



WFP EVALUATION



**World Food
Programme**

SAVING
LIVES
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Evaluation of Nigeria WFP Country Strategic Plan 2019-2022

Centralized evaluation report

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Executive Summary

INTRODUCTION

Evaluation features

1. The evaluation of the Nigeria country strategic plan (CSP) for 2019–2022 was conducted between May 2021 and April 2022. Combining accountability and learning objectives, it was timed to inform the design of the next CSP for Nigeria. The main users of the evaluation are the WFP country office in Nigeria, the Regional Bureau for Western Africa, headquarters divisions and other stakeholders, including United Nations and operational partners.
2. The evaluation scope covered WFP activities implemented under the CSP from 2019 to 2021, assessing WFP’s strategic positioning and the extent to which WFP made the shift expected under the CSP, WFP’s effectiveness in contributing to the CSP strategic outcomes, the efficiency with which the CSP was implemented, and factors explaining WFP’s performance.
3. An independent external evaluation team undertook the evaluation using mixed methods, drawing on monitoring data, document review, semi-structured interviews with more than 100 stakeholders at the national and local levels and focus group discussions with more than 500 people in the communities covered by the CSP. Partnerships, the humanitarian-development-peace triple nexus and intervention areas in Nigeria were used as strategic lenses to inform the assessment. Gender equality and women’s empowerment, the humanitarian principles and access, accountability to affected populations, protection and ethical issues were duly considered.
4. Reduced institutional memory and limitations in the access to some data were experienced during the field data collection, which was conducted in a hybrid mode owing to coronavirus disease 2019 (COVID-19)-related travel restrictions.

Context

5. The Federal Republic of Nigeria is a lower-middle-income country with one of the fastest growing economies in Africa (table 1). The Government has established institutional frameworks at the national and sub-national levels aimed at the achievement of the Sustainable Development Goals (SDGs). The top national priority is to lift 100 million Nigerians out of poverty, but progress towards that goal has been set back owing to the COVID-19 pandemic.

TABLE 1: SOCIOECONOMIC INDICATORS

Indicator	Value	Year
Total population (million) (1)	200	2020
Population under 14 years old (%) (1)	43	2020
Life expectancy (1)	54.7 years	2020
Gross domestic product per capita (1)	USD 5 186.7	2020
Adult literacy rate (%) (1)	62	2018
Gini coefficient (1)	35.1	2018
Global gender gap index (rank) (2)	139 of 153	2021
Prevalence of under 5 stunting (%) (3)	31.5	2021
Global hunger index (rank) (4)	103 of 116	2021

Sources: (1) [World Bank data: Nigeria](#); (2) World Economic Forum. 2022. [Global Gender Gap Report 2022](#); (3) [2021 Global Nutrition Report](#); (4) Welt Hunger Hilfe and Concern Worldwide. 2021. [2021 Global Hunger Index: Hunger and food systems in conflict settings](#).

6. Resources and capacities vary from one state to another and roughly 40 percent of the population lives in poverty, with disparities by income, gender and location. Despite the significant reduction of hunger in past decades, nearly 24.6 million Nigerians still suffer from hunger.

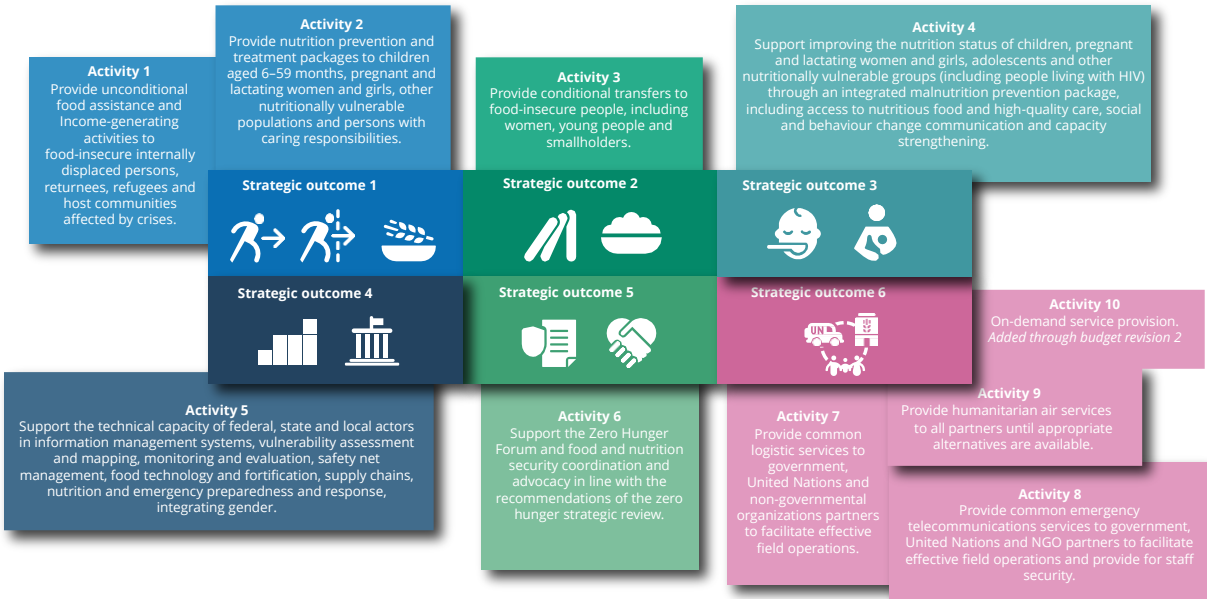
7. Nigeria faces multidimensional security challenges. Insurgency in the northeast has added pressure to food and nutrition security, particularly for vulnerable women and children. In Borno, Adamawa and Yobe states, 8.7 million people need humanitarian assistance¹ and more than 2 million people are internally displaced.² The ongoing conflict has resulted in human rights violations and protection risks.

8. The number of women heads of households adopting negative coping strategies and facing gender-based violence has significantly increased during the COVID-19 pandemic. Currently, 43 percent of girls in Nigeria are married before their 18th birthday.

WFP country strategic plan

9. The CSP is focused on the provision of medium- and long-term support through a multidimensional approach of providing life-saving assistance while helping to strengthen the capacities of the Government and other partners in early warning, preparedness and response management through work under six strategic outcomes and ten activities (figure 1). Given the intensification of the armed conflict in the northeast of the country in 2019, and the impact of the COVID-19 pandemic, WFP revised that approach through two CSP revisions (figure 2).³

Figure 1: Nigeria country strategic plan (2019–2022) strategic outcomes and related activities



Source: Evaluation team.

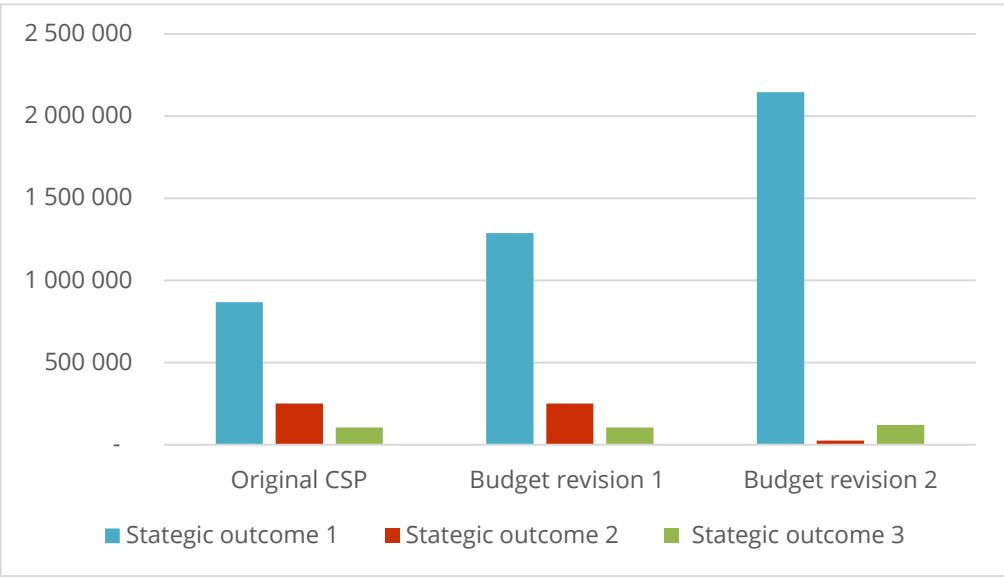
10. The number of annual planned beneficiaries increased from 1.1 million in 2019 to 2.2 million in 2021 (figure 2) with 872,000 beneficiaries actually assisted in 2019 and 2.2 million in 2021.

¹ Office for the Coordination of Humanitarian Affairs. 2021. [OCHA Nigeria](#).

² International Organization for Migration. 2021. [IOM Nigeria – Displacement Tracking Matrix \(DTM\) Displacement Report 37](#).

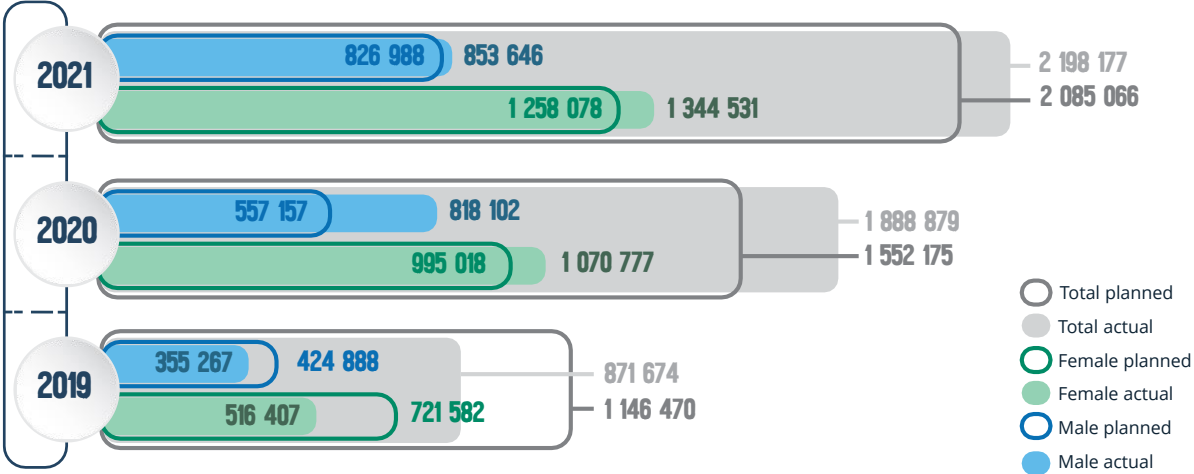
³ A third CSP revision was ongoing at the time of the evaluation and completed by October 2022.

Figure 2: Evolution of targeted beneficiary numbers by strategic outcome



Source: Evaluation team.

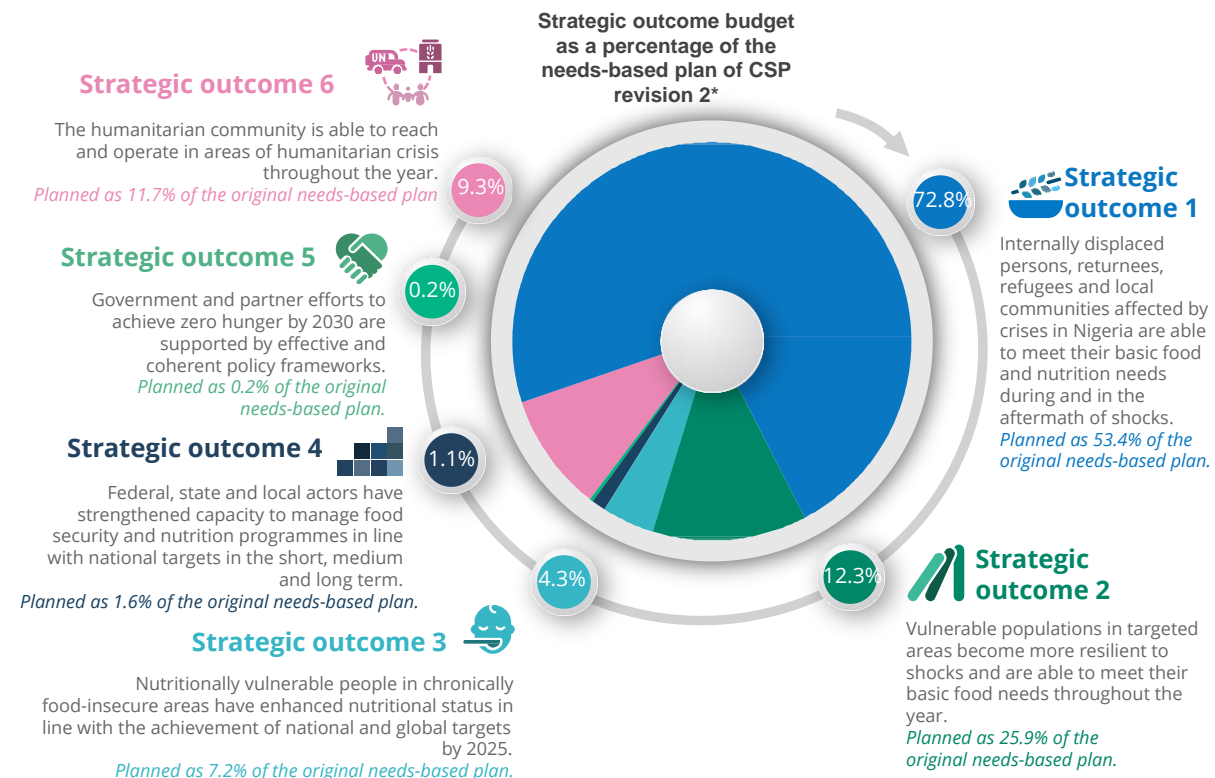
Figure 3: Planned versus actual beneficiaries by sex and year, 2019–2021



Source: Office of Evaluation based on the full report on the evaluation of the Nigeria CSP for 2019–2022.

11. The two CSP revisions increased the required budget from the original USD 587 million in 2019 to USD 1.43 billion in 2021. Figure 4 shows the variation in funding among strategic outcomes as of November 2021.

Figure 4: Nigeria country strategic plan (2019–2022) strategic outcomes, budget, funding and expenditures



Strategic outcome 6
 The humanitarian community is able to reach and operate in areas of humanitarian crisis throughout the year.
Planned as 11.7% of the original needs-based plan

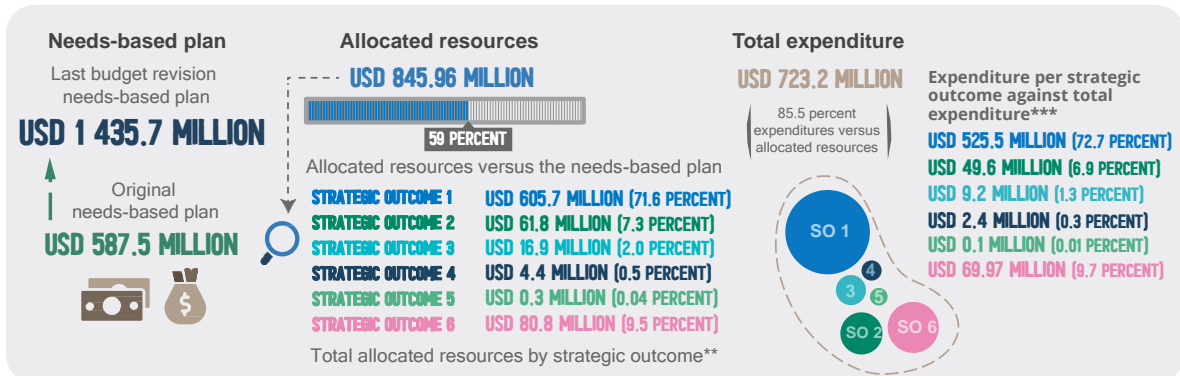
Strategic outcome 5
 Government and partner efforts to achieve zero hunger by 2030 are supported by effective and coherent policy frameworks.
Planned as 0.2% of the original needs-based plan.

Strategic outcome 4
 Federal, state and local actors have strengthened capacity to manage food security and nutrition programmes in line with national targets in the short, medium and long term.
Planned as 1.6% of the original needs-based plan.

Strategic outcome 3
 Nutritionally vulnerable people in chronically food-insecure areas have enhanced nutritional status in line with the achievement of national and global targets by 2025.
Planned as 7.2% of the original needs-based plan.

Strategic outcome 1
 Internally displaced persons, returnees, refugees and local communities affected by crises in Nigeria are able to meet their basic food and nutrition needs during and in the aftermath of shocks.
Planned as 53.4% of the original needs-based plan.

Strategic outcome 2
 Vulnerable populations in targeted areas become more resilient to shocks and are able to meet their basic food needs throughout the year.
Planned as 25.9% of the original needs-based plan.



* The needs-based plan budget percentages by strategic outcome have been calculated at the grand total level (USD 1,435.7 million), including direct support costs (USD 33.3 million) and indirect support costs (USD 47.1 million). This data refers to the budget revision 2, approved in May 2021.

** The allocated resources by strategic outcome do not add up to USD 845.96 million as resources were also allocated to non-strategic outcomes purposes (USD 1.2 million), direct support costs (USD 33.2 million) and indirect support costs (USD 41.7 million). The allocated resources percentages by strategic outcome have been calculated at the grand total cost level (USD 845.96 million).

*** The expenditures by strategic outcome have been calculated at the grand total cost level (USD 723.2 million), including direct support costs (USD 24.8 million) and indirect support costs (USD 41.7 million).

Source: Office of Evaluation based on the full report on the evaluation of the Nigeria CSP for 2019–2022.

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 to national policies, plans and strategies

12. The CSP is consistent with national priorities related to the achievement of the SDGs. The federal government authorities praised WFP for its role, effectiveness, willingness to collaborate on reaching zero hunger and work in the northeast of the country in particular. The zero hunger round table that WFP created with the Ministry of Humanitarian Affairs, Disaster Management and Social Development in 2020 brings together leaders from various entities, including the Government, the private sector and other United Nations entities, to advocate long-term hunger solutions in Nigeria.

13. The CSP is fully aligned with the key strategies and priorities of the Government, such as the zero hunger strategy, the national policy on food and nutrition security, Nigeria's economic recovery and growth plan and the Buhari Plan. Linkages to several other strategies and priorities, including safe drinking water and the national action plan on women, peace and security, are more nuanced.

Addressing the needs of the most vulnerable people and communities

14. WFP's active engagement in the cadre harmonisé framework provided WFP with evidence of vulnerabilities and needs in the northeast and northwest. WFP conducted community-based targeting to identify the most vulnerable people, including those living in camps, and other data, such as those collected from community consultations, also fed into operational decisions on targeting.

15. While the CSP generally paid attention to vulnerable groups, such as people with disabilities and women, further use could be made of protection, gender and conflict analyses to more fully identify the food security needs of all vulnerable groups. Data reliability in areas with limited humanitarian presence is a challenge.

Adaptation

16. WFP performed well in adapting to changing circumstances over the course of CSP implementation. As part of the COVID-19 response, WFP helped the Government to establish a model for the provision of take-home rations as part of the modified national home-grown school feeding programme. WFP also strategically supported the Government in addressing the economic impact of COVID-19, undertaking a cash-based and in-kind food assistance programme in the three urban COVID-19 hotspots.

17. In response to the unforeseen crisis in the northwest region, WFP worked hard to mobilize resources and attention from donor governments.

United Nations partnerships

18. The CSP is well aligned with the United Nations sustainable development cooperation framework and humanitarian response plan for Nigeria. Key informants acknowledged WFP's active engagement in inter-agency processes and coordination mechanisms involving the humanitarian country team, the food security sector, the nutrition sector, the cash working group, humanitarian common services and the cadre harmonisé framework. WFP has developed appropriate partnerships based on its comparative advantage in Nigeria. While it works closely with partners such as the International Organization for Migration, the United Nations Children's Fund, the Food and Agriculture Organization of the United Nations and the United Nations Entity for Gender Equality and the Empowerment of Women, some of the relationships seem less consistent than others.

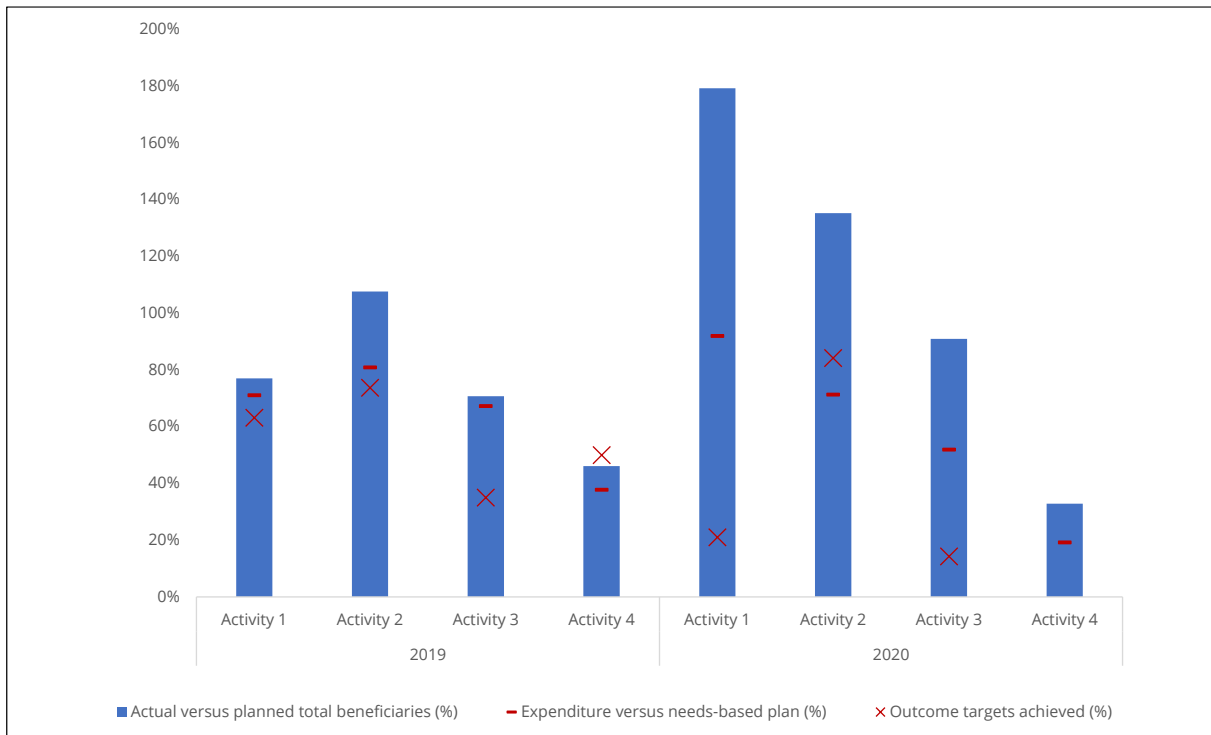
What are the extent and quality of WFP's contribution to country strategic plan strategic outcomes in Nigeria?

Delivery of outputs and contribution to outcomes

19. Overall, many of the output targets set by WFP were achieved or exceeded, with increased numbers of beneficiaries receiving cash-based and in-kind food assistance in 2019 and 2020 (figure 5). This is a significant achievement in the context of the deteriorating security situation and the impact of COVID-19. However, performance has been somewhat uneven across activities and did not always keep pace with

needs, owing to underfunding. Rations were cut to 70 percent in October 2021 so as to reach more beneficiaries with the available resources.

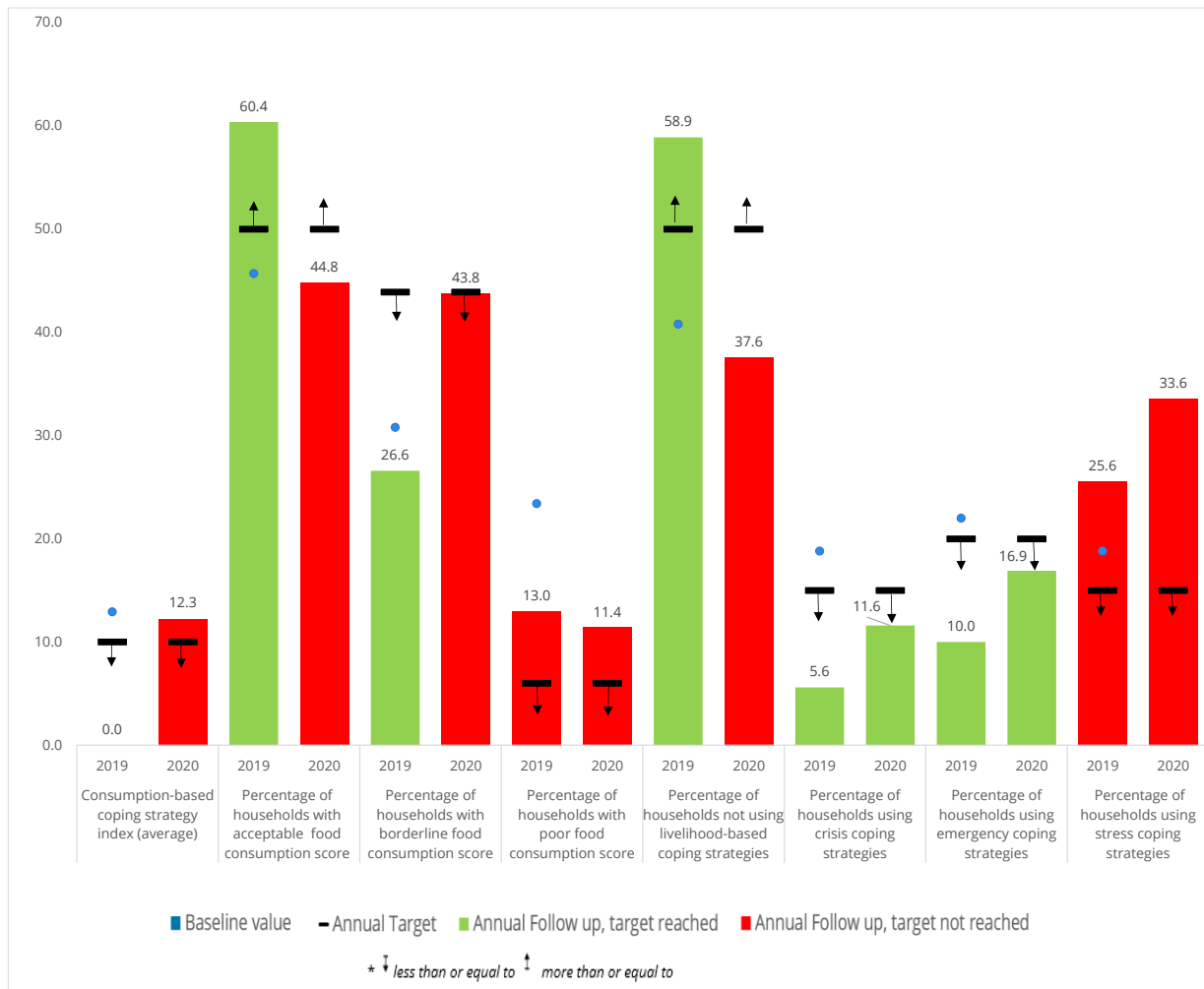
Figure 5: Percentage of planned beneficiaries reached versus percentage of needs-based planned utilized (expenditure) and outcome targets achieved, 2019 and 2020



Source: Annual country reports, 2019 and 2020.

20. **Strategic outcome 1:** Despite the strong output achievement of the general food assistance for food-insecure communities affected by crisis (*activity 1*), outcome indicators generally deteriorated. This may reflect the worsening situation in terms of security, food security, COVID-19 and inflation (figure 6). WFP also provided an allowance for cooking fuel, which contributed to the protection of women and girls in particular. Beneficiaries noted that WFP assistance was vital to addressing their current needs but that cash assistance was not sufficient to cover all their needs. Most beneficiaries were satisfied with WFP-provided food packages. WFP’s regular market monitoring suggests an overall preference for cash among beneficiaries, but this was not unanimous.

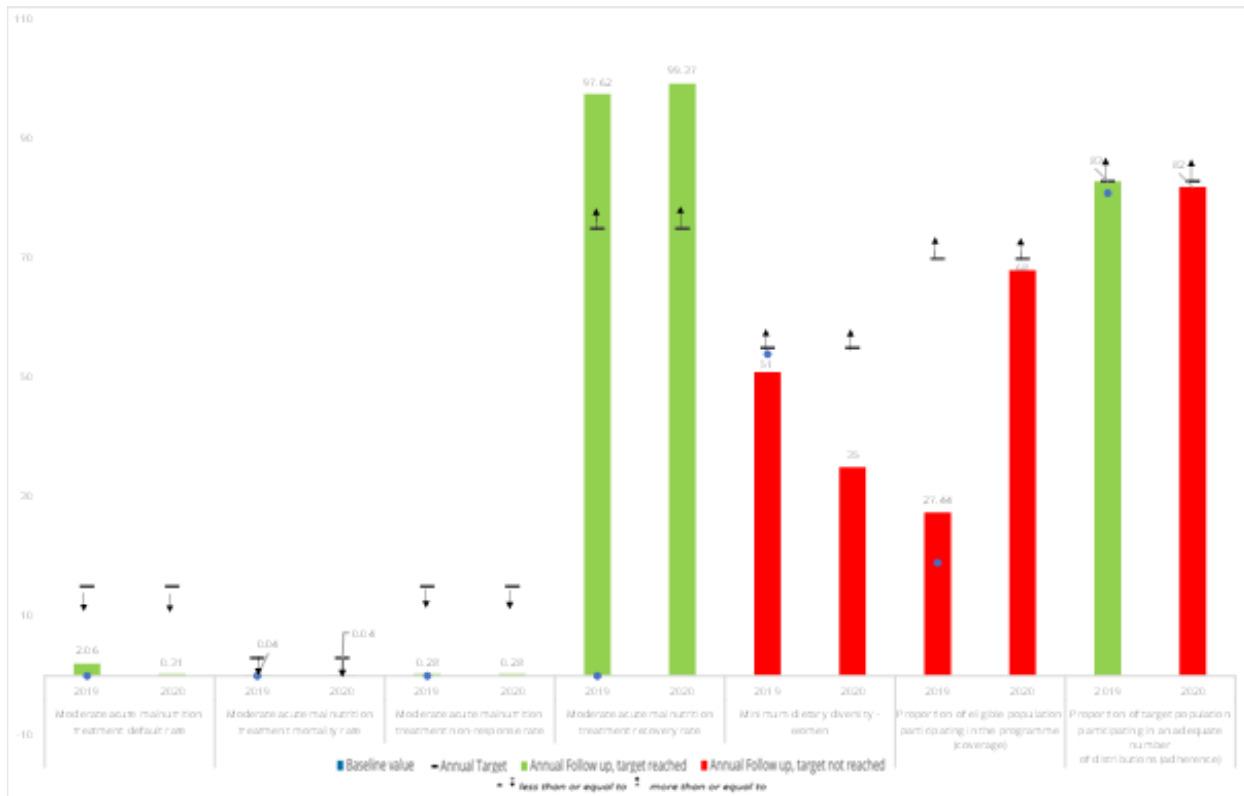
Figure 6: Progress towards outcome targets for activity 1, 2019 and 2020



Source: Annual country reports, 2019 and 2020.

21. *Activity 2* responded to emergency nutrition needs, including both a preventive approach and the treatment of moderate acute malnutrition. The moderate acute malnutrition treatment indicators showed improvement from baseline figures, but some targets were not met (figure 7). Focus group discussion participants repeatedly mentioned their appreciation that lactating women and girls received fortified corn-soya blend and fortified and enhanced corn-soya blend for added nutrition. Social and behaviour change communication covered subjects that included breastfeeding and age-appropriate complementary feeding.

Figure 7: Progress towards outcome targets for activity 2, 2019 and 2020

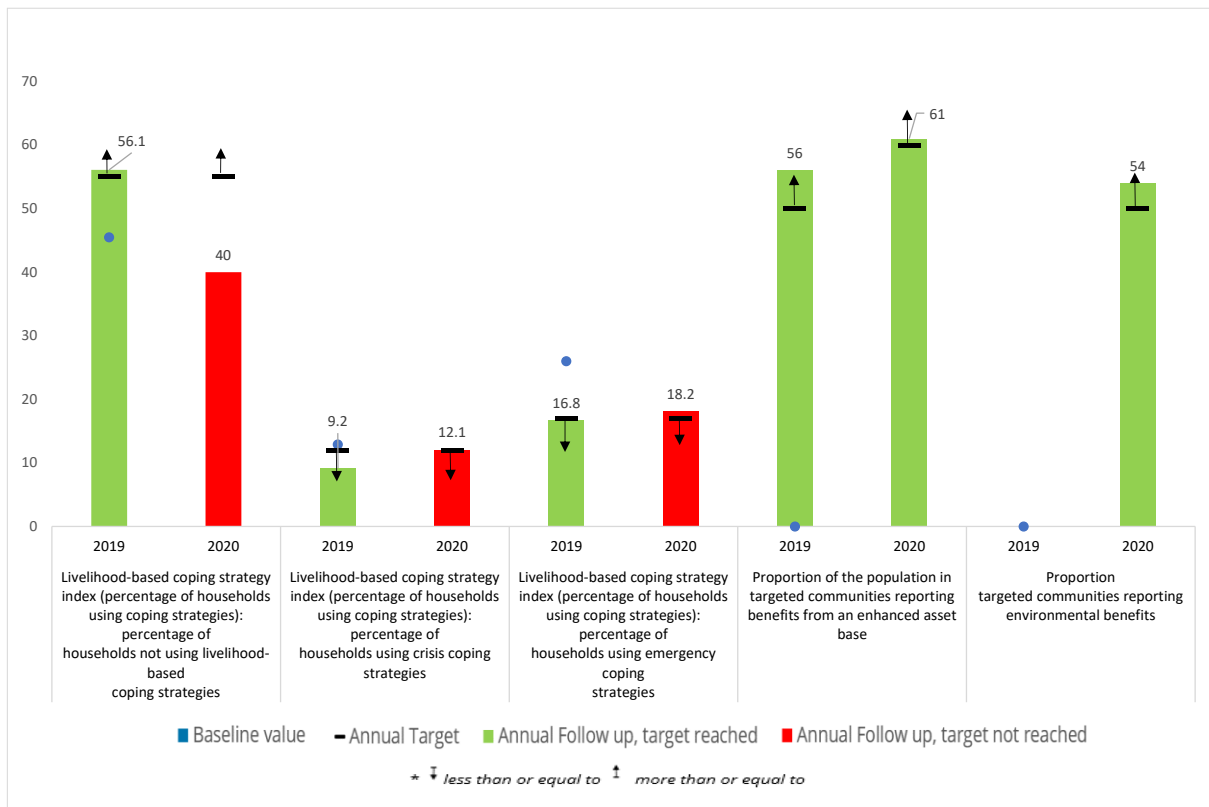


Source: Annual country reports, 2019 and 2020.

22. **Strategic outcome 2:** Outputs from the livelihood activities under *activity 3* included the distribution of livestock, tree saplings and harvest storage to assist beneficiaries in establishing income-generating enterprises and the establishment of a financial literacy scheme for women. Originally WFP planned that beneficiaries would shift progressively from general food assistance under activity 1 to livelihood activities, but the process for that transition was not entirely clear.

23. In 2020, the impact of the COVID-19 pandemic reduced income-generating opportunities. WFP paused 39 of its 56 planned communal asset creation interventions and switched to unconditional food assistance. Despite this challenge, WFP reported positive progress under the asset benefit indicator, while other indicator values declined in 2020 (figure 8). In 2021, 88,205 beneficiaries under the livelihoods activity were temporarily included in activity 1, mainly because of funding constraints.

Figure 8: Progress towards outcome targets for activity 3, 2019 and 2020



Source: Annual country reports, 2019 and 2020.

24. **Strategic outcome 3:** The social and behaviour change communication activities under *activity 4* focused on exclusive breastfeeding and appropriate complementary feeding and were implemented in coordination with the United Nations Children’s Fund and the Borno State primary health care development agency. The WFP-assisted activities related to the establishment of village savings and loan associations were suspended from March 2020 until the end of the year owing to funding shortfalls. A Fill the Nutrient Gap assessment and analysis was started in 2021. The inclusion of nutrition-related activities under two strategic outcomes, (strategic outcomes 1 and 3) may not be optimal for the mainstreaming of nutrition into all programmes. Consolidation under a single outcome would make it easier to identify beneficiaries and, in particular, for women with children to fully participate in the livelihood programme with strong links to nutrition outcomes.

25. **Strategic outcome 4:** The various capacity strengthening efforts supported by WFP at the federal and state levels under *activity 5* contributed to enhanced public knowledge and policy development, including the production of actual data and analysis of food security, the sharing of vulnerability assessment methodology, strengthening of the emergency response capacity of the authorities and the rigorous definition of targeting procedures as part of the cadre harmonisé process. WFP supported a joint life-saving food assistance intervention for Cameroonian refugees with the Office of the United Nations High Commissioner for Refugees and played a leading role in an inter-agency scoping mission to the northwestern states in 2019 and an in-depth essential needs and nutrition assessment in 2021.

26. **Strategic outcome 5:** WFP supported food and nutrition security coordination and advocacy through zero hunger forums and initiated the zero hunger round table under *activity 6*. WFP also facilitated private sector engagement through the zero hunger sprint initiative, and paid attention to the role of financial service providers in the context of cash-based transfer (CBT) programmes.

27. Government officials commended WFP’s role in incorporating shock-responsiveness into the review of the national social protection policy. WFP also supported the inclusion of food and nutrition priorities in the national development plan for poverty eradication and social protection and provided assistance to the development of the Government’s long-term vision on national dialogues on food systems.

28. **Strategic outcome 6:** WFP support in providing common humanitarian services under *activities 7, 8 and 9*, including logistics, emergency telecommunications and the United Nations Humanitarian Air Service, was appreciated by the humanitarian community and other stakeholders in Nigeria. The logistics sector supported the Office for the Coordination of Humanitarian Affairs in facilitating civil–military coordination and negotiating humanitarian access. Reliable internet connectivity and secure communications technology were provided by the emergency telecommunications sector. All key informants agreed that the operations in the northeast would not have been possible without the services of the United Nations Humanitarian Air Service, which enabled the humanitarian community at large to “stay and deliver” more effectively.

Contribution to cross-cutting results

Humanitarian principles

29. The evaluation observed evidence of steps taken to operationalize humanitarian principles and undertake related activities, including the provision of training on humanitarian principles through the International Committee of the Red Cross in 2019, and peer learning among front-line humanitarian negotiators, which was welcomed by key informants. However, humanitarian actors in Nigeria, including WFP, have struggled to open the space for principled humanitarian action and access, partially owing to the limited opportunities for holistic negotiation with all parties to the conflict. WFP’s close partnerships with various government authorities and the military facilitated access and logistics. On the other hand, a number of stakeholders indicated concerns that those partnerships may create negative perceptions of the operational independence of WFP.

Protection

30. WFP has addressed protection in the context of food assistance and made specific efforts to reduce protection risks through, for example, the shift to CBT modalities and the distribution of fuel-efficient stoves. Many beneficiaries felt safe during food assistance distributions. Nevertheless, in partnership with other agencies, WFP needs to further address broader protection concerns, especially the high prevalence of gender-based violence in the camps and the premature return of internally displaced persons due to camp closures.

Accountability to affected populations

31. WFP’s attention to feedback mechanisms improved its engagement with affected people, but stakeholders perceived the response to feedback as having been slow. Limited in-person presence, especially since the onset of COVID-19-related travel restrictions, restricted direct contact with beneficiaries. Engagement with people in highly insecure areas remains challenging.

Gender

32. Progress was made in the mainstreaming of gender equality, including the development of a gender improvement plan and training for partners, especially since the deployment of a gender officer in early 2021. Through collaboration with the Development Partners Group on Gender, WFP contributed to the review, validation and finalization of the national gender policy. The CSP set ambitious goals for gender, but to meet the commitment to gender transformation in conflict settings, gender sensitivity assessments and community-based project planning need to be further strengthened.

Sustainability

33. Certain elements of WFP activities appear sustainable, such as WFP’s support for strengthening the capacity of federal, state and local authorities through data management, training on disaster preparedness and technical assistance for the government school feeding programme. A number of livelihood activities, including asset creation and ecologically friendly agricultural practices, also show a significant likelihood of sustainability. However, insufficient attention to access to land, particularly for women, limits that potential. The deterioration of the security situation limited the transition from humanitarian assistance to capacity strengthening envisaged in the CSP. Privacy and protection considerations also need to be addressed in order to facilitate effective data sharing so that WFP data collection activities and mapping exercises can contribute to long-term planning and response by the Government and other agencies.

Linkages between humanitarian, development and peace work

34. WFP has delivered valuable work in implementing the triple humanitarian–development–peace nexus approach, including conflict-sensitive activities. WFP worked closely with relevant government institutions, especially the Federal Ministry of Humanitarian Affairs, Disaster Management and Social

Development. WFP engaged in some parallel livelihood activities that bridged the gap between humanitarian and development activities. United Nations partners credited WFP for leading the dialogue on the implementation of the triple nexus in the United Nations country team and the humanitarian country team.

35. Such efforts could be strengthened by greater reflection of contextual realities underpinned by conflict-sensitive assessments and analysis. WFP has recognized such needs but has not realized the full potential of the nexus approach in the locations where resilience and livelihood activities are implemented. There is also scope for increasing the role of women in peacebuilding activities.

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

Timeliness of delivery

36. Most deliveries occurred within the intended timeframe. This was largely owing to the use of the Global Commodity Management Facility (GCMF), which also supported local procurement as about 70 percent of food commodities for WFP in Nigeria were sourced in-country (table 2). During the term of the CSP there were also year-on-year improvements in the lead times for purchases for Nigeria through the GCMF (table 3).

TABLE 2: PURCHASES FOR NIGERIA THROUGH THE GLOBAL COMMODITY MANAGEMENT FACILITY (FOOD AND ASSOCIATED COSTS), JANUARY 2019–OCTOBER 2021								
Commodity	2019		2020		January–October 2021		Cumulative 2019–October 2021	
	Volume (mt)	Value (USD million)	Volume (mt)	Value (USD million)	Volume (mt)	Value (USD million)	Volume (mt)	Value (USD million)
Sorghum	27 300	6.2	47 000	21.3	73 000	45.7	147 400	73.2
Beans	10 600	5.3	14 000	7.8	18 000	24.1	42 700	37.2
Super Cereal	3 600	2.1	2 600	1.9	5 600	4.7	11 800	8.7
Vegetable oil	2 000	1.7	2 000	4.4	4 600	13.4	8 700	19.5
Super Cereal Plus	5 500	5.9	2 700	3.0			8 200	8.9
LNS-MQ			<1000	0.8	1 000	2.5	1 300	3.3
LNS-LQ	<1 000	0.5					<1 000	0.5
Total	49 100	21.8	68 600	39.1	102 400	90.4	220 100	151.3

Source: Corporate Planning and Performance Division, Strategic Financing Branch, November 2021.

Abbreviations: LNS-MQ = lipid-based nutrient supplement-medium quantity; LNS-LQ: = lipid-based nutrient supplement - large quantity.

TABLE 3: GLOBAL COMMODITY MANAGEMENT FACILITY LEAD TIME VERSUS AVERAGE LEAD TIME OF DIRECT PURCHASES FROM SUPPLIERS, JANUARY 2019–OCTOBER 2021					
Year	Average lead time (day)	Sum of strategic outcome total quantity (mt)	GCMF lead-time (from internal purchase order to hand-over location) (day)	GCMF lead-time gain (day)	GCMF lead-time gain (%)
2019	90	49 100	47	43	48
2020	81	68 600	24	57	71
2021	84	102 400	22	62	73
Total	84	220 100	28	56	66

Source: Corporate Planning and Performance Division, Strategic Financing Branch, October 2021.

37. At times, beneficiaries experienced long queues, particularly when COVID-19-related social distancing measures were in place and because the number of retailers did not keep pace with the increase in the number of beneficiaries (table 4).

TABLE 4: NUMBER OF WFP RETAILERS BY LOCATION 2019–2021			
Locations	2019	2020	2021
Maiduguri (MMC)	41	38	37
Ngala	22	22	22
Monguno	21	20	19
Bama	-	23	19
Damaturu (Kukareta)	6	10	10
Gujba	19	19	19
Yunusari	21	21	21
Yusufari	14	14	14
Geidam	21	21	21
Totals	165	188	182

Source: Evaluation team using data from the country office CBT team.

Coverage

38. The CSP's intended coverage was generally appropriate. However, about half the people in need identified by the cadre harmonisé did not receive food assistance, partially owing to resource shortfalls (table 5). This is a concern for the entire food security sector, including WFP, and is in part a result of a shortfall in the available resources. The tracking of beneficiaries moving between locations, and the verification of targeted beneficiaries were not carried out systematically. There was also some lack of clarity regarding the division of responsibilities for food assistance among WFP and other agencies and the number of people WFP planned to assist in relation to the total numbers as identified by the cadre harmonisé.

TABLE 5: PEOPLE IN NEED VERSUS PEOPLE ASSISTED UNDER THE FOOD SECURITY SECTOR STRATEGIC OUTCOME 1 (CADRE HARMONISÉ PHASES 3-5), AUGUST 2019–AUGUST 2021									
State	August 2019			August 2020			August 2021		
	People in need	People assisted	%	People in need	People assisted	%	People in need	People assisted	%
Adamawa	278 606	52 262	19	908 825	10 748	1	886 825	109 789	12
Borno	1 750 143	1 192 859	68	2 104 761	1 323 818	63	1 867 955	1 378 227	74
Yobe	945 474	234 996	25	1 287 103	148 502	12	1 452 962	844 048	58
Total	2 974 223	1 480 117	50	4 300 689	1 483 068	34	4 207 742	2 332 064	55

Source: Evaluation team using data from the food security sector dashboard, August 2019–August 2021.

Cost-efficiency and cost-effectiveness

39. The activities supported by WFP were cost-efficient. For instance, overall post-delivery losses of commodities handled were less than 1 percent. This achievement resulted from several important steps taken, including the introduction of biometric identification to eliminate duplication and the use of the corporate DOTS visual data platform to ensure that stocks were used by their best-before dates and replenished in a timely fashion (figure 9).

40. Comprehensive assessments of alternative, more cost-effective measures were conducted at important points during CSP implementation, such as when changes were made in the geographical targeting or when modality selection assessments were being carried out. There is scope for further improving market assessments and the updating of vendor lists. In general, the food assistance provided would have benefited from further analysis of the economic impact of bulk local procurement, CBTs and in-kind distributions on vulnerable population groups.

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

Use of existing evidence

41. During the process of developing the CSP, WFP conducted extensive consultations with various government, United Nations and other stakeholders to examine the evidence on food security in Nigeria. At the time of CSP design in 2018, there were predictions that the security and food security situation in the northeast – on which the CSP is based – would improve. However, that strategic outlook was overly optimistic. Continued conflict has prevented WFP from moving beyond its emergency phase into the development phase anticipated in the CSP.

Resource mobilization

42. Significant donor funds were generally available for WFP in the first years of CSP implementation. While WFP succeeded in mobilizing increased financial resources, for addressing increased food assistance needs, particularly in 2019–2020, the recent decline in financial commitments is concerning.

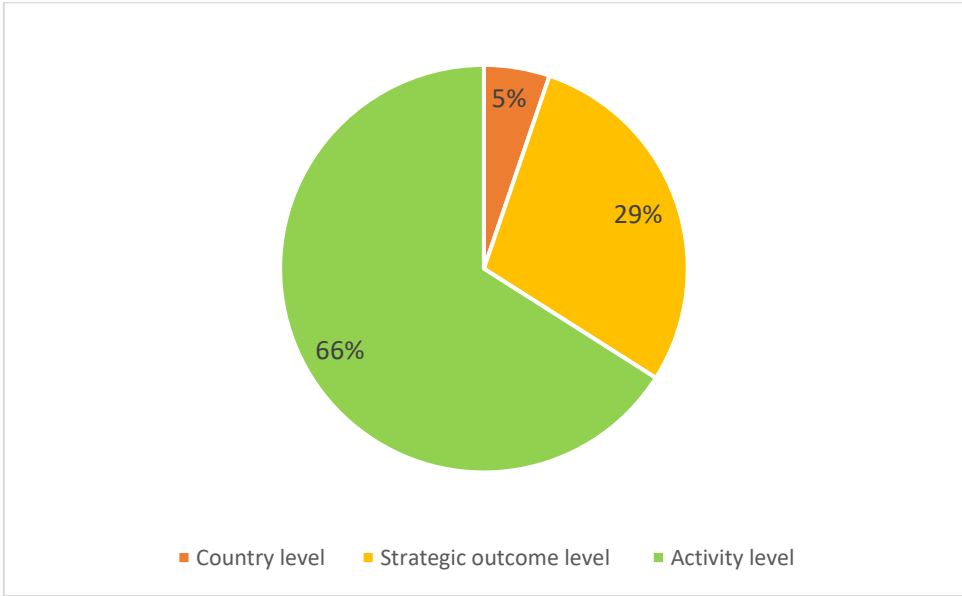
43. Donors see the main strength of WFP as the provision of large-scale food assistance in humanitarian settings. WFP was widely praised for its logistics capacity and several donors also noted WFP's capacity in data collection. Those perceptions are reflected in the funding trend (table 6). There has been no

change in funding or earmarking trends directly attributable to the shift from project-based planning to country strategic planning (figure 9).

TABLE 6: ALLOCATED CONTRIBUTIONS BY STRATEGIC OUTCOME, 2019-2021			
Strategic outcome	Allocated contributions 2019	Allocated contributions 2020	Allocated contributions 2021
1	70.26%	78.65%	80.66%
2	13.82%	10.66%	5.76%
3	3.22%	0.93%	1.15%
4	0.49%	0.78%	0.94%
5	0.01%	0.01%	0.10%
6	12.20%	8.98%	11.39%
Total	100%	100%	100%

Source: Country portfolio budget resources overview report, Information Systems and Reporting Branch, November 2021.

Figure 9: Directed multilateral contributions for the Nigeria country strategic plan by level of earmarking, 2021



Source: WFP, FACTORY donor contribution database, November 2021.

Partnerships

44. WFP’s partnerships with other United Nations entities, non-governmental organizations and the private sector in Nigeria are seen as very constructive and collaborative. WFP has made strong partnerships at the federal and state levels of the Government and with communities. This had a positive impact on implementation performance and on the monitoring of protection issues. A considerable number of key informants in various entities expressed strong appreciation of the way they worked with WFP, especially in the humanitarian sphere. Nonetheless, WFP acknowledges the need to work more closely with non-governmental organization partners so as to achieve further complementarity.

Flexibility of the country strategic plan

45. While the CSP’s reference to WFP intervention areas leaves room for manoeuvre, it provides little direction with regard to the priority regions in Nigeria for WFP’s attention. The CSP could have provided greater flexibility for subsequent efforts by WFP to operate at scale, specifically in the northwest, where the

situation has deteriorated. WFP has been active in leading several assessment missions, but the follow-up actions to those missions on the part of the humanitarian community have not always been clear.

Other factors that explain WFP's performance and strategic shift

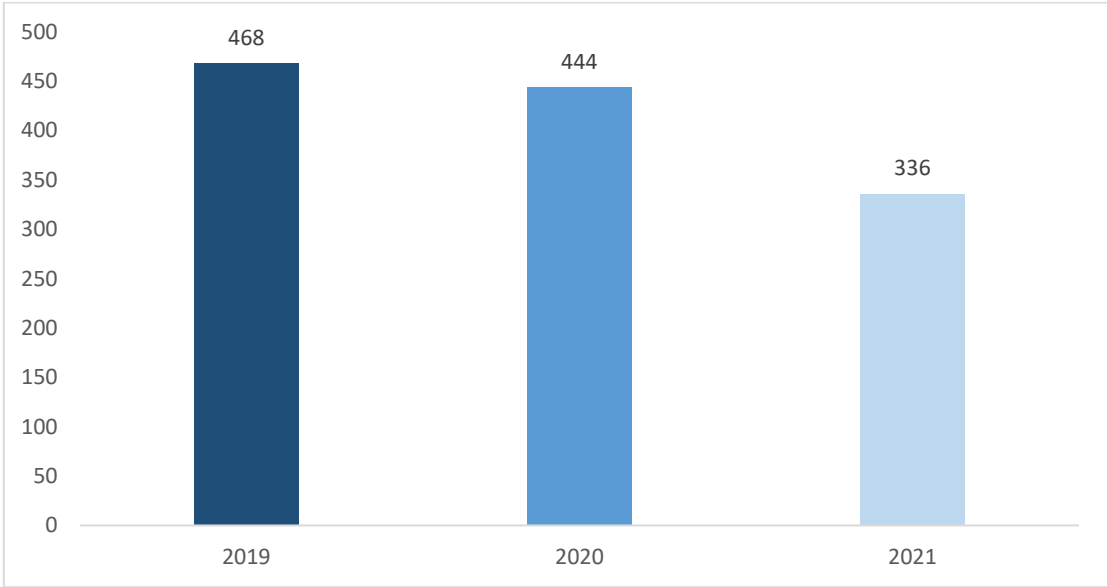
46. The CSP consolidates a range of activities in one document in a streamlined manner, yielding many advantages. However, the strategy was framed around a single scenario of stabilization. The CSP did not include proposals for sufficiently robust mitigating strategies in the event of a deterioration of the crisis.

47. A contributing factor that may have adversely affected CSP implementation was high staff turnover, including at senior levels, and the resulting loss in institutional memory with regard to strategic decisions (table 7 and figure 10).

TABLE 7: COUNTRY STRATEGIC PLAN STAFFING LEVEL BY STRATEGIC OUTCOME, 2019-2021			
	2019	2020	2021
Direct support staff	73	69	53
Strategic outcome 1	244	234	98
Strategic outcome 2	101	97	146
Strategic outcome 3	13	14	11
Strategic outcome 4	7	7	8
Strategic outcome 5	-	-	2
Strategic outcome 6	30	23	18

Source: WFP CSP staffing overview, 2019-2021.

Figure 10: Overall number of staff in the Nigeria country office, 2019-2021



Source: Evaluation team using data from the WFP CSP staffing overview, 2019-2021.

CONCLUSIONS

48. **Conclusion 1: WFP has managed to position itself strategically in Nigeria because of its good relations with the Government at all levels and through ensuring the alignment of the CSP with key government priorities. WFP has demonstrated the capacity to scale up in response to increased needs following the deterioration of the situation in the northeast, the COVID-19 pandemic and the escalation of conflict in the northwest.**

49. WFP delivered essential work in support of the Government's objective of reaching zero hunger. Facing increased needs in the northeast with the escalation of the conflict, WFP's decision to focus on delivering general food assistance was entirely relevant to the context and to the comparative advantages that partners see in WFP: delivering assistance at scale and providing support through common humanitarian services. WFP also adapted well to the COVID-19 pandemic. The creation of flexible partnerships became a significant factor in strong implementation performance. WFP also responded to increased needs resulting from the escalation of the conflict in the northwest.

50. **Conclusion 2: WFP achieved or exceeded many of the CSP outcome targets, although variations in performance are noted. The provision of services did not always keep pace with increased needs and, at times, difficult decisions were required.**

51. Performance was particularly good in the provision of in-kind food and CBTs. The meeting or exceeding of output targets was a major achievement considering the deteriorating security situation combined with the COVID-19 pandemic. Despite the general increase in the total number of beneficiaries in the CSP's first years of implementation, there was variability in beneficiary numbers by modality, which resulted in uneven output results partly attributable to sudden changes in the situation. Spreading nutrition-related activities over two strategic outcomes is an example of how some CSP activities were compartmentalized.

52. **Conclusion 3: The significant commitments made in the CSP with regard to humanitarian principles, protection, accountability to affected populations and gender have been partially fulfilled and require further action in order to achieve full implementation.**

53. WFP has taken steps to fulfil its commitment to operationalizing the humanitarian principles. Given the restrictions placed on humanitarian access, WFP, in consultation with the wider humanitarian community, could have been more robust in leveraging its positive relationship with the Government in order to ensure that the humanitarian needs of all conflict-affected populations were fully known and addressed.

54. WFP has sought to ensure that beneficiaries feel safe in the context of food distributions, including through the monitoring of protection risks by experienced partners. Improvements in accountability to affected populations were observed but were offset by the slow response in making operational adjustments based on feedback from beneficiaries.

55. The country office has made progress in mainstreaming gender equality. However, there is a need for WFP to work further with other agencies to address the remaining gaps. Women continue to be underrepresented in some WFP programmes, and further attention to addressing the increased risks of gender-based violence due to the COVID-19 impact is needed.

56. **Conclusion 4: Medium- and long-term sustainability of programme achievements has been achieved only in part, largely owing to the unstable circumstances.**

57. Certain elements of the programme appear sustainable, including WFP's capacity strengthening support for policy discourse, data management, disaster preparedness and the school feeding programme. Several livelihood activities also show a significant likelihood of sustainability. However, issues such as continued insecurity, insufficient attention to the root causes of conflict and the risks related to the reintegration of returnees have limited the contribution of livelihood and resilience initiatives to the durable and safe return of displaced people.

58. The capacity of WFP to sustain the momentum gained through CSP implementation is somewhat at risk owing to the reductions in WFP staff numbers and its field presence. Turnover in senior staff positions also posed challenges in terms of institutional memory at the strategic level for supporting the sustainability of programme outcomes. Continuous investment in knowledge sharing and management is critical.

59. **Conclusion 5: The assessment of needs followed agreed protocols in coordination with the food security sector and using the cadre harmonisé. However, significant numbers of people in need remain without assistance, which is a concern to the entire humanitarian community. Despite the generally effective targeting procedures for food assistance, more robust follow-up could have increased the share of people actually assisted.**

60. Targeting in the northeast was responsive to the needs identified based on the cadre harmonisé, but overall coverage was inadequate. Challenges that fell beyond the immediate control of WFP included funding shortfalls, especially towards the end of 2021. A lack of clarity in the division of responsibility between WFP and other agencies was one of the possible factors in creating some gaps in coverage, while beneficiary tracking and validation mechanisms, including of beneficiaries changing location, have been not systematic.

61. **Conclusion 6: Effective operational management supported by a series of key procedural decisions was responsible for cost-efficient implementation, with streamlined processes and effective oversight and decision making. WFP-supported activities were characterized by timely deliveries and very few post-delivery losses of commodities.**

62. The country office used tools, such as the Global Commodity Management Facility and the DOTS platform, and put in place processes to minimize delays in deliveries and ensure efficiency and cost-effectiveness. Such steps generally produced good results, especially in light of the increased demand on procurement and supply given the increased caseloads.

63. **Conclusion 7: Strong partnerships, including with government authorities, created opportunities to meet important implementation targets.**

64. Partnerships with various government institutions at all levels, donors, other United Nations entities, non-governmental organizations and the private sector facilitated programme implementation and overall policy dialogue. WFP's efforts to strengthen the capacity of government authorities at all levels were highly appreciated.

65. **Conclusion 8: The CSP's intended shift to a development focus was premature, as reflected in the earmarking of funds primarily for humanitarian purposes. The degree to which the CSP, as a tool, should leave space for a further deterioration of the situation is an issue for reflection. The planned move towards resilience, recovery and stabilization should have been the subject of more in-depth background analysis to guide the setting of realistic goals that fit the context.**

66. WFP based the development of the CSP on an overly optimistic scenario in which food security and nutrition would continue to improve. Continued instability in Nigeria prevented WFP from moving beyond its emergency phase into the development phase and from fully implementing several commitments, including with regard to the humanitarian–development–peace nexus. Overall, the decision to follow the nexus approach is in line with broader United Nations thinking, but it was overambitious in the evolving context in Nigeria. The triple nexus work that WFP undertook through several livelihood activities has the potential to support peacebuilding elements such as social cohesion at the community level, but the livelihood activities would have benefited from deeper contextual and conflict-sensitive analyses.

Recommendations

Recommendation	Recommendation type	Responsible WFP offices and divisions	Supporting entities	Priority	Deadline for completion
<p>Recommendation 1: In the design of Nigeria’s next country strategic plan, focus on humanitarian challenges, looking at food needs in emergencies, including those in the northeast and northwest, while continuing to pave the way for the transition to a more developmental approach. The next country strategic plan should:</p> <ul style="list-style-type: none"> • set out a long-term vision based on a thorough conflict analysis and different scenarios, so as to guarantee a higher degree of adaptability to evolving situations; • build on the comparative advantage of WFP in managing large-scale emergency responses and work closely with other humanitarian actors to develop a consolidated advocacy position ensuring sustained attention to the situation in the northeast and northwest, including from donors; • be based on various scenarios with contingency plans, that include ambitious but feasible strategic objectives, especially with regard to following a nexus approach; • give careful consideration to the design of resilience interventions, building on conflict analysis and defining possible steps in promoting peace through food security; 	Strategic	Country office	Regional bureau WFP headquarters: Emergency Operations Division; Nutrition Division; Programme – Humanitarian and Development Division, Emergencies and Transitions Unit; Livelihoods, Asset Creation and Resilience Unit Search for Common Ground; other conflict research organizations Cooperating partners United Nations country team Humanitarian country team	High	At start of next CSP preparation process First quarter of 2023

Recommendation	Recommendation type	Responsible WFP offices and divisions	Supporting entities	Priority	Deadline for completion
<ul style="list-style-type: none"> • explore the adaptation of the livelihoods strengthening intervention undertaken in the northeast for replication in the northwest, thus contributing to stability; • ensure the consolidation of various activities in order to strengthen the linkages between nutrition and livelihood activities, which will support the improvement of nutrition outcomes; and • ensure that experience and institutional knowledge at the strategic level are maintained in the country office. 					
<p>Recommendation 2: Develop a clear plan aimed at promoting full adherence to humanitarian norms and principles.</p> <p>2.1 Outline in concrete terms how the underlying humanitarian principles will be supported, including through the following actions:</p> <ul style="list-style-type: none"> ▪ Explore the possibility of including reference to the humanitarian principles in agreements with the Government and partners. ▪ Deliver regular and specific training to WFP country office staff, especially as part of the induction process for new staff. 	Strategic	Country office	Regional bureau WFP headquarters: Emergency Operations Division; Programme – Humanitarian and Development Division, Emergencies and Transitions Unit United Nations and humanitarian country teams Government at the federal and state levels Cooperating partners	High	Fourth quarter of 2023

Recommendation	Recommendation type	Responsible WFP offices and divisions	Supporting entities	Priority	Deadline for completion
2.2. In collaboration with other United Nations and humanitarian entities, continue direct engagement with the Government to advocate and contribute to the negotiation of humanitarian access and conflict-sensitive food security and livelihood programmes that assist social cohesion.					
<p>Recommendation 3: Incorporate a broader and more proactive approach to addressing protection and accountability to affected populations issues beyond the food distribution process.</p> <p>3.1. Review the areas where WFP can contribute to reducing protection risks and exploring effective partnership with other agencies in order to address the issues identified, including gender-based violence.</p> <p>3.2. Explore what actions WFP can take, in collaboration with other agencies, to enhance access to land, focusing on vulnerable population groups such as women returnees.</p> <p>3.3. Strengthen accountability mechanisms such as timely follow-up on hotline complaints and in-person contact with beneficiaries.</p>	Operational	Country office	Regional bureau WFP headquarters: Programme – Humanitarian and Development Division, Emergencies and Transitions Service; Gender Office	High/medium	Second quarter of 2024
<p>Recommendation 4: Building on current progress, further develop a set of concrete, actionable measures for addressing gender inequality in the next country strategic plan.</p> <p>4.1. Continue and, where needed, strengthen gender training for cooperating partners.</p>	Operational	Country office	Regional bureau WFP headquarters: Gender Office United Nations and humanitarian country teams; gender-focused organizations	High/medium	Third quarter of 2023

Recommendation	Recommendation type	Responsible WFP offices and divisions	Supporting entities	Priority	Deadline for completion
<p>4.2. Building on the country office's gender improvement plan, update the action plan for the gender transformation programme, by:</p> <ul style="list-style-type: none"> ▪ increasing the attention paid to addressing gender-based violence, including specific training for WFP staff; ▪ in partnership with other agencies, contributing to advocacy at the state level for the prevention of gender-based violence, leveraging WFP's direct engagement with state authorities; ▪ reinforcing customized gender training for cooperating partners; ▪ reinforcing the gender focal points network with wider and cross-functional participation; and ▪ considering specific training on women's empowerment. <p>4.3. Reflect and follow up on the outcomes of studies of the impact of the coronavirus disease 2019 pandemic on gender equality.</p>					
<p>Recommendation 5: Improve targeting and monitoring mechanisms in order to further increase their coverage and inclusion of vulnerable population groups.</p> <p>5.1. Work with other agencies and the food security sector on eliminating the gap between the people identified as needing food assistance and those receiving it.</p>	Operational	Country office	Regional bureau WFP headquarters: Research, Assessment and Monitoring Division	High/medium	Second quarter of 2023

Recommendation	Recommendation type	Responsible WFP offices and divisions	Supporting entities	Priority	Deadline for completion
<p>5.2. Further clarify and enhance the overall coverage of people in need of food assistance, in cooperation with other agencies and in coordination with the food security sector.</p> <p>5.3. Update the tracking mechanism for beneficiaries who change locations so as to ensure the timely inclusion of eligible beneficiaries in distribution lists.</p>					

1. Introduction

1. The World Food Programme (WFP) Office of Evaluation (OEV) signed a contract with the Landell Mills Consortium to evaluate the implementation of the WFP Country Strategic Plan (CSP) in Nigeria (2019-2022). The evaluation has been conducted by a team of six independent experts hired by Lattanzio KIBS, within the Landell Mills Consortium, in the period from May 2021 to April 2022.

1.1. EVALUATION FEATURES

2. This evaluation was commissioned in line with the WFP policy on CSPs, which specifies that all country strategic plans will undergo country portfolio evaluations towards the end of their implementation period to assess progress and results against their intended outcomes and objectives. The evaluation covers all activities under the WFP CSP in Nigeria for the period between 1 January 2019 and November 2021, i.e., more than half-way through the CSP implementation. The evaluation has a two-fold objective of: 1) providing evaluation evidence and learning on WFP performance for country-level strategic decisions, specifically for developing the next CSP; and 2) providing accountability for results to WFP stakeholders.

3. The evaluation is structured around four evaluation questions regarding relevance, effectiveness, efficiency, coherence and sustainability. The questions include cross-cutting issues such as gender equality and the empowerment of women (GEEW), humanitarian principles and access, accountability to affected populations (AAP), protection and capacity strengthening (more details can be found in [Annex 1. Summary Terms of Reference](#)).

4. The principal users of the evaluation are the WFP country office in Nigeria (CO), the regional bureau in Dakar (RBD), headquarters technical divisions (HQ), the Government of Nigeria, donors, other United Nations agencies, service providers, cooperating partners (CPs) and non-governmental organizations (NGOs).

5. Following the inception mission, conducted remotely between June and August 2021 due to restrictions caused by the COVID-19 pandemic, data collection was conducted in a hybrid mode between September and November 2021: remotely by the team leader and the two senior evaluators and face-to-face in Nigeria by the two national evaluators supported by a team of local researchers.

