



WFP EVALUATION



World Food Programme

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Evaluation of Sri Lanka WFP Country Strategic Plan 2018-2022

Centralized Evaluation Report

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Acknowledgments

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Disclaimer

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

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

This evaluation covers the Sri Lanka Country Strategic Plan (2018-2022) whose data collection was conducted in November 2021. The findings, conclusions and recommendations were developed before the worsening of the financial crisis in 2022. Therefore these recommendations are expected to be implemented in a flexible manner, depending on the evolution of the situation, and the timeframe for addressing some will be revisited as needed.

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Executive summary

INTRODUCTION

Evaluation features

1. The Sri Lanka country strategic plan (CSP) evaluation was timed to provide evidence and lessons to inform the development of the next CSP for Sri Lanka.
2. The evaluation covers all activities implemented under the CSP from January 2018 to December 2021. It assesses WFP's strategic positioning and the extent to which WFP made the shifts expected under the CSP; WFP's effectiveness in contributing to strategic outcomes; the efficiency with which the CSP was implemented; the appropriateness of operational modalities to respond to the coronavirus disease 2019 (COVID-19) pandemic; and factors explaining WFP's performance.
3. The evaluation used a mixed-methods approach using qualitative data from key informants that was supplemented with quantitative secondary data and several case studies. Data collection was conducted between November and December 2021, with the evaluation team travelling to the country. The team interviewed 223 individuals including WFP staff from headquarters, the Regional Bureau for Asia and the Pacific and the country office; representatives of the Government, donors, other United Nations entities and non-governmental organization cooperating partners; and beneficiaries. Gender and social inclusion were fully integrated into the evaluation's methodological approach. Ethical standards were applied to ensure the dignity and confidentiality of those involved in the evaluation. The evaluation team did not encounter major constraints that compromised the overall validity of the evaluation.

Context

4. Sri Lanka is a lower-middle-income country with a population of 23 million people. It ranked 72 of 189 countries on the 2020 Human Development Index¹ and 90 of 162 countries on the 2020 Gender Inequality Index.² Eighty-one percent of the population resides in rural areas, and agriculture remains the backbone of the economy: almost 50 percent of rural people are small-scale farmers.³
5. In the 2021 Global Hunger Index, Sri Lanka registered a moderate level of hunger, ranking 65 of 116 countries.⁴ In the last ten years, Sri Lanka has made significant progress in reducing hunger due to improved economic conditions, and by the end of 2016 the number of people in poverty had been cut by more than half.⁵ However, the COVID-19 pandemic led to increased poverty and greater risk of food insecurity across the population.⁶
6. Sri Lanka's rank on the Gender Gap Index (102 of 153 countries) is worsening, specifically with regard to economic and political indicators.⁷ However, literacy rate for males and females age 15–24 is equally high at 99 percent.⁸ The WFP 2019 Fill the Nutrient Gap study highlighted that both undernutrition (wasting and stunting) and overnutrition (overweight and obesity) are issues of concern. Sri Lanka is highly vulnerable to climate change and ranks 30 of 180 countries in the Global Climate Risk Index of countries most affected by extreme weather events.

¹ United Nations Development Programme. 2020. [Human Development Report 2020. The next frontier: Human development and the Anthropocene.](#)

² *Ibid.*

³ International Fund for Agricultural Development. [Sri Lanka country page.](#)







⁴ [Global Hunger Index scores by 2021 GHI rank.](#)

⁵ World Bank. 2020. [Poverty & Equity Brief. South Asia. Sri Lanka.](#)

⁶ World Bank. 2021. [Sri Lanka Development Update 2021: Economic and Poverty Impact of COVID-19.](#)

⁷ World Economic Forum. 2019. [Global Gender Gap Report 2020.](#)

⁸ United Nations Children's Fund. 2021. [The State of the World's Children 2021: On My Mind – Promoting, protecting and caring for children's mental health.](#) Statistical tables: Education.

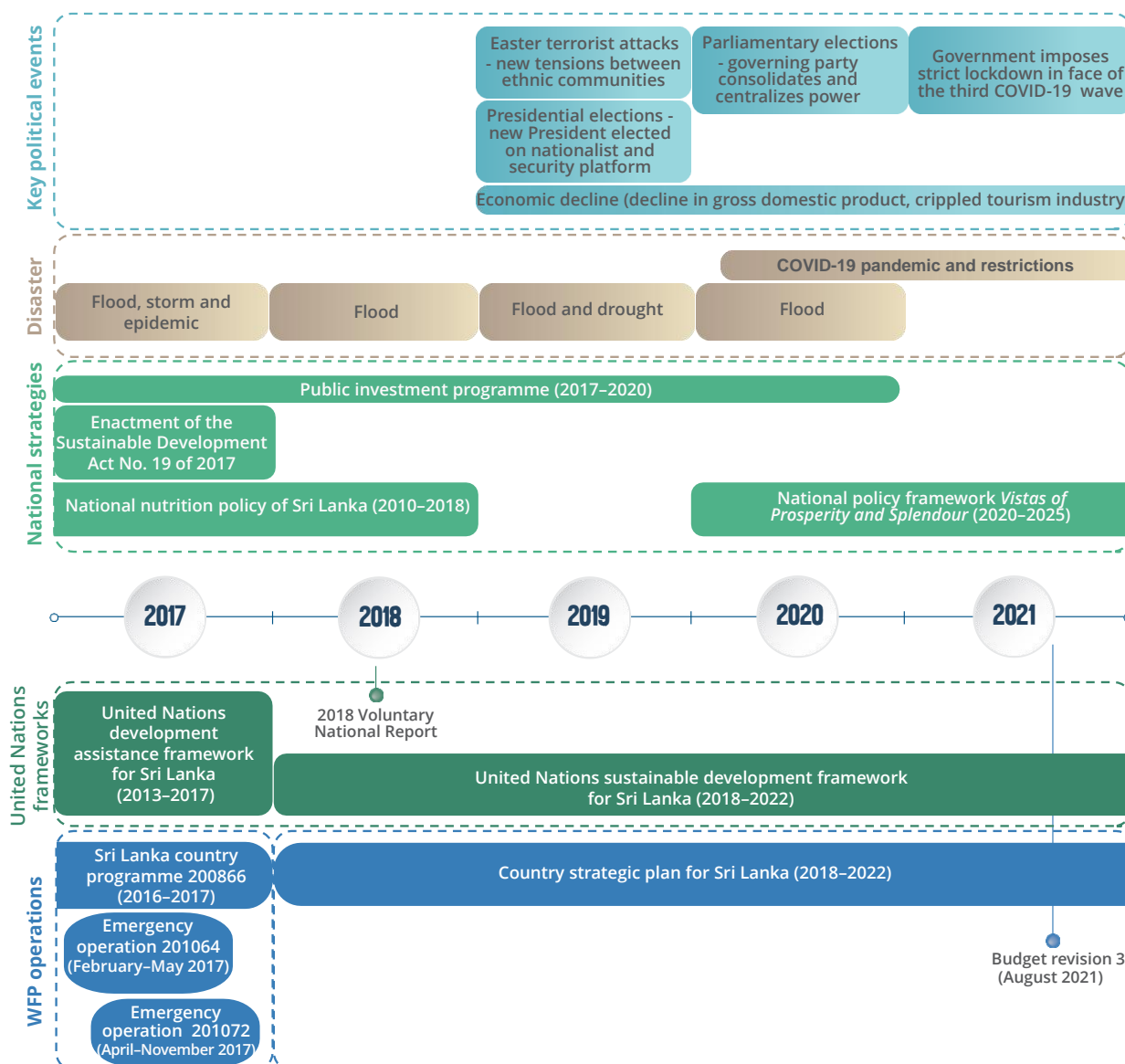
TABLE 1: SOCIOECONOMIC INDICATORS			
	Indicator	Value	Year
	Population total (million) (1)	23	2020
	Human Development Index (rank) (2)	72 (out of 189)	2020
	Global Hunger Index (score and rank) (3)	16 (65 out of 116)	2021
	Height-for-age (stunting – moderate and severe), prevalence for < 5 (%) (4)	17.3	2016
	Weight-for-height (wasting – moderate and severe), <5 (%) (4)	15.1	2016
	Gender Inequality Index (rank) (2)	90 (out of 162)	2020

Sources: (1) World Bank. 2020. [Data: Sri Lanka](#); (2) United Nations Development Programme. 2020. [Human Development Report 2020. The Next Frontier: Human Development and the Anthropocene. Briefing note for countries on the 2020 Human Development Report](#); (3) [Global Hunger Index 2021: Sri Lanka](#); (4) Development Initiatives. 2021. [2021 Global Nutrition Report. Country Nutrition Profiles: Sri Lanka](#).

WFP country strategic plan

7. The current CSP includes the explicit goal of shifting from direct delivery of assistance to beneficiaries to a technical assistance and advocacy role aimed at addressing the underlying causes of food insecurity and malnutrition and supporting long-term recovery and resilience while maintaining emergency response capacity. WFP's support consists of country capacity strengthening (CCS), including South-South and triangular cooperation, in-kind food assistance and cash-based transfers (CBTs). Figure 1 illustrates the major developments in the country context and the strategic focus and lines of activity of WFP and the United Nations development assistance framework.

Figure 1: Country context and WFP operational overview of Sri Lanka (2017–2021)



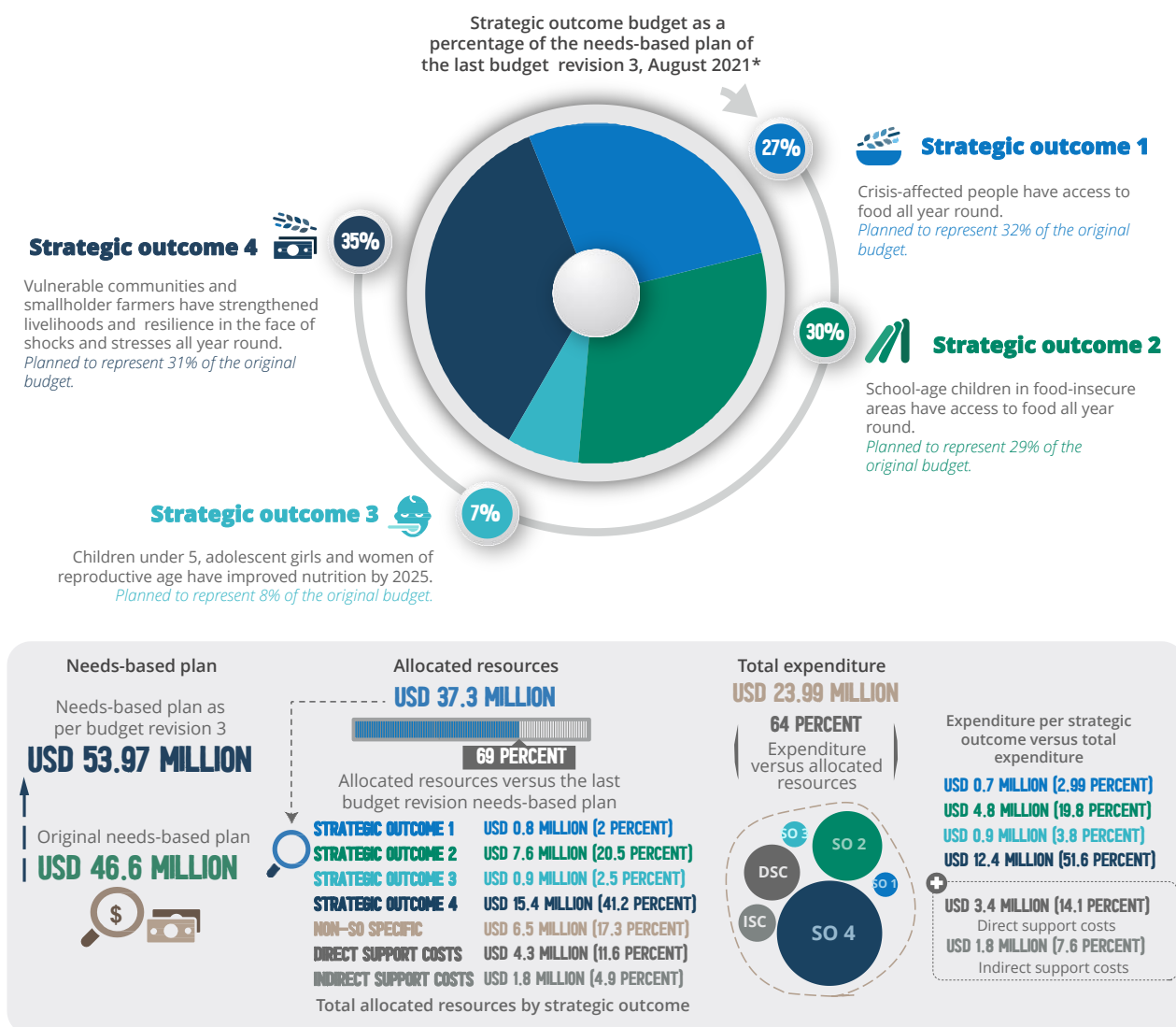
Note: The country strategic plan for Sri Lanka (2018–2022) was preceded by the Sri Lanka country programme 200866 (2016–2017); the emergency operation 201064 - Specific preparedness activities in Sri Lanka due to severe drought impact (February–May 2017); and the emergency operation 201072 - Emergency assistance to the most vulnerable drought-affected households (April–November 2017).

Source: Elaborated by the Office of Evaluation based on the full evaluation report.

8. The original CSP needs-based plan was USD 46.6 million (figure 2). The CSP was revised three times during the period 2018–2021. In August 2021, the third revision increased the requirements for strategic outcomes 2 and 4 through December 2022 in response to the COVID-19 crisis, bringing the revised needs-based plan to USD 53.97 million.⁹ The CSP was 69 percent funded as of January 2022. Donor earmarking of contributions has been done predominantly at the activity level (60 percent) and the country level (37 percent).

⁹ A fourth revision of the country strategic plan effected in mid-2022 sought to address increased humanitarian needs due to the ongoing financial crisis, raising the total budget to USD 117.3 million. The changes wrought by this revision are not reflected in this evaluation because they occurred after the evaluation was finalized.

Figure 2: Sri Lanka CSP (2018–2022) resource overview



* Strategic outcome budget percentages against the needs-based plan of the last budget revision 3 and the original budget were calculated at the total operational costs level, excluding direct support costs and indirect support costs.

Abbreviations: SO = strategic outcome; DSC = direct support costs; ISC = indirect support costs.

9. In terms of beneficiaries reached, WFP reached the highest percentage of actual versus planned beneficiaries in 2019, at 222.2 percent (table 2); the average percentage for other years (2018, 2020 and 2021) was 74 percent. WFP maintained an almost balanced ratio of 50 percent male and female beneficiaries in both planned and actual numbers.

TABLE 2: SUMMARY OF PLANNED AND ACTUAL FOOD AND CASH BENEFICIARIES BY YEAR AND GENDER							
Year		Female	%	Male	%	Total	%
2018	Planned	94 160	79.1	93 840	79	188 000	79.1
	Actual	74 473		74 159		148 632	
2019	Planned	78 320	219.2	77 680	225.2	156 000	222.2
	Actual	171 689		174 944		346 633	
2020	Planned	57 452	71.6	56 548	71.2	114 000	71.4
	Actual	41 113		40 261		81 374	
2021	Planned	151 791	59.7	153 347	60.7	305 138	60.2
	Actual	90 619		93 064		183 683	

Source: Country office tool for managing effectively reports CM-R001b and CM-R020.

EVALUATION FINDINGS

To what extent are WFP's strategic position, role and specific contributions based on country priorities, people's needs and WFP's strengths?

Relevance and alignment

10. The CSP was designed based on an in-depth country analysis and is well aligned with the overarching government policy frameworks, including with priorities set out in the Government's Vision 2025 document. The CSP was deliberately aligned with sector-specific strategies and plans related to achieving Sustainable Development Goal (SDG) 2 and with cross-cutting linkages to SDGs 1, 3, 4, 5, 13 and 17.¹⁰ The CSP plans for a move from in-kind and cash-based food assistance to technical support for the national school meals programme (NSMP) were in line with national policies to increase school retention. Given the economic situation, the risk of natural disasters and COVID-19, the increase in CCS support for improving shock-responsive safety net systems was highly relevant.

11. The focus on improving the nutrition of women, adolescent girls and children under 5 and taking nutrition into account in the design and implementation of all strategic outcomes remained highly relevant; however, if the focus of activities under strategic outcome 3 had been narrowed to pregnant and lactating women, adolescent girls and children under 2 they would have been more effective in addressing the deteriorating nutrition situation.

Addressing the needs of the most vulnerable

12. Where CSP activities were implemented through national social protection programmes WFP targeted the most vulnerable. This included vulnerable women ex-combatants dependent on precarious farming livelihoods (under strategic outcome 4), vulnerable women reached through Thriposha¹¹ distribution in maternal health clinics (strategic outcome 3) and vulnerable pregnant and lactating women in poor and food-insecure districts as part of the COVID-19 response implemented through the Samurdhi social protection system (strategic outcome 4). For some activities, WFP targeted the poorest divisions in

¹⁰ Independent review commissioned by WFP. 2017. [National Strategic Review of Food Security and Nutrition: Towards Zero Hunger](#).

¹¹ Thriposha is a locally produced specialized nutritious food provided as a take-home dry food supplement to all pregnant and lactating women and malnourished children under 5.

the most vulnerable districts based on food security assessments, analysis of government poverty data and areas most affected by climate change.

13. However, some CSP initiatives did not directly target the most vulnerable. For instance, the R5n¹² programme (strategic outcome 4) was designed for established farmers to ensure that the livelihood assets offered through the programme could be used successfully. Similarly, the South-South and triangular cooperation initiative (strategic outcome 4) was aimed at farmers who could become exemplars for the use of appropriate new technology. The CCS initiatives tended to focus on strategy and policy-oriented work at the national level and as such were not expected to directly target the most vulnerable.

Adaptations to changing contexts

14. The CSP had a purposefully broad scope that allowed WFP to successfully maintain its relevance over time by being flexible and responsive in adapting its interventions to rapidly changing circumstances. During the COVID-19 pandemic, for example, funds that were not spent on one activity (R5n) were reallocated to national safety net programmes. Vulnerability assessments are one of WFP's well-recognized areas of expertise that are needed in the evolving situation in Sri Lanka and directly contribute to its ability to adapt to changes in circumstance.

15. The envisaged strategic shift from direct food and cash-based assistance to CCS continued to remain relevant over the course of the CSP. However, the responsiveness of the country office to ad hoc government requests affected its ability to focus on long-term CCS activities.

Strategic partnerships

16. The Government of Sri Lanka is WFP's long-standing principal strategic partner, and this key partnership underpins the CSP design and implementation. While WFP interacts with various ministries at the national and district levels, WFP mainly worked with the Government's Project Management Unit. This was found to be an efficient approach because it facilitated the coordination of CSP implementation across a large number of government agencies.

17. Coordination regarding operational issues worked well but long-term planning related to more strategic matters was more challenging. Although the CSP was intended to shift WFP further towards CCS, the strength of WFP's partnership with the Government is largely built on the perception that WFP adds value mostly through the direct transfer of food and cash.

18. Key actors indicated that while collaboration among United Nations entities had been limited in the past the heads of those entities were actively trying to change that through the 2023–2027 United Nations sustainable development cooperation framework (UNSDCF). WFP is recognized as one of the lead members of the United Nations country team, and its work on food security, nutrition, disaster management and vulnerability analysis is highly relevant to the UNSDCF. WFP engagement in various results groups contributed to improved coherence and alignment.

19. WFP's leadership, coordination and partnerships in connection with the networks in the Scaling Up Nutrition People's Forum platform were successful in fostering collaboration with multiple partners. Engagement with civil society was limited, however, and this deepened WFP's dependence on a complex and shifting network of overstretched and under-resourced government institutions. Links between WFP and other community-based organizations are needed to sustain the gains achieved through the nutrition-related behavioural change and resilience building activities currently implemented with WFP's direct support.

What are the extent and quality of WFP's specific contribution to country strategic plan outcomes in Sri Lanka?

20. Overall, the evaluation found that strategic outcomes 3 and 4 had the greatest potential to contribute to the CSP's overarching goal of ending hunger and reducing malnutrition. By addressing underlying causes and supporting long-term recovery and resilience, these strategic outcomes were the key strategies in the CSP's shift from emergency response to capacity strengthening through technical and

¹² Building resilience against recurrent natural shocks through diversification of livelihoods for vulnerable communities in Sri Lanka.

policy support. The CSP's commitment to making all strategic outcomes "nutrition-sensitive" (a cross-cutting theme) was a challenge for activities under some strategic outcomes at the field level.

Strategic outcome 1: Crisis-affected people have access to food all year round

21. Strategic outcome 1 was designed to provide food assistance through direct food and CBTs to vulnerable households affected in the event of new shocks. However, as the Government did not request any such support, activities under strategic outcome 1 were not fully activated during the period 2018–2021. As part of the pandemic response, however, WFP provided take-home rations to students for two weeks at the request of the Government and a donor. One drawback to this approach was the likelihood that rations were shared by the entire family, which meant that the potential nutritional impact on the most vulnerable (pregnant and lactating women and very young children) was probably limited.

Strategic outcome 2: School-age children in food-insecure areas have access to food all year round

22. Direct food assistance under strategic outcome 2 was limited, unpredictable and largely donor- and supply-driven. In line with an agreement with the Government, the country office handed over the provision of full food baskets to schoolchildren in the Northern Province to the NSMP in early 2018 but continued to provide limited quantities of canned fish until mid-2019. During the lengthy school closures linked to the COVID-19 pandemic, WFP responded to government requests to support the provision of take-home rations through an indirect cash grant to the Ministry of Education in 2020–2021. There was no evidence to indicate whether the in-kind food rations distributed under strategic outcome 2 contributed to educational or nutritional outcomes. More nutrition-sensitive targeting options for in-kind contributions could have been considered.

23. WFP's technical assistance, learning exchanges and formation of a technical advisory group resulted in the Government's approval for the piloting of the home-grown school feeding (HGFS) model and eventually led to a nutrition-sensitive NSMP. The HGFS pilot was useful in providing nutritious meals to schoolchildren but the economic downturn and sharp increases in food prices made it unremunerative for some of the women caterers.

Strategic outcome 3: Children under 5, adolescent girls and women of reproductive age have improved nutrition by 2025

24. Under this strategic outcome, WFP successfully advocated that the Government improve the quality of Thripasha by adhering to global standards; consequently, children under 5 and pregnant and lactating women are likely to benefit.

25. WFP's advocacy and research on fortified rice was successful in strengthening government capacity to establish regulations and guidelines. However, lack of government funding for the programme and its focus on primary schoolchildren rather than groups with higher prevalence of iron-deficiency anaemia (pregnant and lactating women, women of reproductive age, adolescent girls and children under 5) could impair the achievement of this strategic outcome.

26. WFP successfully provided technical assistance to strengthen government capacity through training and policy support. However, reliance on short-term pilots meant that resulting changes in policy and programme implementation often stalled due to a lack of multi-year funding and the consistent follow-up necessary for sustained change.

Strategic outcome 4: Vulnerable communities and smallholder farmers have strengthened livelihoods and resilience in the face of shocks and stresses all year round

27. The most promising results were related to strategic outcome 4, which had adequate multi-year funding for several key projects. The livelihood activities were generally well received by targeted farmers. Although resilience building activities slowed due to the COVID-19 pandemic, some activities such as the rehabilitation of minor irrigation systems increased cropping intensity and the quantity and diversity of foods produced. The cash-for-work component provided emergency assistance to vulnerable people affected by the economic downturn exacerbated by the COVID-19 crisis.

28. The training provided by WFP to improve the national disaster action planning and district response capacity of government staff was effective. However, high turnover among government staff meant that the achievements of this activity were often lost.

29. Social protection is a relatively new focus for WFP in Sri Lanka and has limited visibility and funding. In this context, capacity strengthening for the digitalization of safety net programmes was successful and exceeded planning targets for the total number of government officials trained. WFP also provided CBTs to pregnant and lactating women in six flood and drought prone districts.

Humanitarian principles and protection

30. Attention to protection and accountability to affected populations was evident throughout the CSP. Beneficiaries were able to obtain assistance without protection or safety challenges and in a dignified manner. With the mobility of country office staff restricted during the pandemic, WFP used remote contact, including telephone interviews, to ensure that project monitoring and the dialogue with beneficiaries continued. Disability was given prominence and country office staff had access to disability inclusion training; a disability access audit was also undertaken.

31. WFP initiated the standardization of community feedback mechanisms and used trained operators and field officers. It also revised standard operating procedures to receive and address reports of sexual harassment, exploitation and abuse; no cases were reported during the period of this evaluation. A disability inclusion training was conducted for country office staff.

Gender

32. Gender was mainstreamed in the CSP in several ways, including through equal access for men and women to training, focused nutrition training for women and the selection of women as equal decision makers for all projects. The country office hired a full-time gender officer to support the mainstreaming of gender equality and the empowerment of women.

33. Despite this, activities cannot yet be considered gender-transformative as envisaged in the CSP. More work is needed to improve the monitoring of gender issues and to ensure that all activities are gender-responsive. This is particularly the case for the HGSP pilot, which did not consider the negative effect of rising food prices and reduced national NSMP budget on the incomes of women caterers.

Sustainability

34. Some of the activities such as the NSMP (activity 2, strategic outcome 2), Thripasha distribution (activity 5, strategic outcome 3) and emergency preparedness and response (activity 7, strategic outcome 4) are more likely to be sustainable than others. One challenge was that funding commitments were relatively short-term and their renewal often uncertain, which limited strategic long-term planning and undermined sustainability. In addition, WFP partnered almost exclusively with the Government and was therefore highly dependent on its extensive but under-resourced staff and systems.

35. The high mobility and turnover of government staff, combined with WFP's approach of one-off or repeated in-service training sessions for government staff, was not effective for sustained capacity strengthening. A more systemic approach is required, including a shift from continuous in-service training to pre-service capacity strengthening, with activities such as updating pre-service curriculums in institutions that train people for government services or supporting government human resource systems that build in-service competencies.

Humanitarian-development-peace nexus

36. The CSP was intended to facilitate links between humanitarian and development work and peace objectives, although it did not articulate an explicit strategy for doing so. WFP projects in the north and south, including those targeting women ex-combatants and other conflict-affected women, were well positioned to address food insecurity and malnutrition as the root causes of conflict. The cash-for-work component of WFP's flagship resilience building and livelihoods programme (R5n) brought together humanitarian relief while addressing the underlying causes of food insecurity.

To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?

Timeliness

37. The rate at which available resources were utilized varied between 66 percent under strategic outcome 2 and 81 percent under strategic outcome 4. Some implementation delays were faced due to uncertain funding, the need for multiple approvals and slow cashflow through complex government

processes. Pandemic restrictions also led to output delays and resulted in WFP requesting a no-cost extension to complete some activities.

38. Reasons internal to WFP also delayed outputs. For instance, activities with ambitious expectations such as behavioural change were supported by only one year of funding (for example, the CHANGE project). Similarly, complex activities involving sectors that required coordination across government departments, such as a climate change adaptation project, experienced delays.

39. In terms of beneficiaries' perceptions of assistance, cash-for-work recipients and pregnant and lactating women who received cash payments generally expressed satisfaction with the payments, including their timeliness.

Coverage and targeting

40. The CSP targeting approach consistently considered vulnerability especially among women and children and stemming from persistent poverty, lack of food availability and the affordability of nutritious diets. CSP's flagship project R5n works in the vulnerable divisions of five of the most vulnerable districts of Sri Lanka. WFP field presence also helped to ensure appropriate targeting and coverage.

41. However, some challenges remain. For instance, although the CSP provided clear expectations regarding the priority targeting of children under 5, adolescent girls and women of reproductive age, several activities instead targeted the general population and school-age children. Similarly, while WFP's objective in the school meals programme was to focus primarily on the plantation sector, the HGSF project that was intended to cover this sector did not do so.

Cost efficiency

42. The Government covered a significant portion of CSP implementation costs through the direct involvement of government officers and the use of government office space, equipment and transport; this enhanced WFP's cost efficiency. Factors that challenged efficiency included complex government structures and frequent turnover among government staff as well as the limited capacity and resources of government departments at the national and subnational levels to meet the agreed planning targets.

43. WFP was responsive in ensuring that activities were completed on time, as seen by a rising trend of human resource recruitment in the country office, whose staffing structure and workforce were strategically tailored to enable increased government partnership and advance national ownership. Staff members were involved in too many simultaneous initiatives, however, and there was a broad perception among the staff themselves that the quality of technical assistance offered sometimes suffered as a result.

Alternative cost-efficient measures

44. WFP explored alternative cost-effective programming modalities consistent with its overall commitment to move from direct transfers to CCS. For example, since the nutrition component was underfunded, WFP identified opportunities for collaboration on nutrition resourcing and advocacy. Similarly, WFP also pursued cost-effective alternatives by forging partnerships with other United Nations entities for some of its activities. WFP advocated cost efficiency with the Government, for instance by promoting HGSF as a potentially more cost-effective alternative for food delivery under the NSMP. Where cost efficiencies were gained, for instance by digitalizing beneficiary registration and CBTs, WFP advocated that the Government replicate or expand these approaches in national programmes.

What factors explain WFP's performance and the extent to which it has made the strategic shift expected by the country strategic plan?

Predictability, adequacy and flexibility of funding

45. About two thirds of the CSP's original needs-based plan budget was funded by January 2022 (figure 2). Strategic outcome 4 was the focus area of greatest interest to WFP donors, and the country office was successful in mobilizing adequate, predictable and flexible resources. On the other hand, the one-off or short-term nature of several initiatives adversely affected their prospects for long-term sustainability. Also, a large part of CSP funding was earmarked at the activity level or below (60 percent). This led to a loss of programmatic flexibility and a focus on donor preferences. Funding preferences also influenced the areas of strategic shift envisaged in the CSP. For instance, the greater interest in resilience activities was consistent with the strategic shift expected from the CSP, but low donor interest in CCS activities related to nutrition and school feeding severely hampered progress in those areas.

Responsiveness in dynamic operational contexts

46. The CSP provided greater flexibility than the previous country programme and supported a dynamic response to the COVID-19 pandemic. The CSP proved adaptable, as was evident in its response to a number of events that occurred during implementation, the most notable being the pandemic. WFP was able to respond to changing circumstances by increasing support for the vulnerable through CSP revisions and by moving funds across strategic outcomes when permitted by donors.

47. In response to the pandemic funds were increased under strategic outcome 4 to support the home gardening initiative and CBT support for pregnant and lactating women was increased. Similarly, in response to the scarcity of maize caused by a sudden government ban on maize importation, strategic outcome 4 resources were reallocated to the purchase of maize for Thripasha production under strategic outcome 3 in 2020. While being responsive to changing circumstances, WFP continued to focus on CCS and long-term development programming in line with its strategic intent.

CONCLUSIONS

48. The CSP was well aligned with national and United Nations priorities and supported strong relationships with the Government. The rationale for shifting from direct humanitarian assistance to capacity strengthening was reinforced by the minimal support for emergency assistance requested by the Government during the period evaluated.

49. WFP's shift to nutrition mainstreaming for all strategic outcomes and to CCS in emergency preparedness and response, resilience building and nutrition continued to be highly relevant given the risk of natural disasters, persistently high levels of undernutrition and the uncertain economic situation. Furthermore, it was appreciated by the Government, particularly for strategic outcomes 3 and 4, but frequent changes in political priorities and staffing were challenging, and more of a systems approach to CCS was needed in some areas.

50. Performance under the strategic outcomes on nutrition and resilience was appreciated by stakeholders, showing the potential for achieving positive outcomes with strategic follow-through and sustained funding. However, WFP needs to narrow the CSP's strategic focus to its areas of comparative advantage such as emergency preparedness and response (for example, through vulnerability assessments, disaster mapping and contingency planning), enhancing the efficiency of social safety nets through digitalization and improving productivity and market opportunities for smallholder farmers.

51. WFP effectively adapted and responded to the COVID-19 pandemic. WFP was perceived by the Government and other United Nations entities as proactive, responsive and flexible. However, there is a need to balance the ability to adapt with maintaining overall coherence and alignment with the CSP strategy.

52. Geographical and individual targeting was a challenge under some strategic outcomes, often due to donor earmarking and the need to respond to some government requests that were ad hoc and therefore not included in the design of the CSP. While WFP's approach to targeting was good, donor preferences and government requests meant that it could not always serve some of the most vulnerable (particularly pregnant and lactating women, adolescent girls and children under 2) under some strategic outcomes.

53. WFP's performance was on track in cross-cutting aspects such as protection and accountability to affected populations. While there were good strides forward in mainstreaming gender equality and women's empowerment, more attention was needed to achieve the goals set out in the CSP.

54. The sustainability of achievements under the strategic outcomes remains uncertain, mainly because of the short-term nature of projects, funding uncertainty and a lack of strategic links with other development partners and the civil society.

55. Building on experience, including through the Scaling-Up Nutrition movement, sustained collaboration between WFP and other United Nations partners can help build an evidence base and support momentum for a more holistic, joined up and sustainable approach to nutrition, social protection, school feeding and disaster management and preparedness. Such collaboration under the UNSDCF is critical for the success of national advocacy for strategy and policy improvements.

RECOMMENDATIONS

#	Recommendation (specific steps for implementing the recommendations are outlined in the sub-recommendations following each recommendation)	Level/nature	Responsibility	Other contributing entities	Priority	Action deadline
1	Develop the next country strategic plan for Sri Lanka building on WFP's core mandate and its comparative advantages that align with government priority needs.	Strategic	Country office	Regional bureau, headquarters and the Government of Sri Lanka	High	December 2023
	1.1 Continue the transition from humanitarian to development work introduced in the country strategic plan for 2018–2022 and reduce the prominence of crisis response as a strategic outcome in the next country strategic plan, reflecting Sri Lanka's own capacity for emergency response.	Strategic	Country office	Regional bureau and headquarters	High	November 2022
	1.2 Focus WFP's future crisis response work on supporting Sri Lanka's emergency preparedness and response and response to climate change, including at the subnational level, and seek to strengthen programming links between community resilience building work and Sri Lanka's shock-sensitive social protection system.	Strategic	Country office	Regional bureau and headquarters	High	November 2022
	1.3 Strengthen WFP's strategic commitment to improving social protection, advocating with government partners a nutrition- and gender-sensitive, transparently targeted and efficiently run social protection system as a key building block for Sri Lanka's commitment to achieving the Sustainable Development Goals.	Strategic	Country office	Regional bureau, Government	High	November 2022
	1.4 Develop a more focused gender-informed strategy for nutrition in the next country strategic plan and strive to develop and support community-based integrated packages that link health, nutrition, food security and agriculture.	Strategic	Country office	Regional bureau, headquarters Nutrition Division, Gender Office	High	December 2023
2	Maximize the long-term impact of WFP programming and enhance coherence among strategic outcomes and activities as well as their gender and nutrition sensitivity.	Strategic	Country office	Regional bureau	Medium	December 2027
	2.1 To ensure sustainability, and in keeping with global best practice, work more explicitly with community-based organizations for farmers,	Strategic	Country office	Regional bureau	Medium	December 2027

#	Recommendation (specific steps for implementing the recommendations are outlined in the sub-recommendations following each recommendation)	Level/nature	Responsibility	Other contributing entities	Priority	Action deadline
	independent civil society actors and the private sector at the district level to supplement and support government efforts.					
	2.2 Acknowledging that integrated development work takes time, design a third phase of the resilience building project that layers various types of support (including nutrition-related support) and runs for the full period of the next country strategic plan, seeking government and donor support for this as a potentially replicable community-based climate-resilient model.	Strategic	Country office	Regional bureau, Government, donors	Medium	December 2027
	2.3 Ensure that gender and nutrition are taken into account in the design and implementation of all activities to enhance nutrition outcomes.	Strategic	Country office	Regional bureau	Medium	December 2023
	2.4 Revisit the links between home-grown school feeding design and rice fortification plans aimed at school feeding so that initiatives in the two areas do not conflict.	Strategic	Country office	Regional bureau	High	March 2023
	2.5 Revisit the design of the home-grown school feeding pilot together with the Government to ensure that targeted women caterers are adequately compensated for their work in the face of economic downturn and reduced national school meals programme budget and that expectations related to farm production are realistic and balanced given the time available.	Strategic	Country office	Regional bureau, headquarters School-based Programmes, Government	High	June 2023
3	Strengthen WFP's strategic and operational partnership with the Government at the national and subnational levels in alignment with other United Nations entities.	Operational	Country office	Government, other United Nations entities	High	December 2026
	3.1 <i>Partnership with the Government:</i> Revisit and update WFP's memorandum of understanding with the Government. This process should include engaging with the Project Management Unit and the National Project Steering Committee to plan the transition of WFP programming to the Government over the coming years.	Operational	Country office	Government, other United Nations entities	High	December 2026

#	Recommendation (specific steps for implementing the recommendations are outlined in the sub-recommendations following each recommendation)	Level/nature	Responsibility	Other contributing entities	Priority	Action deadline
	3.2 <i>Partnership within the United Nations</i> : Increase collaboration and alignment with other key United Nations entities such as the United Nations Development Programme, the Food and Agriculture Organization of the United Nations , the United Nations Children’s Fund, the United Nations Population Fund and the Office of the United Nations High Commissioner for Refugees to advocate global best practices related to food security, nutrition, social protection and climate-sensitive community-based resilience through a single united voice.	Operational	Country office	Government, other United Nations entities	Medium	December 2024
	3.3 <i>Partnerships related to funding</i> : Collaborate with United Nations partners for flexible multi-year donor funding that enables WFP and its government partners to target the most vulnerable groups with appropriate transfer modalities, develop funding proposals for nutrition-specific interventions that are based on evidence.	Operational	Country office	Government, other United Nations entities	Medium	December 2023
4	Continue with country capacity strengthening initiatives, focusing on government-prioritized sectoral gaps.	Operational	Country office	Regional bureau, headquarters divisions	Medium	December 2024
	4.1 Review and refocus the country capacity strengthening approach used in the country strategic plan to reduce dependence on repeated training. For example, look for opportunities to support in-service competencies training and human resource systems within government institutions.	Strategic	Country office	Regional bureau, headquarters Programme – Humanitarian and Development Division, Nutrition Division	Medium	March 2024
	4.2 Continue country capacity strengthening support for nutrition by expanding the evidence base through monitoring, evaluation and research directly applied to the Sri Lankan context. For example, support government monitoring of the production of the new Thriposha formula and the impact of this on nutrition status.	Operational	Country office	Regional bureau and headquarters Programme – Humanitarian and Development Division, Nutrition Division, Research,	Medium	December 2024

#	Recommendation (specific steps for implementing the recommendations are outlined in the sub-recommendations following each recommendation)	Level/ nature	Responsibility	Other contributing entities	Priority	Action deadline
				Assessment and Monitoring Division, Government		
	4.3 For the next country strategic plan, continue the envisioned transition from direct food and cash support to the national school meals programme by investing only in technical assistance (for example, for policy, targeting, gender equality and women's empowerment and monitoring and evaluation) supporting the Government in targeting limited resources in order to deliver a national school meals programme that meets the needs of the most vulnerable.	Operational	Country office	Regional bureau, headquarters School-based Programmes, Government	Medium	December 2023

#	Recommendation (specific steps for implementing the recommendations are outlined in the sub-recommendations following each recommendation)	Level/nature	Responsibility	Other contributing entities	Priority	Action deadline
5	Review targeting to ensure alignment with the latest evidence and country strategic plan goals and make the country strategic plan commitment to the most vulnerable more explicit.	Operational	Country office	Regional bureau, headquarters divisions, United Nations partners	High	December 2024
	5.1 In partnership with the Government and other key United Nations entities, leverage WFP's strengths in vulnerability analysis and mapping and coordination to support gender-sensitive nutrition and food security surveillance systems and thus improve the availability of up-to-date evidence for vulnerability targeting and evaluation for programmes.	Operational	Country office	Regional bureau, headquarters Research, Assessment and Monitoring Division, Nutrition Division, United Nations partners	High	December 2024
	5.2 Under strategic outcome 3, ensure that nutrition advocacy efforts are targeted at the most vulnerable groups (pregnant and lactating women, adolescent girls and children under 2).	Operational	Country office	Regional bureau, headquarters Nutrition Division, United Nations Children's Fund	High	December 2023
	5.3 Continue with rice fortification advocacy, including planning and completing an impact study and broadening the scope to identify social safety nets outside the national school meals programme that can target people with high levels of nutritional deficiency.	Operational	Country office	Regional bureau, headquarters Nutrition Division, Government	High	December 2023

1. Introduction

1. This evaluation of the World Food Programme (WFP's) Country Strategic Plan (CSP) in Sri Lanka was commissioned by the WFP Office of Evaluation (OEV). SALASAN Consulting was contracted to design and implement the evaluation. The Evaluation Team (ET) consisted of seven members with varied expertise in nutrition, food security, livelihood, resilience, technical assistance, research, data analysis and quality assurance. (See Annex 13 for detailed roles within the team.) The evaluation process started with an inception phase in July-October 2021; the data collection took place in November-December; and the reporting phase followed in early 2022.

1.1. EVALUATION FEATURES

Purpose and Objectives of the Evaluation

2. The purpose of the Country Strategic Plan Evaluations (CSPE) is primarily to inform the design of CSPs. The CSPE is an opportunity for the country office (CO) to benefit from an independent and external assessment of its portfolio of operations.
3. More specifically, the objectives for this evaluation are to:
 - Provide evaluation evidence and learning on WFP performance for country-level strategic decisions, specifically for developing the future engagement of WFP in Sri Lanka; and
 - Provide accountability for results to WFP stakeholders.
4. The CSPE was timed so that the draft findings, conclusions and recommendations could inform the design of the new WFP CSP for Sri Lanka (2023-2027) which is scheduled for Executive Board (EB) approval in November 2022.

Stakeholders and Users

5. Internally, the primary targeted users of this CSPE are WFP CO in Colombo, the Regional Bureau in Bangkok (RBB), the headquarter technical divisions and WFP EB. An Internal Reference Group (IRG) was appointed to contribute to the evaluation's credibility, utility and impartiality.
6. External targeted users include the Government of Sri Lanka (Government), several non-governmental organizations (NGOs) working with WFP in Sri Lanka, the United Nations Country Team (UNCT) and selected agencies, key donors and academic and research institutes interested in food security and WFP's role in promoting zero hunger.

Scope of the Evaluation

7. The object of this CSPE is WFP's Sri Lanka CSP (2018-2022), as approved by WFP's EB in November 2017 and subsequently adjusted through budget revisions. The evaluation covers strategic outcomes, cross-cutting outcomes, outputs, activities and inputs that were planned and took place under WFP's CO CSP from January 2018 until mid-December 2021.¹³ This CSPE addresses four overarching questions in common with all WFP CSPEs. Within this overall framework, the CSPE for Sri Lanka considered 16 subquestions appropriate to the CSP and country context. Integrated into the evaluation are questions that assess how the CO has responded to the COVID-19 crisis in Sri Lanka. The evaluation also analyses the WFP partnership strategy, including WFP's strategic position in the complex and dynamic context of Sri Lanka, and its relationships with the Government and the international community. (For more details, please see the terms of reference (TORs) in Annex 1.)
8. The evaluation addresses four overarching evaluation questions regarding relevance, effectiveness and sustainability and efficiency and factors explaining WFP's performance:¹⁴

¹³ The time the data collection phase of this CSPE ended.

¹⁴ See Table 25: Evaluation Criteria, Questions and Subquestions for details on EQs in Annex 3.

- EQ1 – To what extent is WFP’s strategic position, role and specific contribution based on country priorities, people’s needs and also on WFP’s strength?
- EQ2 – What is the extent and quality of WFP’s specific contribution to the country strategic plan strategic outcomes in Sri Lanka?
- EQ3 – To what extent has WFP used its resources efficiently in contributing to the country strategic plan outputs and strategic outcomes?
- EQ4 - What are the factors that explain WFP’s performance and the extent to which it has made the strategic shift expected by the country strategic plan?

1.2. CONTEXT

General Overview

9. Sri Lanka is a lower-middle-income country in South Asia with a population of approximately 23 million people, densely distributed within urban centres along the east coast, the southwest and on the northern Jaffna Peninsula. Approximately 19 percent of Sri Lanka’s population is believed to live in urban areas. Seventy-five percent of the total population is Sinhalese, and 25 percent consists of Sri Lankan Tamil, Sri Lankan Moors, Indian Tamil and other ethnic groups.¹⁵

10. The female proportion is slightly higher than the male, accounting for 52 percent and 48 percent respectively. Sixty-five percent of the total population are ages 15–64 years, 24 percent 0-14 years and 11 percent over 65 years. The adolescent birth rate was 21 per 1000 girls aged 15-19 between 2003-2018,^{16,17} with a total fertility rate of 2.2 per woman in 2021.¹⁸ Sri Lanka’s life expectancy at birth (years) in 2021 is 74 per male and 81 per female.¹⁹

11. Sri Lanka’s medium-term economic outlook is worrisome with weak tourism receipts expected for a third year in a row since the COVID-19 pandemic. Preexisting macroeconomic weaknesses have been exacerbated by the pandemic. Sri Lanka’s gross domestic product (GDP) peaked in 2018 and has declined each year since. With livelihoods and earnings lost, poverty is projected to remain above the 2019 level in 2021.

12. Sri Lanka has a Human Development Index (HDI) value of 0.782 and ranks 72 in the 2020 Human Development Reports (HDR) 2020.²⁰ Following the end of its 26-year internal conflict in 2009, Sri Lanka had been making significant economic and social progress. The GINI coefficient is 39.8 percent and the Gross National Income per capita in purchasing power parity terms is 12,707. The multidimensional poverty index is 0.011 percent per headcount, with a 0.9 percent population living below the income poverty line at PPP \$1.90 a day.²¹

13. The shortage of foreign exchange coupled with the depreciating Sri Lankan rupee in 2021 had an immediate impact in terms of very high gas prices and of essential food items.²² While the poverty headcount had been cut by more than half (to 6 percent) in less than ten years, the pandemic has led to

¹⁵ The World Factbook: Sri Lanka. Last update 12.04.2022.

¹⁶ World Health Organization (WHO). The Global Health Observatory: Adolescent birth rate (per 1,000 women aged 15-19 years). Last update 22.03.2021

¹⁷ United Nations Population Fund (UNFPA). World Population Dashboard: Sri Lanka Country Indicators. Accessed 21.12.2021.

¹⁸ Ibid.

¹⁹ Ibid.

²⁰ United Nations Development Programme (UNDP). 2020. Human Development Reports: Sri Lanka HDI. Accessed 14.04.2022.

²¹ Ibid.

²² V. Gunasekara, 2021, November 23. ISAS Working Papers. Crises in the Sri Lankan Economy: Need for National Planning and Political Stability. National University of Singapore.

increased poverty, with the international poverty rate (\$1.9 in 2011 PPP) increasing from 0.7 percent in 2018 to 1.2 percent in 2020.²³

14. Since 2014, Sri Lanka witnessed a sharp rise in its foreign debt, reaching 42.9 percent of GDP by 2019. The onset of the COVID-19 pandemic-induced global recession accelerated the crisis in Sri Lanka.

National policies and the SDGs

15. Sri Lanka's policy framework reflects the country's adherence to the Sustainable Development Goals (SDGs) and can be observed in its long-term (Vision 2025) and medium-term (Public Investment Programme 2017-2020)²⁴ development plans and associated budgets. These documents have integrated the economic, social and environmental dimensions of sustainable development.

16. The Government has taken several initiatives to mainstream the SDGs in the country, such as the establishment of a Parliamentary Select Committee on Sustainable Development, the enactment of the Sustainable Development Act No. 19 of 2017 and the establishment of the Ministry of Sustainable Development, Wildlife and Regional Development (MSDWRD) as the focal point for coordinating and facilitating the implementation of the SDGs.

17. Sri Lanka has also developed national policies and development plans in line with the SDGs, including:

- The Sustainable Sri Lanka 2030 Vision and Strategic Path is the Government's policy to attain its SDG commitments
- The Government's National Policy Framework (NPF) Vistas of Prosperity and Splendour²⁵
- The National Agricultural Policy²⁶
- The National Nutrition Policy²⁷
- The Government Draft Social Protection Strategy (SAMURDHI)²⁸

18. SAMURDHI aims to meet the basic needs of the poorest eight percent of the population.²⁹ Sri Lanka has several social safety net programmes, including free education; free health care; free school text books and school uniforms; and subsidies for agriculture, fisheries and animal husbandry. Other schemes include the national school meal programme (NSMP), and targeted support to the elderly, pregnant and lactating women (PLW), to malnourished children (Thripasha) and to persons with disabilities.

National Voluntary Report on SDGs

19. In collaboration with many stakeholders, including the private sector, community organizations, experts and academia, Sri Lanka compiled its first Voluntary National Review (VNR)³⁰ in 2017, led by the MSDWRD.

20. Sri Lanka has made significant progress in several areas related to SDGs, in particular education, health and poverty. However, some challenges remain, particularly in the areas of financing, technology development, capacity strengthening, trade and investments, and data monitoring and accountability.³¹

²³ World Bank Group. Sri Lanka Development Update 2021: Economic and Poverty Impact of COVID-19. Last update 25.06.2021.

²⁴ Sri Lanka Ministry of National Policies and Economic Affairs. 2017. *Public Investment Programme 2017-2022*.

²⁵ Government of Sri Lanka. 2019. *Vistas of Prosperity and Splendour*.

²⁶ United Nations Environmental Programme (UNEP). 2007. *Sri Lanka National Agricultural Policy*.

²⁷ WHO. Global database on the implementation of Nutrition Action: Policies in Sri Lanka. National Nutrition Policy of Sri Lanka 2010-2018 (accessed on 01.31.22).

²⁸ Department of Samurdhi Development (Samurdhi.gov.lk). Last update 05.03.2019.

²⁹ Coverage is 1.75 million HHs of a total population of 21.7 million.

³⁰ Sri Lanka Voluntary National Review on the Status of Implementing the Sustainable Development Goals, June 2018.

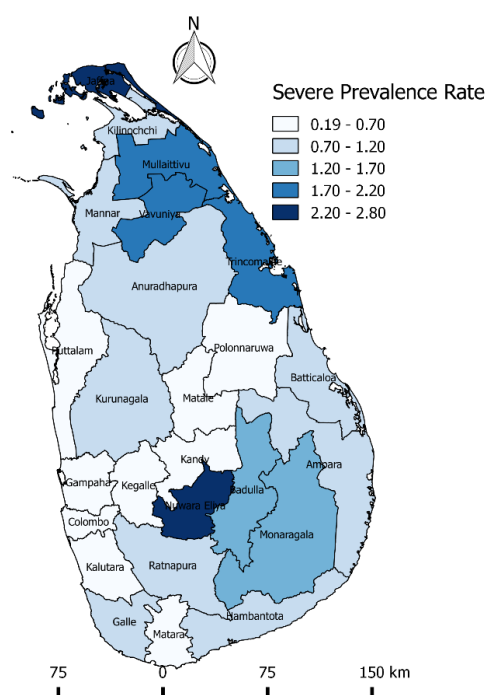
³¹ Ibid.

Food and nutrition security

21. In the 2021 Global Hunger Index³², Sri Lanka had a moderate level of hunger of 16, ranking it 65 out of 107 countries. It has made significant progress in reducing hunger in the last 10 years largely due to improved economic conditions.³³ In the 2021 global food security index, Sri Lanka ranks 77 out of 113 countries, scoring 54.1 (where 100 is the most favourable food security environment), a decrease of 3 from 2020.³⁴

22. The prevalence of food insecurity and undernourishment is 29 percent and 22 percent respectively. The immediate food security impact is on low-income households in both urban and rural areas. Vavuniya and Nuwara Eliya districts, followed by Mullaitivu and Mannar districts, are most affected, with climatic variability, terrorist activities, limited supply of inputs and restricted marketing opportunities as the primary contributing factors.³⁵ The COVID-19 pandemic has negatively impacted Sri Lanka and created a shift towards increased risk of food insecurity across the population.³⁶ Food insecurity has been acute throughout the pandemic, and weak safety nets have heightened vulnerability.³⁷

Figure 1: Distribution of people's experience in severe food insecurity in Sri Lanka (2019)



Source: 2019 Household Income and Expenditure Survey Report

23. While Sri Lanka is on course to meet two of the targets on maternal, infant and young child feeding (MIYCF), no progress has been made in the last decades on reducing anaemia among WRA, with 35 percent of women 15-49 years of age now affected.³⁸

³² Global Hunger Index Scores by 2021 GHI Rank.

³³ Food and Agriculture Organization of the United Nations (FAO). 2020. State of Food Security and Nutrition in the World.

³⁴ Economist Impact. Global Food Security Index. 2021. Sri Lanka: 2021_GSFI Model-Final – Excel (downloaded on 12.21.2021).

³⁵ 2019 Household Income and Expenditure Survey Report.

³⁶ World Food Programme (WFP) food security report 2021.

³⁷ World Bank Sri Lanka webpage, 2021.

³⁸ Global Nutrition Report. 2021. Sri Lanka: The burden of malnutrition at a glance.

24. The WFP 2019 Fill the Nutrient Gap study highlighted that both undernutrition (wasting and stunting) and overnutrition (overweight and obesity) are issues of concern in Sri Lanka. Wasting continues to affect 15 percent of children under 5, a prevalence classified as very high by the World Health Organization (WHO), and stunting affects 17 percent of children, classified as medium.³⁹ The anaemia in children under 5 mirrored that of stunting, and is three times higher in adolescent girls.⁴⁰ The prevalence of overnutrition increases with age, especially in females; 20 percent of girls aged 15–19, 33 percent of women aged 20–29 and 53 percent of women aged 40–49, are overweight or obese. Micronutrient deficiencies, yield stagnation, rising food prices, income inequalities, a poor road and marketing infrastructure, climate change and gender inequalities are affecting progress in achieving food security and nutrition.⁴¹

25. Severe regional and economic disparities exist in the prevalence of malnutrition, with previously war-affected districts, the estate sector and certain farming areas, such as the Northern Mixed and South-eastern rain-fed regions, the worst affected. One main challenge is the volatility of agricultural production.⁴²

Agriculture

26. In 2020, agriculture, forestry and fishing accounted for 8.4 percent of Sri Lanka's GDP,⁴³ with export products making the largest contribution to agricultural GDP at 35 percent, followed by paddy crops at 29 percent.⁴⁴ Smallholders contribute 70 percent of Sri Lanka's tea production and they account for 62 percent of the land under rubber cultivation, both of which have made large contributions to the national economy.⁴⁵

27. Eighty-one percent of Sri Lanka's population resides in rural areas, and agriculture remains the backbone of the economy. About three quarters of the country's poor people are dependent on the rural sector and almost 50 percent of the rural poor are small-scale farmers.⁴⁶ The percentage of female employment in agriculture is 28 percent and that of male employment – 24 percent.⁴⁷ Among the contributing family workers, unpaid family members are 78.9 percent female and 21.1 percent male.⁴⁸

Climate change and vulnerability

28. Sri Lanka is one of the hottest countries in the world, with two main seasons: the Maha season associated with the northeast monsoon (September – March) and the Yala season associated with the southwest monsoon (May-August).⁴⁹ Sri Lanka's precipitation is divided into three zones: wet, intermediate, and dry. The zones receive a mean annual rainfall of between 1,000mm and 2,500mm. Areas on the southwest slopes of the central hills are known to experience as much as 5,000mm in a year. All regions receive steady rainfall during the inter-monsoon seasons.⁵⁰

29. Sri Lanka is affected by various hazards that impinge on livelihoods, property and people, including droughts, cyclones, monsoonal rain, flooding, coastal erosion, deforestation and landslides (see Figure

³⁹ Similarly, the UNICEF's State of the World's Children 2021 report also alludes to the same figures: in 2020, 16 percent of children below five years were stunted, and 15 percent were wasted (moderate and severe).

⁴⁰ WFP. 2019. Fill the Nutrient Gap.

⁴¹ National Strategic Review of Food Security and Nutrition (2017).

⁴² Economist Impact. Global Food Security Index. 2021. Sri Lanka: 2021_GSFI Model-Final – Excel (downloaded on 12.21.2021).

⁴³ The World Bank | Data. Sri Lanka: Overview. (Data retrieved on 21.12.2021.)

⁴⁴ Sustainable Sri Lanka Vision 2030 (2019).

⁴⁵ International Fund for Agricultural Development (IFAD). Sri Lanka: The Context. Accessed 15.04.2022.

⁴⁶ Ibid.

⁴⁷ The World Bank | Data. Sri Lanka: Employment in agriculture, (percentage of male and female employment) (modelled International Labour Organization (ILO) estimate). (Data retrieved on 21.12.2021.)

⁴⁸ Sri Lanka labour force survey 2018 Q4

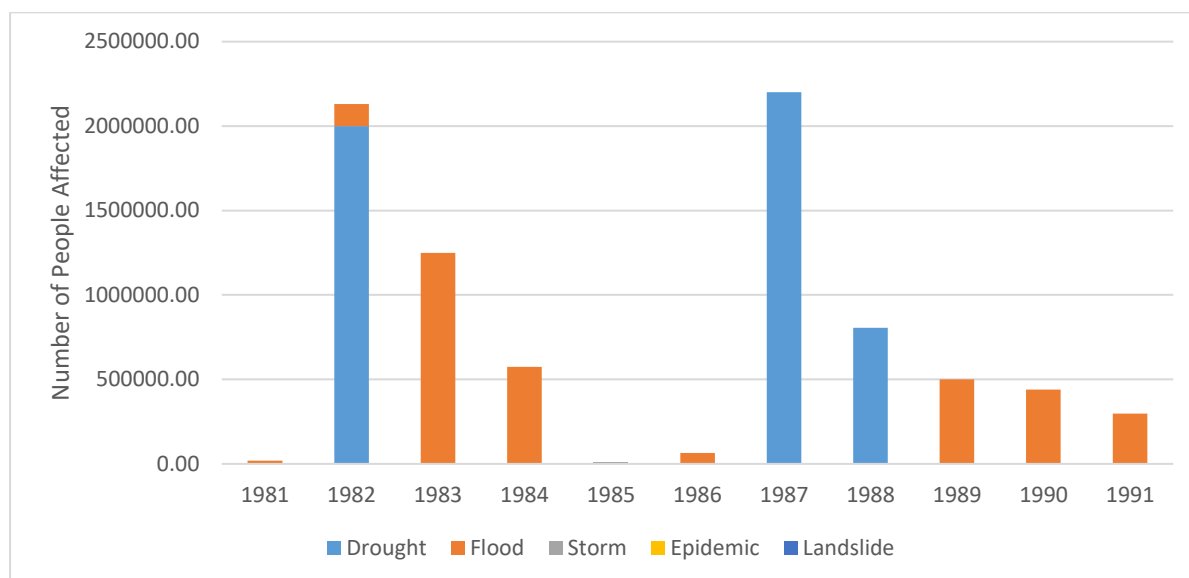
⁴⁹ World Bank. Climate Change Knowledge Portal. Accessed on 21.12.2021.

⁵⁰ Ibid.

2).⁵¹ Sri Lanka is highly vulnerable to climate change and therefore these risks and associated losses can be expected to increase.⁵²

30. In the 2021 Global Report on Food Crises, Sri Lanka is reported to be one of the countries with extreme weather conditions and economic shocks⁵³ and ranked the 30th most affected country by extreme weather events out of 180 countries in the Global Climate Risk Index. Climate shocks were forecasted drivers for food insecurity in 2019.⁵⁴

Figure 2: Sri Lanka Average Annual Key Natural Hazard Occurrence for 2010-2020⁵⁵



Source: World Bank climate change knowledge portal (accessed 01.31.2022)

Education

31. Sri Lanka’s literacy rate for males and females aged 15–24 years is equally high at 99 percent.⁵⁶ In 2018 government expenditure on education was about two percent of GDP, representing 74.7 percent of total public institution expenditures. Both primary and secondary gross enrolment ratios are at 100 percent.⁵⁷

32. Between 2016–2019, 81.9 percent of the adult population over 25 years had at least lower secondary education (81.7 percent for females and 82.2 percent for males) and 62.3 percent had completed upper secondary education (63.5 percent for females and 61.1 percent for males).⁵⁸

Gender

⁵¹ European Commission INFORM Risk. 2021. Country Risk Profile.

⁵² United Nations Office for Disaster Risk Reduction (UNDRR). Disaster Risk Reduction in Sri Lanka: Status Report 2019.

⁵³ Global Report on Food Crises. 2021.

⁵⁴ Ibid.

⁵⁵ 2020 data only includes flood and storm.

⁵⁶ UNICEF. The State of the World’s Children 2021 Statistical Tables: Education (accessed on 31.12.2022).

⁵⁷ World Bank. World Development Indicators (accessed on 12.12.2021).

⁵⁸ Ibid.

