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DAARTT



Post-Distribution Evaluation Report

Enhance resilience of war affected IDPs in Kunduz

June, 2020



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EXECUTIVE SUMMARY

The situation of Internally Displaced Persons (IDPs) in the country is getting worse as compared to past years and the number of displaced populations increased exponentially, primarily due to conflicts, insecurity and disasters. As of 31st December 2019, the total number of IDPs in Afghanistan is estimated to be 2.99 million, with 1.19 million displaced in 2019 alone¹. In 2019, 461 thousand were displaced due to conflicts and violence, while another 117 thousand left their places of origin because of different disasters. As of May 2020, around 75 thousand individuals were displaced in Afghanistan². According to United Nations Office for the Coordination of Humanitarian Affairs' (UNOCHA) estimation, around 2 million people are expected to fall in severe food insecurity trap due to the drought who would need immediate humanitarian assistance. Northern provinces of the country, particularly Kunduz, is among provinces with conflicts and violence that caused displacement of thousands of households to Kunduz city.

Project's intervention in the form of unconditional cash assistance to 738 families (US\$ 280 for each household) was the right life-saving intervention at the right time that positively impacted lives of thousands of IDPs in Kunduz. The assistance satisfied IDPs' basic households needs and to some extent their winter fuel needs, as the project was implemented with some delays.

In terms of effectiveness, the project achieved its development objective of 'enhancing resilience of war-affected IDPs against the emergency crises in Kunduz'. Despite helping IDPs in satisfying their basic needs, almost all survey respondents expressed that the amount of cash assistance was **insufficient** and only **partially** covered their households' basic needs.

In total, an average amount of AFN 21,093 (US\$ 280) was received by each beneficiary household in the course of 6 months from the commencement of the project – except transportation cost, all administration costs were borne by Organization for Relief Development (ORD). *M-Paisa*³ option for transferring the money to cash beneficiaries were used by ORD that was very efficient and effective, and reduced potential opportunities of corruption.

Measurement of project impacts is difficult at this stage, particularly for emergency assistances. Nevertheless, the project had an immediate positive impact on the living conditions of target IDP and host community households in Kunduz. The cash assistance strengthened economic conditions of households and capacitated them satisfy their basic household needs (e.g. food, shelter, medication etc.). They have also assisted in reduction of debt burdens on IDPs that is usually used as a coping mechanism. The assistance decreased negative and harmful coping strategies of the target households in the short-term and improved their health conditions. However, the assistance could also have potential negative social and economic impacts if not used wisely. It may encourage voluntary displacement, put pressure on job market and hence reduce personal and household incomes, and create tensions between IDPs and host community members.

Sustainability of short-term interventions in the form of multi-purpose cash assistance in the face of emergency crises is difficult to measure. The sustainability of such interventions needs to be measured if they are persistent and continued for a relatively longer period of time.

¹ <https://www.internal-displacement.org/countries/afghanistan>

² Afghanistan weekly humanitarian update (18 May – 24 May 2020), UNOCHA

³ M-Paisa (Mobile money) technology allows Roshan customers send and receive payments and manage their bank accounts on users' mobile phone. It facilitates transfer of funds using mobile phone through SMS and IVR system. It provides financial services to people who do not have a formal bank account for transactions.

In addition, the project considered 'humanitarian core standard' during implementation of the project and met their quality criteria to a great extent.

To sum up, project was designed at the right time to intervene for increasing the resilience of the IDP households in Kunduz at the time of emergency crises. The project had a positive impact on IDPs living conditions and assisted them meet their basic household needs after displacement. This study also provides detailed 'lesson learnt' and 'recommendations' that could be considered by the donor/implementing agencies for their similar future interventions.

SURVEY FINDINGS

RELEVANCE

Major displacement factors in Afghanistan are insecurity/conflicts, adverse climate conditions and calamities that cause internal displacements in the country. According to majority (98%) of project beneficiaries, conflicts and insecurity are the main *push factors* causing their displacements to Kunduz city. Economic motives (employment opportunities, relative food security, government and NGO assistance etc.) are among strong *pull factors* for displacements to urban areas, particularly to Kunduz as expressed by 1.5% of survey respondents. Since January 2012, approximately 228,201 individuals are displaced to Kunduz city alone due to conflicts⁴. Only in 2020, around 100 individuals displaced to Kunduz city from other districts of Kunduz.

Enhancing resilience of IDP households in the face of emergency and crises caused by insecurity and conflicts is among priorities of the Government of Islamic Republic of Afghanistan (GoIRA), and international donors. National IDP policy enacted by Afghan government in 2013 highlights supporting IDP needs in the country, who risk food insecurity. One of the objectives of the policy is to *address the emergency needs and concerns of both the IDPs and displacement-affected communities including those which host IDPs*. Respondents from the Department of Refugees and Repatriation (DoRR) and Department of Economy (DoEc) of Kunduz province stated that; the DPA funded project was fully in line with the strategic objectives of their respective departments and of the government. *“The project provided relief to some of the Kunduz IDPs and we expect that DPA will further assist in this regard”*.

Supporting IDPs and host community members in Kunduz is also in-line with donor’s (Civil Society in Development - CISU) organizational objectives - CISU supports Danish organizations’ work nationally and globally for a just and sustainable world. The project is implemented by Danish People’s Aid (DPA or Dansk Folkehjælp) and Organization for Relief Development (ORD). DPA’s mission is to support marginalized people around the globe and ORD provides emergency assistance, supports protection interventions and building partnerships with humanitarian, social and economic agencies to address the needs of the most underprivileged communities in Afghanistan.

The intervention in the form of **unconditional Multi-purpose cash assistance** for vulnerable IDP families to address their ‘winter-related’ and other basic needs was the right intervention at the right time by the donor and in-line with its objectives and GoIRA’s priorities. The assessment conducted jointly by ORD and DoRR staff prior to intervention indicate that majority of these households had no stock of food to survive the winter and were in dire need of immediate assistance to meet their food and non-food needs.

The project was implemented in close coordination with all stakeholders including the Department of Economy, though with some delays. The timeline for implementation of the project is important. Otherwise, IDPs return to their places of origin, with their challenges unaddressed – Anonymous, Department of Economy, Kunduz.

