



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation
Measuring Results, Sharing Lessons

TERMS OF REFERENCE ETHIOPIA¹: AN EVALUATION OF WFP'S PORTFOLIO (2012- 2017)

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¹ Federal Democratic Republic of Ethiopia, but for the purposes of this report, from now on referred to as “Ethiopia”

1. Background

1. The purpose of these Terms of Reference (TOR) is to provide key information to stakeholders about the evaluation, to guide the evaluation team and specify expectations during the various phases of the evaluation. The TOR are structured as follows: Section 1 provides information on the context; Section 2 presents the rationale, objectives, stakeholders and main users of the evaluation; Section 3 presents the WFP portfolio and defines the scope of the evaluation; Section 4 identifies the evaluation approach and methodology; Section 5 indicates how the evaluation will be organized. The annexes provide additional information.

1.1. Introduction

2. Country Portfolio Evaluations (CPE) encompass the entirety of WFP activities during a specific period. They evaluate the performance and results of the portfolio as a whole and provide evaluative insights to make evidence-based decisions about positioning WFP in a country and about strategic partnerships, program design, and implementation. Country Portfolio Evaluations help Country Offices in the preparation of Country Strategic Plans and provide lessons that can be used in new programme design².

1.2. Country Context

Socio-economic overview

3. Ethiopia is a landlocked country bordering with Eritrea, Somalia, Kenya, South Sudan, Sudan and Djibouti (see Annex 1 for map). Ethiopia's population of about 102 million (2016) makes it the second most populous nation in Africa (after Nigeria).

4. Over the past seven years, Ethiopia has achieved high economic growth averaging 11 percent per annum and reduced extreme poverty from 60.5 to 30.7 percent, enabling it to eradicate extreme poverty and cut hunger rates by half, as was expected in Millennium Development Goal (MDG) 1.

5. Nonetheless, Ethiopia is also one of the poorest countries in Africa, with a per capita income of \$1.530 and ranking number 174th out of 188 countries in the 2016 UNDP Human Development Report. Many rural households find it impossible to survive without access to seasonal wage employment or assistance from the National Productive Safety Net and related social protection programs. Some 25 million Ethiopians remain in poverty and live just above the poverty line, making them vulnerable to seasonal climatic shocks and food insecurity.

6. Ethiopia also hosts the second largest refugee population within east and central Africa (after Uganda), in 26 camps across the country. Refugees originate from Sudan, South Sudan, Eritrea and Somalia.

Agriculture and food security

7. Agriculture is one of the highest contributors to economic growth and contributes to 45 percent of Gross Domestic Product (GDP). About 12 million smallholder farming households account for an estimated 95 percent of agricultural production and 85 percent of all employment in Ethiopia.

² See <http://documents.wfp.org/stellent/groups/public/documents/eb/wfp291538.pdf> for additional background on Country Strategic Plans and their role in the new Integrated Road Map of WFP.

8. In 2016 and 2017, the country was impacted by the El Niño phenomenon, which induced a drought affecting 20% of the Ethiopia population. Whereas the 2010-2011 Horn of Africa drought affected lowland areas, the 2015/16 drought has also affected the highlands, where population densities are high and households depend on rain-fed agriculture, livestock and seasonal wage labour.³ The onset of El Niño combined with failed Belg (spring harvest) and Meher (main harvest) rains in 2015 left 10.2 million people in need of emergency food and nutrition assistance.

9. While the Government and partners averted a major humanitarian catastrophe, the drought has left a negative legacy on many families, who lost livestock and other productive assets. The residual needs from the past year have been compounded by a new and devastating drought which hit Ethiopia and other parts of the Horn of Africa in early 2017. In August 2017, the Government of Ethiopia released the Mid-Year Humanitarian Requirements Document which outlined the need to support 8.5 million people with emergency food, nutrition, health, water and education programmes.

Health and Nutrition

10. Despite rapid expansion in the availability of health facilities, problems related to quality, logistics, medical supplies, the availability of drugs, and human resources for health have prevented the full utilization of existing facilities. Maternal and neonatal health care represent one of the critical areas where health services have fallen short of their intended targets⁴.

11. According to the 2016 Ethiopia Demographic Health Survey (EDHS), the national prevalence of wasting was 9.9 percent, stunting was 38.4 percent and underweight was 23.6.

Gender

12. In 2015, the country ranked 116 out of 188 on the Gender Inequality Index and according to the UNDAF 2016-2020 analysis, gender inequality is still the most prevalent form of inequality in Ethiopia.

Government Framework: The Growth and Transformational Plans⁵

13. The umbrella document under which most development interventions are taking place in Ethiopia is the “Growth and Transformation Plan” (GTP), which was first developed for the period 2010/11 to 2014/5 (GTP I), and which is currently in its second iteration (GTP II – 2015/16 to 2019/2020). The objective of the GTP II is “to serve as a spring board towards realizing the national vision of becoming a low middle-income country by 2025” and is based on four pillars: (1) a Productive Safety Net Programme for very poor households (mainly cash or food transfers for participation in public works) ; (2) Provision of agricultural and financial services to the poor through the Household Asset Building Program (HABP) and other livelihood support activities; (3) Resettlement of families from land suffering from erosion and loss of soil fertility; (4) Provision of critical community-level infrastructure.⁶

³ During the Inception Phase of the Evaluation, the Evaluation team will be expected to identify any additional key trends relevant for the purpose of the evaluation.

⁴ UNDAF 2016-2020

⁵ Based on extract from the original document available at https://europa.eu/capacity4dev/resilience_ethiopia/document/growth-and-transformation-plan-ii-gtp-ii-201516-201920

⁶ For additional information on the PSPN programme, see <http://projects.worldbank.org/P146883>; more information on other legislation relevant for the WFP activities can be found in the copies of the project documents approved by the Board and available on the Board Website.

14. Together with WFP, the Government is currently leading a “Zero Poverty and Hunger Strategic Review”. Additional participants, including UN agencies are currently being brought on-board. Preliminary recommendations from the Review are expected to be available between April and June 2018.

International Assistance⁷

15. In the period 2014-2015, Ethiopia was the fourth largest recipient of Gross Official Development Assistance (ODA). Yet the value of ODA (US\$3.7 billion p.a. for between 2013 and 2015) and the proportion of ODA over the Gross National Income is decreasing, and ODA accounted for 5.3% of GNI in 2015 compared to 8.2% in 2013. The top three donors are the World Bank, the US and the UK, followed by the EU and the African Development Bank. An increasing share of assistance is being channelled directly through the government.

