

## OPERATION EVALUATION

### **Tajikistan** Protracted Relief and Recovery Operation PRRO 200122: Restoring sustainable livelihoods for food insecure people

October 2010- December 2014

### **Evaluation Report**

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THE KONTERRA GROUP

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Kris Merschrod, Sophia Dunn and Nargiza Mazhidova.

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## Operational Factsheet – Tajikistan PRRO 200122

### “Restoring Sustainable Livelihoods for Food-Insure People”

OPERATION			
<b>Approval</b>	September 2010		
<b>Amendments</b>	BR1, BR2, and BR3 were mainly technical in nature resulting in an overall budget increase of US\$1.1 million. BR 4 (December 2012): introduced a cash pilot project under the vulnerable group feeding (VGF) activity and resulted in a budget increase of US\$74,000. BR 5 (August 2013): extended the PRRO in time for a period of 15 months until 31 December 2014 with fewer activities. It resulted in a budget increase of US\$5.5 million. <sup>1</sup>		
<b>Duration</b>	<u>Initial:</u> 3 years (1 October 2010 to 30 September 2013)	<u>Revised:</u> 4 years and 3 months (1 October 2010 to 31 December 2014)	
<b>Planned beneficiaries</b>	<u>Initial:</u> 356,000 <sup>2</sup>	<u>Revised:</u> 444,875	
<b>Planned food requirements</b>	<u>Initial:</u> 20,789 Mt of food commodities	<u>Revised:</u> 24,866Mt of food commodities <sup>3</sup>	
<b>US \$ requirements</b>	<u>Initial:</u> US\$17 million <sup>4</sup>	<u>Revised:</u> US\$23.6 million	
OBJECTIVES AND ACTIVITIES			
	Strategic Objective (SO) <sup>5</sup>	Operation specific objectives	Activities
Millennium Development Goal 1 “Eradicate extreme poverty and hunger” and Goal 4 “Reduce child mortality” <sup>6</sup> UNDAF priorities 2 and 3 <sup>7</sup>	SO 1: Save Lives and Protect livelihoods in Emergencies	Meet the immediate food needs of victims of recurrent natural disasters	Emergency response  Vulnerable group feeding (including a cash pilot)
		Protect the livelihoods of food-insecure households affected by recurrent shocks through vulnerable group feeding	Blanket supplementary feeding, targeted supplementary and therapeutic feeding  Support to food-insecure TB/HIV patients (TB is not formally part of the PRRO 200122 evaluation)

<sup>1</sup> BR5 realigned the log frame with the new Strategic Plan (2014-2018) and new Strategic Results Framework for the year 2014. Given that this evaluation will cover the period 2010-2013, reference is made to the Strategic Plan (2008-2013).

<sup>2</sup> Planned beneficiaries by activity can be found ahead in Table 2.

<sup>3</sup> This figure reflects an additional 4,077 MT to cover the extension period to December 2014. This report covers the period to December 2013 therefore the food qualities delivered are assessed against the initial 20,789 MT.

<sup>4</sup> Planned spending of approved budget can be found ahead in Figure 2.

<sup>5</sup> As per the ToR, p.7, WFP corporate SO's 2 and 4 are not covered by PRRO objectives 200122 and hence are not part of the evaluation.

<sup>6</sup> Tajikistan Protracted Relief and Recovery Operation 200122 Project document, p.1.

<sup>7</sup> Ibid.

		Reduce acute malnutrition in children under 5 in targeted areas through support to the Ministry of Health's therapeutic and supplementary feeding programmes	
	SO 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations	Rebuild the livelihoods of shock-affected families through the restoration and creation of sustainable community assets	Food for Assets
	SO 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase	Support the Government in further developing national capacities to monitor food security and shocks	Capacity development
<b>PARTNERS<sup>8</sup></b>			
<b>Government</b>	Ministry of Health Ministry of Agriculture State Agency on Forestry and Hunting Rapid Emergency Assessment and Contingency Team (REACT) Local and Regional Authorities		
<b>United Nations</b>	FAO, IFAD, UNDP, UNICEF, WHO, World Bank		
<b>NGOs</b>	10 International NGOs: ACTED, Save the Children, CESVI, Mercy Corps, Focus, Mountain Societies Development Support Programme (MSDSP), GIZ, Project Hope, Operation Mercy.  17 National NGOs and Social Organizations: Red Crescent Society of Tajikistan, National TB Center, NGO "Habib", NGO "Chorvodor", NGO Binokor , NGO Bonu, NGO "Faizi Kuhsor", NGO Guli Surkh, NGO Javoni asri 21, NGO Mohi Munir, NGO Nuri Shavkat, NGO Habib, NGO Rudaki, NGO Sayor, NGO "Shahidi Bobokhon", SO "Nuri Khatlon", SO "Sangdarai bolo"		

<sup>8</sup> WFP Standard Report 2011, 2012 and WFP Project Data Base 2014.



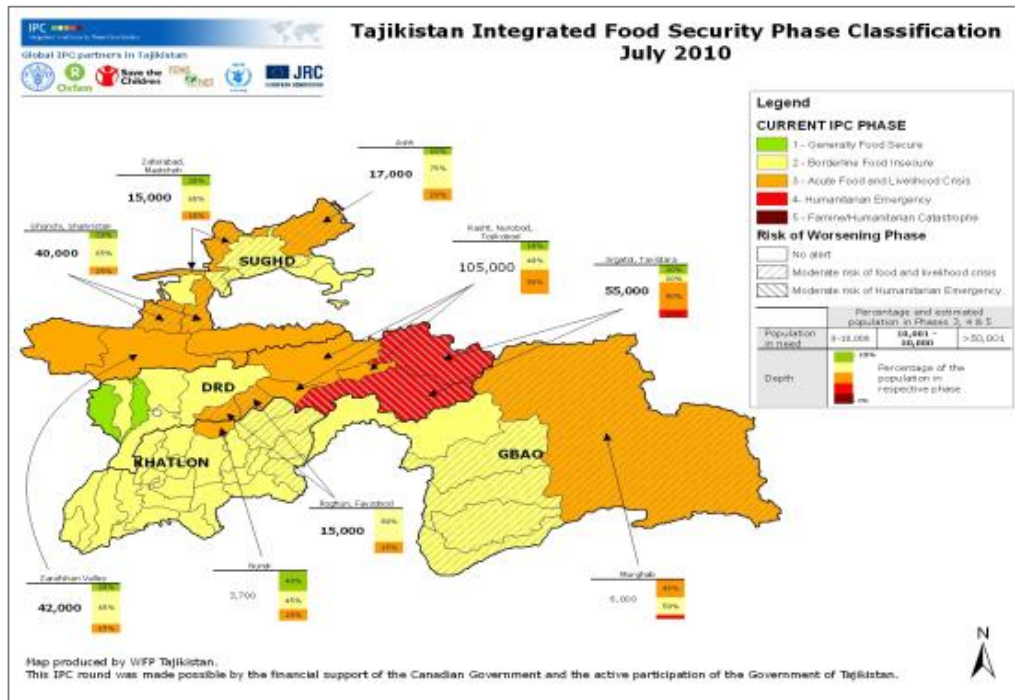
## Maps

### Locations of WFP Regional Sub-offices



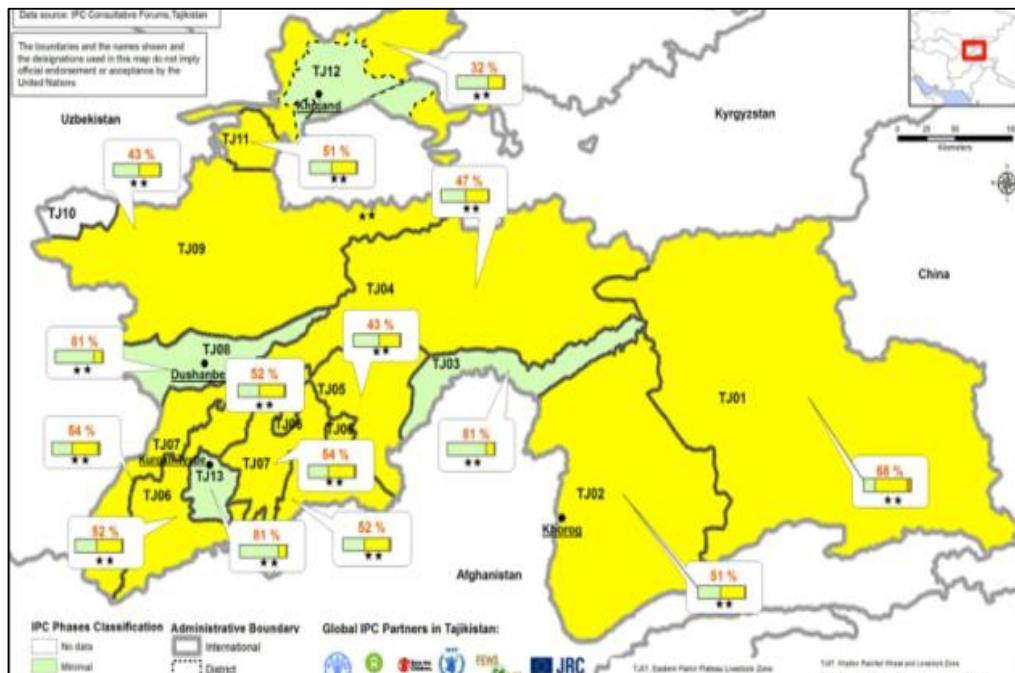
Source: Amended map from WFP (2013) Project document

## Integrated Food Security Phase Classification (IPC) - July 2010



Source: WFP Tajikistan (2010)

## Integrated Food Security Phase Classification (IPC) - June 2013



Source: WFP Tajikistan (2013)

## Executive Summary

1. This evaluation of Tajikistan PRRO 200122 was conducted as part of WFP's corporate commitment to learning and accountability. The scope of the evaluation included the performance and results of all activities implemented under PRRO 200122:<sup>9</sup> Vulnerable Group Feeding (VGF), Food for Assets (FFA), Emergency Responses (EMR), Targeted Supplementary Feeding (T-SFP), Blanket Supplementary Feeding (B-SFP), Support to HIV Patients, and a cash pilot project to test an alternative modality for delivering assistance to food insecure families. The evaluation was designed to answer three major areas of inquiry: 1) appropriateness of the operation, 2) the observed results, and 3) how and why these results were attained. The evaluation was conducted primarily to guide the Country Office (CO) and inform future operations in Tajikistan.
2. The evaluation took place from September 2013 (Preparation Phase) to April 2014 (Evaluation Mission). The period covered by the evaluation is September 2010 through December 2013. The evaluation primarily employed qualitative methods including secondary data review, key informant interviews and focus group discussions along with some quantitative analysis of monitoring and secondary data.
3. Tajikistan is a land-locked, low-income, food-deficit country with a population of 8 million,<sup>10</sup> three quarters of whom live in rural areas. Tajikistan is currently ranked 125 out of 186 countries on the 2013 UNDP Human Development Index,<sup>11</sup> and is the poorest of the Commonwealth of Independent States (CIS). Recent data shows that 46 percent of households live below the national poverty line, with 17 percent of households living in extreme poverty.<sup>12</sup>
4. Food security in Tajikistan is fragile with households vulnerable to natural disasters that often destroy homes, crops and livestock. Although the WFP Food Security Monitoring System (FSMS) showed an improving trend in the food security situation since the Global Financial Crisis in 2008/9 (Annex 9), seasonal deteriorations still occur during winter and spring. The IPC bulletin (January 2013) reported improved food security in analysed zones compared to the previous year due to increased remittances, ample rainfall and good cereal production. The availability of water and pasture also increased in some parts of the country, leading to improvement in livestock productivity and value. Remittances also played a major role in many households' livelihoods and became the main source of income to meet their daily basic needs.<sup>13</sup>
5. The PRRO aligns with a number of the Government of Tajikistan's policies related to poverty reduction, development, disaster risk management, food security, and nutrition and health.<sup>14</sup> These policies have contributed to design of the PRRO and helped shape the direction the operation has taken.

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<sup>9</sup> The activity to support food-insecure TB patients and their families during the course of their treatment was not included in the scope of the evaluation. Its inclusion in the PRRO was only intended to bridge the period between the end of the previous PRRO in September 2010 and the start of a new development project in January 2011.

<sup>10</sup> World Bank Tajikistan, Country at a glance, data for 2012.

<sup>11</sup> UNDP (2013) Human Development Report 2013. The rise of the South: Human progress in a diverse world. United Nations Development Programme. New York. USA.

<sup>12</sup> Government of Tajikistan (2009) Living Standards Survey.

<sup>13</sup> WFP IPC Tajikistan: Food Security Classification Overview - January 2013.

<sup>14</sup> Including the National Development Strategy, the Poverty Reduction Strategy, Food Security Strategy, Draft Nutrition and Food Safety Strategy and the Living Standards Improvement Strategy among others.

6. The overall objective of the PRRO is “to provide food assistance to food-insecure people and improve household food consumption through relief and recovery activities.” The PRRO also had specific objectives to contribute to WFP strategic objectives 1, 3 and 5.<sup>15</sup> The activities of PRRO 200122 have all contributed to achievement of the operation’s objectives, with a total of 334,371 beneficiaries, 53% of who were women, being supported with almost 12,000 MT of food items between October 2010 and December 2013.
7. The VGF activity provided appropriate food support in the most food insecure locations, at critical times of the year. Although only limited outcome data is available, it indicates that the VGF resulted in an improvement in the Food Consumption Score (FCS). In February 2013, WFP also implemented a pilot cash transfer project for 1,426 VGF households. Each household received a one-time unconditional cash transfer of 500TJS instead of in-kind food assistance. Eighty-eight percent of beneficiaries reported spending a part of the cash transfer on food. The cash resulted in improvements in the FCS for the cash beneficiaries when compared to VGF beneficiaries who received in-kind food assistance. There was also an increase in the consumption of cereals, milk, and dairy products for cash recipients.
8. FFA has proved to be an effective approach for producing and rehabilitating much needed community assets, with increased Community Assets Scores (CAS) in 100 percent of the projects for which there is data. FFA projects were coherent with community priorities, were well maintained, and were in use. FFA activities reached only 84 percent of the planned beneficiaries, as the intended expansion of this activity was not fully realized due to lack of funding.
9. WFP also provided support to the Ministry of Health (MoH) to implement nutrition activities in Khatlon Region. The nutrition and health activities have been underfunded, resulting in activities being implemented with sub-optimal food (T-SFP and B-SFP), without sufficient regularity (B-SFP), or not started (nutrition support to pregnant and lactating women). However, even with sub-optimal food items, the T-SFP activity reports a 99 percent recovery rate, evidence that it is effective at reducing moderate acute malnutrition and preventing severe acute malnutrition. T-SFP also had a number of other positive impacts such as increasing attendance at health centres, and increasing uptake of vaccination, antenatal care and regular growth monitoring.
10. For the first three months of the PRRO, WFP provided support to 324 HIV patients, under SO1. However, as with support to TB patients, the HIV activity was closed at the end of 2010 to ensure consistency with the new WFP programme classifications.<sup>16</sup>
11. Within the PRRO, WFP implemented five emergency projects reaching 3,228 persons. Emergency response was well coordinated with local authorities and other local as well as international actors. Some of the emergency responses were followed by recovery activities under FFA, which were identified together with the local communities to support disaster mitigation and strengthen

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<sup>15</sup> Strategic Objectives (SOs) 1, 3 and 5 refer to WFP Strategic Plan 2008 – 2013.

<sup>16</sup> WFP, 2013. *Programme Category Review (WFP/EB.A/2010/11/Rev.1)* Executive Board document. <http://documents.wfp.org/stellent/group/public/documents/eb/wfp220540.pdf>

community resilience. Overall the emergency response operations were appropriate and timely.

12. Funding has been an ongoing challenge for WFP. As of 21 January 2014 only US\$6,909,502 was received from donors during the operation, 29 percent of the requirement. Funding was bolstered by a US\$4 million carryover from the previous PRRO however this was still insufficient to implement all the planned activities. The evaluation of PRRO 10231 (2003-2006) noted donor interest faded because Tajikistan was no longer considered in a state of emergency.
13. The majority of activities under the PRRO have leveraged partnerships to ensure that program objectives are implemented appropriately, building on local interests and capacity. Overall, WFP collaboration with local partners, particularly local authorities, has been excellent and extensive. WFP has strong ties with the local government and has contributed to their capacity building in the areas of food security monitoring, emergency assessment and programme implementation.
14. Overall, available monitoring data indicated that the largest activities of the PRRO: VGF, FFA, and T-SFP produced significant positive outcomes. However other activities including B-SFP, support to HIV patients, TFC and nutrition support to pregnant and lactating women, were either discontinued (or not started) or have no outcome data from which to evaluate their impact. For those activities the outcomes were hard to establish as the appropriate outcome indicators for some activities were introduced too late in the course of the PRRO, or were not reported.
15. The recommendations of the evaluation are as follows:

**Recommendation 1:** The CO, with input from RB and HQ as appropriate, should create a country strategy to articulate the direction of programming for the next six years, to 2020. The strategy should clearly outline the priorities of WFP in Tajikistan and could help inform the UNDAF. The strategy should build on the lessons and capacities from the PRRO and the DEV programmes. Resource implications and priority activities should be clearly articulated and fund raising efforts aligned accordingly. The document should also include activities and contingency plans framed by a broader context analysis (including climate risk and regional insecurity) beyond food insecurity to reflect the specific context of chronic vulnerability and recurrent shocks in the country.

**Recommendation 2:** Food security monitoring should be continued until it can be institutionalized into the Government. The WFP food security monitoring tools have become an integral part of the operational design and targeting, and provide information that enhances the relevance of operations among WFP partners. Food security monitoring, together with programme outcome monitoring, will also alert WFP and partners as to whether acute malnutrition or food insecurity is increasing. Programme monitoring should be expanded to include relevant livelihood indicators such as household income, debt changes and coping strategies. Indicators monitoring government capacity to take over certain activities should also be improved and include targets. The current outcome indicator, National Capacity Index, is subjective and has no defined target. This needs to be addressed so that it can better inform the capacity building process.

16. The following recommendations are made regarding activities to be included in the next phase of operations. It should be noted that recommendations 1 – 3 are the priorities while 4-7 describe how recommendation 3 should be addressed. Recommendations 8 and 9 could be considered only if funding is sufficient.

**Recommendation 3:** The next WFP Tajikistan operation should include activities centred on reducing acute malnutrition (T-SFP), responding to emergencies (EMR), and rebuilding livelihoods (FFA). The operation should continue to be guided by the long-term goal of the government being responsible for the implementation. WFP assistance should be considered as a short-term solution until the government and key actors can fill the gap as per their mandates. To this end, it would also be helpful for the WFP CO to develop a more comprehensive capacity building plan.

**Recommendation 4:** It is recommended that WFP prolong its work on the prevention and treatment of acute malnutrition by continuing to support the MoH to implement T-SFP activities. Other activities such as nutrition monitoring and surveillance, IYCF, and complementary feeding that impact both acute and chronic malnutrition rates should also be considered. Given the funding challenges affecting the procurement of the appropriate food items for B-SFP and T-SFP, these interventions should only be undertaken if they can be implemented each year in a predictable manner. If implemented, outcome monitoring is required in order to evaluate the impact of the interventions.

**Recommendation 5:** WFP should continue to implement FFA activities in food insecure locations after revising the current targeting criteria to ensure that the most vulnerable households can participate. This should include consistently offering light work options and considering allowing some households to participate for shorter working hours but for the same rate of daily payment. Options for unconditional transfers under FFA should also be considered. FFA household selection criteria should be fully contextualized to the local situation and agreed upon by local authorities, leaders and WFP. The criteria must also be regularly revised to ensure proper coverage and targeting of the food-insecure community members. The CO could also work more closely with the MoLSPP to ensure that the most vulnerable households receive other forms of assistance from the government as appropriate.

**Recommendation 6:** Women make up one of the major vulnerable groups in Tajikistan, increasingly taking up the roles of men, who have migrated in search of work. Greater gender sensitive approaches should be adopted and promoted throughout the WFP's CO operations. This could start with a more comprehensive analysis on how women could participate more in WFP activities. Some suggestions include providing women with cash-based approaches where appropriate as per their preference, actively ensuring the inclusion of women in project committees, and ensuring FFA activities support women's participation by aligning with women's skills, interests and availability.

**Recommendation 7:** WFP should expand on the success of the cash pilot project and implement cash-based responses in areas close to markets. This would be consistent with WFP's transition from food aid to food assistance and would also reflect beneficiary preference. Technical support to this process will be required from WFP HQ or RB.

**Recommendation 8:** If adequate and predictable funding can be secured, it is recommended that a new development project should also be considered and aligned

with existing projects under So4: reduce chronic undernutrition and break the intergenerational cycle of hunger. This would enable a more comprehensive programme focused on preventing malnutrition and could include IYCF, complementary feeding, nutrition monitoring and surveillance and supporting micronutrient programmes for pregnant women and for children less than two years of age. This would be coherent with the government's new Nutrition and Food Safety strategy and should involve partnerships with the government and other nutrition actors such as the MoH, UNICEF and WHO.

**Recommendation 9:** With the growing national HIV caseload, WFP should reconsider the inclusion of HIV patients in the TB DEV Project (200173) with an objective to “mitigate the effects of HIV and AIDS through sustainable safety nets” as per the WFP HIV/AIDS Policy. This support could start with a comprehensive situation analysis on HIV including on the availability of services. Support to HIV patients also aligns with the WFP HIV and AIDS Policy and the WFP Nutrition Policy statement of focusing nutrition activities on “vulnerable groups, including young children, pregnant and lactating women and people living with HIV.”<sup>17</sup> It would also be consistent with the government's Programme to Combat the HIV/AIDS epidemic.

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<sup>17</sup> WFP Nutrition Policy 2012, p.8.

## Section 1: Introduction

### 1.1 Evaluation Features

17. The evaluation of the PRRO 200122 was conducted as a part of WFP's corporate commitment to learning and accountability. The WFP Office of Evaluation (OEV), Regional Bureaux (RB) and the Country Office (CO) selected the Tajikistan operation for external evaluation based on specific utility and risk criteria.<sup>18</sup>
18. The scope of the evaluation included performance and results of all activities under the PRRO 200122<sup>19</sup> (Annex 1). The evaluation team (ET) explored how the observed results of the program were achieved and whether they were appropriate to the needs of the targeted population, the strategies and policies of Tajikistan, WFP and development partners.
19. The evaluation was designed to answer three major areas of inquiry: 1) appropriateness of the operation, 2) the observed results, and 3) how and why these results were attained. The ET has considered a broad range of internal factors under WFP's own control, as well as the external operating context in Tajikistan to determine how and why the results were obtained and to inform the recommendations for future operations.

### Evaluation Methodology

20. The evaluation took place from September 2013 (Preparation Phase) to April 2014 (Evaluation Mission). The evaluation team consisted of a three-member team including a Team Leader/Rural Development Specialist, Nutrition and Food Security Specialist, and a Monitoring and Evaluation Specialist. The team worked with three translators during the evaluation mission.

During the Inception Phase (February 2013) the team conducted a desk review of secondary information and project documents provided by WFP CO and OEV as well as external data. Based on this review, a comprehensive Inception Package (IP) was prepared and submitted to the CO, RB and OEV at the end of February 2013. The IP contained background information, the proposed fieldwork plan, a summary of the evaluation methodology, and interview tools. Upon acceptance of the IP by WFP stakeholders, the evaluation team travelled to Tajikistan. A detailed description of the methodology can be found in Annex 2.

21. The Evaluation Mission took place from 8 March–4 April 2014.<sup>20</sup> The methodologies employed during the evaluation mission included:
  - Briefings and follow up interviews with WFP staff
  - Semi-structured interviews with key informants including local governance and implementing partners
  - Focus group discussions with beneficiaries
  - Interviews with WFP RB and HQ personnel

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<sup>18</sup> The utility criteria looked both at the timeliness of the evaluation given the operation's cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational and external factors as well as COs' internal control self-assessments.

<sup>19</sup> The activity to support food-insecure TB patients and their families during the course of their treatment was not included in the scope of the evaluation. Its inclusion in the PRRO was only intended to bridge the period between the end of the previous PRRO in September 2010 and the start of a new development project in January 2011.

<sup>20</sup> The full evaluation schedule is detailed in Annexes 3-5.



- Workshop with NGO partners
- Verification of project documents
- Observation during site visits

22. Data collection in the field consisted of focus group discussions (FGD) and key informant interviews using the general outline of the interview guides proposed in the IP (Annex 6). In total, the ET interviewed 605 beneficiaries and 93 key informants.<sup>21</sup> In all locations the ET talked to men and women. Where possible and appropriate, the ET divided into two teams to have separate focus group discussions with men and women. Having separate groups in some locations ensured that women felt comfortable to share their experiences in the program.

23. Triangulation of information was an ongoing process with multiple stakeholders being asked similar questions. In addition, upon completing field interviews in each region the ET gave the WFP sub-office staff an opportunity to feedback on findings and clarify information.

24. The field visits included all the activities implemented as a part of the PRRO. The ET visited three out of four regions where the PRRO was implemented. The specific projects to be visited were independently selected by the ET based on the following criteria:

- Locations with multiple program activities (where applicable),
- Locations with the largest numbers of beneficiaries,
- Presence and availability of a diverse range of implementing partners, and
- Locations accessible during the evaluation period (early Spring).

25. The final selection of the field visit sites was completed with the CO staff, considering accessibility of the sites, availability of the beneficiaries and implementing partners and the timeframe available for fieldwork.

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<sup>21</sup> The full list of the key informants can be found in Annex 7.

27. Annex 8 provides the matrix of key questions used to guide the evaluation. An external evaluation manager provided support and quality assurance to the ET throughout the evaluation.

### **Limitations of the evaluation**

28. Due to time constraints and limited access, the ET did not conduct field visits in GBAO Region. GBAO accounts for only 4 percent of the total beneficiaries of the PRRO and was difficult to access during the period of the evaluation. Instead, the ET included GBAO partners in interviews and workshops in Dushanbe to ensure that GBAO activities were included in the evaluation.
29. The sample of projects to be visited was also influenced by the time constraint imposed by the national calendar. Originally it was planned to have two complete weeks, including weekends, in the field outside of Dushanbe. However, between weeks two and three, the *Navruz* (Spring Equinox) celebration occurred and the central government extended it from a weekend event to five days. In spite of the time constraint there was no bias against specific activities as the ET split into two teams to cover a larger number of projects in each location in the time available.
30. The ET relied on translators during the field visits. In two locations in Khatlon Region, women beneficiaries of nutrition activities spoke only Uzbek or Kyrgyz, with limited knowledge of Tajik. The translators used by the ET did not speak these languages. It was therefore necessary to improvise a three-way translation with the help of either community members or health centre staff.

### **1.2 Country Context**

31. Tajikistan is a land-locked, low-income, food-deficit country with a population of 8 million,<sup>22</sup> three quarters of whom live in rural areas. Tajikistan is currently ranked 125 out of 186 countries on the 2013 UNDP Human Development Index,<sup>23</sup> and is the poorest of the Commonwealth of Independent States (CIS). Recent data shows that 46 percent of households live below the national poverty line, with 17 percent of households living in extreme poverty.<sup>24</sup>
32. Agriculture accounts for 75 percent of total employment and about a quarter of total GDP.<sup>25</sup> However, private land holdings vary considerably in size, with many households owning small family food plots of less than 1 hectare. Although these plots play a role in household food availability, they do little to combat seasonal food insecurity, which is largely a result of insufficient land and off-farm income to purchase food. Greater crop production is achieved by the *dekhan* farmers, who gained access to the larger parcels of land<sup>26</sup> they had worked as part of the *kolkhoz* structure of the Soviet era.
33. Tajikistan is prone to a range of natural disasters. Major climatic and geological threats have had a reoccurring impact on the population. Natural disasters from 1997 to 2009 led to the loss of 933 lives with damage amounting

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<sup>22</sup> World Bank Tajikistan, Country at a glance, data for 2012.

<sup>23</sup> UNDP (2013) Human Development Report 2013. The rise of the South: Human progress in a diverse world. United Nations Development Programme. New York. USA.

<sup>24</sup> Government of Tajikistan (2009) Living Standards Survey.

<sup>25</sup> <http://www.usaid.gov/tajikistan/agriculture-and-food-security>

<sup>26</sup> Average *dekhan* farm is 18 hectares. Source: FAO 2009 Special Report "FAO Crop and Food Security Assessment Mission to Tajikistan," p. 7.

to 1.15 billion TJS. Avalanches, mudflows, floods and earthquakes are the most frequent types of disaster in Tajikistan, occurring nearly every year. Disasters negatively affect the lives and livelihoods of the population, reducing resilience and impeding the development of the country.<sup>27</sup> From 2010 to 2013 the country was affected by widespread flooding (2011), an unusually harsh winter in Murghab district of GBAO Region (2012/2013), and a military operation in GBAO (2012).

34. Food security in Tajikistan is fragile with households vulnerable to natural disasters that destroy homes, crops and livestock. Although the WFP Food Security Monitoring System (FSMS) showed an improving trend in the food security situation since the Global Financial Crisis in 2008/9 (Annex 9), seasonal deteriorations still occur during winter and spring. The IPC bulletin (January 2013) reported improved food security in analysed zones compared to the previous year due to increased remittances, ample rainfall and good cereal production. The availability of water and pasture also increased in some parts of the country, leading to improvement in livestock productivity and value. Remittances also played a major role in many households' livelihoods and became the main source of income to meet their daily basic needs.<sup>28</sup>
35. In 2008, before the Global Financial Crisis (GFC), it was estimated that 33 percent of the economically active population was engaged in external labour migration, mainly to Russia.<sup>29</sup> At the time, remittances made up an amount equivalent to approximately 45 percent of GDP.<sup>30</sup> Remittances declined substantially during the GFC, however by the end of 2013 the figure had not only recovered, it increased to an amount equivalent to 48 percent of GDP or approximately US\$4 billion.<sup>31</sup> Remittances are now the main source of income for more than 30 percent of households.
36. At the start of the PRRO in 2010, food insecure households were spending 78 percent of their income on food, compared to 65 percent by food secure households.<sup>32</sup> Food insecure households coped with their lack of income by borrowing from family, friends, and social networks in order to make ends meet. They also occasionally purchased food on credit from the local shops. The Government of Tajikistan's system of social protection provided the second most important income for households through pensions, benefits and salaries.<sup>33</sup> However the social protection system is insufficient to enable poor households to fully meet their food needs. The Government is currently addressing this through a reform of social assistance.<sup>34</sup>
37. Malnutrition rates in Tajikistan have changed considerably since their peak in 2001. Figure 1 shows that chronic malnutrition rates (stunting) have been steadily falling over the last decade although the rate is still classified as "medium."<sup>35</sup> Acute malnutrition rates are largely steady but with predictable

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<sup>27</sup> National Disaster Risk Management Strategy of Tajikistan, 2010-2015, pp.5, 8.

<sup>28</sup> WFP IPC Tajikistan: Food Security Classification Overview - January 2013.

<sup>29</sup> Ibid, p.8.

<sup>30</sup> Ratha, D., et al (2008). "Outlook for Remittance Flows 2008-2010: Growth Expected to Moderate Significantly, but Flows to Remain Resilient", Migration and Development Brief 8, The World Bank: Washington D.C.

<sup>31</sup> World Bank (2013) Migration and Development Brief: Migration and Remittance Flows: Recent Trends and Outlook, 2013-2016. 2 October, 2013.

<sup>32</sup> WFP (2010) Food Security Monitoring Bulletin, Number 7, August 2010.

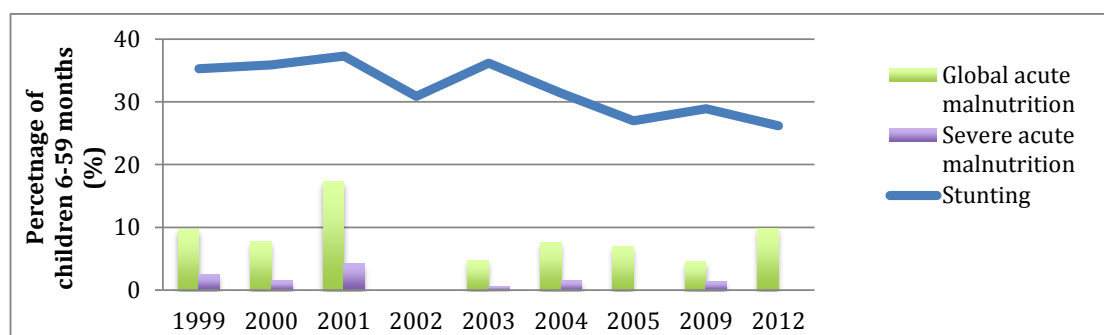
<sup>33</sup> Ibid.

<sup>34</sup> World Bank (2013) The World Bank Group – Tajikistan Partnership Programme Snapshot, October 2013.