33. In regard to HDI ranking, Sri Lanka was ranked 72 out of 189 countries with a ratio of 0.955, a slight and steady increase in the rating from 2016 onwards. Sri Lanka's GDI rank is 95th out of 167 countries. In terms of gender inequality, the country was ranked 90th with a gender inequality index (GII) of 0.401.^{59,60}

34. The GII rank reflects lower labour force participation rates for women compared to men (35.4 percent against 74.6 percent). The share of seats held by women is 10.9 percent in local government and 5.3 percent in parliament. The female share of employment in senior and middle management is 22.5 percent.⁶¹ About 73.4 percent of women own an account at a financial institution⁶² or with mobile money-service providers⁶³ and 38 percent women are likely to have their money saved as opposed to 30 percent of men.⁶⁴

35. In 2019, the Gender Equality for Food Security tool that shows relationships between empowerment and food (in)security and gender (in)equality at an individual level sampled the Food Insecurity Experience Scale and female empowerment questions⁶⁵ among 1,107 Sri Lankans (about 50 percent women). It found that men are more likely than women to make their own financial decisions (65 percent), and a higher percentage of women committed to house chores (65 percent).⁶⁶ Sri Lanka is facing declining rates in the gender gap index (102 of 153 countries) specifically on economic and political indicators.⁶⁷

36. According to a 2015 study by WFP⁶⁸, in Sri Lanka, nearly every fourth (22 percent) pregnant woman was considered underweight at the time of her registration for pregnancy. Approximately 30 percent of pregnant women and their households are food insecure, and in the Northern and Uva Provinces 55 percent of households headed by women are food insecure compared with 39 percent of those headed by men. Simultaneously, the 2015 WHO STEP survey found that more women than men suffer from overweight and obesity (34 percent versus 24 percent, respectively).

Migration, refugees and internally displaced persons (IDPs)

37. Sri Lanka is both a labour-sending country (with over 2 million of its citizens working abroad), and a labour-receiving one – with a growing number of migrant workers from countries, such as India and China, arriving to work on large-scale infrastructure projects. Such development is projected to further increase the population's mobility into and within the island.⁶⁹

38. By the end of 2020, there were 27,000 internally displaced persons (IDPs) in Sri Lanka.⁷⁰ In addition, about 480,000 IDPs, registered as returnees, have not had their cases resolved.⁷¹ The variation of IDPs, including those of concern to the Office of the United Nations High Commissioner for Refugees (UNHCR) and returned IDPs over the past five years, is shown in below.

⁵⁹ UNDP. 2020. Human Development Report: Sri Lanka (accessed on 21.12.2021).

⁶⁰ UNDP. 2020. Table 4: Gender Development Index (downloaded on 21.12.2021).

⁶¹ Ibid.

⁶² 2020 WFP Report on The Power of Gender Equality for Food Security.

⁶³ UNDP. 2020. Human Development Reports: Sri Lanka HDI (accessed on 14.04.2022).

⁶⁴ WFP. 2020. Report on The Power of Gender Equality for Food Security.

⁶⁵ See the 18 empowerment questions in the Annex section of the 2020 WFP Report on the Power of Gender Equality for Food Security.

⁶⁶ WFP. 2020. Report on The Power of Gender Equality for Food Security.

⁶⁷ WEF_GGGR_2020.pdf: weforum.org.

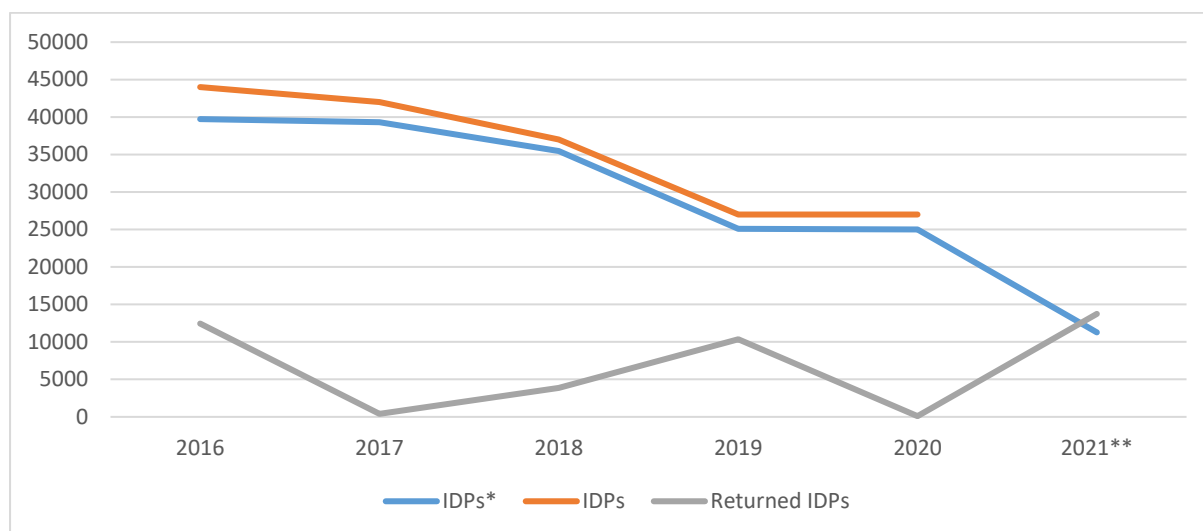
⁶⁸ WFP. 2017. National Nutrition and Micronutrient Survey of Pregnant Women in Sri Lanka.

⁶⁹ The World Factbook. Refugees and IDPs (cia.gov).

⁷⁰ Office of the United Nations High Commissioner for Refugees (UNHCR). Sri Lanka Refugee Data Finder (accessed on 21.12.2021).

⁷¹ The World Factbook. Refugees and IDPs (cia.gov).

Figure 3: Sri Lanka IDPs (2016-2021)



Source: UNHCR Refugee Data Finder (accessed on 12.21.2021). The 2021 data is available up until the mid-year. IDPs* = IDPs of UNHCR concern. Note: IDMC data on IDPs and the demographic data for the population and solutions datasets are not collected at mid-year and therefore only available up until year-end 2020.

Humanitarian protection

39. The security situation in Sri Lanka improved following the end of civil conflict which was formalized in May 2009. The 2015 election enabled the first political transition since the end of that conflict, empowering Sinhala and Tamil moderates with mandates for peacebuilding and governance reform. Terrorist attacks occurred in April 2019 followed by increasing incidents of communal violence and tensions which led to the declaration of a State of Emergency later that year.

International assistance

40. The United Nations Sustainable Development Cooperation Framework (UNSDCF)⁷² provides the overarching framework for the work of the UN in Sri Lanka, in line with national priorities. The total budget of the UNSDCF (2018-2022) was over USD366 million. In 2020-21, the UNSDCF organizational structure in Sri Lanka was revamped around a “Results Groups” to better coordinate work around the delivery of UNSDCF outcomes for the 2018-2022 planning cycle.

41. Official development assistance (ODA) and humanitarian aid to Sri Lanka from 2017-2021 is shown in Figure 4. The proportion of net ODA to GNI was 0.4 percent in 2017 but fell to 0.2 percent in 2019.⁷³

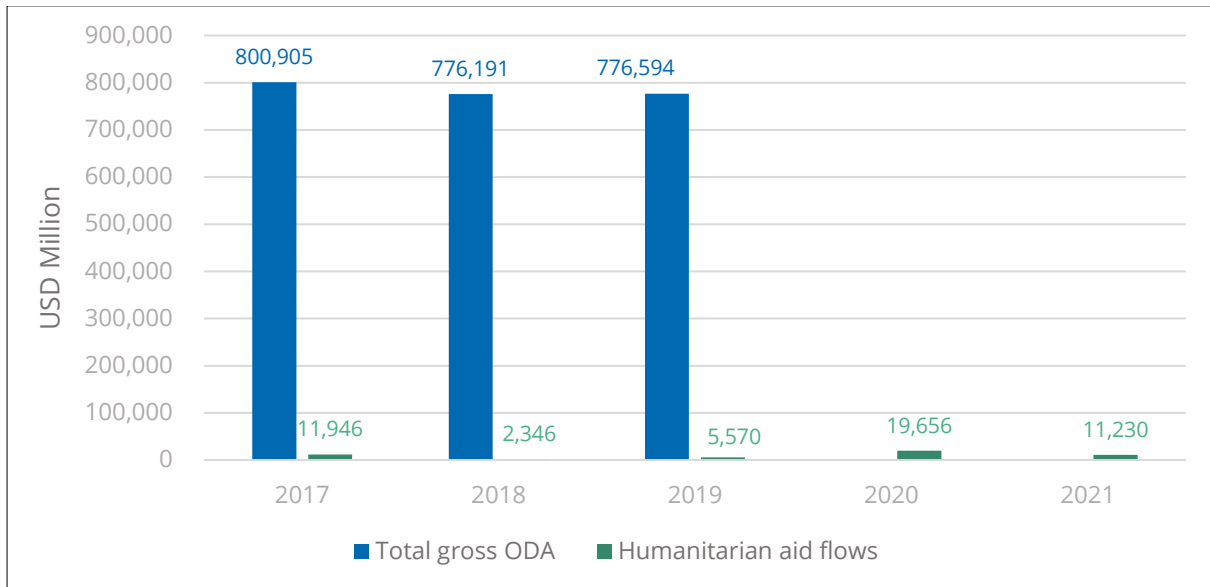
42. On average, the five largest ODA donors to Sri Lanka between 2016-2019 were Japan, the International Development Association, the Asian Development Bank, USA and the Republic of Korea. Figure 5). The most significant humanitarian donors have been the Central Emergency Response Fund (CERF), Japan, Germany, Norway and USA.

⁷² United Nations Sustainable Development Cooperation Framework (UNSDCF) (2018-2022) | Sri Lanka.

⁷³ Organisation for Economic Co-operation and Development-Development Assistance Committee (OECD DAC) Aid at a Glance (accessed on 31.01.2022).

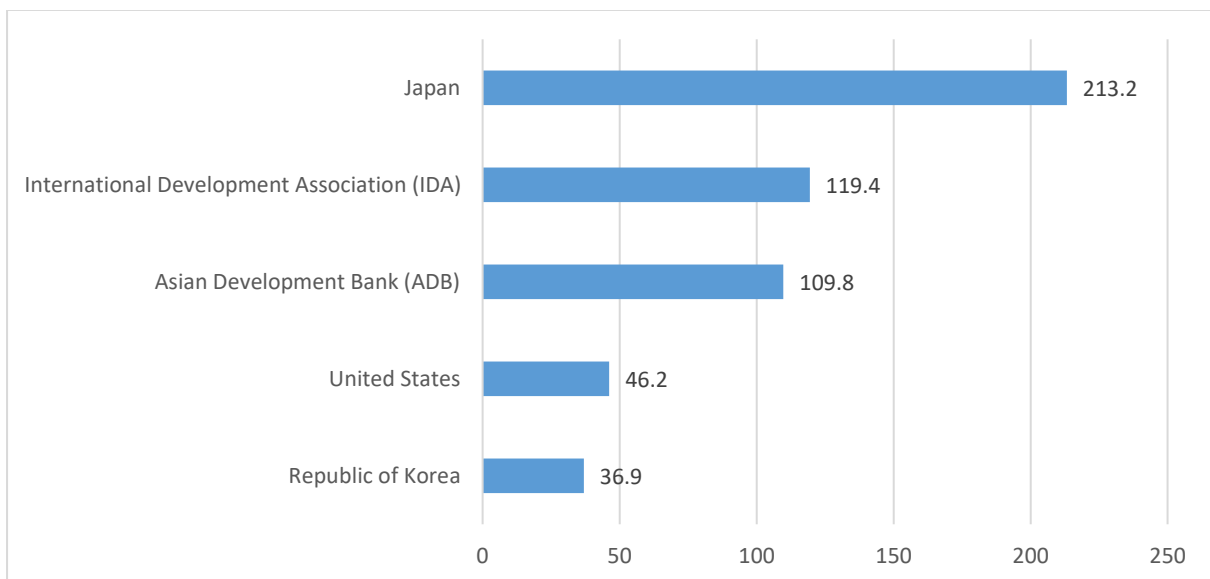
43. Figure 6: Top sectors targeted by ODA between 2016 and 2019 were economic infrastructure and services (43 percent), followed by other social infrastructure and services (29 percent) and education (8 percent), as shown in Figure 19 (Annex 15).

Figure 4: Levels of international assistance to Sri Lanka (2017-2021)



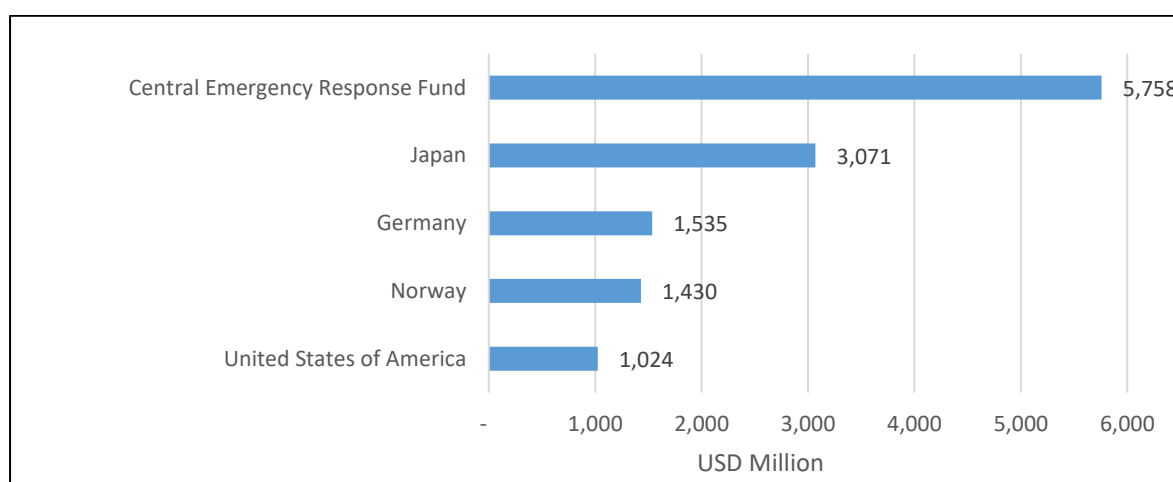
Source: OECD website and United Nations Office for the Coordination of Humanitarian Affairs Financial Tracking Service (UNOCHA FTS). Data update on 22/06/2022. Total gross ODA is not available for 2020 and 2021.

Figure 5: Top five ODA donors to Sri Lanka (2016-2019 average), USD million



Source: OECD-DAC Aid Workbook (downloaded on 05.02.2022)

Figure 6: Top five humanitarian donors to Sri Lanka (2016-2021), USD million



Source: OECD-DAC, UN OCHA – FTS. Only Germany has 2021 data.

1.3. SUBJECT BEING EVALUATED

The strategic focus of the CSP

44. WFP has been present in Sri Lanka since 1968, working through emergency and protracted relief operations to address the underlying causes of food security and malnutrition, and supporting longer-term recovery and resilience while maintaining emergency-response capacity. As summarized in Table 1, the Sri Lanka CSP (2018-2022) pursues four strategic outcomes (SOs).

45. The CSP includes an explicit goal of shifting from direct delivery to a technical assistance and advocacy role. WFP's mode of engagement in Sri Lanka is through country capacity strengthening (CCS), including South-South triangular cooperation (SSTC), food transfers and cash-based transfers (CBT).

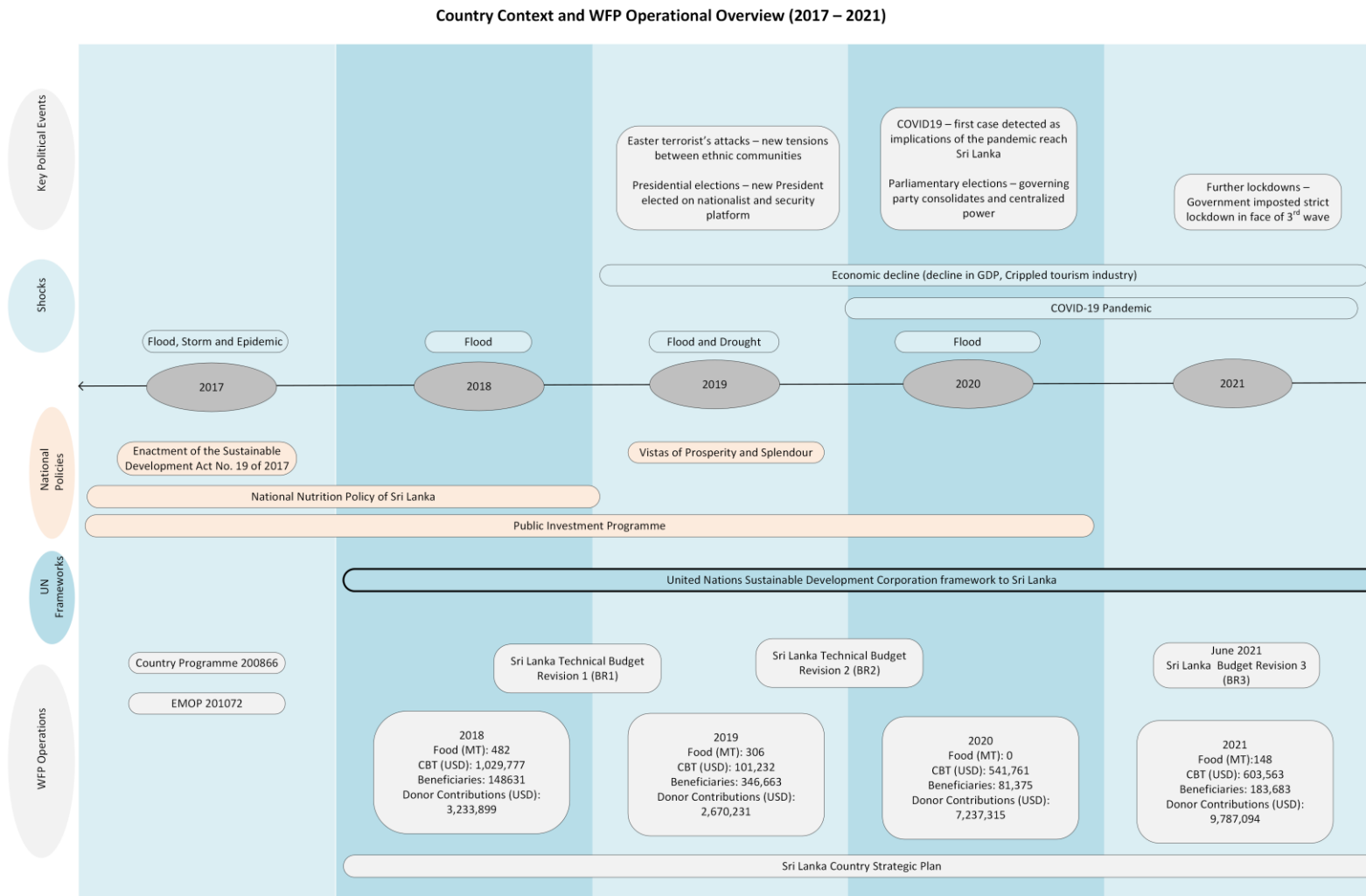
Table 1: Overview of CSP strategic outcomes and activities

Strategic Outcomes	Activities
SO1: Crisis-affected people have access to food all year round	Activity 1: Provide food assistance to crisis-affected people
SO2: School-age children in food-insecure areas have access to food all year round	Activity 2: Provide nutrition-sensitive food assistance, in partnership with the government, to targeted school-age children
	Activity 3: Provide technical and policy support on the delivery of nutrition-sensitive school meal programmes to the Government
SO3: Children under 5, adolescent girls and women of reproductive age have improved nutrition by 2025	Activity 4: Provide evidence-based advice, advocacy and technical assistance to government and implementation partners
	Activity 5: Provide technical assistance and advocate the scaling-up of the fortification of staple food and specialized nutritious foods to government and other stakeholders, including the private sector
SO4: Vulnerable communities and smallholder farmers have strengthened livelihoods and resilience in the face of shocks and stress all year round	Activity 6: Support nutrition-sensitive and gender-transformative livelihood diversification and income generation through integrated resilience-building activities
	Activity 7: Provide technical assistance for emergency preparedness and response operations to the Government

Strategic Outcomes	Activities
	Activity 8: Provide technical assistance to government and related agencies in the building of improved, unified and shock-responsive safety-net systems

Source: Sri Lanka CSP and CSPE Terms of Reference

Figure 7: Country Context and WFP Operational Overview (2017-2021)



Sources: Country Context, WFP Sri Lanka ACRs 2018-2021, WFP The Factory and the Country Office Tool for Managing Programmes Effectively (COMET) Reports CM-R001b, CM-R002b and CM-R020

46. above presents a timeline of WFP operations and the UNSDCF framework, along with national policies, key political events and external shocks that occurred during the timeline of the CSP.

Process of informing and developing the CSP

47. The CSP was developed in consultation with the Government and other stakeholders, and informed by contextual, gender and gap analyses and recommendations from the 2017 National Strategic Review of Food Security and Nutrition: Towards Zero Hunger. It strives to contribute to government priorities as articulated in Government national development policies and in UNSDCF sector-specific strategies and plans of action. The strongest and most direct link of the CSP is to SDG 2, zero hunger.

48. Annex 10 summarizes how the original design of the CSP intervention logic was informed by the external Sri Lanka Country Portfolio Evaluation, commissioned by OEV in 2016.⁷⁴

Reconstructed Theory of Change

49. The CSP is accompanied by a Line of Sight and a logical framework,⁷⁵ consistent with WFP's corporate guidance for design and monitoring of programmes. The initial evaluability assessment found that the CSP did not have an explicit Theory of Change (ToC). In early 2020 the CO made efforts to reconstruct ToCs for the ongoing CSP 2018-2022 activities. Drawing from this, the ET reconstructed a ToC with key assumptions during the inception phase. (See Annex 9: Reconstructed Theory of Change for further details.) In December 2021, the CO initiated a two-step exercise to develop an overall ToC to support the development of the CSP 2023-2027. At the beginning of 2022 that effort was complemented with specific ToCs developed to support draft activities proposed under the new CSP 2023-2027.

Financial Overview

50. **Budget requirements:** The original CSP needs-based plan was USD46.5 million over five years, with decreasing annual requirements reflecting the envisaged shift from direct service delivery to upstream policy and capacity development. The budget reflects hand-over of the school meals programme to Government by 2022 and the strengthening of government capacity to manage emergencies. The CSP had two "technical" BRs aiming at aligning with a corporate budget simplification exercise and revising the indirect support costs from 7 percent to 6.5 percent. In August 2021, the CSP underwent a third BR which increased the requirements for SO2 and SO4 until December 2022 in response to the Covid-19 crisis. Following BR3, the overall NBP amounted to USD53.9 million.⁷⁶ The direct support cost for both original and revised NBP remains the same (see Table 2).

51. **Needs-based Plan:** In the original NBP, Strategic Outcome 1 (SO1) represented the largest share of the NBP (32 percent), followed by SO4 (31 percent) and SO2 (29 percent). However, following BR3, SO4 represents the largest share of the revised NBP (35 percent) followed by SO2 (30 percent).

52. **Allocated Resources:** As of 31 January 2022, the CSP was funded at 69 percent. When focusing on the revised NBP (BR3), resilience-building activities (SO4) have the highest funding level at 96 percent, followed by SO2 (56 percent), SO3 (28 percent) and SO1 (6 percent).

53. **Expenditure rate:** About 66 percent of the expenditures related to operational costs were incurred under SO4 (resilience building). However, when looking at the expenditure rate against allocated resources SO3 has the highest expenditure rate (100 percent), followed by SO1 (94 percent), SO4 (81 percent) and SO2 (62 percent).

⁷⁴ Mokoro, Country Portfolio Evaluation – Sri Lanka: An Evaluation of WFP's Portfolio (2011-2015), Evaluation Report, Report Number OEV/2016/009, 2017.

⁷⁵ WFP, Sri Lanka CSP (2018-2022), WFP/EB.2/2017/7-A/6, November 2017.

⁷⁶ A fourth BR (BR04) processed in mid-2022 sought to accommodate increased humanitarian needs due to the ongoing financial crisis, raising the total budget to USD63.4 million. The changes related to BR04 are not reflected in this evaluation given that these occurred after the evaluation was finalized.

Table 2: Comparison of Original and Revised Needs-Based Plan, Allocated Resources and Expenditures

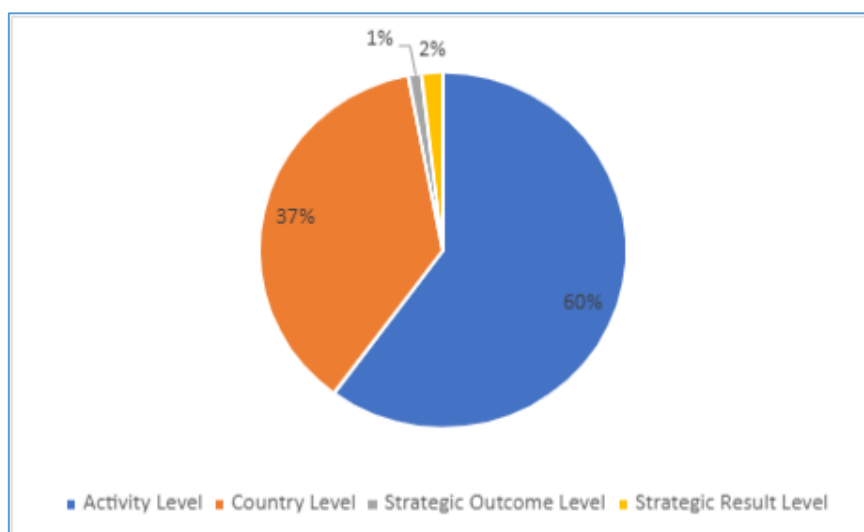
Focus Areas	Strategic Outcomes	Activities	Cumulative Needs-Based Plan (2018-2022)				NBP, allocated resources and expenditures as of 31/01/22			
			Original Needs-Based Plan (USD)	% on Total Op. cost	Revised NBP (BR3) (USD)	% on Total Op. cost	Allocated Resources (USD)	% funded against revised NBP	Expenditures (USD)	% of expenditure to allocated Resources
Crisis Response	SO1	Activity 1	12,452,410	32%	12,452,410	27%	760,136	6%	716,961	94%
	Total Crisis Response		12,452,410	32%	12,452,410	27%	760,136	6%	716,961	94%
Root Causes	SO2	Activity 2	10,159,062	26%	12,876,494	28%	7,608,644	59%	4,714,228	62%
		Activity 3	890,579	2%	890,579	2%	40,370	5%	40,370	100%
		Total SO2	11,049,641	29%	13,767,072	30%	7,649,015	56%	4,754,599	62%
	SO3	Activity 4	2,146,176	6%	2,146,176	5%	882,213	41%	882,213	100%
		Activity 5	1,084,903	3%	1,084,903	2%	38,200	4%	38,200	100%
		Total SO3	3,231,079	8%	3,231,079	7%	920,413	28%	920,413	100%
Total Root Causes		14,280,720	37%	16,998,152	37%	8,569,428	50%	5,675,012	66%	
Resilience Building	SO4	Activity 6	8,916,858	23%	12,132,861	27%	12,224,134	101%	10,472,772	86%
		Activity 7	1,430,046	4%	2,442,852	5%	2,127,991	87%	887,661	42%
		Activity 8	1,422,105	4%	1,422,105	3%	1,022,934	72%	1,022,916	100%
		Non-specific	0	0%	0	0%	36	-	0	0%
	Total Resilience Building		11,769,009	31%	15,997,817	35%	15,375,095	96%	12,383,349	81%
Non-SO specific			0	0%	0	0%	6,474,066	-	0	0%
Operational Cost			38,502,139	100%	45,448,378	100%	31,178,725	69%	18,775,322	60%
Direct Support Cost (DSC)			5,225,938		5,225,938		4,334,957	83%	3,382,487	78%
Total Direct Support Cost			43,728,077		50,674,316		35,513,682	70%	22,157,809	62%
Total Indirect Support Cost			2,842,325		3,293,831		1,829,302	56%	1,829,302	100%
Grand Total Cost			46,570,402		53,968,147		37,342,984	69%	23,987,111	64%

Source: IRM Analytics, data extracted on 12.03.2022.

Contributions to WFP Sri Lanka CSP

54. Multilateral Directed Contributions to the CSP come from 10 main donors.⁷⁷ The largest donors for the period 2018-2021 were: Australia, Canada, Japan, Republic of Korea, Switzerland and the USA. Their combined contributions accounts for 28 percent of the total contributions. Donor contributions have been predominantly earmarked at activity level (60 percent), followed by country level at 37 percent, as shown in Figure 8.

Figure 8: Sri Lanka CSP (2018-2022): directed multilateral contributions by earmarking level as of 10 December 2021



Source: WFP Factory (downloaded on 12.23.2021)

Overview of Beneficiaries

55. Table 3 presents the overview of planned and actual beneficiary numbers by gender with a focus on activities involving food and cash-based transfers. WFP's work in Sri Lanka cuts across different age groups as shown in Figure 9. Children (5-18 years) are mostly targeted.

Table 3: Summary of planned and actual food and cash beneficiaries by year and gender

Year		Female	%	Male	%	Total	%
2018	Planned	94160	79.1%	93,840	79.0%	188,000	79.1%
	Actual	74,473		74,159		148,632	
2019	Planned	78,320	219.2%	77,680	225.2%	156,000	222.2%
	Actual	171,689		174,944		346,633	
2020	Planned	57,452	71.6%	56,548	71.2%	114,000	71.4%
	Actual	41,113		40,261		81,374	
2021	Planned	151,791	59.7%	153,347	60.7%	305,138	60.2%
	Actual	90,619		93,064		183,683	

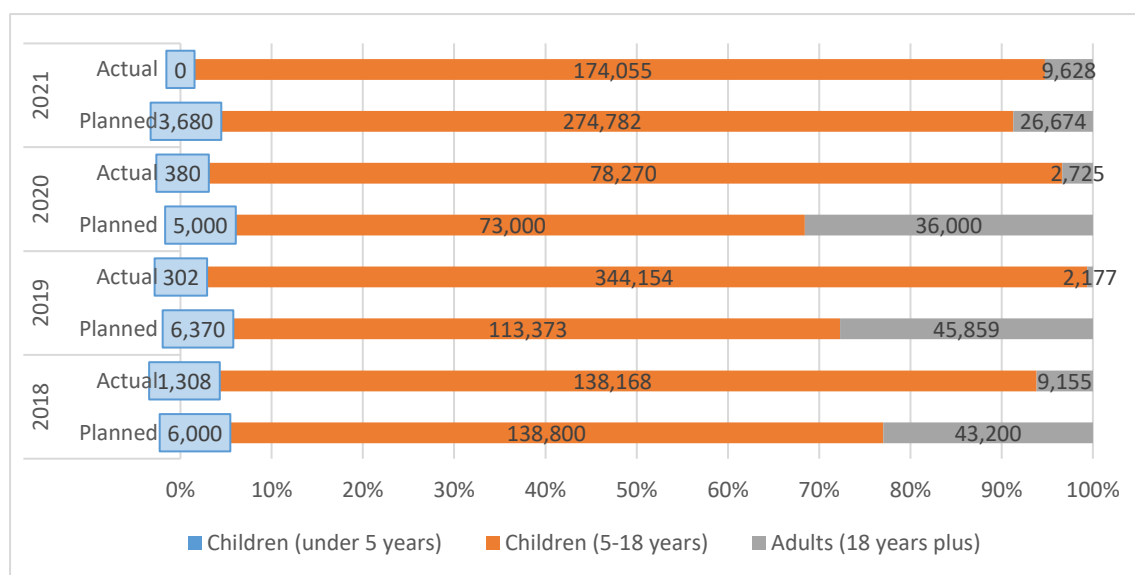
Source: COMET reports CM-R001b and CM-R020 (downloaded on 03.02.2022)

⁷⁷ Australia, Canada, Japan, private donors, Republic of Korea, Sri Lanka, Switzerland, United Nations Other Funds and Agencies (excl. Central Emergency Relief Fund (CERF), United Nations Peacebuilding Fund and USA.

56. The CO maintained a balanced ratio of 50 percent male and female beneficiaries in both planned and actual numbers between 2018 and 2020, while female beneficiaries are more than 50 percent in 2021 (Table 3). Year 2019 had the highest percentage of actual versus planned beneficiaries at 222.2 percent and years 2018, 2020 and 2021 are at an average of 74 percent. The reasons explaining such variations are discussed under EQ2.1.

57. One hundred percent of CSP implementation to date targeted residents. During the period 2018–2021, the Northern province accounted for the highest beneficiary numbers. In the same period, activity 2 has the highest number of beneficiaries supported. Table 47 in the annex section shows the actual number of beneficiaries by region and districts.

Figure 9: Planned and actual beneficiaries disaggregated by age group (2018-2021)



Source: COMET reports CM-R001b and CM-R020 (downloaded on 03.02.2022)

1.4. EVALUATION METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

58. This CSPE addresses 4 overarching questions in common with all WFP CSPEs (and 16 sub-questions appropriate to the Sri Lanka CSP and country context) related to the relevance, effectiveness, coherence and efficiency of the CSP. The evaluation also considers how adaptations of WFP interventions in response to the COVID-19 crisis affected these dimensions of evaluation.

59. The evaluation purposely included the analysis of how gender equality and women’s empowerment (GEWE) and wider equity and inclusion issues were considered in CSP design and implementation, guided by WFP policies in these areas, identifying any gaps and proposing areas for improvement.

60. The evaluation approach started from an understanding that the UN’s 2030 Agenda for Sustainable Development provides WFP with the overarching framework for CSPs. Achievement of WFP’s strategic outcomes are the result of a complex interaction among multiple variables and influenced by contributions from many development partners (see Annex 9: Reconstructed Theory of Change). The perspectives and knowledge of an array of stakeholders, with special effort to ensure representative voices, are essential to the approach.

61. The approach embraced flexibility in regard to reasonable and practical evaluation design adjustments, openness to stakeholder engagement and participatory approaches, use of validation loops to finalize findings and conclusions and engagement of WFP staff and other key stakeholder representatives in developing final recommendations.

62. A reconstructed ToC, together with identified critical assumptions, supported the evaluation design by providing a foundational theory or logic story to help explain how the CSP expected to contribute to its SOs. Where analysis was limited by data gaps, the ET fit the unit of analysis to narrower initiatives or “subactivities” for which there were more detailed sets of available data.

Data Collection Method

63. The ET used mixed methods that integrated qualitative and quantitative considerations. The evaluation method relied on qualitative data from key informants (KI), supplemented with quantitative secondary data, which is primarily descriptive (e.g. financial perspectives, including costing and funding, number of beneficiaries, level of transfers, geographic coverage and timelines).

64. Outside of Colombo, the evaluation team visited four districts of Mullaitivu, Mannar, Moneragala and Matale. The main components of the data collection methodology used are listed below, and further explained in Annex 3: Evaluation Methodology. The ET conducted 23 focus group discussions (FGD) and 13 site visits. The ET interviewed 223 KIs (74 from KIIs and 149 from FGDs).

- Review of secondary data (document review and data analysis): An e-library of relevant background documents was reviewed by the evaluation team. These included reports of WFP interventions in Sri Lanka, decentralized evaluations of specific activities, CSP monitoring and financial data, WFP corporate reports, relevant external documents, UN documents and OEV guidance as part of its Centralized Evaluation Quality Assurance System (CEQAS). Documents detailing Government national policies, frameworks, plans and statistics were also included.
- Primary qualitative data collected through KIIs
- Primary qualitative data collected through FGDs
- Primary and secondary qualitative and quantitative data collected through field visits
- Case studies of 14 subactivities within the CSP

Limitation

65. Some limitations encountered during the evaluation are programme- and administrative-related, such as lack of availability of data for some indicators; a full data set for 2021 was not available on time; COVID restrictions; and freedom of movement and association issues. However, the limitations and constraints faced by the evaluation team, as fully discussed under Annex 3, did not affect the findings presented in the report in any major way.

Ethical Considerations

The 2020 United Nations Evaluation Group (UNEG) Ethical Guidelines and 2014 Guideline on Integrating Human Rights and Gender Equality informed the evaluation and ensure alignment with core WFP and UN values of integrity, humanity, commitment, inclusion and collaboration. Each ET member was committed to the norms stipulated in these guidelines, as signed in the pledge of ethical conduct, including the agreement to protect data security and interviewee anonymity and confidentiality. The mechanisms followed to ensure management of ethical issues and further details regarding ethical considerations are noted in Annex 3. No ethical issues were identified during the evaluation process.

2. Evaluation findings

2.1. EQ1: TO WHAT EXTENT IS WFP'S STRATEGIC POSITION, ROLE AND SPECIFIC CONTRIBUTION BASED ON COUNTRY PRIORITIES, PEOPLE'S NEEDS AND ALSO ON WFP'S STRENGTHS?

EQ1.1: To what extent is WFP's 2018-22 CSP for Sri Lanka relevant to national government policies, plans, strategies and goals, including achievement of the national SDGs?

Finding 1 – The CSP and its SOs and Activities 1-8 were informed by in-depth country-specific analysis, and are aligned with national government strategies, policies, programmes and the SDGs.

66. The first, broader iteration of the CSP (USD88 million over 18 activities) was whittled down through an intensive in-country consultation process to USD46.8 million and 8 activities before its final approval in late 2017.⁷⁸ This narrowing of scope was partially a response to a realistic appraisal of available donor support, but it was also a conscious effort by the CO to move from direct implementation to policy engagement and capacity development.

For example, the CSP promised to realign its support for the NSMP “with the modality preferred by the Government”, that is, progressively moving from food to technical assistance (TA), while piloting the Home-Grown School Feeding (HGFS), and linking this with local food production, an enhanced supply chain and nutrition education.⁷⁹ For nutrition, this meant a strategic change to TA related to food fortification, social safety nets and social and behaviour change communication.

67. The process of developing the CSP included 18 months of extensive discussions, both internally and with the Government starting in mid-2016. It was informed by an external and independent Country Portfolio Evaluation (2011-2015)⁸⁰ and the 2017 independent Sri Lanka National Strategic Review of Food Security and Nutrition – Towards Zero Hunger.⁸¹ Although commissioned and supported by WFP, this review was “the culmination of a dedicated and arduous process led by the Government of Sri Lanka”⁸² and a Sri Lankan research team. The review was aligned with the Government’s priorities reflected in key policy frameworks, including the National Nutrition Policy, the Multi-Sector Action Plan for Nutrition 2017-2020, and the Food Production National Programme, 2016-2018.

68. WFP’s CSP was most consciously aligned with sector-specific strategies and plans related to achieving SDG2, and with cross-sectional linkages to SDGs 1, 3, 4, 5, 13 and 17.⁸³

Finding 2 – The CSP commitment to technical assistance in building improved shock-responsive safety net systems remains highly relevant given the risk of natural disasters, and the precarious economic situation, now exacerbated by COVID-19.

69. The CSP consciously aligned with priorities in the Government’s Vision 2025 document.⁸⁴ For example, Vision 25 included a commitment to “establish an integrated, efficient social protection system” building on improved targeting and efficiency of *Samurdhi*, Sri Lanka’s largest national poverty alleviation programme.⁸⁵ In parallel, the CSP, through SO4 (Activity 8), committed WFP to “provide

⁷⁸ KII with CO WFP staff.

⁷⁹ WFP, Sri Lanka Country Strategic Plan (2018-2020), WFP/EB.2/2017/7-A/6, 25 October 2017.

⁸⁰ WFP, Country Portfolio Evaluation – Sri Lanka: An Evaluation of WFP’s Portfolio (2011-2015), 2017.

⁸¹ Independent Review, National Strategic Review of Food Security and Nutrition Towards Zero Hunger. Colombo, 2017.

⁸² Ibid.

⁸³ Independent Review, National Strategic Review of Food Security and Nutrition Towards Zero Hunger. Colombo, 2017.

⁸⁴ Government of Sri Lanka, Vision 25 – A Country Enriched, The Changing Face of a Dynamic Modern Economy, September 2017.

⁸⁵ Ibid.

technical assistance to government and related agencies in the building of improved, unified, shock-responsive safety-net systems.”⁸⁶

70. WFP CO staff interviewed emphasized the potential cross-cutting importance of Sri Lanka’s existing safety net systems to food security, nutrition and resilience. Social protection through efficient use of a nationally established, targetable safety net was considered critical given the risk of natural disasters and the precarious economic situation, now exacerbated by COVID-19.

Finding 3 – The CSP’s focus on improving nutrition of women, adolescent girls and children under 5, and incorporating a nutrition lens to all SOs remains highly relevant in order to address stagnating rates of malnutrition pre-COVID and increasing food insecurity and malnutrition as a result of the pandemic.

71. Improving nutrition among women, adolescent girls and children under 5 through technical support and evidence generation aligns with and contributes to Government policies, programmes and social safety nets (SO3). Examples include WFP’s technical inputs into the development of the National Multi-Sectoral Action Plan for Nutrition (2018-2025) and National Nutrition Information System, revisions to the National Nutrition Policy and support to the improvement of the Thripasha formula. WFP’s technical assistance for developing processes, regulatory systems and standards for iron fortification of rice was well received.

72. The ET noted that narrowing the focus of SO3 to pregnant and lactating women (PLW) and children under 2 years of age (U2s) would have further improved alignment with the latest global evidence and more effectively addressed the rapidly changing context with resulting deteriorating nutrition situation. Also, targeting PLW, adolescent girls and/or children under 5 rather than school-aged children with iron-fortified rice to decrease anaemia, would have been more aligned with Sri Lanka’s National Nutrition Policy⁸⁷ and National Strategy for Prevention and Control of Micronutrient Deficiencies (2017-2022).⁸⁸

Finding 4 – The CSP’s increased ambitions on CCS and TA for the NSMP policies and strategies are essential in the face of current economic constraints for protecting children’s education.

73. The CSP’s SO2 aligned with Sri Lanka’s School Health Policy and National School Meal/Feeding Program (SMP), an important social safety net. CSP plans for moving from in-kind/cash food assistance to providing technical support for the SMP modality preferred by the Government, focusing on areas of high food insecurity and malnutrition, is in line with national policies and strategies to increase school retention. Given the current economic situation, increased CCS/TA support for policies and strategies to ensure viability of Government modalities of NSMP are becoming more relevant for its ongoing success.

EQ1.2: To what extent did the CSP address the needs of the most vulnerable people in Sri Lanka to ensure that no one is left behind?

Finding 5 – While some CSP initiatives clearly target the most vulnerable, the resilience interventions (SO4) were typically designed for more established farmers. CSP CCS initiatives tend to focus on strategy and policy-oriented work at national level and, as such, are not expected to directly target the most vulnerable people.

74. Three cases studied clearly targeted the most vulnerable:

- EMPOWER specifically targeted vulnerable female ex-combatants dependent on precarious farming livelihoods in Mullaitivu, a district devastated by Sri Lanka’s civil war (SO4, Activity 6)
- WFP’s cash transfer for maize purchase targeted vulnerable women and maternal health clinics run by the Ministry of Health (SO3; Activity 5) receiving Thripasha packets for distribution

⁸⁶ WFP, Sri Lanka Country Strategic Plan (2018-2022).

⁸⁷ Sri Lanka, Ministry of Healthcare and Nutrition. 2010. National Nutrition Policy of Sri Lanka. Colombo: Ministry of Healthcare and Nutrition.

⁸⁸ Sri Lanka, Nutrition Coordination Division. 2017. National strategy for prevention and control of micronutrient deficiencies in Sri Lanka (2017-2022). Ministry of Health, Nutrition and Indigenous Medicine, Sri Lanka.

- WFP’s cash transfer through the Samurdhi social protection system targeted vulnerable PLW in poor and food insecure districts as part of a COVID-19 response (SO4; Activity 8)

75. Other CSP initiatives did not directly target the most vulnerable. Had the Government decided to fully activate the emergency response under Activity 1 as per the original NBP, roughly a third of the CSP’s planned budget might have been targeted to the most vulnerable (e.g. PLW and children under 5 years).⁸⁹ Instead, in response to the Government’s request, the Take Home Rations (THR) distributed under Activity 1 reached 77,586 families targeted by the Ministry of Education. While these NSMP beneficiaries were in more vulnerable districts, WFP’s post-distribution monitoring showed that this ration was shared with other family members rather than exclusively benefiting the most vulnerable individuals within the household.⁹⁰ Similarly, Activity 2 targeted school-aged children and the food transfer went through the NSMP without additional provisions to prioritize the most vulnerable children, based on the government’s directives.

76. In terms of geographical targeting, the CSP noted that Activity 2 would target children primarily in the plantation sector, where food security and nutrition challenges are most severe, although the ET did not find evidence of this. However, the ET noted that WFP made a conscious effort to provide programme support to both northern and southern regions: EMPOWER was in the north; R5n was equally divided between north and south; and the in-kind support to the NSMP was in the north.

77. R5n support (SO4, Activity 6) targets the poorest divisions within five of the most vulnerable districts⁹¹, identified based on food security assessments, analysis of government poverty data and areas most affected by climate change. However, R5n consciously works with the more established farmers⁹² among rural households in these divisions to assure that the livelihood assets offered can be successfully used. Nonetheless, the project did target the most vulnerable for its cash-for-work component.

78. The SSTC initiative is also designed to work with more established farmers who can become exemplars for the use of appropriate new technology. Similarly, the Last Mile Climate Services (LMCS) initiative targets established farmers eager to use modern meteorological data. The CSP’s support for rice fortification, and ongoing Emergency Preparedness and Response (EPR) work plans are more strategy- and policy-oriented at national level and as such are not expected to directly target the most vulnerable. Similarly, the Social and Behaviour Change Communication Campaign, a nascent initiative, tends to focus on whole-of-society behavioural change.

EQ1.3: To what extent has WFP’s strategic positioning remained relevant throughout the implementation of the CSP considering the changing context, national capacities and needs, and Sri Lanka’s response to the COVID-19 pandemic?

Finding 6 - Overall, the CSP has remained relevant as a broad, flexible programming framework, even considering the changing context over the CSP implementation period.

⁸⁹ See Table 2.

⁹⁰ WFP Sri Lanka, Post Distribution Monitoring of THR Programme, RAM Unit, November 2020.

⁹¹ Batticaloa, Mannar, Matale, Monaragala, Mullaitivu.

⁹² The term “established farmers” was mentioned during field visits. While the term has no known established criteria-based definition, it is used by WFP and government staff working at division level to distinguish between two outwardly similar yet fundamentally different groups of WFP beneficiaries in Sri Lanka: the poorest of the poor and most vulnerable (targeted through food-for-assets activities and direct distribution, for example), versus “established farmers”. For example, R4n activities that intend to support and sustainably grow livestock livelihoods intentionally target poor but “established farmers” with small holdings and farming experience rather than the most vulnerable. This project design and targeting feature is based on the lesson learned that the very poor and most vulnerable often do not have resources on hand to adequately contribute to, use, and maintain improved livestock housing and other related assets. Even small backyard poultry livelihoods and kitchen gardens can sometimes be too much for the poorest and most vulnerable to maintain. Instead, they need more intense, and longer-term social and health support before they are ready to successfully embrace a livelihood investment.

79. The 2018-2022 CSP was the first of its kind for WFP in Sri Lanka and its primary intention was to provide a framework that improved strategic and programmatic planning at country level.⁹³ The CSP was designed as an aspirational plan, “an open-box,”⁹⁴ purposefully broad in scope to allow flexibility.⁹⁵ Guided by the CSP, WFP aspired to proactively adapt to rapid contextual changes and diminishing resources, moving from direct food/cash assistance to policy engagement and capacity strengthening.

80. In practice, WFP programming has been responsive to the changing context and to priority national needs. For example, WFP’s support to the activation of Sri Lanka’s National Oil Spill Contingency Plan and the response to the COVID-19 pandemic, were perceived by the Government, as proactive, responsive, and flexible.⁹⁶ The UN agencies interviewed by the ET had similar positive views of WFP’s relevance and response to COVID-19.

81. The CSP allowed the CO to be responsive in a fluid context. For example, the CO used funding initially allocated to the R5n but underspent due to COVID-19 which were reallocated to respond to a Ministry of Health request for assistance with the Thripasha programme. This direct cash transfer to the Government to purchase maize saved the government money while helping to maintain Thripasha production, and allowed donors to support Sri Lanka’s COVID-19 emergency response.

Finding 7 - Strategic Outcome 1 (crisis-response) has become less relevant during 2018 to 2021 given WFP’s commitment to move away from a crisis response focus in Sri Lanka, and Sri Lanka’s increasing ability to manage and lead its own humanitarian relief efforts.

82. While SO1 (“provide food assistance to crisis-affected people”) accounted for almost a third of the total NBP, the ET found that it was less relevant compared to the other three SOs for various reasons. First, outside of pandemic relief, the Government has not requested any emergency response.⁹⁷ Secondly, the prominence of SO1 emphasises WFP as a humanitarian responder rather than a development agency, contradicting the CSP’s stated commitment to move away from a crisis response focus. The MTR and KIIs with Government and WFP CO staff indicate that WFP’s priority should be to support government institutions to deliver humanitarian response. Thirdly, prioritizing resources on addressing underlying causes of the need for emergency support is a more sustainable approach. Finally, donors are reticent to commit humanitarian funding for a country that, until recently, was considered a higher-middle income nation.⁹⁸

Finding 8 - The envisaged CSP strategic shift from direct assistance to CCS remains relevant, but lacks clarity on how WFP can best position and focus its capacity strengthening work.

83. There was a strong consensus among CO staff that CCS is the activity through which WFP can potentially provide the most value-added, and that capacity strengthening efforts are more relevant than ever.⁹⁹ While acknowledging the importance of being responsive to Government and to donors ready to commit restricted funding aligned with their own mandates for development and humanitarian support, many WFP staff expressed concern that the flexibility of the CSP meant that programming has been too reactive rather than strategically responsive.

84. WFP managers explained that the CSP needed to be reactive as WFP pivoted towards a global emergency response in the face of COVID-19. However, the ET found that even before the pandemic, the CSP was very reactive. Many short-term studies and pilots initiated by RBB and HQ were welcomed and

⁹³ “Policy on Country Strategic Plans” (WFP/EB.2/2016/4-C/Rev1).

⁹⁴ KII with WFP staff.

⁹⁵ WFP Sri Lanka. CSP (2018-2022), Mid-term Review Final Report, 31 January 2021.

⁹⁶ KIIs with Colombo-based GoSL officials.

⁹⁷ This CSPE completed its data collection and analysis in January 2022. From February onwards the food security situation in the country rapidly deteriorated as the government struggled with foreign exchange issues and market supply of necessary agricultural production inputs. If this situation deteriorates further, this finding, and perhaps some of the other CSPE findings, may not be fully aligned with the new country context.

⁹⁸ WFP Sri Lanka, Mid-term Review Final Report.

⁹⁹ KIIs and FGDs with WFP CO staff.

integrated into the CSP.¹⁰⁰ This increased the CO workload and stretched limited human resources away from complex, multi-year core activities like the Climate Change Adaptation Fund (CCAP), R5n and EPR that had established funding and needed extensive, ongoing, focused CCS support.

Finding 9 - Vulnerability assessments are one of WFP's well-recognized areas of expertise that is needed in the changing context of Sri Lanka and could be more strategically positioned for technical support to improve nutrition and food security.

85. Vulnerability assessments were noted by KIs as very helpful and one of WFP's areas of comparative advantage, together with Early Warning Systems and assessing local markets and production. CO staff and UN partners indicated that the lack of nutrition and food security data and a credible nutrition surveillance system is an important gap in Sri Lanka and should be a priority in the next CSP.¹⁰¹ Currently, nutrition information is not being routinely collected and/or utilized either for targeting purposes or for monitoring effectiveness of programs.

The ET could not find national or subnational nutrition data more recent than 2016, despite the high probability that the economic downturn exacerbated by COVID-19 will have negatively impacted nutritional status of certain segments of the population. The only exception was data collected by UNICEF and reported in a longer South Asia report.¹⁰² This is a potential area where WFP's strengths could be leveraged to strengthen government capacity and to provide much needed nutrition and food security data.

EQ1.4: To what extent does the CSP support appropriate strategic partnerships based on WFP's comparative advantage in the country, including alignment and coherence with the wider United Nations and the UNSDF for Sri Lanka?

Strategic Partnership with the Government

Finding 10 - The Government is WFP's long-standing principal strategic partner in Sri Lanka. The strength of this partnership is built on the Government's perception that WFP provides value-added mostly through direct food and cash transfers.

86. The collaboration between WFP and Government has a 50-year history. A dated agreement, signed in 1968 when WFP was more narrowly defined as a food aid programme, continues to provide a legal framework for this relationship. Since then, memorandums of understanding (MoUs) were signed periodically to support the implementation of WFP's successive operations and the current CSP.

87. The CSP is built on and supports WFP's key partnership with the Government and its various ministries at national and district levels. The structure and organizational accountabilities of these ministries is complex and has changed several times since 2018, limiting both the flexibility and efficiency of WFP's operations. Some examples include the need for multiple levels of approval for minor changes in projects' course corrections, the need for repeated capacity strengthening and advocacy due to high staff turnover and the need for multiple ministries to reach agreement for approvals of some policy and programme implementation.

¹⁰⁰ Home Grown School Feedings (HGSF), Social and Behaviour Change Communication campaign (SBCC), South-South Triangular Cooperation project (SSTC), Last Mile Climate Services (LMCS), SCOPE, the Platform for Real-time Impact and Situation Monitoring (PRISM) and the International Food Policy Research Institute (IFPRI).

¹⁰¹ KIs WFP CO.

¹⁰² UNICEF. 2021. Global Nutrition Report 2021. Sri Lanka: The burden of malnutrition at a glance.

Table 4: Notable Strategic Partnerships by CSP SO

CSP SO	Main Partners	Civil Society Partnership
SO1	GoSL (predominantly Ministry of Education - MoE), MDM and DSD	SUNPF
SO2 Rice Fortification	GoSL (Ministry of Health - MoH, MoE and NSMP, MoA, NFPB, MRI), UNICEF	Limited
SO3 SBCC	GoSL (MoH, Family Health Bureau, Health Promotion Bureau), UNICEF, WHO	SUN PF
SO3 CHANGE	GoSL (MOH, Family Health Bureau, Health Promotion Bureau), UNFPA	SUN PF
SO4 Thripasha	GoSL (MoH and government-run health clinics)	None
SO4 EMPOWER	GoSL (MoA and others), International Labour Organization (ILO)	Government registered PTK Women's Cooperative
SO4 CCAP	GoSL (MEWR, Department of Agriculture, Agrarian Service Centres, and others), UNDP	Government registered Farmer Organizations
SO4 SSTC	GoSL (MoA, Agrarian Services), JAAS, FAO (to limited degree)	Government registered Farmer Organizations
SO4 R5n	GoSL (MoA, Agrarian Service Centres, Animal Health, Ministry of Irrigation, MIA., and others), IFPRI, Johns Hopkins and Wayamba Universities	Government registered Farmer Organizations SUN PF
SO4 EPR	GoSL (Ministry of Disaster Management, Department of Meteorology, National Disaster Relief Centre, NBRO, Climate Change Secretariate, and others)	Limited
SO4 Social Protection	GoSL (Samurdhi Department)	SUN PF
SO4 LMCS	GoSL (MoA, Meteorology, Department of Agrarian Development)	None

Source: Sri Lanka CSP and ACR 2020

88. The modality of providing big-ticket direct assistance continues to define the WFP brand for the Government, and thus there is a misalignment between the CSP's intent of shifting towards CCS/TA and the Government's expectations that WFP continues to provide food assistance and 'hard' assets.¹⁰³ WFP works through the government-mandated Project Management Unit (PMU) of the Ministry of Finance. Additional strategic guidance is expected through meetings of the National Partnership Steering Committee, which are intended to be quarterly but have only taken place four times since the CSP started.¹⁰⁴

There is ongoing collaboration with the PMU around operational project issues, and sustained interest and involvement around the distribution of assets for specific subactivities. The PMU is most interested in how CSP resources can directly support existing government structures and programmes. Strategic long-term planning around broader partnerships, country capacity-support and involvement of civil society is more challenging.¹⁰⁵

Other Strategic Partnerships

Finding 11 - With the SUN-PF as an important exception, the CSP has limited active strategic partnerships with Sri Lankan civil society organizations that work independently from government.

89. The intention of the CSP is that through an "inclusive, whole-of-society approach, WFP would foster partnerships, interactions, dialogues and advocacy with relevant stakeholders"¹⁰⁶. Expected strategic partners included the private sector, civil society, volunteer networks, community-based groups, local and international NGOs and academia "to enhance and help sustain approaches that address the root causes of food insecurity and malnutrition and augment the local emergency response."¹⁰⁷

90. Partnership with civil society organizations (CSOs), including NGOs and community-based organizations (CBOs), is crucial for WFP, as these provide the necessary link to households and

¹⁰³ KIIs with GoSL officials and national and subnational level.

¹⁰⁴ KII with WFP CO plus MTR.

¹⁰⁵ KIIs with high-level officials within the PMU and partner ministries.

¹⁰⁶ WFP, Sri Lanka Country Strategic Plan (2018-2020), Ibid.

¹⁰⁷ Ibid.

communities where nutrition behavioural change and resilience activities can be supported. The ET found that in some cases WFP staff work at district and divisional levels, and together with their government counterparts, provide TA and capacity-strengthening support to local CBOs. These CBOs (e.g. Farmer Organizations, Women's Development Organizations, Fishermen Organizations, Milk Producer Societies) are formally registered and understood to be an extension of government authority at local level. Some are barely active, while others are more empowered, developed and representative. Most require extensive mentoring and capacity-strengthening support to reach their full development potential.¹⁰⁸

Partnership with SUN-PF

91. While WFP has a comparative advantage on advocacy, coordination and TA at national level to influence nutrition policy, WFP's formation of strategic partnerships with existing CSOs better enables it to reach communities, where WFP lacks a presence. A key example is WFP's support in establishing the Scaling Up Nutrition Movement People's Forum (SUN PF) in 2014 – a network of over 300 CSOs¹⁰⁹ that enables WFP to extend its national reach and move nutrition inputs to community levels. In 2016, WFP worked closely with SUN PF and the Government to draft and finalize the Multi-Sectoral Action Plan for Nutrition.

WFP also convenes the SUN Business Network and is engaged in the SUN UN Network, both strategic partnerships that focus on identifying comparative advantages of stakeholders around improving nutrition and avoiding duplication of efforts. Furthermore, WFP collaborated with SUN PF for several CSP activities, including for the R5n surveys, to help coordinate field level activities for the CHANGE project, for nutrition awareness initiatives that were part of a SBCC pilot and for the cash transfers through the Samurdhi Department to PLW.

Finding 12 - The CO has developed and leveraged innovative strategic partnerships with academia and research and coordination organizations to help support CSP activities.

92. As part of the detailed case studies, the ET examined several CSP strategic partnerships with academia and research and coordination organizations. A summary of findings related to the International Food Policy Research Institute (IFPRI), the Jiangsu Academy of Agriculture Sciences (JAAS) and the Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES) is presented below.

Partnership with IFPRI, an International Research Institute

93. Under a corporate MoU¹¹⁰ between IFPRI and WFP HQ, the CO partnered with IFPRI to conduct a process and impact evaluation of R5n in collaboration with the Government's Medical Research Institute (MRI) over a three-year period (2019 to 2021).¹¹¹ WFP leveraged IFPRI's technical skills in operational research of nutrition and food security programming, and IFPRI and partners carried out baseline and midterm surveys to better understand the effectiveness of integrating nutrition interventions with resilience activities. The results of the midline survey will provide additional data on nutrition outcomes which can be used for course corrections, and to improve alignment of R5n activities with beneficiaries' needs. However, the surveys were delayed due to COVID-19 restrictions, and the results were not yet available at the time of the evaluation.

Partnership through SSTC with Jiangsu University

94. As part of the SSTC initiative in Anuradhapura and Monaragala, WFP works with private sector partners to help make new planting and harvesting technology available to targeted maize and rice

¹⁰⁸ KIs and FGDs with WFP staff.

¹⁰⁹ Scaling up Nutrition (SUN) Movement Strategy [2012-2015], September 2012.

¹¹⁰ Cooperation Framework Agreement between WFP (Rome) and IFPRI (Washington) dated and signed on 27 February 2012.

¹¹¹ MOU between WFP and IFPRI Concerning a Joint Collaboration on Operational Research on Nutrition-Sensitive Resilience Building Project in Sri Lanka, May 2019.

farmers.¹¹² Through an SSTC knowledge hub in China, Sri Lankan farmers and staff of the Ministry of Agriculture and Department of Agriculture in the respective districts and at national level have received training and capacity-development support related to maize and rice value-chains from JAAS in China. Started in 2019 with the target of 1,000 established farmers, to date this has been a relatively small initiative, with many delays due to COVID-19 restrictions.¹¹³ Its success depends on a high level of commitment from the Government. WFP's advocacy is needed, combined with the close collaboration of government-registered farm organizations able to afford, use and maintain new recommended technologies tested and proven in China.¹¹⁴

Partnership through LMCS with RIMES

95. The Last Mile Climate Services project (LMCS) is primarily a strategic partnership with Government to provide weather and relevant agriculture information to both remote vulnerable farming communities and especially to more established farmers able to respond to updated weather reports. Working directly with the Department of Meteorology, Department of Agriculture and Department of Agrarian Development the training module has targeted 57 mid-level government officers and extension workers.¹¹⁵ WFP partnered with and subcontracted RIMES to provide qualified teachers.¹¹⁶ To date the LMCS initiative has received a relatively small budget (USD414,000) and has been significantly delayed by COVID-19 restrictions.

