



## **EXTERNAL EVALUATION REPORT**

**Project Title:  
Enhancing the Iraqi Institutions' Capacity in Monitoring  
and Targeting the most Food Insecure and Vulnerable  
Segments of Iraq Population (A6-03)**

**Submitted to  
World Food Programme (WFP)**

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## **Abbreviations and Acronyms**

COSIT	- Centre of Statistical Information Technology
CFSVA	- Comprehensive Food Security and Vulnerability Analysis
CSI	- Coping Strategy Index
DOH	- Directorate of Health
FAO	- Food and Agriculture Organization
GOI	- Government of Iraq
ITF	- Iraq Trust Funds
ICI	- International Compact with Iraq
KRSO	- Kurdistan Regional Statistics Office
MDG	- Millennium Development Goals
MoPDC	- Ministry of Planning and Development Cooperation
NDS	- National Development Strategy
NGOs	- Non-Governmental Organization
NRI	- Nutrition Research Institute
PDS	- Public Distribution System
PHC	- Primary Health Care
SOC	- Stars Orbit Consultants
SOT	- Sector Outcome Team
UNEG	- United Nations Evaluation Group
UNDG	- United Nations Development Group
UNICEF	- United Nations Children Emergency Fund
USAID	- United States Agency for International Development
WHO	- World health Organization
WFP	- World Food Programme

## 1. Executive Summary

The World Food Programme has been providing emergency food assistance to the Iraqi people in close cooperation with the government of Iraq. The objective of the programme is to provide a basket of staple food items to the food insecure and especially to the vulnerable segments of the population who are unemployed, internally displaced or most in need, while simultaneously contemplating to build the capacity of national institutions to monitor food security and vulnerability situation in the country and prepare the ground for assuming national ownership of the programme.

Since 2003, WFP in close cooperation with concerned national institutions has been carrying out comprehensive analysis of food insecurity and vulnerability in Iraq, the last of which was started late 2007 and completed in 2008, and was undertaken in close coordination with COSIT, KRSO and NRI

The Central Office for Statistics and Information Technology (COSIT), of the Ministry of Planning and Development Cooperation in Iraq is responsible for implementation of general and housing censuses as well as for collection, assembly, analysis, and presentation of the results of data for the various government departments. Its functions cover all economic, industrial, agricultural, educational and other public sectors. The equivalent of COSIT in Kurdistan is the Kurdistan Regional Statistical Office (KRSO). COSIT and KRSO worked closely with the World Food Programme (WFP) and the National Research Institute (NRI) in conducting the Comprehensive Food Security and Vulnerability Analysis (CFSVA) which was carried out in Iraq late 2007 and 2008.

As part of its assistance to Iraq, WFP developed an effective monitoring tool and appropriate mechanisms for monitoring food security and vulnerability and trained national staff of COSIT, KRSO and NRI on use of these tools and mechanisms through direct involvement of these staff in all phases of the design and conduct of the survey. WFP, which has conducted similar surveys in 2003 and 2005, and who has been providing food assistance to the food insecure and vulnerable population groups in Iraq since 2003, was keen to develop the capacity of concerned national institutions to assume responsibility for undertaking regular assessments of food security and vulnerability in order to help policy-makers develop appropriate intervention strategies targeting those most in need.

The project: Enhancing the Iraqi Institutions' Capacity in Monitoring and Targeting the most Food Insecure and Vulnerable Segments of Iraq Population was launched with this spirit.

The project was funded under UNDG-ITF, Cluster A: Agriculture, Food Security, Environment and National Resource Management at USD 1,022,457. The project duration was 12 months starting December 2007.

The main partners in the project were WFP, COSIT, KRSO, NRI with the support and assistance of UNICEF, FAO and WHO under the umbrella of the Ministry of Planning and Development cooperation/central office for statistics and information technology and the Ministry of Planning Kurdistan region.

In addition to being in-line with the provisions of the ICI 2005 and the NDS 2005-2007, the project contributes to achievement of the millennium development goals, in particular: Goal 1: Eradicate extreme poverty and hunger and Goal 8: Develop a global partnership for development.

The main challenges encountered during project implementation relate to the unstable security situation in the first place, which affected staff movement and access. A delay in the approval process of the IRFFI funds was also encountered.

During field evaluation, staff interviewed reported that the complex payment procedures adopted by the government and delays in obtaining necessary approvals were major obstacles during

implementation of the planned project activities. However, through their commitment and dedication, WFP and national staff were able to overcome these difficulties. It was also reported that frequent power cuts often result in delay of data entry and analysis.

### **Recommendations for WFP and GoI**

- 1 The most rational alternative for the current public food distribution system might be to gradually phase out the PDS programme and scale it down in order to better target the population groups who are most in need. Not only that this strategy would address the needs of the needy and disadvantaged population but it will also cut down on government expenditure and reprogram funds for supporting more cost-effective developmental activities. At present the GoI spends 8.4% of the total 2008 budget on PDS, whereas, government expenditure on health is only 3.4% of the total government expenditure. Food insecurity and vulnerability is a cause and consequence of ill health. If the heavy expenditure on PDS is directed fully or partially towards developmental investments including health, the expected results should be better.
- 2 The most cost-effective medium and long term solution to reduce dependency is to enhance public and private sector job creation and employment opportunities. Not only that this would promote families' self-reliance but it would also increase the national productivity and maximize economic stability. Initiatives in this respect may include supporting small scale business enterprises through micro-finance / micro-credit loans to reduce unemployment.
- 3 The effective partnership between the GOI and WFP should be maintained and further enhanced in order to continue the process of capacity development of the Iraqi national institutions and become capable of assuming full ownership of the food security and vulnerability monitoring and evaluation reporting systems.
- 4 Although developing contact and coordination mechanism between COSIT and KRSO has been one of WFP's principal goals throughout this project. But in order for this nationwide food security M&E system to be successful, COSIT and KRSO need to work closely together and share information.

## **2. Introduction and Context**

Since 2003 WFP carried out a series of comprehensive analysis of food security and vulnerability in Iraq at two years interval, the last of which was started late 2007 and completed in 2008 in close collaboration with COSIT, KRSO and NRI. The survey provided an analysis of the demographic and economic profile of the country, food distribution system performance, household food consumption, coping strategies, underlying causes of food insecurity, education and sex of household head and food security status, district profiling, household security profiles, food security and displacement status and association between health and nutritional status. The survey identified gaps and shortcoming in the current universal food distribution system and discussed alternative options for better targeting the food insecure and vulnerable segments of the Iraqi population. During this survey national staffs of COSIT, KRSO and NRI developed additional technical and managerial skills and competences and were acquainted with the methods used for assessment of food security and vulnerability based on a set of performance indicators.

Currently, the PDS remains the main safety net for the most vulnerable populations in Iraq. However, the food supply chain performance is not as efficient as expected to provide the food requirements for the entire population. This has been exacerbated by the massive movement of populations within the country, thus increasing food insecurity and humanitarian needs.

The already established Food Security Unit within the Central Organization for Statistics and Information Technology (COSIT) of the Ministry of Planning and Development Cooperation, under the WFP's Emergency Assistance Operation, needs to be provided with policy advice on food security and safety net options, necessary technical and conceptual tool and, provisions for monitoring food security indicators.

The project A6-03 under evaluation aimed at developing the capacity of WFP Iraqi partners by enhancing Monitoring and Reporting Systems within the Food Security Unit using a results-based management approach. Not only that this will benefit the implementation of WFP activities, but it will also help to strengthen COSIT and KRSO own monitoring and evaluation interventions in other social sectors like health, education and employment.

## **3. Project Description**

### **A. Project Background:**

WFP has been discussing for some time with the GoI, in particular the Ministry Planning and Development Cooperation's (MoPDC) Central Organization for Statistics and Information Technology (COSIT) and the equivalent in the north – the Kurdistan Regional Statistics Office (KRSO), on how to improve safety net strategies to support the most vulnerable populations who are dependent on the Public Distribution System, which is the major functioning social support system at present.