Though the first round of distribution (i.e. \$100) intended to satisfy immediate winter fuel needs was completed with some delays (between 8-29 March), the assistance was still useful for the households to satisfy their other basic needs. It is to be noted that withdrawal of money from M-paisa account by the beneficiaries also contributed to the delays in spending the assistance. Approximately 50% of survey respondents mentioned to have withdrawn the money in **two weeks time or more**, once received in their M-paisa accounts. In general, it was ‘easy’ for beneficiaries to withdraw their money received in their accounts.

⁴ <https://www.humanitarianresponse.info/en/operations/afghanistan/idps>

Nonetheless, the cash assistance for IDP households in Kunduz was very relevant given the critical situation of these households while integrating in new communities. Almost all survey respondents rated the **quality, timeliness and relevance of cash assistance as 'satisfactory'**, indicating relevance of the assistance. The assistance was mostly used by the beneficiaries to satisfy their household food needs, pay their household rents, repay their debts, and on health that positively impacted their lives. Also, less than 2% of beneficiaries used the cash assistance for buying winter fuel, which was one of the project objectives.

EFFECTIVENESS

Comparing the urban poor and IDPs in Afghanistan, IDPs are more exposed to external shocks in the face of crisis and are more food insecure. The findings of the National Risk and Vulnerability Assessment (NRVA) reveals that at least 14 percent of the IDP households reported to have problems satisfying their food needs several times a month, as compared to only 3 percent of the poor living in urban settings⁵. Literature on IDPs suggests that food insecurity among IDPs has witnessed an upward trend in the last few years⁶, and they have resorted to harmful coping strategies (e.g. skipping meals by adult members of the household, resorting to loans, child labor etc.) to increase their resilience against shocks and emergency crises.

IDPs displaced to Kunduz city live in dire living conditions with limited access to employment opportunities, basic household necessities, health and education. Their vulnerability to external shocks and emergency crises is high and are mostly aid-dependent due to lack of productive assets. Conflicts and insecurity drove them out of their places of origin, negatively impacted thousands of families and resulted in displacement of many households to Kunduz city. Majority of them were forced to flee their homes empty hands with bare cloths and minimum food. Given severe living conditions of IDPs in and around Kunduz city and challenges imposed by winter, the project provided multi-purpose unconditional cash assistance to 738 IDP families in two rounds. The first round (i.e. \$100) was intended to satisfy winter fuel needs, while the second round (i.e. \$180) purposed to satisfy households' basic needs of the IDPs.

The development objective of the project is **to enhance the resilience of war affected IDP households against the emergency crisis in North-eastern province (Kunduz) of Afghanistan**. The unconditional cash assistance, undoubtedly, enhanced overall resilience of IDPs in Kunduz city and assisted them meet their basic household needs. However, it was partially unsuccessful in meeting the objective of assisting IDP households to fulfill their winter-related needs – i.e. winter fuel, due to delays in first round of distribution.

Survey respondents were asked whether the cash assistance helped their households meet their basic needs (i.e. fuel, food, shelter, health etc.). An absolute majority (99 percent) responded that the cash assistance was insufficient and **partially** covered their household's basic needs, indicating that IDP households do resort on harmful coping strategies for their survival. It is also worthwhile to note that only 44 percent of respondents (as against the project target of 90 percent) spent more than 80 percent of the cash assistance to cover their household's basic needs. The calculation of households' expenditure for 267 survey respondents indicates that 72 percent of cash assistance was spent on food and payment of household rents, while another 15 percent was spent on medication. Only 1.6 percent was spent on winter fuel.

⁵ Vulnerability of Internally Displaced Persons in Urban settings, 2015. The World Bank - UNHCR

⁶ Escaping War: Where to next? A research study on the challenges of IDP protection in Afghanistan. NRC,iDMC, Samuelhall (2018)

Overall and based on primary data from the field, the project somehow achieved its development objective and had a positive impact on beneficiaries' lives. It was effective in enhancing resilience of IDP families in Kunduz, in face of emergency crisis.

EFFICIENCY

The usage of mobile technology (M-Paisa) for transferring money to beneficiaries proved to be very efficient and transparent as compared to other models of cash distribution (e.g. cash in person, hawala, paper and e-vouchers etc.), and in-kind distribution. Studies on humanitarian assistances suggest that at least 18 percent more people could be assisted at no extra costs if effective cash assistance option is used by humanitarian organizations instead of in-kind assistance⁷. Using cash transfers through mobile technology (e.g. M-Paisa) makes the delivery more efficient and saves time, cost and resources of humanitarian organizations. Besides reducing the costs, leakages of money and curbing chances of opportunistic interventions, it also promotes financial inclusion of poor. Additionally, transferring cash through mobile technology reduces human interaction and hence potential opportunities for corruption.

For setting up the system, beneficiaries only had to pay a reimbursable amount of AFN 100 for obtaining the mobile sim card, do the required registration with telecom company (Roshan) and getting the training on how to receive their funds, once transferred to their M-Paisa accounts. M-Paisa also charges a nominal amount per withdrawal. Transportation cost, on the other hand, had to be borne by the beneficiaries. On average, each beneficiary received a net amount of **AFN 21,093** (\$280 at exchange rate of \$1 ~ 75.3 AFN) in two rounds. As a result, report findings suggest that using mobile technology (M-Paisa) for transferring cash to vulnerable IDPs in and around Kunduz city, was the most efficient approach adopted by the implementing agencies and hence saved time, cost and resources to achieve project results.