United Nations Development Assistance Framework (UNDAF)

16. The umbrella for the UN Country Team activities is the United Nations Development Assistance Framework, which was first prepared in 2002. The relevant documents for the evaluation period are the UNDAF 2012-2015 and UNDAF 2016-2020, with a total budget for the period of US\$ 3 billion. The five UNDAF pillars are Inclusive growth and structural transformation; Inclusive growth and structural transformation; Investing in human capital and expanded access to quality, equitable basic social services; Good Governance, participation and capacity development and Equality and empowerment and they respond to eight of the nine GTP II pillars. Annex 6 includes a chart describing the UN/Government Coordination mechanism in country.

UN-Government Joint Humanitarian Appeals⁸

17. The UN together with the Government of Ethiopia, have issued a Humanitarian Appeal (referred to as the Humanitarian Requirements Document) for every year covered by the evaluation. Needs have dramatically increased in 2016 as a result of recurrent droughts, and whilst the original 2017 appeal was based on the assumption of a significant reduction of needs, the revised 2017 appeal issued in September 2017 is only 15% lower than the one for 2016. (see Annex 6 for annual trends). In addition to the traditional donors and the traditional UN mechanisms, some of the activities are funded through two specific funding mechanisms the One UN Fund and the Ethiopia Humanitarian Fund, described in more detail in Annex 6. Ethiopia has also been a recipient of funding from the UN Central Emergency Response Fund (CERF)⁹
¹⁰

2. Reasons for the Evaluation

2.1. Rationale

18. The evaluation is an opportunity for the CO to benefit from an independent assessment of its portfolio of operations. The timing will enable the CO to use the CPE evidence on past and current performance in the design of the CO’s new Country Strategic Plan (CSP) – scheduled for Executive Board approval in February 2019.

⁷ Source: <http://www.oecd.org/dac/financing-sustainable-development/development-finance-data/aid-at-a-glance.htm>

⁸ Additional information on current and previous crisis can be found on <https://www.humanitarianresponse.info/en/operations/ethiopia/>

⁹ Based on extracts from <http://mpf.undp.org/factsheet/fund/ET100>

¹⁰ <https://fts.unocha.org/countries/71/summary/2017>

19. There have been several centralized and decentralized evaluations covering different aspect of WFP's activities in the country during the evaluation period and several new activities are about to launch in early 2018. However, there has never been an evaluation looking at all the activities together from a strategic and operational point of view.

2.2. Objectives

20. Evaluations serve the dual objectives of accountability and learning. As such, the evaluation will:

- assess and report on the performance and results of the country portfolio in line with the WFP mandate and in response to humanitarian and development challenges in Ethiopia (accountability); and
- determine the reasons for observed success/failure and draw lessons from experience to produce evidence-based findings to allow the CO to make informed strategic decisions about positioning itself in Ethiopia, form strategic partnerships, and improve operations design and implementation whenever possible (learning).

2.3. Stakeholders and Users of the Evaluation

21. The evaluation will seek the views of, and be useful to, a broad range of WFP's internal and external stakeholders. The key standard stakeholders of a CPE are the government , WFP's Country Office, Regional Bureau and HQ Units, followed by, other UN agencies, local and international NGOs and beneficiaries (see Annex 10 for additional details in their interests and their role in the process). The evaluation team will be expected to prepare a more detailed and focused matrix of the stakeholders with their respective interests as part of the Inception Report.

3. Subject of the Evaluation

3.1. WFP's Portfolio in Ethiopia

General overview

22. The WFP Country Office currently has almost 800 staff in Ethiopia, of which 1/3 are based in Addis, and the rest across the country in 13 locations (see Annex 1 for locations and areas of intervention).

23. Ethiopia's is one of the largest operations of WFP. In 2012, it was the largest one and only one of three countries with operations worth over US\$ 200 million. Even in 2015 and in 2016, in spite of the large number of emergency operations, it is still the country with the third-largest operation. The cumulative value of spending in Ethiopia during the period 2012-2016 (see table 1 below) was US\$ 1.6 billion million i.e. an average of over US\$ 320 million spending p.a. Its programmes cover Ethiopian nationals (approx. 3/4 of the value of operations over the evaluation period), refugees and some special operations (including humanitarian flights, building of a bridge, a logistics hub and logistics capacity development).

24. The country prepared a Country Strategy covering the period 2012-2015 which informed the design of its most recent operations. It is now in the process of preparing a new Country Strategic Plan which will be presented to the Board for discussion and approval in February 2019¹¹.

¹¹ : This new document is in line with the Integrated Road Map for the Strategic Plan (2017–2021), which is based on: a) a new Country Strategic Planning Approach (in the past, country strategies were not mandatory and were not approved by the Board)

25. In spite of the large size of operations, annual funding levels over the evaluation period have fluctuated between 50% and 70% of the original budget requests. Moreover, funding directly to WFP and other organizations is decreasing as more funds are being channelled directly through the Government or through NGOs working with the government.¹² The top donors over the evaluation period are the US (1/3 of total), followed by the UK, Canada and the EU (approx. 10% each), and smaller donors including: Ethiopia itself, Saudi Arabia, private donors and several UN funds. (see Annex 2 for more details on funding patterns and trends).

26. The projects active during the evaluation period are summarized below¹³.

Table 1. Annual WFP expenditure by project

Project number	Evaluation Period						Ratios			
	2012	2013	2014	2015	2016	Oct 2017	2012 to Oct 2017	2012 to 2016	Average per year active (2012-2016)	Total as % of budget (2012-2016)
Ethiopian Nationals (CP and PRROs)	322	291	177	212	315	159	1,475	1,317		71.7%
CP 200253	37.6	34.2	20.9	19.8	14.7	3.6	130.8	127.2	25.4	6.9%
PRRO 200290	284.5	256.6	156.3	91.6	10.0	0.0	799.0	799.0	159.8	43.5%
PRRO 200712				100.2	290.3	155.0	545.5	390.5	195.3	21.3%
Refugees	55.9	72.9	101.9	103.9	87.7	57.7	480.0	422.3		23.0%
IR-EMOP 200656			1.3			0.0	1.3	1.3	1.3	0.1%
PRRO 200700			10.8	86.1	87.7	57.7	242.3	184.6	61.5	10.1%
PRRO 200365	55.9	72.9	89.8	17.8		0.0	236.4	236.4	59.1	12.9%
Special Operations and Trust Funds	1.2	4.1	9.4	2.0	51.7	13.1	81.5	68.4		3.7%
SO 200358	0.8	3.5	7.9	1.7	8.2	4.3	26.4	22.1	4.4	1.2%
SO 200752			0.3	0.2	5.3	0.0	5.8	5.8	1.9	0.3%
SO 200977					5.0	5.6	10.6	5.0	5.0	0.3%
TF 200812				0.0	0.3	0.1	0.4	0.3	0.1	0.0%
TF 201035						2.1	2.1	0.0	0.0	0.0%
TF 200909					32.3	1.0	33.3	32.3	16.2	1.8%
TF 200427	0.4	0.6	1.2	0.1	0.6	0.0	2.9	2.9	0.6	0.2%
UNHAS flights	6.2	7.3	6.5	5.1	3.4	2.9	31.4	28.5		1.6%
SO 200364	6.2	7.3	6.5			0.0	20.0	20.0	6.7	1.1%
SO 200711				5.1	3.4	2.9	11.4	8.5	4.3	0.5%
Total Country	385	375	295	323	458	232.3	2,068.2	1,835.9	367.2	100.0%