1.2. CONTEXT

General overview

6. With a population of over 200 million people,⁴ of which 50.6 percent are women and girls and 49.4 percent are men and boys, Nigeria is the most populated country in Africa. Located between the Sahel and the Gulf of Guinea, it covers 923,769 square kilometres (356,669 square miles), bordering with Niger in the north, Chad in the northeast, Cameroon in the east, and Benin in the west. The population is young with 43 percent under 14 years old. Nigeria's population is growing at an annual rate of 2.5 percent and is projected to double to about 400 million by 2050.⁵ The country has one of the fastest growing economies in Africa with a gross domestic product (GDP) per capita of United States dollars (USD) 5,186.7 in 2020.⁶ It achieved lower middle-income status in 2014.⁷ Nigeria's life expectancy rate is 54.7 years, while its fertility rate and the adolescence fertility rate are respectively, 5.3 births per woman and 103.5 births per 1,000 women aged 15-19.⁸ Nigeria is a federal republic, with executive power exercised by the president. State-level authority has the primary responsibility for ensuring protection and the well-being of the local population. Resources and capacities vary greatly from one state to another and roughly 40 percent of the population lives in

⁴ 2020 population – 206,139,587. World Bank Open Data.

⁵ Federal Republic of Nigeria. 2020. Nigeria Integration of the SDGs into National Development Planning: A Second National Voluntary Review.

⁶ World Bank Open Data.

⁷ GDP annual growth rate per year: +6.31% (2014); +2.65% (2015); -1.62% (2016). World Bank Open Data.

⁸ World Bank Open Data.

poverty with a Gini coefficient of 35.1,⁹ with low earnings for individuals, high unemployment (27 percent) and disparities by income, gender and location. In 2020, Nigeria's economy entered a recession due to the fall in crude oil prices and containment measures to fight the spread of COVID-19.¹⁰ However, it is projected to grow by 2.9 percent in 2022.¹¹

National policies and the Sustainable Development Goals (SDGs)

7. Following the adoption of the global 2030 Agenda for Sustainable Development (2030 Agenda), Nigeria began to implement the Sustainable Development Goals (SDGs) by establishing institutional frameworks at the national and subnational levels. Nigeria chose to use the integrated SDG policy simulation model as a planning tool to address some of its most pressing development challenges at national, subnational and sectoral levels.¹² In 2016 it published the "Buhari Plan", which represents the Government's blueprint for addressing and stabilizing the difficult situation in northeast Nigeria.

8. The Nigeria Economic Recovery and Growth Plan (2021-2030) (NERGP) provides a framework to harmonize and coordinate the long-term federal policy. Its three pillars are to address poverty (relating to SDG 1), corruption¹³ and security (relating to SDG 16).¹⁴ The top national priority is to lift 100 million Nigerians out of poverty over the next ten years. However, the COVID-19 pandemic risks setting Nigeria back in its development goals, given the fragile macroeconomic stability that the NERGP has achieved to date.

9. In 2020, Nigeria published the second national voluntary review of implementation of seven priority SDGs: poverty (SDG 1); hunger, food security, nutrition and sustainable agriculture (SDG 2); an inclusive economy (SDG 8); health and well-being (SDG 3); education (SDG 4); gender equality (SDG 5); the enabling environment of peace and security (SDG 16); and partnerships (SDG 17). Recommendations for SDG 2 included facilitating access of the most food-insecure households to credit, agricultural inputs, markets, and infrastructure and building resilient communities, etc. The country had already launched an ambitious SDG 2 roadmap and plan in early 2017.

10. The United Nations Children's Fund (UNICEF) is conducting an independent evaluation of SDG 4 in Nigeria. The objectives are to measure the extent to which the Education Sector Strategic Plan (2016-2019) was effectively implemented and to provide policy recommendations.

Humanitarian overview

11. Nigeria faces multidimensional security challenges that make it a complex environment in which to operate. The process of democratization and decentralization since its transition from military to civilian rule in 1999 fuelled regional, religious and ethnic rivalries. Several regions in Nigeria regularly experience violent clashes, banditry, and conflict between herders and farming communities spreading from the central belt southward. There is also a long-running discontent and militancy in the Niger Delta. Since July 2009, the northeast has been the scene of armed conflict involving several non-state armed groups (NSAG) and the Nigerian armed forces. Following the rules of international humanitarian law, the situation has been qualified as a non-international armed conflict.¹⁵ The conflict has caused several waves of mass displacement especially in the states of Borno, Adamawa, and Yobe (BAY states) (see Figure 1). An escalation of the violence gave rise to a 5 percent increase in the number of internally displaced persons (IDPs) between 2019 and 2020.¹⁶ The current number of internally displaced persons is more than 2 million people.¹⁷ Northwest Nigeria has also experienced increased conflict between herders and farmers in the last few years, attributable to land shortages linked to increased drought prompted by climate change.

⁹ 2018. World Bank Open Data

¹⁰ African Development Bank, Nigeria economic outlook.

¹¹ African Development Bank, Nigeria economic outlook.

¹² The Presidency. UNDP. Achieving the SDGs in Nigeria: Pathways and Policy Options.

¹³ Nigeria ranks no. 149 on the Transparency International Corruption Perceptions Index (2020).

¹⁴ Nigeria Ministry of Budget and National Planning. 2017. Economic Recovery and Growth Plan 2021-2030.

¹⁵ Geneva Academy of International Humanitarian Law and Human Rights Rule of Law in Armed Conflict (Rulac) project, Non-International Armed Conflicts in Nigeria.

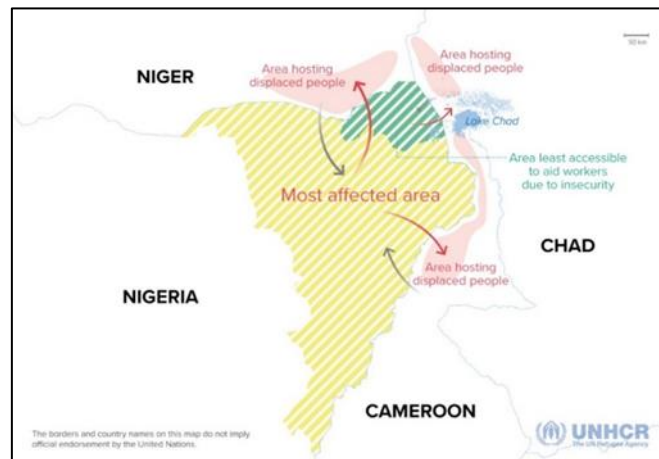
¹⁶ IOM Nigeria. 2020. Displacement Tracking Matrix (DTM) Northeast Nigeria | Displacement Report 35.

¹⁷ IOM Nigeria. 2021. Displacement Tracking Matrix (DTM) Northeast Nigeria | Displacement Report 37.

Security is also affected by the actions of armed groups, vigilantes, criminal gangs and jihadists.¹⁸ The consequences in humanitarian terms are devastating mass attacks on villages, killing of civilians, looting of cattle and other livestock and destruction of crops. With no clear end in sight for the conflict and an extension of the conflict beyond the BAY states, prospects for the return of displaced persons remain tenuous. Despite this, state governments have ordered the closure of camps in the BAY states and these closures are ongoing. Concerns remain that many areas are not yet conducive to safe and sustainable returns due to insecurity and a lack of access to basic services and infrastructure.¹⁹

12. The conflicts have restricted movement and lead to insecurity, severely hampering humanitarian access.²⁰ It is estimated that over a million people remain in inaccessible areas, outside the reach of relief aid. The biggest impediments to reaching civilians are government restrictions and the inability of humanitarians to engage with the insurgent groups.²¹ The ongoing conflict has also resulted in grave human rights violations and protection risks, including death and maiming, sexual violence, arbitrary detention, disappearances, attacks on civilian areas (including schools) and forced recruitment.²² There have also been reports that the diversion of aid is a major factor affecting the effective delivery of assistance.²³

Figure 1: Nigeria conflict in the northeast area



Source: UNHCR website accessed on 29 November 2021²⁴ - arrows show population movements.

¹⁸ Crisis Group. Violence in Nigeria's Northwest: Rolling Back the Mayhem.

¹⁹ OCHA. Dec 2018. Humanitarian Response Strategy (2019–2021).

²⁰ Acaps website.

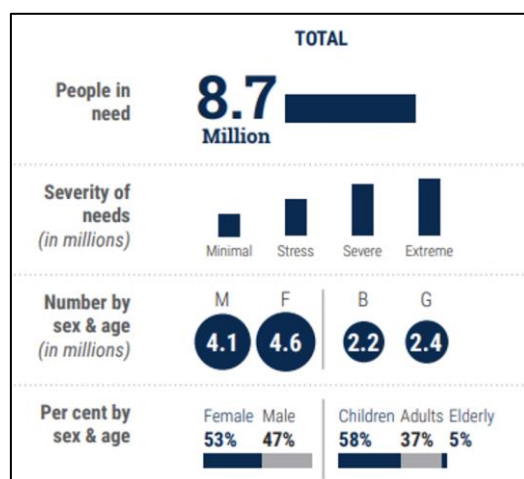
²¹ Humanitarian Outcomes. 2020. Humanitarian Access SCORE Report: 2020 Global Synthesis.

²² Global protection cluster. 2016. Protection Strategy for the Humanitarian Crisis in the Northeast Nigeria.

²³ See Humanitarian Outcomes, Humanitarian Access SCORE Report: Northeast Nigeria, Survey on the Coverage, Operational Reach, and Effectiveness of Humanitarian Aid, January 2020, p.7.

²⁴ UNHCR accessed on 29 November 2021.

Figure 2: Total people in need



Source: Website of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), accessed on 29 November 2021.

COVID-19 impact

13. The COVID-19 pandemic has placed immense and unprecedented pressure on the country's underinvested healthcare system. A recent assessment of eight treatment centres by WHO found that a majority are not well equipped and that the capacity to respond is particularly weak in the north.²⁵

14. The Federal Government is confronted with the simultaneous challenge of combatting the public health crisis of the pandemic and trying to bolster a weakening economy that entered a recession in 2020.²⁶ Measures to contain the spread of the disease included a lockdown of non-essential activities, closure of schools, a ban on international flights, a nationwide curfew and the mandatory use of face masks in public spaces.²⁷ More recently, there was concern that macroeconomic conditions could decline further with the emergence of a new COVID-19 variant, which drove global oil prices down in late November 2021.²⁸

Food and nutrition security

15. Over the past twenty-five years, Nigeria reduced by nearly half the proportion of people suffering from hunger. However, this progress has slowed or been reversed during the past decade. Food production increases have not kept pace with population growth, resulting in rising food imports and declining levels of national food self-sufficiency.²⁹ Nearly 24.6 million (12.3 percent of the total population) Nigerians still suffer from hunger, with wide disparities between urban and rural areas due to low agricultural growth, poor road infrastructure, limited access to safe water, sanitation and hygiene, and inadequate health and education services.³⁰ Nigeria ranks 103rd in the Global Hunger Index out of 116 countries.³¹ According to the 2021 Global Nutrition Report, 31.5 percent of children under 5 years of age are affected by stunting and 6.5 percent of children under 5 years of age are affected by wasting. These figures are both slightly higher than Africa region averages.³²

16. The insurgency in the northeast has added pressure to a fragile resource environment and increased food and nutrition insecurity, particularly for vulnerable women and children. Addressing the resulting humanitarian crisis is the Government's most immediate hunger priority.³³ The food insecure population in

²⁵ UNDP 2020. The impact of the Covid-19 pandemic in Nigeria.

²⁶ African Development Bank.

²⁷ Nigeria Centre for Disease Control.

²⁸ FEWSNET. November 2021. Nigeria Food Security Alert.

²⁹ The World Bank.

³⁰ WFP – vulnerability analysis and mapping (VAM) food security analysis accessed on 29 November 2021.

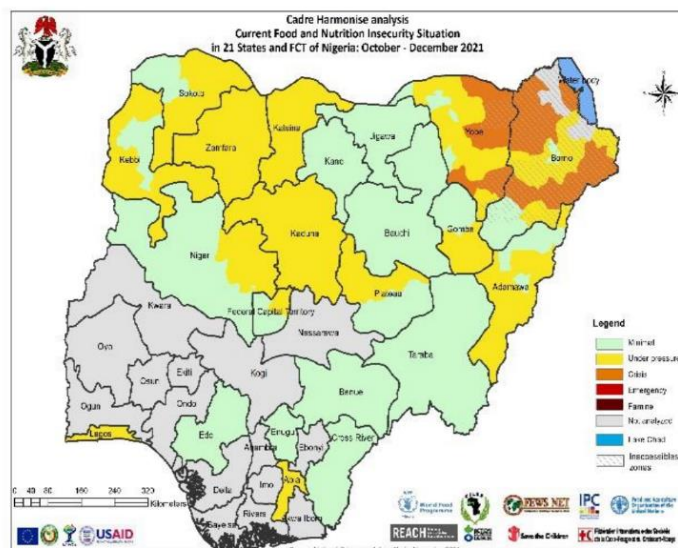
³¹ Global Hunger Index 2021.

³² Global nutrition report.

³³ IITA. 2016. Synthesis Report of the Nigeria Zero Hunger Strategic Review.

northeast Nigeria deteriorated from 2.4 million in 2018³⁴ to 3.7 million in 2020.³⁵ In October-December 2021, an estimated 12.9 million food-insecure people required urgent assistance, a figure that may rise to 18 million by June to August 2022.³⁶

Figure 3: Nigeria current food insecurity situation (October-December 2021)



Source: Nigeria Cadre Harmonisé³⁷ – October 2021.

17. While conflict and insecurity have cut people off from their main livelihoods — farming and fishing — the COVID-19 pandemic adds to major food insecurity as effects on incomes, small businesses and trade have worsened. The pandemic both deepens humanitarian needs and complicates the response. Poor households are facing increased difficulty meeting their basic food needs as a result of higher food prices, with reduced income due to the movement restrictions.³⁸ Single mothers and poorer households experienced relatively larger deteriorations in food security due to disruption of school feeding services caused by the health emergency.³⁹

Agriculture

18. The agricultural sector contributes to about 22 percent of GDP.⁴⁰ With nearly 35 percent of the labour force,⁴¹ it is the second largest employer of labour in the country. More than 80 percent of farmers in Nigeria are smallholder farmers (SHFs) accounting for 90 percent of agricultural production. As a result of conflict and inefficiency, agricultural productivity is insufficient to meet food demand.⁴² Lack of access to land and land ownership issues may be factors in this regard.

³⁴ Estimation of total population in Phase 3 to 5 of IPC. November 2018. Cadre Harmonisé for Identification of Risk Areas and Vulnerable Populations in Sixteen (16) States and the Federal Capital Territory (FCT) of Nigeria.

³⁵ June to August 2020 estimation of total population in Phase 3 to 5 of IPC. March 2020. Cadre Harmonisé Result for Identification of Risk Areas and Vulnerable Populations in Sixteen (16) Northern States and the Federal Capital Territory (FCT) of Nigeria.

³⁶ Final Fiche Report for October 2021: Cadre Harmonisé Result for Identification of Risk Areas and Vulnerable Populations in Twenty (20) Nigerian States and the Federal Capital Territory (FCT) of Nigeria.

³⁷ The Cadre Harmonisé is a unifying tool that helps to produce relevant, consensual, rigorous, and transparent analyses of current and projected food and nutrition situations in the Sahel and West Africa region. It classifies the severity of food and nutrition insecurity based on the international classification scale through an approach that refers to well-defined functions and protocols. Source: <https://www.ipcinfo.org/ch>

³⁸ FEWSNET. August 2020. Nigeria Food Security Alert.

³⁹ IFPRI. 2021. COVID-19-induced disruptions of school feeding services exacerbate food insecurity in Nigeria.

⁴⁰ World Bank.2019. <http://wdi.worldbank.org/table/4.2#>.

⁴¹ World Bank.2019.

⁴² PriceWaterCoopers (PwC). 2020. Current State of Nigeria Agriculture and Agribusiness Sector.

19. In 2020, COVID-19 preventive measures caused a decreased supply of agricultural labour in some areas. Due to lower-than-normal access to income and agricultural inputs and high levels of conflict, the area planted across the country was below average.⁴³

Climate change and vulnerability

20. Climate change across the Sahel has impacted Nigeria, now considered to be at “extreme climate risk”. Droughts affect socioeconomic growth and are projected to become more severe as a result of climate change. Other major challenges include desertification, with desert conditions moving southward and increased flooding due to sea-level rise.⁴⁴ The Nigerian economy is dependent on climate-sensitive and climate-impactful industries (agriculture, forestry, extraction). Climate change will increase vulnerability to extreme weather events and threatens to limit economic growth in certain sectors.

21. Flooding leads to further displacement of people already displaced by conflict, especially in the north.⁴⁵ There has also been a rise in tensions and insecurity in the oil-producing region of the Niger Delta.⁴⁶ In 2021, an estimated 8.7 million people were in need of humanitarian assistance ([Figure 2](#)), of whom nearly 6.5 million were in the BAY states.⁴⁷

Education

22. In 2018, the adult literacy rate was 62 percent. The literacy rate in young women was 68 percent, while in young men it was 81 percent.⁴⁸ On average, children in Nigeria attend school for 6.5 years. The primary school attendance rate was 59 percent among girls and 62 percent among boys. The secondary school attendance rate was 47 percent among girls and 52 percent among boys.⁴⁹ Attendance at secondary school is much lower in rural areas (37 percent) than in urban areas (65 percent). The decision to close all schools and tertiary institutions to contain the spread of COVID-19 created additional attendance gaps because of a digital divide⁵⁰ and is likely to increase child labour. About 43 percent of Nigerian children between 5 and 10 are working; half of the working children are estimated to be engaged in child labour.⁵¹

⁴³ FEWSNET. November 2021. Nigeria Food Security Alert.

⁴⁴ World Bank Climate Change Knowledge Portal.

⁴⁵ IDMC website.

⁴⁶ Council on Foreign Relations website.

⁴⁷ OCHA. 2021. Nigeria Humanitarian Need Overview 2021.

⁴⁸ World Bank Open Data.

⁴⁹ National Population Commission. 2019. Demographic and Health Survey 2018.

⁵⁰ Federal Republic of Nigeria. 2020. Nigeria Integration of the SDGs into National Development Planning: A Second National Voluntary Review.

⁵¹ National Bureau of Statistics 2017. Multiple Indicator Cluster Survey (MICS).

Gender

23. Nigeria ranks 139 out of 153 countries on the Global Gender Gap Index in 2021.⁵² The extent of gender parity for senior positions in the public sector is shown in [Figure 4](#).

24. In 2018, about 43 percent of women and girls of 15 years or older were subjected to physical, sexual or psychological violence by a current or former intimate partner.⁵³ Gender-based violence (GBV) is reported to have significantly increased in the three areas most affected by the COVID-19 pandemic (Lagos State, Federal Capital Territory and Ogun State) lockdowns. With the shortage of basic necessities in the BAY states because of the COVID-19 lockdowns, heads of households who are women are likely to engage in negative coping strategies and are more exposed to sexual exploitation, violence and abuse.⁵⁴ Women in urban areas are more likely than their rural counterparts to report having experienced physical violence since age 15 (33 percent versus 24 percent) with notable variations by geographical zone.⁵⁵

25. Nigeria has Africa's largest number of women married as children — 23 million. Currently, 43 percent of girls are married before their 18th birthday and 15 percent are married before they turn 15.⁵⁶ One in 21 Nigerian women faces lifetime risk of maternal death, and the maternity mortality ratio per 100,000 live births was 917 in 2017.⁵⁷

26. A 2020 WFP protection and gender assessment showed an increase in gender-based violence and in negative coping strategies.⁵⁸ Women were found to be at high risk of abuse from insurgents, security agents and members of the community.

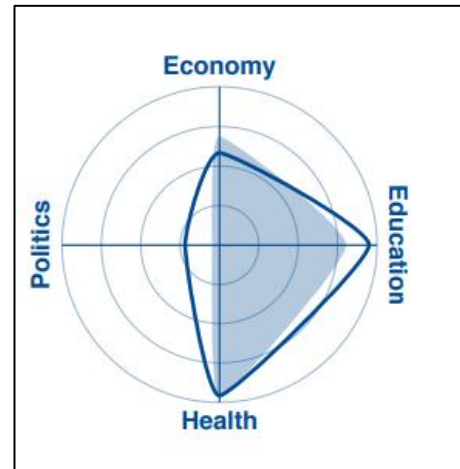
International development assistance

27. In 2019, Nigeria received a yearly average of USD 3.5 billion net official development assistance (ODA), making it the sixth highest ODA-funded country in the world.⁵⁹ The top official development assistance funding sources between 2018-2019 were the World Bank, the United States and the United Kingdom.

28. The United Nations Sustainable Development Partnership Framework (UNSDPF) covers the period of 2018–2022 with a budget of USD 4.2 billion. It leverages the expertise, capacity and resources of the United Nations to support the Government's priorities with regard to the Economic Recovery and Growth Plan (ERGP), the SDGs, Africa Union Agenda 2063 and other internationally agreed declarations. Based on the Common Budgetary Framework (CBF), USD 1.9 billion was required to implement the development-related activities and the Humanitarian Response Plan (HRP) in 2020. Only USD 523 million was available in 2020 resulting in a financial gap of 73 percent. WFP received the largest share of available resources (35 percent) followed by UNICEF (27.4 percent).⁶⁰

29. The 2019-2021 Multi-Year Humanitarian Response Strategy (HRS)⁶¹ provided the framework for planning and coordinating the delivery of humanitarian assistance responding to both acute and chronic

Figure 4: Nigeria gender gap



Source: Global Gender Gap Index 2021.

⁵² World Economic Forum.

⁵³ Federal Republic of Nigeria. 2020. Nigeria Integration of the SDGs into National Development Planning: A Second National Voluntary Review.

⁵⁴ UN WOMEN, UNFPA, UNODC and UNICEF. May 2020. Gender-Based Violence in Nigeria during the Covid-19 Crisis: the Shadow Pandemic.

⁵⁵ United Nations Sustainable Development Framework Nigeria (2018-2022).

⁵⁶ Federal Republic of Nigeria. 2020. Nigeria Integration of the SDGs into National Development Planning: A Second National Voluntary Review.

⁵⁷ World Bank Open Data for Nigeria.

⁵⁸ SGBV prevalence is reported as "astronomical." See UNFPA website.

⁵⁹ OECD -DAC.

⁶⁰ United Nations. Nigeria Country Results Report 2020.

⁶¹ OCHA. 2021. 2019-2021 Multi-Year Humanitarian Response Strategy.

needs in the complex and protracted crisis in northeast Nigeria. The strategy was aligned to the Buhari Plan and was in line with the Economic Recovery and Growth Plan. The 2021 Humanitarian Response Plan⁶² reaffirmed the priority focus on the BAY states, with a budget of USD 1 billion targeting 6.4 million people.⁶³

1.3. SUBJECT BEING EVALUATED

30. WFP worked first in Nigeria at the time of the civil war in the late 1960s (commonly known as the Biafran War). Following several interventions in 2015, it was asked by the Government to strengthen the capacities of the National Emergency Management Agency and its state-level counterparts. WFP activated a corporate Level 3 (L3) emergency response and established a more formal presence in August 2016.

31. The WFP Nigeria CSP was developed in 2017 and 2018 and formally approved in early 2019. It frames the entire humanitarian and development portfolio of the country office (CO), subsuming all programmes and projects into clearly defined strategic outcomes (SOs). The CSP focuses on medium- and long-term support with a national and local partnership network, through private sector engagement. It takes a multidimensional approach of providing life-saving assistance while helping to build the capacities of the Government and other partners in early warning, preparedness and response management.

32. The CSP came into force in early 2019, when the armed conflict in northeast Nigeria intensified, resulting in increased access challenges, recurring displacements, increased food insecurity, and limited opportunities to introduce durable solutions. These conditions, combined with the outbreak of the COVID-19 pandemic, made it necessary for WFP to revisit its approach under the CSP and, through two budget revisions (BRs), to increase the crisis response beneficiary caseload (under Strategic Outcome 1). The financial evolution of the CSP is presented in [Table 1](#) (see also [Table 19](#) in [Annex 5](#)). Changes in the number of target beneficiaries following the budget revisions are presented in [Figure 7](#).

Table 1: Budget evolution of the CSP

Strategic Outcome	Activity	Budget by SO (USD million)				% of SO out of total budget	
		Original CSP	Latest budget revision (BR02)	Change from original budget and latest budget revision	% increase BR2/ original budget	Original CSP	Latest budget revision
Strategic Outcome 1: Internally displaced persons, returnees, refugees and local communities affected by crises in Nigeria are able to meet their basic food and nutrition needs during and in the aftermath of shocks	Activity 1: Provide unconditional food assistance and income generating activities to food-insecure IDPs, returnees, refugees and host communities affected by crises	313,877,355	1,045,038,896	731,161,541	233%	53.4%	73%
	Activity 2: Provide nutrition prevention and treatment packages to children aged 6–59 months, pregnant and lactating women and girls (PLWG), other nutritionally vulnerable populations and persons with caring responsibilities						
Strategic Outcome 2: Vulnerable populations in targeted areas become more resilient to shocks and are able to meet	Activity 3: Provide conditional transfers to food-insecure people, including women, young people and smallholders	152,243,047	177,107,811	24,864,764	16%	25.9%	12%

⁶² OCHA. 2020. Humanitarian Response Plan 2021.

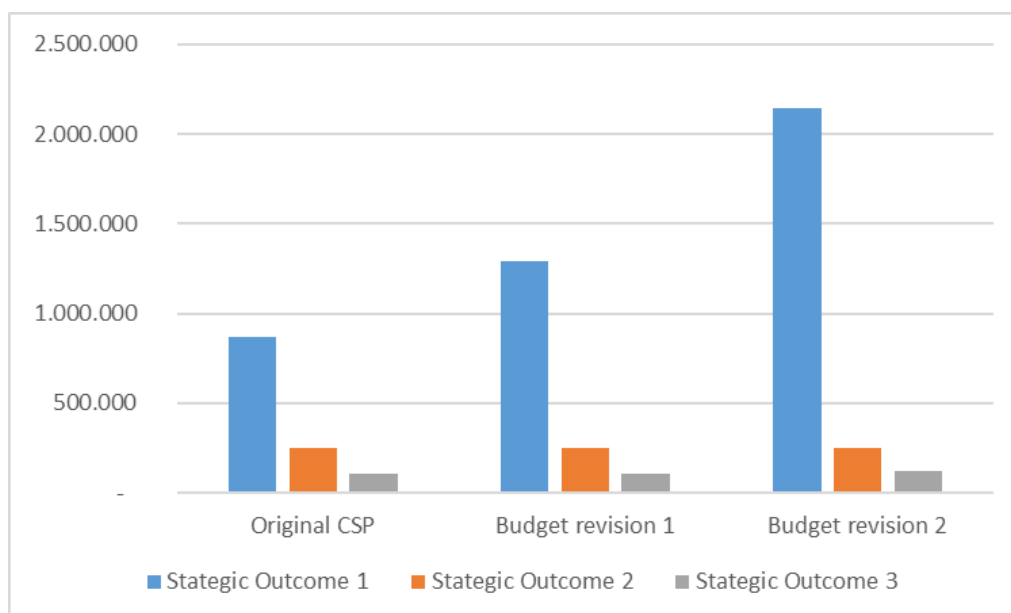
⁶³ OCHA. 2021. Nigeria Humanitarian Response Plan.

Strategic Outcome	Activity	Budget by SO (USD million)				% of SO out of total budget	
		Original CSP	Latest budget revision (BR02)	Change from original budget and latest budget revision	% increase BR2/ original budget	Original CSP	Latest budget revision
their basic food needs throughout the year							
Strategic Outcome 3: Nutritionally vulnerable people in chronically food-insecure areas have enhanced nutritional status in line with the achievement of national and global targets by 2025	Activity 4: Support improving the nutrition status of children, PLWG, adolescents and other nutritionally vulnerable groups (including people living with HIV) through an integrated malnutrition prevention package, including access to nutritious food and high-quality care, social and behaviour change communications (SBCC) and capacity strengthening	42,288,598	61,421,715	19,133,117	45%	7.2%	4%
Strategic Outcome 4: Federal, state and local actors have strengthened capacity to manage food security and nutrition programmes in line with national targets in the short, medium and long term	Activity 5: Support the technical capacity of federal, state and local actors in information management systems, vulnerability analysis and mapping (VAM), monitoring and evaluation, safety net management, food technology and fortification, supply chains, nutrition and emergency preparedness and response, integrating gender	9,363,849	16,045,824	6,681,975	71%	1.6%	1%
Strategic Outcome 5: Government and partner efforts to achieve zero hunger by 2030 are supported by effective and coherent policy frameworks	Activity 6: Support the Zero Hunger Forum and food and nutrition security coordination and advocacy in line with the recommendations of the zero hunger strategic review	942,439	2,175,439	1,233,000	131%	0.2%	0.2%
Strategic Outcome 6: The humanitarian community is able to reach and operate in areas of humanitarian crisis throughout the year	Activity 7: Provide common logistic services to government, United Nations and non-governmental organization partners to facilitate effective field operation	68,809,254	133,861,182	65,051,928	95%	11.7%	9.3%
	Activity 8: Provide common emergency telecommunications services to government, United Nations and NGO partners to facilitate effective field operations and provide for staff security						

Strategic Outcome	Activity	Budget by SO (USD million)				% of SO out of total budget	
		Original CSP	Latest budget revision (BR02)	Change from original budget and latest budget revision	% increase BR2/ original budget	Original CSP	Latest budget revision
	Activity 9: Provide humanitarian air services to all partners until appropriate alternatives are available Activity 10: On-demand service provision ⁶⁴						
Total		587,524,542	1,435,650,867	848,126,325	-		

Source: Evaluation team data from SPA Plus database (accessed in November 2021).

Figure 5: Evolution of targeted beneficiaries by strategic outcome

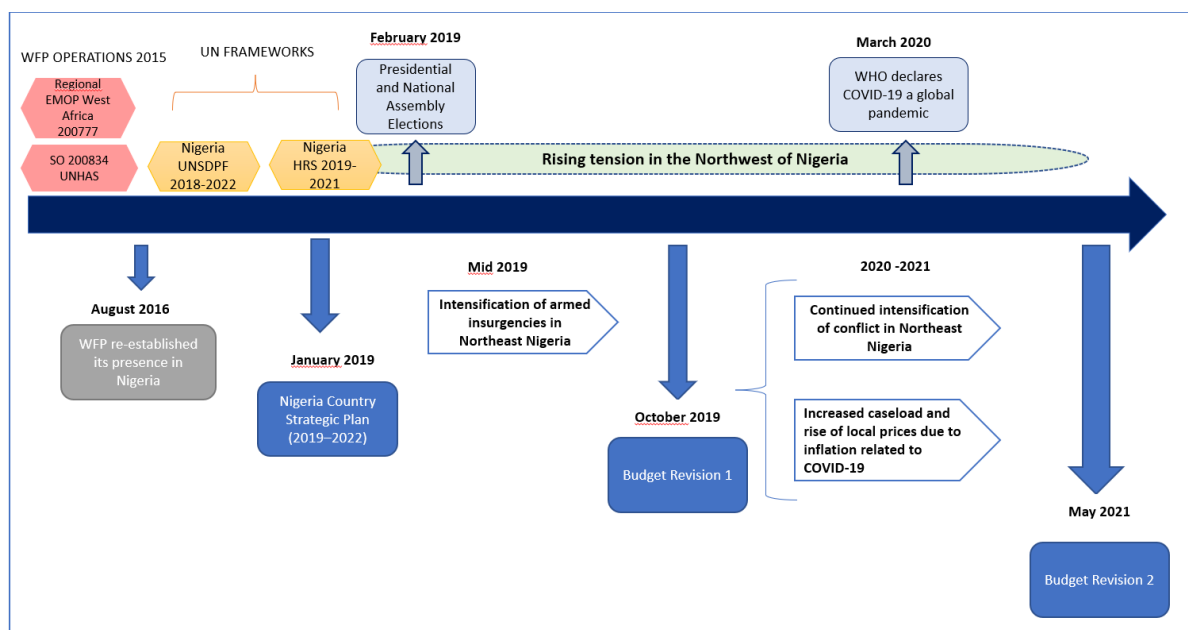


Source: Evaluation team.

33. The evolution of the CSP, linked to the main external changes, is depicted in Figure 6 below.

⁶⁴Activity 10 added by BR02.

Figure 6: Evolution of the CSP



Source: Evaluation team.

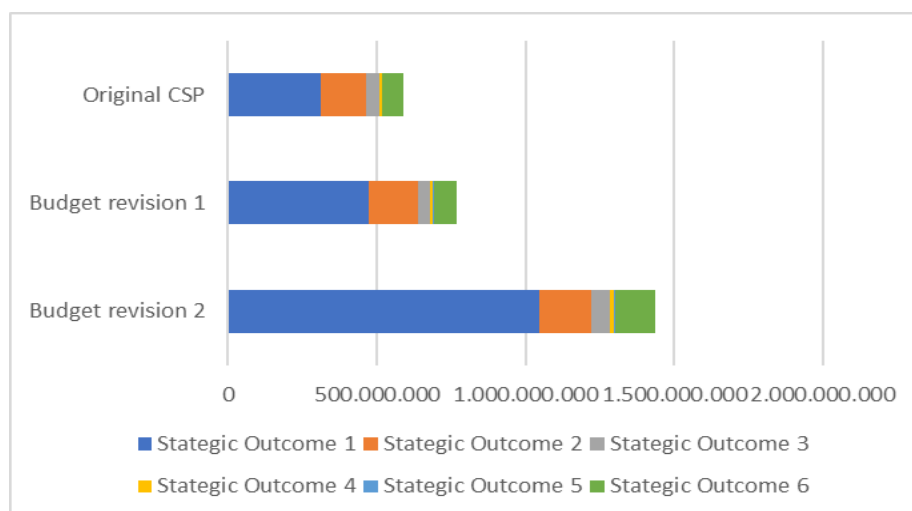
34. The CSP is designed to contribute to SDGs 2 and 17 and WFP strategic results 1-3, 5-6 and 8, in line with the WFP Corporate Strategic Plan (2017-2021). It contributes to these goals through results classified across three areas of focus: (i) crisis response; (ii) resilience building; and (iii) response to root causes of vulnerability. These results are addressed through 6 strategic outcomes and 15 outputs, and 3 cross-cutting objectives (Annex 2).

35. The intervention logic of the CSP includes a logical framework and a line of sight (see also [Annex 2](#)) but does not include a theory of change (ToC), which was not mandatory at the time of design. The evaluation team has reconstructed a theory of change for the purpose of this evaluation (see [Annex 3](#)). A consultation with the country office was held to explain this theory of change in relation to the high-level vision and strategic outcomes set out in the CSP. The evaluation team also developed a table, included in [Annex 4](#), to illustrate the CSP focus area, strategic outcomes, activities, and modality of intervention following all budget revisions. This table essentially captures the information from the CSP logframe. The outputs have been listed per activity, and not per outcome, as in the text of the CSP.

CSP budget and funding

36. The two budget revisions increased the budget from an original USD 587 million to USD 771 million (BR1) and then to the current USD 1.43 billion (BR2) (see Figure 7). Through BR2, a new Activity 10, "on-demand service provision", was added under SO6.

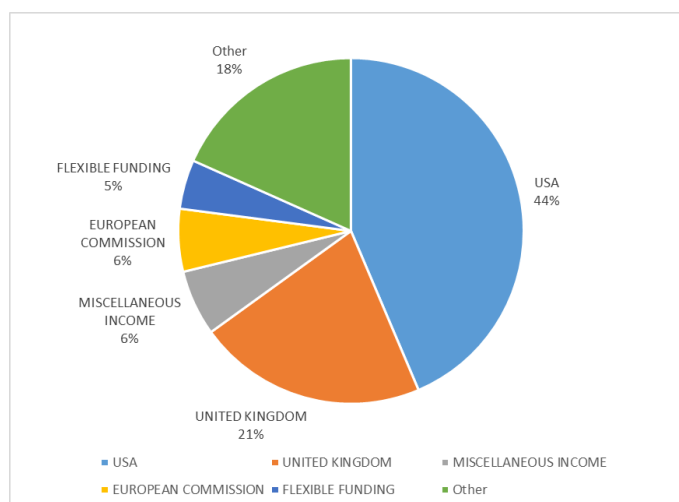
Figure 7: Budget evolution for strategic outcomes through budget revisions (USD)



Source: Evaluation Team - data from CSP document, CSP BR1 and CSP BR2.

37. The top two donors are the United States of America, covering almost half (44 percent) of the total contributions followed by the United Kingdom (21 percent) (Figure 8). Confirmed contributions from the top donors can be found in [Annex 5](#).

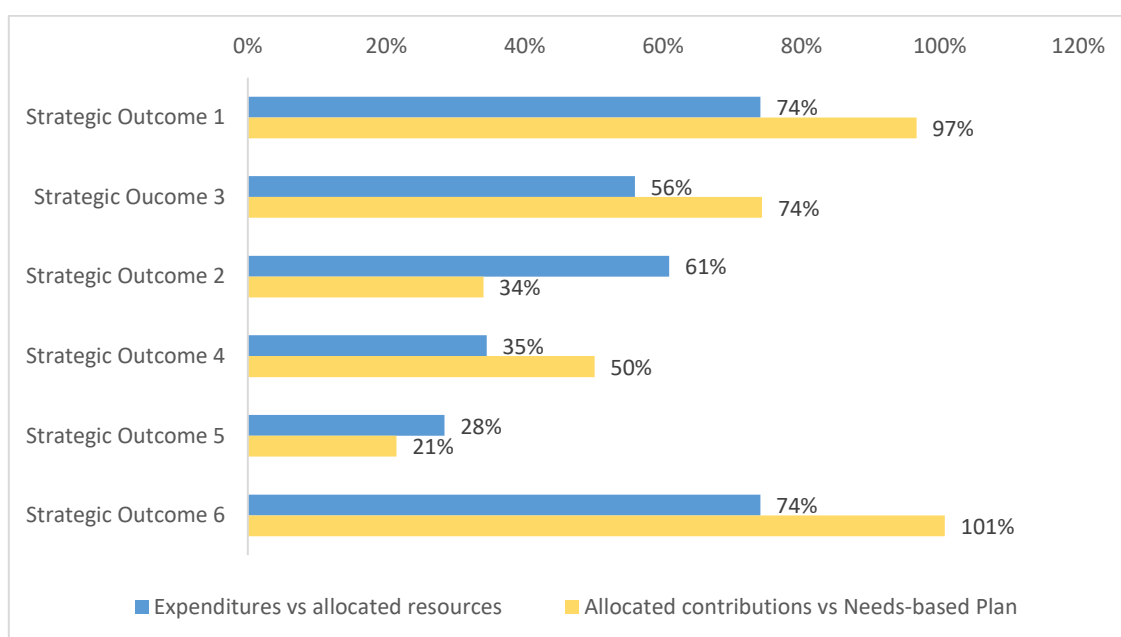
Figure 8: Nigeria CSP (2019-2022) by donor share



Source: WFP, the FACTORY platform, Resource situation report. Data extracted on 29 November 2021.

38. As of 29 November 2021, the needs-based plan (NBP) was funded at 53 percent (USD 756,106,069 out of USD 1,435,650,867). Certain strategic outcomes had received significantly less funding than planned in the budget. For example, Strategic Outcome 5 was allocated about 21 percent of its budget required in the NBP. By contrast, Strategic Outcome 6 was allocated about 101 percent of its NBP budget estimate (yellow bars in Figure 9). An analysis was also made of the expenditure against the allocated resources by strategic outcome. The lower income and expenditure rates for these strategic outcomes can be attributed to the fact that they cover longer-term objectives, considered less relevant by donors in the prevailing context.

Figure 9: Budget coverage in terms of fund allocations and expenditures (up to 29 November 2021)



Source: CPB Resources Overview report, Info System and Reporting Branch (CPPI), data extracted on 29 Nov 2021.

CSP performance overview

39. The number of planned beneficiaries increased from 1.1 million to 1.5 million in 2020 and to 2 million in 2021. The number of beneficiaries reached increased from about 872,000 in 2019 to 1.9 million in 2020 and more than 2 million in 2021 (105 percent actual vs planned). In each year WFP planned to reach a larger number of women and girls than men and boys; usually 60 percent versus 40 percent. In 2019 and 2020, WFP reached a greater proportion of the planned men and boy beneficiaries than the planned women and girl beneficiaries, although women and girl beneficiaries exceeded planned targets (see Table 2).

Table 2: Summary of planned and actual beneficiaries by gender (2019-2021)

Beneficiaries	2019			2020			2021		
	Planned	Actual	%	Planned	Actual	%	Planned	Actual	%
Women and girls	721,582	516,407	72%	995,018	1,070,777	108%	1,258,078	1,344,531	107%
Men and boys	424,888	355,267	84%	557,157	818,102	147%	826,988	853,646	103%
Total beneficiaries	1,146,470	871,674	76%	1,552,175	1,888,879	122%	2,085,066	2,198,177	105%

Source: Evaluation team - data from annual country reports (ACRs) 2019, 2020 and 2021.

40. Table 3 presents the planned and actual beneficiaries by age. It is useful to note that in 2020 children were the most-reached category of beneficiaries (59 percent of the total and 147 percent actual versus planned), while in 2021 more adults than children were reached (56 percent of the total beneficiaries and 118 percent actual versus planned).

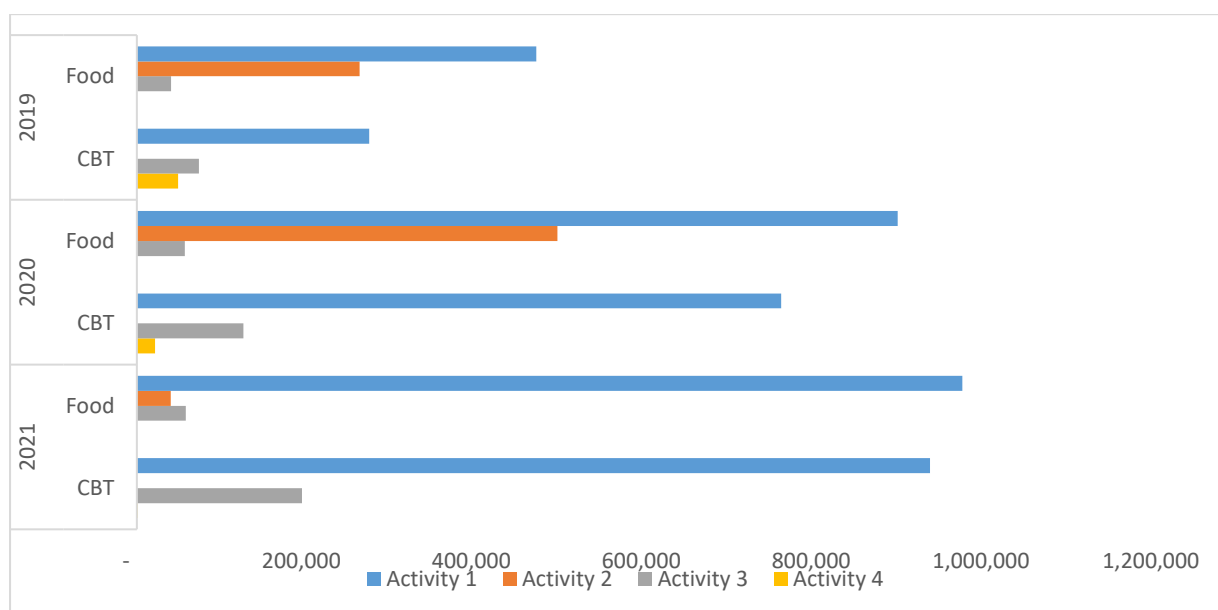
Table 3: Summary of planned and actual beneficiaries by age (2019-2021)

Beneficiaries	2019			2020			2021		
	Planned	Actual	%	Planned	Actual	%	Planned	Actual	%
Children (0-23 months)	235,122	97,295	41%	315,446	322,450	102%	308,932	264,837	86%
Children (24-59 months)	123,901	103,271	83%	162,693	214,096	132%	235,862	218,733	93%
Children (5-11 years)	126,262	128,118	101%	163,647	289,262	177%	285,510	278,225	97%
Children (12-17 years)	92,535	126,957	137%	119,933	292,514	244%	209,244	203,905	97%
Adults (18-59 years)	533,193	371,629	70%	744,500	640,253	86%	965,340	1,154,345	120%
Adults (60+ years)	35,457	44,404	125%	45,956	130,304	284%	80,178	78,132	97%
Total beneficiaries	1,146,470	871,674	76%	1,552,175	1,888,879	122%	2,085,066	2,198,177	105%

Source: Evaluation team – data from ACRs 2019, 2020 and 2021.

41. In 2020, beneficiary numbers showed a significant increase in both modalities used to deliver food assistance. In 2021, there was a further increase in the number of beneficiaries reached through cash-based transfers (CBTs) and a slight decrease in the use of in-kind transfers. The use of in-kind transfers decreased by 26 percent due mainly to a reduction in Activity 2 (Figure 10).

Figure 10: Actual beneficiaries by transfer modality (2019-2021)



Source: Evaluation team – data from ACRs 2019, 2020 and 2021.

42. Regarding the outcome indicators, SO1 endline CSP targets are missing from outcome indicators in this category because the approved needs-based plan for SO1 was planned to end in 2021. Surveys for the two indicators under SO3 could not be conducted as the end of the activity coincided with the onset of the COVID-19 pandemic and the activity was planned to elapse before the final year of the CSP. There is no 2020 follow-up value for the Emergency Preparedness Capacity Index (EPCI) under SO4 also due to the COVID-19 pandemic (see [Annex 5](#)).⁶⁵ Further analysis is provided in [Section 2.2.1](#) for EQ 2.1.

⁶⁵ WFP. Nigeria Annual Country Report 2020.

Progress towards gender equality

43. The WFP Gender Policy (2015–2020) advocates a transformative approach to GEEW to address unequal gender relations and promote the sharing of power, control of resources and decision making. The 2019 Nigeria Emergency Response Evaluation found that inadequate attention was paid to gender in the Nigeria response, with a failure to implement corporate guidance and standards, including the failure to develop a country-level gender baseline and action plan.

Accountability to affected populations

44. The Nigeria CSP seeks to ensure that affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences. One of the actions stated in the WFP protection and accountability policy of 2020 is to set up appropriate approaches, processes and mechanisms through which affected populations can measure the adequacy of interventions, influence decision making and make informed decisions. This includes WFP staff directly engaging with affected people, complaints and feedback mechanisms, such as hotlines, and other means to assess the degree to which affected people are satisfied with WFP assistance.

Overview of WFP Nigeria's analytical work

45. In designing the country strategic plan, WFP drew recommendations and lessons from the 2017 regional synthesis of operation evaluations, the 2017 evaluation of regional emergency operation and the 2018 evaluation of humanitarian principles and access.⁶⁶ Building on the 2017 Nigeria zero hunger strategic review, the CSP outlines the plan to achieve SDG 2 (zero hunger) by 2030 by fostering joint understanding of the challenges and gaps in the national response to food and nutrition insecurity, recommending actions and developing a road map for tracking progress on the implementation of these recommendations.

46. WFP operational activities in Nigeria have been shaped by a set of analytical products and processes. The WFP mobile vulnerability analysis and mapping (mVAM) produces emergency assessments, monitoring reports and maps, such as the hunger map and the COVID-19 snapshots.⁶⁷ This extends to 26 states in Nigeria and produces regular food security monitoring bulletins, poverty maps, gap analysis maps, market monitoring reports and country/thematic briefs in addition to the Cadre Harmonisé data. WFP is a highly active partner in the Cadre Harmonisé analysis. For example, its emergency food security assessment is heavily relied on to inform the March round of the Cadre Harmonisé analysis led by the Government with support from other partners. Other analytical work conducted by the country office includes the CSP annual country reports, the 2020 essential needs analysis in northeast Nigeria, the 2021 cropland change analysis and the 2021 essential needs and nutrition analysis in northwest Nigeria. Furthermore, the country office is currently following the decentralized formative evaluation of livelihoods activities in northeast Nigeria covering 2018-2020.

47. The country office produces regular COVID-19 internal situation reports. In addition, the country office produced the COVID-19 economic impacts on essential needs for urban and slum households in Nigeria.

1.4. EVALUATION METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

48. The general methodological approach followed the Office of Evaluation's quality assurance system for country strategic plan evaluations, in line with the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC) framework and quality standards for evaluation. The evaluation uses standard OECD-DAC evaluation criteria, namely: relevance, efficiency, effectiveness, coherence and sustainability as well as connectedness and coverage.

49. A non-experimental, theory-based approach relying on contribution analysis principles was applied. The theory of change, largely based on the WFP country strategic plan, supported the evaluation team in placing the logic of the country strategic plan objectives and activities within a broader context. Based on the reconstructed theory of change, the evaluation team assessed how WFP has interpreted and

⁶⁶ WFP Nigeria Country Strategic Plan (2019-2022).

⁶⁷ WFP, 2021. Nigeria VAM assessments.

implemented the CSP – bearing in mind the evolution of the context – and whether the assumptions made in it were sufficient and correct, and with what consequences for further action.

50. The core questions that the evaluation answered are standard to all country strategic plan evaluations (CSPEs). These have been expanded into specific lines of enquiry and indicators (with associated data sources and analysis methods) in the evaluation matrix (presented in [Annex 8](#)).

51. The evaluation team selected three strategic issues that are critical to the CSP as a lens to inform certain lines of inquiry within the evaluation questions. These are reflected in the present evaluation report under the related evaluation questions.

52. **Theme 1: Partnerships.** The WFP approach and activities in relation to these different partnerships with the Nigerian Government, local private sector entities and others, United Nations and non-United Nations agencies and operational partners have been examined in detail. This extended to looking at how WFP partners value the partnership.

53. **Theme 2: Implementation of the humanitarian-development-peace (triple) nexus.** Whether WFP country office has considered the challenges that may exist in working on the triple nexus and its alignment with the authorities, and how it manages these possible tensions has been a focus of the present evaluation.

54. **Theme 3: Areas of intervention in Nigeria.** The evaluation team intended to explore whether the agency should expand its interventions geographically and/or programmatically or whether it should strengthen the quality of its current interventions first. Indeed, since the start of its intervention in 2016, WFP has concentrated its interventions in northeast Nigeria. Further to this intervention, WFP has considered food security and related needs and launched relatively small-scale and temporary interventions in the northwest and other parts of Nigeria, including some COVID-19 urban hotspots. Furthermore, and linked to the COVID-19 pandemic, WFP has worked with the Government to address the food insecurity implications of the surging food prices in large cities, such as Abuja, Kano, and Lagos. These interventions may provide indications as to WFP added value and organizational strengths in Nigeria, an issue further explored below.

55. The evaluation used a mix of quantitative and qualitative tools ([Annex 7](#) on Methodology) employing secondary data through a comprehensive desk review of pre-existing documentation and quantitative data sets ([Annex 16](#) Bibliography). It was complemented by primary data collection, which included semi-structured key informant interviews (KIIs), on the basis of the stakeholder analysis presented in [Annex 10](#). More than 100 informants have been interviewed, including 29 beneficiaries, and 42 focus group discussions (FGDs) have been conducted for a total of more 500 people reached during data collection (reference is made to [Annex 7](#) Methodology for further details, including sampling, and to [Annex 11](#) List of People Interviewed, while the data collection guidelines are presented in [Annex 9](#) just after the evaluation matrix on which they are based).

56. The evaluation focused on the gender dimension by recognizing cultural biases, achieving a balance of respondents, seeking out women beneficiary groups, and analysing outcomes from a woman's perspective. The evaluation systematically reviewed the promotion of gender equality and empowerment of women (in processes and policies, and through all WFP activities in the country, such as the process for selecting cooperating partners, or the measures taken to improve the technical and institutional capacity of cooperating partners to contribute in terms of gender equality and empowerment of women).

57. **Limitations.** Limitations experienced by the evaluation team included the fact that staff turnover in the country office reduced institutional memory of the process and discussions at the time of the CSP development. Due to COVID-19 related travel restrictions, the international evaluation team could not travel to Nigeria to conduct data collection in the field. Hence in-person interviews and field visits were conducted by the national consultants. Other limitations related to data availability and analysis are discussed in [Annex 7](#) Methodology along with mitigation measures. Data cut-off was fixed, in consultation with the Office of Evaluation and the country office, at the end of November 2021. Nevertheless, all 2021 data mentioned in the report have been updated to the latest version of the annual country report 2021.

58. **Ethical standards.** The evaluation conformed to WFP and United Nations Evaluation Group (UNEG) ethical standards and norms at all stages and in all of its activities. All members of the evaluation team abided by the 2020 UNEG Ethical Guidelines and the 2014 Guidelines on Integrating Human Rights and

Gender Equality in Evaluations. The evaluation team ensured informed consent, protecting the privacy, confidentiality and anonymity of participants, as well as their cultural sensitivity, while respecting the autonomy of participants, ensuring a fair involvement of participants (including women and socially excluded groups). The evaluation team also ensured that the evaluation results caused no harm to participants or their communities.

59. **Quality Assurance.** In accordance with long-term agreement requirements, this evaluation report has undergone a thorough quality assurance process. The process has strictly followed the Centralized Evaluation Quality Assurance System (CEQAS) and relevant materials, including the Guidance for Process and Contents for CSPEs and the template and quality checklist for evaluation reports.

60. The role of the Landell Mills Consortium external quality advisor (QA) entails providing methodological advice, peer reviewing all evaluation deliverables, facilitating overcoming any possible quality risks or methodological issues ([Annex 7](#) Methodology).

2. Evaluation findings

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

2.1.1 To what extent is the country strategic plan relevant to national policies, plans, strategies and goals, including achievement of the national Sustainable Development Goals?

61. The CSP reflects the relationship WFP has with the various Nigerian government authorities, which is key to achieving durable and sustainable outcomes of its activities in Nigeria. It is consistent with the achievement of the national Sustainable Development Goals. The CSP incorporates the key priorities of the Government's strategy to eliminate hunger countrywide, with several nuanced exceptions such as establishing linkages with other sectors and services, including safe drinking water. WFP has contributed and delivered valuable work in support of the Government's endeavour to fulfil its commitment to reach zero hunger in Nigeria.

62. Since the start of developing the CSP in Nigeria in 2017, WFP has been focused on how it could best support and ensure alignment with the Government's plans and policies. Essentially, the CSP is built on the scenario that WFP would hand over much of the emergency response to the Government by the end of this first CSP cycle. In this regard, and in keeping with the Government's focus on sustainable development and economic progress for all, the CSP shows a strong coherence with the Government's plans and policies. At the federal level, WFP has received wide praise from government authorities for its role, its effectiveness, its willingness to collaborate and for its work in the northeast in particular.⁶⁸

63. Central to WFP efforts has been its extensive support to the zero hunger review, which was requested by the then WFP Executive Director, led by the former Nigerian president, and published in early 2017.⁶⁹ Aligning with SDG 2 (zero hunger), this review had among its objectives to provide "a comprehensive understanding of the food security and nutrition context" and to identify "the key development and humanitarian challenges the country faces in achieving the zero hunger aspirations".

64. WFP delivers valuable work in support of the Government's endeavour to reach zero hunger. While all of the CSP contributes to zero hunger, one of the CSP strategic outcomes (SO5) is entirely devoted to achieving this objective at the policy level as WFP aims to become a recognized advocate for zero hunger in Nigeria. The CSP incorporates the key priorities of the Government's zero hunger strategy, including: the reduction of hunger in absolute terms; improvement of the level of nutrition through fortified food; and the strengthening of livelihoods through agricultural production and the improvement of public (federal and state level) institutions' capacities for food security and nutrition systems' monitoring.

65. The Zero Hunger Roundtable, which WFP created together with the Ministry of Humanitarian Affairs, Disaster Management, and Social Development in 2020, brings together leaders from the private sector, the Government, United Nations agencies and research institutions to identify and advocate for longer-term solutions to Nigeria's hunger challenges.

66. Some nuances in the CSP with regards to the Government's zero hunger strategy should be noted. For example, while the Government's strategy points to the need to modernize agriculture and the food supply chain through private investments, the WFP conditional assistance schemes for resilience building (CSP SO2) appear to be aimed at contributing to ecosystemic interventions with distributed participation, for example, through the construction of small-scale agricultural infrastructure. Similarly, the management and delivery of WFP technical assistance to the Government for the implementation of the school feeding programme includes support for enhancing agricultural production and strengthening livelihoods of smallholder farmers, targeted, and supported, through the home-grown vegetable garden scheme. While the zero hunger strategy points to water as a problem for agriculture, neither the CSP nor the zero hunger

⁶⁸ See Annex 15.

⁶⁹ WFP has also been a co-founder to this review.

strategy itself note the importance of access to safe water for human consumption in relation to food and nutrition, which creates a critical gap. A 2020 inter-agency nutrition and food security surveillance covering 65 local government areas (LGAs) within the BAY states found, for example, that fewer than 15 percent of assessed households treat their drinking water and out of that, fewer than 70 percent use appropriate/safe water treatment methods. The country office acknowledges this gap, and the opportunity for further strengthening of inter-agency coordination around this issue.⁷⁰

67. Other national policies are appropriately taken into consideration in the CSP. The 2001 National Policy on Food and Nutrition Security includes immediate and long-term priorities for agricultural production as well as for addressing micronutrient deficiencies, including through food fortification. The policy establishes the National Committee on Food and Nutrition and stresses the importance of developing national expertise for food and nutrition security monitoring. WFP has understood the Government's desire and plan to develop a detailed understanding of causes and areas of vulnerabilities. Nigeria's Agricultural Promotion Policy (2016-2020), referenced in the CSP, also emphasises the partnership with private investors and the development of supply chains as part of its agriculture policy. It aimed to significantly increase the availability of fresh food. Nigeria's Economic Recovery and Growth Plan (NERGP) (2017-2020), to which the CSP also refers, sought to reduce Nigeria's dependency on imported food and, conversely, to become a net exporter for key commodities. In the CSP preparation, attention was given to the NERGP at a macroeconomic level, especially in terms of the importance of food security and agriculture. WFP procurement and selection of assistance modalities have also taken the economic environment into account, although a number of issues have been noted in this regard.⁷¹ More specifically, WFP cash-based transfer activities, whether in the form of (mobile) cash or a voucher system have an impact on local economies and capacities. This type of analysis is relevant for CSP development. The cash-based transfer data and analysis has the potential to contribute to the transition to social protection schemes and safety nets, according to key informants.

68. The CSP references the Buhari Plan, the Government's blueprint for addressing and stabilizing the northeast crisis that outlines the Government's post-conflict recovery priorities ranging from emergency assistance to stabilization and early recovery. WFP attention to the Buhari Plan is another sign of its high degree of attention to government plans and its extensive engagement and support to the Government in realizing them.

69. Nigeria's National Action Plan on Women, Peace and Security, first developed in 2013 and updated in 2017, is relevant to WFP work on gender and peacebuilding. However, the CSP does not refer to it. The national plan, which follows United Nations Security Council Resolution 1325 on Women, Peace and Security (2000), seeks to work towards a gender-responsive and gender-balanced security sector. Relevant to the WFP nexus approach in the area of crisis management, early recovery and post-conflict reconstruction, the plan aims "to ensure specific relief and recovery needs of women and girls are met and women's capacities to act as agents in crisis, recovery and post-conflict situations are reinforced".⁷² This policy statement would have been a further incentive for WFP to highlight the central role of women in peacebuilding.

2.1.2 To what extent did the country strategic plan address the needs of the most vulnerable people in the country to ensure that no one is left behind?

70. The CSP specifically addressed the risks that the most vulnerable beneficiaries face while accessing food assistance. It provided special attention to people with disabilities, and also adopted a gender-sensitive approach, although with insufficient attention to issues such as gender-based violence and domestic violence in the camps. Active engagement with the Cadre Harmonisé framework provided WFP with evidence on vulnerabilities and needs in the northeast and northwest of Nigeria. The CSP also provided for community-based targeting, which helped to identify the most vulnerable people, including those in camps. Other data also feed into operational decisions on targeting. However, further use could be made of additional sources of information deriving from consultations with affected people, and from

⁷⁰ Nigeria Government, Nutrition and food security surveillance: Northeast Nigeria – Emergency Survey December 2020

⁷¹ See section 3.3.

⁷² See Security Women Website

protection and gender-sensitive assessments to ensure that all who are vulnerable and have food needs are fully recognized.

71. The invitation from the Nigerian Government to WFP to relaunch its operations in Nigeria concerned the needs of communities in the three northeast states, Borno, Yobe, and Adamawa. These states are the most prone to food insecurity and to vulnerability of the 16 states that are regularly monitored by the Cadre Harmonisé.⁷³ Since its start in 2015, WFP has been a key partner in Nigeria to the Cadre Harmonisé framework and WFP operational plans were broadly aligned to the Cadre Harmonisé results.⁷⁴

72. Following Cadre Harmonisé data, more recently, WFP also launched interventions in the northwest, but has not established a permanent presence. This region, in particular the states of Zamfara, Sokoto and Katsina, has seen a significant deterioration in the security situation in recent years and the risk that vulnerable people in this region are left behind should not be excluded.⁷⁵ The two budget revisions of the CSP include references to the interventions in the northwest.⁷⁶

73. Some of the strengths of the Cadre Harmonisé may also be its weakness. Being a consensus-based framework, it takes into account the views and decisions of a wide range of actors, including government authorities. Identifying communities in need of assistance in this situation, which is, in fact, an armed conflict, may be subject to certain sensitivities and/or misunderstandings.⁷⁷ Humanitarian agencies may feel pressed to focus on areas of authorized access or prioritize people who are actually already receiving assistance.⁷⁸ For WFP to fully understand vulnerabilities, the Cadre Harmonisé data and analysis is not the only source that guides operational decisions. Feedback and insights deriving from consultations with affected people, as well as protection and gender-sensitive assessments, are also relevant sources.⁷⁹ Although the Cadre Harmonisé documents refer to “civil unrests and conflicts,” the analysis on the significance of the impact of the armed conflict on food and nutrition insecurity seems insufficient. In addition, despite efforts to obtain the full picture on the needs in areas outside government control, the reliability of data and the precise situation of people in need in these areas is unclear or only partially known for the main reason that international actors do not have a permanent presence in the areas.

74. In assessing vulnerability, critical aspects include protection, accountability to affected populations and gender as they will highlight specific needs. The CSP emphasises these aspects and notes the intention of WFP to mainstream protection considerations in order to ensure that people with specific vulnerabilities will be identified.

75. Direct engagement with affected communities is another way to ensure that vulnerable groups or individuals will not be left behind. Corporately, WFP has adopted a detailed policy linking protection and accountability to affected populations.⁸⁰ The identification of the most vulnerable people at the camp level is done through community-based targeting methods. It involves camp committees made up of traditional and religious leaders and representatives from groups considered to be potentially vulnerable, such as single-headed households, women, the disabled, the elderly and youths. Key informants generally consider this an appropriate system. At the same time, it requires regular validation and verification efforts by WFP or its cooperating partners to ensure its reliability, preventing abuse or misappropriation. There is a risk

⁷³ As a consolidated data collection process that produces relevant and consensual analyses of current and projected food and nutrition situations, the Cadre Harmonisé applies the methodology of the Integrated (Food Security) Phase Classification (IPC) and is an important yardstick for relevant and adequate geographic targeting according to collectively recognised needs.

⁷⁴ See WFP, WFP’s Corporate Emergency Response in Northeast Nigeria (2016–2018) Corporate emergency response evaluation, p. 14.

⁷⁵ See WFP, Essential Needs and Nutrition Analysis - Northwest Nigeria (Zamfara, Sokoto, Katsina), February 2021 Assessment Report.

⁷⁶ See further section 4.3.

⁷⁷ In terms of international humanitarian law, the conflict in northeast Nigeria can be qualified as a non-international armed conflict.

⁷⁸ See WFP, WFP’s Corporate Emergency Response in Northeast Nigeria (2016–2018) Corporate emergency response evaluation, p. 15.

⁷⁹ One such example of a further qualitative research to understand CH results is an inter-agency assessment mission to the northwest in November 2019, to understand the differences between of CH results with earlier technical assessments/analyses. See Inter-Agency Northwest scoping mission Report 2019, p. 5.

⁸⁰ This is also further explained in section 2.2.

that the reduced field presence of WFP staff, because of insecurity or COVID-19 restrictions, could also result in a reduced level of quality control on the actual final selection of beneficiaries (see Section [2.3.2](#)).

2.1.3 To what extent has WFP's strategic positioning remained relevant throughout the implementation of the country strategic plan in light of changing context, national capacities, and needs, including COVID-19-related needs?

76. WFP performed well in adapting to a changing context over the course of CSP implementation. As part of the COVID-19 response, for example, WFP helped the Government establish an alternative school feeding programme that provided take-home rations. It also used its strategic position to support the Government in addressing the economic impact of the COVID-19 pandemic. In response to the crisis in the northwest region, WFP worked to mobilize resources and attention from donor governments. The flexibility to establish new partnerships to implement these adaptations, combined with knowledge and analysis of the Nigerian job market and economy, helped WFP to remain relevant in addressing needs and strengthening national capacity to respond to these needs.

77. While it initially focused on capacity strengthening for the National Emergency Management Agency (NEMA) and the State Emergency Management Agency (SEMA), in 2018 WFP expanded its operations from covering a few local government areas to major parts of the northeast.⁸¹ This scale-up demonstrates the WFP comparative advantage in delivering food and nutrition responses at scale and supporting overall humanitarian logistics, especially in humanitarian emergencies. It is the single most appreciated role of the agency.⁸²

78. As part of the COVID-19 response, WFP strengthened its strategic positioning through partnership with the federal and state authorities. At the Government's request, WFP supported the set-up of an adjusted school feeding programme, given the school closures. The adjustment consisted of providing the safe delivery of take-home rations as part of the modified national home-grown school feeding programme, which reached about one-third of the entire group of beneficiaries enrolled in the programme before the beginning of the COVID-19 pandemic. WFP provided technical assistance across all phases of the intervention, from the vulnerability analysis and targeting process conducted through community-based engagement, to security protocols for distribution, and to monitoring and training of all actors of the implementation.

79. WFP also supported the Government in other ways in addressing the impact of the pandemic. It assisted the Government in undertaking a cash and food assistance programme in the three urban COVID-19 hotspots, including Abuja, Kano and Lagos, and creatively used several (local) means of transport to reach vulnerable people.⁸³ WFP showed its creativity and capacity to reach large communities in urban areas and its relevance in addressing the impact of the pandemic on socioeconomic conditions. However, WFP presence on the ground in the BAY states had to be significantly reduced due to movement restrictions put in place by the Government following WHO guidelines. Most WFP staff worked from home and expected national partners to follow up in the field.⁸⁴ This, in turn, created a significant risk for WFP to lose direct contact with beneficiary communities.

80. WFP demonstrated appropriate knowledge, analysis, flexibility and adaptation in building on the vast opportunities that the Nigerian job market and economy offer. The CSP is well-aligned with the country's positive approach to private investment and private sector initiatives. One prominent example is the "Zero Hunger Sprint", which seeks the involvement of social innovators from the private sector to bring forward concrete ideas in finding solutions to hunger. Overall, WFP has promoted an enabling environment for private sector initiatives to contribute to the reduction of hunger by improving agricultural production and optimizing supply chain and logistical solutions.

⁸¹ See WFP, Corporate Emergency Response in Northeast Nigeria (2016–2018), corporate emergency response evaluation (2019).

⁸² See further sections 2.1.4 and 2.4.2

⁸³ See WFP, News Release, Nigeria and WFP pioneer use of rickshaws and boats to get food and cash to coronavirus-affected city hotspots, 6 October 2020.

⁸⁴ In some cases, cooperating partners' presence was also reduced during the initial COVID-19 restrictions.

81. Although the crisis in the northwest region was not foreseen in the CSP, WFP worked hard to mobilize resources and donor governments' interest. Given the significant indications of malnutrition and food insecurity having reached emergency thresholds, the question becomes to what degree the national actors and the international community are able and/or willing to meet their duty to fulfil the humanitarian imperative.⁸⁵

2.1.4 To what extent is the CSP coherent and aligned with the wider United Nations and humanitarian plans and include appropriate strategic partnerships based on the comparative advantage of WFP in the country?