<sup>35</sup> WHO crisis classification.

seasonal variations.<sup>36</sup> Micronutrient deficiencies are an important problem, particularly amongst women and children. Recent survey results found that 24.2 percent of women of reproductive age, and almost a third (28.8 percent) of children under-5 years had iron deficiency anaemia. In addition, more than half the women (58.6 percent) and children (52.9 percent) had iodine deficiency.<sup>37</sup>

**Figure 1: Changing nutrition situation over time (children 0-5 years)**



Source: Compiled from nutrition survey data.<sup>38</sup>

38. A UNICEF nutrition survey carried out in 2012<sup>39</sup> found that the prevalence of global acute malnutrition (GAM) among children less than 5 years of age was 9 percent. The highest GAM rate (11 percent) and the highest rate of stunting (27 percent) were both found in Khatlon Region. Reports indicate that acute malnutrition is largely due to lack of dietary diversity and nutrition knowledge, and lack of access to food due to high food prices.<sup>40</sup> Acute respiratory infection and diarrhoea also contribute to the seasonal variations in the incidence of acute malnutrition. The diet of most households was poor with food insecure households consuming two meals a day instead of their usual three; these households mainly consumed cereals (wheat), oil and sugar. Chronic malnutrition (stunting) is due to inadequate nutrition during the first 1000 days of life.<sup>41</sup> This is often a result of poor maternal health, inadequate breastfeeding and poor complementary feeding as well as other poor infant care practices.<sup>42</sup> Underlying these direct causes of stunting is poverty and its outcomes such as food insecurity, lack of access to water and sanitation, lack of women's education, and low family incomes.<sup>43</sup> In 2012, it was estimated that malnutrition cost the Tajikistan economy almost US\$41.0 million (1 percent of GDP) annually and contributed to more than 34.9 percent of child mortality.<sup>44</sup>

39. Tajikistan is among the 27 countries in the world with a high multi-drug-resistant tuberculosis burden.<sup>45</sup> It has a very high tuberculosis (TB) incidence,

<sup>36</sup> Acute malnutrition increases in summer, with a corresponding increase in diarrhoeal disease. In winter, increased incidence of acute respiratory infection (ARI) lead to an increased incidence of acute malnutrition.

<sup>37</sup> UNICEF (2010) Micronutrient Status Survey in Tajikistan, 2009.

<sup>38</sup> Data from the National Nutrition Surveys (1999, 2000, 2001), National Nutrition and Water Supply Survey (2003), ACF Nutrition Survey (2004), UNICEF Micronutrient Status Survey (2009) and the Demographic and Health Survey (2012).

<sup>39</sup> Government of Tajikistan (2012) Demographic and Health Survey.

<sup>40</sup> WFP FSMS Bulletin No.7 (August 2010).

<sup>41</sup> Conception to 2 years of age.

<sup>42</sup> WFP (2012) Nutrition at the World Food Programme – Programming for specific nutrition interventions. p.18.

<sup>43</sup> Ibid. p.19.

<sup>44</sup> UNICEF & World Bank (2012) Situational Analysis: Improving economic outcomes by expanding nutrition programming in Tajikistan.

<sup>45</sup> World Health Organization (2013) Multi-drug resistant tuberculosis, October 2013 Update.

of 231 per 100,000 compared to 15 per 100,000 in Western Europe.<sup>46</sup> The TB-related burden of illness is especially high in food insecure, rural areas. TB is also closely linked to HIV.<sup>47</sup> In Tajikistan, the prevalence of HIV is low at 0.3 percent, representing a caseload of approximately 12,000 people.<sup>48</sup> However, the prevalence has been increasing, with a sharp rise in the number of injecting drug users, among whom the HIV epidemic is concentrated.<sup>49</sup> HIV infected people are vulnerable to food insecurity as they are often unable to work due to stigmatization, discrimination and illness. They are also vulnerable to malnutrition as a result of their illness. Food assistance to this group serves multiple objectives: preventing malnutrition, reducing food insecurity and increasing compliance with the medical regimen.

40. Gender equity is a concern in Tajikistan. Recent data suggests that 30 percent of males of working age, and an even higher share of younger males are engaged in labour migration.<sup>50</sup> High levels of outward migration means that women are now responsible for raising children on their own for much of the year. They are also responsible for maintaining household livelihood assets such as land, animals and crops. In 1991, the Committee on Women and Family Affairs was established under the GoT and was mandated to promote and implement policies to improve the status of women in all spheres of public life. Although Tajikistan has made decisive steps toward gender equity since then, a number of economic, political, cultural and other barriers must be overcome to achieve *de facto* equality between men and women.<sup>51</sup>

### 1.3 Operational Overview

41. The WFP mission in Tajikistan began in 1993 with an emergency operation (EMOP) to assist nearly 500,000 people in Khatlon Province during the civil war. The EMOP was extended three times, until 1999, when it was replaced with a relief and recovery operation. WFP has implemented four PRRO's since then (Annex 10).<sup>52</sup>

42. The present PRRO (200122) began in October 2010 and will continue until December 2014. The PRRO was initially approved for 3 years (from 1 October 2010) but was extended for 15 months to December 2014. The PRRO is implemented alongside two development programmes: DEV 200120 (School Feeding) and DEV 200173 (Support to TB patients). PRRO 200122 was designed to deal with the effects of the climatic and economic shocks that impacted Tajikistan during PRRO 106030 (2007-2010): harsh winters, declining remittances, high commodity prices from Kazakhstan (the major wheat supplier to Tajikistan), and drought.

43. The overall objective of the PRRO is “to provide food assistance to food-insecure people and improve household food consumption through relief and

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<sup>46</sup> PRRO Project document, p.2.

<sup>47</sup> World Health Organization 2007 [http://www.who.int/tb/features\\_archive/wado7/en/](http://www.who.int/tb/features_archive/wado7/en/)

<sup>48</sup> <http://www.unaids.org/en/regionscountries/countries/tajikistan/>

<sup>49</sup> Government of Tajikistan (2012) Demographic and Health Survey, p.171.

<sup>50</sup> Amir, O & Berry, A. (2013) Challenges of transition economies: economic reforms, emigration and employment in Tajikistan. Cited in UNDP (2013) Social protection, growth and employment: Evidence from India, Kenya, Malawi, Mexico, Peru and Tajikistan. United Nations Development Programme, May 2013.

<sup>51</sup> <http://www.tj.undp.org/content/tajikistan/en/home/mdgoverview/overview/mdg3>

<sup>52</sup> In all, from 1993 to the present WFP had two emergency operations (EMOP 5253.00 & 6288.00), four protracted relief and recovery operations (PRRO 6087.00, 087.01, 10231.0, and 200122) and two development projects (DEV200120 – School Feeding and DEV 200173 – Support to TB Patients).

recovery activities.”<sup>53</sup> PRRO 200122 has a number of specific objectives as listed below.

**Table 1: PRRO 200122 Objectives<sup>54</sup>**

WFP Strategic Objective	PRRO 200122 Specific Objective
<b>SO1: Save lives and protect livelihoods in emergencies.</b>	Meet the immediate food needs of victims of recurrent natural disasters. Protect the livelihoods of food insecure households affected by recurrent shocks, through vulnerable group feeding. Reduce acute malnutrition in children under 5 in targeted areas through support to the Ministry of Health’s therapeutic and supplementary feeding programmes.
<b>SO3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.</b>	Rebuild the livelihoods of shock-affected families through the restoration and creation of sustainable community assets.
<b>SO5: Strengthen the capacities of countries to reduce hunger, including through handover strategies and local purchase.</b>	Support the government in further developing national capacities to monitor food security and shocks.

44. Table 2 below shows the planned activities for achieving these specific objectives, as well as the number of planned beneficiaries, disaggregated by gender. The PRRO planned to target 356,000 beneficiaries for the period up to September 2013. Beneficiary targets were increased during budget revisions bringing the total planned beneficiaries to 444,875 for the period to December 2014. The ET have evaluated against the original target, since the period of the evaluation was to the end of December 2013.

**Table 2: PRRO planned beneficiaries by activity**

Activity	Planned beneficiaries	Planned food requirements (MT)	Planned cash requirements (USD)
<b>Emergency response</b>	10,200	284	
<b>Vulnerable Group Feeding</b>	306,200	14,077	
<b>Cash pilot project (VGF)</b>	1,300		\$136,500)
<b>Support to TB/HIV patients</b>	8,250	1,580	
<b>Therapeutic feeding and caretakers</b>	3,850	12	
<b>Targeted Supplementary Feeding (children 6-59 months)</b>	26,350	480	
<b>Blanket supplementary feeding (children 6-23 months)</b>			
<b>Nutrition support to pregnant and lactating women (PLW)</b>	20,150	422	

<sup>53</sup> The original operational log frame can be found in Annex 11.

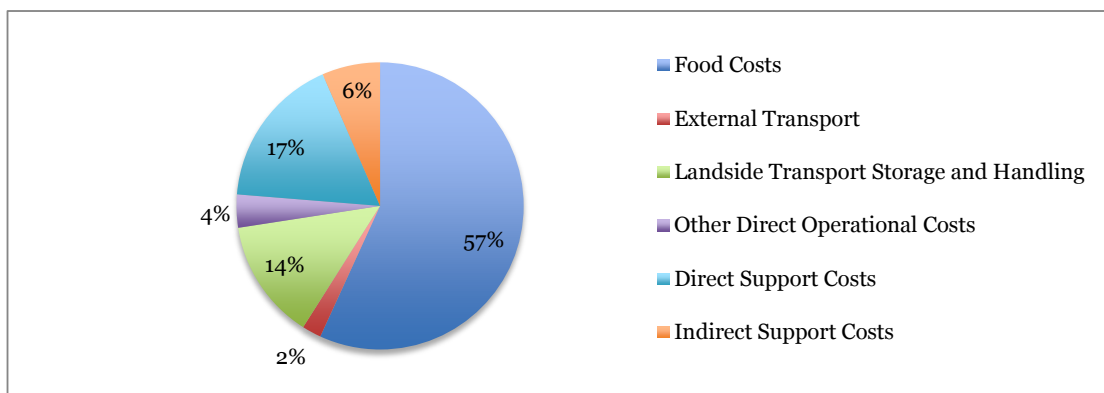
<sup>54</sup> Strategic Objectives (SOs) 1, 3 and 5 refer to WFP Strategic Plan 2008 – 2013.

<b>Food for Assets</b>	95,000	3,934	
<b>Total</b>	<b>356,000</b>	<b>20,789<sup>55</sup></b>	<b>US\$136,500</b>

Source: Compiled from WFP Standard Project Report (2010) and budget revisions

45. PRRO 200122 initially required funding of US\$17,000,214. However, with the budget revisions and the extension, this figure increased to US\$23,613,606. Figure 2 shows the planned distribution of the resources by types of costs, with more than half the resources going towards food costs.

**Figure 2: Planned distribution of approved budget (2010-2013)**



Source: Tajikistan PRRO 200122 Standard Project Report, 2010 and budget revisions

46. Figure 3 shows the donor contributions over the course of the PRRO. Funding has been an ongoing challenge for WFP. As of 21 January 2014 only US\$6,909,502 was received from donors during the operation. This was 29 percent of the requirement.<sup>56</sup> Funding was bolstered by a US\$4 million carryover from the previous PRRO, however this was still insufficient to implement all planned activities. The evaluation of PRRO 10231 (2003-2006) noted donor interest faded because Tajikistan was no longer considered in a state of emergency.<sup>57</sup> Although WFP CO management recognized this challenge<sup>58</sup> it has not been able to substantially increase donor interest.

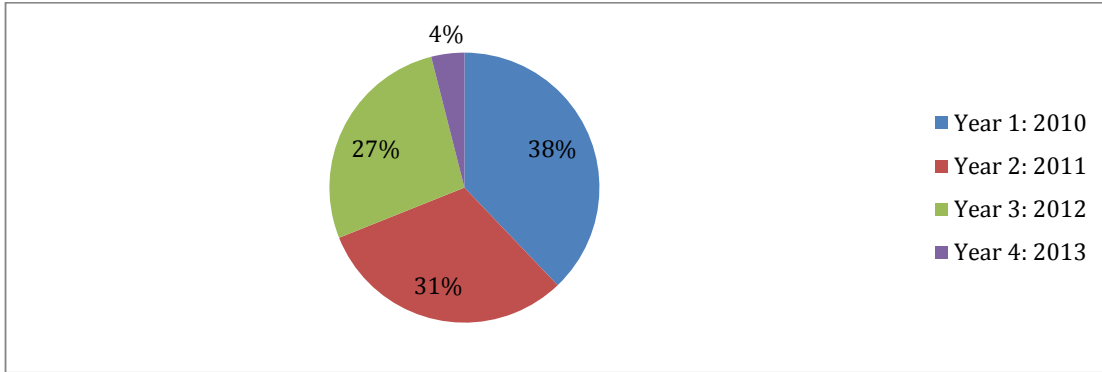
<sup>55</sup> This report covers the period to December 2013 therefore the food quantities delivered are assessed against the initial 20,789 MT.

<sup>56</sup> As of 15 June 2014 funding has increased to 48 percent of the requirement.

<sup>57</sup> WFP 2006 "Full Report of the Evaluation of the Tajikistan PRRO 10231," p.6.

<sup>58</sup> As shown in the rationale for budget revision #1 in December 2011.

**Figure 3: Donor contributions to PRRO 200122<sup>59</sup>**



Source: Compiled from WFP Tajikistan data

### **Budget Revisions and Rationale:<sup>60</sup>**

47. The PRRO was largely intended to be a continuation of the previous PRRO (106030). However funding issues, corporate strategy changes, management changes, and government preferences and policies brought about several changes, which required five budget revisions:<sup>61</sup>

- As a result of guidance from corporate office on programme classifications, the TB activity of the previous PRRO (106030) was designated to a new development operation (DEV 200173) that began in January of 2011.
- Support to HIV patients was carried over from the previous PRRO but closed at the end of 2010 after reclassification.
- Support to Therapeutic Feeding Centres (TFCs) ended in 2011 when a change of feeding protocols meant that UNICEF would supply all the items required for the treatment (therapeutic milks and ready-to-eat-foods). As a result, WFP food items were no longer required.
- Vulnerable Group Feeding (VGF) ended in April 2013. This aligned with the government's preference for conditional food assistance (FFA) or investment (cash or voucher-based assistance) to prevent dependency.<sup>62</sup>
- A cash pilot project was conducted in 2013 to test an alternate modality of food assistance. Although the idea for a pilot project was suggested in the 2006 evaluation of PRRO 10231, it was not in the original plan or budget for PRRO 200122.

## **2. Evaluation Findings**

### **2.1 Appropriateness of the operation**

#### **2.1.1 Appropriateness to needs**

48. PRRO 200122 was designed in accordance with the food security and nutrition context in 2009/2010, and built on more than sixteen years of WFP experience

<sup>59</sup> WFP Resource Situation Tajikistan PRRO 200122. 21 January 2014.

[http://one.wfp.org/operations/current\\_operations/ResUpdates/200122.pdf](http://one.wfp.org/operations/current_operations/ResUpdates/200122.pdf)

<sup>60</sup> All budget revisions are from the WFP revision forms provided by WFP CO to the ET.

<sup>61</sup> The full list of budget revisions can be found in Annex 13.

<sup>62</sup> Budget Revision #5 PRRO 200122 (2013) P.2 "to reflect the Government of Tajikistan's preference for conditional assistance.



in Tajikistan. The programme includes food security and livelihoods interventions, emergency response, as well as a number of nutrition and health activities.

49. Tajikistan is susceptible to a range of natural disasters. Mudflows, floods and avalanches, together with earthquakes and epidemics occur in Tajikistan on an annual basis and pose significant threats.<sup>63</sup> These recurrent disasters result in lost crops and increased vulnerability of household in securing food stocks and assets. During the PRRO WFP has implemented five emergency responses: four in response to flood, and one in response to a conflict in GBAO. In all cases the response met an identified need, and was timely (within one week).
50. Much of WFP's understanding of the food security situation is based on its own Food Security Monitoring System (FSMS) established in 2008.<sup>64</sup> At the time the PRRO was designed, WFP collected and analysed data<sup>65</sup> from 665 rural households, and assessed the nutritional status of 959 children under 5 years and 918 women between 15-49 years<sup>66</sup> on a quarterly basis. The results of the FSMS surveys are used to produce Food Security Bulletins<sup>67</sup> that are disseminated among development agencies. During the design phase of the PRRO, WFP had six bulletins showing the changing food security situation since 2008.<sup>68</sup> In addition, WFP used the Integrated Food Security Phase Classification (IPC)<sup>69</sup> system to provide an overview of the food security situation across Tajikistan, as well as an assessment of the 6-month forecast.
51. The FSMS data regularly showed that food insecurity was seasonal; it corresponds to winter (December – January) when casual labour opportunities decrease in neighbouring countries and migrant workers return home to Tajikistan, and just before the main planting season when food stocks are low (March - May). This understanding of seasonality was a key factor in WFP's decision to implement Vulnerable Group Feeding (VGF) twice a year. The data also showed that food insecure households were employing distress coping mechanisms including seeking alternative employment, migrating in search of work, relying on less expensive foods, buying food on credit and relying on support of family and friends.<sup>70</sup> It was appropriate for WFP to intervene and provide seasonal food assistance in the form of VGF.
52. Geographic targeting for the two main PRRO activities, VGF and Food for Assets (FFA), was based on the FSMS and IPC processes. Furthermore, based on consultations with local government authorities (at *hukumat* and *jamoat levels*) during the IPC process,<sup>71</sup> the most vulnerable *jamoats* within the districts were identified. As a result of this targeting process, the VGF activity provided appropriate food support to the most food insecure locations, at critical times of the year.

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<sup>63</sup> Republic of Tajikistan (2010) National Disaster Risk Management Strategy for 2010-2015, p. 9.

<sup>64</sup> WFP FSMS Bulletin No. 1 – November 2008.

<sup>65</sup> FSMS collects relevant data from sentinel households including income and expenditure, food consumption, coping strategies.

<sup>66</sup> WFP FSMS Bulletin No. 7 (August 2010).

<sup>67</sup> The FSMS process has changed over the course of the PRRO. The FSMS now collects data from 1300 households across 13 livelihood zones.

<sup>68</sup> September 2008 – April 2010.

<sup>69</sup> IPC is a set of standardized tools that uses an evidence-based approach and international standards to compare the food security situation across countries and over time. It is based on consensus-building processes to provide decision makers with a rigorous analysis of food insecurity along with objectives for response in both emergency and development contexts. IPC has been used in Tajikistan since 2009.

<sup>70</sup> WFP FSMS Bulletin No. 7 (August 2010).

<sup>71</sup> IPC brings together multiple stakeholders to discuss food security data and determine most food insecure locations.

53. FFA activities are appropriate to the context of Tajikistan for the creation and rehabilitation of much needed rural infrastructure. The FFA projects are identified and implemented by communities, and correspond to the needs of the people. In Sughd and DRD Regions, WFP's FFA activities directly supported UNDP's Rural Development Growth Programme, which helped communities produce development plans. UNDP also provided additional financial or material support to communities to construct or rehabilitate prioritized community assets. Communities with these plans were in a better position to submit detailed proposals to WFP to participate in FFA if additional support was required.
54. The ET noted some inconsistency between the WFP FFA approach and other development actors in the country. Some agencies are working with communities to have infrastructure projects completed without payment. In such cases, the local government is the key provider of material support, while the community provides free labour through *hashar*.<sup>72</sup> In all the projects visited by the ET, the WFP FFA methodology was used when community needs exceeded what could be supported through the *hashar* system, i.e. projects that require machinery, materials and technical expertise for construction. However, interviews with some implementing partners noted that sometimes WFP implements FFA (pays for community work to produce small scale assets) while communities next door, working with NGOs are expected to provide free labour for assets. In such cases, WFP must ensure coordination with players active in the target areas in order to respect local development approaches and avoid inconsistencies, as well as to ensure equity amongst communities.
55. The design of the nutrition and health activities of the PRRO is based on available government nutrition and health survey data. Data from the 2012 Demographic and Health Survey shows a medium prevalence of both acute malnutrition (9 percent) and chronic malnutrition (28.9 percent).<sup>73</sup> The PRRO focussed on addressing acute malnutrition by supporting the MoH to implement therapeutic feeding centres (severe acute malnutrition) and targeted supplementary feeding programmes (moderate acute malnutrition). Survey data<sup>74</sup> indicated that Khatlon Region had the highest chronic and acute malnutrition rates in the country. It was appropriate therefore that WFP nutrition interventions were concentrated in Khatlon Region, in two of the most vulnerable districts: Sharituz and Kulob.
56. In addition to the nutrition interventions, the PRRO also initially included a HIV activity. This activity was a carryover from the previous PRRO 106030,<sup>75</sup> where people living with HIV were provided with food support on a monthly basis. The HIV activity was closed in December 2010 due to changes in corporate strategy. This is further discussed in the next section.

### **2.1.2 Coherence with WFP corporate strategy**

57. The PRRO has been designed to support Millennium Development Goal (MDG) 1: Eradicate extreme hunger and MDG 4: Reduce child mortality. It is

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<sup>72</sup> *Hashar* is the traditional system of communal work where community members work for free to maintain, rehabilitate or construct small community assets.

<sup>73</sup> Government of Tajikistan (2012) Demographic and Health Survey, and <http://www.who.int/nutgrowthdb/about/introduction/en/index5.html>

<sup>74</sup> UNICEF (2009) Micronutrient Deficiency Survey & the Demographic and Health Survey (2012).

<sup>75</sup> The HIV activity was implemented from 2007-2010 during PRRO 106030.

also in line with the WFP Strategic Plan and Strategic Objectives (2008-2013), with each of the activities within the PRRO coherent with at least one of the WFP Strategic Objectives (Annex 15). The PRRO is also in line with the WFP Nutrition Policy (2012), the WFP HIV/AIDS Policy (2010) and the WFP Gender Policy (2009).

58. The WFP Nutrition Policy (2012) recognizes that WFP is part of a global, multi-stakeholder effort to achieve an integrated and comprehensive response to undernutrition. The five priority areas of the Nutrition Policy can be found in Annex 16. A specific objective of the PRRO was to reduce acute malnutrition, which is consistent with SO1. Tajikistan has a medium prevalence of chronic malnutrition (stunting) and addressing it falls under WFP SO4: chronic hunger and undernutrition. Following the review of programme classification (2010), activities under SO4 cannot be addressed through a PRRO due to their long-term nature.<sup>76</sup> The CO is currently expanding their nutrition focus outside the PRRO through collaboration with UNICEF and the Government of Tajikistan. WFP is currently aligning with nutrition initiatives such as Scaling up Nutrition (SUN)<sup>77</sup> the country-led approach Renewed Efforts for Ending Child Hunger and undernutrition (REACH),<sup>78</sup> local flour fortification, and salt iodization. The Government signed up to the global Scaling Up Nutrition Initiative in 2013, which provides a starting point for an increased focus on addressing malnutrition and meeting MDG goals. WFP has a SUN focal point person to ensure that nutrition remains high on both the government's and WFP's agenda. These activities do not fall within the scope of this evaluation but indicate a potential future direction for WFP.
59. WFP is also involved in discussions with the Government to include indicators such as Household Dietary Diversity Score (HDDS) into the Demographic and Health Surveys. All these activities are coherent with the WFP Nutrition Policy of placing greater focus on nutrition across operations, and the direction of other nutrition actors in Tajikistan such as UNICEF and the World Bank.
60. The FFA activities of the PRRO correspond to SO3: to restore and rebuild livelihoods.<sup>79</sup> As a community-based activity FFA helps to build the most appropriate social and economic infrastructure to support livelihoods and put communities in a better position to cope and adapt to shocks.
61. The WFP Gender Policy (2009) recognizes that gender inequity is a major cause and effect of hunger and poverty.<sup>80</sup> As a result, WFP strives to promote gender equity and the empowerment of women through policies, programmes and actions. The priority areas of action can be found in Annex 17. The PRRO has incorporated the gender policy by ensuring gender disaggregation of project data, introducing specific gender indicators to the log frame, and having a gender-sensitive approach in all activities of the program. Across all activities, women were encouraged to take leadership positions in local food

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<sup>76</sup> In 2010 WFP categorized the activities that can be addressed under a PRRO. Activities that fall under SO4 are now implemented under specific development (DEV) programmes due to their long-term nature.

<sup>77</sup> More information on the SUN initiative can be found in

Annex 19.

<sup>78</sup> REACH partnership, endorsed in 2008 by the heads of agencies of FAO, WHO, UNICEF and WFP, promotes a holistic approach to tackling undernutrition, with a view to helping governments plan, prioritize and manage inter-sectorial nutrition activities among multiple stakeholders. More information can be found in Annex 20.

<sup>79</sup> WFP Strategic Plan (2008-2013), Executive Board Annual Session, Rome 9-12 June, 2008, 19 May, 2008, P 14.

<sup>80</sup> WFP Gender Policy (2009), p. 5.

management committees, where they often made up half the membership. Women were also made the food entitlement holder where possible. In addition, the outputs of some of the FFA projects are expected to ease the workload of women in the long term.<sup>81</sup> This included installing water sources closer to home and the provision of local income generating opportunities such as orchards. All these actions are coherent with the WFP Gender Policy.

### **2.1.3 Coherence with government policies**

62. The PRRO aligns with a number of the Government of Tajikistan's policies related to poverty reduction, development, disaster risk management, food security, and nutrition and health.
63. The emergency response activity of the PRRO is in line with the National Disaster Risk Management Strategy.<sup>82</sup> WFP is a member of REACT; a group established by the UN Office for the Coordination of Humanitarian Affairs (OCHA)<sup>83</sup> and chaired by the Committee of Emergency Situations (CoES), whose goal is a rapid, joint response to emergencies. When emergencies occur the REACT team, including WFP, assesses the situation and determines the required response. WFP use these assessments as the basis for their emergency response planning.<sup>84</sup> WFP food assistance to the affected communities complements the response provided by local authorities and other REACT members.
64. In 2007 the government released a National Development Strategy (NDS) to define the state's priorities and actions for the five-year period to 2015.<sup>85</sup> Under the NDS, poverty reduction, food security and nutrition were identified as priority development areas. Within the framework of the NDS, the government developed a Food Security Strategy, a Poverty Reduction Strategy (PRS) and a National Food Security Programme (NFSP). The NDS was also the basis for the development of standards for the fortification of flour and the production of iodized salt within Tajikistan. These efforts are in line with the state policies addressing malnutrition, particularly among children.
65. WFP partners with the MoH, UNICEF and WHO to implement activities to reduce malnutrition. The Government of Tajikistan has a number of relevant nutrition laws<sup>86</sup> and nutrition-sensitive policies and plans to guide programming. In addition, the government is currently in the process of finalizing a Nutrition and Food Safety Strategy, which prioritizes improving Infant and Young Child Feeding (IYCF), strengthening nutrition monitoring and surveillance, and strengthening inter-sectoral collaborations on nutrition, amongst others. The full list of relevant nutrition legislation can be found in Annex 23 and the draft priorities of the nutrition strategy can be found in Annex 24.
66. The Government mentions HIV and AIDS in a number of policies and strategies. The NDS states that the government wants to "slow the spread of

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<sup>81</sup> WFP PRRO project document, p.11.

<sup>82</sup> WFP, as a member of REACT signed the Statement of Common Understanding that supports the National Disaster Risk Management Strategy, the National Platform for Disaster Risk Reduction, and adheres to assistance in accordance with the Humanitarian Charter and Minimum Standards in Humanitarian Response.

<sup>83</sup> Rapid Emergency Assessment and coordinating Team, Tajikistan "REACT Statement of Common Understanding" Revised December 2013.

<sup>84</sup> For example - "Joint Rasht Regional REACT Assessment Report 18-19 May 2011 and WFP Project EMR 2011/01.

<sup>85</sup> Republic of Tajikistan (2007) National Development Strategy of the Republic of Tajikistan for the period to 2015. Dushanbe.

<sup>86</sup> Including laws on healthcare, reproductive health, breastfeeding, salt iodization and food safety.

HIV/AIDS...”<sup>87</sup> The Programme on Combating HIV/AIDS epidemic in the Republic of Tajikistan for 2011-2015 is built on successes of the previous program implemented during 2007-2010. The objective of the programme is aligned with MDG 6.<sup>88</sup> Major strategic fields of the program include: creating legal basis to ensure provision of universal access to services of prophylaxis, treatment, care and support primarily for the most vulnerable; promotion of ART, and treatment of opportunist diseases like tuberculosis; as well as the provision of social support to people living with HIV.<sup>89</sup>

67. The PRRO activities also contribute to the realization of the Strategic Programme for Climate Resilience (SPCR) by addressing the food needs of the most vulnerable groups of communities (VGF), by promoting community-based initiatives to restore or build local infrastructure (FFA) and by assisting the victims of emergencies (EMR).

68. The recently released Living Standards Improvement Strategy (LSIS) (2013)<sup>90</sup> focuses on improving public administration, ensuring sustainable economic development, and stimulating investments for strategic and priority aims. Within this framework, the government prioritizes food security through the development of the agricultural sector. It will also focus on strengthening social protection services and employment, development of the health care sector and ensure gender equality in access to education. The strategy also includes building capacities to support preparedness for natural disasters and the effective management of natural resources. The full list of Government priorities under this strategy can be found in Annex 25. The PRRO activities are in line with the LSIS by addressing poverty reduction and food security issues.

#### **2.1.4 Coherence with partners**

69. The WFP Strategic Plan and Strategic Objectives recognize that “partnerships are essential for WFP in order to accomplish its mission and achieve its objectives.”<sup>91</sup> In Tajikistan, WFP has significant collaboration and partnerships across all the PRRO activities including with government ministries, local authorities, United Nations agencies, international and national NGOs, and community organizations. The full list of WFP partners is in Annex 26.

70. The United Nations Development Assistance Framework for Tajikistan (UNDAF) 2010-2015 outlines UN support to the Government of Tajikistan. The UNDAF has four pillars: poverty reduction and governance, food security and nutrition, clean water, sustainable environment and energy, and quality basic services. The work of WFP under the PRRO is aligned with UNDAF Pillar 2: Food Security and Nutrition. WFP’s PRRO activities under Specific Objective 2<sup>92</sup> focus on “support or restoring food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies”. In the framework of this specific objective PRRO activities also contribute to the UNDAF Pillar 1: Poverty reduction and governance by providing target

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<sup>87</sup> Government of Tajikistan, National Development Strategy, p.36

<sup>88</sup> MDG6: (By 2015) to slow down and start tendency towards reducing spread of HIV/AIDS by providing universal access of the population to prophylaxis, treatment, care and support.

<sup>89</sup> Government of Tajikistan (2010) Programme on Combating HIV/AIDS epidemic in the Republic of Tajikistan for 2011-2015. p.6.

<sup>90</sup> Republic of Tajikistan (2013) Living Standards Improvement Strategy for Tajikistan for 2013-2015.

<sup>91</sup> Global WFP Strategy P.8, paragraph 13.

<sup>92</sup> Updated log frame, SO2, p.3.

communities opportunities to participate in food for work projects. A more detailed summary of the UNDAF pillars can be found in Annex 27. Overall, the design of the PRRO was appropriate for the context and was coherent with WFP, government and partner policies and actions.

**Summary: Appropriateness of the Operation**

Tajikistan is a highly disaster prone country that frequently experiences a range of disasters including floods, mudslides, avalanches and earthquakes. WFP has provided appropriate support, including timely disaster relief as well as inputs to rehabilitate or construct community assets that will reduce risks and protect livelihoods in the future.

Food insecurity is largely seasonal and has been appropriately supported by well-timed VGF and FFA interventions in targeted districts, which were well coordinated with local government. WFP’s understanding of food insecurity in Tajikistan has been enhanced by the comprehensive use of its FSMS and dissemination of results through Food Security Bulletins.

WFP supported the MoH to address malnutrition through targeted supplementary feeding programmes and therapeutic feeding centres in Khatlon, the region with the highest chronic and acute malnutrition rates in the country.

The design of the PRRO aligns well with key government policies and strategies and with the direction of other UN agencies. The PRRO is coherent with the WFP Strategic Plan (2008 – 2013) and is in line with important WFP policies including Nutrition (2012), HIV/AIDS (2010) and Gender (2009).

**2.2 Results of the operation**

71. The activities of PRRO 200122 have contributed to achievement of the operation’s objectives. A total of 334,371 beneficiaries have been supported with almost 12,000 MT of food items and \$149,790 in cash assistance over the course of the PRRO (Table 3). The provision of these inputs has contributed to the realization of objectives of the operation’s activities. A summary of the outcomes achieved is in

72.

73.

74. Table 4 below followed by a detailed description of the results from each activity.

**Table 3: Outputs achieved (2010-2013)**

	Target	Actual	% Actual vs. Planned
<b>Total beneficiaries</b>	356,000	334,371	93.9%
<b>Inputs provided:</b>			
In-kind food assistance	20,789 MT	11,914 MT	57.3%

Cash	\$136,500	\$149,790	109.7%
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**Table 4: Summary of outcomes achieved**

Activity	Outcome Indicator	Baseline value	Latest result
<b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b>			
EMR	Nil	Not measured	Not measured
VGF	% HHs with borderline or acceptable FCS	DRD: 100% <sup>93</sup> Khatlon: 50.4%	DRD: 100% Khatlon: 99.3%
Cash pilot	% HHs with borderline or acceptable FCS	42%	60%
T-SFP	% Children recovered	99.8%	99.9%
<b>Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations</b>			
FFA	CAS	80%	100%
<b>Strategic Objective 5: Strengthen the capacity of countries to monitor food security</b>			
Capacity building activities	NCI	9	13

### 2.2.1 Results by activity

#### **Emergency Response**

75. The PRRO includes discrete emergency responses (EMR) implemented under SO1 with the specific objective to help “meet the immediate food needs of victims of recurrent natural disasters”.<sup>94</sup> When disasters occur, local authorities are the first responders. Within 48 hours the REACT rapid response team, including WFP, conducts a comprehensive assessment identifying the needs of the affected population. This assessment is shared with United Nations and international agencies. The majority of food assistance for emergency response is implemented directly by WFP except in districts where NGO partners with sufficient capacity are already operational.