This WFP assistance to Iraq specifically addressed the requirements of the NDS through developing the capacity of the Ministry of Planning and Development Cooperation and giving them the necessary tools to build its own food safety net programme for the poor and vulnerable. This project also addressed the first Millennium Development Goal: “Eradicate extreme poverty and hunger”. The safety net would target the most vulnerable residents for food assistance, eradicating hunger.

WFP implemented this project directly with the Ministry Planning and Development Cooperation's (MoPDC) Central Organization for Statistics and Information Technology (COSIT) and the equivalent in the north – the Kurdistan Regional Statistics Office (KRSO). Funding for the project was provided by the Iraq Trust Fund (ITF) totaling USD 1,022,457.

The aim of the project under evaluation is to provide assistance for WFP implementing partners in Iraq, namely COSIT and KRSO to implement a results-based management approach and to strengthen the Food Security Unit capability in undertaking spatial analysis of food security, thereby improving institutional methodologies for food security analysis, targeting, baselines, monitoring and impact evaluation and linking these to the geographic dimensions. Strengthening the monitoring & evaluation and reporting systems will in the final analysis contribute to Iraq's ability to identify linkages between food, nutrition, education, employment, health and poverty. The project also targeted to strengthen the capacity of COSIT and KRSO to develop an effective and functional monitoring system which will, in turn, contribute to better targeted interventions concerning reduction of food insecurity and targeting the most food insecure and vulnerable segments of Iraqi population

It is within this context that the project under evaluation was launched.

### **B. Project activities:**

The planned activities of the project comprised:

- 1.1 Establishment of a food security monitoring tool to generate analyses and reports on a regular basis.
- 1.2 Institutionalize a mechanism for monitoring and evaluation of food security and vulnerability indicators to target hunger and tackle unemployment especially among vulnerable groups.
- 2.1 Capacity development of implementing partners on the monitoring and evaluation system including methods of data collection, monitoring, evaluation and reporting systems and performance reviews.
- 3.1 Conduct food security analysis and monitoring and nutrition trainings.
- 4.1 Conduct focus group and key informant surveys, data analysis and reporting for monitoring food security and vulnerability indicators.
- 4.2 Dialogue with stakeholders (internal and external) for consensual targeting food security and vulnerability.
- 5.1 Capacity development of the Food Security Unit on cartographic and spatial analysis of food security.

### **C. Project objectives:**

The key developmental goal of the project is to strengthen the capacity of Iraqi institutions, namely the Central Organization for Statistics and Information Technology (COSIT) in the Ministry of Planning and Development Cooperation and the Kurdistan Regional Statistics Office (KRSO) to carry out an effective and continuous food monitoring system which will, in turn contribute to better targeted interventions concerning food insecure and most vulnerable segments of the population including the unemployed.

## **4. Evaluation Purpose and Scope**

The evaluation team focused its analysis and findings on the analysis of the project results, and the implementation process. The evaluation looked at the logical framework attributable to the implementation of the project, accordingly the team members focused primarily on examining and analyzing the documentations that were provided by WFP and other stakeholders as well as other documents collected from field visits. The evaluation thus examined the implementation progress and the project results to identify if the project met its objectives, indicators, activities and outputs (both intended and actual) as well as other relevant information. The evaluation team reviewed the project documents in depth, and scripted questionnaires targeting stakeholders, government officials, beneficiaries (COSIT and KRSO staff). As such, some of the evaluation questionnaires were intentionally scripted to pose open-ended questions, thereby allowing for the increased exchange of information between the evaluation team and stakeholders.

## 5. Evaluation Methodology

The main objectives of the evaluation were to assess the extent to which the activities undertaken by WFP had contributed to achievement of the contemplated project results with regard to enhancing the capacity of Iraqi institutions in monitoring and targeting the most food insecure and vulnerable segments of the population and the contribution of the project towards achievement of the priorities identified in the National Development Plan.

The following aspects have been addressed in this evaluation:

- The progress and results achieved against stipulated project objectives/expected results on all stakeholders (actual vs expected contributions to development results) and the resulting institutional and/ or behavioural changes.
- The efficiency of the project interventions;
- The effectiveness of project interventions in addressing the underlying problem and to see if the project has been the best option to assisting COSIT and KRSO in developing their capacity to undertake food safety monitoring;
- The relevance of project components in addressing the needs and issues of the stakeholders;
- Sustainability of both the project activities, processes and results;
- The extent to which this project contributed to forging partnership at various levels with the Government of Iraq;
- Management arrangements (including coordination, monitoring) put in place by the GoI and/or the beneficiary communities towards the sustainability of various project-initiated services and benefits;
- Lessons on good practices based on assessment from the evaluation and provision of recommendations to all stakeholders (GoI, UN, donors) on how to maximize the results from similar initiatives in comparable situations;
- Lessons on the relevance of the ITF funding mechanism for this project.

### A. Evaluation methodology:

A detailed evaluation methodology, approach and programme of work were agreed upon between WFP and the evaluation team before the start of the evaluation. The evaluation team met in Amman for orientation, briefing and initial interviews with WFP staff in Amman followed by similar discussions/briefings by WFP focal points based in Baghdad and the national counterparts.

The evaluation process comprised of the following:

#### **Desk review**

The evaluation team reviewed the project document, progress reports, external reviews and evaluations with focus on UNDG ITF and other documentary materials generated during project implementation to extract information, identify key trends and issues, develop key questions and criteria for analysis, and compile relevant data during the preparatory phase of the evaluation. The team also reviewed relevant national strategies to see the links between the project objectives and national priorities. (Please see Annex B)

#### **Stakeholder mapping**

In consultation with WFP, related governmental departments MoPDC, COSIT and the equivalent in the north (KRSO), the evaluation team identified all stakeholders to be included in the evaluation exercise.

### **Data collection and analysis**

The evaluation team used participatory approaches for collecting first-hand information. These included field visits, interviews, focus group discussions, observations, end-user feedback survey through questionnaires, etc.

Field visits and meetings were held with the partner institutions. To the extent possible, beneficiary populations in Baghdad and Erbil were engaged in the evaluation process to get their feedback and reflection on project benefits.

- Focus group discussions were held with the beneficiaries; Questionnaires were used for beneficiaries from the different capacity development activities.
- Questionnaires were used to get feedback from beneficiaries of different capacity development activities.

### **Quality assurance and compliance**

The evaluation process took place into account the norms and standards of the United Nations Evaluation Group. In addition, the evaluation also referred to the generic questions on development and operational effectiveness developed for the UNDG ITF evaluations.

#### **B. Evaluation Field Activities:**

To facilitate the evaluation process in Baghdad and Erbil, two evaluation teams were formed each comprising of one expert field evaluator and one field assistant. The guidelines of the team members are provided in Annex C. Both teams collected information and reported to the field coordinator based in Baghdad. Ten official interviews were made with government staff and WFP focal points. See Annex D for details.

The evaluation team made every possible effort to bridge information gaps and obtain copies of official documents exchanged between WFP and MoPDC, COSIT and KRSO.

#### **C. Limitations**

There were no major limitations encountered during the evaluation process because both WFP staff and staff of the concerned national institutions facilitated the mission of the evaluation team and provided all needed responses and documentation on the progress achieved.

## 6. Evaluation Findings

### A. Achievements and Results:

Regarding the capacity development programme relevant to project under evaluation, the progress and results achieved are herewith outlined below:

#### Output # 1:

**A food security monitoring tool established and functioning which generates analyses and reports on a regular basis**

#### Results # 1.1:

Develop food security and vulnerability monitoring and reporting system:

One of the principal results of WFP's intervention in the emergency operation was the establishment of a consolidated Food Security Unit within the Central Organization for Statistics and Information Technology (COSIT) of the Ministry of Planning and Development Cooperation (MoPDC) and at Kurdistan Regional Statistics Office (KRSO). The unit is responsible for coordinating, conducting surveys and monitoring food security situation and its related activities for the Government of Iraq. Its work includes the establishment and continual development of food security knowledge base in Iraq. WFP is working to provide this new unit with (i) policy advice on food security and safety net options, (ii) necessary technical and conceptual tools, and (iii) provisions for monitoring food security indicators.