82. The CSP is well aligned with the wider United Nations and humanitarian plans in Nigeria. The CSP moves progressively from an emergency-oriented response towards a long-term vision for strengthening livelihoods and addressing some of the root causes of food and nutrition insecurity over time, focusing on the triple nexus of peace, humanitarian action, and development. WFP has generally developed appropriate partnerships based on its comparative advantage in Nigeria; it is responsible for the United Nations Humanitarian Air Service (UNHAS) and leads on telecommunications and logistics. While it works closely with the International Organization for Migration (IOM) and UNICEF, some of the relationships with other United Nations partners seem less consistent.

83. In Nigeria, as part of the United Nations system, WFP has signed the United Nations Sustainable Development Partnership Framework (UNSDPF), which covers the period 2018-2022. In doing so, it has also committed to working in partnership under the fully-fledged "Delivering as One" modality to implement UNSDPF. The agencies that work on the humanitarian side, such as WFP, have also agreed with the objectives and plans in the Humanitarian Response Plan (HRP), which has a multi-year scope in Nigeria (2019-2021). Another advantage of the three-year Humanitarian Response Plan is that it enables WFP to align its strategy with it. In fact, SO1 and SO2 correspond with the 2019-2021 Humanitarian Response Plan's three strategic objectives.⁸⁶

84. The CSP is explicit in terms of the way in which it contributes to the implementation of the SDGs, in particular SDGs 2, 3, 5, 13 and 17. The CSP defines the outcomes in a way that progressively moves from an emergency-oriented response towards an intervention aimed at the strengthening of livelihoods and addressing the root causes of food and nutrition insecurity. The CSP also highlights that it will operationalize the humanitarian-development-peace nexus in accordance with the international policy debate. At the time of the CSP preparation in 2018, corporately, WFP was in the process of developing its thinking and approach on the triple nexus noting that it is in large part SDG 16, on peace, justice, and strong institutions, which speaks most urgently and explicitly to the humanitarian community.⁸⁷ As explained in a June 2018 Discussion Paper for the Executive Board, working in a nexus framework means that WFP will become more involved in addressing the root causes of hunger. The CSP, however, does not directly address the connection between the conflict in Nigeria and the root causes of vulnerability, which could be a potential perspective to address the peace pillar of the nexus.

85. WFP staff reported positively about engagement in coordination mechanisms involving the Humanitarian Country Team (HCT), the food security sector (FSS), the nutrition sector, the cash working group, and the Cadre Harmonisé framework. WFP also leads the delivery of several critical shared services (see paragraphs 136-143). The food security sector works to ensure a coordinated response in addressing food assistance producing information tools such as the food sector dashboard for northeast Nigeria, needs assessments and an overview of organizations' presence. WFP supports the food security sector by having some coordination staff on its payroll. These coordination mechanisms play critical roles in the humanitarian response in the northeast.

86. Key informants pointed to active WFP engagement with inter-agency and collective processes and, especially, in the conversations on the triple nexus in the HCT as the progress on this policy commitment is a key priority for the wider system. The country office undertook extensive consultations with United

⁸⁵ See further in sections [2.4.1](#) and [2.4.2](#).

⁸⁶ The development of the CSP and HRP may have happened in parallel in 2018, although there is little cross-referencing between the documents.

⁸⁷ See WFP Discussion Paper: WFP Executive Board June 2018 – Side event on the Triple Nexus.

Nations partners in preparing the CSP. While the CSP document was shared with partners at the time it was issued, some key informants, who play central inter-agency coordination roles, were not familiar with the CSP and how the document is aligned with the UNSDCF and Humanitarian Response Plan. Under the UNSDCF guidance, collective conversations and joint analysis should take place to ensure that WFP priorities fit within collective priorities.

87. WFP also benefits from collaboration with its United Nations partners such as the United Nations Food and Agriculture Organization (FAO), IOM, and UNICEF and, especially for gender, with UN Women. With FAO, WFP collaborates on the zero hunger strategy and the attainment of the SDGs. With IOM, WFP has concluded a memorandum of understanding (MoU) to share personal data of internally displaced persons. This partnership benefits from the two agencies' strengths in data collection: IOM in terms of its experience and expertise in tracking (internal) displacement and WFP in terms of its data on food needs. The IOM displacement tracking matrix (DTM) keeps comprehensive numbers and data of population movements. The DTM complements WFP SCOPE, which registers and records beneficiary identities and serves as a benefit management system. Key informants noted that the linkages between the SCOPE and DTM have resulted in a more efficient delivery of assistance. WFP shares the nutrition interventions with UNICEF following the global agreement between the two agencies, which arranges for WFP to address moderate acute malnutrition (MAM).

2.2. EQ2: WHAT IS THE EXTENT AND QUALITY OF THE WFP CONTRIBUTION TO CSP STRATEGIC OUTCOMES IN COUNTRY?

2.2.1 To what extent did WFP deliver expected outputs and contribute to the expected CSP strategic outcomes?

88. Many of the output targets set by WFP were achieved or exceeded in the first two years of the CSP, although performance across activities has been somewhat uneven. The number of beneficiaries and the quantity of food and cash transfers increased in most cases in 2019 and 2020, which is a significant achievement in the context of a deteriorating security situation combined with the onset of the COVID-19 pandemic. Due largely to underfunding, however, provision of services did not always keep pace with need and difficult decisions were required. Rations were cut to 70 percent in late 2021 to enable greater beneficiary reach with existing resources. Underfunding also led to cutbacks in activities planned to prevent stunting and support livelihoods and may have been a factor that kept WFP from reaching targets for limiting the recourse of individuals to emergency coping strategies. Widespread support was provided to states for vulnerability analysis and mapping that strengthened local capacity for emergency response. Strong support was also provided for food and nutrition advocacy. Finally, WFP provision of support for logistics ranging from emergency telecommunications to air service placed it in a position of leadership on key coordination mechanisms and enabled a wide range of partners to contribute more effectively to the humanitarian response.

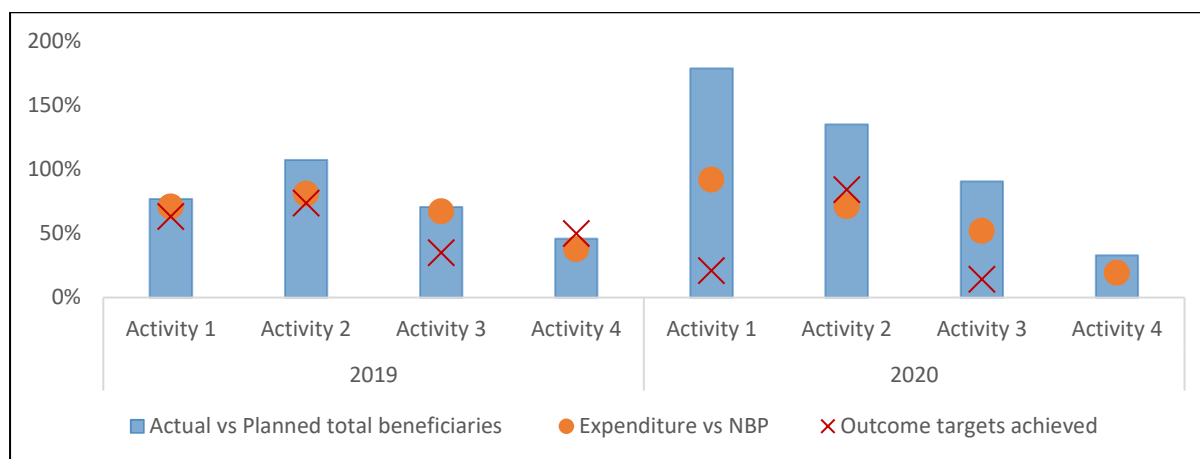
89. Increases in beneficiary numbers and improvements in output targets exceeded expectations, suggesting that WFP performed well, although progress was uneven across the activities. Figure 11 shows that overall outcome achievement deteriorated between 2019 and 2020. Of 35 outcome indicators reported against in the 2019 annual country report, 21 achieved overall targets, whereas in 2020, 13 of 33 indicators were achieved.

90. In 2019, the country office reported performance results against 97 output indicators; 47 targets were achieved. There is a noticeable improvement in the output data in the 2020 annual country report: results were shown for 97 indicators and 74 targets were achieved (see [Annex 5](#)). The number of beneficiaries reached, and the quantity of food and cash transferred was in most cases increased, although some indicators were not the same as the previous year.

91. The discrepancy between actual versus planned total beneficiaries across activities in 2019 and 2020, as well as the levels of outcome achievement and expenditure are illustrated in [Figure 11](#). A blue bar (percentage of planned beneficiaries reached) below the orange sign (expenditure as a percentage of the needs-based plan) indicates that the number of beneficiaries was lower than could have been expected given the available resources and ultimate level of budget implementation. A blue bar above the orange line mark indicates that the number of beneficiaries reached was higher than would have been expected given the budget used. In general, WFP reached the number of beneficiaries that could be expected given

the level of expenditure in each activity. The exception is Activity 1 for year 2020 in which the number of beneficiaries reached was significantly higher than would have been expected given the level of budget implementation. This was mainly due to the COVID-19 pandemic scale-up and related urban response. In 2021, there was also a one-off food distribution as part of the COVID-19 response.

Figure 11: Percentage of planned beneficiaries reached vs percentage of needs-based plan utilized (expenditure) and outcome targets achieved



Source: Evaluation team – data from ACRs 2019 and 2020.

92. An analysis of the share of outcome targets achieved across activities in 2019 and 2020⁸⁸ produces somewhat unclear results. It was lower than would have been expected given the expenditure levels for activities 1, 2 (only in 2019) and 3, and higher than would have been expected given the levels of expenditure in Activity 4 (NPA) in 2019. These results may simply reflect initial difficulty in establishing appropriate outcome targets.

93. For activities 1 and 2, stakeholders stated that there was an increase in the number of beneficiaries reached due to a combination of factors including the COVID-19 response. [Table 4](#) does indeed show an increase for Activity 1, while it shows a dramatic decline for Activity 2.

94. From October 2021, the ration was cut to 70 percent⁸⁹ due to funding shortages. Unexpectedly, this does not appear to have triggered a deterioration in outcome indicators for Strategic Outcome 1. On the contrary, end-of-year targets were met for ten indicators compared to eight in 2020 (see [Table 24](#) in [Annex 5](#)).

95. Regarding divergences seen in available performance data, two issues are worth noting. First, in its self-assessment of mid-term performance, the country office attempted an analysis of the outcome indicators. One issue found was that the CSP did not sufficiently articulate mutually reinforcing effects among some of the strategic outcomes.⁹⁰ A second issue was the difficulty in establishing a clear causal link between output and outcomes, beyond some general impressions.

96. The gap between the planned and actual achievement of outputs leading to outcomes may be an artefact of the number and magnitude of contextual variables, that is, the deterioration of the conflict and the onset of the COVID-19 pandemic. Fluctuations in humanitarian access due to insecurity, new movements of internally displaced persons, and the effects of the COVID-19 pandemic on markets are factors that may have contributed to the variations observed, as also explained in the 2019 and 2020 annual country reports. A further complicating issue is that the causal link between outputs and outcomes assumed in the line of sight and the logframe, may have been unrealistic given the instability of the context.

⁸⁸ Data for 2021 was not available due to the COVID-19 restrictions at that time.

⁸⁹ WFP Nigeria Situation Report October and November 2021.

⁹⁰ This could also be seen in a negative light, i.e., not achieving one SO may have implications for another.

97. While the total number of beneficiaries increased in the first years of the CSP,⁹¹ there is variability by modality. [Table 4](#) shows a steady increase in absolute terms of food beneficiaries during the period 2019-2021, except for Activity 2, whose number of assisted people dropped from 495,177 in 2020 to 39,865 in 2021. Total food beneficiaries increased by 38 percent, from 772,707 in 2019 to 1,069,323 in 2021. The highest number of food beneficiaries was reached in 2020 when WFP provided food to 1,390,942 people.

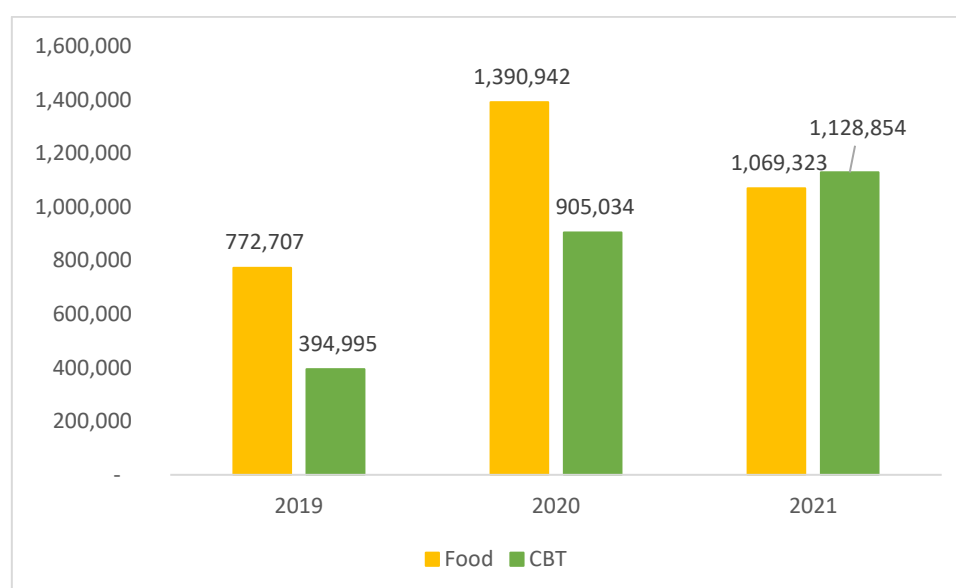
98. There was a decrease in the share of food beneficiaries versus share of cash-based transfers in 2020 and 2021. The number of cash beneficiaries rose dramatically from 394,995 in 2019 to 905,034 in 2020 due to the COVID scale-up and continued to increase in 2021 when WFP reached 1,128,854 beneficiaries with cash-based transfers ([Figure 12](#)).

Table 4: Planned versus actual beneficiaries by activity and transfer modality

Activity	Transfer modalities	2019			2020			2021		
		Planned	Actual	%	Planned	Actual	%	Planned	Actual	%
Activity 1	Food	470,178	470,190	100%	470,178	895,765	191%	877,677	971,883	111%
	CBT	450,692	273,648	61%	450,692	758,334	168%	827,876	933,769	113%
Activity 2	Food	243,772	262,208	108%	366,305	495,177	135%	322,561	39,865	12%
	CBT	-	-	-	-	-	-	-	-	-
Activity 3	Food	41,175	40,309	98%	54,900	56,429	103%	50,000	57,575	115%
	CBT	108,825	72,947	67%	145,100	125,313	86%	200,000	194,420	97%
Activity 4	Food	25,000	-	0%	25,000	-	0%	40,000	-	0%
	CBT	80,000	48,400	61%	40,000	21,387	53%	40,000	665	2%

Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

Figure 12: Actual beneficiaries by transfer modality



Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

99. [Table 5](#) shows the steady growth of food transfers from 81,239 mt distributed in 2019, to 83,876 mt in 2020 and 147,121 mt in 2021, despite a general deterioration in 2021 in the percentage of actual mt of food distributed versus planned mt distributed in all the activities. In 2021, WFP transferred USD 76,511,980, which was 14 percent more than in 2020, but only 47 percent of the planned amount.

⁹¹ See CSP performance review in Section 1.3.

Table 5: Food transfers (mt) and cash-based transfers (USD) by activity

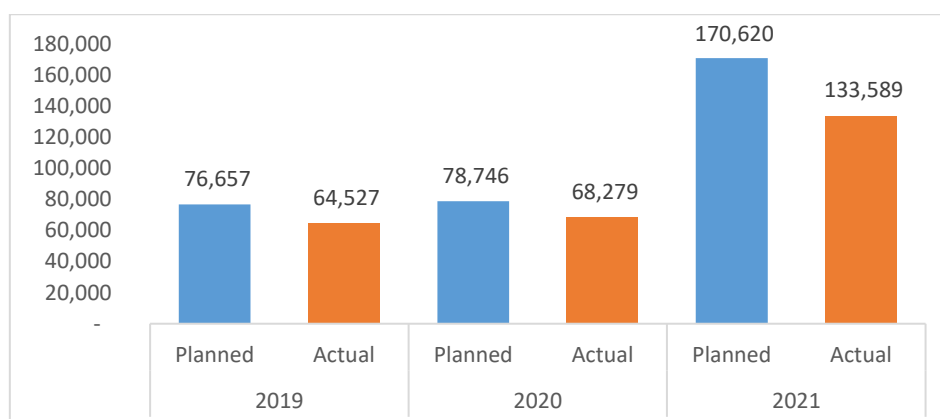
Activity		2019			2020			2021		
		Planned	Actual	%	Planned	Actual	%	Planned	Actual	%
Activity 1	Food transfers (mt)	76,657	64,527	84%	78,746	68,279	87%	170,620	133,589	78%
	Cash-based transfers (USD)	52,139,208	43,270,751	83%	64,165,570	57,663,571	90%	13,7095,934	71,286,074	52%
Activity 2	Food transfers (mt)	17,803	13,048	73%	22,561	12,580	56%	23,892	12,599	53%
	Cash-based transfers (USD)	-	-	-	-	-	-	-	-	-
Activity 3	Food transfers (mt)	4,669	3,664	78%	6,226	3,017	48%	5,670	933	16%
	Cash-based transfers (USD)	9,990,062	4,270,044	43%	14,016,660	8,551,561	61%	19,320,000	5,744,024	24%
Activity 4	Food transfer (mt)	900	-	0%	900	-	0%	1,440	-	0%
	Cash-based transfers (USD)	8,319,600	3,172,149	38%	6,624,000	882,932	13%	6,624,000	631,200	9%
Totals	Food transfer (mt)	100,029	81,239	81%	108,433	83,876	77%	201,622	147,121	72%
Totals	Cash-based transfers (USD)	70,448,870	50,712,944	71%	84,806,230	67,098,064	79%	163,039,934	76,511,980	46%

Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

Strategic Outcome 1: Internally displaced persons, returnees, refugees and local communities affected by crises in Nigeria are able to meet their basic food and nutrition needs during and in the aftermath of shocks.

100. Activity 1: Provide unconditional food assistance and income-generating activities to food-insecure internally displaced persons, returnees, refugees and host communities affected by crises. The total of emergency food assistance defined as general food assistance in SO1 Activity 1 showed very significant growth in 2021 (from 64,527 mt in 2019 to 133,589 mt in 2021), even if it was below planned quantities in each year, as shown in Figure 13.

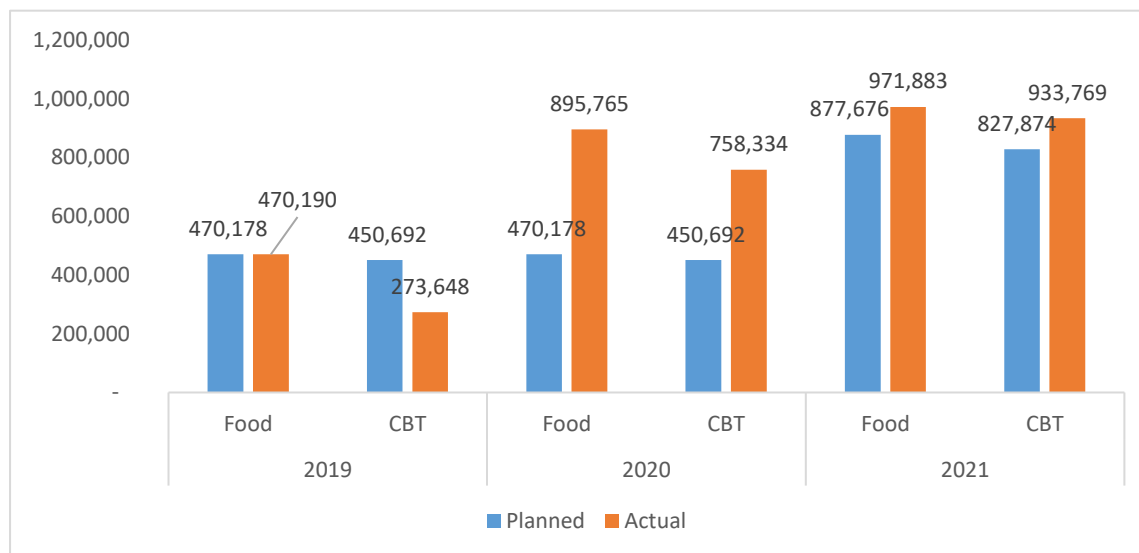
Figure 13: Planned versus actual mt of food transfers for Activity 1



Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

101. The number of beneficiaries increased in 2020 and in 2021, reaching 971,883 individuals. Cash-based transfer targets were not achieved in 2019 but were exceeded by 68 percent in 2020 and by 13 percent in 2021 (see [Figure 14](#)). Current staff mentioned that the main reason for the discrepancies was the response to the COVID-19 pandemic, when the transfer modality shifted toward cash-based transfers and to the use of cash-based transfers in urban locations, which was not part of the 2020 plan.

Figure 14: Planned versus actual beneficiaries by transfer modality for Activity 1



Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

102. The WFP in-kind food basket comprised cereals, pulses, fortified vegetable oil, iodized salt and fortified blended food (Super Cereal) to provide 2,100 kcal a day per person. It meets Sphere standards⁹² when the full basket is received. In-kind assistance is provided in locations furthest from functioning markets and prioritizes those who are most vulnerable. The percentage of beneficiaries receiving food assistance through cash-based transfers increased in relation to food transfers although the latter remained the primary modality. In 2021, 11 percent more beneficiaries received food than planned and 13 percent more beneficiaries received cash-based transfers than planned, increases that were only made possible by reducing the ration from October 2021 (see [paragraph 93](#)).

103. Several recipients of WFP food assistance reported that it was vital to their current needs. Most beneficiaries were satisfied with WFP services as they received food packages that covered their essential nutritive needs. They also noted the communications of the frontline workers, who were quick in informing about delays and diligent in pre- and post-delivery consultations with the community. Respondents more frequently reported insufficiencies regarding non-food assistance; many women and girls mentioned hygiene and sanitation as unmet needs. In Maiduguri, some aid recipients indicated that they were unable to cover all their needs with the cash assistance provided by WFP.

104. Cash-based transfers are based on the local market value of a basket of foods nominally similar to the in-kind basket⁹³ with the same caloric value for a household of five people. In urban areas⁹⁴ where livelihood options are more available, the transfer is 70 percent of the calculated cost. There is recognition within WFP that the standardized transfer inherently favours smaller households; some key informants

⁹² Developed and frequently updated since 1997 the Sphere standards have become a primary reference tool for the humanitarian sector aiming to improve the quality of humanitarian responses and ensure better accountability to affected populations. Source: The Sphere Handbook, 2018 edition and <https://spherestandards.org/about/>.

⁹³ Similar-looking oil and flour in the market is unlikely to contain as many micronutrients as the WFP fortified commodity equivalents.

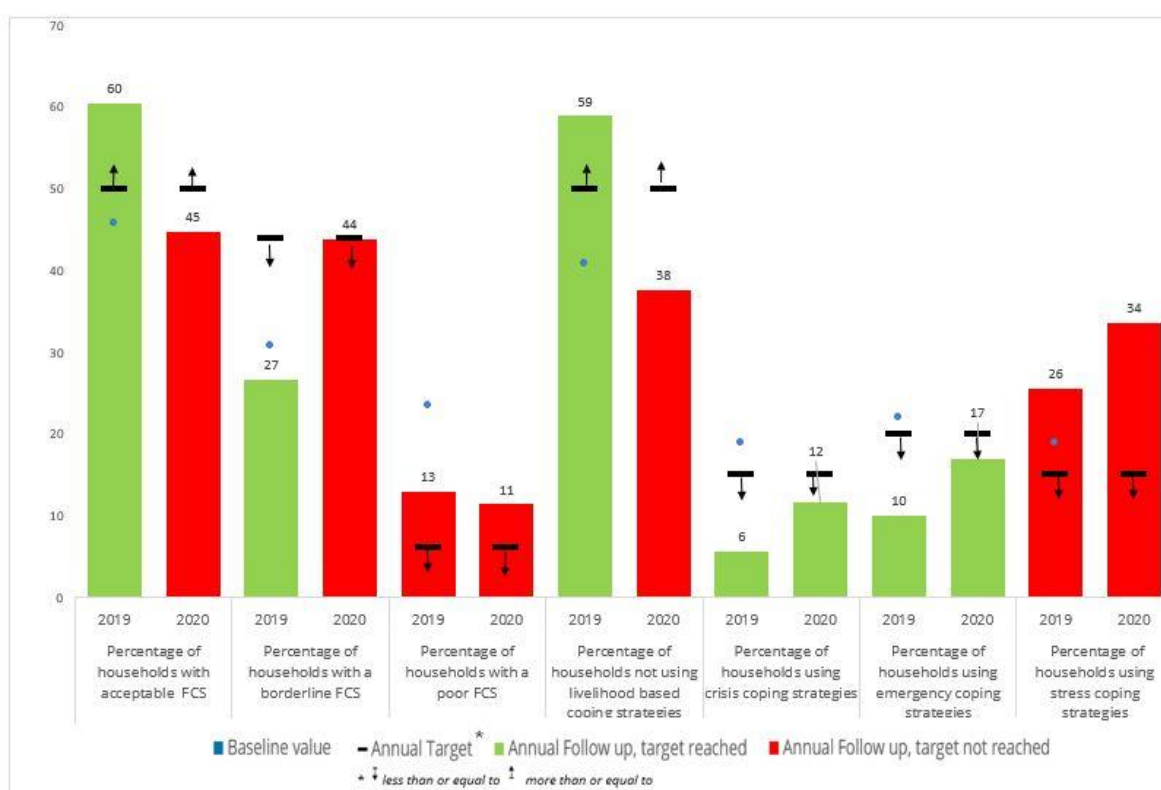
⁹⁴ The ET did not receive the corresponding details for rural areas.

reported that in 2021 there was a change towards transfers based on actual household size. Key informants also mentioned that WFP was unable to accommodate formal increases of the basket agreed by the food security sector in September 2020 and June 2021, while awaiting approval at the headquarters level of a budget revision.

105. WFP monitors markets regularly to ensure that the transfer value is updated when the cost of the survival minimum expenditure basket (SMEB) increases by more than 15 percent (the WFP SMEB includes only food).⁹⁵ Since 2020, the single non-food item that WFP covered was the allowance for cooking fuel, a step that contributes to the protection of women and girls in particular. Monitoring suggests an overall preference for cash among beneficiaries, but it is by no means unanimous. Focus group discussions with beneficiaries confirmed the common tendency to favour cash over food items, which some explained by a need to cover non-food related needs as well, since these could otherwise only be met by trading acquired food items. These preferences may also be influenced by variables such as security and inflation. Outputs included distribution of over 18,000 fuel-efficient stoves to targeted households.

106. **Activity 1 related outcomes:** In 2019, Activity 1 outcome indicators were mostly an improvement on the CSP baseline scores with seven out of nine targets met (see [Annex 5](#) and [Figure 15](#) below).⁹⁶ Despite strong improvement in achievement of outputs from 2019 to 2020, the achievement of outcome indicators generally deteriorated, which may reflect the worsening context in terms of security, food security, the COVID-19 pandemic and inflation (see [Annex 5](#) and [Figure 15](#) below). In 2020, only two of nine targets related to the use of stress and emergency coping strategies were achieved. The summary of the Food Security Outcome Monitoring (FSOM) Report data from June 2021 assessed the situation for outcomes on food consumption scores (FCS) and coping strategies and found a further deterioration (see [Table 6](#)).

Figure 15: Progress towards outcome targets for Activity 1 (2019–2020)



Source: Evaluation team - data from ACRs 2019 and 2020.

⁹⁵ The SMEB referenced by WFP is agreed by the food security sector.

⁹⁶ Those which were not met included: percentage of households with poor food consumption scores and percentage of households using stress coping strategies.

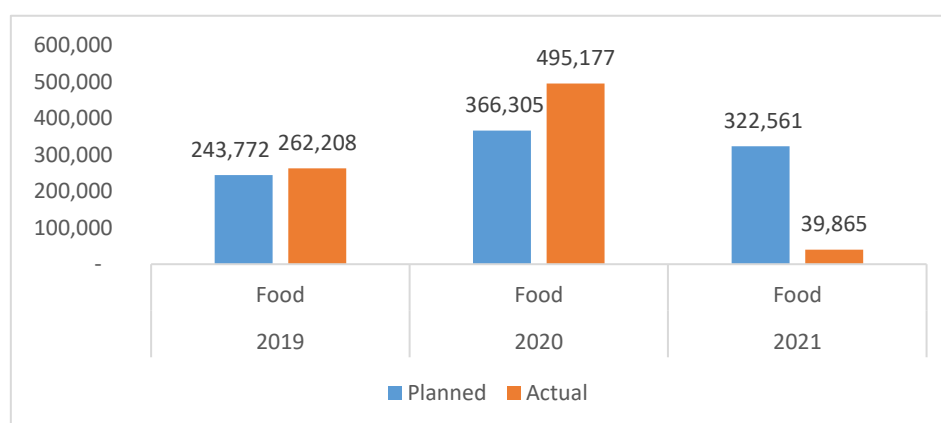
Table 6: Outcome indicator performance for activities 1 and 2

Outcome Indicators				NIGERIA FSOM, 2021						
Annex 1: Outcome Indicator Performance										
Outcome Indicator	Outcome Indicator Category	Strategic Outcome	Target Group	CSP Baseline	2019 Target	June 2019 Follow up	Nov 2019 Follow Up	Oct 2020 Follow Up	Jun 2021 Follow Up	Performance (Latest follow-up vs baseline)
Food Consumption Score	Percentage of households with Borderline/Poor Food Consumption	SO 1	URT_GD	54	≤50	50	50	55	60	Deteriorated
Consumption-based Coping Strategies	Consumption-based Coping Strategy Index (Average)	SO 1	URT_GD	13	<10	6.7	10	13	16.4	Deteriorated
Livelihood-based Coping Strategy Index	Percentage of households using crisis or emergency coping strategies	SO 1	URT_GD	41	<35	22.6	35	30	46	Deteriorated
Food expenditure share	Average food expenditure share measured by the median	SO 1	URT_GD	64	≤60	52.6	60	68		
Adherence	Proportion of target population that participates in an adequate number of distributions	SO 1	NPA_PREV	81	>83	85	83	83	82.2	Deteriorated
Minimum Dietary Diversity – Women	Percentage of women of reproductive age (15 – 49) who reached minimum diet diversity	SO 1	NPA_PREV	54	>55	47	51	28	40	Improved

Source: FSOM June 2021.

107. Activity 2: Provide nutrition prevention and treatment packages to children aged 6–59 months, pregnant and lactating women and girls, other nutritionally vulnerable populations and persons with caring responsibilities. This activity covers the response to emergency nutrition needs, including a preventive approach through a blanket supplementary feeding programme and the treatment of moderate acute malnutrition (MAM). In terms of beneficiary numbers, there was an increase in the numbers of persons covered under this activity from 2019 (262,208) to 2020 (495,177 – 35 percent more than planned). In 2021, absolute numbers of beneficiaries dropped to 39,865 and only 12 percent of planned beneficiaries were reached (Figure 16).

Figure 16: Planned versus actual beneficiaries for Activity 2

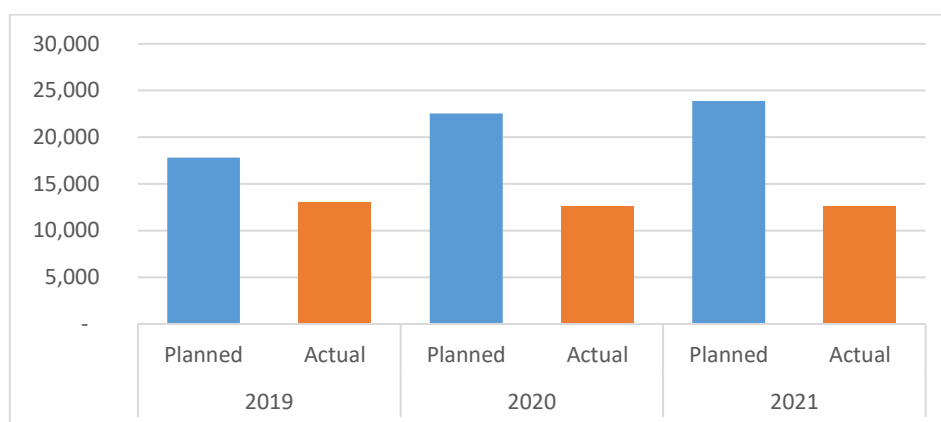


Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

108. The amount of food distributed (mt) under Activity 2 fell short of targets in 2019, 2020 and 2021 (Figure 17 below). These numbers must be seen in light of the overall context of insecurity and the variables that influenced performance. For example, there was a general shortage of fortified foods globally in 2020 that affected the supply chain to Nigeria. As part of general food and nutrition surveillance, the National

Statistics Bureau-led emergency survey carried out in late 2020 revealed that coverage of the super cereals package (Super Cereal and Super Cereal Plus) distributed in the three northeast states was less than 10 percent at least for part of that year.⁹⁷

Figure 17: Planned versus actual mt of food transfers for Activity 2



Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

109. The 2019 annual country report notes that over 107,000 beneficiaries covered under SO1 were reached with messages on optimal breastfeeding and feeding practices, which is critical to a preventive nutrition approach given the high levels of stunting found in the BAY states. It is consistent with the emphasis on improved breastfeeding practices outlined in the Joint Approach to Nutrition and Food Security Assessment in Borno, Yobe and Adamawa states (June 2018). Participants in focus group discussions conducted for this evaluation repeatedly mentioned their appreciation that lactating women received Super Cereal and Super Cereal + for added nutrition.

110. The outputs related to the communication on social and behaviour change (SBCC) on a range of subjects including breast feeding and age-appropriate complementary feeding. These communications are designed to improve sustainability at an individual level as well as progress towards outcomes. Knowledge attitudes and surveys of practices were not carried out before and after training activities, limiting the possibility of measuring success in terms of changed behaviour. SBCC is covered under the different nutrition activities of SO1 (treatment of acute malnutrition) and SO3 (stunting prevention).

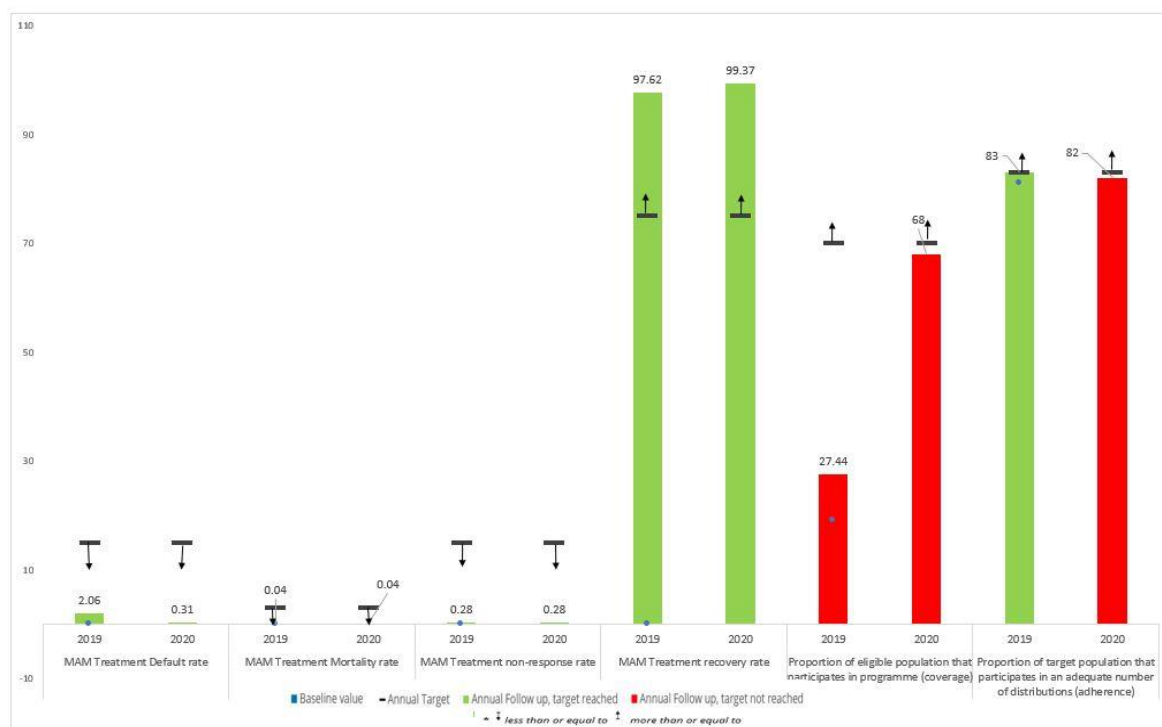
111. **Activity 2 related outcomes:** All indicators related to the treatment of moderate acute malnutrition showed year-on-year improvement from baseline figures in 2019-2020, but targets were not met for the proportion of the eligible population participating in the programme. The outcome indicator target for minimum dietary diversity for women (MDD-W) was not met – there was deterioration from the baseline to the end of 2019 and again in 2020, and some improvement in June 2021 (Table 6) from FSOM 2021 and Figure 18).⁹⁸ There are no diet-based outcome indicators such as individual dietary diversity scores (IDDS) or the minimum acceptable diet (MAD) for children aged 6-23 months.⁹⁹

⁹⁷ National Bureau of Statistics, Final Report, Nutrition and food security surveillance northeast Nigeria, 2020, p. 49.

⁹⁸ The data collected by the emergency survey led by the National Bureau of Statistics also demonstrates extremely poor MDD scores, see: National Bureau of Statistic, Nutrition and food security surveillance in northeast Nigeria – Emergency survey December 2020, p. 46.

⁹⁹ Although MAD is mandatory for prevention of stunting (Activity 2), it was not included in the logframe and therefore not collected by the country office, resulting in an unfortunate data gap.

Figure 18: Progress towards outcome targets for Activity 2 (2019–2020)



Source: Evaluation team - data from ACRs 2019 and 2020.

112. One issue identified in the internal mid-term review of the CSP is that blanket supplementary feeding was perceived as a general food distribution activity, something that was also reflected in comments from some key informants from cooperating partners that are involved in nutrition activities. The expected outcome of the supplementary feeding aimed at malnutrition treatment and prevention is difficult to assess, a further sign of challenges in establishing causality between outputs and outcomes.

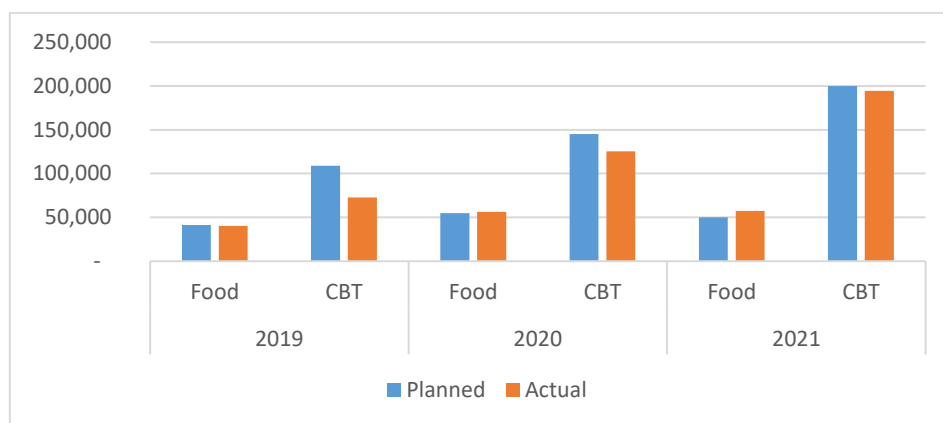
Strategic Outcome 2: Vulnerable populations in targeted areas become more resilient to shocks and are able to meet their basic food needs throughout the year.

113. **Activity 3: Provide conditional transfers to food-insecure people, including women, young people and smallholders.** Strategic Outcome 2 is intended to ensure that vulnerable host communities become more resilient. One of the main tools used in this regard is conditional cash transfers linked to individual and communal asset creation and livelihood support. This includes constructing latrines, waste pits, roads, gardens, wells, flood protection barriers, irrigation schemes and market stalls. The conditional transfers depend on the number of days worked.

114. Outputs distributed included livestock, tree saplings and harvest stores towards income-generating start-up kits as well as the establishment of village savings and loan associations to promote savings and enhance financial literacy among women. Participants also attended training on disaster risk reduction, self-reliance, and emergency preparedness and response. In addition, smallholders received training to reduce post-harvest losses.

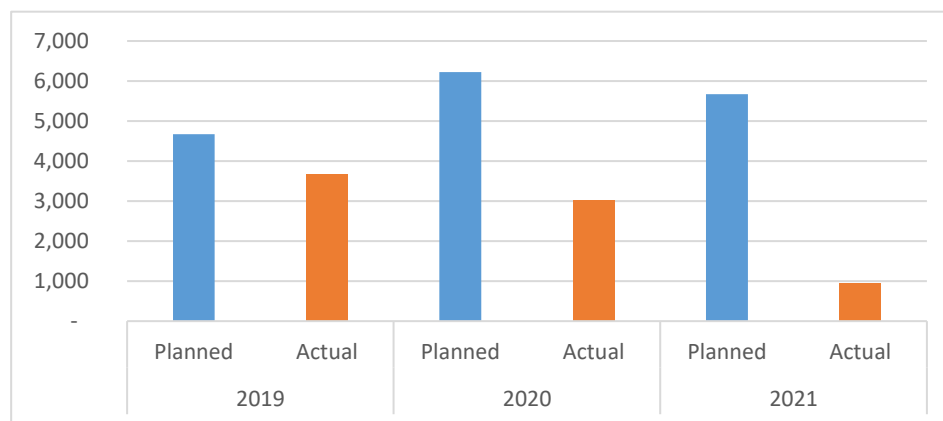
115. In 2019, WFP achieved 98 percent of the set target of intended beneficiaries. In 2020, it reached 86 percent of a target that was more than double compared to 2019, thanks to the scaling-up of resilience activities. Planned food beneficiary numbers were nearly achieved each year, while cash-based transfer beneficiary numbers fell somewhat short of targets each year (Figure 19). The amount of food and cash transferred was significantly below target in each year, as shown in Figures 20 and 21.

Figure 19: Planned versus actual beneficiaries by transfer modality for Activity 3



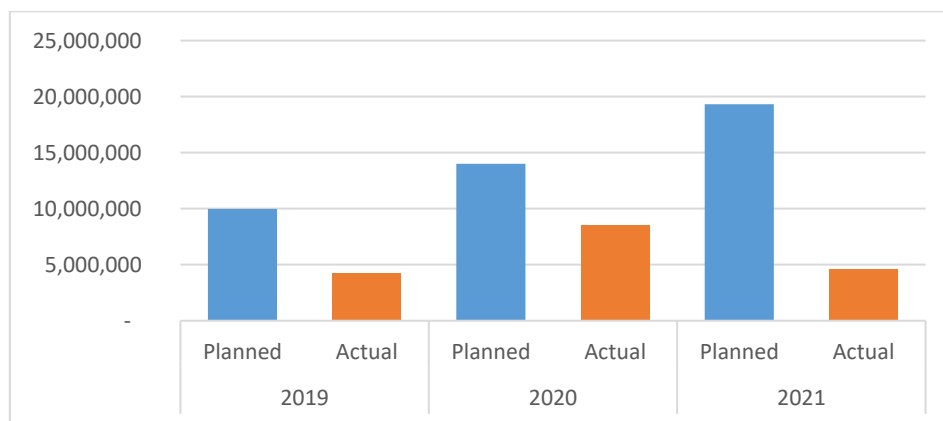
Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

Figure 20: Planned versus actual mt of food transfers for Activity 3



Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

Figure 21: Planned versus actual USD of cash-based transfers for Activity 3



Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

116. In 2020, COVID-19 risk mitigation measures reduced opportunities for income-generating activities. At the same time, WFP paused 39 of 56 planned communal asset creation interventions and changed to unconditional food assistance to beneficiaries under this activity from April to June 2020. Despite the added COVID-19 challenges, based on its food security outcome monitoring assessment, WFP reported positive

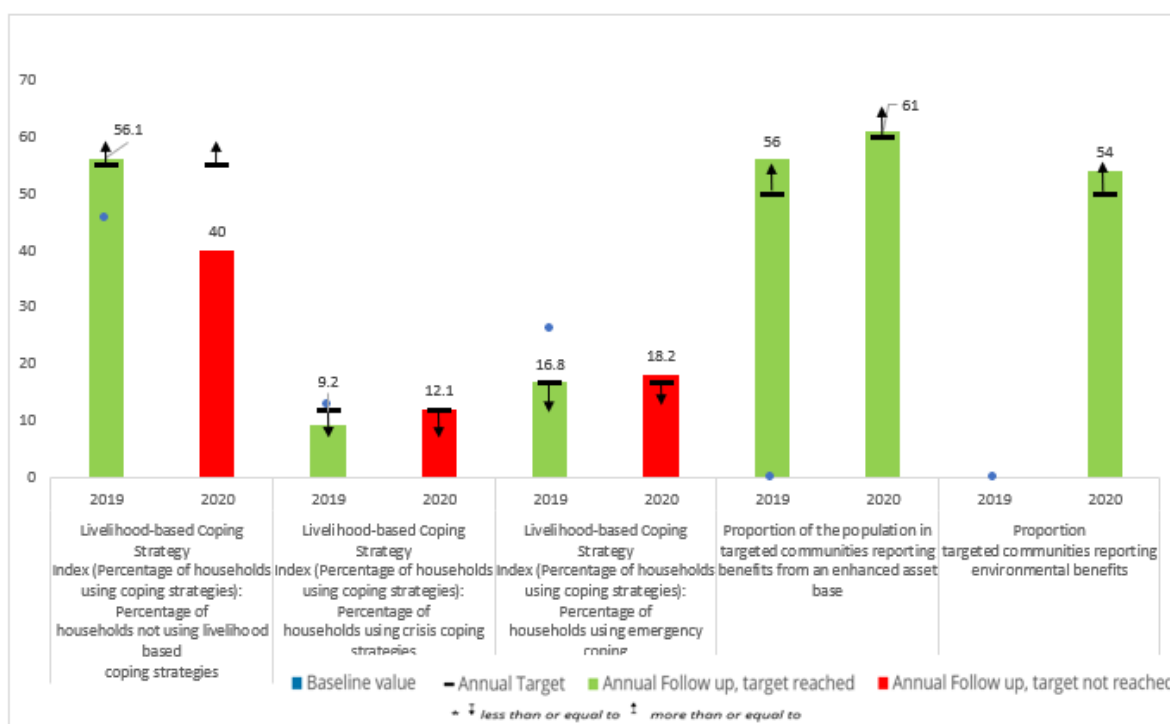
progress under the asset-benefit indicator, which changed from 56 percent in 2019 to 61 percent in 2020. Other indicators, however, declined in 2020.

117. Originally WFP had planned that, as household economies and food security improved, beneficiaries would progressively graduate from the unconditional general food assistance in Activity 1 to conditional transfers for households with access to livelihood opportunities provided by a scaled-up Activity 3. However, the process for this graduation was not entirely clear. Although these transfers offer the flexibility to provide a safety net to the most vulnerable households that could no longer be supported under Outcome 2, the process could result in a situation whereby some people within a local government area may have to work 15 days while others receive support unconditionally.

118. In 2021, funding constraints for this activity were the major factor that resulted in 88,205 individuals being temporarily included in Activity 1 as part of budget revision scale-up, with the idea that these beneficiaries would transition back to Activity 3 when funding levels increased. While final 2021 data confirmed that 194,420 beneficiaries received cash-based transfers (97 percent of planned), the transfer value seems to be low with USD 4 million cash-based transfers made (25 percent of planned) pointing at significantly lower total cash amounts per beneficiary than initially planned (Figures 19 and 21). The underfunding of the stunting prevention and livelihoods activities under the resilience pillar is a matter of resource prioritization between emergency and crisis objectives both for WFP and for donors, as well as a case of being realistic about what can be achieved in the current context. The underfunding of resilience activities could be partially compensated for by mainstreaming nutrition across all activities. Provision for greater flexibility to address unexpected situations of this nature would be a welcome feature of the next CSP, as would increase transparency in the decision making process around graduation.

119. **Activity 3 Outcome:** In 2020, only the targets linked to the proportion of the population in targeted communities reporting benefits from an enhanced asset base and the proportion of the population in targeted communities reporting environmental benefits had been achieved. This shows a deterioration compared to 2019 when targets were achieved for four indicators, including the percentage of households not using livelihood-based coping strategies, the percentage of households using coping strategies and the percentage of households using emergency coping strategies, as shown in Figure 22.

Figure 22: Progress towards outcome targets for Activity 3 (2019–2020)



Source: Evaluation team - data from ACRs 2019 and 2020.

120. In terms of outputs, all 26 targets were achieved in 2020 with all other indicators shown as not applicable. In 2019, targets were achieved for ten indicators.

Strategic Outcome 3: Nutritionally vulnerable people in chronically food-insecure areas have enhanced nutritional status in line with the achievement of national and global targets by 2025.

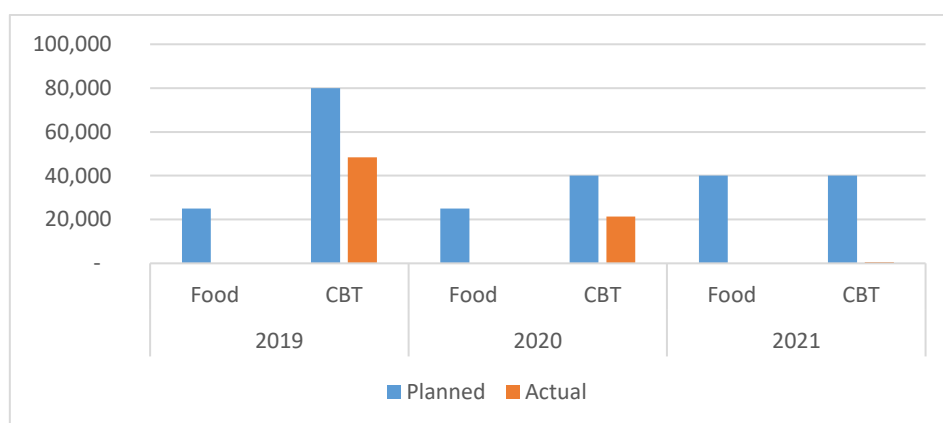
121. Activity 4: Support improving get nutrition status of children, PLWG, adolescent girls and other nutritionally vulnerable groups (including people living with HIV) through an integrated malnutrition prevention package, including access to nutritious food and quality care, social behavioural change communication and capacity strengthening. Strategic Outcome 3 covers another intervention to strengthen resilience; it includes nutrition outputs as part of livelihood activities.

122. Activity 4 under SO3 corresponds to the global effort towards improving nutrition in the first 1000 days from conception to a child’s second birthday, targeting pregnant and lactating women and girls (PLWG) and children aged 0-23 months with conditional cash transfers. The conditions are related to attendance at SBCCs with a focus on exclusive breastfeeding and appropriate complementary feeding. They were implemented in coordination with UNICEF and the Borno State Primary Health Care Development Agency. WFP also assisted participants with the establishment of village savings and loan associations and support to income-generating activities. However, this activity achieved only limited success because of a lack of funding. It was suspended at the end of March 2020 for the rest of the year.

123. Under SO3, the “Fill the Nutrient Gap” (FNG) assessment and analysis started in 2021. This included an assessment of the diets and needs of people living with HIV. The Fill the Nutrient Gap initiative seeks to assess the extent to which people can make the choice to eat nutritious foods and to understand the choices they make. It also looks at the nutrient needs of different household members and the availability, physical access, affordability and choice of nutritious foods and how systems can improve these aspects.

124. For Activity 4, in both 2019 and 2020, the number of beneficiaries of cash transfers as well as the USD value of cash transferred were lower than planned (figures 23 and 24). The 2019 annual country report highlights insufficient funding as the reason that none of the 25,000 planned child beneficiaries received the direct food assistance originally planned, and only 68 percent of planned PLWG were reached in 2019 (see Annex 5). In 2021, a revised implementation plan was developed for this activity. It was more integrated with the livelihood programme, but only 665 beneficiaries were reached.

Figure 23: Planned versus actual beneficiaries by transfer modality for Activity 4

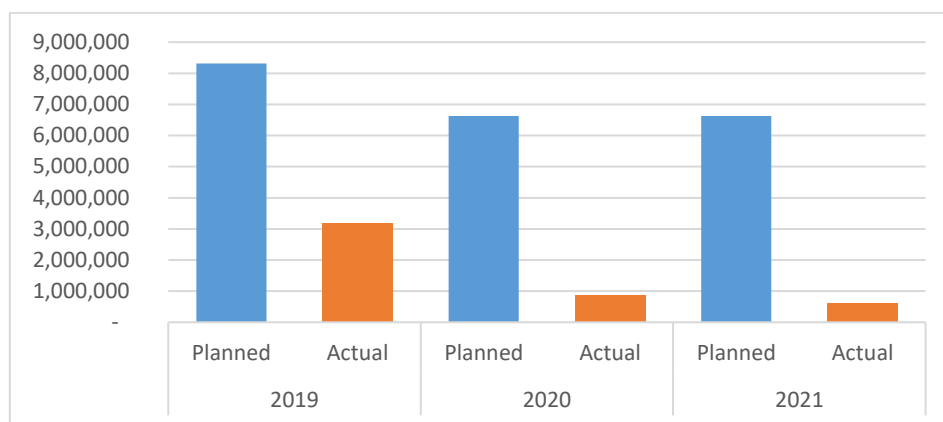


Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

125. The output achievement for the amount of cash transferred in 2019 was constrained by delays due to issues with SCOPE as well as the shortfall in beneficiary numbers. In one instance where WFP was mainly focused on the cash-based transfer scheme and contributed to the management of beneficiaries through SCOPE, the delivery of cash by telephone worked for fewer than 10 percent of the intended beneficiaries;

the remaining support under this activity was addressed with support deriving from a new agreement with a bank.¹⁰⁰

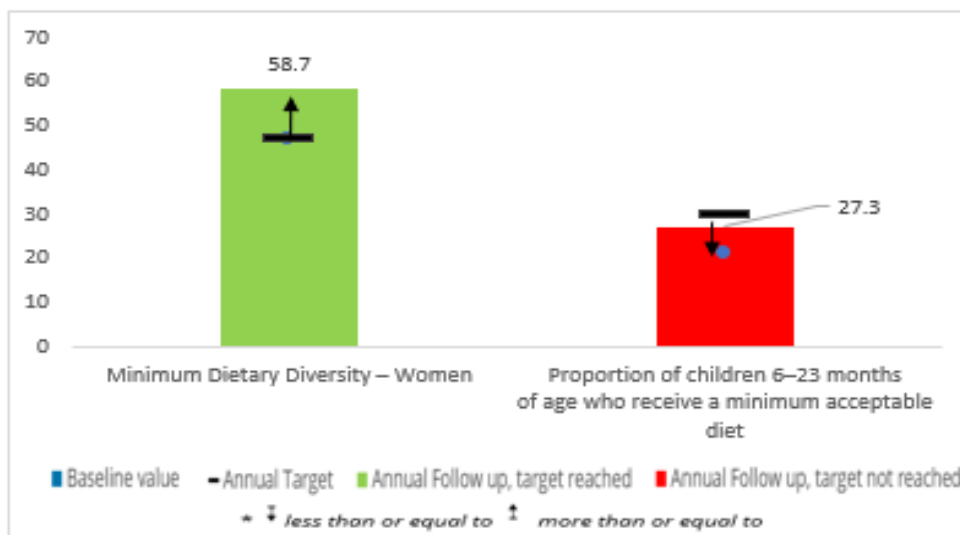
Figure 24: Planned versus actual USD of cash-based transfers for Activity 4



Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

126. Activity 4 related outcomes: In 2019 and 2020, WFP achieved targets for the number of health centres assisted, as well as the amount of training and technical assistance provided in relation to this activity. The target for SBCC messaging was reached in 2020, but not in 2019.¹⁰¹ At the end of 2019, the outcome indicator for minimum dietary diversity-women (MDD-W) showed improvement over the baseline and target attainment, while the minimum acceptable diet (MAD) indicator was still short of the target in spite of an improvement compared to the baseline.¹⁰²

Figure 25: Progress towards outcome targets for Activity 4 (2019–2020)



Source: Evaluation team - data from ACRs 2019 and 2020.

¹⁰⁰ This concerns an FAO-led project with UN Women in Borno state in which WFP participates as well. The project is aimed at promoting sustainable agriculture-based livelihoods. See further details in [Section 2.2.2](#) under gender.

¹⁰¹ The ET is unaware of the degree of SBCC differences under the two outcomes.

¹⁰² ACR 2020 did not show outcome results for this activity.

127. Including nutrition activities under two different outcomes is perhaps not the best way to organize these activities in terms of planning. It is an issue also raised in the WFP mid-term review of the CSP, which notes that the separation prevents development of an integrated lifecycle approach, where nutrition could have been better mainstreamed across all programme activities. Consolidation under one single outcome would make it easier to identify beneficiaries under the next CSP and would make it easier for women with young children to participate fully in the livelihood programme. Strengthening linkages between nutrition and livelihood activities would help to ensure that the livelihoods activities support the improvement of nutrition outcomes.

Strategic Outcome 4: Federal, state and local actors have strengthened capacity to manage food security and nutrition programmes in line with national targets in the short, medium and long term.

128. Activity 5: Support the technical capacity of federal, state and local actors in information management systems, vulnerability assessment and mapping, monitoring and evaluation, safety net management, food technology and fortification, supply chains, nutrition and emergency preparedness and response, integrating gender. Activity 5 under Strategic Outcome 4 covers capacity strengthening and technical assistance to the government authorities at various levels (federal, state and local) and is focused on: emergency assessment, preparedness and response; smallholder access to markets; nutritional value chains; and national social investment programmes. One such activity is WFP support to the national home-grown school feeding programme in public primary schools. This support became even more relevant when schools were closed because of the COVID-19 pandemic.¹⁰³ WFP responded to a request from the Government for support to the national school feeding programme at the height of the first wave. This support involved a pilot in Abuja and Lagos modelling safe distribution methods of take-home rations to minimize transmission risk. It also helped to develop a full range of training, guidelines and protocols, fit for a standard development scenario as well as adaptable to severe emergency conditions. In 2021, WFP also commissioned an assessment of school feeding and is committed to supporting the assessment's recommendations as well as promoting the design of nutrition-focused menus.

129. The various capacity strengthening efforts supported by WFP have also contributed to enhanced public knowledge and policy development. These efforts include the production of actual data and analysis of food security, the sharing of vulnerability assessment methodology, and the rigorous definition of targeting procedures as part of the Cadre Harmonisé process.

130. At the state level, WFP supported the Government in Borno State and Yobe State by conducting joint vulnerability assessments and mapping, which were updated on a regular basis and informed by data extracted from the Cadre Harmonisé. WFP targeting of vulnerable beneficiaries is perceived to be aligned with state-level data and state-level priorities. In Zamfara State, WFP has contributed to strengthening the emergency response capacity of the authorities, while in Sokoto State, it has supported cash-based transfers as part of the Joint SDG Fund initiative.

131. WFP had several notable achievements that were not specified within the results framework,¹⁰⁴ categorized under Activity 5. These included support to a joint UNHCR-WFP life-saving food assistance to Cameroonian refugees. WFP also played a leading role in an inter-agency scoping mission to the northwest states of Katsina, Sokoto and Zamfara in November 2019. This scoping mission included representatives from FAO, IOM, OCHA, UNICEF and the Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development.¹⁰⁵ It was undertaken following a rapid assessment jointly conducted with the National Bureau of Statistics (NBS) and the Federal and State Ministries of Agriculture and Rural Development

¹⁰³ See also Section [2.1.3](#).

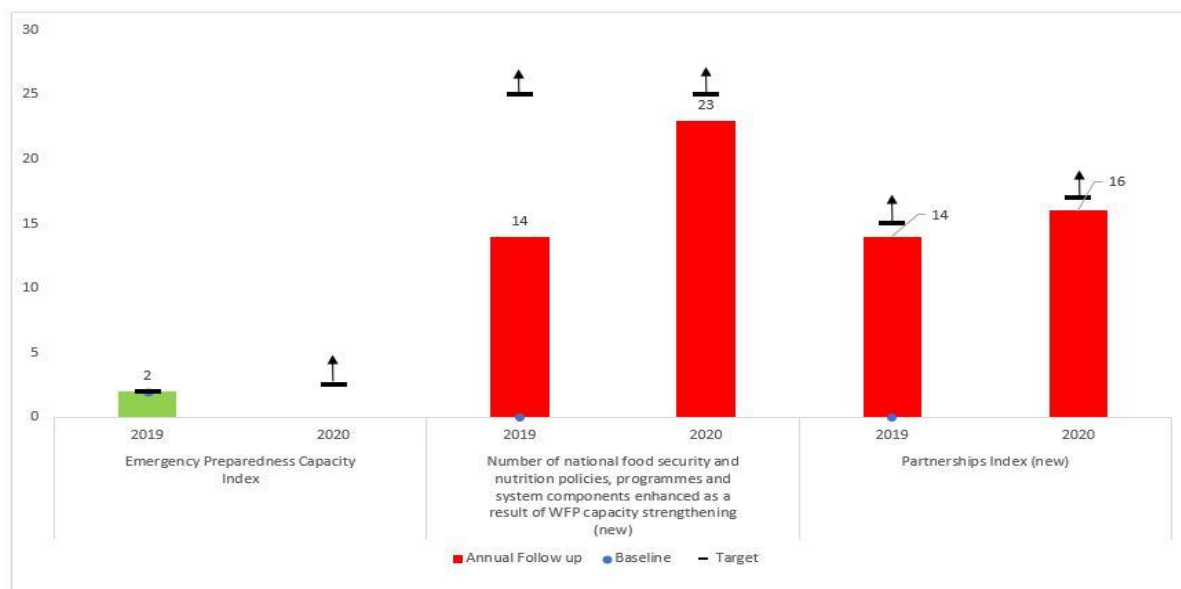
¹⁰⁴ These achievements were not specifically defined in advance in order to leave the WFP country office flexibility in planning activities and taking initiatives.

¹⁰⁵ The Evaluation team received the report of this inter-agency mission months after the data collection phase.

through the Project Coordinating Unit (PCU-FMARD) and was conducted in September 2019.¹⁰⁶ Also, an in-depth essential needs and nutrition assessment was undertaken in February 2021.¹⁰⁷

132. **Activity 5 Outcome:** Overall, WFP achieved all ten output targets in both 2019 and 2020, yet the only outcome target achieved was in the Emergency Preparedness Capacity Index 2019 (see [Figure 26](#) below). However, no data was collected for this indicator in 2020 ([Annex 5](#)). The other outcome targets, for policy strengthening and new partnerships, were not achieved in 2019 or 2020.

Figure 26: Progress towards outcome targets for Activity 5 (2019–2020)



Source: Evaluation team - data from ACRs 2019 and 2020.

Strategic Outcome 5: Government and partner efforts to achieve zero hunger by 2030 are supported by effective and coherent policy frameworks.

133. Activity 6: Support the Zero Hunger Forum and food and nutrition security coordination and advocacy in line with the recommendations of the zero hunger strategic review. WFP has supported the Government in relation to achieving zero hunger. It has supported food and nutrition security coordination and advocacy through the Zero Hunger Forums and initiated the Zero Hunger Roundtable together with the Ministry of Humanitarian Affairs. As a forum facilitating private sector contributions, the roundtable is a place for advocacy and learning on food security, in keeping with the CSP provision for capacity strengthening towards federal and state-level institutions. The Zero Hunger Sprint involves private sector investments facilitated by WFP for start-up of businesses that contribute to the WFP mandate. As part of its efforts to strengthen public-private partnerships, WFP has also given attention to the role of financial service providers in the context of cash-based transfers.

134. WFP also played a central role in the incorporation of shock-responsiveness into the review of the National Social Protection Policy. Federal government officials commended the role of WFP in this regard. It also supported the inclusion of food and nutrition priorities in the Poverty Eradication and Social Protection National Development Plan and provided financial and technical contributions to the development of the Government's long-term vision on Food Systems National Dialogues.

¹⁰⁶ See WFP, Rapid Food Security and Nutrition Assessment among Internally Displaced Households in Katsina, Sokoto and Zamfara States of Nigeria, September 2019.

¹⁰⁷ See WFP Essential Needs and Nutrition Analysis – Northwest Nigeria (Zamfara, Sokoto, Katsina), February 2021 Assessment Report.

135. **Activity 6 Outcome:** There is only one outcome indicator – for the number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening. Five of an intended target of six were supported in 2019 and eight of an intended target of greater than six for 2020 ([Annex 5](#)). In 2019 and 2020, the output target for technical assistance was achieved. The target for conducting training and workshops was achieved in 2020 despite COVID-19 restrictions, a remarkable improvement compared to 2019, when it was not met.

Strategic Outcome 6: The humanitarian community is able to reach and operate in areas of humanitarian crisis throughout the year

136. Activity 7 – Provide common logistic services to government, United Nations and NGO partners to facilitate effective field operations. WFP support in providing logistics services to the wider humanitarian community is a well-known and appreciated role,¹⁰⁸ including transport and storage logistics and the United Nations Humanitarian Air Services (UNHAS). The logistics sector is the venue where updates and information are shared on issues such as accessible roads, cargo and storage capacities. In delivering logistics support services, WFP provides guidance and facilitates inter-agency logistical planning and coordination, taking into account existing access constraints, such as significant security challenges along main supply routes. Provision of these services is in keeping with the WFP commitment to the concept of provider of last resort. The Logistics Sector also supports OCHA in facilitating its civil-military coordination and negotiating humanitarian access. These services have enabled the humanitarian community at large to stay and deliver. All output targets were essentially achieved in 2019 (one target, for the volume of cargo handled, was missed by 1 percent).¹⁰⁹ The outcome indicator for user satisfaction, assessed through surveys, was achieved in 2019 and 2020.

137. Some key informants noted challenges with the output indicators related to storage and transport. They spoke of some indicators, which they said were inappropriate, for example, in relation to storage facilities, and also of fluctuations due to the increased capacity of other agencies developing their own storage capacity outside of hubs such as Maiduguri. Double counting of cargo volume, done both by UNHAS and the logistics sector, has been raised as an issue in terms of measuring performance.

138. Activity 8 - Emergency telecommunications: Provide common emergency telecommunications services to government, United Nations and NGO partners to facilitate effective field operations and provide for staff security. WFP support to the emergency telecommunications services comes with its role as global lead of the sector (cluster). The sector provides a range of emergency telecommunications services, including radio and internet connections in the humanitarian hubs. Reliable Internet connectivity and secure communications technology were provided to the humanitarian community in nine common operational areas: Bama, Banki, Damasak, Damaturu, Dikwa, Gwoza, Maiduguri, Monguno and Ngala.