IMPACT

The two rounds of multi-purpose cash distribution to project beneficiaries have just been completed in May 2020. Hence, it is too early to measure the long-term impact of the cash assistance on targeted IDPs in Kunduz. The assistance, undoubtedly, had an immediate positive impact on IDPs' living conditions and enhanced their resilience against external shocks. Some short-term impacts are particularly visible in the following areas:

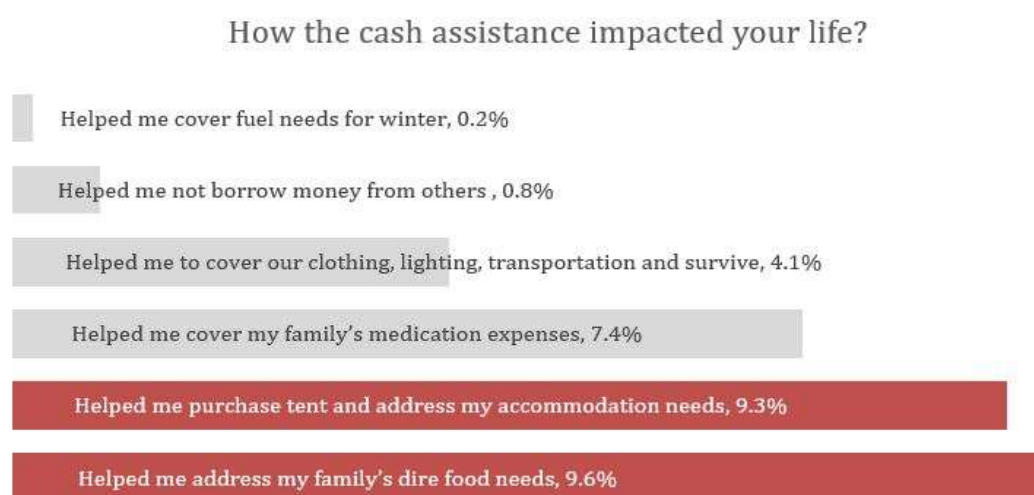
1. *Satisfying household's basic needs:*

As high as 42 percent of assisted cash was spent on buying food by the survey respondents, who would otherwise, resort on harmful coping mechanisms to satisfy their basic household needs. Other major expenditures included: paying house rents (29 percent), medication/health (15 percent), repayment of debt (10 percent), buying winter fuel (2 percent), and expenditure on education and transportation (2 percent).

The preintervention assessments exhibit that majority of IDP households had to leave their possessions in their places of origin due to conflicts and had minimal stuff with them for survival when displaced to Kunduz city. Cash assistance had positive impact on beneficiaries as expressed by majority of them, when asked if cash assistance impacted their lives at all. The top three impacts include: i) satisfaction of household's dire food needs, ii) address accommodation needs, and iii) meeting household's medication needs. Figure below

⁷ Center for Global Development (2015). Doing Cash differently: How cash transfers can transform humanitarian aid?

Figure 1 | Impact of cash assistance on IDPs lives



2. *Decrease reliance on negative coping strategies:*

Lack of cash and productive assets by the IDPs usually result in their dependence on negative and harmful coping strategies to satisfy their household needs. Some of the prominent coping strategies used by IDPs during crisis include but not limited to: skipping meals by adult members of the household to feed their younger members, reducing number of meals from 3 times to 1-2 times, sending children to work for a living, compromising on dietary compositions of food – reducing protein and vitamin intakes, engage in cumbersome and hard works, begging etc. Primary data from the field indicates that cash assistance, to a greater extent, prevented beneficiaries resort to such negative coping mechanisms. The assistance was majorly used to buy food, address accommodation and health needs of the household, and repayment of debts.

3. *Reduction in indebtedness:*

Getting loan from friends and family is a common coping strategy for IDPs, particularly immediately after their displacements. Studies on IDPs in Afghanistan suggest that loan is a part of regular income for some of the IDP households to survive. Primary data collected from the field exhibits that at least 10% of assisted cash was used to 'repay their debts' they had taken. As such, the cash assistance certainly helped reduce IDP households' indebtedness.

4. *Better access to health and education*

After satisfying household's primary needs (food and shelter), access to health care and education are among basic needs of the IDP households after displacement. Primary data from the field shows that at least **15 percent** of assisted cash was used for accessing health care and medication, while 1 percent of the assisted cash was spent on education.

5. *Stimulating local economy*

Impact of the cash assistance on local economy of Kunduz is not in the scope of this study and suggests a separate study. Nonetheless, the cash assistance potentially increased the demand for goods and services in Kunduz city that fueled the economy on the one hand and increased inflationary pressures on the other hand, if supply is constrained.

Besides immediate positive impacts of the assistance for IDP households in Kunduz, there could be negative impacts of such assistance which is out of the scope of this study. These could potentially include, but not limited to:

1. *Pull factor for voluntary displacement*

Secondary research reveals that unconditional cash and other types of assistance potentially attracts other IDPs and refugees and could be a pull factor for voluntary migration and displacements. This could also be motivating for economic migrants also.

2. *Pressure on job market*

Existence and flow of more IDPs could put pressure on job markets in the local economy. This may result in reduction of wage for workforce as a whole and hence household incomes and expenditure. Pressure on job markets may result in communal violence and tensions between host communities and IDPs.

3. *Increase in undesired expenditure*

The study does not take this into account, but cash assistance could increase undesired expenditure, e.g. Tobacco

4. *Relationship tensions between IDPs and host community members*

Providing assistance only to IDPs and ignoring the host communities could have impact on social relations between the two communities and may disturb the harmony. This could also result in increase of living costs for IDPs in the form of increase in house rents etc.

Overall, assistance through the project enhanced resilience of IDP households in the situation of crises and hence had a positive short-term impact on lives of IDPs.

SUSTAINABILITY

Determining sustainability of unconditional cash assistance and other components of this project is out of the scope of this study. Furthermore, sustainability of short-term intervention in the form of cash assistance in the face of emergency crisis could not be measured at this stage. However, existing literature on unconditional cash assistance for instance in rural Zambia suggest that such assistance had wide-ranging effects on ultra-poor households. Zambian government assisted each ultra-poor rural household with an amount of US\$ 144 annually. After 3 years, the conditional cash assistance significantly raised consumption, food security and children's schooling and material well-being⁸. The household spending has been estimated to 59% larger than the value of the transfer received, implying a considerable multiplier effect. The assistance has also strengthened economic capacity and assets in rural Zambia.

To conclude, the sustainability of the cash assistance for IDPs in Kunduz could not be determined at this stage and out of the scope of this study. Moreover, cash assistances are usually done during the time of emergency and humanitarian crises and hence not expected to be sustainable.