Since 2003, training was provided by WFP to the staff of this unit with the objective of improving institutional methodologies for food security analysis, targeting, baselines, monitoring and impact evaluation and linking these to the geographic dimension. The capacity of this unit was further enhanced through this project; COSIT and KRSO staff became more competent in use of the monitoring tool and relevant mechanisms, including methods of data collection, monitoring, evaluation of reporting systems and performance indicators.

Capacity development of the knowledge and skills of the national staff of COSIT, KRSO and NRI was further enhanced through their active participation in the conduct of the 2007/2008 Comprehensive Analysis of Food Insecurity and Vulnerability in Iraq. This capacity will enable national staff to use the established monitoring tools and mechanisms, which is essential for carrying out regular assessment of the situation.

#### Results # 1.2:

Put in place a mechanism for monitoring and evaluation of food security and vulnerability indicators to target hunger, gender, poverty and tackle unemployment especially among vulnerable groups. The monitoring & evaluation and reporting mechanisms that have been put in place work as follows:

- The Programme Management Committee (PMC) at central level which comprises senior staff from COSIT/ MoPDC and MoH and the Programme Management Units (PMU) at governorate level are responsible for programme implementation.
- PMUs, with the assistance of WFP monitors, conduct monitoring visits and produce a monitoring report.
- The results of reports are analyzed by PMUs at the governorate level for subsequent submission to the PMC.
- The PMC consolidates reports received from all governorates for subsequent submission to the WFP Country Office.

To facilitate this process, a Monitoring & Evaluation and Reporting Database Access system was designed and installed at PMUs and PMC levels with close technical coordination between MoPDC, PMC and WFP. Data disaggregated by gender, district and governorate is collected for evaluation and shared with other UN agencies GOI partners and NGOs. Alternative means of monitoring and data collection are also conducted, as may be needed, through household surveys, focus group and key informant discussions.

It was noted though the evaluation field visit and as a result of the training and capacity development for COSIT and KRSO staff on food security monitoring tools, data collection and analyses; that food security monitoring report is currently being produced regularly by COSIT and being shared among relevant GoI ministries. This report and the type of information provide is very important to enable policy makers to target the GoI efforts to the most vulnerable and needed groups' towards achieving food security to all.

### **Output # 2:**

**Enhanced capacity of the government in food security and nutrition monitoring and analysis and, subsequently, development of safety net strategies strengthened through the provision of training and equipment.**

#### **Results # 2:**

Two training sessions were conducted under this project (train-of-trainers)for implementing partners on the Monitoring & Evaluation System including methods of data collection, monitoring, evaluation and reporting systems and performance reviews.

Training workshops were conducted by WFP on all household survey modules for 9 WFP national staff, 18 supervisors from COSIT and KRSO, and 9 cooperating partner staff representing all governorates in Iraq. The supervisors then trained enumerators within their respective governorates. Through this process more than 60 trainees of which 40 specialists from COSIT and 20 supervisors from health institutions were tutored.

The training covered subjects relevant to monitoring the PDS, data collection methods, survey methodology and concepts and indicators of food security and vulnerability.

### **Output #3:**

**Staff trained, capable and equipped to carry out food security and nutrition programming.**

#### **Results # 3:**

The evaluation team was informed during field visits and through reviewing the project documents that approximately 80 participants received theoretical, practical and on-the-job training. The training covered health topics relevant to evaluation of the nutritional status, testing of iodized salt and anthropometric measurements, while management training focused on completion of data collection forms, data entry and data analysis. In addition, programme supervisors were trained by WFP staff in Jordan on data entry and analysis techniques.

It is noted that the staff of COSIT, KRSO and NRI had developed adequate capacity and expertise for monitoring and evaluation of food security and vulnerability. Nevertheless, it is essential that WFP and WHO continue to be involved in capacity development of national staff until they become fully capable to carry out food security and nutrition programming, implementing social safety nets leading to reduction of food insecurity .

#### **Output # 4:**

##### **Participation of all stakeholders regarding food security interventions maximized.**

#### **Results # 4.1:**

Conduct focus group and key informant surveys, data analysis and reporting for monitoring food security and vulnerability indicators:

The WFP supported capacity development programme is intra-ministerial. Overall, MoPDC is the principal counterpart and coordinates with other ministries. As the capacity of COSIT and KRSO have been developed for data analysis and reporting on food security and vulnerability, the gathered information through the Monitoring & Evaluation system is shared with other concerned ministries including the ministry of health, ministry of education, ministry of trade, ministry of agriculture and ministry of labour and social affairs. Accordingly these ministries are end-users in the capacity development programme, benefiting from the data compiled and analyzed by MoPDC and thus their capabilities for refocusing their plans of action is maximized.

#### **Results # 4.2:**

Consult and dialogue with stakeholders (Internal and external) for consensus on targeting:

During the field evaluation, staff interviewed confirmed that dialogue and consultations between involved partners has been maintained all through the programme be it for preparation of plans, participation in activities or exchange of views on findings of monitoring & evaluation reports and priorities for targeting.

#### **Output # 5:**

##### **Iraqi partners' ability to perform spatial and geographic analysis enhanced. Geographic dimensions of food insecurity, poverty and malnutrition better understood and analysed.**

#### **Results # 5:**

The capacity development process is still on-going. During field evaluation staff of the concerned government institutions reported that in spite of the high quality of training provided by WFP technical staff, further training is still desired and adequate IT equipment and supplies are needed in order to facilitate advanced applications.

In addition to the above, WFP donated 20 vehicles and 20 PCs to facilitate the functions of concerned national institutions.

The evaluation also noted that one of the key results of this project and as a result of the capacity development of COIST and KRSO staff in data collection and data analysis; a comprehensive food security and vulnerability analysis was under taken in all 18 governorates in Iraq. Not only that the survey had provided updated data on the underlying causes of food insecurity and vulnerability an assessment of the food public distribution system implemented by WFP in close coordination with the government of Iraq, but it can also be considered as an integral part of the capacity development programme of national institutions because staff of COSIT, KRSO and NRI were actively involved in data collection, compilation and analysis, acquainted with survey methodology and food security and vulnerability indicators and became more capable to identify and target population groups at risk. As such, participation in the survey was an effective practical training tool, as can be noted from the following findings, which give an idea on the different competences learned from the survey:

- The study concluded that effective food distribution and food subsidy systems had prevented famine. Most of the households are highly dependent on the food basket since food items in

the market are not affordable. Food availability in Iraq is determined largely by the PDS ration, with local production playing a secondary role.

There is an overall high dependency on the PDS, however increasingly there are shortfalls and disruptions in the distribution of the commodities in the ration. The periodic discrepancies between the 'planned' and the 'distributed' ration and the supply shortfalls can result in households often receiving less than the planned ration items. Shortfall impacts fall disproportionately and dramatically on poorer households given their higher dependency on the PDS and the continuous rise of commodities prices in the market. In this survey, only 5% of the total households in Iraq reported that they preferred cash while 95% still preferred to receive the PDS ration in kind.