Source: OEV analysis based annual SPR data for 2012 to 2016 and actual expenditure extracted from WINGs for 2017¹⁴

Programmes for Ethiopian nationals (CP 200253 and PRRO 200290, 200712)

27. The Country Programme (CP) (which started in 2012 and closed in June 2017) is based on five components: disaster risk management capacity; natural resource management capacity, including community-based watershed development under MERET¹⁵ (now mainly transferred to the government); food for education in primary

and a new Financial Framework. For more information, please see

<http://documents.wfp.org/stellent/groups/public/documents/eb/wfp291538.pdf>

12 : Over the course of 2015-2016, the Joint Emergency Operation Programme (consortium is led by Catholic Relief Services (CRS) and includes CARE, Save the Children International (SCI), World Vision (WV), Food for the Hungry (FH) and the Relief Society of Tigray (REST)) received four times more funding from USAID than WFP.

13 Please note that 2017 expenditure data is only expenditure to October 2017 and does not cover the full evaluation period. The evaluation team will be expected to obtain the latest data once in the field during the Inception Phase. Also note that this data do not include Indirect Support Costs and ad-hoc adjustments e.g. from stock transfers, which are reflected in the SPR data.

14 The values are consistent with expenditure included in the Standard Project Reports to donors (SPRs) except for the following: these numbers are before indirect support costs and do not include any adjustments such as stock transfers.

15 MERET (Managing Environmental Resources To Enable Transitions) was launched by WFP and the Ethiopian government in 2003, to help poor farmers manage land better, so that it becomes more productive and does not become desert. Participants to

schools; access to HIV care, treatment and support in urban areas; promoting food marketing and rural livelihoods (including P4P – purchase for progress), especially for women.. The programme was originally designed only using the in-kind transfer modality, but a C&V component was added quite early on. The CP support approximately 2 million beneficiaries p.a.

28. The PRRO (200290 until June 2015 followed by 200900 to mid-2018) aims at assisting around 3.6 million people through General Food Distributions (for participants to the government Productive Safety Nets Programme (PSNP)), Food Assistance for Assets and Nutrition interventions. The programme is fully aligned with the Government GGTP II plan, and the government is itself very much involved in this project: a) it does the beneficiary targeting; b) it selects the emergency relief, nutrition and PNSP activities carried out by WFP.

Programmes for Refugees (Eritrean, South Sudanese, Sudanese and Somali) (PRRO 101273, 200365, 200700)

29. WFP has provided food assistance for refugees in Ethiopia since 1988. As at 30 September 2017, Ethiopia was hosting almost 900,000 refugees (up from around 600,000 at the end of 2016) in 26 camps across the country, of which 43% in the Gambella region (Western Ethiopia bordering with South Sudan) and 25% in the Melkadida region in close to the border with Somalia and Kenya. South Sudanese currently account for 47% of total refugees followed by Somalis (28%), Eritreans (18%), Sudanese (5%) and Yemenis and other nationalities (1%). WFP, UNHCR and the national Administration for Refugee and Returnee Affairs (ARRA) are the main actors dealing with assistance for refugees.

30. Assistance provided by WFP in the camps includes both a relief and recovery component with the following objectives: i) enabling refugees to meet minimum levels of food security through General Food Distribution (GFD); ii) treating acute malnutrition in children, pregnant and lactating women and other vulnerable refugees with special nutrition needs, by implementing Targeted Supplementary Feeding ; iii) stabilizing school enrolment of refugees girls and boys in WFP-assisted schools, through School Feeding Programme and iv) increasing livelihood and environmental opportunities for refugees and host communities in fragile settings through Income Generating Activities (i.e. beekeeping, fruit trees and vegetable gardening, provision of fuel-saving stoves and the rehabilitation of degraded environments). In 2013, WFP introduced combined cash-and-food assistance in two camps, where a cash transfer replaced part of the cereals distributed through GFD. The rationale was to enable refugees to buy food commodities of their choice and to diversify their diet. Over the years, this combined modality has now been implemented in over 10 camps. The amount of cash distributed depends on the camp and on the local price of cereals.

31. Over the entire evaluation period, WFP was responsible for providing Humanitarian Air Services and for the execution of several other special projects

the programme undertake environmentally-focused public works and receive 3 kilograms of wheat per day in return. Their work contributes to sustainable land and water management through practices like crop diversification, terracing and rehabilitating wells that have silted up. MERET currently operates in six regions with 451 communities. More than 400,000 ha of degraded land have been rehabilitated in 72 chronically food insecure districts and an average of 648,000 people have been assisted each year in the period (2012-2015).

including: Construction and Management of the WFP Humanitarian Logistics Base at Djibouti Port; Construction of Geeldoh Bridge to Facilitate Humanitarian and Trade access to Nogo/Fik Zone in the Somali region of Ethiopia and Logistics Cluster and WFP Logistics augmentation in support of the Government of Ethiopia for the drought response. Additional details can be found in Annex 2.

32. The country office also set-up several trust funds, with very different objectives such as procurement of CSB on behalf of the government and use of funding received from PepsiCo. See Annex 2 for a more detailed description.

*Gender, Protection and Accountability to Affected Populations and Partnerships*¹⁶

33. These are three important cross-sector topics which the evaluation will be expected to look into in detail. An example of the indicators used by the CO to monitor progress in the implementation of the corporate policy covering these three topics can be found in Annex 8.

34. Regarding gender, it is important to note that the Country Office has recently approved a Country Gender Action Plan (CGAP) (2017-2020) which should improve depth and quality of gender analysis and reporting related to WFP's areas of intervention. It is also in the process of mainstreaming gender in its operations in order to strengthen service delivery and capacity building.

Supply Chain and Emergency Preparedness and response

35. Commodities distributed in Ethiopia are procured both within the country (through purchase from farmers or through use of government reserves) or from the international markets¹⁷. The main port of entry for all WFP purchases is Djibouti, though the port of Berbera (Somaliland) is increasingly used.