⁸ Can unconditional cash transfers lead to sustainable poverty reduction? Evidence from two government-led programs in Zambia. Office of Research – innocent Working Paper, WP-2016-21 | August 2016. UNICEF

CORE HUMANITARIAN STANDARD:

The Core Humanitarian Standard and Quality and Accountability (CHS) sets out Nine commitments that organizations and individuals involved in humanitarian response can use to improve the quality and effectiveness of the assistance they provide. It also facilitates greater accountability to communities and people affected by crisis⁹. The study also aims to evaluate implemented project against these core humanitarian standards. The CHS defines nine commitments and quality criteria as:

1. Communities and people affected by crisis receive assistance appropriate and relevant to their needs.

Quality Criterion: Humanitarian response is appropriate and relevant.

As explained in sections above, the assistance in the form of multi-purpose unconditional cash **was appropriate and relevant to the needs of target beneficiaries**. IDPs in Kunduz were in immediate need for cash to satisfy their basic household and winter fuel needs

2. Communities and people affected by crisis have access to the humanitarian assistance they need at the right time.

Quality Criterion: Humanitarian response is effective and timely

The project interventions were timely and according to the needs of the IDPs in Kunduz. Affected households received the cash assistance after their displacement and they needed it for satisfying their households' needs and winter fuel. Due to delays in distribution of first round cash that was intended to satisfy IDPs winter fuel needs, the IDP households spent them on other household needs rather than on fuel. Only less than 2% of total assisted cash was expressed to have been used for buying fuel for winter. In total, approximately **5,166 IDPs** benefited from cash assistance, directly.

3. Communities and people affected by crisis are not negatively affected and are more prepared, resilient and less at-risk as a result of humanitarian action.

Quality Criterion: Humanitarian response strengthens local capacities and avoids negative effects.

Based on primary data collected from beneficiaries, government counterparts and other project stakeholders, the assistance did not seem to have negatively impacted communities and IDP households in Kunduz. The cash assistance, though not much useful for winter, increased general resilience of benefited IDP households in Kunduz and prevented them resort to harmful coping mechanisms. Generally, assistance to a particular segment of the society only (e.g. IDPs) could potentially affect social relationships of IDPs and host community members, adversely and could create tensions between them. However, basic primary data does not support the concern and in-depth research on the topic was out of the scope of this evaluation. Overall, the project strengthened local capacities and avoided negative effects on target communities.

4. Communities and people affected by crisis know their rights and entitlements, have access to information and participate in decisions that affect them.

Quality Criterion: Humanitarian response is based on communication, participation and feedback.

Selection of beneficiaries for cash assistance were done in close coordination and collaboration with established IDP committees, government (e.g. Department of Refugees and Repatriation –

⁹ Core Humanitarian Standard, Groupe URD, HAP international, PIN and the Sphere project, 2014

DoRR) and NGO stakeholders. Prior to selection, a thorough assessment through HEAT (Humanitarian Emergency Assessment Tool) was conducted by ORD and DoRR and IDP committees were briefed on selection criteria. The IDP committees are established to represent IDPs in Kunduz city and select their most vulnerable households for cash assistance. However, as high as **70 percent** of the survey respondents were unaware of such representations and expressed that they had no IDP representatives in the areas they are living. Furthermore, at least 6% Therefore, it is doubtful if the project meets this humanitarian core standard.

5. Communities and people affected by crisis have access to safe and responsive mechanisms to handle complaints.

Quality Criterion: Complaints are welcomed and addressed.

In-line with Complaints and Feedback Mechanism (CFM) guidelines, ORD established a complaint feedback mechanism to deal with problems occurred during project implementation and answer enquiries from beneficiaries. **However, respondents indicated that they never lodged any complaints despite noticing irregularities in the project – at least 1 percent expressed that the process of beneficiary selection was not transparent and none IDPs were selected for the project.** This is also confirmed from the primary data, as at least 6 percent of survey respondents mentioned that they are not registered with DORR as IDP.

Not lodging the complaints by project beneficiaries could be due to the following reasons: i) lack of awareness about existence of such complaint mechanisms, or ii) fear of being discriminated if lodged a complaint, or iii) fear of complaints not being addressed by ORD. Therefore, it is doubtful if the project meets this humanitarian core standard.

6. Communities and people affected by crisis receive coordinated, complementary assistance.

Quality Criterion: Humanitarian response is coordinated and complementary.

The unconditional cash assistance was well coordinated with all stakeholders (government counterparts, other active NGOs in the area, UNHCR, WFG etc.) including IDP committees, to avoid duplication of assistance and complement already existing or potential assistances. Primary data suggests that it was well coordinated and hence the project meets this humanitarian standard.

7. Communities and people affected by crisis can expect delivery of improved assistance as organizations learn from experience and reflection.

Quality Criterion: Humanitarian actors continuously learn and improve.

ORD has extensive experience in humanitarian assistance in Afghanistan. The implementing NGO implemented tested approach of cash assistance (i.e. M-Paisa) in Kunduz more effectively and efficiently as a result of learning from the past experiences. Research indicates that selection of beneficiaries for similar projects in the past was an issue and sometimes led to disputes between communities. This could be a lesson-learned for ORD before implementation of similar projects. Overall, it could be expected that the organization will learn from experience and will improve delivery of assistance in future.

8. Communities and people affected by crisis receive the assistance they require from competent and well-managed staff and volunteers.

Quality Criterion: Staff are supported to do their job effectively and are treated fairly and equitably

Key informant interviews with staff of ORD and DAP/DAARTT as well as beneficiary survey indicated that staff of these NGOs were well-managed and competent to extend assistance to target communities. Thus, the project meets this humanitarian core standard.

9. Communities and people affected by crisis can expect that the organizations assisting them are managing resources effectively, efficiently and ethically.

Quality Criterion: Resources are managed and used responsibly for their intended purpose.

As mentioned in sections above, the project was implemented using the most efficient methods and with responsibility. The project hence meets this core standard.