Strategic Partnership with other United Nations Agencies

Finding 13 - Under this CSP, WFP has had a few limited, project-specific strategic partnerships with other UN agencies. Overall, the CO has found it more effective to nurture its operational partnerships with the government through the PMU rather than rely on a more institutionally complex "One-UN" approach.

96. WFP has entered project-specific strategic partnerships with different UN agencies, including ILO, UNDP, UNFPA, UNICEF and WHO. Specific multi-year partnerships with ILO for EMPOWER, with UNFPA for CHANGE, and with UNDP for CCAP are especially notable. WFP is recognized as one of the lead agencies within the UNSDCF for Sri Lanka. WFP's expertise in food security and vulnerability assessment are appreciated by other UN agencies, as is its involvement within specific results groupings to improve coherence and alignment.¹¹⁷ KIs noted the relevance of WFP's work related to food security, disaster management support and its more development-oriented role. KIs cited as shortcomings WFP's limited field presence, its tendency to link food security too closely with the MoA rather than with the MoH and its lack of full engagement in policy advocacy.

97. The UNSDCF is not a central preoccupation for the Government which has its own priority strategic policy frameworks, most notably, since the last federal election in late 2019, the President's national development policy outlined in his election manifesto, Vistas of Prosperity and Splendour.¹¹⁸

98. KIs admitted that "there wasn't necessarily the space for collaboration" between UN agencies in the past and that a new set of UN agency heads is actively trying to change this using the 2023-2027 UNSDCF as the coordination tool. A KI within a UN agency recounted that because of a lack of strong collaboration, the UN had not moved the nutrition agenda "as far as it could have done" which was

¹¹² SSTC case study.

¹¹³ KIs with WFP managers.

¹¹⁴ WFP-China South-South and Triangular Cooperation Field Pilot Initiative – Achievements and Lessons Learned, October 2021.

¹¹⁵ WFP, Training of Trainers (TOTS) for LMCS Project (undated).

¹¹⁶ RIMES is an international institution, that operates a regional early warning centre located within the Asian Institute of Technology in Thailand. <https://www.rimes.int/>

¹¹⁷ KIs with other UN agencies.

¹¹⁸ United Nations Sri Lanka, The 2023-2027 UNSDCF for Sri Lanka, UN Common Country Analysis – Key Findings, Challenges and Opportunities (undated).

detrimental to all stakeholders in a country where the UN presence and its footprint is very small, and where things must be done in partnership.

99. The ET found examples of one-off projects in which WFP has collaborated directly with other UN agencies (EMPOWER, CCAP, CHANGE). When asked why the CSP did not work more extensively as One UN using the UNSDCF, WFP explained that nurturing its established operational partnerships with the Government through the PMU has been more effective than relying on a more institutionally complex One-UN approach.¹¹⁹ The challenge of working as One UN in Sri Lanka is that UN agencies are often competitors for the same donor funds. UN agencies work under different and non-harmonized funding mechanisms. Moreover, relationships between each UN agency and the government are guided by individual bilateral operational agreements.

100. WFP collaboration with Rome-based agencies – FAO and IFAD has been minimal in Sri Lanka. The partnership with FAO has been limited to planning within the UNSDF, and initial direct collaboration within the SSTC. The case study for the SSTC subactivity shows that FAO has to date not played a sustained role in that project. There seems to be a missed opportunity for a greater collaboration on programmes given FAO's traditional involvement and expertise in sectors such as fisheries under R5n and appropriate agriculture mechanization under SSTC. The CO partnership with IFAD was aspirational and none of the 14 case studies found any significant involvement of IFAD.

2.2. EQ2: WHAT IS THE EXTENT AND QUALITY OF WFP' SPECIFIC CONTRIBUTION TO THE COUNTRY STRATEGIC PLAN STRATEGIC OUTCOMES IN SRI LANKA?

EQ2.1: To what extent did WFP deliver expected outputs and contribute to CSP's expected country strategic outcomes?

101. Below is a summary of the CSP main contributions to each Strategic Outcome. Findings are elaborated further down:

- **SO1:** Given the absence of a Government request for WFP's support emergency response in the first three years of the CSP, progress was "quite meagre"¹²⁰ under SO1 and the related Activity 1 remained largely unactivated nor was outcome monitoring data collected.
- **SO2:** The ET found that direct food assistance under SO2 was limited, unpredictable and largely donor and supply driven. There was no specific evidence available to the ET that the sporadic in-kind food distributions contributed to educational outcomes. WFP's CCS efforts under SO2 were mainly centred on improving the nutrition awareness of school-aged children and piloting an HGSP project. None of the KI interviewed suggested that WFP's CCS contributions to the NSMP had been critical to assuring the effectiveness or sustainability of the NSMP.
- **SO3:** Under SO3, WFP delivered strong technical assistance through a variety of short-term research projects, but follow-through with coherent, sustained, focused nutrition advocacy has not been consistent. The SO3 expectation to improve the nutrition of women of reproductive age, adolescent girls, and children under 5 years by 2025 was unlikely to be realized given the lack of an overarching strategic approach, the limited and unpredictable funding and the complexities of the underlying causes of malnutrition which made the attribution of results to WFP alone difficult to segregate. The choice of the target groups for some initiatives also undermined the potential for improving the nutrition of women, adolescent girls and children under 5.
- **SO4:** The most promising results were related to SO4, which had adequate multi-year funding for a few key projects. The large R5n project invested in established district-level relations with local government, and applied lessons learned from previous smaller projects (CCAP and EMPOWER) to

¹¹⁹ KIs with WFP CO.

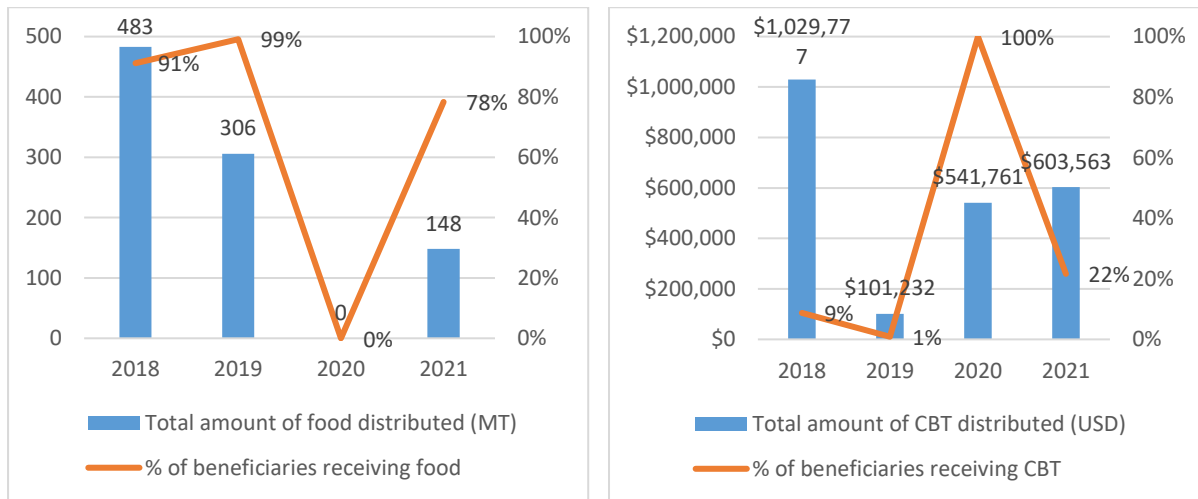
¹²⁰ WFP CO, WFP Sri Lanka CSP (2018-2022), Mid-term Review Final Report, 31 January 2021, Section 1.1.

design a range of livelihood activities that were generally well received by targeted farmers. The COVID-19 pandemic slowed down planned activities, but integrated training and momentum was being re-established when the ET visited project sites in four districts. Funding for EPR came from several long-term, consistent donors which supported CSP efforts that were multi-year, ongoing and widely appreciated by a range of key informants.

102. Overall, the ET found that SO3 and SO4 had the greatest potential for contributing to the CSP's overarching goal of ending hunger and reducing malnutrition. By addressing underlying causes and supporting longer-term recovery and resilience, these SOs were the key strategies in the CSP's shift from emergency response to capacity strengthening through technical and policy support.

103. Figure 10 shows the yearly amounts of food and cash transferred and the proportion of beneficiaries receiving food vs CBT. The overall amount of food distribution decreased over time. Food transfers in 2021 were in response to the COVID-19 pandemic, with limited quantities distributed to large numbers of primary school children over a short time.

Figure 10: Total amount of food distributed by year in MT, total of cash distributed by year in USD and percent of beneficiaries receiving food or cash to total receiving food and cash by year (2018-2021)



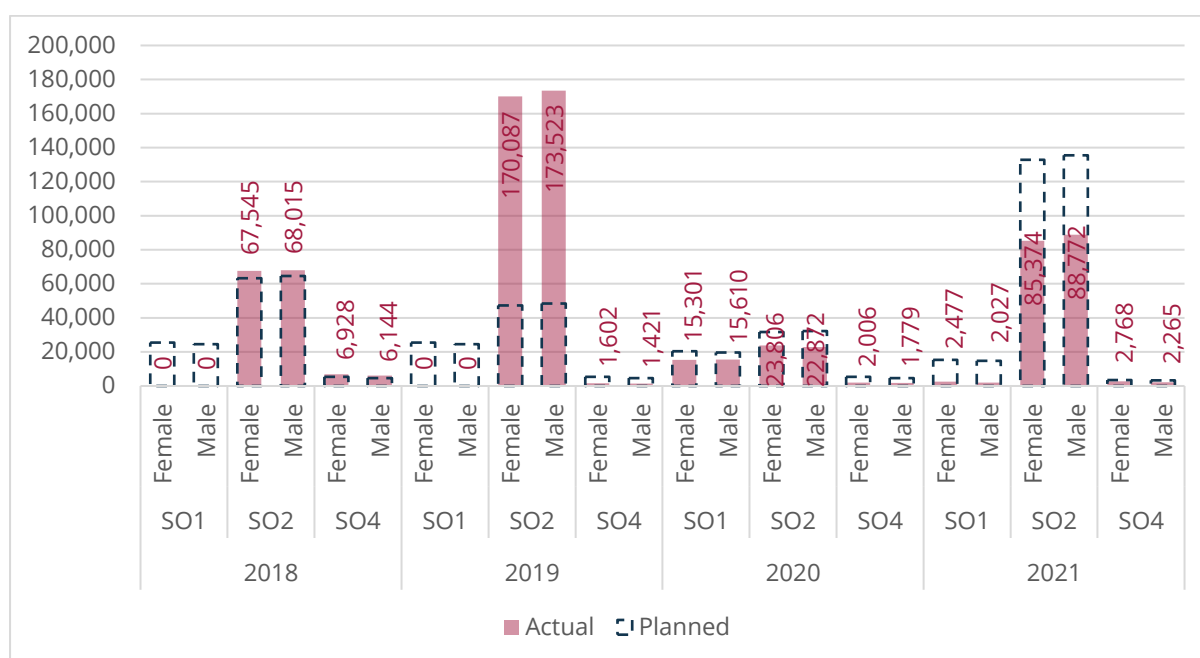
Source: COMET reports CM-P013, CM-R002b, CM-R020 and ACRs (downloaded on 03.02.2022)

104. Most of the CBT was in support of resilience programming (SO4) targeted to smallholder farmers.¹²¹

105. SO1, SO2 and SO4 involved direct food/CBT transfers to beneficiaries with approximately equal distribution between females and males, as shown in Figure 11, with the exception of cash transfers targeted to PLW in SO1.

¹²¹ Sri Lanka Annual Country Reports.

Figure 11: Planned vs actual number of total (food and CBT) beneficiaries by year and SO



Source: COMET reports CM-P013, CM-R002b, CM-R020 (downloaded on 03.02.2022)

106. Although CSP activities evolved over time, as is reflected in three versions of its logic model and monitoring framework, the following section attempts to profile outputs and outcome achievements in greater detail against the CSP's four SOs.

Strategic Outcome 1: Crisis-affected people have access to food all year round

SO1, Activity 1: Provide food assistance to crisis-affected people

Finding 14 - WFP was pro-active and had pre-positioned vouchers for potentially natural disaster affected communities with assistance to be delivered through the Government safety net system. However, in the absence of a government request, this contingency plan was not activated.

107. Activity 1 was designed to provide food assistance through direct transfer of food commodities, cash-based transfers and vouchers. The targeted outputs (Table 5) illustrate WFP's plans to respond to emergencies if requested by the Government.¹²² WFP was pro-active in pre-positioning food vouchers for pre-registered vulnerable households which would be exchangeable for an equivalent value of food from government-run stores in order to provide food for the most nutritionally vulnerable, specifically 50,000 PLW in 2019 and 40,000 in 2020. This contingency plan was not activated as the Government did not request this type of support.¹²³

Finding 15 - In response to a Government request, take home rations (THR) were provided to schoolchildren in vulnerable districts as part of the COVID-19 response under Activity 1. The contribution of the THR to improved food access was minimal, with no expected nutritional impact for the most vulnerable household members.

108. In 2020, the Government requested WFP to fund the Ministry of Education to provide THR for selected primary school children who could no longer benefit from school meals following school closures due to COVID-19. A one-time distribution of a THR sufficient for two weeks was conducted through the NSMP. Post-distribution monitoring by WFP showed 80 percent of households received the

¹²² From WFP Sri Lanka annual country reports.

¹²³ KII WFP CO.

THR, allowing them to diversify diets for an average of eight days.¹²⁴ No additional outcome data was collected by the CO. However, rations were shared by the entire family, so the possibility of nutritional impact on the most vulnerable (PLW and youngest children) was negligible.¹²⁵ This activity did not align with SO1 aims of improving access to food in times of crisis, ensuring that the most vulnerable were targeted, especially children, women and elderly persons.

In addition, it did not align with the CSP goal to ensure all SOs are nutrition-sensitive, which would mean prioritizing emergency food response to malnourished children under five years of age and PLWs. The ET found that the NSMP was not an appropriate channel to target the most vulnerable groups during a crisis. The THR activity, while still inadequate in quantity, would have been a relevant adaptation under SO2.

109. The prepositioned food vouchers for PLW and malnourished children that the CSP originally envisaged to deliver through the Samurdhi social protection system would have been a more effective and nutrition-sensitive emergency response, aligned with global best practice, with WFP's Corporate Nutrition Policy¹²⁶ and with targeting guidance.¹²⁷ Unfortunately, the original donor for SO2 was agreeable to shift its support to SO1, but wanted the funding to benefit schoolchildren.¹²⁸

Table 5: Activity 1 Output Indicators: Cumulative (2018 to 2021) Planned and Actual Outputs¹²⁹

Output Indicators	2018			2019			2020			2021		
	Planned	Actual	% Achieved	Planned	Actual	% Achieved	Planned	Actual	% Achieved	Target	Actual	% Achieved
Number of beneficiaries receiving cash-based transfers	N/A	N/A	N/A	50,000	0	0%	40,000	0	0%	0	0	N/A
Number of institutional sites assisted	200	0	0%	200	0	0%	0	0	0%	200	10	5%
Number of primary school students receiving THR food pack for two weeks as COVID response	N/A	N/A	N/A	N/A	N/A	N/A	0	30,911	N/A	30000	4504	15%
Number of school sites receiving THR food packs (2020)	N/A	N/A	N/A	0	0	NA	0	500	N/A	0	0	NA
Amount of CBT for THRs	0	0	NA	2,587,500	0	0%	2,130,000	161,905	8%	1,642,500	151,451	9%

Source: COMET Report CM-R008 and Annual Country Reports 2018-2021

Strategic Outcome 2: School-age children in food-insecure areas have access to food all year round

SO2, Activity 2: Provide nutrition-sensitive food assistance, in partnership with the Government, to school-age children

Finding 16: The direct food assistance under SO2 was limited, unpredictable and largely donor and supply driven.

110. WFP and the Government agreed in late 2017 to transition the WFP-supported school feeding in the Northern Province to the NSMP by the end of the first quarter 2018. Therefore, in the first three months of 2018, WFP completed its in-kind food assistance (483 MT of rice, lentils, oil and canned fish) to 138,168 primary schoolchildren in the Northern Province (99 percent of three-month target), until food stocks were fully utilized with the exception of canned fish.¹³⁰ While the official handover of WFP's food assistance to the Government took place in March 2018, WFP continued to work with the Government to distribute the remaining canned fish as part of the NSMP until mid 2019.

¹²⁴ WFP Sri Lanka, Post-Distribution Monitoring of the THR Programme, produced by RAM Unit, November 2020.

¹²⁵ KIIs with WFP staff and nutrition subject matter experts.

¹²⁶ WFP Nutrition Policy (WFP/EB.1/2017/4-C).

¹²⁷ WFP VAM 2021; Targeting and prioritization Operational Guidance Note, January 2021.

¹²⁸ Email exchange with WFP CO during drafting of the final evaluation report.

¹²⁹ Output indicators include both Thripasha and rice fortification initiatives, as they were not separated in reporting.

¹³⁰ WFP Annual Country Report (ACR) 2018.

111. In 2020, WFP secured an additional USD 2.8 million donation tied to the purchase of 57 MT canned fish from a donor for the NSMP as a response to the COVID-19 pandemic. It was targeted to 245,918 children in 1,873 schools located in six vulnerable districts in order to increase animal-source protein. However, distribution was not possible due to COVID-19 school closures. In 2021, a donor offered an additional 400 MT of canned fish (USD2.1 million) through WFP to support the NSMP, but it was refused by the Government when tests determined that arsenic levels in the fish were higher than the Government’s acceptable level.¹³¹ Instead, WFP responded to the government requests to support the provision of THR through an indirect cash grant to the Ministry of Education (a portion of which was allocated to Activity 1), due to COVID-19 related school closures in both 2020 and 2021.

In 2021, WFP also converted part of the canned fish distribution (148 MT) to THR. Finally, linking up with a separate CSP initiative to advocate for and pilot the use of fortified rice within the NSMP (Activity 5), WFP distributed 200 MT of fortified rice to 145 schools (130 percent of original target) in 2019.¹³² Activity 2 output indicators are summarized in Table 6.

Table 6: Activity 2 Output Indicators Planned and Actual (2018-2021)

Output Indicators	School Type	2018		2019		2020		2021	
		Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
# Students receiving THR (CBT)	Primary	0	0	0	0	0	46,678	0	39,345
# Students receiving food on-site (canned fish)	Primary	138,800	138,168	35,840	343,610	17,920	0	236,250	174,055
# Students receiving food on-site	Secondary	0	0	28,160	0	14,080	0	n/a	n/a
MT food transferred (Canned fish)	Primary	2,364	483	1,576	306	788	0	189	148
# Schools assisted on-site	Primary	0	0	1,300	2,925	1,300	1,437	1,300	1,600
MT of fortified food provided on-site	Primary	0	0	184	200	184	214	184	0

Source: COMET Report CM-R008 and Annual Country Reports 2018-2021

Finding 17 - There was no specific evidence that the sporadic SO2 in-kind food distributions contributed to educational outcomes. More nutrition-sensitive targeting options for food donations could have been considered.

112. It is likely that the food distributed in the first three months of 2018 resulted in better enrolment rates, attendance rates and lower drop-out rates only during those months. However, these indicators were unavailable at the time of the evaluation, as WFP was reliant on the Government for collecting data for these indicators, so these outcomes could not be confirmed. In October 2018 a study commissioned by WFP found that the Government effectively managed the NSMP post-handover for primary school children, but the exclusion of grades six to nine children (a Government decision) was detrimental to their school attendance and ability to concentrate.¹³³

As for the remainder period of the CSP, given the short duration of the distribution, the limited quantities of canned fish and THRs distributed to a large number of students (2019-2021), combined

¹³¹ KIs with WFP CO.

¹³² WFP ACR 2019.

¹³³ WFP ACR 2018.

with lengthy school closures (2020-2021), it is unlikely that WFP support has resulted in significant improvements in education-related outcomes.

113. Small quantities of fish (20g of fish two times per week)¹³⁴ given to a large number of primary school-aged children in 2019 are unlikely to have significantly improved overall school attendance or concentration while studying. It is unclear if, as the CSP states for food under Activity 2, targeting priority was given to children primarily in the plantation sector, where food security and nutrition challenges are most severe.¹³⁵

114. Further, with school closures in 2020 and 2021, the possibility of redirecting subsequent canned fish donations for greater potential impact on nutrition was seemingly not considered. Targeting fewer beneficiaries with larger quantities, and prioritizing adolescents, PLW and/or malnourished children under 5 years (if funding had been flexible), especially those located in tea estates, would likely have better met the needs of the most vulnerable. However, while this may have been ideal, the CO confirmed that the funding earmarking did not allow for this alternative. On the other hand, the ET did not find evidence that the CO had advocated for this change with the donor.

SO2, Activity 3: Provide technical and policy support on delivery of nutrition-sensitive school meals programme to government

Finding 18: WFP's CCS efforts under SO2 were mainly centred on improving nutrition awareness of school-aged children, involving piloting an HGSF project. None of the KI interviewed suggested that WFP's CCS contributions to the NSMP had been critical to ensuring the effectiveness or sustainability of the NSMP.

115. WFP provided technical assistance for improving nutrition awareness of school-aged children, an HGSF pilot, and a rice fortification initiative (discussed under SO3, Activity 5). Activity 3 indicators are summarized in Table 7 and capacity strengthening achievements in Table 8.

116. The outcome indicators for Activity 3, presented in Table 7, related to national policies and programmes that were enhanced due to capacity strengthening. As such they were quantitative in nature and indirectly alluded to the achievement of WFP's capacity strengthening efforts as opposed to allowing for more direct measurement of outcomes. Although not reported as an outcome indicator, the technical assistance, learning exchange and the formation of a Technical Advisory Group (TAG) together resulted in the 2019 Government approval for piloting the HGSF model. WFP advocated for the expansion of the NSMP to grades 6 to 9, based on the 2018 study assessing the impact of the SMP transition to the Government, but to date no change in policy has taken place.

¹³⁴ WFP, 2019. Sri Lanka, Annual Country Report, 2019, p.19.

¹³⁵ WFP, Sri Lanka CSP (2018-2022), November 2017.

Table 7: Activity 3 – Capacity Strengthening Output and Outcome Indicators, Planned and Actual, 2018 -2021¹³⁶

Output Indicators	2018			2019			2020			2021		
	Planned	Actual	%	Planned	Actual	%	Planned	Actual	%	Planned	Actual	%
No. of people trained	0	0	0	2,000	1,810	41	2,000	350	17	50	12	24
No. of training sessions/workshops	4	2	50	4	6	150	4	9	225	3	15	500
No. of partners supported	3	2	67	3	3	100	3	3	100	1	1	100
Outcome Indicators												
No of national food security and nutrition policies, programmes and system components enhanced as a results of WFP capacity strengthening (new in 2019)	N/A	N/A	NA	1	1	100	1	1	100	0	2	200
No. of national programmes enhanced as a result of WFP-facilitated South-South and triangular cooperation support (New in 2019)	N/A	N/A	NA	1	0	0	1	0	0	0	2	200

Source: WFP Sri Lanka ACRs 2018-2021

Table 8: Reported Activity 3 Capacity Strengthening Achievements

Dimension	Key achievements
Trainings and/or Learning Exchanges	<ul style="list-style-type: none"> HGSF awareness training for MOH through supporting attendance at Global Child Nutrition Forums and South-South exposure visits (Tunisia, 2018; Cambodia, 2019) Organized a HGSF planning workshop for technical, policy and implementing stakeholders (2019) Conducted trainings for HGSF pilot (2020)
Systems	<ul style="list-style-type: none"> Held planning workshop to develop a road map towards adding a HGSF model to the NSMP (2019) Facilitated formation of a TAG for HGSF model (2019)
Education	<ul style="list-style-type: none"> Assisted MoE to produce school exhibitions to raise nutrition awareness (2018) Assisted MoE to produce curriculum materials to raise nutrition awareness in schoolchildren (2019)
Technical Studies	<ul style="list-style-type: none"> Commissioned a study to assess the impact of the transition of SMP to GoSL (2018) Funded a pilot study of HGSF (2020)
Policy Input	<ul style="list-style-type: none"> Transition of SFP to GoSL study recommended expanding coverage of NSMP to include grades 6 to 9 Learnings from attending the Global Child Nutrition Forums resulted in the incorporation of the HGSF model into the national SMP workplan (2018) Contributed to improved NSFP policies, including home-grown school feeding component (2019)

Source: WFP Sri Lanka ACRs 2018-21, compiled

Finding 19 - On its own, nutrition awareness programmes, as supported by Activity 3, have limited potential for contributing to increasing knowledge and promoting more positive nutrition behaviours.

117. The ET found that nutrition education for schoolchildren involved support for days of “awareness raising” (Table 10) rather than a more result-oriented systems approach. For example, working at a higher level with MOE and MOH to enhance the existing school curriculum around nutrition, resulting in children learning about nutrition on a sustained basis in all schools.

Finding 20 - The HGSF pilot has not adequately modified its design in response to the decreasing financial contribution of the Government to the NSMP, to increasing food prices and to the significant burden of farming on women entrepreneurs who are the targeted caterers.

¹³⁶ Output indicators include both Thriplosa and rice fortification initiatives, as they were not separated in the reporting.

118. Most of Activity 3 was related to piloting a national model for HGFSF, “a sustainable, home-grown, gender-equality-informed and nutrition-sensitive SMP”.¹³⁷ WFP provided policy and technical support (Table 10) to the Government for the HGFSF design, which complements the NSMP cash-based modality where caterers, primarily women, are contracted to manage all aspects of school meal preparation, delivery and service.¹³⁸ Caterers produce ingredients that are purchased locally from smallholder farmers to stimulate community income and local production.¹³⁹

WFP completed an initial pilot with 63 caterers and 42 schools in Matale and Monaragala districts, with additional funding sourced for a much more ambitious target of 1,700 female farmers and 170,000 primary schoolchildren, covering districts in the North, East and North Central Provinces from January 2021 to August 2022.¹⁴⁰

119. The ET found that economic changes since the 2019 design of the HGFSF model require a reassessment and model revision, in addition to implementing the recommendations (e.g. a cost-benefit analysis) of the January 2021 baseline report.¹⁴¹ The economic downturn and sharp increases in food prices exacerbated by the COVID-19 pandemic, and a recent Government reduction of the annual NSMP budget from SLR6 billion to SLR2.5 billion have led to caterers receiving less income despite increased meal costs, while still being expected to provide the same nutritious menu.¹⁴²

120. The HGFSF pilot has not yet modified its design, except for plans to reduce home garden production to one crop per caterer, then asking caterers to work collaboratively, marketing their harvest locally but selling at a lower price to other caterers in order to increase their profits.¹⁴³ WFP staff confirm that the HGFSF pilot is assisting caterers through the provision of gas cookers, tools, seeds, small irrigation systems and poultry to increase home production.¹⁴⁴ However, these activities have not resulted in providing an adequate livelihood for women caterers, who currently cannot make a profit, and many are looking to terminate their contracts.¹⁴⁵ The ET found that the current approach transfers the cost of providing meals for NSMP from the Government to already overburdened women.

121. WFP has initiated a gender assessment in several HGFSF pilot areas and engaged the Department of Women’s and Children’s Affairs and Hidramini, a private-sector service provider, to train caterers on women’s empowerment and financial management.¹⁴⁶ The duration of the training is being modified from its original plan to suit caterers without time to attend half- or full-day training and the exercise will provide two-hour-long sessions per week.¹⁴⁷

Strategic outcome 3: Children under 5, adolescent girls and women of reproductive age have improved nutrition by 2025

SO3, Activity 4: Provide evidence-based advice, advocacy and technical assistance to government and cooperating partners

¹³⁷ WFP Sri Lanka Country Strategic Plan (2018-2022).

¹³⁸ KIIs with WFP CO staff. Also, see Case Study #3.

¹³⁹ KIIs with caterers, schools, government and WFP field staff during field visits; Institute for Participatory Interaction in Development (IPID), Sri Lanka 2021. Final Report Baseline Data Collection: Pilot project to mainstream home-grown school feeding modality in the National School Meal Programme. World Food Programme. 2021.

¹⁴⁰ KII with HGFSF donor.

¹⁴¹ Institute for Participatory Interaction in Development (IPID), Sri Lanka 2021. Final Report Baseline Data Collection: Pilot project to mainstream home-grown school feeding modality in the National School Meal Programme. World Food Programme. 2021.

¹⁴² FGDs confirmed that menus include a staple (e.g. rice), lentils, protein-rich food (e.g. dried fish or egg), oil, vegetables, and one fruit per day.

¹⁴³ KIIs with WFP CO.

¹⁴⁴ KIIs with WFP CO.

¹⁴⁵ FGD with caterers.

¹⁴⁶ KII with WFP CO.

¹⁴⁷ KII with WFP CO.

122. Activity 4 focused on supporting the Government with evidence-based, nutrition-specific and nutrition-sensitive interventions in order to improve nutrition for children under 5, adolescent girls and WRA through:

- Strengthening the health system to prevent and manage moderate acute malnutrition
- Strengthening a national nutrition surveillance and monitoring system
- Facilitating periodic situation and causal analyses, such as the “Fill the Nutrient Gap”
- Facilitating nutrition surveys to inform government responses
- Supporting SUN civil society and business networks
- Supporting a social behaviour change strategy related to nutrition and health

123. CSP output indicators for Activity 4 are summarized in Table 9, showing that in most categories measured, actuals met or exceeded targets, with the exception of 2020, and to an extent 2021, where COVID restrictions limited trainings.

124. Table 10 illustrates the broad scope of nutrition capacity strengthening initiatives undertaken by WFP with a variety of partners, focusing on different types of activities and target groups.

Table 9: Activity 4 Output and Outcome Indicators, Planned and Actual from 2018-2021

Activity 4	2018		2019		2020		2021	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
No. people trained on MCHN and nutrition interventions (direct beneficiaries receiving capacity strengthening)	100	420	100	421	0	0	0	12
No. of govt/national partner staff receiving capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition (new since 2019)	n/a	n/a	100	300	100	0	50	12
No. of institutional capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new in 2019)	n/a	n/a	1	1	3	0	3	3
No. of partners supported	1	1	n/a	n/a	n/a	n/a	n/a	n/a
No. of guidance documents/tools developed and circulated	1	0	0	0	1	1	1	1
No. reached through SBCC	n/a	n/a	1,261,000	0	1,261,000	2,615,019	1,261,000	946,992
Outcome indicator								
Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening	n/a	n/a	1	1	1	1	2	1

Source: WFP Sri Lanka ACRs 2018-2021

Table 10: Activity 4 Capacity Strengthening Achievements

Description of County Capacity Strengthening Activities Over Time	Partners	WFP's Niche	
Establishing National Nutrition Information System (Target group: U5s and Women of Reproductive Age - WRA)			
2019 – Advocated for establishing National Nutrition Surveillance system	MOH, UNHCR, UNICEF (CHANGE)	WFP niche in surveillance systems (e.g. VAM)	
2020 – Organized SSTC to Thailand for 10 MOH staff to visit Nutrition Surveillance system			
2020 – Provided technical inputs to Nutrition Division, MOH to update indicators			
2020 – Purchased weigh scales and height boards for data collection by MOH			
2021 – Forward movement is currently stalled with unclear follow-up plans			
Prevention and treatment of Moderate Acute Malnutrition (Target group: U5s, PLW)			
2020 – Planned ethnographic research to explore determinants of undernutrition in U5 children	MOH, Penn State University	MAM is WFP niche	
2021 – Stage of this research, its application and follow up is not clear			
National Nutrition Coordination and Strategy (Target group: U5s, PLW, WRA, adolescent girls)			
Multisectoral Action Plan for Nutrition 2018-2025:			
2018 – Contributed to development of Multisectoral Action Plan for Nutrition (MSAPN)	SUN UN Network (UNICEF, FAO), GoSL multiple ministries	WFP coordination strengths	
2019 – MSAPN 2018-2025 submitted for approval to Cabinet			
2020 – Continued advocacy efforts with UNICEF for activation of MSAPN but does not appear to be a priority with new government			
Coordinating Networks to Scale Up Nutrition (SUN):			
2018 – Co-chaired SUN UN Network, planned SUN Business Network (BN)			
2018 – Collaborated with SUN PF on One-Dish Meal campaign			
2019 – Launched the SUN BN			
2020 – Expanded membership to small and medium enterprises			
2021 – Unclear on strategic plan, targets, and next steps			
Fill the Nutrient Gap and National Nutrition Policy revisions (Target group: U5s, WRA)			
2018 – Completed the Fill the Nutrient Gap (FNG) research study	MOH, MoA, UN agencies, CSA	WFP strengths in evidence generation for nutrition	
2018 – FNG results shared at national level for informing new National Nutrition Policy: No policy changes have yet been made			
2018 – Completed “Food security among the urban poor” research: no policy or programmes have yet been made			
2019 – WFP provided extensive technical input to National Nutrition policy review			
2020 – WFP provided financial support for review of the national nutrition policy			
2021 – Stalled revisions to national nutrition policy			
Nutrition in Emergencies (Target group: U5's, PLW)			
2020 – Planned a training course on Nutrition in Emergencies for MOH: postponed due to COVID-19	MOH & other national/district stakeholders	WFP niche area	
2021 – Workshop rescheduled - unclear if this will be carried out			
National Nutrition Social and Behavioural Change Communication (SBCC) (Target groups: general; school children)			
2018 – Workshop to raise awareness of use of media for SBCC in nutrition	UNICEF, WHO PCI Media, MOH, Health Promotion Bureau	SBCC not an area of strength for WFP (area of strength for UNICEF and WHO)	
2019 – Supported MOH to develop a National Nutrition SBCC strategy (trained 60 GoSL staff)			
2020 – Implemented a SBCC activity by partnering with “Supreme Chef” television show			
2020 – Staff training, developing methodology and materials for SBCC activities			
2020 – Support to MOH to develop National SBCC strategy presented for inclusion in 2021 budget			
2021 – Planning a nutrition SBCC targeting schoolchildren, parents and food suppliers			
2021 – In collaboration with MOH to develop a SBCC strategy for non-communicable diseases			
Evaluating Nutritional Impact of Resilience-building (Target group: U5's, WRA)			
Operational Research			
2019 – Operational research planning for evaluating nutritional impact of resilience building activities (R5n) with and without nutrition SBCC component	University of Wayamba, IFPRI, MOH, MOA, MRI, SUN PF, WFP HQ	Resilience- building is area of strength for WFP	
2020 – Baseline survey carried out (coordination subcontracted to SUN PF)			
2021 – Midline survey with end-line survey to follow in 2022			

Source: WFP Sri Lanka ACRs 2018-2021

Finding 21 - WFP has delivered strong technical assistance through a variety of short-term research projects, but follow-through with a coherent, sustained and focused nutrition advocacy has not been consistent.

125. The multiple outputs in research and evidence generation (Table 10) show how WFP has used its expertise to strengthen Government capacity through a wide variety of trainings and policy support. While this indicates WFP's effectiveness in nutrition advocacy, multiple Government and partner KIs noted the need to maintain a strategic focus over the long-term.¹⁴⁸ While research, trainings and advocacy have been carried out, resulting changes in policy and programme implementation have often stalled (e.g. National Nutrition Surveillance System, Thripasha development, MSAPN implementation, implementing recommendations from Fill the Nutrient Gap, Revisions to National Nutrition Policy).

In part this is due to limitations in funding (e.g. for short-term pilots and research), but others appeared to lack the consistent follow-up that is necessary for sustained change. Resourcing is a global challenge, with only 0.5 percent of ODA allocated to nutrition interventions.¹⁴⁹ There are also many challenges of working through overlapping government agencies and government changes.¹⁵⁰

126. That WFP has delivered on advocacy around some very challenging issues, such as bringing the private sector into discussions on nutrition through establishing the SUN BN, is evidence of WFP's advocacy strength. The ET found that most KIs outside government (WFP staff, cooperating partners), and even some inside government departments, would like to see WFP work closely with other UN agencies to advocate for more forward movement on key nutrition issues, including identifying best-practice strategies, fortification, practical action plans and methods of monitoring progress and outcomes. These same KIs suggest that WFP bring more focus to Activity 4, for example, focusing on supporting women's nutrition (as UNICEF is supporting children) and fortification, along with consistent technical expertise in priority areas versus hiring short-term consultants.¹⁵¹

Finding 22: CHANGE was a small one-off initiative that provided added value of nutrition and gender considerations within broader resilience programming through MCH clinics and mother support groups.

127. In 2019, WFP implemented CHANGE, a joint project with UNFPA, to promote women's health and nutrition at community level.¹⁵² This project complemented WFP's R5n Resilience-building project under SO4 and involved effective partnering with agencies specializing in various sectors: UNFPA on gender and SRH; SUN PF and MoH on nutrition; and WFP on nutrition surveillance systems. However, the effectiveness of CHANGE on nutrition was unknown. The project was short and did not have an appropriate Monitoring and Evaluation (M&E) component. The expectation that this small-budget, one-year limited project would lead to a Government nutrition surveillance system was overly ambitious.¹⁵³

Finding 23: A national nutrition Social and Behaviour Change Communication strategy is being developed and some initial ideas piloted, but this is still in an early concept and design phase with a limited budget and unknown outcomes.

In 2019, WFP initiated an SBCC programme with the MOH by holding a one-week training workshop with 60 health authorities and communication experts to develop a strategy with culturally appropriate models and nutrition messages. An SBCC pilot began implementation in 2020, partnering with the "Supreme Chef" television show and advocating for healthy eating. Although this show was reported to have contributed to reaching over 2.6 million people, the ET found that it is not yet clear if current SBCC approaches by the CO can be effective in reaching the most vulnerable poor, including PLW, in rural areas. Communities face realities that prevent behaviour change (e.g. resource constraints and the

¹⁴⁸ KII with WFP RB.

¹⁴⁹ Global Nutrition Report. 2021. Sri Lanka: Equitable financing for nutrition, Chapter 5.

¹⁵⁰ KIIs with WFP CO and RBB.

¹⁵¹ Ibid. and some GoSL KIs.

¹⁵² See Case Study #6.

¹⁵³ KII with WFP CO.

strong influence of elder women on nutrition behaviours).^{154, 155} When examining the broader SBCC component of the CSP, the ET found that an SBCC strategy had not yet been finalized, nor was an M&E plan in place to measure the outcomes of existing initiatives.

SO3, Activity 5: Provide technical assistance and advocate the scaling up of fortification of staple food and specialized nutritious foods to government and other stakeholders, including the private sector.

128. Activity 5 was expected to provide support to the Ministry of Health and private sector to enhance the availability, accessibility and consumption of fortified foods, with a focus on Thripasha¹⁵⁶ and fortified rice. The reporting indicators are summarized in Table 11 and capacity strengthening achievements in Table 12.

Table 11: Activity 5 – Output and Outcome Indicators Planned and Actual from 2018 to 2021 ¹⁵⁷

Output Indicators	2018		2019		2020		2021	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
No. of people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new in 2019)	n/a	n/a	250	1,700	250	250	250	0
No. of institutional capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new in 2019 but includes 2018 data)	5	4	5	4	5	3	5	0
Outcome Indicators								
Number of national programmes enhanced as a result of WFP-facilitated South-South and triangular cooperation support	n/a	0	1	1	>2	1	3	1
Percentage increase in production of high-quality and nutrition-dense foods	n/a	n/a	>1	0	>2	7	n/a	n/a

Source: WFP Sri Lanka ACRs 2018-2021

¹⁵⁴ J. Aubel, The role and influence of grandmothers in child nutrition; culturally designated advisors and caregivers. Maternal and Child Nutrition (2012).

¹⁵⁵ S. Kandasamy et al. (2020). BMC Pregnancy and Childbirth, 20:113.

¹⁵⁶ Thripasha is a locally produced specialized nutritious food which is maize-based, with pulses oil, and micronutrients that is provided as a take-home dry food supplement to all PLW and malnourished U5s. Beneficiaries are entitled to a 750 g packet once every two weeks, which translates into a daily food supplement of 50 g providing 200 kcal, 10 g of protein and an array of vitamins and minerals.

¹⁵⁷ Output indicators include both Thripasha and rice fortification initiatives, as they were not separated in ACRs.

Table 12: WFP country capacity strengthening achievements for rice fortification

Dimension	Key CCS achievements
Trainings	2018 – Workshop with 35 MOH officials training on setting fortification standards
	2018 – Trained 30 National Food Promotional Board staff on SOPs to ensure quality of fortified rice products
	2019 – Workshop on food safety and quality systems for food fortification at national level for 50 stakeholders, drafting standards, regulations, and processes for rice fortification
	2019 – Trained community and institutional level participants in the pilot fortified rice NSMP
	2020 – Trained 250 technical gov't staff and private sector members in a food safety workshop on rice fortification
Systems	2018 – Supported Medical Research Institute (MRI) in strengthening capacity of food testing laboratory
	2019 – Organized a South-South study tour for the Food Advisory Committee (50 stakeholders) to the Indian Food Standards and Safety Authority (FSSA) in India for developing national standards for food fortification
Technical Studies	2019 – March 2020 implemented pilot project fortified rice in the NSMP for nine months (267 schools in Anuradhapura district) to assess operational feasibility of introducing fortified rice
	2020 – Conducted a cost analysis of rice fortification to be used in ongoing advocacy
	January 2021 – Report completed and published: "Operational Feasibility of Integrating Fortified Rice into the Sri Lankan National School Meal Programme: Results from a Pilot Programme"
Policy Input	2019 – Study tour resulted in development of National Fortification standards, regulatory mechanisms and processes to support fortified rice in the NSMP

Source: WFP Sri Lanka ACRs 2018-2021 (compiled)

Finding 24: Children under 5 and PLW are likely to benefit from updating the formula for Thripasha, although currently the new recipe remains in development phase until 2023, hence it is too early to see results on capacity strengthening or nutritional outcomes

129. Building on the 2016-2017 WFP-supported assessment of the strategy, production and supply chain, the CSP expected improved analysis, targeting, modality selection, delivery and monitoring of Thripasha for targeted women and children under 5. Improving the analysis and composition of Thripasha has been WFP's focus to date, in addition to providing a cash transfer for the emergency purchase of maize, the main ingredient. Support on targeting, delivery and monitoring were not reported nor mentioned by stakeholders.

130. According to ACRs and KIIs, WFP successfully advocated for the government to improve the quality of Thripasha by aligning it with global standards stipulated by WHO. The result was that all parties agreed to improve the product by increasing energy density and nutrient composition. The Thripasha supply chain normally functions well within the Ministry of Health, but monitoring of end beneficiaries is limited. In 2019, the new product was in the recipe development stage, with projected production start-up in the last year of the CSP. Thus, it was too early to see results in terms of production, capacity strengthening or nutritional impact.

131. The programme uses a blanket distribution approach. The ET learned that a targeted approach would be more effective so that increased amounts would be received by those most malnourished, potentially improving nutritional status and reducing overall costs.¹⁵⁸ However, targeting requires nutrition information systems to be in place, a potential area for WFP support.

132. Presently, maize import controls and the sudden promotion of organic fertilizer limit local maize production. It is unclear if the new Thripasha recipe testing and development will include options for substituting maize with less costly and easily available locally produced rice, as some stakeholders recommend.¹⁵⁹ Thus, in addition to inputs into upgrading the formula of Thripasha for treatment of moderate acute malnutrition (MAM), KIIs (UN partners and WFP CO) noted that WFP could strengthen

¹⁵⁸ KII with WFP Regional staff.

¹⁵⁹ KIIs with a range of stakeholders.

production capacity so that it is fully functioning, ensuring the right composition using locally available foods (e.g. rice vs maize imports) and potentially export it.

133. Under Activity 5, the CSP used a cash transfer to help the Government purchase maize thereby contributing to the short-term re-establishment of Thriposhha production, with likely nutritional benefits to recipients.

Finding 25: Advocacy and research for fortified rice has been successful in strengthening government capacity to establish regulations and guidelines, however its operationalization remains a challenge.

134. The Government has identified rice fortification as a tool for addressing micronutrient deficiencies. The CSP provided technical support for the development and implementation of a national fortification road map. Most stakeholders¹⁶⁰ interviewed were positive regarding WFP's contribution to rice fortification, particularly in building government and stakeholder capacity on establishing regulations, monitoring guidelines and standards, and in transferring skills and technology on production and supply chain development. Moreover, most output targets were met or exceeded in 2019 and 2020 (Table 11 and Table 12).

135. Further, the South-South and triangular cooperation support and CCS/TA provided by WFP were instrumental in achieving these improvements in fortification systems (Table 12). WFP stakeholders pointed out that the important policy outcome of obtaining Government Cabinet approval for rice fortification in 2019 took many years of focused efforts and indicates WFP's success in achieving outcomes. Despite this endorsement, the process faces new challenges. The new Government Cabinet has asked for an impact study to show conclusively the effect of iron-fortified rice on anaemia, and the Ministry of Finance had yet to allocate a budget line for rice fortification.¹⁶¹

Finding 26: Rice fortification is presently aimed at benefiting primary schoolchildren rather than those with higher prevalence of iron-deficiency anaemia (PLW, WRA, adolescent girls and children under 5)

136. The CSP projected use of rice fortification to address iron-deficiency anaemia through social safety net programmes, including the NSMP, but the ET found that this WFP work almost exclusively targeted primary school children through the NSMP, which will not achieve the expected SO3 outcome. KIs cited this contradiction as evidence that the CSP has been unable to break out of WFP's traditional support for SMPs.¹⁶²

137. The Government and WFP KIs indicated that the target group for iron-fortified rice should be WRA, adolescent girls and children under 5. This aligns with the National Nutrition Policy¹⁶³, the National Strategy for Prevention and Control of Micronutrient Deficiencies (2017-2022),¹⁶⁴ the Multi-Sector Action Plan for Nutrition 2018-2025¹⁶⁵ and with the CSP SO3 stated objectives. The prevalence of iron-deficiency anaemia is 35 percent in women¹⁶⁶ and 47 percent in children 12-24 months of age,¹⁶⁷ in contrast with 11 percent in school-age children.¹⁶⁸

¹⁶⁰ KIs with GoSL, WFP CO and UN partners.

¹⁶¹ KIs with GoSL and WFP staff.

¹⁶² KIs with GoSL and UN partners.

¹⁶³ Sri Lanka, Ministry of Healthcare and Nutrition. 2010. National Nutrition Policy of Sri Lanka. Colombo: Ministry of Healthcare and Nutrition.

¹⁶⁴ Sri Lanka, Nutrition Coordination Division. 2017. National strategy for prevention and control of micronutrient deficiencies in Sri Lanka (2017-2022). Ministry of Health, Nutrition and Indigenous Medicine, Sri Lanka.

¹⁶⁵ Sri Lanka, National Nutrition Secretariat. n.d. Multi-Sector Action Plan for Nutrition 2018-2025. Colombo: National Nutrition secretariat.

¹⁶⁶ Global Nutrition Report. 2019 prevalence of anemia.

¹⁶⁷ Sri Lanka Ministry of Health and UNICEF. National nutrition and micronutrient survey (NNMS), 2012.

¹⁶⁸ Ibid.

Finding 27: The goal of HGSF to produce school-meal ingredients locally, including rice, and the need to distribute fortified rice for the NSMP from a central location, appear to be in conflict

138. WFP completed an operational feasibility study for channelling fortified rice through the NSMP.¹⁶⁹ Presently, there are no specific plans by WFP or the Government for addressing the seven key recommendations.¹⁷⁰ The distribution of fortified rice through schools is particularly problematic given WFP's handover to the Government. SMP caterers have been required to obtain and transport the fortified rice from distribution points, which increases their workload and costs in comparison with accessing rice from the local market.¹⁷¹

139. Caterers involved in WFP's HGSF pilot reported that rice was the easiest of all ingredients to procure locally for the SMP. While the goal of the HGSF programme is to encourage collaborative farm and local producer association involvement in school meal production, the rice fortification feasibility study suggests that fortified rice needs to come from a central location. Fortifying in situ at community level is not presently feasible. Therefore, the ET found these two goals to be in conflict with each other, and an unintended negative consequence of rice fortification through NSMP could be less demand for locally produced rice. The ET finds this to be an additional reason to modify the target group from primary school-aged children to WRA for piloting rice fortification.

Finding 28: The SO3 expectation to improve the nutrition of women of reproductive age, adolescent girls and children under 5 years by 2025 is unlikely to be realized given the lack of an overarching strategic approach, the limited and unpredictable funding and the complexities of the underlying causes of malnutrition making attribution of results to WFP alone difficult to segregate.

140. The attainment of improvement in nutrition of target group was dependent on disparate, short-term projects with no certainty of multi-year funding. In effect, some of the projects eventually required no-cost extensions. In addition, the nature of some of the activities carried out, such as the SBCC, requires behavioural change, and this is not possible without a sustained longer-term effort. Furthermore, some of the activities, such as rice fortification, were targeted at schoolchildren and not at the target group of this SO.

All the above demonstrated lack of an overarching strategic approach to attain SO3. The outcome indicators were mostly at a higher level, measuring the change in national policies and programmes as a result of WFP capacity strengthening efforts thereby making attribution difficult. The outcome indicator related to increase in food production due to capacity strengthening did show a minimal increase of 7 percent in food production. However, it is unclear whether this result helped improve nutrition of the target group.

Strategic outcome 4: Vulnerable communities and smallholder farmers have strengthened livelihoods and resilience in the face of shocks and stresses all year round

SO4, Activity 6: Support nutrition-sensitive and gender-transformative livelihood diversification and income generation through integrated resilience-building activities

141. Under SO4, Activity 6 is expected to contribute to livelihood diversification and income generation through integrated resilience-building activities, including food assistance for training and capacity strengthening. Activity 6 output indicators are summarized in Table 13, and capacity strengthening achievements are provided in Table 14.

¹⁶⁹ WFP Sri Lanka, Operational feasibility of integrating fortified rice into Sri Lanka's national school meals programme: Results from a pilot programme, 2021.

¹⁷⁰ KILs with GoSL and WFP staff.

¹⁷¹ WFP Sri Lanka, Operational feasibility of integrating fortified rice into Sri Lanka's national school meals programme: Results from a pilot programme, 2021.

142. The ET reviewed four resilience projects under Activity 6: The Addressing Climate Change Impacts on Marginalized Agricultural Communities Living in the Mahaweli River Basin (CCAP) project¹⁷² and the Building Resilience through Diversification of Livelihoods Project (R5n)¹⁷³ were the main contributors to Activity 6 outcomes. The Building Peace through Economic Empowerment of Women in Northern Sri Lanka (EMPOWER)¹⁷⁴ and the South-South Triangular Cooperation project (SSTC)¹⁷⁵ provided outputs related to women’s economic empowerment and improving post-harvest handling techniques. In addition, the ET reviewed a small pilot project: the LCMS project, supporting the Government to simplify agrometeorological information for farmers.

143. Table 13 shows some misalignments between the achievement rate in terms of beneficiaries reached and the achievement rate in terms of amount of USD transferred (planned vs actual). The ET learned that this was partially due to: 1) later than planned start in 2019 (see below); 2) the disruption of COVID restrictions (2020-2021) on the cash-for-assets activities (construction and/or rehabilitation of minor irrigation schemes); and 3) limitations in management by Farmer Based Organizations.

Table 13: Activity 6 Output Indicators from 2018-2021

Output indicators	2018		2019		2020		2021	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Number of <i>females</i> receiving cash-based transfers and capacity strengthening (cash-for-work)	46,640	6,928	5,300	1,603	68	602	68	1,484
Number of <i>males</i> receiving cash-based transfers and capacity strengthening (cash-for-work)	45,360	6,144	4,700	1,421	172	773	172	1,246
Cash transferred to targeted beneficiaries (USD), cash-for-work	1,200,000	1,029,777	1,200,000	101,232	1,350,000	135,373	1,352,176	256,262
Quantity of non-food items distributed	4,000	3,567	2,000	457	2,000	3,864	2,000	3,192
Number of institutional sites assisted	25	90	10	32	10	2	10	8
Number of assets built by targeted households and communities, by	100	310	100	131	100	25	643	493
Number of assets rehabilitated by targeted households and communities, by type	n/a	n/a	100	51	100	224	299	285
COVID Response re-orientation (individuals supported with home gardens)	n/a	n/a	n/a	n/a	86,808	222,140	n/a	n/a

Source: WFP Sri Lanka ACRs 2018-21 and COMET report R002b

Finding 29 - The cash-for-work component of WFP’s resilience programming (R5n) under SO4 brought an unintended positive result by providing emergency assistance to vulnerable people affected by the economic downturn exacerbated by the COVID crisis.

144. Covid-19 increased economic pressures for those already vulnerable – women, the elderly, people with disabilities, informal sector workers and other population groups, as socio-economic inequalities hindered their access to adequate resources. An example of CSP programming that protected such vulnerable groups is the cash-for-work component within the R5n programme which hired women and older people still capable of physical work. Vulnerable beneficiaries were given flexible hours, for example, to accommodate pregnant and lactating women who had clinic appointments.¹⁷⁶ Beneficiaries reported that the cash-for-work came when other work was unavailable and cash was much needed.¹⁷⁷

145. The ET met with direct beneficiaries of WFP cash and food transfers, cash-for-work, asset creation and livelihood support and technical assistance. Generally, these beneficiaries expressed a moderate to

¹⁷² Case Study #9: the CCAP started in 2013 and ended in 2020.

¹⁷³ Case Study #11: R5n started in 2019 and is due to end in 2022.

¹⁷⁴ Case Study #8: EMPOWER started in 2018 and ended in 2019.

¹⁷⁵ Case Study #10: SSTC ongoing.

¹⁷⁶ FGD with beneficiaries of R5n.

¹⁷⁷ Ibid.

high level of satisfaction with the support that they had received, and they felt that benefits received were directly relevant to them.

146. The possibility of improved livelihoods and food production, access and consumption in R5n project areas¹⁷⁸ helped protect targeted households at a time when overall food production, availability and access was under threat due to an economic downturn exacerbated by COVID-19, and more recently by the ban on importing chemical fertilizers. Further, the products of the cash-for-work programme included 275 rehabilitated minor irrigation schemes (135 percent of those targeted to 2020)¹⁷⁹ and a similar number in 2021¹⁸⁰ despite COVID restrictions.

These reportedly resulted in increased intensity of cropping, area of cultivation and diversity of crops for hundreds of households in five vulnerable districts, with likely many more indirect beneficiaries (See Figure 12). The proportion of households participating in this programme with an Acceptable Food Consumption Score increased from 56 percent (2018) to 73 percent (2020).¹⁸¹ (See Table 15 for more details.)

147. The CCAP project reached 13,700 households (97 percent of target) in three Divisional Secretariat Divisions (DSDs) within Polonnaruwa and Walapane, locations prone to the adverse effects of climate change. Outputs included agro-well development, rehabilitation of minor tank and canals and the establishment of rainwater harvesting units. According to the mid-term evaluation of the CCAP project, carried out in late 2020, these irrigation activities which built on existing infrastructure and practices, doubled the cropping cycles in Walapane and in about half of the rehabilitated minor tanks in Polonnaruwa, in addition to increasing the cropping area in the majority of project sites.¹⁸²

The evaluation summarized CCAP's effectiveness as moderately satisfactory, with the successful delivery of outcomes related to irrigation infrastructure, soil erosion control and livelihood diversification, but late implementation and suboptimal beneficiary selection for some activities and discontinuous capacity strengthening compromised the achievement of other outcomes.

¹⁷⁸ Sri Lanka ACR 2020.

¹⁷⁹ Sri Lanka WFP ACR 2019, 2020.

¹⁸⁰ KIIs with WFP CO.

¹⁸¹ Sri Lanka ACR 2020.

¹⁸² WFP, Decentralized Evaluation. Addressing Climate Change Impacts on Marginalized Agricultural Communities Living in the Mahaweli River Basin of Sri Lanka 2013-2020. Final Report, March 2021.

Table 14: Activity 6 CCS Achievements

Dimension	Key CCS achievements
Trainings	2018 – Trained GoSL officers on climate-smart agriculture, climate-resilient village development, and organic agriculture
	2018 – Conducted seasonal livelihood programming (SLP) consultations in Monaragala and Mullaitivu
	2018 – Trained GoSL officers to be SLP facilitators
	2019 – Trained community level staff on community-based consultations
	2019 – Trained District-level Officers on strategic planning
	2019/20 – Ongoing training for communities on tank inspections, etc.
	2019-21 – Ongoing trainings for Farmers Organizations (e.g., construction, organizational capacity, management)
	2019 – Trained 60 GoSL officials of ‘Cost of Diet’ to model
	2020 – Trained GoSL staff on FIES analysis
	2020 – Trained Department of Samurdhi Development officials (including 144 women) for digitizing beneficiary registration in 4 districts using SCOPE
Systems	2019/20 – Organized a SSTC with FAO and GoSL on improving post-harvest management, access to markets and efficient production of rice and maize, including leader from 2 Farmers Organizations and GoSL Officers
Technical Studies	2019 – Supported MRI’s Urban Food Security, Nutrition and Health Survey for low-income groups in Colombo
	2019 – Introduced the Food Insecurity Experience Scale (FIES) Indicator into the Household Income and Expenditure Survey
	2019 – Supported GoSL to conduct a national food security assessment to identify hotspots and for intervention planning
	2019 – Research planning for evaluating nutritional impact of R5n with and without nutrition BCC component
	2020 – Baseline survey carried out (coordination sub-contracted to SUN PF)
Policy Input	2020 – Developed five policy briefs including one on Sustainable Food Systems

Source: WFP Sri Lanka ACRs 2018-2021(compiled)

Finding 30: R5n outputs have been delayed due to COVID. The effectiveness of resilience activities depends on location and local context, but overall, renovations of minor irrigation schemes and tanks supported by cash-for-work increased the cropping intensity and provided an important source of income during the COVID-19 pandemic. Progress towards outcome indicator targets is largely on track, despite the economic environment and pandemic.

148. Some output achievements related to building resilience against recurrent natural shocks (R5n) were less than planned in 2019 . There were delays due to late signing of the agreement and first disbursement of funds (from May to September 2019), then further delays due to the early onset of north-east monsoons in 2019,¹⁸³ and finally due to the COVID-19 pandemic.¹⁸⁴

149. Some beneficiary targets were greatly exceeded. WFP’s COVID response reoriented the R5n approach to support a government programme distributing seed packs for home-gardening. This boosted the number of beneficiaries but had only tenuous links to increased resilience.

150. Cash-for-work to construct and rehabilitate minor irrigation systems and wells was accelerated after the COVID restrictions were lifted, and feedback to the ET regarding access to this work and the cash received for work completed was positive. Government officials, WFP field staff and beneficiaries reported that trainings related to these R5n activities were carried out, despite the pandemic. Initial awareness training from WFP helped to orientate 4,399 registered participants, just over 50 percent of whom were women. Registration priority was given to PLW, to the elderly and to the those with kidney disease, with family names approved by the members of the respective Farmer Organization.

Registered participants could be switched with other family members to spread and ease the work burden, and there was additional rest time provided for PLW and the elderly. Participants found that

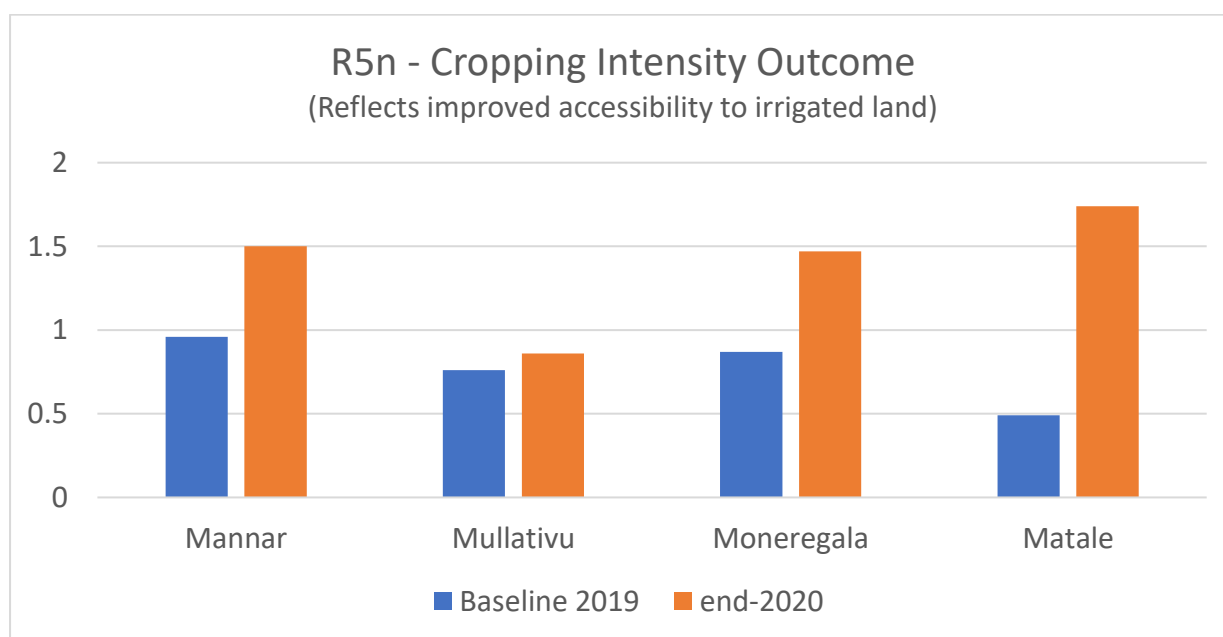
¹⁸³ ACR 2019.