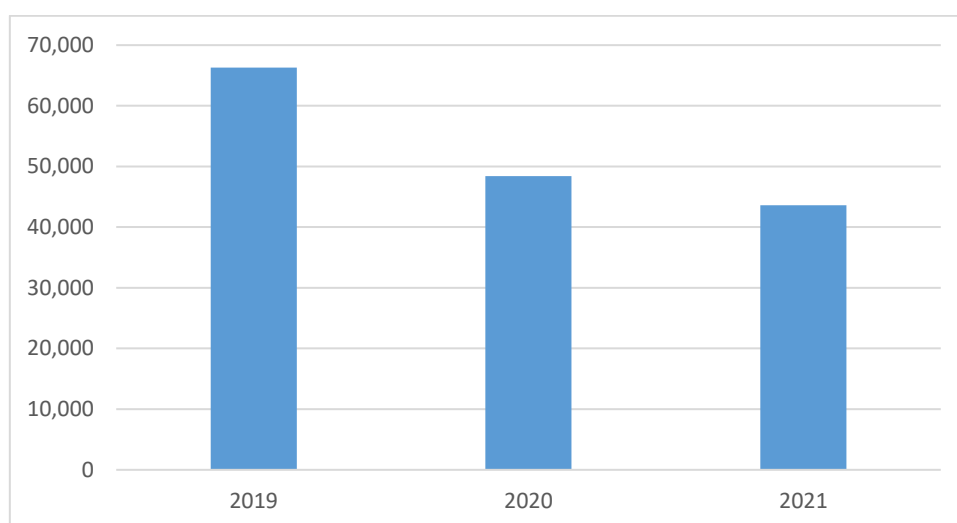
139. The output target achievement related to emergency telecommunications was 5 of 11 in 2019 and 6 of 11 in 2020, underachieving in both years for the number of operational areas covered by a common security telecommunications network and data communication services, the number of radio rooms (COMCEN) established and the number of emergency telecommunications training sessions and meetings. The only outcome indicator – for user satisfaction – was achieved in 2019 and 2020. Instead of relying on satellite communications, WFP made an effort to use national infrastructure and services.

140. Activity 9 - Humanitarian Air Services: Provide humanitarian air services to all partners until appropriate alternatives are available. UNHAS has remained the backbone of humanitarian access enabling the humanitarian community, donors, members of the diplomatic community and selected individuals to reach affected populations. UNHAS provides passenger and freight transport services in 14 different locations in the northeast with one fixed wing aircraft and four helicopters. Without these UNHAS services, all key informants agree, the operations in the northeast would not be possible. In terms of output, four of seven output targets were met in both 2019 and 2020. UNHAS also achieved the outcome indicator for user satisfaction in 2019, 2020 and 2021. Overall passenger numbers dropped in 2020 due to COVID-19 travel restrictions, and continued to drop slightly also in 2021, as shown in [Figure 27](#).

¹⁰⁸ For all outputs and outcomes, see [Annex 5 CSP performance](#).

¹⁰⁹ Target values for two indicators were set incorrectly in 2019, but this was corrected in 2020.

Figure 27: Number of passengers transported by Humanitarian Air Services



Source: Evaluation team - data from ACRs 2019, 2020 and 2021.

141. The outputs and outcome achieved also depend on the close contact that UNHAS maintains with the Nigerian Air Force for flight clearance. During the COVID-19 travel restrictions, it was able to negotiate permission to continue its flight operations, which also allowed it to carry out medical evacuations. Given the significant demand for UNHAS services, it often finds itself in a situation where it must make triage-like decisions to prioritize certain humanitarian staff over others.

142. Worth noting is the dependence of many in the humanitarian community on the three common services. In the words of one key informant, UNHAS should not be taken for granted by the humanitarian community, nor by WFP, the parent agency. Should resourcing of UNHAS become an issue, there is the risk that the entire response will be impacted.

143. **Activity 10: On-demand service provision** is a new activity added under BR2 to enable WFP to provide contracted services to organizations at full cost recovery. Output and outcome data have not become available to date.

2.2.2 To what extent did WFP contribute to achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender and other equity considerations)?

144. The CSP includes major commitments towards topics that have dominated the global policy agenda of aid agencies as set forth by the Inter-Agency Standing Committee (IASC) in the last two decades, including humanitarian principles; protection; accountability to affected populations; and gender. The intention of WFP to translate the commitments into reality was acknowledged and welcomed by key informants.¹¹⁰ WFP has made steps to uphold these commitments on the cross-cutting aims. As have other humanitarian actors in Nigeria, WFP has struggled to open space for principled humanitarian action. WFP has addressed protection in the context of food assistance, in particular at distribution sites. However, there is a need for WFP and other United Nations partners to address protection concerns related to the high prevalence of gender-based violence, especially in the camps. WFP attention to feedback mechanisms has resulted in improved engagement with affected people, which contributes to implementing the commitment towards accountability to affected populations. However, limited in-person presence, especially since the COVID-19 restrictions were put in place, has prevented direct contact with beneficiaries. Following some delays,

¹¹⁰ See [Annex 15](#).

progress was made in terms of mainstreaming gender equality principles, especially since the gender officer post was filled by the country office in early 2021.

145. **Humanitarian principles.** The CSP makes an explicit statement about incorporating humanitarian principles into the strategy. Humanity, impartiality, neutrality and operational independence are the core principles guiding humanitarian action.¹¹¹ They are also referenced in the 2018 corporate evaluation of the WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts, which finds WFP policy statements on the principles and access from 2004 and 2006 respectively still relevant. The current memorandums of understanding that WFP has with various government authorities, such as NEMA, do not include references to these principles, possibly because they are seen as exclusively administrative documents.¹¹² Yet these agreements provide an opportunity to serve as a written affirmation of WFP adherence to humanitarian principles as a core element of its corporate identity.

146. The evaluation team saw evidence of steps to operationalize humanitarian principles and undertake related activities.¹¹³ Training on humanitarian principles was conducted through the International Committee of the Red Cross (ICRC) in early 2019 followed by training targeted to peer learning among frontline humanitarian negotiators, although momentum on this front fell behind due to the COVID-19 pandemic. The 2019 evaluation of the WFP Corporate Emergency Response in Northeast Nigeria found that maintaining a principled approach in Nigeria is a serious challenge for all humanitarian organizations, including WFP. This view is reinforced by the January 2020 Humanitarian Access SCORE Report covering northeast Nigeria, which states that staff of international aid agencies in Nigeria have come to the understanding that the Government does not accept the principles guiding humanitarian response in armed conflict as applicable in this situation.¹¹⁴

147. Operationalizing the principles in Nigeria is seen by WFP as both necessary in order to “seek a common set of rules and principles that define red lines in regard to the delivery of food assistance”¹¹⁵ and challenging. One reason why the application of the principles is a challenge for all humanitarian actors, including WFP is, in the words of OCHA, the “fundamental feature of the situation that humanitarians can currently work on only one side of the conflict”.¹¹⁶ Key informants from humanitarian organizations, including WFP, were unanimous in their view that the requirement imposed by the Government to seek authorization to negotiate with NSAGs, which control part of the territory in the northeast, is a major obstacle to delivery. This, in turn, implies that WFP in its engagement with the government authorities should continue to stress the need for respect for the principle of impartiality. It is critically important for WFP as per its mandate to provide impartial food and nutrition assistance to every non-combatant in need, on whatever side of the conflict they are situated. The good working relationship and partnerships with the various government authorities put it in a strong position to do so and enables WFP to explain what it understands by the principles of impartiality and independence. Joint advocacy and concerted efforts on the need to negotiate access with all parties to the conflict could be further facilitated.

148. Working closely with the various government authorities and the military also facilitated access in terms of transport, logistics and road clearance.¹¹⁷ However, the downside may be the perception that WFP is closely associated with the authorities’ policies and practices. Some key informants state that the fact that the Federal Government is also a donor to WFP work in Nigeria may create confusion with regards to the perceptions of operational independence by WFP staff, cooperating partners and beneficiaries. In a situation of non-international armed conflict, humanitarian agencies are expected to keep a certain autonomy and distance from the parties to the conflict and working with government agencies in conflict

¹¹¹ See UNGA resolution 46/182 (1991) and subsequent resolutions and OCHA on message, Humanitarian Principles, 2012.

¹¹² In one interview, for example, it was noted that there is no need for specific memorandums of understanding with WFP because of the “Omnibus Agreement”, which is coordinated by the UNDP.

¹¹³ One example is the Terms of Reference for Humanitarian Hub Teams who would work on increased levels of acceptance among other things. Unfortunately, no further evidence was found on the specific outputs of these teams.

¹¹⁴ Humanitarian Outcomes, Humanitarian Access SCORE Report: Northeast Nigeria, (2020), p. 9.

¹¹⁵ Internal WFP document.

¹¹⁶ See Humanitarian Response Plan 2022, p. 44.

¹¹⁷ Interview with SEMA manager in one of the BAY states.

settings presents unique challenges in terms of the principles of neutrality and operational independence.¹¹⁸

149. The perception issue extends to WFP relations and coordination with the military. Although the civil-military coordination has been centralized and is in the hands of OCHA, WFP needs to maintain a close working relationship with the Nigerian army because WFP manages UNHAS and is dependent on clearance for flights. The logistics cluster also needs to maintain up-to-date information on which roads have been cleared by the Nigerian military. Some informants raised the question as to whether WFP should accept military escorts or involve the military in distributions in insecure areas. WFP policy stipulates that such steps are subject to regular review and only used as a last resort.

150. It follows that work remains to be done for WFP in reasserting the impartial nature of the humanitarian mission in Nigeria. This includes strengthening the basic knowledge and understanding of WFP staff on international humanitarian law and principles. The 2019 evaluation pointed to the need for continuing the training of staff on humanitarian principles, especially as many of them are new and/or come from a development background.¹¹⁹

151. **Protection.**¹²⁰ The CSP follows the corporate policy that combines protection with the concept of accountability to affected populations (AAP). The evaluation found that WFP has made important investments to strengthen the integration of protection considerations and accountability to affected populations in its operations, yet it was insufficient.

152. WFP contracted several cooperating partners to undertake protection monitoring in the context of food assistance. Cooperation agreements included the training of staff on protection, including the accessibility of services, protection mainstreaming and staff behaviour. One key informant explained the importance of this training, including also protection from sexual exploitation and abuse of beneficiaries by staff.

153. Specific attention to understanding protection risks and follow-up interventions are also found in WFP assessments and operational choices, such as the shift to cash-based transfer modalities and the steps to distribute firewood and fuel-efficient stoves. These are signs that WFP has recognized the potential in shifting its focus from safety issues, such as the need for shelter against rain or sun during food distributions, to an approach that looks at protection issues in relation to the day-to-day life in the camps. The mid-term review of the CSP reports that a high percentage of the population feels safe. The consultations with beneficiaries undertaken by the evaluation team indicate a similar trend.¹²¹

154. This is a positive step in fulfilling the commitment towards the centrality of protection in the humanitarian response. The next step would involve working with other agencies in addressing broader protection challenges, especially gender-based violence in the camps. The extraordinarily high prevalence of sexual and gender-based violence in the camps for internally displaced persons, noted by the United Nations Population Fund (UNFPA),¹²² should top the list of protection priorities of every humanitarian actor, including WFP. Analysis shows that sexual assault, emotional violence, physical violence, verbal harassment and rape typically occur at home and when visiting family/friends. A June 2021 report suggests that reported cases are far below the actual number.¹²³ WFP should work with other agencies in reducing the gender-based violence risks in the camps, including not only by steps such as further distribution of fuel-efficient stoves, but also by increasing its involvement in joint advocacy efforts promoting, for example, measures to actively counter gender-based violence.

155. WFP and its partners are faced with another protection dilemma. For two years, Borno State authorities have been working on returns and relocations of internally displaced persons by closing down camps. Humanitarian agencies, including WFP, have made it clear that these steps may put vulnerable individuals at further risk as many of their original places of residence remain unsafe and essential services

¹¹⁸ See WFP Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts, May 2018.

¹¹⁹ WFP, Corporate Emergency Response evaluation (2019), p 21.

¹²⁰ For the purpose of clarity, we have split our findings on AAP and protection.

¹²¹ WFP Nigeria CSP Mid-Term Review. This review notes that the proportion of households who felt safe declined from 94 percent in 2019 to 73 percent in 2020. p 18.

¹²² UNFPA notes that the incidence of GBV is astronomical. See UNFPA Nigeria, Gender-Based Violence..

¹²³ See e.g., Protection Sector Nigeria, Protection Analysis Report, June 2021.

are not available. As several camps were closed in Borno State in 2021, United Nations and non-United Nations key informants reported that internally displaced persons who did not return to their original areas of residence but moved to other camps had difficulties accessing food assistance.

156. The main dilemma for WFP, and the wider humanitarian system, is its position on the premature camp closures and relocations. Where returns happen, WFP and its humanitarian partners are left to determine to what degree they will be able to provide assistance, including livelihood support in areas of origin, when these areas may not be safe. As part of its role in logistics, WFP has knowledge of accessible areas, access routes, and the security situation, which it could share with the authorities and other humanitarian organizations to help them assess whether certain areas are fit for return. The reduction and/or banning of services in the camps by the authorities, especially in Borno State, risk expediting the closure of camps. The CSP prompts WFP to work closely with the government authorities, but, as noted, such proximity does not mean it should always facilitate the authorities' decisions.

157. Accountability to affected populations. WFP has put complaints and feedback mechanisms in place that translate its commitment of accountability to beneficiaries into practice. Several of the cooperating partners manage the hotlines and processes have been put in place to channel complaints to WFP so that views and messages from beneficiaries reach the country office. In turn, this information is shared within the country office by the Research Assessment and Monitoring (RAM) Unit with programmes and operational staff. The 2019 annual country report indicates that the monitoring revealed that beneficiaries were mostly aware of their entitlements. The 2020 annual country report points to a 10 percent decrease in awareness among beneficiaries of their entitlements, and notes that this may be due to COVID-19 restrictions. Other evidence suggests that beneficiary awareness may be lower than what is reflected in the annual reports.¹²⁴ Key informants from cooperating partners, as well as beneficiaries, stated their perception that WFP is slow in responding to the feedback.¹²⁵

158. Both WFP and non-WFP key informants pointed to the risks of WFP decreasing direct in-person contact with beneficiaries, stating that they had seen little WFP in-person presence in camps other than during distributions. This perception is likely to have further worsened due to COVID-19 travel restrictions. Especially at times of reduced funding, feelings of uncertainty are likely to increase among affected people, as well as negative coping strategies. Direct in-person engagement with beneficiaries is critical to register these issues.

159. In some locations, recipients of cash assistance noted that, with the rising prices on local markets, the amounts they received did not sustain them for one month. Participants in several focus group discussions revealed that they resorted to negative coping mechanisms to survive. For example, some of them have sent their children to the street for hawking, begging and borrowing to obtain an extra means of sustenance before the arrival of the next batch of WFP supplies. It was explained that some women would go out to the camp at night for transactional sex, and that some children were involved in road accidents in the process of hawking.

160. Engagement with people in hard-to-reach areas to realize the accountability to affected populations commitment is a significant challenge. A 2019 REACH report indicates that residents of hard-to-reach areas "had little to no information on the availability of humanitarian aid services in local government area capitals".¹²⁶ The implications of COVID-19-related travel restrictions on humanitarian action have increased the challenge of engagement. There appears to have been little discussion or opposition on these negative effects. A number of the COVID-19 travel restrictions had been lifted at the time of writing this report. To further implement the commitment to being accountable to affected populations, it is critical that WFP find ways to step up its engagement with affected communities, including through direct presence on the ground.

¹²⁴ See WFP, Internal Audit of WFP Operations in Nigeria, Office of the Inspector General Internal Audit Report AR/21/13, 2021.

¹²⁵ The evaluation team has not been able to verify these reports alleging slow reactions but feels this is an area that needs attention from the country office.

¹²⁶ REACH, Situation Overview: Humanitarian Needs and Displacement Dynamics in Hard-to-Reach Areas of Borno State, April 2019.

161. **Gender.** Through the CSP, WFP has made efforts to address gender in at least three ways: addressing the special needs of women in relation to food assistance; strengthening resilience, more in particular as part of the livelihoods component, by looking at the participation of women in the local economy and access to land and property; and as part of the capacity strengthening of various government institutions ensuring gender equality in social protection policies.

162. In 2019, WFP worked to address gender disparity in programme design and implementation by organizing capacity strengthening on gender issues for cooperating partners and promoting lead roles for women in project management committees to expand opportunities for women's leadership and participation in community development.¹²⁷ These efforts continued in 2020, when WFP conducted a gender due-diligence assessment to determine cooperating partner compliance with gender policies; WFP also shared a model gender capacity strengthening plan.¹²⁸

163. In 2020, the COVID-19 pandemic was correlated to increased gender-based violence. This worsening context was accompanied by a decline in the achievement of the CSP indicators measuring progress towards gender equality, from 12 of 18 targets achieved in 2019 (67 percent) to 7 of 15 targets achieved (47 percent) in 2020 (see [Annex 5, Table 24](#), regarding cross-cutting indicators).

164. Since the recruitment of the gender officer in early 2021, the country office has made significant progress in mainstreaming gender equity principles. This deployment came relatively late in the CSP cycle given the high gender ambitions put forward by the CSP. The progress that has been made in the course of 2021 involves several steps: WFP carried out a self-assessment; it developed a gender improvement plan approved by the WFP headquarters gender unit; it introduced a gender module in the induction of newly recruited staff, and it progressively engaged all units of the country office in the internal capacity strengthening programme. WFP staff expressed a generally high regard for the way in which the country office has addressed gender as a priority.

165. To increase the capacity of cooperating partners in addressing gender, a thematic capacity self-assessment for new cooperating partners has been set up. This self-assessment highlights strengths and weaknesses of different cooperating partners and facilitates identification of relevant training activities. WFP provides systematic training on gender to these partners. One key informant with particular knowledge on the issue stressed that consideration should be given to reviewing this training in order to assess the degree to which these partners have developed gender awareness (for example, the capacity to develop a gender analysis and to engage with gender equality internally) and have made adjustments accordingly.

166. Externally, the country office also participates in the Development Partner Group on Gender, whose secretariat is hosted in-country by UN Women, and is composed of United Nations agencies, INGOs, institutional and private donors, and civil society organizations. It works with the Ministry of Women Affairs and Social Development and other government institutions in Nigeria to achieve the goal of gender equality and the empowerment of women by fostering and mainstreaming gender equality in policy. By collaborating with this mechanism, WFP has also contributed to the review, validation and finalization of the National Gender Policy.

167. The CSP set the bar high on gender by referring to the commitment to contribute to gender transformation, especially in a conflict environment. Embedding gender in the next strategy in a more structured way requires a look at how to incorporate gender equality in the overall design process in terms of beneficiary categories and programming tools. The gender sensitivity of assessments can be strengthened. Currently, intrahousehold-level data are collected but not sufficiently analysed. An example of such analysis is an FAO-led project with UN Women, of which WFP is part, in Borno State. This project is aimed at promoting sustainable agriculture-based livelihoods and has reached out to 30 percent of women beneficiaries. WFP could, however, have generated a higher gender equality result by a thorough analysis of the detailed information existing in SCOPE and by looking at the evolution of beneficiaries' needs, and the results of the assistance provided. One possible lesson from this experience is to understand the barriers women might experience in the area of intervention to benefit from the cash-based transfer scheme – by phone or banking system.

¹²⁷ WFP 2019 Nigeria CSP Annual Country Report.

¹²⁸ WFP 2020 Nigeria CSP Annual Country Report.

168. The community-based project planning (CBPP), which has been adopted in the livelihoods activities, is an important element in the toolset of WFP to tackle and contribute to reduced gender inequalities, as recognized by the guidelines on CBPP and mentioned in some interviews. The fact that women are mainly represented in small agricultural and food enterprises, and largely in the informal sector, has been a barrier for WFP, instead of a stimulus to develop specific livelihoods programmes to enhance gender and nutrition-sensitive local procurement. The local procurement programmes of WFP have not been adapted to include women entrepreneurs in sharing the benefit that derives from the local purchase. A further step for the WFP country office in the implementation of gender-sensitive activities could be to make a proactive effort in addressing the challenges women may face in formally accessing and managing productive resources. Understanding existing limitations in women's access to land tenure and to production or commercialization of food products, can bring to bear the issues that need to be addressed as part of offering a development perspective, including support to income generation and women's entrepreneurship.

2.2.3 To what extent are the achievements of the country strategic plan likely to be sustained?

169. Certain elements in WFP activities appear sustainable: for instance, the support given by WFP to strengthen the capacity of federal, state and local authorities in terms of data management, disaster preparedness and the school feeding programme, are likely to have a lasting impact. Several livelihood activities, including asset creation and ecologically friendly agricultural technologies and practices, also show a significant likelihood of sustainability. However, insufficient attention to access to land, particularly for women, limits the potential for safe reintegration of returnees. The deterioration of the situation meant that the transition to a development mode has been largely impossible, which, in turn, limits broad sustainability of initiatives undertaken through the CSP. Privacy and protection considerations also need to be addressed to facilitate effective data sharing so that WFP data collection activities and mapping exercises can contribute to longer-term planning and response by local, state and federal government and other agencies.

170. The design of the CSP anticipates that the country office will work with a longer-term perspective in mind. Strategic Outcome 2 is oriented towards creating resilience to shocks, while strategic outcomes 4 and 5 are devoted to strengthening the capacity of the Government and supporting the zero hunger objective (see [Annex 4](#)). In terms of ensuring increased livelihood opportunities and enhanced agricultural value chains, the degree to which WFP has been successful has received the particular attention of the decentralized evaluation of WFP livelihood activities undertaken by International Food Policy Research Institute (IFPRI). Several of the livelihood activities, such as asset creation and ownership management and sustainable agriculture involving improved and ecologically friendly technologies and practices, showed good prospects for sustainability according to preliminary findings.¹²⁹ In this context, the interventions that WFP is conducting for strengthening livelihoods of specific communities, included those hosting internally displaced persons, represent an opportunity for enhancing dialogue among different groups, including returnees. However, livelihood interventions in or close to conflict zones bring up a range of major challenges in relation to sustainability.

171. One of the challenges in the implementation of livelihood strengthening activities is the issues of women's access to land. With returns of internally displaced persons ongoing, this issue is becoming increasingly prevalent. Returnees seek access to land for farming and grazing, and to create livelihood assets.¹³⁰ Interviews with key informants from WFP and documentation illustrate that the facilitation of access to ownership and control over land for women is dramatically unequal compared to the possibility of access and control experienced by men (as also recognized by the 2016 vulnerability analysis and mapping (VAM) case study on the Lake Chad Basin).

172. Strategic outcomes 4 and 5 set longer-term goals as they explain and set the direction for the role of WFP in support of the Government. While the prioritization of the emergency response to the situation in

¹²⁹ IFPRI, evaluation team, End of fieldwork debriefing, November 2021.

¹³⁰ Accessing land remains one of the most persistent challenges for returnees. See NRC, Housing, land and property rights facing returnees in northeast Nigeria, 2019, p. 20.

the northeast has taken precedence and limited the realization of the other outcomes, WFP has continued to support the Government, seeking to ensure sustainability. WFP provides support for the technical capacity of federal and state authorities in terms of information management; sharing the data from vulnerability analysis and mapping; and training them in nutrition and emergency preparedness and response, aiming at achieving lasting impact. For example, the data that WFP collects on vulnerability and inclusion could potentially inform the development of social protection initiatives. However, this needs to be balanced with short-term considerations related to privacy and (data) protection.

173. WFP supported the public institutions involved in adapting the school feeding programme during the first wave of the COVID-19 pandemic. It provided technical support and advice to the Government, which implements the school feeding programme. Among the sustainable and durable actions that were undertaken by WFP are the modelling of safe distribution methods of take-home rations to minimize transmission risk and the support in developing a full range of training, guidelines and protocols that are fit for a standard development scenario, as well as being adaptable to severe emergency conditions. The WFP contribution to capacity strengthening in providing a tool for designing a more nutritious, cost-effective menu and providing input to the national school feeding policy are likely to also have a lasting effect. Technical support to the national social protection programme could also have a positive impact on millions of children's lives for years to come. Such adjustments help in creating a wider and more sustainable offer of assistance schemes. Further, in relation to SO5, the emphasis on public-private partnerships with financial service providers is part of the continuous exchange of technical assistance and experience between WFP and the relevant public institutions. This dialogue contributes to national social protection schemes and policy.

2.2.4 In humanitarian contexts, to what extent did the CSP facilitate more strategic linkages between humanitarian, development and (where appropriate) peace work?

174. WFP has delivered valuable work in implementing the triple nexus approach, including conflict-sensitive activities. WFP has engaged in some parallel livelihood activities to bridge the gap between humanitarian and development activities. However, these efforts could be strengthened by more fully taking contextual realities into account. There is also scope for increasing the role of women in peacebuilding activities.

175. As the CSP was based on a positive outlook as to the stabilization of the conflict, it was reasonable to opt for developing a twin track approach as part of the strategy, that is, to deliver the humanitarian response and development-oriented interventions in parallel. The development orientations are also reflected in the plan to work closely with the Federal Government on a scenario of development and growth, which was appropriate: Nigeria is a middle-income country with one of the largest economies in Africa; the Federal Government expressed interest during the CSP preparation for also receiving technical assistance from WFP, which had worked closely with relevant government institutions, especially the Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development.

176. As part of its approach to combine humanitarian and development approaches, the CSP also set ambitious goals for operationalizing the triple nexus, that is, connecting the emergency and the recovery-development response with a conscious intervention to contribute to building peace, which is in line with international policy trends.¹³¹ United Nations partners credited WFP with leading the dialogue on the implementation of the triple nexus in the UNCT and Humanitarian Country Team.¹³² WFP saw the nexus concept as requiring collective thinking and a joined-up approach. WFP also recognized the need to carry out strengthened conflict-sensitive assessments and analysis in Nigeria to understand how to ease local tensions and do no harm. WFP undertook several livelihood activities that bridged the humanitarian response with development interventions that could support peacebuilding elements. In fact, at the micro-level, WFP engagement with communities, especially in the context of its livelihoods work, could contribute

¹³¹ See also Section [2.4.2](#).

¹³² HCT partners also noted that little progress on the nexus had been made but that this was understandable because of the deterioration of the situation in the northeast.

to creating what one key informant referred to as “small peace,” which involves easing tensions and improving cohesion at the village level, and could make more use of CBPP as a key tool.¹³³

177. These are good steps, but WFP did not realize the full potential of the nexus approach in the locations where it worked on resilience and livelihoods. These livelihoods activities require a deep, granular understanding of the context and interventions underpinned by conflict-sensitive assessments and analyses to provide WFP with the necessary information about existing and potential significant conflict fault lines, dynamics and actors, as well as the potentials and opportunities for social cohesion, but such analysis was not available to the evaluation team during the data collection.

178. Further to this, and linked to WFP responsibility in protection, more internal knowledge transfer is needed to strengthen the rights-based approach in its activities. Several key informants, for example, noted that, as part of its livelihood activities, WFP should work more closely with other organizations that support returnees in regaining control of their land and properties. While the Government is responsible for restoring and maintaining security, WFP can further reflect on the effects of the insecurity and the risks of premature population returns in its food and nutrition security analysis. Lastly, while the CSP touches on the issue of gender inequality, it does not adequately place gender in the context of the triple nexus. This is a gap in light of the ample evidence that working on equality and women’s participation can contribute to peacebuilding.

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

2.3.1 To what extent were outputs delivered within the intended timeframe?

179. Most deliveries occurred within the intended timeframe. This was largely due to the use of the Global Commodity Management Facility (GCMF). Budget revisions made necessary by the conflict in the northeast, the COVID-19 pandemic, bad weather and the resulting increase in people in need of food assistance contributed to the few delays experienced. At times, beneficiaries experienced long queues, particularly when COVID-19 social distancing measures were in place and because the number of retailers did not keep pace with the increase in the number of beneficiaries.

180. Delays in delivering in-kind food assistance (SO1) were relatively infrequent in the two places in which the evaluation team conducted focus group discussions. Some of these delays were caused by poor weather conditions. Beneficiaries in Yobe and Maiduguri (Borno) noted that they had received aid when they needed it.

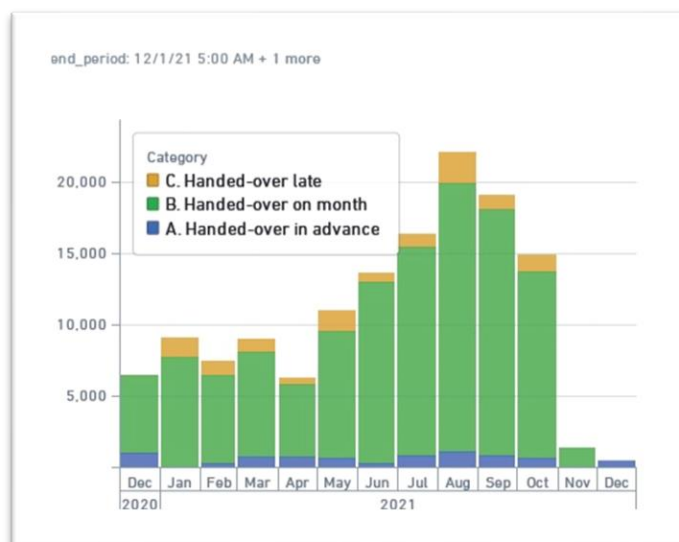
181. Data shows that most deliveries took place on time. Late deliveries sometimes resulted in shortfalls of commodities at distribution sites. One process monitoring report for the month of March 2021 noted a delay that had implications for the distribution plans.¹³⁴

182. [Figure 28](#) shows a breakdown of deliveries to cooperating partners over the previous year according to when handover was achieved in the distribution cycle. In most months, some deliveries were designated as category C: handed over late.

¹³³ WFP is also working with the Stockholm-based international peace research institute SIPRI, which is examining the WFP contributions to peace.

¹³⁴ The Process Monitoring Narrative Report for Nganzai_GFD_OSM Report_(KABUDHA) states that “delay by the transporters and late arrival of complete food commodities brings about changes in distribution plan to 2nd of April, 2021 and therefore, the distribution took the CP three full days before they encountered shortage of beans on the 3rd and jeopardize the distribution by the CP pending the arrival of the commodities”.

Figure 28: Handover to cooperating partners by distribution cycle



Source: WFP DOTS database (accessed in November 2021).

183.

The use of the Global Commodity Management Facility, which in Nigeria is fully managed by the country office, helped to prevent delays in deliveries. Procurement through the GCMF contributed to localized WFP procurement efforts. This reduced lead times and benefitted from seasonally low prices. Table 7 shows increasing food purchases by the Nigeria country office from GCMF over the course of the CSP, a practice that is very helpful and positive in achieving timely responses. The purchases from GCMF (220,000 mt) account for 98 percent of the total food purchases made by Nigeria during this CSP with cash contributions, and 86 percent of the total food handled in Nigeria.

Table 7: Nigeria purchases from GCMF Jan 2019- October 2021 by commodity, in volume and value (food and associated costs in USD million).

Commodity	2019		2020		Jan- Oct 2021		Cummulative 2019 – Oct 2021	
	Volume (mt)	Value (USD, M)	Volume (mt)	Value (USD, M)	Volume (mt)	Value (USD, M)	Volume (mt)	Value (USD, M)
Sorghum	27,300	6.2	47,000	21.3	73,000	45.7	147,400	73.2
Beans	10,600	5.3	14,000	7.8	18,000	24.1	42,700	37.2
SC	3,600	2.1	2,600	1.9	5,600	4.7	11,800	8.7
Vegoil	2,000	1.7	2,000	4.4	4,600	13.4	8,700	19.5
SC+	5,500	5.9	2,700	3			8,200	8.9
LNS: MQ			<1000	0.8	1,000	2.5	1,300	3.3
LNS: LQ	<1000	0.5					<1000	0.5
Total	49,100	21.8	68,600	39.1	102,400	90.4	220,100	151.3

Source: Corporate Planning and Performance - Strategic Financing Unit, November 2021.

184. The GCMF also supported local procurement, which contributed to broader localization efforts. Stakeholders reported that most food commodities for WFP Nigeria were sourced in-country, with less than 30 percent being imported, specifically, the most consistent exception to local sourcing was the supply of Super Cereal products that meet WFP quality standards. Thus, the programme was able to benefit from short supply chains as well as support local production.

185. During this CSP, there were year-on-year improvements in lead times on Nigeria GCMF purchases resulting in an average receipt of commodities at the hand-over location 28 days after purchasing the food

from GCMF, a very good result that represents a 66 percent improvement in lead time gain compared to the average of 84 days when purchasing directly from the supplier (see [Table 8](#)).

Table 8: GCMF lead time versus average lead time directly from supplier (day)

Year	Average of average lead time (day)	Sum of SO total quantity (mt)	GCMF lead-time (from IPO to HOV location) (day)	GCMF lead-time gain (day)	GCMF lead-time gain (%)
2019	90	49,100	47	43	48%
2020	81	68,600	24	57	71%
2021	84	102,400	22	62	73%
Total	84	220,100	28	56	66%

Source: Corporate Planning and Performance - Strategic Financing Unit, October 2021.

186. In Nigeria, WFP also used two advance finance mechanisms that reduced waiting time in procurement in relation to donor contributions,¹³⁵ illustrated in [Table 9](#) below. The 2020 annual country report reported that the “advanced financing mechanism accelerated access to USD 45.3 million in donor resources, preventing pipeline breaks that had been projected between August and September. WFP allocated USD 11 million to support emergency response for COVID-19 impacted beneficiaries in northeast Nigeria and provided food assistance to beneficiaries in urban hotspots of Abuja, Kano and Lagos through an additional USD 5.4 million in flexible funding”.

Table 9: Overview of internal project lending/immediate response account allocation 2019 Oct 2021

Advance Financing	Allocation	Repayment	Current Outstanding
IPL	113.6	113.6	0
IRA	16.7	1.2	15.5
Total	130.2	114.7	15.5

Source: Corporate Planning and Performance - Strategic Financing Unit.

187. Some key informants reported that beneficiaries faced long queues at some retailers, particularly when COVID-19 social distancing measures were in place. This suggests that there were too few WFP retailers to service the number of beneficiaries holding vouchers. [Table 10](#) shows the number of WFP retailers by location 2019-2021 for all activities using vouchers. It shows that despite the scale-up of beneficiaries, between 2019 and 2021, there was an increase of only 17 retailers (10 percent) and in some locations this is mostly accounted for by the change to cash-based transfers.

¹³⁵ These are the internal project lending (IPL) mechanisms, whereby the contribution forecast serves as collateral for the advance finance, as well as the immediate response account (IRA) which provides immediate assistance in life-threatening emergencies.

Table 10: Number of WFP retailers by location 2019-2021

LOCATIONS	2019	2020	2021
Maiduguri (MMC)	41	38	37
Ngala	22	22	22
Monguno	21	20	19
Bama	0	23	19
Damaturu (Kukareta)	6	10	10
Gujba	19	19	19
Yunusari	21	21	21
Yusufari	14	14	14
Geidam	21	21	21
Totals	165	188	182

Source: Evaluation Team - data from WFP country office CBT team.

188. [Table 11](#) shows that the average turnover per retailer from WFP voucher sales would have been USD 260,737 and USD 306,589 for 2019 and 2020, which is considered very significant. Meanwhile, the country office is making efforts to transition most cash-based transfer beneficiaries to mobile money, although the breakdown between cash and vouchers was not available.

Table 11: Average value of vouchers per WFP retailer

	2019	2020
Value of vouchers disbursed	43,021,587	57,638,791
Number of shops	165	188
Average WFP turnover per retailer	260,737	306,589

Source ACR 2019 and 2020 and CBT team.

2.3.2 To what extent was coverage and targeting of interventions appropriate?¹³⁶

189. Coverage as intended by the CSP was generally appropriate and largely fulfilled. However, an estimated half (51 percent) of people in need did not receive food assistance, which is a concern for the entire food security sector, including WFP, and is a result, in part, of a shortfall in available resources. The division of responsibility among WFP and other agencies was unclear as to commitments to provide food assistance. Tracking of beneficiaries who move was not sufficiently timely, leaving the risk that those beneficiaries could lose access to support for several months. There was also some lack of clarity regarding the number of people WFP planned to assist and the alignment with the total numbers as identified by the Cadre Harmonisé.

190. The food security sector in Nigeria develops overviews that provide the numbers of people in need of food assistance and identifies gaps. Essentially, the Cadre Harmonisé data and analysis form the basis for the food security sector overviews with the agencies, providing the numbers of people they (plan to) assist. In line with the sector's policy, WFP targeting in the northeast is responsive to the Cadre Harmonisé phase categorization with prioritization given to local government areas in categories 3-5. In terms of targeting, that is, selecting those who should receive assistance, the WFP Nigeria country office uses the Comprehensive Standard Operating Procedures from 2018,¹³⁷ which has been supplemented by documented guidance for use during the COVID-19 response and for urban distribution.¹³⁸ [Tables 12](#) and [13](#) show the number of people in need compared to the people assisted by the food security sector partners between 2019 and 2021 for both SO1(emergency food assistance) and SO2 (agriculture livelihood).

¹³⁶ This section does not address the coverage and targeting in relation to the interventions in the northwest and the COVID-19 support in the urban areas, as the evaluation team did not see data or documents that report on coverage in these contexts.

¹³⁷ SOP for Beneficiary Targeting in Northeastern Nigeria 2018.

¹³⁸ WFP, Targeting and Prioritization Operational Guide. December 2020.

The gap in terms of people in need but not receiving assistance is significant: on average it amounts to 51 percent, a figure which should be of serious concern to the entire sector, including WFP.

Table 12: People in need versus people assisted by region for food security sector SO1 (Cadre Harmonisé Phase 3-5)

State	August-19			August-20			August-21		
	People in need	People assisted	%	People in need	People assisted	%	People in need	People assisted	%
Adamawa	278.606	52.262	19%	908.825	10.748	1%	886.825	109.789	12%
Borno	1.750.143	1.192.859	68%	2.104.761	1.323.818	63%	1.867.955	1.378.227	74%
Yobe	945.474	234.996	25%	1.287.103	148.502	12%	1.452.962	844.048	58%
Total	2.974.223	1.480.117	50%	4.300.689	1.483.068	34%	4.207.742	2.332.064	55%

Source: Evaluation team - data from food security sector dashboard (August 2019-August 2021).

Table 13 :People in need versus people assisted by region for food security sector SO2 (Cadre Harmonisé Phase 3)

State	August-19			August-20			August-21		
	People in need	People assisted	%	People in need	People assisted	%	People in need	People assisted	%
Adamawa	263.664	139.215	53%	813.429	190.395	23%	867.788	130.821	15%
Borno	1.488.831	1.005.480	68%	1.671.264	1.115.008	67%	762.985	725.266	95%
Yobe	800.582	334.104	42%	1.148.068	568.881	50%	1.206.671	311.038	26%
Total	2.553.077	1.478.799	58%	3.632.761	1.874.284	52%	2.837.444	1.167.125	41%

Source: Evaluation team – data from food security sector dashboard (August 2019–August 2021).

191. WFP has made efforts to keep pace with the changes in the numbers, which is mostly increases, of people in need. For example, it revised the planned number of beneficiaries when Cadre Harmonisé figures showed an increase of people in need because of increased violence and/or the COVID-19 pandemic. However, in spite of these efforts, the number of people not receiving assistance did not decrease.

192. While ensuring alignment with the Cadre Harmonisé vulnerability criteria, some WFP key informants explained that in practice in Nigeria, WFP would usually take responsibility for 40 percent of people found in need, assuming that other agencies providing food security and nutrition cover the other part. If WFP finds, however, that it has additional capacity while gaps occur in the coverage of the other 60 percent, it may decide to scale up.

193. While WFP undertakes a targeting exercise based on vulnerability criteria, certain groups of beneficiaries may have become less accessible or inaccessible due to a sudden escalation in violence and may not receive assistance.

194. Several internally displaced persons, whose camps were closed down and who moved to other camps, reported that they did not appear on beneficiary lists and for this reason did not receive assistance. It often took several months to appear on beneficiary lists. Some informants stated that WFP was not doing enough to ensure that these internally displaced persons were listed as eligible recipients of aid. In focus groups with beneficiaries, the evaluation team also heard reports of people not included on the lists. The collaboration between the IOM DTM and the WFP SCOPE to leverage beneficiary data sharing was initiated to address beneficiary tracking. However, some key informants commented that the DTM was slow in adjusting following population movements.

195. Validation or verification of targeted beneficiaries has not been done systematically in Nigeria.¹³⁹ While there is monitoring of cooperating partners' verification processes, there is a need for more robust verification of beneficiaries, for example, through assessments such as quarterly post-distribution monitoring of beneficiaries, as recommended by the food security sector,¹⁴⁰ which have not yet been done in Nigeria. The reliability of the targeting committees at the camp level must be compared with data deriving from complaints and feedback mechanisms.

2.3.3 To what extent were WFP's activities cost-efficient in delivery of its assistance?

196. The activities supported by WFP have been cost-efficient. For instance, overall post-delivery losses of commodities handled have been held at under 1 percent. This achievement resulted from several important steps taken, such as the introduction of biometric identification to eliminate duplication, and the use of the corporate DOTS visual data platform to ensure that stocks are used by their best-before dates and are replenished in a timely fashion.

197. The evaluation found various measures to ensure cost efficiency. With respect to the introduction of biometric identification in the form of fingerprints, the SCOPE team succeeded in identifying more than 80,000 individual duplicate registrations for cash-based transfers. It began a de-duplication process in 2020 before this exercise stopped due to the COVID-19 restrictions and due to lack of funds needed for this labour-intensive process. It is understood, however, that not all the double registrations would have resulted in double transfers.

198. Without the SCOPE system, it is unlikely that this achievement would have been possible. As noted, the constructive relationship between IOM and WFP in Nigeria has resulted in linkages between the SCOPE and the IOM register which, in turn, have resulted in more efficient delivery, less wastage and less room for abuse. It is much more difficult for internally displaced persons to receive multiple rations by going from camp to camp. IOM also kept biometric data as part of the DTM, although biometric verification was suspended during the COVID-19 pandemic by WFP for health reasons. In general, the IOM-WFP data sharing resulted in real efficiency gains and other advantages such as preventing abuse of aid and fraud. That said, data protection, privacy rights, and the possible other use of the biometric data beyond its original purpose, are all issues that should be kept in mind in registering, storing and sharing the personal data of beneficiaries, especially in conflict situations.¹⁴¹ The internal audit of the WFP operation in Nigeria found some critical gaps in this regard.¹⁴²

199. Another cost-efficiency measure involves the corporate DOTS visual data platform, used by the Nigeria country office. The country office's access to this data platform enables it to know when products are nearing their best-before or expiry dates and how to plan to use accordingly to avoid losses. It also allows easy identification when stock is running low and needs to be purchased to ensure continuous availability. The platform also provides a pipeline report, which is a corporate tool providing monthly information on the CSP's planned resource requirements, resources currently available and shortfalls, broken down by strategic outcome and activity. As a result, the country office knows when it is going to run out of stock or money and is able to plan ahead. [Figure 29](#) below shows an example of projection of funding shortfalls from November 2021 to May 2022.

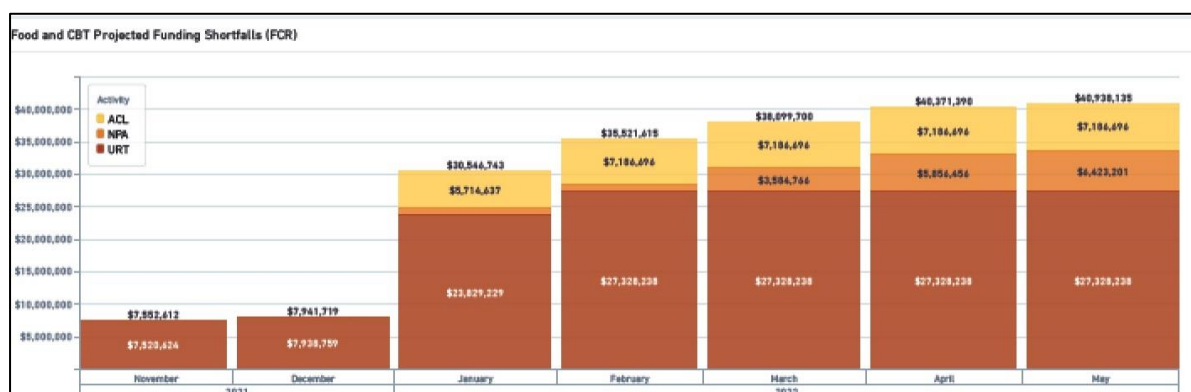
¹³⁹ This finding is consistent with the WFP internal audit of WFP Operations in Nigeria, Office of the Inspector General Internal Audit Report AR/21/13, 2021. p 11.

¹⁴⁰ Food Security Cluster Programme Quality Working Group, Food Assistance Monitoring Tools, Onsite Post Distribution and Marketing Tools. (July 2015)

¹⁴¹ The evaluation team did not look into the issue of data protection by WFP in Nigeria in detail but notes the general importance of this issue. WFP is aware of the risks involved and has also developed a guide on personal data protection and privacy (available on wfp.org), following a strategic evaluation covering the use of technology in constrained environments.

¹⁴² Despite the WFP Guide to Personal Data Protection and Privacy, 2016, the audit noted gaps in assessing risks involved in the collection and use of personal data in ensuring secure data sharing and in obtaining beneficiary consent.

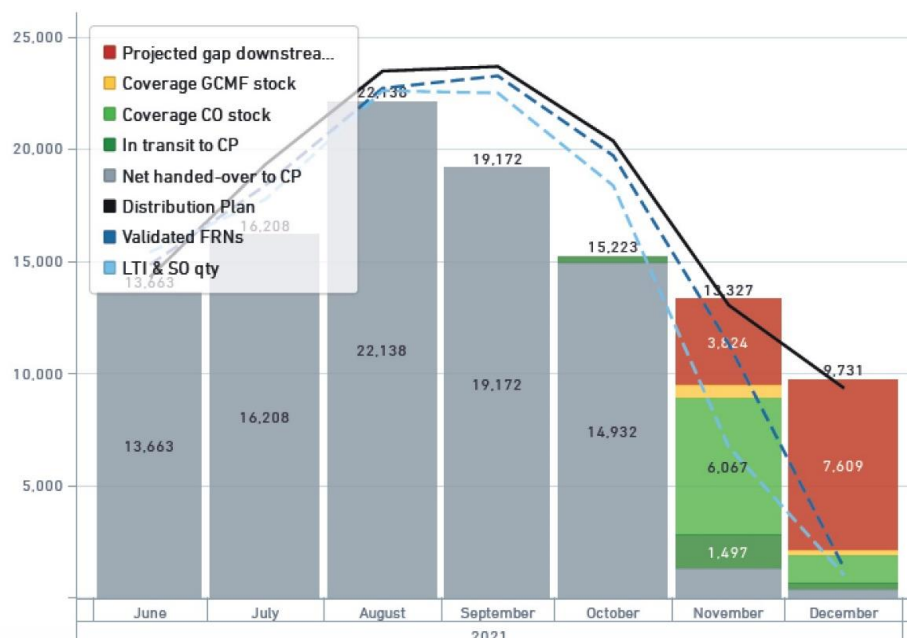
Figure 29: Projected food and cash-based transfer funding shortfalls from November 2021



Source: WFP DOTS database (accessed in November 2021).

200. The evaluation team developed the view that food distribution planning may not have been sufficiently collaborative between programmes and supply chain units. Several key informants indicated that the meetings that cover the planning of deliveries do not always involve both programmes and supply chain. On a number of occasions, this negatively affected reliable and predictable handover of commodities to cooperating partners for transfer to beneficiaries. Data from DOTS in [Figure 30](#) show gaps between distribution plans and handovers to cooperating partners in completed cycles, and available stocks (in metric tons) from all sources and shortfalls for November and December cycles. As of mid-November 2021, shortfalls for November and December of the same year accounted for around 30 and 80 percent of total requirements respectively. It shows a very high degree of uncertainty as to the ability of WFP to fulfil distribution plans and hand over stocks to cooperating partners in the last two months of 2021.

Figure 30: Distribution plan requirements, handovers to cooperating partner, and stock/projected stock shortfalls at November 2021



Source: WFP DOTS database (accessed in November 2021).

201. The WFP target for losses is less than 2 percent of commodities handled. This was easily achieved in Nigeria as shown by [Table 14](#): fewer than 1 percent overall post-delivery losses were sustained from the

beginning of the CSP to the end of October 2021. This is a considerable achievement, especially in a country where corruption is prevalent.¹⁴³

Table 14: Post-delivery losses (2019-November 2021)

Total Handled	Total Lost	Percentage Loss
526,604.560	3,619.040	0.68

Source: WFP DOTS database (accessed in November 2021).

202. Country offices are not obliged to develop a documented analysis/breakdown of actual programme costs per beneficiary. For Nigeria, some of the modality selection assessment reports contained exact costings. However, there was no evidence that these were revisited to confirm whether the original assumptions regarding cost were correct.

203. The evaluation found that for Activity 1, in 2020 average actual total cost to WFP per beneficiary/month was USD 19 for cash-based transfer and USD 15 for in-kind, whereas the year before it had been USD 15 and USD 9 respectively (see [Table 15](#)). These figures compare to an estimate not including overheads in the modality selection report for Bama (Borno State) in January 2020 using historic data of USD 100 per in-kind beneficiary per month and USD 14 for both cash and vouchers. Verification of the estimates has not been found.

Table 15: Average monthly cost per beneficiary by year and modality (Activity 1)

Year	Modality	Average of cost by beneficiary (USD)
2019	CBT	15
2019	Food	9
2019 Total		12
2020	CBT	19
2020	Food	15
2020 Total		17

Source: Evaluation Team – data from COMET (accessed in November 2021).

204. The current corporate financial framework is not set up to differentiate expenditures between different types of cash-based transfer. For cost comparisons to be made, it would be useful to distinguish between cash and vouchers since the transfer costs and the transfer value are likely to be very different.

2.3.4 To what extent were alternative, more cost-effective measures considered?

205. Comprehensive assessments of alternative, more cost-effective measures were conducted at important inflection points during implementation, such as changes in geographic targeting or use of modalities. There is scope for further improving market assessments and updating vendor lists. In general, the food assistance response would benefit from further analysis to understand the economic impact on vulnerable populations of bulk local procurement, cash-based transfers and in-kind distribution.

206. In relation to cost-effectiveness considerations, modality selection assessments were conducted when new geographic areas were targeted for programmes, or a change of modality was under consideration. While cost was considered, recommendations were based on the most appropriate rather than the cheapest transfer mechanism for the locality, which is a reasonable decision. In general, the assessments were also very comprehensive, taking into account whether functioning markets were accessible and different cash mechanisms were feasible. They also looked at the security situation, while the gender analysis was generally limited, and the beneficiary preferences for cash sometimes assumed. The assessment report for the urban hotspots, for example, included no evidence that community members/potential beneficiaries had been consulted or had participated in the assessment in any way,

¹⁴³ Transparency International, Corruption Perceptions Index.

either regarding their preferences in terms of modality, or their understanding of the gender dimensions to different types of transfer.¹⁴⁴

207. In 2020, some modality selection assessments, such as in Bama and urban and peri-urban locations, showcased evidence from a randomized trial in another country situation, notably Ecuador.¹⁴⁵ This study looked at the impacts and cost-effectiveness of cash, food vouchers and food transfers and found that “all three modalities significantly improve the quantity and quality of food consumed. However, differences emerge in the types of food consumed, with food transfers leading to significantly larger increases in calories consumed, and vouchers leading to significantly larger increases in dietary diversity.”¹⁴⁶ While the Ecuador study is a seminal one in relation to looking at the advantages of cash, it is not a strictly comparable context for Nigeria, and it would be important for the country office to draw on a wider body of evidence to inform the move to cash-based transfers, especially from similar contexts.

208. In Nigeria, WFP key informants noted that they feel there are robust procurement processes in place for costing alternative food products, other commodities and services; for choosing financial service providers for the provision of cash transfers; and for choosing retailers for the redemption of vouchers. While the recent audit report notes the lack of regular and comprehensive market assessment for food commodities goods and services to understand the current market’s ability to meet the operational needs of the country office and a lack of periodic expression of interest exercises to broaden the supplier base, no lapses from these procedures were found by the evaluation team. The country office has taken steps to address these issues, such as rolling out the Market Functionality Index across 38 markets, which will enhance market system analysis linked to cash-based transfer for programme.

209. Given the restriction from the Government on imports, the country office procured 70 percent of commodities in-country. This high level of local procurement may create questions in terms of transparency and accountability. While local food procurement might be economically preferable, it needs continuous analysis and further reflections, including, for example, who benefits from local purchases, especially given the high prevalence of corruption in Nigeria.¹⁴⁷ Similar questions arise in the context of the limited number of retailers in the voucher system or financial service providers in relation to mobile cash.

210. The Fill the Nutrient Gap analysis, which was taking place at the time of the evaluation, offers potential to consider the cost-effectiveness of providing food assistance (in-kind or in cash) that is calculated primarily on average kilocalorie requirements (2100 kcal) rather than the cost of a diet that meets the all the various nutrition needs of different household members. This is being funded under Activity 4, which was underfunded throughout the CSP and could provide evidence for providing alternative cost-effective programme implementation. The effectiveness of activities 3 and 4 under the resilience pillars has been limited by lack of funding and prioritization of crisis-response activities.¹⁴⁸

¹⁴⁴ WFP, Transfer Modality Selection for Cash Distribution in Urban and Peri-Urban Locations in Nigeria: Abuja, Lagos and Kano – June 2020.

¹⁴⁵ The study is referenced in several internal WFP documents, e.g., Transfer Modality Selection for Bama LGA Borno State, North East Nigeria –Jan 2021; Transfer Modality Selection for Yobe State Bursari, Fune, Jakusko, Karasuwa and Tarmua LGAs April 2021; and Transfer Modality Selection for Cash distribution in Urban and Peri Urban Locations in Nigeria: Abuja, Lagos and Kano – June 2020.

¹⁴⁶ See M. Hidobo et al. Cash, Food, or Vouchers? Evidence from a Randomized Experiment in Northern Ecuador. IFPRI Discussion Paper 01234, December 2012.

¹⁴⁷ See, e.g., UN ODC, Corruption in Nigeria: Patterns and Trends, December 2019.

¹⁴⁸ The question of cost-effective alternatives is not relevant to the other activities.

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?

2.4.1 To what extent did WFP analyse or use existing evidence on the hunger challenges, the food security and nutrition issues, in the country to develop the CSP?

211. In the process of developing the country strategic plan, WFP conducted extensive consultations to examine evidence on hunger challenges and food security in Nigeria. It found a high degree of uncertainty around future food and nutrition needs, but also noted that the share of individuals experiencing extreme levels of food insecurity in Borno, Yobe, and Adamawa had dropped in recent years.¹⁴⁹ It considered the likelihood of a highly volatile security environment in the northeast as high, yet took a view that the issues of hunger, food security and nutrition would continue to show significant improvement. This strategic outlook, which is contingent upon stability and incremental improvements, proved to be overly optimistic. Continued instability has prevented WFP from moving beyond its emergency phase into the development phase anticipated in the CSP.

212. In terms of the preparation of the CSP in 2017 and 2018, the Nigeria country office undertook extensive consultations: within the office; with various government entities; and with its United Nations and non-United Nations partners.¹⁵⁰ This was the first time for the Nigeria country office to develop a CSP. As the available records of the CSP preparatory consultations are very limited, it has not been possible to ascertain the degree to which these consultations looked at strategic questions in comparison to plans or aspirations existing within the country office and/or among partners, especially the Government.

213. The CSP foresees increased government leadership and a strengthened capacity of governmental authorities in food and nutrition interventions. It seeks to realize a gradual handover of several WFP activities to the Government, based on the scenario that the situation in the northeast would stabilize and the food and nutrition security of affected communities would also improve.

214. Predictions that the situation would improve were reflected in the discourse of the Nigerian Government, international agencies, and donor governments in 2017 and 2018.¹⁵¹ The CSP refers to 2016 Cadre Harmonisé data and notes that in 2018 the number of people experiencing extreme levels of food insecurity in Borno, Yobe, and Adamawa dropped by more than half compared with previous years, to a projection of just over 2.9 million people for the lean season.¹⁵² Yet, this is still a significant caseload and the reduction was also attributed to food and nutrition interventions. Certain reports continued to show a high degree of uncertainty of how food and nutrition needs would develop.¹⁵³ The WFP corporate emergency response evaluation also concluded that significant life-saving assistance would still be required and reported that several stakeholders thought that the political narrative was overstating improvements in physical and food security.¹⁵⁴ Most significantly, the WFP 2018 (internal) risk register saw a high likelihood of a highly volatile security environment in the northeast (4 on scale of 5).

215. Since the positive signals in terms of prospects for stability and peace at the time of the CSP development came primarily from the national development perspective, a more thorough analysis examining the root causes of the herdsman-farmer conflict would have been appropriate. There are limited indications that consideration was given to conflict elements in relation to the developing livelihood programmes, and no further evidence to show that WFP determined if the scenario of stabilization was the most plausible one. WFP may have had access to some of this knowledge, but the CSP preparations were overly optimistic on the prospects for peace.

¹⁴⁹ CSP para 14, p. 9.

¹⁵⁰ The evaluation team did not obtain the detailed records of these consultations other than presentations, and meeting announcements and agendas.

¹⁵¹ See Brechenmacher, S., *Stabilizing Northeast Nigeria after Boko Haram*, Carnegie for International Peace working paper, 2019.

¹⁵² CSP para 14, p. 9.

¹⁵³ See e.g., FEWSNET, *Nigeria food security outlook, June 2018–to January 2019*.

¹⁵⁴ See WFP, *WFP corporate emergency response in northeast Nigeria (2016-2018) evaluation*, pp. xiv and 52.

216. Researchers consider that the root causes of hunger in the northeast find their origin in the drivers of conflict including chronic weaknesses in service delivery, corruption and environmental degradation.¹⁵⁵ Knowledge and analysis of the various complex layers of conflict are a prerequisite for understanding the real prospects for stability.

217. The country office could have more adequately considered the uncertainties in the process of stabilization by exploring different scenarios. The transition from humanitarian assistance mode to a more sustainable development approach is inevitably a challenging process, especially in protracted complex emergencies, and as a strategy document, the CSP should have addressed the range of plausible developments in terms of the security (and food security) situation.

2.4.2 To what extent has WFP been able to mobilize adequate, predictable, and flexible resources to finance the CSP?

218. Significant donor funds **were generally available** for WFP food assistance in the first years of the CSP, but underfunding is a persistent concern. As the food security situation worsened, and the number of people in need of food assistance increased, WFP succeeded in mobilizing increased financial resources, particularly in the first two years of the CSP. There have, however, been concerns over the recent decline in financial commitments, even for the basic humanitarian budget. Donors see the main strength of WFP as providing large-scale food assistance in humanitarian settings. **The nexus approach adopted by the CSP, combining short- and long-term goals, has not influenced traditional earmarking practices used by the major donors. There has been no increased external financing directly attributable to adoption of the CSP approach.**

219. During the first part of this CSP cycle, funding was relatively forthcoming. Asked for their view of the work of WFP in Nigeria, most donor representatives expressed their wide appreciation, especially for the way in which WFP was able to scale up its interventions and address the crisis in the northeast. Donors felt that they were kept well informed of WFP progress and benefitted from the regular briefings and meetings organized by WFP. They also acknowledged that the CSP implies a new way of working for WFP and stressed the need for working together in advocating for continued attention to humanitarian needs in northeast Nigeria especially in light of significant challenges such as the closure of the internally displaced person camps. In general, the quality of the conversation between WFP and donors comes from its depth. Donors are not only interested in WFP achievements, but also in what remains to be done. The humanitarian needs in the northwest have presented challenges for humanitarian agencies and the donors.

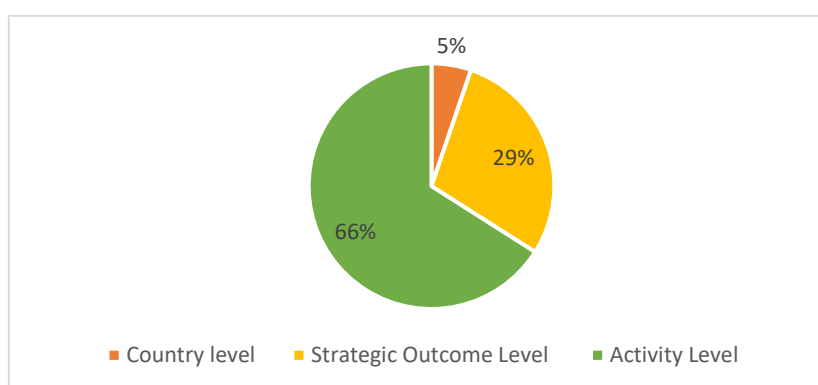
220. Most of the donors stressed that they see the distribution of food and cash-based transfers and operating at scale as the main strengths of WFP. WFP was widely praised for its logistics capacity; several donors also noted WFP capacity in data collection. They pointed to the continuation of the armed conflict and related food insecurity as the main reason for their preference to fund the activities that are part of SO1.

221. The CSP seeks to promote an integrated approach, instead of siloed activities.¹⁵⁶ This way, it is thought, donors might be encouraged to contribute to the whole of the CSP, instead of allocating their funding to specific components. However, this ambition did not succeed in Nigeria, as shown in Figure 31 representing the levels of earmarking.

¹⁵⁵ E.g., Carnegie Endowment for International Peace, A New Taxonomy for Corruption in Nigeria (2018) and Stabilizing Northeast Nigeria After Boko Haram (2019).

¹⁵⁶ See also WFP, Strategic Evaluation of Funding WFP Work, 2020.

Figure 31: Directed multilateral contributions for Nigeria CSP (2019-2022) by level of earmarking



Source: WFP, the FACTory platform, distribution contributions and forecast stats, data as of 21 November 2021.

222. Some of the largest donors reported that the CSP format and structure did not prompt them to reconsider their funding practices, in particular their preference to focus on WFP general food assistance and emergency response nutrition. Hence, SO1 was the best funded outcome, although more recently, by the time of this CSP evaluation, continued funding for food assistance had become a concern.

223. The conceptual coherence of the CSP in terms of working according to a nexus approach combining short- and long-term goals did not result in increased funding. Compared to SO1, SO2 received less funding as resilience building and livelihoods support were less feasible given the context, as shown in [Table 16](#) with the percentages of allocated contributions for each strategic outcome against total allocated contributions per year.

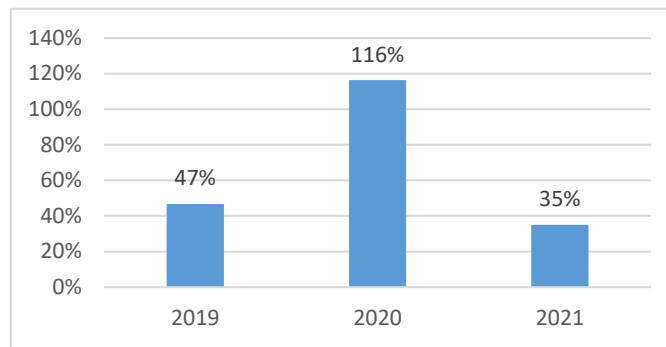
Table 16: Allocated contributions by strategic outcome per year

SO	Allocated contributions 2019	Allocated contributions 2020	Allocated contributions 2021
SO1	70.26%	78.65%	80.66%
SO2	13.82%	10.66%	5.76%
SO3	3.22%	0.93%	1.15%
SO4	0.49%	0.78%	0.94%
SO5	0.01%	0.01%	0.10%
SO6	12.20%	8.98%	11.39%
Total	100 %	100 %	100 %

Source: CPB Resources Overview report, Info System and Reporting Branch (CPPI), data extracted on 29 Nov 2021.

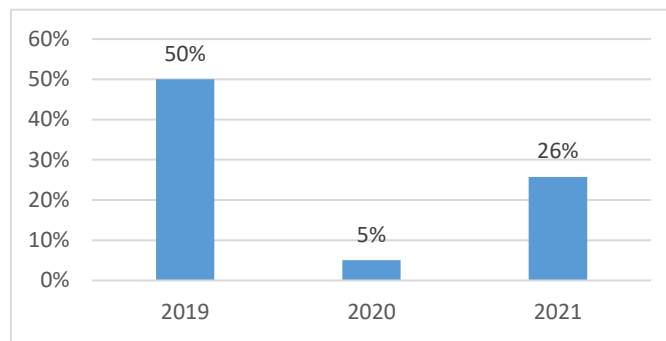
224. Similarly, as a result of the priority given to the crisis response focus area (SO1 and SO6), SO4 and SO5 under the root causes focus area received less funding than requested, with the sole exception of SO4 in 2020, which received more than requested in the needs-based plan, as shown in [figures 32](#) and [33](#) that present the percentages of allocated contributions to the needs-based plan. At the same time, funding to SO4 increased between 2019 and 2021, while funding for SO5 decreased.

Figure 32: Allocated contribution versus needs-based plan for SO4



Source: CPB Resources Overview report, Info System and Reporting Branch (CPPI), data extracted on 29 Nov 2021.

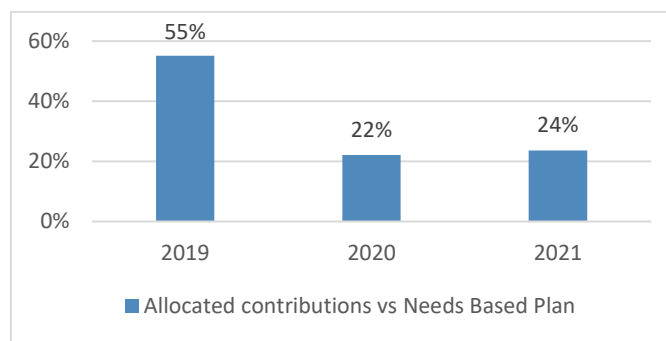
Figure 33: Allocated contribution versus needs-based plan for SO5



Source: CPB Resources Overview report, Info System and Reporting Branch (CPPI), data extracted on 29 Nov 2021.

225. Funding for SO3 under the resilience building focus area has been an issue since the CSP came into force, as summarized in [Figure 34](#), which shows that allocated contributions to SO3 were 55 percent of the needs-based plan in 2019, 22 percent in 2020 and 24 percent in 2021.

Figure 34: Allocated contribution versus needs-based plan for SO3



Source: CPB Resources Overview report, Info System and Reporting Branch (CPPI), data extracted on 29 Nov 2021.

226. SO6, covering the United Nations Humanitarian Air Service (UNHAS), common logistics services and telecommunications, is also one that has been relatively well funded. These are all services critical to the delivery of humanitarian response in the northeast and widely appreciated in the humanitarian community.

However, the fact that one institutional donor is providing most of the financial support to UNHAS also creates a substantial risk.

227. One significant feature of the Nigeria operation is that the Federal Government of Nigeria is also a donor. Its contribution, of around USD 1 million, represents about one-tenth of 1 percent of the total income of WFP in Nigeria, but its symbolical value is much larger. It strengthens the partnership of WFP with the federal authorities. At the same time, some stakeholders consider that a too-close association with government authorities, whether they are federal, state or local, may raise challenges around safeguarding the operational independence of the programme.

228. In looking at the CSP as a new tool to generate more streamlined practices in terms of developing budgets and mobilizing funding, a number of key informants, not only donors, mentioned that this question is one that will need further reflection at the corporate level. Clearly, as this CSP cycle is the first of its kind, it is premature to present a conclusive verdict on the advantages and disadvantages of the CSP in relation to budgeting and funding.

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

229. WFP partnerships with the various government authorities, the United Nations system, NGOs, and the private sector in Nigeria are seen as very constructive and collaborative. WFP has made strong partnerships with the federal and state levels of the Government, as well as with communities. This had a positive impact on implementation performance and on monitoring protection issues.

230. In developing and implementing the CSP, the country office sought close cooperation with a range of partners: various government authorities at the federal, state and local levels, United Nations agencies, NGOs, and especially also the private sector. The broad scope of the CSP covering humanitarian and development activities prompts the need for WFP to develop strong partnerships with a wide variety of actors.