<sup>93</sup> The change in FCS for Rasht (DRD) was increased numbers of households into the “acceptable” food consumption category. Pre – distribution data: 78.2 percent borderline and 21.8 percent acceptable, compared with post-distribution: 12.7 percent borderline and 87.3 percent acceptable.

<sup>94</sup> WFP PRRO 200122 Evaluation Terms of Reference, p.7.

WFP conducts food distributions in collaboration with NGOs and local authorities.

76. EMR activities targeted disaster affected communities with a verified food needs such as crop loss, food stock loss, or those whose livelihoods, nutrition or food security status were affected. Based on the previous PRRO, WFP expected to provide assistance to 10,200 people during PRRO 200122.<sup>95</sup> Fortunately however, there were fewer emergencies than expected, and in total, only five emergency response operations were implemented in Sughd, Rasht and GBAO Regions covering 3,228 people (31.6 percent of planned).<sup>96</sup> The selection of beneficiaries was based on a system of categorizing the level of impact on the victims of disasters. Meetings with local authorities and beneficiaries confirmed that the households most affected by the emergencies received aid. No information was available on the total number of people affected by the emergencies for some of the areas covered, so it is not possible to assess coverage. There is also no outcome data, such as Food Consumption Score for the EMR activities.

**Table 5: EMR beneficiaries**

Year	Total
2011	1,678
2012	1,106
2013	444
<b>TOTAL</b>	<b>3,228</b>

77. In all cases, the emergency response included a single distribution of food in the immediate aftermath of disaster (within one week). Four of the five EMR projects were in response to floods. The floods damaged homes and people lost their food stocks and livestock. All the floods occurred in late spring or early summer, resulting not only in loss of food stocks, but also the harvest of winter wheat or short cycle crops. In the case of Sughd Region, as well as providing household food rations, food assistance was provided as a part of a larger project implemented by a cooperating partner: child-friendly spaces for children from the flood-affected families. This assistance addressed the food needs of children affected by the flood and enabled parents to pursue clean up and disaster mitigation activities, knowing their children were safe. In addition to the EMR activities, some disaster preparedness and mitigation activities such as reinforcing riverbanks, and the raising of homestead above flood levels were implemented under FFA.

78. Emergency response beneficiaries made up less than one percent of the total PRRO beneficiaries. The ration provided to the EMR beneficiaries is shown in Table 6 with a total of over 70MT of food distributed under this activity (24.6 percent of planned), at a cost of US\$67,225.<sup>97</sup>

**Table 6: EMR Food ration<sup>98</sup>**

Wheat flour	Vegetable Oil	Pulses	Iodized Salt
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<sup>95</sup> WFP PRRO project document, p. 8.

<sup>96</sup> The full list of emergency response can be found in Annex 29.

<sup>97</sup> WFP finance database.

<sup>98</sup> WFP PRRO project document, p. 10 and project databases.



<b>EMR per person per day</b>	400g	15g	40g	5g
<b>EMR monthly family ration</b>	60kg	2.25kg	6kg	0.75kg
<b>TOTAL (MT)</b>	62.97 MT	2.36MT	6.30 MT	0.79MT

### **Vulnerable Group Feeding (VGF)**

79. VGF is designed to respond to the seasonal food insecurity experienced by the rural population: in December-January, and March-May. The activity is implemented under SO1, with the specific objective to “protect the livelihoods of food insecure households affected by recurrent shocks through vulnerable group feeding.” Seasonal VGF provides households with additional food during times of income shortages. If implemented in a timely way, it can prevent households from adopting negative coping strategies, including the sale of productive livelihood assets.
80. The specific locations to be targeted are determined twice a year through the FSMS and IPC processes. As a result, during the PRRO implementation period, the locations of VGF projects have changed with each round of distribution. Only one region (Rasht) was identified as food insecure throughout the PRRO, with households receiving assistance twice a year for multiple years.
81. Household targeting selection criteria for VGF (and FFA) were initially determined on the basis of the findings of an Emergency Food Security Assessment (EFSA) in 2008.<sup>99</sup> In addition, calculations of the cost of a minimal food basket (equivalent to 2,250 kcal) in January 2009 showed that 95 TJS per person, per month was needed to meet basic food needs.<sup>100</sup> This amount was then included in beneficiary selection criterion (Table 7).

**Table 7: VGF Targeting Criteria**

<ul style="list-style-type: none"> <li>• Households earning less than 95 TJS<sup>101</sup> per member per month</li> <li>• Households owning less than 0.2 ha</li> <li>• Households owning less than 6 animals in total</li> <li>• Households without any operational productive asset</li> </ul>
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82. The selection of beneficiaries for VGF targeted households in need of regular food support. Targeting was done in collaboration with local government representatives who then produced a list of VGF beneficiaries based on WFP criteria.
83. The ET found that community leaders had poor knowledge of the specific WFP beneficiary selection criteria. Instead, they used their own community knowledge to determine who was most in need of food assistance at the time. The most commonly cited criteria included:
- Households without “sufficient income” or support from remittances
  - Elderly people living alone
  - Households with more than 10 family members
  - Households with multiple children

<sup>99</sup> Government of Tajikistan, WFP, FAO and UNICEF (2008) A Joint Food Security, Livelihoods, Agriculture and Nutrition Assessment, April/May 2008.

<sup>100</sup> FAO (2009) Special Report – Crop and Food Security Assessment Mission to Tajikistan, October 2009.

<sup>101</sup> In 2010 and 2011, the criterion was 93TJS per person per month. This increased to 95 TJS in 2012.

- Presence of a disabled, invalid or sick person in a household
- Lack of livestock (only in some locations)
- Lack of “adequate land” for agriculture (only in some locations)

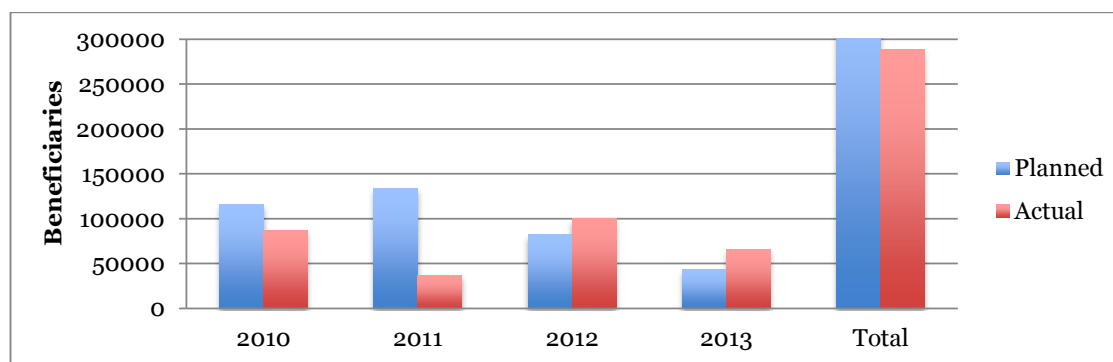
84. In practice, WFP have verified beneficiaries according to the community specific criteria, and not the WFP criteria per se, as staff are aware that different communities used different criteria. The ET found that the most vulnerable households were included in the VGF beneficiary lists as the *mahala* committees were better placed to identify appropriate, location-specific beneficiary selection criteria. The ET also found that some of the WFP criteria were not contextualized or out of date. For example, the criteria of owning less than 0.2ha would include almost all households in some mountainous locations. The income level of 95TJS per household member per month was established in 2008 and was too low by the end of the PRRO.<sup>102</sup>

85. VGF was the largest activity of the PRRO, making up 86.4 percent of the total beneficiaries. Out of the planned 306,200 beneficiaries, a total of 289,028 beneficiaries were reached (94.4 percent of planned); just over half (53 percent) were female (Table 8). An unusually long and harsh winter in late 2012 resulted in increases in the number of VGF beneficiaries.

**Table 8: VGF Beneficiaries (actual)**

	Men	Women	Male 5-18	Female 5-18	Boys <5	Girls <5	TOTAL
<b>2010</b>	19,770	23,850	15,607	15,730	5,935	6,412	87,304
<b>2011</b>	8,689	10,723	5,846	6,537	2,088	2,466	36,349
<b>2012</b>	29,438	33,994	12,976	13,108	5,023	5,193	99,732
<b>2013</b>	20,008	22,939	7,781	7,864	3,669	3,382	65,643
<b>TOTAL</b>	77,905	91,506	42,210	43,239	16,715	17,453	289,028

**Figure 4: Planned vs. Actual VGF beneficiaries (2010-2013)**



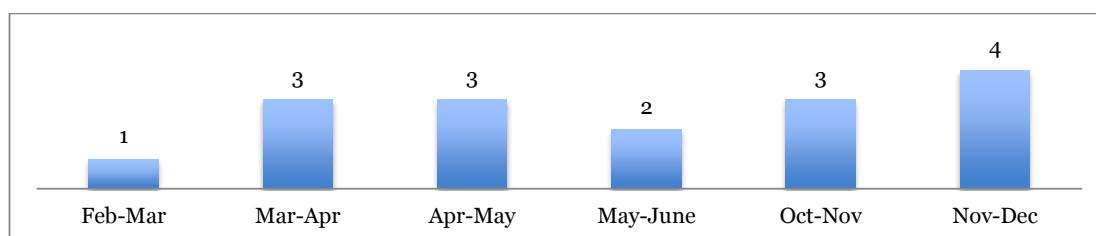
Source: Compiled from WFP Standard Project Reports 2010-2013

86. A total of 16 VGF distributions were implemented over the course of the PRRO, designed to coincide with the start of the lean seasons. In most locations, VGF beneficiaries and local governance reported that the food delivery was done

<sup>102</sup> The WFP FSMS Bulletins show that the cost of the minimum food basket increased from 95TJS at the start of the PRRO, to 130 TJS by May 2011. The minimum level of pensions and allowances also increased during the same period to between 120 and 150 per month.

without delays, according to the plans made between WFP and local authorities. However, Figure 5 shows that there were two late distributions in May-June, and three early distributions in October-November. In late 2012, there was a break in the vegetable oil pipeline, which resulted in beneficiaries in Rasht valley receiving their rations in early 2013. This was too late for the winter lean period, and too early for spring, and therefore the food did not address the seasonal food gap as intended.

**Figure 5: Number of VGF distributions done by month**



87. WFP provided PRRO beneficiaries with a ration of fortified wheat flour, enriched vegetable oil, pulses and iodized salt. Each VGF beneficiary was provided a two-month food ration based on family size (

88. Table 9). Beneficiaries were satisfied with the quality of the food provided, especially the high quality wheat flour. Many households reported mixing the WFP flour with local flour in order to extend the life of the WFP flour. The ration provided to VGF beneficiaries can be seen in

89. Table 9. In total, over 6,859 MT (48.7 percent of planned) of food was distributed under this activity, at a cost of US\$4,266,193.

**Table 9: VGF Ration**

	Wheat Flour	Vegetable Oil	Pulses	Iodized Salt
VGF per person per day	400g	15g	40g	5g
Household ( $\leq 3$ members)	50kg	2.76kg	6kg	1kg
Household ( $> 3$ members)	100kg	4.60kg	12kg	1kg
<b>TOTAL food provided through VGF (MT)</b>	<b>5,869.7 MT</b>	<b>221 MT</b>	<b>707.4 MT</b>	<b>62 MT</b>

90. Outcome data was not collected for VGF distributions until 2011 when the Food Consumption Score (FCS)<sup>103</sup> was introduced. There is no livelihood related outcome data such as a coping strategies index, household debt or sale of assets with which to show protection of livelihoods. Instead, the outcome is a proxy measure of food access. Table 10 shows two examples of WFP pre- and post-VGF distribution data related to changes in FCS. Limited data is available, but what data there are, shows that VGF food resulted in an improvement in FCS, with households having greater dietary diversity on a more regular basis. Post-VGF distribution, more households reported an acceptable (Rasht) or borderline (Temurmalik) FCS than before the distribution. Beneficiaries also reported that VGF food played an important role in ensuring food security during the lean seasons, thereby corroborating the FCS data.

<sup>103</sup> FCS is a composite score of dietary diversity (number of food groups consumed) and frequency of consumption.

**Table 10: Change in Food Consumption Scores (FCS) pre- and post- VGF distribution**

Region	District		Food Consumption Score		
			% Poor	% Borderline	% Acceptable
DRD	Rasht	Pre- distribution: Nov 2011	0	78.2	21.8
		Post- distribution: Dec 2011	0	12.7	87.3
Khatlon	Temurmalik	Pre-distribution: March 2013	49.6	50.4	0
		Post-distribution: April 2013	0.7	96.4	2.9

91. It is important to note, however, that there are still groups within communities which are highly vulnerable (e.g. poor elderly, single mothers with multiple children, etc.) who have no extra help or support coming from government or social networks. The completion of VGF has left some vulnerable households without any support. The current design of FFA does not enable some households to easily participate and as a result, some households are likely to ‘fall through the cracks’. This is further detailed in the section on Food for Assets.

### **The Cash Pilot Project**

92. In 2008, WFP conducted a feasibility study<sup>104</sup> on the possibility of using cash or vouchers to provide food assistance as WFP’s transitioned from food aid to food assistance.<sup>105</sup> The study identified opportunities to use cash or voucher programming, however there was limited experience in the country on how to implement such programmes. In addition, the initial cost calculations indicated that provision of a cash equivalent to WFP food rations would be more expensive when maintaining the same overhead costs for cash/voucher distributions minus transport. At the time, based on WFP market price data and WFP food import costs, the cost for distributing imported (wheat, pulses, veg oil) or locally purchased (sugar, salt) foods by WFP was approximately 82 percent of the market prices.<sup>106</sup> Primarily as a result of this last finding, the idea of cash assistance was shelved until 2012. In late 2012, WFP received funding from ECHO, proponents of cash programming, and decided to conduct a pilot project to test the use of cash as a modality for providing food assistance.

93. During January 2013 1,426 VGF households (4,928 beneficiaries) received a one-off cash transfer of 500TJS instead of in-kind food assistance (Table 11). This was the equivalent of a two-month WFP food ration with some allowance for increasing food prices between the time of the assessment and the time of distribution. The proportion of men and women who collected the cash has also been recorded (Annex 32). Fifty-seven percent of the beneficiaries were

<sup>104</sup> WFP (2008) Assessment of feasibility of cash/voucher options. October 2008.

<sup>105</sup> WFP (2010) Revolution: From Food Aid to Food Assistance. Innovations in overcoming hunger. WFP, Rome.

<sup>106</sup> WFP (2008) Assessment of feasibility of cash/voucher options. October 2008.

female (girls and women) while 54percent of the main entitlement cardholders were female. However, women made up only 41 percent of the leadership positions in the committees responsible for the project.

**Table 11: Cash pilot beneficiaries (actual)**

	Men	Women	Male 5-18	Female 5-18	Boys<5	Girls<5	TOTAL
<b>2013</b>	1,434	2,070	628	637	74	85	4,928

94. The ration was valued at US\$10.50 per person per month, based on the WFP in-kind ration at local market prices.<sup>107</sup> The cash value was also based on an average of five household members, giving a total transfer of US\$105 per family.<sup>108</sup> The cash transfer included an allowance of US\$0.50 (2.5TJS) for transport to collect the cash transfer.<sup>109</sup>
95. Ayni District was selected for the cash pilot because it was a WFP priority district within Sughd Region. The 11<sup>th</sup> Round of FSMS (April 2012) indicates Ayni as an area designated as a first priority for food security interventions.<sup>110</sup> Ayni has functioning and accessible markets, the district is accessible all year around, there are functional financial institutions, and there is the opportunity to monitor cash activity from both the CO and Sughd SO. All these factors made Ayni District an appropriate candidate for the pilot project.
96. A review in 2013 of the cash transfer pilot<sup>111</sup> found that the cash distribution process had gone smoothly, with beneficiaries able to access their transfer easily and efficiently at the bank branches. The ET was able to confirm this through interviews with bank staff and beneficiaries. Both the bank and WFP staff was satisfied with the process, and were able to distribute to all households in the agreed timeframe. The only complaint from beneficiaries was that they incurred transport costs during the cash distribution that would not have been present with food distribution. In total 11percent of the PDM sample reported paying transport costs to the bank of between 10-60TJS depending on the location of each village.<sup>112</sup>
97. The cash pilot project was implemented as part of VGF and no new objectives or results are documented. The assumption of the project was that the cash transfer would be used to purchase food items at the convenience of the household, although beneficiaries were provided with the transfer without condition. During February 2013, a total of 383 (27 percent) households were visited and post-distribution monitoring was conducted. All the sampled households confirmed receipt of 500TJS from AgroInvest Bank.
98. The outcome monitoring of the cash project is based on household spending of the cash transfer (Figure 6) and changes in Food Consumption Score (Table 12). Overall, 88 percent of beneficiaries reported spending a part of the cash transfer on food. The average spend on food was 254TJS, with 10percent (52TJS) of the transfer remaining unspent for use the following month. Figure 6 shows that in addition to food, beneficiaries used the transfer to pay for other

<sup>107</sup> WFP (2012) WFP Tajikistan Transfer Modality Review - DRAFT, June 2012.

<sup>108</sup> In October 2012, the exchange rate USD to TJS was 4.76. US\$105 was equal to 499.80 TJS.

<sup>109</sup> WFP (2012) WFP Tajikistan Transfer Modality Review, DRAFT, June 2012.

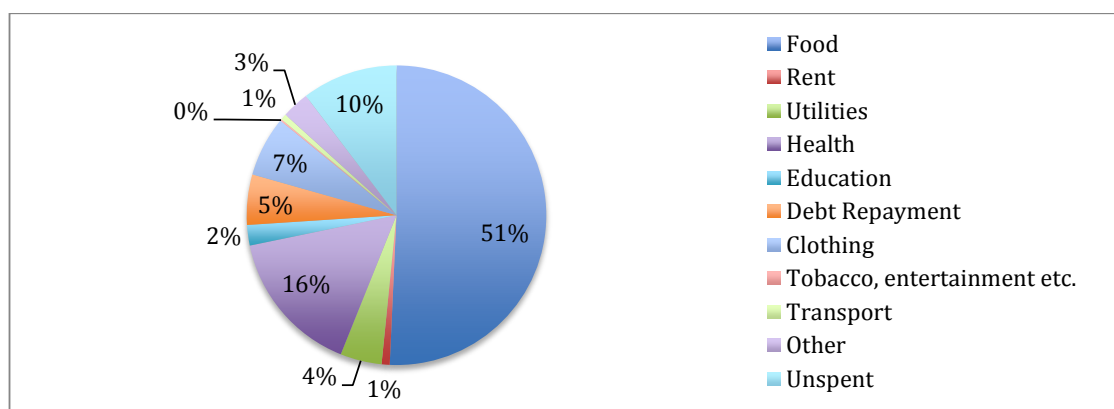
<sup>110</sup> WFP (2012) FSMS Round 11: Food Security Status in March 2012 (MAP).

<sup>111</sup> WFP (2013) Review of Cash Transfer Pilot Project.

<sup>112</sup> Based on ET review of the cash pilot project data.

items including electricity, health or medical costs, education, clothes and debt repayment.

**Figure 6: Spending of the 500 TJS cash transfer**



Source: Compiled from WFP PDM Data, Cash Pilot Project, March 2013

99. The cash transfer contributed to improvements in the Food Consumption Score (FCS) of the cash beneficiaries when compared to other VGF beneficiaries who received in-kind food assistance.

100. Table 12 shows that before the cash project, more than half the beneficiaries had “poor” food consumption. Post-distribution monitoring shows that the proportion of households in both the ‘poor’ and ‘borderline’ food consumption group has decreased, and the proportion of households in the ‘acceptable’ category has increased from 12 percent to 32 percent, an improvement of 166 percent. Unfortunately there is no data on VGF beneficiaries provided with in-kind assistance for the same period so Table 12 should be interpreted with caution.

**Table 12: Change in food consumption category: VGF (cash) beneficiaries Ayni District**

	Food consumption score		
	% Poor	% Borderline	% Acceptable
<b>Pre-cash: Nov-Dec 2012</b>	58	30	12
<b>Post-cash: Feb 2013</b>	40	28	32
<b>Change</b>	-31%	-7%	166%

Source: WFP (2013) Review of pilot cash transfer project

101. The 2013 review also looked at the changes in household food consumption and dietary diversity and compared the cash beneficiaries to other VGF beneficiaries who received in-kind food assistance. The review found a significant increase in the consumption of cereals, milk, dairy products compared to the VGF group receiving in-kind food assistance (Figure 7).<sup>113</sup>

<sup>113</sup> WFP (2013) Review of Cash Transfer Pilot Project.

**Figure 7: Frequency of consumption (days per week) of VGF beneficiaries: post-cash vs. post-food**



Source: Amended from WFP (2013) Review of pilot cash transfer project

102. The post-distribution monitoring also shows that recipients were satisfied with the mechanism of cash distribution. Approximately 80 percent of sampled households reported a preference for cash in future, despite the need to pay for transport to collect the cash.

103. In addition, throughout the evaluation, the ET asked beneficiaries their preference between cash and food. The findings indicate variation in preference across communities largely based on gender and distance to market:

- Women: In locations close to markets, women expressed a preference for cash in order to purchase food items and meet other household needs. Women also felt that the WFP wheat flour was of very good quality that could not be purchased in the local market; therefore a mix of wheat flour and cash would be their preferred assistance.
- Men: Some men reported a preference for in-kind food assistance because it enabled them to easily share with family and friends, while others expressed a preference for cash, as it would enable them to buy seeds and other agricultural inputs. Men predominantly reported a preference for cash-for-assets over food-for-assets as the work for some project was long, and would provide the family with a source of income.
- Communities far from local markets or in areas where access to markets changed seasonally both men and women expressed a preference for in-kind food assistance.

104. Overall, the cash pilot project distributed US\$149,790 to beneficiaries. This was 109.7 percent of the planned cash amount. The cash pilot project has shown that cash is an appropriate and effective modality for food assistance in areas close to local markets. Women in particular, expressed preference for cash. This was partly because it enabled them to purchase important non-food items, in addition to food. Since the pilot project, no other cash-based projects have been implemented by WFP. This is due to the lack of unrestricted funding.

### **Food for Assets (FFA)**



105. FFA has been implemented by WFP in all four regions of the country through partnerships with local government authorities, NGOs and communities. FFA is implemented under SO 3 with the specific objective to “rebuild the livelihoods of shock-affected families through restoration and creation of sustainable community assets.”<sup>114</sup> The FFA activities are consistent with the government’s preference for conditional food assistance (FFA) or investment (cash or voucher-based assistance) to prevent dependency. This preference is highlighted in the National Development Strategy (2007-2015).<sup>115</sup>
106. The FSMS and IPC systems enabled WFP to identify the most food insecure districts and sub-districts (*jamoats*), and these locations have been prioritized for FFA activities. During the IPC process, representatives from the areas are made aware by WFP of the opportunities for submitting proposals for FFA activities.<sup>116</sup> However, in some FFA locations visited during the evaluation, proposals to WFP were only submitted as a result of chance meetings between local authorities and WFP staff, or other implementing partners. It is likely that some food insecure communities missed the opportunity to address their needs with WFP support.
107. The FFA selection process favoured communities with higher levels of awareness and stronger governance and was based on proposal submission by local governance or cooperating partners. In addition to food insecure locations, WFP prioritized projects in communities where technical quality assurance was available,<sup>117</sup> and where other partners were available to provide the necessary material, financial and technical support. This situation is understandable given the large geographic area covered and the limited number of WFP field staff.
108. WFP planned to start with support to 3,000 FFA participants in 2010 with a view to increasing FFA participation over time to 9,000 people in 2013. The total planned FFA participants were 24,000. Figure 8 shows that this plan was not fully realised, based primarily on a lack of available funding. Over the course of the PRRO, 20,211 people (84 percent of planned) have participated in 66 completed FFA<sup>118</sup> projects, and 16 projects that are still ongoing. These projects have resulted in the rehabilitation or construction of 120 discrete community assets.

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<sup>114</sup> WFP PRRO 200122 Evaluation Terms of Reference, p.10.

<sup>115</sup> Republic of Tajikistan (2007) National Development Strategy of the Republic of Tajikistan for the period to 2015. Dushanbe.

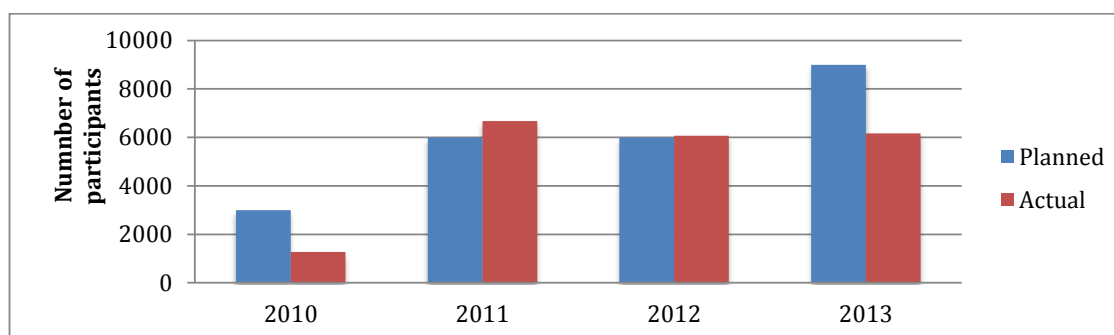
<sup>116</sup> Information was given to local authorities during the IPC process, or having contact with WFP sub-office staff during the course of the PRRO.

<sup>117</sup> Communities or partner agencies provided technical support to projects, including structural engineers and agronomists.

<sup>118</sup> During the evaluation (March 2014), the regional WFP offices were processing new proposals to be implemented during the 2014 extension year. There are 11 new FFA projects planned for 2014.



**Figure 8: Planned vs. Actual FFA Participants**



Source: Compiled from WFP Standard Project Reports 2010-2013

109. The VGF beneficiary lists also formed the basis of selection for households to participate in FFA activities. This would ensure that the most vulnerable households participated in work projects and therefore benefited from the food assistance. However, some projects required hard manual labour or skilled labourers only, so beneficiaries self-selected into FFA activities only if they had the necessary skills or labour capacity. In projects requiring unskilled workers, “light work” options were not consistently offered in all locations, nor was there due consideration for fewer working hours for time-poor households such as single parents. As noted, now that VGF has ended, it is possible that some households will become more vulnerable, as the current government social protection mechanisms are insufficient to meet household needs.

110. Project data shows that men made up 59 percent of the FFA participants (Table 13). During focus group discussions community members regularly reported that the food received through FFA was shared with other households to ensure that the most vulnerable households received food.

**Table 13: FFA participants (actual)**

FFA	Number of Participants	
	n	%
Women <sup>119</sup>	8,262	40.9%
Men	11,949	59.1%
<b>TOTAL</b>	<b>20,211</b>	

Source: Compiled from WFP Standard Project Reports 2010-2013

111. Most FFA projects were implemented over a four-month period (117 days), benefiting an average of 217 participants and their families. FFA participants (one per household) received a food ration based on the number of days they worked on the FFA project. In addition to the direct FFA beneficiaries (participants and their families), the FFA activity has indirect beneficiaries: household who use the completed assets.

<sup>119</sup> No children participated in FFA activities.

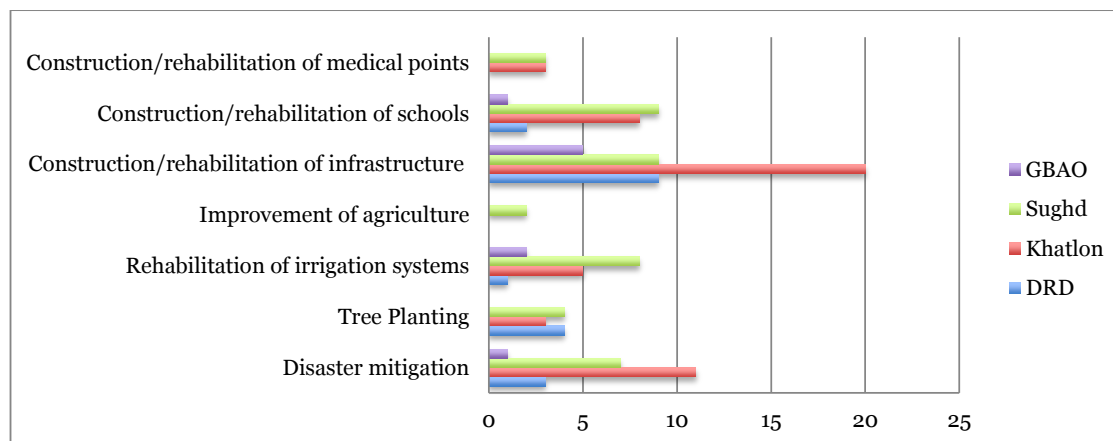
112. The ration provided to FFA participants can be seen in Table 14. In total, over 2,820 MT of food (71.7 percent of planned) was distributed under this activity, at a cost of US\$2,488,458.

**Table 14: FFA rations**

	Wheat Flour	Vegetable Oil	Pulses	Iodized Salt
FFA participants per day worked	2kg	75g	200g	25g
TOTAL food provided through FFA (MT)	2448 MT	93.5 MT	252 MT	28 MT

113. WFP prioritized projects with food security, livelihoods, education or nutrition and health outcomes. Figure 9 shows that the majority of FFA projects were implemented in Khatlon Region, an area regularly identified as food insecure and having the highest malnutrition rates. The range of projects undertaken include planting of orchards and forests, rehabilitation and construction of irrigation systems, bridges, medical points, roads, schools and school toilets, and disaster mitigation activities.

**Figure 9: Number of FFA activities by region**



Source: Compiled from WFP project database

114. Unlike VGF, FFA was not specifically timed to coincide with the two critical periods of food insecurity during the year.<sup>120</sup> Instead there was a continuous process of proposal acceptance, implementation and ‘payment’. In most cases, FFA food was delivered within one month of completion of all assets within the project.<sup>121</sup> For projects with multiple assets, beneficiaries had to wait for payment until all assets were completed in spite of the fact that the specific households had done their work.<sup>122</sup> This aspect of program design lessened the timeliness of the payment. At the time of the evaluation, 79 percent of the FFA projects had received their ‘payment’.

<sup>120</sup> The majority of FFA projects (65 percent) did however, receive their payment in December before the onset of winter.

<sup>121</sup> Some projects that took 6 months received one tranche of food assistance during implementation, and the final tranche at completion.

<sup>122</sup> In some cases, the delay in payment meant that men delayed their planned work in Russia, to ensure that food was provided for their household.

115. Other delays in payment were due to pipeline failure of certain commodities, and WFP waiting to deliver until they could provide all items. Food delivery was occasionally delayed because of road closure or other reasons outside WFP control. None of the FFA beneficiaries who had experienced food delivery or “payment” delays reported issues related to the late deliveries. Without exception, local governance and beneficiaries stated that when delivered, the WFP food was the always the correct quantity and the quality was very good.
116. The outcome indicator for FFA projects is a Community Asset Score (CAS).<sup>123</sup> This indicator was only introduced in 2012 under the Strategic Results Framework (SRF) and information is only available for 14 projects out of 82. Prior to that, FFA outcome monitoring was conducted five months after project completion. Monitoring noted whether the asset was rehabilitated or created and whether the asset was used.<sup>124</sup>
117. FFA is intended to improve the livelihood assets of communities. CAS measures the increase in “facility and infrastructure” assets that enable a community to begin restoring and rebuilding livelihoods.<sup>125</sup> CAS measures whether the assets are in place and used and maintained by the community. WFP corporate guidance stipulates a target of at least 80 percent of FFA projects resulting in an increase in CAS.<sup>126</sup> Of the 14 FFA projects for which there is data, 100 percent resulted in an increase. At baseline, there were three assets in place, two of which were partially functioning. After project completion, all 14 projects had fully functional assets in place. The full list of FFA projects and the changes in CAS can be found in Annex 36. The increase in CAS indicates that projects were complete, functioning and benefited at least half the community. Aside from CAS, there is no household income data or other indicators on which to base an evaluation of the impact on livelihoods.
118. Interviews with FFA participants noted that communities determined the assets to be created through FFA, and that WFP food was a motivating factor to complete important community projects. Interviewees noted that projects might have taken longer to complete if done by *hashar* only. The evaluation found that households were using the assets and communities were maintaining them through *hashar*, as they provided significant benefits related to improving livelihoods. This is consistent with SO3. Some examples include:<sup>127</sup>
- Households participating in the WFP/Forestry and Hunting Agency orchard planting projects were granted small plots of land for fruit tree production. The land was intercropped with short-cycle food or forage crops.
  - Construction of bridges made it easier to access, pastures, orchards, health services, markets, and schools, even when rivers flood.
  - Construction of additional classrooms enabled more children to attend local schools.
  - Communities cleaned and rehabilitated canals and irrigation facilities in DRD Region in the aftermath of floods and mudflows.

<sup>123</sup> A full description of the Community Asset Score can be found in Annex 34.

<sup>124</sup> The full list of the outputs of FFA activities can be found in Annex 35.