¹⁸⁴ ACR 2020.

cash-for-work task targets were fair and could be met within six-hour workdays. This access to paid manual labour was enthusiastically received and directly benefitted participants struggling to get through COVID. Most reported that they had no other significant cash income during this time.¹⁸⁵

151. All stakeholders interviewed WFP field staff,¹⁸⁶ Government partners¹⁸⁷ and beneficiaries¹⁸⁸) reported project effectiveness around the rehabilitation of minor irrigation systems including agro-wells and ponds. This increased cropping intensity from one to two seasons with outcomes reported in the R5n's 2020 annual report and summarized in Figure 12 for the four districts visited by the ET. Cropping intensity is the ratio of the area under cultivation for each season during the year over the cultivatable area operated by the farmer.¹⁸⁹ Beneficiaries reported significant resulting increases in quantities and diversity of foods produced.¹⁹⁰

Figure 12: Cropping Intensity 2019 Baseline Compared to end-2020



Source: WFP Sri Lanka ACR 2020

152. Some KIIs and beneficiaries noted that the R5n was flexible in responding to local contexts, for example, stopping dairy-livelihood activities in Monaragala and instead increasing the focus on well rehabilitation, as requested by community members.¹⁹¹ In other cases the beneficiaries felt that R5n had pre-planned activities to implement with Government counterparts (e.g. building cattle sheds, goat sheds and poultry raising in all areas), not significantly giving consideration to local conditions nor to suggestions during the participatory design phase.

153. Most beneficiaries and WFP field staff found poultry raising to be less effective, with many reporting high losses of chicks, the receipt of unvaccinated chicks and too many male chicks.¹⁹² Purchasing poultry feed is beyond the means of most participants (commercially prepared is not readily available or very costly), and many participants therefore found that egg production dropped after two months

¹⁸⁵ KIIs with beneficiaries and WFP CO.

¹⁸⁶ KIIs with WFP CO.

¹⁸⁷ KIIs with GoSL staff (district and divisional).

¹⁸⁸ FGDs with R5n beneficiaries.

¹⁸⁹ WFP, R5n Annual Project Report 2020, p. 8.

¹⁹⁰ FGD with R5n beneficiaries and KIIs with field staff and R5n's 2020 Annual Report.

¹⁹¹ KIIs with WFP field staff.

¹⁹² FGDs with R5n beneficiaries.

when their feed stock ran out.¹⁹³ Support to inland fisheries was also reported as less effective as the one-off fingerlings supply was easily fished out.¹⁹⁴

154. Given that this phase of the project started late in 2019, the timeframe was too short to assess potential income increases from livestock activities. There was clear evidence of outputs: newly constructed goat and cattle pens, and in a few locations, small patches of fodder being harvested as livestock feed. Construction of these new assets has been challenged by the sudden inflation of building material costs caused mostly by COVID-19.

155. The awareness of nutrition in the R5n project was found to be minimal. More training around nutrition and use of nutritious food vouchers for the most vulnerable instead of cash was suggested by some Government¹⁹⁵ and WFP field staff. An independent impact study conducted by IFPRI in collaboration with MRI and SUN PF (see Activity 4 above) is designed to evaluate the success of the R5n project in reducing malnutrition with and without a nutrition component. Despite delays due to COVID, a December 2020 baseline was completed,¹⁹⁶ and mid-term surveys were carried out in 2021, coordinated by the SUN PF.¹⁹⁷

156. Progress towards Activity 6 outcome indicator targets is largely on track (Table 15), despite the economic environment and pandemic. The reported 2021 increases in percent of households with acceptable food consumption scores, and households consuming nutrient-rich foods are expected to result in nutritional improvements, but this will be determined by the IFPRI-led research, as some dietary indicators decreased from the baseline.

Table 15: Activity 6: Outcome Indicators: Vulnerable communities and smallholder farmers in Sri Lanka have strengthened livelihoods and resilience to shocks and stresses all year round

Outcome Indicator	2019 Actual	2020 Actual	2021 Actual	2022 CSP Target
Percentage women achieving minimum dietary diversity	n.a	60	30	>50
Percentage households with acceptable food consumption score	n.a	73	77	>56
Proportion of households with poor food consumption score	n.a	3	4	<9
Food consumption score – nutrition: percentage of households that consumed iron-rich food daily (in the last 7 days)	na	4	10	>14
Food consumption score – nutrition: percentage of households that consumed vitamin a rich food daily (in last 7 days)	na	71	60	>56
Food consumption score – nutrition: percentage of households that consumed protein-rich foods daily (in last 7 days)	n.a	66	67	>56
Livelihood-based coping strategy index (percentage of households using coping strategies): percentage of households not using livelihood based coping strategies	n.a	46	16	>32
Proportion of the population in targeted communities reporting benefits from an enhanced asset base	n.a	79	84	>75
Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening	0	0	1	5

Source: Annual Country Reports 2018-21 and COMET Report CM-R010b (downloaded on 27.02.2022)

¹⁹³ Ibid.

¹⁹⁴ FGDs in Matele.

¹⁹⁵ KII with GoSL in Mannar.

¹⁹⁶ WFP Sri Lanka, Baseline Report, Project R5n (Phase II), December 2020.

¹⁹⁷ KII with SUN PF.

157. The LMCS pilot was disrupted by COVID restrictions. Although WFP was unable to do a full needs assessment and gap analysis, the CO was successful in modifying the Village Context Analysis (VCA) to a remote approach. A remote household and key informant survey highlighted the need for localized climate information by smallholder farmers and government service providers.¹⁹⁸ WFP provided training to the Department of Meteorology staff on weather forecasting, computer software and networking. The Meteorological Department and Agriculture Department provided Training to Trainers, who in turn, trained farmers.¹⁹⁹ However, it is unlikely that accurate climate information is yet reaching farmers due to this initiative.

SO4, Activity 7: Provide technical assistance for emergency preparedness and response operations to the Government

158. The CSP envisaged the following TA initiatives under Activity 7:²⁰⁰

- Support to the Ministry of Disaster Management with emergency readiness audits, updating the National Disaster Management Plan, development of emergency-preparedness action plans, relief management guidelines and training modules, and conducting simulation exercises;
- Support with implementation of real-time disaster impact monitoring and assessment; and,
- Technical assistance related to national food reserves, warehouse management systems and supply chain, and to enhance food security and market monitoring for response planning.

159. Activity 7 indicators are summarized in Table 16 and capacity strengthening achievements in Table 17.

Table 16: Activity 7 Planned and Actual Outputs and Outcomes from 2018 to 2021

Output indicators	2018		2019		2020		2021	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Number of people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new in 2019)	200	334	200	525	200	103	200	109
Number of institutional capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new in 2019)	n/a	n/a	8	9	8	6	8	7
Outcome indicator								
Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)	n/a	n/a	4	0	4	0	5	1

Source: WFP Sri Lanka ACRs 2018-2021

¹⁹⁸ KII – WFP HQ.

¹⁹⁹ KII – GoSL.

²⁰⁰ WFP CSP 2018-2022.

Table 17: WFP Country Capacity Strengthening Initiatives for emergency preparedness and response operations to government

Dimension	Key achievements
Trainings	<ul style="list-style-type: none"> • 2018 - Training of disaster management stakeholders (including GoSL) in analysis, response planning and relief management • 2018 - Conducted a PRISM user group workshop in 2018 (see systems below) • 2019 - 'Logistics in Emergencies' ToT for 42 participants from GoSL, UN, civil society and private sector to support contingency plans to strengthen emergency response • 2019 - Facilitated 52 stakeholder awareness sessions to update contingency plans for monsoonal flood response • 2019 - Implemented training sessions for 525 GoSL officials and stakeholders on emergency planning and response
Systems	<ul style="list-style-type: none"> • 2018 - Improved the Platform for Real-Time Information and Situation Monitoring (PRISM) by adding early warning, forecast-based planning, and automation of sudden impact analysis • 2018 and 2019 - Supported simulations of flood responses and preparation of contingency plans in 15 districts
Curriculum and education	<ul style="list-style-type: none"> • 2017 - Pre-current CSP WFP started development of a program for higher level administration on Disaster Planning and Management at the Sri Lanka Institute of Development Administration which is ongoing
Technical Studies	<ul style="list-style-type: none"> • 2019 - Partnered with MRI to support analysis of health outcomes of urban low-income groups in Colombo through the Urban Food Security, Nutrition and Health Survey • 2019 - Integrated FIES indicator into the Household Income and Expenditure Survey • 2019 - Supported GoSL to conduct a national food security assessment for identifying hotspots and planning interventions
Policy Input	<ul style="list-style-type: none"> • 2018 and 2019 - Supported National Emergency Operation Plan (NEOP) now awaiting Cabinet approval • 2020 and ongoing - Supported implementation of NEOP • 2020 - Produced circular on how to manage and share responsibilities during a disaster

Source: WFP Sri Lanka ACRs 2018-2021(compiled).

160. The Government has come to expect and appreciates assistance from WFP in any disaster, across multiple areas, including 1) coordination (there are 65 technical departments of Government alone involved in disaster relief); 2) training of staff and training of trainers; 3) Support to post-disaster data analysis; 4) Early Warning Systems; and 5) recovery programmes.²⁰¹ Two WFP staff have a designated office within the State Ministry of Disaster Management and support Government policy in this area, participating in most key strategic planning meetings within the DMC.

Finding 31: While there has been significant technical support and training provided through the central government to improve national disaster action planning and district response capacity, outcomes related to community resilience and social protection remain tenuous

161. The EPR related trainings greatly exceeded targets until COVID restrictions in 2020/21, with government officials systematically trained in various aspects of EPR from national to divisional levels. According to Government stakeholders, the trainings by WFP for large numbers of Government officials have been mostly at District and Divisional levels, supporting data collection, analysis and use of data for identifying vulnerable populations, EPR programme-related financial planning, disaster management and leadership, and related IT. This has helped subnational institutions to move from being “reactive to proactive.”²⁰²

162. The main challenge to WFP achieving capacity strengthening goals (EPR outcomes) is the continuous turnover of government staff and thus the need for ongoing and repeated trainings. For example, in the last five years, four different people have headed the DMC. Government stakeholders

²⁰¹ KII with GoSL partners and WFP staff.

²⁰² Ibid.

consistently noted that although the many training programmes supported by WFP have been appreciated and useful, there is always new information needed and new staff requiring training.²⁰³

163. In terms of intermediate outcomes, the ongoing WFP support to Government partners through district-level simulations and preparations enabled the Government to better respond to May 2018 floods, resulting in a lower number of casualties compared to 2017, and no casualties were reported in the December 2018 floods.²⁰⁴ WFP's more recent contribution to the National Emergency Operations Plan (NEOP) indicates effective relationships with Government and contributions under Activity 7 have continued.

164. The effective technical support provided to DMC in developing and writing national plans resulted in the development of the latest National Disaster Management Action Plan, but capacity to fully implement these plans remains a question. The status of NEOP and related implementation plans is presently unclear. Cabinet approval is pending despite CSP initiatives from 2018 to the present.

165. WFP has continued to provide technical and hardware support for Sri Lanka's Early Warning System. Some stakeholders pointed to the system's limited effectiveness, as it has only a 3 km radius of dissemination. Communication systems are also currently limited; for example, mobile alert capacity is limited to coverage of 10,000 people.

166. WFP's support under Activity 7 to MRI for analysis of health and nutrition outcomes of urban low-income groups in Colombo through the Urban Food Security, Nutrition and Health Survey (2019), did not result in any responses from the Government nor from WFP. It is unclear if this survey, which identified hotspots of urban food insecurity, had any outcomes with respect to planned interventions.

SO4, Activity 8: Provide technical assistance for building improved, unified, shock-responsive safety net systems to government and related agencies

167. Activity 8 indicators are summarized in Table 18.

Table 18: Activity 8 Planned and Actual Output Indicators from 2018 to 2021

Output indicators for Activity 8	2018		2019		2020		2021	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Number of people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new in 2019)	n/a	n/a	100	388	100	300	50	403
Number of institutional of capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new in 2019)	3	1	3	11	3	3	3	17

Source: WFP Sri Lanka ACRs 2018-2021

Finding 32: Social protection is a relatively new area of focus for WFP Sri Lanka, with limited visibility and funding and lower priority in the CSP. The Government (Samurdhi Ministry) found WFP's CCS/TA for digitalization of beneficiaries through SCOPE relevant with a potential for future WFP investments.

168. The main initiative studied by the ET under Activity 8 was the safety net digitalization using the SCOPE pilot project, which achieved its output targets. Capacity strengthening for the digitalization of beneficiaries using WFP's SCOPE tool was successfully piloted with CBTs to PLW registered by Samurdhi. Training exceeded planning targets for the total planned number of government officials (Table 18), including 144 women. The targeted number of vulnerable households (7,500) were registered in one district.

²⁰³ KII with GoSL partners and WFP staff.

²⁰⁴ ACR 2019.

169. The pilot effectively provided 1,517 PLW with cash assistance in one district (Kalutara). In addition to the SCOPE pilot, WFP effectively provided CBT for PLWs in six flood and drought prone districts through the Samurdhi social safety net. The ET learned from the PLWs who received CBT through Samurdhi and SCOPE that they would have preferred to receive nutritious food for their own consumption, as cash was easily diverted for other essential uses.²⁰⁵

170. The ET was aware that the feedback received from these women cash-for-work recipients during women-only focus groups at the division level contradicted feedback received by CO PDM which was collected remotely. Women in the FGDs facilitated by the ET consistently expressed a clear preference for appropriate food supplies that they and other vulnerable members of their HH could consume rather than cash which they explained is added to the HH's general revenue and therefore not directly accessible to them.

171. The PDM (consistent with the bulk of the best-practise literature reporting on cash transfers) found the opposite: women recipients of cash-for-work prefer the fungibility and convenience of cash. Without further research this discrepancy is difficult to explain. Perhaps the women in the divisions that the ET visited, where roads and access to markets are poor and COVID-19 made travel to public places risky, found that purchase of food was especially difficult during the peak of the pandemic.

172. The Department of Samurdhi with its district branches has a nation-wide reach, providing an activated safety net that if more fully capacitated, could potentially boost household resilience in the face of humanitarian crisis. Digitalization for CBTs to PLW (using SCOPE) effectively achieved its targeted number of recipients using the Samurdhi delivery system.

173. The Samurdhi Ministry found the SCOPE tool and training effective and have requested additional support for expanding the use of SCOPE beyond WFP areas.²⁰⁶ WFP's SCOPE scale-up plan is currently under discussion with the Government, with one of two options moving forward: giving Samurdhi access to SCOPE software through the WFP-facilitated cloud (e.g. as in the Philippines), or helping Sri Lanka build its own SCOPE system.²⁰⁷

EQ2.2: To what extent did WFP contribute to the achievement of cross-cutting aims (protection, AAP, gender equality and other equity considerations)? And did the response to COVID-19 change the degree of contribution in any of these areas?

Finding 33: Attention to protection and accountability to affected populations is evident throughout the CSP, while integration of GEWE needs further attention

174. Table 19 presents the cross-cutting indicators and results related to protection, accountability to affected populations (AAP) and gender).²⁰⁸ Six of the ten indicators were assessed as "on track" (highlighted in green).

²⁰⁵ FGD with PLW beneficiaries receiving CBT.

²⁰⁶ KII – GoSL.

²⁰⁷ KII – WFP CO.

²⁰⁸ WFP Sri Lanka, WFP Sri Lanka CSP (2018-2022) Mid-term Review Final Report, 2021.

Table 19: CSP Cross-cutting Results and Indicators (2018-2021)

Cross-cutting Result/Indicator	Baseline	2018	2019	2020	2021	CSP target 2022
		value	value	value	value	
Accountability - Affected populations can hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences						
Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)	78	92	-	54	13.2	>80
Proportion of project activities for which beneficiary feedback is documented, analysed, and integrated into programme improvements	0	100	100	100	100	100
Protection - Affected populations can benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity						
Proportion of targeted people accessing assistance without protection challenges	-	97	-	-	-	>90
Proportion of targeted people receiving assistance without safety challenges (new)	96	-	-	98	96	>90
Proportion of targeted people who report that WFP programmes are dignified (new)	98	-	-	97	96.5	>90
Proportion of targeted people having unhindered access to WFP programmes	70	-	-	-	-	100
Gender - Improved gender equality and women's empowerment among WFP-assisted population						
Proportion of HHs where women, men, or both women and men make decisions on the use of food/cash, disaggregated by transfer modality/decisions jointly made by women and men	66	68	-	61	73.1	>70
Proportion of HHs where women, men, or both women and men make decisions on the use of food/cash, disaggregated by transfer modality/decisions made by men	17	8	-	31	13.2	<10
Proportion of households where women, men, or both women and men make decisions on the use of food/cash, disaggregated by transfer modality/decisions made by women	18	23	-	9	13.7	<20
Proportion of food assistance decision-making entity – committees, boards, teams – members who are women	50	53	-	50	50	50

Source: WFP Sri Lanka Mid-term Review Report 2021 and ACRs 2018-2021

175. The AAP indicator, *proportion of people informed about the programme*, (i.e. recipients' awareness of what they were supposed to receive and the length of this assistance) was rated as "needing attention", due to reduced face-to-face interactions with beneficiaries during the 2020 COVID-19 mobility restrictions.²⁰⁹ For many months, neither WFP staff nor government counterparts could travel to project sites. As a work-around, WFP relied more on remote contact, for example, using telephone interviews for the post-distribution monitoring of its THR response, which successfully provided required information from beneficiaries.²¹⁰ WFP field staff resumed project activities at the earliest opportunity, continuing project monitoring and dialogue with beneficiaries which had begun in the design phase and was necessary for all stages of implementation.²¹¹

176. The proportion of targeted people accessing assistance without protection or safety challenges and in a dignified manner was already high at baseline (between 96 and 98 percent) and has not been affected by COVID-19 restrictions. This was confirmed during face-to-face interaction with direct beneficiaries in the four districts visited by the ET. No one interviewed complained of protection, safety or dignity issues related to the assistance that they had received. Perception of safety and protection issues is prevalent in Mullaitivu and Manner, former war-torn districts, but this is not causally connected to WFP's assistance. In both districts, aid recipients, WFP field staff and local government officials spoke positively of the R5n assistance.

²⁰⁹ Sri Lanka WFP ACR 2020 and ET field visits to 4 districts where R5n in active.

²¹⁰ WFP Sri Lanka, PDM of THR Programme Report, November 2020.

²¹¹ KIIs WFP CO, field staff and beneficiary FGDs.

177. WFP continued to develop and use its phone hotline mechanism for feedback in both Sinhala/English and Tamil/English plus an email option (feedback.srilanka@wfp.org), providing appropriate follow-up. In 2020, WFP initiated the standardization of the Community Feedback Mechanism (CFM), trained five operators and five field officers and revised standard operating procedures to receive and address reported situations of sexual harassment, exploitation and abuse.²¹² No such cases were reported during the period of this evaluation.

178. Sri Lanka has been a WFP “pilot country” on disability programming and CO staff have had access to disability inclusion training. A disability access audit was completed for the CO, supported by the regional bureau. For RAM, training and support has led to inclusion of the Washington disability questionnaire²¹³ into selected surveys after translation into Sinhala and Tamil. This work needs to be further contextualized into the Sri Lankan culture.²¹⁴

Finding 34: While GEWE is integrated and mainstreamed in the CSP, the resulting actions required are progressing too slowly in some projects, especially within the HGSF project.

179. Gender has formally been integrated into the CSP and mainstreamed throughout implementation in accordance with WFP Strategic Plan (2017–2021), Gender Policy (2015–2020) and Gender Action Plan. The following were mentioned in the MTR and confirmed through KIIs with WFP CO staff and/or beneficiaries:

- Gender considerations were integrated into SO1 planning by adding requirements for gender balance among participants of training sessions and capacity strengthening, and prioritization of households headed by women, elderly, and disabled family members (both male and female) in targeting;
- Arrangements were made for child-care at food and cash distribution centres;
- Equal access was accorded to girls and boys for NSMP, and to women hired as monitors to provide alternative income- generating opportunities while their children are at school;
- Focused nutrition training targeted to women was provided;
- Opportunities were provided for women to engage in cash-for-work with Activity 6 with appropriate work hours for their participation (8am-2pm while children are in school);
- Women were selected as equal decision-makers under all projects;
- Full GEWE assessment was completed as part of the HGSF design; and
- For the monsoon preparedness that was part of EPR support (Activity 7), PLW and persons with disabilities were captured as vulnerable groups.

180. Gender was a central component of EMPOWER²¹⁵ and CHANGE.²¹⁶ For both projects, WFP partnered with organizations specialized in gender, notably UNFPA and the Health Promotion Bureau within the MoH, targeting both youth and PLW. A gender-sensitive approach was included in the design and monitoring phases of the R5n and resulted in the inclusion of a cash-for-work component that catered to women and those with disabilities. Women received equal wages to men for that work.²¹⁷

181. All of the above are important and indicate WFP’s commitment, but the ET and MTR²¹⁸ found that these activities cannot yet be considered gender transformative as called for in the aspirational CSP.

²¹² KII with WFP CO.

²¹³ The Washington Group on Disability Statistics promotes and coordinates international cooperation in the area of health statistics focusing on the development of disability measures suitable for census and national surveys. The major objective is to provide information on disability that is comparable throughout the world.

²¹⁴ KII with WFP CO.

²¹⁵ Case study #8.

²¹⁶ Case study #6.

²¹⁷ KII with WFP CO field staff and FGDs.

²¹⁸ WFP Sri Lanka 2021 Country Strategic Plan (2018-2022) Midterm Review Final Report. Colombo: January 2021.

More work is needed to improve monitoring of gender issues and to ensure all activities are gender responsive.

182. For example, design shortcomings of the pilot HGSF model are having a negative effect on women caterers (see Section 2.1). WFP needs to protect the rights of these vulnerable women to receive fair treatment for work and avoid unpacking the stresses associated with the impact of the economic downturn and of a reduced national NSMP budget on their shoulders. To address this, the CO is revisiting GEWE within HGSF, a private sector partner is providing free business training for the women caterers and government employed women development officers are now involved in each district. However, the ET found that this has not addressed the underlying issues of inadequate pay, long hours, a high workload and non-profitability for the women caterers.

183. Another example is that while women are benefitting from cash for work/assets activities under Activity 6, these are short-term activities that may not be sustainable, and therefore may fall short of gender-transformative results, without tackling the root causes of gender discrimination and inequalities.

184. Aware of the CSP's GEWE shortcomings, the CO hired a full time Gender Officer in February 2020 to provide a much-needed push in the right direction as the next CSP is developed.²¹⁹ The ET noted that the Gender Officer has made significant inroads with the CO to build deeper understanding of how nutrition, food security and gender are interconnected, why targeting PLW is so critical and carrying out assessments and bringing very specific and practical forward-looking recommendations.

Finding 35: The high-level commitment of the CSP's goal of making all SO's 'nutrition sensitive' (cross-cutting theme) was found to be a challenge for some SO's activities at the field level.

185. As recommended in WFP's Nutrition Policy, all SOs and activities in the CSP are intended to be nutrition-sensitive, using a variety of methods (e.g. targeting nutritionally vulnerable groups, incorporating indicators to understand the impact on nutrition and layering nutrition-specific activities within other programmes).

186. While the SUN PF was contracted to "layering in" nutrition-specific training in the four R5n targeted districts areas, there appeared to be little integration between nutrition and resilience programming. For example, the ET learned that WFP R5n field staff were not aware of the nutrition-specific activities being implemented in their districts by SUN PF.²²⁰ This is likely due to the delivery of activities through their respective silos: nutrition-specific (MOH) and agriculture specific (Ministry of Agriculture and related departments), and under the direction of SUN PF without direct involvement of WFP field managers.

187. On the other hand, WFP has demonstrated successes in coordination across multiple stakeholders at national level through the SUN Movement networks to produce the MSAPN.²²¹ The success of national-level coordination around nutrition programming needs to be emulated across line ministries and sectors (e.g. MOH and MoA) at subnational (district and divisional) levels to gain efficiencies and improve nutrition outcomes.²²²

188. Similarly, under SO1 and emergency response, PLW, children under 2 and other vulnerable groups noted in the Sphere Handbook²²³ as the priority groups for nutritional impact were not systematically prioritized. The only funded transfer in SO1 was targeted to school-aged children. The targeting of PLW and under-2 was not possible due to donor conditionalities.

²¹⁹ KII with WFP CO field staff and FGDs.

²²⁰ KIIs with WFP field staff and with SUN PF.

²²¹ National Nutrition Secretariat, Government of Sri Lanka, Multi Sector Action Plan for Nutrition 2018-2025.

²²² KIIs with WFP nutrition team and with SUN PF.

²²³ Sphere Association, The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response, fourth edition. Geneva, Switzerland, 2018.

189. The ET noted that linking the crisis response goal of Activity 1 with the shock-responsive safety-net building goal of Activity 8 could have targeted the most vulnerable with a greater possibility of nutritional impact.

EQ2.3: To what extent are the achievements of the CSP likely to be sustainable?

Finding 36: For most of the CSP subactivities studied, sustainability was a concern with many pilot projects seeking proof of concept having to rely on short-term unpredictable funding.

190. The ET studied 14 subactivities (see Annex 11 for a list of Case Studies), and for all but one – Case Study 12 which examined capacity strengthening support to EPR – sustainability was a concern. Several subactivities studied (Cases 1, 2 and 7) were one-off food or cash transfers, while others (Cases 3-6, 10, 13, and 14) were pilots seeking proof-of-concept. The flagship R5n has potential for sustainable resilience outcomes but requires additional time and support.

191. The ET found that short-term, unpredictable funding for initiatives, such as LMCS, SSTC, building safety net systems, and EMPOWER, made it difficult for WFP to sustain directly applied capacity development efforts.

192. WFP's primary strategic partner is the Government. The CSP's central sustainability strategy is to have the government take ownership of WFP initiatives, continuing with funding and adjusting and scaling up as appropriate.²²⁴ This relies on five key assumptions. First, that pilot projects are of adequate duration to demonstrate results, with strong M&E to capture lessons learned. Second, that capacity developed within government systems is maintained despite personnel turnover and institutional memory challenges. Third, that political support for approved policies and approaches continues despite changes in government.

193. Fourth, that resourcing for evidence-based programmes and activities – such as NSMP, Thripasha, the Samurdhi social protection system, the national nutrition strategy and action plan, EPR and community-based resilience programming – will be budgeted despite changes in Government and economic hardships. Finally, that civil society and the private sector will be given space to participate and provide leadership and innovation. With these assumptions in mind, the ET completed a meta-analysis across the 14 case studies to inform an assessment of sustainability for the 8 CSP Activities (see Table 4 in Annex 15).

194. Synthesizing across the dimensions summarized in Table 54, sustainability of CSP Activities is assessed as:

- More likely for the NSMP (SO2/Activity 2), Thripasha (SO3/Activity 5), and emergency preparedness and response (SO4/Activity 7);
- Somewhat likely for livelihoods and asset creation (SO4/Activity 6); and
- Unlikely for the remaining activities i.e. HGSF (SO2/Activity 3), rice fortification (SO3/Activity 5), national nutrition information systems (SO3/Activity 4), coordination of the Multisectoral Nutrition Action Plan (SO3/Activity4), SBCC (SO3/Activity 4) and digitalization of the social safety nets (SO1/Activity1).

195. If government resources were available and agreement among multiple ministries could be reached, the digitalization of the social safety nets starting with Samurdhi would be more likely.

196. One sustainability challenge that the CSP faces is funding: most subactivities have relatively short-term funding commitments with renewal often uncertain, which limits strategic long-term planning that could better assure sustainability.²²⁵ The one-to-three-year funding cycle is typically inadequate for complex change dynamics to conclusively reveal best practises.

197. Another challenge, as WFP partners almost exclusively with the Government and depends on their extensive but underresourced staff and systems, is that longer-term resilience projects (e.g. CCAP, R5n)

²²⁴ WFP, Sri Lanka CSP (2018-2022), November 2017.

²²⁵ KIIs with WFP CO staff and subject matter experts external to WFP.

struggle to fully engage local communities and government. The integrated systems approach required to consistently expand resilient livelihoods is only in place while the project provides a surge of funding and external facilitation and technical support. This was clearly evident with CHANGE (Case Study 6) and EMPOWER (Case Study 8). Some CO staff fear the same will be true for the HGSF pilot (Case Study 3), the innovations being introduced by SSTC in Anuradhapura (Case Study 11) and for the LMCS initiative (Case Study 14).

198. The HGSF inputs and intensive surge-support by WFP to encourage caterers (e.g. seeds and tools, small irrigation systems, gas stoves, poultry, one-on-one coaching) are unlikely to continue after the pilot. Especially with profitability unproven and the observed workload increase for already overburdened women farmers and meal providers, sustainability is a concern. Its potential would be stronger if the pilot manages to build a shared responsibility within targeted communities – across genders, age groups and income levels – to grow their own foods and collaboratively subsidize the NSMP.²²⁶ This type of community-level behaviour and system change requires long-term engagement and support, as does nutrition SBCC.

Finding 37: A more systemic approach is required for effective and sustainable capacity strengthening, including a shift from continuous in-service trainings to pre-service capacity strengthening.

199. The issue of high government staff mobility and turnover, combined with WFP's approach of one-off or repeated in-service trainings of government staff is not effective for sustained capacity strengthening. With the exception of national-level EPR, the ET found little evidence of a systems approach such as updating pre-service curriculum in institutions that train people for government services, nor support for government human resource systems that build in-service competencies. Further, the ET observed insufficient attention to CBOs, micro-credit, and other farmer empowerment options.²²⁷ The exception was WFP's work with Farmer's Organizations, although this was a lower priority than a quick expenditure of funds for constructing livestock shelters.²²⁸

200. It was found that repeating capacity strengthening without improving the systems (pre-service and in-service), is not sustainable and will likely require endless inputs from donors. For example, the current EPR support plan (2020-2024) aims at strengthening coordination between government and key humanitarian actors, especially regarding emergency preparedness activities in line with the National Disaster Management Framework on EPR. However, a press release²²⁹ indicated an earlier three-year phase (2018-2020) took place in the same seven districts (plus Mullaitivu and Batticaloa) with the same aim and roughly the same budget, suggesting that the previous phase of capacity strengthening was not sustained.

201. In 2017, WFP supported the Sri Lanka Institute of Development Administration (SLIDA) to develop a diploma programme for higher level administration on Disaster Planning and Management. If fully implemented, this initiative would result in more sustainable improvement to technical capacity for EPR, as students would be trained appropriately prior to entering government positions, removing the need for 'capacity strengthening' on the job.

EQ2.4: In humanitarian contexts, to what extent did the CSP facilitate more strategic linkages between humanitarian, development and, where appropriate, peace work?

Finding 38: The CSP consciously facilitated linkages between humanitarian and development work and peace work.

202. While WFP was not working in a humanitarian response context during the current CSP, the positioning of projects in the north and south, for both Tamil and Sinhalese beneficiaries, facilitated peace work (e.g. support to NSMP districts in the north, location of flagship R5n programme in both

²²⁶ Ibid.

²²⁷ Observations, KIIs and FGDs during visits to four districts and related divisions.

²²⁸ KIIs with WFP field staff and representatives of FOs in four districts during site visits.

²²⁹ WFP Press Release, 23 May 2018.

northern and southern districts, and a small peace and reconciliation project, EMPOWER in Mullaitivu). The latter project fostered peace by targeting female former combatants and other conflict-affected vulnerable women, improving their social networking and business strategy skills, and organizing knowledge exchange visits between the north and south regions.

203. An example of the CSP bringing together humanitarian relief while also addressing underlying causes of food insecurity was WFP's incorporation of cash-for-work as a component of their flagship resilience-building and livelihoods programme (R5n).

204. Working with other UN agencies, Government and civil society under the SUN Movement umbrella, WFP helped develop the national Multi-sectoral Action Plan on Nutrition (2018-2025)²³⁰ that includes approaches to prevent and treat malnutrition, strategically linking development, social protection and relief efforts to improve nutrition.

205. Providing surveillance data on food security, nutrition and cost of diets, and supporting research to inform appropriate interventions also provides opportunities for WFP to bridge the humanitarian and development gap.

206. A further example of WFP's attention to the humanitarian, development and peace nexus was the 2021 Conflict Sensitivity Analysis, an internal review of WFP Sri Lanka's programming contributing to peace and doing no harm.

2.3. EQ3: TO WHAT EXTENT HAS WFP USED ITS RESOURCES EFFICIENTLY IN CONTRIBUTING TO COUNTRY STRATEGIC PLAN OUTPUTS AND STRATEGIC OUTCOMES?

EQ3.1: To what extent were outputs delivered within the intended timeframe?

Finding 39: Underutilization of available resources and implementation delays were often due to uncertain funding, COVID-19 restrictions and complex government processes. Multiyear extensions were required to complete several projects.

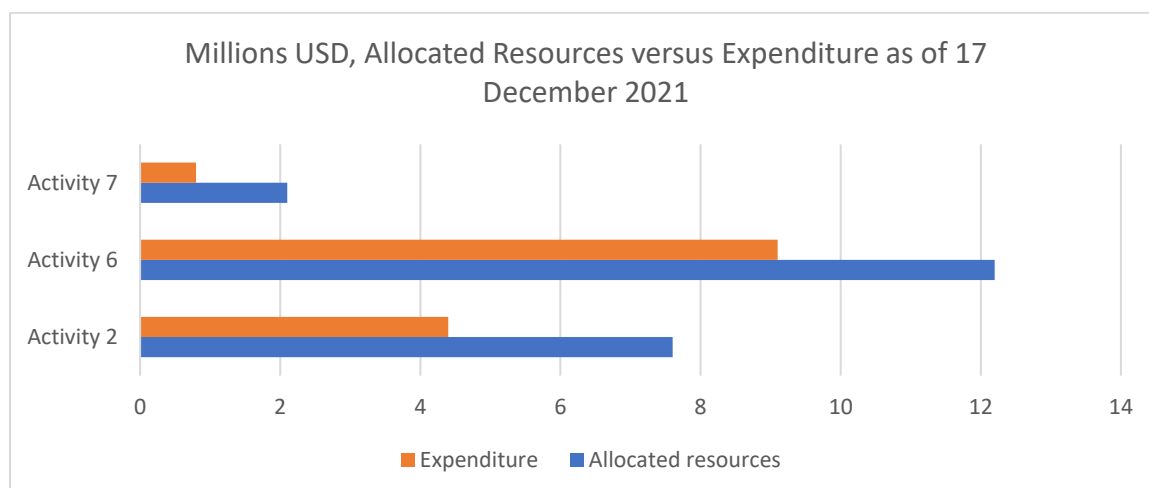
207. The MTR calculated in early 2021 that the CSP was consistently attaining 90 percent annual expenditure targets set out in implementation plans.²³¹

208. Figure 13 compares expenditures against allocated resources for 3 activities which donors were most keen to fund. Taken together, Activity 2 (food transfer for NSMP), Activity 6 (resilience programming, mostly under R5n) and Activity 7 (EPR) were on average 95 percent funded against their NBP budget targets, allowing a more meaningful analysis of the timeliness of the output delivery than other activities. Roughly 15 months before the end of the CSP's lifecycle, the average expenditure of committed resources for these 3 activities was 65 percent, indicating underutilization and slower than ideal output delivery.

²³⁰ Sri Lanka, National Nutrition Secretariat. n.d. Multi-sectoral Action Plan on Nutrition 2018-2025.

²³¹ MTR, p. 33. Implementation Plans are defined by the CO on an annual basis to align and sometimes reduce its level of ambitions based on forecasted levels of funding.

Figure 13: Allocated Resources versus Actual Expenditures for Activity 2, 6 and 7 (2018-2021)



Source: IRM Analytics (downloaded on 22.12.2021)

209. One of the reasons given for activity and related output delays was uncertain resourcing. For example, under SO2 (Activity 2), the CO had expected a large grant from a major donor which did not come through, and a donation of canned fish was held up due to quality control issues. Earlier work on rice fortification (Activity 3 and 5) was also delayed due to funding challenges, but this has been mitigated with the July 2020 approval of a multi-year USD3.58 million donation by the South Asian Association of Regional Cooperation (SAARC).²³²

210. The innovative CHANGE, SBCC, SSTC and LMCS initiatives were typically approved as one-year pilots with the expectation that they could be leveraged for further support. However, key informants²³³ found that expectations about what could be done in such short time frames were unrealistic. For example, CHANGE was a behaviour change campaign and was focused on strengthening National Nutrition Information Systems, with ambitious expectations, but had only one year of funding. The project did eventually secure a one-year no-cost extension, but even that was not considered sufficient except for the delivery of basic outputs, such as weigh scales and height boards to MOH.²³⁴

211. The challenge to efficiency created by multilevel approvals and slow cash flow through complex government bureaucracies was mentioned by most WFP KIs and by several government counterparts based at district and division level. The complexities of this challenge are explored in detail and highlighted as a major efficiency issue in the MTR.

212. The subactivity most challenged in meeting expected output delivery timelines was CCAP. Initially planned for a three-year period, the project started in 2013 and went through four one-year no-cost extensions, finally closing seven years after it started in September 2020.²³⁵ Project efficiency was found to be low, mainly due to multiple layers of implementation. The project was overly ambitious, with activities across different sectors that required complex coordination across government departments.

213. There were two years of start-up delays (slow recruitment processes, initial management team with too many other responsibilities, high staff turn-over, among other factors) and delays in cash disbursement due to capacity constraint of the project's main government partner, the Ministry of Environment and Wildlife Resources (MEWR).

²³² Case Study #4.

²³³ KIs with WFP, GoSL and a UN donor to one of the initiatives.

²³⁴ Case Study #5.

²³⁵ Case Study #9.

214. The bulk of expenditures under the CSP have been for SO4, Activity 6 and its R5n project. Launch of the project's second phase was delayed by more than six months due to the Easter bombings, national elections and then COVID-19 restrictions. By the end of 2020 – 17 months into the 40-month Phase 2 of this project, only 21 percent of allocated resources had been spent.²³⁶ COVID-19 restrictions were a major contributor to output delivery delays.

215. For an up-to-date perspective of R5n success in delivering outputs within intended timeframes, the ET examined detailed records of planned versus actual activity progress at division level. In Mullaitivu District, Thunukkai Division, about USD104,600 (62 percent of allocated resources) had been spent in the first 10 months of 2021 (Table 20). Most of this amount (74 percent) was spent on construction material for goat and cattle sheds with 78 farmer households as the targeted beneficiaries. WFP field staff and government officers agreed that while some momentum has been gained in 2021, the project will require an extension to allow delivery of expected outputs.²³⁷

Table 20: R5n Expenditures in Thunukkai, first 10 months of 2021

Activity	Amount Received from R5n	Amount Expensed at Division Level
Agro-well rehabilitation (51 HHs)	9,384,000	4,712,000
Goat and cattle shed construction (78 HHs)	20,295,000	15,670,000
Awareness and vocational training	1,698,750	30,750
Fingerlings tank stocking	2,069,080	0
Other	957,120	791,110
Total in Sri Lankan Rupee	34,403,950	21,203,860
USD Equivalent (1 USD = 202.8 LKR)	\$169,700	\$104,600
Expenditure as percentage of received		62%

Source: Mullaitivu District Secretary, WFP Review Meeting, Mullaitivu District, 24 November 2021.

(Handout produced for visit by WFP CD, p. 11)

216. COVID-19 related movement and interaction restrictions were unanimously offered by all KIIs as an explanation for delays. The pandemic “put a brake on much of the [CSP] portfolio,” and initially it “completely shut down the country”.²³⁸ WFP staff could only meet remotely while the country was in tight lock-down from March to May 2020. Working remotely was not realistic for many in the government as they had no laptops or connectivity at home.

217. Face-to-face KIIs in four districts found a mixed level of satisfaction of direct beneficiaries with timeliness of assistance received. For example, farmers receiving assistance to construct agro-wells complained of a slow process, over-supervision of construction, project inflexibility in the face of rising costs and a delayed money flow. Households building goat and cattle sheds complained that delays had significant financial implications: building material costs had gone up to the point that the agreed subsidy was no longer sufficient, causing them to be out-of-pocket. Other KIIs, specifically cash-for-work recipients and PLW recipients of cash payments, generally expressed satisfaction with the payments that they had received, including in the timeliness of receipt.

²³⁶ WFP, Building Resilience against Recurrent Natural Shocks through Diversification of Livelihoods for Vulnerable Communities in Sri Lanka, 2020 Annual Report, 2020.

²³⁷ KIIs with WFP CO staff.

²³⁸ KII with WFP CO staff.

EQ3.2: To what extent was coverage and targeting of interventions appropriate?

Finding 40 – Vulnerability, especially of women and children, due to persistent poverty, issues of food availability and affordability of nutritious diets, was consistently considered in the CSP targeting approach

218. The process of developing the CSP included extensive discussions with the Government and was informed by an independent strategic review of food security and nutrition. Each subactivity, especially projects with their own budgets and timelines, had additional assessments and consultations to further fine tune appropriate targeting and coverage goals, as summarized in Table 21.²³⁹

Table 21: Appropriateness of coverage and targeting by SO and Subactivities

SO	Subactivities	Coverage	Targeting	Appropriateness
SO1	THR	77,598 children in 1,100 schools	School-aged children	MoE selected schools in more vulnerable areas; PLW, and children under 2 would have been more appropriate for COVID response
SO2	NSMP Food	481,610 primary school children, blanket	School-aged children	Determined by the NSMP and its internal priorities
	HGSF	63 caterers in 42 schools in two districts	School caterers (mostly female)	Selected vulnerable districts where WFP already working (5Rn)
SO3	Rice fortification	34,000 primary school children in 267 schools, blanket	School-aged children	MoE selected Anuradhapura District for this pilot
	CHANGE	More than 1,000 women in 6 districts plus MoH staff	Vulnerable women and the MoH	5 of these districts were “layered” as part of R5n
	Thriposha (maize)	Blanket coverage of PLW and malnourished children through health clinics across Sri Lanka	MoH Thriposha targets PLW and malnourished children	Thriposha production and distribution system managed by GoSL MoH
SO4	EMPOWER	350 vulnerable women and a local women’s cooperative	Female former combatants in Mullaitivu	District and targeted groups selected by ILO WFP and GoSL based on vulnerability
	CCAP	14,000 rural households and their farmer organizations (FOs), 987 government officers trained	Vulnerable farmers in 3 DSDs, locations prone to adverse effects of climate change	Selected by UNDP, WFP in consultation with GoSL based on climate change risk assessment and mapping
	SSTC	1,000 smallholder farmers and two farmer organizations plus 10 MoA officers	Established farmers in Monaragala and Anuradhapura districts	Selected by WFP and FAO in consultation with GoSL based on accessibility to rice and maize farmers
	R5n	5,090 women and 4,892 men of 2,150 households in these divisions plus 222,140 individuals through seed distribution	Vulnerable rural HHs and communities in poorest and most vulnerable divisions within districts	5 districts were selected as part of the CSP design and approval process based on climate-risk and vulnerability assessment mapping
	EPA	More than 500 government officers trained across target area	GoSL officers involved in EPR in Colombo plus 4 provinces and 7 districts	Selected by ministry officials responsible for EPR structures in Sri Lanka
	Social protection	1,517 pregnant and nursing mothers received cash assistance plus 7,500 vulnerable individuals pre-registered	Vulnerable PLW in six districts, plus technical support to Samurdhi system and staff	Selected by GoSL through Samurdhi system based on vulnerability. 5 of the districts were also R5n selected districts
	LMCS	4,000 farmers	Vulnerable HHs in the districts of Monaragala and Mullaitivu	HHs selected by WFP and GoSL based on assessment and mapping of climate-risk

Source: Annual Country Reports and KIIs with CO

219. Table 21 shows that subactivities were specifically targeted to vulnerable districts and divisions and to vulnerable households within these geographic areas. For example, Phase 1 of the CSP’s largest project, R5n, targeted vulnerable households in former conflict zones in the Northern and Eastern provinces and vulnerable farming communities in the Central and Uva provinces. The 13 targeted districts were selected based on criteria of poverty, food availability and affordability of nutritious diets, with a specific focus on the vulnerabilities of women and children.²⁴⁰

²³⁹ Drawn from case studies.

²⁴⁰ WFP Sri Lanka, Community-based Resilience Building to Reduce Risk and Vulnerability to Shocks for Food Security Improvement of the Most Climate-Affected Communities in Sri Lanka, Synthesis Report, October 2016–September 2019.

220. For Phase 2 of R5n (2019-2022), WFP narrowed the coverage further, this time targeting rural households engaged in agriculture livelihoods in only five districts selected from the larger subset as the poorest and “worst affected by climate change.”²⁴¹

221. While the CSP specifically notes that food assistance for school meals will focus primarily in the plantation sector where food security and nutrition challenges are the most severe, the ET noted that the HGSP pilot is not covering these areas.

222. The CSP provided clear strategic expectations on priority target beneficiary groups (children under 5, adolescent girls and women of reproductive age), and targeting areas where nutritional deficiencies are highest (plantation sector, areas, poorest urban and rural areas). The ET observed a shift away from these target groups to the general population and school-aged children, for example with food transfers to NSMP, the SBCC strategy and rice fortification for primary schools.

223. Global evidence for the most effective period for nutrition interventions (first 1,000 days of life) is noted in WFP’s Nutrition Policy.^{242,243} As one KI noted, “WFP has traditionally focused on school-aged children, but that doesn’t address nutrition. For that you need to focus on women.”²⁴⁴ Staying focused on these targets will result in more effective outcomes for nutrition.

224. Targeting and coverage effectively linked emergency response and resilience activities evidenced through a ‘COVID 19 Response Reorientation’ in the R5n programme, where 86,808 individuals were targeted for home gardening support (subsidized seed packages) and 222,140 individuals were reached (as of end 2020).²⁴⁵

Finding 41: CSP’s flagship project works in the vulnerable divisions within 5 of the most vulnerable districts of Sri Lanka. The WFP field presence for R5n further helps to assure appropriate targeting and coverage and implementation efficiency.

225. The monitoring baseline completed for Phase 2 of R5n provides further evidence that the five districts selected by WFP for this project were food insecure, with a high prevalence of unacceptable food consumption scores, especially among women (Figure 14).

²⁴¹ WFP Sri Lanka, Baseline Report, Project R5n (Phase II) December 2020.

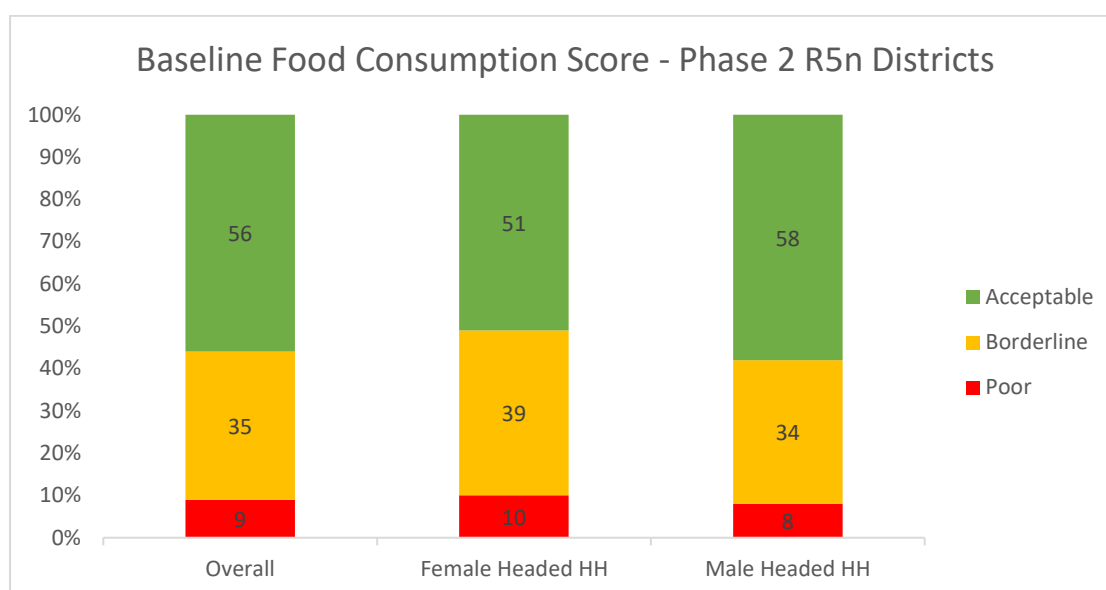
²⁴² See Lancet series on addressing malnutrition, 2018.

²⁴³ WFP Nutrition Policy, 2017.

²⁴⁴ KI with GoSL.

²⁴⁵ Case Study 11: Building Resilience through Diversification of Livelihoods Project (R5n).

Figure 14 - Baseline Food Security and Nutrition Indicators for R5n, Phase 2



Source: Baseline Report Project R5N (Phase 2) December 2020

226. Specifically, the baseline showed that 44 percent of households were in the poor and borderline food consumption categories, including 49 percent of households headed by women (compared to 42 percent of male-headed households).

227. The CO supports field offices in the districts where R5n is operational, and a WFP Programme Associate plus a Field Assistant work from there. Field visits by the ET confirmed that these WFP field staff are directly involved in validation exercises, together with government counterparts, to review whether households nominated for assistance meet the targeting criteria. WFP field presence for R5n helps to assure appropriate coverage and implementation efficiency.

EQ3.3: To what extent were WFP’s activities cost-efficient in delivery of its assistance, while considering potential trade-offs with cross-cutting aims?

Finding 42 - The Government covers a significant portion of CSP implementation costs, and this leverage adds to WFP’s cost-efficiency

228. The efficiency of CSP activities is boosted because Government covers a significant portion of implementation support costs through direct involvement of government officers, office space and equipment and transport. Government support to WFP programming is integral to the Basic Agreement of 1968. This commitment was updated and strengthened in a detailed Letter of Understanding (LOU) signed in 2018 as part of the CSP approval process. This LOU states that the Government will provide resources at an estimated value of USD20 million annually to support the CSP implementation.²⁴⁶

229. The exact value of resources provided by the Government to the CSP implementation is not tracked by WFP nor the Government, but the contributions are clearly substantial. For example, the PMU alone has 16 staff designated at national and subnational level to support the CSP implementation.²⁴⁷ At each district, only 2 WFP staff are posted to implement R5n. Their role is intended to be primarily facilitative with the bulk of project implementation expected to be done by an array of government officers. The situation is similar across the CSP. For example, WFP support to the NSMP and to EPR is primarily through technical assistance. For EPR, the two WFP staff that are central to the CSP’s contributions work

²⁴⁶ Ibid, MTR, p. 36.

²⁴⁷ KII with PMU.

from a designated office space provided by the Disaster Management Centre and have a mentoring and catalyst role rather than distinct accountabilities of their own.

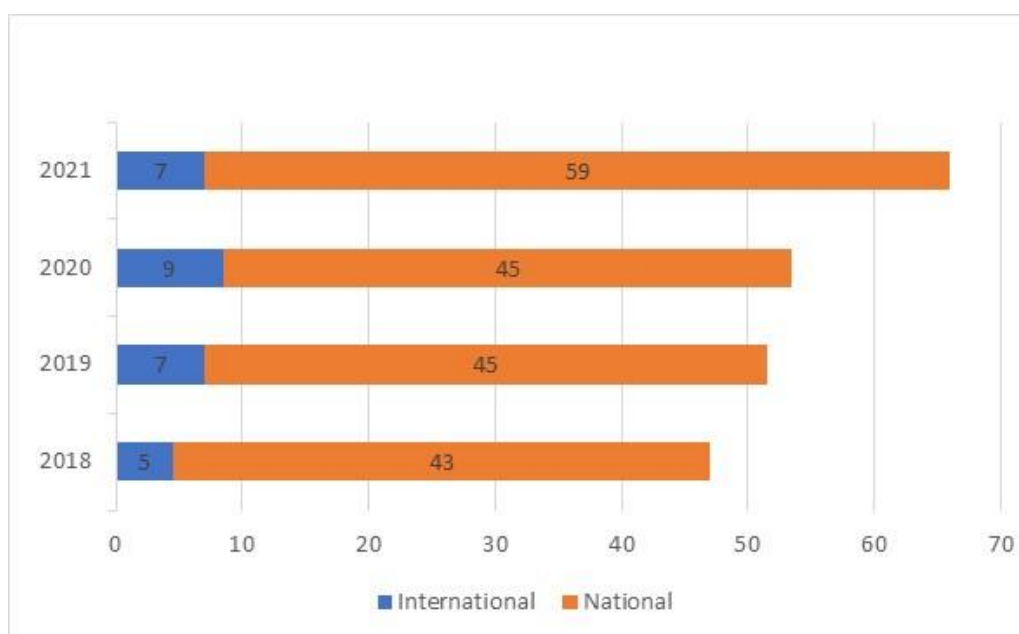
Finding 43 – A counterweight to CSP efficiency is that overlapping government departments at national and subnational levels often lack capacity and resources to meet agreed planning targets

230. The counterweight to efficiency from the leverage of Government contributions is that government structures are complex, officers and departments often change and accountabilities across departments overlap. In addition, government departments at national and subnational levels often lack the capacity and resources to meet planning aspirations. This challenge was repeatedly expressed by WFP CO staff. At division level, lack of access to transport and lack of incentives and basic tools-of-the-trade hinder the efficiency of technical support staff thereby slowing project activities.

Finding 44 – While the CO had an adequate level of human resources, there is a perception that the quality of technical assistance offered by WFP in Sri Lanka is sometimes compromised because the CSP is overly responsive and involved simultaneously in too many initiatives.

231. Figure 15 presents an overview of the CO international and national staffing during the CSP. These numbers are averages and inclusive of all contract types. There is a clear trend of an increasing HR level. While the office had 5 international staff in early 2018, in late 2020 this had almost doubled to 9, and at the time of this evaluation, there were 7 international staff in the CO.²⁴⁸ While on average the CO has had 54 staff, this number has significantly fluctuated each month and over the years. At its lowest, in late 2018, the CO had 39 staff and 67 at its highest in September 2021, an increase of almost 72 percent.

Figure 15: Average number of CO staff, international and national, by year (2018-2021)



Source: CSP HR Statistics (shared on 10.06.2022)

232. The CO staffing structure and skills are strategically tailored to enable increased government partnership and to advance national ownership. The ET analysed the composition of the staff in relation to gender and type of contract (short-term vs. fixed term and national vs international), as shown in Annex 15 (Figure 20, Figure 21 and Table 53).

233. Considering the overall size of the country portfolio (approximately USD24 million expenditure as of 31 January 2022) and the mix of complexities (with about one-third being food and cash transfers), an average of 54 full-time-equivalents would be an adequate level of human resources. However, the CSP has a wide range and large number of innovative and complex initiatives and pilots, many of them

²⁴⁸ This number includes short-term United Nations Volunteers.

short-term in design while still requiring specialized expertise and monitoring and evaluation for effectiveness. Regular HR reviews, with support and oversight from RBB, provide guidance for the CO HR structure to be the right size for its CSP budget.

For example, at least 15 new staff were recruited at the CSP onset, mainly for R5n, following a staffing realignment exercise. Yet the broad perception is that staffing remains insufficient.²⁴⁹ With CCS/TA at the core of the CSP requiring long-term and sustained specialized expertise, the ET found that staffing, particularly of sector specialists, to be less than adequate for the current number of specialized and complex programmes requiring specialized expertise and with corresponding constraints in staffing for the level of monitoring and evaluation required by WFP.

234. The CSP is geographically spread and it partnered with a complex array of different government departments and institutions. The perception among many WFP CO staff is that the quality of technical assistance is sometimes compromised by being overly responsive, doing too much and being involved simultaneously in too many initiatives. For example, smaller research and pilots (CHANGE, SSTC, LMCS, IFPRI) funded by WFP HQ and RBB led to numerous, time-consuming interventions in different districts.

235. While “layering” activities – using a holistic, integrated development model in five key targeted districts – offers management and monitoring efficiencies, and is part of the CSP’s aspiration, funding opportunities, government requests, requests from HQ and RBB and a WFP culture and spirit of innovation has led to a programme mapped across most of Sri Lanka.²⁵⁰

EQ3.4: To what extent were alternative, more cost-effective measures considered?

Finding 45 – Under this CSP, WFP has explored and is using alternative cost-effective programming modalities consistent with its overall commitment to move from direct transfers to country capacity strengthening.

236. A search for cost-effectiveness is consistent with the CSP’s overall commitment to move from direct transfers to CCS and necessary given the challenges in securing resources. In light of funding constraints, the CO is aware of the need to seek efficiency gains. For example, since the nutrition component (SO3) was underfunded (only 28 percent of the NBP)²⁵¹, the CO incorporated nutrition into other programmes (e.g. collaboration with a local TV cooking show and integrating nutrition into R5n).

237. Further, the CO identified opportunities for collaboration and co-funding with partners for nutrition resourcing. For example, the partnership with IFPRI, designed to identify the value of integrating nutrition into resilience programmes.²⁵² The CO partnered with the SUN-PF to promote appropriate nutrition messages at community level.

238. The CO also pursued cost-effective alternatives by leveraging CSP budgets with other UN agencies, for example, with the International Labour Organization (ILO) for the EMPOWER project, UNDP for CCAP, and UNFPA for CHANGE. For SO2, the CO, with support from RBB and HQ, has been advocating and promoting HGSF as a potentially more cost-effective alternative for food delivery within the NSMP. Under SO 4, Activity 8, the CO has worked directly with the Samurdhi Department and its existing safety net system, piloting digitizing beneficiary registration and CBTs, with the Government requesting a scale-up due to the efficiencies gained.²⁵³

²⁴⁹ KIIs with WFP CO, GoSL, UN and donors.

²⁵⁰ The map of the WFP CSP programmes in Sri Lanka shows activities in 21 of the 25 administrative districts. Only Gampaha, Kagalle, Kandy and Hambanthota are excluded.

²⁵¹ KII with WFP CO.

²⁵² IFPRI, Improving Smallholder Livelihoods and Nutrition: An Evaluation of WFP’s Nutrition-Sensitive Food for Assets program in Sri Lanka, Study protocol, November 2020.

²⁵³ KIIs with WFP CO and GoSL.

2.4. EQ4: WHAT ARE THE FACTORS THAT EXPLAIN WFP PERFORMANCE AND THE EXTENT TO WHICH IT HAS MADE THE STRATEGIC SHIFT EXPECTED BY THE COUNTRY STRATEGIC PLAN?

EQ4.1: To what extent has WFP been able to mobilize adequate, predictable and flexible resources to finance the CSP?

Finding 46 – About two thirds of the CSP’s original NBP budget had been resourced by January 2022. Most of the resource shortfall is due to the crisis response (SO1) not being significantly activated, plus a lack of donor response to planned CCS- related to nutrition and school feeding.

239. As shown in Table 22, six donors together contributed some 38 percent of total CSP revised NBP for the period 2018-2022, most of which was earmarked for specific projects. The Republic of Korea has been by far the single largest donor. While its funds were earmarked for R5n, it has shown flexibility, for example authorizing that unspent project funds due to COVID slowdowns be used for Thriposha maize purchases.²⁵⁴ The Government contributed less than one percent of the CSP’s NBP, although this does not include the significant in-kind contributions made by the Government in terms of staff, office space, transport, among other factors.

²⁵⁴ Case Study #7.

