the country moved towards recovery following several shocks. The provision of food assistance in the targeted areas was highly relevant and produced immediate advantages to food security and nutrition whilst at the same time supporting asset creation and increasing the ability of beneficiaries to improve their livelihoods and resilience.

162. Families from agricultural backgrounds were struggling to meet their immediate food needs, and lacking access to essential agricultural inputs, such as seeds and tools, in order to cultivate. The four project pillars were designed to ameliorate this situation: the restoration of productive arable land, improved community infrastructure, climate change adaptation and capacity building and skills development were all important interventions in this context. Agriculture is the mainstay of rural communities but remains precarious and more still needs to be done to diversify income-earning opportunities in these communities.

163. The CBPP processes used for targeting and selection of beneficiaries and asset selection were well managed and generally transparent to communities. Assets selected were appropriate to the agro-livelihood zone and the physical needs of the community. Transfer modalities were selected using standard WFP procedures which included beneficiary preferences, and were seen as a fair process. In areas where food was available in accessible markets at reasonable prices, beneficiaries generally preferred cash.

164. Counties where the majority of households faced Phase 3 food insecurity were identified for FFA intervention. While this is a reasonable approach, there are substantial differences between States in terms of the productive capability of land, strength of local government and the severity of past conflict that allow some communities to improve their resilience more quickly than others. The IHPs were complied with during the targeting of counties and communities through the use of the three-pronged approach, and throughout the implementation of the project.

165. Gender was mainstreamed through the equal representation of women as participants as well as during planning and management and gender sensitive project activity design. The cooperating partners followed WFP-provided guidance, tools and trainings to actively engage women in the community planning process and to form project management committees with equal representation of women and men. Women's roles in the communities have been strengthened by the project but there is a need to actively promote key female community members as change agents in the community and also to incorporate the recommendations of the rapid gender assessment. The gender sensitive and gender responsive measures applied by the WFP FFA team - and as identified during the evaluation - confirm

the IHP principle of Impartiality, and that the project considered the different needs and vulnerabilities of women, men and children.

166. The complaints and feedback mechanism for receiving and managing feedback and complaints from beneficiaries identified some serious problems of gender-based abuse/coercion, although most complaints received a timely response and were suitably addressed and resolved.

167. **Effectiveness:** The project was successful in improving FCS and reducing CSI over the period under review; incomes and productivity were also improved. These outcomes were achieved through a combination of cash and food support which reached, respectively, 62 and 78 percent of programme targets. Both these figures rose to 95 percent for the period 2017 to 2019. The project successfully facilitated communities to identify their immediate needs, provided training, tools and supervision and enabled communities to work together to create assets relevant to their needs.

168. The emphasis on clearing land for cultivation was possibly driven by the project's exit criterion, which, until 2019, was based on the premise that once a household had a farm of three feddans or more, they would be able to meet the majority, if not all, of their cereal needs. While this approach is understandable under a 'low input/low output' agricultural model, in the long term there is a strong possibility that it will lead to environmental degradation, and it would be worth revising environmental assessment procedures and considering interventions such as small-scale irrigation to intensify production, add value to produce and reduce the burden of hand-watering crops.

169. Interventions focusing on increasing productivity in the short term – particularly crop and vegetable production and fish farming (although this activity took longer to yield a profit) - were largely successful, although some issues with the suitability and timing of delivery of inputs and food/cash remuneration were noted. Beneficiaries increased the amount of land they cultivated and the amount of food they produced, and nearly all perceived that their livelihoods had improved significantly as a result of the programme.

170. The quality of infrastructure such as health centres, roads and community fish ponds varied, and in some cases they were not completed because of poor availability of materials. Nevertheless, serviceable roads definitely improved access to markets and services, and fish ponds proved to be an important source of income (and nutrition) once developed. There may be opportunities for WFP to promote fish production outside the standard FFA approach in order to increase the availability of fish and increase rural livelihoods.

171. Effectiveness was supported by competent and engaged CPs and the suitability of the training and assets created, but reduced by extreme weather, delays with distribution of food and tools, and inflationary issues associated with cash transfers.

172. **Efficiency:** The main efficiency drivers were the large scale of the programme, accurate targeting, and increasing use of cash transfers and prepositioned food. These increased the cost efficiency and cost effectiveness of the programme. Efficiency could be improved by greater adoption of CBTs (where appropriate), tightening up the cash distribution process and increasing the prepositioning of food and tools to avoid late delivery.

173. Poor quality tools (spades and rakes) and low germination rates of some seeds were a recurrent problem which seriously affected crop productivity and demoralised beneficiaries. Supplies of more reliable, better quality inputs need to be found: this may be by stricter quality standards when purchasing by WFP or partners or by encouraging the production of higher quality inputs. The FAO has greater expertise on seed quality and are supporting local seed production initiatives. For tools there may be a need for more innovative solutions such as encouraging local production of higher quality tools.

174. The greatest gains for household food security were achieved in the first two years of the project. A reduction in project duration to two years would be more efficient in terms of food security outcomes and could be considered in States such as WES, where overall vulnerability is lower. It would be

important to assess whether resilience can be achieved within two years before major changes are made to the programming.

175. **Impact:** The project has had a clear impact on the lives of beneficiaries through increased productivity, improved livelihoods, improved access to markets and services like health and education, asset accumulation, shifts in mindset related to work culture, and enhanced women's participation. Income from productive assets was used to further develop commercial food production and purchase other income-generating assets to cover short to medium term food needs, indicating an increase in resilience. The project has succeeded in all regions, even in those ICA zones with high risk and/or persistent food insecurity, and merits continuation and scaling up if resources allow.

176. Increased food availability directly reduced food insecurity, and improved dietary diversity and health. The improvement in food security varied between States: in WES, farmers had better farming knowledge and stronger agricultural extension support and food gaps were largely eliminated, while in Jonglei and Unity the gains were much more limited.

177. Community engagement during the design and implementation of the project had a positive impact on reducing local conflicts, strengthening social networks, improving social cohesion, and increasing ownership of constructed community assets. Women gained more respect and recognition of their important role in the community through participating with men in the different project activities, and women increased their participation in the decision planning processes around community needs and priorities. Activities were effectively used as a platform to discuss issues related to gender equality and increase women's knowledge and skills regarding agricultural practices. It also contributed to improved social cohesion as a result of group activities, improved intra-household dynamics and empowered women's role in the decision making. Women's participation in the PMC improved over time, although their participation in the implementation of activities was governed to some extent by culture and social norms.

178. **Sustainability** was fostered through a strong sense of ownership in the project's aims and activities from communities, and a commitment to maintain the individual and community assets beyond the project period. This results from the participatory processes and the multi-year commitment of WFP and the CPs.

179. After the end of the FFA project many benefits remain, including: i) greater participation and recognition of the value of women; ii) improved food quantity (through crops, vegetables, fish and income to purchase other products); iii) greater diversity of food intake; iv) better physical access to markets; v) improved environment (in a few places); vi) improved community cohesion; and vii) better farming knowledge and skills; .

180. Government commitment to the project at local and central level was strong but States varied widely in their capacity to engage, due to weak local government units with inadequate resources, recent history of conflict between authorities, and splitting into smaller units.

181. Maintenance of the larger community assets (roads and flood prevention dykes) was (and remains) sometimes weak and dependent on the strength of Asset Management Committees and the level of government engagement; even with strong official participation, communities often lack the resources to maintain assets. The availability and use of road and dyke maintenance equipment would have a positive effect on sustainability. However, a large majority of the assets created are still functioning despite severe flooding in 2019, and crop, vegetable and fish production continues.

182. Comparison of the outcomes from 2016-2019 with the results of the survey conducted in 2020 infer that the impressive gains made over the project period may not be permanent, and imply that while the food, cash, training and assets played an important role in improving food security, benefits were still fragile. The 2019 flood impact assessment in NBEG is quite clear that the project did not effectively create sufficient resilience to withstand the shock.

183. Exiting the project after three years allowed an increase in food security, income generation and resilience but the greatest resilience was achieved in States where initial food security was strongest.

184. **Coherence:** The partnership with FAO enabled economical procurement of agricultural inputs and built on the complementary strengths of the two agencies, notably WFP's experience with large-scale FFA programming and FAO's experience with agricultural interventions.

185. Programming for the FFA, including the CBPP, was strongly coherent with the Joint Resilience Policy of the Rome-based Agencies and WFP's own Resilience for Food Security policy; CBPP supported the involvement of beneficiaries, community leadership and local government stakeholders in the design of the project's activities. The FFA is aligned with the overall UNCF programming and the National Development Strategy of the Republic of South Sudan. State-level ministries were involved in resilience planning through a "Resilience Platform" initiative," which was successful where implemented, but has not yet been implemented in all States.

186. The FFA project was integrated with other WFP and CP programmes to broaden resilience building and provide continued support to former FFA participants, but with mixed success due to geographical separation and absence of other large-scale interventions in most FFA areas.

3.2. Recommendations

Recommendation 1: Over the next six months, the Country Office should examine the reasons why some Asset Management Committees are unable to ensure that infrastructure is properly maintained by the community, and then follow up with appropriate remedial action. This may include further support/training for the AMC or community-level education/sensitization.

Recommendation 2: Further to the above, **the Country Office should consult with the Government over support for the purchase of equipment suitable for carrying out maintenance work on roads and dykes** that cannot be managed at community level. The ET notes that improving the quality of design and construction of larger physical infrastructure to ensure sustainability is already in progress by WFP, but good access roads are vital to communities and the need for improved maintenance using machinery is high. The most likely home for this equipment would be the boma or county engineering departments. The ET recognizes that the recommendation carries significant initial purchase costs and a comprehensive plan to ensure that any purchased resources would be available for the long-term operation and maintenance would be required.

Recommendation 3: The Country Office should continue to look for improvements to support gender transformative changes. Gender analysis of the FFA programme has identified many elements of the programme that supported female community members, but in particular during the next cycle of new FLAs the CO should ensure that i) female change agents are identified and empowered to take on leadership roles in the community; and ii) further work should be done to implement the recommendations of the rapid gender assessment, including tailoring work norms to needs and abilities and reducing the work burden of women (for instance, the provision of wells and ponds, and irrigation schemes as in Recommendation 4). Changes should be implemented with the next cycle of partnership agreements.

Recommendation 4: The Country Office should consider piloting - in collaboration with FAO - the introduction of small-scale irrigation systems, adapted to local hydrological conditions at selected FFA project locations, over the next two years. Introduction of larger-scale farming together with vegetable gardening is highly labour intensive, and manual irrigation using buckets is very laborious, especially for women. Systems that can be moved between plots to cover a greater total area are most likely to be cost effective. With improved irrigation, production can be intensified with improved soil and fertilizer management, reducing the need for extensive land clearance. Assessment procedures should be strengthened to avoid land degradation.

Recommendation 5: The Country Office should promote the production of tools together with FAO's activities promoting seed production within South Sudan. The quality and availability of tools

and seeds provided by the project was too often sub-standard. Tool production could involve FFA participants who have exited the programme and should reduce the cost of tools and encourage greater production of locally favoured implements such as malodas. A review within the CO, and potential engagement of the Innovation Accelerator if there is need for external support, within the next year may help identify practical and sustainable solutions.

Recommendation 6: The Country Office should consider, over the next six months, identifying additional approaches to promoting fish farming more widely, in conjunction with partners and the Government. Fish farming has been a considerable success in WES but it was not possible to replicate this activity elsewhere during the FFA project. The Country Office should develop an outreach programme based on existing successful operations, possibly including a programme of loans/small-scale grants, to communities with viable proposals.

Recommendation 7: To further enhance the use of cash-based transfers, **the Country Office should over the next year:** i) engage with cellular network operators and relevant national regulatory authorities to advocate for the advantages of **expanding mobile money coverage;** ii) regularly review operators/agents for cash distribution to ensure they are **achieving the best price for the service required.** and iii) **increase SCOPE enrolment** as widely as possible, as registration with SCOPE (or even just with FFA) has a secondary benefit of easing credit availability.

R8: The Country Office should, over the coming year consider introducing an 'exit package' as beneficiaries leave the project. It has been observed that some participants fail to continue to develop resilience after exiting the programme, and an 'exit package' could take the form of a voucher for the purchase of processing equipment, materials or training that would contribute to improving the former FFA participant's livelihood at an individual or community level, and contribute towards a more consistent level of resilience among beneficiaries.

R9: The Country office should also, over the coming year, determine whether it is possible to introduce some flexibility into the period of enrolment in the project. This would allow beneficiaries in more food secure/less vulnerable areas to exit the programme in two years if they can achieve a satisfactory level of resilience, and conversely those in less food secure/highly vulnerable areas would be able to stay up to four years, as under the present system resilience is achieved more fully in some States than others.

Annexes

Annex 1: Terms of Reference

**Terms of Reference
Programme Activity Evaluation of
Food Assistance for Assets (FFA) Project in South Sudan from 2016 to 2019
WFP South Sudan Country Office**

29 October 2019 (Final)

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1. Introduction

1. The Terms of Reference (TOR) are for the evaluation of the Food Assistance for Assets (FFA) Project, implemented from 2016 to 2019, of which 33 percent of the total beneficiaries graduated at the end of 2018 after a three-year cycle. FFA projects have been implemented in the counties of Northern Bahr el Ghazal, Warrap, Lakes and Western Equatoria, and a few counties in Jonglei, Unity, Western Bahr el Ghazal, and Eastern Equatoria states. The projects were mainly funded by Global Affairs Canada (GAC), Department for International Development (DFID), Germany Ministry of economic cooperation and Development (BMZ), and Japan. This activity evaluation commissioned by World Food Programme (WFP) South Sudan Country Office (SSCO) will cover the period from 2016 to 2019.

The TOR was prepared by the WFP SSCO based upon an initial document review and consultation with stakeholders, following a standard template. 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

3. The reasons for the evaluation being commissioned are presented below.

2.1. Rationale

4. The evaluation is being commissioned to inform the implementation of the FFA program in the next Country Strategic Plan (CSP) cycle, 2022-2026. The FFA program is one of the key vehicles of WFP for achieving food security and nutrition, and at the same time enhancing communities' absorptive and adaptive capacities, through asset creation ultimately strengthening their resilience to shocks and stressors. The evaluation will be useful for WFP SSCO as it will help in understanding the project in the overall context of resilience building that WFP and other partners are implementing across the counties. As such, the evaluation will contribute to improved WFP's accountability to beneficiaries ensuring meaningful participation of persons of all diversities (women, men, girls, boys, persons with disabilities, elderly and persons with other diversities including ethnic and linguistic) and understanding of the FFA successes, areas for improvement and unintended results to inform strategic decision-making.

5. The evaluation will provide key recommendations on what has been working well, what may need adjustment to ensure the quality of the programme, including the suggestions on how FFA will be implemented in the forthcoming CSP (2022-2026) to best serve beneficiaries strengthening their capacity to build resilience to the shocks.

6. The food security and nutrition situation in South Sudan has deteriorated progressively since the conflict started in 2013. The acutely food-insecure population has doubled, increasing from around 3.5 million people before the 2016 conflict to an estimated figure of 7 million in 2019¹⁰². The chronically food-insecure population has increased in the last five years, with almost half of the vulnerable population facing recurring food insecurity conditions¹⁰³. The reason for the high vulnerability includes disrupted livelihood patterns due to the conflict that started in 2013 and 2016, leading to decreased agriculture production and productivity, increased hunger and malnutrition, worsened by economic and natural shocks.

7. Since 2012, WFP has been implementing FFA activities with three main components: 1) support to targeted non-labour constrained food-insecure households with in-kind and cash; 2) asset creation at community and household level; and 3) capacity- building activities. Since then, the programme has seen some changes and has spread across most counties in Northern Bahr el Ghazal, Warrap, Lakes and Western Equatoria, and a few counties in Jonglei, Unity, Western Bahr el Ghazal, and Eastern Equatoria (See Annex 1a for coverage). The areas targeted were based on the Integrated Food Security Phase Classification (IPC) analysis, with households in IPC Phase III mainly targeted, but also included households in Phase IV. As WFP seeks to expand its safety nets programmes that include FFA by linking it to smallholder agricultural market support (SAMS) and

¹⁰² South Sudan IPC Analysis, January 2019

¹⁰³ South Sudan Integrated Context Analysis, WFP Juba December 2018

school feeding (SF) activities, understanding its impacts and key lessons learned is crucial to make smart programming choices going forward.

8. FFA has helped to reduce the prevalence of poor and borderline food consumption among participating households from 89 percent in 2016 to 51 percent in 2018, indicating that people in FFA are eating a wider variety of foods more frequently. In addition, the percentage of households applying crisis and emergency livelihood coping strategies has reduced from 69 percent to 12 percent over the same period, meaning that households’ resorted to fewer negative coping strategies to deal with food gaps¹⁰⁴.