231. Most significantly, the CSP set high ambitions for working closely with the various institutions of the Nigerian Government at different levels. Overall, WFP has been very successful in developing close partnerships with the federal and state level government authorities. As these partnerships are said to be very constructive, the next step for WFP is to assert the Government's responsibilities in upholding humanitarian norms and principles, together with its United Nations partners.

232. A considerable number of key informants representing United Nations and non-United Nations operational partners of WFP expressed strong appreciation for the way they worked together with WFP. Especially in the humanitarian world, partner agency representatives, whether they are cooperating partners or not, have experience in working with WFP and many of the respondents compared their experiences in Nigeria to those in other countries noting a positive change. Although informants were rather positive on these issues, some partners expressed the view that WFP has not consistently embraced a collective way of working. They noted instances when WFP may have been too focused on its own mission and way of working and did not sufficiently consider the available mapping of who is doing what, where, when, and for whom when it undertook some ad hoc distributions. This may be part of the inevitable tension for WFP between its size, no-regret policy, agility and speed, which are widely praised, and the need for consultations with partners. Nonetheless, the country office acknowledges the need to work more closely with partners including INGOs/NGOs to understand their ongoing interventions in the communities where they are working, as a way to achieve further complementarity.

233. Some specific factors may have contributed to the generally positive state of the relationships. WFP arrived in Nigeria at a time when the armed conflict had been going on for more than half a decade. Several of the larger international NGOs had assumed responsibility for large portions of the food assistance. Given these circumstances, WFP had to collaborate with those international NGOs having experience and presence on the ground.¹⁵⁷ Several of them also subsequently became WFP cooperating partners.

¹⁵⁷ The evaluation of WFP's Corporate Emergency Response in Northeast Nigeria (2016-2021) notes that "the complexity and scale of the food security crisis in northeast Nigeria requires a response that effectively draws together the contributions of multiple government, international and non-governmental agencies". p 54.

234. With a broad portfolio of CSP activities, partnerships are critical. For example, with regards to protection, WFP quickly noted that it would need cooperating partners with protection experience to monitor the protection risks and to operate the complaints and feedback mechanisms. Several cooperating partners also stated their appreciation for the training on needs assessments received from WFP.

2.4.4 To what extent did the CSP serve as an enabling tool in framing WFP strategy and programmes, provide flexibility (or not) in this dynamic operational context, and how did it affect results?

235. The CSP could have provided greater flexibility for subsequent efforts by WFP to operate at scale, specifically in the northwest, an area that sees major humanitarian needs, if it had also included an analysis of the risks for this conflict to deteriorate and the potential for increased donor funding to expand its operations to other parts of the country.

236. The CSP's reference to allow for WFP interventions in areas other than the northeast is a short one: "WFP stands ready to engage directly in areas outside the northeast".¹⁵⁸ While this reference leaves significant space for manoeuvre, it provides little direction as to priority regions in Nigeria for WFP attention. Several key informants suggested that the next CSP should contain more guidance and precision in relation to other areas in Nigeria where WFP might establish a presence. During this CSP cycle, the situation in the northwest continued to spiral out of control, especially in recent months. The decision to start a direct, although short term, WFP intervention in the northwest needs to be considered in terms of the prioritization of limited WFP resources generally, the unmet needs in the northeast, as well as the Government's responsibility and capacity to protect and assist its citizens.

237. With the humanitarian imperative in mind, WFP made repeated attempts to establish a permanent presence and to regularly assess and analyse the humanitarian situation in the northwest together with government authorities. It undertook several (rapid) assessment missions, such as the one in mid-2019,¹⁵⁹ and an in-depth essential needs and nutrition assessment in February 2021.¹⁶⁰ Following these missions, WFP launched several small-scale interventions.

238. The degree to which the United Nations system, including WFP, should establish its presence and interventions in the northwest has been a source of debate. WFP has been active in leading several assessment missions, including an inter-agency scoping mission composed of several agencies, including FAO, IOM, OCHA, UNICEF, and the Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development in Katsina, Sokoto and Zamfara states. Yet the follow-up of these missions has not always been clear in terms of actions taken. Key informants, including several donors, confirmed a reluctance to fund additional interventions and set up another major United Nations presence in Nigeria. It follows that in their advocacy, WFP and its partners could point to one of the basic principles of good humanitarian donorship, that is, that funding is allocated in proportion to needs and on the basis of needs assessments.¹⁶¹

239. The northwest crisis presents humanitarian agencies, especially those that largely work with earmarked donor funding, with a conundrum. On the one hand, not intervening implies that the situation may further spiral out of control and reach a scale like the one in the northeast. On the other hand, a justification given for the reluctance to launch another intervention is that it would de-emphasise the role and responsibility of government authorities to protect and assist the Nigerian population. This dilemma is not an easy one, but there may be lessons available to the country office related to WFP interventions in the northeast from which it can learn. One such lesson is to consider how WFP can contribute to addressing the

¹⁵⁸ CSP, para 46, p.11.

¹⁵⁹ This rapid assessment was jointly conducted by WFP, the National Bureau of Statistics (NBS) and Federal and State Ministries of Agriculture and Rural Development through the Project Coordinating Unit (PCU-FMARD), in order to assess the impact of the conflict in Zamfara, Sokoto and Katsina states on household food security, nutrition and market functionality in the worst affected areas. See WFP, Rapid Food Security and Nutrition Assessment among Internally Displaced Households in Katsina, Sokoto and Zamfara States of Nigeria, September 2019.

¹⁶⁰ See WFP Essential Needs and Nutrition Analysis – Northwest Nigeria (Zamfara, Sokoto, Katsina), February 2021 Assessment Report.

¹⁶¹ See Principle 6 of the Good Humanitarian Donorship Principles <https://www.ghdinitiative.org/ghd/gns/principles-good-practice-of-ghd/principles-good-practice-ghd.html>.

root causes of the instability in the region through food and nutrition security programming and engagement with the federal and respective state governments. WFP could also promote steps with partners such as FAO or undertake these steps itself to provide support to the federal Government in expediting implementation of the 2019 National Livestock Transformation Plan.

240. Further to this, the livelihoods strengthening interventions undertaken in the northeast in collaboration with cooperating partners could be replicated in the northwest, if conducted in a conflict-sensitive and community-based, inclusive way. Adapting these interventions to the underlying tensions between herders and farmers, as a measure to prevent further escalation of the conflict, would appear as a step towards contributing to stability and sustainability.¹⁶²

2.4.5 What are the other factors that can explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?

241. As a new corporate tool, the CSP consolidates a range of activities in one document in a streamlined manner bringing many advantages. However, the strategy was framed around a single scenario of stabilization. The CSP did not propose sufficiently robust mitigating strategies in the event of a deterioration of the crisis. A contributing factor that may have adversely affected CSP implementation was the high staff turnover, including at senior levels, and the resulting loss in institutional memory with regard to strategic decisions.

242. The introduction of a new tool such as the CSP creates both an opportunity and a challenge. The opportunity comes with promoting a different way of conceptualizing and working, including the interconnectedness of the various outcomes, outputs, and activities; the need to forge relationships with partners; and the longer-term trajectory.¹⁶³ The challenge relates to expectations, especially from headquarters, in terms of the various scenarios and the direction the country office would take.

243. One critical issue in terms of the added value of a CSP approach for WFP to examine – beyond the scope of this evaluation – is to determine whether or not a CSP should be based on a scenario of stabilization and whether or not the main scenario is always one that will see the achievement of developmental goals as the primary objective for the WFP country office, even if the situation is not fit for development. This latter question is also one that touches on the organizational strengths of WFP and its comparative advantage, which many informants in Nigeria relate to its emergency response capacity. Many informants also stated that this strength should be the guiding aspect in developing the next CSP.

244. Another important factor that appears to have influenced the implementation of the CSP is the high turnover of staff especially at the leadership level and in international posts, an issue raised earlier.¹⁶⁴ High staff turnover of international staff in an L3 emergency response is expected, hence, the country office has invested in national staff to mitigate the loss of institutional memory. Nevertheless, changes in leadership positions are particularly impactful on strategic continuity, and effective knowledge management and hand-over processes are therefore very important. Key informants expressed the view that staff turnover, and especially recruitment in the case of vacancies for key leadership positions, has been extremely challenging.

245. [Table 17](#) shows the allocation of staff to the various strategic outcomes, another indication of how the emergency strategic outcomes took precedence.

¹⁶² This issue was the subject of the work Search for Common Ground, commissioned by WFP CO.

¹⁶³ Some of the tools that are part of the CSP package, for example the line of sight, may create confusion as they are known for their relevance and use in stable development contexts. A line of sight is, by definition, a tool for a relatively stable situation. It has been used in particular by the World Bank. See, e.g., World Bank, Ten Steps to a Results-Based Monitoring and Evaluation System, 2004.

¹⁶⁴ See, WFP, WFP's Corporate Emergency Response in Nigeria (2016-2018) evaluation, p. 47.

Table 17: CSP 2019-2022: Yearly staff by strategic outcome

	2019	2020	2021
Direct support staff	73	69	53
Strategic Outcome 1	244	234	98
Strategic Outcome 2	101	97	146
Strategic Outcome 3	13	14	11
Strategic Outcome 4	7	7	8
Strategic Outcome 5	-	-	2
Strategic Outcome 6	30	23	18

Source: WFP CSP staffing overview 2019-2022.

246. A further challenge was the reduced WFP presence on the ground in the BAY states (see [paragraph 79](#)). The reduced field presence of WFP staff is shown in [Table 18](#), with numbers of WFP staff by location from 2019 to 2021. In Maiduguri, for instance, the staff in 2021 constitutes 70 percent of 2019 levels, while staffing levels in Damaturu in 2021 constituted 79 percent of 2019 levels.

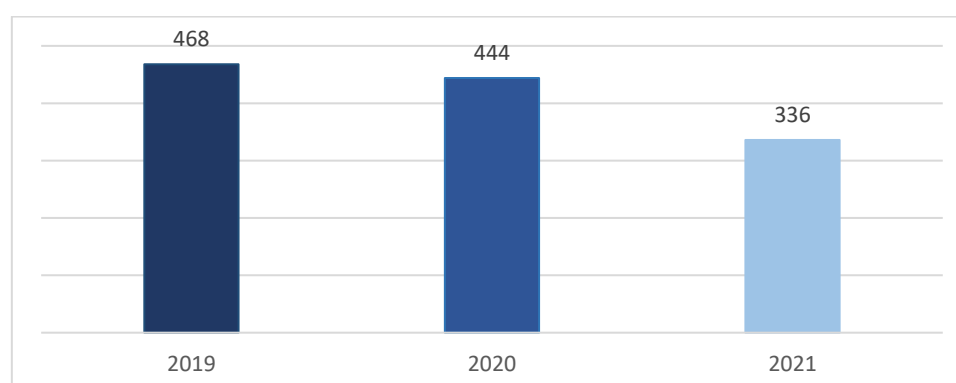
Table 18: Number of WFP Nigeria staff by location

Location	2019	2020	2021
Abuja	111	108	84
Damaturu	95	91	75
Maiduguri	253	236	177
Lagos	6	6	0
Kano	3	3	0

Source: WFP CSP staffing overview 2019-2022.

247. [Figure 35](#) shows the decreasing trend in overall WFP staffing from 2019 to 2021.

Figure 35: Overall number of WFP Nigeria staff



Source: Elaboration by the evaluation team from WFP CSP staffing overview 2019-2022.

248. The decline in financial resources at the end of 2021 and the decrease in staff levels raise the question of what plans WFP will put in place to keep its operations at the scale needed in relation to the conflicts in the northeast and northwest during the last year of this CSP. A number of issues raised in this report have been recognized by the country office and steps have been taken to address them. The crisis has become protracted, and WFP will need to continue investing in its presence and activities in Nigeria in the years to come.

3. Conclusions and recommendations

3.1. CONCLUSIONS

249. **Conclusion 1:** WFP has been able to position itself strategically in Nigeria because of its good relations at all levels with the Government of Nigeria and the alignment of the CSP with government priorities. WFP has demonstrated the capacity to scale up in response to increased needs following the deterioration of the situation in the northeast, the outbreak of the COVID-19 pandemic, and the escalation of conflict in the northwest.

250. A major factor contributing to WFP strategic positioning has been its decision to ensure that the CSP is aligned with the key priorities of the Government of Nigeria in eliminating hunger in the country. In implementing the strategy, WFP has delivered essential work in support of the Government's objective to reach zero hunger.

251. Facing increased needs in the northeast with the escalation of the conflict, the decision by WFP to focus its primary attention on delivering food assistance through in-kind food distributions, cash and vouchers was entirely relevant to the context and corresponded to the comparative advantages that partners, including donors, see in WFP: delivering assistance at scale and providing support in logistics, communications and transport facilities.

252. WFP adapted well to the challenges presented by the COVID-19 pandemic, such as the shift from a school feeding modality to take-home rations. The creation of flexible partnerships especially with federal and state authorities became a significant factor in strong implementation performance and is a significant step toward improving the future resilience of the system. However, the deteriorating circumstances in the northeast contributed to some unevenness in outputs and outcomes. Also, WFP has responded to increased needs in the northwest due to the escalation of the conflict.

253. **Conclusion 2:** WFP achieved or exceeded many of the CSP outcome targets, although variations in performance have been witnessed. Largely due to underfunding, provision of services did not always keep pace with increased needs and difficult decisions were required.

254. Performance was particularly good for provision of in-kind food and cash and vouchers. Achieving or exceeding output targets is a major achievement in light of a deteriorating security situation combined with the onset of the COVID-19 pandemic. While the overall total number of beneficiaries generally increased in the first years of the CSP, trends varied across modalities. Variations in performance across activities, which resulted in uneven outputs, can be partly attributed to sudden changes in the context. Spreading nutrition-related activities over two strategic outcomes is an example of how some CSP activities were compartmentalized.

255. **Conclusion 3:** The significant commitments made in the CSP on humanitarian principles, protection, accountability to affected populations and gender have been partially fulfilled and require further action to realize their full implementation.

256. WFP has taken steps to fulfil its commitment to operationalize the principles guiding humanitarian action. This requires sustained dialogue with government authorities by WFP and its United Nations and non-United Nations humanitarian partners, given the restrictions that have been placed on humanitarian space. WFP could have been more robust in leveraging its positive relationship with the Government in consultation with the broader humanitarian community to ensure that the humanitarian needs of all conflict-affected populations are fully known and addressed. The appropriate path forward is for WFP to continue its advocacy with others in the Humanitarian Country Team to obtain access and allow for negotiations with all sides to the conflict.

257. WFP has sought to ensure that beneficiaries feel safe in the context of food distribution. It has also worked to improve safety in the camps, as seen in the distribution of firewood. This fits with the need to develop a broader approach in addressing protection issues in relation to the day-to-day life in the camps,

in particular given the high levels of gender-based violence in camps. Improvements in accountability to affected populations, such as routine monitoring of the hotline feedback, are offset by the slow response time in making operational adjustments based on the feedback received from beneficiaries. Cooperating partners with protection experience made it possible to monitor the protection risks and to operate the complaints and feedback mechanisms.

258. The CSP addresses the specific needs of women in relation to food assistance and protection, their participation in the local economy and access to land and property (as part of the livelihoods component), and in terms of capacity strengthening of government institutions by ensuring gender equality in social protection policies. The country office has made progress in implementing these commitments and in mainstreaming gender equality principles, such as the recruitment and deployment of a gender officer. Yet, there is a need for WFP to work further with agencies such as FAO and UNFPA to address remaining gaps. Women continue to be underrepresented in WFP entrepreneurship programmes, and further attention needs to be given to addressing the increased risks of gender-based violence in the context of the COVID-19 pandemic.

259. **Conclusion 4:** Medium- and long-term sustainability of programme achievements has been achieved only in part, largely due to the unstable context.

260. Certain elements of the programme appear sustainable, including the support given by WFP to strengthen the capacity of federal, state, and local authorities in terms of addressing zero hunger and the policy support, data management, disaster preparedness and the school feeding programme. Several livelihood activities, including asset creation and ecologically friendly agricultural technologies and practices, also show a significant likelihood of sustainability. However, issues such as continued insecurity due to the conflict, insufficient attention to root causes of conflict and the risks related to reintegration of returnees have limited the contribution of livelihood and resilience initiatives to durable and safe returns.

261. The capacity of WFP itself to sustain the momentum gained through implementation of the CSP is somewhat at risk because of reductions in WFP staff numbers and its field presence. Turnover in senior positions also posed challenges in terms of institutional memory at the strategic level to support sustainability of programme outcomes; continuous investment in knowledge sharing and management is critical.

262. **Conclusion 5:** The determination of needs followed agreed protocols in coordination with the food security sector using Cadre Harmonisé numbers. However, significant numbers of people in need remain without assistance, an issue of concern to the entire humanitarian community, including WFP. Despite generally effective targeting procedures to determine who should receive food assistance, more robust follow-up could have increased the share of people in need who were actually assisted.

263. Targeting in the northeast was responsive to the needs based on the Cadre Harmonisé numbers. However, overall coverage was inadequate. Challenges that fell beyond the immediate control of WFP also included shortfalls in available resources, especially towards the end of 2021.

264. A lack of clarity in the division of responsibility between WFP and other agencies was one of the possible factors to create some gaps in coverage, while tracking mechanisms for beneficiaries who move to other locations have been inadequate or were not updated in time, creating the risk of a lack of continuity in their support. The reliability of the targeting committees at the camp level was not systematically compared with data deriving from complaints and feedback mechanisms.

265. **Conclusion 6:** Effective operational management supported by a series of key procedural decisions was responsible for cost-efficient implementation, with streamlined processes and effective oversight and decision making. The activities supported by WFP were characterized by on-time deliveries and very few post-delivery losses of commodities.

266.

The country office used several tools, such as the Global Commodity Management Facility, and put in place processes to minimize delays in deliveries and ensure efficiency and cost-effectiveness. These steps have generally produced good results, especially in light of the increased demands on procurement and supply given the increased caseloads. They also demonstrate how corporate tools such as the Global Commodity Management Facility or the DOTS visual data platform can be successfully integrated into the daily management of a WFP country office. Other activities in response to the impact of the COVID-19 pandemic,

such as support to the Government in distributing cash in several urban centres, illustrate the sorts of key procedural decisions that led to cost-efficient implementation.

267. **Conclusion 7:** Strong partnerships, including with government authorities, created opportunities that helped to meet important implementation targets.

268. Partnerships with various institutions of the Nigerian Government at the federal, state and local levels, and with donors, United Nations agencies, NGOs, and the private sector facilitated programme implementation and overall policy dialogue. WFP efforts to strengthen the capacity of authorities at all levels of Government were highly appreciated. However, its leveraging value to address some critical issues was not fully exploited. At the community level, working with formal agencies and community groups proved vital to the success of resilience and livelihood activities. Engagement with the private sector was critical for sustainability and achieving progress toward zero hunger in Nigeria and contributed to local ownership and sustainability.

269. **Conclusion 8:** The intended shift to a developmental focus, as anticipated under the CSP, was premature, as reflected in donors' preference for earmarking funds primarily for humanitarian use. The degree to which the CSP as a tool should leave space for a regressive shift in the situation on the ground is an issue for reflection. In any case, moving towards resilience, recovery and stabilization should have been the subject of more thorough and in-depth background analysis to set realistic goals fitting the context.

270. Despite a number of strengths, the CSP did not serve effectively as an enabling tool to frame the WFP strategy in relation to the challenging context. It did not sufficiently consider the likelihood of a highly volatile security environment in the northeast, which was otherwise considered as high. WFP developed the CSP on an overly optimistic scenario in which hunger, food security and nutrition would continue to show significant improvement. Not only did the continued instability prevent WFP from moving beyond its emergency phase into the development phase, but it also meant that several commitments, such as the one on the humanitarian-development-peace nexus, could not be fully implemented. Overall, while the decision to follow the nexus approach is in line with broader United Nations thinking, it was overambitious in relation to the context on the ground in Nigeria.

271. In terms of the development component of the triple nexus approach, WFP undertook several livelihood activities that bridge the humanitarian response with development interventions and capacity strengthening, and that have the potential to support peacebuilding elements. The CBPP could contribute to an improvement in social cohesion and a reduction in social tension at the community level. Yet the livelihoods activities would have benefitted from a deeper contextual grounding that could have been provided by conflict-sensitive analyses of existing and potential conflict fault lines and dynamics, and opportunities for social cohesion.

272. The recommendations below are intended to guide preparation of the next-phase planning and activities. [Annex 15](#) presents a summary overview of recommendations, conclusions and findings.

3.2. RECOMMENDATIONS

Recommendation	Recommendation type	Responsible WFP offices and divisions	Supporting entities	Priority	Deadline for completion
<p>Recommendation 1: In the design of Nigeria’s next country strategic plan, focus on humanitarian challenges, looking at food needs in emergencies, including those in the northeast and northwest, while continuing to pave the way for the transition to a more developmental approach. The next country strategic plan should:</p> <ul style="list-style-type: none"> • set out a long-term vision based on a thorough conflict analysis and different scenarios, so as to guarantee a higher degree of adaptability to evolving situations; • build on the comparative advantage of WFP in managing large-scale emergency responses and work closely with other humanitarian actors to develop a consolidated advocacy position ensuring sustained attention to the situation in the northeast and northwest, including from donors; • be based on various scenarios with contingency plans, that include ambitious but feasible strategic objectives, especially with regard to following a nexus approach; • give careful consideration to the design of resilience interventions, building on conflict analysis and defining possible steps in promoting peace through food security; 	Strategic	Country office	Regional bureau WFP headquarters: Emergency Operations Division; Nutrition Division; Programme – Humanitarian and Development Division, Emergencies and Transitions Unit; Livelihoods, Asset Creation and Resilience Unit Search for Common Ground; other conflict research organizations Cooperating partners United Nations country team Humanitarian country team	High	At start of next CSP preparation process First quarter of 2023

Recommendation	Recommendation type	Responsible WFP offices and divisions	Supporting entities	Priority	Deadline for completion
<ul style="list-style-type: none"> • explore the adaptation of the livelihoods strengthening intervention undertaken in the northeast for replication in the northwest, thus contributing to stability; • ensure the consolidation of various activities in order to strengthen the linkages between nutrition and livelihood activities, which will support the improvement of nutrition outcomes; and • ensure that experience and institutional knowledge at the strategic level are maintained in the country office. 					
<p>Recommendation 2: Develop a clear plan aimed at promoting full adherence to humanitarian norms and principles.</p> <p>2.1 Outline in concrete terms how the underlying humanitarian principles will be supported, including through the following actions:</p> <ul style="list-style-type: none"> ▪ Explore the possibility of including reference to the humanitarian principles in agreements with the Government and partners. ▪ Deliver regular and specific training to WFP country office staff, especially as part of the induction process for new staff. 	Strategic	Country office	Regional bureau WFP headquarters: Emergency Operations Division; Programme – Humanitarian and Development Division, Emergencies and Transitions Unit United Nations and humanitarian country teams Government at the federal and state levels Cooperating partners	High	Fourth quarter of 2023

Recommendation	Recommendation type	Responsible WFP offices and divisions	Supporting entities	Priority	Deadline for completion
2.2. In collaboration with other United Nations and humanitarian entities, continue direct engagement with the Government to advocate and contribute to the negotiation of humanitarian access and conflict-sensitive food security and livelihood programmes that assist social cohesion.					
<p>Recommendation 3: Incorporate a broader and more proactive approach to addressing protection and accountability to affected populations issues beyond the food distribution process.</p> <p>3.1. Review the areas where WFP can contribute to reducing protection risks and exploring effective partnership with other agencies in order to address the issues identified, including gender-based violence.</p> <p>3.2. Explore what actions WFP can take, in collaboration with other agencies, to enhance access to land, focusing on vulnerable population groups such as women returnees.</p> <p>3.3. Strengthen accountability mechanisms such as timely follow-up on hotline complaints and in-person contact with beneficiaries.</p>	Operational	Country office	Regional bureau WFP headquarters: Programme – Humanitarian and Development Division, Emergencies and Transitions Service; Gender Office	High/medium	Second quarter of 2024
<p>Recommendation 4: Building on current progress, further develop a set of concrete, actionable measures for addressing gender inequality in the next country strategic plan.</p> <p>4.1. Continue and, where needed, strengthen gender training for cooperating partners.</p>	Operational	Country office	Regional bureau WFP headquarters: Gender Office United Nations and humanitarian country teams; gender-focused organizations	High/medium	Third quarter of 2023

Recommendation	Recommendation type	Responsible WFP offices and divisions	Supporting entities	Priority	Deadline for completion
<p>4.2. Building on the country office's gender improvement plan, update the action plan for the gender transformation programme, by:</p> <ul style="list-style-type: none"> ▪ increasing the attention paid to addressing gender-based violence, including specific training for WFP staff; ▪ in partnership with other agencies, contributing to advocacy at the state level for the prevention of gender-based violence, leveraging WFP's direct engagement with state authorities; ▪ reinforcing customized gender training for cooperating partners; ▪ reinforcing the gender focal points network with wider and cross-functional participation; and ▪ considering specific training on women's empowerment. <p>4.3. Reflect and follow up on the outcomes of studies of the impact of the coronavirus disease 2019 pandemic on gender equality.</p>					
<p>Recommendation 5: Improve targeting and monitoring mechanisms in order to further increase their coverage and inclusion of vulnerable population groups.</p> <p>5.1. Work with other agencies and the food security sector on eliminating the gap between the people identified as needing food assistance and those receiving it.</p>	Operational	Country office	Regional bureau WFP headquarters: Research, Assessment and Monitoring Division	High/medium	Second quarter of 2023

Recommendation	Recommendation type	Responsible WFP offices and divisions	Supporting entities	Priority	Deadline for completion
<p>5.2. Further clarify and enhance the overall coverage of people in need of food assistance, in cooperation with other agencies and in coordination with the food security sector.</p> <p>5.3. Update the tracking mechanism for beneficiaries who change locations so as to ensure the timely inclusion of eligible beneficiaries in distribution lists.</p>					

Annexes

Annex 1: Summary Terms of Reference

Evaluation of Nigeria WFP Country Strategic Plan 2019-2022

Summary Terms of Reference

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 CSP (2019-2022) centres around six Strategic Outcomes focusing on crisis response, resilience building, nutrition, country capacity strengthening, support to policy and the Zero Hunger Forum, humanitarian comment service provision. Although the CSP originally planned gradual scaling down of the humanitarian response interventions, the CSP Budget Revisions increased its crisis response beneficiaries due to the deteriorating humanitarian situation in northeast Nigeria, while simultaneously enhancing livelihoods support to affected populations.

The overall budget of the Nigeria CSP approved by the Executive Board in 2018 was USD 587 million for a total of 0.89 million beneficiaries. The CSP went through two budget revisions. The first budget revision, approved in March 2020, brought the overall budget to USD 771 million and total planned beneficiaries to 1.19 million. Further increase in beneficiaries and budget is planned under currently on-going second budget revision.

The evaluation will assess WFP contributions to CSP strategic outcomes, establishing plausible causal relations between the outputs of WFP activities, the implementation process, the operational environment and changes observed at the outcome level, including any unintended consequences.

It will also focus on adherence to humanitarian principles, gender equality, protection and accountability to affected populations.

The evaluation will adopt standard UNEG and OECD/DAC evaluation criteria, namely: relevance, coherence, efficiency, effectiveness, sustainability as well as connectedness, and coverage.



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

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 – including its response to the COVID-19 pandemic; 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 Nigeria?

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 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, approved by the WFP Executive Board in February 2019, as well as any subsequent approved budget revisions.

The evaluation covers all WFP activities (including cross-cutting results) from 2019 to mid-2021, following directly on from the Corporate Emergency Evaluation, to assess the extent to which the strategic shifts envisaged with the introduction of the CSP have taken place.

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 recent developments related to the COVID-19 pandemic, the inception phase will be conducted remotely. Depending on how the country and global contexts evolve, the data collection phase should be conducted through either fully or partially in-country fieldwork. Should the contextual and security situation allow it, the aim would be to hold the final learning workshop in Abuja.

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 Nigeria CSPE (i.e. humanitarian assistance, nutrition, food security, livelihoods, resilience building, gender, protection, accountability to affected populations and cash based transfer).

OEV EVALUATION MANAGER: The evaluation will be managed by Mari Honjo, Evaluation Office in the WFP Office of Evaluation. She 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 Andrea Cook, the Director of Evaluation.

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 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, implementing 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 September 2021 to inform the new CSP design process. A country learning workshop will be held in October 2021 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: May – mid-July 2021
Data collection: end July – August 2021
Remote Debriefing: September 2021
Reports: September 2021 – January 2022
Learning Workshop: October 2021 (to be confirmed)
Executive Board: November 2022

Annex 2: Lines of Sight

Figure 36 Nigeria CSP Original Line of Sight 2019-2022

NIGERIA COUNTRY STRATEGIC PLAN LINE OF SIGHT (2019-2022)					
SR 1 – Everyone has access to food (SDG Target 2.1)	SR 3 – Smallholder productivity and incomes (SDG Target 2.3)	SR 2 – No one suffers from malnutrition (SDG Target 2.2)	SR 5- Countries strengthened capacities (SDG Target 17.9)	SR 6- Policy Coherence (SDG Target 17.14)	SR 8- Enhance Global Partnership (SDG Target 17.16)
CRISIS RESPONSE	RESILIENCE BUILDING	RESILIENCE BUILDING	ROOT CAUSES	ROOT CAUSES	CRISIS RESPONSE
<p>OUTCOME 1: IDPs, returnees, refugees and local communities affected by crisis in Nigeria are able to meet their basic food and nutrition needs during and in the aftermath of shocks.</p>	<p>OUTCOME 2: Vulnerable populations in targeted areas become more resilient to shocks and are able to meet their basic food needs throughout the year</p>	<p>OUTCOME 3: Nutritionally vulnerable people in chronically food insecure areas have enhanced nutritional status in line with achieving national and global targets by 2025</p>	<p>OUTCOME 4: Federal, state and local actors have strengthened capacity to manage food security and nutrition programmes in line with national targets in the short, medium and long-term</p>	<p>OUTCOME 5: Government and partner efforts towards achieving Zero Hunger by 2030 are supported by effective and coherent policy frameworks</p>	<p>OUTCOME 6: Humanitarian community is enabled to reach and operate in areas of humanitarian crisis throughout the year</p>
<p>OUTPUTS:</p> <ul style="list-style-type: none"> Food-insecure IDPs, returnees, refugees and local communities affected by crises receive food assistance that meets their basic food and nutrition needs Food-insecure crisis-affected people receiving food assistance, especially women and adolescents, benefit from skills training and income-generation support that promote their self-reliance and access to markets Children aged 6–59 months, pregnant and lactating women and girls (PLWG) and other nutritionally vulnerable populations affected by crises receive specialized nutritious food and accompanying behavioral change communications that prevent and treat malnutrition 	<p>OUTPUTS:</p> <ul style="list-style-type: none"> Food-insecure people, including smallholders, benefit from preserved and created assets that improve their livelihoods and food security and promote their resilience to climate disruptions and other shocks Crisis-affected, food insecure smallholder farmers benefit from improved post-harvest handling practices and increased access to markets that support their early recovery and resilience 	<p>OUTPUTS:</p> <ul style="list-style-type: none"> Children aged 6–59 months and PLWG benefit from access to nutritious foods that improve diets Children aged 6–59 months, PLWG and adolescent girls benefit from integrated, multi-sectoral nutrition prevention package that improves nutrition status Children aged 6–59 months, PLWG, adolescent girls and other nutritionally vulnerable groups (including people living with HIV) benefit from evidence and results generated by integrated nutrition approaches that improve the nutrition services provided by the government, NGOs (international and local) and community-based organizations 	<p>OUTPUTS:</p> <ul style="list-style-type: none"> Vulnerable people benefit from the strengthened capacity of federal, state and local actors to manage safely nets and thus improve their food security, nutritional status and access to complementary services Food insecure people benefit from the strengthening of the emergency preparedness and response capacity of national, state and local actors, including with regard to vulnerability assessment mapping and early warning systems, and thus benefit from improvements in their ability to address the specific needs of various vulnerable groups effectively Smallholders benefit from improved public and private institutions' capacity to support value chains, including enhanced food quality and standards, and local production of nutritious foods 	<p>OUTPUTS:</p> <p>Nigerians benefit from alignment of the policies, plans and programmes of the government and its partners with the recommendations of the national zero hunger review and thus from efficient, effective and equitable progress towards zero hunger</p>	<p>OUTPUTS:</p> <ul style="list-style-type: none"> Crisis-affected people benefit from efficient logistics services through which they receive timely life-saving food assistance Crisis-affected people benefit from reliable telecommunications that facilitate timely humanitarian assistance Crisis-affected people benefit from UNHAS services that facilitate timely humanitarian assistance
<p>ACTIVITY 1: Provide unconditional food assistance and income-generating activities to food-insecure IDPs, returnees, refugees and host communities affected by crises (activity category 1; modalities: Food, CBT & CS)</p>	<p>ACTIVITY 3: Provide conditional transfers to food-insecure persons, including women, young people and smallholders (activity category 2; modalities: Food, CBT and CS)</p>	<p>ACTIVITY 4: Support improving the nutrition status of children, PLWG, adolescent girls and other nutritionally vulnerable groups (including people living with HIV) through an integrated malnutrition prevention package, including access to nutritious food and quality care, social behavioural change communication and capacity strengthening (activity category 6; modalities: Food, CBT and CS)</p>	<p>ACTIVITY 5: Support the technical capacity of federal, state and local actors in information management systems, vulnerability assessment and mapping, monitoring and evaluation, safety net management, food technology and fortification, supply chains, nutrition and emergency preparedness and response, integrating gender considerations. [Activity category 9; modality: CS]</p>	<p>ACTIVITY 6: Support the Zero Hunger Forum and food and nutrition security coordination and advocacy in line with the recommendations of the zero hunger strategic review (activity category 9; modality: CS)</p>	<p>ACTIVITY 7: Provide common logistic services to government, United Nations and NGO partners to facilitate effective field operations (activity category 10; modality: service delivery)</p>
<p>ACTIVITY 2: Provide nutrition prevention and treatment packages to children 6-59 months, PLWG, other nutritionally vulnerable populations and persons with caring responsibilities [activity category 6: Food, CBT & CS]</p>					<p>ACTIVITY 8: Provide common emergency telecommunications services to government, United Nations and NGO partners to facilitate effective field operations and provide for staff security (activity category 10; modality: service delivery)</p>
					<p>ACTIVITY 9: Provide humanitarian air services to all partners until appropriate alternatives are available. (activity category 10; modality: service delivery)</p>

Figure 37 Nigeria CSP line of Sight 2019-2022 (BR2)

NIGERIA COUNTRY STRATEGIC PLAN LINE OF SIGHT 2019 - 2022 (BR 2)					
Collective Outcome	Collective Outcome	Collective Outcome	Collective Outcome	Collective Outcome	Collective Outcome
UNSDCF Outcome	UNSDCF Outcome	UNSDCF Outcome	UNSDCF Outcome	UNSDCF Outcome	UNSDCF Outcome
SR 1 – Access to food (SDG Target 2.1)	SR 2 – End malnutrition (SDG Target 2.2)	SR 3 – Smallholder productivity and incomes (SDG Target 2.3)	SR 4 – Sustainable food systems (SDG Target 2.4)	SR 5- Capacity strengthening (SDG Target 17.9)	SR 8- Enhance Global Partnership (SDG Target 17.16)
CRISIS RESPONSE	RESILIENCE BUILDING	RESILIENCE BUILDING	ROOT CAUSES	ROOT CAUSES	CRISIS RESPONSE
STRATEGIC OUTCOME 1: IDPs, returnees, refugees and local communities affected by crisis in Nigeria are able to meet their basic foods and nutrition needs during an in the aftermath of shocks.	STRATEGIC OUTCOME 2: Vulnerable populations in targeted areas become more resilient to shocks and are able to meet their basic food needs throughout the year	STRATEGIC OUTCOME 3: Nutritionally vulnerable people in chronically food insecure areas have enhanced nutritional status in line with achieving national and global targets by 2030	STRATEGIC OUTCOME 4: Federal state and local actors have strengthened capacity to manage food security and nutrition programmes in line with national targets in the short, medium and long-term.	STRATEGIC OUTCOME 5: Government and partner efforts towards achieving Zero Hunger by 2030 are supported by effective and coherent policy frameworks	STRATEGIC OUTCOME 6: Provide common logistic services to government, United Nations and NGO partners to facilitate effective field operations.
BUDGET SO 1: \$1,045,038,896	BUDGET SO 2: \$177,107,811	BUDGET SO 3: \$61,421,715	BUDGET SO 4: \$16,045,824	BUDGET SO 5: \$2,175,439	BUDGET SO 6: \$133,861,182
UNIQUE DIRECT BENEF. SO 1: 1,873,187	UNIQUE DIRECT BENEF. SO 2: 250,000	UNIQUE DIRECT BENEF. SO 3: 120,000	UNIQUE DIRECT BENEF. SO 4: N/A	UNIQUE DIRECT BENEF. SO 5: N/A	UNIQUE DIRECT BENEF. SO 6: N/A
OUTPUT 1: Food-insecure IDPs, returnees, refugees and local communities affected by crisis receive food assistance that meets their basic food and nutrition needs. (A, B) 1,795,551	OUTPUT 1 Food-insecure people, including smallholders, benefit from preserved and created assets that improve their livelihoods and food security and promote their resilience to climate disruptions and other shocks. (A, C, D, E) 250,000	OUTPUT 1: Children aged 6-59 months and PLWG benefit from access to nutritious foods that improve diets. (A, B) 120,000	OUTPUT 1: Vulnerable people benefit from the strengthened capacity of federal, state and local actors to manage safety nets and thus improve their food security, nutritional status and access to complementary services. (C, M) Direct benef. N/A	OUTPUT 1. Nigerians benefit from alignment of the policies, plans and programmes of the government and its partners with the recommendations of the national Zero Hunger review and thus from efficient, effective and equitable progress towards Zero Hunger. (C) Direct benef: N/A	OUTPUT 1: Crisis-affected people benefit from efficient logistics services through which they receive timely life-saving food assistance. (H) Direct benef: N/A
OUTPUT 2: Food-insecure crisis-affected people receiving food assistance, especially women and adolescents, benefit from skills training and income-generation support that promote their self-reliance and access to markets. (A, C, D, E) Direct benef: Subset of Output 1	OUTPUT 2 Crises-affected, food insecure smallholder farmers benefit from improved post-harvest handling practices and increased access to markets that support their early recovery and resilience. (C, F) Direct benef: Subset of Output 1	OUTPUT 2: Children aged 6-59 months, PLWG and adolescent girls benefit from integrated, multi-sectoral nutrition prevention package that improves nutrition status. (E) Direct benef: Subset of Output 1	OUTPUT 2: Food insecure people benefit from the strengthening of the emergency preparedness and response capacity of national, state and local actors, including with regard to vulnerability assessment mapping and early warning systems, and thus benefit from improvements in their ability to address the specific needs to various vulnerable groups effectively. (C) Direct benef. N/A	ACTIVITY 6: Support the Zero Hunger Forum and food and nutrition security coordination and advocacy in line with the recommendations of the Zero Hunger strategic review. NG01.06.052.CS11 (CS)	OUTPUT 2: Crisis-affected people benefit from efficient logistics services through which they receive timely life-saving food assistance. (H) Direct benef: N/A
OUTPUT 3: Children aged 6-59 months, pregnant and lactating women and girls (PLWG) and other nutritionally vulnerable populations affected by crisis receive specialized nutritious food and accompanying behavioural change communications that prevent and treat malnutrition. (A, B, C, E) 440,682	ACTIVITY 3: Provide conditional transfers to food-insecure persons, including women, young people and smallholders. NG01.03.021.ACL1 (Food, CBT and CS)	OUTPUT 3: Children aged 6-59 months, PLWG, adolescents' girls and other nutritionally vulnerable groups (including people living with HIV) benefit from evidence and results generated by integrated nutrition approaches that improve the nutrition services provided by the government, NGOs (international and local) and community-based organizations. (C) Direct benef: Subset of Output 1	OUTPUT 3: Smallholders benefit from improved public and private institutions' capacity to support value chains, including enhanced food quality and standards, and local production of nutritious foods (C) Direct benef. N/A	ACTIVITY 7 Provide common logistic services to government, United Nations and NGO partners to facilitate effective field operations. NG01.08.061.CPA1 (Service Delivery)	OUTPUT 3: Crisis-affected people benefit from UNHAS services that facilitate timely humanitarian assistance. (H) Direct benef. N/A
ACTIVITY 1: Provide unconditional food assistance and income-generating activities to food-insecure IDPs, returnees, refugees and host communities affected by crises. NG01.01.011.URT1 (Food, CBT and CS)		ACTIVITY 4: Support improving get nutrition status of children, PLWG, adolescent girls and other nutritionally vulnerable groups (including people living with HIV) through an integrated malnutrition prevention package, including access to nutritious food and quality care, social behavioural change communication and capacity strengthening. NG01.02.031.NPA1 (Food, CBT and CS)	ACTIVITY 5: Support the technical capacity of federal, state and local actors in information management systems, vulnerability assessment and mapping, monitoring and evaluation, safety net management, food technology and fortification, supply chains, nutrition and emergency preparedness and response, integrating gender considerations. NG01.05.041.CS11 (CS)	TOTAL BUDGET: \$1,435,650,867	OUTPUT 4: : (H) Vulnerable populations benefit from safe and reliable on-demand support services to humanitarian partners as a result of which they receive timely and efficient assistance. Direct Bene: N/A
ACTIVITY 2: Provide nutrition prevention and treatment packages to children 6-59 months, PLWG, other nutritionally vulnerable populations and persons with caring responsibilities. NG01.01.011.NPA1 (Food, CBT and CS)				TOTAL UNIQUE DIRECT BENEFICIARIES: 2,243,187	ACTIVITY 8: Provide common emergency telecommunications services to government, United Nations and NGO partners to facilitate effective field operations and provide the staff security. NG01.08.061.CPA2 (Service Delivery)
					ACTIVITY 9: Provide humanitarian air services to government, United Nations and NGO partners to facilitate effective field operations and provide for staff security. NG01.08.061.CPA3 (Service Delivery)
					ACTIVITY 10: On-demand Service Provision NG01.08.061.CPA4 (Service Delivery)

Annex 4: Overview of Focus Areas, Strategic Outcomes, Activities and Modalities of Intervention

Focus area	Strategic objective	Strategic outcome	Activity	Modalities/outputs	Assumptions
CRISIS RESPONSE	Strategic Objective 1: End hunger by protecting access to food	Strategic Outcome 1: Internally displaced persons, returnees, refugees and local communities affected by crisis in Nigeria are able to meet their basic food and nutrition needs during and in the aftermath of shocks <i>Outcome category:</i> Maintained/enhanced individual and household access to adequate food	Activity 1: Provide unconditional food assistance and income-generating activities to food-insecure internally displaced persons, returnees, refugees and host communities affected by crises	Unconditional resource transfers to support access to food <i>Resources transferred, capacity development and technical support provided</i>	<ul style="list-style-type: none"> Government and partners able to provide complementary activities to meet beneficiary non-food items (NFI), hygiene, water, sanitation, and other needs Delivery of goods not hampered by rains, poor infrastructure, and insecurity Resources from donors received early enough to allow for the timely purchase and delivery of foods in a context where lead-time is compounded by remoteness of areas and rains Sufficient resources (human, financial, technology) secured in time to allow for required scale-up of operations for implementation and monitoring of activities
			Activity 2: Provide nutrition prevention and treatment packages to children 6-59 months, pregnant and lactating women and girls, other nutritionally vulnerable populations and persons with caring responsibilities	Malnutrition prevention activities <i>Resources transferred, nutritious foods provided, advocacy and education provided</i>	

Focus area	Strategic objective	Strategic outcome	Activity	Modalities/outputs	Assumptions
RESILIENCE BUILDING	Strategic Objective 2: Improve nutrition	<p>Strategic Outcome 3: Nutritionally vulnerable people in chronically food insecure areas have enhanced nutritional status in line with the achievement of national and global targets by 2025</p> <p><i>Outcome category: Improved consumption of high-quality, nutrient-dense foods among targeted individuals</i></p>	Activity 4: Support improving the nutrition status of children, pregnant and lactating women and girls, adolescents and other nutritionally vulnerable groups (including people living with HIV) through an integrated malnutrition prevention package, including access to nutritious food and quality care, social and behavioural change communication and capacity strengthening	<p>Malnutrition prevention activities</p> <p><i>Resources transferred, nutritious foods provided, linkages to financial resources and insurance services facilitated, capacity and technical support provided, advocacy and education provided</i></p>	<ul style="list-style-type: none"> • Government and partners able to provide complementary activities to meet beneficiary NFI, hygiene, water, sanitation, another needs • Delivery of goods not hampered by rains, poor infrastructure, and insecurity • Resources from donors received early enough to allow for the timely purchase and delivery of foods in a context where lead-time is compounded by remoteness of areas and rains • Sufficient resources (human, financial, technology) secured in time to allow for required scale-up of operations for implementation and monitoring of activities • Outbreaks and epidemics are prevented or constrained • Clients are willing and able to visit health clinics for assistance • Caregivers understand the benefits and preparation methods of nutritious commodities • Sharing of individual entitlements among household members is minimal

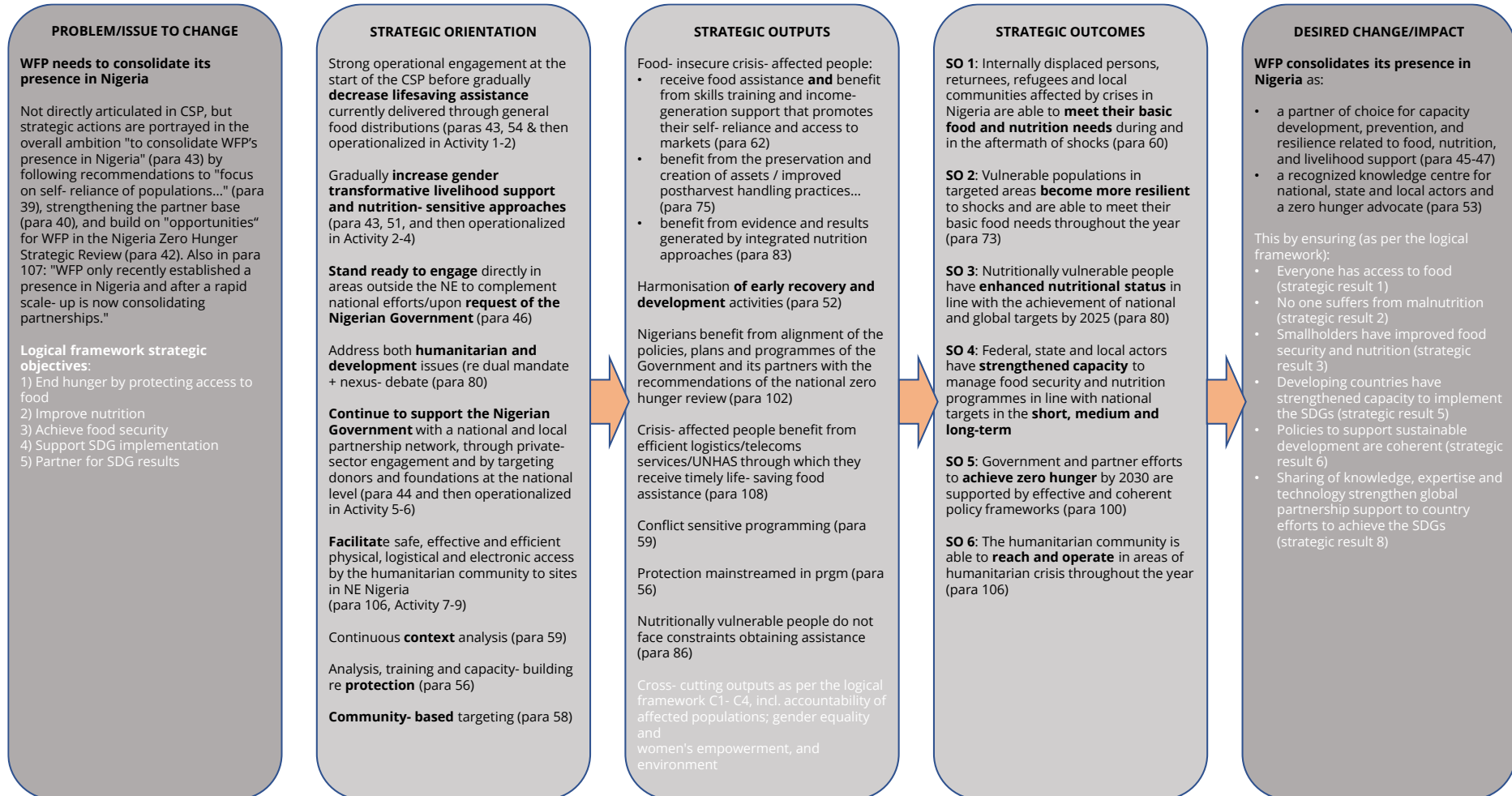
Focus area	Strategic objective	Strategic outcome	Activity	Modalities/outputs	Assumptions
RESILIENCE BUILDING	Strategic Objective 3: Achieve food security	Strategic Outcome 2: Vulnerable populations in targeted areas become more resilient to shocks and are able to meet their basic food needs throughout the year <i>Outcome category: Increased smallholder production and sales</i>	Activity 3: Provide conditional transfers to food-insecure persons, including women, young people and smallholders	Asset creation and livelihood support activities <i>Resources transferred, purchases from smallholders completed, assets created</i>	<ul style="list-style-type: none"> • Government and partners able to provide complementary activities to meet beneficiary NFI, hygiene, water, sanitation and other needs • Delivery of goods not hampered by rains, poor infrastructure, and insecurity • Resources from donors received early enough to allow for the timely purchase and delivery of foods in a context where lead-time is compounded by remoteness of areas and rains • Sufficient resources (human, financial, technology) secured in time to allow for required scale-up of operations for implementation and monitoring of activities • Community participation in activity and site selection and management starts at project inception and remains ongoing • Value of assets creation entitlement is attractive against work norms • Smallholder farmers are successful at supporting increased grain production and maintaining sustainable access to markets and surplus storage mechanism

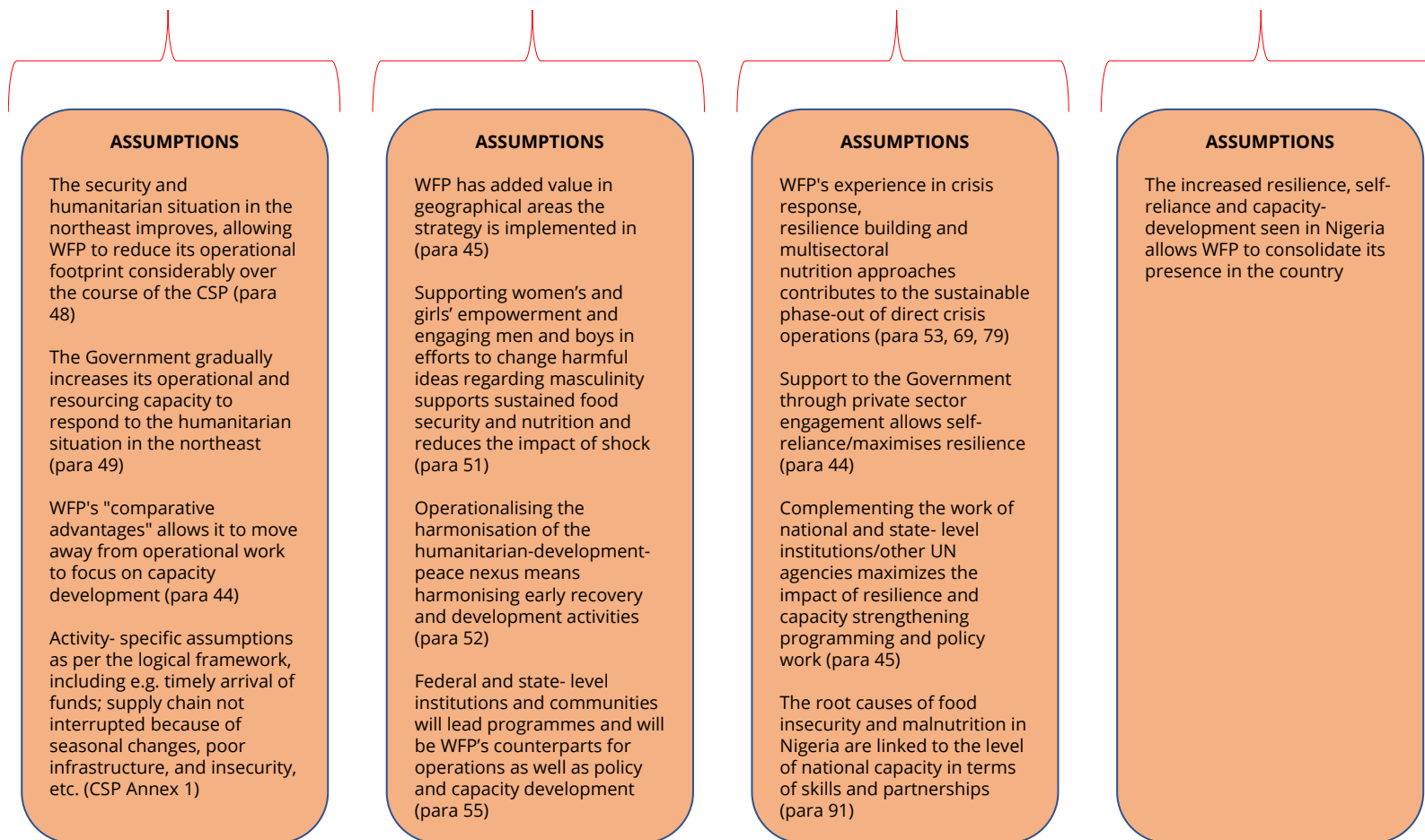
Focus area	Strategic objective	Strategic outcome	Activity	Modalities/outputs	Assumptions
ROOT CAUSES	Strategic Objective 4: Support SDG implementation	Strategic Outcome 4: Federal, state and local actors have strengthened capacity to manage food security and nutrition programmes in line with national targets in the short, medium and long term <i>Outcome category: Enhanced capacities of public and private sector institutions and systems, including local responders, to identify, target and assist food-insecure and nutritionally vulnerable populations</i>	Activity 5: Support the technical capacity of federal, state and local actors in information management systems, vulnerability assessment and mapping, monitoring and evaluation, safety net management, food technology and fortification, supply chains, nutrition and emergency preparedness and response, integrating gender	Institutional capacity strengthening activities <i>Capacity development and technical support provided, national coordination mechanisms supported</i>	<ul style="list-style-type: none"> Partnership with the Government is ongoing and effective
ROOT CAUSES		Strategic Outcome 5: Government and partner efforts to achieve zero hunger by 2030 are supported by effective and coherent policy frameworks <i>Outcome category: Prioritized and implemented food security and nutrition policy reforms</i>	Activity 6: Support the Zero Hunger Forum and food and nutrition security coordination and advocacy in line with the recommendations of the zero hunger strategic review	Institutional capacity strengthening activities <i>National coordination mechanisms supported</i>	<ul style="list-style-type: none"> Partnership with the Government is ongoing and effective
CRISIS RESPONSE	Strategic Objective 5: Partner for SDG results	Strategic Outcome 6 Humanitarian community is enabled to reach and operate in areas of humanitarian crises throughout the year	Activity 7: Provide common logistic services to government, United Nations and non-governmental partners to facilitate effective field operation	Service provision and platforms activities <i>Shared services and platforms provided</i>	<ul style="list-style-type: none"> Effective coordination structures in place Donors respond positively and timely to requirements Users understand operational constraints (such as weather and insecurity) cannot be controlled

Focus area	Strategic objective	Strategic outcome	Activity	Modalities/outputs	Assumptions
		<i>Outcome category: Enhanced common coordination platforms</i>	Activity 8: Provide common emergency telecommunications services to government, United Nations and NGO partners to facilitate effective field operations and provide for staff security	Service provision and platforms activities <i>Shared services and platforms provided</i>	<ul style="list-style-type: none"> Users of the service are able and willing to complete the survey
	Activity 9: Provide humanitarian air services to all partners until appropriate alternatives are available		Service provision and platforms activities <i>Shared services and platforms provided</i>		
	Activity 10: On-demand service provision ¹⁶⁵		Service provision and platforms activities <i>Shared services and platforms provided</i>		
CROSS-CUTTING				<i>Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences</i>	
				<i>Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity</i>	
				<i>Improved gender equality and empowerment of women among WFP-assisted population</i>	
				<i>Targeted communities benefit from WFP programmes in a manner that does not harm the environment</i>	

¹⁶⁵Activity 10 added by BR02

Annex 3: Reconstructed Theory of Change





Annex 5: Quantitative overview of performance and cost ratio analysis

BUDGET AND FUNDING DATA

Table 19: Budget revisions and distribution across strategic outcomes

Outcome	Original CSP	Budget revision 1	% increase BR1/ original budget	Budget revision 2	% increase BR2/ original budget
Strategic Outcome 1	USD 313,877,355	USD 472,520,903	51%	USD 1,045,038,896	233%
Strategic Outcome 2	USD 152,243,047	USD 166,381,177	9%	USD 177,107,811	16%
Strategic Outcome 3	USD 42,288,598	USD 41,829,902	-1%	USD 61,421,715	45%
Strategic Outcome 4	USD 9,363,849	USD 8,709,191	-7%	USD 16,045,824	71%
Strategic Outcome 5	USD 942,439	USD 1,131,867	20%	USD 2,175,439	131%
Strategic Outcome 6	USD 68,809,254	USD 80,448,506	17%	USD 133,861,182	95%
Totals	USD 587,524,542.00	USD 771,021,546.00		USD 1,435,650,867.00	

Source: Evaluation Team from CSP, CSP BR1 and CSP BR2.

Table 20: Nigeria CSP (2019-2022) top five donors

Donor	Allocated Contributions (in USD)	%
USA	329,703,405	44%
UNITED KINGDOM	162,121,250	21%
MISCELLANEOUS INCOME	46,511,767	6%
EUROPEAN COMMISSION	44,345,539	6%
FLEXIBLE FUNDING	34,799,115	5%
Other	138,624,993	18%
Total	756,106,069	100%

Source: WFP, the FACTory platform, Resource situation report. Data extracted on 29 November 2021.

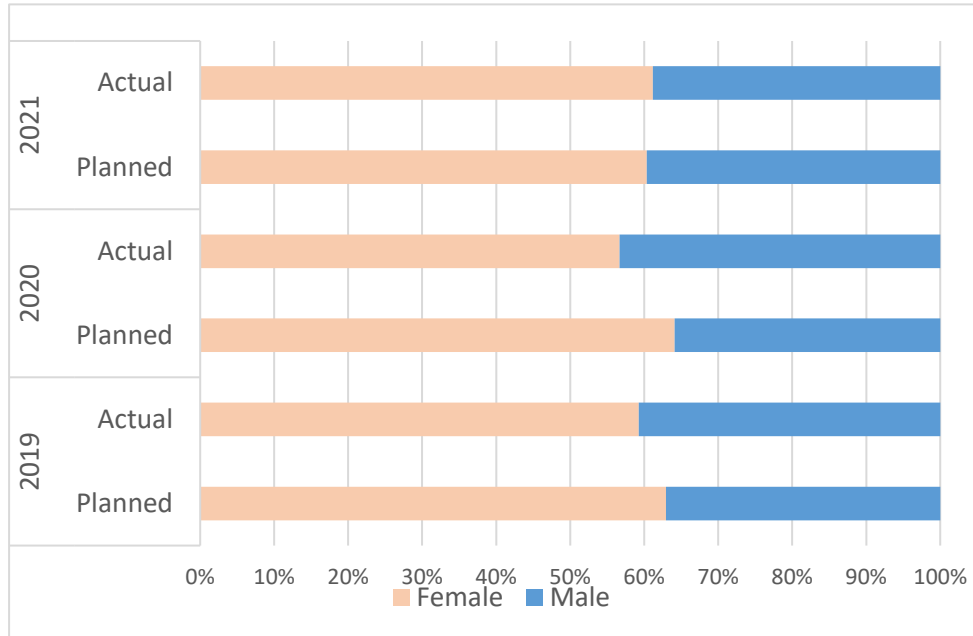
Source: WFP, the Factory platform, Distribution contributions and Forecast Stats. Data extracted on 29 November 2021

Table 21: Allocated contributions for Nigeria CSP (2019-2022)

Donor	Allocated Contribution (in USD)	%
USA	329,703,405	43,61%
UNITED KINGDOM	162,121,250	21,44%
MISCELLANEOUS INCOME	46,511,767	6,15%
EUROPEAN COMMISSION	44,345,539	5,86%
FLEXIBLE FUNDING	34,799,115	4,60%
GERMANY	28,551,640	3,78%
CANADA	22,332,281	2,95%
RESOURCE TRANSFER	18,872,869	2,50%
UN CERF	16,477,005	2,18%
SWEDEN	8,637,101	1,14%
UN OTHER FUNDS AND AGENCIES (EXCL. CERF)	7,901,030	1,04%
SWITZERLAND	7,111,071	0,94%
PRIVATE DONORS	6,918,764	0,92%
JAPAN	3,200,000	0,42%
REPUBLIC OF KOREA	2,800,000	0,37%
FRANCE	2,478,789	0,33%
ITALY	2.364.650	0,31%
NIGERIA	2.233.814	0,30%
UN COUNTRY BASED POOLED FUNDS	2,199,948	0,29%
NORWAY	1,738,627	0,23%
EDMF	1,696,775	0,22%
SPAIN	1,142,831	0,15%
REGIONAL OR TF ALLOCATIONS	963,095	0,13%
FINLAND	809,806	0,11%
SAUDI ARABIA	130,314	0,02%
AUSTRALIA	64,583	0,01%
TOTAL	756,106,069	100%

BENEFICIARIES

Figure 38: Planned and actual percentage of female and male



Source: 2019, 2020 and 2021 annual country reports

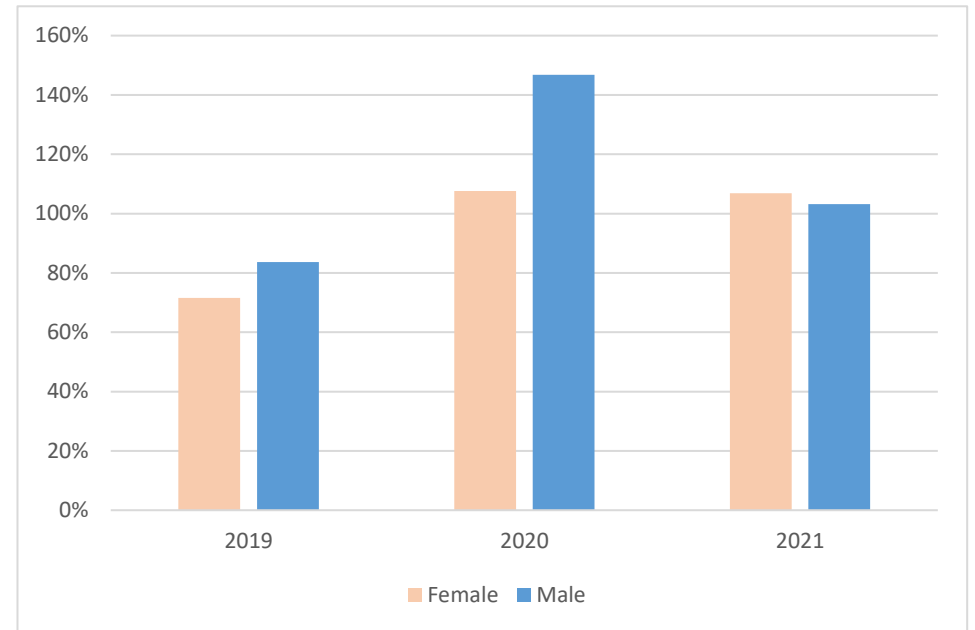


Table 22: Summary of planned and actual food transfer (2019-2020-2021)

Commodity	2019			2020			2021		
	Planned (mt)	Actual (mt)	%	Planned (mt)	Actual (mt)	%	Planned (mt)	Actual (mt)	%
SO1: Everyone has access to food									
Maize	-	255	-		379		0	960	-
Rice	-	22	-		32		0	203	-
Sorghum flour	-	179	-				-	-	-
Sorghum/millet	49,685	43,834	88%	51,039	47,329	93%	110,587	94,489	85%
Dried fruits	-	-	-		49		-	-	-
Corn soya blend	23,82	16,111	68%	28,526	15,169	53%	35,446	16,029	45%
LNS	-	-	-		94		0	770	-
Ready-to-use supplementary food	382	37	10%	251	232	92%	3,016	251	8%
Iodized salt	710	606	85%	729	657	90%	1,580	1,207	76%
Vegetable oil	5,666	3,984	70%	6,18	3,262	53%	12,287	8,134	66%
Beans	14,196	12,056	85%	14,583	13,656	94%	31,596	24,146	76%
Split peas	-	490	-				-	-	-
Subtotals	94,459	77,574		95,746	80,859		194,512	146,189	
SO2: Smallholders have improved food security and nutrition									
Sorghum/millet	3,036	2,577	85%	4,035	1,842	46%	3,675	597	16%
Corn soya blend	432	102	24%	576	352	61%	525	82	16%
Iodized salt	43	29	67%	58	29	50%	52	26	50%
Vegetable oil	303	239	79%	404	206	51%	368	58	16%
Beans	865	199	23%	1,153	587	51%	1,050	170	16%
Split peas	-	518	-				-	-	-
Subtotals	4,679	3,664		6,226	3,016		5,670		
SO3: No one suffers from malnutrition									
Corn soya blend	900	-		900	-	-	1,440	0	-

Source: 2019, 2020 and 2021 annual country reports.

Table 23: Summary of planned and actual Oash-based transfer and commodity vouchers (2019-2020-2021) – USD

Beneficiaries	2019			2020			2021		
	Planned (CBT)	Actual (CBT)	%	Planned (CBT)	Actual (CBT)	%	Planned (CBT)	Actual (CBT)	%
SO1: Everyone has access to food									
Cash	23,287,422	2,662,283	11%	29,120,139	6,491,489	22%	65,808,281	16,205,929	25%
Value voucher	28,851,786	40,608,469	141%	35,045,431	51,172,082	146%	71,287,654	55,080,145	77%
Subtotals	52,139,208	43,270,752		64,165,57	57,663,57		137,095,935	71,286,074	
SO2: Smallholders have improved food security and nutrition									
Cash	3,800,974	1,856,927	49%	7,288,663	2,967,784	41%	15,456,000	3,796,640	25%
Value voucher	6,189,088	2,413,118	39%	6,727,997	5,583,777	83%	3,864,000	810,457	21%
Subtotals	9,990,062	4,270,045		14,016,66	8,551,561		19,320,000	4,607,097	
SO3: No one suffers from malnutrition									
Cash	2,208,000	3,172,148	144%	6,624,000	883,932	13%	6,624,000	3,458	-
Value voucher	6,111,600	-	-	-	-	-	0	615,352	-
Subtotals	8,319,600	3,172,148		6,624,000	883,932		6,624,000	618,700	

Source: 2019, 2020 and 2021 annual country reports.