CONCLUSIONS AND RECOMMENDATIONS

Based on primary research conducted with beneficiaries, interviews with key informants in Kunduz and IDP committee members, the project team recommends the following as lessons-learned and for consideration in similar future interventions

OVERALL ASSESSMENT

- Data from the field shows that the cash transfer project in Kunduz had a positive transformative effect on beneficiaries and their families. Resilience against shocks have been enhanced in beneficiary households.
- The assessment also indicates relatively better and immediate food security following the cash distribution, as more than 40 percent of assisted cash was spent on buying food for the family.
- Intervention also made up considerable grounds in covering IDPs' temporary shelter and housing needs. At least 29 percent of assisted cash was expressed to be spent on paying house rents. To fully resolve shelter needs of IDPs, a longer-term commitment by government and donor community is required.
- In some instances, jealousy and animosity were reported between cash recipients (project 738 IDP beneficiaries) and non-recipients (IDPs who were not included in the list of 738 project beneficiaries). This could potentially lead to isolated instances of conflicts in communities, unless taken care of.
- Perhaps the most consistent theme coming out of data from the field was the overwhelming conviction that the targeting process was mostly fair and transparent. IDPs who were not selected for the program accused the program staff and relevant government authorities using their influences during the beneficiary selection process and ignoring and leaving out many deserved and needy IDPs. The program staff believed that the criticisms were understandable because in IDP communities like the ones that benefitted from the cash transfers, there was always a very thin line between new and previously arrived IDPs as far as their living requirements were concerned. In such situations, everyone feels entitled to such assistance. Evidence seems to suggest that while increased negative perception of the beneficiary selection process could have been fueled by a combination of lack of proper knowledge of the targeting criteria as well as jealous animosity, the level of transparency could have been improved with more CDCs, IDP Committees and community representatives' involvement in the beneficiary selection process.
- There were, however, some allegations of bribery during the implementation of the program. Investigation of such matters is out of the scope of this study and warrants a separate independent research.
- The project in general lived up to core humanitarian standards, was relevant to the needs of the beneficiaries, effective in achieving its objectives, implemented efficiently and had positive impacts on beneficiaries' lives.

RECOMMENDATIONS

- The implementation timeline for emergency projects is of great importance. The project was implemented with some delays that caused IDPs not meeting their winter-fuel needs, on time. Crisis usually witness a surge in displacements. IDPs then travel back to their places of origin or other places, while their unaddressed challenges remain. Therefore, on-time and immediate implementation of emergency projects are important.
- Ensure implementing partner's commitment to the Core Humanitarian Standards is integrated throughout the project life cycle. This is extremely important for increased transparency and accountability
- Selection of right beneficiaries per the objectives of the project is of immense importance. The beneficiaries are to be selected using strict criteria, guided by project goals and objectives. The role of established (or to be established) IDP committees could be enhanced for identification and selection of the most vulnerable IDP households for the assistance.
- Using mobile technology (M-Paisa) is among the most efficient approaches for cash distribution. Similar methods are recommended for similar interventions in future. The significance of using technology for transferring cash could be highlighted further to all program stakeholders and to be used for all future interventions.
- To utilize the mobile technology better, beneficiaries can be given non-smart mobile phones as part of the assistance in addition to SIM cards. Some of the respondents were not reachable because they did not have a mobile set to use M-Paisa SIMs.
- To mitigate risk of abuse of power by authorities in cash assistance, a strong 'feedback and complaints' mechanism is extremely important. General awareness about the mechanism and establishment of beneficiaries' trust on such systems are important for the mechanism to work effectively. 'AWAAZ', countrywide humanitarian call center established by WFP-UNHCR, could be used as single point of contact to register feedback and complaints about humanitarian assistance provided.
- To be able to further contribute to women empowerment, impacts of cash transfers could be analyzed separately on both men and women beneficiaries. This suggests a separate 'impact analysis' that is out of the scope of this study. Furthermore, appropriate gender and protection indicators could be considered in Monitoring and Evaluation frameworks for future interventions.

ANNEX

I. IDP committees and CFM

Establishment of IDP committees:

ORD established 15 (10 male and 5 female) IDP committees in target areas of Kunduz city to assist ORD in identification and selection of vulnerable IDPs for the project and assist in distribution of cash to target IDPs. Each committee has 1 head and 4-5 members that attend committee meetings and other related meetings at provincial level. Majority of survey respondents (70 percent at least), on the other hand, did not know about such committees and mentioned that they had no representatives in the area to represent them. Surprisingly, a number of IDP committee members explained that they had no particular role in identification and selection of IDPs for the project. Majority of them mentioned that their roles were limited to 'gathering' IDPs for providing project information. Nevertheless, the structure can still remain in place to assist the IDP communities resolve their issues and challenges.

Interviews with key informants also highlighted ineffectiveness of such committees and indicated that they do not play significant role in the whole process. They opine that such committees are more relevant to IDP emergency camps with specific physical addresses (unlike in Kunduz). Some key informants from DoRR expressed that they are unaware of the existence of such committees in Kunduz.

Complaint Feedback Mechanism (CFM):

The CFM formed by ORD consisted of representatives from ORD, IDP committees and local community heads. It was expected that all beneficiaries will receive contact information of ORD community reporting and accountability mechanism officers' numbers to provide their feedbacks or lodge complaints. A general awareness about complaint mechanism was expected to be conducted by ORD to inform beneficiaries about the mechanism. Though the primary data from project beneficiaries suggest otherwise, key informants explained that IDPs already knew about the mechanism. It was also evident from interviews with ORD staff that at least one complaint was received and resolved on time.

II. Methodology

Given the project objectives, OECD/DAC and Core Humanitarian Standards (CHS) evaluation criteria is used for evaluating project deliverables. The methodology includes desk research and collection of primary data (quantitative and qualitative) from the field to the extent possible. Implementation of quarantine in many provinces due to COVID-19 pandemic (including Kunduz) and fear of disease spread, enumerators could not reach out many project beneficiaries initially. Where appropriate, respondents were gathered in public places such as mosques to conduct interviews, keeping in mind Ministry of Public Health's social distancing and other guidelines. Some of the agreed-upon interview sites were replaced suddenly due to the interference of police and community elders. Where warranted, a small number of interviews were conducted through phone calls.