36. Regarding roles and responsibilities in the supply chain, for the relief and PSNP components, food is stored in government warehouses and distributed by implementing partners, mainly from the government; in the Somali region, WFP manages the entire supply chain directly and for Targeted Supplementary Feeding (TSF), items are delivered directly at government health posts. Logistics capacity is an issue and WFP is involved, through the Special Operations described in more detail in Annex 2, in capacity building activities for the benefit of the government and/or the entire humanitarian community.¹⁸

3.2. Scope of the Evaluation

37. The evaluation period has been chosen so as to be aligned with the cycle of the current Country Programme i.e. 2012-2017. This CPE will cover all the WFP portfolio of operations ongoing during this period, as described in the previous pages and summarized in Annex 2 i.e. 16 operations (1 CPs, 1 IR-EMOP, 5 PRROs, 2 SOs relating

¹⁶ See <http://executiveboard.wfp.org/board-documents> for copies of the relevant Corporate Policies approved by the Board
¹⁷ Purchases are financed using funds from signed donor agreements but also making use of the WFP Global Commodity Management Facility which enables a country to buy food in anticipation of future needs before formally committed funds are available from donors.

¹⁸ The UN logistics cluster was activated in support to the El Nino emergency from May 2016 to March 2017, and was lead by WFP.

to UNHAS, 4 other SOs and 4 Trust Funds) for an overall total expenditure over the period of approximately US\$ 2 billion. Cross-cutting issues such as needs assessments, monitoring and evaluation, gender equality and women's empowerment, national capacity strengthening, protection, and humanitarian principles and access will also need to be assessed.

38. For activities included in the scope of the evaluation but which has been the object of a WFP Evaluation (see list of relevant evaluation in Annex 9), the evaluation team will have to explicitly review the level of implementation of the recommendations included in those reports.

4. Evaluation Questions, Approach and Methodology

4.1. Evaluation Questions

39. The CPE will be addressing the following three key questions, which will be further detailed in a matrix of evaluation questions to be developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons from the WFP country presence and performance, which could inform future strategic and operational decisions. It should be noted that question three will constitute the largest part of the inquiry and evaluation report.

40. As part of the Inception Phase, the Evaluation team is expected to review standards the sub-questions listed below, to customized them if needed to reflect the local context and, if appropriate, add any other relevant sub-questions which the team will deem relevant in order to be able to conclude on the three evaluation questions and key strategic, operational and technical issues of relevance for WFP's future positioning and programming.

41. Question 1: How has WFP strategically positioned itself and aligned itself to the humanitarian and development needs of the population, the government's national agenda and policies, and partners' objectives and strategies? The evaluation team will reflect on whether i) its main objectives and related activities have been in line with and relevant to the country's humanitarian and developmental needs, priorities and capacities and; ii) its objectives have been coherent with the stated national agenda and policies, including sector policies; iii) its objectives have been coherent and harmonized with those of partners (multilateral, bilateral and NGOs); iv) WFP has been strategic in its alignment and positioned itself where it can make the biggest difference; and v) there have been trade-offs between aligning with national strategies and with WFP's mission, strategic plans and corporate policies (including regarding the Humanitarian Principles and protection). (see Annex 7 for WFP's strategic objectives over the evaluation period)

42. Question 2: What is the quality of WFP's strategic decision making and what factors have driven it? The evaluation team will reflect on the extent to which WFP has: i) analysed or used existing evidence to understand the hunger, food security and nutrition challenges, in the country, including gender equality and protection issues; and ii) contributed to placing these issues on the national agenda, to developing related national or partner strategies and to developing national capacity on these issues. iii) Identify the factors that determined choices made (e.g. perceived comparative advantage, corporate strategies, national political factors, resources, organisational structure, monitoring information) to understand these drivers of strategy and how they were considered and managed.

43. Question 3: What results have been achieved? The evaluation team will reflect on the following: i) the level of efficiency¹⁹, effectiveness, impact and sustainability of the main WFP programme activities and explanations for these results (including factors beyond WFP's control); ii) the extent of WFP's contribution to reduction of gender inequality in control over food, resources, and decision making; iii) the level of synergy and multiplying effect between the various activities regardless of the operations (to 2017); and iv) the extent of synergies and multiplying opportunities with partners (multilateral, bilateral and NGOs) at operational level. The evaluation will assess the "dynamic" nature of WFP activities, including the extent to which they have been developmental in approach in the context, supporting early recovery or development, where possible; and the effectiveness of risk mitigation measures. Additional information on specific risks relating to WFP Operations in Ethiopia can be found in the last section of Annex 2.

4.2. Evaluability Assessment²⁰

44. Assessing any limitations in the evaluability of the three key questions is a key objective of the Inception Phase and it is expected that any limitations should be identified by the Evaluation Team by the time of completion of the Inception Report, together with potential solutions to deal with these limitations or, in case of lack of possible mitigating actions, a clear statement on the need to modify the scope of the assignment and the implications regarding the usability of the final evaluation report, in terms of learning and accountability.

45. Examples of factors which the evaluation team should explicitly consider include: a) availability of data (e.g. needs data, monitoring data, etc.) ; b) reliability of data ; c) adequacy of proxy indicators used to identify needs or to monitor impact; d) access to all relevant stakeholders; e) access to all the relevant sites²¹; f) pressure from any of the stakeholders; g) budget constraints (time and value).

46. With regard to Gender Equality and the Empowerment of Women (GEEW), the evaluability assessment will determine whether: 1) GEEW aspects can be evaluated or not; 2) identify and implement the measures needed to address/maximize the evaluability of GEEW aspects.

4.3. Methodology

47. The evaluation will employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), efficiency, effectiveness, impact, sustainability and connectedness.

48. The methodology should:

¹⁹ Efficiency specific question could include: How efficient has the programme delivery been (for FFA, FFW, school feeding, nutritional education programmes)? How cost-effective is the choice of the selected food assistance modality (commodity-based vouchers) compared to the other alternatives considered (food-in-kind, cash or value-based voucher alternatives)? For more information refer to the Technical Note on Efficiency, Section V.

²⁰ Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. It necessitates that a policy, intervention or operation provides: (a) a clear description of the situation before or at its start that can be used as reference point to determine or measure change; (b) a clear statement of intended outcomes, i.e. the desired changes that should be observable once implementation is under way or completed; (c) a set of clearly defined and appropriate indicators with which to measure changes; and (d) a defined timeframe by which outcomes should be occurring.

²¹ Security risks exist mainly around all the country borders (except for Djibouti) and 1) the Gambela region in the border with South Sudan and 2) a large part of the area to the east, on the border with Somalia and part of the border with Kenya. See <https://www.gov.uk/foreign-travel-advice/ethiopia> for additional information and a good summary map. A State of Emergency was called in October 2016 in response to protests and unrest in the Oromia and Amhara regions and was lifted on 4 August 2017. Some of the food assistance activities in those areas were affected by the unrest.

- Build on the logic of the portfolio and Country Strategy (if one exists) and on the common objectives arising across all components of the portfolio;
- Be geared towards addressing the evaluation questions presented in 4.1. The model should look at groups of “main activities” across a number of operations rather than at individual operations.
- Take into account and make explicit the limitations to evaluability pointed out in 4.2 as well as budget and timing constraints.