2.2. Objectives

9. Evaluations in WFP serve the dual and mutually reinforcing objectives of accountability and learning.

- **Accountability** – The evaluation will assess and report on the performance and results of both the in-kind and cash-based transfers (CBT) FFA Projects. The evaluation will indicate how the activities have contributed to resilience building and whether WFP is fully accountable to the Affected Populations, Gender Equality and Women’s Empowerment, and Protection standards, by checking whether beneficiaries were consulted throughout the project cycle.

- **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices, and pointers for learning. It will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated, and lessons will be incorporated into relevant sharing systems.

2.3. Stakeholders and Users

10. A number of stakeholders both inside and outside of WFP have interest 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.

Table 2: Preliminary Stakeholders’ analysis

Stakeholders	Interest in the evaluation and likely uses of the evaluation report to this stakeholder
INTERNAL STAKEHOLDERS	
Country Office (CO) [South Sudan]	With the signing of the revitalised peace agreement in September 2018 there is increased space and interest, by communities, donors and other humanitarian partners, in resilience activities. As the country office is responsible for programming, the results of this evaluation will directly influence the direction to be taken in resilience-building activities in the larger context of partners’ work.
Regional Bureau (RB) [Nairobi]	The resilience and FFA activities and their linkage to other safety net activities are universal across the RBN portfolio. 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 HQ [Safety Net and Social Protection Unit]	WFP HQ technical units are responsible for issuing and overseeing the rollout of normative guidance on corporate programme themes, activities and modalities, as well as of overarching corporate policies and strategies. As WFP pursues its dual

¹⁰⁴ WFP South Sudan Food Assistance for Assets Achievements 2018

	mandate of development and humanitarian aid, this program is core to WFP resilience building, and evaluation results can impact the organization's portfolio.
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 programmes. This evaluation will not be presented to the Board, but its findings may feed into thematic and/or regional syntheses and corporate learning processes.
EXTERNAL STAKEHOLDERS	
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 of all intersectional diversities including disability, language and social groupings will be undertaken and their respective perspectives taken into consideration in the programme implementation. This program has a component that aims to have not just short-term food consumption effects, but long-term knowledge transfer and resilience, as such beneficiaries' input is especially important.
Government	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities and harmonised with the action of other partners and meet the expected results. Issues related to capacity development, handover, and sustainability will be of interest. The Ministry of Agriculture and Food Security, and the Ministry of Livestock and Fisheries working with the Intergovernmental Authority on Development (IGAD) drought disaster resilience and sustainability initiative (IDDRSI) and the Ministry of Humanitarian Affairs and Disaster Management will have a keen interest in the evaluation as they work in the area of food security and disaster mitigation respectively.
UN Country team [FAO, UNICEF, UNDP]	The UNCT's harmonized action should contribute to the realisation of the government resilience to shocks programmes. It has therefore, an interest in ensuring that WFP programmes are effective in contributing to the UN concerted efforts. As FAO and WFP partner on some resilience tool building kits that could be included as a component in future iterations, they have a direct interest in the evaluation. UNICEF and UNDP will also be interested, considering that they have been working with communities on resilience-building initiatives.
NGOs	NGOs are WFP's partners for the implementation of some activities while having their own interventions at the same time. For the FFA, WFP has a number of cooperating partners who will be involved in the implementation of the safety net activities. Refer to Annex 10 for the list of NGOs
Donors	WFP operations in South Sudan are voluntarily funded by a number of donors. 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. The FFA expansion will require additional donor interest, partially determined by the perceived effectiveness of the programme.

3. Context and subject of the Evaluation

3.1. Context

11. After more than five decades of near-continuous war, South Sudan became an independent nation on 9 July 2011. Since independence, an increasingly severe economic crisis has been driven by declining oil production, global decline in oil prices, the rapidly depreciating value of the South Sudanese pound, shortages of hard currency, and significant dependence on imports. Following the conflict that erupted in Juba in June 2016, the inflation rate was the highest in the world, at 549 percent in September 2016. The conflict and insecurity across the country disrupt economic and livelihood activities and regularly cut off trade routes and impede commercial imports.

12. The 2016 Human Development Report indicated that 50.6 percent and 42.7 percent of the population in South Sudan live below the national and international poverty line of \$1.90 per day respectively. Livelihoods are predominantly found in subsistence agriculture and pastoralism. Over 80 percent of the population resides in rural areas and 85 percent of the working population is engaged in non-wage work. In addition, the latest IPC report¹⁰⁵ released in June 2019 reported that 6.96 million, 61 percent of the population, were likely in Crisis (IPC Phase 3) acute food insecurity or worse. Out of the 6.96 million people, 1.82 million and 21,000 people were in emergency acute food insecurity (IPC Phase 4) and catastrophe (IPC phase 5) respectively.

13. As spelt out in the Interim Country Strategic Plan (ICSP) 2018 to 2021, WFP South Sudan has made concerted effort to align with Sustainable Development Goals (SDGs) 2 and 17, and national strategies such as National Girls Education Strategy 2018 – 2022, as well as National Gender Policy (2012), and UN Country Teams Interim Cooperation Framework and Humanitarian Response Plan 2016-2018, and United Nations Cooperation Framework (UNCF) 2019 to 2021.

14. WFP South Sudan has engaged with partners such as FAO, UNICEF, and key NGOs, leading the resilience outcome group within the UNCF in South Sudan to enhance the impact of interventions by emphasizing early planning and convergence at the field level with key partners implementing activities in different sectors.

15. FFA is essential to ensure targeted communities are empowered to enhance their resilience to shocks while strengthening long term food and nutrition security. The WFP has been providing life-saving support to millions of people on all sides of the conflict and in virtually all areas of the country that are accessible since independence in 2011 (and as part of Sudan since 1963). To turn food assistance into a tool for peacebuilding and future development, WFP is engaging grassroots civil society organizations and empowering communities.

16. Through 22 cooperating partners, WFP under the FFA project has provided technical support for physical assets creation and capacity building; as well as short-term food or cash assistance to food-insecure households. This promotes the restoration of livelihoods and the resilience of the targeted communities against future shocks, both natural and man-made.

17. Considering increasing political stability in South Sudan, after the most recent signing of the Revitalized Peace Agreement in 2018, WFP is planning to expand FFA programming to enhance communities' absorptive, and adaptive capacities, ultimately building their resilience to natural and man-made shocks and stressors. Hence, this evaluation aims to better understand the results and effect of resilience programming that enhances livelihood development including other programmes such as SAMS and SF, and to provide information on the benefits of different implementation modalities.

18. In South Sudan, it is well recognized that deeply engrained gender inequalities limit the sustainable outcomes of humanitarian assistance for particularly women and girls. Despite most heads of households (57 percent being women in South Sudan) and the guardians of household health, pervasive inequalities continue to limit the necessary requirements to sustain the productivity and health-seeking behaviours of women and girls. In South Sudan, due to the limitation on their access to education, and employment opportunities,

¹⁰⁵ IPC_South_Sudan_IPC_Key_Messages_May_2019,
http://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/IPC_South_Sudan_IPC_Key_Messages_May_2019.pdf

gender inequality not only exposes women to material deprivation and weak bargaining position within the family and community, it is also more difficult for them to fully participate in livestock production and marketing of high-value crops.

19. A study by Oxfam (2017) highlights the prevalent types of SGBV in South Sudan such as sexual violence, and rape as part of armed conflict; increased domestic violence; sexual violence against women and girls including by service providers; and forced or early marriage¹⁰⁶. The conflict made women and girls more vulnerable, worsened by polygamy culture that normalises the subordination of women, gender-based discrimination, and violence¹⁰⁷.

20. Considering the South Sudan context, and consistent with the WFP and Country Office Gender Action Plans, FFA activities have mainstreamed gender equality and women’s empowerment into the activity design, implementation, and evaluations. This includes application of gender parity in the Project Management Committees (no less than 50 percent of members are women), inclusion of gender equality and GBV awareness and prevention messaging and education into PMC, and activity delivery linking women and girls to GBV referral services, facilitating safe and accessible project sites, and establishing Complaint and Feedback Mechanisms that meet the preferences of women, girls, men, and boys. The evaluation will explore the contributions to gender equality and women’s empowerment, complementing with previous gender analysis by WFP and UN Women in 2018 (See Annex 13 for a summary) and ongoing gendered situational analysis study conducted by gender unit in 2019.

3.2. Subject of the evaluation

21. The scope of this evaluation will focus on the project implemented between March 2016 to December 2019. The rationale behind the scope of the evaluation is that the programme has largely remained the same over this period and the relevant data collected from 2016 is available. In addition, large FFA beneficiaries’ graduation took place in 2018, and additional areas registering a new phase of the project in 2019.

22. The total number of planned and actual beneficiaries from 2016 to 2018 is presented in the table below.

187. Table 2. Actual total beneficiaries from 2016 to 2018

Year/Total	Gender	2016	2017	2018	Total
Planned	Female	327,024	270,000	340,200	937,224
	Male	278,576	230,000	289,800	798,376
	Total	605,600	500,000	630,000	1,735,600
Actual	Female	219,086	241,857	316,791	777,734
	Male	186,628	206,027	269,859	662,514
	Total	405,714	447,884	586,650	1,440,248

23. The cost of the FFA activities was estimated at USD 23,406,955 in 2018. The costs of FFA activities for 2016, 2017 and 2019 will be provided to the evaluation team during the inception phase.

24. A comprehensive FFA Theory of Changes (TOC) developed in the past was not finalized and used during the implementation period. Thus, in July 2019 most CPs implementing the FFA and WFP staff developed a TOC¹⁰⁸ based on knowledge from the past programme implementation. This TOC will be used to identify the FFA programme implementation paths and gaps with two main logic models for each donor, BRACE II log-frame for DFID and PMC for GAC.

25. WFP carried out the Country Portfolio Evaluation South Sudan (2011 - 2016) inclusive of FFA activities in February 2017 that measured results and had a lesson learnt component. From the evaluation, one of the findings was that while beneficiaries valued the assets built through FFA such

106 Oxfam (2017).

107 Gendered situational analysis to inform safety nets and resilience programme in South Sudan, Inception report (2019)

108 The ToC developed in July in 2019 and FFA related log framework at SSCO CSP are in Annex3 and Annex 2 respectfully.

as dykes, feeder roads, and training, the quality of tertiary roads was limited. Most FFA activities remained short term, with little evidence of the complementarity layering of multi-sector actions over a sustained period needed to build resilience to shocks affecting food security. From a midterm evaluation on BRACE II conducted by DFID in 2019, it is recommended to adjust activities to better align with broad social protection. Currently, another gendered situational analysis for safety net and resilience programme is in progress. These evaluations and studies will be complementary to the FFA activity evaluation.

4. Evaluation Approach

4.1. Scope

26. The evaluation will cover the period from 2016 to 2019 across all the project areas ensuring coverage of (i) different livelihood zones (pastoral, agropastoral and cropping areas) as well as the different depth of vulnerability¹⁰⁹ where the FFA activities have been running the programme (see map in Annex 1.b); (ii) areas which are covered by CBT only, (iii) areas covered by in-kind only and (iv) areas that receive both in-kind and CBT. Special attention will be given to vulnerable groups, such as female-headed households and households with chronically ill or disabled family members.

27. In 2018, the FFA programme scaled up by almost 40 percent to serve nearly 600,000 people across all regions of the country, from around 450,000 in previous years. Of the total beneficiaries, 54 percent were women and girls.

28. The FFA programme is reaching out to 9 of the 10 states of South Sudan that include most counties in Northern Bahr el Ghazal, Warrap, Lakes and Western Equatoria, and a few counties in Jonglei, Unity, Western Bahr el Ghazal, Central Equatoria, and Eastern Equatoria (see map in Annex 1.a).

29. Households participating in the FFA are selected through a targeting committee based on pre-determined vulnerability criteria and locally relevant targeting criteria that select households from the poor and very poor wealth groups. Eligibility criteria have been developed (Refer to Annex 5 for details). Only households with at least two able-bodied family members are targeted for FFA. The primary participant and alternate must also be willing to participate in asset creation activities, including farming and communal asset creation.

30. The decentralized evaluation will be conducted to determine the impact of the FFA project on the people (including the gender dimensions) WFP serves, through this programme.

- a. The evaluation will focus on the effects and results of the FFA project on community resilience and sustainability against shocks and risks;
- b. FFA programme design and implementation will be considered and these issues are covered under the evaluation questions;
- c. Whether the targeting against the criteria was achieved;
- d. The appropriateness and performance of the FFA modality, both in-kind and CBT;
- e. The impact on livelihoods and economic improvement of the targeted group;
- f. A deeper understanding of the use of cash entitlement and beneficiary needs; and
- g. The possibility of scale-up;

31. This evaluation is undertaken when the project has been running for several years, hence measurement of the key indicators from 2016 when changes in the implementation of the programme where instituted is expected. The evaluation team will focus on measuring and reporting on changes in livelihoods, economic status, capacities and behaviours and participating households' ability to cope and adapt to shocks and stressors.

32. The evaluation will provide a comprehensive picture of the programme's results over time, specifically looking at food security indicators, programme outputs against the targets set, training and its effectiveness, assets created, nutrition sensitivity inclusion and farmers' market access.

¹⁰⁹ South Sudan Integrated Context Analysis (ICA), December 2018

4.2. Evaluation Criteria and Questions

33. **Evaluation Criteria:** The evaluation will apply the international evaluation criteria of relevance/appropriateness, connectedness, effectiveness, efficiency, impact and sustainability¹¹⁰. Gender equality and the empowerment of women should be mainstreamed throughout. The questions in Table 3 below address these criteria specifically.

34. **Evaluation Questions allied to the evaluation criteria:** the evaluation will address the following key questions (Table 3), 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 FFA programme as per log frame indicators (Annex 2), and ToC (Annex 3) developed for the evaluation including any gender- related differences with the gender-disaggregated data, which could inform future strategic and operational decisions.

Table 3. Criteria and evaluation questions

Criteria	Evaluation Questions
Relevance	<ul style="list-style-type: none"> - To what extent did the FFA programme align with different beneficiary needs and increased needs emanating from displacement, unemployment and poverty status of the population in the areas of intervention? - Is the FFA programme targeting the right intervention areas, the right population with the right programming modality? - To what extent FFA programme intervention was based on sound gender analysis and perspectives?
Coherence	<ul style="list-style-type: none"> - To what extent did the FFA programme consider WFP's strategy for long term resilience? - How has the FFA complementary to other projects and integrate the programme in an overall Government, Community and other Agencies strategies to build resilience and reduce vulnerability to shocks, etc.?
Effectiveness	<ul style="list-style-type: none"> - To what extent has targeted outputs, outcomes, and strategic results achieved and what were the main factors/ challenges influencing the achievement and non- achievement of the FFA objectives? - To what extent did the different transfer modalities of the programme enhance food security, nutrition, livelihoods, incomes, and economic status of the target groups including women, men, boys, and girls? - To what extent have beneficiaries improved their knowledge/ changed their behaviour because of the incentives and training provided? - To what extent the cooperating partners (CP) have been supported by WFP in project implementation and management, the needed competencies to coordinate the asset building?
Efficiency	<ul style="list-style-type: none"> - Which areas have the FFA modalities been cost-efficient and how can efficiency be improved? - Were all activities implemented under the FFA, including agricultural inputs, (seeds-tools) delivered on time? If not, what were the challenges for the delays (e.g. seasonal rains, etc)? - Were resources allocated efficiently (e.g. appropriate operational methods, staffing, etc.)?
Impact	<ul style="list-style-type: none"> - How and to what extent have the different project modalities of the FFA impact on gender (men, women, girls, and boys), the social networks and fabric of the community and power balance of households and community of the target population? - To what extent the FFA programme directly or indirectly affected community cohesion and peace among the targeted population?

¹¹⁰ For more detail see: <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm> and <http://www.alnap.org/what-we-do/evaluation/eha>

	<ul style="list-style-type: none"> - To what extent the FFA programme including assets created contributed to enhancing food security and resilience of the vulnerable people against risk and shocks such as floods and droughts? - What kind of unintended positive or negative impact did the project bring to the targeted communities, households, women, girls, boys, and men?
Sustainability	<ul style="list-style-type: none"> - To what extent did the target communities assume ownership of the project during and after implementation? - What benefits including assets created attributed to the project have beneficiary households continued to enjoy beyond the life of the project? - How has the graduation criteria being applied ensured that the communities and households that qualify for graduation have been made resilient to shocks and stressors and have developed sustainable livelihoods?

4.3. Data Availability

35. A number of information sources related to the FFA project in South Sudan are available (see Annex 9). However, some of the information accuracy and reliability cannot be ascertained. One limitation is that for some years output level data depend mainly on the CP's reports so there could be some gaps. Another limitation is that full post-distribution monitoring (PDM) reports are not available but only summarized findings. However, the study team can access raw data for the evaluation.