Weather conditions, hot and rainy days also impacted the data-collection process. On 19 May 2020, Imam Saheb, Char-dara and Ali-abad and vicinity of the Kunduz city were attacked. No harm was posed to RCS enumerators during their field work, but the war cut off the power to the city and disrupted the communication. Except a government GSM service provider, most of the private GSM mobile companies were cut during the night. Following methods was being considered for conducting this study:

A. Applying OECD /DAC evaluation criteria:

Where appropriate and applicable, the project team applied OECD/DAC and CHS evaluation criteria to evaluate this project. There criteria include:

1. *Relevance of intervention:*

RCS collected primary data from project beneficiaries and other stakeholders of both project components, as well as undertook thorough secondary research to determine the relevance of project intervention in the area. Also, to understand whether the intervention was consistent with beneficiaries' and country's needs, and objectives of the donors and implementing partners. Please see annex II for complete list of stakeholders interviewed.

2. *Effectiveness:*

Primary and secondary research was undertaken by RCS to determine the effectiveness of the project implemented, and whether set objectives are achieved after implementation.

3. *Efficiency:*

RCS conducted research to measure the efficiency of the project and how resources are effectively used for implementation of the project. The team mostly relied on literature review for this purpose, rather than undertaking a thorough cost-benefit analysis.

4. *Impact:*

Since the project just completed its implementation in May 2020, it is too early to calculate the impact of the project. However, the RCS project team roughly calculated potential short and medium-term impacts of the project based on primary data collected from the field and already collected data.

5. *Sustainability:*

The project is also evaluated for its sustainability, as explained in designated sections of this report.

B. Core Humanitarian Standard on Quality and Accountability

Where appropriate and applicable, the project team also applied nine core humanitarian standards and Quality Criteria for this evaluation.

Please refer to (https://www.urd.org/IMG/pdf/Core_Humanitarian_Standard_-_English.pdf) for details.

C. Desk review

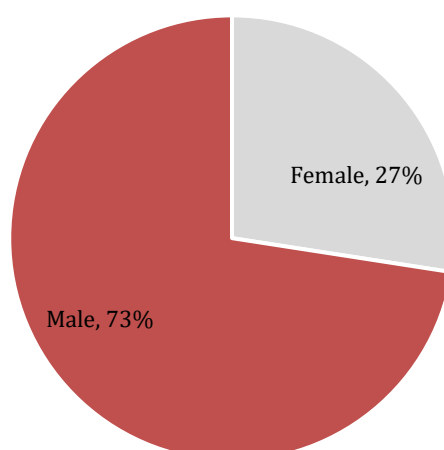
Given the nature of the study and constraints on traveling to the field due to COVID-19 pandemic, the RCS project team also relied on literature review for this study. Relevant literature (project documents, work plan, M&E plan, evaluation reports, assessments, MoUs etc.) were consulted for this evaluation, results of which fed in-to the final report. The literature review also assisted in determining information gaps that needed to be filled by primary data and guiding questionnaire design and fieldwork.

D. Primary research

The RCS project team collected primary data from the field to cross-check the findings and capture the reality on the ground. For this purpose, a two-stage sampling methodology was adopted by the project team;

- i) For targeting beneficiaries, areas (where they currently live) were treated as clusters. Depending on population size (e.g. beneficiaries) of clusters, a number of beneficiaries from each cluster was targeted to provide primary data. Based on standard research sampling methodology (i.e. 95 percent confidence interval, 5 percent margin of error, and 50 percent response distribution), a total of 266 beneficiaries were randomly selected for the survey. Proportionate to the total number of project beneficiaries (559 males and 179 females), the number of male and female respondents were decided to be 193 and 73, accordingly. In selection of respondents, the project team had to rely on the list provided by ORD. And

Figure 2 | Survey respondents



- ii) Randomly selection of specific number of beneficiaries from each cluster, that is representative of the 'population'. An excel formula (e.g. 'rand') was used to randomly

selected beneficiaries from each cluster. However, not all initially selected beneficiaries were interviewed due to: i) number switch offs, ii) no responses, and iii) language barriers, and the project team had to reselect other beneficiaries from the database to reach the sample targets. Targeting female beneficiaries was particularly difficult due to cultural sensitivities. Overall, 73 beneficiaries (27 percent females) were interviewed for this study.

Apart from direct beneficiaries, interviews were conducted with Key ORD/DPA relevant staff, government stakeholders (DoRR and Ministry of Economy), technical personnel, and IDP committee members in target areas. In total, more than 16 Key Informant Interviews were conducted with relevant stakeholders. A complete list is attached in Annex.

E. Report Structure:

The structure of the report is such to include: lessons learned, recommendations and a proposed action plan from the experience of the intervention. The main report is consisted of the following headings:

- a. Cover page
- b. Executive summary
- c. General report, including analysis and findings
- d. Lesson-learnt and Recommendations
- e. Annexes
 - i. IDP committees and CFM
 - ii. Methodology
 - iii. List of key informant interviews

III. List of interview respondents:

Table 1 | List of project stakeholders (Key informants)

Name	Role in the Project	Title and location
Nawab	Supervision	Analysis Officer, DoEc, Kunduz
Noor Agha	Supervisor	Review Officer, DoEc, Kunduz
Mohammad Sharif Khadam	Planning and Aid Coordination	Disaster Situation and Coordination Officer, DoRR Kunduz
Sayed Abdul Saboor Hashimi	Assisting the project survey process	Data management DoRR, Kunduz
Ghulam Sakhi Rasool	Coordination, facilitation, support	Director General, DoRR Kunduz
Mohibur-Rahman Mohib	Implementing Partner	Program Manager Humanitarian, ORD
Ms. Fauzia	Identification and selection	IDP committee member, Sar Darak
Ms. Hassina	Identification and selection	IDP committee member, Zer Daura area
Ms. Maria	Identification and selection	IDP committee member, Sar Darak
Mr. Abdul Raouf	Identification and selection	IDP committee member, Sar Darak
Mr. Abdul Qadeer	Identification and selection	IDP committee member, Sare Daura
Mr. Sayed Sardar	Identification and selection	IDP committee member, Sare Daura
Mr. Yaqut Shah	Identification and selection	IDP committee member, Charm Gari
Mr. Sayed Sardar	Identification and selection	IDP committee member, Sare Daura/Rostaq Abad
Mr. Wali Mohammad	Identification and selection	IDP committee member, Shaftaloo Bagh
Mr. Yaqut Shah	Identification and selection	IDP committee member, Rostaq Abad