49. The methodology should demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using a mixed method approach (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. The sampling technique to impartially select geographical areas to be visited and stakeholders to be interviewed should be specified.

50. The methodology should be GEEW-sensitive, indicating what data collection methods are employed to seek information on GEEW issues and to ensure the inclusion of women and marginalised groups. The methodology should ensure that data collected is disaggregated by sex and age; an explanation should be provided if this is not possible. Triangulation of data should ensure that diverse perspectives and voices of both males and females are heard and taken into account.

51. As part of the effectiveness and efficiency criteria review²², the evaluation team is expected, as a minimum, to perform a comparative cost-efficiency and cost-effectiveness analyses of: a) different food assistance transfer modalities (e.g. Cash Based Transfers (CBTs) versus in-kind or versus a combination of the two); b) different procurement alternatives (local from small producers, large producers, the government, regional suppliers or international suppliers); c) different intervention modalities (pure transfer or transfer linked to work on the creation of assets).

52. Specific OEV Technical Notes will be made available to cover, amongst others, the following topics: stakeholder analysis and mapping, efficiency, gender, food-for-assets, evaluation criteria and evaluation matrix.

53. CPEs primarily use longitudinal data, relying on primary data for the qualitative evidence from interviews of key stakeholders such as government, UN partners, NGO partners, commercial partners and beneficiaries, and on secondary data for most of the quantitative evidence. The methodology designed by the Evaluation Team should demonstrate impartiality and lack of biases by relying on a cross-section of information sources and using a mixed method (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of tools.

54. It is also extremely important that the evaluation team looks at the three evaluation questions covering all the programme phases systematically: from identification of needs, to design of the programme, execution, monitoring and evaluation and feed-back mechanisms to ensure that project design is adjusted in case of changes in the needs or when evidence emerges of systematic issues affecting the delivery of the intended objectives.

55. As part of the Inception Mission, the Evaluation Team should also assess the extent to which it can rely on work already performed by independent evaluation teams working directly for OEV in the context of centralized evaluations) (see

²² OEV defines cost-effectiveness analysis as the measures the comparative costs of achieving the desired outcomes whilst cost-efficiency measures outputs against inputs in monetary terms.

evaluations as listed in Annex 9) or evaluation teams hired by the Country Office to performed de-centralized evaluations²³. The team should also assess whether there are any other independent evaluations that can be relied upon and used as part of the evaluation evidence, to avoid duplication of work.

56. This Evaluation is being planned so as to support the Country Office in the preparation of its Country Strategic Plan, which will be presented to the WFP Board for comments and approval in February 2019. The Country Office has already started working on the new strategy, and as part of this ongoing process some activities such as a Strategic Review in consultation with the Government and other local stakeholders have already started. It will be important for the Evaluation team during the Inception phase to review the status of these activities and to liaise with all the partners already involved in the process. Nonetheless, in line with the UNEG Code of Conduct,²⁴ it is important that at any point in time during the evaluation process, the evaluation team maintains its independence and impartiality.

57. The Evaluation team should also be aware of several centralized and decentralized evaluations which are either in progress or starting to 2018 (listed in the table below), and should assess how best to make the best of the work already performed by the other evaluation teams.²⁵

58. By the end of the Inception Phase, the evaluation team will be expected to prepare an Evaluation Matrix which, for each high level questions, and for the revised list of sub-questions will include: a) an explicit identification of any limitations to the evaluability and a proposed mitigation plan; b) a clear description of the data sources, the data collection methods and the data analysis that that will be performed by the Evaluation Team in order to gather sufficient evidence to support the conclusions on the objectives of the evaluation.

59. It will be important for the team to remember at any point in time, that this is a Strategic Portfolio Evaluation and that all the activities of WFP should be looked at holistically across operations and that given the importance of the question on the mainstreaming of gender, beneficiary data will always need to be collected and analysed disaggregating data by age and by gender.²⁶

60. The list of sources used in the preparation of this document is listed in Annex 3 of this report. As soon as the contract is signed with the selected evaluation firm, additional documents will be made available to the team (e.g. on WFP, on WFP Ethiopia and on EQAS) and these documents will constitute the starting point of the inception mission preparation. The evaluation team will be expected to complement the library with additional document from its own research and from the meetings in Rome and in the Country Office, and to use this revised library in the preparation of the Inception Report.

23 See <https://www.wfp.org/content/wfp-evaluation-policy-2016-2021> for copy of WFP Evaluation Policy.

24 See copy of the code at <http://www.unevaluation.org/document/detail/100>

25 They are as follows: Centralized Evaluation on Resilience which includes Ethiopia as one of its sample countries; decentralized evaluations: Final McGovern Dole evaluation of school feeding program in Afar and Somali region (2013 – 2016); Impact evaluation of fresh food vouchers pilot (endline); Impact evaluation of livestock insurance pilot (endline).

26 In analysis gender, the team will apply OEV's Technical Note for Gender Integration in WFP Evaluations and the UN System-Wide Action Plan (UNSWAP) on mainstreaming Gender Equality and Empowerment of Women. The evaluation team is also expected to assess Inter-Agency Standing Committee (IASC) Gender Marker levels for the CO, and to systematically and appropriately reflect gender in findings, conclusions and recommendations.

4.4. Quality Assurance

61. WFP’s centralized evaluation quality assurance system (EQAS) is based on the UNEG norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out processes with in-built steps for quality assurance and templates for evaluation products. It also includes quality assurance of evaluation reports (inception, full and summary reports) based on standardised checklists. CEQAS will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team. The evaluation manager will conduct the first level quality assurance, while the CPE Coordinator will conduct the second level review. This quality assurance process does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.

62. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. A thorough quality assurance review by the Evaluation Company is expected to be carried out before sharing any draft document with OEV.

5. Organization of the Evaluation

5.1. Phases and Deliverables

63. The evaluation is structured in five phases summarized in the table below. The Country Office and the Regional Bureau have been consulted on the timeframe to ensure good alignment with the country office availability and with any of their current or future activities which might benefit the most from the evidence generated by CPE (e.g. preparation of the Country Strategic Plan, budget revisions, etc.).