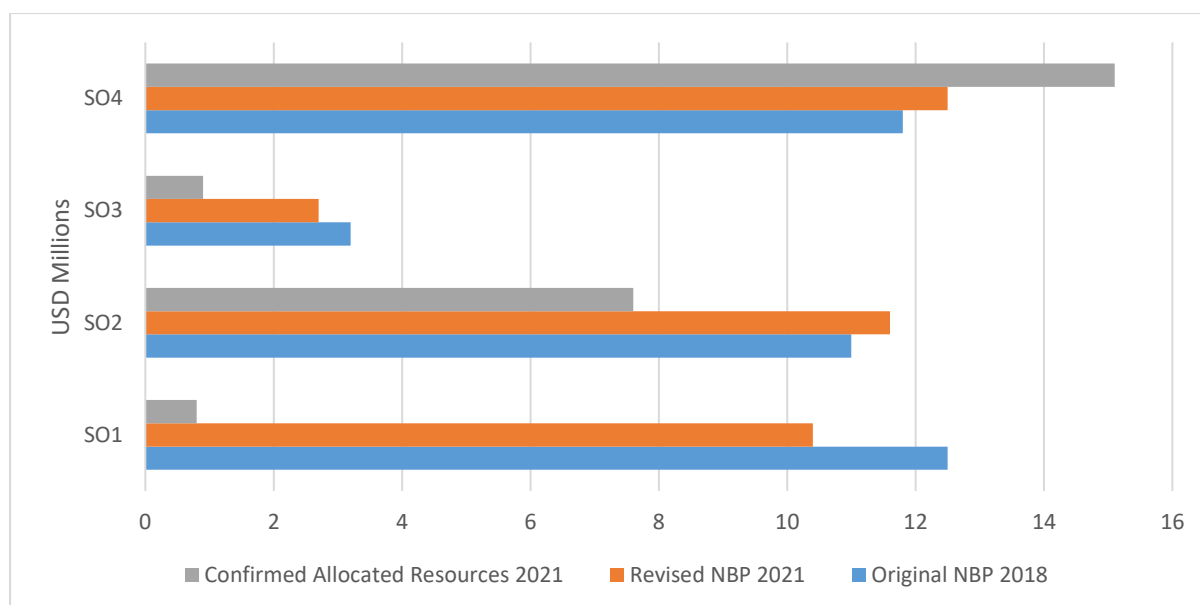
Table 22: Allocated Contributions to the CSP, as of 3 February 2022²⁵⁵

Donor	Allocated Contributions (USD)	Share of Revised Need-based Plan
Australia	337,514	0.6%
Canada	785,653	1.5%
Japan	3,083,624	5.7%
Republic Of Korea	8,744,406	16.2%
Switzerland	731,524	1.4%
Russian Federation	5,500,000	10.2%
USA	1,650,000	3.1%
Total ODA Funds		38.6%
UN Other Funds and Agencies	1,121,090	2.1%
UN Peacebuilding Fund	515,000	1.0%
Total UN funds		3.0%
Private Donors	2,127,278	3.9%
Total Private Funds		3.9%
Sri Lanka	164,331	0.3%
Total GoSL funds		0.3%
Flexible Funding	3,197,813	5.9%
Miscellaneous Income	962,415	1.8%
Regional Allocations	5,890,566	10.9%
Resource Transfer from 2017 CO program	2,300,769	4.3%
Total Other Funds		22.9%
Total Commitment (USD)		37,111,984
Revised Needs Based Plan Requirement (USD)		53,968,147
Percent of revised NBP funded		68.77%

Source: WFP The Factory (downloaded on 03.02.2022)

²⁵⁵ Allocated contributions include all resources allocated for the entire CSP cycle (i.e. until end of December 2022 in the case of the current Sri Lanka CSP) and include flexible and directed multilateral contributions, miscellaneous income, exchange rate variations, and more. However, unlike allocated resources, they do not include advances.

Figure 16: Percentage of allocated resources against the original and revised needs-based Plan by SO, as of 31 January 2022²⁵⁶



Source: IRM Analytics (downloaded on 22.03.2022)

240. While a resource mobilization strategy was in place, as of January 2022, the CSP only secured 69 percent of the NBP for the period 2018-2022. The CSP relied on uncertain and unpredictable resource mobilization.²⁵⁷ Several initiatives that were one-off or short-term could have been more outcome oriented if more predictable, multi-year funding had been available (CHANGE, Thripasha support, EMPOWER, rice fortification, SSTC or LMCS).²⁵⁸

241. Once the CSP was approved, the donor was invited to confirm pledges and preferably to make untied commitments. Yet, about 60 percent of the directed multilateral contributions were earmarked at activity level (see Figure 8), which explains the variations in funding level from one activity/SO to another.

Finding 47 – Resilience is the focus area that has been of most interest to donors and is consistent with the strategic shift expected from the CSP. Within this focus area, the CCS for Sri Lanka’s shock-responsive safety net system has been underfunded.

242. Looking across the full CSP and the resources mobilized since 2018, programming for community-based resilience building (SO4), including climate adaptation, has been the focus area of greatest interest to WFP donors. Under SO4, the CO has been successful in mobilizing adequate, predictable and flexible resources against CSP and annual work planning targets. Almost 96 percent of the revised NBP budget for SO4 has been mobilized, with Activity 6 the most successful in securing funds, followed by Activity 7, CCS for EPR.

243. All three activities under SO4 secured higher funding as a share of the revised NBP as compared to activities under other SOs. Social protection, Activity 8, was the least funded under SO4 (72 percent of revised NBP). Social protection was one of the 3 Activities that did not resonate strongly with funders, the other two being CCS for nutrition within NSMP (Activity 3) and scaling up fortification (Activity 5).

²⁵⁶ See annex 15, Table 48 for a complete breakdown by activity.

²⁵⁷ KII with a WFP staff.

²⁵⁸ Case studies.

EQ4.2: To what extent did the CSP lead to partnerships and collaborations with other actors that positively influenced performance and results?

Finding 48 – WFP continued to nurture a strong partnership with the Government at national and subnational levels. Linkages with community-based organizations are needed to sustain gains that are presently made with WFP’s direct support.

244. As mentioned, under EQ1.4, the CSP has developed and leveraged an array of innovative partnerships and collaboration for results. WFP continued to nurture a central and primary partnership with the Government focused on both national and subnational institutions. The CO has relationships with various Ministries that are strong, diverse and mutually respectful. As reported earlier, long-established partnership with the Government has had both positive and negative implications for CSP efficiency and effectiveness.

245. At the same time, some WFP staff expressed the view that the CSP should also have adequate linkages with CBOs. This is based on the premise that civil society engagement and support is needed to sustain CSP interventions, for example, upon exiting R5n, or to demonstrate and support the behavioural change necessary to improve nutrition indicators. A lack of community-based partnerships and space to work with independent civil society actors is perceived by many KIs as deepening dependency on a complex network of shifting government institutions that are overstretched and underresourced.

246. WFP’s partnership with SUN-PF provides tangible connection and partnership with independent civil society actors and established CBOs. Collaboration with, and in some cases direct contracting with SUN-PF has helped the WFP programme effectively at community level to be independent from but still in direct collaboration with MoH and other government entities.²⁵⁹ Civil society leaders suggest that there are additional and deeper partnerships with CBOs that WFP could nurture.²⁶⁰

Finding 49 – The direct relationship between the WFP CO and the Government’s PMU centres around government oversight and authorization of operational details. An active NPSC, with line Ministry involvement, is required to support longer-term strategy and outcome performance for the CSP

247. The PMU is designed to be the “central coordinating body” within Government for all CSP activities.²⁶¹ The PMU’s role is appreciated by the CO and considered critical given that WFP works with as many as 20 different government agencies in CSP implementation.²⁶² For strategic planning, the CO looks more to the National Project Steering Committee (NPSC), but its committee meets infrequently. There have been requests from WFP to activate the NPSC so that a more strategic approach can be agreed to. This would provide a forum for direct involvement of relevant line Ministries and line agencies to better understand the strategic focus of the CSP.

248. The ET found that the PMU’s role in the implementation of the CSP is primarily financial and operational rather than strategic coordination of government agencies. Different KIs described detailed personal experience with approval delays, stalled payments, and long processes when work plans and operational decisions were reviewed by the PMU.

249. Specific articles within the 2018 LOU between WFP and the Government provide a means for clarifying and streamlining the PMU’s role. Standard Operating Procedures (SOPs) have also been developed and signed with relevant Government agencies which provide details of roles and responsibilities for implementation of specific subactivities, including timely transfer and reconciliation of financial resources.²⁶³ WFP staff explained that resolving implementation issues with their

²⁵⁹ Case studies 5, 6 and 11: SBCC, CHANGE and R5n.

²⁶⁰ KIIs with NGO, CBO and subject-matter experts.

²⁶¹ KIIs with PMU.

²⁶² Ibid., MTR.

²⁶³ Ibid., MTR, plus KIIs with WFP staff.

government counterparts required nurturing relationships of trust. The MTR concludes that “there is scope for a more systemic approach to developing SOPs.”

Finding 50 – WFP collaborated with other UN agencies on a number of important initiatives. However, this was limited to one-off events that produced mixed results.

250. Work with UNICEF on a national nutrition policy was highlighted. Also mentioned was collaboration with UNDP on climate adaptation approaches, with ILO on farmers associations and cooperatives, and with UNFPA on gender and sexual and reproductive health. WFP’s traditional role of providing up-to-date vulnerability assessments was highlighted as important for credible food security and nutrition monitoring under a One-UN mandate and framework.

251. Community-based resilience programming by WFP at times overlaps with the mandates of other UN agencies. For example, support for maize and rice production, harvesting and marketing (Case Study 10), and contribution of fingerlings and direct support to inland fisheries (Case Study 11), has traditionally been FAO’s mandate. Yet there was mixed evidence that field-based project-specific partnerships between WFP and other UN agencies led to improved performance.²⁶⁴

252. Consultations and inputs from other UN agencies were considered important: FAO (fisheries, agriculture support) and UNICEF (community-based mobilization around health outcomes) were most frequently mentioned by KIs. However, the EMPOWER project with ILO, CCAP with UNDP and CHANGE with UNFPA all had significant implementation challenges that were not mitigated through cross-agency collaboration. Partnering through these three projects were one-off events; and direct collaboration and support were not sustained beyond these contractual agreements.

EQ4.3: To what extent did the CSP provide greater flexibility in dynamic operational contexts, and how did this affect results, in particular as regards to adaptation and response to unexpected crises and challenges?

Finding 51 – The CSP provided greater flexibility than the previous country programme and supported a dynamic response to the COVID-19 pandemic

253. Key disruptions in the CSP’s operational context included the Easter terrorist attacks, several rounds of sustained election disruptions and the covid-19 pandemic. These forced the CO to constantly adapt throughout the CSP’s lifetime.

254. Government and UN KIs expressed overall satisfaction with WFP’s adaptations and most frequently cited the THR initiative, maize purchase for Thriposha and cash transfers to vulnerable PLW as positive examples of operational flexibility.

255. The CSP provided greater flexibility than the previous country programme. For example, the portfolio budget before 2018 was structured around projects and based on tonnes of food and associated local transport and storage costs, and this financial framework completely changed with the CSP.²⁶⁵ A benefit of the flexibility during the COVID crisis was the ability to reorient a portion of funding under non-emergency response SOs to address the crisis, as only a single request from Government was made under SO1 (cash for THR to be distributed to schoolchildren).

Examples of the COVID19 response reorientation include the increased allocation of the R5n funding to supporting home gardening (SO4, Activity 6), CBTs to vulnerable PLW (SO4, Activity 8) and the purchase of maize to maintain Thriposha production (SO4, Activity 6). Another benefit was flexibility around accessing short-term expertise. For example, when the CO hires a consultant, an associated “transfer cost” is calculated equal to the value of acquiring the new knowledge, and this can be allocated to different activities. In short, the financial reform that came with the CSP supported a more dynamic response to changes in the implementation environment.²⁶⁶

²⁶⁴ Case Studies 6, 8, 9.

²⁶⁵ KI with WFP staff.

²⁶⁶ KIIs with WFP staff.

Finding 52 – As part of the CO’s COVID-19 response, SO4 resources were reallocated to purchase maize for Thripasha under SO3. This adaptation took place in a distorted domestic market where the price of maize was inflated. Yet this helped to sustain the nutritional status for PLW and malnourished children.

256. Innovative WFP CO leadership was constantly looking for opportunities to boost funding and the reach of its programming, and to expense funds to meet both financial and beneficiary targets. The openness of the CSP supported this operational flexibility.²⁶⁷

257. A specific example of operational flexibility was WFP’s support towards the maize purchase for Thripasha production to address the scarcity of maize caused by the sudden ban on maize importation to reserve foreign currency and control the financial difficulties in 2020.²⁶⁸

258. In response to this unexpected crisis, WFP received authorization from its largest donor to reallocate part of the budget for R5n under SO4, Activity 6 for the purchase of maize valued at USD1.1 million under SO3, Activity 5. The maize was purchased by the Government on the domestic market from large traders. Although purchased at an inflated price, the WFP cash transfer restarted Thripasha production and helped to sustain the nutritional status of PLW and malnourished children.

259. The Government is responsible for both maize import regulations and Thripasha production. Maize import restrictions and new regulations promoting organic fertilizer will continue to limit local maize production and further inflate prices. The case study of this maize purchase initiative provides evidence of CSP operational flexibility, allowing WFP to adapt and respond to a Government request. However, it also rewarded a restrictive government import policy and contributed to the inflated price paid for two one-time purchases of maize from a closed local market under SO3.²⁶⁹ Established local maize wholesalers likely benefited from price gouging.

EQ4.4: How did the COVID-19 pandemic response, and any other key contextual realities help explain WFP’s performance, and the extent to which it has made the strategic shift expected by this CSP?

Finding 53 – Key contextual issues, most notably changes in government plus COVID-19 restrictions, negatively affected the CSP’s potential performance and directed a measure of attention to the immediate emergency response.

260. As summarized previously, key contextual realities that help explain WFP’s performance for this CSP include terrorist attacks, presidential and parliamentary elections and COVID-19 restrictions, with the most sustained disruption being the latter. The ET learned that WFP remained active throughout the pandemic. WFP was never completely absent, even during the peak of the early crisis when much about COVID-19 was unknown. The WFP CO was one of the first UN agencies in Sri Lanka to have staff return to the office.²⁷⁰

261. While progress significantly slowed in 2020, and throughout 2021, WFP adapted quickly to online and remote meetings, and local health protocols.²⁷¹ For the largest community-implemented project, 5Rn, field staff continued to be mobilized and despite difficulties, moved ahead with activity planning and implementation. This was evident to the ET during field visits.

262. Despite the pandemic, CCS and TA mostly under the resilience-building and root causes focus areas remained the CSP’s central focus (see Table). In early February 2022, 72 percent of the CO operational expenditures were recorded for TA, CCS and community-based development work. The largest single initiative under the CSP, R5n, a multi-year integrated, community-based resilience and climate

²⁶⁷ KIIs with WFP staff.

²⁶⁸ Case Study 7.

²⁶⁹ The ET was not mandated or equipped to undertake a comparative analysis of market impact for local vs the international purchase of maize.

²⁷⁰ KII with GoSL department head.

²⁷¹ KIIs with WFP staff.

adaptation development project – represents a significant strategic shift away from an emergency crisis focus.

Table 23: Evidence of strategic shift towards development

Focus area	Strategic outcome	Activity	Modality	Revised NBP (BR3)	% of CCS requirements of the NBP	Total expenditure as of 4.2.22	% of CCS exp of total exp
Crisis response	SO1	Activity 1	Direct assistance	10,635,000		314,739	
			CCS	1,519,465		388,596	
	Total SO1			12,154,465	13%	703,335	55%
Root causes	SO2	Activity 2	Direct assistance	11,102,566		1,199,154	
			CCS	1,024,098		957,107	
			Total act. 2	12,126,663		2,156,261	
		Activity 3	CCS	777,231		34,988	
	Total SO2			12,903,894	14%	2,191,249	45%
	SO3	Activity 4	CCS	1,890,565		815,836	
		Activity 5	CCS	981,737		37,301	
Total SO3			2,872,302	100%	853,137	100%	
Resilience building	SO4	Activity 6	Direct assistance	5,240,184		1,554,953	
			CCS	6,238,955		8,156,540	
			Total act. 6	11,479,139		9,711,493	
		Activity 7	CCS	2,214,515		753,850	
		Activity 8	CCS	1,344,487		1,004,187	
	Total SO4			15,038,141	65%	11,469,530	86%
Implementation costs				2,479,576		1,727,151	
Total Operational Costs				45,448,378	35%	16,944,403	72%

Source: CPB plan vs actual report (downloaded on 04.02.2022)

*NBP is for the entire CSP period while expenditures cover the period Jan 2018 to 04.02.2022

The total expenditure shown in this table is lower than in Table 2 because the latter also includes the inventory value of the commodities (stock)

3. Conclusions and recommendations

3.1. CONCLUSIONS

Conclusion 1: The programme was well aligned with national and UN priorities and demonstrated strong relationships with government. WFP is an important provider of country capacity strengthening to Sri Lanka's Disaster Management Unit and emergency preparedness and response, reflecting its comparative advantage in emergency response.

263. The CSP aligned with national government strategies, policies, plans and SDGs, and its commitment to improving country capacity in EPR, resilience-building and nutrition continues to be highly relevant given the risk of natural disasters, persistent high levels of undernutrition and the uncertain economic situation exacerbated by the COVID-19 pandemic.

264. Government, donors and WFP staff saw WFP's comparative advantage in capacity strengthening and/or policy support for disaster management, vulnerability assessments, and emerging in nutrition, resilience and social safety nets, which aligns well with the CSP's commitment to shift from direct humanitarian assistance to development and capacity strengthening.

265. During the course of the CSP, the Government required minimal support for emergency assistance requesting only two one-off cash donations from WFP. This reflects the government's increased capacity to address disasters and confirms WFP's decision to shift away from crisis response (SO1). In the next CSP, WFP needs to complete its transition to a more sustainable approach of strengthening government capacity in EPR, more efficient safety nets and evidence-based models for community-based resilience and nutrition.

266. This evaluation and the ongoing ToC work will likely lead to adjustments in the next CSP rather than changes in the final year of the present CSP. Two significant adjustments being considered by WFP CO for the strategic positioning of the 2023-27 CSP are: 1) Increasing the cross-cutting prominence of social protection by finding additional entry points for its integration; and 2) Minimizing activity 1, focusing on possible support to limited targeted vulnerable groups to be possibly scaled up in case of emergency using a technical budget revision.

267. The ET found the proposed changes to be in line with the current needs of the most vulnerable for improved social protection due to an increase in the poverty post-COVID restrictions and enabling an emergency response in the presence of increasing risks.

Conclusion 2: The performance of the CSP's strategic outcomes on nutrition and resilience were appreciated by stakeholders showing potential for positive outcomes with strategic follow-through.

268. Under SO3 WFP delivered technical assistance for a wide variety of short-term nutrition projects, but results require long-term and consistent follow-up and sustained funding. For example, WFP's technical assistance and advocacy support to the Government for scaling up the fortification of rice has been successful in building government capacity and establishing fortification regulations and guidelines. The next steps of the rice fortification programme need attention, including consideration of revisions to the safety net modality and the primary target group, and additional impact studies to have an effective impact on reducing anaemia.

WFP has successfully supported the updating of the Thriposha formula to treat moderate acute malnutrition, and with the first step of recipe development completed in this CSP. The next CSP will need to monitor production, distribution and outcomes of the revised Thriposha formula, a step requiring resources. The national nutrition SBCC strategy being developed is in its early stages with a limited budget and needing a clear monitoring and evaluation framework to assess the effectiveness of approaches for the most vulnerable.

269. All stakeholders attested to the effectiveness of selected resilience activities under SO4, particularly renovations of minor irrigation schemes and tanks resulting in increased cropping intensity and potential for increased food production, with some indicators of quality of diet improving over baseline for the R5n project. The R5n project has a robust monitoring and evaluation system and the partnership with an academic institution (e.g., IFPRI) enhances monitoring and evaluation components around nutrition and food security indicators. WFP monitoring of R5n has shown that more attention is needed to improve the interventions targeted to the most vulnerable (e.g. poultry farming), as most of these beneficiaries reported being unable to overcome challenges associated with the interventions. However, slow reporting on IFPRI's mid-term findings makes it difficult for course corrections on nutrition components during implementation phases.

270. SO4 contributions to enhancing the Government's long established social safety net, the *Samurdhi* system and to the piloted digitalization using SCOPE was well-received by the Government which requested that the initiative be scaled up.

Conclusion 3: Overall, more efforts are needed to enhance the sustainability of SO achievements.

271. Improvements to community-based resilience through preparedness and diversified livelihoods and improvements in nutrition through diversifying diets and changing behaviour take time and require a systems approach. However, most projects were of one to three year duration.

272. Therefore, more efforts are needed to focus on projects of adequate duration (longer than three years) and to include strong M&E to demonstrate results. Increasingly taking a systems approach to capacity development within government systems will help to maintain capacity despite personnel turnover and institutional memory challenges. Strategic and long-term advocacy in partnership with other UN agencies and stakeholders will contribute to political support for approved policies and approaches despite changes in government.

273. These efforts will help to support the CSP's overall sustainability strategy to have the government take ownership of WFP initiatives, continuing with funding, adjusting and scaling up as appropriate.

274. Furthermore, the Government can support change, but active, empowered CBOs and a partnership with the private sector are required to sustain gains at the community level.

Conclusion 4: WFP has increased investments in and explored approaches to addressing the root causes of hunger and food insecurity through a range of resilience and nutrition programming, and it now needs to narrow the CSP's strategic focus, aligning WFP's comparative advantages to the needs in the country.

275. During the CSP, WFP provided technical assistance and capacity strengthening to a wide range of research and pilot projects for evidence generation, new initiatives and programmes, under the social safety nets (NSMP), EPR, nutrition and resilience sectors. Going forward there is a need for WFP to be more strategic and to narrow its focus to areas of comparative advantages. This could allow WFP to provide higher levels of expertise to fewer areas for increased effectiveness with limited resources.

276. WFP's comparative advantages in Sri Lanka include expertise in emergency preparedness and response (e.g. risk analysis, disaster mapping and contingency planning), advanced technical capacities in increasing efficiency of social safety nets through digitalization, technical support for fortification of foods (e.g. supply chain) and improving productivity and market opportunities for smallholder farmers.

277. Further, vulnerability assessments were noted by government and UN partners as very helpful and are one of WFP's areas of comparative advantage, together with Early Warning Systems and assessing local markets and production. Given the limited national and subnational food security and nutrition data available to monitor the impact of the economic downturn and COVID-19 pandemic, this is a potential area where WFP's strengths could be leveraged to a greater extent to sustainably strengthen government M&E systems so as to provide much needed up-to-date nutrition and food security data.

Conclusion 5: Geographical and individual targeting is a challenge under some SOs, often due to donor earmarking and the need to respond to government requests.

278. Greater efforts are needed to prioritize the most vulnerable (i.e. PLW and children under 2 years and other vulnerable groups) in all SOs, including the cash and food assistance as provided to school-aged children under SO1 and SO2 during this CSP to reduce hunger and improve nutrition.

279. WFP originally planned for cash transfer to the most vulnerable (PLW and U5s) under the CSP's SO1 using targeted vouchers as the modality. As a response to COVID, these vouchers were not used, and instead the Government and the donor requested a cash transfer to support a THR for schoolchildren. Hence, WFP could not redirect COVID food donations from primary school-aged children to more nutritionally vulnerable individuals. While stakeholders agreed that community-based resilience programming (SO4) targeted disaster-prone areas and that the programmes typically targeted established farmers, the most vulnerable were underserved.

280. WFP's advocacy and technical support to the government on rice fortification (SO3) has shown great potential for improving nutritional status in iron-deficient populations, but WFP needs to re-examine the target group and modality to achieve this goal in order to bring alignment with SO3 target groups and the most nutritionally vulnerable.

281. Further efforts on geographic targeting of activities across SOs to include the plantation sector, where food security and nutrition challenges are most severe, will bring greater alignment with the CSP planned geographic targets and goals.

Conclusion 6. Building on effective past experience, including through the SUN Movement, sustained collaboration between WFP and other UN partners can help build an evidence-base and support the momentum for a holistic, joined-up and sustainable approach. Such collaboration under the UNSDCF, is critical for the success of national level advocacy for strategy and policy improvements.

282. Government, UN partners and WFP KIs suggested that WFP's voice can be amplified by UN collaboration, for example, through the UNSDCF. For national policy level work related to nutrition, social protection, school feeding and disaster management and preparedness, sustained coordination with appropriate UN agencies can help build an evidence-base and support momentum for a holistic, joined-up and sustainable approach.

283. Early work with UNICEF on a national nutrition policy, and with multiple UN partners on the Multi-SectorAction Plan for Nutrition was noted as effective, as was collaboration with UNDP on climate adaptation approaches, with ILO on farmers' associations and cooperatives and with UNFPA on gender and sexual and reproductive health. However, continuing and increasing collaboration with UN partners is needed to strengthen national level advocacy for policy and strategy improvements (e.g. NSMP and Nutrition Policy and strategies) and to strengthen resilience programming at the field level.

284. Prioritization of fewer strategic focus areas for advocacy support and ensuring WFP brings specialized expertise to the table in those focus areas as regards their collaboration with UN stakeholders will increase the success in SOs.

285. WFP's leadership, coordination and partnerships with the networks in the SUN Movement platform have been successful in collaborating with multiple partners. Moving forward, WFP should leverage these existing platforms, including the SUN PF and BN, for programme implementation and for strengthening advocacy with UN and the government for scaling up nutrition.

Conclusion 7: WFP effectively adapted to the COVID19 response but needs to balance responsiveness to opportunities and requests with alignment to the CSP strategy.

286. WFP programming, including the response to the COVID-19 pandemic, is perceived by its primary partner, the Government and other UN agencies, as proactive, responsive and flexible. CO staff confirmed that the CSP had allowed the CO to be responsive in a fluid context.

287. However, there is a need to balance, on the one hand, the ability to adapt and, on the other hand, the importance of maintaining overall coherence and alignment with the CSP strategy, not being too driven by the priorities or requests from specific donors or from the Government. For example, WFP's responsiveness in providing subsidized seeds and tools to vulnerable households in response to the

COVID crisis aligned well with the CSP strategy, while the cash transferred for THR and the food distributed to school-aged children would better align with the CSP strategy if directed to the most vulnerable, as discussed previously.

Conclusion 8: WFP's shift to CCS has been appreciated by government, particularly for SO3 and SO4, but frequent changes in political priorities and staffing is challenging for sustaining gains, and CCS needs to take more of a systems approach in focused areas.

288. WFP has strengthened the country capacity of a variety of government departments and sectors, notably in EPR, nutrition and resilience, through both single and multilevel trainings, and was rated as effective by most government partners. Longer timeframes and further capacity strengthening at multiple levels, improving in-service systems and pre-service training are required for sustaining results.

289. More attention is needed to a systems approach for CCS, such as updating pre-service curriculum in institutions that train people for government services and supporting government human resource systems that manage in-service competencies and related trainings. A systems approach is grounded in an assessment of government capacity gaps and a common understanding with the Government on priority areas for CCS.

290. The CCS approach needs to include strengthening capacity down to the community levels through for example CBOs to improve both resilience and nutrition.

Conclusion 9: Overall there was strong coherence of the portfolio including synergies between activities. A greater focus on social safety protection of the most vulnerable will build a more sustainable and effective portfolio.

291. The CSP activities often contributed to more than one SO, reflecting synergies between activities, such as cash for work included under SO4 contributing to SO1, and resilience-building under SO4 contributing to SO3 (Nutrition). Linking the crisis response goal of Activity 1 with the shock-responsive safety-net building goal of Activity 8 while ensuring that the most vulnerable are targeted will increase nutritional impact. Elevating the focus on strengthening social safety nets will build more sustainable outcomes than providing direct assistance (SO1). However, some activities under SO3, which are intended to contribute to SO2 (e.g. fortification), need to be reassessed to avoid conflicting goals with activities implemented under SO2 (e.g. HGSF).

Conclusion 10: In this CSP, WFP has intentionally mainstreamed nutrition in all SOs. However, funding shortfalls have been a major issue for nutrition programming and thus a more strategic focus over the long-term is needed to achieve results.

292. Across all SOs, government partners appreciated the wide variety of WFP's technical assistance, research studies and pilots aimed at improving nutrition. However, greater attention is needed to target the most nutritionally vulnerable for all activities; to assessing gaps in country nutrition capacity (e.g. gaps in nutrition surveillance) and in WFP programming; and to increasing the strategic alignment between gaps and WFP's comparative advantages in order to improve outcomes.

293. WFP staff note that donor interest in nutrition is minimal, and long-term funding is difficult to access, despite evidence of the needs. Thus moving forward it is important to be more strategically focused on addressing key gaps in Sri Lanka's capacity, together with leveraging WFP's comparative strengths. Some areas for consideration, include: 1) Establishing National Nutrition Information systems; 2) CCS for Prevention and Treatment of Moderate Acute Malnutrition/Nutrition in Emergencies; 3) Supporting National Nutrition Coordination systems (e.g. SUN PF and BN); and 4) Evidence Generation and Advocacy for Incorporating Evidence into Nutrition Policy and Programmes (e.g. Fill the Nutrition Gap; Nutritional Impact of Resilience Building).

Conclusion 11: WFP's consideration of protection and accountability to affected populations are on track. While there have been good strides forward in mainstreaming GEWE, more attention is needed to achieve the aspiration goals noted in the CSP.

294. WFP was committed to delivering programmes taking appropriate measures to protect and provide accountability to affected populations and modifying approaches during the COVID restrictions. While gender has been integrated into the CSP, there is more work to be done as most clearly evident in the

HGSF pilot. WFP carried out gender assessments of key activities, but there were challenges in translating the recommendations into practice and in considering more sustainable approaches.

Particularly within the HGSF programme, WFP needs to review the programme to protect the rights of vulnerable women to receive fair treatment for work, and to ensure their activities are profitable for the targeted women. Short-term activities put in place, such as cash-for-work for women, may not be sustainable for the long-term and therefore fall short of being gender transformative. Better integration of nutrition, as noted above, which has a direct link to gender equity, would also help to boost overall effectiveness and sustainability.

295. More work is needed to improve monitoring of gender issues and to ensure all activities are gender responsive. The HGSF pilot programme, WFP's main technical assistance under SO2, has been successful in retaining caterers in the short term, but follow through on course corrections based on evaluation of workload and profitability for the caterers is needed to ensure effectiveness, especially given the current economic situation and insufficient government support for NPSM.

296. In another example, the SBCC subactivity indiscriminately targeted all viewers of a cooking show to communicate key nutrition messages. Using a gender lens during design may have helped design a SBCC initiative that more specifically targeted PLW with helpful messages around diet and prevention of anaemia. The rice fortification subactivity was designed to bring iron and folic acid into the diet of school-aged children.

297. Yet anaemia is a bigger problem for young women and mothers who are no longer in school. Again, using a gender lens during design, may have identified ways to better target this grouping of vulnerable women. The ET noted that better integration of nutrition in design can have a direct link to gender equity and boost overall effectiveness and sustainability.

3.2. RECOMMENDATIONS

#	Recommendation (specific steps for implementing the recommendations are outlined in the sub-recommendations following each recommendation)	Level/nature	Responsibility	Other contributing entities	Priority	Action deadline
1	Develop the next country strategic plan for Sri Lanka building on WFP's core mandate and its comparative advantages that align with government priority needs.	Strategic	Country office	Regional bureau, headquarters and the Government of Sri Lanka	High	December 2023
	1.1 Continue the transition from humanitarian to development work introduced in the country strategic plan for 2018–2022 and reduce the prominence of crisis response as a strategic outcome in the next country strategic plan, reflecting Sri Lanka's own capacity for emergency response.	Strategic	Country office	Regional bureau and headquarters	High	November 2022
	1.2 Focus WFP's future crisis response work on supporting Sri Lanka's emergency preparedness and response and response to climate change, including at the subnational level, and seek to strengthen programming links between community resilience building work and Sri Lanka's shock-sensitive social protection system.	Strategic	Country office	Regional bureau and headquarters	High	November 2022
	1.3 Strengthen WFP's strategic commitment to improving social protection, advocating with government partners a nutrition- and gender-sensitive, transparently targeted and efficiently run social protection system as a key building block for Sri Lanka's commitment to achieving the Sustainable Development Goals.	Strategic	Country office	Regional bureau, Government	High	November 2022
	1.4 Develop a more focused gender-informed strategy for nutrition in the next country strategic plan and strive to develop and support community-based integrated packages that link health, nutrition, food security and agriculture.	Strategic	Country office	Regional bureau, headquarters Nutrition Division, Gender Office	High	December 2023
2	Maximize the long-term impact of WFP programming and enhance coherence among strategic outcomes and activities as well as their gender and nutrition sensitivity.	Strategic	Country office	Regional bureau	Medium	December 2027

#	Recommendation (specific steps for implementing the recommendations are outlined in the sub-recommendations following each recommendation)	Level/nature	Responsibility	Other contributing entities	Priority	Action deadline
	2.1 To ensure sustainability, and in keeping with global best practice, work more explicitly with community-based organizations for farmers, independent civil society actors and the private sector at the district level to supplement and support government efforts.	Strategic	Country office	Regional bureau	Medium	December 2027
	2.2 Acknowledging that integrated development work takes time, design a third phase of the resilience building project that layers various types of support (including nutrition-related support) and runs for the full period of the next country strategic plan, seeking government and donor support for this as a potentially replicable community-based climate-resilient model.	Strategic	Country office	Regional bureau, Government, donors	Medium	December 2027
	2.3 Ensure that gender and nutrition are taken into account in the design and implementation of all activities to enhance nutrition outcomes.	Strategic	Country office	Regional bureau	Medium	December 2023
	2.4 Revisit the links between home-grown school feeding design and rice fortification plans aimed at school feeding so that initiatives in the two areas do not conflict.	Strategic	Country office	Regional bureau	High	March 2023
	2.5 Revisit the design of the home-grown school feeding pilot together with the Government to ensure that targeted women caterers are adequately compensated for their work in the face of economic downturn and reduced national school meals programme budget and that expectations related to farm production are realistic and balanced given the time available.	Strategic	Country office	Regional bureau, headquarters School-based Programmes, Government	High	June 2023
3	Strengthen WFP's strategic and operational partnership with the Government at the national and subnational levels in alignment with other United Nations entities.	Operational	Country office	Government, other United Nations entities	High	December 2026
	3.1 <i>Partnership with the Government:</i> Revisit and update WFP's memorandum of understanding with the Government. This process should include engaging with the Project Management Unit and the National Project Steering Committee to plan the transition of WFP programming to the Government over the coming years.	Operational	Country office	Government, other United Nations entities	High	December 2026

#	Recommendation (specific steps for implementing the recommendations are outlined in the sub-recommendations following each recommendation)	Level/nature	Responsibility	Other contributing entities	Priority	Action deadline
	3.2 <i>Partnership within the United Nations</i> : Increase collaboration and alignment with other key United Nations entities such as the United Nations Development Programme, the Food and Agriculture Organization of the United Nations , the United Nations Children’s Fund, the United Nations Population Fund and the Office of the United Nations High Commissioner for Refugees to advocate global best practices related to food security, nutrition, social protection and climate-sensitive community-based resilience through a single united voice.	Operational	Country office	Government, other United Nations entities	Medium	December 2024
	3.3 <i>Partnerships related to funding</i> : Collaborate with United Nations partners for flexible multi-year donor funding that enables WFP and its government partners to target the most vulnerable groups with appropriate transfer modalities, develop funding proposals for nutrition-specific interventions that are based on evidence.	Operational	Country office	Government, other United Nations entities	Medium	December 2023
4	Continue with country capacity strengthening initiatives, focusing on government-prioritized sectoral gaps.	Operational	Country office	Regional bureau, headquarters divisions	Medium	December 2024
	4.1 Review and refocus the country capacity strengthening approach used in the country strategic plan to reduce dependence on repeated training. For example, look for opportunities to support in-service competencies training and human resource systems within government institutions.	Strategic	Country office	Regional bureau, headquarters Programme – Humanitarian and Development Division, Nutrition Division	Medium	March 2024
	4.2 Continue country capacity strengthening support for nutrition by expanding the evidence base through monitoring, evaluation and research directly applied to the Sri Lankan context. For example, support government monitoring of the production of the new Thriposha formula and the impact of this on nutrition status.	Operational	Country office	Regional bureau and headquarters Programme – Humanitarian and Development Division, Nutrition Division, Research,	Medium	December 2024

#	Recommendation (specific steps for implementing the recommendations are outlined in the sub-recommendations following each recommendation)	Level/nature	Responsibility	Other contributing entities	Priority	Action deadline
				Assessment and Monitoring Division, Government		
	4.3 For the next country strategic plan, continue the envisioned transition from direct food and cash support to the national school meals programme by investing only in technical assistance (for example, for policy, targeting, gender equality and women's empowerment and monitoring and evaluation) supporting the Government in targeting limited resources in order to deliver a national school meals programme that meets the needs of the most vulnerable.	Operational	Country office	Regional bureau, headquarters School-based Programmes, Government	Medium	December 2023

#	Recommendation (specific steps for implementing the recommendations are outlined in the sub-recommendations following each recommendation)	Level/nature	Responsibility	Other contributing entities	Priority	Action deadline
5	Review targeting to ensure alignment with the latest evidence and country strategic plan goals and make the country strategic plan commitment to the most vulnerable more explicit.	Operational	Country office	Regional bureau, headquarters divisions, United Nations partners	High	December 2024
	5.1 In partnership with the Government and other key United Nations entities, leverage WFP's strengths in vulnerability analysis and mapping and coordination to support gender-sensitive nutrition and food security surveillance systems and thus improve the availability of up-to-date evidence for vulnerability targeting and evaluation for programmes.	Operational	Country office	Regional bureau, headquarters Research, Assessment and Monitoring Division, Nutrition Division, United Nations partners	High	December 2024
	5.2 Under strategic outcome 3, ensure that nutrition advocacy efforts are targeted at the most vulnerable groups (pregnant and lactating women, adolescent girls and children under 2).	Operational	Country office	Regional bureau, headquarters Nutrition Division, United Nations Children's Fund	High	December 2023
	5.3 Continue with rice fortification advocacy, including planning and completing an impact study and broadening the scope to identify social safety nets outside the national school meals programme that can target people with high levels of nutritional deficiency.	Operational	Country office	Regional bureau, headquarters Nutrition Division, Government	High	December 2023

Annex 1: Terms of Reference

Evaluation of Sri Lanka

WFP Country Strategic Plan

2018-2022

Country Strategic Plan Evaluations (CSPEs) encompass the entirety of WFP activities during a specific period. Their purpose is twofold: 1) to provide evaluation evidence and learning on WFP's performance for country-level strategic decisions, specifically for developing the next Country Strategic Plan and 2) to provide accountability for results to WFP stakeholders.

SUBJECT AND FOCUS OF THE EVALUATION

The WFP Country Strategic Plan for Sri Lanka was approved by the Executive Board in November 2017 for five years (2018-2022). The CSP pursues four strategic outcomes (SOs) as follows: SO1: Crisis-affected people have access to food all year round; SO2: school-age children in food-insecure areas have access to food all year round; SO3: children under 5, adolescent girls and women of reproductive age have improved nutrition by 2025; and, SO4: vulnerable communities and smallholder farmers have strengthened livelihoods and resilience in the face of shocks and stresses all year round.

Through this CSP, WFP planned to shift from direct implementation to policy engagement and capacity strengthening, including progressively moving from in-kind/cash food assistance to transitioning into the national school meals programme and increasing technical assistance. This is reflected in the gradual decrease of planned

beneficiary numbers from 188,000 in 2018 to 114,000 in 2020.

The overall CSP budget as approved by the Executive Board amounts to USD 46.8 million.

OBJECTIVES AND STAKEHOLDERS OF THE EVALUATION

WFP evaluations serve the dual objectives of accountability and learning.

The evaluation will seek the views of, and be useful to, a range of WFP's internal and external stakeholders and presents an opportunity for national, regional and corporate learning. The primary user of the evaluation findings and recommendations will be the WFP Country Office and its stakeholders to inform the design of the new Country Strategic Plan.

The evaluation report will be presented at the Executive Board session in November 2022.

KEY EVALUATION QUESTIONS (EQ)

The evaluation will address the following four key questions:

QUESTION 1: To what extent is WFP's strategic position, role and specific contribution based on country priorities and people's needs as well as WFP's strengths?

The evaluation will assess the extent to which the CSP is relevant to national policies, plans, strategies and goals, including achievement of the national Sustainable Development Goals. It will further assess the extent to which the CSP addresses the needs of the most vulnerable people in the country to ensure that no one is left behind; whether WFP's strategic positioning has remained relevant throughout the

implementation of the CSP in light of changing context, national capacities and needs; and to what extent the CSP is coherent and aligned with the wider UN cooperation framework and includes appropriate strategic partnerships based on the comparative advantage of WFP in the country.

QUESTION 2: What is the extent and quality of WFP's specific contribution to CSP strategic outcomes in Sri Lanka?

The evaluation will assess the extent to which WFP delivered the expected outputs and contributed to the expected strategic outcomes of the CSP, including the achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender equality and other equity considerations). It will also assess the extent to which the achievements of the CSP are likely to be sustainable; and whether the CSP facilitated more strategic linkages between humanitarian, development and, where appropriate, peace work.

QUESTION 3: To what extent has WFP's used its resources efficiently in contributing to CSP outputs and strategic outcomes?

The evaluation will assess whether outputs were delivered within the intended timeframe; the appropriateness of coverage and targeting of interventions; cost-efficient delivery of assistance; and whether alternative, more cost-effective measures were considered.

QUESTION 4: What are the factors that explain WFP performance and the extent to which it has made the strategic shift expected by the CSP?

The evaluation will assess the extent to which WFP analyzed and used existing evidence on hunger challenges, food security and nutrition issues in the country to develop the CSP. It will also assess the extent to which the CSP led to: the mobilization of adequate, predictable and flexible resources; to the development of appropriate partnerships and collaboration with other actors; greater flexibility in dynamic operational contexts; and how these factors affect results. Finally, the evaluation will seek to identify any other organizational and contextual factors influencing WFP performance and the strategic shift expected by the CSP.

SCOPE, METHODOLOGY AND ETHICAL CONSIDERATIONS

The unit of analysis is the Country Strategic Plan. The evaluation will cover all of WFP activities (including cross-cutting results) for the period 2018 to mid-2021. The evaluation will also take into consideration activities of the CO in the year immediately preceding the CSP; this will help understand whether the current CSP builds on or departs from the previous activities, and thus help better explain and assess the strategic shifts, if any, manifested in the design of the current CSP.

The evaluation will also cover adherence to humanitarian principles, gender and protection issues and accountability to affected populations.

The evaluation will adopt the norms and standards of the United Nations Evaluation Group (UNEG) and the evaluation criteria of the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD/DAC), namely: relevance, efficiency, effectiveness, sustainability and coherence.

The evaluation will adopt a mixed methods approach using a variety of primary and secondary sources, including desk review, key informant interviews, surveys, and focus groups discussions. Systematic triangulation across different sources and methods will be carried out to validate findings and avoid bias in the evaluative judgement.

In light of the developments related to the COVID19 pandemic, the inception mission will be conducted remotely. Depending on how the situation evolves, data collection and the final Stakeholder Workshop will be held remotely or in Colombo.

The evaluation conforms to WFP and 2020 UNEG ethical guidelines. This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.

ROLES AND RESPONSIBILITIES

EVALUATION TEAM: The evaluation will be conducted by a team of independent consultants with a mix of relevant expertise related to the Sri

Lanka CSPE (i.e. nutrition, school feeding, resilience, livelihoods, climate change and capacity strengthening).

OEV EVALUATION MANAGER: The evaluation will be managed by Hansdeep Khaira, Evaluation Officer, in the WFP Office of Evaluation. He will be the main interlocutor between the evaluation team, represented by the team leader, and WFP counterparts, to ensure a smooth implementation process and compliance with OEV quality standards for process and content. Second level quality assurance will be provided by Julie Thoulouzan, Senior Evaluation Officer.

An **Internal Reference Group** of a cross-section of WFP stakeholders from relevant business areas at different WFP levels will be consulted throughout the evaluation process to review and provide feedback on evaluation products.

The Deputy Director of Evaluation will approve the final versions of all evaluation products.

STAKEHOLDERS: WFP stakeholders at country, regional and HQ level are expected to engage throughout the evaluation process to ensure a high degree of utility and transparency. External stakeholders, such as beneficiaries, government, donors, NGO partners and other UN agencies will be consulted during the evaluation process.

COMMUNICATION

Preliminary findings will be shared with WFP stakeholders in the Country Office, the Regional Bureau and Headquarters during a debriefing session at the end of the data collection phase. A more in-depth debrief will be organized in November 2021 to inform the new CSP design process. A country stakeholder workshop will be held in March 2022 to ensure a transparent evaluation process and promote ownership of the findings and preliminary recommendations by country stakeholders.

Evaluation findings will be actively disseminated, and the final evaluation report will be publicly available on WFP's website.

TIMING AND KEY MILESTONES

Inception Phase: July-September 2021

Data collection: October-November 2021

Remote Debriefing: November 2021

Reports: November 2021-April 2022

Stakeholder Workshop: March 2022

Executive Board: November 2022

Annex 2: Evaluation timeline

298. Table 24 provides a list of key tasks and deliverables by responsibility and date.

Table 24: Key Tasks and Deliverables

Phase 1 - Preparation		Responsibility	Date
	Draft ToR cleared by DoE/DDoE and circulated for comments to CO and to LTA firms	DoE/DDoE	6 May 2021
	Comments on draft ToR received	CO	20 May 2021
	Proposal deadline based on the draft ToR	LTA	20 May 2021
	LTA proposal review	EM	27 May 2021
	Final revised TR sent to WFP stakeholders	EM	22 June 2021
	Contracting evaluation team/firm	EM	15 July 2021
Phase 2 - Inception			
	Team preparation, literature review prior to HQ briefing	Team	15-21 July 2021
	HQ & RB inception briefing	EM & Team	22-23 July 2021
	Inception briefings	EM + TL	25-31 July 2021
	Submit draft inception report (IR)	TL	20 September 2021
	OEV quality assurance and feedback	EM/QA2	27 September 2021
	Submit revised IR	TL	10 October 2021
	Review draft IR and seek clearance from DDoE	EM/QA2	15 October 2021
	IR DDoE clearance	DDoE	21 October 2021
	Receive comments on IR from CO (CO to share with PMU, as appropriate)	CO	29 October 2021
	Consolidate WFP comments and share with Team	EM	29 October 2021
	Submit revised IR for clearance	TL	2 November 2021
	Review and provide clearance to IR	QA2	5 November 2021
	EM circulates final IR to WFP key stakeholders for their information + post a copy on intranet.	EM	5 November 2021
Phase 3 - Data collection, including fieldwork			
	In country / remote data collection	Team	22 November – 10 December 2021
	Exit debrief (ppt)	TL	10 December 2021
	Preliminary findings debrief	Team	20 December 2021
Phase 4 - Reporting			
Draft 0	Submit high quality draft ER to OEV (after the company's quality check)	TL	14 January 2022
	OEV quality feedback sent to TL	EM	20 January 2022
Draft 1	Submit revised draft ER to OEV	TL	26 January 2022
	ER QA1 review	EM/QA2	1 February 2022
	Submit revised draft ER to OEV	TL	8 February 2022
	Draft ER clearance by DDoE	DDoE	14 March 2022
	OEV shares draft ER with IRG (CO to share with PMU, as appropriate)	EM/IRG	23 March 2022

	IRG reviews/comments on draft ER	IRG	5 April 2022
	Consolidate WFP comments and share with Team	EM	6 April 2022
	Learning workshop (Colombo) Internal External (Government PMU)	IRG/TL/EM	26 May 2022 6 June 2022
Draft 2	Submit revised draft ER to OEV based on WFP's comments, with team's responses on the matrix of comments (D2)	ET	7 June 2022
	Review D2	EM/QA2	10 June 2022
Draft 3	Submit final draft ER to OEV	TL	13 June 2022
	Review D3	EM/QA2	15 June 2022
	Seek final approval by DDoE	DDoE	23 June 2022
SER	Draft summary evaluation report	EM	13 June 2022
	SER review	QA2	24 June 2022
	Seek DDoE clearance to send SER	DDoE	8 July 2022
	OEV circulates SER to WFP Executive Management for information upon clearance from Director of Evaluation	DDoE	31 July 2022
Phase 5 - Executive Board (EB) and follow-up			
	Submit SER/recommendations to CPP for management response + SER to EB Secretariat for editing and translation	EM	5 August 2022
	Tail end actions, OEV websites posting, EB Round table, and other initiatives	EM	September 2022
	Presentation and discussion of SER at EB Round Table	DDoE & EM	Oct 2022
	Presentation of Summary Evaluation Report to the EB	DDoE	Nov 2022
	Presentation of management response to the EB	RD RBB	Nov 2022

Annex 3: Evaluation Methodology

299. This annex provides additional information on the evaluation methodology complementing Section 1.4. It presents an overview of the evaluation questions (further detailed in Annex 4), a detailed sampling strategy for each of the main stakeholder types, identified in the stakeholder analysis and mapping exercise completed, and additionally explains the sampling strategy by data collection method.

Table 25: Evaluation Criteria, Questions and Subquestions

Questions most directly related to <i>relevance</i> and <i>coherence</i> criteria
Evaluation Question 1 – To what extent is WFP’s strategic position, role and specific contribution based on country priorities, people’s needs and WFP’s strengths?
1.1 To what extent is WFP’s 2018–22 CSP for Sri Lanka relevant to national government policies, plans, strategies and goals, including achievement of the national Sustainable Development Goals?
1.2 To what extent did the CSP address the needs of the most vulnerable people in Sri Lanka to ensure that no one is left behind?
1.3 To what extent has WFP’s strategic positioning remained relevant throughout the implementation of the CSP considering changing context, national capacities and needs and Sri Lanka’s response to the COVID–19 pandemic?
1.4 To what extent does the CSP support appropriate strategic partnerships based on WFP’s comparative advantage in the country, including alignment and coherence with the wider United Nations, and the UNSDF for Sri Lanka?
Questions most directly related to <i>effectiveness</i> and <i>sustainability</i> criteria
Evaluation Question 2 – What is the extent and quality of WFP’s specific contribution to the national strategic plan outcomes in Sri Lanka?
2.1 To what extent did WFP deliver expected outputs and contribute to the CSP’s expected strategic outcomes?
2.2 To what extent did WFP contribute to achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender equality and other equity considerations)? And did the response to COVID–19 change the extent of WFP’s contribution in any of these areas?
2.3 To what extent are the achievements of the CSP likely to be sustainable?
2.4 In humanitarian contexts, to what extent did the CSP facilitate more strategic linkages among humanitarian, development and, where appropriate, peace work?
Questions most directly related to <i>efficiency</i> criteria
Evaluation Question 3 – To what extent has WFP used its resources efficiently in contributing to the country strategic plan outputs and outcomes?

3.1 To what extent were outputs delivered within the intended time frame?
3.2 To what extent was coverage and targeting of interventions appropriate?
3.3 To what extent were WFP's activities cost-efficient in delivery of its assistance, while considering potential trade-offs with cross-cutting aims (those noted under evaluation subquestion 2.2)?
3.4 To what extent were alternative, more cost-effective measures considered?
Questions most directly related to explaining <i>key factors</i> of performance
Evaluation Question 4 – What are the factors that explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?
4.1 Resource factor – To what extent has WFP been able to mobilize adequate, predictable and flexible resources to finance the CSP?
4.2 Partnership factor – To what extent did the CSP lead to partnerships and collaborations with other actors that positively influenced performance and results?
4.3 Operational flexibility factor – To what extent did the CSP provide greater flexibility in dynamic operational contexts, and how did this affect results, in particular as regards to adaptation and response to unexpected crises and challenges?
4.4 Pandemic response and other factors – How did the COVID-19 pandemic response, and any other key contextual realities, help explain WFP's performance and the extent to which it has made the strategic shift expected by this CSP?

Sampling Strategy by Stakeholder Type

300. The ET categorized the CSPE stakeholders into different types (see Annex 12: Detailed stakeholder analysis). For each of these, Table 26 summarizes the planned non-probability sampling strategy before data collection.

Table 26: Sampling strategy by stakeholder type

Stakeholder Type	Description of Sample	Planned Non-Probability Sampling Strategy
Internal WFP Country Office, Colombo	Purposive sample of senior managers and key technical staff taken from full sampling frame	A sample of KIs will be interviewed. N=65, about 50% are women. Manageable sample of 30% (n=26) should assure saturation. Sampling criteria: available, coverage of subactivity cases being studied, aim for gender balance and position (e.g. Country Director, deputy country director, heads of units and sub-offices).
Internal WFP Regional Bureau, Bangkok (RBB) and HQ, Rome	Purposive sample of senior managers and technical staff taken from full sampling frame	A sample of RBB and HQ staff will be interviewed on WFP approaches, standards and success criteria from technical units linked to the EQs. Already identified sampling frame is N=11. Sampling criteria for a manageable sample of 40% (n=4 to 5): have direct knowledge of subactivities that are part of Sri Lanka CSP, have direct knowledge related to EQs, available, coverage of specific sector knowledge related to the subactivity cases being studied
Sri Lanka Government at central and decentralized levels	Purposive sample of key government partners and direct government recipients of training and other types of technical assistance (50% women if possible)	CO has provided a sampling frame N=74 (N=20 at national level and N=54 at subnational level). Population includes 14 government ministries, departments and institutions. Manageable sample of 40%, higher than for internal WFP stakeholder type (which is 30%) because a significant subset of these will be direct beneficiaries of CSP capacity-development activities. Sampling criteria: available, coverage of specific subactivity cases being studied, direct recipient of CSP capacity-development effort, with effort to include female KIs.
UN country team based in Colombo	Purposive sample of appropriate technical and policy staff representing UN organizations that WFP works closely with	A sample of key UN partner representatives will be consulted (e.g. Resident Coordinator, FAO, IFAD, ILO, UNDP, UNFPA, UNICEF and World Bank). Sampling frame is roughly N=8. Suggested target sample of about n=5 (60% because this is a small but important population to hear from). Sampling criteria: availability, direct knowledge of CSP and/or its subactivities, direct knowledge of UNSDCF and WFP's role and involvement in this collaborative framework.
Cooperating partners, NGOs and other public and private sector partners	Purposive sample of these types of partners that are involved in implementation of WFP activities or knowledgeable of these	Representatives of these institutions will be interviewed: the local Federation of Chambers of Commerce and Industry (FCCISL), the Scaling Up Nutrition Business Network, ADB, IFPRI, Medical Research Institute, JAAS and College of Consultant Physicians (Co/CCP). Based on what has been identified, likely sampling frame of about N=10 with a target sample of about n=6 (60% because this is a small but important population to hear from). Sampling criteria: availability, direct knowledge of CSP and/or its subactivities, direct knowledge of WFP's role and involvement in Sri Lanka, recognized expertise and aim to include female KIs.

Stakeholder Type	Description of Sample	Planned Non-Probability Sampling Strategy
Donors	Purposive sample of donors to the CSP (untied) or/and to specific subactivities and who have an interest in knowing how their funds have been spent	The following sampling frame (N=10) was identified during the inception phase: 1) Australia 2) Canada, 3)China , 4) Earth Group, 5) FEED , 6) Japan, 7) South Korea, 8)Switzerland , 9) United Nations Peacebuilding Fund and 10) USA. A target sample of n=6 (60%). Sampling criteria: availability and interest in being interviewed, direct knowledge of CSP and/or its subactivities, direct knowledge of WFP's role and involvement in Sri Lanka, direct knowledge of activities that the donor has supported and expertise in development programming (versus an administrative role).
Direct Beneficiary Groups	Purposive samples of direct recipients of WFP assistance. For recipients of cash or food assistance, sampling attention to ensure involvement of potentially marginalized groups and of voices of women and girls	Sampling frame is roughly 592,000 (actual beneficiaries, no overlap, as reported in ToR). There are two main groups of direct beneficiaries: a) direct participants of capacity strengthening initiatives (training, technical assistance, workshops), and b) direct recipients of cash and/or food transfer. Type a) will be represented by Government central and decentralized KIs, and they will be interviewed as described above (N=74). Data collected from targeted direct beneficiaries of cash and food will be mostly secondary, which the evaluability assessment found to be generally available in existing project reports and evaluations. These secondary sources will be complemented by limited primary collection for three subactivities where this could be helpful: R5n, Samurdhi, HGFS.
	Purposive sample of direct recipients of CCS	Primary data collection through FGD will be necessary with people who benefitted from capacity strengthening activities. This group can be different from the first group of Government officers mentioned earlier in the table who are partners for various CSP activities – even if some of them might have benefitted from CCS activities they have to be interviewed in different capacities.

Annex 8 provides a list of KIs for each stakeholder type. These KIs were selected from the sampling frame developed jointly by the CO and the ET during the inception phase. The result is an initial sampling frame with 178 units (N=178) and at least 30 percent (29/94) are women. Using the initial sampling frame received from the CO as the main source file, and then adding on other targeted key informants (KIs) identified in the inception phase, the ET presents a more complete estimate of sampling frames in Table 27.

Table 27: Summary estimate of full population and sample size by stakeholder type

Type of Stakeholder	Population Size (N)	Sample	Sample Size (n)
Internal WFP stakeholders	65 CO 11 RBB/HQ	30% 40%	≈ 25 CO ≈ 5 RBB/HQ
Government of Sri Lanka national level	20	40%	≈ 8
Government of Sri Lanka subnational level	54	40%	≈ 22
UN organization and country team	8	60%	≈ 5
Cooperating partners and NGOs	10	60%	≈ 6

Other private and public sector partners			
Donors	10	60%	≈ 6
Direct beneficiaries	N≈592,000	Opportunistic	<200
Estimated sampling frame/population all types except direct beneficiaries: N=178			78 units

Table 28: Sampling strategy by data collection method

Data Collection Method	Established sample frame	Intended sample size	Actual sample size	Explanation of Sampling Strategy
Document collection and review	N>600	n≤100	n>100	More than 600 documents existed in the e-library. The ET focused on a sample of those most directly relevant to the approved evaluation questions. This selection continued throughout data collection and analysis.
Key informant interviews (KIIs)	N<200	n≤58	N=74	A list of targeted KIIs was prepared by the CO during the inception phase. From this, the ET targeted a sample of 58 units: those considered by the evaluators to be best positioned to share their experiences with the CSP activities. Despite COVID challenges, a response rate of over 128% was achieved (actual sample size target was 74 units).
Focus group discussions (FGDs)	N≈200	n≤10	N=23	This is a subset of KIIs. Where confidentiality and anonymity are less important and real-time peer validation is considered valuable, FGDs helped make interviewing more efficient. FGD posed its own logistical challenges exacerbated by the pandemic.
Field visits/observations	N=∞	n=10	N=13	Given the pandemic in Sri Lanka, up to 10 activity site visits were planned based on criteria for site selection to familiarize the evaluators with specific CSP-supported initiatives that are still active.

301. The sampling frame of KIIs list was adjusted and further detailed during the data collection and analysis phase as KIIs are scheduled, and it becomes more obvious where there are overlap and gaps. A snowball sampling was used to add KIIs where the ET deemed this to be appropriate. Tables 29, 30 and 31 provide details of planned and actual KIIs by stakeholder type, sex and location.

Data Collection Method

Secondary Data (Document Review and Data Analysis)

302. Building on initial collection of documents in the e-library, relevant documents and monitoring and financial data sets were analysed and referenced throughout the study. Documents updates were regularly added during data collection and utilized in analysis.

303. The analysis identified and prioritized documents that were most critical to the evaluation. The document review served as a prerequisite for KII preparation to ensure that interviewees were asked questions relevant to their background and experience and that interviewers were familiar and current with the knowledge required for their task.

Key Informant Interviews

304. The ET interviewed samples of stakeholder types (see Annex 8, Table 4040) using interview protocols linked to the evaluation sub-questions, as shown in Annex 5. The KIIs were conducted in-

person and virtual, as COVID-19 and restrictions demanded. Confidentiality and anonymity were maintained throughout to encourage candid sharing.

305. The sampling frame of KIIs included significant representation of women, purposive samples of internal (WFP HQ, regional and CO staff) and external stakeholder representatives (government, UN, cooperating partners and donors), as shown in Table 36.

Focus Group Discussions

306. The ET organized small (3-10 persons) focus groups of stakeholder representatives. Although these cannot be confidential or anonymous, group dynamics provided real-time shared validation of input among peers. FGDs explored key issues and topics and allow the ET to cover a larger sample size. FGDs provided insights from different cohorts about CSP activities as they related to broader strategy.

307. Several KIIs were scheduled together to create a focus group rather than individual interviews.²⁷² These are cases in which having peers responding together to open-ended questions and discussing perspectives is understood to be more valuable than the confidentiality and anonymity of individual one-on-one interviews. Site visits were determined by WFP field staff and the criteria included: 1) relevant to the case study being evaluated and some progress on particular activity within case study; 2) sites to provide examples of different activities in project; 3) beneficiaries available/at site to interview; and 4) no more than 1 hour drive from either site of the FGD or KIIs.

308. FGDs with 74 KIIs (Table 29) were conducted among the CO, RB and HQ staff, donors, UN Agencies and some NGOs (see Annex 8). FGDs with direct beneficiaries, interviews with government counterparts at subnational level and field site observations were led by national evaluators. The ET conducted 13 site visits. Face-to-face FGDs were done with direct beneficiaries of cash and food, as shown in Table 31. The ET followed a prepared script covering the main issues to be examined for each scheduled FGD.

Table 29: Table showing KIIs and FGDs by mode of interviews (number of individuals)

	Total	In- person	Virtual
Key informant interviews (KIIs)	74	47	27
Focus group discussions (FGDs)	200	149	51

Table 30: Individuals involved in discussions during Field Visits (by location, sex)

Location	Female	Male	Total
Monaragala	13	29	42
Thunukkai	20	30	50
Mannar	21	29	50
Matale	29	29	58
Total	83	117	200

²⁷² These type of KIIs are counted under KIIs and not FGDs.