Table 2 | List of project beneficiaries

Serial Number	Beneficiary Name	F Name
1	Mohammad Naeem	Mohammad Azim
2	Mohammad Wali	Mohammad Murad
3	Juma Khan	Pir Mohammad
4	Juma Gull	Noor Mohammad
5	Zahra	Abdull Nabi
6	Abdul Rahim	Shin Gull
7	Najibullah	Mohammad Hashim
8	Parwana	Ghullam Hazrath
9	Hafizullah	Abdull Rahim
10	Sohailla	Abdul Allim
11	Dill Agha	Noor Ali
12	Paiwand	Ghullam Rasool
13	Muhibullah	Mohammad Naib
14	Farzana	Jamill
15	Mohammad Nasim	Ahmad
16	Samiullah	Mullah Said Mohammad
17	Borhanuddin	Khwaja
18	Khair Mohammad	Ghullam Rasool
19	Mohammadagull	Mohammad Sharif
20	Abdull Hadi	Mohammad Arif
21	Shakira	Abdul Hadi
22	Dawlat Khan	Saltan Mohammad
23	Gull Zaman	Mulla Obaidullah
24	Abdull Ghafoor	Juma
25	Khan Mohammad	Akbar
26	Said Allam	Mohammad Azam
27	Mir Ahmad	Doost Mohammad
28	Abdul Satar	Hazrath Shah
29	Hasibullah	Azizullah
30	Mohammad Eshaq	Ahmad Gull
31	Zarghona	Ajab Gull
32	Wahidullah	Abdull Jallil
33	Noorullah	Khudai Dad
34	Niaz Mohammad	Baz Mohammad
35	Basira	Tawakool Bay
36	Amina	Karim
37	Hijratullah	Dawlat
38	Hazratullah	Haji Abdull Rahman
39	Yaqoot Shah	Said Mir Ahmad
40	Said Sardar	Said Ali Shah
41	Mirza Khan	Kitab
42	Lutfullah	Shir Mohammad
43	Zabihullah	Bismillah
44	Kamaluddin	Baz Mohammad
45	Hasamuddin	Ghullam Nasir
46	Rahme Khuda	Ghullam Rasool
47	Marya	Mohammad
48	Fazall Rahim	Idriss
49	Abdullah	Fida Mohammad
50	Said Ali Agha	Zamarood Shah
51	Shah Mohammad	Mohammad Sharif

52	Ramin	Mohammad Qurban
53	AbduL Qadir	Mohammad Amin
54	Khair Mohammad	Abdullah
55	Farahnaz	Baba Ali
56	Najiba	Ahmad Khan
57	Abdull Wahid	Abdul Hakim
58	Najiba	Iqbal
59	Mohammad Rajab	Hossan Ali
60	Mohammadullah	Mohammad Hussain
61	Abdul Samad	Mohammad Gull
62	Bibi Masooma	Said Sarwar
63	Gita	Aziz Agha
64	Alima	Said Timur
65	Mohammad Atah	Mohammad Nazar
66	Sibghatullah	Fazall Mohammad
67	Abdul Rahim	Abdullah
68	Azada	Fath Hullah
69	Fazal Mohammad	Shir Mohammad
70	Kamaluddin	Sahib Dad
71	Baba Jan	Zarb Ali
72	Abdul Fatah	Abdul Ali
73	Rajab Ali	Mohaammad Ali
74	Najmuddin	Gorg Ali
75	Hazrath Gull	Jora Gull
76	Noor Bigam	Mohammad Dad
77	Razia	Ali Dad
78	Gull Baigam	Ghullam Hussain
79	Ghullam Nasir	Ghullam QaDIR
80	Kamalluddin	Ali Yar
81	Essa Khan	Mohammad Musa
82	Shakilla	Mohammad Nazar
83	Soraia	Mohammad Rahim
84	Marzia	Allamuddin
85	Mihri Gull	Shir Mohammad
86	Abdul Hussain	Ghullam Qadir
87	Hujatullah	Fida Mohammad
88	Juma Khan	Ali Mohammad
89	Abdull Fatah	Shah Ghassi
90	Said Ibrahim	Said Ahmad Shah
91	Nimatullah	Imam Nazar
92	Bakhtullah	Shirin Murad
93	Gullbaddin	Esmatullah
94	Aino Den	Sharafuddin
95	hasibullah	Faizullah
96	Freba	Abdul Wahid
97	Eid Muhammad	Lall Mohammad
98	Faisal	Abdul Aziz
99	Abdul Musawir	Mudasir
100	Abdul Jabar	Abdul Khabir
101	Jallaluddin	Abdull Hamid
102	Wallid	Haji Juma Gull
103	Mohammad Aziz	Gul Zar
104	Mohammad Bashir	Mohammad Anwar
105	Aminullah	Abdull Satar
106	Allah Mohammad	Wazir Mohammad