36. Concerning the quality of data and information, the evaluation team should:

- a. assess the availability and reliability of existing data as part of the inception phase;
- b. systematically check the accuracy, consistency, and validity of collected data and information and acknowledge any limitations/caveats in drawing conclusions using the data;

37. The evaluation team is responsible for collecting data from a representative sample of beneficiaries (covering most of the FFA areas described in paragraph 26 above) preferably during the FFA activities implementation. The survey will focus on pertinent questions to answer the evaluation objectives. WFP routinely collect output-level data as well as outcome data that will be made available to the evaluation team.

38. During the inception phase, SSCO and the evaluation team will have to agree on a data collection strategy that minimizes duplications and promote efficiency and completeness. A list of outcome indicators including but not limited to those identified in the logical framework in Annex 2 will be agreed on.

39. Several gender-disaggregated data and gender-specific indicators at output and outcome level such as Minimum Dietary Diversity (MDD) Women are available. This evaluation will identify how the recommendations from the previous gender study conducted in May 2018 have been applied in the programme design and implementation.

4.4. Methodology

40. The evaluation team will conduct a comprehensive theory-based evaluation of the programme.

41. To answer the evaluation questions, a mixed-methods approach is proposed:

a. **Desk Review and context analysis:** A careful analysis of existing data and information from secondary sources including policy documents, programme documents, monitoring reports, annual project reports, past reviews, and evaluations; Evaluation questions will be developed after full consideration of the secondary information and the objectives this evaluation and will be collected through the quantitative and qualitative data collection.

b. **Quantitative primary data collection:** from a representative number of households through a carefully designed survey, focusing on changes of households and community with created assets and bearing in mind the livelihoods and depth of vulnerability as well as gender dimensions that vary from one region to the other.

c. **Qualitative primary data collection:** through interviews, focus group discussions (FGD) that considers the gender groups, key informative interviews, and other participatory methods.

42. It is proposed that the evaluation will have a special focus on Warrap, Northern Bahr el Ghazal and Western Equatorial each with two livelihood zones and covering different Integrated Context Analysis (ICA) categories which depict the level of shocks and vulnerability status. The evaluation will cover ICA Categories 1 to 3 and 5 and nine areas representing a combination of vulnerability status and livelihood zones (See map Annex 1.b), as well as the different transfer modalities (See Map Annex 1.a). In addition, new areas where FFA activities were implemented from 2017 will be considered in the coverage of this evaluation. The Inception phase will further refine the study areas.

43. Considering the situation in South Sudan, there could be unpredictable conflicts in the planned programme areas for data collection activities. In this case, the sampled areas will be substituted. In addition, beneficiaries could be busy preparing for the agricultural season during the data collection period. To maximize the effectiveness, the study team and WFP will closely communicate with CPs and Field offices to arrange the surveys accordingly.

44. The full methodology will be confirmed and refined by the evaluation team during the inception phase, but it should:

- Employ the relevant evaluation criteria above;
- Demonstrate humanitarian principles: humanity, neutrality, impartiality, and independence by relying on a cross-section of information sources (stakeholder groups, including beneficiaries, donors, etc.). The selection of field visit sites will also need to demonstrate impartiality. The evaluation team should ensure that the methodology and evaluation implementation are ethical, neutral, unbiased, independent and conform to the United Nations Evaluation Group (UNEG) Ethical Guidelines for Evaluation;
- Use mixed-methods (quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means;
- Apply an evaluation matrix geared towards addressing the key evaluation questions considering the data availability challenges, the budget and timing constraints;
- Ensure using mixed methods that women, girls, men and boys including the disabled from different stakeholders' groups participate and that their different voices are heard and used;
- Mainstream gender equality and women's empowerment, as above;
- Use the FFA ToC created in July 2019 for the evaluation, as well as the draft Resilience ToC already developed to further inform the research questions;
- Will be GEEW-sensitive, indicating what data collection methods are employed to seek information on GEEW issues and to ensure the inclusion of women.
- Ensure that data collected is disaggregated by sex and age; an explanation should be provided if this is not possible. FGD will be conducted separately between men and women to ensure the friendliest conditions for the discussion.
- Existing monitoring findings and data from related reports such as SPR/ACR, PDM, BRACE II MTE report, and project performance reports are available for the evaluation including gender-related studies and data from PDM such as MDD women;
- The evaluation findings, conclusions, and recommendations must reflect gender analysis, and the report should provide lessons/ challenges/ recommendations for conducting a gender-responsive evaluation in the future.

45. The following mechanisms for independence and impartiality will be employed:

- a. Evaluation Committee (EC) will be appointed and involved through all the evaluation phases. The EC is responsible for overseeing the evaluation process, making key decisions and reviewing evaluation products submitted to the Chair for approval.
- b. Evaluation Reference Group (ERG) will be set up to steer the evaluation, comment on all evaluation deliverables and exercise oversight over the methodology;
- c. All tools and products from the Evaluation Firm will be externally and independently quality assured (both by the ERG and the DEQAS);
- d. The Evaluation firm will be asked to set out how ethics can be ensured at all stages of the evaluation and that they seek appropriate ethical clearances (institutional and local) for the design ahead of going to the field.

4.5. Quality Assurance and Quality Assessment

46. 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.

47. 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 rigorous quality control of the evaluation products ahead of their finalization.

48. 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, which will be applied at each stage to ensure the quality of the evaluation process and outputs.

49. 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 a review of the draft inception and evaluation report (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.

50. The evaluation manager will review the feedback and recommendations from QS and share it 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 standards^[1], a rationale should be provided for any recommendations that the team does not take into account when finalising the report.

51. 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.

52. 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.

53. 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

54. The evaluation will consist of five phases, each with their deliverables. Annex 9 provides a more detailed timeline. The phases can be broken down as follows:

a. Phase 1- Planning phase (6th August-4th December)

- The preparation for the evaluation will be done by the Evaluation Manager at WFP SSCO. This includes the preparation of the TOR and review of TOR in the DEQAS process, selection of the evaluation team, and contracting of the evaluation company. It also includes finalising provisions for impartiality and independence, and the preparation of a document library and drafting the communication and learning plan.

b. Phase 2- Inception (5th December - 31st January)

^[1] UNEG Norm #7 states "that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability"

- Concludes with an inception report detailing how the team intends to conduct the evaluation with an emphasis on methodological and planning aspects. It will include an evaluation team orientation, a desk review of documents, inception meetings as requested. *[Deliverable: Inception Report]*
 - **Fieldwork for data collection (10th February - 10th March)** The evaluation team will develop the survey tools test them and conduct data collection in the field, and it is expected to take 4 weeks, including some primary data collection in the intervention counties and secondary data analysis. *[Deliverable: debriefing PPT and/or preliminary report]*
 - c. Analyse and Reporting (12nd March - 20th May)**
 - The evaluation team will analyse and triangulate all data collected during the desk review, fieldwork, and the additional consultations with stakeholders as required. The evaluation manager will circulate the draft report for comments and thereafter comments considered by the evaluation team in the final report. In addition, the evaluation team would also produce a summarized evaluation report. *[Deliverable: draft and final evaluation Report]*
 - d. Dissemination and follow-up (22nd May - 22nd June)**
 - The evaluation report is shared with relevant stakeholders and users of the evaluation. The WFP Commissioning Office management responds to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines for taking those actions. *[Deliverables: Summary of the evaluation, PowerPoint presentation, Policy brief of the evaluation report]*
55. The details of expected deliverables from the evaluation are found in Annex 11.

6. Organization of the Evaluation

6.1. Evaluation Conduct

56. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with the Evaluation Manager- the Head of Vulnerability Analysis and Mapping (VAM) and Monitoring and Evaluation Unit. The evaluation manager has not been involved in the FFA project implementation. The team will be hired following the agreement with WFP on its composition.
57. The evaluation team will not have been 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 UNEG ethical [guidelines](#) and code of conduct. The team should respect participants' dignity and diversity especially ethnicity and political issues, considering the South Sudan context.
58. The evaluation schedule will be discussed between the evaluation team and the Evaluation Committee (EC) [Refer to an evaluation schedule in Annex 4].

6.2. Team composition and competencies

59. The evaluation team is expected to include 3 to 4 members with different skill sets and backgrounds, including the team leader, and should include national staff or a plan to have at least one of the team members fluent in one of the local languages. The team members should be familiar with the South Sudan context. 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 a WFP experience.
60. The team will be multi-disciplinary with a complementary combination of the technical expertise and a track record of written work on similar assignments, and include members who together include an appropriate balance of expertise and practical knowledge in the following areas:
- Conditional cash and food aid programmes;
 - Livelihoods, asset creation and labour practice in rural setup;

- Humanitarian approaches;
- Evaluation of cash transfers programming;
- Gender expertise / good knowledge of gender issues in rural development;
- Enumerators for households (HHs) survey, and translators;
- All team members should have strong qualitative and quantitative analytical and communication skills including HHs survey experiences, with a team leader having over 10 years of evaluation experience and familiarity with South Sudan.
- The report will be in English, and all WFP meetings will be conducted in English. However, beneficiaries primarily speak different local languages, and this should be planned for.

61. The Team leader will have technical expertise in one of the technical areas listed above and have expertise in designing methodology and data collection tools, with demonstrated experience in leading similar evaluations. She/he will also have leadership, analytical and communication skills, including a track record of excellent English writing and presentation skills.

62. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising as required, the inception report, the end of fieldwork (i.e. exit) debriefing presentation and evaluation report in line with DEQAS.

63. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct fieldwork; 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

64. Security clearance where required is to be obtained from Country Office, South Sudan.

- 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.

65. However, 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 and arranges a security briefing for them to gain an understanding of the security situation on the ground.
- The team members observe applicable UN security rules and regulations – e.g. curfew, accommodations cleared by UNDSS, etc.
- The WFP CO and FOs will closely follow up on the security status and will communicate with the evaluation team, ensuring their security during the period when in-country.

66. Currently stable, however, the security situation in South Sudan is often shifting, and perspective evaluators should familiarize themselves with the conflict dynamics surrounding Juba and the areas in the country that will be visited to understand the potential impact that may arise. Note that the movement of the evaluation team can be restricted due to the conflicts. In this case, sampling areas for HHs survey can be substituted.

7. Roles and Responsibilities of Stakeholders¹¹¹

67. The WFP South Sudan Country Office is commissioning this DE:

67.1 The WFP South Sudan Country Office Management (Country Director, Matthew Hollingworth) will take responsibility to:

- Assign an Evaluation Manager for the evaluation: Head of VAM and M&E – Elliot Vhurumuku;
- Compose the internal evaluation committee and the evaluation reference group (ERG);
- Approve the final TOR, inception and evaluation reports;
- Ensure the independence and impartiality of the evaluation at all stages, including the establishment of an Evaluation Committee and 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 Management Response to the evaluation recommendations.

67.2 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.

67.3 An internal **Evaluation Committee** has been formed as part of ensuring the independence and impartiality of the evaluation, refer to Annex 6.

67.4. **An Evaluation Reference Group** will be formed, as appropriate, with representation from implementing partners, local government counterparts, and key programme staff, as seen in Annex 7. 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.

67.5 **The Regional Bureau** 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;
- Support the Management Response to the evaluation and track the implementation of the recommendations.
- While the Regional Evaluation Officer, Roberto Borlini, will perform most of the above responsibilities, other RBN relevant technical staff may participate in the evaluation reference group and/or comment on evaluation products as appropriate.

67.6 **Relevant WFP Headquarters divisions** will take responsibility to:

- Discuss WFP strategies, policies or systems in their area of responsibility and subject of evaluation;

¹¹¹ The complete list of roles and responsibilities for DE are available in the Evaluation Policy and the corresponding authorities and institutional arrangements are developed in the Evaluation Charter. Further information available in DEQAS Process Guide.

- Comment on the evaluation ToR, inception and evaluation reports, as required.

67.7 **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

68. 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 including:

- Regular updates between the evaluation team, evaluation manager and stakeholders on the status of implementation of the project.
- Communication of challenges as they arise during the implementation of the evaluation to avoid delays.
- Communication on the plan to action the recommendations of the evaluation.

69. 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 evaluation team will produce communication products such as a summary of findings, and infographics on the main findings, good practices, lessons learned, most significant changes, limitations, conclusions, and recommendations in Juba Arabic and English. With the final evaluation reports, products will be shared with externals through WFP official website.

8.2 Budget

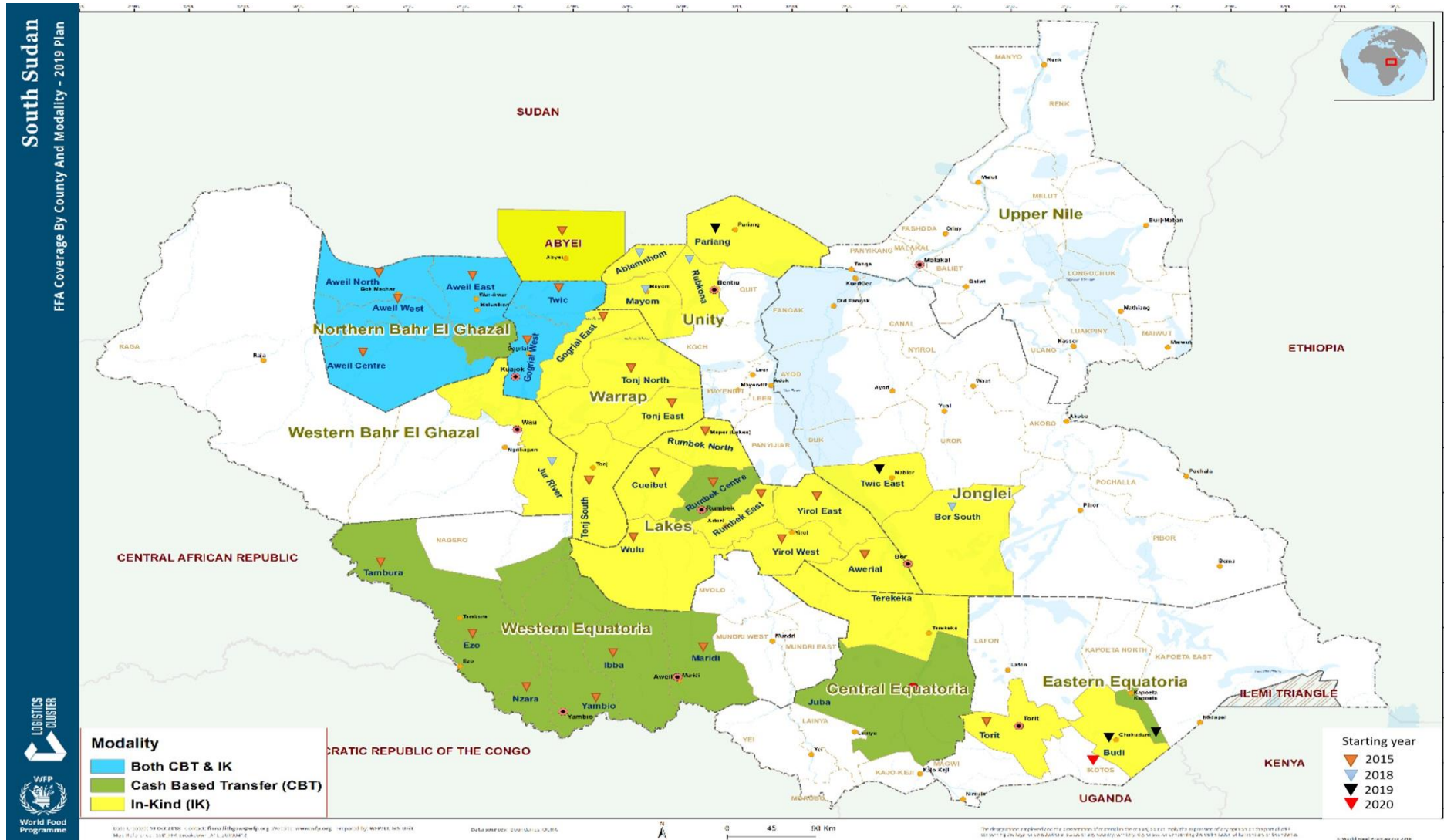
70. For this evaluation, an estimated budget of USD300,000 will be allocated to cover costs for the phases of the evaluation inclusive of the inception report, fieldwork, evaluation report and communication of results as outlined in Paragraph 54. The costs covered under the budget include Consultants fees, production of the inception report, international travel, DSA, fieldwork and communication of results include workshops and translation. The detailed budget is indicated in Annex 12.