CSP PERFORMANCE

Table 24: Outcome baselines, targets and values as reported in annual country reports, with target achievement calculated by the evaluation team

Outcome indicator	ACR 2019						ACR 2020						Source												
	Baseline value			CSP end target			Annual target 2019			Follow up value				Target achievement			Annual target 2020			Follow up value			Target achievement		
	Female	Male	Overall	Female	Male	Overall	Female	Male	Overall	Female	Male	Overall		Female	Male	Overall	Female	Male	Overall	Female	Male	Overall	Female	Male	Overall
SO 01: Internally displaced persons, returnees, refugees and local communities affected by crises in Nigeria are able to meet their basic food and nutrition needs during and in the aftermath of shocks																									
Activity 1. Provide unconditional food assistance and income-generating activities to food-insecure internally displaced persons, returnees, refugees and host communities affected by crises																									
Consumption-based Coping Strategy Index (Average)	14.15	10.15	12.93				<10	<10	<10	11.87	9.27	9.96	No	Yes	Yes	<10	<10	<10	12.3	12.24	12.26	No	No	No	WFP programme monitoring
Food Consumption Score: % Acceptable	43.9	46.6	45.7				>50	>50	>50	58.1	61.4	60.4	Yes	Yes	Yes	>50	>50	>50	40.3	46.5	44.8	No	No	No	WFP programme monitoring
Food Consumption Score: % Borderline	29	31.6	30.8				<44	<44	<44	25.8	27.00	26.6	Yes	Yes	Yes	<44	<44	<44	40.8	44.9	43.8	Yes	No	No	WFP programme monitoring
Food Consumption Score: % Poor	27.1	21.8	23.4				≤6	≤6	≤6	16.1	11.6	13.00	No	No	No	≤6	≤6	≤6	18.9	8.7	11.4	No	No	No	WFP programme monitoring
Food Expenditure Share	67.21	63.03	64.28				≤60	≤60	≤60	45.35	46.08	45.86	Yes	Yes	Yes	≤60	≤60	≤60	63.96	65.88	65.28	No	No	No	WFP programme monitoring
Livelihood-based Coping Strategy Index: % of households not using livelihood based coping strategies			40.8						≥50			58.9			Yes			≥50			37.6			No	WFP programme monitoring

Livelihood-based Coping Strategy Index (Percentage of households using coping strategies): Percentage of households using crisis coping strategies			18.8					<15			5.6			Yes		<15				11.6			yes	WFP programme monitoring		
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies): Percentage of households using emergency coping strategies			22					<20			10.00			Yes		<20				16.9			yes	WFP programme monitoring		
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies): Percentage of households using stress coping strategies			18.4					<15			25.6			No		<15				33.6			No	WFP programme monitoring		
Activity 2. Provide nutrition prevention and treatment packages to children aged 6–59 months, pregnant and lactating women and girls, other nutritionally vulnerable populations and persons with caring responsibilities																										
MAM Treatment Default rate	0	0	0					<15	<15	<15	1.94	2.2	2.06	Yes	Yes	Yes	<15	<15	<15	0.25	0.37	0.31	Yes	Yes	Yes	WFP programme monitoring
MAM Treatment Mortality rate	0	0	0					<3	<3	<3	0.03	0.04	0.04	Yes	Yes	Yes	<3	<3	<3	0.02	0.06	0.04	Yes	Yes	Yes	WFP programme monitoring

MAM Treatment Non-response rate	0	0	0				<15	<15	<15	0.2	0.37	0.28	Yes	Yes	Yes	<15	<15	<15	0.19	0.37	0.28	Yes	Yes	Yes	WFP programme monitoring
MAM Treatment Recovery rate	0	0	0				>75	>75	>75	98.82	97.39	97.62	Yes	Yes	Yes	>75	>75	>75	99.53	99.21	99.37	Yes	Yes	Yes	WFP programme monitoring
Minimum Dietary Diversity - Women			54						>55			51			No			>55			35			No	WFP programme monitoring
Proportion of eligible population that participates in programme (coverage)	19	19	19				>70	>70	>70	26.78	28.1	27.44	No	No	No	>70	>70	>70	77	58	68	Yes	No	No	Secondary data
Proportion of target population that participates in an adequate number of distributions (adherence)	83	73	81				>83	>83	>83	81	86	83	No	Yes	Yes	>66	>66	>66	83	81	82	Yes	Yes	Yes	WFP programme monitoring
SO 02: Vulnerable populations in targeted areas become more resilient to shocks and are able to meet their basic food needs throughout the year																									
Activity 3. Provide conditional transfers to food-insecure people, including women, young people and smallholders																									
Consumption-based Coping Strategy Index (Average)	10.9	8.4	10.8	≤8	≤8	≤8	≤8	≤8	≤8	9.98	8.79	8.95	No	No	No	≤8	≤8	≤8	10.09	12.54	12	No	No	No	WFP programme monitoring
Food Consumption Score: Percentage of households with Acceptable Food Consumption Score	68.7	68.6	68.2	>68.7	>68.6	>68.2	>68.2	>68.6	>68.2	59.3	57.1	57.7	No	No	No	>68.7	>68.6	>68.2	50.7	43.7	45.2	No	No	No	WFP programme monitoring
Food Consumption Score: Percentage of households with Borderline	22.4	24.2	23.7	<22.4	<24.2	<23.7	<22.4	<24.2	<23.7	32.4	31.9	32	No	No	No	<22.4	<24.2	<23.7	34	48.6	45.6	No	No	No	WFP programme monitoring

Activity 5. Support the technical capacity of federal, state and local actors in information management systems, vulnerability assessment and mapping, monitoring and evaluation, safety net management, food technology and fortification, supply chains, nutrition and emergency preparedness and response, integrating gender																									
Emergency Preparedness Capacity Index			2			≥3			=2			2			Yes			≥2.5			n/a			n/a	Joint survey
Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)			0			≥25			≥25			14			No			≥25			23			No	Secondary data
Partnerships Index (new)			0			≥18			≥15			14			No			≥17			16			No	Secondary data
SO 05: Government and partner efforts to achieve zero hunger by 2030 are supported by effective and coherent policy frameworks																									
Activity 6. Support the Zero Hunger Forum and food and nutrition security coordination and advocacy in line with the recommendations of the zero hunger strategic review																									
Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)			0			≥6			=6			5			No			≥6			8			Yes	Secondary data
SO 06: The humanitarian community is able to reach and operate in areas of humanitarian crisis throughout the year																									
Activity 7. Provide common logistic services to government, United Nations and non-governmental organization partners to facilitate effective field operations																									
User satisfaction rate			96			≥96			≥96			100			Yes			≥96			100			Yes	WFP survey
Activity 8. Provide common emergency telecommunications services to government, United Nations and NGO partners to facilitate effective field operations and provide for staff security																									
User satisfaction rate			94			≥94			≥94			97			Yes			≥94			96			Yes	WFP survey

Activity 9. Provide humanitarian air services to all partners until appropriate alternatives are available																									
User satisfaction rate			91.58			≥92			≥92			92.89			Yes			≥92			94.2			Yes	WFP survey

Table 25: Comments on outcome indicators

Outcome indicator	Team notes
SO1: Internally displaced persons, returnees, refugees and local communities affected by crises in Nigeria are able to meet their basic food and nutrition needs during and in the aftermath of shocks	
Activity 1. Provide unconditional food assistance and income-generating activities to food-insecure internally displaced persons, returnees, refugees and host communities affected by crises	
Consumption-based Coping Strategy Index (CSI) (Average)	Despite receipt of food rations, the Consumption-based Coping Strategy Index increased from 2019 to 2020
Food Consumption Score: Percentage of households with Acceptable Food Consumption Score	Food Consumption Score - 2019 percentage with acceptable and borderline score higher than 2020
Food Consumption Score: Percentage of households with Borderline Food Consumption Score	Food Consumption Score - 2019 (targets met) percentage with acceptable and borderline score higher than 2020 when targets were not met
Food Consumption Score: Percentage of households with Poor Food Consumption Score	Food Expenditure Share - 2019 percentage much lower than 2020 - confirming household food security situation deteriorating
Food Expenditure Share	Food Expenditure Share - 2019 percentage much lower than 2020 - confirming household food security situation deteriorating
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies): Percentage of households not using livelihood based coping strategies	Livelihood-based Coping Strategy - 2019 percentage not resorting to these strategies much higher than 2020
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies): Percentage of households using crisis coping strategies	Livelihood-based Coping Strategy - 2019 percentage of households using crisis coping strategies much higher than 2020 but still met target
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies): Percentage of households using emergency coping strategies	Livelihood-based Coping Strategy - 2019 percentage of households using emergency coping strategies much higher than 2020 but still met target
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies): Percentage of households using stress coping strategies	Livelihood-based Coping Strategy - 2019 percentage of households using stress coping strategies lower than 2020

Activity 2. Provide nutrition prevention and treatment packages to children aged 6–59 months, pregnant and lactating women and girls, other nutritionally vulnerable populations and persons with caring responsibilities	
MAM Treatment Default rate	MAM treatment targets met
MAM Treatment Mortality rate	MAM treatment targets met
MAM Treatment Non-Response rate	MAM treatment targets met
MAM Treatment Recovery rate	MAM treatment targets met
Minimum Dietary Diversity – Women	Minimum Dietary Diversity – Targets for women not achieved
Proportion of eligible population that participates in programme (coverage)	Coverage targets for prevention programme not met
Proportion of target population that participates in an adequate number of distributions (adherence)	Most targets achieved
SO2: Vulnerable populations in targeted areas become more resilient to shocks and are able to meet their basic food needs throughout the year	
Activity 3. Provide conditional transfers to food-insecure people, including women, young people and smallholders	
Consumption-based Coping Strategy Index (Average)	Consumption-based Coping Strategy targets not met – percentages employing these strategies increased 2019-2020
Food Consumption Score: Percentage of households with Acceptable Food Consumption Score	Food Consumption Score - 2019 percentage with acceptable score higher than 2020 but neither year were targets met
Food Consumption Score: Percentage of households with Borderline Food Consumption Score	Food Consumption Score - 2019 percentage with acceptable score higher than 2020 but neither year were targets met
Food Consumption Score: Percentage of households with Poor Food Consumption Score	Food Consumption Score - 2019 percentage with poor score lower than 2020 – ET to explore the background with the CO for this trend, e.g., situation deteriorating despite intervention
Food expenditure share	Food expenditure share - 2019 percentage much lower than 2020 - confirming household food security situation deteriorating
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies): Percentage of households not using livelihood-based coping strategies	Livelihood-based Coping Strategy - 2019 (target met) percentage not resorting to these strategies much higher than 2020 (target not met)
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies): Percentage of households using crisis coping strategies	Livelihood-based Coping Strategy - 2019 (target met) percentage of households using crisis coping strategies much higher than 2020 (target not met)
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies): Percentage of households using emergency coping strategies	Livelihood-based Coping Strategy - 2019 (target met) percentage of households using emergency coping strategies much higher than 2020 (target not met)

Livelihood-based Coping Strategy Index (Percentage of households using coping strategies): Percentage of households using stress coping strategies	Livelihood-based Coping Strategy - 2019 percentage of households using stress coping strategies lower than 2020 - targets not met either year
Proportion of the population in targeted communities reporting benefits from an enhanced asset base	Targets met in both years (despite raising the bar in 2nd year)
Proportion of the population in targeted communities reporting environmental benefits	Target met
SO3: Nutritionally vulnerable people in chronically food-insecure areas have enhanced nutritional status in line with the achievement of national and global targets by 2025	
Activity 4. Support improving the nutrition status of children, pregnant and lactating women and girls, adolescents and other nutritionally vulnerable groups (including people living with HIV) through an integrated malnutrition prevention package, including access to nutritious food and high-quality care, social and behaviour change communication and capacity strengthening	
Minimum Dietary Diversity – Women	2019 Target met, no follow up value reported in 2020
Proportion of children 6–23 months of age who receive a minimum acceptable diet	2019 Target met for girls but not overall. No data for 2020
SO4: Federal, state and local actors have strengthened capacity to manage food security and nutrition programmes in line with national targets in the short, medium and long term	
Activity 5. Support the technical capacity of federal, state and local actors in information management systems, vulnerability assessment and mapping, monitoring and evaluation, safety net management, food technology and fortification, supply chains, nutrition and emergency preparedness and response, integrating gender	
Emergency Preparedness Capacity Index	2019 Target met. No data for 2020
Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)	Targets not met in either year
Partnerships Index (new)	Targets not met in either year
SO5: Government and partner efforts to achieve zero hunger by 2030 are supported by effective and coherent policy frameworks	
Activity 6. Support the Zero Hunger Forum and food and nutrition security coordination and advocacy in line with the recommendations of the zero hunger strategic review	
Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)	2019 Target not met but met in 2020
SO6: The humanitarian community is able to reach and operate in areas of humanitarian crisis throughout the year	

Activity 7. Provide common logistic services to government, United Nations and non-governmental organization partners to facilitate effective field operations	
User satisfaction rate	Targets met in both years
Activity 8. Provide common emergency telecommunications services to government, United Nations and NGO partners to facilitate effective field operations and provide for staff	
User satisfaction rate	Targets met in both years
Activity 9. Provide humanitarian air services to all partners until appropriate alternatives are available	
User satisfaction rate	Targets met in both years

Table 26 Outcome indicators SO1

Outcome indicator				ACR 2020									ACR 2021									Source
	Baseline value			Annual target 2020			Follow-up value			Target achievement			Annual target 2021			Follow-up value			Target achievement			
	Female	Male	Overall	Female	Male	Overall	Female	Male	Overall	Female	Male	Overall	Female	Male	Overall	Female	Male	Overall	Female	Male	Overall	
SO1: Internally displaced persons, returnees, refugees and local communities affected by crises in Nigeria are able to meet their basic food and nutrition needs during and in the aftermath of shocks																						
Activity 1. Provide unconditional food assistance and income-generating activities to food-insecure internally displaced persons, returnees, refugees and host communities affected by crises																						
Consumption-based Coping Strategy Index (Average)	14.15	10.15	12.93	<10	<10	<10	12.3	12.24	12.26	No	No	No	<10	<10	<10	10.2	11.6	11.2	No	No	No	WFP programme monitoring
Food Consumption Score: % Acceptable	43.9	46.6	45.7	>50	>50	>50	40.3	46.5	44.8	No	No	No	>50	>50	>50	49.2	51.7	51.1	No	Yes	Yes	WFP programme monitoring
Food Consumption Score: % Borderline	29	31.6	30.8	<44	<44	<44	40.8	44.9	43.8	Yes	No	yes	<44	<44	<44	41.8	40.2	42.1	Yes	Yes	Yes	WFP programme monitoring
Food Consumption Score: %o Poor	27.1	21.8	23.4	≤6	≤6	≤6	18.9	8.7	11.4	No	No	No	≤6	≤6	≤6	9	8.1	8.3	No	No	No	WFP programme monitoring
Food Expenditure Share	67.21	63.03	64.28	≤60	≤60	≤60	63.96	65.88	65.28	No	No	No	≤60	≤60	≤60	76.4	76.8	76	No	No	No	WFP programme monitoring
Livelihood-based Coping Strategy Index: % of households not using livelihood based coping strategies			40.8			≥50			37.6			No			≥50	42.5	39.9	40.5			No	WFP programme monitoring
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies): Percentage of households using crisis coping strategies			18.8			<15			11.6			yes			<15	13.9	11.5	12.1			Yes	WFP programme monitoring
Livelihood-based Coping Strategy Index (Percentage of households using coping strategies):			22			<20			16.9			yes			<20	11.5	12.5	12.3			Yes	WFP programme monitoring

Table 27: Output indicators results

Logframe					2019		2020		Notes
Activity number*	Planned number of indicators Logframe V1	Planned number of indicators Logframe V2*	Planned number of indicators Logframe V3*	Number of indicators reported in ACR*	Number of indicators with achievements reported in ACR	Number of overall targets achieved =/> 100%	Number of indicators with achievements reported in ACR	Number of overall targets achieved =/> 100%	
Act. 1 - URT	1	16	16	12	12	4	12	6	Act 1 - Act 7 in 2019: Large discrepancies between ACR and COMET data (teams/background/6 Data/ 6.5 Comet data Nigeria/ CSP (Excel table - actual figures are not reported, or figures are largely different)
Act. 2 - NPA	2	10	10	11	11	3	10	4	Indicator for number of people reached through interpersonal SBCC approaches - Treatment of acute malnutrition is not reported in 2020, no targets or achievement.
Act. 3 - ACL	6	16	16	40	28	10	28	28	Difference of figures/indicators between those in COMET and ACRs. For 2019, the 18251 fuel-efficiency stove distribution is mentioned in the ACR narrative (153), however, neither COMET data nor ACR output table /stats do not include them. In 2019 only 28 targets set, and 27 overall achievements against the indicators. Indicators D1:50 and D1:52 appear to have the same narratives/descriptions but have different results in 2020. For 2020, all indicators achieved 100% (one indicator is 229%). The narrative mentions "WFP paused 39 out of 56 planned communal asset creation interventions in 2020 due to COVID-19 measure" and also USD cash value and mt food transferred to beneficiaries are less than planned

Act. 4 - NPA	4	12	12	9	9	4	9	5	In both 2019 and 2020, number of beneficiaries reached and food/cash amount transferred are less than planned, while other outputs (those in the table) are almost 100% achieved
Act. 5 - CSI	2	9	9	10	10	10	10	10	2019 targets set for all indicators, but no activity reported against the indicators. 2020, targets set for all indicators and exactly achieved
Act. 6 - CSI	0	4	4	2	2	1	2	2	2019 targets set for both indicators, but no activity reported against the indicators. 2020, targets set for both indicators and exactly achieved
Act. 7 - CPA1	1	5	5	7	7	6	7	6	2019, 600% achievement of target for number of fixed storage services provided
Act. 8 - CPA2	1	4	4	11	10	5	11	6	2019, indicator for number of inter-agency, NGO, and government organization staff who used ETS services achieved 376%
Act. 9 - CPA3	1	4	4	7	7	4	7	5	
Act. 10 - CPA4	N/A	N/A	3						Activity 10 added in BR2
TOTAL	18	80	83	109	96	47	96	72	

Table 28: Output targets and values as reported in annual country reports, with achievement rate calculated by the evaluation team

Output indicator by activity	Unit	ACR 2019 data									ACR 2020 Data								
		Annual target 2019			Follow-up value			Target achievement			Annual target 2020			Follow-up value			Target achievement		
		Female	Male	Overall	Female	Male	Overall	Female	Male	Overall	Female	Male	Overall	Female	Male	Overall	Female	Male	Overall
Activity 01. Provide unconditional food assistance and income-generating activities to food-insecure internally displaced persons, returnees, refugees and host communities affected by crises																			
Beneficiaries receiving food transfers	Individuals	280,697	189,481	470,178	264,775	205,415	470,190	94 %	108 %	100 %	280,697	189,481	470,178	503,693	392,072	895,765	179 %	207 %	191 %
Beneficiaries receiving cash-based transfers	Individuals	269,063	181,629	450,692	154,098	119,550	273,648	57 %	66 %	61 %	269,063	181,629	450,692	426,414	331,920	758,334	158 %	183 %	168 %
Food transfers	Mt			76,657			64,527			84 %			78,746			68,279			87 %
Cash-based transfers	USD			52,139,204			43,270,751			83 %			64,165,570			57,663,571			90 %
Value of non-food items distributed	USD			1,000,000			1,000,000			100 %			6,500			6,500			100 %
Number of retailers participating in cash-based transfer programmes	Retailer			111			81			73 %			117			117			100 %
Quantity of fortified food provided	Mt			5,678			4,099			72 %			5,833			3,496			60 %
Quantity of specialized nutritious foods provided	Mt			7,097			3,692			52 %			7,291			3,338			46 %
Number of technical assistance activities provided - General distribution	Unit			3			3			100 %			6			6			100 %

Number of training sessions/workshop organized - General distribution	Training session			75			75			100 %			79			79			100 %
Number of government/national partner staff receiving technical assistance and training - General distribution	Individual			112			92			82 %			77			77			100 %
Number of people provided with direct access to clean and efficient household appliances (women) - General distribution	Number	32,000		32,000	18,251		18,251	57 %		57 %	7,316		7,316	7,316		7,316			100 %
Number of people reached through interpersonal SBCC approaches - General distribution	Number	85,087	3,459	88,546	30,235	1,229	31,464	36 %	36 %	36 %	42,585	21,719		42,585	21,719		100 %	100 %	
Activity 2. Provide nutrition prevention and treatment packages to children aged 6–59 months, pregnant and lactating women and girls, other nutritionally vulnerable populations and persons with caring responsibilities																			
Beneficiaries receiving food transfers - Prevention of acute malnutrition	Children	77,586	77,586	155,172	69,598	63,731	133,329	90 %	82 %	86 %	89,043	89,043	178,086	209,079	185,678	394,757	235 %	209 %	222 %
Beneficiaries receiving food transfers - Treatment of moderate acute malnutrition	Children	5,470	5,130	10,600	4,163	3,744	7,907	76 %	73 %	75 %	4,854	4,553	9,407	9,239	7,650	16,889	190 %	168 %	180 %
Beneficiaries receiving food transfers - Prevention of acute malnutrition	PLWG	78,000			120,972			155 %			178,812			83,531			47 %		
Food transfers	Mt			17,803			13,048			73 %			22,561			12,580			56 %

Number of health centres/sites assisted - Treatment of moderate acute malnutrition	Health centre			8			8			100 %			11			11			100 %
Quantity of fortified food provided - Prevention of acute malnutrition	Mt			679			535			79 %			1,075			420			39 %
Quantity of specialized nutritious foods provided - Prevention of acute malnutrition	Mt			16,722			12,425			74 %			21,234			11,974			56 %
Quantity of specialized nutritious foods provided - Treatment of acute malnutrition	Mt			381			75			20 %			251			127			51 %
Number of government/national partner staff receiving technical assistance and training - Prevention of acute malnutrition	Individual			191			191			100 %			145			145			100 %
Number of people reached through interpersonal SBCC approaches - Prevention of acute malnutrition	Number	122,601	4,399	127,000	59,254	2,126	61,380	48 %	48 %	48 %	19,350	5,549	19,350	5,549				100 %	100 %
Number of people reached through interpersonal SBCC approaches - Treatment of acute malnutrition	Number	8,600		8,600		4,479	4,479		52 %	52 %									
Activity 3. Provide conditional transfers to food-insecure people, including women, young people and smallholders																			

Beneficiaries receiving conditional cash-based transfers - FFA	Individual	24,582	16,593	41,175	22,966	17,343	40,309	93 %	105 %	98 %	86,624	58,476	145,100	77,935	47,378	125,313	90 %	81 %	86 %
Beneficiaries receiving conditional food transfers - FFA	Individual	64,968	43,857	108,825	41,562	31,385	72,947	64 %	72 %	67 %	32,775	22,125	54,900	35,095	21,334	56,429	107 %	96 %	103 %
Conditional food transfers - FFA	Mt			4,669			3,664			78 %			6,226			3,017			48 %
Cash-based transfers - FFA	USD			9,990,062			4,270,044			43 %			##### ###			8,551,561			61 %
Number of agro-processing units provided to established food-processing cooperatives	Non-food item			0									65			65			100 %
Number of retailers participating in cash-based transfer programmes - Food assistance for assets	Retailer			111			81			73 %									
Quantity of equipment (computers, furniture) distributed	Non-food item			-									705			705			100 %
Quantity of livestock distributed	Number			42,500			30,974			73 %			21,500			21,439			100 %
Number of training sessions/workshop organized - Crisis-affected, food insecure smallholder farmers benefit from improved post-harvest handling practices and increased access to markets that support their early recovery and resilience (C5*)	Training session			-			-						374			374			100 %

Number of government/national partner staff receiving technical assistance and training - Crisis-affected, food insecure smallholder farmers benefit from improved post-harvest handling practices and increased access to markets that support their early recovery and resilience (C4*)	Individual			236			236			100 %			238			238			100 %
Number of technical assistance activities provided - Food-insecure people, including smallholders, benefit from preserved and created assets that improve their livelihoods and food security and promote their resilience to climate disruptions and other shocks	Unit			25			40			160 %			7			7			100 %
Number of training sessions/workshop organized - Food-insecure people, including smallholders, benefit from preserved and created assets that improve their livelihoods and food security and promote their resilience to	Training session			3,197			3,111			97 %			90			90			100 %

climate disruptions and other shocks																			
Number of government/national partner staff receiving technical assistance and training - Food-insecure people, including smallholders, benefit from preserved and created assets that improve their livelihoods and food security and promote their resilience to climate disruptions and other shocks	Individual			-			-					1,434			1,434				100 %
Hectares (ha) of agricultural land benefiting from rehabilitated irrigation schemes (including irrigation canal repair, specific protection measures, embankments, etc.)	Ha			113			132		117 %			n/a			n/a				n/a
Hectares (ha) of gardens created	Ha			-			-					16.52			16.52				100 %
Hectares (ha) of land under crops	Ha			3,848			3,764		98 %			3,058.3			3,058.3				100 %
Kilometres (km) of feeder roads rehabilitated	Km			15			26		173 %			2.2			2.2				100 %
Kilometres (km) of feeder roads built	Km			3			-		0%										
Metres (m) of concrete/masonry dam/dyke/water reservoir rehabilitated	Metre			-			-					692			692				100 %

Number of 50kg sacks harvested	Number			-			-					163.5			163.5			100 %
Number of boreholes for agriculture or livestock created	Number			32			38			119 %		3			3			100 %
Number of community post-harvest structures built	Number			88			76			86 %		4,105			4,105			100 %
Number of latrines constructed	Number			372			187			50 %		113			113			100 %
Number of fuel-efficient stoves distributed	Number						-					2,332			5,329			229 %
Number of non-food items distributed (tools, milling machines, pumps, etc.)	Number			372			8,199			2204 %		5,400			5,400			100 %
Number of social infrastructures and income generating infrastructures constructed (school building, facility centre, community building, market stalls, etc.)	Number			1,675			905			54 %		140			140			100 %
Number of social infrastructures and income generating infrastructures rehabilitated (school building, facility centre, community building, market stalls, etc.)	Number			-			-					1			1			100 %
Community common centres	Centre			12			12			100 %								

established/rehabilitated																		
Number of tree seedlings produced/provided	Number			347,900			271,722			78 %			765,460			765,460		100 %
Number of wells, shallow wells rehabilitated for irrigation/livestock use (> 50 cbmt)	Number			422			265			63 %			n/a			n/a		n/a
Number of community water ponds for irrigation/livestock use rehabilitated/maintained (3000-8000 cbmt)	Number			28			16			57 %								
Volume (m ³) of check dams and gully rehabilitation structures (e.g., soil sedimentation dams) constructed	Number			5,007			3,289			66 %			n/a			n/a		n/a
Volume (m ³) of debris/mud from flooded/disaster-stricken settlements removed (roads, channels, schools, etc.)	m ³			-			-						2,621			2,621		100 %
Volume (m ³) of earth dams and flood protection dykes constructed	m ³			16,973			800			5%			2,050			2,050		100 %
Volume (m ³) of soil excavated from newly constructed waterways and drainage lines (not including irrigation canals)	m ³			-			-						100			100		100 %
Number of fish ponds constructed	Number			70			70			100 %								

Total number of people provided with direct access to energy products or services (cooking)	m ³			-													206			206			100 %	
Number of people reached through interpersonal SBCC approaches	Number	20,082	15,978	36,060	36,690	21,701	58,391	183 %	136 %	162 %	10,055	4,118	14,173	10,055	4,118	14,173	100 %	100 %	100 %					
Number of farmers receiving hermetic storage equipment	Individual			10,469			10,676			102 %			11,629			11,629			100 %					
Activity 4. Support improving the nutrition status of children, pregnant and lactating women and girls, adolescents and other nutritionally vulnerable groups (including people living with HIV) through an integrated malnutrition prevention package, including access to nutritious food and high-quality care, social and behaviour change communication and capacity strengthening																								
Number of people provided with direct access to clean and efficient household appliances	Number	190	28	218	137	16	153			70 %														
Beneficiaries receiving cash-based transfers - Prevention of acute malnutrition	PLWG	80,000			48,400			61 %			40,000		40,000	21,387		21,387	53 %		53 %					
Beneficiaries receiving conditional food transfers - Prevention of acute malnutrition	Children	13,150	11,850	25,000						0%	13,150	11,850	25,000				0%	0%	0%					
Food transfers - Prevention of acute malnutrition	Mt			900						0%			900											0%
Cash based transfers - Prevention of acute malnutrition	USD			8,319,600			3,172,149			38 %			6,624,000			882,932	13 %		0%					
Number of health centres/sites assisted - Prevention of acute malnutrition	Health centre			44			44			100 %			44			44			100 %					

Number of technical assistance activities provided - Prevention of acute malnutrition	Unit			5			5			100 %			48			48			100 %
Number of training sessions/workshop organized - Prevention of acute malnutrition	Training session			3			3			100 %			9			9			100 %
Number of government/national partner staff receiving technical assistance and training - Prevention of acute malnutrition	Individual			34			34			100 %			792			792			100 %
Number of people reached through interpersonal SBCC approaches - Prevention of acute malnutrition	Number	7,062	123	7,185	3,390	59	3,449			48 %	5,604	372	5,976	5,604	372	5,976			100 %
Activity 5. Support the technical capacity of federal, state and local actors in information management systems, vulnerability assessment and mapping, monitoring and evaluation, safety net management, food technology and fortification, supply chains, nutrition and emergency preparedness and response, integrating gender																			
Number of technical assistance activities provided - Emergency preparedness activities	Unit			2			2			100 %			3			3			100 %
Number of training sessions/workshop organized - Emergency preparedness activities	Training session			2			2			100 %			4			4			100 %
Number of government/national partner staff receiving technical assistance and training - Emergency	Individual			60			60			100 %			2,120			2,120			100 %

preparedness activities																			
Number of technical assistance activities provided - Smallholder agricultural market support activities	Unit			2			2			100 %			1				1		100 %
Number of training sessions/workshop organized - Smallholder agricultural market support activities	Training session			2			2			100 %			2				2		100 %
Number of government/national partner staff receiving technical assistance and training - Smallholder agricultural market support activities	Individual			40			40			100 %			40				40		100 %
Number of national institutions benefitting from embedded or seconded expertise as a result of WFP capacity strengthening support (new) - Individual capacity strengthening activities	Number			6			6			100 %			8				8		100 %
Number of government/national partner staff receiving technical assistance and training - Individual capacity	Individual			80			80			100 %			80				80		100 %

strengthening activities																			
Number of tools or products developed - Individual capacity strengthening activities	Unit			4			5			125 %			4			4			100 %
Number of national coordination mechanisms supported- Individual capacity strengthening activities	Unit			4			4			100 %			5			5			100 %
Activity 6. Support the Zero Hunger Forum and food and nutrition security coordination and advocacy in line with the recommendations of the zero hunger strategic review																			
Number of technical assistance activities provided - Institutional capacity strengthening activities	Unit			2			2			100 %			4			4			100 %
Number of training sessions/workshop organized - Institutional capacity strengthening activities	Training session			4			0			0%			2			2			100 %
Activity 7. Provide common logistic services to government, United Nations and non-governmental organization partners to facilitate effective field operations																			
Number of agencies and organizations using logistics coordination services	Agency /organization			45			55			122 %			40			40			100 %
Number of agencies and organizations using storage and transport facilities	Agency /organization			25			35			140 %			25			28			112 %
Number of agencies participating in the logistics cluster forum	Agency /organization			35			41			117 %			35			35			100 %

Number of fixed storage services provided	Number			1			6			600 %			6			6			100 %
Percentage of cargo capacity offered against total capacity requested	%			70			66			94 %			70			100			143 %
Volume (m ³) of cargo transported by air	m ³			90			107			119 %			100			177			177 %
Volume of cargo handled through storage services	m ³			90			30,538			33931 %			25,000			24,627			99 %
Activity 8. Provide common emergency telecommunications services to government, United Nations and NGO partners to facilitate effective field operations and provide for staff																			
Number of web-based information-sharing and collaboration platforms established/updated	Information-sharing platform			1			1			100 %			1			1			100 %
Number of common operational areas covered by autonomous hybrid power supply systems	Operational area			11			8			73 %			9			8			89 %
Number of ETC meetings conducted on local and global levels	Instance			20			17			85 %			20			29			145 %
Number of IM products (sitreps, factsheets, maps and other ETC information) produced and shared via email, information management platform, task force and ETC website	Item			60			90			150 %			60			84			140 %

Number of inter-agency, NGO, and government organization staff who used ETS services	Individual			1,200			4,506			376 %			2,500			4,502			180 %
Number of IT emergency management and specialized radio telecommunications trainings	Training session			2			1			50 %			5			3			60 %
Number of operational areas covered by common security telecommunication network	Operational area			13			10			77 %			11			10			91 %
Number of operational areas covered by data communications services	Operational area			11			0			0%			9			8			89 %
Number of radio-rooms (COMCEN) established	Radio room			13			10			77 %			11			10			91 %
Number of United Nations agencies and NGOs provided access to data communications services	Agency /organization			70			112			160 %			100			115			115 %
Number of WFP-led clusters operational	Unit			3			3			100 %			3			3			100 %
Activity 9. Provide humanitarian air services to all partners until appropriate alternatives are available																			

Number of agencies and organizations using humanitarian air services	Agency /organization			100			90			90 %			100			110			110 %
Number of locations served	Site			14			13			93 %			13			13			100 %
Number of needs assessments carried out	Assessment			2			2			100 %			2			1			50 %
Percentage response to medical and security evacuation	%			100			100			100 %			100			100			100 %
Number of passengers transported	Individual			66,000			66,272			100 %			66,000			48,395			73 %
Percentage of passenger bookings served	%			85			88			104 %			95			90.5			95 %
Amount of light cargo transported	Mt			180			152			84 %			144			165			115 %

Source: Evaluation team elaboration from ACRs (2019 and 2020).

Table 29: Cross-cutting targets and values as reported in annual country reports, with achievements included by the evaluation team

Activity	Cross-cutting indicator	Sex	Baseline value	CSP end target	ARC 2019			ARC 2020		
					Annual target 2019	Follow-up value	Target achievement	Annual target 2020	Follow-up value	Target achievement
Progress towards gender equality indicators										
Improved gender equality and empowerment of women among WFP-assisted population										
Proportion of food assistance decision making entity – committees, boards, teams, etc. – members who are women										
Act. 3	Food assistance for asset	Overall	0	50	50	51	Yes	50	50	Yes
Act. 2	Prevention of acute malnutrition	Overall	0	0	50	64	Yes	50	59	Yes
Act. 1	General distribution	Overall	0	0	50	50	Yes	50	43	No
Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality										
Act. 3	Decisions made by women	Overall	53,7	≤25	≥25	23,7	No	≥25	18	No
	Decisions made by men	Overall	24	≤25	≤25	17,3	Yes	≤25	27,1	No
	Decisions jointly made by women and men	Overall	22,3	≥50	≥50	59	Yes	≥50	54,9	Yes
Act. 4	Decisions made by women	Overall	67,5		≥40	25,9	No	≥40		
	Decisions made by men	Overall	27,5		≤10	2,5	Yes	≤10		
	Decisions jointly made by women and men	Overall	5		≥50	71,5	Yes	≥50		
Act. 2	Decisions made by women	Overall	58,6		≥40	51,3	Yes	≥40	25,3	No
	Decisions made by men	Overall	31,4		≤10	12,9	No	≤10	12,6	No
	Decisions jointly made by women and men	Overall	25		≥50	35,7	No	≥50	53,1	Yes
Act. 1	Decisions made by women	Overall	53,5		≥25	20	No	≥25	29	Yes
	Decisions made by men	Overall	28,7		≤25	12,2	Yes	≤25	25,3	No
	Decisions jointly made by women and men	Overall	17,8		≥50	67,8	Yes	≥50	45,6	No
Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities, disaggregated by sex and type of activity										
Act. 3	Food assistance for assets	Female	0	72	72	67	No	72	63	No
		Male	0	28	28	43	Yes	28	36	Yes

		Overall	0	100	100	100	Yes	100	100	Yes
Protection indicators										
Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity										
Proportion of targeted people having unhindered access to WFP programmes (new)										
Act. 3	Food assistance for asset	Female	90	≥99	≥99	72,7	No	≥99	95,3	No
		Male	95,4	≥99	≥99	89,2	No	≥99	95,7	No
		Overall	92,4	≥99	≥99	87,3	No	≥99	95,6	No
Act. 4	Prevention of acute malnutrition	Female	98,8		≥99	97	No	≥99		
		Overall	98,8		≥99	97	No	≥99		
Act. 2	Prevention of acute malnutrition	Female	93,2		≥97	100	Yes	≥99	96,6	No
		Male	96,1		≥97	97,7	Yes	≥99	89,6	No
		Overall	94,4		≥97	97,8	Yes	≥99	92,8	No
Act. 1	General distribution	Female	96,3		≥99	100	Yes	≥99	92,2	No
		Male	96,9		≥99	95,3	No	≥99	93,2	No
		Overall	96,5		≥99	95,6	No	≥99	92,7	No
Proportion of targeted people receiving assistance without safety challenges (new)										
Act. 3	Food assistance for asset	Female	88,1	≥90	>90	100	Yes	≥90	76,9	No
		Male	88,2	≥90	>90	92,5	Yes	≥90	79,5	No
		Overall	88,1	≥90	>90	94,2	Yes	≥90	78,6	No
Act. 4	Prevention of acute malnutrition	Female	91,5		>90	96,5	Yes	≥90		
		Overall	91,5		>90	96,5	Yes	≥90		
Act. 2	Prevention of acute malnutrition	Female	90,9		>90	80	No	≥90	74	No
		Male	90,7		>90	94,5	Yes	≥90	68,8	No
		Overall	90,8		>90	94,2	Yes	≥90	71,3	No
Act. 1	General distribution	Female	93,7		>90	81,8	No	≥90	71,6	No

		Male	93,1		>90	94,1	Yes	≥90	68,1	No
		Overall	93,5		>90	93,3	Yes	≥90	69,8	No
Proportion of targeted people who report that WFP programmes are dignified (new)										
Act. 3	Food assistance for asset	Female	89,1	≥95	>93	72,7	No	≥95	95,3	Yes
		Male	92,8	≥95	>93	89,2	No	≥95	90,9	No
		Overall	90,7	≥95	>93	87,3	No	≥95	92,4	No
Act. 4	Prevention of acute malnutrition	Female	98,8		100	99	No			
		Overall	98,8		100	99	No	100		
Act. 2	Prevention of acute malnutrition	Female	90,3		≥99	100	Yes	≥95	89,1	No
		Male	90,1		≥99	97,7	No	≥95	86,1	No
		Overall	90,3		≥99	97,8	No	≥95	87,8	No
Act. 1	General distribution	Female	91,4		>92	100	Yes	≥95	90,7	No
		Male	87,4		>92	87,6	No	≥95	89,1	No
		Overall	90		>92	88,3	No	≥95	89,9	No
Accountability to affected population indicators										
Affected populations are able to 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)										
Act. 3	Food assistance for asset	Female	6	>80	>80	49	No	>80	9	No
		Male	3,9	>80	>80	55	No	>80	10,5	No
		Overall	4,9	>80	>80	50,4	No	>80	10	No
Act. 4	Prevention of acute malnutrition	Female	0		>80	38	No	>80		
		Overall	0		>80	38	No	>80		
Act. 2	Prevention of acute malnutrition	Female	4,1		>80	49	No	>80	5,4	No
		Male	3,5		>80	43	No	>80	6,9	No
		Overall	3,8		>80	45	No	>80	6,3	No

Act. 1	General distribution	Female	3,8		>80	40	No	>80	6,1	No
		Male	3,2		>80	47	No	>80	4,6	No
		Overall	3,6		>80	44	No	>80	5,3	No
Proportion of project activities for which beneficiary feedback is documented, analysed and integrated into programme improvements										
		Overall	0	50	>75	50	No	50	9	No
		Overall	0		>75	50	No	50	41	No
		Overall	0		>75	50	No	50	7	No
		Overall	0		>75	50	No	50	43	No
Environment indicators										
Targeted communities benefit from WFP programmes in a manner that does not harm the environment										
Proportion of activities for which environmental risks have been screened and, as required, mitigation actions identified										
Act. 3	Food assistance for asset	Overall	0	100	100	28,4	No	100	100	Yes

COST RATIO ANALYSIS

Table 30 Cost ratio analysis

Cost ratio analysis -planned versus actual 2019 and 2020									
Activity	Cost category	Totals for 2019				Totals for 2020			
		Needs-based plan	Implementation plan	Actuals	Actual to IP %	Needs-based plan	Implementation plan	Actuals	Actual to IP %
Food									
1	FOOD VALUE	41058380	26684606	21149928	79%	37427628	33132265	33730679	102%
1	FTC - OTHER FOOD-RELATED COSTS	3009297	1959541	363659	19%	3074551	2721702	529227	19%
1	FTC - TRANSPORT	7628292	5091759	5435460	107%	7231843	6401884	4643882	73%
1	FTC - STORAGE	3302821	2205959	1206208	55%	3126642	2767815	1586081	57%
1	FTC - PORT	1087896	765625	187083	24%	854984	756862	1024450	135%
1	FTC - SUPPLY CHAIN MANAGEMENT COSTS	3060322	2406850	2303505	96%	2727237	2414247	2963203	123%
1	FTC - COOPERATING PARTNER COSTS	5796940	3972085	3594830	91%	5038161	4459959	6071244	136%
1	Food transfer cost	23885569	16401818	13090746	80%	22053418	19522468	16818086	86%
1	Transfer cost rate per USD 1 transferred	0.58	0.61	0.62	101%	0.59	0.59	0.50	85%
1	Percentage of cost received by beneficiary	63.22	61.93	61.77		62.92	62.92	66.73	
2	FOOD VALUE	17110180	11852696	16308878	138%	21327540	19202939	16653188	87%
2	FTC - OTHER FOOD-RELATED COSTS	234876	163659	239176	146%	267586	240930	236634	98%
2	FTC - TRANSPORT	4748295	3405277	1948645	57%	5700906	5132995	3050311	59%
2	FTC - STORAGE	674381	467138	474120	101%	860991	775221	106462	14%
2	FTC - PORT	1712401	1186494	545021	46%	2175263	1958568	947637	48%
	FTC - SUPPLY CHAIN MANAGEMENT COSTS	310837	235984	116402	49%	317722	286072	361258	126%
	FTC - COOPERATING PARTNER COSTS	3255202	2276667	2617469	115%	3424049	3082953	3649431	118%
2	Food transfer cost	10935991	7735219	5940832	77%	12746518	11476739	8351734	73%
2	Transfer cost rate per USD 1 transferred	0.64	0.65	0.36	56%	0.60	0.60	0.50	84%
2	Percentage of cost received by beneficiary	61.01	6.51	73.30		62.59	62.59	0.00	
3	FOOD VALUE	2500930.65	1625604.76	1861986.53	115%	2959041.79	2489726.30	989253.08	40%

	FTC - OTHER FOOD-RELATED COSTS	183491.46	119298.03	24365.80	20%	240991.11	202768.99	21874.99	11%
	FTC - TRANSPORT	400010.75	276026.39	418149.63	151%	452684.79	380887.23	173782.71	46%
	FTC - STORAGE	290014.42	188473.96	77318.39	41%	391226.65	329176.59	100224.04	30%
	FTC - PORT	68122.64	44552.92	6918.30	16%	55799.06	46949.11	106284.51	226%
	FTC - SUPPLY CHAIN MANAGEMENT COSTS	1344650.29	916508.53	708750.55	77%	1436304.02	1208500.64	445918.70	37%
	FTC - COOPERATING PARTNER COSTS	869121.19	560114.03	533074.91	95%	1776202.10	1494489.57	1183390.87	79%
3	Food transfer cost	3155410.75	2104973.86	1768577.58	84%	4353207.73	3662772.13	2031475.82	55%
3	Transfer cost rate per USD 1 transferred	1.26	1.29	0.95	73%	1.47	1.47	2.05	140%
3	Percentage of cost received by beneficiary	44.21	43.58	51.29		40.47	40.47	32.75	
CBT									
1	CBT VALUE	52.139.207	31.332.393	40.270.666	129%	64.165.570	56.801.641	67.286.580	118%
	CBT - DELIVERY COST	825.517	606.027	106.844	18%	872.767	772.605	383.782	50%
	CBT - MANAGEMENT COST	1.378.220	1.090.014	692.908	64%	1.201.094	1.063.251	789.695	74%
	CBT - COOPERATING PARTNER	1.880.731	1.352.399	1.479.121	109%	1.826.362	1.616.761	2.928.331	181%
1	Transfer cost	4.084.468	3.048.439	2.278.873	75%	3.900.223	3.452.616	4.101.808	119%
1	Transfer cost rate per USD1 transferred	0.08	0.10	0.06	58%	0.06	0.06	0.06	100%
1	Percentage of cost received by beneficiary	92.74	91.13	94.64		94.27	94.27	94.25	
3	CBT VALUE	9.990.062	6.493.565	4.291.319	66%	14.016.660	11.270.656	8.192.599	73%
3	CBT - DELIVERY COST	183.758	111.110	18.202	16%	335.658	390.383	25.920	7%
3	CBT - MANAGEMENT COST	603.151	391.239	170.347	44%	574.418	528.773	63.721	12%
3	CBT - COOPERATING PARTNER	1.022.365	599.414	880.538	147%	1.867.528	1.845.000	874.224	47%
3	Transfer cost	1.809.274	1.101.763	1.069.087	97%	2.777.603	2.764.157	963.865	35%
3	Transfer cost rate per USD1 transferred	0.18	0.17	0.25	147%	0.20	0.25	0.12	48%
3	Percentage of cost received by beneficiary	84.67	85.49	80.06		83.46	80.30	89.47	
4	CBT VALUE	8.319.600	5.417.100	3.339.833	62%	6.624.000	2.776.894	889.293	32%
4	CBT - DELIVERY COST	886.458	576.198	328.949	57%	712.311	534.318	49.834	9%
4	CBT - MANAGEMENT COST	273.699	227.175	64.504	28%	282.259	279.742	17.412	6%
4	CBT - COOPERATING PARTNER	965.985	512.226	563.935	110%	772.788	663.898	930.814	140%
4	Transfer cost	2.126.142	1.315.599	957.387	73%	1.767.358	1.477.958	998.061	68%
4	Transfer cost rate per USD1 transferred	0.26	0.24	0.29	118%	0.27	0.53	1.12	211%
4	Percentage of cost received by beneficiary	79.65	80.46	77.72		78.94	65.26	47.12	

Annex 6: Assessment of the Gender Marker Levels of CSP Interventions in Desk Review

In the course of its work, the evaluation team conducted a review of the gender aspect in the context of the CSP, which looks at different programmatic elements, such as the situation analysis, the theory of change, the formulation of objectives, the presentation of beneficiaries' needs, and the formulation of indicators in the M&E system, using the gender marker scaling as per the table below. The analysis, exactly as the initial process of attribution of gender marking, does not refer to the implementation of steps to integrate gender but to the textual analysis of the CSP. Initially thought of as a participatory activity to be conducted by WFP staff during a workshop facilitated by the evaluation team, due to multiple COVID-19 pandemic-related constraints, it has instead been performed by the evaluation team remotely. It follows guidelines similar to those used by WFP and analyses the different sections of the CSP.

The scoring system followed is taken from the WFP document (Guidelines for Gender Marker):

- 0 Does not integrate gender or age
- 1 Partially integrates gender and age
- 2 Fully integrates age
- 3 Fully integrates gender
- 4 Fully integrates gender and age

Section of project document	Elements to observe	Assessment
To what extent the project document has articulated the possible differences between men, women, girls and boys as beneficiaries, identifying the specific perspectives and situated needs?	<p>Presence of a detailed gender narrative situation analysis</p> <p>Type of methodology used to ascertain directly different needs; level of disaggregation of data</p>	<p>The document evokes the necessity to articulate the needs by gender, and in some activity by age. Beside the provision of sex disaggregated beneficiary numbers, the documents do not contribute a thorough gender analysis of needs to anchor different outcomes, but it does enunciate gender analysis as an approach to keep active in continuity.</p> <p>The CSP includes some level of analysis on gender and age-related patterns (which would bring the team to assign a score of 1), but - the age criteria are further explored and is more recurrent than gender in the analysis proposed by the document. Youth is a category broadly used, but the further articulation of existing dynamics, opportunities, threats and barriers for girls and boys is not developed to the same extent.</p> <p>It could get to level 4 if the internal complexity of the group "youth" were explored.</p> <p>There is a continuous evocation of gender-transformative measures as a pathway to realize a women's empowerment commitment.</p>

		<p>In the strategic directions there is reference to both practical and strategic gender needs, as a clear option is stated for women's empowerment and for changing harmful ideas of masculinity and reference is provided for understanding differentiated needs on the basis of sex and age.</p> <p>Details or reference to priority areas or sectors, or to specific strategies are not given in the text.</p> <p>Increased nutrition outcomes are presented as linked to increased production and to increased fortification of food more than to transformation of gender patterns.</p> <p>On one side, this approach takes distance from the purely functional attitude of the emergency nutrition activities, and does not imply what is known in terms of evolution of gender patterns (thesis: more autonomy in women's agency and in economic empowerment turns into increased nutrition) that necessarily binds women to the identity of primary caretakers. On the other side it proposes a more technological approach to the problems of nutrition, suggesting lack of quality in food is more impactful than gender power structures in achieving satisfactory levels of nutrition.</p>
Outcomes	Textual analysis of the formulation of the outcomes and of the arguments to justify them	<p>The specific formulation of outcomes does not offer an articulation around needs based upon sex nor gender differences. However, the detailed description of each includes elements on different targets as well as custom interventions for different groups.</p> <p>Outcome 3</p> <p>Outcome 3 has the clearest articulation of beneficiaries around age and sex.</p> <p>Although focused on biological difference, and calibrated on nutritional needs related to biological conditions, the activity is framed to aim at a transformation of gender patterns, using nutrition principles as a driver of change of inequalities in gender patterns.</p> <p>“WFP will deliver gender-transformative, nutrition-focused SBCC to improve nutrition practices and promote healthy diets. WFP will work with smallholder farmers, especially women, to increase their production and consumption of nutrient-rich foods. Community-based, inclusive participatory research will be used to identify socio-cultural norms, food practices and preferences.”</p> <p>The way cash-based transfer is envisioned seems to specifically focus on the need to fill gaps among different age and sex groups through nutrition:</p> <p>“Utilizing lessons learned from past and current multisector nutrition programmes, WFP will link its preventive activities with nutrition-sensitive safety net models that focus on adolescent girls, PLWG, boys and girls, providing cash and food and adapted to the requirements of those most in need. Attention will be given to achieving nutrition outcomes through cash-based programming. Graduation models will strengthen the self-reliance of nutritionally vulnerable populations.”</p> <p>Outcome 3 also posits WFP as a facilitator of a multisector approach and states gender equality as a transversal concern to incorporate in the approach by the involvement of the correspondent champions from civil society.</p> <p>Outcome 4</p> <p>Outcome 4 focuses on strengthening food and nutrition security with an approach that significantly incorporates a food safety perspective. In the description WFP contribution is articulated also around gender analysis.</p>

Activities	To what extent is the articulation of activities focused on initiatives to balance gender inequality or to even empower women	<p>Under Activity 1 and Activity 2 (for IDPs), general unconditional distribution and income-generating activities mention articulation by sex and specific positive actions towards women and youth (both girls and boys), including through food for work and cash for work. Activity 1 is articulated around gender differences, while Activity 2 is articulated around sex differences, as they are focused on malnutrition of children, lactating and pregnant women and girls.</p> <p>Activity 3 mentions women as an element of the overall group of beneficiaries, without elaboration of needs and answers.</p> <p>Beside in-kind distribution, activities in support of livelihoods are mentioned with respect to all actors, and women are targeted for support in “decision making”</p> <p>Activity 5 has a clear focus on enhancing food technology and supply chain. It includes a gender concern on the home-grown school feeding stream, pointing to domestic purchase of canteen food from smallholders, both men and women, and includes a stream on reinforcing the handling and management of reproductive health products and medicines, within the project called “SOLVE”</p> <p>Activity 6 has a very high level of incorporation of the gender focus, mentioning gender-transformative interventions in the field of value chain and evoking women as agents of change in situations of disaster and for preventing malnutrition.</p> <p>Although not an activity but a function, there is reference to closing the gender gap in human resources and in attempting equal participation of both men and women smallholder farmers in the home-grown school feeding programme.</p>
Beneficiaries		Activities 1 to 4 articulate beneficiaries by sex and age, but the others don't.
Theory of change (if available)	What is the role that gender patterns and structure of powers constructed around sex differences have in the narrative of the CSP	<p>More than a systematic theory of change, some strategic lines of actions are indicated, also concerning gender equality.</p> <p>Based on the assumption that in the northeast there will be increased security and stability, the CSP proposes gender-transformative activities under the livelihoods sector.</p> <p>Reference is also given to the need to enhance a community-based approach for outreach to those who are most vulnerable.</p> <p>Reaching vulnerable people can be an element in direction of inclusion and possibly of gender equality consideration, although it is not clearly spelled out in the formulation of the strategy nor of the activities.</p> <p>As among the assumptions is the vision of a progressive return to normality, the CSP introduces the possibility of shifting from lifesaving assistance (provided through general food distribution) towards livelihoods activities with a gender-transformative perspective.</p> <p>While the vision is coherent with WFP gender policies and opportunities offered by livelihoods and in general activities that WFP classifies as “resilience” oriented, the text does not envision details or peculiar elements that can enable these interventions to be transformative of gender patterns.</p> <p>An exit strategy is also sketched: it refers to policy development and to stock-taking of good practice in gender-transformative interventions.</p>
Results	How are the results and the objectives formulated, and	Results in terms of caseload covered are not indicated in sex/age disaggregated format.

	what roles has gender equality in this part of the CSP?	
Budget	Existence of budget dedicated to gender equality	Of the overall budget, 19 percent is declared to be earmarked to gender equality, and the rest is also indicated for gender transformation. Need to see the detailed budget lines to understand the level of actual articulation of this general affirmation.
M&E	Level and relevance of disaggregation in data collection Type of issues on which the monitoring has been focused (actual participation of men and women and girls and boys to definition of details of interventions and conditions to participate including type of opportunity costs by gender, actual participation in interventions; direct benefits obtained, Indirect harm obtained, longer term effects by gender)	CSP indicates the need to develop a gender analysis at the initial stage of activities. The CSP document conducts analysis in gender-responsive (not just sensitive) fashion, and includes collection of disaggregated data including by sex and age. It suggests gender-responsive monitoring as a regular part of implementation, focusing on increasing staff's gender awareness, recurring to third parties when security poses a serious hindrance (but without explaining what steps or protocols could ensure that third parties monitoring maintain a high attention on gender-responsive framing). Few indicators are specifically presented as sex disaggregated; particularly all the C.2 and C.3, capturing also some elements of gender power patterns in relation to different assistance scheme. One indicator (dietary diversity) is presented in the CSP document as exclusively monitored with women.

Annex 7: Methodology

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his annex summarizes the intended and actual methods employed by the evaluation team during this CSPE. The evaluation approach was built on the original methodological approach suggested by the CSPE terms of reference and reflected in the inception report. The evaluation approach was structured around the four standardized evaluation questions from the terms of reference:

- EQ1 – To what extent are the strategic position, role and specific contribution of WFP based on country priorities and appropriately aligned to people’s needs as well as WFP strengths?
- EQ2 – What is the extent and quality of WFP specific contribution to country strategic plan strategic outcomes in Nigeria?
- EQ3 – To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?
- 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?

274. As the CSPs are a relatively new instrument, this evaluation not only had a summative character but also included a formative aspect especially as it will lay the foundation for the next version of a CSP in Nigeria.

275. This Nigeria CSP evaluation has taken the CSP as the starting point to assess whether and how the CSP has underpinned and informed the programmes and activities of WFP in Nigeria. In the inception phase, including inception briefings with WFP staff from 7 to 21 June 2021, the evaluation team has seen that the linkages between the strategy, as reflected in the CSP and the activity level, have not been articulated explicitly. It follows that in the data collection phase efforts were made to understand how the programmes and activities fit within the CSP and, in fact, do deliver on the CSP strategic outcomes.

276. Data were collected using data collection tools defined below in [Annex 9](#). Gender equality and empowerment of women (GEEW) was considered as a key cross-cutting issue. Roles and responsibilities are defined in Table 31 below.

Table 31: Evaluation team responsibilities

Teams members	Responsibilities	Specific areas of attention
Ed Schenkenberg Team Leader	Provides overall leadership for the evaluation, including: <ul style="list-style-type: none"> - Coordination of the team members’ contributions - Communication with OEV - Overall evaluation leadership including methodology development, conclusions and recommendations - Overall responsibility for inception and evaluation reports and delivering all evaluation deliverables on time - Leading internal and external debriefs 	<ul style="list-style-type: none"> - All EQs - WFP partnerships (the Government; United Nations and non-United Nations agencies; sectors and other coordination mechanisms) (also EQ 1.3, 1.4. 4.1, 4.2, and 4.3 and Theme 1) - Access (and logistics); humanitarian principles (part of Theme 2) - Areas of intervention in country (Theme 3)
Caroline Ward Senior Evaluator	Provides high-level evaluation expertise covering in particular nutrition, food security and livelihoods and cash-based transfers.	<ul style="list-style-type: none"> - EQs 1.3, 2.1, 3, 4.1. - Nutrition; food security; cash-based transfers

	Contributes to all evaluation phases and activities, including inception report development, data collection, data analysis and consolidation and validation.	
Sabrina Aguiari Senior Evaluator	Provides high-level evaluation expertise covering food security, and livelihoods, protection, triple nexus, inclusion, gender and women's empowerment and resilience. Contributes to all evaluation phases and activities, including inception report development, data collection, data analysis, and consolidation and validation	- EQs 1.1, 1.2, 2.2, 2.3, 2.4, 4.4, 4.5 - Gender - Triple nexus (Theme 2)
Suleiman Yakubu Senior National Expert	Supports the team in all activities related to the data collection including logistics and organization of travel, undertakes in-person interviews with selected KIs, and contributes to various outputs	- Logistics in-country - KIIs with beneficiaries, TPMS, (commercial) partners, and national staff and representatives from other United Nations and non-United Nations organizations
Oluwatomi Adepoju National Expert	Supports the evaluation in all activities related to the data collection phase, including interviews with women and girls, and contributes to evaluation outputs	- KIIs with beneficiaries, TPMS, and national staff and representatives from other United Nations and non-United Nations organizations together with senior national expert.
Ambra Cozzi Researcher and Contract Manager	Provides support in all evaluation phases including the inception, data collection and analysis. She also participates in ET meetings with the Reference Group, manages the evaluation document library/database, and supports coding of qualitative data. She acts as the contractual liaison with the OEV and provides logistics support.	- General evaluation support; focal point and liaison with WFP OEV - Data collection support - Contract manager

EVALUABILITY ASSESSMENT AND LIMITATIONS

277. During the inception phase the evaluation team assessed whether the Nigeria CSP could be evaluated against the evaluation questions in an independent, credible and sensible manner allowing the evaluation team to determine whether the CSP's strategic orientation, objectives, and outcomes are logically constructed and defined and that outcomes are verifiable. The degree of evaluability had implications for the evaluation methods and data collection. The evaluators assessed the evaluability in terms of: the availability of data and reliability of available data; the feasibility of generating data in relation to the evaluation questions; and the conduciveness of the context.

278.

The evaluation team has made this evaluability assessment based on: a large number of documents and data sets including the CSP, the two budget revisions, annual reports and the Country Office Tool for Managing Effectively (COMET) data; the evaluation of the WFP corporate emergency response in Nigeria; and various monitoring documents and reports. The interviews and meetings that have taken place with the RBD and country office and area- and sub-offices have also informed this assessment. Challenges have

been found in several respects: i) vague or too-broadly defined outcomes; ii) data consistency; iii) data collection constraints and iv) timeframe of the evaluation, as further detailed below.

279. First, as also noted in the CSP performance section, the evaluators have seen that there are discrepancies and some of the data sets made accessible to the evaluation team do not appear to match. Discrepancies appear to exist between data from COMET and the annual country reports (ACR), mainly in terms of outputs but also outcomes indicators. At least one result, for example, is mentioned in the annual country report narrative of the distribution of 18,251 fuel efficiency stoves in 2019, yet neither COMET data nor annual country report output tables include them. Additionally, some output results are so much greater than the targets set that there is a possibility that a mistake has been made. [Table 27](#) in [Annex 5](#) on output indicator results, also shows there is a discrepancy between the planned indicators and the ones reported against.

280. Such discrepancies have been examined and explored in the data collection phase. Other than possible errors, one reason for discrepancies in the data sets may be the differences in framing that have been found between the CSP and logframe annexed to the CSP. For example, the logframe annexed to the CSP refers to outputs per activity, whereas in the CSP the outputs are linked to outcomes. The evaluation team did not receive a satisfactory explanation for the discrepancies between data sets, regarding output indicator results. Indicators changed over the years and there was a difference between those in the logframe and those in COMET and annual country reports and over the course of the inception it was not clear how targets were set. During the data collection phase, it was eventually found that programme staff set targets in an effort to set high standards and yet be realistic as well as making efforts to select appropriate indicators. There were input errors for the 2019 targets for the logistics sector outputs that were rectified in 2020.

281. Second, this evaluation looked at WFP country operations in relation to the CSP. Some efforts to understand how the country office has implemented the CSP have not been made easy because there is an immense set of about 1,500 documents, some of which are less relevant or useful than others. In fact, in the inception phase the evaluation team developed the impression that there is gap in articulated links between the Nigeria CSP and the implementation/activity level. Or, put differently, the use and value added of framing activities in a strategy has been limited because of the CSP's unique focus on a single scenario, which did not materialize. As a result, while a number of the activities that are part of the country operations may entirely be within the CSP frame according to the country office, they may not necessarily be reflected in it. In addition, in relation to feedback from beneficiaries, the evaluation team especially relied on the data that is available from WFP. It also collected primary data collection in terms of beneficiary feedback.

282. Third, principal among the data collection constraints were the significant travel restrictions in place. Due to a COVID-related seven-day travel quarantine, the international team worked remotely. In addition, insecurity due to the armed conflict limited the evaluation team's access to certain locations and communities. Further, limitations existed because of the COVID-19 pandemic in the sense that a number of meetings and interviews could not take place in person.

283. The evaluation team noted the turnover of key WFP staff in the country office and RBD and its effect on the maintenance of institutional memory. Where possible, remote interviews took place with staff no longer in post.

284. A distinction should be made between the absence or gaps in information and data and evaluability. If gaps exist, for example in the analysis of the context (for example, in terms of scenario planning) to prepare the CSP, it might be that this analysis has been done but is not available as a record, in which case interviews with the staff involved may compensate for this gap. It may also mean, however, that the analysis was not done. This is a finding of the evaluation as it is an aspect that should have been part of the CSP preparation. Likewise, analysis on the impact of the triple nexus was available as tacit knowledge but not available on paper. These needs were assessed.

285. Linked to this issue of the origin or nature of gaps is the question of attribution, or conversely, contribution. In this entire evaluation, as in every evaluation in the humanitarian and development sectors, because of the interdependence among actors, the issue is to what extent WFP has contributed towards a collective endeavour in Nigeria, and whether this is a matter of perceptions (only) or whether it is measurable. For example, because of the smaller than usual role WFP has in food assistance in the

northeast, greater collaboration with other actors is needed to understand the outcome and results of its food interventions as part of the collective, overall outcome. The degree to which WFP has taken these issues into account was assessed looking at its contribution and engagement with partners.

286. Fourth, while the CSP covers the period from 2019 to 2022, the CSPE covered the years 2019 and 2020 and uses data available for 2021 when the data collection has been concluded in November 2021, as agreed with the Office of Evaluation and country office.

287. The evaluation team found a number of additional challenges to conducting the evaluation:

- Data do not systematically analyse by disability although there was an acknowledgment in the 2020 annual country report that this would be addressed in future. The evaluation team sought evidence that there had been progress towards the 2020 Disability Inclusion Roadmap
- The high volume of indicators necessitated large-scale complex data collection, requiring skilled enumerators, making it difficult to maintain quality especially during an emergency.¹⁶⁶

All the challenges have been summarized in the table below.

Table 32: Evaluability challenges

Evaluability challenge:	Ways in which this has been addressed:
<p>Data consistency</p> <p>Discrepancies appear to exist between data sets in COMET and the annual country reports</p> <p>Inconsistencies in indicators and reporting data (possibly due to COVID-19 pandemic)</p> <p>Discrepancies in levels of outcome achievement compared to budget utilization</p> <p>Some very large divergence between achievements and targets</p> <p>High volume of indicators</p>	<p>Further review of data sets – clarification requests to the country office included:</p> <ul style="list-style-type: none"> • Basis for establishment of targets and budgets • Extraordinary achievement/under-achievement of some targets • Numerous inconsistencies between ACR and COMET data • Appropriateness of units of measurement • Challenges to quality monitoring data collection • Details on the data collection methodology • Reasons for changes in indicators and targets used (affecting comparison of results over time) • Effects of flexible approach to budgets lines • Contribution of the change of context to results achieved • Quality control of data collected/ input to the system
<p>Vague or too-broadly defined outcomes and outputs</p> <p>Lack of articulated connections between CSP strategic outputs and activity level implementation</p>	<p>The evaluation team examined the logic of the CSP using:</p> <ul style="list-style-type: none"> • (Re)-constructed ToC • Analysis of the rationale of the underlying critical assumptions and pathways for achieving strategic level results • Clarifications from country office and regional bureau through interviews • Possible activities/ sub-activities mapping

¹⁶⁶ The country office noted that there is a clear (but not explicit) hierarchy of each indicator, helpful to reduce this kind of complexity. The possibility to report on less indicators will have to be considered considering the necessity to remain compliant with corporate minimum monitoring requirements.

<p>Constraints to data collection</p> <p>Lack of in-person access to stakeholders due to insecurity and/or the COVID-19 pandemic</p> <p>Tracking institutional memory for qualitative data due to high staff-turn over</p> <p>Gaps in data and analysis</p>	<p>The evaluation team relied on the following data collection methods:</p> <ul style="list-style-type: none"> • Remote interviews • Recruitment and coaching of local researchers in data collection methods. In particular, the number of local researchers was increased from the 4 foreseen to 8 in order to address the issue • Use of data from WFP complaints mechanism and post-distribution monitoring • Follow up by phone with key staff no longer in Nigeria • Gaps in data and analysis filled by extensive interviews and triangulation with secondary data
<p>Timeframe of the evaluation</p> <p>CSP covers a four-year period 2019 - 2022 but the evaluation only spans 2.5 years of operations and two complete years of results.</p> <p>Large and complex country office that is relatively newly established, yet the evaluation has a tight time slot in order to support the formulation of the next CSP</p>	<p>Data for 2019, 2020 and 2021 year-to date analysed as available. Beneficiary data for 2021 were provided until September 2021. Output and outcome indicators performance data for 2021 haven't been provided to the evaluation team because they are not available until the end of the year (past the date of the evaluation)</p> <p>The CSPE focused primarily on high-level strategic issues, while also including WFP operations.</p>

DATA COLLECTION

288. The evaluation team conducted remote (for the international team members) and in-presence (for the national team members) data collection, maintaining a flexible approach.

289. Following exchanges with the country office, the national team members visited the States of Borno and Yobe from Thursday 16 September 2021 to Friday 8 October 2021 (see [Annex 13](#) for further details on the data collection mission in Nigeria).

290. This evaluation used a mixed methods approach as part of its efforts to collect primary and secondary data. The evaluation team has also taken into account other WFP-commissioned evaluations and studies currently ongoing in Nigeria, in particular the mid-term review conducted internally in the country office by the RAM team and the Decentralized Evaluation for Livelihoods commissioned by the country office, which included exchanges between the evaluation teams of the two exercises.