<sup>125</sup> WFP Community Asset Score Information Sheet.

<sup>126</sup> Refer to Community Asset Score Information Sheet in Annex 34.

<sup>127</sup> Information gathered from site visits and from FGD with beneficiaries, community leaders and local authorities.

- Roads and bridges provide safer and easier access to pastures or neighbouring community, irrigation provides improved production for household consumption and cash crops.
- Access to new pastures and the establishment of new orchards all contribute to improved livelihoods of the families.
- School orchards provided an opportunity for education on horticulture and nutrition, and generated both food and income for the school.
- Riverbank strengthening with stones (by women) through FFA in Temurmalik prevented flooding the following year.

### **Supporting national capacities to monitor food security and shocks**

119. The PRRO contributes to SO5 with a specific objective to “support the Government in further developing national capacities to monitor food security and shocks”. The key activities under this objective are the collection of the WFP food security monitoring data and IPC, and WFP’s ongoing role in advocacy on food security issues.

120. WFP regularly collects and analyses household survey data to produce a Food Security Bulletin. WFP also leads the Integrated Food Security Phase Classification (IPC) process and produces maps that identify the most food insecure locations and provides a 6-month forecast of food security.<sup>128</sup> WFP also works closely with local authorities to collect data and include government representatives from all levels in the IPC process. WFP has a long-term vision of handing over these food security monitoring tools to the government. The FSMS and IPC household data complements the macro-level crop production data collected by the Ministry of Agriculture’s crop production data through the Food Security Information System (FSIS) project.<sup>129</sup>

121. In addition to the specific food security monitoring activities, WFP has sought to use its position and considerable national network to engage in a range of activities in support of policy development. This has been an appropriate and effective use of WFP’s technical knowledge and expertise and is appreciated by the government and development partners alike. Since 2009 WFP has led the Food Security and Nutrition Sectoral Group (FSNSG), which provides an action-oriented forum for development and humanitarian partners to exchange information on food security and nutrition in Tajikistan. The group has a focus on policy, programme and activity coordination. In particular, the FSNSG helps ensure coherent, coordinated and integrated preparedness and response activities in relation to food security and nutrition.

122. WFP has recently taken over the lead on the Food Security Initiative<sup>130</sup> through the Development Coordination Council (DCC).<sup>131</sup> In its new role, WFP will be responsible for continuing efforts to integrate issues of nutrition and food accessibility into the national food security concept. The Government currently views food security from a macro perspective, and focuses on “food availability,” encouraging agricultural production. More work is needed by WFP and food security partners to ensure issues around food access, and food

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<sup>128</sup> The full list of food security monitoring outputs produced by WFP can be found in Annex 30.

<sup>129</sup> A summary of the FSIS Project can be found in Annex 21.

<sup>130</sup> WFP took over the leadership from FAO in 2014.

<sup>131</sup> The role of the DCC is to improve the efficiency and effectiveness of its members’ development activities in Tajikistan and ensuring that agencies cohere with the NDS.

utilization and stability<sup>132</sup> are appropriately included within government policies. These issues are currently addressed within the National Food Security Strategy, the objectives of which can be found in Annex 22.

123. Through the FSNSG and the DCC, WFP has provided ongoing technical support to the government ministries responsible for food security. Before 2011, the Ministry of Economic Development and Trade (MoEDT) was responsible for coordination of issues related to Food Security. Since 2011, that responsibility was shifted to the Ministry of Agriculture (MoA). Under the MoA a Food Security Council has been established to address the issues of food security and coordinate the work of other relevant ministries in this sphere. Together with FAO, WFP is working on building technical capacity of relevant MoA staff to monitor the food security situation in the country as well to promote inclusion of nutrition issues into the concept of “food security” currently adopted by the MoA.

124. The capacity building objective under SO5 is measured by the National Capacity index (NCI).<sup>133</sup> The NCI is a qualitative score that is determined during an annual workshop of WFP CO staff. The NCI measures progress of five standards against benchmarks, including policy frameworks, stable funding and budgeting, institutional capacity, programme design and implementation, and community participation and ownership. Since its introduction in 2011, the NCI has continued to increase from its baseline (Table 15), largely as a result of the ongoing advocacy and training efforts of government representatives by WFP. However, it is important to note that NCI is a subjective indicator, determined during a workshop with WFP CO staff each year. The corporate target for WFP is an NCI score above 15 in 50 percent of WFP-supported programmes. At the moment, this level has not been reached.

**Table 15: Changes in National Capacity Index, 2011-2013**

	2011	2012	2013
NCI	9	11	13

### **Nutrition and Health Activities**

125. WFP provided support to MoH-implemented nutrition programmes in Khatlon Region including two therapeutic feeding centres (TFC), and 88 supplementary feeding centres (T-SFP).<sup>134</sup> WFP also directly implemented blanket supplementary feeding (B-SFP) for children 0-2 years in locations targeted for VGF in 2012/13. In total, WFP have provided nutrition and health support to 22,625 beneficiaries, primarily children reaching 44.1 percent of the planned nutrition and health beneficiaries (

126. Table 16).

<sup>132</sup> Food stability, a term used by the Government of Tajikistan in the Food Security Strategy, refers to the seasonal nature of food insecurity. Ideally, people should be food secure through all seasons.

<sup>133</sup> NCI scores range from 5-20.. Each standard is rated as absent, weak, or strong. More information on the NCI can be found in Annex 31.

<sup>134</sup> The 88 Supplementary Feeding Centres include 34 medical centres and 10 health centres in Kulob and 44 health centres in Shahrituz.

127. Beneficiary targets were not met for these activities primarily due to lack of funding. Planned nutrition support to pregnant and lactating women (PLW) could not be started, and the planned B-SFP was significantly reduced. In addition, the HIV activity was discontinued three months into the PRRO to comply with corporate guidance on programme activity classification. In addition, none of these three activities reported any outcome indicators so it is not possible to measure their impacts. Targeted supplementary feeding was therefore the only nutrition activity implemented throughout the PRRO as originally planned.

**Table 16: Planned vs. actual nutrition and health beneficiaries**

Activity		Planned		Actual		% Achieved
		Male	Female	Male	Female	
<b>TFC: Children 0-5 with severe acute malnutrition</b>	Period	Oct 2010-Dec 2013		Oct-Dec 2010		
	Beneficiaries	1,925	1,925	5	6	0.3%
	Total BNF	3,850		11		
<b>T-SFP: Children 0-5 with moderate acute malnutrition</b>	Period	Oct 2010-Dec 2013		Oct 2010-Dec 2013		
	Beneficiaries	13,175	13,175	7,204	7,062	54.1%
	Total BNF	26,350		14,266		
<b>B-SFP: Children 0-2</b>	Period	Oct 2010-Dec 2013		Two distributions only in 2012/13		
	Beneficiaries	6,887	6,888	4,229	3,795	58.3%
	Total BNF	13,775		8,024		
<b>PLW: Nutrition support to pregnant and lactating women</b>	Period	Oct 2010-Dec 2013		NIL		
	Beneficiaries	0	6,375	0	0	0%
	Total BNF	6,375		0		
<b>HIV patients</b>	Period	Oct 2010-Dec 2013		Oct-Dec 2010		36%
	Beneficiaries	536	436	196	128	
	Total BNF	972		324		
<b>TOTAL BENEFICIARIES</b>		<b>22,523</b>	<b>28,799</b>	<b>11,634</b>	<b>10,991</b>	<b>44.1%</b>
		<b>51,322</b>		<b>22,625</b>		

Source: Compiled from WFP SPR's 2010-2013 and Summary nutrition project statistics

### 1. Therapeutic Feeding Centres (TFC)

128. Malnourished children under 5 years, whose weight-for-height is between -3 and -2 Z scores (severe acute malnutrition) are admitted to two TFCs in Khatlon Region run by the MoH in Kulob and Shahrituz Districts. In the TFCs, the MoH implements World Health Organization (WHO) protocols for the treatment of severe acute malnutrition (SAM) with support from UNICEF.

Prior to 2011, WFP provided food for Phase II of the children's treatment, and food for the child's caregiver. From 2011 however, the MoH began implementing a new protocol that dictated caregivers would no longer receive food, and children would be provided with PlumpyNut during Phase II (from UNICEF) instead of requiring WFP food items. WFP food support was therefore no longer required. As a result, WFP have provided support to 11 children and their caregivers during the three-month period October – December 2010. This was 0.3 percent of the beneficiaries originally planned.

## **2. Blanket Supplementary Feeding (B-SFP)**

129. The WFP Right Food at Right Time approach<sup>135</sup> indicates that malnourished children should receive a fortified, blended food (Super Cereal Plus)<sup>136</sup> for both T-SFP and B-SFP activities. However, this is an expensive commodity and the lack of operational funding meant that B-SFP was implemented only when funding allowed. A one-time donation from Luxemburg<sup>137</sup> made it possible to provide B-SFP during two VGF distributions in 2012/13. In addition to the VGF ration, households with children less than 2 years received 9kg of Super Cereal Plus (two-month ration) per child.<sup>138</sup> In total, 8,024 children were assisted through B-SFP (58.3 percent of planned). Nutrition support to pregnant and lactating women was not started as originally planned due to the shortfall in funding.

130. B-SFP is generally considered a short-term, emergency measure in situations of high global acute malnutrition (GAM)<sup>139</sup>, or when acute malnutrition increases seasonally, as is the case in Tajikistan. However, the programme is expensive and should ideally be implemented for 3-6 months in locations experiencing food insecurity. To prevent acute malnutrition the programme must be implemented in a predictable manner, at critical times. There is no post-distribution monitoring data to allow any evaluation of the impact. In addition, it was difficult to locate B-SFP beneficiaries to be interviewed due to the geographic spread of locations. However, the few beneficiaries that were interviewed<sup>140</sup> indicated that the B-SFP ration was shared among all the children in the household and in some cases, the adults, reducing the potential impact of the B-SFP. Overall, the implementation of B-SFP has not been as successful as it could have been because it lacked funding to procure the correct food commodity.

## **3. Targeted Supplementary Feeding (T-SFP)**

131. Targeted supplementary feeding (T-SFP) is implemented through health centres run by the MoH. Malnourished children under 5 years, whose weight-for-height is between -2 and -1 Z scores (moderate acute malnutrition) are admitted into the T-SFP in order to prevent further deterioration of their malnutrition status. This activity has been appropriately prioritized due to the mortality risks associated with acute malnutrition. Children are identified through screening during visits to the health centres or through regular outreach visits by the medical staff. In total, 14,266 children were admitted

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<sup>135</sup> WFP (2012) Nutrition at the World Food Programme – Programming for specific nutrition interventions.

<sup>136</sup> Super Cereal Plus is a wheat and soy based product, fortified with micronutrients.

<sup>137</sup> Donation of US\$123,305.

<sup>138</sup> Admission to the programme is not determined by nutritional status.

<sup>139</sup> GAM >15 percent or GAN10-14 percent with aggravating factors.

<sup>140</sup> n=7.

into the T-SFP between October 2010 and December 2013 (54.1 percent of planned).<sup>141</sup>

132. Lack of operational funding meant that beneficiaries were not provided with the optimal food commodity for the activity: Super Cereal Plus. Instead, children received a ration consisting of wheat flour, oil and sugar, pre-mixed into individual rations, with instructions for the caregiver on how to prepare porridge. Pre-mixing was done daily by MoH staff and the pre-mix was delivered daily to the health centres implementing T-SFP. When interviewed, MoH food preparation staff were able to correctly describe the process and proportions for preparation and storage; their detailed description was in line with the protocols. The ET found that it was an appropriate decision by WFP to continue with the T-SFP despite the absence of Super Cereal Plus because of the importance of the programme in reducing mortality.
133. In addition to the support provided by WFP, the health centres receive support from UNICEF including anthropometric equipment such as scales and height boards. The activity also benefits from the dedication of the MoH staff, who regularly conduct field visits and follow up with the households and children under their care. The World Health Organization (WHO) and UNICEF also provide training to MoH staff on the causes of malnutrition, growth monitoring, and treatment of acute malnutrition as well as information on maternal and child health including appropriate infant and young child feeding, the benefits of breastfeeding, and production of local complementary foods. This information is passed onto mothers during health centre visits.
134. The T-SFP is the most appropriate activity for reducing acute malnutrition, and has been successful at treating moderate acute malnutrition (MAM) and preventing deterioration of malnutrition status. Table 17 shows that out of the 12,647 children that were discharged from the T-SFP programme where more than 99.4 percent recovered. In addition to being the appropriate treatment for acute malnutrition, the food proved to be a good motivator to encourage women to bring their children to the health centres for monitoring, and most children remained in the programme until discharge. Health centre records indicate that less than 0.5 percent of patients defaulted, absconded or was transferred to TFC and none died. Re-admission rate is not recorded but none of the interviewed health centre staff reported any cases of re-admission. All these outcome indicators for the T-SFP are within international standards,<sup>142</sup> indicating that the activity is being well managed.

**Table 17: T-SFP outcome statistics**

	Total Discharged	Recovered	Died	No response	Defaulter	Transferred (TFC)	Other
<b>Oct 2010- Dec 2013</b>	12,647	12,576	5	6	14	37	9
		99.4%	0 %	0%	0.1%	0.3%	0.1%

<sup>141</sup> The planned numbers were estimated based on the previous PRRO.

<sup>142</sup> SPHERE Minimum Standards for Food Security and Nutrition Guidelines (2011) - The proportion of discharges from targeted supplementary feeding programmes who have died is <3 per cent, recovered is >75 per cent and defaulted is <15 per cent.



135. In addition to the intended impact of reducing moderate acute malnutrition and preventing severe acute malnutrition, the T-SFP has resulted in a number of other impacts including:

- Increased attendance at health centres
- Increased uptake of health services by mothers and children, including vaccination, antenatal care, and growth monitoring<sup>143</sup>
- Early detection of acute malnutrition
- Referral of severe acute malnutrition cases to TFC
- The programme also provided an opportunity to increase the nutrition and health awareness of mothers through cooking demonstrations and preparation of appropriate weaning foods.

136. Along with the nutrition support, WFP also provided some financial support to the MoH. WFP covers the costs of preparation and packing of the individual rations for the T-SFP. It also provided two vehicles to the MoH during 2010-11 and continues to pay the fuel costs of these two vehicles. All other costs are borne by the MoH. However, it was clear that the MoH lacked sufficient resources to properly fund the programme. For example, there were several interruptions to the T-SFP due to the malfunctioning of vehicles (for which MoH did not provide the funds for repair). WFP provided funds (US\$1,869) for repair of the two vehicles at that time on a one-time agreement. The ET noted in some centres, minor costs such as aprons, dishes and spoons were being borne by MoH programme staff themselves, not by the MoH.

#### **4. Support to HIV patients**

137. For the first three months of the PRRO, WFP provided support to 324 HIV patients, under SO1. However, as with support to TB patients, the HIV activity was closed at the end of 2010 to ensure consistency with the new WFP programme classifications. It was originally intended that the HIV activity, which was a continuation from the previous PRRO, would be merged into the new TB DEV project (200173) but this ultimately did not occur. Guidance to the CO from WFP HQ indicated that HIV support be implemented with a view to “ensuring nutritional recovery and treatment success” as outlined in the 2010 WFP HIV/AIDS Policy. This meant that beneficiaries would be supported only if they were found to be malnourished.<sup>144</sup> When anthropometric measurements were done, only 16 percent of the 88 patients measured<sup>145</sup> met the nutrition selection criteria. This number was deemed to be too small to continue the programme,<sup>146</sup> and it was discontinued.

138. The ET was unable to find any documentation of objectives or outcomes for this activity so it is difficult to evaluate its impact. Interviews with beneficiaries<sup>147</sup> provide anecdotal evidence for the following outcomes.

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<sup>143</sup> Growth monitoring was present during the Soviet times but stopped during the civil war. GM has only been re-introduced by the MoH in the last 10 years, and the T-SFP has proved to be a good vehicle for encouraging mothers to go to the health centres.

<sup>144</sup> Based on a Body Mass Index  $\leq 18.5$

<sup>145</sup> Letter to NGO Ghuli Surkh from WFP – 11 April 2011.

<sup>146</sup> Ibid.

<sup>147</sup> n=8.

- The food provided HIV patients with regular food assistance to address their high vulnerability to food insecurity as a result of them often not being able to work.
- The availability of WFP food support motivated HIV patients to start taking anti-retroviral therapy (ART).
- The food provided HIV patients with sufficient food to enable them to regularly comply with the ART regiment.

139. Since the closure of the HIV activity, there has been an increase in the caseload of HIV patients in Tajikistan, from 550 in 2010, to 12,000 in 2013.<sup>148</sup> HIV patients are often among the most vulnerable groups in the country, as they experience significant levels of stigmatization and discrimination and are often unable to work. There are currently no state social safety mechanisms to support this vulnerable segment of the population. The evaluation also found that there is still no agency providing food assistance to HIV patients to enable them to comply with their medical regiment. In order to comply with the ART regiment, patients need at least 10 percent additional calories per day.<sup>149</sup> As a result of their unemployment, many HIV patients rely solely on support from family and friends to meet their food needs.

140. In total, the nutrition and health activities made up 6.7 percent of beneficiaries of the PRRO. The rations provided to nutrition and health beneficiaries can be seen in

141. Table 18. In total, over 350 MT of food was distributed under this activity, at a cost of US\$211,296.

**Table 18: Food distributed to beneficiaries of the nutrition & health activities**

	Super Cereal Plus	Wheat Flour	Vegetable Oil	Pulses	Iodized Salt
T-SFP		263.2	36.4		0.001
B-SFP	32				
HIV		46.6	1.7	4.6	0.6
<b>TOTAL (MT)</b>	<b>32</b>	<b>309.8</b>	<b>38.2</b>	<b>4.6</b>	<b>0.6</b>

142. Overall, the nutrition and health sector activities have been underfunded. Only the T-SFP has been implemented for the duration of the PRRO, albeit with sub-optimal food items. This is primarily because the MoH and UNICEF bear the majority of costs.

## Gender

143. Overall, women constituted 53 percent of beneficiaries of PRRO 200122. Throughout the operation, gender has been monitored through gender disaggregation of data; this has indirectly helped ensure women were included in the programme. Future activities should take into account the workload of

<sup>148</sup> <http://www.unaids.org/en/regionscountries/countries/tajikistan/>

<sup>149</sup> Kosmiski (2011) found that in asymptomatic HIV/AIDS untreated with antiretroviral therapy, resting energy expenditure is increased by ~10 percent.

women (during FFA) and preferences of women for receiving food assistance through cash. Currently women make up only 40 percent of the FFA activities primarily due to their lack of free time and the lack of light work options. The ET also notes that women made up just over half the VGF beneficiaries (53 percent). Given that VGF assistance has concluded, it is possible that some women will no longer receive adequate support. It should also be noted that within communities, women are also less likely to be included in mahala committees. This may further restrict women's access to operational activities, so WFP should ensure that women participate in beneficiary selection. Other indicators contributing to gender equality can be found in Annex 38.

### **Summary: Results of the Programme**

The PRRO was comprehensive and implemented relevant interventions such as EMR, VGF (including a small cash component), FFA, TFC, B-SFP and T-SFP. WFP also provided technical support and some capacity building to the Government of Tajikistan. A small HIV programme was carried over from the previous PRRO but closed only three months into this PRRO due to policy changes.

The PRRO produced a number of outputs and outcomes including the following:

- WFP was prepared to provide assistance following disasters. Although the EMR met only 31.6 percent of its planned beneficiaries, this was due to fewer disasters during the programming period.
- VGF was the largest activity and reached 94.4 percent of the planned beneficiaries. Limited data indicates VGF contributed to improved food consumption scores however outcome data on the protection of livelihoods was not measured. The cash pilot, although small, was successful and appropriate for areas close to markets.
- FFA activities reached 84 percent of the planned targets although the intended expansion of this activity was not fully realized. The success of the FFA activities is largely due to the cooperation between WFP, local authorities, communities, and other implementing partners. In the medium term, there are likely to be improvements in livelihoods including the potential for income from fruit trees, and additional land for crop production. Disaster mitigation activities should also protect livelihoods during future disasters. In longer term the constructed or rehabilitated schools and medical points will contribute to improved health conditions of the population as well as improved levels of education, especially among girls.
- The nutrition and health activities were underfunded or closed and as a result, overall, this group of activities has met less than half the planned beneficiaries (44.1%). Nutrition support to pregnant and lactating women was not started, and support to the TFC and to HIV patients were discontinued after short periods of time, while the B-SFP activity was implemented with sub-optimal food. For each of these activities there is no outcome data available.
- The T-SFP activity reached 54.1 percent of its beneficiaries, and achieved a recovery rate of 99 percent. While this activity has reduced the prevalence of moderate acute malnutrition and prevented deterioration of nutritional status and the incidence of severe acute malnutrition, it was done on a small scale. Although the districts with the highest acute malnutrition rates were selected, in order to make a significant contribution, greater coverage will be needed. The T-SFP activity also had a number of additional positive impacts including increased attendance at health centres by mothers and children, and increased uptake of health services such as vaccination, antenatal care, and growth monitoring.
- The SO5 objective to support the government to develop their capacity to monitor food security and shocks requires a long-term commitment and a comprehensive approach beyond the scope of a single PRRO. Given that the objective has only been in place since 2012, the objective is yet to be fully achieved. WFP has increased national capacity as measured by the NCI as a result of their advocacy and capacity building work. WFP currently leverages their significant network of partners including local and central government, NGOs, UN agencies, and local organizations for the production of food security monitoring bulletins and IPC maps. These outputs promote greater understanding of food security situation in the country (especially at local government level), and have provided a useful basis for targeting activities.

### **Summary: Results of the Programme continued....**

Available PRRO monitoring data indicates that the largest activities: VGF, FFA, and T-SFP have resulted in significant positive outcomes. However other activities including B-SFP, support to HIV patients, TFC and nutrition support to pregnant and lactating women, were either discontinued (or not started) or have no outcome data from which to evaluate their impact. Outcomes were hard to establish as the appropriate outcome indicators for some activities were introduced too late in the course of the PRRO, or were not reported.

## **2.3 Internal and external factors affecting the results**

144. A number of factors have influenced the results of PRRO 200122. These include both internal WFP factors, and factors outside WFP's control.

### **Internal factors**

145. WFP Tajikistan received 29 percent of the proposed budget (including amendments); this was insufficient to implement all planned activities. WFP currently ranks Tajikistan as 63<sup>rd</sup> in line for access to the general funding pool,<sup>150</sup> a reflection of the numerous, large scale and protracted crises in need of significant resources. These include Syria, Central Africa Republic, Afghanistan, Democratic Republic of Congo and South Sudan, among others. Such catastrophes, coupled with the on-going global financial crisis requires WFP to prioritize countries for funding. For Tajikistan, the lack of funding has meant some nutrition and health activities could not be carried out (nutrition support to PLW), or were significantly reduced (B-SFP). The cash pilot was also discontinued. Fortunately, with the exception of the lack of Super Cereal Plus, pipeline breaks did not result from lack of funding and beneficiaries received food as planned.
146. Despite the inadequate funding, WFP has managed to reach 99.4 percent of its planned beneficiaries as a result of the largest activities, VGF and FFA, coming close to their targets.
147. WFP is a trusted partner, and beneficiaries and partners alike have confidence in their work.<sup>151</sup> WFP has a strong field presence with sub-offices and warehouses in each region. This enables WFP to maintain regular contact with local governance and beneficiaries. The field presence also enables them to be efficient and timely in emergency response.
148. An internal issue that has negatively affected the operation is the monitoring system. The monitoring data system is based on discrete Excel spread sheets designed and managed by the programme staff. The spread sheets are not integrated, resulting in a high administrative burden. Manual data entry, movement of data and compilation between sheets is prone to errors and in general is not available to stakeholders for analysis. The unwieldy system, coupled with regular changes to the outcomes indicators, means that the results of the PRRO cannot be fully determined. Outcome data such as FCS is

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<sup>150</sup> Interview by ET with HQ: Resource Mobilization.

<sup>151</sup> Community confidence in WFP was mentioned during multiple ET interviews.

not available for EMR activities, or for all the FFA activities. The categorization of FCS, and the use of CAS also changed over the course of the PRRO, making it difficult to compare data from the start to the end of the evaluation period. Ideally, WFP would have an integrated database system with provision for partner data entry (instead of CO staff data entry) and CO verification. The ET recognizes that WFP is currently in the process of reviewing its monitoring system, and perhaps the proposed COMET system will be a solution to this issue.

149. One of the strengths of the CO is its experienced and dedicated national staff. In addition to maintaining the institutional memory across the design and evolution of the PRRO, they have been key to maintaining operational systems such as monitoring, evaluation and FSMS, as well as relations with partners such as the various implementing NGOs, the MoH and MoA, REACT, UNICEF, FAO, and UNDP among others.
150. The final internal factor that has positively affected the results of the PRRO is the technical input from the Regional Bureau on nutrition,<sup>152</sup> FSMS and IPC,<sup>153</sup> and cash transfer programming.<sup>154</sup> These technical missions provided the needed support when technical changes were required such as piloting a new transfer modality (cash), understanding nutrition activities, or introducing new food security monitoring tools (IPC).

### **External factors**

151. As noted, there are other crises with greater needs. While the CO is engaged with the major donors in the country and maintains good relations, ET interviews with key donors indicated a lack of awareness of the WFP operational profile and funding needs. The embassies also noted that there are direct relationships between their home office and WFP Rome, meaning that in country-level fund raising is relatively small compared to HQ-level. In addition, several major donors provided restricted funding for specific activities only,<sup>155</sup> leaving WFP with limited opportunities to implement all the activities as planned.
152. External factors in neighbouring countries also resulted in some breaks in the pipeline of wheat flour and oil. These included border closure with Uzbekistan and damage to the railway line.
153. A critical external factor affecting the results of the operation, specifically SO5, is the capacity of the government agencies. WFP have a long-term objective of handing over activities to the government. Currently this is not possible, as ministries are underfunded or lack the technical capacity to take on the activities. The National Capacity Index is currently scored at 13, which is below the WFP corporate target of 15. Building the capacity of the government to take over activities is clearly a long-term objective, beyond the scope of a single PRRO.

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<sup>152</sup> Doura, M (2013) Nutrition Mission Tajikistan, 3-17 October, 2013.

<sup>153</sup> Ah Poe, C (2012) Review of the Food Security Monitoring System in Tajikistan, 21-29 March 2012; as well as follow-up with CO 3-8 December 2012.

<sup>154</sup> WFP (2008) Assessment of feasibility of cash/voucher options. October 2008 and WFP (2012) WFP Tajikistan Transfer Modality Review ,DRAFT, June 2012.

<sup>155</sup> For example: One donor provided funds only for food for school feeding, while another provided funds restricted to emergency interventions and cash-based responses.

154. The fact that the Ministry of Agriculture (MoA) only took over the responsibility for food security in 2011 has impacted the success of SO5. The MoA is currently focussing on crop production data at the macro level and working with FAO on the FSIS project to improve its collection. To date WFP have made considerable efforts to include the MoA in discussions on household level data from the FSMS and to involve them in the IPC process.
155. The Ministry of Health has sound nutrition and health policies, with technically competent staff, due in part to support from UNICEF and WHO. The MoH have been instrumental in the success of the T-SFP to date. However, they are underfunded and currently unable to fully take over the nutrition and health programmes. The MoH has expressed interest in expanding the T-SFP to other locations, at least within Khatlon Region, but currently lacks the funding to do so.
156. Overall, it is clear that the funding environment for WFP Tajikistan is difficult, with a number of large-scale protracted crises clearly taking priority. Despite this, WFP worked together with multiple partners to ensure that the majority of their planned beneficiaries were reached.

#### **Summary: Factors affecting the results**

A range of internal and external factors have influenced the results of the programme, both positively and negatively. WFP has a solid reputation in the country and a strong field presence throughout. The numerous sub-offices enable WFP to have regular contact with beneficiaries and partners, particularly local government. The CO has dedicated staff and has received good technical support from the RB.

While the M&E system is improving, considerable work is needed to ensure outcomes are consistently assessed and monitoring data remains accurate and accessible.

Limited funding impacted both the scope and scale of important activities, however the largest activity, VGF (responsible for 86.4% of total beneficiaries), reached 289,028 or 94 percent.

Finally, while the Government of Tajikistan's capacity is increasing due to their own efforts and the support of WFP and other important partners such as UNICEF and WHO, more attention is needed if WFP hopes to eventually hand over key responsibilities and exit from the country.

### **3. Conclusions and Recommendations**

#### **3.1 Overall assessment**

157. The PRRO was appropriately designed based on the food security and nutrition situation in 2009/10. The activities largely met the needs of food insecure households and were coherent with government strategies and policies. Emergency responses were based on a documented need for food, with responses implemented in a timely manner.
158. The FSMS and IPC provided an important basis for geographic targeting, enabling WFP to provide critical, seasonal support to vulnerable households in the most food insecure locations through VGF. The pilot cash transfer project demonstrated that cash is an appropriate food assistance modality in

Tajikistan provided that other important factors are in place: proximity of local markets, availability of food and other items at markets.

159. The strategy of scaling down VGF while expanding FFA was appropriate, given the government's preference for sustainable development, and the improving food security situation over time. However, the closure of the programme without fully considering that some groups of people are not able to participate due to physical capacities, age or gender means that currently, some households are without adequate support. Selection of the project participants at the community level is not always based on food-security criteria, and some food insecure households are unable to participate in work activities because they lack labour capacity or time.
160. FFA has proved to be an effective approach for producing and rehabilitating much needed community assets. FFA enabled communities to work together on projects that resulted in food security-, livelihood-, nutrition and health- or education- related assets that benefited a large proportion of households. In addition, the FFA projects visited by the ET were all prioritized by communities, were well maintained, and were in use. Many of the assets including roads, bridges, and water supplies have large numbers of indirect beneficiaries, people who regularly use the assets despite not being part of the immediate community.
161. The nutrition and health aspect of the operation has been significantly underfunded despite being among the priority activities of both the WFP Nutrition Policy and the WFP Gender Policy. This has resulted in activities being implemented with sub-optimal food (T-SFP and B-SFP), without sufficient regularity (B-SFP), or not started (nutrition support to pregnant and lactating women). However, even with sub-optimal food items, the T-SFP activity has been effective at reducing moderate acute malnutrition and preventing severe acute malnutrition. The activity also had a number of other positive impacts including increasing attendance at health centres, and increasing the uptake of vaccination, antenatal care and regular growth monitoring.
162. Throughout the operation, the CO has disaggregated monitoring data by gender, however this has not resulted in gender analysis being included in the SPR's. Gender equality in community leadership (food management committees) has also been regularly monitored. Women made up a larger proportion of the VGF beneficiaries. However more needs to be done to ensure that the preferences, time constraints and labour capacity of women are adequately mainstreamed into the operation especially if FFA activities are expanded in future.
163. Overall, PRRO 200122 has provided assistance to 334,371 people, which is 93.9 percent of planned beneficiaries. This was done with a budget of just under US\$11 million, only 46 percent of original requirements. WFP has been able to reach a large percentage of their targeted beneficiaries, partly by scaling down the VGF activity, and by providing sub-optimal food items for T-SFP activities. This result has also been achieved largely due to WFP's significant network of partners. WFP has leveraged these partnerships to ensure that activities were implemented in the most cost-effective manner.



### 3.2 Key lessons for the future

164. Lack of operational funding has had a considerable impact on the ability of WFP to implement planned activities in the optimal way. In the future, WFP at various levels should strengthen donor engagement efforts. Such efforts could be bolstered if WFP documented their strategy for working in Tajikistan as noted in recommendation one. Tajikistan is not likely to be a priority for donors given the number and scale of humanitarian crises globally; therefore greater effort is needed to consider the most cost-effective ways of addressing the needs of the population to avoid planning expensive programs that cannot be implemented them effectively. A suggested prioritization is given below.
165. The ET partially assessed potential impacts of increased insecurity in Afghanistan and its impact on Tajikistan to determine if preparedness was necessary or underway. Interviews were conducted with WFP CO and Regional personnel, local government officials in Khatlon province (bordering with Afghanistan), international partners in the south of Tajikistan, and central government and Dushanbe-based international agency officials. Most agencies referenced were concerned by the impending withdrawal of International Security Assistance Force personnel by the end of 2014 and the potential increases in internal conflict within Afghanistan. However the results were inconclusive with some agencies putting contingency plans in place and other adopting a 'wait and see' approach. WFP CO with the support of RB and HQ should develop a comprehensive contingency plan for a range of scenarios involving population movements in various border areas including just inside Afghanistan.
166. The improving but fragile food security situation in Tajikistan means that currently it is relevant to look towards increasing development activities while continuing to increase the government's capacity to respond to future shocks. Ongoing FSMS and IPC will still be required, to ensure that locations experiencing seasonal food insecurity are identified and assisted. WFP needs to consider ways to support these households in the most appropriate and efficient way, at least at critical times of the year. WFP CO should explore opportunities for collaboration with the MoLSPP to ensure that these households receive adequate financial and food support.
167. Even though in the course of this PRRO the line ministry for WFP changed from MoEDT to MoA, the capacity building approach is still needed. The CO should recognize that capacity building of the government is a long and difficult process, which cannot be completed in the scope of a three-year program. Closer ties with the line ministry and promotion of the WFP agenda through the DCC platform should become an integral part of the programme's plan in Tajikistan for the next several years.