Please send any queries to

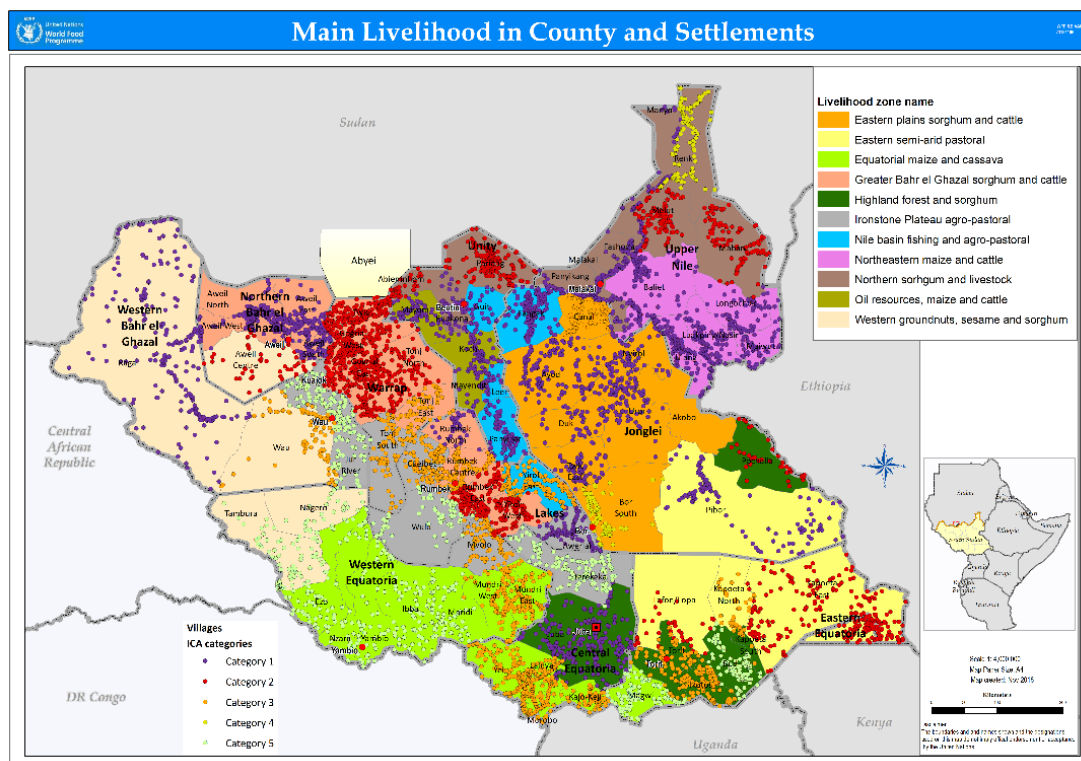
Elliot Vhurumuku, Head of VAM and MEAL, WFP South Sudan at [Elliot.Vhurumuku@wfp.org, +211920001250].

cc. Roberto BORLINI, Regional Evaluation Officer, WFP RBN at [roberto.borlini@wfp.org +254 (0)20 7622897].

ToRs Annex 1.a: Map for FFA Coverage



ToRs Annex 1.b: Main livelihood zone by county overlaid with settlements and their corresponding ICA categories ranking



ICA Categories		Recurrence of Food Insecurity	
Risk of Exposure to		Recurrence of Food Insecurity	
Natural Shocks	LOW	MEDIUM	HIGH
LOW	<p>Area 5</p> <p>CATEGORY 5 Enhance DRR and mitigate against land degradation and other risks</p>	<p>Area 3B</p> <p>CATEGORY 3 For Category 3 (Area 3a and 3b) exposed to low shocks and medium to high food insecurity should be targeted with long-term food programmes to alleviate food insecurity, predictable social protection and safety nets, early warning</p>	<p>Area 3A</p>
MEDIUM	<p>Area 4B</p> <p>CATEGORY 4 For Category 4 with potential pockets of food insecurity but no clear entry points for food security programmes, DRR (early warning and preparedness) be emphasized.</p>	<p>Area 2B</p> <p>CATEGORY 2 For Category 2 (Area 2a and 2b), which has medium food insecurity and high to medium shocks should be targeted with seasonal safety nets combined with specific interventions on shocks and stressors. Aim should be to support seasonal food insecurity and post-recovery measures in case of shocks.</p>	<p>Area 1B</p> <p>CATEGORY 1 For Category 1 (Area 1a and 1b) with high shocks and food insecurity, population with recurring food insecurity should receive predictable safety nets to meet the level of vulnerability. This should be accompanied by disaster risk reduction, early warning and resilience programmes to reduce the impact of high prevalence of natural shocks (floods and droughts).</p>
HIGH			
	Area 4A	Area 2A	Area 1A

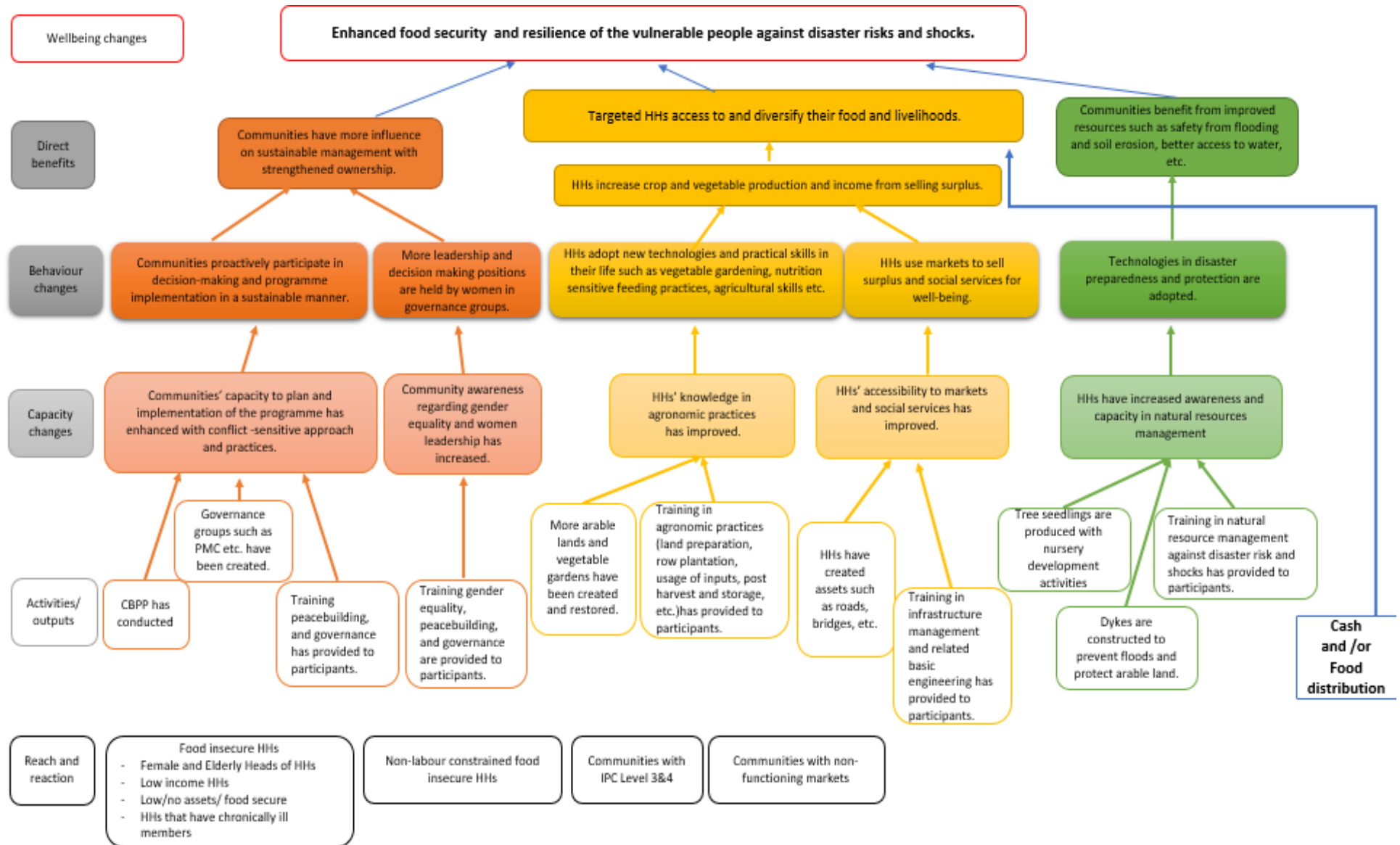
ToRs Annex 2: Logical Framework

	Description	Category	Assumptions
Logframe (version 5.0) Type: ICSP-based	South Sudan (2018 Jan - 2020 Dec)		
Strategic Objective 3	Achieve food security		
Strategic Result 3	Smallholders have improved food security and nutrition (SDG Target 2.3)	SDG Target: 2.3 By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment	
Strategic Outcome 03	Food-insecure smallholders and communities in non-conflict zones have enhanced livelihoods and resilience to seasonal climate shocks throughout the year	3.3: Improved availability of key smallholder public goods and services	<ul style="list-style-type: none"> • Community participation in activity and site selection and management starts at project inception and remains ongoing • Value of entitlement is attractive against work norms • Entitlements and complementary resources are sufficient to prevent negative coping strategies • Entitlements are supplemented by complementary foods, provided by partners or otherwise available • Households have access to local functioning markets • Limited price/currency inflation or fluctuation • Stakeholders are successful at supporting increased grain production and building sustainable access to markets for smallholders • Food surplus is aggregated at collection points to facilitate safe storage and marketing • Market prices remain competitive relative to the region
Outcome Indicator 3.3.10	Livelihood-based Coping Strategy Index (Average)		
Outcome Indicator 3.3.11	Food expenditure share		
Outcome Indicator 3.3.12	Proportion of the population in targeted communities reporting benefits from an enhanced asset base		
Outcome Indicator 3.3.14	Minimum Dietary Diversity – Women		
Outcome Indicator 3.3.16	Food Consumption Score – Nutrition		
Outcome Indicator 3.3.19	Dietary Diversity Score		

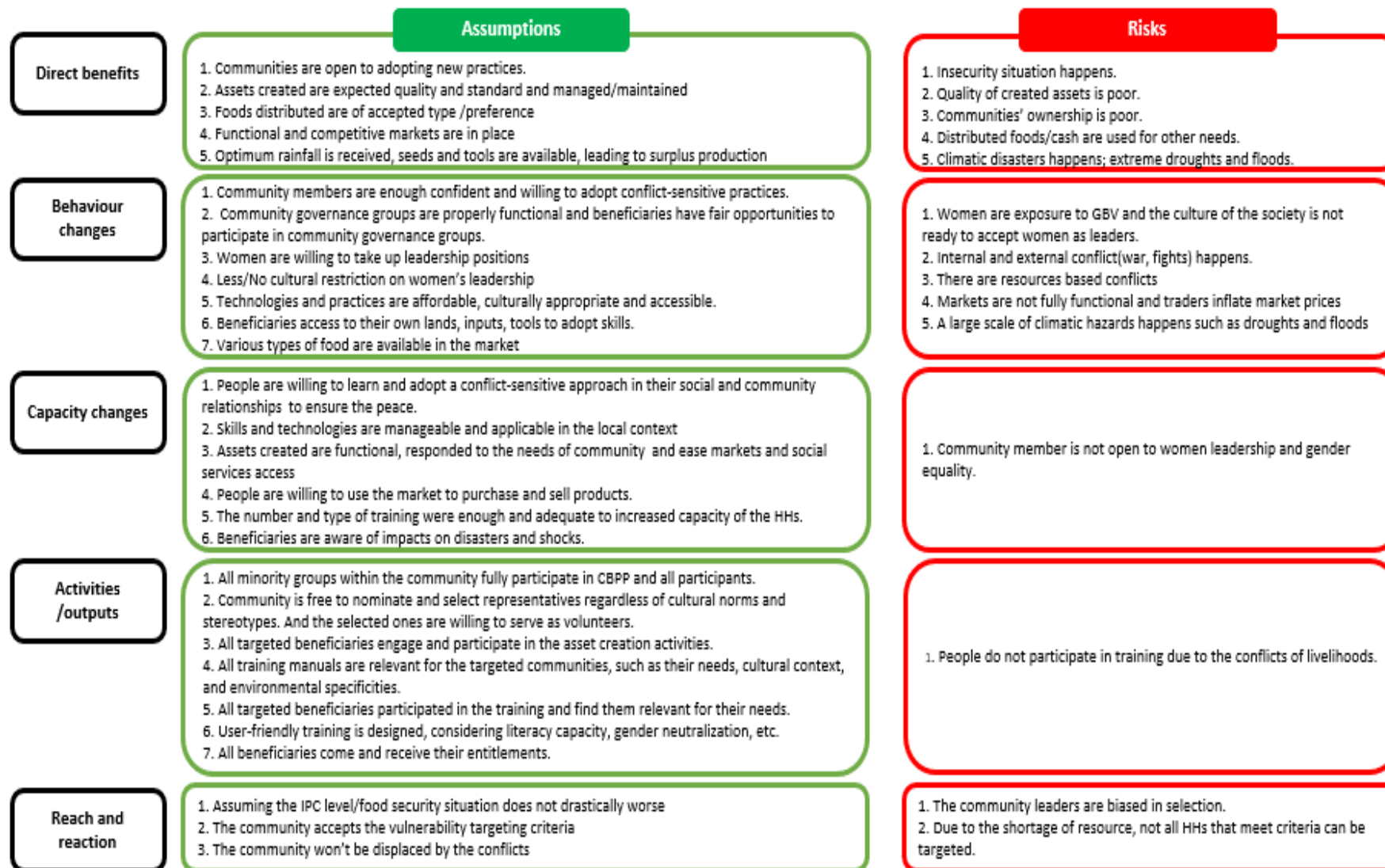
Outcome Indicator 3.3.2	Percentage of targeted smallholders selling through WFP-supported farmer aggregation systems		
Outcome Indicator 3.3.22	Proportion of targeted communities where there is evidence of improved capacity to manage climate shocks and risks		
Outcome Indicator 3.3.25	Economic capacity to meet essential needs (new)		
Outcome Indicator 3.3.3	Rate of smallholder post-harvest losses		
Outcome Indicator 3.3.4	Value and volume of pro-smallholder sales through WFP-supported aggregation systems		
Outcome Indicator 3.3.5	Percentage of WFP food procured from smallholder farmer aggregation systems -		
Outcome Indicator 3.3.6	Food Consumption Score		
Outcome Indicator 3.3.8	Consumption-based Coping Strategy Index (Average)		
Activity 04	Provide livelihood support and build resilience of targeted households	ACL: Asset creation and livelihood support activities	
Output A	Targeted beneficiaries receive nutrition sensitive food or cash transfers through participation in building and maintaining assets and through training activities to build resilience to shocks	A: Resources transferred	
Output Indicator A.1	Number of women, men, boys and girls receiving food/cash-based transfers/commodity vouchers/capacity strengthening transfers		
Output Indicator A.2	Quantity of food provided		
Output Indicator A.3	Total amount of cash transferred to targeted beneficiaries		
Output Indicator A.5	Quantity of non-food items distributed		
Output Indicator A.8	Number of rations provided		
Output Indicator A.9*	Number of women, men, boys and girls with disabilities receiving food/cash-based transfers/commodity vouchers/capacity strengthening transfers		
Output C	Smallholder farmers have improved market access through government official capacity building on extension and quality assurance services	C: Capacity development and technical support provided	
Output Indicator C.1	Number of people trained		
Output Indicator C.2	Number of capacity development activities provided		
Output Indicator C.3	Number of technical support activities provided		
Output Indicator C.4*	Number of people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new)		
Output D	Targeted beneficiaries receive nutrition sensitive food or cash transfers through participation in building and maintaining assets and through training activities to build resilience to shocks	D: Assets created	

Output Indicator D.1	Number of assets built, restored or maintained by targeted households and communities, by type and unit of measure		
Output E	Targeted beneficiaries receive nutrition sensitive food or cash transfers through participation in building and maintaining assets and through training activities to build resilience to shocks	E: Advocacy and education provided	
Output Indicator E.2	Number of people exposed to WFP-supported nutrition messaging		
Output E*	Targeted beneficiaries receive nutrition sensitive food or cash transfers through participation in building and maintaining assets and through training activities to build resilience to shocks	E*: Social and behaviour change communication (SBCC) delivered	
Output Indicator E*.4	Number of people reached through interpersonal SBCC approaches		
Output F	Smallholder farmers and farmer organizations have improved market access through training in post-harvest handling techniques and technology, and institutional development	F: Purchases from smallholders completed	
Output Indicator F.1	Number of smallholder farmers supported/trained		
Output L	Communities have improved access to assets, transport, markets and services, through feeder road and bridge construction	L: Infrastructure and equipment investments supported	
Output Indicator L.1	Number of infrastructure works implemented, by type		
Output Indicator L.2	Amount of investments in equipment made, by type		
Cross-cutting Result C.3	Improved gender equality and women's empowerment among WFP-assisted population		
Cross-cutting Indicator C.3.1	Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality		
Cross-cutting Indicator C.3.2	Proportion of food assistance decision-making entity – committees, boards, teams, etc. – members who are women		
Cross-cutting Indicator C.3.3	Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities, disaggregated by sex and type of activity		

ToRs Annex 3: FFA Theory of Change



Assumptions of FFA ToC



ToRs Annex 4: Evaluation Schedule¹¹²

Phases, Deliverables and Timeline		Key Dates
Phase 1 - Planning		Up to 9 weeks
	Desk review, draft of TOR and quality assurance (QA) using ToR QC	(3 weeks)
	Sharing of draft ToR with outsourced quality support service (DE QS)	(3 days)
	Review draft ToR based on DE QS feedback	(3 days)
	Circulation of TOR for review and comments to ERG, RB and other stakeholders (World Vision, key programme staff)	(2 weeks)
	Review draft ToR based on comments received	(1 week)
	Submits the final TOR to the internal evaluation committee for approval	
	Sharing final TOR with key stakeholders	
	Selection and recruitment of evaluation team	(3 weeks)
Phase 2 - Inception		Up to 7 weeks
	Briefing core team	(1 day)
	Inception mission in the country (if applicable)	(1 week)
	Draft inception report	(1 week)
	Sharing of draft IR with outsourced quality support service (DE QS) and quality assurance of draft IR by EM using the QC	(1 week)
	Revise draft IR based on feedback received by DE QS and EM	(1 week)
	Submission of revised IR based on DE QS and EM QA	
	Circulate draft IR for review and comments to ERG, RB and other stakeholders (World Vision, key programme staff)	(2 weeks)
	Consolidate comments	
	Revise draft IR based on stakeholder comments received	(1 week)
	Submission of final revised IR	
	Submits the final IR to the internal evaluation committee for approval	
	Sharing of final inception report with key stakeholders for information	
Phase 3 – Data collection		Up to 5 weeks
	Briefing evaluation team at CO	(1 day)
	Developing data collection tools and testing them	1 week
	Data collection	(4 weeks)
	In-country Debriefing (s)	(1 day)
Phase 4 - Analyze data and report		Up to 11 weeks
	Draft evaluation report	(3 weeks)
	Sharing of draft ER with outsourced quality support service (DE QS) and quality assurance of draft ER by EM using the QC	(1 week)
	Revise draft ER based on feedback received by DE QS and EM QA	(1 week)
	Submission of revised ER based on DE QS and EM QA	
	Circulate draft ER for review and comments to ERG, RB and other stakeholders (list key stakeholders)	(2 weeks)
	Consolidate comments	
	Revise draft ER based on stakeholder comments received	(2 weeks)
	Submission of final revised ER	
	Submits the final ER to the internal evaluation committee for approval	
	Sharing of final evaluation report with key stakeholders for information	
Phase 5 - Dissemination and follow-up		Up to 4 weeks
	Prepare management response	(4 weeks)
	Share final evaluation report and management response with OEV for publication	

ToRs Annex 5: Eligibility Criteria for FFA

¹¹² The final schedule will be agreed with the study team.