Table 31: FGD by Location, Project, Target Group disaggregated by Sex

Location	Project Activities	Target Group	Female	Male
Monaragala	Poultry & home gardening	Activity 2 beneficiaries	1	8
	R5N; poultry project (livestock)	Beneficiaries	4	4
	R5n Agri wells	4 agri wells and 4 ponds beneficiaries (2 govt officials present)	5	5
	Government	Divisional level officials	0	4
	WFP	WFP field staff	1	4
	Minor irrigation/ Rehabilitating tanks	Activity 6 beneficiaries	2	4
Mullaitivu	Government	Heads of departments	1	9
	Irrigation systems and agro-wells, poultry recipients and goat and cattle sheds	10 CFA beneficiaries	5	5
	Livestock and poultry recipient, cash for construction of and goat and cattle sheds	10 beneficiaries	5	5
	Inland fisheries	10 beneficiaries	0	11
	Cash transfer to pregnant and lactating women	10 beneficiaries	9	0
Mannar	Government	Heads of departments	0	6
	Livestock (poultry)	Beneficiaries	3	7
	Livestock (cattle/goats)	Beneficiaries	0	10
	Government	Divisional level officials	1	2
	Rehabilitating tanks	Activity 6 beneficiaries	6	4
	Pregnant and lactating women	Beneficiaries	11	0
Matale	Poultry and home gardening - HGSF	Caterers	9	0
	Water harvesting	Activity 6 beneficiaries	3	7
	Government	Divisional level officials	8	6
	Minor irrigation/ Rehabilitating tanks	Activity 6 beneficiaries	4	5
	Livelihood activities (livestock, agri-produce)	Activity 6 beneficiaries	4	5
	WFP	WFP field staff	1	2
	Government	Divisional level officials	0	4

Case Study

309. During the inception phase, the ET prepared a list of the main subactivities funded under the eight activity codes of the CSP. These are presented by SO and activity together with timelines (Table 32). The table and the related case studies were shared with the WFP CO during the inception phase to help validate early content. During the data collection phase of the evaluation, based on additional document review and a range of KIIs, these case-studies were cross-referenced, further detailed, validated and then finalized by the ET.

Table 32: Overview of key CSP initiatives (2018 to 12 September 2021)

Subactivity	SO	Activity	Timeline
1. Food transfers and CCS for National School Meal Programme (NSMP)	2	2	2018-22
2. Take Home Ration (THR)	1,2	1,2	2020-21
3. Home Grown School Feeding (HGSF)	2	2	2019-22
4. Rice Fortification (Advocacy and Pilot Project)	2	2, 3, 5	2019-20
5. Behaviour Change Campaign (SBCC)	3	4	2019-23
6. Community Health Project (CHANGE)	3	4	2019
7. Thriposha (maize purchase)	4	6	2020-21
8. Peacebuilding (EMPOWER)	4	6	2018-19
9. Climate Change Adaptation Project (CCAP)	4	6	2013-20
10. South-South Triangular Cooperation (SSTC)	4	6	2019-22
11. Building Resilience Project (R5n)	4	6	2019-22
12. Joint Resilience Building Project (EPR)	4	7	2021-23
13. Shock Response Social Protection	4	8	2018-22
14. Last Mile Climate Service (LMCS)	4	6	2021-22

Table 33: Overview of subactivities studied

Study Theme	Most Relevant Coded Activity	Cases included in the study	Lead evaluator	Most relevant evaluation questions
1. Achievement and challenges in school feeding modality	2, 3	NSMP, HGSF, Back to School	Mr. Delabandara	1.3, 1.4, 2.1, 2.2, 2.3., 3.1, 3.2, 3.4, 4.1, 4.2, 4.4
2. Achievement and challenges in improving nutrition	4, 5	SBCC, Rice fortification, Thriposha	Dr. MacDonald	
3. Achievement and challenges in livelihood and resilience building	4, 6	EMPOWER, CCAP, R5n, CHANGE	Dr. Leavy	

4. Achievement and challenges in technical assistance to Government	5, 7, 8	Rice fortification, Thriposha, SCOPE, support to DMC i.e. EPR programming	Ms. Pillai-Essex	2.1, 2.3, 4.4 and Study Theme #3
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310. Table 33 provides overview of the subactivities that the ET studied. These case studies provided the CSPE with a granular, initiative-specific look across the CSP using eight key criteria: link to the CSP (via 4 listed SOs and 8 Activities), related budget, key partners involved, target or reach, brief description, key activities, main related CCS activities and a summary of results achieved to date.

311. Each subactivity studied included a review of related best practices, compared with what is observed as part of the CSP. The case studies focused on describing and understanding complex context particular to a place and time of the subactivity. They provide nuanced understanding because of the fine inquiry detail involved. The case studies provided the CSPE with independent streams of evidence on which to draw observations and findings.

312. This method makes best use of the technical expertise within the ET by giving each member a designated task aligned with their expertise. As shown in Table 33 the case studies covered four topics: school feeding; nutrition; livelihoods and resilience building; and technical assistance to the Government. Each study was led by an individual ET member and relied on the same document review, KIs and FGDs transcribed interview notes.

313. For cross-cutting areas, such as nutrition, school feeding and resilience, data collection and analysis, this exercise was coordinated across team members through a) regular meeting and discussion; b) coordinated collation and filing of KII and FGD transcripts by the Research Analyst; c) open access to these transcripts for all team members; d) participation in KIIs by more than one team member; e) review of key CCS initiatives that are part of each case study; and f) meta-analysis of CCS across the subactivity case studies (lead by the ETL) to support further reflection across the full team. Case studies informed 11 of the 16 evaluation questions and focused on specific subactivities.

314. A country capacity strengthening analysis was developed to indicate baseline, target values and progress of CCS activities. During the data collection phase, the ET explored the roles and capabilities of government partners and measure achievements. The ET looked across the CSP, provided a typology of technical assistance that had been offered under the CSP, and made observations on the effectiveness, efficiency and sustainability of each type.

Data Analysis and Quality Assurance

315. Data was analysed through a centrally managed process to ensure verification and consistency. The analysis focused on credible data collected, observed and free of bias. Qualitative data through KIIs and FGDs were coded and analysed in detail. Interview notes were compiled as transcription notes, coded and sorted for relevance to each EQ using a spreadsheet to store and collate information. The ET prepared transcribed notes from KIIs and FGDs and anonymity was ensured by coding all personal identifiers.

316. The ET identified, examined and recorded patterns and themes within the data using themes developed from EQs, including a real-time ongoing internal review. The ET continued to review and analyse raw data to ensure all information was captured and to ensure accuracy of the dataset collated in a secured spreadsheet. The ET ensured triangulation of the dataset at all stages.

Limitations

317. **Limitations of Logic Model indicators:** As noted during the inception phase of this evaluation, there were challenges in using the CSP's existing logical framework indicators to structure an assessment of CSP performance. Three versions of this logic model (LM) had been used and 81 unique indicators (32 outcomes, 12 cross-cutting and 37 output levels) had been inconsistently activated. An assessment of the validity of indicators and availability of related monitoring data was completed using

a template provided by OEV, with an overall summary of findings presented in Annex 14: Evaluability Assessment.

318. Table 34 shows that less than a quarter of logical framework indicators used (26 of 114 assessed, or 23 percent) were evaluable. The rest were only partially evaluable and could not be used for the evaluation.²⁷³

Table 34: Evaluability of logical framework performance indicators

Type of Indicator	Number of indicators assessed	Assessment of indicator evaluability (number of indicators per rating and % of total for each rating)					
		Evaluable		Partially Evaluable		Not Evaluable	
		Number	% of Total	Number	% of Total	Number	% of Total ²⁷⁴
Outcome	45	15	33	17	38	13	29
Output	54	5	9	38	70	11	20
Cross-cutting	15	6	40	3	20	6	40
Column Total	114	26	23	58	51	30	26

319. The case studies were used to supplement data sets related to LM indicators and reported in the CSP's annual performance reports. The evaluators mapped the specific initiatives (subactivities) that took place since 2018 within each SO under the related coded Activities and examined these individually as distinct cases. Each case offered a stream of evidence to the evaluators in which available monitoring data was supplemented by additional primary data collection during KIIs and FGDs.

320. **Limited efficiency calculations available in secondary data:** Efficiency was examined under EQ3, and its four subquestions: 1) timeliness of outputs delivered; 2) appropriateness of coverage and targeting; 3) cost-efficiency of assistance delivery considering potential trade-offs with cross-cutting aims; and 4) extent that cost-effective alternatives were considered. Efficiency calculations by the CO and within the ACRs were limited, and cross-country comparable numbers that could be used by the ET were not available nor calculated by the CO or regional bureau. Instead, CSP efficiency was assessed qualitatively using in-depth case studies to provide the ET with sufficiently nuanced knowledge of the programme and to make valid and reliable findings related to the efficiency subquestions.

321. **Timeline and scheduling:** The firm hired to design and implement this evaluation was authorized to start work in mid-July 2021. August was slow because of prescheduled holidays which meant that the full external evaluation team was only activated in the first week of September. The inception phase, which included an extensive evaluability assessment, required more than 10 weeks before a final iteration of the Inception Report was approved on 16 November. The ET mobilized immediately for the data collection phase, with two international consultants arriving in Colombo only four days later. However, by then it was no longer possible for the ET to make-up for lost time and meet the original schedule set for producing preliminary evaluation findings.²⁷⁵ These delays and late delivery of the first draft of the ER meant that it could not influence the very early stages of the CO process for designing the next CSP.

322. The in-country data collection phase of this CSPE took place as Sri Lanka was reopening from the extended pandemic lockdown. Three other external missions were being hosted by the CO at the same

²⁷³ WFP OEV, Evaluation of Sri Lanka WFP CSP 2018-2022, Inception report – Final, November 2021, Table 25, p. 89.

²⁷⁴ Note: Not all numbers total 100 percent because of rounding up.

²⁷⁵ The timeline set in the ToR for presentation of preliminary findings for this CSPE was 20 November. This was revised to 18 December in the IR. The IR called for the ET to submit a first "zero" draft of the ER on 5 January. This too needed to be revised to 14 January.

time, including one supported by RBB to continue with a Theory of Change workshop that was started in early 2020 then delayed by almost two years because of the pandemic. Other UN agencies in Sri Lanka were engaged in end-of-cycle and UNSDCF design events. This resulted in some “evaluation fatigue”.²⁷⁶

323. The ET found it challenging to confirm a workable schedule for the short three-week in-country phase of the evaluation. Not all donor and UN agencies targeted ended up being interviewed. The CO was only able to provide limited administrative support and this task fell instead to the ET. To mitigate, the ET redirected effort from planned data collection and analysis to schedule KIIs.

324. There was limited time for field visits given that four days were required just for road travel to get to sites and to return to Colombo. To mitigate, the ET used weekends and long workdays and relied on WFP field staff to organize and schedule KIIs and FGDs during the one week spent at district level.

325. **Pandemic disruptions have resulted in data gaps:** The pandemic limited opportunities for primary data collection by WFP and its government partners in 2020 and 2021 (see limitations of LM indicators above). To mitigate, the evaluation design used detailed Case Studies of 14 CSP subactivities to assure sufficient depth of analysis.

326. Pandemic restrictions: The use of face masks during all interactions was mandatory throughout the data collection phase. Remote interviews were used when targeted KIIs were not locally available and for those who preferred to not meet face-to-face as a pandemic risk mitigation. The use of face masks, even during FGDs and during site visits to individual households, may have resulted in some content and quality of exchange loss. It was certainly exhausting for all parties.

327. Table 35 summarizes the total number of individuals that the ET interacted with as part of this evaluation, and Table 36 presents these by stakeholder type and sex.

Table 35: Overview of FGs and KIIs sample units disaggregated by sex

	Female	Male	Total
Key informant interviews (KIIs)	27	47	74
Focus group discussions (FGDs) participants ²⁷⁷	83	117	200
Total	110	164	274

Table 36: KIIs by stakeholder type, sex

	Female	Male	Total
WFP	11	16	27
Government	8	24	32
UN	2	4	6
Cooperative partners and NGOs	3	2	5
Donor	3	1	4
Beneficiaries ²⁷⁸	70	79	149
Total	97	126	223

²⁷⁶ Reported by the CO as a risk during the inception phase.

²⁷⁷ The FDG participants included 149 beneficiaries, government officials and WFP staff present at any FGDs.

²⁷⁸ Beneficiaries who are targeted in the focus group discussions excluding government officials and WFP staff who participated in the FGDs.

Ethical Considerations

328. **Ensuring informed consent** – The ET was transparent with all stakeholders regarding the purpose of the CPSE, data collection events and use of data. Evaluators ensured consent was obtained before targeted beneficiaries participated in data collection. Participants in KIIs and FGDs were always allowed the possibility of opting out at any time in the data collection process.

329. **Protecting privacy** – All data collected is password protected and kept confidential. Personal identifiers are coded. The ET was respectful of information provided by affected populations. The ET followed best-practice policies and procedures in fieldwork,²⁷⁹ explained the purpose and procedure of data collection work and sought verbal consent before proceeding with interviews.

330. **Ensuring cultural sensitivity** – The ET included two Sri Lankan Consultants (one man, one woman), with extensive international development and facilitation experience, to ensure that cultural and gender sensitivities were understood and respected. The Evaluation Team Leader (ETL) used his familiarity with Sri Lanka local norms and customs, having lived and worked in Sri Lanka for more than three years, to ensure cultural sensitivity. Interviewees were given clear access to practical means for making and receiving a prompt response to questions or complaints.²⁸⁰

331. **Respecting the autonomy of participants** – The ET respected the dignity of those interacted with, and behaved in a kind, empathetic and non-discriminatory manner throughout the evaluation process. The ET was flexible when scheduling interviews, respected time commitments, assured proper notification and authorization and sent interview questions in advance where this was practical.

332. **Fair recruitment of participants** – The sampling process was transparent and based on clear and consistently applied criteria. The ET consciously and purposefully included women and people with disabilities.

333. **Do no harm** – The ET assured that no ET member's behaviour increased risk to KIIs nor to one another. The ET respected and followed COVID-19 restrictions and protocols as advised by home countries, the Government and WFP.

Table 37: Summary of ethical issues, risks and safeguards

²⁷⁹ Tricouncil Policy Statement: [Ethical Conduct for Research Involving Humans](#) – TCPS 2 (2018).

²⁸⁰ All interviewees were given email address and phone number to facilitate feedback and further exchange following KIIs and FGDs

Phases	Ethical issues	Risks	Safeguards
Inception	Conflict of interest	None identified	Not Applicable
Data collection & analysis	Informed consent	False/high expectation / misrepresentation	ETL's credentialed professional standards, team member experience and signed commitment, ET's EMQAS, ET team ensured informed consent throughout the process.
	Respecting autonomy	Violation of human rights, including women, vulnerable and marginalized groups	The ET followed: The 2014 Guideline on Integrating Human Rights and Gender Equality in Evaluations The 2020 UNEG Ethical Guidelines
	Equity		
	Cultural sensitivity	Poor data	ETL's credentialed professional standards, and team member experience and signed commitment
Protection of privacy, confidentiality, and anonymity	Embarrassment to WFP or/and KI Potential retribution to KI	ET's EMQAS	
Reporting	Misrepresentation	Embarrassment to WFP	ETL's credentialed professional standards and experience ET's EMQAS and OEV's CEQAS Continuous engagement of WFP staff and other key stakeholder in the evaluation process
Dissemination	Do no harm	Embarrassment to Government	2020 UNEG Ethical Guidelines 2014 Guideline on Integrating Human Rights and Gender Equality in Evaluations OEV's CEQAS

Annex 4: Evaluation matrix

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection	Data analysis
Evaluation Question 1: To what extent is WFP's strategic position, role and specific contribution based on country priorities, people's needs and WFP's strengths?					
1.1 To what extent is WFP's 2018-22 CSP for Sri Lanka relevant to national government policies, plans, strategies, and goals, including achievement of the national Sustainable Development Goals?					
1.1.1 Alignment of CSP SOs with national Government policies, strategies, and plans	The extent to which the CSP SOs and Activities 1-8 in the CSP were relevant to national strategies and priorities, including SDGs and targets, and analysis of national capacities and capacity gaps	Extent of involvement of Government in the preparation of the CSP	PMU and other senior ministry officials	KIIs	Triangulation of qualitative perception of involvement
		Extent of alignment between CSP SO, Activities 1-8 and national objectives and priorities, as outlined in Government policies, strategies, plans, capacity strengthening goals and related annual budgets	Government strategies, policies, and plans, national SDG Framework WFP CSP and consecutive budget revision documents, Zero Hunger Review, PMU and CO managers, key donor representatives, external subject matter experts (SMEs)	Document review KIIs	Comparison of perception with evidence of explicit alignment in relevant planning, SDG, and budget documents
		Extent to which CSS activities were designed on the basis of an assessment of the main national capacity gaps	PMU, relevant ministry officials and CO managers	Document review KIIs	
1.1.2 Alignment of CSP SO and Activities 1-8 with subnational strategies and plans in geographic areas where WFP has been most active	The extent to which the CSP SOs were relevant to regions and districts targeted by WFP activities, as expressed in subnational strategies and plans, and analysis of	Extent of involvement of subnational Government departments in the preparation of the CSP and design of its related activities	Partner Government ministry and department-level officials	KIIs	Triangulation of qualitative perception of involvement
		Extent of alignment between CSP SO and Activities 1-8 with priorities set out in subnational Government strategies and plans, including capacity-building plans	Subnational government strategies, plans and programmes, and WFP project documents. Subnational Government officials involved in activity implementation, and WFP CO managers and staff, and	Document review KIIs	Comparison of perception with evidence of alignment in relevant documents and cases

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection	Data analysis
	subnational capacities and capacity gaps		key NGO and UN project implementation partners. Documents and appropriate KIs related to sample of projects implemented.	Project-specific case studies	
		The extent to which donors were involved and consulted in CSP formulation for areas they were most active in	Donor representatives	KIIs	Triangulation of qualitative perception of involvement
1.2 To what extent did the CSP address the needs of the most vulnerable people in the country to ensure that no one is left behind?					
1.2.1 Alignment of CSP SOs with the needs of the most vulnerable people in SL and the pledge embedded in the UN SDGs that “no one is left behind”	The extent to which the CSP SOs and initiatives under Activities 1-8 were designed to address the needs of the most vulnerable people in SL	Extent to which the CSP design was based on food security and nutrition needs assessments that identified the needs of the most vulnerable people.	PMU and other senior ministry and department officials, key donor representatives, and external researchers and subject matter experts (SMEs). Document review of VAM and needs assessment	KIIs with different stakeholders	Triangulation of qualitative perception of commitmentContext analysis. Gender and inclusion analysis.
			Government strategies, policies, plans and national SDG Framework	Document review	Comparison of perception with evidence of alignment in relevant documents
		Extent to which initiatives under Activities 1-8 were designed to address the needs of the most vulnerable people in SL (children under two years, pregnant and lactating women, youth and especially girls, women and rural farmers, war displaced, persons with disabilities and others.)	PMU and CO managers, direct beneficiaries, key donor representatives, external subject-matter experts (SMEs)	KIIs	Triangulation of qualitative perception of commitment
	WFP CSP and consecutive budget revision documents, Zero Hunger Review documents and KIs related to sample of projects implemented		Document review Case study	Comparison of perception, with evidence of alignment in relevant documents and cases	
	Perception of direct beneficiaries of cash and food	Level of satisfaction (disaggregated by sex, age and location) of direct beneficiaries of cash and food with assistance received	Female and male direct beneficiaries of cash and food	KIIs and/or FGD	Triangulation of qualitative perception

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection	Data analysis
1.3 To what extent has WFP's strategic positioning remained relevant throughout the implementation of the CSP considering the changing context, national capacities and needs and Sri Lanka's response to the COVID-19 pandemic?					
1.3.1 Strategic responsiveness of CO and the CSP to changing context, national capacities and needs in Sri Lanka	Satisfaction with CSP response and adaptation to unexpected disruptions was relevant given national needs and capacities	Level of satisfaction of Government, direct beneficiaries, key donors, and UNCT with CSP responsiveness and ongoing relevance in the face of changing needs resulting from the COVID-19 pandemic and other shocks	PMU and other senior national and department officials, direct beneficiaries, key donors and UNCT representatives, and SMEs	KIIs	Triangulation of perception across KI types of evolving CSP relevance
1.4 To what extent does the CSP support appropriate strategic partnerships based on WFP's comparative advantage in the country, including alignment and coherence with the wider United Nations and the UNSDCF for Sri Lanka?					
1.1.4 Active support of partnership outside of key relationship with Government	Extent to which the CO used the CSP and its comparative advantages to nurture strategic partnerships for supporting implementation of planned Activities 1-8	Extent of strategic partnerships involved in implementing the CSP other than the Government	CO managers and staff and programme and project reports	KIIs document review	Triangulation of qualitative perception of involvement with documented evidence
		Level of alignment and coherence with other UN agencies and the UNSDCF for Sri Lanka	UNCT and donors National SDG Framework and related documents	KIIs document review	
Evaluation Question 2: What is the extent and quality of WFP's specific contribution to CSP SOs in Sri Lanka?					
2.1 To what extent did WFP deliver expected outputs and contribute to the CSP's expected country strategic outcomes?					
2.1.1 Whether planned targets for expected SO outputs were met	Extent that output targets set in the 3 iterations of the CSP Results Framework were met	Output indicators activated in COMET for CSP Performance Framework for each SO (number of beneficiaries, quantity of resources, locations assisted, partners supported, and other factors)	ACP and related COMET-stored data sets	Document review	Content analysis comparing achievement against targets
2.1.2 Level of contribution of outputs contribute to the	Extent to which outputs contributed to the CSP Strategic Outcomes	Case specific output and outcome indicators and targets used to monitor these individual initiatives	Activity and project specific indicators, targets, and related monitoring sets	KIIs and document review within case studies	Evidence from sample of in-depth cases

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection	Data analysis
CSP Strategic Outcomes			KIs with key stakeholders to seek their perspectives on whether the CSP implemented activities support the assumed logic and causal pathways set out in the reconstructed ToC		
2.1.3 The extent to which the CSP produced unintended outcomes	Extent to which the CSP produced unintended outcomes (positive or negative)	Number of unintended positive or negative outcomes with significant contribution from CSP activities and outputs	Government and other key implementing partner representatives	KIIs	Triangulation of perception across KI types
2.1.4 Perceived value of CSP capacity strengthening efforts	Extent that CO capacity strengthening, and technical assistance is effective and valued	<p>What capacity was developed</p> <p>Appropriateness of beneficiary selection (whose capacity was developed)</p> <p>How was capacity developed</p> <p>Level of effectiveness of CSP-related capacity strengthening and technical assistance</p> <p>Appropriateness of capacity development support</p>	<p>Government officers and other key recipients of technical assistance, SMEs, and donors</p> <p>Project reports</p> <p>Use WFP's CCS framework and PACT's Capacity Development Framework (pactworld.org) and ToC for conceptual modelling</p>	<p>KIIs</p> <p>Document review</p>	Triangulation of qualitative perception of value and effectiveness against WFP CCS and PACT frameworks
2.2 To what extent did WFP contribute to the achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender equality and other equity considerations)? And did the response to COVID-19 change the degree of the contribution in any of these areas?					
2.2.1 Assessment of how the CSP contributed to achievement of cross-cutting aims: adherence	Extent that the CSP initiatives and projects contributed to these cross-cutting aims	Extent of humanitarian and protection principles, and accountability aims to affected populations being included in CSP planning, implementation, and monitoring	ACR and other planning and evaluation documents	Document review	Content analysis of commitments and achievements
			Specialists within CO and Government implementation partners	KIIs	Triangulation of qualitative perception

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection	Data analysis
to humanitarian principles, protection, accountability to affected populations and GEWE.			Documents and KIs related to sample of projects implemented	Case study	Evidence from sample of in-depth cases
	Analysis of how gender sensitivity was integrated into design and implementation of activities	Level of GEWE integration into CSP and activity planning, implementation, and monitoring	ACR and other GEWE-specific planning and evaluation documents	Document review	Content analysis of GEWE commitments and achievements
			GEWE specialists within CO and Government implementation partners	KIIs	Triangulation of qualitative perception
			Female and male direct beneficiaries of cash and food	KIIs and/or FGD	Triangulation of qualitative perception
			Documents and KIs related to sample of projects implemented	Case study	Evidence from sample of in-depth cases
	Analysis of how the response to COVID-19 changed the degree of contribution in cross-cutting areas	Level of disruption to cross-cutting aims, commitments, and contributions due to COVID-19	KIIs from CO and Government (PMU and key ministries and departments), UNCT and donor representatives	KIIs Focus Group	Triangulation of qualitative perception across these stakeholder types
Analysis of how food and cash recipients experienced this support	Level of satisfaction (disaggregated by sex, age and location) of direct beneficiaries of cash and food with pandemic response	Female and male direct beneficiaries of cash and food	KIIs and/or FGD	Triangulation of qualitative perception	

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection	Data analysis
2.3 To what extent are the achievements of the CSP likely to be sustainable?					
2.3.1 Assessment that results achieved are likely to be sustained	Are there agreed and credible WFP withdrawal plans	Existence of WFP transition and exit plans that assure sustainability of achievement for each of the key activities and commitments made under the CSP	Transition and exit plans recorded in programme and project documents KIs directly involved in Activity implementation (subnational Government officials and WFP CO managers and staff, and key NGO and UN project implementation partners)	Document review KIIs Case Study	Content analysis Triangulation of qualitative explanations Evidence from sample of in-depth cases
	Alignment of achievements with Government ongoing priorities and budget commitments Ownership of initiatives by appropriate national and district-level Government institutions, private sector and civil society	Level of agreement around longer-term WFP role and transition in Sri Lanka that can support and assure sustainable progress towards zero hunger	KIs from CO/RBB managers, Government PMU, UNCT, donors and SMEs	KIIs FGD Learning Workshop	Triangulation of qualitative reflections and viewpoints
2.4 In humanitarian contexts, to what extent did the CSP facilitate more strategic linkages between humanitarian, development and, where appropriate, peace work?					
2.4.1 Assessment that the CSP facilitated strategic linkages along the Triple Nexus	How were these strategic linkages considered and integrated in specific CSP activities	Extent of consideration and integration of these linkages in CSP as aspirational goals	KIs from CO/RBB managers, Government PMU, UNCT, donors, and SMEs	KIIs FGD Learning Workshop	Triangulation of qualitative reflections and viewpoints
		Extent of consideration and integration of these linkages in funded and implemented CSP activities	Documents and KIs related to sample of projects implemented	Case study	Evidence from sample of in-depth cases
Evaluation Question 3: To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?					
3.1 To what extent were outputs delivered within the intended time frame?					
	Achievement of output targets within		CO reports (ACRs and related project reports and data sets)	Document review	Content analysis

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection	Data analysis	
3.1.1 Timeliness of output delivery	planned timelines and expectation	Extent to which output targets set within annual plans were achieved within timelines set	Documents and KIIs related to specific cases	Case Study	Evidence from sample of in-depth cases	
		Proportion of deviations from planned targets that were fully explained and justified by changing context	CO reports (ACRs and related project reports and data sets)	Document review	Content analysis	
			KIIs (CO staff, Government and UN /NGO implementation partners and donor representatives)	KIIs	Triangulation of qualitative explanations	
			KIIs and project-specific documents related to sample of cases	Case Study	Evidence from sample of in-depth cases	
		Level of satisfaction (disaggregated by sex, age and location) of direct beneficiaries of cash and food with timeliness of assistance received	Female and male direct beneficiaries of cash and food	KIIs and/or FGD	Triangulation of qualitative perception	
	Timeliness of required financial resources being made available and used	Extent that budgets committed by donors and by the Government implementation partners were made available on time Extent that approved grants were utilized and assigned budgets fully disbursed by the CO	CO reports (ACRs and related project reports and data sets)	Document review	Content analysis	
			KIIs and FGD (CO staff, Government and UN /NGO implementation partners and donor representatives)	KIIs FGDs	Triangulation of qualitative explanations	
			KIIs and project-specific documents related to sample of cases	Case Study	Evidence from sample of in-depth cases	
	3.2 To what extent was coverage and targeting of interventions appropriate?					
	3.2.1 Appropriateness of targeting and coverage	Was targeting and coverage based on comprehensive mapping and needs assessment of various segments of the vulnerable population	Extent that needs assessment and mapping of food security and nutrition vulnerability was up to date Proportion of CSP coverage that was targeted to the most vulnerable segments of the population	CO, Government, UNCT and donor assessments and data sets	Document review	Content analysis
KIIs (CO staff and Government, UNCT and donor representatives)				KIIs	Triangulation of explanations	
KIIs and project-specific documents related to sample of cases				Case Study	Evidence from sample of in-depth cases	
Was targeting, coverage, volume and			CO, Government, UNCT and donor assessments and data sets	Document review	Content analysis	

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection	Data analysis
	type of assistance adjusted in response to major changes in assumptions	Extent that targeting and coverage was adjusted based on new context and updated assessment	KIs (CO staff and Government, UNCT and donor representatives)	KIIs	Triangulation of explanations
			KIs and project-specific documents related to sample of cases	Case Study	Evidence from sample of in-depth cases
	Did targeting and coverage consider the connection between emergency response and resilience activities	Extent that targeting and coverage consciously linked emergency response and resilience activities	KIs (CO staff and Government, UNCT and donor representatives)	KIIs	Triangulation of explanations
			KIs and project-specific documents related to sample of cases	Case Study	Evidence from sample of in-depth cases
Analysis of how food and cash recipients experienced coverage and targeting	Level of satisfaction (disaggregated by sex, age and location) of direct beneficiaries of cash and food with coverage and targeting	Female and male direct beneficiaries of cash and food	KIIs and/or FGD	Triangulation of qualitative perception	
3.3 To what extent were WFP's activities cost-efficient in delivery of its assistance, while considering potential trade-offs with cross-cutting aims (those noted under evaluation subquestion 2.2)?					
3.3.1 Planning for efficient CSP implementation	Did the CSP set out and follow standards for cost-efficiency in delivery of different types of assistance in different setting Were efficiency trade-offs considered	Extent that the CSP set out and followed standards for cost-efficiency in delivery of different types of assistance in different setting Extent that humanitarian principles, protection, accountability to affected populations, and GEWE were considered as accepted efficiency trade-offs	CO documents and specific examples of standards that were set by CO or by RBB/HQ guidance	Document review	Content analysis
			RBB and CO KIs (managers and staff with expertise in this area)	KIIs	Triangulation of explanations
			KIs (CO, Government and UN and NGO implementation partner representatives) and project-specific documents related to sample of cases	Case Study	Evidence from sample of in-depth cases
3.3.2 Cost-efficiency of delivery for specific activities and settings	Assessment of cost, quality and timeliness in relation to setting	Cost per unit of assistance received per beneficiary (disaggregated by sex and age) for selected CSP activities Extent that external factors beyond CO control affected cost-efficiency	KIs and project-specific documents related to sample of cases	Case Study	Content analysis and corroboration across sample of in-depth cases

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection	Data analysis
	Key external factors that effected cost-efficiency				
3.3.3 Adequate level of human resources	Comparison of HR levels to the number of activities and total budget disbursed	Ratio of full-time equivalents to total budget disbursed	Project financial and HR records	Document review	Content analysis
3.4 To what extent were alternative, more cost-effective measures considered?					
3.4.1 Consideration of alternative, more cost-efficient measures	Evidence that RBB and HQ provided effective guidance and support that explained and promoted efficient alternatives	Extent of guidance and support from RBB and HQ on how to assure efficiency gains, including cost standards to be used by the CO for comparisons	Existing guidance notes and standard(s) Appropriate WFP officers at CO, RBB and HQ level	Document review of KIIs	Content analysis Triangulation of explanations
	Evidence that consideration of cost-efficiency was included in discussions with Government Measures taken to ensure efficiency over time in contracting of implementors and suppliers, and in interactions with donors	Extent that cost-efficiency factors were considered in decision-making related to annual planning of the CSP and its approved activities	KIs from CO, Government, other implementation partners and donors	KIIs	Triangulation of explanations
			Project-specific documents related to sample of cases KIs and project-specific documents related to sample of cases	Document review Case Study	Content analysis Content analysis and corroboration across sample of in-depth cases and efficiency comparison against other options
	Analysis of how food and cash recipients experienced value of resources received	Level of satisfaction (disaggregated by sex, age and location) of direct beneficiaries of cash and food with coverage and targeting	Female and male direct beneficiaries of cash and food	KIIs and/or FGD	Triangulation of qualitative perception

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection	Data analysis
Evaluation Question 4: What are the factors that explain WFP's performance and the extent to which it has made the strategic shift expected by the CSP?					
4.1 Resource factor – To what extent has WFP been able to mobilize adequate, predictable and flexible resources to finance the CSP?					
How resource availability affected the programme	Analysis of how budget adequacy, flexibility and predictability influenced effectiveness	Ratio of needs-based budget to actual contributions received	CO financial records	Document review	Content analysis
		Extent that budget uncertainty affected programming effectiveness	Senior managers within CO and RBB	KIIs	Triangulation of perceptions
		Level of donor earmarking of funding and implications for the CO's ability to respond in a flexible way to changing needs			
		Extent that WFP budgeting process supported strategic shift in CSP			
		Specific actions to mobilize resources from donors and others, including private sector			
4.2 Partnership factor - To what extent did the CSP lead to partnerships and collaborations with other actors that positively influenced performance and results?					
Were partnerships a significant performance factor?	Analysis of how partnership and collaboration influenced effectiveness	Number and extent of explicit partnerships (MOU, joint projects, use of SSTC facility and others)	CO documents and specific examples of partnership agreements; Government guidance on foreign funded projects	Document review	Content analysis
		Level of satisfaction of Government, donor and other external stakeholders with CO partnership agreements	Government and other key implementing partner representatives	KIIs	Triangulation of perception across KI types
		Extent that CSP has supported effective collaboration and new partnerships	KIs within CO and RBB, donor, Government	KIIs, FGD	Triangulation of perceptions
4.3 Operational flexibility factor – To what extent did the CSP provide greater flexibility in dynamic operational contexts, and how did this affect results, in particular as regards adaptation and response to unexpected crises and challenges?					
Were flexible modalities of CSP in place and helpful	Analysis of how CSP supported the adaptation noted in reconstructed TOC	Number of explicit disruptions, crisis and challenges in operational context	CO and Government documents	Document review	Content analysis
		Examples of how CSP supported flexible, dynamic response	KIs within CO, RBB, donor, Government	KIIs, FGD	Triangulation of perceptions

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection	Data analysis
		Level of satisfaction of CO, Government and other external stakeholders CSP adaptations	Government and other key implementing partner representatives	KIIs	Triangulation of perception across KI types
4.4 Pandemic response and other factors – How did the COVID-19 pandemic response and any other key contextual realities help explain WFP’s performance and the extent to which it has made the strategic shift expected by this CSP					
4.4.1 Impact of the pandemic on CSP	Analysis of how pandemic affected programming	Extent that pandemic was a key factor in explaining CSP performance to date	CO, RBB, Government/PMU, donor representatives	KIIs, FGD	Triangulation of perception across KI types, plus meta-analysis across other evaluation questions
4.4.2 Adequacy and skill of CO staff	Analysis of how this factor affected overall CSP performance	Staff retention and turnover rates	CO HR records	Content analysis	
		Availability of experienced staff in relation to CSP activities	CO managers	KIIs, FGD	
		Trainings and guidance provided by RB and HQ	CO managers and staff		
		Stakeholder perceptions of level of expertise available in WFP by activity	Government, Government and external implementation partners, including donors and UN agencies	KIIs	
4.4.3 Other key performance factors identified	Identifying other key performance factors	Existence of and extent that other key factors explain CSP performance	CO, RBB, Government/PMU, donor representatives	KIIs, FGD	Triangulation of perception across KI types, meta-analysis across other EQs
	Perception of food and cash recipients’ experience relative to resources received	Identification of factors that limited or leveraged the performance of Government activity implementors in relationship to assistance received (disaggregated by sex, age and location)	Female and male direct beneficiaries of cash and food	KIIs and/or FGD	Triangulation of qualitative perception

Annex 5: Data collection tools

334. Below is the interview protocol developed for each stakeholder type, namely, KIIs within the Government at national level. The assumption is that these KIIs are positioned to speak in general terms about CSP initiatives and not typically informed about activity specifics (subnational level KIIs are likely to be better positioned for that information).

335. Protocols to guide open-ended discussions for KIIs and FGD are customized for each interview, following a desk study of the interviewee's background, position and connection to the CSP, so that questions are aligned with the interviewee's experience.

336. The ET took a non-linear, iterative approach to designing and refining interview and FGD protocols – adding, adjusting or removing questions as appropriate, as information was gathered throughout the data collection phase. The 16 subquestions and related indicators in the EM were always used to structure interviews and focus and discipline our inquiries.

337. See details on evaluation criteria, questions and subquestions in Table 25.

Interview Protocol for KIIs with National Level Government Officers

My name is _____ and this is my colleague _____. We are members of an independent external team of evaluators commissioned by WFP's office of evaluation in Rome. Thank you for making yourself available for this interview. As you know from our email exchange, WFP is evaluating its five-year strategic plan which will soon end. The aim is to learn from the past and prepare an evidence-informed country strategic plan for WFP's next 5-year cycle.

Your name has been suggested by the WFP office in Colombo because you have been involved in [insert summary from desk review].

The primary purpose of this interview is to learn about [insert based on what this particular KI is most familiar with (e.g. school feeding if Ministry of Education)]. Because of your frontline experience [in DRR, in gender-equity, in managing this project, and more], we want to ask questions and have a discussion related to this topic. Although I will record notes, nothing you say will be attributed to your name in any public report produced by this evaluation. It is part of my job as a credentialed evaluator to protect the confidentiality of this interview. We will never connect what you say to your name when the evaluation team writes the evaluation report. I invite you to speak candidly because only in this way can we benefit from your knowledge and experience.

Do you agree to take part in this interview? We have allocated [normally one hour] for this interview. Are you okay with the time? Do you have any questions about the process before we start? Can I proceed?

Once the interview draws to a close, the individual was thanked for their contribution. A follow-up email was sent immediately after the interview which invited the individual to add to any comments through further email exchange.

Each group/type of KI had a different set of questions which was drawn from the master list below, which comes from the EM. Only 5 to 10 of these questions was asked to any one KI given the usual one-hour time frame for the interview. Selected questions were rephrased so that each one used simple language that was easy to comprehend by the interviewee. The interview protocol was sent to the interviewee at least 24 hours before the interview or FGD took place.

1. Evaluation Question 1

- 1.1. To what extent was WFP's 2018-22 CSP for Sri Lanka relevant to national government policies, plans, strategies and goals, including achievement of the national Sustainable Development Goals?
 - 1.1.1. Extent of involvement of Government in the preparation of the CSP
 - 1.1.2. Extent of alignment between CSP SO and Activities 1-8 and national objectives and priorities, as outlined in Government policies, strategies, plans and annual budgets
 - 1.1.3. Extent of involvement of subnational Government departments in the preparation of the CSP and design of its related Activities

- 1.1.4. Extent of alignment between CSP SO and Activities 1-8 with and priorities set out in subnational Government strategies and plans
- 1.2. To what extent did the CSP address the needs of the most vulnerable people in the country to ensure that no one is left behind?
 - 1.2.1. Extent to which Government development strategies, policies, plans and committed budgets have been consistently aligned with the “no one is left behind” pledge embedded in the SDGs
 - 1.2.2. Extent to which initiatives under Activities 1-8 were designed to address the needs of the most vulnerable people in Sri Lanka (youth and especially girls, women and rural farmers, war displaced, and others)
 - 1.2.3. To what extent has WFP’s strategic positioning remained relevant throughout the implementation of the CSP considering the changing context, national capacities and needs, and Sri Lanka’s response to the COVID-19 pandemic?
 - 1.2.4. Level of satisfaction of Government, key donors and UNCT with CSP responsiveness and ongoing relevance in the face of changing needs
 - 1.2.5. Level of satisfaction of Government, key donors and UNCT with WFP’s responsiveness to the COVID-19 pandemic in Sri Lanka
- 1.3. To what extent did the CSP support appropriate strategic partnerships based on WFP’s comparative advantage in the country, including alignment and coherence with the wider United Nations and the UNSDCF for Sri Lanka?
 - 1.3.1. Extent of strategic partnerships involved in implementing the CSP other than the Government
 - 1.3.2. Level of alignment and coherence with other UN agencies and the UNSDCF for Sri Lanka

2. Evaluation Question 2

- 2.1. To what extent did WFP deliver expected outputs and contribute to the CSP’s expected country strategic outcomes?
 - 2.1.1. Output indicators activated in COMET for CSP Performance Framework for each SO (number of beneficiaries, quantity of resources, locations assisted, partners supported, and other factors)
 - 2.1.2. Outcome indicators activated in COMET for CSP SOs (policies and programs enhanced, increase in food production, CSI)
 - 2.1.3. Level of satisfaction of Government and other key implementing partners with CSP contributions to its expected outcomes
 - 2.1.4. Case specific output and outcome indicators and targets used to monitor these individual initiatives
 - 2.1.5. Level of effectiveness of CSP-related capacity strengthening and technical assistance
- 2.2. To what extent did WFP contribute to achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender equality and other equity considerations). And did the response to COVID-19 change the degree of contribution in any of these areas?
 - 2.2.1. Extent to which humanitarian and protection principles and accountability aims to affected populations are included in CSP planning, implementation and monitoring
 - 2.2.2. Level of GEWE integration into CSP and activity planning, implementation and monitoring
 - 2.2.3. Level of disruption to cross-cutting aims, commitments and contributions due to COVID-19
- 2.3. To what extent are the achievements of the CSP likely to be sustainable?
 - 2.3.1. Existence of WFP transition and exit plans that ensure sustainability of achievement for each of the key activities and commitments made under the CSP
 - 2.3.2. Level of agreement around longer-term WFP role and transition in Sri Lanka that could support and ensure sustainable progress towards zero hunger
- 2.4. In humanitarian contexts, to what extent did the CSP facilitate more strategic linkages among humanitarian, development and, where appropriate, peace work?
 - 2.4.1. Extent of consideration and integration of these linkages in CSP as aspirational goals
 - 2.4.2. Extent of consideration and integration of these linkages in funded and implemented CSP activities

3. Evaluation Question 3

- 3.1. To what extent were outputs delivered within the intended time frame?
 - 3.1.1. Extent to which output targets set within annual plans were achieved within timelines set
 - 3.1.2. Proportion of deviations from planned targets that were fully explained and justified by changing context
 - 3.1.3. Extent that budgets committed by donors and by the Government implementation partners were made available on time
 - 3.1.4. Extent that approved grants were utilized and assigned budgets fully expensed by the CO
- 3.2. To what extent was coverage and targeting of interventions appropriate?
 - 3.2.1. Extent that needs assessment and mapping of food security and nutrition vulnerability was up to date
 - 3.2.2. Proportion of CSP coverage that was targeted to the most vulnerable segments of the population
 - 3.2.3. Extent that targeting and coverage was adjusted based on new context and updated assessment
 - 3.2.4. Extent that targeting and coverage consciously linked emergency response and resilience activities
- 3.3. To what extent were WFP's activities cost-efficient in delivery of its assistance, while considering potential trade-offs with cross-cutting aims (those noted under evaluation subquestion 2.2)?
 - 3.3.1. Extent that the CSP set out and followed standards for cost-efficiency in delivery of different types of assistance in different settings
 - 3.3.2. Extent that humanitarian principles, protection, accountability to affected populations and GEWE were considered as accepted efficiency trade-offs
 - 3.3.3. Cost per unit of assistance received per beneficiary (disaggregated by sex and age) for selected CSP activities
 - 3.3.4. Extent that external factors beyond CO control affected cost-efficiency
- 3.4. To what extent were alternative, more cost-effective measures considered?
 - 3.4.1. Extent of guidance and support from RBB and HQ on how to assure efficiency gains, including cost standards to be used by the CO for comparisons
 - 3.4.2. Extent that cost-efficiency factors were considered in decision-making related to annual planning of the CSP and its approved activities

4. Evaluation Question 4

- 4.1. Resource factor – To what extent has WFP been able to mobilize adequate, predictable and flexible resources to finance the CSP?
 - 4.1.1. Ratio of needs-based budget to actual contributions received
 - 4.1.2. Extent that budget uncertainty affected programming effectiveness
 - 4.1.3. Extent that WFP budgeting process supported strategic shift in CSP
- 4.2. Partnership factor – To what extent did the CSP lead to partnerships and collaborations with other actors that positively influenced performance and results?
 - 4.2.1. Number and extent of explicit partnerships (MOU, shared project, and others)
 - 4.2.2. Level of satisfaction of Government, donor and other external stakeholders with CO partnership agreements
 - 4.2.3. Extent that CSP has supported effective collaboration and new partnerships
- 4.3. Operational flexibility factor – To what extent did the CSP provide greater flexibility in dynamic operational contexts, and how did this affect results, in particular as regards to adaptation and response to unexpected crises and challenges?

- 4.3.1. Number of explicit disruptions crisis, and challenges in operational context
- 4.3.2. Examples of how CSP supported flexible, dynamic response
- 4.3.3. Level of satisfaction of CO, Government and other external stakeholders with CSP adaptations
- 5. Pandemic response and other factors – How did the COVID-19 pandemic response and any other key contextual realities help explain WFP’s performance, and the extent to which it has made the strategic shift expected by this CSP
 - 5.1. Extent that pandemic was a key factor in explaining the CSP performance to date
 - 5.2. Existence of, and extent, that other key factors explain the CSP performance

Interview Protocol for FGD with Direct Beneficiaries of Cash

This protocol is designed to guide the organization and facilitation of several FGDs with an opportunistic sample of women who received cash, a small opportunistic sample of the 1,517 pregnant and nursing mothers who were assisted under Activity 8. The cash was provided through Samurdhi local branches or through SCOPE. This assistance was part of an effort to strengthen the shock-responsiveness of Samurdhi, the largest social protection system in the country. It provided cash assistance in Kalutara and R5N locations. The SCOPE tool was only used only in Kalutara.

SCOPE is WFP's web- based beneficiary and transfer management platform used for beneficiary registrations, intervention setups, distribution planning, transfers and distribution reporting. Work with CO and specific WFP staff and Government partners in [locations to be finalized in discussion with CO] to identify women who received this cash. Organize FGDs with several small groups of these women who may be interested in discussing the perceived value of this cash.

These FGDs should be facilitated in Sinhala language and led by a woman. If FGDs are not possible to organize, individual face-to-face interviews with two friends, both of whom have received the cash, could be a simpler alternative. If the pandemic does not allow face-to-face meeting, the possibility of facilitating an online interaction can be explored. A shorter conversation by mobile phone and WhatsApp (used ubiquitously throughout Sri Lanka) could be a backup option.

Setup and schedule the FGD beforehand at a neutral, safe location that is familiar to the respondents (a health clinic, community centre, a home) using a local person known to the women as a trusted interlocuter (health-care worker, midwife, teacher) so that they are available at an agreed time. Limit the interaction (one hour if only two respondents) and a maximum of 2 hours if there is a group of 3 to 5 respondents.

Introduction

My name is _____ and this is my colleague _____. We understand that recently you received cash payment [be specific based on preparatory research] to help you as mothers with the challenges that come with the COVID-19 pandemic. This cash was provided though a UN organization called WFP. We have been asked by WFP to find out if this cash is useful for those who received it.

Thank you for making yourself available for this meeting. As you know, your name was suggested by [specify how the individuals were selected] and because you have received these payments. Your participation in this meeting is entirely voluntary, and at any time if you feel uncomfortable or need to leave to attend to other matters, please feel free to do so. We want to hear from you and learn from you. Although my colleague will record notes, your name and identity will never be used in any report that we prepare. Nothing you say will ever be shared with anyone except for those of us who are here today. The purpose of this meeting is to learn about [insert the name of the programme as it would be locally recognized] and to understand if it has been helpful and meaningful to you and your family. I invite you to speak openly because only in this way can we benefit from your knowledge and experience.

We have allocated [normally one hour] for this interview. Do you agree to take part in this interview? Are you okay with the time? Do you have any questions about the process before we start? Can I proceed?

Questions to lead the open-ended discussion

1. We would like to know a little more about you and who you are. How long have you lived here? Please briefly describe yourself, your family and you present situation.
2. Please explain how and why you were selected for this programme.

3. Please explain when you received this assistance, and approximately how much and for how long you received assistance [compare with the amount that the records suggest should have been received].
 4. Were you surprised to be selected as recipient? Were you pleased to learn that you would receive this help?
 5. Can you explain generally how you used or plan to use the money that you received from this programme.
 6. Do you feel that this assistance helped you improve your nutrition, what you and your family eat? If so, please explain [Use additional probing questions to understand if and how the cash changed food access or nutritional status in any way]
 7. Do you feel this was a helpful benefit? Did the assistance come at the right time? Was it efficient to apply for and receive the benefit?
 8. Now that you have received the cash, what is your plan for the next months? How will you cope given that this benefit is limited [insert descriptor of the time frame and duration of this assistance]
- Once the interview draws to a close, the individual is thanked for their contribution. And asked if they have any further questions or anything else they would like to contribute or say about the experience of receiving this cash benefit.

Key Informant Interview Protocol UN and IDB Agencies

Overview:

This protocol was developed to guide interviews with Colombo-based officials representing UN agencies and international development banks (IDBs). Some of these KIs (e.g. FAO, ILO, UNDP) have collaborated directly with WFP on specific initiatives. Others, and especially the IDBs, will know WFP at a more general level, be aware of its global mandate, but may have less knowledge of WFP's specific activities in Sri Lanka.

This protocol is a guide to open-ended discussions and must be further customized for each scheduled event. Once the interviewer has a confirmed name and title, the basic background on the KI should be gathered through a quick Google search and a brief scan of the organization's website. A study of the interviewee's background and position will help ensure that questions asked are directly aligned with interviewee's experience. The interviewer should take a non-linear, iterative approach to refining and finalizing the interview protocol – adding, adjusting, or removing questions as appropriate and as information is gathered throughout the data collection phase. The 16 subquestions and related indicators in the EM should always be used to focus and discipline KI inquiries.

Use direct email and/or telephone contact to schedule these interviews, and make sure the KI understands the purpose. Include an official Letter of Introduction from the WFP CO so that the targeted interviewee can be confident that the CSPE and the interview is supported by WFP, and that the Government is aware of the process. Assure confidentiality and anonymity. Allow anyone who is hesitant to participate, for whatever reason, to decline and communicate acceptance of that choice diplomatically. Once an interview time and date are confirmed, send the interview questions to the interviewee so that they can reflect on these before the scheduled meeting and be prepared to discuss the questions posed.

The number of questions that can be asked to any one KI given the usual one-hour time frame for an interview is limited. The goal is to have a rich discussion not to get through all of the questions. If a question posed does not elicit interest or response, move quickly to another question where the interviewee seems to be more comfortable and has something tangible to offer. Selected questions should be rephrased to fit with the background and knowledge of the interviewee. Be prepared to adjust the questions you ask in real time as it becomes more clear what knowledge the interviewee has and what they are able and prepared to share.

Once the interview draws to a close, the individual is thanked for their contribution. A follow-up email is sent immediately after the interview and invites the individual to add to any comments already made through further email exchange. This also gives the interviewee your email address so that they can communicate with you directly if they have any questions or specific follow-up comments after the interview is completed.

For those who ask, communicate that the evaluation will be completed in December with a preliminary draft report expected in January and a related learning workshop planned for March.

Draft Interview Questions

My name is _____. I am a member of an independent external team of evaluators commissioned by WFP's office of evaluation in Rome. Thank you for making yourself available for this interview. As you know from our email exchange, WFP is evaluating its five-year strategic plan which will soon end. The aim is to learn from the past and prepare an evidence-informed country strategic plan for WFP's next five-year cycle.

Your name has been suggested by the WFP office in Colombo because [insert summary from desk review].

The primary purpose of this interview is to learn about [insert based on what this particular KI is most familiar with (e.g. FAO and WFP collaboration in Sri Lanka around the zero-hunger goal)]. Because of your position within [name the agency and refer to the type of work that the individual is responsible for], we want to ask questions and have a discussion related to WFP's work in Sri Lanka. Although I will record this meeting, nothing you say will be attributed to your name in any public report produced by this evaluation. It is part of my job as an evaluator to protect the confidentiality of this interview. We will never connect what you say to your name when the evaluation team writes the evaluation report. I invite you to speak candidly because only in this way can we benefit from your knowledge and experience.

Do you agree to take part in this interview? Is it okay that I am recording this interview? We have allocated [normally one hour] for this interview. Are you okay with the time? Do you have any questions about the process before we start? Can I proceed?

Opener: How long have you been in this position?

Evaluation Question 1 – Relevance

Let's start at the broad, macro level and talk about fit and relevance of WFP's programme.

1. How relevant is WFP's programme for Sri Lanka and achievement of national SDGs?
 - a. How well are WFP's programme and activities and national objectives and priorities aligned, as outlined in Government policies, strategies, plans and annual budgets?
 - b. Can you give examples WFP activities in Sri Lanka that are particularly relevant to the priority needs of Government, donors and the UN?
2. Does WFP address the needs of the most vulnerable people in Sri Lanka?
 - a. Are Government development strategies, policies and committed budgets aligned with the "no one is left behind" pledge embedded in the SDGs?
 - b. Has WFP focused on the most vulnerable in Sri Lanka (youth and especially girls, women and rural farmers, war displaced, and others)?
 - c. Has WFP's strategic positioning remained relevant over the last three to five years considering the changing context, national capacities and needs?
 - d. Are Government, key donors, and UNCT satisfied with WFP's responsiveness and relevance in the face of changing needs? What about the level of satisfaction with WFP's responsiveness to the COVID-19 pandemic in Sri Lanka?
3. Does WFP support helpful strategic partnerships in Sri Lanka, including alignment and coherence with the wider United Nations and the UNSDF?
 - a. Describe strategic partnerships involved in WFP's programme, including examples beyond the Government.
 - b. Describe alignment and coherence with other UN agencies and the UNSDF in Sri Lanka

Evaluation Question 2 – Effectiveness

Let's move now from the broader relevance question to the more specific discussion of results. [For UN agency representatives that have been directly collaborating with WFP on specific initiatives, e.g. FAO and UNDP, these questions can also focus specifically on the results of those activities.]

4. To what extent has WFP's programme (NSMP, rice fortification, emergency preparedness, livelihood diversification, among other factors) delivered results towards zero hunger?

- a. Level of satisfaction of Government and other key implementing partners with WFP's contributions to SDGs?
 - b. How effective have WFP's capacity strengthening and technical assistance to the Government been? Can you give specific examples of what has worked best and what has worked less well?
 - c. To what extent are the results of WFP's capacity development efforts with the Government institutionalized and sustained? Do you give specific examples?
5. What do you see as the longer-term role for WFP in Sri Lanka? How do you suggest WFP should make its transition for its next five-year strategic plan to support progress towards zero hunger in Sri Lanka?

Evaluation Question 3 – Efficiency

I'd like to ask some questions about efficiency. [Efficiency questions only fit for UN agency representatives that have knowledge of direct collaboration with WFP on specific initiatives such as the Climate Change Adaptation project CCAP (UNDP) or CHANGE (UNHCR). These would not be questions to pose to IDBs or to the UN Resident Coordinator.]

6. To what extent was the project [if there has been direct collaboration] well managed by WFP?
- a. Were project outputs delivered within the intended time frame, and were committed budgets fully expensed by WFP?
 - b. Was coverage and targeting appropriate? Were the most vulnerable targeted, and was targeting and coverage adjusted based on the new context and updated assessment?
 - c. To what extent was WFP cost-efficient in delivery of its assistance? Were alternative, more cost-effective measures considered?

Evaluation Question 4 – Factors of Performance

This is the last round of questions, and these explore the factors that explain WFP's performance or lack of performance.

7. Based on what you know of WFP, what have been the key factors that have helped WFP's programme perform and those that have limited WFP's performance?
- a. Resource factor – WFP has expensed about USD16 million from 2018 to the present. Its needs-based budget set in late 2017 for 2018-22 was close to USD40 million. This means resourcing has been a challenge. Very roughly USD4 million are being expensed each year. With that as background and from your own knowledge of WFP's programme, is this an adequate budget?
 - b. Partnership factor – To what extent do WFP's partnerships and collaborations with other actors influence performance and results? Overall, can you suggest examples where WFP could better support effective collaboration and new partnerships?
 - c. Other factors – This is a wide-open question so don't feel compelled to answer if you feel it is too broad: are there any other helping or hindering factors that you see as important for understanding WFP's role and success in Sri Lanka? What strategic shift of shifts would make WFP more relevant and effective in Sri Lanka?

Are there any other important questions not discussed today that you would like to pose? Any further important observations that didn't come from my line of questioning that you would like to share? You can always email me if later you think of something important that has not already come out in this discussion, and that you would like to share. Thank you for your time.

Key Informant Interview Protocol for WFP RBB and HQ Officers

Overview:

This protocol is to help guide interviews and open-ended discussion with Regional and Rome-based WFP subject-matter experts who have contributed technical expertise to WFP's CSP, and/or to specific activities and related subactivities. These experts should have a good understanding of global best practices and how these are best advocated by civil society and government leaders in Sri Lanka.

A basic background review of each KI through a quick Google search will help establish who these interviewees are. Each of these experts will have their own views based on their technical background and how they have interacted with the CO. For example, the fortification advisor will be well placed to help the evaluation team flesh out the case study of rice fortification within Sri Lanka's NSMP. The Regional Head, School Feeding, will have insight of global best practise and the potential of HGSF to improve sustainability of the NSMP.

The interviewer should take a non-linear, iterative approach to refining and finalizing the interview questions – adding, adjusting, or removing questions as appropriate and as information is gathered throughout the data collection phase. Always, the sixteen sub-questions and related indicators in the EM should be used to focus and discipline KI inquiries. For these KIs, it will make sense for more than one member of the evaluation team to participate.

For example, the regional Nutrition Adviser and the Nutrition Officer could potentially be interviewed at the same (a small focus group) and at least one of the evaluation team's nutrition experts (Carolyn and Rosha) could lead or participate in that interview. Roshan should participate in the KII with the fortification expert since this is his case study. Jeeva should participate in the interview with the Social Protection expert, and so on. These should be very open-ended discussions in which the KI is free to highlight topics and priorities.

Use direct email to contact and schedule these KIIs, and make sure the KI understands the purpose. As always, assure confidentiality and anonymity. Allow anyone who is hesitant to participate, for whatever reason, to decline, and communicate acceptance of that choice diplomatically. Once an interview time and date are confirmed, send your draft interview questions to the interviewee so that they can reflect on these before the scheduled meeting. Allow the interviewee to suggest changes to the questions so that there is a best fit with their particular background.

Selected questions should be phrased to fit with the background and knowledge of the interviewee. Be prepared to adjust the questions you ask in real time as it becomes more clear what knowledge the interviewee has and what they are able and prepared to share.

The number of questions that can be asked to any single KI, given the usual one-hour time frame for an interview, is limited. The goal is to have a rich discussion, not to get through all of the questions. If a question posed does not elicit interest or response, move quickly to another question where the interviewee seems to be more knowledgeable and interested in sharing.

Once the interview draws to a close, the individual is thanked for their contribution. A follow-up email is sent immediately afterwards. This gives the interviewee your email address so that they can communicate with you directly if they have any questions or specific follow-up comments.

For those who ask, communicate that the evaluation will be completed in December with a preliminary draft report expected in January and a related learning workshop planned for March.

Draft Interview Questions

My name is _____. I am a member of an independent external team of evaluators commissioned by WFP's office of evaluation in Rome. Thank you for making yourself available for this interview. As you know from our email exchange, WFP is evaluating its five-year strategic plan which will soon end. The aim is to learn from the past and prepare an evidence-informed country strategic plan for WFP's next five-year cycle.

Your name has been suggested by the WFP office in Colombo because [insert summary from desk review].

The primary purpose of this interview is to learn about [insert based on what this particular KI is most familiar with (e.g. rice fortification efforts by the CO)]. Because of your position [name the position and sector expertise it implies], we want to ask questions and have a discussion related to WFP's work in Sri Lanka. Although I will record this meeting, nothing you say will be attributed to your name in any public report produced by this evaluation. It is part of my job as an evaluator to protect the confidentiality of this interview.

We will never connect what you say to your name when the evaluation team writes the evaluation report. I invite you to speak candidly because only in this way can we benefit from your knowledge and experience. Where we require a reference for best practise suggestions, we will refer to research and policy documents and not to individual subject matter experts like yourself.

Do you agree to take part in this interview? Is it okay that I am recording this interview? We have allocated [normally one hour] for this interview. Are you okay with the time? Do you have any questions about the process before we start? Can I proceed?

Opener: Can you tell me how long you have been in your position and how you have been interacted with WFP’s programme in Sri Lanka. Can you summarize [for example, “... your involvement in the CO advocacy and piloting of rice fortification in Sri Lanka.”]