### 3.3. Recommendations

168. In addition to the above lessons for the future direction of WFP operations in Tajikistan, the ET makes the following recommendations:

**Recommendation 1:** The CO, with input from RB and HQ as appropriate, should design a country strategy to articulate the direction of programming for the next six years, to 2020. The strategy should clearly outline the priorities of WFP in Tajikistan and could help inform the UNDAF. The strategy should build on the lessons and

capacities from the PRRO and the DEV programmes. Resource implications and priority activities should be clearly articulated and fund raising efforts aligned accordingly. The document should also include activities and contingency plans framed by a broader context analysis (including climate risk and regional insecurity) beyond food insecurity to reflect the specific context of chronic vulnerability and recurrent shocks in the country.

**Recommendation 2:** Food security monitoring should be continued until it can be institutionalized into the Government. The WFP food security monitoring tools have become an integral part of the operational design and targeting, and provide information that enhances the relevance of operations among WFP partners. Food security monitoring, together with programme outcome monitoring, will also alert WFP and partners as to whether acute malnutrition or food insecurity is increasing. Programme monitoring should be expanded to include relevant livelihood indicators such as household income, debt changes and coping strategies. Indicators monitoring government capacity to take over certain activities should also be improved and include targets. The current outcome indicator, National Capacity Index, is subjective and has no defined target. This needs to be addressed so that it can better inform the capacity building process.

169. The following recommendations are made regarding activities to be included in the next phase of operations. It should be noted that recommendations 1 – 3 are the priorities while 4-7 describe how recommendation 3 should be addressed. Recommendations 8 and 9 could be considered only if funding is sufficient.

**Recommendation 3:** The next WFP Tajikistan operation should include activities centred on reducing acute malnutrition (T-SFP), responding to emergencies (EMR), and rebuilding livelihoods (FFA). The operation should continue to be by the long-term goal of the government being responsible for the implementation. WFP assistance should be considered as a short-term solution until the government and key actors can fill the gap as per their mandates. To this end, it would also be helpful for the WFP CO to develop a more comprehensive capacity building plan.

**Recommendation 4:** It is recommended that WFP prolong its work on the prevention and treatment of acute malnutrition by continuing to support the MoH to implement T-SFP activities. Other activities such as nutrition monitoring and surveillance, IYCF, and complementary feeding that impact both acute and chronic malnutrition rates should also be considered. Given the funding challenges affecting the procurement of the appropriate food items for B-SFP and T-SFP, these interventions should only be undertaken if they can be implemented each year in a predictable manner. If implemented, outcome monitoring is required in order to evaluate the impact of the interventions.

**Recommendation 5:** WFP should continue to implement FFA activities in food insecure locations after revising the current targeting criteria to ensure that the most vulnerable households can participate. This should include consistently offering light work options and considering allowing some households to participate for shorter working hours but for the same rate of daily payment. Options for unconditional transfers under FFA should also be considered. FFA household selection criteria should be fully contextualized to the local situation and agreed upon by local authorities, leaders and WFP. The criteria must also be regularly revised to ensure proper coverage and targeting of the food-insecure community members. The CO

could also work more closely with the MoLSPP to ensure that the most vulnerable households receive other forms of assistance from the government as appropriate.

**Recommendation 6:** Women make up one of the major vulnerable groups in Tajikistan, increasingly taking up the roles of men, who have migrated in search of work. Greater gender sensitive approaches should be adopted and promoted throughout the WFP's CO operations. This could start with a more comprehensive analysis on how women could participate more in WFP activities. Some suggestions include providing women with cash-based approaches where appropriate as per their preference, actively ensuring the inclusion of women in project committees, and ensuring FFA activities support women's participation by aligning with women's skills, interests and availability.

**Recommendation 7:** WFP should expand on the success of the cash pilot project and implement cash-based responses in areas close to markets. This would be consistent with WFP's transition from food aid to food assistance and would also reflect beneficiary preference. Technical support to this process will be required from WFP HQ or RB.

**Recommendation 8:** If adequate and predictable funding can be secured, it is recommended that a new development project should also be considered and aligned with existing projects under SO4: reduce chronic undernutrition and break the intergenerational cycle of hunger. This would enable a more comprehensive programme focused on preventing malnutrition and could include IYCF, complementary feeding, nutrition monitoring and surveillance and supporting micronutrient programmes for pregnant women and for children less than two years of age. This would be coherent with the government's new Nutrition and Food Safety strategy and should involve partnerships with the government and other nutrition actors such as the MoH, UNICEF and WHO.

**Recommendation 9:** With the growing national HIV caseload, WFP should reconsider the inclusion of HIV patients in the TB DEV Project (200173) with an objective to "mitigate the effects of HIV and AIDS through sustainable safety nets" as per the WFP HIV/AIDS Policy. This support could start with a comprehensive situation analysis on HIV including on the availability of services. Support to HIV patients also aligns with the WFP HIV and AIDS Policy and the WFP Nutrition Policy statement of focusing nutrition activities on "vulnerable groups, including young children, pregnant and lactating women and people living with HIV."<sup>156</sup> It would also be consistent with the government's Programme to Combat the HIV/AIDS epidemic.

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<sup>156</sup> WFP Nutrition Policy 2012, p.8.

## Annexes

### Annex 1: Evaluation Terms of Reference (TOR)



## EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation

*Measuring Results, Sharing Lessons*

[FINAL, 7 NOVEMBER 2013]

### TERMS OF REFERENCE

### OPERATION EVALUATION

### TAJIKISTAN PROTRACTED RELIEF AND RECOVERY OPERATION 200122 “RESTORING SUSTAINABLE LIVELIHOODS FOR FOOD-INSECURE PEOPLE”

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## 1. Introduction

1. These Terms of Reference (TOR) are for the evaluation of the Tajikistan protracted relief and recovery operation (PRRO) 200122 “Restoring Sustainable Livelihoods for Food-insecure People”. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will take place from December 2013 to June 2014. In line with WFP’s outsourced approach for operations evaluations (OpEvs), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluation services.
2. These TOR were prepared by the OEV focal point based on an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: 1) to provide key information to the company selected for the evaluation and to guide the company’s Evaluation Manager and Team throughout the evaluation process; and 2) to provide key information to stakeholders about the proposed evaluation.
3. The TOR will be finalized based on comments received on the draft version and on the agreement reached with the selected company. The evaluation shall be conducted in conformity with the final TOR.

## 2. Reasons for the Evaluation

### 2.1. Rationale

4. In the context of renewed corporate emphasis on providing evidence and accountability for results, WFP has committed to increase evaluation coverage of operations and mandated OEV to commission 12 Operations Evaluations (OpEvs) in 2013; 24 in 2014 and up to 30 in 2015.
5. Operations to be evaluated are selected based on utility and risk criteria.<sup>157</sup> From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB) has selected, in consultation with the Country Office (CO) the Tajikistan PRRO 200122 “Restoring Sustainable Livelihoods for Food-insecure People” to undergo an independent evaluation. The evaluation has been timed to ensure that findings could feed into future decisions on programme design. The CO expects to formulate a follow up operation that will be aligned with the Government of Tajikistan's Poverty Reduction Strategy and the new UNDAF document to be drafted in 2015.

### 2.2. Objectives

6. This evaluation serves the dual and mutually reinforcing objectives of accountability and learning:
  - **Accountability** – The evaluation will assess and report on the performance and results of the operation. A management response to the evaluation recommendations will be prepared.
  - **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It

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<sup>157</sup> The utility criteria looked both at the timeliness of the evaluation given the operation’s cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational and external factors as well as COs’ internal control self-assessments.

will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.

### 3. Stakeholders and Users

7. **Stakeholders.** A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and many of these will be asked to play a role in the evaluation process. Table one below provides a preliminary stakeholders' analysis, which will be deepened by the evaluation team in the inception package.

**Table 1: Preliminary stakeholders' analysis**

Stakeholders	Interest in the evaluation
<b>INTERNAL STAKEHOLDERS</b>	
<b>Country Office (CO)</b>	Responsible for the country level planning and operations implementation, the CO is the primary stakeholder of this evaluation. It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries, partners for the performance and results of its operation.
<b>Regional Bureau (RB) [Cairo]</b>	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
<b>Office of Evaluation (OEV)</b>	OEV is responsible for commissioning OpEvs over 2013-2015. As these evaluations follow a new outsourced approach, OEV has a stake in ensuring that this approach is effective in delivering quality, useful and credible evaluations.
<b>WFP Executive Board (EB)</b>	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings will feed into an annual synthesis of all OpEvs, which will be presented to the EB at its November session.
<b>EXTERNAL STAKEHOLDERS</b>	
<b>Beneficiaries</b>	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
<b>Government</b>	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest. Various ministries are partners in the design and implementation of WFP activities, including: <ul style="list-style-type: none"> <li>• Ministry of Health</li> <li>• Ministry of Agriculture</li> <li>• State Agency on Forestry and Hunting</li> <li>• Rapid emergency assessment and contingency team (REACT)</li> <li>• Local and regional authorities</li> </ul>
<b>UN Country team</b>	The UNCT's harmonized action should contribute to the realisation of the government developmental objectives. It has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts. Various agencies are also direct partners of WFP at policy and activity level.

<b>NGOs</b>	NGOs are WFP’s partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships.
<b>Donors</b>	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP’s work has been effective and contributed to their own strategies and programmes.

8. **Users.** The primary users of this evaluation will be:

- The CO and its partners in decision-making related notably to programme implementation and/or design, country strategy and partnerships.
- Given RB’s core functions of strategic guidance, programme support and oversight, the RB is also expected to use the evaluation findings as well as the office responsible for support to RBs under the Chief Operating Officer.
- OEV will use the evaluation findings to feed into an annual synthesis report of all OpEvs and will reflect upon the evaluation process to refine its OpEv approach, as required.

### **3. Subject of the Evaluation**

9. Tajikistan is a land-locked, low-income, food-deficit country with a population of 7.5 million, three quarters of whom live in rural areas. Only 7 percent of the land is arable and the rugged, mountainous terrain poses enormous challenges, especially during the winter. Tajikistan is ranked 125 out of 187 countries on the 2012 UNDP Human Development Index. The country is the poorest in the Commonwealth of Independent States (CIS), with 47 percent of the population living on less than US\$1.33 a day and 17 percent subsisting on less than US\$0.85 a day. The majority of the population spends between 70 and 80 percent of their income on food.
10. Access to food remains a major challenge in the country with 22 percent of households remain severely or moderately food-insecure and many other households continue using high risk coping strategies to meet their basic needs.<sup>158</sup> Repeated shocks, including high food and fuel prices and natural disasters such as a very harsh winter in 2011/2012 leading to crop and livestock losses had a negative impact on food security. Following the end of the civil war in 1997, economic recovery relied on cotton and aluminium as the key export commodities. The indirect consequences of the global financial crisis and in particular the decrease of the world prices of aluminium and cotton have been serious. While remittances represent an important contribution to the country’s economic growth, they are also the last resort of poverty-stricken rural families who are unable to meet their food needs through more sustainable livelihoods.
11. The prevalence of global acute malnutrition (GAM) among children under 5 has not improved since the last nation-wide survey in 2005. According to the 2012 Tajikistan Demographic and Health Survey (DHS), 10 percent of children under 5 are wasted - a prevalence considered “serious” by World Health Organization (WHO) standards - with 4 percent severely wasted.<sup>159</sup> Chronic malnutrition (stunting) has not changed

<sup>158</sup> FSMS November 2012. Results are based on a composite indicator measuring household food consumption, share of food expenditures and use of coping strategies.

<sup>159</sup> Tajikistan Demographic and Health Survey (DHS) 2012 (preliminary findings).

significantly since 2005 either with a prevalence of 26 percent, which is in the medium range and considered “poor” by WHO standards. Anaemia represents a moderate public health problem, with a prevalence of 24.2 percent amongst women of reproductive age and of 28.8 percent of children 6-59 months.

12. WFP's assistance in Tajikistan targets vulnerable and food-insecure people in the most food-insecure districts, identified by WFP's food security monitoring system (FSMS) and the Integrated Food Security Phase Classification (IPC). PRRO 200122 focuses on protecting livelihoods and preserving assets, improving rural household food security and reducing malnutrition, whilst also providing timely and adequate humanitarian assistance in times of crises. WFP also implements two development projects (DEV). Through DEV 200120, WFP supports access to education for increased enrolment and attendance rates of primary schoolchildren from the poorest and most vulnerable families. Under DEV 200173, WFP targets tuberculosis (TB) clients and their family members, who are deprived of the income of their main earner during the six months they undergo the directly observed treatment - short course.
13. WFP has been active in Tajikistan since 1993, providing over US\$217 million in support of three PRROs and two emergency operations (EMOPs). PRRO 106030 was launched in July 2007 with the aim of providing food assistance to 590,800 beneficiaries. Compounding crises and the deteriorating food security situation led to an expansion of the activities to reach 785,000 beneficiaries in 2009. Since the launch of PRRO 200122 in October 2010, Tajikistan has witnessed a steady recovery from the 2008-2009 financial crisis with the help of income remittances from migrants reaching a record high and accounting for 47 percent of GDP<sup>160</sup>. However, food security situation still remains a challenge for majority households. As of November 2012, the FSMS shows that 15 percent of households had poor or borderline food consumption patterns and that 19 percent with acceptable consumption were at risk of falling in the borderline category. To further respond to the current socio-economic and food insecurity situation in Tajikistan, WFP extended in time PRRO 200122, planning to provide relief and recovery assistance to 445,000 beneficiaries until December 2014.
14. The project document including the project logframe, related amendments (Budget revisions) and the latest resource situation are available by clicking [here](#).<sup>161</sup> The key characteristics of the operation are outlined in table two below:

**Table 2: Key characteristics of the operation**

<b>Approval</b>	The operation was approved by the Executive Director in September 2010	
<b>Duration</b>	<b>Initial:</b> 3 years (1 October 2010 to 30 September 2013)	<b>Revised:</b> 4 years and 3 months (1 October 2010 to 31 December 2014)
<b>Amendments</b>	There have been 5 amendments to the initial operation. Purpose of budget revisions (BR):  BR1, BR2 and BR3 were mainly technical in nature resulting in an	

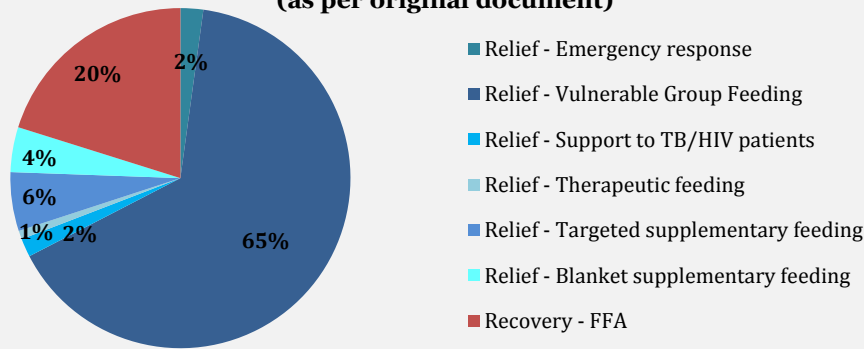
<sup>160</sup> Asian Development Bank, 2013. Asian Development Outlook, 2013 Manila. World Bank, 2013. Press release 19 April 2013: <http://www.worldbank.org/en/news/press-release/2013/04/19/world-bank-launches-initiative-on-migration-releases-new-projections-on-remittance-flows>. WFP Tajikistan 2012: FSMS, December 2012.

<sup>161</sup> From WFP.org – Countries – Tajikistan – Operations or <http://www.wfp.org/node/3596/4736/28802>

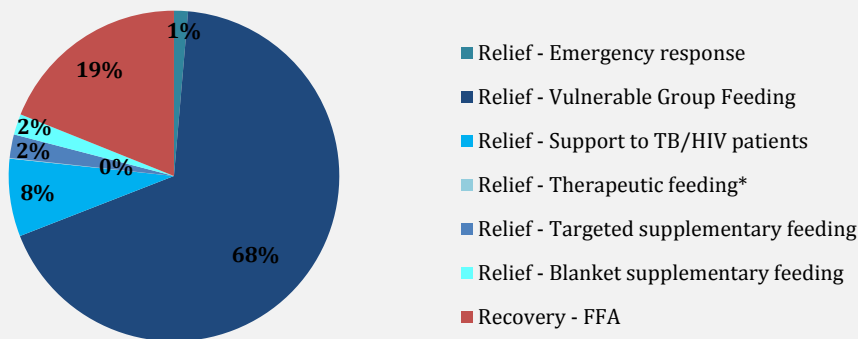


	<p>overall budget increase of US\$1.1 million.</p> <p>BR 4 (December 2012): introduced a cash pilot project under the vulnerable group feeding (VGF) activity and resulted in a budget increase of US\$74,000.</p> <p>BR 5 (August 2013): extended the PRRO in time for a period of 15 months until 31 December 2014 with a fewer range of activities. Resulted in a budget increase of US\$5.5 million.</p>	
<b>Planned beneficiaries</b>	<u>Initial:</u> 356,000	<u>Revised:</u> 444,875
<b>Planned food requirements</b>	<u>Initial:</u> In-kind food: 20,789 mt Cash and vouchers: -	<u>Revised:</u> In-kind food: 24,866 mt Cash and vouchers: US\$136,500

**Planned % of beneficiaries by component and activity  
(as per original document)**



**Planned % of food requirements by component and activity**



\* Absolute figure is too low and not captured by the %

<b>Main Partners</b>	<b>Government:</b> Ministry of Health Ministry of Agriculture State Agency on Forestry and Hunting Rapid Emergency Assessment and Contingency Team (REACT) Local and Regional Authorities	<b>UN agencies:</b> FAO, IFAD, UNDP, UNICEF, WHO, World Bank	<b>NGOs:</b> International NGOs: 7 (ACTED, Save the Children, CESVI, Mercy Corps, Focus, Mountain Societies Development Support Programme (MSDSP), GIZ) National NGOs: various
<b>Project requirements</b>	<b>Initial:</b> US\$17 million		<b>Revised:</b> US\$23.6 million
<b>Contribution level (as of Oct 2013)</b>	The operation received US\$10.4 million - 44% of the total project requirements.		
<b>Top five donors (as of Oct 2013)</b>	Japan (28% of total contributions); European Commission (9%); Russian Federation (9%) Canada (5%) and the UN Common Funds and Agencies (2%)		

15. Table three below summarizes the operation’s specific objectives and corresponding activities:

**Table 3: Objectives and activities**

	<b>Corporate Strategic Objectives*</b>	<b>Operation specific objectives</b>	<b>Activities</b>
MDG1,4	Strategic Objective 1	Meet the immediate food needs of victims of recurrent natural disasters.	<ul style="list-style-type: none"> <li>• General food distributions (GFD)</li> <li>• Vulnerable group feeding (including a cash pilot)</li> <li>• Blanket feeding</li> <li>• Targeted supplementary and therapeutic feeding</li> </ul>
		Protect the livelihoods of food-insecure households affected by recurrent shocks through vulnerable group feeding.	
		Reduce acute malnutrition in children under 5 in targeted areas through support to the Ministry of Health’s therapeutic and supplementary feeding programmes.	
	Strategic Objective 3	Rebuild the livelihoods of shock-affected families through the restoration and creation of sustainable community assets.	<ul style="list-style-type: none"> <li>• Food for Assets</li> <li>• Support to food-insecure TB patients</li> </ul>
	Strategic Objective 5	Support the Government in further developing national capacities to monitor food security and shocks	<ul style="list-style-type: none"> <li>• Capacity development</li> </ul>

\* BR5 realigned the logframe with the new Strategic Plan (2014-2018) and new Strategic Results Framework for the year 2014. Given that this evaluation will cover the period 2010-2013, reference is made to the Strategic Plan (2008-2013).

## 4. Evaluation Approach

### 4.1. Scope

16. **Scope.** The evaluation will cover PRRO 200122 including all activities and processes related to its formulation, implementation, resourcing, monitoring, evaluation and reporting relevant to answer the evaluation questions. The period covered by this evaluation is 2010–2013, which captures the time from the development of the operation until the conclusion of the evaluation.

17. The inclusion of an activity to support food-insecure TB patients and their families during the course of their treatment under the PRRO was only meant to bridge the period between the end of the previous PRRO in September 2010 and the start of a new development project in January 2011. Therefore, this particular intervention does not fall within the scope of this evaluation.

### 4.2. Evaluation Questions

18. The evaluation will address the following three questions:

**Question 1: How appropriate is the operation?** Areas for analysis will include the extent to which the objectives, targeting, choice of activities and of transfer modalities:

- Are appropriate to the needs of the food insecure population.
- Are coherent with relevant stated national policies, including sector policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners as well as with other CO interventions in the country, such as the two development projects.
- Are coherent with WFP strategies, policies and normative guidance.

**Question 2: What are the results of the operation?** While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation will analyse:

- the level of attainment of the planned outputs;
- the extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects;
- how different activities of the operation dovetail and are synergetic with other WFP operations and with what other actors are doing to contribute to the overriding WFP objective in the country.
- The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation;

**Question 3: Why and how has the operation produced the observed results?** The evaluation should generate insights into the main internal and external factors that caused the observed changes and affected how results were achieved. The inquiry is likely to focus, amongst others, on:

- Internally: the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc.
- Externally: the external operating environment; the funding climate; external incentives and pressures; etc.

Throughout the assessment and in making recommendations, the team will give special consideration to the concerns of the evaluation users, notably of the CO, and ensure to include forward considerations to inform project design of the next phase operation giving due consideration to the evolving context in Tajikistan including emerging risks such as the potential spill-over of insecurity from Afghanistan.

### **4.3 Evaluability Assessment**

19. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package. The team will notably critically assess data availability and take evaluability limitations into consideration in its choice of evaluation methods.
20. In answering question one, the team will be able to rely on assessment reports, minutes from the project review committee, the project document and logframe, the evaluation of the Tajikistan PRRO 102310 dated 2006 as well as documents related to government and interventions from other actors. In addition, the team will review relevant WFP strategies, policies and normative guidance.

21. For question two the operation has been designed in line with the corporate strategic results framework (SRF) and selected outputs, outcomes and targets are recorded in the logframe. Monitoring reports as well as annual standard project reports (SPRs) detail achievement of outputs and outcomes thus making them evaluable against the stated objectives.
22. However, answering question two is likely to pose some challenges owing in part to: i) the absence of baseline data for the activities, which will need to be reconstructed using findings from various assessment reports and ii) data gaps in relation to efficiency.
23. For question three, the team members will have access to some institutional planning documents and is likely to elicit further information from key informant interviews.
24. Other evaluability challenges include: i) Access to most WFP areas of interventions in Tajikistan is difficult during the winter (from November to early April). Hence the timing of the field mission will be planned accordingly; ii) Staff rotation: Both the country director and deputy country director have been re-assigned during the course of 2013, which may pose some recall issues, although national staff would be able to provide key information on the design of the operation and earlier implementation phase. Another challenge is linked to the changes of WFP's line ministry. In 2011, the responsibility for food security issues shifted from the Ministry of Development and Trade (MOEDT) to the Ministry of Agriculture (MOA).

#### **4.4. Methodology**

25. The methodology will be designed by the evaluation team during the inception phase and validated by the evaluation manager. It should:
  - Employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact, sustainability (or connectedness for emergency operations);
  - Use applicable standards (e.g. SPHERE standards);
  - Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using mixed methods (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. In particular, the sampling technique to select field visit sites will need to demonstrate impartiality, and participatory methods will be emphasised with the main stakeholders, including the CO.
  - Be geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;
  - Be based on an analysis of the logic model of the operation and on a thorough stakeholders analysis;
  - Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

#### **4.5. Quality Assurance**

26. OEV's Evaluation Quality Assurance System (EQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for quality assurance, templates for evaluation products and checklists for the review thereof. It is based on the UNEG norms and standards and good practice of the international evaluation community (DAC and ALNAP) and aims to ensure that the evaluation process

and products conform to best practice and meet OEV's quality standards. EQAS does not interfere with the views and independence of the evaluation team.

27. At the start of the evaluation, OEV will orient the evaluation manager on EQAS and share related documents. EQAS should be systematically applied to this evaluation and the evaluation manager will be responsible to ensure that the evaluation progresses in line with its process steps and to conduct a rigorous quality control of the evaluation products ahead of their submission to WFP.
28. The evaluation company is ultimately responsible for the quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.
29. OEV will also subject the evaluation report to an external post-hoc quality assurance review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards.

## 5. Phases and deliverables

30. Table four below highlights the main activities of the evaluation, which will unfold in five phases.

**Table 4: Activities, deliverables and timeline by evaluation phase**

Entity responsible	Activities	Key dates
<b>PHASE 1 – PREPARATION</b>		
OEV	Desk review, consultation and preparation of TOR	September 2013
CO / RB	Stakeholders comments on TOR	01-12 Sep 2013
OEV	<b>❖ Final TOR</b>	<b>7 Nov 2013</b>
OEV	Evaluation company selection and contracting	30 Nov 2013
<b>PHASE 2 – INCEPTION</b>		
OEV	Management hand-over to the EM (including briefing on EQAS, expectations and requirements for the evaluation).	16-20 Dec 2013
EM	Evaluation team briefing on EQAS, expectations and requirements for the evaluation.	07-10 Jan 2014
ET	Desk review, initial consultation with the CO/RB, drafting of the Inception Package (including methodology and evaluation mission planning)	13-27 Jan 2014
EM	Quality Assurance of the Inception Package	28 Jan 2014
EM	<b>❖ Final Inception Package</b>	<b>10 Feb 2014</b>
<b>PHASE 3 – EVALUATION MISSION</b>		
CO	Preparation of the evaluation mission (including setting up meetings, arranging field visits, etc)	11 Feb-7 Mar 2014
ET	Introductory briefing	10 Mar 2014
ET	Interviews with key internal and external stakeholders, project site visits, etc	10-30 Mar 2014
ET	Exit debriefing	31 Mar 2014
ET	<b>❖ Aide memoire</b>	<b>31 Mar 2014</b>

<b>PHASE 4 – REPORTING</b>		
ET	Evaluation Report drafting	1 Apr-5 May 2014
EM	Quality Assurance of draft Evaluation Report	6-13 May 2014
EM	❖ <b>Draft Evaluation Report</b>	<b>8 May 2014</b>
CO/RB/OEV	Stakeholders comments on Evaluation Report	9-23 May 2014
EM	Comments matrix	26 – 28 May 2014
ET	Revision of the Evaluation Report	28 May – 9 Jun 2014
EM	❖ <b>Final Evaluation Report</b>	<b>10 June 2014</b>
EM	❖ <b>Evaluation brief</b>	<b>13 June 2014</b>
<b>PHASE 5 – FOLLOW-UP</b>		
RB	Coordination of the preparation of the Management Response	10 – 24 Jun 2014
	❖ <b>Management Response</b>	<b>25 June 2014</b>
OEV	Post-hoc Quality Assurance	TBD
OEV	Publication of findings and integration of findings into OEV's lessons learning tools.	Upon completion
OEV	Preparation of annual synthesis of operations evaluations.	June 2014

31. **Deliverables.** The evaluation company will be responsible for producing as per the timeline presented in table 4 above the following deliverables in line with the EQAS guidance and following the required templates:

- **Inception package (IP)** – This package focuses on methodological and planning aspects and will be considered the operational plan of the evaluation. It will present a preliminary analysis of the context and of the operation and present the evaluation methodology articulated around a deepened evaluability and stakeholders' analysis; an evaluation matrix; the sampling technique and data collection tools. It will also present the division of tasks amongst team members as well as a detailed timeline for the evaluation mission and for stakeholders' consultation.
- **Aide memoire** – This document (powerpoint presentation) will present the initial analysis from the data stemming from the desk review and evaluation mission and will support the exit-debriefing at the end of the evaluation phase.
- **Evaluation report (ER)** – The evaluation report will present the findings, conclusions and recommendations of the evaluation. Findings should be evidence-based and relevant to the evaluation questions. Data will be disaggregated by sex and the evaluation findings and conclusions will highlight differences in performance and results of the operation for different beneficiary groups as appropriate. There should be a logical flow from findings to conclusions and from conclusions to recommendations. Recommendations will be provided on what changes can be made to enhance the achievements of objectives. Recommendations will be limited in number, actionable and targeted to the relevant users. These will form the basis of the WFP management response to the evaluation.
- **Evaluation brief** – A two-page brief of the evaluation will summarise the evaluation report and serve to enhance dissemination of its main findings.

32. These deliverables will be drafted in English.
33. The evaluation TOR, report, management response and brief will be public and posted on the WFP External Website ([wfp.org/evaluation](http://wfp.org/evaluation)). The other evaluation products will be kept internal.

## **6. Organization of the Evaluation**

### **6.1 Outsourced approach**

34. Under the outsourced approach to OpEvs, the evaluation is commissioned by OEV but will be independently managed and conducted by an external evaluation company having a long-term agreement (LTA) with WFP for operations evaluation services.
35. The company will provide an evaluation manager (EM) and an independent evaluation team (ET) in line with the LTA. To ensure a rigorous and objective review of evaluation deliverables, the evaluation manager should in no circumstances be part of the evaluation team.
36. The company, the evaluation manager and the evaluation team members will not have been involved in the design, implementation or M&E of the operation nor have other conflicts of interest or bias on the subject. They will act impartially and respect the [code of conduct of the profession](#).
37. Given the evaluation learning objective, the evaluation manager and team will promote stakeholders' participation throughout the evaluation process. Yet, to safeguard the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings with external stakeholders if the evaluation team deems that their presence could bias the responses.

### **6.2 Evaluation Management**

38. The evaluation will be managed by the company's Evaluation Manager for OpEvs (as per LTA). The EM will be responsible to manage within the given budget the evaluation process in line with EQAS and the expectations spelt out in these TOR and to deliver timely evaluation products meeting the OEV standards. In particular, the EM will:
- Mobilise and hire the evaluation team and provide administrative backstopping (contracts, visas, travel arrangements, consultants' payments, invoices to WFP, etc).
  - Act as the main interlocutor between WFP stakeholders and the ET throughout the evaluation and generally facilitate communication.
  - Support the evaluation team by orienting members on WFP, EQAS and the evaluation requirements; providing them with relevant documentation and generally advising on all aspects of the evaluation to ensure that the evaluation team is able to conduct its work.
  - Ensure that the evaluation proceeds in line with EQAS, the norms and standards and code of conduct of the profession and that quality standards and deadlines are met.
  - Ensure that a rigorous and objective quality check of all evaluation products is conducted ahead of submission to WFP. This quality check will be documented and an assessment of the extent to which quality standards are met will be provided to WFP.
  - Provide feedback on the evaluation process as part of a 360 assessment of the evaluation.



### 6.3 Evaluation Conduct

39. The evaluation team will conduct the evaluation under the direction of the evaluation manager. The team will be hired by the company following agreement with OEV on its composition.

40. **Team composition.** The evaluation team is expected to include three members, including the team leader (an international evaluator) and at least one national evaluator, the third member being either an international or a national evaluator. It should include women and men of mixed cultural backgrounds and national(s) of Tajikistan.

41. The estimated number of days is expected to be in the range of 50 for the team leader; 40 for the national evaluators.

42. **Team competencies.** The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in:

- Food security and rural development;
- Livelihoods, resilience and safety-nets; and
- Good understanding of nutrition concepts and programmes.

43. All team members should have strong analytical and communication skills; evaluation experience and familiarity with the country or region.

44. The Team Leader should speak fluently and write in English (to work in the field and be able to read/understand all the documentation and write the evaluation report). His/her ability to speak Tajik would be a plus but is not mandatory. National consultant(s) should speak both English and Tajik.

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

46. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team during the evaluation process; iii) leading the evaluation mission and representing the evaluation team in meetings with stakeholders; iv) drafting and revising, as required, the inception package, aide memoire and evaluation report in line with EQAS; and v) provide feedback to OEV on the evaluation process as part of a 360 assessment of the evaluation.

47. **The team members** will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.

48. Team members will: i) contribute to the design of the evaluation methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s) and v) provide feedback on the evaluation process as part of a 360 assessment of the evaluation.

### 7. Roles and Responsibilities of WFP Stakeholders

49. **The Country Office.** The CO management will be responsible to:

- Assign a focal point for the evaluation to liaise with the OEV focal point during the preparation phase and with the company evaluation manager thereafter. Andrea Bagnoli, Deputy Country Director will be the CO focal point for this evaluation, supported by Malohat Shabanova and Saidamon Bodamaev in the programme unit.
- Provide the evaluation manager and team with documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings, field visits and the exit briefing; provide logistic support during the fieldwork; and arrange for interpretation, if required.
- Participate in a number of discussions with the evaluation team on the evaluation design and on the operation, its performance and results. In particular, the CO should participate in the evaluation team briefing and debriefing (possibly done in the form of a workshop) and in various teleconferences with the evaluation manager and team on the evaluation products.
- Comment on the TORs and the evaluation report.
- Prepare a management response to the evaluation.
- Provide feedback to OEV on the evaluation process as part of a 360 assessment of the evaluation.