Eligibility criteria should meet at least one of the following:

- One person per household;
- Not salaried or households who do not own productive assets or livestock
- IDP households;
- Able-bodied and willing to contribute his / her labour capacity in the project work;
- Daily wage-earning households or households with no reliable income (i.e. households who rely on casual daily labour for income);
- Above 18 years of age and not too old;
- Women who are not pregnant or breast-feeding; and
- Resident of the targeted community and who can commute to the project site
- Households with chronically ill or disabled family members
- Households with acutely malnourished children (especially Households with a family member discharged as cured in the last three months from an OTP/TSFP site);
- Households meeting other vulnerability criteria as identified for poor/very poor households during the CBPP.

ToRs Annex 6: Membership of the Evaluation Committee

The selected members of the EC will be comprised of the Heads of Units and in-case they are not available the Deputy Head of Unit will be an alternate:

Unit	Member	Alternate	Function
Management	Matthew Hollingworth	Mary-Ellen McGroarty	Chair of the EC and ERG
VAM and M&E	Elliot Vhurumuku	Wilson Kaikai	Evaluation Manager (EM)
Programme	Hsiao-Wei Lee	Ernesto Gonzalez	Member
Risk and Compliance	Norman Castro		Member
Safety nets and Resilience	Amelie Rwankineza	Anna Soper	Member
Nutrition	Mona Shaikh	Dina Aburmishan	Member
Protection and Gender	Tigest Sendaba		Member
Regional Bureau Nairobi	Roberto Borlini		Advisor

ToRs Annex 7: Membership of the Evaluation Reference Group

The following have been appointed as members of the Evaluation Reference Group (ERG) will be comprised of representatives from the donor community and Implementing partner representative that will provide inputs throughout the whole evaluation process:

Unit	Member	Function
Management	Matthew Hollingworth	Chair of the EC and ERG
South Sudan VAM and M&E	Elliot Vhurumuku	Evaluation Manager (EM) / Secretariat
RBN Programme	Ross Smith	Member
Government	TBD	Member
DFID	TBD	Member
BMZ	TBD	Member
Japan	TBD	Member

GAC	TBD	Member
World Vision	TBD	Member
NRC	TBD	Member
RCDI	TBD	Member

ToRs Annex 9: Data Sources

- i. WFP South Sudan 2018 FFA Strategy.
- ii. Project Proposal to GAC (formerly DFATD) Food for Asset Project for food-insecure households (Protracted Relief and Recovery Operation 200572), March 2016 – February 2019.
- iii. WFP SSD - FFA Performance measurement frameworks 2016-2018 report Performance Measurement Framework (PMF), Update 31 March 2019
- iv. South Sudan Interim Country Strategic Plan (ICSP) – Strategic Outcome 3, food-insecure smallholders and communities in non-conflict zones have enhanced livelihoods and resilience to seasonal climate shocks throughout the year, January 2019 – December 2023 (Canada).
- v. BRACE II Logframe and Cash Transfer Tracker Q4 2018.
- vi. BRACE II 2016-2018 Narrative WFP/FAO Revised narrative FINAL VERSION.
- vii. BRACE II Phase 2019-2020 Project Document 300319 clean.
- viii. Enhancing Gender Transformative Results in WFP Resilience Programme Areas, Augustino T. Mayai, UN Women and WFP, May 17, 2018 (Final Report).
- ix. End Project Report to Global Affairs Canada, Food Assistance for Assets (FFA), Protracted Relief and Recover Operation (PRRO) 200572 and WFP South Sudan Interim Country Strategic Plan (ICSP).
- x. Final Mission Report June 2017 TOC and M&E 2106 to 2017.
- xi. Resilience Theory of Change Workshop Agenda (Final - 1 June 2017).
- xii. FFA baseline report South Sudan – 2014.
- xiii. Summary findings FFA Round 1 2017, 2018 PDM MEAL.
- xiv. WFP SSD FFA Factsheet June 2017.
- xv. WFP SSD FFA Factsheet May 2018.
- xvi. WFP SSD FFA Factsheet November 2018.
- xvii. WFP SSD FFA Factsheet February 2019.
- xviii. Summary of Discussion Points Food Assistance for Assets Lessons and Strategy Meeting, 5 March 2019 (Donors).
- xix. FFA Post-Distribution Monitoring reports and data, October 2019.
- xx. The South Sudan Integrated Context Analysis, WFP South Sudan 21 December 2018.
- xxi. ICSP Logframe.
- xxii. Mid-Term Review Percentage of Outcomes with Implementation, August 2019.
- xxiii. Gabrielle Tremblay FFA TOC Workshop Mission Report, July 2019
- xxiv. South Sudan Workshop TOC Information Compilation -ToC included, July 2019.
- xxv. Annual Country Report 2018.
- xxvi. SPRs from 2016 to 2017.
- xxvii. List of Cooperating partners
- xxviii. FFA for Zero Hunter and Resilient Livelihoods: A programme guidance manual
- xxix. Resilience context analysis_resilience to shocks that impact food security and nutrition in SS_Nov 2015
- xxx. Midterm evaluation report_BRACE II 2019
- xxxi. Country Portfolio Evaluation South Sudan: An evaluation of WFP’s Portfolio (2011 - 2016), Evaluation Report – Volume I, June 2017

ToRs Annex 10: List of FFA Cooperating Partners in South Sudan

Abyei Community Agency for Development (ACAD)
Agency for Technical Cooperation and Development (ACTED)
Action Against Hunger (ACF)
Adventist Development and Relief Agency (ADRA)
Aweil Project for Agriculture Development (APAD)
Care South Sudan
Concern World Wide (CWW)
Farmers' Life Development Agency (FLDA)
Seeds and Agriculture Organization (SAO)
Joint Aid Management (JAM)
Norwegian People's Aid (NPA)
Norwegian Refugee Council (NRC)
Plan International
Save the Children International
Smile Again Africa Development Organization (SAADO)
MADA Women Development Association
World Vision South Sudan (WVSS)
Wungap Agriculture Development Agency (WADA)
Rural Development Action Aid (RDAA)
Danish Refugee Committee (DRC)
Rural Community Development Initiative (RCDI)
Action Africa Help International (AAHI)

ToRs Annex 11: Deliverables

- a. **Inception report**, using WFP recommended template. The evaluators will confirm the final evaluation questions, the approach, and methods, including a list of outcome indicators. The inception report should outline the roles and responsibilities of the evaluation team in alignment with the deliverables, including how the data has been quality-assured, and how the evaluators will manage and safeguard ethics during the evaluation. A detailed work plan with timeline and activities, communication and learning plans will be provided as Annexes.
- b. **Evaluation report**, including a first draft, using WFP recommended template. It must set out a detailed methodology, study design, and any limitations or where the study design was compromised, including details of methods of data collection, validation and analysis and how the conclusions were drawn. Annexes to final report are not limited to a copy of the final TOR, bibliography, detailed sampling methodology, maps, a list of all meetings and participants, final survey instruments, transcription from key informant interviews, FGD, table of all standard and custom indicator with baseline and outcome level value.
- i. **Clean data sets**, including quantitative data sets in Excel, statistical software code, and transcripts and/or notes from FGD and key informant interviews, a satisfying ethic protocol to ensure anonymous data.
- c. **Dissemination**

i. **Summary of evaluation** including infographics on the main findings, good practices, lessons learned, most significant changes, limitations, conclusions, and recommendations;

ii. **Infographic**

iii. **PowerPoint presentation** of main findings and conclusions for debriefing

iv. **Policy brief of the evaluation report** (2 pages)

ToRs Annex 13: Summary of Gender analysis

ENHANCING GENDER TRANSFORMATIVE RESULTS IN THE WFP RESILIENCE PROGRAMMES AREAS

Augustino T. Mayai

UN Women and WFP

May 17, 2018

FINAL REPORT

Executive summary

Using a combination of qualitative and quantitative methods, this study examined gender mainstreaming in the WFP's Safety Nets and Resilience project areas, including Lakes, Western Equatoria, Warrap, Abyei, and Northern Bahr el Ghazal. The analysis focused on Food for Assets (FFA), Cash for Assets (CFA), and Purchase for Progress (P4P). It found that a combination of factors impedes the comprehensive implementation of gender mainstreaming agenda throughout the projects cycle. Still, food rations are quite effective in nudging both men and women toward economically productive activities.

While the qualitative data suggest the existence of gender equality in the project areas, the statistical data do not. Instead, the study shows that men as participants are over represented in most of the projects, except vegetables farming. This applies to both the composition and decision-making structures of the projects. Information on gender-based violence, for reasons that are presumably more sociocultural, appears to be limited. Similarly, programmes that advocate for women's augmented participation are scanty.

The importance of these livelihood investment projects is manifested in a variety of ways. First, the projects are economically transformative and empowering, especially for women. These economic empowerment projects have generated alternative sources of income for women. Vegetable gardening, for example, is a lucrative venture for most women. Field insights suggest that there is an improving gender relation brought about by these kinds of economic activities, with the rate of domestic violence seemingly falling in some communities. Second, the newly built feeder roads have boosted access to health care services and markets, as well as attracting more NGOs and government services to the communities. Third, through a range of capacity building initiatives, the project recipients/participants have garnered new trade skills that lend pathways to sustainable economic prospects. Fourth, the projects are environmentally friendly, making the charcoal burning business less attractive as new sources of sustainable incomes surface. Lastly, this research reveals that group activities have culminated in a highly desired

social cohesion among participating members and communities. This provides a new direction in resolving or preventing communal conflicts in an already fragile country.

Thoughts for policy consideration are highlighted below.

- Current project designs call for improvements. Building gender transformative projects into the local annual calendars based on seasonal cycles and phased plan to meet the different local needs of both women and men results in sustainable socioeconomic outcomes. The project structures should clearly reflect the different needs and interests of women and men, and related milestones should include gender indicators that are easy to monitor and evaluate, allowing managers and stakeholders to learn about how the project is doing during and after a certain season. Here, continuous and iterative process and impact appraisals would be quite valuable. Independent gender mainstreaming performance assessments, including institutional and participant/beneficiary surveys, could be regularly carried out.
- In a country where needs are vast and resources limited, nearly every problem demands an immediate attention. There is demand to enhance the capacity and role of the WFP field office gender focal points to ensure that gender is integrated into all the components of the project and to help coordinate gender specific activities among germane networks and partners. In addition, project management committees can play an important role in promoting gender equality at the community level. Perhaps UN Women can assist WFP by providing the cooperating partners with capacity building programmes that embed gender focal points at project management committee and community levels.
- Local communities' support for the livelihood projects is paramount, but appropriate social education is lacking. Intensive capacity building programmes on gender equality and human rights should be introduced to the local communities to help change prevailing mind-sets and attitudes towards social equality. Conducting workshops with the project management committees, the wider communities and their leaders on the significance of gender equality in building a more sustainable society could prove valuable. In addition, it would be beneficial to conduct specific workshops targeted specifically at women on leadership skills and gender equality and workshops and discussion with men-only on gender equality.
- Lack of resources can continue to hamper the projects' potential. Increased collaboration, coordination and communication with the Ministry of Gender, Child and Social Welfare and the Ministry of Education to align existing projects with national institutional guiding documents and action plans to promote gender equality, is desired. For instance, the line ministries, departments, and relevant NGOs should increase water supply to enable production of vegetables during the dry season. Similarly, more microfinance credits could upgrade the impact of

these projects from subsistence to commercial, creating more jobs and increasing incomes. However, the investment would require that the participants be sufficiently trained in microfinance to boost their production capacity to sufficiently understand how to market their goods and services.

- To contribute to the overall objective of the country's sustainable development agenda, the current livelihood investment programmes ought to be anchored on existing national development plans. This enables necessary coordination toward general and strategically targeted socioeconomic development in the country. One such plan is South Sudan National Gender Policy (sec. 3.2), which advocates for the empowerment of both men and women for universal, sustainable socio-economic development (MGCSW 2012).
- There is a need to revisit the activities to include and adequately reflect the traditional gender roles, interests and needs of women in the Cash for Asset projects. For example, the research demonstrated that women preferred activities such as vegetable farming or consideration of other activities that are less laborious and less time consuming but with high returns.
- Finally, it is essential to increase women's participation in all the project activities. Specifically, the implementing CBOs should have more women in their structures so that a scale is not intentionally or unintentionally tilted in favour or against any particular gender stratum.