Table 38 - Possible probing subquestions directly relevant for subject-matter experts

WFP RBB, Regional Head, School Feeding	Ask questions specific to the NSMP, and the progress and successes and challenges of the CO transition from direct food transfers to CCS with the MoE Ask for observations related to THR, the HGSF pilot and the CO response to the pandemic through the COVID back-to-school initiative Ask for an overview and update of CCS initiative still required, and brainstorm with the expert how best the CO could support school feeding in the next CSP
WFP RBB, Regional Nutrition Advisor and Nutrition Officer	Ask questions specific to the nutrition initiatives (SBCC, rice fortification, and Thripasha) and the main successes and challenges have been Ask for an overview of nutrition-specific CCS initiatives that have taken place since 2018, and what the top priorities should be for the remainder of the CSP Brainstorm with the expert how best the CO could support nutrition in the next CSP and if there are any major regional initiatives in the pipeline
WFP RBB, Regional Fortification Advisor	Ask questions specific to the CO efforts to research, advocate and now pilot rice fortification: progress, successes, challenges and sustainability Ask for observations related to fortification priorities in Sri Lanka, how the CO is engaged in this area, and what the priorities need to be over the next 18 months Brainstorm with the expert how best the CO could support fortification initiatives in the next CSP aligned with any major regional initiatives
WFP HQ, Humanitarian and Development Division, SSTC	Ask for an overview of the SSTC and specifically what related initiatives have taken place in Sri Lanka and what can be expected during the remainder of the CSP Clarify the progress and successes and challenges of these SSTC initiatives and how results and CCS will be sustained Gauge with expert the potential of SSTC to expand and be a more central part of the next CSP for Sri Lanka
WFP RBB, Regional Programme Policy Officer, Social Protection	Ask questions specific to social protection issues objectives in Sri Lanka: what the priorities are and how the CSP has been influenced by these Clarify successes and challenges of the programming in this sector and integrating best practice across the CSP Brainstorm with the expert how best the CO could integrate social protection programming in the next CSP

Evaluation Question 1 - Relevance

Let’s start at the broad, macro level and talk about fit and relevance of WFP’s programme. How relevant is WFP’s programme for Sri Lanka and for the achievement of the national SDGs?

8. How well is WFP’s CSP and related activities aligned with global and regional best practices?
 - a. Can you give examples of WFP activities in Sri Lanka that are particularly relevant to the priority needs of Government and aligned with best practices?
 - b. How involved has RBB and regional and national experts been in helping the CO and Government to design and implement the CSP activities?

9. How does [summarize the activity that the expert will be most familiar with] address the needs of the most vulnerable people in Sri Lanka?
 - a. How has the CO [...or the particular activity that the expert is most familiar with] focused on the most vulnerable in Sri Lanka (youth and especially girls, women and rural farmers, war displaced, and others)
 - b. Has WFP's strategic positioning [the advocacy of rice fortification for example] remained relevant over the last three to five years considering changing context, national capacities and needs?
10. Does the CSP and the CO support helpful strategic partnerships in Sri Lanka? Can you describe one or two specific examples of important strategic partnerships related to your area of expertise?

Evaluation Question 2 – Effectiveness

Let's move now from the broader relevance question to the more specific discussion of results. [This will only be an appropriate question if the expert has been directly collaborating with the CO on specific initiatives, e.g. rice fortification.]

11. To what extent has the CSP (NSMP, rice fortification, social protection, and other initiatives) delivered results towards zero hunger?
 - a. What is your level of satisfaction with CO contributions? Please provide specifics related to your area of expertise.
 - b. How effective have WFP's capacity strengthening and technical assistance to the Government been? Can you give specific examples of what has worked best and what has worked less well?
12. What do you see as the longer-term role for WFP in Sri Lanka [related to the expert's area]? How do you suggest WFP transition for its next five-year strategic plan to support progress towards zero hunger in Sri Lanka?

Evaluation Question 3 – Efficiency

I'd like to ask some questions about efficiency. [Efficiency questions fit well for interviewees that have in depth knowledge of specific initiatives supported by the CSP. For interviewees that have more general programme knowledge, these efficiency questions may be inappropriate].

13. To what extent were initiatives that you have been involved in [if there has been direct collaboration] well managed by the CO? For example...
 - a. Were project outputs delivered within the intended time frame, and were committed budgets fully expended by the CO?
 - b. Was coverage and targeting appropriate? Were the most vulnerable targeted, and was targeting and coverage adjusted based on the new context and updated assessment?
 - c. To what extent was CO cost-efficient in delivery of its assistance? Were alternative, more cost-effective measures considered?

Evaluation Question 4 – Factors of Performance

This is the last round of questions, and these explore and attempt to summarize the factors that explain the CO's performance or lack of performance.

14. Based on what you know of WFP's work in Sri Lanka [or focus exclusively on the initiative(s) that the expert was involved in], what have been the key factors that have helped it perform and those that have limited WFP's performance? What strategic shifts would make the CSP more relevant and effective in Sri Lanka?

Are there any other important areas or questions not discussed today that you would like to pose? Any further important observations that didn't come from my line of questioning that you would like to share? You can always email me if later you think of something important that hasn't already come out in this discussion, and that you would like to share. Thank you for your time.

Key Informant Interview Protocol for Donors to WFP CSP Sri Lanka

Overview:

This protocol is developed to guide interviews with Colombo-based officials representing donor agencies who have both contributed to WFP's CSP and who also have some understanding of local context and WFP's evolving role in Sri Lanka. Despite the high value of its contribution, Japan may have less to contribute as a KI given that its donation was limited. South Korea (KOICA) on the other hand has been WFP's largest donor and is deeply involved in a complex development programming through R5n. Traditionally in-country donor representatives have a broad knowledge of the local context and have valuable insights. The donors listed above have mostly contributed to the CSP through specific projects and should be able to speak about those in some detail.

This protocol is a guide to open-ended discussions and must be further customized for each scheduled event. Once the interviewer has a confirmed name and title, basic background on the KI should be gathered through a quick Google search and a brief scan of the organization's website. A study of the interviewee's background and position will help assure that questions asked are directly aligned with interviewee's experience. The interviewer should take a non-linear, iterative approach to refining and finalizing the interview protocol – adding, adjusting or removing questions as appropriate and as information is gathered throughout the data collection phase. The 16 subquestions and related indicators in the EM should always be used to focus on the KI inquiries.

Use direct email and/or telephone contact to schedule these interviews, and make sure the KI understands the purpose. Include an official Letter of Introduction from the WFP CO so that the targeted interviewee can be confident that the CSPE and the interview is supported by WFP, and that the Government is aware of the process. Assure confidentiality and anonymity. Allow anyone who is hesitant to participate, for whatever reason, to decline, and communicate acceptance of that choice diplomatically. Once an interview time and date are confirmed, send the interview questions to the interviewee so that they can reflect on these before the scheduled meeting and so they can be prepared to discuss the questions posed.

The number of questions that can be asked to any one KI given the usual one-hour time frame for an interview is limited. The goal is to have a rich discussion, not to get through all of the questions. If a question posed does not elicit interest or response, move quickly to another question where the interviewee seems to be more comfortable and has something tangible to offer. Selected questions should be rephrased to fit with the background and knowledge of the interviewee. Be prepared to adjust the questions you ask in real time as it becomes more clear what knowledge the interviewee has and what they are able and prepared to share.

Once the interview draws to a close, the individual is thanked for their contribution. A follow-up email is sent immediately after the interview and invites the individual to add to any comments already made through further email exchange. This also gives the interviewee your email address so that they can communicate with you directly if they have any questions or specific follow-up comments after the interview is completed.

For those who ask, communicate that the evaluation will be completed in December with a preliminary draft report expected in January and a related learning workshop planned for March.

Draft Interview Questions

My name is _____. I am a member of an independent external team of evaluators commissioned by WFP's office of evaluation in Rome. Thank you for making yourself available for this interview. As you know from our email exchange, WFP is evaluating its five-year strategic plan which will soon end. The aim is to learn from the past and prepare an evidence-informed country strategic plan for WFP's next five-year cycle.

Your name has been suggested by the WFP office in Colombo because [insert summary from desk review].

The primary purpose of this interview is to learn about [insert based on what this particular donor representative is most familiar with (e.g. a project that they have contributed to; for South Korea this will be R5n)]. Because of your position within [name the donor and in broad strokes the type of programme funded], we want to ask questions and have a discussion related to WFP's work in Sri Lanka. Although I will record this meeting, nothing you say will be attributed to your name in any public report produced by this evaluation. It is part of my job as an evaluator to protect the confidentiality of this interview. We will never connect what you say to your name when the evaluation team writes the evaluation report. I invite you to speak candidly because only in this way can we benefit from your knowledge and experience.

Do you agree to take part in this interview? Is it okay that I am recording this interview? We have allocated [normally one hour] for this interview. Are you okay with the time? Do you have any questions about the process before we start? Can I proceed?

Opener: Can you tell me how long you have been in your position and how you have been interacted with WFP's programme in Sri Lanka. Can you summarize [for example, "Australia's support to WFP since 2018."]

Evaluation Question 1 – Relevance

Let's start at the broad, macro level and talk about the fit and relevance of WFP's programme. [If the interviewee is more knowledgeable about the project funded, ask instead about project relevance and specifics rather than about broader relevance of WFP's CSP]

1. How relevant is WFP's programme for Sri Lanka and for the achievement of the national SDGs?
 - a. How well are WFP's programme and activities and national and subnational objectives and priorities aligned, as outlined in Government policies, strategies, plans and annual budgets? [Alternatively: How relevant is this project to national and local objectives and priorities?]
 - b. Can you give examples of WFP activities in Sri Lanka that are particularly relevant to priority needs of Government, donors and the UN? [Alternatively: What part of this project is particularly relevant to the national objectives and priorities?]
 - c. How involved has the Government been in the design and implementation of WFP [Alternatively: Can you describe how the Government has been involved in the design, implementation and review of this project]
2. Does WFP address the needs of the most vulnerable people in Sri Lanka? [Alternatively, refer specifically to the project funded by this donor.]
 - a. Are Government development strategies, policies and committed budgets aligned with the "no one is left behind" pledge embedded in the SDGs?
 - b. Has WFP [...or this project] focused on the most vulnerable in Sri Lanka (youth and especially girls, women and rural farmers, war displaced, among others.)
 - c. Has WFP's strategic positioning [the positioning of the project] remained relevant over the last three to five years considering changing context, national capacities and needs?
 - d. Has [your government] been satisfied with WFP's responsiveness and relevance in the face of changing needs? What about the level of satisfaction with WFP's responsiveness to the COVID-19 pandemic in Sri Lanka?
3. Does WFP support helpful strategic partnerships in Sri Lanka, for example, with the wider United Nations, donors, and other development actors in the country? Can you describe one or two specific examples of important strategic partnerships involved in WFP's programme [or in the project funded by the donor being interviewed]? Probe for examples of partnership with civil society and community-based organizations.

Evaluation Question 2 – Effectiveness

Let's move now from the broader relevance question to the more specific discussion of results. [For donors that have been directly collaborating with WFP on specific initiatives, e.g. South Korea and R5n, these questions can instead focus specifically on the results of those activities].

4. To what extent has WFP's programme (NSMP, rice fortification, emergency preparedness, livelihood diversification, and other initiatives) delivered results towards zero hunger?
 - a. Level of satisfaction of the donor being interviewed with WFP's contributions [or the contributions of the project supported by this donor] to the SDGs?
 - b. How effective have WFP's capacity strengthening and technical assistance to the Government been? Can you give specific examples of what has worked best and what has worked less well?
 - c. To what extent are the results of WFP's capacity development efforts with the Government, supported with donor funds, institutionalized, and sustained? Do you have specific examples of what worked or what didn't work [interviewee can be encouraged to draw from project specifics]?
5. What do you see as the longer-term role for WFP in Sri Lanka? How do you suggest WFP transition for its next five-year strategic plan to support progress towards zero hunger in Sri Lanka?

Evaluation Question 3 – Efficiency

I'd like to ask some questions about efficiency. [Efficiency questions fit well for interviewees that have in depth knowledge of specific activities supported by the donor. For interviewees that have more general programme knowledge, these efficiency questions may be inappropriate].

6. To what extent was the project [if there has been direct collaboration] well managed by WFP?
 - a. Were project outputs delivered within the intended time frame, and were committed budgets fully expensed by WFP?
 - b. Was coverage and targeting appropriate? Were the most vulnerable targeted, and was targeting and coverage adjusted based on new context and updated assessment?
 - c. To what extent was WFP cost-efficient in delivery of its assistance? Were alternative, more cost-effective measures considered?

Evaluation Question 4 – Factors of Performance

This is the last round of questions which explore and attempt to summarize the factors that explain WFP's performance or lack of performance.

7. Based on what you know of WFP's work in Sri Lanka [or focus exclusively on the project funded by the donor being interviewed], what have been the key factors that have helped it perform, and those that have limited WFP's performance?
 - a. Resource factor – WFP has expensed about USD16 million from 2018 to the present. Its needs-based budget set in late 2017 for 2018-22 was close to USD40 million. So, resourcing has been a challenge. Very roughly USD4 million are being expensed each year. With that as background and from your own knowledge of WFP's programme, is this an adequate budget?
 - b. Partnership factor – To what extent do WFP's partnerships and collaborations with other actors influence performance and results? Overall, can you suggest examples where WFP could better support effective collaboration and new partnerships?
 - c. Other factors – This is wide-open question so don't feel compelled to answer if you feel it is too broad: are there any other helping or hindering factors that you see as important for understanding WFP's role and success in Sri Lanka? What strategic shift of shifts would make WFP more relevant and effective in Sri Lanka?

Are there any other important areas or questions not discussed today that you would like to pose? Any further important observations that didn't come from my line of questioning that you would like to share? You can always email me if later you think of something important that hasn't already come out in this discussion, and that you would like to share. Thank you for your time

Annex 6: Fieldwork Agenda

Table 39: Details of schedule of meetings

DATE	TIME	SUBACTIVITY	KEY INFORMANT	EVALUATORS	LOCATION
22 Nov	9:00 - 10:00	All activities in the CSP	PMU KII	BV, CM, RB, JP-E	Planning Dept
	11:00 - 12:00	Building resilience, R5n	Agrarian Services	BV, JP-E	42, Sir Marcus Fernando Mawatha,
	3:00 - 3:45	CSPE planning	WFP KII	BV, CM, RB, JP-E	WFP office, Jawatta Av.
	4:00 - 5:30	Activity 6, R5n, LMCS	WFP KII	BV, CM, RB, JP-E	WFP office, Jawatta Av.
	6:00 - 7:00	Gender, protection & Accountability to Affected Persons (AAP)	WFP KII	CM	Virtual
23- Nov	10:00 - 11:00	SCOPE and Social Protection Scheme -	Department of Samurdhi	CM, RB	Sethsiripaya Office Complex, 1st Stage,
	11:30 - 12:30	Joint Resilience Building Project (EPR)	Department of Meteorology	BV, JP-E	Buddhaloka Mawatha (opposite Bandaranaike Memorial International Conference Hall (BMICH)
	1:00 - 2:30	Social protection, resilience, safety	FGD with WFP CO (social protection)	BV, CM, JP-E	WFP, office, Jawatta Av.
	4:00 - 5:00	Joint Resilience Building Project	Disaster Management Unit	BV, JP-E	Disaster Management Centre,
24- Nov	11:00 - 12:00	All activities in the CSP	FGD with Treasury Operations	BV, JP-E	Treasury, GF Rm 15
	12:15 - 1:00	Joint Resilience Building Project	Disaster Management Unit	BV, JP-E	310, Wijewardena Mawatha, State
	2:00 - 3:00	All activities in the CSP	PMU KII	BV, JP-E, RD	Virtual at WFP Office
	3:00 - 4:30	M&E overview	WFP KII	BV, CM	WFP office, Jawatta Av.
	6:00 - 7:30	Context	Donor KII	BV, CM	Gallery Cafe
25- Nov	10:00 - 11:00	National School Meals Programme (NSMP)	Department of Education	BV, JP-E	Virtual, WFP office
	11:30- 12:15	VAM and related food security	WFP KII	BV	WFP Office
	10:00 - 11:00	Rice fortification advocacy and pilot	Food Promotion Board	CM, RB	No. 45, Kirimandala Mawatha, Colombo 5
	2:00 - 3:15	Nutrition research, wasting	Ministry of Health	CM, RB	MRI Office
	4:30 - 5:30	Rice fortification advocacy and pilot,	Wayamba University	CM, RB	Virtual

DATE	TIME	SUBACTIVITY	KEY INFORMANT	EVALUATORS	LOCATION
	5:30 - 6:30	Rice fortification	WFP KII	CM, RB	WFP office
Nov. 26	8:30 - 10:00	SO2 and SO3 activities	WFP KII	CM, RB, RV	WFP office
	10:00 - 11:00	Rice fortification (advocacy and pilot)	Ministry of Health	CM, RB	Virtual
	1:00 - 2:00	Financial overview, CSP modality, direct	WFP KII	BV	WFP office, Jawatta Avenue
	2:00 - 2:45	UNDSS security briefing	Security Personnel	BV, CM	Virtual at WFP office
	2:45 - 4:00	EPR	WFP KII	BV, JP-E	WFP Office
	4.00 - 5:00	Nutrition	Cooperating partner: SUNPF	CM	Virtual at WFP office
27-Nov	Saturday: Final field visits preparation work plus completion of transcripts from KIIs/FGDs				
28-Nov	11:00 - 5:00	Travel to Monaragala	Stay at Victory Inn	CM, RB	In transit
	11:00 - 5:00	Travel to Mullaitivu	Stay at Ocean Park Hotel	RV, JP-E	In transit
29-Nov	10.00 - 11.15	Courtesy call to GA	Government Agents	CM, RB	GA Office, Monaragala
	11:00 - 12:30	Travel to Thanamalwila	Transit and stay at Tranquil Wild,	CM, RB	Transit
	1:00 - 2:30	Activity 2	FGD with 9 beneficiaries on	CM, RB	Thanamalwila, Moneragala
	2:30- 3:30	Activity 2	2 site visits (home gardens and poultry)	CM, RB	Thanamalwila, Moneragala
	3:30 - 4:30	Activity 6	FGD with 8 R5n beneficiaries	CM, RB	Thanamalwila, Moneragala
	4:30 - 5:30	Back to hotel	Overnight	CM, RB	In transit
29-Nov	8:30	R5n	All day travel with WFP Programme	JP-E, BV	Mullaitivu
	8:30 - 9:30	R5n	GA for Mullaitivu District	JP-E, BV	GA office, District Secretariat, Mullaitivu
	9:00- 11:00	District departments	FGD with department heads	JP-E, BV	District Secretariat Office, Mullaitivu
	11:30 - 1:00	Travel to Thunukkai Division	Transit	JP-E, BV	Transit
	1:30 - 2:30	R5n direct beneficiaries	FGD with 10 beneficiaries. Farmer	JP-E, BV	Thunukkai Division, Grama Niladhari (GN)
	3:00 - 4:00	R5n direct beneficiaries	FGD with 11 beneficiaries, Farmer	JP-E, BV	Thunukkai Division, Grama Niladhari (GN)
	4:00 - 5:00	R5n, Divisional level	KII in Thunukkai	JP-E, BV	Thunukkai Divisional Secretary Office

DATE	TIME	SUBACTIVITY	KEY INFORMANT	EVALUATORS	LOCATION
	5:00 - 5:30	R5n, site visit	Tank rehabilitation site visit	JP-E, BV	Thunukkai district
	5:00	Travel to Vavuniya	Stay at Hotel Oviya	JP-E, BV	In transit
30-Nov	9:30 - 10:30	R5n	KII with Divisional Gov't Officials	CM, RB	Thanamalwila DS office, Moneragala
	11:30 - 12:30	R5n WFP Field team	KIIs with WFP Field team	CM, RB	Thanamalwila DS office
	11:30 - 1:00	Activity 6, rehabilitating ponds	FGD with beneficiaries	CM, RB	Aluthwewa, Thanamalwila
	2:30 - 4:00	Activity 6, minor irrigation, tank	FGD with beneficiaries	CM, RB	Dahaiyagala, Thanamalwila
	7:00 - 8:00	EPR	KII with National Disaster Relief Centre	CM, RB	Virtual
01-Dec	All day	Overnight Matale	Travel	CM, RB	In transit
30-Nov	8:00 - 9:00	R5n	Travel to Thunukkai	JP-E, BV	In transit
	9:00 - 11:30	R5n, support to inland fishermen	FGD with 10 male beneficiaries, local	JP-E, BV	Kodaikadiyakulam, Theniyankulam and
	1:00 - 2:45	R5n, cash transfer to vulnerable	FGD with 9 direct recipients of cash	JP-E	Samurdhi DS Office, Thunukkai, Mullaitivu
	1:00 - 2:30	R5n, EMPOWER, and LMCS	WFP KII	BV	WFP office, Thunukkai
	3:00 - 4:00	Travel to Mannar	Stay overnight Hotel Agape	JP-E, BV	Mannar town
01-Dec	8:00	Travel	Travel to Musali DS Division		In transit
	9:00 - 9:30	R5n	KII with Divisional Secretary	JP-E, BV	Musali Division office
	9:30 - 10:30	Cash transfer	FGD with beneficiaries	JP-E	Musali Division office
	9:30 - 10:30	R5n (Activity 6)	WFP KII	BV	WFP project office within Musali Division
	11:00 - 12:30	R5n (Activity 6)	FGD with Livestock programme beneficiaries from 3 GNs: Mullikulam,	JP-E, BV	Palaikkuli Common Hall
	12:30 - 2:00	R5n (Activity 6)	Site visit - Male goat farmer's HH to see	JP-E, BV	Musali Division GNs
			Site visit - Male goat farmer's watermelon	JP-E, BV	
			Site visit - Male cattle farmer's HH to see	JP-E, BV	
2:00 - 4:00	R5n (Activity 6)	FGD with poultry farmers from	JP-E, BV	Marichchikkaddi GS office	

DATE	TIME	SUBACTIVITY	KEY INFORMANT	EVALUATORS	LOCATION
02-Dec	9:00 - 9:30	All activities	KII with GA	JP-E, BV	Mannar GA office
	9:30 - 11:30	Activity 6	FGD with Government	JP-E, BV	Mannar GA office
	1:30 - 2:30	Activity 6	FGD with direct beneficiaries of tank	JP-E, BV	GS office Maruthamadu
02-Dec	9:00 - 9:30	Courtesy call to GA	KII with Government	CM, RB	GA Office
	9:30 - 10:30	Department of Animals Production	FGD with Government	CM, RB	GA Office
	10:30 - 11:30		Travel to Wilgamuwa (and night stay)	CM, RB	In transit
	11:30 - 1:00	Activity 2	FGD with caterers' group, 9 females who are raising poultry	RB	Handungamuwa, Wilgamuwa
	3:00 - 4:30	Activity 6 MIS	FGD (5 men, 4 women), members of local Farmers Organization	RB	Wilgamuwa
		WFP field team	WFP KII	CM	Wilgamuwa
03-Dec	9.00 - 10.00	Divisional level officials	Development officers	CM, RB	Wilgamuwa, DS Office
	10:30- 11:30	Activity 6 Livelihood activities (livestock,	FGDs with beneficiaries	RB	Wilgamuwa
		WFP field team	WFP KII	CM	Wilgamuwa
	11:30- 12:30	R5N Activity 6	Site visit: 1F goat shed	CM, RB	Wilgamuwa
			Site visit: 1 F cattle shed	CM, RB	
			Site visit: 1 F chickens	CM, RB	
			Site visit: 1 F cattle shed	CM, RB	
	1:00- 2:30	HGSF	Site visit: 1 F home gardens	CM	Wilgamuwa
			Site visit: 1 F chickens	CM	
			Site visit: 1 school nutrition centre	CM	
2.30 - 4.00	Activity 6 rehabilitating ponds	FGDs with beneficiaries	RB	Wilgamuwa	
04-Dec	All day	Travel back to Colombo	Travel	CM, RB	Transit
05-Dec	Sunday	All activities	Finish interview transcripts	BV, JP-E, CM, RB	Colombo

DATE	TIME	SUBACTIVITY	KEY INFORMANT	EVALUATORS	LOCATION
Dec. 6	9:00 - 10:00	R5N Manager WFP	WFP KII	BV, JP-E, CM, RB	WFP office
	10:00 - 11:30	All programme: strategy, gov relations, overview, priorities	WFP KII	BV, CM	WFP office
	2:30- 3:30	Other partners	KII with other partners	BV, CM	WV Office
	3:30 - 5:00	ET meeting	To prepare for meeting with PMU	BV, CM, RB, JP-E	Zoom
07-Dec	9:00 - 10:00	SO2 ad SO3	WFP KII	RB, CM	WFP office
	10:00 - 5:00	ET meeting	Review data and potential data gaps,	BV, CM, RB, JP-E	WFP office
	3:30 - 4:30	ET meeting with Jennifer	Review transcripts and assess remaining	BV, CM, RB, JP-E, Jen	WFP office
08-Dec	9:00 - 10:00	Debrief PMU	PMU KII	BV, CM	National Planning Office, MoF
	11:30 - 12:30	Overall CSP and programme	WFP KII	BV, CM	WFP office
	1:00 - 5:00	Further ET work	ET	BV, CM, RB, JP-E	Virtual
	5:30 - 6:30	PCR test	PCR tests required for international travel	BV, CM	Local hospital
09-Dec	10:00 - 11:00	Resilience and SSTC	WFP KII	BV, CM, JP-E	WFP office
	11:00 - 12:00	Finish discussion on EPR and resilience	WFP KII		WFP office
	1:00 - 2:30	Exit debriefing	WFP CO Management team	BV, CM, RB, JP-E	WFP office
	3:00 - 5:00	ET work	Final ET meeting to process feedback	BV, CM, RB, JP-E	Hotel

Annex 7: Findings, conclusions, recommendations, mapping

1. Develop the next WFP CSP for Sri Lanka building on WFP's core mandates and comparative advantages that align with government priority needs	Conclusions 1, 4	
1.1 Continue the CSP 2018-2022 transition from humanitarian to development, and reduce the prominence of crisis response as a SO in the next CSP, calibrating to Sri Lanka's own capacity for emergency response	Conclusions 1, 4	Findings 6, 7
1.2 Focus on WFP's future crisis response work on supporting Sri Lanka's EPR and response to climate change, including at subnational levels, and seek to strengthen programming links between community resilience efforts and Sri Lanka's shock-sensitive social protection system	Conclusions 1, 4	Findings 29, 30, 37
1.3 Elevate WFP's strategic commitment to improving social protection, advocating with government partners for a nutrition and gender-sensitive, transparently targeted, and efficiently run social protection system as a key building block for Sri Lanka's commitment to SDGs	Conclusions 1, 4	Findings 3, 16, 32
1.4 Develop a more focused gender-informed strategy for nutrition within the next CSP, and look to develop and support community-based integrated packages that link health, nutrition, food security and agriculture	Conclusions 1, 4	Findings 20, 36
2. Strengthen strategic and operational partnership with Government at national and subnational level in alignment with other UN agencies	Conclusions 3, 6, 10	
2.1 Partnership with Government - Revisit and update WFP's MOU with the Government, including strategically planning with the PMU and the NPSC a transition of WFP's programme to the host country over the coming years	Conclusion 3	Findings 10, 48, 49
2.2 Partnership within UN - Increase collaboration and alignment with other key UN agencies (e.g. FAO, UNDP, UNFPA UNICEF and UNHCR) to advocate for global best practices related to food security, nutrition, social protection, and	Conclusion 6	Finding 50

climate-sensitive community-based resilience under a single united One UN voice		
2.3 Partnership around funding - Advocate collaboratively with other UN partners for flexible multi-year donor funding that supports WFP and its government partners to target the most vulnerable groups with the appropriate transfer modality, incorporating evidence-based nutrition-specific interventions into funding opportunities	Conclusions 6, 10	Findings 13, 21
3. Maximize the longer-term impact of WFP programming and enhance the coherence among strategic outcomes, activities and their gender and nutrition sensitivity	Conclusions 2, 3, 9, 10, 11	
3.1 To ensure sustainability, and in keeping with global best practice, work more explicitly with farmer-based CBOs, independent civil society actors and the private sector at district level to supplement and support efforts of government	Conclusion 3	Findings 11, 36, 38
3.2 Acknowledging that integrated development work takes time, design a third phase of the resilience building project that layers different types of support (including nutrition), and extends across the full period of the next CSP, seeking Government and donor support for this as a potentially replicable community-based climate-resilient model	Conclusion 3	Findings 29, 30
3.3 Ensure that a gender and nutrition lens is used in all activities, to enhance nutrition outcomes	Conclusion 2, 10	Findings 18, 19, 20
3.4 Revisit the linkages between the HGSF design and rice fortification plans aimed at school feeding so that these two initiatives are not in conflict with each other	Conclusion 9	Finding 27
3.5 Revisit the design of the HGSF pilot together with the Government to ensure that targeted women caterers are adequately compensated for their work given changes in the context, and that on-farm production expectations are realistic and balanced with time available	Conclusion 11	Finding 20
4. Continue with country capacity strengthening initiatives, focusing on government prioritized sectoral gaps	Conclusions 2, 8	
4.1 Review and refocus the CSP's CCS approach to decrease dependence on repeated trainings, for example, look for	Conclusion 8	Finding 37

opportunities to support in-service competencies training, and human resource systems within government institutions		
4.2 Continue CCS support for nutrition by expanding the evidence base through monitoring, evaluation and research directly applied to the Sri Lankan context, for example, support Government monitoring of production for Thriposha's new formula and the impact of this on nutritional status	Conclusion 2	Finding 8
4.3 For the next CSP, continue the envisioned transition from direct food and cash support to the NSMP by investing only in technical assistance (e.g. to policy, targeting, GEWE, and M&E) supporting the government to target limited resources for a NSMP which meets the needs of the most vulnerable	Conclusion 8	Findings 21, 38
5. Review targeting to ensure alignment with latest evidence and CSP goals, and make the CSP commitment to the most vulnerable more explicit	Conclusions 4, 5, 9	
5.1 In partnership with the government and other key UN agencies, leverage WFP's strengths in VAM and coordination to support gender-sensitive nutrition and food security surveillance systems, to improve availability of up-to-date evidence for appropriate vulnerability targeting and evaluation of programmes	Conclusion 4	Findings 9, 21, 34
5.2 Within SO3, ensure that nutrition advocacy efforts are targeted towards the most vulnerable groups (pregnant and lactating women, adolescent girls and children under 2 years of age)	Conclusion 5	Findings 21, 25
5.3 Continue with rice fortification advocacy, including planning and completing an impact study, but broaden the scope to look for social safety nets outside of the NSMP that can target those with high levels of nutritional deficiency (most vulnerable)	Conclusion 9	Findings 25, 26

Annex 8: List of people interviewed

Table 40: List of key informant interviews by stakeholder type, sex

S/No	Sex	Position	Organization	Interview Date (2021)
1	M	Professor of Nutrition, University of Wayamba	Cooperating partner and NGO	25-Nov
2	F	NGO SUN PF Project Director	Cooperating partner and NGO	26-Nov
3	M	Canadian High Commission (GAC)	Donor	25-Nov
4	M	Switzerland Representative	Donor	10-Dec
5	M	Switzerland Representative	Donor	10-Dec
6	M	Japan Second Secretary (Economic Cooperation Section), Embassy of Japan	Donor	10-Dec
7	M	Commissioner of Agrarian Services	Government	22-Nov
8	M	PMU Project Director	Government	22-Nov
9	M	Deputy Director, Dept of National Planning	Government	22-Nov
10	F	Director, Department of Meteorology	Government	23-Nov
11	M	Former Head of PMU	Government	23-Nov
12	M	Director General of Samurdhi	Government	23-Nov
13	M	Deputy Director (Social Security and Social Welfare)	Government	23-Nov
14	M	Disaster Management Centre (DMC)	Government	23-Nov
15	M	Director General	Government	24-Nov
16	M	Ex- Director General of DMC	Government	24-Nov
17	M	Director General, Treasury Operations, Ministry of Finance	Government	24-Nov
18	M	Assistant Director General, Treasury Operations, Ministry of Finance	Government	24-Nov
19	F	Director, Treasury Operations, Ministry of Finance	Government	24-Nov
20	M	Director, National Food Promotion Board	Government	25-Nov
21	M	Deputy Director, National Food Promotion Board	Government	25-Nov
22	F	Professor of Nutrition, Medical Research Institute, Ministry of Health	Government	25-Nov
23	F	Ministry of Education, Director in charge of the School Meal Programme	Government	25-Nov
24	F	Ministry of Education, Ex Director in charge of the School Meal Programme	Government	25-Nov
25	M	District Secretary Mullaitivu	Government	29-Nov
26	F	Head of District Management Unit	Government	29-Nov
27	M	WFP Programme Associate for the District	Government	29-Nov
28	M	District Secretary	Government	29-Nov
29	M	Development Officer	Government	29-Nov
30	M	(Previously) Senior Assistant Secretary NDRSC	Government	30-Nov
31	F	Divisional Secretary Thunukkai	Government	30-Nov

S/No	Sex	Position	Organization	Interview Date (2021)
32	M	WFP Programme Associate for the District	Government	30-Nov
33	M	Divisional Secretary Musali	Government	01-Dec
34	M	District Secretary Matale	Government	02-Dec
35	F	District Secretary Mannar	Government	02-Dec
36	M	Head of District Management Unit	Government	02-Dec
37	M	Deputy Director Planning and WFP Programme Associate	Government	02-Dec
38	M	WFP Programme Associate Mullaitivu	Government	29-Nov
39	F	UNFPA Assistant Representative	UN	24-Nov
40	M	UNICEF Representative	UN	25-Nov
41	M	UNICEF	UN	25-Nov
42	M	Resident Representative UNDP	UN	08-Dec
43	F	Resident Representative UNDP	UN	08-Dec
44	M	UNDP Programme Manager	UN	08-Dec
45	F	Responsible for Gender, Protection and AAP	WFP	22-Nov
46	M	Programme Policy Officer- R5N project	WFP	22-Nov
47	F	Social Protection Team	WFP	23-Nov
48	F	Social Protection Team	WFP	23-Nov
49	M	Social Protection Team	WFP	23-Nov
50	M	Social Protection Team	WFP	23-Nov
51	F	Head of RAM (Research Assessment and Monitoring) Unit	WFP	25-Nov
52	M	M&E Officer	WFP	25-Nov
53	F	WFP HQ LMCS	WFP	26-Nov
54	F	WFP RBB, Regional Nutrition Advisor	WFP	26-Nov
55	M	WFP Head of Finance	WFP	26-Nov
56	F	WFP RBB Regional Head School Feeding	WFP	02-Dec
57	M	Manager for Nutrition & SMP	WFP	06-Dec
58	M	WFP Programme Associate	WFP	01-Dec
59	M	WFP Programme Assistant	WFP	01-Dec
60	F	Lead on LMCS	WFP CO	22-Nov
61	M	EPR	WFP CO	26-Nov
62	M	EPR	WFP CO	26-Nov
63	M	Programme Policy Officer- Nutrition	WFP CO	26-Nov
64	M	Country Director	WFP CO	06-Dec
65	M	Deputy Country Director	WFP CO	06-Dec
66	M	WFP CO Manager of 5Rn	WFP CO	06-Dec
67	F	Regional Fortification Advisor WFP RBB	WFP RBB	29-Nov
68	F	WFP RBB Regional Nutrition Officer	WFP RBB	03-Dec
69	M	South-South and Triangular Cooperation (SSTC) Consultant, Programme - Humanitarian and Development Division (PRO)	WFP RBB	17-Dec

Annex 9: Reconstructed Theory of Change

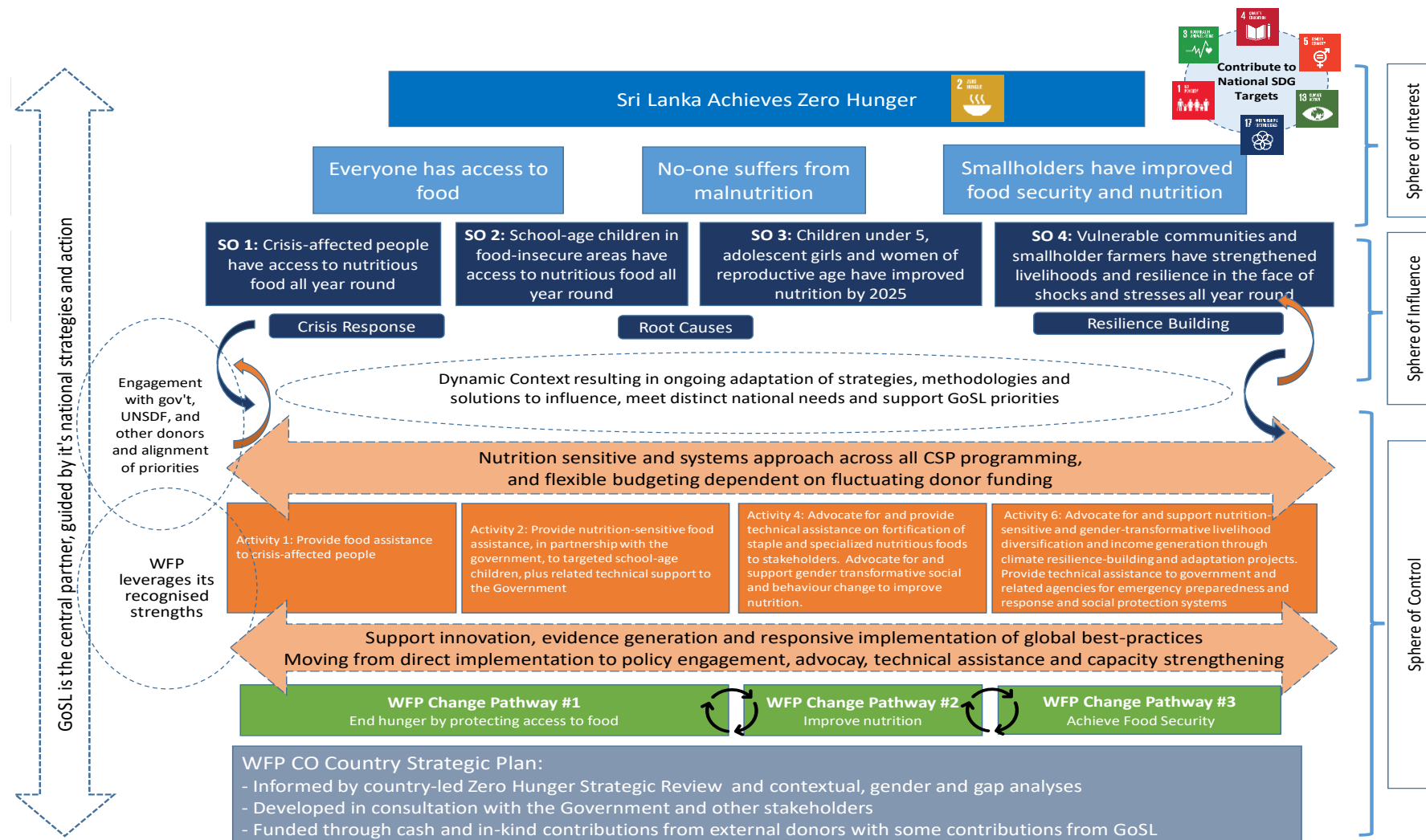


Table 41: Using existing ToCs to inform SO and activity assessment

Theory of Change by thematic area	Will inform assessment of Strategic Objectives and Activities
Resilience ToC	SO4, Activity 6
Nutrition ToC	SO3, Activities 4 and 5
School Meals ToC	SO2, Activities 2 and 3
Emergency Preparedness and Response (EPR) ToC	SO1, Activity 1; SO4, Activities 7 and 8
Social Protection ToC	Cross-cutting

First iterations of programme theory

338. While support for COMET and related logical frameworks has been extensive, corporate guidance and training for COs in developing and using programme theory has been more limited. To address this gap, in early 2020, the RBB Regional Evaluation Unit provided technical support to the Sri Lanka CO. This included remote support of an external consultant, and a week-long ToC workshop to “better articulate the logic behind the CSP... [and] reinforce CSP monitoring, by reviewing and developing indicators and evidence questions.”²⁸¹ Most of the CO team had not worked with ToC before the workshop.

339. The learning process helped the CO to develop programming theories for each of the eight activities envisioned in the approved CSP. Separate ToCs were drafted along five thematic lines: emergency preparedness and response; school feeding; nutrition; resilience; and social protection. This workshop took place more than two years into the implementation cycle of the CSP, after its initial planning and implementation process, and before the mid-term review. Although involvement of external stakeholders was discussed, the process was internal and conducted for CO staff, without significant involvement of Government partner representatives.²⁸²

340. While ToC products created in early 2020 focused on the intervention logic for the eight activities noted in the CSP, the process did encourage development of an overall ToC for the CSP (i.e. by exploring the connections among thematic ToCs at a higher level). In the end-of-workshop report, the external consultant noted that “CSP SOs seem to be selected based on: (a) the organizational culture and history [of WFP]; (b) context needs; and (c) fundraising... more than with clear logic... the overall logic is not necessarily articulated.”²⁸³ No overarching, programme-level ToC for the CSP was developed subsequently.

Using ToC to support this CSPE

341. The 2020 RBB-supported ToC capacity strengthening initiative was interrupted by COVID-19. CO focus shifted to immediate response.²⁸⁴ No government officers within the Government or the central partner for implementation of the CSP embraced the ToC models produced by the CO, and instead they continued to focus their relationship with WFP through specific projects and grant agreements.²⁸⁵

342. The theme-focused TOCs created in 2020 by the CO informed the overarching TOC. Hence the ET used the following approach:

²⁸¹ WFP Sri Lanka and Sara Vaca, Developing ToC, Lessons Learned, Section 2 – Purposes, February 2020.

²⁸² Ibid., Section 4 – Approach.

²⁸³ Ibid., Section 6 – Lessons Learned.

²⁸⁴ KILs with CO.

²⁸⁵ Ibid.

343. First, the five existing theme-focused ToC that were produced to date were used to support the evaluation in documenting the underlying logic of individual initiatives that fall under Strategic Objectives 1 through 4, as suggested in Table 44.

344. Secondly, the ET reconstructed programme-level ToC captured the underlying logic or programme theory at CSP level. The reconstructed ToC includes the following seven key assumptions:

- **WFP has a limited sphere of control** – WFP’s sphere of control (vs spheres of influence and interest) will be limited due to its strong reliance on the Government for implementation and for resources, as well as the relatively small scale of WFP’s interventions in-country. This could also be framed more as risk rather than as an assumption.
- **WFP support is based on shared contributions** – While SOs set by the CSP are implementation boundaries, WFP will have limited control at higher levels and any contribution to measurable outcomes will always be shared with numerous partners, and especially with the Government’s own efforts. Scale is not significant to measure the outcome and influence.
- **WFP support is aligned with Government policy** – Achieving SOs and Zero Hunger assumes that high-level ToC outcomes remain government priorities, supported by up-to-date policy, action plans and committed annual budgets. A multisectoral approach is needed to address high-level outcomes, with limited control from WFP to influence and to align across all sectors.
- **WFP programmes and activities can adapt to emergent needs and changing circumstances** – The CSP will continuously adapt, working flexibly according to actual Government priorities, seeking different strategies, methods and solutions in response to contextual disruptions, funding uncertainty and evolving Government priorities and focus, including change of government.
- **WFP will advocate for best-practices** – WFP will use its global reach and recognized experience to promote best-practise planning and implementation for the seven activity types that are part of the CSP.
- **CSP themes and activities are coherent and reinforcing** – CSP components are internally consistent and reinforcing and aligned with the plans and policies of UN agencies and other key development donors and partners active in Sri Lanka. The CSP assumes interconnections between the SOs and activities. This is depicted by the large “orange” arrow that runs from left to right of the reconstructed ToC (Annex 9).
- **WFP programming addresses volatility and supports resiliency** – The CSP is implemented in a context that is disaster-prone and there has been economic and political instability with consequent adjustment in government priorities. The CSP is designed to be responsive to and to adapt to these dynamics.

345. This ToC was shared with OEV and the CO for input, and further adjusted and validated during a remote meeting with the CO (10 September 2021). By presenting the main change pathways and underlying assumptions, this overall CSP-level ToC aimed to help the ET and key evaluation stakeholders (OEV, CO, RRB, Government/PMU, and others), over the course of the CSPE process, to build consensus around what the WFP Sri Lanka CSP had achieved and where performance could be enhanced.

Annex 10: Key findings from previous evaluations

Title and Date	Sri Lanka: An Evaluation of WFP's Portfolio (2011-2015), Report number OEV/2016/009 January 2017
Type of Evaluation	Centralized, externally led Country Portfolio Evaluation, commissioned by OEV
Author of the Report	Mokoro Ltd: Stephen Lister (ETL), Fran Girling, Rita Bhatia, Ruwan de Mel
Purpose of the Evaluation	To inform the CO in formulating CSP 2018-2022
Recommendations	Management response and action taken
Adopt a zero-based approach towards considering what long-term role, if any, WFP should have in Sri Lanka. Engage Government as a full partner in the exercise and jointly identify areas where WFP can add most value over the next few years. Develop time-bound exit strategies where WFP's downstream engagement cannot be indefinitely justified (e.g. the SMP in Northern Province).	<p>The National Strategic Review (SR) of Food Security and Nutrition towards Zero Hunger is underway. The SR process is inclusive and involves consultations with a variety of stakeholders at central and subnational level, with an Action Group covering 5 main pillars: 1) government ministries (15), 2) Academia 3) NGO/civil society 4) Private Sector 5) UN.</p> <p>Based on the analysis and recommendations of the CPE and the SR, consultations for the Country Strategic Plan 2018-2022 will be held to ensure its development in close consultation with the concerned government ministries, development partners and other stakeholders. Time-bound exit strategies with milestones will be reflected in the CSP.</p> <p>The CSP will also be aligned with the government priorities and UNSDCF 2018-2022 which is currently being developed by the UNCT with WFP's active engagement.</p>
Advocate for UNSDCF preparation that incorporates a radical and costed review of the roles of all the main UN agencies in Sri Lanka.	This issue will be brought into the discussions of the UNSDCF that began in September 2016, and in which WFP will play a major role. The challenges of implementing the SDGs in a MIC context – including SDGs 2 and 17 – were reflected in the major domains of the draft Country Common Analysis (CCA), particularly under the Human Security and Socioeconomic Resilience and Enhancing Resilience to Climate Change and Disaster and Strengthening Environment Management.
WFP should work with other UN and international humanitarian agencies and the Government to develop a comprehensive and adequately resourced plan to complete the resettlement of IDPs and returning refugees.	<p>This is relevant, particularly in challenging funding environment where the prioritization given to Sri Lanka by the UN Peacebuilding Fund was less than expected and donor funding for this activity, especially building resilience and improving the livelihoods base of newly resettled populations, has been shrinking.</p> <p>Under the UNSDCF, a resource mobilization plan is envisaged, and WFP will work closely on this initiative and will also develop a resource mobilization strategy aligned with the forthcoming CSP. In the meantime, WFP will continue to identify with FAO and other relevant partners.</p>

<p>WFP should maintain in-country nutrition expertise and continue to support and facilitate multisectoral approaches. It should continue to advocate for targeted approaches to supplementary feeding and to offer technical expertise (linked to economic analysis) on nutritious foods. Coherent support to the national nutrition strategy should be one of the UNSDCF themes.</p>	<p>This is aligned with current CO thinking as demonstrated by the leveraging of Trust Funds to engage with the Government in relevant areas. While working toward the development of the CSP for November 2017 and the consultative process offered by the Strategic Review, WFP will continue to embark on providing technical and capacity development for the Government to review and to amend the nutrition policy, to improve locally fortified nutritious foods (Thriposha) both in quality and quantity, and to targeting the supply chain. WFP will also continue to assist the government in the rice fortification initiative and advocating for nutrition sensitive interventions. Food security and nutrition is one of the major priorities identified by the CCA in the UNSDCF, and opportunities for support will be reflected within the structure of the UNSDCF framework.</p>
<p>WFP and the Government together should develop a time-bound strategy for handover of the Northern Province SMP to the Government</p>	<p>WFP and the Government will discuss and agree on a progressive, time-bound handover of the school meals programme in the Northern Province which will be reflected in the forthcoming CSP. The timing and nature of this transition is of utmost importance to the government, as communicated during the ensuing Country Portfolio Evaluation Workshop.</p>
<p>WFP should strengthen its guidance on the choice and design of modalities (cash/vouchers/in-kind). Cost analysis should include all costs and focus less narrowly on costs incurred by WFP. Even more importantly, WFP needs to improve the quality and use of the performance data it collects as CBTs are implemented.</p>	<p>CO looks forward to the corporate refinement of the SOP guidelines on CBT cost analysis for MIC countries and shared with the CO for implementation. CO will enhance the data quality collected during baseline and end-line surveys and during Post Distribution Monitoring (PDM) to assess the performance of CBT.</p>

Title and Date	WFP Sri Lanka: CSP (2018- 2022), Mid-term Review Final Report, 31 January 2021
Type of Evaluation	CO-led mid-term review of the CSP, commissioned by the CO
Author of the Report	WFP Sri Lanka CO with support from external facilitator
Purpose of the Evaluation	To assess review and assess the implementation and performance of the CSP, and the extent that the CO is on course to achieve desired results
Recommendations (Priority level)	Management response and action taken
Develop internal mechanisms to promote integration across SOs (Medium)	Periodically review at project design/formulation stage with cross-cutting staff (gender, M&E) to integrate specific and appropriate budget for cross-cutting activities into activities. Confirmation of proposal review is required from RAM. Produce process mapping of proposal development stages that highlight entry points throughout the process to integrate different programme areas and activities. Conduct a workshop on how to incorporate/ mainstream Social Protection and Gender into programming. Develop and present a checklist for Activity Managers to consider when designing their interventions. Include RAM, Gender and Social Protection during annual programme work planning exercise to integrate cross-cutting components.
Develop two-year action plan for achieving CSP output and outcome targets (High)	Review all activity outputs and strategic outcome targets, considering changed national priorities, budgets and implementation constraints. Activity Managers to guide RAM on target setting. Each SO to develop an action plan on how to achieve performance against lagging targets and update targets as necessary (course correction and/or adjustment of targets). Documents will be presented to senior management in June 2022 Update the COMET system with new indicators and/or targets (other output plan, partnership agreement and logframe) following the development of the SO strategy papers and programme target review. Consult with RBB RAM on the extent of target adjustments for output and outcome indicators. Review and set corporate indicator targets for new projects (GAC, SAARC, LMCS, and others).
Focus on the sustainability of project activities (High to Medium)	Develop key questions and criteria for sustainability considerations to guide the thinking on programme sustainability. Develop a sustainability risk register for all project activities with mitigation actions and roles/responsibilities identified, including to sustain or boost partnerships. Conduct an internal sharing workshop to review the developed sustainability risk register and share lessons across SOs. Conduct internal lessons learned sharing from the Climate Change Adaptation Fund CCAP evaluation (brown bag) Biannual tracking of sustainability risk register during meeting with SO Managers.
Build on Theory of Change exercise for developing CSP2 (Medium)	Validate and use TOCs for annual planning – AAP, workplan development at the level of SOs and activities and conduct a validation exercise for already completed workplans. Complete activity level TOC narratives with an emphasis on articulating WFP's value proposition, linkages with cross-cutting themes and assumptions on contextual changes. Consider and discuss the review and/or update of the ToCs under the CSP evaluation. TOCs to be used as a resource during programme staff induction processes, specific to each programmatic activity as needed (separate from the formal induction process).

Request high-level discussion with Government to discuss CSP LOU issues and opportunities (Medium)	Meet with the Project Director to introduce the new CD and to discuss WFP cooperation and ongoing identified issues on the current CSP. Meet with Secretary to the Ministry of Finance to discuss strategic issues identified. Develop list of key priorities, strategic issues around LOUs impacting implementation (feeding into the next CSP cycle). Programme to continue to develop supplemental SOPs for all activities that fall outside of the LoU.
Convene meeting of WFP finance officers and government accountants to address delays in funds transfer process (High to Medium)	Identify and document detailed finance issues on CBT with the CO team. Documentation and key correspondence to be shared with the incoming CD. Identify and document the issues from the Government finance officials/accountants related to WFP CBT processes. Conduct workshop meeting with Government accountants based on the identified issues. Following the meeting, prepare document outlining the agreed service standards between WFP and Government for the fund transfer process and any required addendum to the LoU.
Ensure quarterly NPSC meetings take place (High to Medium)	Prepare a calendar schedule for 2021 NPSC meetings in discussion with WFP and PMU. Brief CD on the NPSC meetings and facilitate strategic-level discussion with PMU DG on meeting structure and planning. Conduct first NPSC in 2021 and disseminate meeting notes to all stakeholders. Hold biannual NPSC meetings to build/strengthen key government relationships. Follow each meeting with dissemination of meeting notes. Consider inclusion of guest speakers and/or convergence with topical events (e.g. the upcoming Food Systems Summit, national Evaluation Week, and others). Set up tracking and filing system (database) for NPSC meetings.
Develop mechanism for joint annual work planning (High to Medium)	Each SO develops joint annual workplan with their relevant line agency/ies. Present the workplans to the NPSC during the first quarter of the year. Workplans to be used as management tool to support NPSC to track progress. Review progress of annual workplans on a biannual basis in the NPSC meetings, including the relevant line ministries.

Annex 11: Details of main CSP activities

Table 42: Sri Lanka CSP (2018-2022) Overview – strategic outcomes, focus areas and activities

Strategic Results	Focus Areas	Strategic Outcomes	Activities	Activity Category	Modalities	Target Group
S.R.1: Everyone has access to food	Crisis Response	SO 1: Crisis-affected people have access to food all year round	Activity 1: Provide food assistance to crisis-affected people	URT: Unconditional Resource Transfers to support access to food	Food, CBT, Capacity Strengthening ²⁸⁶ and Service Delivery	Tier 1: people and communities affected by crisis in urban and rural areas
	Root Causes	SO 2: School-age children in food-insecure areas have access to food all year round	Activity 2: Provide nutrition-sensitive food assistance, in partnership with the government, to targeted school-age children	SMP: School Meal Activities	Food, CBT, Capacity Strengthening ²⁸⁷ and Service Delivery	Tier 1: Primary and secondary school students
			Activity 3: Provide technical and policy support on delivery of nutrition-sensitive school meal programmes to the Government	CSI: Institutional Capacity Strengthening	Capacity Strengthening	Tier 1: Government ministries ²⁸⁸ at all levels under the coordination of the Ministry of National Policies and Economic Affairs, including National Nutrition Secretariat. Tier 2: Local farmers, school staff, caterers and poultry farmers
S.R.2: No one suffers from malnutrition		SO 3: Children under 5, adolescent girls and women of reproductive age	Activity 4: Provide evidence-based advice, advocacy and technical assistance to government and implementation partners	CSI: Institutional Capacity Strengthening	Capacity Strengthening	Tier 1: Ministry of Agriculture, Education, Social Welfare and Women's and Children's Affairs.

²⁸⁶ Capacity strengthening to government under strategic outcome 4.

²⁸⁷ Ibid.

²⁸⁸ Ministry of Education, Health, Agriculture, Women's and Children's Affairs, Estate Infrastructure, Community Development and Finance Sectors.