50. **The Regional Bureau.** The RB management will be responsible to:

- Assign a focal point for the evaluation to liaise with the OEV focal point during the preparation phase and with the company evaluation manager thereafter, as required. Claudia AhPoe, Regional M&E Adviser, OMC will be the RB focal point for this evaluation.
- Participate in a number of discussions with the evaluation team on the evaluation design and on the operation, its performance and results. In particular, the RB should participate in the evaluation team debriefing (possibly done in the form of a workshop) and in various teleconferences with the evaluation manager and team on the evaluation products.
- Provide comments on the TORs and the evaluation report.
- Coordinate the management response to the evaluation and track the implementation of the recommendations.
- Provide feedback to OEV on the evaluation process as part of a 360 assessment of the evaluation.

51. **Headquarters.** Some HQ divisions might, as relevant, be asked to discuss WFP strategies, policies or systems in their area of responsibility and to comment on the evaluation TOR and report. These include: Operations Department (OS), Policy, Programme and Innovation Division (OSZ), Emergency Preparedness (OME), Procurement Division (OSP), Logistics Division (OSL), Government Partnerships Division (PGG).

52. **The Office of Evaluation.** OEV is responsible for commissioning the evaluation and Julie Thoulouzan, Evaluation Officer is the OEV focal point. OEV's responsibilities include to:

- Set up the evaluation including drafting the TOR in consultation with concerned stakeholders; select and contract the external evaluation company; and facilitate the initial communications between the WFP stakeholders and the external evaluation company.
- Enable the company to deliver a quality process and report by providing them with the EQAS documents including process guidance and quality checklists as well as orient the

evaluation manager on WFP policies, strategies, processes and systems as they relate to the operation being evaluated.

- Comment as a stakeholder on the evaluation report and approving the final report.
- Submit the evaluation report to an external post-hoc quality assurance process to independently report on the quality, credibility and utility of the evaluation and provide feedback to the evaluation company accordingly.
- Publish the final evaluation report (together with its quality assessment) on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration as well as in other lessons-learning platforms, as relevant.
- Conduct a 360 assessment (based on an e-survey) to gather perceptions about the evaluation process and the quality of the report to be used to revise the approach, as required.

## **8. Communication and budget**

### **8.1. Communication**

53. Issues related to language of the evaluation are noted in sections 6.3 and 5, which also specifies which evaluation products will be made public and how and provides the schedule of debriefing with key stakeholders. Section 7 describes how findings will be disseminated.

54. It should be further noted that to enhance the learning from this evaluation, the evaluation manager and team will emphasize transparent and open communication with WFP stakeholders. Regular teleconferences and one-on-one telephone conversations between the evaluation manager, team and country office focal point will assist in discussing any arising issues and ensuring a participatory process.

### **8.2. Budget**

55. **Funding source:** The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director memo dated October 2012) and the cost to be borne by the CO, if applicable, will be established by the WFP Budget & Programming Division (RMB).

56. **Budget:** The budget will be prepared by the company (using the rates established in the LTA and the corresponding template) and approved by OEV. For the purpose of this evaluation the company will:

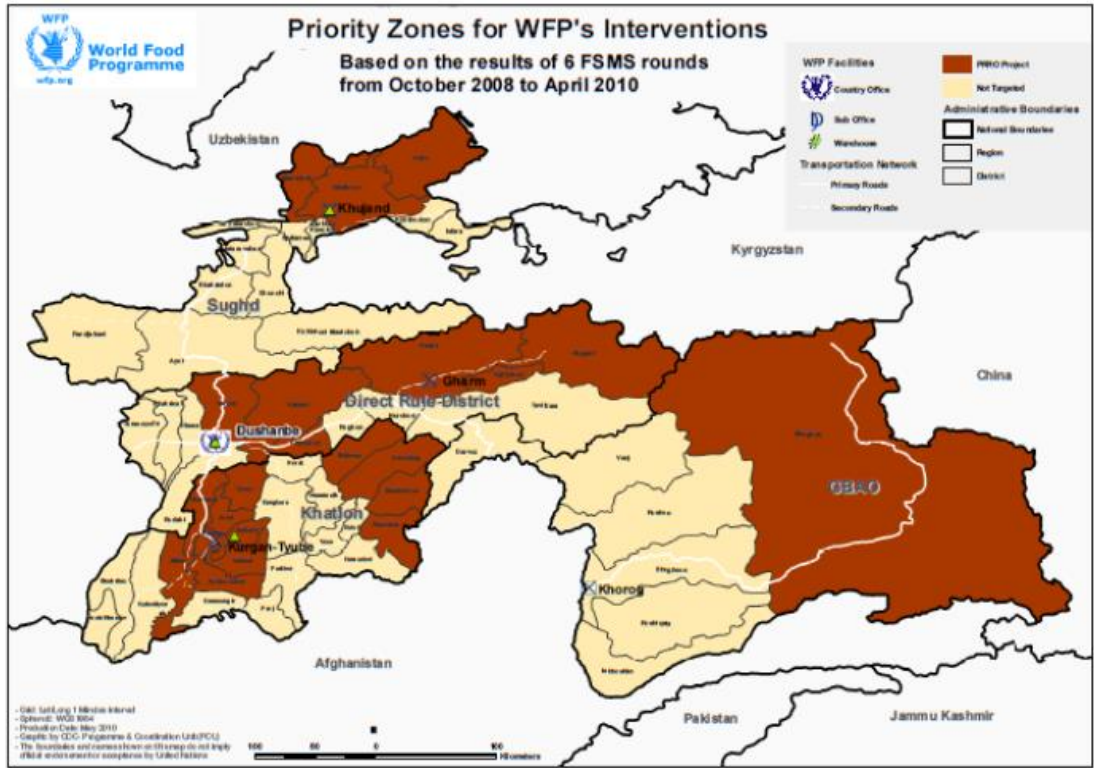
- Use the management fee corresponding to a small operation.
- Take into account the planned number of days per function noted in section 6.3.
- Not budget for domestic travel.

Please send queries to Julie Thoulouzan, Evaluation Officer:

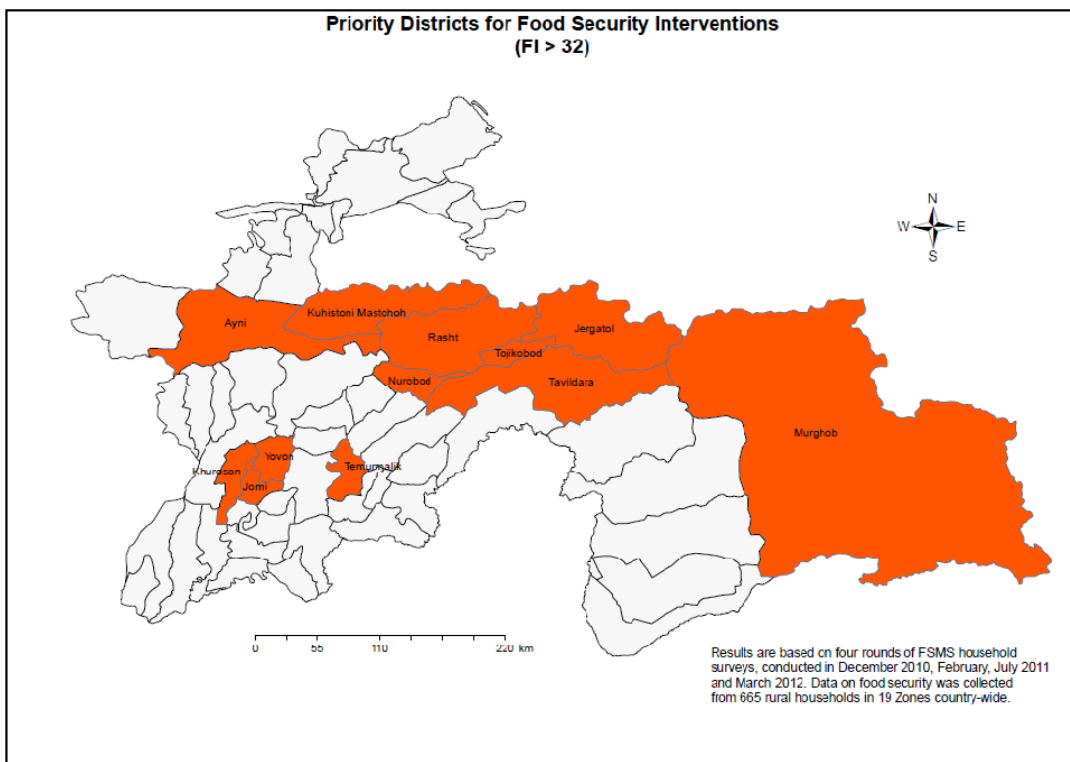
Email: [Julie.thoulouzan@wfp.org](mailto:Julie.thoulouzan@wfp.org)

Phone number: + 39 06 65 13 35 04

## **Annex 1: Priority zones for WFP interventions (based on 2008-2010 data)**



## Annex 2: Priority zones for WFP interventions (based on 2010-2012 data)



## Acronyms

BR	Budget Revision
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
CO	Country Office (WFP)
DAC	Development Assistance Committee
EB	(WFP's) Executive Board
EQAS	Evaluation Quality Assurance System
EM	Evaluation Manager
ER	Evaluation Report
ET	Evaluation Team
FSMS	Food security monitoring system
HQ	Headquarters (WFP)
IP	Inception Package
LTA	Long-Term Agreement
NGO	Non-Governmental Organisation
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
Mt	Metric Ton
OEV	Office of Evaluation (WFP)
OpEv	Operation Evaluation
RB	Regional Bureau (WFP)
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNEG	United Nations Evaluation Group
WFP	World Food Programme

## **Annex 2: Evaluation approach and methodology**

The evaluation team consisted of three independent consultants who conducted a month-long visit to Tajikistan to assess the implementation and results of activities of WFP PRRO 200122 in DRD, Sughd and Khatlon Provinces.

The evaluation employed qualitative methods to assess internationally agreed evaluation criteria<sup>162</sup> as identified in the evaluation matrix.

Independent and impartial, the evaluation team endeavored to crosscheck information and triangulate where possible. The evaluation team drew their own conclusions about the success of the WFP Programme based on discussions with programme stakeholders, beneficiaries, and direct observation where possible, of programme outputs. The evaluation team attempted to preserve gender and age balance when selecting and forming groups for interviews.

The evaluation was organized based on four main phases.

- **Preparation Phase** - included desk review, consultations and preparation of the Terms of Reference by the Office of Evaluation at WFP Headquarters, Regional Bureau and Country Office.
- **Inception Phase** - included a desk review by the ET of key program documents received from WFP and analysed the database of programme activities and beneficiaries. Secondary sources of information were also reviewed including key national documents (Poverty Reduction Strategy, Tajikistan Food Security Strategy, and Food Security Monitoring System Reports).
- **The Evaluation Mission** - started in Dushanbe with an initial briefing from the WFP Programme Unit and meetings with key programme stakeholders; site visits were conducted to programme sites in three provinces (Annex 3, 4, and 5 are the actual evaluation schedules for the three provinces) and follow-up meetings were held with stakeholders in Dushanbe as needed.
- **Reporting** - began before the evaluation team left Tajikistan. The team prepared a brief Aide Memoire to present initial findings. This was presented to the WFP Country Office management team, followed by a formal presentation of findings to the WFP Regional Bureau and Headquarters teams. Another formal presentation of findings was made to the external stakeholders including international NGOs and implementing partners. The team then prepared a draft report detailing the findings and analysis, leading to the conclusions and recommendations. This draft report was submitted to WFP Country Office (and various stakeholders) for comments. The final Report was drafted incorporating or reflecting comments from the CO and main stakeholders as warranted.

### **Data collection methods and tools**

An evaluation matrix, as shown in Annex 8, was developed to ensure that evaluation sources, and methods provided the information and analysis to answer the questions stated in the ToR (See Annex 1).

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<sup>162</sup> Overseas Development Institute (2006). Evaluating Humanitarian Action Using the OECD-DAC Criteria: An ALNAP guide for humanitarian agencies, London, UK.

As indicated in the evaluation matrix, qualitative method was used to gather the data. Semi-structured interview guides were designed for partners, implementers, and participants in order to inform the questions in the evaluation matrix.

The evaluation used a range of data collection tools and employed a number of interview techniques in order to understand the programme and triangulate information. Data collection methods included secondary data review, key informant interviews, focus group discussions, group interviews and direct field observations. Implementation of these methods involved:

- Ongoing review of key programme documents and data provided to the team by the WFP Tajikistan Office including:
  - Strategic plans
  - Database of beneficiaries<sup>163</sup>
  - Budget and programme revisions since programme inception
  - Monitoring and evaluation reports
- Relevant secondary information including Food Security Monitoring System reports, Integrated Phase Classification reports, and general context information
- Initial briefing in-country with the WFP Tajikistan team
- A range of interviews with key programme stakeholders was conducted (See Annex 7 for the list of interviews) including:
  - Interviews with representatives of the Government of Tajikistan, Ministries and Agencies in Dushanbe and at provincial level who were directly involved in the development or implementation of the programme.
  - Interviews with other WFP implementing partners including the representatives of local authorities at the district and village level, UN agencies, international NGOs, national NGOs and national community organizations.
  - Interviews with WFP sub-office teams who are responsible for the day-to-day implementation of the programme.
  - Implementing partners selected for field visits were also interviewed.
- A joint workshop was conducted in Dushanbe with NGOs and cooperating partners whose operations could not be visited by the ET or who no longer had activities in the regions. An outline is included with the draft interview guides in Annex 6 for the group assessment of the INGOs and NGOs.
- Focus groups with programme beneficiaries including both men and women were conducted at the selected field sites.
- Focus groups and key informants were structured so that the gender and age perspectives were considered.

In keeping with international human subject standards and social science ethics, all interviewees were advised that their statement, comments and opinions are kept anonymous. The field notes are confidential and are not be turned over to public or private agencies.

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<sup>163</sup> The database is an excel file of all 200 projects executed or being executed as of January 2014 that was provided to the evaluation team by the WFP Tajikistan office in January 2014.



## Timeline of the evaluation

Entity responsible	Activities	Key dates 2014
<b>PHASE 3 – EVALUATION MISSION</b>		
CO	Preparation of the evaluation mission (including setting up meetings, arranging field visits, etc)	17 Feb-7 Mar
ET	Introductory briefing	11 Mar
ET	Interviews with key internal and external stakeholders, project site visits, etc	11 Mar -27 Mar
ET	<b>Submit Aide Memoire</b>	31 Mar
ET	Internal Exit debriefing / workshop	1 Apr
	Partners Briefing	2 Apr
<b>PHASE 4 – REPORTING</b>		
ET	Evaluation Report drafting	7 Apr – 5 May
EM	Quality Assurance of draft Evaluation Report	6-13 May
EM	<b>Draft Evaluation Report</b>	<b>13 May</b>
CO/RB/OEV	Stakeholders comments on Evaluation Report	13-23 May
EM	Comments matrix	26-28 May
ET	Revision of the Evaluation Report	28 May – 9 Jun
EM	<b>Final Evaluation Report</b>	<b>13 June</b>

### Evaluation mission schedule

Given the roles and diverse expertise of the group, the most effective approach for data collection was for all team members to work in each of the three provinces together. This interdisciplinary team approach allowed for daily discussion of findings from the individual interviews and supported fine-tuning of enquiry and work as the team progressed.

However, due to limited time frame and large number of sites to be visited the team had to split in two out of three target provinces, i.e. only Khatlon province was visited by the whole team. Splitting up of the team allowed to visit all types of the activities implemented in three provinces and ensure that the ET had meetings with beneficiaries and stakeholders of each activity implemented in given province.

The evaluation started with a thorough briefing by the WFP team and a reflection of the past few years of PRRO 200122. Time was also allocated for a security briefing at the UNDSS. The remainder of the first week in Dushanbe was allocated to interviews with the WFP PRRO partners in the relevant Ministries and State Agencies, UN agencies, International Organizations, INGOs and NGOs.

The second and third weeks were dedicated to evaluating the implementation and results of the WFP activities in each of the three provinces selected (See Annexes 3, 4, and 5). In each province the fieldwork began with a briefing by WFP regional personnel and then interviews with implementing partners in the region followed by interviews with the representatives of the food distribution committees and other key stakeholders at the village or district level. Each site visit also included group interviews with the beneficiaries.

Between the second and third week in the field, the Navruz holiday occurred (21-24 March) for four days and no meetings could be arranged. The ET used this time to start drafting preliminary findings of the first and second week of the field evaluation works.

Upon return from the field, the team conducted follow-up interviews, began preparing the Aide Memoire and conducted an internal debriefing for WFP CO on 31 March 2014. On 1 April, a conference call was organized with the WFP RB and HQ together with the CO to present Aide Memoir and receive preliminary feedback. The debriefing of the WFP partners took place the following day, 2 April. The final days before departure were used for additional consultations with WFP CO staff, compile feedback from the presentations, review notes and assign tasks for writing the evaluation report.

### **Support**

The evaluation team based its mobility on the offer of multiple drivers and vehicles from WFP CO. In addition, the CO scheduled the interviews in Dushanbe and coordinated the field travel.

Two members of the ET used air transport to reach Khujand, Sughd province, and also relied on the regional WFP offices for logistics and local transportation.

In Dushanbe the evaluation team was provided with a room at the CO to interview and to meet with WFP personnel. In addition, WFP CO arranged for a conference room for the joint workshop for NGOs, as well as for conference calls with RB and HQ.

### Annex 3: Evaluation schedule – Rasht (DRD Region)

#### Itinerary plan for Evaluation Team mission to Gharm SO from 16th to 20th of March 2014

	Date	Time	From	TO	Activity	
1	Sunday 16/03/14	9:00	Dushanbe	Gharm	Departure from Dushanbe CO for Gharm	
		13:30			Lunch in Gharm central Guest-house	
		14:30			Meeting with WFP Gharm HSO	
		17:30	Dinner and overnight in Gharm central Guest-house			
2	Monday 17/03/14	7:30	Gharm	Tavildara	Field trip: Arrival to Tavildara.	
		10:00	Tavildara		Arrival to Tavildara d-t and meeting with d-t Hukumat VGF FP	
		11:00	Tavildara	Jamoat Vahkiyo	Departure from Tavildara district to planned FFW project sides	
		12:00	Jamoat Vahkiyo	Sayod village	1 Visit to River bank reinforcement FFW project side & meeting with committees/beneficiaries	
		13:30	Sayod village	Jamoat Vahkiyo	Lunch in Jamoat Vahkiyo Sayod village.	
		14:00	Jamoat Vahkiyo	Jamoat Sangvor	Departure from Saiyod village to Argancul village of Sangvor Jamoat	
		14:30	Jamoat Sangvor	Argancul village	2 Visit to Canal cleaning FFW project side & meeting with committees/beneficiaries	
		15:30	Argancul village	Jamoat Childara	Departure from Argancul village to Childara Jamoat through Sari-Pul village	
		17:00	Jamoat Childara	Kosagardon village	3 Visit to Road rehabilitation FFW project side & meeting with committees/beneficiaries	
		17:30	Jamoat Childara	Gharm settlement	Dinner and overnight in Gharm central Guest-house	
3	Tuesday 18/03/14	7:30	Gharm settlement	Jirgatol	Field trip: Arrival to Jirgatol.	
		10:00	Jirgatol		Arrival to Jirgatol d-t and meeting with the d-t Hukumat VGF FP	
		11:00	Jirgatol	Jamoat-Jirgatol.	Departure from Jirgatol d-t to planned MSDSP FFW PALM project sides	
		11:15	Jamoat-Jirgatol.	Sadara village	1 Visit to FFW construction of bridge and rehabilitation of the road project side & meeting with the local Jamoat/committees/beneficiaries	
		13:30	Sadara village	Jirgatol center	Lunch in Jirgatol district center	
		14:30	Jirgatol center	Janger village	Departure from Jirgatol center to Janger village of Jirgatol Jamoat	
		14:40	Janjer village	2 Visit to FFW TPP project side & meeting with the local Jamoat/committees/beneficiaries		
		15:40	Janjer. village	Jamoat Yangi-Shahr.	Departure from Janger village to Jonkigiz village of Yangishahr Jamoat	

		16:00	17:30	Jamoat Yangi-Shahr.	Jonkirkiz Village.	3 Visit to FFW construction of bridge and the road rehabilitation project side & meeting with the local Jamoat/committees/beneficiaries	
		17:30	18:30	Jonkirkiz Village.	Gharm settlement	Dinner and overnight in Gharm central Guest-house	
4	<b>Wednesday 19/03/14</b>	8:30	9:30	Gharm	Gharm settlement and meeting with Hukumat of Rasht d-t VGF FP		
		9:30	10:00	Gharm settlement	Jamoat Boqi-Rahimzod	Departure from Gharm to the planned FFW project sides in B.Rahimzoda	
		10:00	13:00	Jamoat Boqi-Rahimzod	Pojey-Poyon village	1.2 Visit to FFW River bank reinforcement and road rehabilitation project side & meeting with the local Jamoat/committees/beneficiaries	
		13:00	14:00	Pojey-Poyon village	Jamoat Boqi-Rahimzod	Lunch in Boqi-Rahimzoda Jamoat	
		14:00	14:10	Jamoat Boqi-Rahimzod	Biny-Safiyon village	Departure from Pojei-Poyon village to Biny-Safiyon	
		14:10	16:30	Biny-Safiyon village	3. Visit to Emergency FFW project side& meeting with committee/beneficiary		
		16:30	17:00	Biny-Safiyon village	Gharm settlement	Dinner and overnight in Gharm central Guest-house	
5	<b>Thursday 20/03/14</b>	8:00	8:30	Gharm	Meeting with Gharm SO staff		
		8:30	9:30		Meeting with UN sister organizations		
		9:30	13:00		Compiling of mission evaluation reports		
		13:00	14:00		Lunch in Gharm center		
		14:00	17:30	Gharm	Dushanbe	Departure Gharm for Dushanbe	
		17:30				Arrival to Dushanbe CO	
<p><b>Note:</b> a) The driver for the ET visit in Gharm will be Mr. Davlatmurod Nurov with Gharm SO care plate # 104UN10</p> <p>b) The tentative plan may change according to an Evaluation Team decisions</p>							

## Annex 4: Evaluation schedule - Sughd Region

<b>16 MARCH 2014, DAY 1</b> (overnight in Khujand)			
Arrival to Khujand SO			
<b>17 MARCH 2014, DAY 2</b> (overnight in Ayni)			
Meeting with SO staff	SO PU	09:00	15:00
Departure from Khujand to Asht, Pongoz Jamoat		08:00	09:30
Meeting with the Head of Jamoat/local authority on emergency response project	Mr. Dadomatov	10:00	11:00
EMR/2011/02 focus group discussion with beneficiaries	Jamoat Pongoz / vil. Bobodarkhon	11:00	12:30
Departure from Asht to Khujand		13:00	14:30
Departure to Ayni district		15:00	18:00
<b>18 MARCH 2014, DAY 3</b> (overnight in Ayni)			
Meeting with Ayni Hukumat representatives on projects implementation	Mukhiddinova / Deputy	08:00	09:30
Meeting with bank representatives on Cash project implementation	Bank	10:00	11:30
<b>Site visit:</b> FFW/2010/12 ( building construction) focus group discussion.	Jamoat Ayni / vil. D.Khushekat	12:00	14:00
<b>Light lunch in the field</b>		14:00	15:00
Departure from Jamoat Ayni to Jamoat Zarafshon		15:00	15:40
<b>Site visit:</b> Cash_focus group discussion.	Jamoat Zarafshon / vil. Zarafshon	15:45	17:30
Departure back from Jamoat Zarafshon to Jamoat Ayni		17:30	18:15
<b>19 MARCH 2014, DAY 4</b> (overnight in Ayni)			
Departure to K. Mastchoh district (arrival in Pastigav village)		07:00	10:00
<b>Site visit:</b> FFW/2011/11 (IWSS) & FFW/2013/08 (TPP) focus group discussion and meeting with DF members.	Jamoat I. Tojik/ vil. Pastigav	10:00	11:30
		11:30	13:00
<b>Light lunch in the field</b>		13:00	14:00
Departure from village Pastigav to village Obburdon		14:00	14:30
<b>Site visit:</b> VGF focus group discussion and meeting with Head of Jamoat I. Tojik as a VGF Focal Point in place.	Jamoat Ivan Tojik / vil. Obburdon	14:30	16:00
		16:00	17:30
Departure back from K. Mastchoh district to Ayni district		17:30	20:00

**20 MARCH 2014, DAY 5**

Departure from Ayni district to Dushanbe CO	09:00	12:00
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## Annex 5: Evaluation schedule - Khatlon Region

<b>Tuesday, 25th of March, 2014</b>		
<b>From</b>	<b>To</b>	<b>Activity</b>
7:00 AM	9:00 AM	Departure from Dushanbe – Arrival to KTY SO
8:30 AM	10:00 AM	Meeting with Head of Sub-Office and meeting with KTY SO staff
10:00 AM	10:40 AM	Trip to Khuroson district (Sumbula village)
10:40 AM	12:30 PM	Visit of FFW and VGF projects. Interview with beneficiaries and CP.(village Sumbula)
<i>12:30 PM</i>	<i>13:30 PM</i>	<i>Lunch in Khuroson district</i>
13:30 PM	14:15 PM	Trip to Jilikul district
14:15 PM	15:45 PM	Visit of FFW project sites in Mohi-Nav village - Construction of School Building and Medical Point. Interview with beneficiaries and CP.
15:45 PM	17:15 PM	Visit of FFW project sites in Kuhdoman village - Construction of School Building and Bridge. Interview with beneficiaries and CP.
17:15 PM	18:15 PM	Trip to Kurgan-Tube
18:15 PM	19:00 PM	Refreshment and accommodation
19:00 PM		Dinner and Overnight in Kurgan-Tube
<b>Wednesday, 26th of March, 2014</b>		
8:00 AM	9:30 AM	Departure from Kurgan-Tube to Shahritus district
9:30 AM	10:30 AM	Meeting with SFC manager and visit of TFC
10:30 AM	11:30 AM	Trip to Jamoat Pakhtaobod and Jura Nazarov
11:30 AM	13:00 AM	Visit of Nutrition and FFW projects.
<i>13:00 AM</i>	<i>14:00 PM</i>	<i>Lunch in Shahritus district</i>
14:00 PM	15:30 PM	Visit of Nutrition and FFW projects (continued)
15:30 PM	17:00 PM	Trip to Kurgan-Tube
		Overnight in Kurgan-Tube

<b>Thursday, 27th of March, 2014</b>		
8:00 AM	10:00 AM	Departure from Kurgan-Tube to Temurmalik district
10:00 AM	11:30AM	Visit of FFW and VGF projects' site in Jamoat Kangurt – drinking water supply project. Interview with partner and beneficiaries.
11:30 AM	12:15 PM	Trip to the Center of the district
12:15 PM	13:15AM	Meeting with Head of Hukumat of Temurmalik district
<i>13:15PM</i>	<i>14:00 PM</i>	<i>Lunch in Temurmalik district</i>
14:00	15:30 PM	Visit of FFW project site in Jamoat Sovet – riverbank strengthening project. Interview with partner and beneficiaries.
15:30 PM	15:45 PM	Trip to Jamoat Tanobchi
15:45 PM	17:15 PM	Visit of FFW project site in Jamoat Tanobchi – construction of houses. Interview with partner and beneficiaries.
17:15 PM	18:15 PM	Trip to Kulyab town
18:15 PM	19:15 PM	Refreshment and accommodation
		Dinner and Overnight in Kulyab town
<b>Friday, 28th of March, 2014</b>		
8:00 AM	9:00 AM	Meeting with UNDP representative
9:00 AM	9:20 AM	Trip to Jerkala SFC center
9:20 AM	10:30 AM	Meeting with SFC manager and project coordinator
10:30 AM	13:00 PM	Visit of Nutrition project site and meeting with CP and beneficiaries, meeting with TFC manager
<i>13:00 PM</i>	<i>14:00 PM</i>	<i>Lunch in Kulyab district</i>
14:00 PM	16:30 PM	Meeting with HIV project manager and interview with the people living with HIV.
16:30 PM	19:00 PM	Departure for Dushanbe



## **Annex 6: Semi-structured interview guides**

### **A. PRRO 200122: Partner Activities Joint Evaluation Exercise Plan**

#### **Session Objectives:**

- Overview of the types of projects implemented by the partners in the framework of the WFP PRRO 200122 program
- Identification of the effects/impact of these projects and specific food distribution component on food security and resilience of beneficiaries
- Evaluation of the programme design, approach, targeting and transfer modalities
- Identification of the partner's role/importance in the programme
- Identification of the strong and weak aspects of the programme

During the session, participants should be able to:

- Articulate the impact-based rationale for participating in and supporting programs like PRRO 200122
- Describe their mode of operation as a part of such program
- Describe concrete examples of program impact that they witnessed in their work
- Describe the type of support/trainings/capacity building activities provided to them by WFP
- Link their own daily work activities to program impact

#### **Materials to be provided:**

- Handouts with WFP PRRO 200122 results framework
- Power-point slides with programme objectives and indicators information

#### **Approach: Group discussions facilitated by consultants**

##### **Plan**

- Introduction
- Discussion of programme objectives and approaches
- Discussion of why each partner thinks that the PRRO program is important. Group discussion, developing a list
- Solicit ideas about why PRRO program is important. Ask each person to write their idea on a flipchart strip and post on the wall, at the top
- Facilitate discussion about impact of such programmes on beneficiaries, partners and other stakeholder. Tease out “stories” and examples
- Put up PowerPoint slide with PRRO program goals and objectives– draw relevant connections with each partner's activities
- Discussion of how each partner ensured focus on the program goals and indicators; how they ensured that their own activities support the program goals
- Discussion of the level of effectiveness of the activities, whether things could have been done better or differently
- Conclusions and summary of the exercise

- How do partners assess the design and approach of the programme?
- How do partners evaluate the impact (intended and unintended) on the food security and resilience of the beneficiaries?
- How do partner's projects fit in the overall objective of the programme? What is the added value of their participation in the programme? And vice versa, how has the programme helped the partners to accomplish their strategic objectives, build capacity, and increase outreach?
- Were there any challenges/constraints in implementation of their projects?
- What monitoring and evaluation mechanisms were in place? Do partners have any evidence of the impact the programme had on beneficiaries?
- If any of the partners were involved in FFW projects, are there any mechanisms to ensure sustainability of activities and results of their work?

## **B. CASH PROGRAMME**

### **WFP**

- What led WFP to the interest in starting a cash-based programme? Based on what information? The pilot project started with the 4<sup>th</sup> BR in the winter of 2012, why was this mode of assistance started so late in the PRRO 200122 when it was a recommended mode or activity in the evaluation of 2006?
- What is the intended outcome/impact of this programme?
- How much money is provided to households? How was this value determined?
- How often do people receive money? Why this frequency?
- What cash distribution mechanism is used? Any issues with it? [E.g. access to beneficiaries, lack of financial services etc.]
- What have been the main problems and challenges with the implementation of this programme?
- What has been the impact/s of the programme to date?
- What are the main monitoring variables (qualitative and quantitative) that indicate this impact?
- Has the monitoring data showed the need for any change in methodology? If so, what?
- Do you believe that the cash programme has been successful? And if so, what are your plans for replicating/scaling it up it in future?
- Have you noted any positive impacts of the cash programme? Evidence? [Check for both intended and unintended impacts]
- Have you noted any negative impacts of the cash programme? Evidence? [Check for both intended and unintended impacts]
- [If not already mentioned] – do you have any data that shows an impact of the cash programme on nutrition, food security or economic improvement (livelihoods) of the targeted households?
- Do you think any changes/improvements to the programme are needed? If so, what?
- What do you think are the main lessons learned from this programme?
- What changes to WFP systems/ways of working do you think need to change (if any) to be able to better implement and monitor cash-based programmes?

### **Government, UN agencies and Implementing Partners**

- What has been your main role in the implementation of this programme?
- Were you involved in any discussion/planning re the WFP cash-programme pilot?
- Do you think that cash-based programming is appropriate for your operational areas? Why or

why not?

- Do you think that cash-based programming meets the needs of the targeted communities/beneficiaries?
- How do you feel about changing to cash and/or adding cash to the WFP programming options?
- Do you know how much money is provided to households? How was this value determined?
- Were you involved in the targeting of beneficiaries? What process did you use? Who was targeted? [Get targeting criteria for each partner]
- What cash distribution mechanism is used? Any issues with it?
- Have you noted any positive impacts of the cash programme? Evidence?
- Have you noted any negative impacts of the cash programme? Evidence?
- Would you like to change anything about the cash programme? [E.g. Cash distribution mechanism, value, frequency, target group, timing/seasonality, security...]
- [For implementing partners only] - Did you provide an option for beneficiaries to provide feedback to anyone about the programme?
- [For implementing partners only] - What were the main difficulties you faced in the implementation of this programme?
- Is there anything else you would like to say about the programme? [Anything that needs to be changed or improved?]

### **Local leaders & beneficiaries**

- Were you involved in any discussion/planning re the WFP cash-programme pilot?
- How do you feel about having a cash-based programme instead of a food-based programme?  
Reasons
- Did you receive enough information from WFP/Implementing partner about the project? E.g. who should be targeted, what they would receive, for how long?
- Were you involved in the targeting of beneficiaries? What process did you use? Who was targeted? [Get targeting criteria for each project visited]
- Did you have an option to provide feedback to anyone about the programme?
- If you could choose between having cash or food, what would you choose and why?
- Is the amount of money you received enough? If not, how much do you think is appropriate? [Get reasons]
- Was the frequency of distribution appropriate? If not, what would have been better?
- Was it easy for you to access the cash? Is there a better way to distribute the monies?
- What did you do with the money given to you? Were you told what you could do with it?
- How far do you have to travel to buy food or other items?
- Have you noted any positive impacts of the cash programme? Evidence?
- Have you noted any negative impacts of the cash programme? Evidence?
- Is there anything else you would like to say about the programme? [Anything that needs to be changed or improved?]