107	Mohammad Rahim	Mohammad Ashraf
108	Bismillah	Akhtar Mohmmaad
109	Abadul Qahar	Baba Mir
110	Sadia	Najmuddin Khan
111	Zakia	Ali Ahmad
112	Palwasha	Bismillah
113	Syamoi	Juma Khan
114	Arizoo	Mohammad Gull
115	Abadu Qadir	Sakhi Dad
116	Abdul Rawouf	Mohammad Yaqoub
117	Mir Ahmad	Doost Mohammad
118	Emran	Malng
119	Wali Mohammad	Ali Mohammad
120	Jan Agha	Said Rahman
121	Dawlat Khan	Saltan Mohammad
122	Jamalluddin	Muhammad
123	Abdull Rahman	Rajab Ali
124	Sohilla	Mohammad Akbar
125	Bibi Fatima	Haidar
126	Mohammad Atah	Mohammad Nazar
127	Bibi Rawza	Nadir Khan
128	Sadiqa	Jora
129	Ghullah Hussain	Arab Khan
130	Jan Agha	Abdul Satar
131	Yar Mohammad	Doost Mohammad
132	Abdul Zahir	Mohammad Gull
133	Nazar Mohammad	Ali Mohammad
134	Ajmal	Mohammad Salim
135	Abadul Qadir	Akhtar Mohmmaad
136	Hamid Khan	Hayatullah
137	Baryallai	Akhtar Mohmmaad
138	Mir Agha	Rostam
139	Khalil Rahman	Ahmad Khan
140	Taj Mohammad	Mohammad Tahir
141	Tooryalai	Mohammad Nazar
142	Hazrath Shah	Mir Ahamad Shah
143	Habibullah	Ali Khan
144	Shakiba	Abdull Ahad
145	Mohammad Bashir	Mohammad Ayaaz
146	Baz Mohammad	Mohammad Khan
147	Allah Dad	Haji Noor Mohammad
148	Dor Mohammad	Mudasir
149	Sobhanullah	Abdull Matin
150	Mohammad Mussa	Faizullah
151	Mohammad Haroon	Abdulll Hakim
152	Laila	Mir Abdul Aziz
153	Khudai Dad	Khair Mohammad
154	Najibullah	Ridi Gull
155	Taj Mohammad	Mang Mohammad
156	Abdul Basir	Said Ibrahim
157	Faizullah	Gull Rahman
158	Malallai	Ghullam Ali
159	Asima	Mohammad Kabir
160	Shir Ali	Shah Ali
161	Abdul Qayoum	Abdul Hakim

162	Mohammad Jan	Sangi Mohammad
163	Hamayoun	Qaramoun
164	Kamilla	Abdul Ali
165	Bibi Hanifa	Nazar
166	Sitara	Abdul Bashir
167	Aqillah	Mohammad Ali
168	Azimullah	Abdul Rashid
169	Roqia	Ghullam Srwar
170	Abdull Farhad	Abdull Shakoor
171	Gull Mohammad	Nazar Mohammad
172	Noorullah	Haji Murad
173	Mullawai Khudai nazar	Muhibullah
174	Islamuddin	Ghullam Hiadar
175	Feda Mohammad	Abdullah
176	Safiullah	Juma
177	Abdul Samad Khan	Din Mohammad
178	Shafiq	Mohammad Hussain
179	Shazia	Mohammad Haroon
180	Sima Gull	Abdul Ghayoor
181	Nazir Mohamad	Gull Mohammad
182	Bibi Fatima	Mohammad Tahir
183	Dawood	Mohammad Zahir
184	Mulla Hikmat	Gull Allam
185	Qadir Shah	Ashor
186	Khair Mohammad	Qallim
187	Faizullah	Abdul Satar
188	Qurban	Ghullam Mohammad
189	Zumaira	Khda Noor
190	Abdul Jallil	Abdul Satar
191	Khudai Noor	Mohammad Noor
192	Faramoz	Mir Gull
193	Sang Ali	Qurban
194	Gulbuddin	Mohammad Ewaz
195	Jamila	Baismillah
196	Masooma	Shah Mohammad
197	Mohammad Allam	Mohammad Gada
198	Zubaida	Tash Ballah
199	Azizullah	Hafizullah
200	Mohammad Hussain	Zaman
201	Nazar Mohammad	Bazar
202	Azim	Sarwar
203	Hamidullah	Abdull Baqi
204	Payinda Khan	Ghullam Khan
205	Ramin	Masjidi
206	Jan Mohammad	Feda Mohammad
207	Abdull Aziz	Mohammad Murad
208	Abdullah	Abdull Nazar
209	Noor Bibi	Roozi
210	Khall Murad	Khall Mohammad
211	Masooma	Qurban Ali
212	Obaidullah	Mustafa Qool
213	Nadia	Amin
214	Habiba	Jora
215	Adilla	Abdull Rasool
216	Shafa Mohammad	Gull Ahmad

217	Majahid	Muallim
218	Abdul Raouf	Ghullam Haidar
219	Momin	Mohammad Ghoram
220	Mohammad Allam	Gull Allam
221	Shakira	Mohammad jan
222	Said Bigam	Habibullah
223	Gull Dastha	Nadir
224	Wazir	Mohammad Allam
225	Hajira	Mohammad Ewaz
226	Gull Shah	Amir Mohammad
227	Haytullah	Abdul Karim
228	Latifa	Said Sharafuddin
229	Mohammad Naim	Faiz Mohammad
230	Ziwar	Abdull Shokor
231	Hamidullah	Said Jan
232	Saifullah	Rustam
233	Qandi Gull	Mohammad Gull
234	Hafizullah	Eshan Qool
235	Pari	Katori
236	Rahmatullah	Abdullah
237	Niaz Mohammad	Mohammad Musa
238	Amina	Ali Ahmad
239	Azizullah	Nasrullah
240	Omaid	Abdullah
241	Noorullah	Amruddin
242	Abdul Hussain	Mirza Juma
243	Bibi Hafiza	Amruddin
244	Said Saleh	Said Nabi
245	Mohammad Amin	Ghullam Sakhi
246	Lall Mohammad	Khall Yarr
247	Rahim Dad	Ramazan
248	Mir Ahmad	Abdul Ghafar
249	Khudai Dad	Ramazan
250	Abdul Wahid	Mohammad Yousuf
251	Abdull Allim	Afghan
252	Faiz Mohammad	Azizullah
253	Najiba	Esmatullah
254	Bibi Jan	Mohammad Ismaill
255	Nazar Ali	Gaticha
256	Habibullah	Mohammad Zia
257	Bibi Murawar	Mohammad Karim
258	Bibi Gull	Naik Mohammad
259	Shahi	Mohammad Ali
260	Faizullah	Gull Ahmad
261	Noqra	Sahib Nazar
262	Dad Ali	Hussain Ali
263	Rahmi Khoda	Khair Mohammad
264	Amruddin	Mir Ahamad
265	Nafas Gull	Himat Ali
266	Rahmatullah	Rahmi Khoda
267	Aisha Jan	Abdul Majid