Table 2: Summary Timeline - key evaluation milestones

Main Phases	Timeline	Tasks and Deliverables
1. Preparatory	November/December 2017	1. Draft and Final TOR 2. Evaluation Team and/or firm selection & contract. 3. Briefing at HQ
2. Inception	January/March 2018	4. Document Review 5. Inception Mission and inception reports.
3. Evaluation, including fieldwork	April/May 2018	6. Evaluation mission, data collection. 7. Exit debriefing 8. Analysis
4. Reporting	June/October 2018	9. Report Drafting 10. Comments Process 11. Learning Workshop 12. Final evaluation report
5. Dissemination	November 2018/February 2019	13. Summary Evaluation Report Editing / Evaluation Report Formatting 14. Management Response and Executive Board Preparation

64. The key phases, deliverables and timelines are summarized in the table below. For more precise dates, see Annex 4.

5.2. Evaluation Team Composition

65. In line with OEV’s strategy, the evaluation will be conducted by a team of independent consultants with relevant evaluation expertise, which will be selected by

OEV. A call for proposals will be sent to the companies with a Long Term Agreement (LTA) with WFP which have expressed an interest in working on this assignment. Companies will receive a copy of these TORs and will be expected to send a detailed proposal in line with the OEV template proposal and taking into account the information contained in these TORs. Annex 3 also includes a list of internet sites where the firms may find additional public information on Ethiopia and WFP's operations. Given the size of Ethiopia in the overall WFP portfolio, the type of activities being carried out by the Country Office and the level of partnership with the government, OEV would like to work with a very experienced team with the following characteristics:

- a) A very strong Team Leader with an in-depth knowledge of Ethiopia, a proven track record of high level government relations in the context of development and of UN operations (including UN reform)
- b) A strong Economist, who will be able to carry out the efficiency and effectiveness analysis, and also analyse the synergies and multiplier effect of the different types of interventions (including local purchases) in the context of SDG2.
- c) An Expert in Food Assistance in refugee camps settings, familiar with both in kind and cash and vouchers transfers.
- d) A Livelihoods, food security and resilience Expert who will be looking at all the activities benefitting Ethiopian Nationals. Sound knowledge of safety nets is a must.
- e) An Emergency and Preparedness Expert with strong expertise in logistics, who will be reviewing the emergency response mechanisms (including UNHAS) and the government logistics capacity building activities, including the construction of warehouses and bridges.
- f) A nutrition expert who will look at the targeting and type of support given across all projects.
- g) Focal points for: school feeding, gender, humanitarian principles, humanitarian access and protection. This could be one specific person or the competencies could be divided between the other team members if they have proven relevant senior expertise.
- h) A research analyst.

66. The majority of team members should have a very good knowledge of WFP operations. All team members should have strong and proven evaluation competencies in designing and conducting data collection, analysis, synthesis and strong evaluation experience in the humanitarian and development sector, particularly in a similar context to that of Ethiopia and ideally in the UN. All team members should have experience in projects which involve a large component of government capacity building.

67. The evaluation will be conducted by a gender-balanced, geographically and culturally diverse team. The evaluation team will have appropriate skills and competencies to assess the GEEW dimensions of the evaluation as specified in the scope, approach and methodology sections of the TOR. A more detailed description of the qualifications and areas of focus of the experts can be found in Annex 5.

5.3. Roles and Responsibilities

68. This evaluation is managed by OEV. Elena Figus has been appointed as evaluation manager. She has not worked on issues associated with the subject of evaluation in the

past. Supported by a Research Analyst, the Evaluation Manager is responsible for drafting the TOR; selecting and contracting the evaluation team; preparing and managing the budget; setting up the reference groups; organizing the team briefing in HQ; participating in the inception phase; assisting in the preparation of all field missions; conducting the first level quality assurance of the evaluation products; consolidating comments from stakeholders on the various evaluation products; implementing the Communications Plan. She will also be the main interlocutor between the evaluation team, represented by the team leader, and WFP counterparts to ensure a smooth evaluation process.

69. WFP stakeholders at CO, RB and HQ levels are expected to engage with the evaluation team; provide information necessary to the evaluation; be available to the evaluation team to discuss the programme, its performance and results; facilitate the evaluation team's contacts with stakeholders in Ethiopia; set up meetings and field visits, organise interpretation (if required) and provide logistical support during the fieldwork. A detailed consultation schedule will be presented by the evaluation team in the Inception Report.

70. The Regional Evaluation Officer (REO) has a distinct role. He will be consulted on preparation of the Communication and Learning Plan and included in all key communications concerning the CPE. He will not be a member of the Internal Reference Group (IRG) but from outside the IRG, his comments on the major evaluation products from the regional perspective are welcomed.

71. To ensure the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings where their presence could bias the responses of other stakeholders. Meetings of groups of stakeholders (including WFP staff, where appropriate) to share perspectives may be organised in addition.

5.4. Communication

72. A communication plan will be refined by the Evaluation Manager in consultation with the evaluation team during the inception phase²⁷. The plan will be based on the stakeholder analysis, users of the evaluation, duty bearers, implementers, and beneficiaries, including gender perspectives (see Annex 11 for a high level draft communication and learning plan). The Communication and Learning Plan should include a GEEW responsive dissemination strategy, indicating how findings including GEEW will be disseminated and how stakeholders interested or affected by GEEW issues will be engaged.

73. An internal reference group including some of the key WFP's internal stakeholders at HQ, RB and CO, will be established for the evaluation to serve as contact point for communication with WFP stakeholders. They will be invited to provide comments on the main CPE deliverables. OEV will explore the feasibility of a workshop in country after the field work to discuss the draft preliminary findings and recommendations with stakeholders in the field and a further Lessons Learned exercise at the end of the whole process