- Households were categorized into three food consumption groups according to their score: Poor food consumption, Borderline food consumption, and Good food consumption. The results indicated that there was a strong correlation between those households reporting certain commodities being consumed more frequently with those commodities being distributed by the PDS
- The Coping Strategy Index (CSI) was defined for this survey as the degree of reliance on food-related coping mechanisms adapted by the extremely poor households which do not have enough food, or money to buy food, over a period of 30 days prior to December 2007 when the data was being collected. In Iraq, around one third of the surveyed population reported experiencing food shortages during the month preceded the time of data collection. The proportion of the population experiencing food shortages within the last 30 days varies greatly from governorate to governorate with less than 20% of residents in Sulaymani, DIALA, Basrah and Erbil experiencing shortages.
- Households, who experienced food shortages, have adopted some kind of food-based mechanisms to cope with a difficult economic situation. These mechanisms were reported to include the consumption of low quality food, reduction of food expenditure to the very minimum, purchase of food using credit or consumption of less food at mealtimes. There are geographic variations in CSI as well as differences between urban and rural communities. The rural communities in Karbala and Baghdad employed the most coping strategies when dealing with food shortages
- The results of the study suggest that food insecurity in Iraq is a result of many chronic factors and their complicated interactions, amongst which are the low income rate and high unemployment. The latter is a major problem in Iraq. Human capital and skills of the poor are very low and there are serious problems for the poor to enter into the current labour market where prevailing security conditions do not necessarily make it an attractive proposition. Job creation is a key to reducing vulnerability to food insecurity in Iraq. Private and public sector job creation activities could serve the dual purpose of improving infrastructure and transferring cash to Iraq's poorest households. The educational levels of the Iraqi poor have an impact on their ability to earn money and to access food. For the poor and food insecure population, the PDS ration represents by far the single most important food source in the diet. Social protection mechanisms targeting these groups should be carefully considered.
- Households with poor food consumption (3.1%) were classified as being "food insecure". Households with the borderline food consumption (9.4%) were classified as being vulnerable to food insecurity and the disruptions and shortfall in the current PDS will severely affect this portion of the population. This group along with the 12.3% food secure households in the poorest income quintiles (less than 1 USD per capita per day) would be rendered food insecure if they were not provided with a PDS ration. Thus, if the PDS is discontinued without a careful assessment of the needs of the population, an estimated 25% of the total population will face real difficulties in ensuring their food security.

<b>Food Consumption Group</b>	<b>Percentage of the households (Weighted)</b>	<b>Population estimates</b>
Food insecure	3.1 %	930,000
Vulnerable to food insecurity	9.4 %	2,820,000
Food Secure	87.4 %	26,220,000

Results indicate significant improvement from the estimated four million people (15.4%) food insecure and a further 8.3 million people (31.8%) potentially food insecure if they were not provided with a PDS ration as reported in the previous survey.

- Data collected showed no clear correlation between percentage of food insecure households and the displacement status. Transfer of food ration cards is a time-consuming process in a volatile security environment requiring the completion of paperwork at both place of original registration and the new location. At the time of the survey, 67% of IDP heads of household reported not registering their PDS cards in their new location.
- Food insecurity is highly associated with education level of the head of household. Illiterate heads of household are more likely to become food insecure compared to the highly educated ones. 85% of households with poor food consumption are headed by person with primary education level or less compared to 58% of the same education level heading households in the acceptable food consumption group.

Under the current circumstances of insecurity, female headed households are more vulnerable to food insecurity, poverty and a variety of other adverse outcomes. According to the survey, female-headed households seemed most likely to be food insecure or vulnerable to food insecurity. The difference was particularly acute in rural areas compared to those living in urban areas.

Four clusters or four groups of districts characterized by the different levels of severity of food insecurity and poverty are as described below:

- Cluster 1 “Better off” is made up of 44 districts, of 18.4 million people of which only one percent of its population was identified as food insecure and 5% are vulnerable to food insecurity. This group is mainly made of urban districts (66%) characterized by low and moderate levels of poverty and food insecurity and lower malnutrition rates, with stunting being about 20% and wasting 3%. Percentage of household in the poorest and poorer wealth and income quintiles is lower than the national average and ranging from 16 to 43%;
- Cluster 2 “Moderate”, is made up of 30 districts of 4.9 million people, of which 2% are food insecure and 10% are vulnerable to food insecurity. This group, mainly rural districts (75%), characterized by low levels of food insecurity and malnutrition rates and a moderate level of poverty similar to the national average;
- Cluster 3 “Vulnerable”, is made up of 24 districts with a population of 3.4 million of which 5% are food insecure and 15% are vulnerable to food insecurity. This cluster is made of three groups of districts. The first group is made of 15 districts characterized by a high level of poverty where 76% of the households are in the poorest and poorer quintiles of wealth index and 59% in the lowest two quintiles of income. In this group of districts food insecurity and malnutrition rates are very low. The second group is made of 3 districts with the highest rate of wasting in the country, low rate of food insecurity and low to moderate level of poverty. The lower levels of poverty and

higher levels of malnutrition could be indicative of poor water and sanitation conditions, and related food utilization problems, as opposed to food access problems. Further research is required to determine the exact causes of this situation in these three districts (Makhmor in Erbil, Al Mikdadia in Diala and Balad in Salah Al Din). The third group of districts is made of 6 districts with low food insecurity rate and high level of poverty and worrisome level of malnutrition which would need to be further investigated;

- Cluster 4 “extremely vulnerable” , is made up of 17 districts with a total population of 2.9 million of which 16% are food insecure and 32% are vulnerable to food insecurity. This cluster is characterized by the highest rates of food insecurity and poverty in the country. Five districts out of the 17 are also characterized by alarming level of stunting.
- Consumption or food intake is only one contributing factor to malnutrition. The immediate causes of malnutrition relate to food intake and infectious disease, while the underlying causes include: household food security, access to health services and the health environment, and factors related to the social and care environment. Even with adequate food intake, people can become malnourished when given unclean drinking water which leads to diarrhoea. The combination of food, care, and adequate health services are essential for reducing levels of malnutrition. Exclusive breastfeeding for the first six months of a baby’s life and the initiation of timely complementary feeding have a great impact on the nutritional status of the child. The results from the current survey showed that nationally 9% of the household members reported having chronic illnesses. Of those, an estimated 33% reported having hypertension and 17% diabetes. Other diseases reported in smaller numbers included joint problems, cardiac problems and respiratory problems. In addition, 3% of household members reported having bouts of diarrhoea in the two weeks prior to the collection of the current data. During the same period, 8% reported having coughs and 9% having fever. The survey also revealed that 2% of all household members are disabled.
- Amongst the 24,231 children measured, 4.7% were wasted and 21.8% stunted. As per international references at population level 26, the wasting rate is ‘acceptable’ (although close to the upper reference limit of 5% defining a ‘poor’ level) and the stunting rate is ‘poor’. The data suggest that boys have higher levels of wasting, and underweight than girls. Severe malnutrition shows little difference between boys and girls although a higher percentage of boys are severely underweight than girls.

#### **B. Efficiency and Effectiveness:**

Based on review of key documents and discussions with national staff during field visits to project sites, the evaluation team concluded that the project was efficiently implemented in spite of the security difficulties on the ground. The notable results achieved were in the first place due to the strong commitment of WFP staff and the dedication of national counterparts.

The Post-Food Distribution Monitoring System has been efficiently designed and established. It is currently being implemented in all 18 governorates through knowledge transfer and training by those specialists who were trained by WFP in Amman. The mechanism for regular data collection has been established and reports in being produced and received by COSIT from all 18 governorates.

The ultimate objective of the project under evaluation was focused on developing the technical capacity of the national institutions that are involved in developing and maintaining information systems relevant to food security and vulnerability, which will help to strengthen results-based management and reform of the PDS, which in turn would ensure better targeting of beneficiaries, better access to food assistance programs and would improve utilization of services among the high priority groups.

With expertise based in Amman (WFP Project Manager), field staff (WFP focal points) and good partnership with COSIT/MoPDC, KRSO, NRI the remote implementation of the project was efficient through constant communication.

Based on review of available documents and field visits, the evaluation team concluded that the project was efficiently implemented with all activities finalized within the timeframe and budget.

The fact that COSIT is currently capable in producing regular food monitoring reports as a result of the capacity development activities and other activities supported under this project, is in itself a strong indicator that the project results were effective in supporting GoI in addressing food insecure and vulnerable segments of Iraq population.

### **C. Relevance:**

The project and its activities were responsive to the overall issues of food security and vulnerability in Iraq. In 2003 WFP and Ministry of Planning and Development Cooperation (MoPDC) identified basic need to strengthen this food security unit (i) policy advice on food security and safety net options, (ii) necessary technical and conceptual tools, and (iii) provisions for monitoring food security indicators. The project design and implementation resulted in developing the capacity for WFP national partners by enhancing Monitoring & Evaluation and Reporting systems within the Food Security Unit using a Results-Based-Management approach.