291. Primary data collected was mainly qualitative, while the review of secondary data collection has been of a quantitative nature and qualitative character. Primary data were collected through remote and in-person semi-structured interviews with key informants (KIs), based on the sub-questions as set out in the evaluation matrix. Primary data were also collected through group interviews / focus group discussions.

292. These efforts have been supported by qualitative data based on WFP records as well as secondary data, including WFP data.

293. As mentioned, interviews have been implemented both remotely by the international evaluation team members and in-person by the national evaluation team members. They were semi-structured to allow space for key informants to bring up issues that they see as critical to the strategic positioning of WFP and its added value in the country. The data collection tools ([Annex 9](#)) explain the lines of inquiry raised in the interviews. Even though the interviews were semi-structured, pre-established interview guidance has been prepared. In particular, the international team, especially the team leader, engaged with the national team

members in providing background information and supporting them on their data collection, including the interviews. In turn, the national team members provided training to the local researchers engaged in the data collection with beneficiaries and ensured their supervision during the field activities. In particular, the national team members established contacts with them by phone before arriving in the BAY states in order to explain the objectives of the data collection and the ethical measures to be followed. Each local researcher received the interview guidelines and went through them with the national evaluation team in order to clarify any doubts on the questions to be asked. Once in the Bay states, the national evaluators met in person with the local researchers for further training, with the only exception being the researcher in charge of the data collection in the Fune local government area, which has not been visited by the national evaluators for security reasons. After each day of work, the researchers reported about the activities conducted.

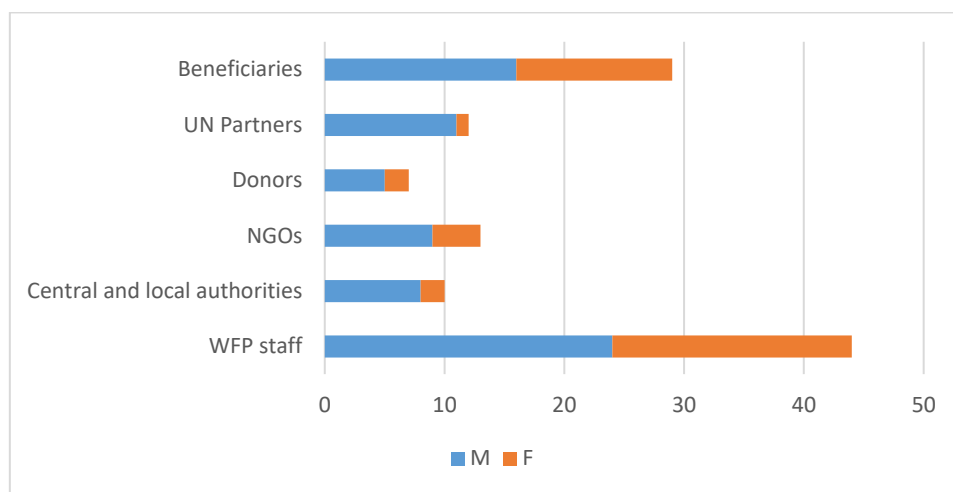
294. Interview notes have been stored in a secure online database. The notes have been coded (see below).

295. Remote interviews required careful planning and needed flexibility with the involved partners and an allocation of sufficient time to put together the scheduling, including setting up virtual meetings, providing prior information to informants and follow-ups for verification.

296. Group interviews / focus group discussions were undertaken in person by the national team members and by the local researchers with third party monitors and beneficiaries. Specific attention was given to the various groups of beneficiaries, including women.

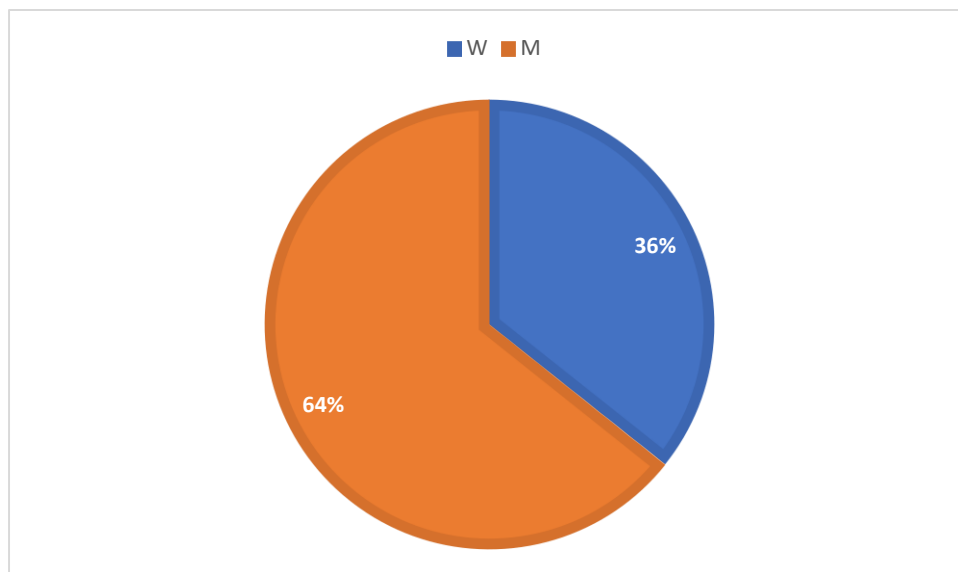
297. Figure 39 shows the categories of stakeholders heard disaggregated by sex and the graph shows the fact that 36 percent of the key informants interviewed were women.

Figure 39 Categories of stakeholders interviewed disaggregated by sex



Source: Evaluation team

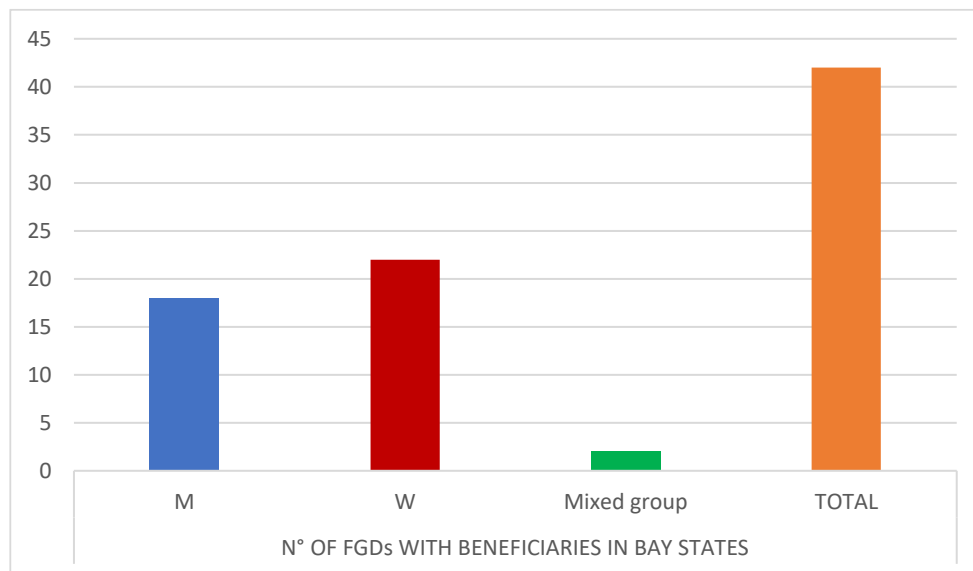
Figure 40 Key informant interviews percentage of men and women



Source: Evaluation team

298. The graph below shows the overall number of focus group discussions with beneficiaries conducted in the BAY states disaggregated by sex, highlighting that 52 percent of focus group discussions have been conducted with groups of women. A table that lists all the focus group discussions conducted with beneficiaries is included in Annex 11.

Figure 41 Focus group discussions disaggregated by sex



Source: Evaluation team

299. **Document review:** An initial document review has been undertaken as part of the inception phase looking at documents that did not only come from WFP, but also from other United Nations and non-United Nations humanitarian organizations. This review has been followed by a more systematic review of these documents together with other documents also from other actors.

300. **Monitoring data:** The set of documents made available by WFP includes a large number of data sets derived from monitoring and reporting and from country office and corporate data bases. In order to

better understand the linkages between the CSP and the implementation status, including performance data, these data sets have been further examined following several exchanges with WFP.

301. **Direct observations:** The national evaluation team members naturally observed and took note of the delivery mechanisms and actual implementation, including any specific challenges, within the visited project sites and communities. In particular the national evaluation team members visited the following locations:

- El-Miskin Camp, Jere LGA, Borno State
- Gubio Camp, Konduga LGA, Borno State
- Mohammed Goni Stadium Camp, MMC, Borno State
- Abbari YBC, Damaturu LGA, Yobe State
- Mohammed Gombe Farms, Damaturu LGA, Yobe State

302. **Workshop:** As part of the data collection, the evaluation team planned to conduct a Most Significant Change workshop as a part of the data collection with WFP staff with three objectives: i) identifying examples and typology of most significant changes observed; ii) document lessons learned or to be learned related to the context and implications for future strategy; and iii) collect views on the utilization of the CSP as a tool for providing guidance and direction. Nevertheless, the plan was cancelled due to the timing constraints /conflict of schedule in the country office.

303. **Sampling strategy:** Linked to security conditions, the evaluators followed a purposive sampling in which evaluators' judgement, in consultation with the country office where applicable, was used to select which affected areas and communities could be visited. However, the purposive sampling approach guaranteed that gender and equity dimensions were duly taken into consideration by making all the needed efforts so to have the most vulnerable groups included in the consultations. In particular, the identification and selection of the locations (internally displaced persons camps and host communities) and of the WFP beneficiaries who participated in focus group discussions were done through a consultative process with guidance from WFP staff (RAM officers and head of security) in the WFP area Offices in Borno and Yobe states.

304. The selection of the locations was based on two main criteria:

- Locations (internally displaced persons camps and host communities) where WFP has been providing humanitarian assistance (food support) for the past six months - two years preceding the evaluation exercise (between 2018 and 2021)
- Security considerations – the safety of data collectors and respondents and accessibility to internally displaced persons camps and host communities.

305. Prior to the selection of the locations, the evaluation team had several consultative meetings with the WFP RAM team and head of security to discuss the feasibility of travelling to these areas.

306. Also, the focus group discussion participants were nominated by the camp management committee / traditional Leaders to participate in the focus group discussions.

307. In Borno State, the following locations were visited:

- El-Miskin Camp, Jere LGA, Borno State
- Gubio Camp, Konduga LGA, Borno State
- Mohammed Goni Stadium Camp, Maiduguri Metropolitan Council, Borno State

308. In Yobe State, the following locations were visited:

- Abbari YBC, Damaturu LGA, Yobe State
- Mohammed Gombe Farms, Damaturu LGA, Yobe State
- Fune LGA, Yobe State

DATA ANALYSIS

309. The evaluation team's data analysis has been guided by the thematic areas and the lines of inquiry as set out in the evaluation matrix. Both the primary and secondary data have been subject to content analysis, following an essentially interpretative approach, classifying findings in view of providing concrete suggestions and recommendations. The triangulation of the perceptions of stakeholders reflected in interviews, focus group discussions and documents have all been key in developing the evaluation team's analysis. Data analysis from interviews also involved the examination, classification and analysis of responses. The analysis has been developed from two perspectives: a summative angle and a formative angle.

310. **Content analysis** constituted the core of the qualitative analysis undertaken by the team: documents, consultation/interview notes and qualitative data have been analysed to identify common trends as well as diverging patterns for each of the evaluation questions.

311. **Coding:** An essential part of the analysis of the interview notes is the coding. A code book has been developed, derived from the evaluation questions and lines of inquiry. MAXQDA software has been used for the coding.

312. **Equity and gender equality issues and a human rights lens** have been part of the evaluation team's entire exercise of analysing the data and interpreting it. The extent to which gender equality dimensions were integrated in the CSP design and implementation, and how the rights and needs of beneficiaries were reflected in the design and addressed during implementation have been duly analysed. The same issues have been considered and the same lens applied when assessing the extent to which results in these areas have been achieved. Specifically, for gender equality, the minimum standards set in the Gender Policy (2015-2021) and the country office gender action plan have been used as the benchmarks.

313. In all data collecting and analysis, the evaluation team factored in the **COVID-19 pandemic**, either as a mitigating factor that has impacted performance or as a factor that has highlighted, if not exacerbated, needs.

REPORTING AND OTHER EVALUATION PROCEDURES

Feedback and reporting

314. The CSP evaluation is utilization-focused, with a feedback loop embedded within the data collection and analysis phase to optimize engagement and ownership at the outset of the process for the outputs among the intended users. The aim of the process was to ensure that timely and actionable findings, learning and recommendations for the country office will feed into the next WFP Nigeria country strategic plan.

315. **Preliminary debriefing to share findings and emerging lessons.** An internal workshop for WFP staff was held remotely. This gave the country office the opportunity to interrogate the validity of the findings and emerging lessons from the data collection. The workshop was conducted jointly with the Decentralized Evaluation on Livelihood Team on 23 November 2021.

316. **Learning workshop.** A learning workshop was held between February and March 2022 with relevant stakeholders.

ETHICAL CONSIDERATIONS

317. The table below illustrates how the Landell Mills Consortium ensured adherence to the ethical responsibilities of the evaluation supplier and how any ethical issues were addressed. The ethical considerations have been extended to the locally recruited researchers under the supervision of the evaluation team/Landell Mills Consortium.

Table 33 Ethical issues/risks and safeguards

Phases	Ethical issues/risks	Safeguards
Data collection	Ensuring informed consent	The evaluation team was fully transparent with all stakeholders in relation to the purpose of the assignment and use of data provided. During interviews and consultations, evaluators informed participants in advance of the evaluation purpose, process and intended use/dissemination before requesting their consent to participate (which could be withdrawn after interview at the participant's request).
Data collection/data analysis/reporting	Protection of privacy, confidentiality, and anonymity of participants	Data collected has been used in a way that does not compromise sources. In particular, personal data are securely protected, and identities not exposed. In addition, and as part of the contractor's obligations, data protection has been ensured. All experts, including the local researchers, engaged on this assignment have signed a Declaration of Confidentiality as part of their contractual terms of engagement.
Inception/data collection/data analysis/reporting/dissemination	Ensuring cultural sensitivity	The Landell Mills Consortium has a good understanding of the Nigerian context and culture. The team includes Nigerian evaluation experts (men and women) who help to ensure that cultural sensitivities are understood and respected as far as possible. International consultants have previous experience of evaluation/research work in Nigeria and/or on issues relevant to the context.
Data collection	Respecting the autonomy of participants	The evaluators and the local researchers respected the dignity and self-worth of evaluation stakeholders and behaved in a non-discriminatory manner. Evaluators integrated rights-based concerns and did not trivialize cross-cutting issues; they did not neglect to ask questions and probe in difficult or sensitive areas of enquiry, as necessary for the purpose of the assessment.
All phases	Adherence to do no harm principles	The work has conducted in accordance with UNEG Ethical Guidelines for Evaluation and paid due attention to measures for the avoidance of harm. No team members' behaviour increased the health, safety or security risk to another person or group, including members of the public, key informants and other members of the team. In this evaluation, the evaluation team and the local researchers also adhered to do no harm principles by assessing and mitigating risks relating to any in-person interactions in the field (e.g., by strict adherence to social distancing and hygiene precautions in relation to COVID-19 risks).

Source: Evaluation team.

RISKS AND MITIGATIONS

Table 34 Evaluation risks and mitigation measures

Risk/challenges	Mitigation
<p>Health, safety and security risks</p>	<p>The evaluation team ensured that local data collection activities did not put anyone at risk of either contracting or increasing the spread of COVID-19. Moreover, significant attention was given to relevant mitigation measures.</p> <p>Virtual interviews were used and for in-person interviews undertaken by the national consultants and a COVID-19 interview protocol was followed: consultants practiced social distancing; sanitized hands regularly; and wore face masks.</p> <p>The team members did not travel to any insecure locations. More specifically, WFP security provisions and protocols were fully respected. In agreement with WFP country office, an UNHAS helicopter was used to travel to the state of Yobe and a local researcher was engaged to conduct data collection in Fune, where the national evaluation team could not go for security reasons.</p>
<p>Data limitations (as mentioned in the evaluability assessment) affecting strength of evidence</p>	<p>The team has developed a detailed methodological approach (see above). Close collaboration with the WFP was sought in order to facilitate the research in the relevant databases. The presence of country experts and the additional support provided by experienced in-house Landell Mills Consortium staff ensured contextualization and high-quality analysis.</p>
<p>Reduced quality of data using remote methods</p>	<p>Remote methods such as remote interviews have limitations, as it is more difficult for evaluators to detect the non-verbal communications that are possible when meeting face-to-face, and the attention span of interviewees also tends to be shorter. In this evaluation, which combined a remote and in-country presence, the two ways of engagement also allowed for triangulation and verification.</p>
<p>Delays in the timeframe</p>	<p>The evaluation team provided timely and effective responses to any unexpected event, while keeping Office of Evaluation constantly updated. The timeline is regularly discussed with the Office of Evaluation.</p>
<p>Availability of key stakeholders, including competing demands of the country office</p>	<p>Often key stakeholders were unavailable for interviews and/or focus groups and cancelled/requested an appointment change. The evaluation team remained flexible, considered changes, absences or other priorities in the Nigeria country office. The data collection period was extensively extended compared to the regular CSP evaluation timeline (ToR timeline) to address such a challenge.</p>
<p>Acceptance of findings</p>	<p>The evaluation delivers products available in the public domain, in consultation with Office of Evaluation and the country office. The evaluation identified and highlighted learning based on both positive and negative findings. The team undertook a participatory approach, engaging with the country office and the Reference Group.</p> <p>The evaluation team also aimed to co-develop recommendations in the final learning workshop involving a wide range of relevant country office staff.</p>
<p>Unforeseen circumstances impact on availability of team</p>	<p>The evaluation team has selected a flexible team, with broad expertise in the development/humanitarian sectors required by the ToR. Should any individual expert have been unable to meet their commitments, in continuation of the contract, due to unforeseen circumstances, such as illness or other personal matters, the evaluators were engaged to find solutions in consultation with the Office of Evaluation.</p>

Quality of deliverables	The evaluation team has a proven track record in working on strategic evaluations. They are familiar with the United Nations system evaluation processes and the WFP EQAS quality system and expected standards.
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Source: Evaluation team.

Quality assurance

318. WFP has developed a Centralized Evaluation Quality Assurance System (CEQAS) based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products. CEQAS was systematically applied during this evaluation and relevant documents were provided to the evaluation team.

319. In accordance with the long-term agreement requirements, the inception report and the evaluation report underwent a thorough quality assurance process. The process strictly follows CEQAS and relevant materials, including the Guidance for Process and Contents for CSPEs, the template and quality checklists.

320. The Landell Mills Consortium's external quality advisor for the Nigeria CSP evaluation provided methodological advice, peer reviewing all the evaluation deliverables, and facilitating and overcoming any possible quality risks or methodological issues.

321. More specifically, the quality assurance process entailed the following steps:

- Regular exchange between the team leader and the external quality advisor on the methodological approach of the evaluation as well as on the specific contents of the various deliverables of the evaluation
- Specific discussion between the team leader and external quality advisor, as well as between the team leader and long-term agreement contract manager, on the CEQAS guidance and materials
- Review of all the evaluation deliverables by the quality advisor, entailing a process of exchange between the team leader and the quality advisor
- Sign off of the evaluation deliverables by the quality advisor
- Final quality control by the leader of the Landell Mills Consortium before the submission to WFP.

Annex 8: Evaluation matrix

The purpose of the evaluation matrix is to provide a clear analytical framework that helps to reduce subjectivity in the evaluative judgement, by identifying for each question and sub questions: i) dimensions of analysis; ii) lines of inquiry and/or indicators as appropriate; iii) data sources; iv) data collection methods; and v) data analysis methods.¹⁶⁷

Dimensions of analysis	Lines of inquiry	Indicators	Data sources	Data collection techniques	Data analysis
Evaluation Question 1: To what extent are the strategic position, role, and specific contribution of WFP based on country priorities and people's needs as well as WFP strengths?					
1.1 To what extent is the country strategic plan relevant to national policies, plans, strategies, and goals, including achievement of the national Sustainable Development Goals? <i>Evaluation criteria: coherence, relevance</i>					
1.1.1 Alignment of WFP strategic objectives to national policies, strategies, and plans, in particular national SDGs	Extent to which the strategic outcomes and proposed activities outlined in the CSP were relevant to national priorities as expressed in national policies, strategies, and plans Extent to which the Government welcomes the aspiration of WFP to take on new roles in development & system-building and gender transformation, as well as support for peacebuilding (in relation to triple nexus)	Degree of matching between CSP strategic outcomes and national objectives outlined in government policies, strategies and plans Degree of matching of CSP activities and proposed interventions set out in government policies, strategies and plans Degree of involvement of the Government in the preparation of the CSP Perception of senior government officials on the degree of alignment of WFP objectives and interventions with national policies, strategies and plans, including national SDGs	WFP CSP and consecutive budget revision documents, annual reports WFP staff Senior government officials Zero hunger review Government policies, plans and programmes National and local food producers and traders National SDG framework	Semi-structured Interviews Analysis of CSP Document review	Content analysis Systematic coding of interview data Triangulation across data collection methods and sources

¹⁶⁷ Green highlighted lines of inquiry reflect Theme 1 (partnerships); purple highlights reflect Theme 2 (triple nexus); and turquoise highlights reflect Theme 3 (geographic areas of intervention).

	The extent to which the strategic outcomes outlined in the CSP have been aligned with government SDG goals and targets	Explicit reference is made in CSP and later revisions and annual reports to national SDG frameworks Stakeholder perspectives on degree of alignment of CSP objectives and activity sets with relevant national SDG priorities			
1.1.2 Alignment of strategic objectives to subnational strategies and plans	Extent to which the strategic outcomes and proposed activities outlined in the CSP were relevant to subnational priorities as expressed in subnational strategies and plans	Degree of matching between CSP strategic outcomes and subnational objectives outlined in subnational government strategies and plans Perceptions of senior subnational government officials and WFP staff on the degree of alignment of WFP objectives and interventions with subnational strategies and plans	Documents, WFP CSP and subsequent budget revision documents and available subnational planning and strategy documents. Key informants WFP staff and federal government officials Senior federal government officials, WFP Programme staff	Document review / semi structured interviews	Content analysis Systematic coding of interview data

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? <i>Evaluation criteria: relevance, effectiveness</i>					
1.2.1 Focus of CSP and related frameworks/tools on the most vulnerable and marginalized populations in line with the humanitarian imperative	Extent to which the CSP reflects the inputs from vulnerability assessments and analysis, including the extent to which the assessments and analysis take into account conflict-related needs and issues such as access and security	Evidence that CSP design was focused on meeting the pressing needs of the most vulnerable and marginalized populations in terms of food insecurity in particular of those in conflict-affected areas. Evidence that gender is well understood and considered in analysis as well as in definition of activities and in M&E work	Assessment reports, operational plans of WFP SCOPE data and reports and retailer management system outputs M&E reports	WFP VAM vulnerability assessments Perceptions of staff Perceptions of governmental counterparts Zero hunger strategic review	Content analysis (including comparison of assessment reports and their principal findings and the operational plans of WFP and rationale for decisions on

	<p>The level of articulation of gender patterns in understanding of vulnerability</p> <p>The level of articulation of vulnerability analysis incorporating age, gender, ethnicity and conflict-related vulnerabilities</p> <p>Extent to which the CSP provides guidance and framework covering humanitarian principles, protection, AAP and national capacity strengthening</p> <p>The way in which emergency and development priorities have been identified and combined with the reduction of vulnerability as the objective</p> <p>Measures taken to avoid exclusion of certain vulnerable groups, including women and youth</p> <p>Extent to which vulnerability analysis has informed the decision on capacity building interventions</p> <p>Extent to which vulnerability assessments and analysis have informed the programme design and delivery, including choice of</p>	<p>Evidence that tools and goals relative to humanitarian principles, protection and/or empowerment are incorporated in priority setting and implementation in both emergency and development activities</p> <p>Evidence that WFP and partners identified and engaged with the most vulnerable women, men and children in relation to the CSP</p> <p>Evidence that the CSP appropriately balanced and combined humanitarian and development approaches</p> <p>Evidence that the CSP addressed issues of inclusion and exclusion based on gender, age, class, ethnicity and disability status</p> <p>Evidence that beneficiaries' feedback is used for programme adjustment with a particular focus on gender and on conflict prevention</p>	<p>IPC analysis, assessments, and technical briefs</p> <p>Donor reports</p> <p>Partner capacity assessments / reviews and partner feedback</p> <p>Beneficiary feedback analyses.</p> <p>Coordination forum, sectors and cash working group reports and meeting minutes</p> <p>Gender and protection risk assessment for all schemes of aid (especially cash vs. in kind)</p>	<p>Partners</p> <p>WFP managers</p>	<p>resource allocation and targeting</p> <p>Systematic coding of interview data and findings from other evaluations</p> <p>Triangulation across data collection methods and sources</p> <p>Focus groups for collective analysis</p>
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	<p>modality as well as measures towards sustainability</p> <p>Extent to which the CSP provides direction for starting new interventions in relation to newly emerging needs in areas where WFP has not been active</p>				
1.2.2 Gender equality and the empowerment of women (GEEW)	<p>Extent to which the CSP reflects the WFP gender policy</p> <p>Level of influence of country gender analysis in the CSP preparation</p> <p>Level of incorporation in CSP outcomes, outputs and activities of gender equality criteria and objectives</p>	<p>Verification of alignment of CSP with WFP gender policy</p> <p>Evidence of inclusion of gender-sensitive provisions in programme design, in outputs and activities, determination of beneficiaries, indicators and plans for collection of data disaggregated by gender, and appropriate utilization of gender marker</p>	<p>WFP gender policy and guidance</p> <p>CSP documents</p> <p>Information on beneficiary selection criteria and assessment of beneficiaries reached (monitoring reports)</p> <p>Staff</p> <p>Beneficiaries</p> <p>Women's organizations</p>	<p>Document review</p> <p>Key Informants</p> <p>Semi-structured interviews and focus group sessions with staff</p> <p>Interviews with gender, livelihoods and EPR staff</p> <p>Focus group discussions with women and men beneficiaries</p>	<p>Content analysis</p> <p>Systematic coding of interview data</p> <p>Triangulation across data collection methods and sources</p>
<p>1.3 To what extent has the strategic positioning of WFP remained relevant throughout the implementation of the country strategic plan considering changing context, national capacities, and needs, including COVID-19 related needs?</p> <p><i>Evaluation criteria: relevance, coherence</i></p>					
1.3.1 The CSP maintains its relevance in the context of the dynamics of humanitarian crises and deteriorating economic and security	<p>Flexibility of the CSP in adapting to changing context, including increased insecurity, deteriorating economy, new government requests for additional</p>	<p>Evidence of internal reflection and consequent programme adjustments to adapt to emerging scenarios</p> <p>Evidence of management tools and practices to adapt to changing</p>	<p>WFP staff</p> <p>CO documents, including minutes of senior leadership meetings etc.</p>	<p>Document review</p> <p>Records concerning inter-organizational cooperation</p>	<p>Content analysis</p> <p>Systematic coding of interview data and findings from other evaluations</p>

<p>conditions, including the impact of the COVID-19 pandemic</p>	<p>support, increased budgets and new activities or common services</p> <p>Extent to which the CSP allows for a fundamental change in context such as a global pandemic. Changes in strategic positioning required by the pandemic and degree of adaptation by WFP</p> <p>Extent to which the consequences of the COVID-19 pandemic on the delivery of assistance have been addressed</p>	<p>environment (e.g., emergency fund; procedure for re-targeting; feedback from M&E, communication with beneficiaries, etc.)</p>		<p>Semi-structured interviews</p>	<p>Triangulation across data collection methods and sources</p>
<p>1.3.2 Conflict sensitivity and differential regional strategies</p>	<p>Extent to which conflict analysis informs CSP formulation and revision and specific adaptation of activities, including protection, and is kept up to date.</p> <p>Extent to which the CSP employed conflict sensitivity analysis in the design</p> <p>Extent to which the design for programme delivery in different regions and sub-regions (states) of the country reflected an appropriate assessment of conflict and its drivers</p>	<p>Evidence of conflict analysis studies undertaken, or advice sought, and utilized in CSP preparation</p> <p>Evidence of understanding of conflict sensitivity findings and recommendations from WFP staff</p> <p>Evidence of understanding of differences in states' contexts in terms of drivers and sources of tensions and risks for conflict escalation and potential influence of WFP on the context</p>	<p>Review of CSP and related documents and operational plans</p> <p>Interviews with WFP managers and staff in CO and at area/field offices</p> <p>Interviews with WFP HQ specialists and RBC and RBN staff</p> <p>Interviews with NGOs and informed observers and peacebuilding and/or conflict analysis experts.</p>	<p>Document review</p> <p>Contextual analysis</p> <p>Semi-structured interviews, including group interviews with staff</p>	<p>Content analysis</p> <p>Systematic coding of interview data</p> <p>Triangulation across data collection methods and sources</p>

1.4 To what extent is the CSP coherent and aligned with the wider United Nations' and humanitarian plans and include appropriate strategic partnerships based on the comparative advantage of WFP in the country?					
<i>Evaluation criteria: coherence</i>					
1.4.1 Coherence and alignment with common United Nations and inter-agency humanitarian and development plans and WFP involvement in the development or adjustment of these plans	<p>Extent to which WFP has worked in partnership and contributed to collective results as set forth by United Nations development plan(s) and the humanitarian response plan</p> <p>Extent to which the CSP supports inter-agency collaboration, collective results and common plans, including the WFP-led sectors</p> <p>Extent to which WFP has contributed to zero hunger initiative</p> <p>Extent to which WFP priorities and interventions are considered relevant by the humanitarian and development community</p>	<p>Evidence of activities and interventions that illustrate the added value and comparative advantage of WFP (as seen by WFP)</p> <p>Evidence of recognition and perceptions from government and United Nations/humanitarian partners, reflecting the comparative advantage of WFP and its ability to build partnerships aimed at collective results</p> <p>Documented and reported outcomes and outputs to other United Nations bodies with potentially overlapping or complementary mandates e.g., IOM, FAO, UNICEF, UNDP, the World Bank</p> <p>Evidence of WFP involvement in developing United Nations development and humanitarian plans</p>	<p>Documents and reports from WFP and other United Nations agencies</p> <p>CSP and budget updates, CSP design documentation and related assessments and analytical studies</p> <p>Coordination mechanisms, sectors /sectors & cash working group reports and meeting minutes</p> <p>United Nations stakeholders' perception of the comparative advantage of WFP</p> <p>Government partners' perception of the unique contribution of WFP</p> <p>NGO perceptions of the unique contribution of WFP</p>	<p>Document and record review</p> <p>Semi-structured interviews</p>	<p>Content analysis</p> <p>Quantitative analysis of partnerships by relationship and degree of alignment to SDGs compared to WFP</p>
1.4.2 Coordination of food security and nutrition with United Nations and non-United	Degree of CSP guidance and direction covering inter-agency coordination	Evidence of WFP engagement with relevant coordination mechanisms	<p>WFP staff</p> <p>OCHA Head of Office</p>	Semi-structured interviews	<p>Content analysis</p> <p>Systematic coding of interview data</p>

<p>Nations partners and linkages with other sectors/(sub)sectors such as cash working group, protection, GBV, etc.</p>	<p>Degree of WFP leadership and coordination support services provided to food security and logistics sectors</p> <p>Level of engagement in coordination mechanisms including sectors and cash working group</p> <p>Extent to which food security and protection data and activities protection are analysed and delivered in an integrated manner</p> <p>Extent to which WFP engages with sectors and sub-sectors, including nutrition or GBV</p>	<p>Evidence of efforts to lead and support coordination mechanisms, especially food security and logistics sectors.</p> <p>Evidence of efforts to ensure inter-sector coordination and integrated approaches</p>	<p>United Nations partners senior staff</p> <p>Sector partners, including non-United Nations agencies' senior staff</p> <p>Other relevant coordination mechanisms such as cash working group</p>	<p>Meeting minutes and inter-agency plans, reports and other documents</p>	<p>Triangulation</p>
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Evaluation Question 2: What is the extent and quality of the specific contribution of WFP to CSP strategic outcomes in the country?					
<p>2.1 To what extent did WFP deliver expected outputs and contribute to the expected strategic outcomes of the CSP?</p> <p><i>Evaluation criteria: effectiveness</i></p>					
<p>2.1.1 Assessment of level of achievement of CSP planned outputs including in relation to implemented activities</p>	<p>Extent to which WFP has achieved the outputs planned for by the CSP</p> <p>Extent to which chosen modalities for the achievement of the outputs were appropriate and effective, including CBT versus in-kind food assistance, also in relation to the different areas of intervention</p>	<p>Comparison of achievements against targets</p> <p>Analysis of discrepancies and analysis of causes</p> <p>Evidence of stakeholder views on scope, coverage and quality of support provided, and on selection of modalities for assistance</p>	<p>WFP staff (CO, field office, RBD)</p> <p>Staff of cooperating partners</p> <p>RAM/M&E data</p> <p>Documents including ACRs, pipeline reports, CSP and budget updates, CSP design</p>	<p>Document review; data analysis</p> <p>Semi-structured individual and group interviews</p>	<p>Content analysis</p> <p>Systematic coding of interview data</p> <p>Triangulation across data collection methods and sources</p>

	<p>Extent to which quality standards in achieving each of the outputs has been considered and achieved in the delivery of activities, including beneficiary feedback</p> <p>Extent to which the creation of community assets and supporting enhanced livelihoods have been achieved</p> <p>Extent to which gender equality/empowerment has been achieved</p>	<p>Evidence of quality standards used in planning and delivery</p> <p>Evidence of stakeholder perceptions of effectiveness and value of community asset building and support to enhanced livelihoods programming</p> <p>Perception and evidence of achievement of gender equality results</p> <p>Evidence of knowledge management and lessons learned efforts</p>	<p>documentation and related assessments and analytical studies (e.g., WFP CO gender action plan) Country reports, COMET/RAM data, external evaluations, internal mid-term review, partner reports. IAHE GEEWG Report 2020)</p> <p>Food security outcome monitoring reports, as well as essential needs analysis, and decentralized evaluation for livelihoods</p> <p>Donor reporting</p> <p>SCOPE reports</p> <p>IPC/Cadre Harmonisé analysis, assessments, and technical briefs</p> <p>Complaints and beneficiary feedback data</p> <p>Donor reports</p> <p>Federal- and state-level government officials.</p> <p>Coordination forum, sectors /sectors & cash w/group reports and meeting minutes</p>		
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			Sample of beneficiaries per each scheme reached by m-VAM system		
2.1.2 Assessment of achievement CSP strategic outcomes	<p>Extent to which each of the six strategic outcomes have been achieved through the planned and delivered outputs, including the confirmation of the logic underpinning the CSP that activities/ outputs would help to bring about strategic outcomes as set forth by the CSP</p> <p>Extent to which the CSP has brought about unintended contributions/ results (positive, negative) in relation to any of the outcomes</p> <p>Extent to which changes in strategic positioning have been required by the COVID-19 pandemic and the degree of adaptation by WFP</p>	<p>Stakeholder perception of the quality of WFP outputs under each activity</p> <p>Changes in nutrition, food security, resilience, national capacity to manage food and nutrition programmes</p> <p>Reported/ perceived unintended results (positive, negative) in any of the outcomes</p> <p>Documentary evidence and stakeholder perception of overall contribution to national efforts towards attainment of zero hunger recommendations</p> <p>WFP stakeholder perception of changes to plans because of the COVID-19 pandemic, security, increased food insecurity in the northwest</p> <p>Stakeholder perception of effect of the COVID-19 pandemic, security and increased food insecurity in the northwest responses on contributions to strategic outcomes</p>	<p>WFP COMET/ RAM data, ACRs (to see recording changes in nutrition, food security, resilience, national capacity to manage food and nutrition programmes)</p> <p>Zero hunger review</p> <p>WFP staff</p> <p>Government officials</p> <p>Feedback mechanism</p> <p>Implementing partners staff (INGOs, NGOs)</p> <p>Capacity assessments of cooperating partners and partners' feedback</p>	<p>Document review</p> <p>Data and record review</p> <p>Semi-structured individual and group interviews</p>	<p>Qualitative</p> <p>Quantitative</p> <p>Content analysis</p> <p>Systematic coding</p> <p>Triangulation</p>
2.1.3 Assessment of level of performance of logistics and common services as a support to the achievements of the	<p>Performance against commitments made by WFP</p> <p>Users' perceptions of WFP quality, adaptability, timeliness, and resourcing to common</p>	<p>Comparison of actual performance against benchmarks</p> <p>Users' and other stakeholders' perceptions of performance</p>	<p>Logistics sector and telecom sector reports</p> <p>WFP staff</p> <p>Partners' staff</p>	<p>Document review</p> <p>Semi-structured (group) interviews</p>	<p>Quantitative data analysis</p> <p>Content analysis</p> <p>Systematic coding</p>

humanitarian community	<p>services provided</p> <p>Extent to which UNHAS has supported humanitarian operations for WFP and wider aid community</p>	<p>Review of effectiveness of protocols, procedures, and standard operating procedures (SOPs) in addressing normal issues impacting on supply line and air transportation services</p>	<p>Sectors' reports</p> <p>Scope reports</p> <p>M&E reports</p> <p>Meeting notes & technical briefs</p> <p>WFP situation reports</p> <p>Donor reports</p> <p>Interviews with supply chain, logistics, and aviation stakeholders</p>		<p>Triangulation</p>
<p>2.2 To what extent did WFP contribute to achievement of cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender, and other equity considerations)?</p> <p><i>Evaluation criteria: relevance, effectiveness</i></p>					
2.2.1 Application of humanitarian principles	<p>Extent to which the CSP and programme documents support or underpin delivery of principled action</p> <p>Level of advocacy towards the Government (federal and states) and NSAGs to obtain safe and continued access based on humanitarian principles</p> <p>Extent to which the lead role of WFP in the emergency telecommunications sector has contributed to continuously reaching people in crisis-affected areas</p>	<p>Humanitarian principles articulated in CSP and reflected in relevant WFP documents</p> <p>Evidence of adhering to humanitarian principles</p> <p>Staff and partners' training (including government officials) and awareness on humanitarian principles</p> <p>Evidence of WFP efforts in ETC progress in reaching crisis affected people</p>	<p>Documents, e.g., CSP and budget revisions, ACRs, RAM data</p> <p>Key informants - WFP and partner staff</p> <p>HR training records</p> <p>WFP policies and guidelines</p> <p>CFM statistics (AAP)</p>	<p>Document / record review</p> <p>Semi-structured interviews</p>	<p>Content analysis</p> <p>Systematic coding</p> <p>Triangulation</p>

<p>2.2.2. Protection and AAP mainstreaming</p>	<p>Extent to which protection and AAP principles and policies are mainstreamed in CSP and programme documents</p> <p>Extent to which guidance is provided by WFP and inter-agency guidelines and policies in relation protection and AAP</p> <p>Extent to which the rights-based approach has underpinned WFP strategy and interventions, including advocacy</p>	<p>Evidence of protection and AAP mainstreamed throughout CSP and reflected in ACRs and other documents</p> <p>Evidence of use of relevant policies</p> <p>Evidence of staff and partner training and awareness on protection and AAP polices and their perceptions on the added value of this training</p> <p>Evidence of the application of the rights-based approach, including in advocacy initiatives</p>	<p>Documents, e.g., CSP and budget revisions, ACRs, RAM data</p> <p>Key informants - WFP and partner staff</p> <p>HR training records</p> <p>WFP policies and guidelines</p>	<p>Document / record review</p> <p>Semi-structured interviews</p> <p>Data review</p>	<p>Quantitative</p> <p>Content analysis</p> <p>Systematic coding</p> <p>Triangulation</p>
<p>2.2.3. Gender and the empowerment of women (GEEW)</p>	<p>Actual results in activities in terms of gender criteria</p>	<p>Level of inclusion in participation to the aid scheme</p> <p>Level of inclusion in decision making on the details of the scheme</p> <p>Level of direct benefit obtained by the intervention following gender patterns</p> <p>Level of control on the resources transferred by women, men, girls, boys</p> <p>Changes in the capacity of decision making due to the intervention</p> <p>Level of gender consciousness and gender championing within WFP staff and implementing partners</p> <p>Existence of specific agreements with partners to uphold gender equality results</p>	<p>Documents, e.g., CSP and budget revisions, ACRs, gender analysis, RAM data</p> <p>Key informants - WFP and partner staff</p> <p>HR training records</p> <p>WFP policies and guidelines</p> <p>Documents, e.g., CSP and budget revisions, ACRs, gender analysis, RAM data</p> <p>WFP and partner staff</p> <p>HR training records</p>	<p>Document / record review</p> <p>Semi-structured interviews</p> <p>Data review</p>	<p>Quantitative</p> <p>Discourse analysis</p> <p>Content analysis</p> <p>Systematic coding</p> <p>Triangulation</p>

		Level of commitment of partners towards gender equality and protection			
2.2.4 Effectiveness of CSP in providing direction and guidance in terms of inclusiveness	<p>Extent to which the needs of disabled people have been addressed in CSP and programme documents</p> <p>Extent to which data has been disaggregated to ensure inclusion</p> <p>Extent to which inter-agency commitments and plans have been used in ensuring inclusion</p>	<p>Evidence of assessment of needs of disabled people</p> <p>Disaggregation of data by disability</p> <p>Evidence of adaptation of activities for disabled people</p> <p>Evidence of use of/ plans to use Disability Inclusion Roadmap</p>	<p>Documents, e.g., CSP and budget revisions, ACRs, Disability Inclusion Roadmap, assessments</p> <p>Key informants - WFP and partner staff</p> <p>RAM programme monitoring reports, activity reports and records</p> <p>Partner reports</p> <p>WFP policies and guidelines</p>	<p>Document / record review</p> <p>Semi-structured interviews</p> <p>Data review</p>	<p>Quantitative</p> <p>Content analysis</p> <p>Systematic coding</p> <p>Triangulation</p>

2.3 To what extent are the achievements of the CSP likely to be sustained?

Evaluation criteria: sustainability, effectiveness

<p>2.3.1 Sustainability of achievements of the CSP in relation to government institutions, civil society and other stakeholders</p>	<p>Extent to which there is consistency and coherence in government planning and institutional objectives of the CSP</p> <p>Extent to which sustainability aspects have been included in all humanitarian efforts.</p> <p>Degree of ownership by government institutions and commitment to reforms and new measures and programming approaches and partnerships introduced at national and state levels</p> <p>Extent to which the Government has moved towards taking financial responsibility by transferring programmes to government budgets</p> <p>Extent to which civil society actors and others maintain programmes and innovations introduced or emphasized under the CSP</p>	<p>Introduction of relevant new policies, regulations and/or policies by the Government, reflecting prior collaboration with WFP and the CSP's objectives</p> <p>References to transition planning in CSP and subsequent budget revisions, as well as ACRs</p> <p>Budget plans and confirmed contributions</p> <p>Evidence of CSP engagement with government institutions (federal / state) as implementers are informed by a capacity assessment that was utilized in preparing a capacity strengthening plan</p> <p>Evidence of a multiplicity of donors providing support for humanitarian interventions following humanitarian principles, including impartiality</p> <p>Evidence of progress towards government institutions taking on greater operational and financial responsibility</p> <p>Evidence from stakeholder perceptions of visible advance in government commitment and ownership</p> <p>Evidence of concrete steps taken by government and civil society at various</p>	<p>ICSP and CSP; ACRs, press reports and government publications and formal statements</p> <p>National budget data</p> <p>Interviews with government officials, including senior levels, at national, state and local levels</p> <p>WFP staff</p> <p>Senior managers and staff at HQ, RBD and CO, as well as area offices.</p> <p>UNCT and donor representatives</p> <p>Representatives of civil society</p>	<p>Document review</p> <p>Semi-structured interviews</p> <p>Focus groups and small group discussions, where feasible (CO staff), civil society representatives</p>	<p>Quantitative</p> <p>Content analysis</p> <p>Systematic coding</p> <p>Triangulation</p>
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		<p>levels to maintain and build on CSP results and innovations</p> <p>Analysis of perceptions of qualified observers about how sustainable WFP-supported systems, services and capacity are likely to be, and why</p>			
<p>2.4 In humanitarian contexts, to what extent did the CSP facilitate more strategic linkages between humanitarian, development, and (where appropriate) peace work?</p> <p><i>Evaluation criteria: effectiveness, sustainability</i></p>					
<p>2.4.1 Strategic linkages along the axes of the triple nexus (humanitarian-development-peacebuilding)</p>	<p>Level of conduciveness of the CSP tool and configuration to dedicate resources towards the resilience-enhancing activities also in view of peacemaking and peacebuilding interventions also while conducting humanitarian activities</p> <p>The extent to which there were deliberate efforts to establish convergence between humanitarian and development activities with the aim of fostering peacebuilding in the CSP and during implementation</p> <p>The extent to which the resilience scheme activities have been used for preventing tensions and escalation of violence</p>	<p>Quantity and characteristics of perceived success cases in which WFP interventions were oriented to reduce tensions by engaging with communities and with at-risk groups</p>	<p>WFP staff</p> <p>Beneficiaries</p> <p>Local authorities in northwest area</p> <p>OCHA</p> <p>United Nations and NGO partners</p>	<p>Semi-structured Interviews</p> <p>M&E</p> <p>Post-distribution activity</p> <p>Document review</p>	<p>Content analysis</p> <p>Systematic coding of interview data</p> <p>Triangulation across data collection methods and sources</p>
<p>2.4.2 How has the CSP contributed to bringing about a resilience-enhancing agenda in the</p>	<p>The extent to which the possibility to alternate resilience-oriented and humanitarian</p>	<p>Quantity and characteristics of perceived success cases in which WFP interventions were concentrated on</p>	<p>WFP staff</p> <p>Beneficiaries</p>	<p>Semi-structured Interviews</p> <p>M&E</p>	<p>Content analysis</p> <p>Systematic coding of interview data</p>

country in view of generating more sustainable results?	schemes has proved to have a comparative advantage	<p>Evidence that CSP design integrates the triple nexus into programming</p> <p>Evidence that, in the implementation of the CSP, the “new way of working” has been adopted</p> <p>Evidence that implementation of the principles underlying the nexus has extended to seeking and following up on opportunities to build the linkage to the third leg of the nexus, peacebuilding</p> <p>Evidence of synergies with other United Nations agencies in facilitating progress in building the nexus into programming plans and activities</p>	<p>Local authorities in northwest area</p> <p>OCHA</p> <p>United Nations and NGO partners</p>	<p>Post-distribution activity</p> <p>Document review</p>	<p>Triangulation across data collection methods and sources</p>
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Evaluation Question 3: To what extent has WFP used its resources efficiently in contributing to CSP outputs and strategic outcomes?

3.1 To what extent were outputs delivered within the intended timeframe?

Evaluation criteria: effectiveness, efficiency, relevance

3.1.1 Timeliness of delivery in contributing to CSP outputs and outcomes	<p>Were activities/ outputs delivered according to the timeline defined in CSP (i.e., the factors affecting timelines for delivery of outputs)?</p> <p>Extent to which extra efforts are needed to reach those populations in most precarious condition, including additional delivery costs</p> <p>Extent to which risk</p>	<p>Evidence of reported delivery against targets</p> <p>Evidence of realistic target-setting for delivery</p> <p>Evidence that any adjustments in the timeframe are fully justified because of major changes in the context</p> <p>Evidence of level of utilization of assigned budget by budget line</p> <p>Community/ household feedback through complaints mechanism</p>	<p>Partner monitoring / RAM data/ actual vs budget spend</p> <p>CSP and budget revisions, ACRs, WFP/ partner programme reports, supply chain and logistics reports, other programme documents</p> <p>Feedback and complaints mechanisms data</p>	<p>Document review</p> <p>Data analysis</p> <p>Semi-structured interviews and focus groups</p>	<p>Content analysis</p> <p>Systematic coding of interview data and findings from other evaluations</p> <p>Triangulation across data collection methods and sources</p>
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	management has impacted on the timeliness of delivery	<p>Monitoring of activities vs targets</p> <p>Documented explanations for early/late delivery (e.g., security, pipeline breaks, other risk factors, etc.)</p> <p>WFP staff and partners' perception of timeliness of delivery and reasons for early/late delivery, including COVID-19-related issues</p>	<p>Interviews and meetings with: responsible CO and area office managers and officers, implementers, government officials; beneficiary representatives and other stakeholders; FGDs with beneficiaries</p> <p>Donor representatives</p> <p>Key informants - WFP and partner staff</p>		
<p>3.2 To what extent was coverage and targeting of interventions appropriate?</p> <p><i>Evaluation criteria: effectiveness, relevance</i></p>					
3.2.1 Appropriateness of targeting and range and depth of coverage	<p>Comparison of planned vs actual (quantity and geographic targeting) coverage and identification of reasons for difference</p> <p>The extent to which the targeting and range of coverage of CSP activities are based on realistic, comprehensive, and up-to-date mapping and needs assessment of various segments of the vulnerable population</p> <p>Analysis of prioritization criteria</p> <p>Any changes in coverage of interventions due to changing needs and appropriate adaptation by WFP</p>	<p>Planned vs actual coverage / targeting</p> <p>Documented reasons for difference in plans vs actual</p> <p>Reported and stakeholder perceived gaps in coverage</p> <p>Urban: rural beneficiary numbers</p> <p>Documented changes in coverage and targeting due to the COVID-19 pandemic, security, change in need, other reasons</p> <p>Stakeholder perception about coordination re coverage and targeting (WFP/ partner staff, government officials, beneficiaries, coordination bodies)</p> <p>Stakeholder perception about appropriateness of coverage and</p>	<p>CSP and budget revision documents, ACRs, budget documents, vulnerability and other needs assessments, mapping, and monitoring reports</p> <p>Zero hunger strategy review; data analysis</p> <p>Interviews with HQ RBC and RBD, CO and area office senior managers, line managers and staff, including VAM and M&E staff and implementers</p> <p>Interviews with government officials, civil</p>	<p>Document review</p> <p>Semi-structured interviews, focus groups and small group discussions</p>	<p>Content analysis</p> <p>Coding from interview data</p> <p>Triangulation across data collection methods and sources</p>

		targeting (WFP/ partner staff, government officials, beneficiaries, coordination bodies)	society representatives and beneficiaries	
		Evidence that changes in the context, in the circumstances of key populations, or challenges for the Government, lead to major shifts in targeting and implementation plans and resource utilization	Any complaints and feedback about appropriateness of coverage and targeting	
			Sample of beneficiaries per each scheme reached by m-VAM system	

3.3 To what extent were WFP activities cost-efficient in delivery of its assistance?

Evaluation criteria: efficiency

3.3.1 Cost efficiency of CSP implementation	<p>Degree of emphasis put on ensuring that programme inputs are of appropriate quality and price (vs time)</p> <p>How well (efficiently) are inputs converted to outputs (could outputs have been produced in a better/ less costly manner)?</p> <p>Changes in costs over time as a result of efforts to cut costs</p> <p>Additional costs incurred because of highly insecure areas for delivery</p> <p>Additional costs incurred regarding COVID-19 protective measures affecting cost efficiency</p> <p>The value of cash or food</p>	<p>Observation of changes in cost efficiency and cost effectiveness over time</p> <p>Percentage of the total activity budget that is transferred to beneficiaries (direct/total) (budgeted vs actual)</p> <p>Total unit cost per transfer disbursed (total/number of beneficiaries)</p> <p>Administrative unit cost per transfer disbursed</p> <p>Average cost of transferring USD1.00 to beneficiaries</p> <p>Stakeholder perception of value for money and whether that changed as a result of COVID-19 - WFP and partner staff</p>	<p>Document review -CSP and budget revisions, ACRs, WFP/ partner, other implementing programme reports etc</p> <p>Finance data, HR and logistics data</p> <p>Key informants - WFP and partner staff, other implementing agencies</p> <p>Interviews with donors</p> <p>Interviews with government officials and other stakeholders</p>	<p>Data review</p> <p>Document / record review</p> <p>Semi-structured interviews</p>	<p>Quantitative</p> <p>Content analysis</p> <p>Analysis of budget and financial data, and of cost analysis conducted by CO</p> <p>Triangulation</p>
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	<p>assistance value compared with the cost of delivery and admin</p> <p>Extent to which WFP, donors and humanitarian community are driven by value-for-money considerations in relation to sustainability</p> <p>Consideration of factors that contributed to, or reduced, prospects and performance in terms of cost efficiency</p> <p>What have been the criteria followed in selecting contractors? What comparative advantage do these selected contractors have?</p>	<p>Evidence that cost effectiveness analysis was included in the CSP design (based on corporate strategy)</p> <p>Evidence of criteria used in contractor selection (for delivery of services), including sustainability</p> <p>Evidence from analysis of selected unit costs</p> <ul style="list-style-type: none"> • Cost per operation • Cost per activity • Operation and activity costs per recipient • Operation and activity costs per standard ration or per kilocalorie delivered • Changes in underlying cost drivers, e.g., landside transport, storage and handling (LTSH) costs <p>Cost per percentage improvement in Food Consumption Score</p> <p>Comparison of cost, quality, and timeliness in relation to other actors and/or WFP in other settings</p>			
3.3.2 The comparative advantages of CBT vs. in-kind assistance in Nigeria, and extent to which other unanticipated costs emerged	The extent to which efficiency analysis on certain outputs includes criteria that are in conflict with other outputs	<p>Degree of incorporation in internal efficiency analysis of external unintended outcomes, which can be opposite to those explicit in the CSP</p> <p>Extent to which CBT activities have favoured concentration or multiplication of economic actors</p>	<p>WFP staff</p> <p>Partners</p> <p>Traders</p> <p>Evaluation of CBT operations</p> <p>Market analysis</p>	<p>Semi-structured Interviews</p> <p>Documents review</p>	<p>Content analysis</p> <p>Systematic coding of interview data</p> <p>Triangulation across data collection</p>

			WFP Guidance for CBT reconciliation & transaction monitoring (2017)		methods and sources
3.4 To what extent were alternative, more cost-effective measures considered?					
<i>Evaluation criteria: Effectiveness. Efficiency</i>					
3.4.1 Consideration of alternative, more cost-effective measures	<p>To what extent was cost the driver of the modality selection?</p> <p>Extent of cost efficiency analysis performed or used, taking into account the context (insecurity)</p> <p>Extent to which cost efficiency of activities was operationalized and monitored and reported on a regular basis</p> <p>Opportunities for cost efficiencies that could still be explored by WFP</p>	<p>Evidence of cost efficiency analysis produced and used by staff (including alternative measures)</p> <p>Evidence of costed modality selection taking place</p> <p>Evidence of cost efficiency analysis produced and used by staff</p> <p>Stakeholder perception of possible cost efficiencies and the effect of cost of moving away from direct implementation to programming through implementing partners</p>	<p>Document review -CSP and budget revisions, ACRs, SPRs, other programme documents</p> <p>Key informants - WFP and donor staff, coordinating bodies, other implementing agencies</p> <p>Data review - finance and logistics data/ modality selection analysis</p> <p>UNHAS, logistics sector, telecom sector reports and WFP situation reports</p> <p>Interviews with providers and with local business</p> <p>Interview with government officials</p> <p>SCOPE data and reports; retail management system outputs</p>	<p>Document review and data analysis</p> <p>Semi-structured interviews</p>	<p>Content analysis</p> <p>Triangulation across data collection methods and sources</p>

			<p>COMPAS & LESS reports / data queries</p> <p>Information available from local traders, M&E reports, donor reports</p> <p>WFP guidance: WFP Supply Chain Optimization Guideline 2018</p> <p>Logistics Sector Strategy (2016–2018). WFP ethical standards for procurement and contracting in SC functions.</p>		
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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 CSP?

4.1 To what extent did WFP analyse or use existing evidence on the hunger challenges, the food security and nutrition issues, in the country to develop the CSP?

Evaluation criteria: Relevance

<p>4.1.1 Quality, representativeness, relevance and geographic and population coverage of data collection and analysis in CSP design</p>	<p>The extent to which CSP design was informed by thorough and up-to-date evidence and analysis of food insecurity, nutrition levels and quality and resilience for different vulnerable populations</p> <p>Extent to which the CSP has been guided by lessons learned from experiences in Nigeria since 2016</p> <p>The extent to which the CSP was built on knowledge of the intersection between gender, food security and vulnerability in</p>	<p>Evidence that CSP design reflected analysis of the zero hunger strategic review (ZHSR) and that the design systematically responded to the specific needs of women and girls, boys, and men</p> <p>Evidence of appropriate analysis of the actual threats and opportunities for food security existing at the time of the preparation of the CSP, and of the embedded assumptions</p>	<p>ZHSR and other needs assessments and reports used at design stage</p> <p>CSP and budget revisions</p> <p>ACRs from 2017-2019</p> <p>Relevant evaluation reports and reviews (United Nations, IFIs, research institutions, etc.)</p> <p>Document review and comparison - CSP and budget revisions, ACRs,</p>	<p>Document review and data analysis</p> <p>Semi-structured interviews</p> <p>Focus groups</p>	<p>Content analysis</p> <p>Systematic coding</p> <p>Triangulation</p>
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	<p>the country, also in light of the existing security threats and NSAGs presence and protection considerations</p> <p>The extent to which the risk registered for the CSP and risk mitigation measured proposed were appropriate and evidence-based</p>	<p>Evidence of a systematic link between M&E data, needs assessment and planning</p> <p>Quality and coverage of M&E systems</p>	<p>evaluations (e.g., EMOP200777, other programme documents and secondary data)</p> <p>VAM/RAM data</p> <p>Key informants - WFP staff, partner staff, coordinating bodies, donors and government officials</p> <p>WFP managers and staff at HQ, RBC and CO who were involved in design and in ZHSR process</p> <p>Government officials, UNCT, and donors, as well as other stakeholders</p>		
<p>4.2 To what extents has WFP been able to mobilize adequate, predictable and flexible resources to finance the CSP?</p> <p><i>Evaluation criteria: coherence, relevance, effectiveness</i></p>					
<p>4.2.1 Adequacy, predictability, and flexibility of resource provision for CSP</p>	<p>The extent to which WFP has been able to allocate resources to strategic objectives based on CSP policy priorities and evidence-based assessed needs, rather than those set by donor earmarking</p> <p>Drivers of donor decision making on financing the CSP</p> <p>Role of CO in resource allocation</p>	<p>Assessment of needs identified in comparison to resources mobilized for the CSP period across all six strategic outcomes</p> <p>Evidence on donor funding, by year and how allocated</p> <p>Evidence of active fundraising through HQ, RBD, UNCT, as well as CO, including joint approaches with Government</p> <p>Evidence of efforts by WFP to secure funding from new donors</p>	<p>CSP documents and budget revisions, ACRs</p> <p>WFP fundraising strategy reports</p> <p>CO funding resource reports</p> <p>MoUs and cooperation agreements and donor reports covering Nigeria</p> <p>HQ, RBD managers and staff (both those involved at planning and initial</p>	<p>Document review, financial data, and resource mobilization report analysis</p> <p>Semi-structured interviews and small group or focus group discussion</p>	<p>Content analysis</p> <p>Systematic coding of interview data and findings from other evaluations</p> <p>Triangulation across data collection methods and sources</p>

		<p>Evidence from donors and stakeholders on factors influencing donor funding allocation decision making</p> <p>Evidence on stakeholder perspectives on the implications of any shortfalls, gaps, or imbalance in donor financing of CSP</p> <p>Evidence on reliability and predictability of financial flows from donor sources and implications for CSP implementation</p> <p>Review of planned and actual expenditures by strategic outcome and outputs</p>	<p>implementation stage and current staff)</p> <p>Government officials, past and present</p> <p>Donors, UNCT and other stakeholders</p>		
<p>4.3 To what extent did the CSP lead to partnerships and collaborations with other actors that positively influenced performance and results?</p> <p><i>Evaluation criteria: effectiveness</i></p>					
<p>4.3.1 Appropriateness and effectiveness of partnerships formed in support of planning and implementation of the CSP</p>	<p>The extent to which WFP has selected partners and used partnerships to further the CSP agenda</p> <p>The extent to which the choice of partners contributed to or slow down timelines of delivery</p> <p>The extent to which the principles and policies of partners matched or even reinforced WFP performance and results</p> <p>The extent to which the pandemic create the need for new partners or create additional opportunities for partnerships</p>	<p>Evidence of importance of partnerships in CSP implementation</p> <p>Evidence of which partnerships might be described as strategic, and why</p> <p>Evidence of coordinated activities with partners in pursuit of CSP outputs and outcomes</p> <p>Evidence of benefits obtained from partnership in terms of results accomplished or in progress</p> <p>Evidence of quality and value of South-South cooperation and partnership in contributing to the building of national capacities and/or introducing new professional or developmental approaches</p>	<p>CSP documents and budget revisions</p> <p>Formal partnership agreements and joint reports; ACRs</p> <p>Interviews with CO and RBD managers and staff</p> <p>Interviews with UNCT and RBAs</p> <p>Interviews with government officials and implementing partners; interviews with representatives involved in South-South partnerships</p>	<p>Document review</p> <p>Semi-structured interviews and focus group discussions</p>	<p>Content analysis</p> <p>Systematic coding of interview data and findings from other evaluations</p> <p>Triangulation across data collection methods and sources</p>

			Donors and other stakeholders		
<p>4.4 To what extent did the CSP serve as an enabling tool in framing WFP's strategy and programmes, provide flexibility (or not) in this dynamic operational context, and how did it affect results?</p> <p><i>Evaluation criteria: relevance, effectiveness</i></p>					
<p>4.4.1 Utility of the Nigeria CSP as an enabling tool in directing and guiding WFP in implementing its humanitarian and development mandate in Nigeria</p>	<p>The extent to which the CSP has served as a helpful tool in relation to framing WFP interventions in addressing needs</p> <p>The degree to which the CSP has enabled or inhibited flexibility and adaptation to new challenges, including emerging needs in other geographical areas in Nigeria</p> <p>The extent to which priorities were influenced by the desire to realize the triple nexus, connecting humanitarian to development and peacebuilding</p> <p>Extent to which the CSP has promoted improving gender responsiveness of activities or of operations, during their implementation</p> <p>Extent to which WFP was able to adapt to external factors such as:</p> <ul style="list-style-type: none"> • The COVID-19 crisis • The growing insecurity 	<p>Degree of correspondence between priorities expressed by VAM/RAM unit and activities and targeting</p> <p>Adaptability of annual plans, including planned number and typology of beneficiaries</p> <p>Degree of flexibility of CO in setting direction and defining priorities versus CSP template and directives</p> <p>Evidence on optimization of internal allocation of human resources, and on internal capacity building to keep the CO in line with the actual challenges</p> <p>Evidence of internal reorganization of resources and time as a consequence of emerging needs or opportunities for serving</p> <p>Evidence that reinforcing the triple nexus was in the discussions and reflections for introducing changes in the strategy</p> <p>Evidence that gender concerns drove the adaptation of the CSP and of its outputs/activities</p>	<p>Documents (CSP, budget revisions ACRs, other programme documents, partner reports)</p> <p>Donor reports</p> <p>Interviews with WFP CO, RBD and HQ senior staff, government officials, donors and cooperating partners</p>	<p>Document review</p> <p>Semi-structured interviews and focus group discussions</p> <p>Staff workshop on most significant change</p>	<p>Content analysis</p> <p>Systematic coding</p> <p>Triangulation</p>

	<ul style="list-style-type: none"> • The spike in numbers of vulnerable and potential beneficiaries • The rapid deterioration in economic conditions • Donor tendency to earmark financial contributions to the activity level 	<p>Perceptions on key contributing factors of success and of lessons learned</p> <p>Perceptions on key contributing factors of most significant changes</p>			
<p>4.5 What are the other factors that can explain WFP performance and the extent to which is has made the strategic shift expected by the CSP?</p> <p><i>Evaluation criteria: Effectiveness</i></p>					
<p>4.5.1 Consideration of both internal and external factors facilitating or obstructing progress in WFP performance and the extent of the strategic shift</p>	<p>Extent to which the operational hypotheses were confirmed in the implementation</p> <p>Extent to which new issues and unforeseen factors have influenced delivery of the CSP outcomes</p> <p>Extent to which there has been adequate staffing of the CO in relation to the needs addressed in CSP and support to the “Strategic Shift”</p> <p>Degree of CO success in staff continuity and maintaining continuity of staff, minimizing turnover and in effective recruitment of staff members with requisite skills and experience to support directions and approaches central to the CSP</p>	<p>Evidence on human resources management choices</p> <p>Evidence on quality and scope of data collection and analysis and utilization by CO management in decision making to support a focus on results and the “Strategic Shift”</p> <p>Evidence of effective information collection and analysis</p> <p>Evidence of effective adaptation to each of the challenges presented and of evidence-based decision making to adjust programming in consequence of the changed circumstances</p> <p>Evidence of delays, disruptions and blockages that led to major problems and of measures to resolve or work</p>	<p>CSP documents</p> <p>Human resources reports</p> <p>ACRs</p> <p>M&E</p> <p>Donor reviews and reports</p> <p>HQ, RBD staff, and CO and senior area staff</p> <p>Government officials</p> <p>Donors, UNCT and other stakeholders</p>	<p>Document review</p> <p>Analysis of human resources data, including human resource budgets, year-by-year</p> <p>Semi-structured interviews</p> <p>FGDs and small group discussions</p>	<p>Content analysis</p> <p>Systematic coding</p> <p>Triangulation</p>

	<p>Extent of oversight and quality of support provided by RBD as well as by relevant HQ divisions to key areas of programming</p> <p>Extent to which quality and scope of data gathered and subsequent analysis have influenced WFP performance and has supported the "Strategic Shift"</p>	<p>around them</p> <p>Evidence of dialogue with donors to press for changes in allocation patterns to facilitate full implementation of all components of the CSP</p>			
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Annex 9: Data collection tools

During semi-structured interviews, the evaluation team followed the below general protocol:

- i. **Introduction** (to be read at the beginning of each interview): “We are part of an independent team, evaluating WFP implementation of their Country Strategic Plan from 2019 up to now. The evaluation was commissioned by WFP Office of Evaluation based in the WFP headquarters. The objective is for us to provide accountability for results to WFP stakeholders, and also to formulate recommendations to contribute to the development of the new WFP country strategy plan for the next few years. We are therefore very interested in hearing your feedback on WFP performance to date, and whether you have any recommendations for the WFP programme moving forward. For this meeting, we shall focus our questions on this specific [sector XX]; however, any relevant and valuable general information on WFP support is also very much welcome;”.
- ii. **Presentation of each participant and evaluation team members:** “My name is XXX & YYY, we are the evaluation team in charge of [sector XX], we work in collaboration with Landell Mills/Lattanzio, consultancy company supervising the study;”.
- iii. **Confidentiality aspects:** “Before we start with the interview questions, I would like to take the opportunity to thank you for your time and availability – we would also like to stress the confidentiality of your responses – feel free to share what you think in a very open manner”.
- iv. **Participation is voluntary:** “Your participation in the interview is voluntary. You can withdraw from the interview after it has begun, for any reason, with no penalty”.
- v. If you have any questions, now or at any time in the future, please contact ed.schenkenberg@here-geneva.org

The evaluation team took an iterative approach to interview questions – adding or removing questions as a result of information gathered, in order to triangulate information and test hypotheses during the data collection process.

Internal (WFP) stakeholders

Key question 1. To what extent is the strategic position, role, and specific contribution of WFP based on Nigeria's priorities and people's needs as well as WFP strengths?