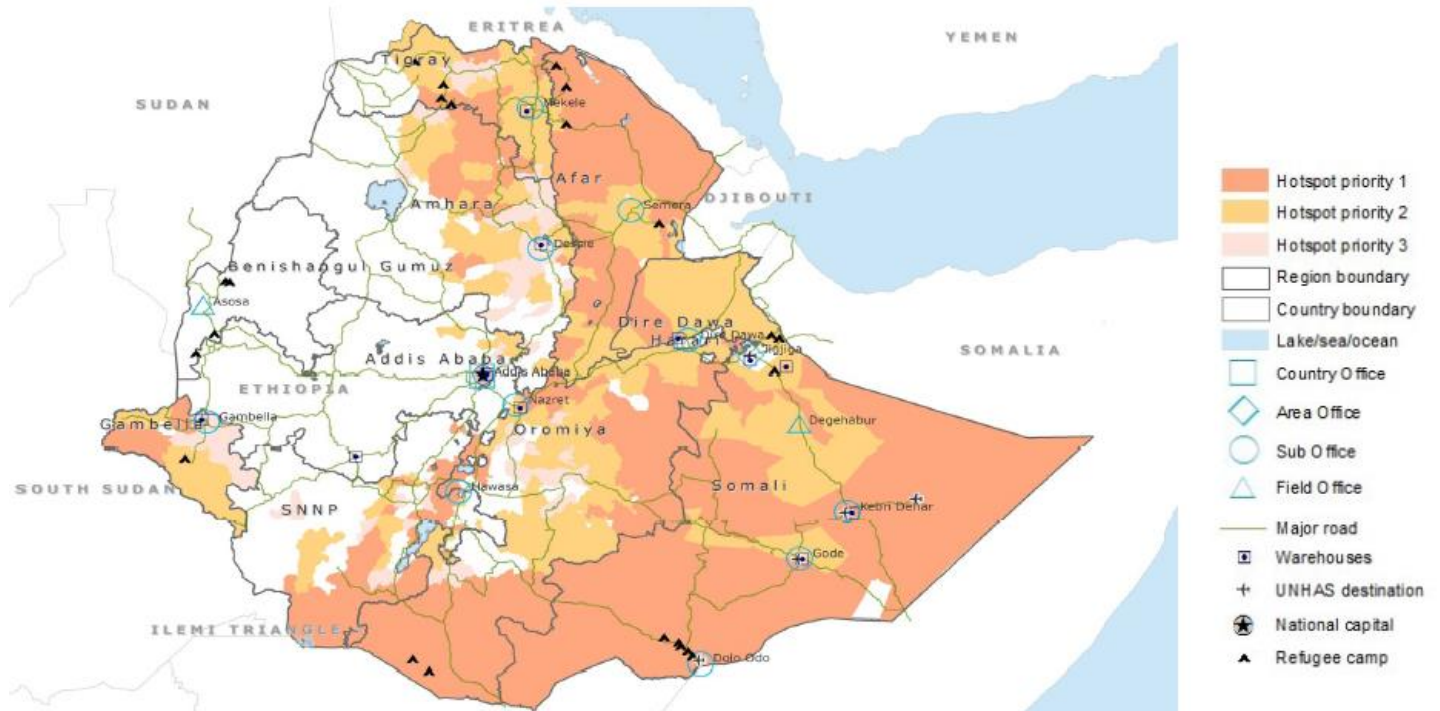
²⁷ It is important that Evaluation Reports are accessible to a wide audience, as foreseen in the Evaluation Policy, to ensure the credibility of WFP – through transparent reporting – and the usefulness of evaluations. The dissemination strategy will consider from the stakeholder analysis who to disseminate to, involve and identify the users of the evaluation, duty bearers, implementers, beneficiaries, including gender perspectives.

5.5. Budget

74. The evaluation will be financed from the Office of Evaluation's budget. The total budget covers all expenses related to consultant and/or company rates, international travels, logistics and OEV staff travel.

Annexes

Annex 1: Map of Country and WFP Activities/Operations Maps



Source: WFP Ethiopia Factsheet from September 2017

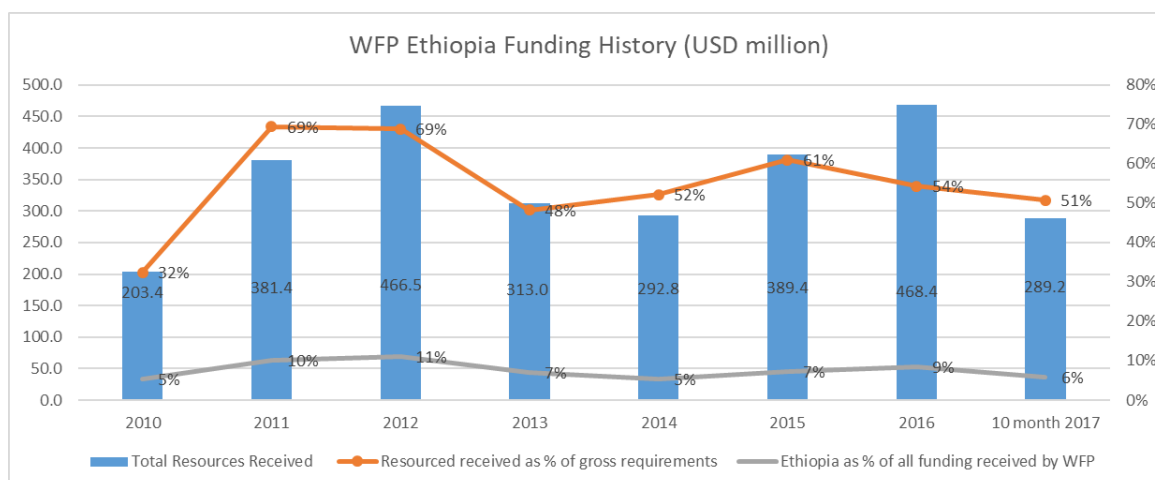
Annex 2: CPE Factsheet

Table 1: Key socio-economic indicators for Ethiopia

	Parameter/(source)	2010	2015
General			
1	Population total (*)	87.6 million <i>OEV: Total pop. expected to grow to 138.3 million by 2030</i>	99.4 million
2	% of urban population (**)	17.3% <i>OEV: In 2015, average for developing countries was 48.5%</i>	19.5%
3	GDP per capita (USD)(**)	1,162 <i>OEV: In 2015, average for developing countries was 9,376</i>	1,530
4	Human Development Index (*)	0.411 <i>OEV: In 2015, ranked 174 out of 188 (up 1 ranking since 2010). For reference: ranking 173 is Gambia and 175 is Mali</i>	0.448
Economy			
5	Income Gini Coefficient (**)	33.2 (2010-2015)	
7	Foreign direct investment net inflows (% of GDP) (**)	96%	440%
8	Net official development assistance received (**)	3,455,160,000	3,233,990,000
Poverty			
9	Population living below income poverty line USD 1.90 a day (%) (*)	33% (2005-2014)	
10	Population near multidimensional poverty (%) (*)	6.7% (2015)	
11	Population in severe multidimensional poverty (%) (*)	67% (2015)	
Health			
12	Maternal Mortality ratio (%) (lifetime risk of maternal death: 1 in:) (***)	64% (2015)	
13	Life expectancy at birth (**)	61.6	65
14	Prevalence of HIV, total (% of population ages 15-49) (**)	1.4%	1.1%
15	Public expenditures on health (% of GDP) (*)	2.9 (2015)	
16	Adult literacy rate (% ages 15 and older) (*)	49.1 (2005-2015)	
Gender			
17	Gender Inequality Index (*)	0.499 (2015) <i>OEV: Ranked 116 out of 188 For reference: ranking 115 is Nepal and 117 is Guyana . Average for developing countries is 28.3%</i>	
18	Maternal Mortality ratio (per 100,000 live births) (**)	523	353
19	Seats in national parliament (% female) (**)	27.8%	38.8
20	Population with at least some secondary education, female, male (% aged 25 and above) (*)	Female: 7.8% Male: 18%	Female: 10.8% Male: 20.7%
21	Births attended by skilled health personnel (% of total) (**)	10% (2011)	27.7%
22	Labour force participation rate, total (% of total population ages 15+) (modelled ILO estimate) (**)	83.6% Female population: 61%	83.9% Female population: 64%
23	Employees, agriculture, female (% of female employment) (**)	9.3%	6.5% (2014)
24	School enrolment, primary (% net) (**)	73%	85%
Nutrition			
25	% of under age 5 with stunting (*)	40% (2010-2015) <i>OEV comment: In 2015, average for developing countries was 28.3%</i>	
26	Weight-for-height (Wasting), prevalence for < 5 (%) (***)	9% (2010-2015)	
27	Height-for-age (Stunting), prevalence for < 5 (%) (***)	40% (2010-2015)	
28	Weight-for-age (Underweight), prevalence for < 5 (%) (***)	25% (2010-2015)	
29	< 5 mortality rate (per 1,000 live births) (**)	80.9	61.3
Education			
30	Population with at least secondary education (% ages 25 and older) (*)	12.5%	15.8%
31	Public expenditures on education (% of total expenditure in public institutions) (**)	65%	63% (2013)
32	School enrolment, primary (% gross) (**)	73%	85%
33	Net attendance ratio, primary school (%) (***)	65% (2009-2014)	
34	Net attendance ratio, secondary school (%) (***)	15% (2009-2014)	