The project was tailored to the current Iraqi context. WFP staff played a critical facilitative bridging and communication role, often at their own personal risk of exposing themselves in a difficult environment facilitating between WFP staff located in Amman, Jordan and management staff from COSIT, KRSO and NRI.

The project was in line with the urgent needs identified in the National Development Strategy (NDS), 2005 – 2007 that is established on 4 major pillars, the third of which is "Improving the quality of life". This requires the enactment of "a social safety net program for the poor and vulnerable". This WFP assistance to Iraq specifically addressed the requirements of NDS through developing the capacity of MoPDC and giving them the necessary tools to build its own food safety net programme. Tackled strategies listed below:

- Establishing a more efficient information system.
- Improving food safety measures.
- Developing a plan for human resources development and attending to urgent organizational and coordination issues.

This project has also addressed the first Millennium Development Goal (MDG): "Eradicate extreme poverty and hunger". The safety net would target the most vulnerable residents for food assistance, eradicating hunger.

### **D. Partnerships:**

The main WFP partners in the project were COSIT/MoPDC, KRSO and NRI with the support and assistance of UNICEF, FAO and WHO.

There is a long standing cooperation between WFP and the Iraqi institutions which has been reinforced through this project. The capacity development programme was initially designed after complete joint studies and assessments with all concerned partners, including MoPDC and MoH.

A five year agreement between WFP and GOI has been concluded and the letter of understanding with UNICEF to reinforce activities within capacity development (training and awareness campaigns has been renewed). Other line ministries including ministries of education, trade, agriculture, finance,

labour and social affairs were also partners and end-users of the information disseminated by the MoPDC.

The project outputs has contributed to the capacity development of the national institutions for conducting periodic assessments of food security and vulnerability as well as in evaluating the impact of food programs and interventions at the national level.

#### **E. Sustainability:**

Staff of COSIT, KRSO and NRI who were trained and capacitated had contributed to the training of other scores of staff at the national level. As a result of this project COSIT, KRSO and NRI had gained considerable experience in survey methodology as well as in use of tools and mechanisms for monitoring and evaluation and reporting on food security, which would ensure the future sustainability of such endeavours. Nevertheless, the technical assistance of WFP to national institutions remains indispensable for conducting similar follow -up surveys in the future as well as for enhancing capacity development in all areas relevant to food security and vulnerability surveillance.

As a result of the training conducted by WFP and technical assistance in supporting the Food Security Units, the Government now has established a Post-Food Distribution Monitoring System in each of Iraq's 18 governorates. This relates directly to the output of enhancing the government's capacity to monitor and target food assistance to vulnerable segments of the population.

Moreover, as a result of this project the GoI will be able to implement the following activities:

- To plan and manage food-based programmes and recommend actions and strategies to reduce poverty and unemployment rate
- To plan, manage and monitor a safety net programmes
- Increased capacity of the Government to identify food needs, poverty and develop strategies and carry out targeted-based programmes.
- Better understanding of the extent and causes of food insecurity and vulnerability in Iraq, allowing for improved targeting of food aid through emergency assistance and/or a reformed PDS, and enhanced staff ability to perform food security M&E and reporting.
- Enhanced Iraqi partners' ability to perform spatial and geographic analysis and better analyze and understand the geographic dimensions of food insecurity, poverty and malnutrition.

#### **F. Operational Effectiveness:**

In spite of the unstable security situation in Iraq, this project went forward within the original timeframe with training taking place in Jordan as opposed to Iraq due to security concerns.

The food security monitoring database designed under this project considers cross-cutting issues such as gender and employment status. With this tool, the GoI partners were able to assess the levels of food insecurity disaggregated by gender and employment status.

Further to the aforementioned achievements and results it is worth mentioning that this project was implemented remotely. It was good communication and sense of ownership by the concerned institutions in Iraq did the project implementation go as planned. Implementing a project remotely in a country with an unstable security situation like Iraq requires regular status meetings, status reports detailing up-to-date project status and financial issues related to the implementation progress. The remote capacity was managed by WFP through the following:

- Created a sense of community among team members
- Communicated assumptions
- Managed the ongoing activities of the project and team members
- Managed boundaries for information sharing

This project contributed to the NDS strategy by supporting the development of a social safety net for the most vulnerable as it contributes to the government's ability to continuously identify the most vulnerable people in relation to food security. This is in line with the ICI goal on social safety nets as well as MDG 1 on reducing hunger.

Also, this project represent the first time that WFP is working with the Kurdistan Regional Statistics Office (KRSO) and bringing them together with their counterpart, the Central Organization for Statistics and Information Technology (COSIT), who WFP has been working closely with since 2003.

Regarding gender, and since this project is not gender specific, however the monitoring and reporting database system was designed and developed to assist the management of the programme ensures that all monitoring data is provided with a gender break down.

## **7. Lessons Learned and Good Practices**

- The project was highly appreciated by government counterparts (as shown in the letter of appreciation received from the Iraqi Vice President); this is a result of great deal of dialogue and partnership between WFP and the GoI counterparts in all stages of the project.
- The results of the CFSVA survey suggest that food insecurity in Iraq is a result of many chronic factors and their complicated interactions, among which are the low income rate, high unemployment, and inadequate access to basic health services and to safe water supply and sewerage and drainage facilities. In addition to the needed interventions to rehabilitate and improve health services and improve water and sewerage infrastructure in the un-served and under-served communities; consideration should be given to possible redirection of the heavy investment in universal public ration distribution towards innovative job creation initiative.
- The food monitoring report is important to Iraqi policy makers. One key element of the International Compact for Iraq is the phase out of the Public Distribution System, to be replaced with a food safety net system targeting the most vulnerable. The Food Security Unit established with support from WFP and these Food Security and Vulnerability surveys will be of paramount importance in designing this food safety net as they identify who the vulnerable are, and where they are.
- The project was successful in developing the staff capacity at the Central Organization for Statistics and Information Technology (COSIT) and Kurdistan Regional Statistics Office (KRSO) in developing, analysis and produces the food security monitoring report, the evaluation results show that COSIT and KRSO will be able to continue developing this highly important and much needed report.
- The programme had led to better control on the PDS, which suggests that use of effective monitoring and reporting mechanisms helps to avoid misuse of the much needed resources.
- The programme had promoted self-reliance within the concerned national institutions, never the less the support of WFP is very much needed and should continue in support of further development of COSIT and KRSO through capacity building activities for staff on issue technical issues related to data collection, data analysis, reporting and other management issues.
- The programme introduced new methods for the conduct of surveys and provided information that was not readily available before.

## **8. Recommendations for WFP and GoI**

- 1 The most rational alternative for the current public food distribution system might be to gradually phase out the PDS programme and scale it down in order to better target the population groups who are most in need. Not only that this strategy would address the needs of the needy and disadvantaged population but it will also cut down on government expenditure and reprogram funds for supporting more cost-effective developmental activities. At present the GoI spends 8.4% of the total 2008 budget on PDS, whereas, government expenditure on health is only 3.4% of the total government expenditure. Food insecurity and vulnerability is a cause and consequence of ill health. If the heavy expenditure on PDS is directed fully or partially towards developmental investments including health, the expected results should be better.
- 2 The most cost-effective medium and long term solution to reduce dependency is to enhance public and private sector job creation and employment opportunities. Not only that this would promote families' self-reliance but it would also increase the national productivity and maximize economic stability. Initiatives in this respect may include supporting small scale business enterprises through micro-finance / micro-credit loans to reduce unemployment.
- 3 The effective partnership between the GOI and WFP should be maintained and further enhanced in order to continue the process of capacity development of the Iraqi national institutions and become capable of assuming full ownership of the food security and vulnerability monitoring and evaluation reporting systems.
- 4 The support of WFP is still very much needed and should continue in support of further development of COSIT and KRSO through capacity building activities for staff on issue technical issues related to data collection, data analysis, reporting and other management issues.
- 5 Although developing contact and coordination mechanism between COSIT and KRSO has been one of WFP's principal goals throughout this project. But in order for this nationwide food security M&E system to be successful, COSIT and KRSO need to work closely together and share information.