### **C. FOOD FOR ASSETS**

#### **WFP**

- What is the rationale of using FFW approach in the program?
- Did this activity attain the set performance indicators? (community asset score)

- What were the WFP's handover strategies related to FFW activity?
- What types of work were performed?
- How did WFP select the locations and beneficiaries for this activity? What were the criteria?
- What was the wage rate? Did it vary based on the type of work performed?
- How were the implementing partners selected for this type of activity? Criteria?
- Has WFP conducted monitoring/evaluation of the food distribution? Of activities implemented by partners? If yes, what were the outcomes of these monitoring activities?
- How was the "work" that was implemented by the local communities identified? What was the mechanism, prioritization?
- What are the major outcomes of FFW program? Were there any unintended effects?
- How would you evaluate its cost-effectiveness?
- Were there any major challenges and how they were addressed?
- Had WFP used any strategy to ensure improved nutrition status of women, boys and girls (or other vulnerable members of households)?
- Is there any evidence on the improved nutrition and food security status of the FFW participants?
- Has the FFW programme reduced unemployment rates/poverty in the target regions?
- How would WFP assess sustainability of the FFW projects? Do beneficiaries have increased sense of ownership?

**Government representatives (Hukumats and Jamoats), UN agency partners, and local and international NGOs**

- What was the role of your agency in WFP's FFW activities?
- Was this activity a part of larger project synergies or a sole activity implemented by your agency? If it was a synergy, could you tell more about the whole project implemented (rationale, objectives, and outcomes)?
- Did your part of the programme attain the planned indicators? If not, what percentage of the planned indicators was attained (actual vs. planned)
- What type of technical, logistical, financial and other support was provided by the WFP?
- Has WFP provided any training for the staff of your agency? If yes, please, list training themes and participants from your agency?
- What kinds of M&E activities were held by your agency as a part of the implementation of the project?
- Did FFW activity of the WFP programme help your agency to enhance your role in the development sector activities?
- Did it help you improve links with the communities served? Were there any opposite or other effects?
- How the process of community mobilization and food distribution is arranged? Who are the main players?
- Does your agency have staff to perform pre- and post-distribution monitoring?
- How are the FFW activity beneficiaries selected? What is the process? What are the criteria?
- How were the types of work performed identified? Was this a participatory process?
- Is there any evidence of the impact of the implemented work on quality of communities' lives: agriculture, infrastructure, emergency preparedness and response, employment opportunities, etc.?
- Were there any unintended effects?
- Is there any evidence of the impact of the food distribution activities on the level of food security and poverty?
- Are there any mechanisms that you use to ensure continuity or sustainability of the work performed by the communities?
- Were there any challenges in implementing FFW programme and how did you address them?

- What would be the positive impact of the FFW programme? What would be a negative impact?

#### **D. EMERGENCY RESPONSES**

##### **WFP**

- What principles guided WFP emergency response food distribution?
- Did the activity attain set performance indicators? (Household food consumption score)?
- Was the EMR programme complemented by any other relevant activities (water sanitation, hygiene, livelihood recovery, health services, etc.)
- How were the target groups for EMR identified? Victims of what types of disasters/shocks are considered for benefitting from the EMR programme?
- How long the EMR food distribution is provided in the immediate aftermath of a disaster?
- How does WFP ensure that the affected households get the ration in adequate quantity and quality?
- Are DRR, resilience and climate change adaptation principles integrated into the WFP EMR programme?
- Are there any synergies of EMR and other WFP PPRO programmes?
- How the beneficiaries of the EMR programme are identified /selected? How their food and nutritional needs are identified?
- How the food distribution process is arranged? Who are the main players?
- Is there any evidence on the positive or negative impacts of the EMR programme?
- Are EMR activities efficient in ensuring adequate nutritional intake of community in post-emergency context?
- Were there any challenges in implementation of EMR food distribution? If yes, how were they addressed?

##### **Implementing Agencies (Local authorities, Hukumats, Jamoats, CBOs, and INGOs)**

- What was the role of your agency in WFP's EMR activities?
- Was this activity a part of larger project synergies or a sole activity implemented by your agency? If it was a synergy, could you tell more about the whole project implemented (rationale, objectives, and outcomes)?
- Did your part of the programme attain the planned indicators? If not, what percentage of the planned indicators was attained (actual vs. planned)
- What type of technical, logistical, financial and other support was provided by the WFP?
- Has WFP provided any training for the staff of your agency? If yes, please, list training themes and participants from your agency?
- What kinds of M&E activities were held by your agency as a part of the implementation of the project?
- Did EMR activity of the WFP programme help your agency to enhance your role in the development sector activities?
- Did it help you improve links with the communities served? Were there any opposite or other effects?
- How the process of community mobilization and food distribution is arranged? Who are the main players?
- Does your agency have staff to perform pre- and post-distribution monitoring?
- How the EMR activity beneficiaries selected? (process? criteria?)
- Was there any gender sensitive approach in food distribution? Or how have they ensured equitable access to food by the most vulnerable groups?
- Is there any evidence of the impact of the EMR activities on the level of food security and nutrition status of beneficiaries in post-disaster period?

- Were there any unintended effects?
- Were there any challenges in implementing EMR programme and how did you address them?
- What would be the positive impact of the EMR programme? What would be a negative impact?

#### **E. SUPPORT TO HIV PATIENTS**

##### **WFP Office (four agreements)**

- Background: How was it started? Contacts?
- Why only a one year project with the NGO?
- Really an operational problem not climate problem?
- Do they plan to do this every year?

##### **Ministry of Health Regional Office (2010-2014)**

- How was it started?
- What are expectations as to future?
- What does this mean for the participants? I see that it has gone from 700 participants to over 7000 in three years. How has it come to expand?

##### **Guli Surkh NGO (2010 only)**

- In workshop with NGOs interview on the one year experience?
- How did it fit their program?

**Beneficiaries:** What has been the impact of the programme?

#### **F. VULNERABLE GROUP FEEDING**

##### **WFP (Central Office interview and Regional Offices)**

- What was the importance of the early warning system from the GoT? FSMS? HEWS?
- How did WFP select the locations and beneficiaries for this activity? What were the criteria?
- Were they the same as the previous year? %?
- We note that the VGF is almost 100% directly managed by the Regional Offices and not by NGOs and INGOs. What is the reason for this?
- Can this kind of a massive program be handed off to the GoT? Pros/Cons?
- Has WFP conducted monitoring/evaluation of the food distribution? If yes, what were the outcomes of these monitoring activities?
- What are the major outcomes of VGF program?
- Were there any unintended effects?
- Were there any major supply challenges? How they were addressed?
- Let's discuss the impact or importance to the beneficiaries - Is there any evidence of improved nutrition and food security status of the FFW participants?
- Were any surveys or third part assessments done? (If so, then obtain them.)
- Have the recipient families been those with or those w/o remittances?
- Do these families have home garden plots?

- Do you know if there is a relation between the type of farming in the area, or urban based population and the need for supplementary feeding? Describe and discuss.

**Local Government** or Community Committees

- When was your first contact with the WFP for VGF? (note year(s))
- How or through whom was contact with the VGF made?
- Did your committee receive any training? Type?
- How did your community decide who needed the food?
- Is there enough Zakat from the other villagers?
- Proportion of villagers who received supplements
- What time of the year or frequency was the food delivered? Timely?
- Did the food save lives?

**Beneficiary Group discussion**

- How often has there been a food shortage in the village? List years
- How many years have you been in this program? List years
- How many of you have home gardens?
- Are they irrigated?
- How many families have sons or fathers working overseas?
- Has the distribution been fair among you? Discuss and note issues
- What solutions do you have so that supplements are not needed?

## Annex 7: List of key informant interviews

Name	Position	Organization
Rano Mansurova	Country Director	ACTED
Nazirboy Berdiev	Branch Manager, Agroinvest Bank, Ayni	Agroinvest Bank
	Director	Cattle Breeders Association
Guiseppe Bonati	Country Director	Cesvi
Ibodulloev	School Director	Department of Education
	Director School # 61 Director Kulob Dist Urban	Department of Education
	Director School # 17 Guliston Village Vose Dist Rural	Department of Education
Shariff	Kulob FP of WFP School Inspector	Department of Education
Miboydloff	Director Kuhdoman Village School	Department of Education
Sitora Shokamolova	Coordinator	Development Coordination Council
Hiroyuki Imahashi	Ambassador from Japan	Donor
Sergei Viktorovich Kolotinsky	1st Secretary Russian Federation	Donor
Andrei Ivashev	3rd Secretary Russian Federation	Donor
Francoise Trine	International Food Security Advisor, Support to National Food Security Information System in Tajikistan (FSIS)	FAO
Takhmina Touraeva	Assistant FAO Representative in Tajikistan	FAO
Zafar Kuvatbekov		FOCUS
	Local Forestry and Hunting Dept. Khurson Dist. Rep - Simbula village	Forestry Agency
Ettner Hagen	Deputy Programme Director, Framework and Financial Sector Private Development (FFSPD) in Tajikistan	GIZ
Hartwig Ungethuen	Project Coordinator, Framework and Financial	GIZ
Zara Mahmudova	Economic Advisor, FFSPD	GIZ
Zuhra Nurlyaminova	Head of Clinic	HIV Centre, Dushanbe
	Deputy Head of Hukumat, Ayni District	Local government
Gamarov	Head of <i>mahala</i>	Local government
Gorlibchon Maynusov	Jamoat Head, Pangoz	Local government
	Head of Hukumat, Ayni District	Local government
Jinigul	Head of Jamoat, Kungurt	Local government
Jumaboy Kamolov	Jamoat Head Zarafshon	Local government
	Head of Jamoat, Tanobchi	Local government
	Kangurt Head of Mahala	Local government
	Temurmaliq district Khukumat Director	Local government
	Jamoat Tanobchi - Director	Local government
	Jamoat Tanobchi - Secretary	Local government
	Head of Mahalla Kuhdoman Village	Local government
	Head of Jamoat, Yangishar	Local government
	Head of Jamoat, Jergatol	Local government
	Sub-director of Khukumat, Tavildara	Local government
	Head of Jamoat, Sayod	Local government
	Jamoet Council members, Sayod	Local government
	Head of Jamoet, Vahkiyo	Local government
Sharipov Handullo	Head Khukumat Tavildara	Local government
Mahmadov Qurbonali	WFP Focal Point Tavildara Khukumat	Local government
Jaborov Muhmadjon	WFP Focal Point Jirgatol Khukumat	Local government
Najmiddiy Ikromoa		Mercy Corps



Qodirov Ahmadjon	Hd. Dept. of Food Security and Agricultural Policy	Ministry of Agriculture
Isroilov Sijovuddin Isroilovich	Deputy Minister of Agriculture	Ministry of Agriculture
Giyos Yatimov	Rep. of Agency for Forestry and Hunting	Ministry of Forestry and Hunting
Sherali Rahmatullaev	Head of MCH	Ministry of Health
Ibodulloev	Chief Doctor, Medical Point, Kudoman	Ministry of Health
Odinaev Abdumanon	SFC Coordinator, Jerkala	Ministry of Health
Umarova Ikbolbi	Head of Medical Point, Tokakappa, Kulob	Ministry of Health
Gulniso Saodatova	Head of Medical Point, Saidmudin Shamasov, Kulob	Ministry of Health
Mirzoev Mahmud	TFC Manager, Shahrituz District Clinic	Ministry of Health
Khujandov	TFC Manager Shahrituz	Ministry of Health
Rajav Shomurodov	Director - Shahrituz Primary Health Care	Ministry of Health
Rosiboy	SFC Manager	Ministry of Health
Saida	Chief medical Officer, Pakhtoabad, Sharituz	Ministry of Health
	Paktoabad Doctor	Ministry of Health
	TFC Manager, Kulob	Ministry of Health
	Sharitus SFC Coordinator	Ministry of Health
Dr. Ibedoyff	Kuhdoman Medical Point	Ministry of Health
Zulfiya Sharifova	Director for Khatlon Bonu	NGO Bonu
Mastona	Head of NGO Javidon	NGO Guli Surkh
Sevara Kamilova	Head of NGO Guli Surkh	NGO Guli Surkh
Ismoilov	Deputy Rudaki	NGO Rudaki
Nematov	Head of Rudaki	NGO Rudaki
Primova	Secretary Rudaki	NGO Rudaki
	Director Rudaki at Kuhdoman Village site	NGO Rudaki
	Deputy Director Rudaki at Kuhdoman Village	NGO Rudaki
Jonna Reeder	Regional Director	Operation Mercy
Rano Huseinova	Health Program Officer	Save the Children
Abdurahimov Jamshed	Health Program Officer	Save the Children
Daler Nazarov	Program Analyst	UNDP
Saimuddin Muhiddinov	UNDP Regional Director	UNDP
Nozirjon Solijonov	UNDP, Deputy Regional Director	UNDP
Abdullo Gulieve	UNDP Regional Director, Kulob	UNDP
Sojidamo	UNDP Program Analyst, Kulob	UNDP
Mutribjon Bahruddinov	Nutrition Officer	UNICEF
Andrea Bagnoli	Deputy Country Director	WFP
Nicholas Oberlin	Country Director	WFP
Saidamon Bodamaev	Head of Program Unit	WFP
Malohat Shabanova	Programme Assistant	WFP
Anna Vinnichenko	SO Head, Kurgan-Tyube, Khatlon Region	WFP
Furkhat Usmonov	Programme Assistant, Khatlon Region	WFP
Azam Bahorov	Sr. Program Assistant Pipeline	WFP
Sayorakhon Ishanova	SO Head, Khujand, Sughd Region	WFP
Sharofat Nabieva	Field Monitor Assistant, Sughd Region	WFP
Shuhrat Obidjonov	Field Monitor Assistant, Sughd Region	WFP
Michele Doura	Regional Nutrition Advisor, Cairo Office	WFP
Surayo Bahridinova	Field Monitor Assistant, Khatlon Region	WFP
Muzaffar Nodirov	WFP Head of Rasht Sub Office	WFP
Barbara Conti	HQ: Resource Mobilization	WFP
Mariko Kawabata	Regional VAM Officer	WFP

Heather Hill	Former DCD (2010-2012), WFP Tajikistan	WFP
Kahramon Bakozoda		Zercalo

## Annex 8: Evaluation Matrix

<b>Key Question 1: How appropriate is the operation? Areas for analysis will include the extent to which the objectives, targeting, choice of activities and transfer modalities.</b>						
<b>No.</b>	<b>Sub-questions</b>	<b>Measure/Indicator</b>	<b>Main Sources of Information</b>	<b>Data Collection Methods</b>	<b>Data Analysis Methods</b>	<b>Evidence quality</b>
<b>1.1</b>	<b>PRRO Programme Objectives</b>					
1.1.1	Are the programme objectives appropriate given local needs and priorities?	Descriptive material of assessed and perceived needs ex-post facto  Was a needs assessment done? What is the quality of the assessment process?	CFSAM, FSMA, Implementers, & participants Village relief committees	Document review, key informant interviews, group discussions	Comparison and summary of interviews	Documents to date have been suitable; other data yet to be determined (via interviews)
1.1.2	Are the programme objectives and programme design coherent with relevant policies? <sup>164</sup>	Stated National and other agency policies and strategies	Donor Country Strategies and Tajik National development plan	Document review, key informant interviews, group discussions	Qualitative comparison of PRRO objectives with Donor and Tajik objectives	Documents to date have been suitable; other data yet to be determined (via interviews)
1.1.3	Are the programme objectives and design coherent and aligned with overall WFP strategy? Are partner objectives coherent and aligned with WFP objectives? <sup>165</sup>	Implementer objectives vs. stated PRRO objectives	WFP Strategic Plan and Strategic Objectives and normative guidance  Implementer project docs  Interviews with implementers and WFP CO personnel	Document review	Qualitative comparison of PRRO objectives with Implementer objectives	TBD
<b>1.2</b>	<b>Targeting</b>					
1.2.1	Is the targeting of the various interventions appropriate given population needs and capacities?	Alignment of needs assessment with targeting.  Alignment of partner targeting with PRRO targeting.	Implementer project docs  Interviews with implementers and WFP CO personnel	Document review, key informant interviews, group discussions	Qualitative comparison of PRRO objectives with Implementer objectives	TBD
1.2.2	Is the targeting coherent with national policies and	Level of alignment or quality of articulated	Stated National and other agency policies			

<sup>164</sup> Are coherent with relevant stated national policies, including sector policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners as well as with other CO interventions in the country, such as the two development projects.

<sup>165</sup> Coherent with WFP strategies, policies and normative guidance.

	strategies?	rational if different.	and strategies			
1.2.3	Is the targeting coherent with WFP normative guidance?	Level of alignment or quality of articulated rationale if different.	WFP strategic documents and technical guides			
<b>1.3</b>	<b>Choice of Activities &amp; Transfer Modalities</b>					
1.3.1	Is the range of activities and transfer modalities appropriate given beneficiary needs and capacities?	Level of alignment of activities with needs assessment and beneficiary & implementer perspectives.	Implementer project docs  Interviews with implementers, beneficiaries and WFP CO personnel	Document review, key informant interviews, group discussions		
1.3.2	Is the range of selected activities coherent with national policies and strategies?	Level of alignment with various national policies, strategies and programmes.	GoT national development plans	Secondary data review Key informant interviews with GoT stakeholders		

1.3.3	Is the range of activities & how they are implemented coherent with WFP normative guidance and strategies?					
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**Key Question 2: What are the results of the operation? While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation will determine:**

No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
2.1	What is the level of attainment of the planned outputs? What are the reasons for the level of coverage?	Number of Beneficiaries (disaggregated by gender and age if appropriate)  Tonnage planned vs. achieved	PRRO Start Plan Annual Standard reports	Document review	Comparative math	Suitable. The ET will have to assess the M&E system of both the WFP and the implementing partners in order to

						determine the quality and appropriateness of the data in order to accurately answer these questions
2.2	<p>To what extent have the outputs led to the realization of the operation's objectives?</p> <p>Were interventions carried out in a timely manner?</p> <p>What are the unintended effects (positive or negative)?</p>	<p>Hunger alleviation Level of asset restoration/creation Acute malnutrition rates</p> <p>Events or comments not intended as objectives or outcomes planned</p>	<p>Implementers and beneficiaries Village relief committees</p>	<p>Interviews also Group Assessment by NGOs</p> <p>Observation and attention to comments</p>	<p>Qualitative summary of responses</p> <p>Comparison of planned and observed events/outcomes</p>	As Above
2.3	<p>Is the operation synergistic with other WFP operations and with what other actors are doing to contribute to the overriding WFP objective in the country?</p>	<p>Activity presence or absence at national and local levels. How well the operation builds on previous lessons learned</p>	<p>WFP Activity data base. Project activities by implementers and other donors GoT Educ. &amp; Health</p>	<p>Document review and report tabulation</p> <p>Group Assessment by NGOs</p>	<p>Cross tabulation of quantitative and qualitative information</p>	<p>Very good data base, but needs to be added to, the quality of other reports TBD</p>
2.4	<p>How efficient were the WFP interventions in achieving or contributing to the objectives? What alternatives were considered in programme design and during programme implementation?</p> <p>What is the likelihood that the benefits will continue after the end of the operation? Are their clear plans as well as capacity to maintain the targeted community assets?</p>	<p>Opinions of Implementers and partners</p> <p>Review of logistics pipeline (planned and actual)</p> <p>Reports and opinions of Implementers and partners</p> <p>Awareness of unintended or unexpected connectedness or changes in implementers' plans for follow-on projects</p>	<p>Implementers, Partners, and Village relief committees</p> <p>WFP Personnel</p> <p>Implementers, Partners, and Village relief committees</p> <p>Implementers, Partners, and Village relief committees</p> <p>On-site conditions</p>	<p>Key informant Interviews Group Assessment by NGOs</p> <p>Interviews</p> <p>Key informant Interviews Group Assessment by NGOs</p> <p>Interviews with implementers</p> <p>Field observation on FFW and FFA</p>	<p>Summary tabulation of opinions</p> <p>Summary of findings</p> <p>Summary tabulation of opinions</p> <p>Content analysis</p>	<p>The data on cost and coverage has not been seen so the quality is TBD</p> <p>TBD – personnel may not have been involved at that time period</p>

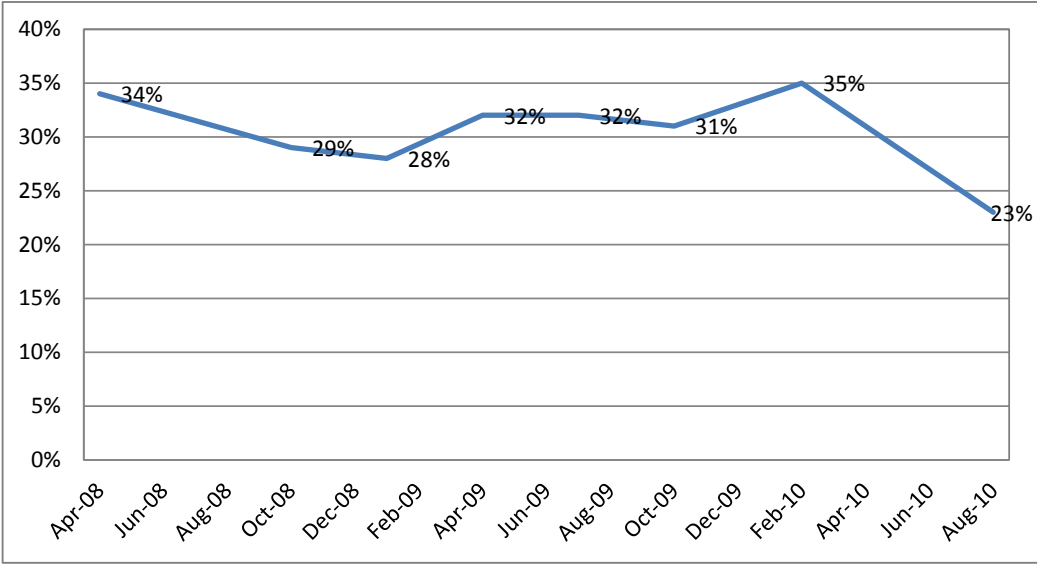
	How well are these assets protected from future shocks such as natural disasters?					
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**Key Question 3: Why and how has the operation produced the observed results? The evaluation should generate insights into the main internal and external factors that caused the observed changes and affected how results were achieved. The inquiry is likely to focus, amongst others, on:**

No.	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
3.1	<p>Internally: How was the operation planned? Was sufficient attention given to various components including: logistics and LTSH, monitoring &amp; quality assurance particularly of partners and reporting?</p> <p>Was their sufficient staff and management oversight of the operation? Was their sufficient technical backstopping and supporting from the regional bureau?</p> <p>Was sufficient attention given to</p>	<p>Number and location of personnel (of WFP as well as implementing partners)</p> <p>The procedures/paper work/ approval/process</p> <p>Systematic communication meetings, M&amp;E and reporting system</p>	<p>Implementers and Partners, WFP organizational diagram, Regional Bureaux, Agreements/ contracts between WFP and Implementers</p>	<p>Interviews and Document reviews, Interviews with WFP M&amp;E Staff</p> <p>Skype or conference call to Cairo</p>	<p>Qualitative assessment of the way the program was implemented</p>	<p>Suitable The ET will have to assess the M&amp;E system of both the WFP and the implementing partners in order to determine the quality and appropriateness of the data in order to accurately answer these questions</p>

	coordination and partner or donor management?					
3.2	How well does the programme design and the programme implementation account for the cyclical nature of the challenges as well as the funding climate and other external factors?	Cyclical nature of climate Food and land policies State of opportunities for remittances Donor commitment vs. actual	Ministry of Agriculture and WFP assessments National food/land policy statements Guest worker reports from ILO	Interviews (Food Security Council), Donor members Documents  Donor Interviews  Cairo staff	Analysis of qualitative findings - summarized	TBD

**Annex 9: Percentage of food insecure households over time (2008-2010)**



Source: WFP FSMS Bulletin, August 2010



**Annex 10: WFP operations prior to PRRO 200122**

<b>Operation</b>	<b>Title</b>	<b>Start</b>	<b>End</b>
EMOP 5253 – 3 extensions	Emergency Food Aid for Vulnerable Groups, FFW, and Supplemental Feeding	July 1993	June 1999
EMOP 6288	Food assistance to vulnerable groups and recovery activities	Oct 2000	Dec 2004
PRRO 6087	Food Assistance to Vulnerable groups and Recovery Activities	Jul 1999	May 2001
PRRO 6087.01	Extension	May 2001	Dec 2004
PRRO 10231	Food Assistance to Vulnerable Groups and Recovery Activities	Jul 2003	Dec 2006
PRRO 106030	Transitional Relief and Recovery Support to Food-Insecure Households	July 2007	June 2010
DEV 200120	Supporting Access to Education for Vulnerable Children	Aug 2010	Jul 2015
DEV 200173	Support to Tuberculosis Patients and their Families	Jan 2011	Dec 2013
PRRO 200122	Restoring Sustainable Livelihoods for Food Insecure People + Extension	Oct 2010	Sep 2013 Dec 2014

**Annex 11: PRRO 200122 original log frame (2010)**

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
<b>Strategic Objective 1: Save Lives and Protect Livelihoods in Emergencies</b>		
<p><b>Outcome :</b></p> <p><b>1.1. Reduced acute malnutrition in children under 5 in targeted, emergency-affected populations</b></p> <p><b>1.2 Improved food consumption over assistance period for targeted, emergency-affected beneficiaries.</b></p>	<p><b>Outcome indicator:</b></p> <p>Prevalence of acute malnutrition among children under 5 (weight-for-height as %) 21.5 or above)</p> <p>Household food consumption score (target: maintain at least borderline consumption of 21.5 or above)</p>	<ul style="list-style-type: none"> <li>□ Project funding requirements met;</li> <li>□ Security conditions in place and adequate to reach the targeted beneficiaries;</li> <li>□ Access to beneficiaries possible in areas affected by natural disasters;</li> </ul>
<p><b>Output:</b></p> <p><i>1.1 Food and non-food items distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions.</i></p>	<p>Output indicators:</p> <p>Number of women, men, girls and boys receiving food (including fortified, complementary and special nutritional products) and non-food items, by type and as % of planned figures (Target: 100% of planned figures) and actual distribution.</p> <p>Tonnage of food distributed, by type, as % of planned distribution (planned distribution includes quantity, quality and timeliness) (target: 100% of planned figures)</p>	

**Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations**

<p><b>Outcome :</b></p> <p><b>3.1. Targeted communities have increased access to assets in fragile, transition situations</b></p>	<p><b>Outcome indicators:</b></p> <p>Community asset score (target: score increased in at least 80% of targeted households)</p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Non-Food items provided by CP and local authorities for FFW activities;</li> <li><input type="checkbox"/> Project funding requirements are met;</li> <li><input type="checkbox"/> Favourable weather conditions;</li> <li><input type="checkbox"/> Security conditions are in place;</li> <li><input type="checkbox"/> Access to beneficiaries is possible;</li> </ul>
<p><b>Output:</b></p> <p><i>3.1. Food and non-food items distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions.</i></p> <p><i>3.2 Developed, built or restored livelihood assets by targeted communities and individuals</i></p>	<p><b>Output indicators:</b></p> <p>Number of women, men, girls and boys receiving food (including fortified, complementary and special nutritional products) and non-food items, by type and as % of planned figures (target: 100% of planned figures) and actual distribution.</p> <p>Tonnage of food distributed, by type, as % of planned distribution (planned distribution includes quantity, quality and timeliness) (target: 100% of planned figures)</p> <p>Number of community assets created or restored by targeted communities and individuals</p>	

**Strategic objective 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase**

<p><b>Outcome:</b>  <b>5.1. Broader national policy frameworks incorporated hunger solutions</b> (Hunger solutions include, but are not restricted to: school feeding, needs assessments, targeting, food management in terms of quantity and quality, market analysis, information management, gender analysis, local tendering processes).</p>	<p><b>Outcome indicator:</b>                  Hunger solutions in approved United Nations Development Assistance Framework funded and implemented per plans                  Government managed Food Security Monitoring System in place</p>	<p><input type="checkbox"/> <i>Project funding requirements met;</i>  <input type="checkbox"/> <i>Technical partners available;</i></p>
<p><b>Output:</b>                  5.1. Capacity and awareness developed through WFP-organized actions/training.</p>	<p><b>Output indicators:</b>                  UNDAF includes budgeted hunger solutions.                  Number of people trained in: needs assessments, targeting, food management quantity and quality, market analysis, information management, gender analysis, local tendering processes; disaggregated by gender and category (WFP, government and partner staff).</p>	

## Annex 12: Donor contributions to PRRO 200122

Donor	2010	2011	2012	2013	2014	Total \$US
Canada			752,257			752,257
European Union			1,015,564			1,015,564
Japan		2,000,00	1,000,100			3,000,000
Kazakhstan			39,975			39,975
Luxembourg		123,305				123,305
Japanese Private			21,337	101,081	238,566	360,984
Russian Federation		1,000,000				1,000,000
UN Common Funds		200,000		312,598		512,598
United Kingdom				9,978		9,978
USA			68,760			68,760
Carry Over from Previous PRRO	4,023,717					4,023,717
Other Income	26,081					26,081
<b>Total</b>	<b>4,049,798</b>	<b>3,323,305</b>	<b>2,897,893</b>	<b>423,657</b>	<b>238,566</b>	<b>10,933,219</b>

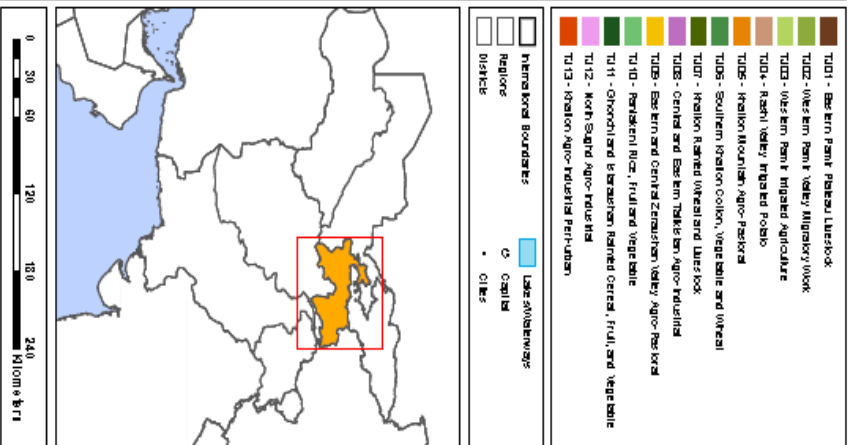
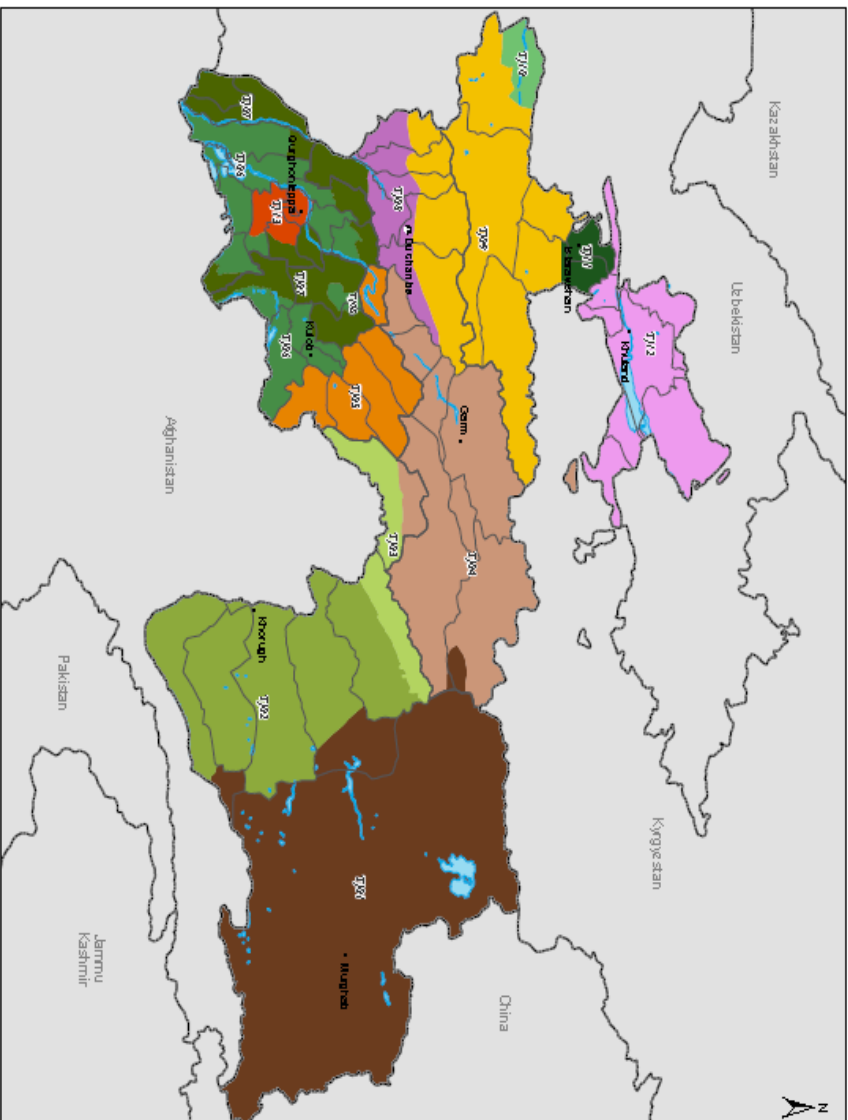
**Annex 13: PRRO budget revisions 2010-2013**

#	Date		Reason
1	December 2011	DSC US\$833,140	Advocacy, fundraising, and fact finding to learn about cash and voucher modalities, testing new foods, and learning about local production of foods.
2	April 2012	LTSH US\$104, 128	Reflecting new LRSH rate of 108.01/mt; the original budget assumed \$US122.39/mt.
3	October 2012	ODOC US\$282,066	An ECHO specific donation for a livestock project implemented by ACTED in GBAO after a drought year and extended winter of 2010-2011.
4	No date, 2012	Food US\$47,488 and related LTSH US\$23,455; ISC US\$4,879; and ODOC US\$1,378	Pilot a cash transfer modality in the VGF based on the June 2012 WFP/RB review of the potential for this modality.
5	2013	Food US\$2.5 million; LTSH US\$501,346; LTSH rates increased to US\$116.97/Mt.; External transport US\$42,404; ODOC a US\$437,906; DSC US\$1.6 million; and ISC US\$357,007.	A 15 month extension through December 31, 2014 in order to continue the main activities (FFA, Supplemental Feeding, and EMR);

# Annex 14: Livelihood zones of Tajikistan



## TAJIKISTAN - LIVELIHOOD ZONES



Updated: December 21, 2010

### Annex 15: Coherence of PRRO with WFP Global Strategies

WFP Global Strategic Plan Objectives	WFP Tajikistan PRRO Strategic Objectives	WFP Tajikistan PRRO Operation Specific Objectives	PRRO Activities
1. End global hunger through programme that save lives and protect livelihoods in emergencies	SO1: Save lives and protect livelihoods in emergencies	Meet the immediate food needs of victims of recurrent natural disasters	EMR VGF Cash
2. Prevent acute hunger		Protect the livelihoods of food insecure household affected by recurrent shocks through vulnerable group feeding.	Nutrition VGF HIV
5. Reduce chronic hunger and under nutrition		Reduce acute malnutrition in children U5 in targeted areas through support to MoH feeding programmes	
3. Invest in disaster preparedness and mitigation measures	SO3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations	Rebuild the livelihoods of shock-affected families through the restoration and creation of sustainable community assets.	FFA
4. Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations			
6. Strengthen the capacities of countries to reduce hunger	SO5: Strengthen the capacities of countries to reduce hunger including handover strategies and local purchase	Support the government in further developing national capacities to monitor food security and shocks.	FSMS/IPC

The new WFP Strategic Plan (2014-2017) includes four strategic objectives:

- Save lives and protect livelihoods in emergencies;
- Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies;
- Reduce risk and enable people, communities and countries to meet their own food and nutrition needs; and
- Reduce undernutrition and break the intergenerational cycle of hunger.