Strategic Results	Focus Areas	Strategic Outcomes	Activities	Activity Category	Modalities	Target Group
		have improved nutrition by 2025				Tier 2: Children under 5, adolescents and women of reproductive age
			Activity 5: Provide technical assistance and advocate the scaling up of the fortification of staple food and specialized nutritious foods to government and other stakeholders, including the private sector	CSI: Institutional Capacity Strengthening	Capacity Strengthening	Tier 1: Ministry of Health and National Planning Department Tier 2: Children under 5, adolescents and women of reproductive age
S.R.3: Smallholders have improved food security and nutrition	Resilience Building	SO 4: Vulnerable communities and smallholder farmers have strengthened livelihoods and resilience in the face of shocks and stresses all year round	Activity 6: Support nutrition-sensitive and gender-transformative livelihood diversification and income generation through integrated resilience-building activities	ACL: Asset Creation and Livelihood Activities	Food, CBT, Capacity Strengthening and Service Delivery	Tier 1: Primary smallholder farmers. Tier 2: Ministry of Agriculture; Department of Agrarian Development
			Activity 7: Provide technical assistance for emergency preparedness and response operations to the Government	EPA: Emergency Preparedness Activities	Capacity Strengthening Service Delivery	Tier 2: National Disaster Management Organization, including MEPA
			Activity 8: Provide technical assistance to government and related agencies in the building of improved, unified, shock-responsive safety-net systems	CSI: Institutional Capacity Strengthening	Capacity Strengthening and Service Delivery	Tier 2: Department of Samurdhi Development

Source: WFP Sri Lanka CSP

Table 43: Overview of subactivities, timelines and target beneficiaries (2018-2021)

Subactivities-activity	Link to CSP		Timeline	Summary Description and Location	Targeted Beneficiaries	Partners
	SO	Activity				
EMPOWER	4	6	2018-2019	Gender, disability and ethnicity responsive approach. The objective of this project was to enhance economic empowerment, social integration, resilience and peacebuilding for conflict-affected women in Mullaitivu, one of the most conflict-affected Northern Districts of Sri Lanka	350 female former combatants and other conflict-affected vulnerable women in Mullaitivu District who were members of PTK. 2 million/350 = 5,700/woman; cost/beneficiary is very high	Implemented by ILO (lead), WFP and Puthukkudiyiruppu (PTK) Women's Cooperative Society in Mullaitivu. PTK was a new cooperative enterprise created after the war
CCAP	4	6	2013-2020	Worked to strengthen livelihoods of communities affected by changing weather patterns, while protecting the environment. Aimed to secure livelihoods and food security against rainfall variability, and in particular droughts. It focused on climate shock-prone communities in three divisions of the river basin (Lankapura, Medirigiriya and Walapane), with a focus on smallholders who primarily rely on rainfed agriculture or minor irrigation schemes.	Three Divisional Secretariat Divisions (DSDs) within Polonnaruwa and Walapane, locations prone to adverse effects of climate change. It targeted over 14,000 rural households and their farmer organizations (FOs) and local government officers	Implemented by WFP in partnership with the Ministry of Environment and Wildlife Resources (MEWR) and UNDP
R5n	4	6	2019-2022	Building Resilience Against Recurrent Natural Shocks Through Diversification of Livelihoods for Vulnerable Communities in Sri Lanka (R5n) project uses a cash transfer modality	Targets people in vulnerable rural households and communities in five districts (Batticaloa, Mannar, Matale, Moneragala and Mullaitivu). Additionally targets "50,000	Government, WFP and the donor, Korea International Cooperation Agency (KOICA)

Subactivities-activity	Link to CSP		Timeline	Summary Description and Location	Targeted Beneficiaries	Partners
	SO	Activity				
					farmers" (news release, Dec 14, 2020) through the COVID-19 home-gardening assistance initiative	
CHANGE	3	4	2019	The ambitious Community Health Advancement through Nutrition, Health and Women Empowerment (CHANGE) project funding focused on adding nutrition and gender interventions to the R5n Resilience programme and tea estates	Women and youths living in Sri Lanka's tea plantations in Mullaitivu District. Implemented in all R5n districts (Batticaloa, Mannar, Matale, Monaragala and Mullaitivu), plus Nuwara Eliya	Ministry of Health, UNFPA and SUNPF
Social Protection	4	8	2018-2022	Provided support to enhance the national social protection scheme "Samurdhi" using SCOPE to pre-register 7,500 vulnerable Samurdhi beneficiaries. Also, helped the Department of Samurdhi Development to provide cash-based transfers to 1,517 pregnant and nursing mothers impacted by COVID-19 in six districts	Reached the total planned number of government officials, including 144 women. 7,500 vulnerable households have been registered. 1,517 pregnant and nursing mothers received cash assistance	Government, Department of Samurdhi Development, financial assistance from DFAT, SUNPF
SBCC Campaign	3	4	2019-2023	Working with the Ministry of Health, particularly the Family Health Bureau and the Health Promotion Bureau, to promote nutrition well-being through improving dietary behaviours and accessibility of health services	Nutrition messages were disseminated to potentially reach over 2 million people through the cooking television show "Supreme Chef," public service announcements and social media	Ministry of Health, "Supreme Chef" television show

Subactivities-activity	Link to CSP		Timeline	Summary Description and Location	Targeted Beneficiaries	Partners
	SO	Activity				
Rice Fortification	2,3	2,3,5	2019-2020	Operational feasibility study of integrating fortified rice into NSMP was completed in 2020: targeted and reached 267 schools involving 34,000 primary schoolchildren in Anuradhapura District	267 primary schools, 34,000 children	Ministry of Health, Ministry of Education, Ministry of Agriculture (including the National Food Promotion Board), Department of National Planning, Divisional Secretariats and UNICEF
Thriposha	3	5	2020-2021	As an emergency response, WFP provided two cash grants totalling \$1,100,000 to the Ministry of Health to purchase maize at the inflated price to restart the Thriposha supply chain	No information about reach is available	Ministry of Health
NSMP	2	2	2018-2020	WFP supported Government to provide nutrition-sensitive school feeding and technical and policy support through NSMP (previously the National School Feeding Programme or NSFP)	It was targeted to 245,918 children in 1,873 schools located in six districts of the NSMP to increase animal source protein to children	Government, Ministry of Education
HGSF and Back to School	2	2	2020-2022	WFP provides technical support to 2 pilots in Matale and Moneraga. This is aligned with a global HGSF advocacy by WFP in 46 countries. The pilot is testing the applicability to integrate this approach into the NSMP. Assists small-holder farmers to develop their capacity to provide a reliable food supply while expanding opportunities for these farmers to gain access to markets and contribute to rural transformation.	Supports home-based agriculture and poultry farming to 63 school meal providers (local farmers who cater for school meals) in 42 schools in 2 DSDs, Thanamalwila Educational Zone (Monaragala District in the Uva Province), and Wilgamuwa Educational Zone (Matale District in the Central Province).	Ministry of Education and Ministry of Health. Strategic partnership with Dept of Women and Child Affairs was added in order to increase women's empowerment. A private sector partner, Hidramini, was added for capacity strengthening on financial management

Subactivities-activity	Link to CSP		Timeline	Summary Description and Location	Targeted Beneficiaries	Partners
	SO	Activity				
				The idea is to encourage caterers to buy food from local smallholder farmers		
THR	1,2	1,2	2020-2021	With COVID-19-related school closures from April to September, the Government requested WFP's support to provide THR to primary schoolchildren in the NSMP that was temporarily suspended. The assistance will enable the MoE to commence the first phase of the THR programme, while further resources are mobilized by MoE to expand it.	77,589 children (actually went to their families and not directly to the children) in 1,100 primary schools in the NSMP. Under SO1, 30,911 primary school children received take-home rations during school closures in 500 schools with a food pack that lasted each family on average 8 days. Under SO2, 46,678 additional children were reached. Targeted schools identified by MoE in Central, Uva, Northern and Eastern Provinces.	Ministry of Education
EPR	4	7	2021-2023	Strengthen coordination between government and key humanitarian actors in-country, especially with regard to emergency preparedness activities, in line with the National Disaster Management Framework on emergency preparedness and response (EPR) to the Disaster Management Centre. Government of Sri Lanka became more concerned about EPR after the severe floods in 2015/2016.	Capacity strengthening to Government in 4 provinces, 7 districts	Government, UNICEF, UNFPA, FAO (funded by Australia, DFAT)

Subactivities- activity	Link to CSP		Timeline	Summary Description and Location	Targeted Beneficiaries	Partners
	SO	Activity				
LMCS	4	8	2021-2022	WFP's pilot initiative on LMCS in the districts, a "Village Context Analysis" (household and key informants survey) helped to identify the need for localized climate information by smallholder farmers and government service providers	4,000 farmers living in the climate-risk districts of Monaragala and Mullaitivu	Department of Agriculture, Department of Meteorology, Department of Agrarian Development

Climate Change Adaptation project

South-South Triangular Cooperation project (SSTC)

Building Resilience Against Recurrent Natural Shocks (R5n)

Rice Fortification Project

National School Meal Programme (NSMP)

Home Grown School Feeding (HGSF)

Social and Behaviour Change Communication Campaign

Social Protection Scheme (Samurdhi)

Digitalising Social Protection Beneficiaries Systems through SCOPE

Community Health Advancement through Nutrition, Health and Women Empowerment (CHANGE)

Annex 12: Detailed stakeholder analysis

Table 44: Detailed analysis of stakeholders by type

Who? ²⁸⁹	Description	Involvement in the Evaluation
Internal Stakeholder – WFP Country Office Managers and Staff		
Senior management	Primary stakeholder responsible for country-level planning and implementation of the current CSP The existing generic interview protocol in Annex 5 will be used to develop a personalized set of questions for each staff member depending on their background	Involved in all phases of the evaluation Involved in planning, briefing and feedback sessions and will be interviewed as key informants Involved in reviewing and commenting on the draft ER and management response Have a direct stake in the evaluation and will be a primary user of its outputs in the development and implementation of the next CSP Invited to participate in the Learning Workshop to help shape the evaluation recommendations and the next CSP
Technical staff		
Internal Stakeholder – WFP Senior Management at Regional Bureau Bangkok (RBB)		
RBB Senior Management	Secondary stakeholder responsible for regional-level planning, strategic and policy coherence and technical support A detailed interview protocol can be found in Annex 5	Involved in inception and reporting phase, including approvals, debriefing at the end of the evaluation mission, and in communication and knowledge dissemination phase RBB staff will be key informants and interviewed during the inception and main mission Selected RBB staff might be interested in participating in the Learning Workshop to help shape the recommendations Interested in learning from the evaluation outputs because of the strategic importance of Sri Lanka in WFP corporate and regional plans and strategies The CSPE is expected to strengthen RBB strategic guidance and technical support to the CO and to provide lessons with broader applicability across the region and globally
Appropriate RBB Technical Advisors		

²⁸⁹ For more detail on targeted KIs, refer to Annex 8: List of people interviewed

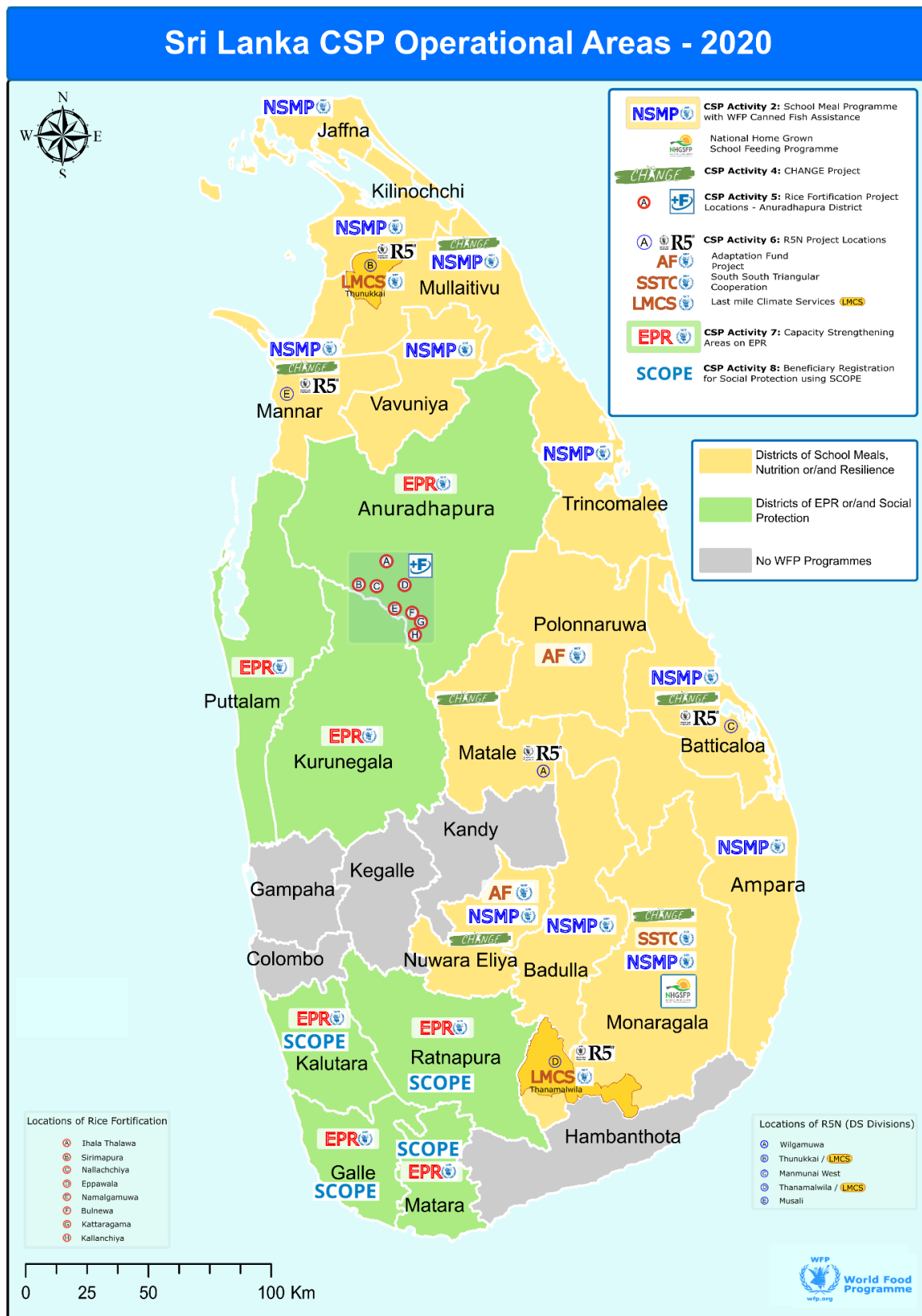
Who? ²⁸⁹	Description	Involvement in the Evaluation
Internal Stakeholder – WFP Senior Managers and Advisors at WFP HQ		
Senior management Appropriate mix of technical staff	Secondary stakeholder responsible for global planning, strategic and policy coherence and best-practise advice A detailed interview protocol can be found in Annex 5	Involved in inception (initial briefing of the evaluation team), data collection and reporting phases, with interest in improved reporting on results... some will help review and comment on the draft ER and management response to the CSPE Technical units (EPR, school feeding, nutrition, gender, and more) have an interest in lessons relevant to their mandates The CSPE will seek information on WFP approaches, standards and success criteria from these units linked to the main themes of the evaluation
Internal Stakeholder – WFP Executive Board		
Delegates	Primary stakeholder through highest-level role in assuring accountability and strategic direction	Will be invited to review the final report and comment on and discuss the CSPE findings, recommendations and management response during EB meetings in 2022 Interest in wider global lessons from Sri Lanka’s evolving contexts and WFP roles, strategy and performance in that country
Internal Stakeholder – WFP Office of Evaluation (OEV)		
Evaluation commissioner and managers	Primary stakeholder as the commissioning authority for the CSPE	OEV is responsible for all phases of this centrally managed evaluation and provides the technical expertise for quality assurance and utility OEV will use evaluation findings and recommendations for synthesis and feeding into other evaluations Assures adequate management response so that the purpose and objectives of the CSPE are fulfilled
External Stakeholder – Government of Sri Lanka		
Ministry of Finance, Project Management Unit	Primary stakeholder in its role supporting the implementation of WFP’s activities Central government focal point responsible for oversight and WFP cooperation In process to develop the interview protocol	Involved in inception, data collection phase and communication and knowledge dissemination phases, and participates actively in the Learning Workshop As WFP’s central national government counterpart, they have a stake in determining whether WFP’s assistance is efficient, effective, sustainable, coherent and relevant to Government’s strategic needs and policy priorities The PMU will be a key interlocutor for the CSPE and will facilitate engagement with key officials at national, provincial and district levels. The PMU will be briefed and consulted during the inception phase to ensure the evaluation covers their priority interests They will be invited to the Learning Workshop at the end of the evaluation process to help shape evaluation recommendations and the next CSP

Who? ²⁸⁹	Description	Involvement in the Evaluation
Other Government ministries and institutions at national level	Primary stakeholders as key implementation partners of WFP and as direct recipients of technical assistance In process to develop the interview protocol	Ministry of Agriculture, Ministry of Education, Ministry of Health, Ministry of Environment (including Climate Change Secretariat) are key ministries will be involved during data collection phase District Secretariats Representatives from other ministries identified by CO (see Annex 13 of the IR for initial list) will be interviewed during the data collection phase The ministries will be briefed and consulted via the PMU during the inception phase to ensure the evaluation covers their interests. They will be invited to send representatives to the Learning Workshop to help shape evaluation recommendations
Government Departments and Institutions	Primary or secondary stakeholders (depends on level of involvement with WFP) In process to develop the interview protocol	Representatives from relevant Departments that are key implementation partners and direct recipients of technical assistance in geographic areas where WFP is most active will be interviewed during the data collection phase CSPE will seek their perspectives on WFP's strategy and performance related to specific activities that are or have taken place in their districts Departments of External Resources, National Planning, Agriculture, Agrarian Development, Education, Samurdhi Development, among others. (See Annex 13 of the IR for initial list.)
External Stakeholder – Beneficiary Groups		
Direct beneficiary groups	Secondary stakeholders as the ultimate recipients of food, cash and other types of assistance, including training and technical assistance A sample protocol can be found in Annex 5	The CSPE will engage with WFP target beneficiary groups to learn directly from their perspectives and experiences with WFP support, with special effort to include the voices of women and girls of diverse groups and other potentially marginalized population groups Involved as key informants and focus group participants during data collection phase. CO will target these stakeholders as part of its post-evaluation communication and knowledge dissemination work i.e. evaluation findings will be reported back to target population groups through appropriate media (posters, radio, among other mediums)
External Stakeholder – United Nations Agencies Active in Sri Lanka		
Selected members of the UNCT active in Sri Lanka	A mix of primary and secondary stakeholders that they have a direct interest in their own mandate and coherence across the UN system	WFP works closely with UN agencies that are part of the country's UNCT, and especially with IFAD and FAO on food resilience, UNICEF on nutrition and school feeding, UNFPA on integrating gender, nutrition and reproductive health, ILO to support conflict-affected women to rebuild livelihoods and UNDP and the Resident Coordinator which facilitates coordination across the UN These organizations will be interested in evaluation outputs related to strategic partnerships and sector coordination, and their views will help shape the WFP's next CSP

Who? ²⁸⁹	Description	Involvement in the Evaluation
	A sample protocol can be found in Annex 5	The UNCT will be briefed and consulted during the inception phase, and appropriate representatives will be interviewed during the data collection phase and invited to the Learning Workshop to help shape evaluation recommendations
External Stakeholder – NGO Cooperating Partners		
Foundation for Health Programme Scaling Up Nutrition People’s Forum	Primary stakeholders directly involved in WFP programming In process of developing the interview protocol	Two NGO cooperating partners are noted for supporting the implementation of WFP activities and will be interested in evaluation findings, lessons and recommendations related to the management of technical partnerships. Involved as KIs during the data collection phase, their views will be valued in shaping the next CSP, and thus involvement is also expected in the communication and knowledge dissemination phase, including participation in the Learning Workshop
External Stakeholder – Private and Public Sector Partners		
Selected private and public sector organizations	Secondary stakeholders working in areas that have some overlap with WFP’s CSP In process of developing the interview protocol	Interviewed as KIs during the data collection phase: Scaling Up Nutrition Business Network, Asian Development Bank, World Bank, Federation of Chambers of Commerce and Industry (FCCISL) and others These groups may also be targeted in the communication and knowledge dissemination phase
External Stakeholder – Donors		
Main donors to CSP	Primary stakeholders that have contributed to the CSP and hold it accountable for results A sample protocol can be found in Annex 5	These donors have a direct interest in accounting for how their funds have been spent and on the results related to alleviating food insecurity Representatives (see Annex 13 of the IR for initial list) will be interviewed during the data collection phase, be invited to the Learning Workshop and be targeted as part of the communication and knowledge dissemination phase
External Stakeholder – Academia and Research Institutes		
Researchers in food security	Secondary stakeholders In process of developing the interview protocol	Interest in learning from the outputs of the CSPE during the data collection phase Interviewed during the data collection phase IFPRI, Medical Research Institute, JAAS, and others Potentially targeted as part of the communication and knowledge dissemination phase

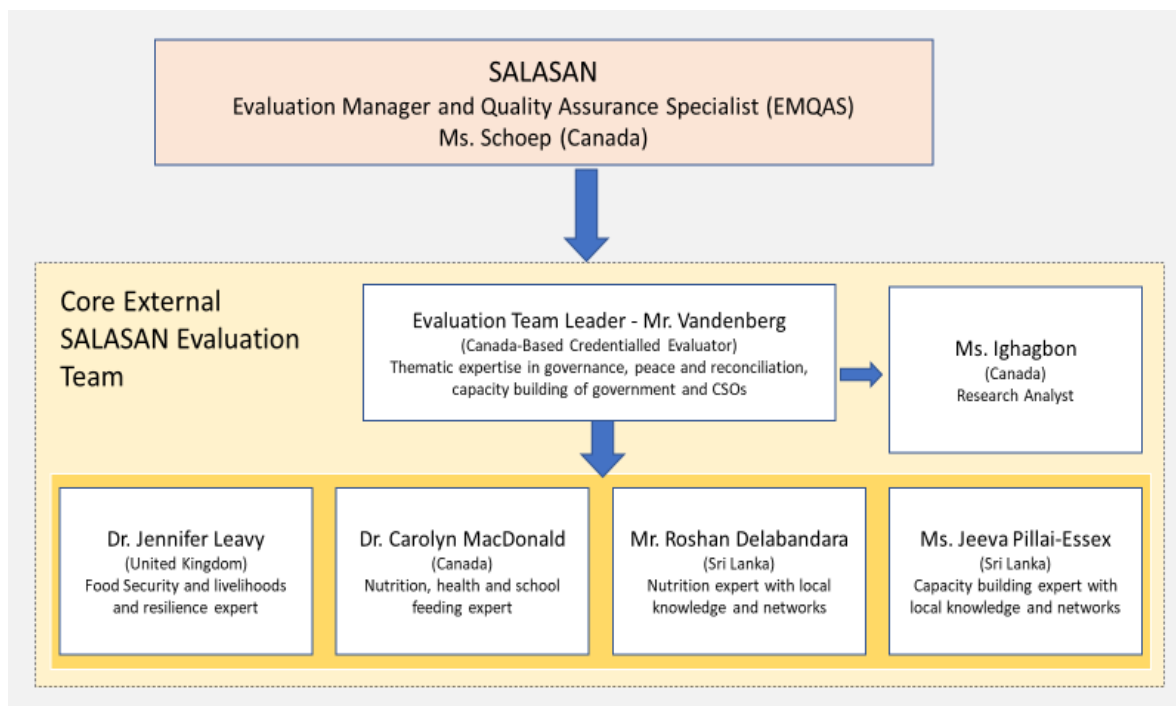
Who? ²⁸⁹	Description	Involvement in the Evaluation
and nutrition sector		

Figure 17: Sri Lanka CSP (2018-2022) Operational Areas



Annex 13: Roles and responsibilities

Figure 18: Key SALASAN Roles and Related Reporting Lines



Evaluation Team's Roles and Responsibilities

346. Robert Vandenberg was the evaluation team leader (ETL), responsible for the overall evaluation design and implementation, and submission of key evaluation deliverables: draft and final IR; exit debriefing with CO; detailed debriefing with IRG; and draft and final ERs. The ETL was responsible for the quality of evaluation deliverables, liaising with the ET's EMQAS Manager and working closely with the WFP Evaluation Manager designated by OEV.

347. The ETL was also responsible for ensuring that the evaluation is aligned with UNEG Norms and Standards, UNEG Ethical Guidelines for Evaluation, OECD/DAC evaluation criteria and OECD/DAC Quality Standards for Development Evaluation; and applying OEV's templates and guidance in keeping with CEQAS. Given that COVID-19 protocols allowed, the ETL travelled to Sri Lanka for data collection and analysis.

348. Two International Evaluators were part of the ET. **Dr Jennifer Leavy**, Food Security and Livelihoods Expert, brought expertise in resilience building, climate change response, protection and accountability of affected populations (AAP). **Dr Carolyn MacDonald**, team nutritionist, brought added expertise in food security, nutrition and health, school feeding and protection and AAP. Both have expertise in gender equity. They were directly involved in inception, data collection and analysis and in the reporting phases, including consultations with partners and key stakeholders.

349. Two National Consultants, **Roshan Delabandara** and **Jeeva Perumalpillai-Essex**, brought local knowledge, networks and expertise to the ET. Roshan is a nutrition expert with direct experience of emergency preparedness and response, support to food security, livelihoods and resilience, climate change and protection. Jeeva has international experience in capacity strengthening of government, food security, livelihoods and resilience, climate change and gender and women's empowerment. Both national evaluators participated fully in inception, data collection and analysis, and reporting phases,

and led key informant interviews with government officials. They also participated in the Learning Workshop.

350. **Aanu Ighagbon** was the ET Research Analyst, responsible for organization of evaluation documents and research analysis. She supported report development, gender-sensitive quantitative and qualitative data collection and analysis and ET liaison (reporting to the ETL).

351. **Renate Schoep** was the SALASAN EMQAS Manager. As President of SALASAN, she also oversees the work of the ETL. As initial contact with OEV, Renate was responsible for ensuring that all contractual obligations related to the LTA and the contract for implementing this evaluation are met. She was responsible for ensuring that the ET's in-house EMQAS is applied throughout the evaluation.

WFP's Roles and Responsibilities

352. The CSPE was managed for WFP by OEV, with **Hansdeep Khaira** as designated WFP Evaluation Manager, responsible for organizing team briefing and stakeholders, in-country learning workshop, supporting the preparation of the field mission, drafting the summary evaluation report and soliciting WFP stakeholder feedback on draft products. The EM was the main interlocutor between the ET and WFP counterparts, ensuring a smooth implementation process and also provided first-level quality assurance within OEV.

353. **Julie Thoulouzan**, OEV Senior Evaluation Officer, provided second-level quality assurance. **Anne-Claire Luzot**, the OEV Deputy Director of Evaluation (DDE), approved final evaluation products and presented the final CSPE ER to WFP Executive Board for consideration in November 2022.

354. Twelve WFP staff – including eight WFP managers within the CO and four staff at regional and headquarters level – were selected to form the Internal Reference Group (IRG) for the evaluation. In addition, the CO reviewed and provided comments on the draft IR (not the RB and HQ). The IRG reviewed and commented on draft ERs, provide feedback during evaluation briefings and was available for interviews with the evaluation team.

355. The CO facilitated the evaluation team's contacts with stakeholders in Sri Lanka, provides logistic support during the fieldwork and supports the organization of an in-country stakeholder learning workshop. **Mairiann Sun**, Head of Research, Assessment and Monitoring (RAM), was the WFP CO focal point to assist in communicating with the EM and the ET, setting up meetings and coordinating field visits. To ensure the independence of the evaluation, WFP staff were not be part of the ET nor participated in meetings where their presence could have biased the responses of the stakeholders.

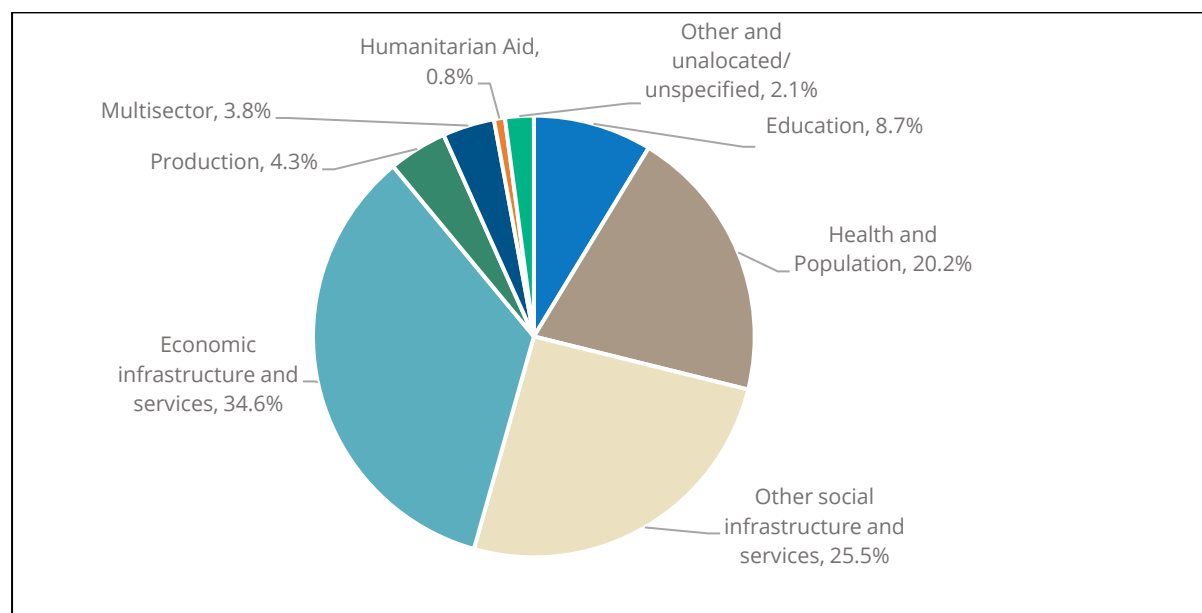
Annex 14: Evaluability Assessment

Outcome Indicator	Evaluability
SO1 Crisis-affected people in Sri Lanka have access to food all year round	
Outcome Indicator	
Consumption-based Coping Strategy Index (Average)	N.E.
Food Consumption Score	N.E.
Food Consumption Score – Nutrition	N.E.
Food Expenditure Share	N.E.
Minimum Dietary Diversity – Women	N.E.
Proportion of children 6–23 months of age who receive a minimum acceptable diet	N.E.
SO2 School-aged children in food insecure areas have access to food all year round	
Outcome Indicator	
Attendance rate (new)	P.E.
Enrolment rate	P.E.
Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)	P.E.
Number of national programmes enhanced as a result of WFP-facilitated South-South and triangular cooperation support (new)	P.E.
Retention rate / Drop-out rate (new)	P.E.
SABER School Feeding National Capacity (new)	P.E.
SO3 Children under 5, adolescent girls, and women of reproductive age in Sri Lanka have improved nutrition by 2025	
Outcome Indicator	
Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)	P.E.
Number of national programmes enhanced as a result of WFP-facilitated South-South and triangular cooperation support (new)	P.E.
Percentage increase in production of high-quality and nutrition-dense foods	P.E.
Zero Hunger Capacity Scorecard	P.E.
SO4 Vulnerable communities and smallholder farmers in Sri Lanka have strengthened livelihoods and resilience to shocks and stresses all year round	
Outcome Indicator	
Consumption-based Coping Strategy Index (Average)	N.E.
Consumption-based Coping Strategy Index (Percentage of households with reduced CSI)	P.E.
Economic capacity to meet essential needs (new)	N.E.
Food Consumption Score / Percentage of households with Acceptable Food Consumption Score	E.
Food Consumption Score / Percentage of households with Borderline Food Consumption Score	E.
Food Consumption Score / Percentage of households with Poor Food Consumption Score	E.
Food Consumption Score-Nutrition / Percentage of households that consumed Hem Iron rich food daily (in the last 7 days)	E.
Food Consumption Score-Nutrition / Percentage of households that consumed Protein rich food daily (in the last 7 days)	E.
Food Consumption Score-Nutrition / Percentage of households that consumed Vit A rich food daily (in the last 7 days)	E.
Food Consumption Score-Nutrition / Percentage of households that never consumed Hem Iron rich food (in the last 7 days)	E.
Food Consumption Score-Nutrition / Percentage of households that never consumed Protein rich food (in the last 7 days)	E.
Food Consumption Score-Nutrition / Percentage of households that never consumed Vit A rich food (in the last 7 days)	P.E.
Food Consumption Score-Nutrition / Percentage of households that sometimes consumed Hem Iron rich food (in the last 7 days)	E.
Food Consumption Score-Nutrition / Percentage of households that sometimes consumed Protein rich food (in the last 7 days)	E.
Food Consumption Score-Nutrition / Percentage of households that sometimes consumed Vit A rich food (in the last 7 days)	E.
Food Expenditure Share	P.E.
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies) / Percentage of households not using livelihood based coping strategies	E.
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies) / Percentage of households using crisis coping strategies	E.
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies) / Percentage of households using emergency coping strategies	E.
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies) / Percentage of households using stress coping strategies	E.
Livelihood-based Coping Strategy Index (Average)	N.E.
Minimum Dietary Diversity – Women	P.E.
Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)	N.E.
Number of people assisted by WFP, integrated into national social protection systems as a result of WFP capacity strengthening (new)	N.E.
Percentage of targeted smallholder farmers reporting increased production of nutritious crops, disaggregated by sex of smallholder farmer	P.E.
Proportion of children 6-23 months of age who receive a minimum acceptable diet	N.E.
Proportion of the population in targeted communities reporting benefits from an enhanced asset base	P.E.
Proportion of the population in targeted communities reporting environmental benefits	P.E.
Zero Hunger Capacity Scorecard	N.E.
An indicator was determined to be evaluable (E) if it had data for all years, including baseline and follow-up and year-end target - even if the follow-up and the year-end target is zero. It was determined to be partially evaluable (P.E.) if some combination of baseline, target, annual data set or sex disaggregation was missing but there was at least one year of useable data available. And an indicator was determined to be not evaluable (N.E.) if there was not a single year with complete data, even if the baseline was there but without follow-up or target to assess progress	

Annex 15: Other figures and tables

Financial Resources

Figure 19: Sri Lanka Bilateral ODA by Sector (2018 -2019) Average



Source: OECD-DAC Aid at a Glance. Data extracted on 05.02.2022

Table 45: Multilateral directed contributions by earmarking level (USD)

Donor	Earmarked	MDC
Australia	Activity Level	349,895.03
Canada	Activity Level	784,929.35
Japan	Activity Level	279,7202.8
Private Donors	Activity Level	1,459,014.28
	Strategic Result Level	300,000
	Strategic Outcome Level	186,828.15
Republic of Korea	Activity Level	1,500,000
	Country Level	6,410,000
Sri Lanka	Country Level	13,236.14
Switzerland	Activity Level	470,641.48
UN Other Funds and Agencies (excl. CERF)	Activity Level	1,086,763.61
UN Peacebuilding Fund	Activity Level	154,500
USA	Activity Level	1,650,000

Source: WFP The Factory, data (downloaded on 16.12.2021)

Table 46: Overview of Needs-Based Plan and Allocated Resources by Focus Area, SO, Activity Tag by Year (2018 – 2021)

Focus Areas	Strategic Outcomes	Activity	2018			2019			2020			2021		
			NBP	Allocated Resources	% of Allocated Resources	NBP	Allocated Resources	% of Allocated Resources	NBP	Allocated Resources	% of Allocated Resources	NBP	Allocated Resources	% of Allocated Resources
Crisis Response	SO1: Crisis-affected people in Sri Lanka have access to food all year round	Activity 1	3,001,865	426,840	14%	3,033,688	553,899	18%	2,455,107	363,252	15%	1,910,038	368,356	19%
Root Causes	SO2: School-aged children in food insecure areas have access to food all year round	Activity 2	3,626,998	2,566,260	71%	2,922,878	2,241,720	77%	2,080,427	4,245,702	204%	2,155,879	3,882,916	180%
		Activity 3	275,516	27,104	10%	248,777	12,443	5%	158,186	18,265	12%	138,239	0	0%
	SO3: Children under 5, adolescent girls and women of reproductive age in Sri Lanka have improved nutrition by 2025	Activity 4	371,385	452,533	122%	511,816	760,652	149%	534,204	180,840	34%	339,853	107,271	32%
		Activity 5	297,047	0	0%	186,100	8,200	4%	217,207	30,000	14%	223,679	20,706	9%
Resilience Building	SO4: Vulnerable communities and smallholder farmers in Sri Lanka have strengthened livelihoods and resilience to shocks and stresses all year round	Activity 6	1,735,361	6,004,200	346%	1,823,390	4,714,733	259%	1,772,590	3,499,119	197%	4,225,721	4,991,945	118%
		Activity 7	409,658	689,814	168%	393,575	503,303	128%	305,176	1,232,181	404%	574,871	1,588,091	276%
		Activity 8	248,499	97,853	39%	546,899	442,467	81%	334,306	495,731	148%	174,032	361,074	207%

Source: IRM Analytics, 2021 data as of 31.12.2021 (downloaded on 22.6.2022)

Table 47: Actual number of beneficiaries by SO, activity, year, location, and gender²⁹⁰

Strategic Outcomes	Activity	Region	2018			2019			2020			2021						
			District	Actual Beneficiary			District	Actual Beneficiary			District	Actual Beneficiary			District	Actual Beneficiary		
				F	M	T		F	M	T		F	M	T		F	M	T
SO1: Crisis-affected people in Sri Lanka have access to food all year round	Activity 1	N/A	N/A	0	0	0	N/A	0	0	0	N/A	15,765	15,146	30,911	N/A	0	0	0
SO2: School-aged children in food insecure areas have access to food all year round	Activity 2	Northern Province	N/A	185,020	202,862	387,882	N/A	0	0	0	N/A	0	0	0	N/A	0	0	0
		N/A	N/A	114,680	111,472	226,152	N/A	824,700	853,618	1,678,318	N/A	23,806	22,872	46,678	N/A	0	0	0
			Jaffna	1,768	1,566			620	552	1,172		392	313	705				

²⁹⁰ The figures for 2018, 2019, 2020 and 2021 are unadjusted data (double-counting possible). Note: TBC by CO refers to information to be provided by the Country Office.

Strategic Outcomes	Activity	Region	2018				2019				2020				2021			
			District	Actual Beneficiary			District	Actual Beneficiary			District	Actual Beneficiary			District	Actual Beneficiary		
				F	M	T		F	M	T		F	M	T		F	M	T
SO4: Vulnerable communities and smallholder farmers in Sri Lanka have strengthened livelihoods and resilience to shocks and stresses all year round	Activity 6	Northern Province	Mullaithivu	1,983	1,757	17,230	Mullaithivu				Mullaithivu				Mullaithivu	413	367	1,076
			Vavuniya	2,219	1,969		Mannar	306	272	578	Mannar	421	374	795	Mannar	157	139	
			Kilinochchi	1,245	1,104		Batticaloa	322	286	608	Batticaloa	762	674	1,436	Batticaloa	307	272	
			Mannar	1,919	1,700		Matale	801	711	1512	Matale	902	800	1702	Matale	589	523	
		Eastern Province	Trincomalee	1,634	1,447	6,338	N/A	0	0	0	N/A	0	0	0	N/A	0	0	0
			Batticaloa	1,725	1,532													
		Central Province	Nuwara Eliya	1436	1274	8520	N/A	0	0	0	N/A	0	0	0	N/A	0	0	0
			Matale	3080	2730													
		North Central Province	Anuradhapura	2681	2380	8609	N/A	0	0	0	N/A	0	0	0	N/A	0	0	0
			Polonnaruwa	1880	1668													
		Uva Province	Monaragala	1916	1699	6084	Monaragala	1014	900	1914	Monaragala	1331	1179	2510	Monaragala	708	628	1336
			Badulla	1308	1161													

Source: COMET data are not adjusted figures and therefore may include double counting of beneficiaries

Table 48: Beneficiaries by activity and activity tag by year – planned, actual and percentage of beneficiaries reached (2018-2021)

SO	Activities	Activity Tag	2018							
			Planned			Actual			% of actual vs planned	% allocated resource spent
			F	M	Total	F	M	Total		
SO1	Activity 1	General Distribution	25,500	24,500	50,000	0	0	0	0.00%	9%
		School Feeding (alternative THR)	-	-	-	-	-	-	-	
SO2	Activity 2	School Feeding (on-site)	63,360	64,640	128,000	67,545	68,015	135,560	105.91%	84%
SO4	Activity 6	Food Assistance for Asset	5,300	4,700	10,000	6,928	6,144	13,072	130.72%	50%
SO	Activities	Activity Tag	2019							
			Planned			Actual			% of actual vs planned	% allocated resource spent
			F	M	Total	F	M	Total		
SO1	Activity 1	General Distribution	25,500	24,500	50,000	0	0	0	0.00%	45%
		School Feeding (alternative THR)	-	-	-	-	-	-	-	
SO2	Activity 2	School Feeding (on-site)	47,250	48,480	95,730	170,087	173,523	343,610	358.94%	17%
SO4	Activity 6	Food Assistance for Asset	5,300	4,700	10,000	1,602	1,421	3,023	30.23%	65%
SO	Activities	Activity Tag	2020							
			Planned			Actual			% of actual vs planned	% allocated resource spent
			F	M	Total	F	M	Total		
SO1	Activity 1	General Distribution	20,400	19,600	40,000	0	0	0	0.00%	29%
		School Feeding (alternative THR)	-	-	-	39,107	38,482	77,589	-	
SO2	Activity 2	School Feeding (on-site)	31,752	32,248	64,000	0	0	0	0.00%	28%
SO4	Activity 6	Food Assistance for Asset	5,300	4,700	10,000	2,006	1,779	3,785	37.85%	32%
SO	Activities	Activity Tag	2021							
			Planned			Actual			% of actual vs planned	% allocated resource spent
			F	M	Total	F	M	Total		
SO1	Activity 1	General Distribution	15,300	14,700	30,000	2,477	2,027	4,504	15.01%	88%
		School Feeding (alternative THR)	-	-	-	-	-	0	0.00%	
SO2	Activity 2	School Feeding (on-site and alternative THR)	132,825	135,424	268,249	85,287	88,768	174,055	64.89%	25%
		Food Assistance for Asset	86	5	91	87	4	91	100.00%	
SO4	Activity 6	Food Assistance for Asset	3,580	3,218	6,798	2,768	2,265	5,033	74.04%	64%

Source: COMET Report CM-R020 and IRM Analytics

CBT and Food Transfer

Table 49: Transfers of food by SO, activity and commodity (2018-2021) as of 31 January 2022

Year	Strategic Outcome	Activity	Commodities	Total planned (MT)	Total actual (MT)	% MT Planned/Actual
2018	SO2	Activity 2	Canned Fish	207.086	94.880	45.82%
			Rice	1,418.400	358.923	25.30%
			Split Lentils	454.834	16.722	3.68%
			Vegetable oil	283.680	11.723	4.13%
Total by year, SO and activity (2018)				2,364.000	482.248	20.40%
2019	SO2	Activity 2	Canned Fish	138.058	306.262	221.84%
			Rice	945.600	-	0.00%
			Split Lentils	303.222	-	0.00%
			Vegetable oil	189.120	-	0.00%
Total by year, SO and activity (2019)				1,576.000	306.262	19.43%
2020	SO2	Activity 2	Canned Fish	69.029	-	0.00%
			Rice	472.800	-	0.00%
			Split Lentils	151.611	-	0.00%
			Vegetable oil	94.560	-	0.00%
Total by year, SO and activity (2020)				788.000	-	0.00%
2021	SO2	Activity 2	Canned Fish	189.000	147.950	78.28%
			Rice	-	-	NA
			Split Lentils	-	-	NA
			Vegetable oil	-	-	NA
Total by year, SO and activity (2021)				189.000	147.950	78.28%
Grand Total				4,917.000	936.460	19.05%

Source: COMET Report CM-R014 (downloaded on 08.02.2022)

Table 50: Transfers of CBT by SO and activity (2018-2021) as of 31 January 2022

Strategic Outcome	Activity	Year	Total planned CBT (in USD)	Total transferred (in USD)	% CBT Planned/Distributed
SO1	Activity 1	2018	2,587,500.00	0.00	0.00%
		2019	2,587,500.00	0.00	0.00%
		2020	2,130,000.01	161,904.73	7.60%
		2021	1,642,499.99	151,450.52	9.22%
Total by SO 1 & Activity 1			8,947,500.00	313,355.25	3.50%
SO2	Activity 2	2018	910,504.20	0.00	0.00%
		2019	910,504.20	0.00	0.00%
		2020	910,504.20	244,483.47	26.85%
		2021	910,504.20	195,849.80	21.51%
Total by SO 2 & Activity 2			910,504.20	440,333.27	48.36%
SO4	Activity 6	2018	1,200,000.00	1,029,777.11	85.81%
		2019	1,200,000.00	101,232.08	8.44%
		2020	1,350,000.00	135,372.77	10.03%
		2021	1,352,175.80	256,262.35	18.95%
Total by SO 4 & Activity 6			5,102,175.80	1,522,644.31	29.84%
Total by year		2018	4,698,004.20	1,029,777.11	21.92%
		2019	4,698,004.20	101,232.08	2.15%
		2020	4,390,504.21	541,760.97	12.34%
		2021	3,905,179.99	603,562.67	15.46%
Grand Total		2018-2021	14,960,180.00	2,276,332.83	15.22%

Source: COMET Report CM-R014 (downloaded on 08.02.2022)

Other Outputs

Table 51: Social and Behaviour Change Communication by SO, activity, year and unit (2018–2021) as of December 2021

Strategic Outcome	Activity	Output Indicator	Unit	2018			2019			2020			2021		
				Target Value	Actual Value	% of target value achieved	Target Value	Actual Value	% Achieved	Target Value	Actual Value	% Achieved	Target Value	Actual Value	% Achieved
SO3: Children under 5, adolescent girls, and women of reproductive age in Sri Lanka have improved nutrition by 2025	CSI1 Activity 4: Provide evidence-based advice and advocacy, and technical assistance, to government and their implementing partners	Number of people reached through SBCC approaches using media	Unit	-	-	-	-	-	-	-	-	-	-	-	-
			Individual	0	0	0.00%	1261000	0	0.00%	1261000	2615019	207.38%	1261000	946,992	75.10%
			Average Total (Activity 4)			0.00%			0.00%			207.38%			75.10%

Source: COMET Report CM-R008 and ACRs 2018-21 (downloaded on 01.03.2022)

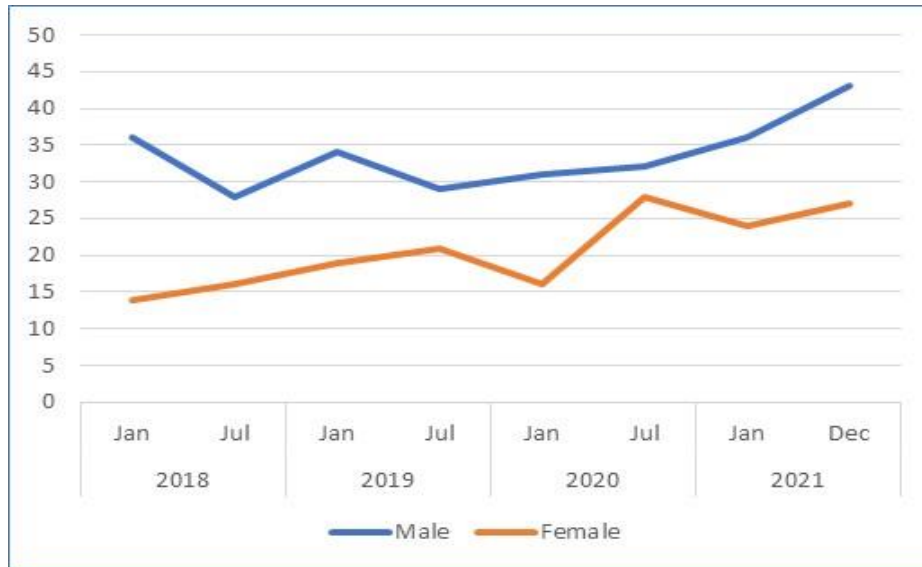
Table 52: Country Capacity Strengthening by SO, activity, year and unit of measure (2018–2021) as of December 2021

Strategic Outcome	Activity		Output Indicator	Unit	2018			2019			2020			2021					
					Target Value	Actual Value	% Achieved	Target Value	Actual Value	% Achieved	Target Value	Actual Value	% Achieved	Target Value	Actual Value	% Achieved			
SO1	Crisis-affected people in Sri Lanka have access to food all year round	URT1: Activity 1	Provide food assistance to crisis-affected people	Number of institutional sites assisted	Site	-	-	-	-	-	-	-	-	200	10	5.00%			
					Average Total (Activity 1)														5.00%
SO2	School-aged children in food insecure areas have access to food all year round	SMP1: Activity 2	School-aged children in food insecure areas have access to food all year round	Average number of school days per month on which multi-fortified or at least 4 food groups were provided (nutrition-sensitive indicator)	Days	-	-	-	-	-	-	-	-	12	20	166.67%			
					School	-	-	-	-	-	-	-	-	1300	1600	123.08%			
					Average Total (Activity 2)														144.87%
		CS12: Activity 3	Provide technical and policy support on delivery of nutrition-sensitive school meals programme to government	Number of capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new)	Training sessions	4	4	100.00%	4	6	150.00%	4	9	225.00%	4	10	250.00%		
					Number of partners supported	Partner	3	2	66.67%	3	3	100.00%	3	3	100.00%	3	5	166.67%	
					Number of people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new)	Individual	0	0	0.00%	2000	1810	90.50%	2000	350	17.50%	500	975	195.00%	
Average Total (Activity 3)			56%			113.50%			114.17%					203.89%					
SO3	Children under 5, adolescent girls, and women of reproductive age in Sri Lanka have improved nutrition by 2025	CS11: Activity 4	Provide evidence-based advice and advocacy, and technical assistance, to government and their implementing partners	Number of capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new), including tools and products developed	Unit	1	0	0.00%	1	1	100.00%	4	1	25.00%	4	0	0.00%		
					Number of people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new)	Individual	100	420	420.00%	100	721	721.00%	100	0	0.00%	50	0	0.00%	
		Average Total (Activity 4)			210.00%			410.50%			12.50%					0.00%			
		CS1: Activity 5	Provide technical assistance and advocate for scaling up fortification of staple food and specialized nutritious foods to government and other stakeholders, including private sector	Number of capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new)	Training sessions	5	8	160.00%	5	4	80.00%	5	3	60.00%	5	0	0.00%		
					Number of people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new)	Individual	1000	0	0.00%	250	1700	680.00%	250	250	100.00%	250	0	0	
Average Total (Activity 5)			80.00%			380.00%			80.00%						0.00%				
SO4	Vulnerable communities and smallholder farmers in Sri Lanka have strengthened livelihoods and resilience to shocks and stresses all year round	ACL1: Activity 6	Support nutrition-sensitive/gender-transformative livelihood diversification and income generation through integrated resilience building activities	Number of assets built, restored or maintained by targeted households and communities, by type and unit of measure	Number	-	-	-	-	-	-	-	-	140	623	445.00%			
					Number of institutional sites assisted	Site	-	-	-	-	-	-	-	-	10	8	80.00%		
					Number of women, men, boys and girls receiving food/cash-based transfers/commodity vouchers/capacity strengthening transfers	Individual	-	-	-	-	-	-	-	-	240	2730	1137.50%		
					Quantity of non-food items distributed	Tools	-	-	-	-	-	-	-	-	2000	3192	159.60%		
					Average Total (Activity 6)														455.53%
					CS11: Activity 7	Provide technical assistance for emergency preparedness and response operations to government	Number of capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new)	Unit	8	1	12.50%	8	9	112.50%	8	6	75.00%	8	7
		Number of people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new)	Individual	200				366	183.00%	200	525	262.50%	200	103	51.50%	200	109	54.50%	
		Policy	0	7				-	-	-	-	-	-	-	-	-	-	-	-
		Average Total (Activity 7)						97.75%			187.50%			63.25%					71.00%
		CS1: Activity 8	Provide technical assistance for building improved, unified, shock-responsive safety net systems to government and related agencies	Number of capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new)	Unit	3	8	266.67%	3	11	366.67%	3	3	100.00%	3	17	566.67%		
Number of people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholder capacities (new)	Individual				100	366	366.00%	100	388	388.00%	100	300	300.00%	50	403	806.00%			
Average Total (Activity 8)			316.33%			377.33%			200.00%					686.33%					

Source: COMET Report CM-R008 and ACRs 2018-21 (downloaded on 03.01.2022)

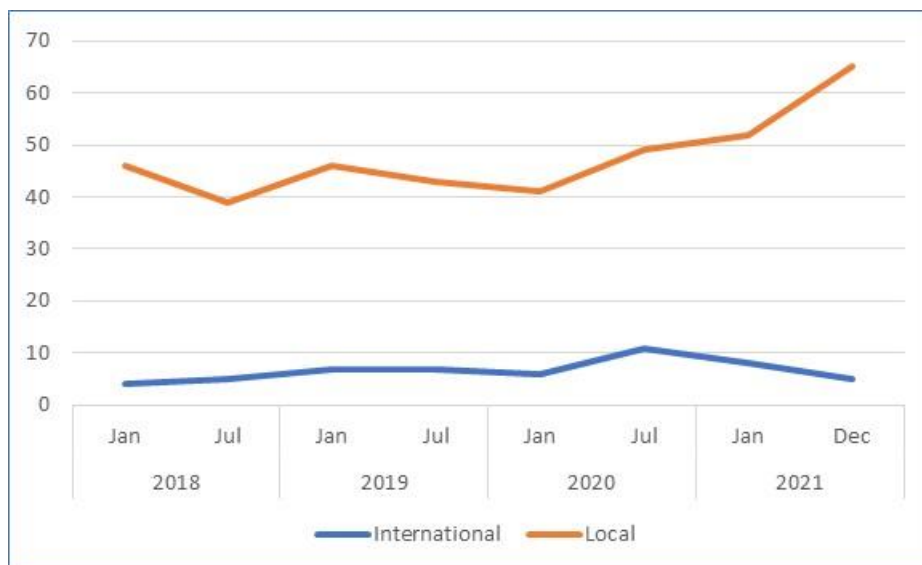
Overview of Staffing

Figure 20: Trend of CO staffing numbers by gender and year (2018-2021)



Source: CSP HR Stat from 2018-21.xlsx (shared on 10 June 2022)

Figure 21: Trend of CO staffing numbers by contract type and year (2018-2021)



Source: CSP HR Stat from 2018-21.xlsx (shared on 10 June 2022)

Table 53: Overview of CO staffing numbers by contract type and year (2018–2021)

Contract Type	2018		2019		2020		2021	
	Jan	Jul	Jan	Jul	Jan	Jul	Jan	Dec
Continuing	10	9	9	9	8	7	7	7
Fixed Term	16	15	15	20	22	24	25	23
Indefinite Appointment	3	3	2	1	1	1	1	1
Short Term Daily	0	0	1	1	0	0	1	0
Short Term Monthly	0	5	6	7	4	12	9	4
Short Term-SC WFP	19	10	10	5	5	6	5	14
Short Term-SSA WFP	2	2	10	5	7	10	12	21
UNV	0	0	0	1	0	0	0	0
VLT-G	0	0	0	1	0	0	0	0
Total	50	44	53	50	47	60	60	70

Source: CSP HR Stat from 2018-21.xlsx (obtained from CO, data updated on 10.06.2022)

Table 54: Summary of sustainability dimensions by CSP Activity

Technical Capacity Development	Systems Development	Policy framework & strategic integration	Ownership	Resourcing (for Government actions, not WFP)
Strategic Outcome 1: Crisis-affected people have access to food all year round				
Activity 1: Unconditional resource transfers to support access to food				
Institutions and individuals at national level have technical capacity for managing responses to disasters (e.g. floods, cyclones)	Samurdhi is the largest system in Sri Lanka. Registrations and disbursements are manual. Pilot of WFP's SCOPE digital registration. Challenges in scaling beyond pilot.	Multiple Government systems and lack of coordination. DMC brings some coordination, but high staff turnover. Change over in Government staff adds challenge.	Government owns management of disasters. WFP not requested to support any responses to disasters from 2018 to 2021 (only small scale THR during school closures)	Resources available from middle-income Government. Recent challenges are high debt burden and downgrading of Sri Lanka to lower-middle income status.
Strategic Outcome 2: School-aged children in food-insecure areas have access to food all year round				
Activity 2: School meal activities				
Government technical capacity for NSMP management exists. Two modalities are used: 1) cash to caterers; 2) milk distribution.	The system of financing meals through caterers exists, with technical guidance, menus from MoH, and health inspections. Challenges are lack of on-line monitoring systems, and adequate personnel for management.	NSMP policy and strategies are in place. Challenges are tracking indicators, and in providing blanket coverage to all primary school children, with no provision for secondary (grades 6-9).	High ownership by Government of the primary school NSMP. Challenge is no program for student grades six to nine, a group that previously received WFP assistance.	Resourcing for the NSMP for primary school children was adequate until economic downturn. Since then, Government drastically cut its budget, which is insufficient for blanket coverage.
Strategic Outcome 2: School-aged children in food-insecure areas have access to food all year round				
Activity 3: Home Grown School Meal piloting				
Some technical capacity for HGSF in Government, especially at district	Envisaged system of local production is complex. Some systems could be	Informed by global best practise and strongly advocated in Sri Lanka by WFP	Ownership by Ministry of Education is limited in the pilot phase. Ownership by	Resourcing of the NSMP is required for the HGSF to function. Since

Technical Capacity Development	Systems Development	Policy framework & strategic integration	Ownership	Resourcing (for Government actions, not WFP)
and community levels. Challenges include human resources for management. Currently a 1-year pilot fully managed by WFP and limited Government funding.	used within the cash-to-caterers modality. But currently in pilot phase, so working out systems. No possibility of rice fortification since locally produced	No policy frameworks on HGFS, as it is in pilot stages. Has a strong GEWE element that urgently needs additional assessment.	communities involved and by caterers themselves (mostly women) is also limited due to workload	Government resourcing to NSMP has been reduced, it has become not viable. With WFP resourcing the HGFS pilot, with Canada as donor, some caterers continue.
Strategic Outcome 3: Children under 5, adolescent girls and women of reproductive age have improved nutrition by 2025				
Activity 4: Institutional capacity strengthening for nutrition				
Some technical capacity at national level for nutrition SBCC strategy, for National Nutrition Information Systems, for Multisectoral Action Plan for Nutrition	A SBCC strategy developed. For nutrition surveillance system huge gap: system was developed for coordinating nutrition activities through the SUN Movement. Stalled with Government turnover and changing priorities.	Multiple sectors and stakeholders required for nutrition. Multisectoral Action Plan was developed and approved by previous Cabinet. Challenge is that current government has not made this a priority.	High ownership from previous President's Office. Challenge is that Ministry of Health "owns" nutrition which limits forward movement with multiple sectors. And resourcing required for nutrition-sensitive activities	Low resourcing. Resourcing not presently available for Nutrition Surveillance systems, SBCC strategy, Coordination of Multisectoral action plans.
Strategic Outcome 3: Children under 5, adolescent girls and women of reproductive age have improved nutrition by 2025				
Activity 5: Thripasha and rice fortification				
Good national level technical capacity for the development of Thripasha product and fortifying rice. Capacity for nutritional targeting is limited.	Systems for distribution of Thripasha exists. Monitoring of delivery and results not strong. No system for targeting i.e., use blanket approach to PLW. System for distribution of fortified rice does not exist (piloting through NSMP) was challenging.	Policies on treating malnourished children exist and guidance on using Thripasha for PLW. No policy or strategy yet developed for rice fortification. While rice fortification was passed by previous Presidential cabinet, it has stalled in current cabinet.	Government ownership of Thripasha. Product is well recognized and accepted by consumers and "owned" by MoH and local MCH clinics. No ownership yet of rice fortification either by potential consumers or by MoE and MoH	Government resourcing of Thripasha has been available and has been a priority from Government. Resourcing on iron-fortified rice is contingent on positive results of an impact study. WFP may have resources for this.
Strategic Outcome 4: Vulnerable communities and smallholder farmers have strengthened livelihoods and resilience in the face of shocks and stresses all year round				
Activity 6: Livelihoods and asset creation				
Technical capacity at District and divisional levels. Challenge is limited government staff and incentive, and limited time for trainings. Siloed approach to technical expertise. Complex to include most vulnerable	Systems for ongoing management and rehabilitation of minor irrigation schemes, diversifying livelihoods is being built mainly through Farmer's Organisations.	Policy framework exists for resilience building. Challenge is the multiplicity of Government departments and ministries engaged in this and therefore coordination and adequate staffing and resources.	There is a high ownership of resilience-related programming. Challenge is that resources and technical and CBO capacity strengthening support is diluted over a large number of departments.	Resources available at national level, but by the time they reach divisional and community levels, they are minimal. Dependent on relative short project funding cycles of a few donors

Technical Capacity Development	Systems Development	Policy framework & strategic integration	Ownership	Resourcing (for Government actions, not WFP)
Strategic Outcome 4: Vulnerable communities and smallholder farmers have strengthened livelihoods and resilience in the face of shocks and stresses all year round				
Activity 7: Emergency preparedness and response				
National level technical capacity is good for emergency preparedness and response. High turnover of staff and coordination of many departments and ministries are challenges	Early warning systems are still mainly paper-based and slow, although some progress with WFP's inputs. Vulnerability mapping, including food security and nutrition surveillance are limited.	Policy frameworks exist. National Emergency Operations Plan (NEOP) submitted for cabinet approval in 2019. Challenges in consistency and momentum with changeover in governments.	High government ownership of EPR. Overlapping mandates for EPR, multiple departments and ministries, movement under Ministry of Defence, leads to unclear roles and responsibilities.	Resources are available at national level from the Government to maintain the institutional architecture. Steady support from several reliable donors for further capacity strengthening. Support at community level limited
Strategic Outcome 4: Vulnerable communities and smallholder farmers have strengthened livelihoods and resilience in the face of shocks and stresses all year round				
Activity 8: Capacity strengthening of social safety nets				
National level technical capacity for social safety nets is proven through Samurdhi. But politized, competing with other welfare schemes. Technical capacity needed to modernize and digitalize the system	Social safety nets such as Samurdhi function well including vouchers, although they are paper based. Digitalization of beneficiary registration has been piloted by WFP. No clear plan for scaling.	Samurdhi has a strategic and policy framework but not well integrated with EPR or resilience planning. Targeting is politized rather than based on transparent needs assessment	Multiple competing ministries engaged in ownership of social protection. Challenge is to either work with one system or bring all together under Samurdhi.	Resources are not available from the Government for digitalizing social safety nets. Limited contributions from donors so far. May be appropriate as a World Bank or ADB initiative

Source: KIIs with WFP CO programming staff including field staff and subject matter experts external to WFP and SUN PF

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Annex 17: Acronyms

Acronym	Term or Definition
AAP	Accountability to Affected Persons
ACR	Annual Country Report
BMICH	Bandaranaike Memorial International Conference Hall
CBT	Cash Based Transfers
CCS	Country Capacity Strengthening
CEQAS	(WFP) Centralized Evaluation Quality Assurance System
CERF	Central Emergency Response Fund
CHANGE	Community Health Advancement through Nutrition, Health and Women Empowerment
CO	WFP Country Office
COMET	Country Office Tool for Managing Programmes Effectively
COVID-19	Coronavirus Disease 2019
CSI	Institutional Capacity Strengthening
CSO	Civil Society Organization
CSP	Country Strategic Plan
CSPE	Country Strategic Plan Evaluation
DMC	Disaster Management Center
DRD	Deputy Regional Director
DSC	Direct Support Cost
EB	WFP Executive Board
EM	Evaluation Matrix
EPR	Emergency Preparedness and Response
EQ	Evaluation Question
EQAS	Evaluation Quality Assurance System
ER	Evaluation Report
ET	Evaluation Team
ETL	Evaluation Team Leader
FAO	(United Nations) Food and Agriculture Organization
FGD	Focus Group Discussion
FNG	Fill the Nutrient Group
GDI	Gender Development Index
GDP	Gross Domestic Product
GEWE	Gender Equality and Women's Empowerment
GHO	Global Health Observatory
GII	Gender Inequality Index

Acronym	Term or Definition
Government	Government of Sri Lanka
HDI	Human Development Index
HDR	Human Development Reports
HGSF	Home Grown School Feeding
HH	Household
HLPF	High-Level Political Forum
HQ	WFP Headquarters
IAHE	Inter-Agency Humanitarian Evaluation
IDP	Internally Displaced Persons
IFPRI	International Food Policy Research Institute
ILO	International Labour Organization
IR	Inception Report
IRG	Internal Reference Group
IRM	Integrated Road Map
JAAS	Jiangsu Academy of Agriculture Science
KI	Key Informant
KII	Key Informant Interview
LM	Logic Model
LMCS	Last Mile Climate Services
LTA	Long Term Agreement
M&E	Monitoring and Evaluation
MAM	Moderate Acute Malnutrition
MDC	Multilateral Directed Contributions
MEPA	Marine Environment Protect Authority
MEWR	Ministry of Environment and Wildlife Resource
MOE	Ministry of Education
MOH	Ministry of Health
MOU	Memorandum of Understanding
MPCS	Multi-Purpose Cooperative Society
MsAPN	Multi-Sectoral Action Plan on Nutrition
MSDWRD	Ministry of Sustainable Development, Wildlife and Regional Development
MTR	Mid-Term Review
NBP	Need-Based Plan
NBRO	National Building Research Organization
NDRC	National Disaster Relief Center
NEOP	National Emergency Operation Plan
NGO	Non-Governmental Organization

Acronym	Term or Definition
NOSCOPE	National Oil Spill Contingency Plan
NPF	National Policy Framework
NPSC	National Policy Support Component
NSMP	National School Meal Programme
ODA	Official Development Assistance
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee
OEV	WFP Office of Evaluation
PLW	Pregnant and Lactating Women
PMU	Programme Management Unit
QA1	First-level Quality Assurance
QA2	Second-level Quality Assurance
R5n	Building Resilience Against Recurrent Natural Shocks
RB	Regional Bureau
RBB	Regional Bureau for Asia and the Pacific
RD	WFP Regional Director
RIMES	Regional Integrated Multi-Hazard Early Warning System for Africa and Asia
SAARC	South Asia Association of Regional Cooperation
SABER	System Approach for Better Education Results
SBCC	Social and Behaviour Change Communication campaign
SDG	Sustainable Development Goal
SL	Sri Lanka
SO	Strategic Outcome
SOP	Standard Operating Procedures
SSTC	South-South Triangular Cooperation project
SUN	Scaling Up Nutrition
THR	Take Home Rations
ToC	Theory of Change
ToR	Terms of References
ToT	Training of Trainers
UN	United Nations
UNCT	United Nations Country Team
UNDRR	UN Office for Disaster Risk Reduction
UNEG	United Nations Evaluation Group
UNICEF	United Nations Children's Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework
USD	United States Dollar

Acronym	Term or Definition
VNR	Voluntary National Review
WFP	World Food Programme
WHO	World Health Organization
WRA	Women of Reproductive Age

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