## 9. Annexes

### ANNEX A: Terms of Reference

#### 1. Introduction and Context

The project targeted to strengthen the capacity of Iraqi institutions, namely the Central Organization for Statistics (COSIT) in the Ministry of Planning and Development Cooperation, to carry out food security and vulnerability analysis and develop a monitoring tool which will, in turn, contribute to better targeted interventions concerning reconstruction, implementing social safety nets and development activities in Iraq, as well as to the reduction of food insecurity.

The objectives of the project were:

- Project implementation focused on enhancing the Iraqi Institutions' capacity in monitoring and targeting the most food insecure and vulnerable segments of Iraqi population.
- WFP worked closely with MOPDC and its agency COSIT and KRSO in developing these institutions capacity.

This WFP assistance to Iraq specifically addressed this requirement of the NDS through building the capacity of the Ministry of Planning and Development Cooperation and giving them the necessary tools to build its own food safety net programme for the poor and vulnerable.

This project also addressed the first Millennium Development Goal: "Eradicate extreme poverty and hunger". The safety net would target the most vulnerable residents for food assistance, eradicating hunger.

WFP implemented this project directly with the Ministry Planning and Development Cooperation's (MoPDC) Central Organization for Statistics and Information Technology (COSIT) and the equivalent in the north – the Kurdistan Regional Statistics Office (KRSO). Funding for the project was provided by the Iraq Trust Fund (ITF) totaling US\$ 1,022,457.

#### 2. Purpose of the evaluation.

- The strategic intent of the evaluation is to provide a third party view on how the project achieved its objectives and the relevance of the funding mechanism through the ITF.
- Provide lessons learned from the project to guide future activity.
- The results will be used by WFP, ITF partners and the Government of Iraq.

#### 3. Evaluation objectives

To evaluate how the project achieved its objective of strengthening the capacity of Iraqi institutions, namely the Central Organisation for Statistics (COSIT) in the Ministry of Planning and Development Cooperation, to carry out food security and vulnerability analysis and develop monitoring tools which in turn contribute to better targeted interventions concerning reconstruction and implementation of social safety nets and development activities in Iraq, as well as to the reduction of food insecurity.

As a guideline, the following issues should be addressed in the evaluation of the project:

- Assess and showcase the achieved progress and results against stipulated project objectives/expected results on all stakeholders (relevance);
- Assess the efficiency of the project interventions;
- Understand the effectiveness of project interventions in addressing the underlying problem and to see if the project has been the best option to assisting COSIT;
- Assess the relevance of project components in addressing the needs and issues of the stakeholders;
- Resulting institutional and/or behavioral changes;
- Sustainability;
- To what extent this project has contributed to forging partnership at various levels with the Government of Iraq;
- Assess management arrangements (including coordination, monitoring) in place by the GoI and/or the beneficiary communities towards the sustainability of various project-initiated services and benefits;

- Generate lessons on good practices based on assessment from the evaluation and to provide recommendations to all stakeholders (GoI, UN, donors) on how to maximize the results from similar initiatives in comparable situations;
- To generate lessons on the relevance of the ITF funding mechanism for this project.

#### 4. Evaluation Scope

- The evaluation will assess project outcomes/results achieved over the full timeframe of project implementation. Due to time and security constraints, the evaluation team will assess project results from the perspective of stakeholders in Erbil and Baghdad.
- The evaluation team will focus on both capacity development and operational effectiveness;
- The evaluation should provide brief description on the following:
  - Timeline, budget, key implementing agencies;
  - Intended outcome(s) and output(s);
  - Underlying logic of project design;
  - Key assumptions that guided the design and implementation strategies;
  - Any major divergences in the design and/or implementation strategy.
  - Monitoring arrangements
  - Lessons learned.

#### 5. Key Evaluation Questions

- The key issues to be addressed by the evaluation will be the following:
  - Relevance, efficiency and effectiveness of the projects, as well as the sustainability of results and contributions in the development context;
  - Value-added of the projects in comparison with alternatives;
  - WFP's partnership strategy and its relation to effectiveness in achieving the outcome;
  - WFP's strategic positioning and its comparative advantage;
  - Cross-cutting issues applicable to the project (capacity building, gender, etc);
  - Operational effectiveness of the project and the extent to which underlying strategies, processes and management structures contribute to development effectiveness of the WFP ITF project.
- Each evaluation question should be substantiated with evidence and disaggregated information by gender, ethnicity, location and/or other relevant criteria.
- In addition to the above a detailed questionnaire will be provided to the evaluation team by WFP.

#### 6. Evaluation Methodology

The final methodology for the evaluation is to be developed by the Evaluation team in the inception report in consultation with WFP programme staff and key national counterparts.

#### 7. Expected Deliverables

- The **Evaluation Report** should contain the following:
  - Title Page
  - List of acronyms and abbreviations
  - Table of contents, including list of annexes
  - Executive Summary
  - Introduction: background and context of the programme
  - Description of the project/ programme – its logic theory, results framework and external factors likely to affect success
  - Evaluation Methodology & Approach (including key challenges and limitations)
  - Findings with clear evidence base and interpretations
  - Conclusions
  - Recommendations
  - Lessons and generalizations
  - Annexes

**Note: It is highly recommended that the Evaluation Report should follow the standards set out by UNEG. Refer to UNEG Standards for Evaluation**

## 8. Composition, skills and experience of the evaluation team

- Ability to travel to and work in Baghdad & Erbil, Iraq;
- Masters Degree or PhD in Social Sciences, Development Studies, Economics or Statistics or a related technical field (at least 2 members of the team);
- At least five years of progressively responsible professional work experience at the national and international levels in evaluation, result based management, programme monitoring and evaluation, including experience with gender-sensitive approach;
- Proven track record of conducting evaluations within specified terms of reference and time frames
- Proven analytical skills and proven ability to manage diverse information and deliver accurate courses in a timely fashion; and
- Computer literacy (Word, Excel, Internet, SPSS).
- The evaluation team should be gender balanced and the team members should demonstrate prior experience in undertaking gender sensitive evaluation work.

## 9. Management Arrangements

- The management arrangements including:
  - Oversight role and commissioning agent (WFP).
  - Provide weekly written report to WFP during the duration of the assignment.
  - The evaluation team will work closely with national counterparts and partners. WFP will provide the names of the counterparts.
  - Senior evaluators will participate in the evaluation at the field level.
- The evaluation will follow the quality standards through the evaluation process, and guided by:
  - UNEG Norms for Evaluation
  - UNEG Standards for Evaluation
  - UNEG Ethical Guidelines
- In order to enhance national ownership and to comply with Paris Declaration, the evaluation will be closely coordinated with the key national counterpart (COSIT) throughout the evaluation process. A Joint Task Force comprising of WFP, COSIT and the Evaluation Team will be created to guide and coordinate the evaluation process.