## **Annex 16: WFP Nutrition Policy (2012) priority areas<sup>166</sup>**

- Treating moderate acute malnutrition (wasting) including malnourished people in treatment for HIV and tuberculosis
- Preventing acute malnutrition (wasting)
- Preventing chronic malnutrition (stunting)
- Addressing micronutrient deficiencies through fortification
- Strengthening the focus on nutrition in programmes without a primary nutrition objective and linking vulnerable groups to these programmes.

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<sup>166</sup> WFP (2012) Nutrition Policy, p.7.

### **Annex 17: WFP Gender Policy (2009) priority areas<sup>167</sup>**

- Providing food assistance for pregnant and lactating women, children under 5 and adolescent girls
- Making women the food entitlement holders and ensuring that they are not put at risk of abuse or violence as a result of this policy
- Facilitating the participation of women in food distribution committees
- Improving access to education and reducing the gender gap in primary and secondary education, by using take-home rations as an incentive.

### **Annex 18: WFP HIV and AIDS Policy (2010) priority areas**

The WFP HIV and AIDS Policy (2010)<sup>168</sup> states that WFP's position is to make significant contributions to three priority areas:

- Ensuring that people living with HIV receive treatment;
- Preventing them from dying of tuberculosis; and
- Enhancing social protection for people affected by HIV.

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<sup>167</sup> WFP (2009) Gender Policy, p.10.

<sup>168</sup> WFP HIV and AIDS Policy (2010), p.3-4.

## **Annex 19: Scaling Up Nutrition (SUN)<sup>169</sup>**

The Scaling Up Nutrition Initiative (SUN) encourages national leaders to prioritize efforts to address malnutrition. This includes the development of appropriate policies, collaborating with partners to implement programmes with shared nutrition goals, and mobilizing resources to effectively scale up nutrition, with a core focus on empowering women.

Nations, organisations and individuals working to scale up nutrition recognise that malnutrition has multiple causes. That is why it requires people to work together across issues and sectors to put nutrition into all development efforts.

The causes of malnutrition include both factors that most people would generally associate with nutrition, as well as factors that affect the broader context of life and health. Recognizing this, the SUN Movement looks to implement both specific nutrition interventions and nutrition-sensitive approaches.

### **Specific Nutrition Interventions:**

Support for exclusive breastfeeding up to 6 months of age, and continued breastfeeding, together with appropriate and nutritious food, up to 2 years of age.

- Fortification of foods
- Micronutrient supplementation; and
- Treatment of severe acute malnutrition

### **Nutrition-Sensitive Approaches:**

- **Agriculture:** Making nutritious food more accessible to everyone, and supporting small farms as a source of income for women and families;
- **Clean Water and Sanitation:** Improving access to reduce infection and disease;
- **Education and Employment:** Making sure children have the energy that they need to learn and earn sufficient income as adults;
- **Health Care:** Improving access to services to ensure that women and children stay healthy;
- **Support for Resilience:** Establishing a stronger, healthier population and sustained prosperity to better endure emergencies and conflicts; and
- **Women's Empowerment:** At the core of all efforts, women are empowered to be leaders in their families and communities, leading the way to a healthier and stronger world.

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<sup>169</sup> <http://scalingupnutrition.org/about>

## **Annex 20: Renewed Efforts for Ending Child Hunger and undernutrition (REACH)**

Renewed Efforts for Ending Child Hunger and undernutrition (REACH) is a county led initiative.

The REACH partnership, endorsed in 2008 by the heads of agencies of FAO, WHO, UNICEF and WFP, promotes a holistic approach to tackling undernutrition, with a view to helping governments plan, prioritize and manage inter-sectorial nutrition activities among multiple stakeholders.

The REACH partnership engages governments to assist with the scale-up of food and nutrition interventions. The ultimate goal is to build the national capacity to strengthen national nutrition governance and management to improve the nutritional status of women and children. Increased collaboration and synergy amongst UN agencies is a potential outcome of the REACH initiative in Tajikistan.

## **Annex 21: Summary of the Food Security Information System (FSIS) Project – FAO and Ministry of Agriculture**

The Food and Agriculture Organization (FAO) Country Office in Tajikistan is helping the Agency on Statistics under the President of Tajikistan to improve the quality of collection of the crop production and other food security data in twelve pilot district of the country through the project “Support for Strengthening of the National Food Security Information System in Tajikistan”. The following districts are targeted by the project: Tursunzoda, Rudaki, Hisor, Aynni, Istaravshan, Bokhtar B. Gafurov, Vaksh, Vose Kulob, Darvoz and Tavildara.

The focus of the project is crop production data.

The objectives of the project are:

- To establish and strengthen information systems for food security in order to improve the quality of food security and relief interventions;
- To assist the government of Tajikistan and its international development partners to effectively respond to the short, medium and long-term food security needs of the population; and
- To improve market information systems and services to promote the development of private sector agriculture and trade.

The European Commission funds the project. Project duration is 2012-2014.

## **Annex 22: Objectives of the Government of Tajikistan's Food Security Strategy**

- To ensure greater purchasing power by the public, growth in the consumption of food and improvement in dietary habits;
- An increase in domestic consumption and production of certain types of agricultural products, raw materials, foodstuffs and animal products;
- Exports of food and sufficient growth in food production to allow for a reduction in imports. Measures related to the planning of food reserves and to ensuring easier access to food will be improved.

### **Annex 23: Nutrition relevant legislation**

Since independence, Tajikistan has ratified several fundamental international instruments such as the Convention on the Rights of the Child (1993) and Convention on the Elimination of All Forms of Discrimination against Women. Additionally, Tajikistan has several pieces of legislation that provide a solid foundation for improving nutrition.<sup>170</sup>

- “Law on health care” (1997)
- “Law on reproductive health and reproductive rights” (2002)
- “Law on salt iodization” (2007)
- “Law on promotion of breastfeeding” (2006)
- “Law on safety of food products” (2012)
  
- Ministry of Health and Social Protection of the Population of Republic of Tajikistan (2014) Nutrition and Physical Activity Strategy for Republic of Tajikistan 2014-2020

### **Nutrition-sensitive policies and plans**

National Health Strategy of the Republic of Tajikistan for 2010-2020 years

Strategic Plan of the Republic of Tajikistan on Reproductive Health for the period until 2014 (2004)

National Child and Adolescent Health Strategy of the Republic of Tajikistan for the period until 2015

National Program for Prevention, Diagnostics and Treatment of Diabetes Mellitus in the Republic of Tajikistan for 2012-2017

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<sup>170</sup> <http://scalingupnutrition.org/sun-countries/tajikistan>

## **Annex 24: Planned priorities of the Nutrition and Food Safety Strategy**

Priority actions:<sup>171</sup>

- Strengthening capacity
- Improving infant and young child feeding
- Ensuring hygienic farming practices
- Strengthen monitoring and surveillance systems
- Strengthen inter-sectoral collaboration
- Develop a National school nutrition programme
- Develop a set of initiatives to address diet-related non-communicable diseases
- Develop an evidence-based risk communication and consumer education dietary and food safety guidelines
- Establish a national Codex Alimentarius Inter-sectoral Working Group
- Develop a sound communication and information plan
- Conduct assessment/evaluation to ensure integration of gender issues
- Establish an inter-sectoral government committee to overlook the implementation of Strategy

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<sup>171</sup> "Nutrition and Food Safety Strategy for Tajikistan 2013-2020" PowerPoint presentation by Khadicha Boymatova, - National Programme Officer, Nutrition and Food Safety, WHO Tajikistan.



## **Annex 25: Priorities identified from the Living Standards Improvement Strategy (2013-2015)**

- Ensuring food security through the development of the agriculture sector, ensuring water supply and land tenure; increasing the effectiveness of producing agricultural goods, including cotton.
- Developing agricultural infrastructure, particularly the water supply sector, and water resources management.
- Strengthening social protection and ensuring employment: providing goal-oriented management for the entire social protection system;
- Reforming the social insurance and pension systems;
- Expanding access to and improving the quality of social assistance by providing social allowances and social services;
- Expanding equal access for all, particularly for girls, to high-quality education and learning;
- Effective implementation of the operating programmes and strategies in education and science sectors;
- Ensuring the development of the health care sector: extending equal access to high-quality medical service based on improved primary medical services provided by highly qualified health care workers; setting up the material and technical framework for providing medical services for all;
- Ensuring population's access to clean water, sanitation and communal service, and conducting institutional reforms in these areas;
- Improving population's access to communal service, clean water and sanitation;
- Building capacities for preparedness against natural disasters and the effective management of natural resources;
- Ensuring gender equality: improving the institutional bases of gender policy;

**Annex 26: WFP PRRO Partners (2010-2013)**

	<b>WFP Partners</b>
Government ministries	Ministry of Health Ministry of Agriculture State Agency on Forestry and Hunting Rapid Emergency Assessment and Contingency Team (REACT) Local and Regional Authorities
UN Agencies	UNICEF UNDP FAO IFAD WHO
International NGOs	ACTED, Save the Children, CESVI, Mercy Corps, Focus, Mountain Societies Development Support Programme (MSDSP), GIZ, Project Hope, Red Crescent Society of Tajikistan, Operation Mercy
Local NGOs	National TB Center, NGO "Habib", NGO "Chorvodor", NGO Binokor , NGO Bonu, NGO "Faizi Kuhsor", NGO Guli Surkh, NGO Javoni asri 21, NGO Mohi Munir, NGO Nuri Shavkat, NGO Habib, NGO Rudaki, NGO Sayor, NGO "Shahidi Bobokhon",
Community organizations	SO "Nuri Khatlon", SO "Sangdarai bolo."

## **Annex 27: Pillars of the UNDAF (2010-2015)**

The United Nations Development Assistance Framework has four pillars within it, identifying the four priority areas of UN assistance to the Government of Tajikistan. Each pillar has an outcome and a number of objectives within it. WFP's work falls under the second pillar: Food Security and Nutrition, and contributes to Pillar 1: Poverty reduction and governance.

### **1. Poverty reduction and governance**

UNDAF Outcome: Good governance and economic and social growth are jointly enhanced to reduce poverty, unlock human potential, protect rights and improve core public functions.

### **2. Food security and nutrition**

UNDAF Outcome: National institutions are strengthened for adequate gender-sensitive response for food and nutrition security.

The Food Security and Nutrition Pillar has the following objectives:

- To strengthen national institutions such that policy will be robust and data-driven;
- Promote higher levels of agricultural production and profitability;
- Ensure that vulnerable households have the financial and physical resources required for their own food security; and
- Improve food safety and quality, and dietary behaviours.

### **3. Clean water, sustainable environment and energy**

UNDAF Outcome: There is a more sustainable management of the environment and energy and natural resources

### **4. Quality basic services**

UNDAF Outcome: There is improved access for the vulnerable to quality basic services in health, education and social protection.

## **Annex 28: Examples of WFP collaboration with partners**

### **1. Implementing partners**

- Cooperation with local authorities throughout Tajikistan for implementation of the VGF activity (*jamoat* and *mahala* level governance). WFP is guided by FSMS and IPC findings to define the target zones, but local authorities do household targeting.
- The cash pilot project was implemented in collaboration with AgroInvest Bank.
- Nutrition activities are implemented in collaboration with UNICEF (therapeutic feeding) and the Ministry of Health (MoH) (targeted supplementary feeding). UNICEF, MoH and the World Health Organization (WHO) provide technical support.
- Emergency responses are implemented in collaboration with REACT, CoES and local authorities.
- NGO Ghuli Surkh implemented the HIV support activity with assistance from the National HIV Centre.

### **2. Collaborating partners**

- FFA activities are a result of collaboration between communities, local authorities, NGOs and WFP. Communities provide the labour to implement the project and wealthier community members often provide cash or material support. Other agencies including UNDP, Government Ministries (Dept. of Education), local governance, international NGOs, local NGOs or community-based organizations provide additional resources for materials or technical support.
- WFP also works closely with the Forestry and Hunting Agency (FHA) of the Government. The FHA promotes access to land for pastures, orchards, and planting of trees to stabilize denuded slopes. WFP has supported these activities through FFA by encouraging planting of orchards and forests in and around communities, and on school grounds for educational purposes.

### Annex 29: Emergency responses (2010-2013)

Region	District	Sub-District	Title	Partner	Duration	BNF
DRD	Rasht		Food assistance to the flood affected people	Hukumat	2 months	623
Sughd	Asht	Bobodarhon, Saro/Pongoz	Food assistance to the flood affected people	Hukumat	2 months	855
	Asht	Pongoz	Organizing camp for the children from disaster affected HH -flood affected people	Save the Children	2 months	200
	Ghonchi and Taboshar	Rosrovut	Emergency food assistance to flood affected families in Sughd province	Hukumat	2 months	984
GBAO	Khorog	Center	Emergency food assistance to hospital patients in Khorog city.	FOCUS	1 months	122
Khatlon	Temurmali k		Emergency food assistance to flood affected families	Hukumat	2 months	444
<b>TOTAL</b>						<b>3,228</b>

### Annex 30: Outputs of WFP Food security monitoring

<b>FS Bulletins</b>	<b>IPC Maps</b>	<b>Market Price Monitoring</b>	<b>Additional work with government</b>
November 2008 January 2009 May 2009 September 2009 December 2009 April 2010 August 2010 December 2010 May 2011 August 2011 April 2012 December 2012	July 2010 January 2012 January 2013 June 2013	Monthly between 2010-2013	Training of partners re IPC version 1 (2010)  Training of partners re IPC Version 2 (2012)  Dissemination of FSMS Bulletins and IPC maps

### **Annex 31: Measurement of the National Capacity Index (NCI)**

The National capacity Index is a qualitative score based on 5 standards:

- Strong policy frameworks
- Stable funding and budgeting
- Strong institutional capacity and coordination
- Sound (programme) design and implementation, including monitoring and evaluation
- Strong community participation and ownership

A qualitative score is attributed against each standard, ranging from 1 to 4 representing respectively:

- The scores are assessed against the benchmarks given in the tables on the following slides.
- Involvement of (government) counterparts in the assessment is strongly recommended.
- When a specific quality standard is not clearly attributable to one benchmark, consensus should be reached and the most relevant benchmark selected.

#### **NCI:**

An aggregation /addition of the respective scores against the 5 standards.

#### **Measurement:**

NCI score ranges from 5 to 20.

#### **Frequency:**

The initial capacity assessment using the NCI could serve as a baseline; successive NCI measurements will enable to track progress overtime. Progress could be measured annually or in accordance with the agreed milestones in the country strategy.

In the case of WFP-supported programmes, for the purpose of the Standard Project Report exercise, it is recommended to conduct the NCI assessment on an annual basis to review and record changes (i.e. progress, regression or status quo) in the five quality standards.

#### **Record keeping:**

Given the NCI is an aggregate score, the values for the individual standards need to also be put on file to ensure that changes (increase or decrease) in the NCI can be attributed to changes in the scores for the respective standards.

### Annex 32: Gender disaggregation of cash pilot beneficiaries

Jamoat	Proposed number of HHs	Proposed number of BNF	Actual # of HHs	Actual # of beneficiaries					
				F < 5y	M < 5y	F 5 – 18y	M 5 – 18y	F Adult	M Adult
Ayni	268	791	268	9	6	98	99	365	214
Anzob	115	359	115	6	5	55	55	148	90
Dar Dar	139	550	139	9	8	74	76	230	153
Fondaryo	150	594	150	16	9	92	70	251	156
Rarz	204	693	204	11	9	66	77	276	254
Shamtuch	109	402	109	5	13	58	52	179	95
Urmetan	388	1334	388	26	18	168	164	535	423
Zarafshon	53	205	53	3	6	26	35	86	49
<b>Total Ayni District</b>	<b>1300</b>	<b>4,928</b>	<b>1426</b>	<b>85</b>	<b>74</b>	<b>637</b>	<b>628</b>	<b>2,070</b>	<b>1,434</b>

Source: WFP (2013) Final Report - Vulnerable Group Feeding Programme, Sughd Province



### Annex 33: Gender differences during cash pilot project

Description	Gender segregation	
	Actual	Total
Number of household ration cards issued in the name of <b>men</b> in relief distributions	663	1426
Number of household ration cards issued in the name of <b>women</b> in relief distributions	763	
Number of <b>men</b> receiving the household cash entitlements at distribution point in relief distributions	657	1426
Number of <b>women</b> receiving the household cash entitlements at distribution point in relief distributions	769	
Number of <b>men</b> in leadership positions in committees responsible for cash transfer project	13	22
Number of <b>women</b> in leadership positions in committees responsible for cash transfer project	9	

Source: WFP (2013) Final Report - *Vulnerable Group Feeding Programme, Sughd Province*

## **Annex 34: Community Asset Score Methodology**

Source: WFP, Community Asset Score Information Sheet

Community Asset Score (CAS) measures the increase in the facility and infrastructure assets that enable a community, and the households living within it, to begin restoring and rebuilding livelihoods, during recovery phases after conflicts, disasters, and shocks. ‘Facility and infrastructure’ assets should be accessible to most members of the community, and are managed and maintained by the community members themselves.

**Community:** People who live in a local administrative unit, such as in a municipality; or are associated ethnically such as in a tribe; or belong to a local rural or urban ecosystem, such as people of a neighbourhood; or individuals with a common framework of interests. A community is not a homogeneous entity, and there are relationships of power within it. The members of a community have different needs, priorities and roles. Some communities are divided into clusters of sub-communities or large groups – therefore, some community assets may serve predominantly one part of the community and less of the other (for example, a school will only benefit those households with school-age children).

**Facility / Infrastructure Assets:** These are assets that support and strengthen a community to recover from and rebuild livelihoods after a critical shock. Examples of such assets could be the building of a school that may have been destroyed during a conflict, the establishment of a health centre in the area of return for IDP’s, or the rebuilding of a dam or main irrigation canal destroyed by flooding. When determining which assets to develop and measure for the project, it must be ensured that these have a direct relevance and positive impact on prevailing livelihoods.

**Functionality:** The asset accomplishes, in a satisfactory manner, the functions for which it has been created. This implies that an asset needs to be maintained and in working order for it to be functional.

**Targets:** The corporate target is to have the Community Asset Score increased in at least 80 percent of the targeted communities. However, this should be used as a guideline only and targets should be set based on the context in which the asset creation activity operates, and reflect a change that is realistic based on the context. Targets will be set by the Country Office (CO), in consultation with cooperating partners (CP’s) and with the participation of beneficiary communities.

**Data Source:** Information must be collected at the community level. Interviews with key informants, focus group discussions (FGDs) and observation are the main sources of data. The CO should develop an appropriate community level ‘facility and infrastructure’ asset checklist in line with SO3 project activities, which also takes into account livelihood contexts. This list can be developed during the community participatory planning process which is used to determine which asset creation activities are of most benefit to the community. To ensure comparability and consistency of the asset score over time, assets in this checklist should remain the same for all ongoing assessment and monitoring surveys in the country.

### Annex 35: Total output of FFA activities (2010-2013)

		2010	2011	2012	2013	TOTAL
Hectares of agricultural land benefiting from rehabilitation of irrigation schemes (including irrigation canal repair, specific protection measures, embankments etc.)	Ha	23		3809	1152	4,984
Hectares of coastal line protection with shelterbelts and windbreaks Ha	Ha		120			120
Hectares of community woodlots	Ha		99	257	251	607
Hectares of degraded hillsides and marginal areas rehabilitated with physical and biological soil and water conservation measures, planted with trees and protected (e.g. closure etc.)	Ha			614		614
Hectares of forest planted and established	Ha		1073	514		1,587
Hectares of land cleared	Ha			874		874
Kilometres of feeder roads built (FFA) and maintained (self-help) Km	Km	6	87	29	18	140
Kilometres of mountain trails rehabilitated	Km			12		12
Number of assisted communities with improved physical infrastructures to mitigate the impact of shocks, in place as a result of project assistance	Communities	300	19			319
Number of bridges constructed	Bridges			5	8	13
Number of classrooms rehabilitated	Classrooms		85	150	104	339
Number of excavated community water ponds for domestic uses constructed (3000-15,000 cbmt)	Water ponds	3	13	4		20
Number of excavated community water ponds for livestock use constructed (3000-15,000 cbmt)	Water ponds			6		6
Number of farmers who have adopted fertility management measures (e.g. compost making, green manuring, mulching, etc.) in their homestead and cultivated fields	Farmers		706			706
Number of homestead level micro-ponds constructed (usually 60-250 cbmt)	Micro ponds		50			50
Number of homesteads raised above flooding levels	Homesteads		300			300

Number of shallow wells constructed	Wells			65		65
Volume of check dams and gully rehabilitation structures (e.g. soil sedimentation dams) constructed	m <sup>3</sup>			29470		29,470
		<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>TOTAL</b>
Volume of debris/mud from flooded/disaster stricken settlements (roads, channels, schools, etc.)	m <sup>3</sup>		3000			3,000
Volume of earth dams and flood protection dykes constructed	m <sup>3</sup>			7334		7,334
Volume of soil excavated from newly constructed waterways and drainage lines (not including irrigation canals)	m <sup>3</sup>		9500	11475		20,975
Volume of soil excavated from rehabilitated waterways and drainage lines (not including irrigation canals)	m <sup>3</sup>		6000	12366		18,366

### Annex 36: Change in Community Asset Score (CAS)

Region	District	Jamoat	Assets	Pre-FFA CAS	Post-FFA CAS
Khatlon	Temurmaliq	Kangurt	A drinking water supply system (5 km)	1	3
	Jilikul	20-solagii Istikloiyati Tijkiston	New school building (4 classrooms, one small director's room and one corridor)	0	3
	Nociri Khusrav	Navruz	Irrigation canal (8 km de-silted)	1	3
	Nociri Khusrav	Navruz	Irrigation canal (1 km excavated)	1	3
	Shahrituz	Jura Nazarov	Bridge (Hanging bridge of 300 m long)	0	3
	Khovaling	Sariosiob	Mountain trails (0.8 km constructed & 1.2 km rehabilitated) & flood protection dikes (896 M3 constructed)	0	3
Sughd	Istaravshan	Nijoni	Construction of irrigation water pipeline	0	3
DRD	Roghun	Qadi ob, Obi-garm	Tree planting	2	3
	Hissor, Varzob	Almosi, Chorboqh	Tree planting, river bank reinforcement & construction of Drinking water supply	0	3
	Rudaki	Esanboy	Digging wells and canal cleaning	0	3
	Vahdat, Faizobod	Romit, Chuyangoron, Mehrobod and Vashgird	Rehabilitation of water flows and channels	0	3
	Faizobod	Chashmasor and Faizobod	Rehabilitation of irrigation facilities, bridge, flood protecting wall	0	3
	Hissor, Vahdat	Hissor, Almosi, Chuyangoron, Romit, Chorsu	Tree planting	0	3
	Roghun	Qadi ob, Obi-garm, Roghun, Sichorag,	Tree planting	0	3
<b>Overall results for FFW 2012/02 – FFW 2013/06 (14 projects)</b>				<b>2 locations with partially functional assets</b>	<b>14 locations with fully functional assets</b>

### Annex 37: PRRO 200122 Outcome Table

Outcomes			
	Base Value	Previous Follow-up	Latest Follow-up <sup>172</sup>
<b>Strategic Objective 1: Save lives and protect livelihoods in emergencies</b>			
<b>Prevalence of acute malnutrition among children under 5 (weight-for-height as %)</b>			
Latest Follow up: Sep-2010, Micronutrient status survey in Tajikistan-Ministry of Health and UNICEF, Secondary data.	4.5%		4.5%
<b>Supplementary feeding death rate (%)</b>			
Base value: Dec-2010, Programme monitoring. Previous Follow-up: Dec-2011, Programme monitoring. Latest Follow-up: Dec. 2012, Programme monitoring.	0.1%	0.1%	0%
<b>Supplementary feeding non-response rate (%)</b>			
Base value: Dec-2010, Programme monitoring. Previous Follow up: Dec-2011, Programme monitoring. Latest Follow-up: Dec-2012, Programme monitoring.	0%	0.2%	0%
<b>Supplementary feeding recovery rate (%)</b>			
Base value: Dec-2010, Programme monitoring. Previous Follow-up: Dec-2011, Programme monitoring. Latest Follow-up: Dec-2012, Programme monitoring.	99.8%	99.7%	99.9%
<b>Supplementary feeding default rate (%)</b>			
Base value: Dec-2010, Programme monitoring. Previous Follow-up: Dec-2011, Programme monitoring. Latest Follow-up: Dec-2012, Programme monitoring.	0.1%	0.1%	0.1%
<b>FCS: percentage of households with borderline Food Consumption Score</b>			
Baseline Value: Dec-2010 (FSMS Bulletin No.8) Previous Follow-up: March-2012 (FSMS Bulletin No.11) Latest Follow-up: Dec-2012 (FSMS Bulletin No. 12)	25%	23%	20%
<b>FCS: percentage of households with poor Food Consumption Score</b>			
Baseline Value: Dec-2010 (FSMS Bulletin No.8) Previous Follow-up: March-2012 (FSMS Bulletin No.11) Latest Follow-up: Dec-2012 (FSMS Bulletin No. 12)	8%	8%	2%
<b>Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations</b>			
<b>3CAS: percentage of communities with an increased Asset Score</b>			
Previous Follow-up: Dec-2012, Programme monitoring. Latest Follow-up: Dec-2013, Programme monitoring.		80%	100%
<b>Strategic Objective 5: Strengthen the capacity of countries to monitor food security</b>			
<b>NCI: Food security programmes National Capacity Index</b>			
Previous Follow-up: Dec-2011, Programme monitoring. Latest Follow-up: Dec-2012, Programme monitoring	9	11	13

<sup>172</sup> WFP Standard Project Report 2013.

## Annex 38: Progress towards gender equality indicators

Progress towards Gender Equality indicators	Unit	Planned	Actual
<b>SO 1: General Gender Indicators</b>			
Number of food monitors - men	individual	4	5
Number of food monitors - women	individual	4	4
The project has activities to raise awareness of how gender equality goals can increase effectiveness of WFP interventions	1=Yes/0=No	0	0
The project has initiatives to reduce risk of sexual and gender-based violence	1=Yes/0=No	0	0
<b>SO 1: GFD</b>			
Number of household food entitlements (on ration cards or distribution list) issued in men's name	Individual	3,000	4,591
Number of household food entitlements (on ration cards or distribution list) issued in women's name	Individual	5,000	7,447
Number of men in leadership positions on food, cash, voucher management committees	Individual	500	192
Number of women in leadership positions on food, cash, voucher management committees	Individual	500	396
<b>SO 3: FFA</b>			
Number of members of food management committees (female) trained on modalities of food distribution	Individual	500	411
Number of members of food management committees (male) trained on modalities of food distribution	Individual	500	340

Source: WFP Standard Project Report, 2013

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## Acronyms

AIB	AgroInvest Bank
ARI	Acute Respiratory Infection
ART	Anti-Retroviral Therapy
B-SFP	Blanket Supplementary Feeding Programme
CAS	Community Asset Score
CFSAM	Crop and Food Security Assessment Mission
CIS	Commonwealth of Independent States
CO	Country Office
CoES	Committee on Emergency Situations
DCC	Development Coordination Council
DFID	(UK) Department for International Development
DHS	Demographic Health Survey
DRD	Direct Rule Districts
EFSA	Emergency Food Security Assessment
EMOP	Emergency Operation
EMR	Emergency Response
ET	Evaluation Team
FAO	(United Nations) Food and Agriculture Organization
FCS	Food Consumption Score
FFA	Food For Assets
FGD	Focus Group Discussion
FSIS	Food Security Information System
FSMS	Food Security Monitoring System
FSNSG	Food Security and Nutrition Sectoral Group
GAM	Global Acute Malnutrition
GBAO	Gorno-Badakhsnan Autonomous Oblast
GDP	Gross Domestic Production
GFC	Global Financial Crisis
GNP	Gross National Production
HDDS	Household Dietary Diversity Score
HIV	Human Immunodeficiency Virus
HQ	Headquarters
IP	Inception Package
IPC	Integrated (Food Security) Phase Classification
IYCF	Infant and Young Child Feeding
LSIS	Living Standards Improvement Strategy
MoA	Ministry of Agriculture
MoEDT	Ministry of Economic Development and Trade
MoH	Ministry of Health
MoLSPP	Ministry of Labour and Social Protection of Population
NDS	National Development Strategy
NGO	Non-Governmental Organization
NFSP	National Food Security Programme
OCHA	(United Nations) Office for the Coordination of Humanitarian Affairs
OEV	Office of Evaluation
PLW	Pregnant and Lactating Women
PRRO	Protracted Relief and Recovery Operation
PRS	Poverty Reduction Strategy
RB	Regional Bureau (of WFP)

RDGP	Rural Development Growth Programme (UNDP)
REACH	Renewed Efforts for Ending Child Hunger and Undernutrition
REACT	Rapid Emergency Assessment and Coordination Team
SAM	Severe Acute Malnutrition
SO	(WFP) Strategic Objective
SPCR	Strategic Programme for Climate Resilience
SPR	Standard Project Report
SRF	Strategic Results Framework
SUN	Scaling Up Nutrition
T-SFP	Targeted Supplementary Feeding Programme
TB	Tuberculosis
TFC	Therapeutic Feeding Centre
TJS	Tajikistan Somoni
ToR	Terms of Reference
UK	United Kingdom
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNICEF	United Nations Children’s Fund
USA	United States of America
USAID	U.S. Agency for International Development
VAM	Vulnerability analysis and mapping
VGf	Vulnerable Group Feeding
WFP	(United Nations) World Food Programme
WHO	World Health Organization

## Glossary

<i>Dekhan</i>	A privately owned farm, held by either a family or multiple partners obtained under the 1992 land reform law from State lands that may have been in <i>Kolkhoz</i> , <i>Sovhloz</i> , or reserve land.
<i>Hashar</i>	A traditional custom of communal work where community members work for free to build, maintain or rehabilitate small community assets.
<i>Hukumat</i>	Second level administrative division (district)
<i>Jamoat</i>	Third level administrative division (sub-district)
<i>Kolkhoz</i>	Collective farms from Soviet times
<i>Mahala</i>	Village level traditional form of self-governance
<i>Navruz</i>	Spring Equinox
<i>Sovhloz</i>	State owned and managed farms in the Soviet era

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