- To what extent is the country strategic plan relevant to national policies, plans, strategies, and goals, including achievement of the national Sustainable Development Goals?
- To what extent was the Government involved in the CSP development? What were the benefits/drawbacks?
- In general, what do you see as the lessons that should be drawn from government engagement in the developing the next CSP?
- To what extent did the country strategic plan address the needs of the most vulnerable people in the country to ensure that no one is left behind?
- To what extent does the CSP reflect the inputs from vulnerability assessments and analysis, including the extent to which the assessments and analysis take into account conflict-related needs and issues such as access and security?
- How did you ensure that gender considerations were taken into account? What is the evidence?
- To what extent does the CSP provide guidance and a framework covering humanitarian principles, protection, AAP, and national capacity strengthening? And how did this guide you in setting your priorities?
- To what extent does the CSP combine emergency and development needs in terms of the reduction of vulnerability? What are your thoughts on this combination of humanitarian and development approaches?
- What are your views in terms of the flexibility of the CSP in adapting to changing context, including increased insecurity, new government requests for additional support, increased budgets and new activities or common services?
- To what degree does the CSP provide you with guidance and direction in setting priorities, possibly in new areas?
- What are your views in relation to the extent to which the CSP allows for a fundamental change in context such as a global pandemic?
- To what extent has WFP strategic positioning remained relevant throughout the implementation of the country strategic plan in light of changing context, national capacities, and needs, including COVID-19 related needs?
- To what extent is the country strategic plan CSP coherent and aligned with the wider United Nations' and humanitarian plans and include appropriate strategic partnerships based on the comparative advantage of WFP in the country?
- What do you see has worked well in your partnerships with other actors such as NGOs, CBOs, academia...? What could have been done differently by WFP?

Key question 2: What is the extent and quality of the specific contribution of WFP to country strategic plan strategic outcomes in the country?

- To what extent did WFP deliver expected outputs and contribute to the expected country strategic plan strategic outcomes?
- To what extent to which chosen modalities for the achievement of the outputs were appropriate and effective, including CBT versus in-kind food assistance, also in relation to the different areas of intervention?
- What are your views on the quality of WFP service delivery?
- What unintended consequences of the delivery of services are you aware of?
- What is the influence of the COVID-19 pandemic on the delivery?
- To what extent have you been able to achieve cross-cutting aims (humanitarian principles, protection, accountability to affected populations, gender, and other equity considerations)?
- What role has advocacy played in improving the effectiveness and/or quality of services? Did this advocacy help or create controversy?
- How have gender and inclusion contributed to improved quality

		<ul style="list-style-type: none"> • To what extent are the achievements of the country strategic plan likely to be sustained? • To what extent did the country strategic plan facilitate more strategic linkages between humanitarian, development, and (where appropriate) peace work?
	<p>Key question 3: To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?</p>	<ul style="list-style-type: none"> • To what extent were outputs delivered within the intended timeframe? What were the barriers if delayed? What were the enablers? • What additional efforts have been made to reach those populations in most precarious condition, including additional delivery costs? • To what extent was coverage and targeting of interventions appropriate? • To what extent were WFP activities cost-efficient in delivery of its assistance? • What were the respective comparative advantages of CBT as compared to in-kind assistance? • What alternative, more cost-effective measures were considered?
	<p>Key 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?</p>	<ul style="list-style-type: none"> • To what extent did WFP analyse or use existing evidence on the hunger challenges, the food security and nutrition issues, in the country to develop the country strategic plan? • To what extents has WFP been able to mobilize adequate, predictable, and flexible resources to finance the country strategic plan? • To what extent did the country strategic plan lead to partnerships and collaborations with other actors that positively influenced performance and results? • What do you see has worked well in your partnerships with other United Nations agencies? What could have been done differently by WFP? • To what extent did the country strategic plan serve as an enabling tool in framing the strategy and programmes of WFP, provide flexibility (or not) in this dynamic operational context, and how did it affect results?

Beneficiaries	Key question 1: To what extent are the strategic position, role, and specific contribution of WFP based on Nigeria's priorities and people's needs as well as WFP strengths?	<ul style="list-style-type: none"> • Do you feel that WFP has adequately identified your food and nutrition needs? • Are you satisfied that WFP is able to deliver food, cash, and other resources in a timely and efficient way? • If there have been particular periods of emergency or extra need, has WFP responded to these swiftly? How? • Do you feel that you have been adequately consulted by WFP and its partners? If you have a complaint, what do you do? Are you satisfied that your own community representatives and the NGOs/CBOs can speak on your behalf, and can you easily contact them when you need to?
	Key question 2: What is the extent and quality of WFP specific contribution to Nigeria's policy, planning and strategic outcomes?	<ul style="list-style-type: none"> • Do you think that all the agencies on the groundwork well together? Are there any problems of duplication or poorly coordinated services? • Do you have opportunities to discuss in general how services might be improved? With whom do you discuss this, and how often? • How has WFP improved your ability to deal with emergencies and seasonal shortages? In the last three years you experienced any improvements in the way you are able to respond to needs, and has WFP helped in this respect?
	Key question 3: To what extent has WFP used its resources efficiently in contributing to outputs and strategic outcomes in Nigeria?	<ul style="list-style-type: none"> • Is what WFP offers (food, cash, help in building capacities) what you need from them? Are there any major gaps in terms of food-related needs that have not been filled? • When WFP and its partners deliver services in the community, are they sensitive to the security and safety of the people?
	Key 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?	<ul style="list-style-type: none"> • In the last three years, have WFP and its partners consulted you over your needs and asked you how they might best deliver services to you? • Have there been any delays and how quickly were they addressed and resolved? • Have WFP and its partners returned to the communities after giving assistance to check on how well the services were delivered?

Government Federal and State levels

<p>Key question 1: To what extent are the strategic position, role, and specific contribution of WFP based on Nigeria's priorities and people's needs as well as WFP's strengths?</p>	<ul style="list-style-type: none"> • In the planning stage of the CSP, did WFP consult with you? Did you agree with WFP's plans and priorities and were they aligned with the Government priorities? • In your view, what is the main contribution WFP makes towards Government priorities and plans? • Has WFP helped to build the Government's ability to respond to food insecurity and emergencies? How? • What do you know about WFP's targeting (geographical and status group) undertaken, and does WFP access those most in need? • Did WFP explain to you how the humanitarian community works? And what the principles are that guide humanitarian action? What do you think of these principles? • What is your opinion on the efficiency of the NGOs and other organizations that WFP works with? • What are your thoughts on the short-term emergency objectives and the longer-term peace and stability objectives that WFP pursues? • What do you think of the quality of WFP work, strengths, and its effectiveness? • What are your views on how WFP has addressed the COVID-19 pandemic related needs? Should it do more? Where?
<p>Key question 2: What is the extent and quality of the specific WFP contribution to Nigeria's policy, planning and strategic outcomes?</p>	<ul style="list-style-type: none"> • Has WFP been good at communicating and coordinating its activities with you and with other actors? • Has WFP been able to convey lessons and learning from its experiences? How does it do this for you and other actors? • Do you think that WFP has worked well with other actors to maximize its impact in the communities it works with? • In terms of preparedness and response, do you see any significant improvements in the way WFP has worked over the last three years?
<p>Key question 3: To what extent has WFP used its resources efficiently in contributing to outputs and strategic outcomes in Nigeria?</p>	<ul style="list-style-type: none"> • What are your views on the resources that WFP has mobilized for its work in Nigeria? • Do you think the current approach of WFP enables you to anticipate a time in the future when you will not depend on United Nations and other agencies to deal with food insecurity in Nigeria, and that this will become solely the responsibility of the Government?
<p>Key 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?</p>	<ul style="list-style-type: none"> • Do you feel that the WFP has been a helpful strategy in terms of what WFP is trying to achieve in Nigeria? • In terms of WFP performance and delivery, have there been any delays, and how quickly were they addressed and resolved? • Have you been able to effectively monitor the deliveries and outcomes of what WFP has done over the last three years?

UN and Humanitarian Country Team

<p>Key question 1: To what extent are the strategic position, role, and specific contribution of WFP based on Nigeria's priorities and people's needs as well as WFP's strengths?</p>	<ul style="list-style-type: none"> • Has WFP been a good 'team player' and has this improved over the last 2-3 years? • What is the comparative strength WFP brings to UNCT/HCT? • Have you noticed any significant difference in the way WFP now operates in terms of overall strategy and levels of cooperation? • What leadership and partnership do you see from WFP in its sector lead responsibilities for food security and logistics? • In terms of needs assessment and preparedness planning, how has WFP performed? • Does WFP offer an important contribution towards building national capacities? • How do you communicate, analyse, and manage risks collectively within United Nations agencies, and how does WFP contribute towards this? • What do you view as WFP's position in relation to the INGOs providing food and cash assistance in Nigeria? • From what you have seen, does WFP identify and work within the most vulnerable populations in Nigeria? • What do you see has worked well in your partnerships with WFP? What could have been done differently by WFP?
<p>Key question 2: What is the extent and quality of the specific contribution of WFP to Nigeria's policy, planning and strategic outcomes?</p>	<ul style="list-style-type: none"> • Have you observed improvements in the efficiency of WFP operations in the last three years, and have they coordinated more closely with other United Nations agencies? • Has WFP effectively conveyed its findings and learning to other agencies? • Has there been a closer working relationship among United Nations agencies (including WFP) in recent years? Please give examples.
<p>Key question 3: To what extent has WFP used its resources efficiently in contributing to outputs and strategic outcomes in Nigeria?</p>	<ul style="list-style-type: none"> • To your knowledge, have there been any major gaps, duplication, or misdirection in the WFP programme? • Understanding the constraints imposed by earmarked funds, has WFP used its resources in the most efficient manner? • Has WFP had a significant impact on the building of national capacities with respect to food security? • As WFP expands its scope towards national safety nets, nutritional activities, and cash-based assistance, do you have any concerns over mission creep and/or duplication with other United Nations agencies?
<p>Key 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?</p>	<ul style="list-style-type: none"> • Has WFP deployed an adequate mix of approaches and methods for the Nigeria context and requirements of food insecure populations? • To what extent have you been involved in the evolution of WFP programming in Nigeria? Do you believe that strategically they are on the right track? • What do you see has worked well in your partnership/collaboration with WFP? What could have been done differently by WFP?

Key donors	<p>Key question 1: To what extent are the strategic position, role, and specific contribution of WFP based on Nigeria's priorities and people's needs as well as WFP strengths?</p>	<ul style="list-style-type: none"> • How much consultation was there regarding WFP strategic changes over the last 3 years? Were you closely involved? • Are WFP priorities in line with your own? Are you satisfied with the more strategic direction WFP is taking? • Do you feel that WFP has the appropriate capacity to deliver its objectives? • How often do donors meet with WFP collectively? Is this sufficient to ensure close coordination of the various food security initiatives underway in Nigeria? • Does WFP regularly share its findings and learning with you and other donors?
	<p>Key question 2: What are the extent and quality of the specific contribution of WFP to Nigeria's policy, planning and strategic outcomes?</p>	<ul style="list-style-type: none"> • Have you had joint consultations with WFP and Government? Do you feel that WFP objectives are in line with Government policy? • As WFP looks towards long-term food security and social safety nets, does this signal a necessary shift in thinking and, in your opinion, is it appropriate at this moment in Nigeria's history? • Does WFP align itself closely with other food aid providers towards making the biggest difference possible? • Do you think that the WFP balance between direct food delivery (direct food assistance) vs capacity strengthening/technical assistance activities?
	<p>Key question 3: To what extent has WFP used its resources efficiently in contributing to outputs and strategic outcomes in Nigeria?</p>	<ul style="list-style-type: none"> • What percentage of your contribution to WFP is earmarked for particular activities? Are you concerned that this might compromise the balance of its programme and/or its strategic objectives? • Are you satisfied with WFP reporting procedures, and do these inform your decisions over resources and allocations? • Have you seen any major overlaps or duplication between WFP and other service providers? • Does the fact that WFP operates at scale improve its efficiency?
	<p>Key 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?</p>	<ul style="list-style-type: none"> • Has WFP been able to deploy an adequate mix of delivery methods for the Nigeria context and requirements of food insecure populations? • Looking ahead, what are the prospects of Nigeria being able to provide its own food security and social safety nets for the most vulnerable? • Does the more strategic approach of WFP point the Government (and donors) in the right direction for the foreseeable future?

	Key question 3: To what extent has WFP used its resources efficiently in contributing to outputs and strategic outcomes in Nigeria?	<ul style="list-style-type: none"> • Has WFP effectively targeted its assistance? Are there any major gaps? • Strategically, has WFP got it right in terms of the balance between emergency response and the provision for long-term food security? • Does (or can) WFP make a significant impact on the capacity of the Government to respond to needs as they arise? Is capacity development of government institutions the answer?
	Key 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?	<ul style="list-style-type: none"> • Does WFP have an adequate mix of methods and approaches to food security for the Nigeria context? • What have been the major factors influencing the achievement or non-achievement of WFP objectives with respect to food security?

Cooperating partners	Key question 1: To what extent are the strategic position, role, and specific contribution of WFP based on Nigeria's priorities and people's needs as well as WFP strengths?	<ul style="list-style-type: none"> • Considering the more strategic approach of WFP to food security in Nigeria, how has this affected the way you go about implementing your programme? • How have you identified priorities and capacities, and have you been able to convey these to WFP? • Have you been involved in emergency preparedness planning, and how was this conducted? • How would you describe your comparative advantage as an implementer and partner with WFP? • Have you been able to monitor risks, and has your analysis been communicated, and used by WFP and/or others? • Are you satisfied with the manner in which targeting and allocations were decided? • Are you satisfied with the extent to which the recipient population have been consulted?
	Key question 2: What are the extent and quality of the specific contribution of WFP to Nigeria's policy, planning and strategic outcomes?	<ul style="list-style-type: none"> • At what level do you engage with Government? Are you able to influence their approaches to dealing with food insecurity? • Has there been an effective feed-back of learning from your activities? • How does WFP work with you, and how are you able to influence the direction their programme takes? • How have you changed your approach in the last two years to support WFP innovations or changes in its way of working?
	Key question 3: To what extent has WFP used its	<ul style="list-style-type: none"> • Have you been given adequate resources to meet the demands made by your programme? • To what extent has WFP itself helped in building your capacities, either human or physical?

	resources efficiently in contributing to outputs and strategic outcomes in Nigeria?	<ul style="list-style-type: none"> • Have there been any issues of duplication or overlap with other agencies that were not foreseen? • Have there been any delays in WFP provision of finance and/or goods that have compromised the efficiency of your programme? • How closely do you coordinate your activities with local government on the ground? • Has your programme enhanced the safety and dignity beneficiaries? How?
	Key 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?	<ul style="list-style-type: none"> • Have you made use of the WFP mix of tools for delivery, and are they appropriate to the Nigeria context and requirements of food insecure populations? • When delays were encountered, how quickly were they addressed and resolved? • Did monitoring lead to improved delivery of outputs and outcomes? • What have been the major factors influencing the achievement or non-achievement of objectives?
Private sector ¹⁶⁸	Key question 1: To what extent are the WFP strategic position, role, and specific contribution based on Nigeria's priorities and people's needs as well as WFP strengths?	<ul style="list-style-type: none"> • How, where and in what capacity have you worked with WFP and its partners? • What particular comparative advantage have you brought to working with WFP? • Is there an important contribution the private sector can bring to addressing food insecurity in Nigeria? • Were you involved in identifying needs prior to implementation of your work with WFP? • Have you been involved in communicating findings and learning from your work with WFP?
	Key question 2: What are the extent and quality of the WFP specific contribution to Nigeria's policy, planning and strategic outcomes?	<ul style="list-style-type: none"> • To what extent has your work with WFP been coordinated with other agencies working on the ground? • How did your work comply with the strategic objectives of WFP? Were adjustments made over time? • How are you able to report and monitor progress? Have adequate preparedness and response linkages been developed between different stakeholders?

¹⁶⁸ In the context of this evaluation, private sector actors include in particular: banks and other financial service providers in related to cash-based transfers and shopkeepers in relation to cash vouchers.

	<p>Key question 3: To what extent has WFP used its resources efficiently in contributing to outputs and strategic outcomes in Nigeria?</p>	<ul style="list-style-type: none"> • Have you achieved planned outputs? What have been the impediments? • Have there been any major gaps or duplication in your work? • Have you been involved in strengthening GoS capacities (disaster preparedness and response) and how effective has this been? • How closely did operations match planning timeframes?
	<p>Key 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?</p>	<ul style="list-style-type: none"> • Has WFP provided you with appropriate methods, tools, and guidance to carry out your work? • Have there been any delays and how quickly were they addressed and resolved? • Did monitoring lead to improved delivery of outputs and outcomes? • What have been the major factors influencing the achievement or non-achievement of objectives?

Annex 10: Detailed stakeholder analysis

Stakeholder category	Interest for the evaluation	Participation in the evaluation	Who
INTERNAL STAKEHOLDERS – WFP			
WFP country office in Nigeria and area offices	Responsible for planning, implementing, monitoring and adapting the CSP. Responsible for designing the next CSP. CO closely works with Nigerian Federal Government, Nigerian state governments, partners, global networks, donors	Primary stakeholders. Key informants and users of the evaluation findings and recommendations, which may have potential implications for the next CSP. They review the IR and ER and contribute to the management response to the CSPE. CO and area offices participated in inception briefings, have been consulted during the data collection and participated in the debriefing workshop and will participate in the learning workshop at the end of the evaluation	Senior management of WFP CO in Abuja, including both current and future Country Director; programme officers and area offices, procurement, teams responsible for the triple nexus and accountability to affected populations, M&E, HR, finance, supply chain, nutrition and logistics sector, UNHAS, emergency telecommunications sector, CBT teams, engineering staff, admin staff etc. Interviews conducted remotely or in-person, where feasible
Regional bureau for West Africa, Dakar (RBD)	Provides technical support to the CO. Ensures that strategies, programmes, and activities at the regional and country level are aligned with the global level, and that opportunities for collaboration are developed	Key informant and primary stakeholder. Interested in learning from the evaluation results, which may inform future strategic decisions and potential areas of improvement for the next CSP. They had an opportunity to review the IR and comment on the ER, as well as on SER and on the management response to the CSPE. Nigeria CSP being corporate Level 3, RB/HQ has interest on how it is managed	Programme staff responsible for Nigeria CSP, regional M&E advisor, the senior regional programme advisor, regional nutrition advisor and other thematic advisors as relevant. Interviews conducted remotely
WFP headquarters (HQ)	WFP technical units and divisions such as Nutrition, Asset Creation and Livelihoods, Climate & Disaster Risk Reduction, Cash-Based Transfer, Gender, Vulnerability Analysis & Mapping, Country Capacity Strengthening, School Feeding Programmes, Safety Nets and Social Protection, Partnerships, Strategic Financing (GCMF), Supply Chain, Engineering, WFP Aviation, Emergency Operations	Key informants and primary stakeholders. They can provide further information and clarity on relevant aspects of strategy/guidance and prioritization. Also interested in lessons relevant to their respective mandates	Relevant divisions, interviews conducted as necessary to enhance understanding of corporate policy and support provided at country level. All remote interviews

Stakeholder category	Interest for the evaluation	Participation in the evaluation	Who
WFP Executive Board	Provides final oversight of WFP operations and guidance	Primary stakeholder. The evaluation will feed into synthesis of CSPEs findings, which will be of interest for the Executive Board	Members of the Executive Board. The donor governments interviewed (see below) are also members of the Executive Board
Office of Evaluation (OEV)	Provides guidance and oversight of the evaluation	Interested in promoting learning from evaluations across WFP and in learning lessons from this approach to conducting evaluations. Will include the evaluation findings in the synthesis of the CSPEs. Review and comment on the IR and ER, and liaise for the management response process, which is led by CPP	Evaluation manager and other staff of the evaluation office, as necessary
EXTERNAL STAKEHOLDERS			
Beneficiaries			
Direct beneficiaries of WFP assistance at community/field level	Ultimate recipients of food / cash-based assistance (including safety nets) and other types of humanitarian and development assistance, training and technical support, crisis response, resilience building or addressing root causes, peacebuilding. Specific attention has to be given to gender	Key informants and primary stakeholders. Their opinions should be heard for assessing whether WFP assistance is timely, relevant to their needs and appropriate to their cultural and social context; and whether it is efficient, effective, sustainable, and coherent. They will be directly affected by any change in the CSP implementation and relevant WFP operations, because of the evaluation results	Randomly selected beneficiaries (IDPs, refugees, food insecure communities) across different CSP outcome areas, including women, men, youth, children, etc., but including those in highly insecure areas. Focus groups have been representative in terms of age and gender. Preference has been given to in-person interviews and focus group discussions. Where in-person consultations were not possible, these have to be done by phone
Federal Government of Nigeria			
Nigeria Emergency Management Agency	Key player in crisis management in Nigeria, including food assistance in the northeast	Key informant and primary stakeholder on the implementation of humanitarian assistance and crisis management. Are interested in the outcomes of the evaluation and possible adaptations of the CSP	Senior WFP interlocutors; Secretariats / Directors as appropriate. Interview conducted face-to-face by national ET
Ministry of Humanitarian Affairs, Disaster Management and Social Development	Key player in defining humanitarian assistance and collaboration with donor community	Key informant and primary stakeholder on government strategies and priorities on humanitarian assistance and crisis management. Will be interested in the outcomes of the evaluation and possible adaptations of the CSP	Senior WFP interlocutors; Secretariats / Directors as appropriate. Interview not conducted due to non-availability of interlocutors
National Humanitarian	Responsible for overseeing all	Key informant and primary stakeholder on the	Senior WFP interlocutors

Stakeholder category	Interest for the evaluation	Participation in the evaluation	Who
Coordination Committee	humanitarian actions in Nigeria. Governors of the three BAY states participate in the committee. Should coordinate between security services and humanitarian assistance	implementation of humanitarian assistance and links with security issues. Will be interested in the outcomes of the evaluation and possible adaptations of the CSP	Interview not conducted due to non-availability of interlocutors
Federal Ministry of Education	Partner for school feeding to children in the BAY states	Not included as the Ministry is not currently working with WFP	Interview not conducted due to non-availability of interlocutors
Federal Ministry of Health	Partner for emergency nutrition	Key informant on government policy, coordination, views on achievements, challenges, and inputs by WFP. Will have perspectives on next CSP and on links to government priorities. Lesson learning from the evaluation	Senior WFP interlocutors. Interview conducted face-to-face by national ET
Federal Ministry of Agriculture and Rural Development	Responsible for food production. Main government counterpart for WFP Productive Safety Net Programmes	Key informant and primary stakeholder on government policy, coordination, views on achievements, challenges, and inputs by WFP. Will have perspectives on next CSP, and on links to government priorities. Lesson learning from the evaluation	Senior WFP interlocutors. Interview conducted face-to-face by national ET
Ministry of Women Affairs	Work to achieve the goal of gender equality and empowerment of women by fostering and mainstreaming gender equality	Primary stakeholder on government policy, coordination, views on achievements, challenges, and inputs by WFP. Will have perspectives on next CSP, and on links to government priorities. Lesson learning from the evaluation	Interview not conducted
State Governments – Borno and Yobe			
State Ministries of Health, Agriculture	Responsible for overseeing education and health sectors performance, including implementation of school feeding. Liaising with Federal Government and other State government departments and agencies at state and local levels	Primary stakeholders and key informants on nutrition, school feeding, food assistance, capacity building, etc. Will have perspective on challenges and achievements. Will be interested in possible adaptations of WFP operations	Senior WFP interlocutors. Phone interview
State Emergency Management Agency (SEMA) / State Agency for Coordination of Sustainable and Humanitarian Response	Carry out disaster and crisis management on behalf of the Government. Coordination with donors and NGOs in the humanitarian action	They have perspective on challenges and achievements in humanitarian action and emergency management, as well as donor coordination. Will be interested in possible adaptations of WFP operations	Senior staff. Face-to-face interview

Stakeholder category	Interest for the evaluation	Participation in the evaluation	Who
United Nations Resident Coordinator / United Nations Country Team			
United Nations Resident and Humanitarian Coordinator	Responsible for the UNSDCF 2018-2022, as the most important instrument for planning and implementation of the United Nations development activities at country level	Primary stakeholder and key informant. Has an interest in ensuring that WFP activities are effective and aligned with United Nations collective support to Nigeria. Interested in the outcomes of the evaluation	United Nations Resident Coordinator and Humanitarian Coordinator and relevant technical staff as appropriate. Interviews conducted remotely
Members / Observers United Nations Country Team and Humanitarian Team / community	Coordination and coherent use of United Nations capacities towards delivering support to Nigeria. For example: OCHA on humanitarian action and response preparedness; IOM on IDPs; UNDSS on security and instability; FAO on Cadre Harmonisé, UNICEF, UNFPA and WHO on nutrition; etc.	Primary stakeholders, key informants, and users of WFP services. Interested in understanding and learning so that United Nations support and assistance at country level becomes more efficient and effective. The CSPE can be used to improve collaboration, coordination and increase synergies within the United Nations system and its partners	United Nations Agency Country Directors / Senior Representative. United Nations in Nigeria: FAI, IFAD, ILO, IOM, OCHA, OHCHR, UN-HABITAT, UN Women, UNAIDS, UNDP, UNDSS, UNESCO, UNFPA, UNHCR, UNIC, UNICEF, UNIDO, UNITAR, UNMAS, UNODC, UNOPS, UNV, WHO, WMO. World Bank. ICRC. INGOs (Mercy Corps, ACF/AAH, CRS, IRC, Save the Children). Interviews with selected agencies conducted remotely (see Annex 11 list of people interviewed)
Donors			
Key donors	CSP activities supported by multiple donors, some providing multi-year funding. They provided perspectives on WFP performance	Primary stakeholders, key informants and users of the evaluation findings and recommendations, which may inform future strategic decisions or funding commitments to WFP. Interested in understanding CSP overall results and whether their funds have been spent efficiently	Relevant portfolio managers of selected donors to be interviewed either at country or at global/headquarters level depending on the organization of each donor. Donors Include: USA, United Kingdom, European Commission, Germany, Canada, Sweden, Switzerland, Japan, Republic of Korea, France, Italy, Nigeria, Norway, Spain, Finland, Saudi Arabia, Australia. Interviews with selected donors conducted remotely (see Annex 11 List of People Interviewed)
Partners			
Cooperating partners	National and international NGOs, and civil society organizations involved in CSP implementation across the range of portfolio activities and through the	Primary stakeholders and key informants. Interested in selected findings and in potential adaptations of WFP operations and monitoring processes. They provided information on operations, benefits of the different	Directors / managers / programme officers from cooperating partners and NGOs: ACF, ACTED, INTERSOS, AHIFF, HARAF, CCDRN, CARE, Danish Refugee Council, Christian Aid, International Medical

Stakeholder category	Interest for the evaluation	Participation in the evaluation	Who
	implementation of the various schemes	schemes, and relevant monitoring	Corps, Cooperazione Internazionale. Interviews with selected agencies conducted remotely (see Annex 11 list of people interviewed)
Third party monitors	Third party monitors (TPM) have also been included. The evaluation is expected to help improve the operational collaboration with WFP	Primary stakeholders and key informants. They provided detailed information on operations, benefits of the different schemes, and relevant monitoring. They may also serve as proxies for beneficiary feedback	Group interviews conducted with 3 TPM firms
Others			
Private and financial sectors	Various national companies, including the United Bank for Africa (UBA) provided commercial services to WFP during the CSP implementation across the portfolio activities	Secondary stakeholder - interested in selected findings and future potential capacity strengthening opportunities	Relevant focal points from UBA and Access Bank and from key private sector actors as appropriate. Entrepreneurs, national academics, research institutes. Interview conducted with UBA Bank
Conflict analysis institutions and think tanks	Given that the ongoing conflict is a key driver in the northeast crisis, perspectives of internationally recognized organization will be useful for the assessment of the triple nexus and the food and security relationship	Secondary stakeholder, key informant and user of the evaluation findings and recommendations, which may inform future strategic direction for peacebuilding in Nigeria and understanding the relationship between food, security, stability and peace	Relevant managers in specific organizations, such as the International Crisis Group (ICG) or the Stockholm International Peace Research Institute (SIPRI). Interview conducted with INGO Forum

Annex 11: List of People Interviewed

Table 35: WFP people interviewed during the inception phase by alphabetical order per institution

Institution	Position
OEV	Director of Evaluation
OEV	OEV Research Analyst
OEV	OEV Evaluation Manager
OEV	Senior Evaluation Officer
Regional Bureau Dakar	Senior Emergency Preparedness and Response Advisor
Regional Bureau Dakar	Regional Social Protection advisor
Regional Bureau Dakar	Supply Chain Advisor
Regional Bureau Dakar	Senior Government Partnership Officer
Regional Bureau Dakar	Senior Regional Programme Advisor
Regional Bureau Dakar	Regional Monitoring Advisor
Regional Bureau Dakar	Regional advisor CBT
Regional Bureau Dakar	Head of Research, Assessment and Monitoring Division (RAM)
Regional Bureau Dakar	Regional Humanitarian Adviser and Protection Adviser
Regional Bureau Dakar	Regional Gender Advisor
Regional Bureau Dakar	Head of Regional Resilience & Livelihoods Unit, RBC
Nigeria CO	Head of Programme
Nigeria CO	Head of Finance
Nigeria CO	Deputy Head of Maiduguri Area Office
Nigeria CO	Info and Comms Tech Officer
Nigeria CO	External Partnerships Officer
Nigeria CO	Aviation Officer
Nigeria CO	Head of VAM.M&E (RAM)
Nigeria CO	Deputy Country Director (Support Services)
Nigeria CO	Head of HR and OIC DCD Support Services
Nigeria CO	Head of Capacity Strengthening and Policy Coherence
Nigeria CO	Regional Security Officer (TDY in Nigeria)
Nigeria CO	Security Officer, Maiduguri
Nigeria CO	Gender Officer
Nigeria CO	Deputy Head of Supply Chain
Nigeria CO	HR Officer
Nigeria CO	Head of Admin
Nigeria CO	Logistics Officer
Nigeria CO	Programme Policy Officer
Nigeria CO	Government Partnerships Officer
Nigeria CO	Country Director
Nigeria CO	Head of RAM unit
Nigeria CO	Head of Programme, Maiduguri
Nigeria CO	Info and Comms Tech Officer
Nigeria CO	Deputy Country Director (Operations)
Nigeria CO	Protection Advisor
Nigeria CO	Head of Damaturu Office

Table 36: List of people interviewed during the data collection

Institution	Position
WFP COUNTRY OFFICE NIGERIA	
WFP	Prog. Policy Officer (School Feeding)
WFP	Programme and Policy Officer (CBT)
WFP	Programme Policy Officer
WFP	Head of Programme (Outgoing)
WFP	External Partnerships Officer
WFP	Head of RAM Unit
WFP	Deputy Country Director (Support services)
WFP	Programme Policy Officer CBT Abuja and Maiduguri
WFP	Head of Nutrition
WFP	Acting Head of Capacity Development
WFP	Programme Policy Officer (Livelihood)
WFP	Head of Capacity Strengthening & Policy Coherence
WFP	Programme Assistant
WFP	Gender Officer WFP Nigeria CO
WFP	RAM Programme Assistant (M&E) COMET
WFP	Acting Sector Coordinator Emergency Telecomm Services (ETS)
WFP	National Programme Policy Officer - Livelihood and Resilience
WFP	Logistics Sector Coordinator
WFP	Government Partnerships Officer
WFP	RAM Officer
WFP	Head of Supply Chain
WFP	Outgoing Country Director
WFP	International Nutrition Consultant
WFP	Country Director a.i.
WFP	RAM Officer
WFP	Bus. Transformation Officer /IT/SCOPE
WFP	Deputy Country Director (Operations)
WFP	National Prog & Policy Officer (CBT)
WFP NIGERIA AREA OFFICES IN MAIDUGURI AND DAMATURU	
WFP	Head of Research, Assessments and Monitoring (RAM) Sub-Office Maiduguri
WFP	Administrative Officer Yobe and Damaturu
WFP	Head of Maiduguri Area Office a.i.
WFP	Finance Officer Yobe Area
WFP	Head of Security Maiduguri
WFP	Programme Policy Officer Sub-Office Maiduguri
WFP	WFP Security Analyst Maiduguri
WFP	Acting Head of Supply Chain- WFP Sub-Office Damaturu
WFP	M&E Focal Person - WFP Sub-Office Damaturu
WFP	Deputy Chief Air Transport Officer (UNHAS)
WFP	Head of Programme WFP Sub-Office Maiduguri
WFP	AAP and Protection Advisor WFP Sub-Office Maiduguri
WFP	HR Associate Sub-Office Maiduguri
WFP REGIONAL BUREAU DAKAR AND ROME HEADQUARTERS	
WFP	Senior Emergency Preparedness and Response Advisor (for the Region), RBD
WFP	Emergency Response and Preparedness Division Officer
WFP	EPR – Peace and conflict Focal Point for Nigeria, RBD
WFP	M&E Officer
WFP	Former Acting Nigeria Country Director and Deputy Country Director/Deputy Director of Evaluation
WFP	Senior Research, Assessment and Monitoring Regional Advisor, RBD

WFP	Programme Policy Officer - Gender
FEDERAL GOVERNMENT MINISTRIES AND NATIONAL BANKS	
Ministry of Health	
Ministry of Agriculture	
National Emergency Management Agency	
Ministry of Budget and National Planning	
UBA Bank	
OTHER AGENCIES AND NGOS	
ICRC	
CARE	
Save the Children	
International Rescue Committee	
CARE	
ACF	
BOWDI	
Mercy Corps	
CRS	
INTERSOS	
DRC	
CCDRN _ Yobe State	
LOCAL AUTHORITIES	
Borno State Emergency Management Agency (SEMA)	
Yobe State Primary Health Care Management Board	
Yobe State Emergency Management Agency (SEMA)	
Yobe State Primary Health Care Management Board	
Yobe State Ministry of Agriculture	
DONORS	
FCDO UK	
ECHO	
USAID	
Canada	
UNITED NATIONS PARTNERS	
OCHA	
FAO	
United Nations Country Team	
IOM	
UNICEF	
UNDSS	
OTHERS	
INGO Forum	
IFPRI	
BENEFICIARIES	
Borno State	
KII with Community Leader (Chairman) in Stadium IDP Camp	M
KII with Community Leader in Stadium IDP Camp (Youth)	M
KII with Community Leader (Camp Chairman) El-Miskin IDP Camp	M
KII with Project Management Committee Member (Activity Supporter) El-Miskin IDP Camp	M
KII with in El-Miskin IDP Camp (Youth)	M
KII with Community Leader in Gubio IDP Camp (Youth)	M
KII with WFP Shop Keeper (Food for Vouchers Participants) in Bama LGA	M
KII with WFP Shop Keeper (Food for Vouchers Participants) in Bama LGA	M
KII with WFP Shop Keeper (Food for Vouchers Participants) in Dikwa LGA	M
KII with WFP Shop Keeper (Food for Vouchers Participants) in Dikwa LGA	M

KII with WFP Shop Keeper (Food for Vouchers Participants) in Monguno LGA	M
KII with Community Leader in Stadium IDP Camp (Youth)	W
KII with Community Leader in Stadium IDP Camp	W
KII with Community Leader El-Miskin IDP Camp (Youth)	W
KII with Nutrition Beneficiary (Pregnant and Lactating Woman) - 1 in El-Miskin IDP Camp	W
KII with Nutrition Beneficiary (Pregnant and Lactating Woman) - 2 in El-Miskin IDP Camp	W
KII with Nutrition Beneficiary (Woman with Baby (6 – 24 months) - 1 in El-Miskin IDP Camp	W
KII with Nutrition Beneficiary (Woman with Baby 6 – 24 months) - 2 in El-Miskin IDP Camp	W
KII with Community Leader in Gubio IDP Camp	W
Yobe State	
KII with Leader in Abbari YBC - Damaturu LGA	M
KII with Leader - in Abbari YBC - Damaturu LGA (Youth)	M
KII with Leader in Mashio Fune LGA	M
KII with Leader - in Mashio Fune LGA (Youth)	M
KII with PSN Participant in Mohammed Gombe Farms	M
KII with Leader - in Abbari YBC - Damaturu LGA (Youth)	W
KII with Leader in Abbari YBC - Damaturu LGA	W
KII with Leader in Mashio Fune LGA	W
KII with Leader - in Mashio Fune LGA (Youth)	W
KII with PSN Participant - Mohammed Gombe Farms	W

Table 37: List of focus group discussions conducted with beneficiaries

Borno State		Yobe State	
Men	Women	Men	Women
FGD with adult men – general food distribution (GFD) beneficiaries in Stadium IDP Camp (10 participants), Maiduguri Municipal Council (MMC) LGA	FGD with adult women – GFD beneficiaries in Stadium IDP Camp (12 participants), Maiduguri Municipal Council LGA	FGD with GFD/FFA beneficiaries - men in Mohammed Gombe Farms (12 participants) (host community) - Yobe LGA	FGD with GFD/FFA beneficiaries (IDPs) - women in Mohammed Gombe Farms (12 participants) (host community) - Yobe LGA
FGD with adolescent boys in Stadium IDP Camp (12 participants), Maiduguri Municipal Council (MMC) LGA	FGD with women who are heads of households (PSN women) in Stadium IDP Camp (11 participants), in Maiduguri Municipal Council LGA	FGD with adolescent boys in Mohammed Gombe farms (10 participants) (host community) - Yobe LGA	FGD with adolescent girls in Mohammed Gombe Farms (12 participants) (host community) - Yobe LGA
FGD with husbands of GFD beneficiaries, (11 participants), in El-Miskin IDP Camp, Jere LGA	FGD with lead mothers (activity supporters) in Stadium IDP Camp, in Maiduguri Municipal Council (12 participants)	FGD with boy youth beneficiaries in Mohammed Gombe Farms (12 participants), (host community) - Yobe LGA	FGD with nutrition beneficiaries (IDPs) - women in Mohammed Gombe Farms (11 participants) (Host community) - Yobe LGA
FGD with activity supporters (Project Management Committee - men), (12 participants) in El-Miskin IDP Camp, Jere LGA	FGD with nutrition beneficiaries – (pregnant and lactating mothers and women with babies aged 6-24 months), (13 participants) in Stadium IDP Camp, Maiduguri Municipal Council LGA	FGD with PSN participants (men) - in Mohammed Gombe Farms (12 participants), (host community) - Yobe LGA	FGD with PSN participants (elderly women) - Mashio - (12 participants), (host community) - Yobe LGA

FGD with adolescent boys (10 participants) in El-Miskin IDP Camp, Jere LGA	FGD with adolescent girls, (10 participants), in El-Miskin IDP Camp, Jere LGA)	FGD with GFD/FFA beneficiaries – (men) in Mashio - Fune LGA (11 participants), (host community) - Yobe LGA	FGD with GFD/FFA beneficiaries (IDPs) - women (11 participants), (host community) - Yobe LGA
FGD with Support Group of men in El-Miskin IDP Camp (12 participants)	Activity supporters (Project Management Committee - women), (11 participants) in El-Miskin IDP Camp, Jere LGA	FGD with PSN participants (disabled men) - in Mashio - Fune LGA (12 participants),	FGD with PSN participants (elderly women) (12 participants), Fune LGA
FGD with adult men - GFD beneficiaries in Gubio IDP Camp, Konduga LGA, (11 participants)	FGD with lead mothers (activity supporters), (12 participants) in Stadium IDP Camp, Maiduguri Municipal Council (MMC)	FGD with adolescent boys in Mashio - Fune LGA (12 participants)	FGD with adolescent girls (11 participants), in Mashio - Fune LGA
FGD with CMNs (activity supporters), (12 participants) in Gubio IDP Camp, Konduga LGA	FGD with adolescent girls (10 participants), in El-Miskin IDP Camp, Jere LGA)	FGD with school staff/activity supporters - mixed gender (11 participants) in Mashio - Fune LGA	FGD with nutrition beneficiaries (residents/IDPs), (12 participants)- women in Mashio - Fune LGA
FGD with PSN men with disabilities, (12 participants), in Gubio IDP Camp, Konduga LGA	FGD with nutrition beneficiaries – (pregnant and lactating mothers and women with babies aged 6 – 24 months) (12 participants), in El-Miskin IDP Camp, Jere LGA	FGD with farmers to market CSI participants (residents) – mixed gender, (13 participants) in Mashio - Fune LGA	FGD with nutrition beneficiaries, (11 participants) in Abbari YBC - Damaturu LGA
	FGD with GFD beneficiaries – adult women (11 participants) in El-Miskin IDP Camp, Jere LGA	FGD with schoolteachers (Mashio community) - (Mixed gender - 10 participants) , Fune LGA	
	FGD with adult women – GFD beneficiaries (11 participants), in Gubio IDP Camp, Konduga LGA		
	FGD with adolescent girls, (10 participants) in Gubio IDP Camp, Konduga LGA		
	FGD with elderly women (PSN), (11 participants), in Gubio IDP Camp, Konduga LGA		
FGD with activity supporters (CNM) in Gubio Camp (Mixed gender - 10 participants)			

Annex 12: Evaluation Timeline

Phase 2 - Inception		By whom	Key date
	Team preparation, literature review prior to HQ briefing	Team	31 May – 4 June 2021
	HQ & RB inception briefing (some sessions may be done remotely)	Evaluation Manager (EM) & team	7-8 June 2021
	Inception mission in Abuja/Nigeria (remote)	EM + TL	15-21 June 2021
	Submit draft inception report (IR) D-0	TL	22 July 2021
	OEV quality assurance and feedback	EM/QA2	30 July 2021
	Submit revised IR D-1	TL	05 August 2021
	IR review and clearance	EM/Director of Evaluation (DoE)	13 August 2021
	Country office IR review	CO	16 – 20 August 2021
	Submit revised IR D-2	TL	26 August 2021
	IR review and clearance	OEV/QA2	3 September 2021
	EM circulates final IR to WFP key stakeholders for their information + post a copy on intranet	EM	03 September
Phase 3 – Data collection, including fieldwork		By Whom	Key date
	Remote and in-field data collection	Team	13 September - 14 November 2021
	Exit debrief	TL/CO	-
	Remote debrief (ppt presentation)	TL/WFP stakeholders	23 November 2021
Phase 4 - Reporting		By Whom	Key date
Draft 0	Submit high quality draft ER to OEV (after the company's quality check)	TL	17 December 2021
	OEV quality feedback sent to TL	EM/QA2	23 December 2021
Draft 1	Submit revised draft ER to OEV	TL	21 January 2022
	OEV quality check	EM	24 January 2022
	Seek OEV/Director clearance prior to circulating the ER to WFP stakeholders	OEV/DoE	9 February 2022
	OEV shares draft evaluation report with WFP stakeholders for their feedback	EM/WFP stakeholders	10 February 2022
	Learning workshop – internal stakeholders	EM/TL	24 February 2022
	Consolidate WFP comments and share with team	EM	3 March 2022
Draft 2 Draft 3	Submit revised draft ER to OEV based on WFP comments, with team's responses on the matrix of comments	TL	21 March 2022
	Review D2	EM/QA2	17 April 2022
	Learning workshop – external stakeholders	EM/TL	26 April 2022
	Submission of D3 evaluation report	TL	23 May 2022
	Review D3	EM/QA2	8 June 2022
	Seek OEV/DoE approval	OEV/DoE	4 July 2022

Phase 5 - Executive Board (EB) and follow-up			
	Draft summary evaluation report (SER)	EM	July 2022
	Seek OEV/DoE clearance to send the SER to Executive Management	OEV/DoE	July 2022
	WFPs Executive Management information draft SER for information	EM	July 2022
	OEV consolidates comments on draft SER	EM	July 2022
	Seek final approval by DoE	OEV/DoE	July 2022
	Submit SER/recommendations to the Performance Management and Accountability Division (RMP) for management response + SER to EB Secretariat for editing and translation	EM	July 2022
	Tail-end actions, OEV websites posting, EB round table etc.	EM	August - October 2022
	Presentation of summary evaluation report to the EB	DoE	October - November 2022
	Presentation of management response to the EB	D/RMP	November 2022

Annex 13: Fieldwork Agenda in BAY States¹⁶⁹

Date	Activity	Location
Thursday 16 th September 2021	Transit: Abuja to Maiduguri	Borno State
	Meeting with WFP area office representative to review plans for the week	
	Meeting with UNDSS to review security situation	
Friday 17 th September, 2021	Onboarding of local researchers in Yobe and Borno states <ul style="list-style-type: none"> • Introduction to programme objectives • Review of tools 	Maiduguri, Borno State
Saturday 18 th September, 2021	Data collation and review	
Sunday 19 th September, 2021	Rest/data collation and review	
Monday 20 th September, 2021	Key informant interviews (KIIs) with WFP staff <ol style="list-style-type: none"> (1) Programme Officer (M&E) (2) Protection Adviser (3) Head Security Officer (ield Office) 	
	Break time	
	Key informant interviews with WFP staff <ol style="list-style-type: none"> 1) Human Resource Officer 2) Finance Officer 	
Tuesday 21 st September, 2021	Focus group discussions (FGDs) with programme policy officers across the various units: <ol style="list-style-type: none"> 3) CBT 4) GFD/in-kind 5) Nutrition 6) Resilience and livelihoods 7) Planning, partnership and reports 	
	A. KIIs with IDP and resident community leaders (Stadium Camp MMC), including at least one: <ul style="list-style-type: none"> ■ Woman leader ■ Man leader ■ Youth leader (boy) ■ Youth leader (girl) B. LGA representative	
	Break time	
	FGD with beneficiaries <ul style="list-style-type: none"> • GFD beneficiaries – IDPs (men) • GFD beneficiaries – IDPs (women) 	
	Team review meeting	

¹⁶⁹ The major discrepancies in the actual fieldwork agenda compared to the fieldwork proposed in the inception report concern three main points: 1) the cooperating partners working with WFP in the BAY States, who were interviewed remotely by the international team members as listed in Annex 11; 2) the state government partners as it was not possible to include the Ministry of Women Affairs and the Ministry of Education; 3) the Federal Government in Abuja as it was not possible to include the Ministry of Humanitarian Affairs, Disaster Management and Social Development, the National Humanitarian Coordination Committee, the Ministry of Education and Access Bank.

<p>Wednesday 22nd September, 2021</p>	<p>1) KIIs with community leaders (Stadium Camp MMC LGA – 2) KIIs with IDP and resident community leaders, including at least one: <ul style="list-style-type: none"> ■ Woman leader ■ Man leader ■ Youth leader (boy) ■ Youth leader (girl) </p> <p>FGD with beneficiaries <ul style="list-style-type: none"> ● PSN participants (men) ● PSN participants (women) </p> <p>Break time</p> <p>FGD with beneficiaries <ul style="list-style-type: none"> ● School staff/activity supporters – mixed gender– IDPs ● Nutrition beneficiaries – women – residents/IDPs </p> <p>Team review meeting</p>	<p>MMC LGA, Maiduguri, Borno State</p>
<p>Thursday 23rd, September, 2021</p>	<p>1) KIIs with community leaders (El-Miskin Camp Jere LGA) – 2) KIIs with IDP and resident community leaders, including at least one: <ul style="list-style-type: none"> ■ Woman leader ■ Man leader ■ Youth Leader (boy) ■ Youth Leader (girl) </p> <p>FGD with beneficiaries <ul style="list-style-type: none"> ● Adolescent boys – IDPs ● Adolescent girls - IDPs </p> <p>Break time</p> <p>FGD with beneficiaries (El-Miskin - Jere LGA) <ul style="list-style-type: none"> ● Mixed gender – residents </p> <p>KII <ul style="list-style-type: none"> ● KII with LGA representative ● KII with community leader (Adult Man) </p> <ul style="list-style-type: none"> ● Weekly team review 	<p>El-Miskin Camp Jere LGA, Borno State</p> <p>El-Miskin Camp,- Jere LGA. Borno State</p>
<p>Friday 24th September, 2021</p>	<p>Focus group discussion (FGD) with third party monitors in Maiduguri. - 2 representatives to be drawn from each of the following local governments: <ul style="list-style-type: none"> o Nganzai o Mafa o Magumeri o Dikwa o Bama o Gwoza </p> <p>KIIs with Gubio Camp IDP and resident community leaders, including at least one: <ul style="list-style-type: none"> ■ Woman leader ■ Youth leader (boy) ■ Youth leader (girl) </p> <p>Key informant interviews with WFP implementing/cooperating partners: Representative from BOWDI</p> <p>Break time/Juma'at prayers</p> <p>Team weekly review</p> <p>Team review meeting</p>	<p>Gubio IDP Camp, Borno State</p> <p>Maiduguri, Borno State</p>
<p>Saturday 25th September, 2021</p>	<p>Data collation and review</p>	<p>Maiduguri, Borno State</p>
<p>Sunday 26th September, 2021</p>	<p>Rest/data collation and review</p>	

Monday 27 th September, 2021	FGD with beneficiaries (Gubio - IDP Camp) <ul style="list-style-type: none"> ● GFD/FFA beneficiaries – IDPs (men) ● GFD/FFA beneficiaries – IDPs (women) ● School staff/activity supporters – mixed gender – IDPs 	
	Break time	
	FGD with beneficiaries <ul style="list-style-type: none"> ● PSN participants (men) ● PSN participants (women) ● Farmer to market CSI participants – mixed gender – residents 	
	KIIs with men shopkeepers (part of voucher system and not part of the voucher system) - 6 phone interviews from 3 LGAs in deep field location	Borno State
	Key informant interviews with state government partners SEMA	Maiduguri, Borno State
	KII with WFP officers <ol style="list-style-type: none"> 1) Emergency Telecommunications Sector Coordinator 2) Business Support Assistant (Management) 	Borno State
	Team review meeting	Borno State
Tuesday 28 th September, 2021	Key informant interviews with state government partners State counterparts for school feeding programmes	Borno State
	Break time	Borno State
	Team review/mop up	Borno State
Wednesday 29 th September, 2021	Meeting with WFP area office representative to review plans for the week	
Thursday 30 th September, 2021	KIIs with WFP staff at the field office in Damaturu <ol style="list-style-type: none"> (1) M&E Associate (2) Protection Officer 	Damaturu, Yobe State (remoteinterviews)
	Break time	
	KIIs with WFP staff at the field office in Damaturu <ol style="list-style-type: none"> (1) Human Resource Associate (2) National Finance Officer (3) National Administrative Officer 	
	FGDs with WFP reps from each of these units including the programme policy officers across the various units: <ol style="list-style-type: none"> 1. CBT/in-kind 2. Nutrition 3. Resilience and livelihoods 	
Friday 1 st October, 2021	Nigerian Independence Day public holiday (rest + data collation, review and report writing)	Damaturu, Yobe State
Saturday 2 nd October, 2021	(rest + data collation, review and report writing)	
Sunday 3 rd October, 2021	(rest + data collation, review and report writing)	
Transit: Maiduguri to Damaturu		
Monday 4 th October, 2021	A. KIIs with community leaders (Damaturu) – IDP and residents, including at least one: <ul style="list-style-type: none"> ■ Woman leader ■ Man leader ■ Youth leader (boy) ■ Youth leader (girl) B. LGA representative	

	Break time	
	Team review meeting	Damaturu, Yobe State
Tuesday 5 th October, 2021	FGD with beneficiaries (Damaturu) <ul style="list-style-type: none"> • GFD/FFA beneficiaries – IDPs (men) • GFD/FFA beneficiaries – IDPs (women) 	Damaturu, Yobe State
	KIIs with representative of CCDRN (WFP implementing/cooperating partner)	Damaturu, Yobe State
	FGD with beneficiaries (Damaturu) <ul style="list-style-type: none"> • PSN participants (men) • PSN participants (women) 	Abbari YBC Community, Damaturu, Yobe State
	Team review meeting	
Wednesday 6 th October, 2021	FGD with beneficiaries (Fune) <ul style="list-style-type: none"> • Farmer to market CSI participants – mixed gender – residents 	
	Break time	
	Focus group discussion with third party monitors in Damaturu - 2 representatives to be drawn from each of the following local governments: <ul style="list-style-type: none"> o Geidam o Yunusari o Gujba o Gulani o Yusufari 	
	Team review meeting	
Thursday 7 th October, 2021	KIIs with community leaders (Fune) IDP and residents, including at least one: <ul style="list-style-type: none"> ■ Woman leader ■ Man leader ■ Youth leader (boy) ■ Youth leader (girl) 	Masho community, Fune LGA, Yobe State
	<ul style="list-style-type: none"> • FGD with beneficiaries (Fune) • GFD/FFA beneficiaries – IDPs (men) • GFD/FFA beneficiaries – IDPs (women) • PSN participants (men) 	Masho community, Fune LGA, Yobe State
	<ul style="list-style-type: none"> • State Agric Development Programme (Ministry of Agriculture) 	Damaturu, Yobe State
	<ul style="list-style-type: none"> • KII with Ministry of Humanitarian Affairs - Yobe 	Damaturu, Yobe State
Friday 8 th October, 2021	FGD with beneficiaries (Fune) <ul style="list-style-type: none"> • School staff/activity supporters – mixed gender – IDPs • Nutrition beneficiaries – women – residents/IDPs • PSN participants who are women 	Masho community, Fune LGA, Yobe State
	<ul style="list-style-type: none"> • KII with Ministry of Health - Yobe 	Damaturu, Yobe State
	Team review and mop up	Damaturu, Yobe State
Transit: Damaturu to Maiduguri		
	KIIs with : <ol style="list-style-type: none"> 1) Ministry of Health 2) Borno State Agency for Coordination of Sustainable Development and Humanitarian Response North East Development Commission	Maiduguri
Saturday 9 th October, 2021	Transit to Abuja	Flight
	Data collation, review and report writing	Abuja
Interviews with national government officers		

Monday 11 th October, 2021 - Friday 23 October, 2021	National Emergency Management Agency Ministry of Agriculture Ministry of Budget and National Planning Ministry of Health UBA Bank	Abuja
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Annex 14: WFP Strengths and Weakness as Perceived by WFP and its Partners

The graphs below capture the perception of WFP strengths and weaknesses by key informants interviewed for this evaluation. All interviews with key informants were systematically codified. Created in MAXQDA, a software program for qualitative and mixed methods data analysis, 162 coded text segments entailed information about perceived strengths of WFP in Nigeria, 98 about weaknesses. The illustrations show the distribution of code frequencies across the key informant groups: WFP staff, United Nations agencies, INGO/NGO partners, and government officials. The greater the square, the more the respective category is perceived as a strength or as a weakness, respectively. As these are perceptions, they may contradict other data sources and information obtained.

WFP strengths as perceived by key informants

Code System	Government officials	UN Partners	INGO / NGO Partners	Donor representatives	WFP Staff	SUM
Strengths [overview]						0
Cash assistance		1			3	4
Emergency response				3	1	4
WFP Logistics	3		3	2	1	8
WFP activities target the most vulnerable			3		2	5
WFP activities fit for reality on the ground	2	3	2	2	1	7
Alignment of WFP activities with national priorities	4				6	10
Usage of data	2	3	3	2	1	8
Strong gender lens in WFP operations			3		7	10
Strong advocacy			2		0	2
Size of WFP operations				2	0	2
Capacity building/training	3		3		3	9
Principled approach	3			1	0	4
Open for feedback			2		0	2
Mandate flexibility	3				2	5
Mainstreaming of protection and/or AAP mechanisms		3	3		5	11
Scaling-up			2		1	3
Leadership			2	1	0	2
Improvement of gender equality within WFP		3			1	4
High flexibility to adjust to changing realities	2				7	11
Effectiveness	4			1	4	9
Work in the North East	2			3	0	5
Consultation with the government during CSP drafting	3				3	6
Country Strategic Plan provides relevant guidance	2				7	9
Cooperative towards other aid agencies		3	3		8	14
Partnership with government	3			11	1	8
SUM	36	8	22	11	85	162

WFP weakness as perceived by key informants

Code System	Government officials	UN Partners	INGO / NGO Partners	Donor representatives	WFP Staff	SUM
▼ Weaknesses [overview]						0
Lack of cooperation with the humanitarian community		■	■	■		9
Lack of data analysis		■			■	8
AAP mechanisms			■	■	■	8
Misalignment between planned and actual needs		■			■	7
Inappropriate or overly ambitious CSP targets	■				■	7
Lack of consultation with the government	■				■	6
Lack of (strategic) guidance by the CSP					■	5
Integrating gender				■	■	5
Advocacy		■	■	■	■	5
Proximity to the government			■	■	■	4
Resource allocation / Priority setting				■	■	4
Usage of data		■	■		■	4
Delays in delivery			■		■	4
Geographical scope of the CSP					■	3
Staff turnover				■	■	3
Nexus approach		■			■	3
Implementing partners				■		3
Weak protection lens			■		■	2
Gender balance within WFP					■	2
Capacity building/training					■	1
Livelihood programmes				■		1
Lack of flexibility				■	■	2
Risk averse behavior	■					1
Scaling up			■			1
Σ SUM	8	13	14	13	50	98

Annex 15: Findings-Conclusions-Recommendations Mapping

The following table presents the linkages among the findings, conclusions and recommendations. Since the conclusions may have multiple facets, the middle column presents only the elements that are pertinent to the recommendation in question. Any given conclusion may be linked to more than one recommendation.

Recommendations	Conclusion(s)	Main Findings
<p>Recommendation 1:</p> <p>In the design of Nigeria’s next country strategic plan, focus on humanitarian challenges, looking at food needs in emergencies, including those in the northeast and northwest, while continuing to pave the way for the transition to a more developmental approach. The next country strategic plan should:</p> <ul style="list-style-type: none"> – set out a long-term vision based on a thorough conflict analysis and different scenarios, so as to guarantee a higher degree of adaptability to evolving situations; – build on the comparative advantage of WFP in managing large-scale emergency responses and work closely with other humanitarian actors to develop a consolidated advocacy position ensuring sustained attention to the situation in the northeast and northwest, including from donors; – be based on various scenarios with contingency plans, that include ambitious but feasible strategic objectives, especially with regard to following a nexus approach; – give careful consideration to the design of resilience interventions, building on conflict analysis and defining possible steps in promoting peace through food security; – explore the adaptation of the livelihoods strengthening intervention undertaken in the northeast for replication in the northwest, thus contributing to stability; 	<p>Conclusion 1: WFP has been able to position itself strategically and has demonstrated the capacity to scale up in response to increased needs</p> <p>Conclusion 2: WFP showed the capacity to achieve or exceed output targets even in a deteriorating security situation</p> <p>Conclusion 6: WFP has a comparative advantage in effective operational management</p> <p>Conclusion 4: Medium- and long-term sustainability of programme achievements has been achieved only in part, largely due to the unstable context</p> <p>Conclusion 8: The intended shift to a development approach was premature due to continuing instability</p>	<p>Linked to Conclusion 1 Paras. 61-87, 88-131</p> <p>Linked to Conclusion 2 Paras. 88-99, 135</p> <p>Linked to Conclusion 4 Paras. 169-173, 211-217, 235-240, 244-248</p> <p>Linked to Conclusion 6 Paras. 132-134, 136-143, 183-186, 198-217</p> <p>Linked to Conclusion 8 Paras. 174-178, 211-217</p>

<ul style="list-style-type: none"> – ensure the consolidation of various activities in order to strengthen the linkages between nutrition and livelihood activities, which will support the improvement of nutrition outcomes; and – ensure that experience and institutional knowledge at the strategic level are maintained in the country office. 	<p>Paras. 249-252; 253-254; 259-261; 265-266; 269-272</p>	
<p>Recommendation 2:</p> <p>Develop a clear plan aimed at promoting full adherence to humanitarian norms and principles.</p> <p>2.1 Outline in concrete terms how the underlying humanitarian principles will be supported, including through the following actions:</p> <ul style="list-style-type: none"> ▪ Explore the possibility of including reference to the humanitarian principles in agreements with the Government and partners. ▪ Deliver regular and specific training to WFP country office staff, especially as part of the induction process for new staff. <p>2.2. In collaboration with other United Nations and humanitarian entities, continue direct engagement with the Government to advocate and contribute to the negotiation of humanitarian access and conflict-sensitive food security and livelihood programmes that assist social cohesion.</p>	<p>Conclusion 3: Commitments on humanitarian principles were only partially fulfilled</p> <p>Conclusion 7: Strong partnerships, including with government authorities, created opportunities that helped to meet important implementation targets</p> <p>Paras. 255-258; 267-268</p>	<p>Linked to Conclusion 3 Paras. 144-150</p> <p>Linked to Conclusion 7 Paras. 229-234</p>
<p>Recommendation 3:</p> <p>Incorporate a broader and more proactive approach to addressing protection and accountability to affected populations issues beyond the food distribution process.</p> <p>3.1. Review the areas where WFP can contribute to reducing protection risks and exploring effective partnership with other agencies in order to address the issues identified, including gender-based violence.</p> <p>3.2. Explore what actions WFP can take, in collaboration with other agencies, to enhance access to land, focusing on vulnerable population groups such as women returnees.</p> <p>3.3. Strengthen accountability mechanisms such as timely follow-up on hotline complaints and in-person contact with beneficiaries.</p>	<p>Conclusion 3: The significant commitments made in the CSP on humanitarian principles, protection, AAP and gender have been partially fulfilled</p> <p>Conclusion 8: Moving towards resilience, recovery and stabilization should have been the subject of more thorough and in-depth background analysis to set realistic goals fitting the context</p> <p>Paras. 255-258, 269-272</p>	<p>Linked to Conclusion 3 Para. 144-160</p> <p>Linked to Conclusion 8 Paras. 174-178</p>

<p>Recommendation 4:</p> <p>Building on current progress, further develop a set of concrete, actionable measures for addressing gender inequality in the next country strategic plan.</p> <p>4.1. Continue and, where needed, strengthen gender training for cooperating partners.</p> <p>4.2. Building on the country office's gender improvement plan, update the action plan for the gender transformation programme, by:</p> <ul style="list-style-type: none"> ▪ increasing the attention paid to addressing gender-based violence, including specific training for WFP staff; ▪ in partnership with other agencies, contributing to advocacy at the state level for the prevention of gender-based violence, leveraging WFP's direct engagement with state authorities; ▪ reinforcing customized gender training for cooperating partners; ▪ reinforcing the gender focal points network with wider and cross-functional participation; and ▪ considering specific training on women's empowerment. <p>4.3. Reflect and follow up on the outcomes of studies of the impact of the coronavirus disease 2019 pandemic on gender equality.</p>	<p>Conclusion 3: Commitments on gender have been only partially fulfilled; there is a need to address remaining gaps</p> <p>Conclusion 4: Insufficient attention to root causes of conflict and the risks related to reintegration of returnees have limited the potential for durable and safe returns, especially in terms of livelihood and resilience initiatives</p> <p>Paras. 257, 259-261</p>	<p>Linked to Conclusion 3 Paras. 161-168</p> <p>Linked to Conclusion 4 Paras. 168, 171, 178</p>
<p>Recommendation 5: Improve targeting and monitoring mechanisms in order to further increase their coverage and inclusion of vulnerable population groups.</p> <p>5.1. Work with other agencies and the food security sector on eliminating the gap between the people identified as needing food assistance and those receiving it.</p> <p>5.2. Further clarify and enhance the overall coverage of people in need of food assistance, in cooperation with other agencies and in coordination with the food security sector.</p> <p>5.3. Update the tracking mechanism for beneficiaries who change locations so as to ensure the timely inclusion of eligible beneficiaries in distribution lists.</p>	<p>Conclusion 5: Significant numbers of people in need remain without assistance, an issue of concern to the entire humanitarian community, including WFP. Despite generally effective targeting procedures to determine who should receive food assistance, more robust follow-up could have increased the share of people assisted.</p> <p>Paras. 262-264</p>	<p>Linked to Conclusion 5 Paras. 189-195</p>

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Acronyms

AAP	Accountability To Affected Populations
ACR	Annual Country Reports
ALNAP	Learning Network for Accountability and Performance
BAY	States of Borno, Adamwe and Yobe
BR	Budget Revisions
CBF	Common Budgetary Framework
CBO	Community Based Organizations
CBPP	Community-Based Project Planning
CBT	Cash-Based Transfer
CEQAS	Centralized Evaluation Quality Assurance System
CERF	United Nations Central Emergency Response Fund
CM	Contact Manager
COMCEN	Communication Centre (radio room)
CO	Country Office
COMET	Country Office Tool for Managing Effectively
COVID-19	Coronavirus disease 2019
CP	Cooperating Partners
CSB+	Super Cereal Plus
CSI	Coping Strategy Index
CSP	Country Strategic Plan
CSPE	Country Strategic Plan Evaluation
DoE	Director of Evaluation
DTM	Displacement Tracking Matrix
EC	European Commission
EM	Evaluation Manager
EME	Emergencies Operations Division
EMOP	Regional Emergency Operation
EPCI	Emergency Preparedness Capacity Index
ERGP	Economic Recovery and Growth Plan
ET	Evaluation Team
ETC	Emergency Telecommunications
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FCS	Food Consumption Scores
FCT	Federal Capital Territory
FDG	Focus Group Discussion
FEWSNET	Famine Early Warning Systems Network
FFA	Food assistance for assets
FGM	Female Genital Mutilation
FSS	Food Security Sector
FSOM	Food Security Outcome Monitoring
GAM	Global Acute Malnutrition
GBV	Gender-Based Violence
GCMF	Global Commodity Management Facility
GDP	Gross Domestic Product
GEEW	Gender Equality And The Empowerment Of Women
GEN	Gender Office
GFD	General Food Distribution
HCT	Humanitarian Country Team
HQ	Headquarters

HRP	Humanitarian Response Plan
HRS	Humanitarian Response Strategy
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDDS	Individual Dietary Diversity Scores
IDPs	Internally Displaced Persons
IFPRI	International Food Policy Research Institute
INGO	International Non-Governmental Organization
IOM	International Organization for Migration
IPL	Internal Project Lending Mechanism
IR	Inception Report
IRA	Immediate Response Account
KII	Key Informant Interviews
LGA	Local Government Areas
M&E	Monitoring and Evaluation
MAD	Minimum Acceptable Diet
MDD-W	Minimum Dietary Diversity For Women
MoU	Memorandum of Understanding
NBP	Need-Based Plan
NBS	National Bureau of Statistics
NEMA	National Emergency Management Agency
NERGP	Nigeria Economic Recovery and Growth Plan
NESP	Nigeria Economic Sustainability Plan
NFI	Non-Food Item
NGO	Non-Governmental Organization
NSAG	Non-State Armed Group
NUT	Nutrition Division
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD – DAC	Organisation for Economic Co-operation and Development - Development Assistance Committee
OEV	Office of Evaluation
PLWG	Pregnant And Lactating Women And Girls
PROP	Humanitarian and Development Division: Emergencies and Transitions Service
PROR	Resilience & Food Systems Service
PSC-COVID-19	Presidential Steering Committee on COVID-19
QA	Quality Assurance
RAM	Performance Management and Accountability Division
RBD	Regional Bureau Dakar
RMP	Research Assessment and Monitoring Division
SBCC	Social And Behaviour Change Communications
SDG	Sustainable Development Goal
SEMA	State Emergency Management Agency
SER	Summary Evaluation Report
SHF	Smallholder Farmer
SMEB	Survival Minimum Expenditure Basket
SO	Strategic Outcome
SOP	Standard Operating Procedures
TL	Team Leader
ToC	Theory of Change
TPM	Third Party Monitors
UBA	United Bank for Africa
UN	United Nations
UNDP	United Nations Development Programme

UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHAS	United Nations Humanitarian Air Service
UNICEF	United Nations Children's Fund
UNSDPF	United Nations Sustainable Development Partnership Framework
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
USD	United States Dollar
VAM	Vulnerability Analysis And Mapping
WFP	World Food Programme
WHO	World Health Organization
VAM	Vulnerability Analysis And Mapping
ZHSR	Zero Hunger Strategic Review

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