## 10. Indicative Work Plan

- The evaluation team will visit Baghdad and Erbil to discuss and evaluate the project for a minimum of 10 working days;
- The outline of the timetable for the evaluation, including key activities and deliverables in the process, with responsibilities is provided below:

<b>Phase</b>	<b>Key Activities</b>	<b>End Time</b>	<b>Responsibility</b>
Preparatory phase	Evaluation team, WFP and MOPDC	31 Jan 2010	Consulting Company
Field work/ Data Collection	Conduction the field work	15 Feb 2010	Consulting company
Data Analysis	Consulting Company	28 Feb 2010	Consulting Company
Report preparation	Consulting company with inputs from WFP, COSIT & KRSO.	15 Mar 2010	Consulting Company & WFP
Approval of Report	WFP, COSIT & KRSO	26 April 2010	Consulting Company
Dissemination	Share report with UN Partners and GOI	30 April 2010	WFP

## **ANNEX B: Source of Information**

### **I. Desk study documents:**

#### Project Documents

- UNDG-ITF-Enhancing the Iraqi Institutions' Capacity in Monitoring and Targeting the most Food Insecure and Vulnerable Segments of Iraq Population (A6-03)
- Comprehensive Food Security and Vulnerability Analysis (CFSVA)

#### Normative Guidance

- UNEG Norms for Evaluation
- UNEG Standards for Evaluation
- UNEG Ethical Guidelines
- UNDG RBM Harmonized Terminology

### **II. Preliminary interviews**

Preliminary interviews took place with the following:

- WFP Iraq Office in Amman
  - Ms. Ute Meir – Deputy Country Director
  - Mr. Hazem Mahdy – Programme Officer
  - Mr. Yaver Sayyed – Programme Officer
- WFP Focal Points
  - Dr. Asad Nemeh Munshed – WFP National Staff
  - Mr. Farid Maqdasi - WFP National Staff
- Government Staff
  - Mr. Mahdi Al-Alaq - Director of Planning Department
  - Ms. Sana Abas Salman - Director General of COSIT
  - Dr. Ala Sha'lan Hussein - Head of COSIT
  - Dr. Raghda Dia Sadik - Head of Training
  - Dr. Jamal Amin Mohamad - Head of KRSO
  - Mr. Habib Francy Yousif - Deputy Director / KRSO
  - Mr. Jonef Lokim - Manager of Int'l Food Program
  - Mr. Kuhdair Mohamad Ali - Manager of Data Analysis / KRSO
  - Mr. Raqib Bahadin Mohamad - Data Entry Supervisor / KRSO

## **ANNEX C: Field Evaluation Guidelines**

### **Terms of Reference for the Evaluation of “Comprehensive Food Security and Vulnerability Analysis in Iraq”**

#### **Objectives/Activities: 1 to 5**

The project targeted to strengthen the capacity of Iraqi institutions, namely the Central Organization for Statistics (COSIT) in the Ministry of Planning and Development Cooperation and the Kurdistan Regional Statistics Office (KRSO), to carry out food security and vulnerability analysis and develop a monitoring tool which will, in turn, contribute to better targeted interventions concerning reconstruction, implementing social safety nets and development activities in Iraq, as well as to the reduction of food insecurity. The objectives of the project were:

- Project implementation focused on enhancing the Iraqi Institutions’ capacity in monitoring and targeting the most food insecure and vulnerable segments of Iraqi population.
- WFP worked closely with MOPDC and its agency COSIT and KRSO in building these institutions capacity.

This WFP assistance to Iraq specifically addressed this requirement of the NDS through building the capacity of the Ministry of Planning and Development Cooperation and giving them the necessary tools to build its own food safety net programme for the poor and vulnerable.

This project also addressed the first Millennium Development Goal: “Eradicate extreme poverty and hunger”. The safety net would target the most vulnerable residents for food assistance, eradicating hunger.

WFP implemented this project directly with the Ministry Planning and Development Cooperation’s (MoPDC) Central Organization for Statistics and Information Technology (COSIT) and the equivalent in the north – the Kurdistan Regional Statistics Office (KRSO). Funding for the project was provided by the Iraq Trust Fund (ITF) totaling USD 1,022,457.

To evaluate how the project achieved its objective of strengthening the capacity of Iraqi institutions, namely the Central Organization for Statistics (COSIT) in the Ministry of Planning and Development Cooperation, to carry out food security and vulnerability analysis and develop monitoring tools which in turn contribute to better targeted interventions concerning reconstruction and implementation of social safety nets and development activities in Iraq, as well as to the reduction of food insecurity.

#### **Project activities:**

- 1.1 A food security monitoring tool is established and functioning which generates analyses and reports on a regular basis
- 1.2 Put in place a mechanisms for monitoring and evaluation of food security and vulnerability indicators to target hunger and tackle unemployment especially among vulnerable groups.
- 2.1 Conduct two training sessions (training of trainers) for implementing partners on the monitoring and evaluation system including methods of data collection, monitoring, evaluation and reporting systems and performance reviews.
- 3.1 Conduct food security analysis and monitoring and nutrition trainings.
- 4.1 Conduct focus group and key informant surveys, data analysis and reporting for monitoring food security and vulnerability indicators.
- 4.2 Consult and dialogue with stakeholders (internal and external) for consensus on targeting.
- 5.2 Conduct two training sessions (training of trainers) on cartographic and spatial analysis of food security for the food security unit, COSIT, MoPDC.

#### **Project under evaluation duration:**

The project started in December 2007 and is still on-going.

#### **Project location:**

The project survey covered all 115 districts in Iraq (Anbar, Babil, Baghdad, Basrah, Dahuk, Diala, Erbil, Karbala, Kirkuk, Missan, Muthana, Najaf, Ninawa, Qadissia, Salah Al-Din, Sulaymanieh, Thi-Qar and Wassit).

#### **Stakeholders for each activity:**

#	Activity # 1	Activity # 2 – 5
1	WFP Staff	WFP Staff
2	Central Organization for Statistics & Information Technology (COSIT)	Central Organization for Statistics & Information Technology (COSIT)
3	Ministry of Planning and Development	Ministry of Planning and Development
4	Kurdistan Region Statistics Office (KRSO)	Kurdistan Region Statistics Office (KRSO)
5	Nutrition Research Institute	Nutrition Research Institute
6	Ministry of Health	Ministry of Health
7		City Council
8		Sheikhs
9		IDP's
10		Vulnerable Groups
11		Women and Widows

### General evaluation guidelines:

1. Is there a food security monitoring tool in place?
2. Are there weekly regular reports generated from the results-based-management?
3. What is their opinion of the project idea in general?
4. Was the proposed intervention of WFP the way they were expecting?
5. What were they expecting? Ask them about this in detail!! Even if they said yes with the previous question. Was their answer (expectations) according to the proposal?
6. How is the design of the project activities relevant to the context and actual needs of the targeted communities?
7. How the needs, purpose and overall objectives were properly defined before the implementation? (please clarify the mean in which the needs were defined and involved stakeholders during the need assessment stage)
8. What were the challenges during project implementation? (security, logistics, coordination, legislations, government approval, funds, contractors capacity, cooperation among stakeholders, WFP procedures, others)
9. What was the role of the COSIT, MoPDC, KRSO and MoH in this project?
10. In general how was the situation of the community before implementation of the project?
11. How did the situation of the surrounding community improve after the implementation of the project?

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### Evaluation guidelines per activity

1. A food security monitoring tool is established and functioning which generates analyses and reports on a regular basis

### Activity 1:

#### a) Achievements and Results:

1. Describe in details the current food security monitoring tools.
2. Describe the organization structure responsible on implementing this new system.
3. What type of technical assistance did WFP provide?
4. Who drafted the monitoring tools? Was there a committee of experts? Please provide details on committee members.
5. How many staff was trained on this system?
6. What type of training did the staff receive?
7. Assess the training materials.
8. What is the number of staff to maintain the system? And are there enough to maintain the system?
9. Describe the strength and weaknesses of the new system.

#### a) Efficiency and Effectiveness:

1. Was there any delay in the implementation and what was the reason?
2. Assess the criteria used to select the staff (gender, ethnicity and location)
3. Is the system functioning properly now and meeting its designed objective
4. Describe how this system enhanced the productivity in identifying the most needed area in Iraq in terms of food security.
5. How this system improved monitoring results in terms of accuracy and efficiency.
6. What is the value added of this new system against the pervious system
7. Was the system able to cover all parts of Iraq and coop with the needs of vulnerable groups in all parts of Iraq covering gender, IDPs, ethnicity, religion and geographical coverage?

**b) Relevance**

1. Assess the preliminary studies carried by GoI and WFP to justify the project needs.
2. What are the mechanisms used before the implementation of this mentoring system and what were the challenges and weak points.
3. Was the project implemented according to plan? Everything finished on time?
4. If not, why not? Was WFP informed on time?