Annex 2: Documents consulted/ Bibliography

- Proposals
 - Canada_Revised_Nov8 (004)_2016-2019
 - WFP SSD - GAC FFA Proposal (Gender update 19.Jan.2019)
 - 20190125 WFP SSD - FFA PMF Annex I - Revised 30-01-2019
 - BRACEII_2016-2018 Narrative_WFP_FAO_ Revised narrative Final Version
 - BRACE II Phase 2019-2020 Project Document 300319 clean
- Strategy
 - 01_2018 FFA Strategy
 - 02_SS interim country strategic plan_SO 3
 - 03_WFP SSD - CBPP Planning Team Guidance - Final Jan 2020
 - 04_WFP SSD - CBPP Re-Validation Guidance - Final Jan 2020
 - 05_WFP SSD - FFA Asset Selection - Final Jan 2020
 - 06_WFP SSD - FFA Targeting Guidance - Final Jan 2020
- TOCs
 - Final Mission Report June 2017 TOC and M&E 21062017
 - -Theory of Change - Resilience (DRAFT)
 - TOC narratives - consolidate (DRAFT)
 - 01_Gabrielle Tremblay, FFA TOC Workshop, Mission Report
 - 02_FFA ToC 2019
- FFA manual/guidance
 - FFA PGM 2016 - CORE DOCUMENT
 - FFA PGM 2016 - ANNEXES
 - WFP SSD - FFA Targeting Guidance - Final Jan 2020
 - 04_FFA Presentation FSLC 151018
 - 05_'Technical Guidelines: road dyke; community access road, Good Practice: shallow wells
 - 06_Sample of 3PA products: SLP calendars, selection of CBPP reports (ICA 2018 in ICA folder)
- Study_evaluation_assessment
 - FFA baseline report South Sudan - 2014
 - 02_FFA Baseline_Summary Findings_Draft_0_2019
 - 01_Outcome monitoring report round 1 _2016
 - 02_Outcome monitoring report round 2_2016
 - 03_FINAL HANDOUT FOR DISCUSSION - LDR 27 Nov PDM_edited 2017
 - 04_Summary findings SSD FFA PDM Dec 2017
 - 05_Summary findings FFA Round 1 PDM_MEAL_2018
 - 06_Summary findings FFA Round 2 PDM_MEAL_2018
 - 07_2019 Round 2 FFA PDM_Summary Report_April 2020_Final_May 20
- Gender
 - 01_Enhancing Gender Transformative Results in WFP Safety Nets and Resilience Programme Areas_2018
 - 02_Four-part gender research (Gender Research Guidance for WFP South Sudan, Rapid Gender Assessment
 - WFP's Food Assistance for Assets _Programme in South Sudan, Research Outcomes Summary - WFP's gender situational analysis for South Sudan, Integrating Gender in Safety Nets and Resilience Programmes_A contextual analysis of communities in South Sudan)
- Evaluation
 - BRACE II Final MTE Report 20190624 Final
 - BRACE II MTE Compendium 20190624 Final
 - BRACE II Thematic Brief v4
 - 01_South Sudan Integrated Context Analysis 2018
 - Country Portfolio evaluation South Sudan 2017
 - BRACE II TPM 01_TPM1_Gok Machar

- 02_TPM2_Gor Ayen
- 03_TPM_Mangar
- 04_TPM4_Mayom Lach
- 05_TPM_Ajong
- 06_TPM_Makuach
- 07_Mangargiir_JAM_final
- Performance reports
 - WFP South Sudan - FFA 2016-2018 - GAC Comments - clean
 - -WFP SSD - FFA Performance measurement frameworks 2016-2018 report
 - 01_BRACE II Logframe and Cash Transfer Tracker Q4 2018
 - 02. BRACE II FAO WFP - Narrative Report - Q3 2019 - 111119
 - WFP.FAO BRACE II Logframe and Cash Transfer Tracker Q3 2019 111119.
 - 04_BRACE II_Annual Review_Dec 2017_FINAL
 - 05_BRACE II_Annual Review_2018_Final_Devtracker
 - 06_20200220 BRACE II Annual Review 2019_Final
- Others
 - 01_Donor meeting 01_FFA Donor Meeting 1 - 05 Mar 19
 - 02_Summary of discussion points - FFA donor meeting
 - 03_FFA Donor Meeting 2 - Jan 2020
- A joint action agreement between the Government of South Sudan, herein represented by the Ministry of Agriculture and Food Security, the Bank of South Sudan and WFP July 2020
- 2019 Floods' Impact Assessment - A case Study of FFA Assets in Bor South and Pariang counties, South Sudan, 2020
- Capacity Gap and Opportunities Assessment for the Ministry of Agriculture and Food Security and the Agricultural Bank of South Sudan Revised Inception Report October 2020
- Food Assistance for Assets Donor Meeting - 29 January 2020
- Guidance for WFP South Sudan Document number Development Pathways February 2020
- BRACE II Annual reviews 2017, 2018 and 2019
- FFA Guidelines and Standards October 2018
- WFP South Sudan Food/Cash for Assets Post-Distribution Monitoring (various)
- Complaints and Feedback Mechanism – Standard Operating Procedures – WFP 11/2018
- MEAL Working Group Meeting WFP South Sudan - August 2020
- Pastoral FFA Preliminary Thinking for 2021 Pilot *Rumbek East -Awerial-Kapoeta North -Terekeka*
- Presentation to Evaluation Team - FFA Overview, 2016-2019 - November 2020
- IPC Acute Food Insecurity & Acute Malnutrition Analysis - May 2019 - Issued: 14 June 2019 (and others)
- The Republic of South Sudan - National Gender Policy - Ministry of Gender, Child and Social Welfare – 2012
- WFP SPR 2016 (and 2017)
- WFP ACR 2018, 2019
- 01_Resilience Narratives SPRs 2017
- South Sudan Seasonal Updates and flood monitoring & Preliminary Potential Impact - WFP - 13 Oct 2020
- WFP South Sudan Situation Report – Various
- WFP FFA Factsheet - Various
- Asset Impact Monitoring System (AIMS) report 2018 & 2019
- South Sudan Interim Country Strategic Plan 2018- 2021

Annex 3: List of stakeholders interviewed

In Juba

Organisation	Name (s)	Position/Role
WFP SSCO	Aikins Mac-Bansah	CBT specialist
WFP SSCO	Justine Obela	Logistics
WFP SSCO	Peter Kwaje	Gender and Protection specialist
WFP SSCO	Elliot Vhurumuku	Head of “Vulnerability Analysis and Mapping” and “Monitoring Evaluation and Learning”
WFP SSCO	Gideon Thompson	Resilience Team - Programme Officer
WFP SSCO	Hsiao-Wei Lee	Acting Deputy Country Director
WFP SSCO	Anna Soper	Head of SO3 - Resilience
WFP RBN	Nikki Zimmerman and Ruth Musili	RBN Regional Evaluation officer, Monitoring and Evaluation Officer
WFP SSCO	Ernesto Gonzalez	Acting Head of Programmes
WFP RBN	Sibi Lawson-Marriott	Regional Adviser: Climate Change Adaptation, Resilience and Gender Equality
Ministry of Agriculture and Food Security, South Sudan	George Tokporo Tadu, Michaya Ganunde, Mary Benjamin	Directorate of Research - Ministry of Agriculture & Food Security (MAFS)
Global Affairs Canada	Helen Barrette	Senior Program Officer GAC-AMC
World Vision International	Simanga Ndebele, James Dhiau and Garang Jiel Dhieu	Food and Cash Assistance Programme Manager
WFP SSCO	Irene Maingi, Helen Kamau Waweru	Finance department
Rural Community Development Initiative	Isaac Yourmoon	Head of Programme,
Aweil Project Agriculture Development	Michael Piol	Executive director
Norwegian Refugee Council	Sirak Mehari, Weldemicael and Alex Moga Simon	Head of Programmes and colleagues
United Nations FAO	Felix Dzvurumi, Alexa Caesar and Seme Toko	Head of Programme, Associate Project Officer

Outside Juba

Organisation	State	County	Name(s)	Position(s)
WFP Field Office	NBeG	Awiel Center	Elmigdada Abdalla, Tadzai and Peter Malong	Field Officer
WFP Field Office	Unity	Rubkhona	Grace Nyakuoth & Mogga Simon	Field staff
WFP Field Office	Jonglei	Bor South	Chol Bol	Field Officer
WFP Field Office	WES	Yambio	Taban Abina	M&E Officer
WFP Field Office	WES	Yambio	Masiri Ngbanda	Extension Worker
WFP Field Office	Warap	Kuajok	Haileselassie Berhanu and Mayen Deng	Acting head of Sub-Office and Acting head of programmes
Local Government	Warap	Kuajok	Peter Madut Amet, Anei Adhik Arop and Anjelo Okuith Alic	Director General and Director of Agriculture and State Director of Relief and Rehabilitation Commission
Local Government	CES	Juba	Chief Cisto Alphonse Tombe, Kamerino Aneriko Baba	Chief and Payam Administrator
Local Government	NBeG	Awiel Centre	Samuel Ajing Ugwak, Chan Kuac Ngor and Deng Kuel	Director General and Director of Agriculture and State Director of Relief and Rehabilitation Commission
Local Government	CES	Terekeka	Justin Konga	Director General of Agriculture and Food Security
Word Vision (WVI)	West Equatoria	Yambio	Beeyo Simon, Charles Bullen, Benty Sango, Albino Gudorogdayo	Field staff
ACTED	Jonglei	Bor South	Chol Kuir	ACTED Field Officer
SAADO	CES	Terekeka	Deng Modi, Mogga Lokonga, Joseph Ladu, Philip Ladu	SAADO field staff
JAM	Warap	Gogrial West	Tawanda Ndhlovu, Solomon Kidu, Deng Jiel Deng, Mangor Deng Athian, and James Deng Chan	JAM field staff
ACF,	NBeG	Maluaklon	Simon Dut, James Atak & Rose Athieng	Field staff of ACF
JAM	NBeG	Aweil Centre	Phillip Thon Garang and Angelo Bol Majak	JAM field staff

WVSS	NBeG	Malualkon	Garang Jiel, Santino Amet Dhieu, Santino Ayub, Matim Martin Kolong, William Piol Achak and Deng Deng Bol	WVSS field staff
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Annex 4: : Methodology

Qualitative primary data collection in the field

As the international team members were unable to travel to South Sudan, KonTerra hired three additional consultants to undertake the qualitative meetings and interviews envisaged. Qualitative information was gathered through KIIs with principal informants, formal and informal interviews with others, FGDs (split by gender where possible), observation and other means, with the following groups:

- Beneficiaries, with a particular focus on accessing the different genders and groups of beneficiaries who participated in the various activities,
- Local community leaders
- Local and national government officials, including representatives of relevant government agencies and departments
- WFP CO staff at different levels
- Staff of CP agencies

The evaluation team members used interview guidelines tailored to the category of respondent¹¹³ to ensure that all areas of interest were covered during an interview. The interview guides were based on the questions outlined in the Evaluation Matrix, appropriately adapted to the expertise and relevance of the key stakeholders. The final number of interviewees disaggregated by gender, location and interviewee type is shown in Annex 5 below.

The ET incorporated COVID-19 safety measures for all work carried out in South Sudan.¹¹⁴ The protocol included travel between Juba and the SOs as well as the site missions. The principle was to protect the ET, WFP staff, interviewees including beneficiaries and anyone else from the risks of catching COVID-19. All national team members were supplied with appropriate PPE equipment and instructed to use it.

Interviews with key informants were carried out by the ET members either singly or jointly, depending on areas of specialization and availability. Focus group discussions were conducted by two members of the team although where appropriate, and possible¹¹⁵, men and women were separated and each discussion would be led by a male or female member of the ET. The field team comprised four South Sudanese national who were able to conduct interviews directly with beneficiaries.

Evidence was verified and corroborated through systematic triangulation. To ensure impartiality and reduce the risk of bias, the methods will promote participation of different groups of stakeholders, including women, men, boys and girls. In particular, triangulation of the gender-sensitive aspects of the project was prioritized. To ensure data integrity and factual accuracy throughout the review process, the ET's regular discussions enabled them to compare, triangulate and analyze data collected, supporting continuity and consistency.

In the final days of the evaluation mission two remote debriefing sessions were held with WFP staff and then with external stakeholders, to run through a summary of the findings and to assist all sides with points of clarification prior to the more detailed data analysis phase

Gender was mainstreamed throughout the evaluation methodology with the ET gathering gender-sensitive results of the project activities, including targeting, the different ways that females and males were involved in the project, and how they benefited – materially and socially - from both the cash/food transfers and the assets created. These findings built on the limited quantitative data provided via WFP's Annual Country Reports and other documentation, and were triangulated with other primary data collected.

Humanitarian principles of humanity, neutrality, impartiality, and independence¹¹⁶ were applied during the evaluation. The evaluation team ensured that the methodology and evaluation implementation was ethical, neutral, unbiased, independent and conformed to the United Nations Evaluation Group (UNEG) Ethical Guidelines for Evaluation throughout.¹¹⁷

¹¹³ Eg Donor, community leader, partner, WFP staff member etc.

¹¹⁴ A Protocol has been prepared based on the WFP SOP for FSNMS R23, and OEV's Technical Note on Planning Evaluations during COVID-19 has been consulted.

¹¹⁵ One field team comprised two men

¹¹⁶ OCHA - What are Humanitarian Principles? 2012

¹¹⁷ UNEG HEIG. (2016) Reflecting Humanitarian Principles in Evaluation.

Annex 5: Table of Qualitative Interviews and Focus Group Discussion (FGD) with Beneficiaries, Government, Cooperating Partners and WFP Field Staff

State	County	Payam	Boma	Interviews/FGD								Total		Total
				Beneficiaries		Government		CP		WFP		Male	Female	
				Male	Female	Male	Female	Male	Female	Male	Female			
Unity	Rubkona	Pakur	Pakur	7	1	0	0	0	0	1	1	8	2	10
		Pakur	Tong	8	8	0	0	0	0	0	0	8	8	16
		Wathjaak	Dingding	6	6	0	0	0	0	0	0	6	6	12
		Wathjaak	Juac	7	1	0	0	0	0	0	0	7	1	8
		Rubkona	Mankuai	9	9	0	0	0	0	0	0	9	9	18
		Rubkona	Yonyang	1	1	0	0	0	0	0	0	1	1	2
NBEG	Aweil Centre	Apada	Apada	9	9	3	0	2	0	2	2	16	11	27
	Aweil East	Madhol	Majok Dut	11	8	0	0	8	1	0	0	19	9	28
Warrap	Gogrial West	Gogrial	Gogrial	8	7	3	0	5	0	1	0	17	7	24
WES	Yambio	Yambio	Saura	16	10	0	0	0	0	0	0	16	10	26
	Njara	Nzara	Basukangbi	13	11	0	0	0	0	0	0	13	11	24
		Yambio	Yabongo	0	0	1	0	4	0	1	0	6	0	6
CES	Terekeka	Terekeka	Buko	0	0	1	0	4	0	0	0	5	0	5
		Terekeka	Jor	6	5	0	0	0	0	0	0	6	5	11
		Terekeka	Kogi	7	10	0	0	0	0	0	0	7	10	17
	Juba	Lirya	Lirya	5	5	2	0	0	0	0	0	7	5	12
		Lokiliri	Jukowke	2	5	0	0	0	0	0	0	2	5	7
Jonglei	Bor South	Kolnyang	Goi	4	3	0	0	0	0	0	0	4	3	7
		Bor South	Bor Town	0	0	0	0	1	0	1	0	2	0	2
Total Number of Respondents by Gender				119	99	10	0	24	1	6	3	159	103	262

Annex 6: Household Quantitative Survey

Purpose of primary quantitative data collection

The purpose of the primary quantitative data was to provide an independent reference point to themes which may emerge from qualitative discussions, and to generate a broad picture of the extent to which FFA actions were delivered in line with WFP's operating principles and achieved their objectives.

To maximise the comparability of survey data with that of previous surveys - specifically that collected by WFP in June 2019¹¹⁸ - the survey tool was based on the questionnaire that was developed for that internal evaluation.

It collected data related to the following themes: -

- FFA project design and implementation
- Targeting
- The appropriateness and performance of the FFA modality, both in-kind and CBT
- The appropriateness and effectiveness of the training provided
- The functionality and use of the assets created under FFA
- The functionality of committees established under the programme for the purposes of asset management
- Changes to household and community resilience to shocks and risks;
- Changes to food security and dietary diversity outcomes for beneficiaries over the implementation period
- Changes to livelihoods and household economies of the targeted group over the implementation period

Primary data collection and sampling

The quantitative survey was executed by Konterra's research partner, Axiom Consulting, who employed 24 South Sudanese enumerators working in three teams. All enumerators were trained in quantitative data collection and use of the specific survey tool, and had the requisite language capabilities. Data was collected via tablets running Kobo data collection software to reduce data entry errors, and minimise the incidence of incomplete questionnaires. Data was collected in December 2020, at the same time as qualitative data collection was ongoing.

Five hundred and nineteen beneficiaries, within eight clusters representing the three different transfer modalities used, were randomly selected from lists provided by WFP and interviewed. However, it transpired that 54 of the people listed had never participated in the programme, so the eventual sample size was 465 households.