**c) Partnership**

1. Has the project strengthened existing partnerships and how?
2. Were the project activities established and agreed on in-coordination with the stakeholders?
3. What factors hindered or fostered effective partnership development?
4. Were stakeholders consulted before starting the implementation, during planning and designing stage?
5. To what extent has the project contributed to capacity development of the involved partners?
6. Were there a sense of ownership among stakeholders (MoPDC, KRISO and MoH, others)

**d) Sustainability**

1. How are objectives in line with needs, priorities and partner government policies?
2. Are all of the communities using or benefiting from the projects' results?
3. Is the original staff still available?
4. Is employment turnover affecting the project?
5. Is the system being implemented monitored by WFP, COSIT, KRISO or MoPDC?
6. Describe current food security monitoring system status.
7. Is there a continuous capacity building plan developed by COSIT and KRISO to develop related staff, if so, kindly provide details and copy of this plan

**e) Lessons Learned**

1. What are the good practices that have resulted from this project?
2. How and why did some of these practices be labeled as a 'good practice'? Substantiate with evidence.
3. What should have been done differently? Quotes of direct and indirect beneficiaries (please state the person interviewed name, age, gender and occupation)
4. Assess the output from this intervention.
5. To what extent, this activity participates in improving of food insecurity.
6. To what extent, this activity participates in the capacity building of staff.
7. To what extent did PDS food ration secure food?
8. How could the intervention have been done better, faster and more cost economic?
9. How did project activity participated in supporting WFP's strategic positioning and its comparative advantage
10. How did this project coop with important issues (capacity building, gender, etc);
11. How did project results effected the overall goal in better indentifying the most needed areas in Iraq related to food security and vulnerability indicators to target hunger?

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**Activities 2 to 5:**

**a) Achievements and Results:**

1. What is the number of staff trained on this monitoring system?
2. What is the background of the staff trained?
3. Where did the training take place?
4. What was the staff trained on?
5. Assess the training agenda and materials distributed.
6. What is the role of the city council, sheiks, IDP's, vulnerable groups and women?
7. Check Equipment received, which may include:
  - a) Check Bill of Quantity
  - b) Check items/equipment against the contract specifications; make sure the items are exactly the same as on the Bill of Shipping
  - c) Check if these details has been completed 100%
  - d) Double CHECK details of the equipment and its current condition. (take pictures)
  - e) Make sure that the Specifications are EXACTLY the same as on the Bill of Quantity from WFP.

- f) Check the condition of the Equipment. Is it clean? Damaged? Anything missing? Is it working (TEST it).
  - g) MOST IMPORTANTLY: is it being used for the intended purpose?
- b) Efficiency and Effectiveness:**
- 1. Did the staff benefit from the training?
  - 2. Did the benefited staff practice what they were trained on?
  - 3. Was the training in line with the needs?
  - 4. Assess the tools provided to the team under this project.
  - 5. Were there any maintenance systems for the project (supplied equipment) to be applied AND in place, once the project was handed over to the related government department?
    - a) Is the monitoring system functional?
    - b) If not, why not, and what are the problems?
    - c) Can these be solved? How, and how quickly?
    - d) Who is responsible for providing the maintenance? WFP, GoI or other?
- c) Relevance**
- 1. Describe the monitoring system structure.
  - 2. Assess the background of the team benefited from this project.
  - 3. Assess the background of the trainers.
- d) Partnership**
- 1. Is there a coordination mechanism between the governorates?
  - 2. How could the intervention have been done better, faster and more cost economic?
  - 3. Were staff, trainers and other stakeholders consulted during training planning and workshops design?
- e) Sustainability**
- 1. Has the project resulted in knowledge transfer from those who were trained and capacitated in different competencies and how?
  - 2. Is the trained staff still at their position or moved to other departments, if so, did they train the new staff?
  - 3. What type of activities is in plan for follow up issues?
- f) Lessons Learned**
- 1. What are the good practices that have resulted from this project?
  - 2. How and why did some of these practices be labeled as a ‘good practice‘? Substantiate with evidence.
  - 3. What should have been done differently?
  - 4. How did project results affect the overall goal in better indentifying the most needed areas in Iraq related to food security and vulnerability indicators to target hunger?

SOC evaluation team  
March 2010

#### ANNEX D: Field Meetings and Interviews

These activities were coordinated through meetings and interviews with member of the WFP focal points and government staff and these included interviews with:

<b>Person Interviewed</b>	<b>Title</b>	<b>Location</b>
Mr. Mahdi Al-Alaq	Director of Planning Department	Baghdad
Ms. Sana Abas Salman	Director General of COSIT	Baghdad
Dr. Ala Sha'lan Hussein	Head of COSIT	Baghdad
Dr. Raghda Dia Sadik	Head of Training	Baghdad
Dr. Asad Nemeah Munshed	WFP National Staff	Baghdad
Dr. Jamal Amin Mohamad	Head of KRSO	Erbil
Mr. Habib Francy Yousif	Deputy Director / KRSO	Erbil
Mr. Jonef Lokim	Manager of Int'l Food Program	Erbil
Mr. Farid Maqdasi	WFP National Staff	Erbil
Mr. Kuhdair Mohamad Ali	Manager of Data Analysis / KRSO	Erbil
Mr. Raqib Bahadin Mohamad	Data Entry Supervisor / KRSO	Erbil

ANNEX E: Letter of Appreciation

REPUBLIC OF IRAQ  
Republic Presidency  
Vice President

بِسْمِ اللَّهِ الرَّحْمَنِ الرَّحِيمِ



جمهورية العراق  
رئاسة الجمهورية  
نائب الرئيس

العدد: ✓

التاريخ: ٢٠٠٩/١/٨

إلى/ وزارة التخطيط والتعاون الاثني

معالي الوزير المحترم

الجهاز المركزي للاحصاء وتكنولوجيا المعلومات  
مكتب رئيس الجهاز  
السوارده  
التاريخ: ٢٠٠٩/١/٨  
العدد: ٦٢

م/ شكر

تحية وتقدير

اطلعنا على تقرير التحليل الشامل للامن الغذائي والفتات المشه في العراق لسنة ٢٠٠٨  
مرافق كتابكم المرقم (٥٠٤٤/٨/١/٣/١) في ٢٠٠٨/١٢/٣ ونشكر جهودكم الكبيرة  
المبدولة لاعداد هذا التقرير ونشمن كل الجهود المبذولة من قبل مؤسسات الوزارة وجهاز  
الاحصاء في اقليم كردستان والمنظمات الداعمة وكل من ساهم في اعداد وتقديم التقرير.  
مع قبول فائق التقدير



عادل عبدالمهدي

نائب رئيس الجمهورية  
٢٠٠٩/١/١

الجهاز المركزي للاحصاء

٢٠٠٩/١/٨

التبديل  
بعد منحه للميريات لفضله  
من قبلنا ونشمنه في الفتات  
م/ بتقدير

٢٠٠٩/١/٨

نسخة منه الى:  
الاضيرة.

## **ANNEX F: SOC background:**

Stars Orbit Consultants is an external Monitoring and Evaluation organisation; its strength lies in the long experience of the corporate management team and its employees. SOC's mission is to achieve professional Monitoring and Evaluation aiming to evaluate the past, monitor the present and plan for the future.

Between 2004 and 2009, SOC successfully performed Monitoring and Evaluation activities on more than 200 programmes and grants on behalf of donors and international organisations in various parts of Iraq including (Baghdad, Basrah, Missan, Thi Qar, Mothanna, Qadissiya, Najaf, Babil, Karbala, Anbar, Mosel, Salah El Din, Diyala, Kurkuk, Erbil, Sulaymanyia and Dohuk), the Monitoring and Evaluation activities have been carried out by more than 30 qualified, well trained and professional employees stationed in all the 18 governorates.

Since most of the projects implemented in Iraq are now remotely managed from outside Iraq, the need for professional, effective, objective and honest Monitoring and Evaluation mechanism starts to grow to ensure that the program meets its original objectives, donor perspective and expected outputs.

For more details on SOC and its activities, please visit [www.starsorbit.org](http://www.starsorbit.org)