¹¹⁸ Undertaken by WFP in collaboration with Government Institutions and Cooperating Partners, in seven states (Central Equatoria, Eastern Equatoria, Western Equatoria, Warrap, Lakes, Northern Bahr el Ghazal and Western Bahr el Ghazal)

Annex 7: Evaluation Questions

1. Relevance	<p>1a: To what extent did the FFA project align with different beneficiary needs and increased needs emanating from displacement, unemployment and poverty status of the population?</p> <p>1b: Is the FFA project targeting the right intervention areas, population, and programming modality?</p> <p>1c: To what extent was the FFA project intervention based on sound gender analysis and perspectives?</p>
2. Effective-ness	<p>2a: To what extent were targeted outputs, outcomes and strategic results achieved and what were the main factors/challenges influencing the achievement and non-achievement of the FFA objectives?</p> <p>2b: To what extent did the different transfer modalities of the project enhance food security, nutrition, livelihoods, incomes and economic status of the target groups including women, men, boys, and girls?</p> <p>2c: To what extent have beneficiaries improved their knowledge/changed their behaviour because of the incentives and training provided?</p> <p>2d: To what extent were the cooperating partners (CP) supported by WFP in project implementation and management and with the needed competencies to coordinate the asset building?</p>
3. Efficiency	<p>3a: Which areas of the FFA modalities were cost-efficient and how can efficiency be improved?</p> <p>3b: Were all activities implemented under the FFA, including agricultural inputs, (seeds tools) delivered on time? If not, what were the challenges for the delays (e.g. seasonal rains, etc.)?</p> <p>3c: Were resources allocated efficiently (e.g. appropriate operational methods, staffing, etc.)?</p>
4. Impact	<p>4a: How and to what extent have the different project modalities of the FFA impacted on gender, the social networks, the fabric of the community and power balance of households and community?</p> <p>4b: To what extent did the FFA project directly or indirectly affect community cohesion & peace?</p> <p>4c: To what extent did the FFA project, including assets created, contribute to enhancing food security and resilience of the vulnerable people against risk and shocks such as floods and droughts?</p> <p>4d: What kind of unintended positive or negative impact did the project bring to the targeted communities, households, women, girls, boys, and men?</p>
5. Sustain-ability	<p>5a: To what extent did the target communities assume ownership of the project assets during and after implementation?</p> <p>5b: What benefits, including assets created attributed to the project, have beneficiary households continued to enjoy beyond the life of the project?</p> <p>5c: How has the graduation criteria being applied ensured that the communities and households that qualify for graduation have been made resilient to shocks and stressors and have developed sustainable livelihoods?</p>
6. Coherence	<p>6a: To what extent did the FFA project consider WFP's strategy for long term resilience?</p> <p>6b: How has the FFA project been complementary to other projects and has it been integrated into Government, Community and other Agencies' strategies to build resilience?</p>

Annex 8: Evaluation Matrix

Criteria 1: Relevance & Appropriateness					
Question 1a: To what extent did the FFA project align with different and increased beneficiary needs emanating from displacement, unemployment and poverty status of the population in the areas of intervention?					
Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> • To what extent were the operation's design and implementation appropriate to the needs of the beneficiaries? • Was a sound ToC methodology used in the intervention design? • How is the project still meeting the needs of the population? • How has the project responded to the changing political and security situation in SS. 	<ul style="list-style-type: none"> • Evidence of use of problem analysis / ToC and previous assessments in designing the project. • Evidence of consultation with partners and different groups of beneficiaries, at design stage and subsequently. • Evidence of amendments to the project 	Planning documentation Other CO documentation (food security maps etc.) Government officials at different levels WFP staff Donors Partners Beneficiaries	Review of information and reports available Semi-structured interviews FGDs	Thematic analysis of qualitative results identifying emergent themes Triangulation of available qualitative data between team members and from different data sources Disaggregation by location, activity and beneficiary group	Strong

Criteria 1: Relevance & Appropriateness					
Question 1b: Is the FFA project targeting the right intervention areas, the right population with the right programming modality? Were the intervention areas, projects, and beneficiaries identified or selected relevant for implementing FFA activities?					
Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> • Was an effective vulnerability survey (ICA, IPC) carried out? • Was the assessment sufficiently granular to allow selection of communities? • How were the assets selected? What type of participatory process with communities and local government was done? • What factors were analyzed to make these decisions? • How was the selected transfer modality to ensure alignment to the beneficiaries' needs, the markets and the project's objectives? • Were the most vulnerable households or individuals selected for support? How were these selected? • Were any specifically-vulnerable groups overlooked or excluded, and if so, why? • What measures were taken to assess the likely impact of the assets at the design stage? • What professional guidance and oversight was obtained during the planning and implementation of assets. 	<ul style="list-style-type: none"> • ICA data and reports shows a clear and adequate path from assessment to programming. • Planning documentation • Evidence of analysis of differences in context, and if this influenced and transfer modalities in any way. • Monitoring reports show the quality of targeting according to communities and other stakeholders • Quality and output of complaints procedures • Evidence that communities were involved in selection, design and management of assets • Evidence that target populations thought that targeting and selection was fair and transparent 	<ul style="list-style-type: none"> Planning documentation Other CO documentation (food security maps, assessment data etc.) Government officials at different levels WFP staff Partners Donors Beneficiaries WFP M&E data 	<ul style="list-style-type: none"> Review of information and reports available Semi-structured interviews FGDs HH Survey 	<ul style="list-style-type: none"> Thematic analysis of qualitative results identifying emergent themes Triangulation of data between team members and from survey, M&E and interview data. Disaggregation by location, activity and beneficiary group 	Strong

Criteria 1: Relevance & Appropriateness

Question 1c: To what extent FFA project intervention was based on sound gender analysis and perspectives?

Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> • What gender specific approaches were used in project design? • Who was consulted regarding the design of the activities and the intended beneficiaries? • What was the situation and specific needs of women & girls in each component areas when the project was designed? • To what extent were women and girls involved in the needs assessment and project implementation? • What measures were taken to avoid exclusion of vulnerable households that did not meet the criteria for asset creation? And how successful were these measures? • What was the procedure to propose amendments or changes to the activities to improve gender sensitivity?? • What changes were made because of the feedback received? • Can you describe the complaints procedure in place and was it easily available to, and understood by, the beneficiaries? 	<ul style="list-style-type: none"> • Degree of analysis done to identify the components designed to respond to such differentiated needs (for women and men). • The extent to which women and men were equally consulted and involved in the design of the operation, and subsequently • Evidence of availability of complaints mechanism, and verification of its effectiveness and follow-up • Level of intervention of different parts of the community in distributions 	<p>Planning and assessment documentation WFP staff Partner staff Donors Beneficiaries</p>	<p>Document review Feedback from WFP staff, partners and beneficiaries HH Survey FGDs KIIs</p>	<p>Analysis of secondary data triangulated with direct feedback received from beneficiaries and partners</p>	<p>Fair</p>

Criteria 2: Effectiveness

Question 2a: To what extent has targeted outputs, outcomes, and strategic results achieved? What were the main factors influencing the achievement and non- achievement of the FFA objectives?

Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> • What level of results have been achieved (outputs and outcomes) in comparison with what was planned or anticipated? • What activities or results have not been achieved in comparison with what was planned or anticipated? • What was the overall quantity of food and cash assistance distributed (disaggregated), in relation to what was planned? • Have the outputs directly led to the outcomes or have there been additional inputs from others? • What has been the long-term value to the community? • What do you think of the quality of the assets created? • How much additional income have the project activities created for the participating households? • What specific things helped or hindered the full implementation of the activities? • Overall, were there unintended positive /negative results? • What levels of official support (at different levels) were evident in support of the operation? • What is the perception of other actors about WFP’s operation? 	<ul style="list-style-type: none"> • Number and type of assets (actual and planned) • Food and cash distributed (actual and planned) • Food Consumption scores • Dietary diversity scores • Changes in resilience to shocks • Changes in income • Changes in agricultural productivity • Changes in perceptions of dignity and agency 	<p>WFP monitoring records Beneficiaries Community Leaders Local government staff WFP / CP staff Secondary data</p>	<p>KII FGD HH Survey Desk review</p>	<p>Statistical analysis of quantitative data Analysis of secondary data Triangulation of qualitative data and quantitative data from survey and secondary data from WFP M&E</p>	<p>Strong</p>

Criteria 2: Effectiveness					
Question 2b: To what extent did the different transfer modalities of the project enhance food security, nutrition, livelihoods, incomes, and economic status of the target groups including women, men, boys, and girls?					
Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> How effective was the chosen modality for benefits implemented? What was the added value of cash or in-kind to the recipient communities? Was the modality chosen more appropriate/valuable to some target groups than others? In what circumstances are there clear benefits from one specific modality? 	<ul style="list-style-type: none"> Community, local government and CP perceptions Food Consumption scores (disaggregated by modality) Dietary diversity scores (disaggregated by modality) Changes in resilience to shocks (disaggregated by modality) Changes in income (disaggregated by modality) Changes in agricultural / economic productivity Changes in perceptions of dignity and agency 	<ul style="list-style-type: none"> WFP monitoring data Beneficiaries Community Leaders Local government staff WFP / CP staff Secondary data 	<ul style="list-style-type: none"> KII FGD HH Survey Desk review 	<ul style="list-style-type: none"> Statistical analysis of quantitative data Triangulation of qualitative data from all sources with quantitative data 	Strong
Question 2c: To what extent have beneficiaries improved their knowledge/ changed their behaviour as a consequence of the incentives and training provided?					
<ul style="list-style-type: none"> What training was provided? Did the beneficiaries find that the training was sufficient, relevant and of long-term benefit? How did the beneficiaries regard the quality of the training? What level of follow-up to the training has been done? What have the beneficiaries learnt through the training? How have the beneficiaries used the knowledge gained to increase their resilience? 	<ul style="list-style-type: none"> Evidence of increased use of good agricultural practices (GAP) Evidence of changes to income generating / livelihood strategies Training attendance records Attendee's views on appropriateness, timing and location of training Evidence of data-driven project management by WFP and CPs 	<ul style="list-style-type: none"> Beneficiaries Community leaders WFP / CP Staff Local government officials Secondary data 	<ul style="list-style-type: none"> KII FGD HH Survey Desk review 	<ul style="list-style-type: none"> Statistical analysis of quantitative data Triangulation of qualitative data from all sources with quantitative data 	Strong

Criteria 2: Effectiveness					
Question 2d: To what extent the cooperating partners (CP) been supported by WFP to improve their capacity of project implementation and management and achieve the needed competencies to coordinate the asset building?					
Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> • What capacity building was given to CPs? • How were the training needs assessed? • How did the CPs assess the quality, quantity, targeting of the training? • How did the beneficiaries and local authorities assess the ability of the CPs to carry out their roles regarding the assets? 	<ul style="list-style-type: none"> • Evidence of CP staff being trained and mentored by WFP staff • Evidence that CP staff are aware of WFP approaches and policies • Evidence that CP staff were appropriately qualified, motivated and organized • Evidence that CPs are able to retain staff • Evidence of timely delivery of funds and other support to CPs by WFP 	<ul style="list-style-type: none"> • CP staff • Beneficiaries • Community leaders • Secondary data 	<ul style="list-style-type: none"> • KII • FGD • HH Survey • Desk review 	<ul style="list-style-type: none"> • Statistical analysis of quantitative data • Triangulation of qualitative data from all sources with quantitative data 	Medium

Criteria 3: Efficiency					
Question 3a: Which areas has the FFA modalities been cost-efficient and how can efficiency be improved?					
Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> • How was the cash transfer/ in-kind modality implemented? • What problems were experienced in implementation? • Would there have been alternative/more efficient ways of distributing cash/ in-kind? • What added benefits (or problems) does the chosen modality give for the beneficiaries? 	<ul style="list-style-type: none"> • Total value of cash distributed to targeted beneficiaries, disaggregated by beneficiary and sex, as % of planned. • Detail of cost and speed on making cash payments • Beneficiary perceptions of effectiveness of modalities • Timeliness of distributions. 	<ul style="list-style-type: none"> • Secondary data review • WFP staff • Partners staff • Beneficiaries 	<ul style="list-style-type: none"> • Semi-structured interviews • FGDs 	Largely qualitative	Fair, given that this is likely to be largely verbal feedback

Criteria 3: Efficiency					
Question 3b: Were all activities implemented under the FFA including agricultural inputs (e.g.: seeds & tools) delivered on time? If not, what were the challenges for the delays (e.g.: seasonal rains etc.)?					
Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> Were all activities related to FFA (i.e. planning, beneficiary selection, training, input delivery and monitoring) carried out at the optimal time for maximum benefit? What factors affected timeliness and how did WFP and CPs resolve any issues? 	<ul style="list-style-type: none"> Total value of cash distributed to targeted beneficiaries, disaggregated by beneficiary and sex, as % of planned. Detail of cost and speed on making cash payments Beneficiary, CP and local government perceptions of effectiveness of modalities Timeliness of distributions. 	Secondary data review WFP staff Partners staff Beneficiaries	Semi-structured interviews FGDs HH survey	Largely qualitative Quantitative analysis of HH survey data	Fair, given that this is likely to be largely verbal feedback
Question 3c: Were resources allocated efficiently (e.g. appropriate operational methods, staffing, etc.)?					
<ul style="list-style-type: none"> Were WFP resources (including management time, logistics etc.) allocated efficiently? What failures resulted from lack of proper planning by WFP or CPs? How receptive was WFP to feedback and proposals for change? Were there any challenges faced by WFP or the CPs over the preparation and implementation of the Field Level Agreements (FLAs)? If so how well were these challenges addressed? 	<ul style="list-style-type: none"> What were the main cost drivers at input / activity level, and could the same activities have been delivered more cheaply? How efficiently were inputs converted to outputs? How effective was the intervention in converting outputs into outcomes? 	Internal WFP data and interviews Interviews with other actors implementing similar programmes Donors CP interviews Local government	KIIs Desk review	Qualitative analysis of interview data	Fair, given that this is likely to be largely verbal feedback

Criteria 4: Impact					
Question 4a: How and to what extent have the different project modalities of the FFA impact on gender (men, women, girls, and boys), the social networks and fabric of the community and power balance of households and community of the target population?					
Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> • What has been the impact of the project on the target groups? • How has the social network and fabric of communities been affected by the project? • Is there any evidence that the power balance within families or the community have been altered? • To what extent do the answers to the questions above vary according to the transfer modality used in each case? 	<ul style="list-style-type: none"> • Changes in perceptions of community and intra household harmony over the implementation period • Relative impact of cash / in kind transfers on social networks and intra HH harmony • Relative impact of the transfer versus the benefits deriving from the asset created or external factors on community and intra household harmony 	<ul style="list-style-type: none"> • CP staff • Beneficiaries • Community leaders • WFP / CP staff • Secondary data 	<ul style="list-style-type: none"> • KII • FGD • HH Survey • Desk review 	<ul style="list-style-type: none"> • Statistical analysis of quantitative data • Analysis of qualitative data from all sources and triangulation of with survey and secondary quantitative data 	<ul style="list-style-type: none"> • Strong – although in areas where interventions have not been running long, impact will be more difficult to assess.
Question 4b: To what extent the FFA project directly or indirectly affected community cohesion and peace among the targeted population?					
<ul style="list-style-type: none"> • What direct and indirect effects have there been on community cohesion and peace? • How has the project opened up opportunities for the beneficiaries and the community as a whole? 	<ul style="list-style-type: none"> • Changes in perceptions of overall community cohesion • Relative contribution of programmatic and non-programmatic factors to changes in community cohesion • Relative contribution of assets and cash / food transfers to changes in community cohesion 	<ul style="list-style-type: none"> • CP staff • Beneficiaries • Community leaders • WFP / CP staff • Secondary data 	<ul style="list-style-type: none"> • KII • FGD • HH Survey • Desk review 	<ul style="list-style-type: none"> • Statistical analysis of quantitative data • Analysis of qualitative data from all sources and triangulation of with survey and secondary quantitative data 	<ul style="list-style-type: none"> • Fair – but there may be clear specific examples.

Criteria 4: Impact					
Question 4c: To what extent did the FFA project (including assets created) contribute to enhancing food security and resilience of the vulnerable people against risk and shocks such as floods and droughts?					
Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> • What effect have the assets had on the beneficiaries? • How has food security been improved? • How do the assets improve resilience? 	<ul style="list-style-type: none"> • FS indicators vs baseline related to specific asset types. • Changes in perceptions of overall well-being / resilience • Changes in measures of overall wellbeing / resilience • Relative contribution of programmatic and non-programmatic factors to changes in well being • Relative contribution of assets and cash / food transfers to changes in well being 	<ul style="list-style-type: none"> • CP staff • Beneficiaries • Community leaders • WFP / CP staff • Secondary data 	<ul style="list-style-type: none"> • KII • FGD • HH Survey • Desk review 	<ul style="list-style-type: none"> • Statistical analysis of quantitative data • Analysis of qualitative data from all sources and triangulation of with survey and secondary quantitative data 	Fair
Question 4d: What kind of unintended positive or negative impact did the project bring to the targeted communities, households, women, men, boys, and girls?					
<ul style="list-style-type: none"> • What positive unintended consequences have there been for the community as a whole and for households, women, men, boys, and girls? • What negative unintended consequences have there been for the community as a whole and for households, women, men, boys, and girls? 	<ul style="list-style-type: none"> • Positive and negative changes to labour opportunities, work load, dignity, expectations from other community members and family, ability to meet social obligations, community relations 	<ul style="list-style-type: none"> • CP staff • Beneficiaries • Community leaders • WFP / CP staff • Secondary data 	<ul style="list-style-type: none"> • KII • FGD • HH Survey • Desk review 	<ul style="list-style-type: none"> • Statistical analysis of quantitative data • Analysis of qualitative data from all sources and triangulation of with survey and secondary quantitative data 	Strong – although may be anecdotal from FGDs.

Criteria 5: Sustainability					
Question 5a: To what extent did the target communities assume ownership of the project during and after implementation?					
Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> Was the community committed to the choice of asset from the planning stage? Is the community still committed to the assets? How well are the community assets now being managed? What problems/ challenges have been faced by the community in keeping the assets working? Is local government committed to supporting the community to maintain the assets? 	<ul style="list-style-type: none"> Evidence that beneficiaries supported the choice of asset Evidence that beneficiaries use the asset Evidence of management plans / arrangement for maintenance of asset Evidence of replication of asset by local government / other actors 	<ul style="list-style-type: none"> CP staff Beneficiaries Community leaders WFP / CP staff Secondary data 	<ul style="list-style-type: none"> KII FGD HH Survey Desk review 	<ul style="list-style-type: none"> Statistical analysis of quantitative data Analysis of qualitative data from all sources and triangulation of with survey and secondary quantitative data 	<ul style="list-style-type: none"> Fair – communities may overstate ownership commitment
Question 5b: What benefits, including assets created attributed to the project, have beneficiary households continued to enjoy beyond the life of the project?					
<ul style="list-style-type: none"> Are the physical structures still in good working order? What sort of maintenance and repair processes have been put in place, and how are they functioning? Can you explain how the gardening inputs may have resulted in long-term benefits? What evidence is there that the community will continue to maintain, use and benefit from the created asset? 	<ul style="list-style-type: none"> Evidence that beneficiaries supported the choice of asset Evidence that beneficiaries use the asset Evidence of management plans / arrangement for maintenance of asset Evidence of replication of asset by local government / other actors Changes in the asset's functionality over time 	<ul style="list-style-type: none"> CP staff Beneficiaries Community leaders WFP / CP staff Secondary data Records kept at community level 	<ul style="list-style-type: none"> KII FGD HH Survey Desk review 	<ul style="list-style-type: none"> Statistical analysis of quantitative data Analysis of qualitative data from all sources and triangulation of with survey and secondary quantitative data 	<ul style="list-style-type: none"> Strong – for assets created more than 2 years ago, fair for newer assets

Criteria 5: Sustainability

Question 5c: How has the graduation criteria been applied ensuring that the communities and households that qualify for graduation have been made resilient to shocks and stressors and have developed sustainable livelihoods?

Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> • Can you describe the graduation process? • Are the criteria reasonable and have they been fairly applied? • Are the graduation criteria set at a level that ensures that those graduating are more resilient? • Do any beneficiaries stay in the project after they should have graduated? If so, why? • What flexibility is there in the graduation process, if circumstances demand it? And how is such an exemption handled? 	<ul style="list-style-type: none"> • Evidence that beneficiaries are aware of and can explain the graduation process • Evidence that beneficiaries consider the graduation process fair and fit for purpose • Evidence that the graduation process has not been ‘gamed’ by beneficiaries • Evidence that the graduation process is appropriate to all beneficiary types 	CP staff Beneficiaries Community leaders WFP / CP staff Secondary data	KII FGD HH Survey Desk review	Statistical analysis of quantitative data Analysis of qualitative data from all sources and triangulation of with survey and secondary quantitative data	Strong

Criteria 6: Coherence					
Question 6a: To what extent did the FFA project consider WFP's strategy for long term resilience?					
Sub Question	Measure/Indicator	Main Sources of information	Data Collection Methods	Data Analysis Methods	Expected Evidence quality
<ul style="list-style-type: none"> • How was the strategy for resilience incorporated in the project at the planning stage? • Did WFP respond to challenges according to the strategy? • What elements of the global strategy did not fit the South Sudan situation and what changes could be recommended for the strategy as a result of this FFA experience? 	<ul style="list-style-type: none"> • Evidence of appropriate analysis of context • Evidence of use of appropriate resilience measurement tools • Coherence of activities with corporate strategy. • Evidence that WFP collected data on resilience in a systematic and appropriate manner • Evidence that WFP used data to adapt programming 	<p>WFP and CP staff Secondary data WFP policies and approaches Donors</p>	<p>KII Desk review</p>	<p>Triangulation of qualitative data from KIIs</p>	<p>Strong – but evidence is mostly ex post</p>
Question 6b: How was the FFA complementary to other projects and integrated into Government, Community and other Agencies programme and strategies to build resilience and reduce vulnerability to shocks, etc.?					
<ul style="list-style-type: none"> • What other donor projects or Government programmes are implementing resilience projects in the same areas? • Is there any active cross-fertilization of ideas and lessons learned with similar projects in the country, and if so, how does the process work? • How does WFP integrate the planning and implementation of FFA with these other projects? • What coordination mechanisms exist for these actions? • What gains have been made through coordination? 	<ul style="list-style-type: none"> • Evidence that WFP and CP staff were aware of other actors operating in the same area • Evidence that WFP attempted to coordinate with other actors to maximize synergies • Evidence that coordination mechanisms are fit for purpose 	<p>WFP and CP staff FAO Donors Secondary data WFP policies and approaches</p>	<p>KII Desk review</p>	<p>Triangulation of qualitative data from KIIs</p>	<p>Strong</p>

Annex 9: Guiding questions

The sub-questions were addressed to the groups in the headings below. Due to time constraints the full list of questions was not addressed to all the interviewees. Questions for WFP staff were addressed to the appropriate individuals. Brackets indicate a lower priority for the question to that category of interviewee.

Sub Question	WFP staff (management, Programme, support and FO)	Benefi- ciaries	CPs	Government (national and local)	Donors and UN (FAO)
Question 1a: To what extent did the FFA project align with different and increased beneficiary needs emanating from displacement, unemployment and poverty status of the population in the areas of intervention?					
To what extent were the operation's design and implementation appropriate to the needs of the beneficiaries?	Y	Y	Y	Y	Y
Was a sound ToC methodology used in the intervention design?	Y				
Is the project still meeting the needs of the population?	Y	Y	Y	Y	Y
How has the project responded to the changing political and security situation in SS.	Y	Y	Y	Y	Y
Question 1b: Is the FFA project targeting the right intervention areas, the right population with the right programming modality? Were the intervention areas, projects, and beneficiaries identified or selected relevant for implementing FFA activities?					
Was an effective vulnerability survey (ICA, IPC) carried out?	Y				
Was the assessment sufficiently granular to allow selection of communities?	Y				
How were the assets selected, was it a participatory process with communities and local government?	Y	Y		Y	
What factors were analyzed to make these decisions?	Y	Y			
Was the selected transfer modality aligned to the beneficiaries' needs, the markets and the project's objectives?	Y	Y	Y	Y	
Were the most vulnerable households or individuals selected for support?	Y	Y	Y	Y	
Were any specifically-vulnerable groups overlooked or excluded, and if so, why?	Y	Y	Y	Y	

Question 1c: To what extent FFA project intervention was based on sound gender analysis and perspectives?					
What gender specific approaches were used in project design?	Y	Y	Y		
Who was consulted regarding the design of the activities and the intended beneficiaries?	Y	Y	Y		
What was the situation and specific needs of women & girls in each component areas when the project was designed?	Y	Y			
To what extent were women and girls involved in the needs assessment and project implementation?	Y	Y	Y	Y	

How were amendments been suggested or changes to the activities to improve gender sensitivity??	Y	Y	y		
Have any changes been made because of the feedback?	Y	Y	y		
Was a complaints procedure in place and easily available to the beneficiaries?	Y	Y	y		
Question 2a: To what extent has targeted outputs, outcomes, and strategic results achieved? What were the main factors influencing the achievement and non- achievement of the FFA objectives?					
What has been achieved (outputs and outcomes) in comparison with what was planned or anticipated?	Y	Y	Y	y	y
What has not been achieved in comparison with what was planned or anticipated?	Y	Y	y		y
What was the overall quantity of food and cash assistance distributed (disaggregated), in relation to what was planned?	Y				
Have the outputs directly led to the outcomes or have there been additional inputs from others?	Y	Y	Y	Y	Y
What has been the value to the community, and quality of the assets created.	(Y)	Y	Y	Y	
How much additional income have the project activities created for the participating households?	(Y)	Y			
What specific things helped or hindered the full implementation of the activities?	Y	Y	Y	Y	Y
Overall, were there unintended positive /negative results?	Y	Y	Y	Y	Y
What levels of official support (at different levels) were evident in support of the operation?	Y	Y	Y	Y	
What is the perception of other actors about WFP's operation?	Y	(Y)	Y	Y	Y

Question 2b: To what extent did the different transfer modalities of the project enhance food security, nutrition, livelihoods, incomes, and economic status of the target groups including women, men, boys, and girls?					
Did the chosen modality for benefits work effectively?	Y	Y	Y		
What was the added value of cash or in-kind to the recipient communities?	Y	Y	Y		
Did the modality affect the project value to specific target groups?	Y	Y	Y		
In what circumstances are there clear benefits from one specific modality?	Y	Y	Y		
Question 2c: To what extent have beneficiaries improved their knowledge/ changed their behaviour as a consequence of the incentives and training provided?					
What training was provided?	Y	Y	Y		
Did the beneficiaries find that the training was sufficient, relevant and of long-term benefit?	(Y)	Y	Y	Y	

How did the beneficiaries regard the quality of the training?	(Y)	Y			
Has there been adequate follow-up?	(Y)	Y	Y	Y	
What have the beneficiaries learnt through the training?	(Y)	Y	Y	Y	
How have the beneficiaries used the knowledge gained to increase their resilience?	(Y)	Y	Y	Y	
Question 2d: To what extent the cooperating partners (CP) been supported by WFP to improve their capacity of project implementation and management and achieve the needed competencies to coordinate the asset building?					
What capacity building was given to CPs?	Y		Y		
How were the training needs assessed?	Y		Y		
How did the CPs assess the quality, quantity, targeting of the training?	(Y)		Y		
How did the beneficiaries and local assess the ability of the CPs to carry out their roles regarding the assets?	(Y)	Y	Y		
Question 3a: Which areas has the FFA modalities been cost-efficient and how can efficiency be improved?					
How was the cash transfer/ in-kind modality implemented?	Y		Y	Y	
What problems were experienced in implementation?	Y	Y	Y		
Would there have been alternative/more efficient ways of distributing cash/ in-kind?	Y	Y	Y	Y	
What added benefit (or problems) does the modalities give (for beneficiaries)?	Y	Y	Y	Y	
Question 3b: Were all activities implemented under the FFA including agricultural inputs (seeds-tools) delivered on time? If not, what were the challenges for the delays (e.g.: seasonal rains etc.)?					
Were all activities related to FFA (i.e. planning, beneficiary selection, training, input delivery and monitoring) carried out at the optimal time for maximum benefit?	(Y)	Y	Y	Y	
What factors affected timeliness and how did WFP and CPs resolve any issues?	Y	Y	Y	Y	Y

Question 3c: Were resources allocated efficiently (e.g. appropriate operational methods, staffing, etc.)?					
Were WFP resources (including management time, logistics etc.) allocated efficiently?	(Y)		Y	Y	
What failures resulted from lack of proper planning by WFP or CPs?	(Y)		Y	Y	
Question 4a: How and to what extent have the different project modalities of the FFA impact on gender (men, women, girls, and boys), the social networks and fabric of the community and power balance of households and community of the target population?					
What has been the impact of the project on the target groups?	(Y)	Y	Y	Y	
How has the social network and fabric of communities been affected by the project?	(Y)	Y	Y	Y	
Has the power balance within families or the community been altered?	(Y)	Y	Y	Y	
To what extent do the answers to the questions above vary according to the transfer modality used in each case.	(Y)	Y	Y	Y	

Question 4b: To what extent the FFA project directly or indirectly affected community cohesion and peace among the targeted population?					
What direct and indirect effects gave there been on community cohesion and peace?	(Y)	Y	Y	Y	
Has the project opened up opportunities for the beneficiaries and the community as a whole?	(Y)	Y	Y	Y	
Question 4c: To what extent the FFA project including assets created contributed to enhancing food security and resilience of the vulnerable people against risk and shocks such as floods and droughts?					
What effect have the assets had on the beneficiaries?	(Y)	Y	Y	Y	
Has food security been improved?	(Y)	Y	Y	Y	
How do the assets improve resilience?	(Y)	Y	Y	Y	
Question 4d: What kind of unintended positive or negative impact did the project brought to the targeted communities, households, women, men, boys, and girls?					
What positive unintended consequences have there been for the community as a whole and for households, women, men, boys, and girls?	(Y)	Y	Y	Y	
What negative unintended consequences have there been for the community as a whole and for households, women, men, boys, and girls?	(Y)	Y	Y	Y	

Question 5a: To what extent did the target communities assume ownership of the project during and after implementation?					
Was the community committed to the choice of asset from the planning stage?	Y	Y	Y	Y	
Is the community still committed to the assets?	Y	Y	Y	Y	
How well are the community assets now being managed?	Y	Y	Y	Y	
What problems/ challenges have been faced by the community in keeping the assets working?	Y	Y	Y	Y	
Is local government committed to supporting the community to maintain the assets?	Y	Y	Y	Y	
Question 5b: What benefits including assets created attributed to the project have beneficiary households continued to enjoy beyond the life of the project?					
Are the physical structures still in good working order?	Y	Y	Y	Y	
Have the gardening inputs resulting in long-term benefits?	Y	Y	Y	Y	
What is the continuing benefit to the community of the assets?	(Y)	Y	Y	Y	
Question 5c: How has the graduation criteria been applied ensuring that the communities and households that qualify for graduation have been made resilient to shocks and stressors and have developed sustainable livelihoods?					
What is the graduation process?	Y	Y	Y	Y	
Are the criteria reasonable and have they been fairly applied?	Y	Y	Y	Y	
Are the graduation criteria set at a level that ensures that those graduating are more resilient?	Y	Y	Y	Y	

Do any beneficiaries stay in the project after they should have graduated?	Y	Y	Y	Y	
Question 6a: To what extent did the FFA project consider WFP's strategy for long term resilience?					
How was the strategy for resilience incorporated in the project at the planning stage?	Y			Y	Y
Did WFP respond to challenges according to the strategy?	Y				Y
What elements of the strategy did not fit the SS situation and should there be any changes to the strategy as a result of the FFA experience	Y				
Question 6b: How was the FFA complementary to other projects and integrated into Government, Community and other Agencies programmes and strategies to build resilience and reduce vulnerability to shocks, etc.?					
What other donor projects or government programmes are implementing resilience projects in SS?	Y	Y	Y	Y	Y
How does WFP integrate the planning and implementation of FFA with these projects?	Y		Y	Y	Y
What coordination mechanisms exist for these actions?	Y		Y	Y	Y
What gains have been made through coordination?	Y		Y	Y	Y

Annex 10: GEEW Specific Indicators

The following indicators were used by the project to monitor GEEW and protection.

Objective: Women have increased power in decision-making regarding food security in households, communities and societies		
Indicator	Target	Baseline data (2016)
Indicator: Proportion of food assistance decision-making entity – committees, boards, teams, etc. – members who are women	Target: Not less than 50% of assistance decision-making entities are occupied by women	37%
Indicator: Proportion of assisted women, men, (or women and men together) who make decisions over the use of food within the household	Target: Increased proportion of households in which decisions are made together >40%	25%
Indicator: Beneficiaries not experiencing safety concerns	Target: >90%	99%

Source: WFP SPR and ACR

List of Acronyms used

ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
BMZ	German Ministry of Economic Cooperation
BRACE	Building Resilience through Asset Creation and Enhancement
CBPP	Community-based Participatory Planning
CBT	Cash-Based Transfer
CES	Central Equatoria State
CAS	Community Asset Score
CFM	Complaints and Feedback Mechanism
CFSAM	Crop and Food Security Assessment Mission
CP	Cooperating Partner
CO	Country Office
CPE	Country Portfolio Evaluation
CSP	Country Strategic Plan
DDS	Dietary diversity score
DEQAS	Decentralized Evaluation Quality Assurance System
EES	Eastern Equatoria State
ET	Evaluation Team
FAO	Food and Agriculture Organization of the United Nations
FAW	Fall Army Worm
F/M HH	Female/Male headed household
FCS	Food Consumption Score
FEWSNET	Famine Early Warning Network
FFA	Food Assistance for Assets
FGD	Focus Group Discussion
FLA	Field Level Agreement
FO	Field Office
FSNMS	Food Security and Nutrition Monitoring Survey
GAC	Global Affairs Canada
GAP	Gender Action Plan Also: Good Agricultural Practices
GBV	Sexual and gender-based violence
GEEW	Gender Equality and the Empowerment of Women
HHs	households
ICA	Integrated Context Analysis
ICT	Information and Communication Technologies
IFAD	International Fund for Agricultural Development
IHP	International Humanitarian Principles
IPC	Integrated food security Phase Classification
JSRP	South Sudan Joint Stabilization and Recovery Programme
KII	Key informant interview
MAF	Ministry of Agriculture and Food Security
MEAL	Monitoring, evaluation and learning
NBEG	North Bahr el Ghazal State
NGO	Non-governmental organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD/DAC	Organisation for Economic Co-operation and Development – Development Assistance Committee
OEV	Office of Evaluation (WFP)
PDM	Post-distribution monitoring
PMC	Project Management Committee
RBN	Regional Bureau Nairobi (WFP)

RRC	Relief and Rehabilitation Commission
R-ARCSS	Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan
SAMS	Smallholder Agricultural Market Support
SDGs	Sustainable Development Goals
SS-HF	South Sudan Common Humanitarian Fund (UNOCHA)
SSP	South Sudanese Pound
ToC	Theory of Change
ToRs	Terms of Reference
UNCT	United Nations Country Team
UNEG	United Nations Evaluation Group
WES	Western Equatoria State
WFP	World Food Programme

WFP Country Office, South Sudan

<https://www.wfp.org/countries/south-sudan>