Sources: (*) UNDP Human Development Index Report – 2016; (**) World Bank. WDI; (***) UNICEF SOWC 2016 and 2015

Table 2: WFP Ethiopia funding: requests and receipts compared (2010-Octo.2017)



Source: OEV analysis on data from “WFP Donor Information Hub”

Table 3: WFP Ethiopia Top 20 donors (2012-October 2017)

Donor	Cumulative in evaluation period (2012-October 2017) (US\$ million)	% of total funding	% of cumulative funding
1 USA	746	34%	34%
2 United Kingdom	286	13%	46%
3 Canada	233	10%	57%
4 European Commission	197	9%	66%
5 MULTILATERAL	129	6%	72%
6 Germany	114	5%	77%
7 Ethiopia	87	4%	81%
8 UN CERF	78	4%	84%
9 Japan	54	2%	87%
10 STOCK TRANSFER	51	2%	89%
11 Saudi Arabia	45	2%	91%
12 UN Humanitarian Response Fund	31	1%	92%
13 MISCELLANEOUS INCOME	23	1%	93%
14 Sweden	20	1%	94%
15 Private Donors	17	1%	95%
16 Switzerland	16	1%	96%
17 China	14	1%	96%
18 Norway	11	1%	97%
19 Russian Federation	8	0%	97%
20 UN COUNTRY BASED POOLED FUNDS	8	0%	98%

Source: OEV analysis on data from “WFP Donor Information Hub”

Table 4: Overview of WFP Ethiopia operations included in the scope of the evaluation

	Code/status	Title	Last/Latest budget	Period (latest version)	Annual Beneficiaries (latest)	Activities	Funding status %
1	CP-200253 (ongoing)	Country Programme (2012–2017),	USD 339 million	4 years (2012-2015) / extended until end of 2017	0.4 million	Food distributions, capacity building (emergency preparedness and response), school feeding, purchase for progress from small farmers, promotion of watershed management and other environmental practices including carbon financing mechanisms	41% (ongoing)
2	PRRO-200290 (closed)	Responding to Humanitarian Crisis and Enhancing Resilience to Food Insecurity	USD 1.496 million	2 years (2012- 2013) / extended to mid 2015	2.7 million	Food distributions, capacity building, nutrition, development of public works plan. Supports PSPN of government.	53% (closed)
3	PRRO-200712 (ongoing – following on PRRO 200290)	Responding to Humanitarian crisis and Transitioning Food-Insecure Groups to More Resilient Strategies	USD 1.355 million	2 years (mid- 2015, to mid-2018)	8.2 million	Food distributions, C&V distributions (new), nutrition, food for assets, capacity building Supports PSPN of government.	54% (ongoing)
4	PRRO-101273 (Refugees) (closed)	Food Assistance to Sudanese, Somali and Eritrean Refugees	USD 131 million	3 years (2009-2011)/extended to March 2012	0.3 million	Food distributions, C&V distributions, nutrition, school feeding	68% (closed)
5	PRRO-200365 (Refugees) (closed)	Food Assistance for Somali, Eritrean and Sudanese Refugees	USD 356 million;	3 years (mid- 2012, to mid-2015)	0.5 million	Food distributions, C&V distributions, nutrition, school feeding	69% (closed)
6	PRRO-200700 (Refugees) (ongoing)	Food Assistance for Eritrean, South Sudanese, Sudanese and Somali Refugees	USD 493 million;	3 years (April 2015 to March-2018); extended to June 2018	0.5 million	Food distributions, C&V distributions, nutrition, school feeding	59% (ongoing)
7	IR-EMOP 200656 (closed)	Assistant to people affected by fighting in South Sudan	USD 1.4 million	3 Months (January-March 2014)	0.04 million	HEB distribution	84% (closed)
8	SO-200358 (closed)	Construction and Management of the WFP Humanitarian Logistics Base at Djibouti Port	USD 31 million	2 years (2012-mid 2013)/extended to September 2017	n/a	Construction and management of a warehouse facility in Djibouti	69% (closed)
9	SO-200977 (ongoing)	Logistics Cluster and WFP Logistics augmentation in support of the Government of Ethiopia for the drought response	USD 12 million	May-November 2016/extended to December 2017	n/a	Logistics capacity assessments, storage augmentation, non-food items transportation.	88% (ongoing)
10	SO-200752 (closed)	Construction of Geeldoh Bridge to Facilitate Humanitarian and Trade access to Nogo/Fik Zone in the	USD 6 million	1 year (September 2014 to October 2015)/extended to December 2016	n/a	Construction of Geeldoh bridge to facilitate humanitarian and trade access to Somali region	110% (closed)

	Code/status	Title	Last/Latest budget	Period (latest version)	Annual Beneficiaries (latest)	Activities	Funding status %
		Somali region of Ethiopia					
11	UNHAS-200364 (closed)	United Nations Humanitarian Air Service in Ethiopia	USD 20.04 million	1 year (2012)- extended to end of 2015	n/a	Transports of passengers, food and non-food items; medical evacuations	88% (closed)
12	UNHAS-200711 (ongoing)	United Nations Humanitarian Air Service in Ethiopia	USD 18.72 million	1 year (2015) – extended to end of 2018	n/a	Transports of passengers, food and non-food items; medical evacuations	77% (ongoing)
13	TF-200909	Procurement and delivery of Super Cereal (CSB+) for the government of Ethiopia	USD 34 million	1 year (2016)/ extended to 2017	n/a	Purchase and transport of 50,000 MT of CSB+	Not available
14	TF-200427	PepsiCo	Not available	Not available	n/a	Not available	Not available
15	TF-201035	Strengthening Community Response for HIV in Ethiopia	USD 2.9 million	Not available	n/a	Capacity building for improved community response to HIV	Not available
16	TF-200812	Support to the implementation of the Joint UN Programme “Accelerating Progress Towards Economic Empowerment of Rural Women in Ethiopia” (JP RWEE)	USD 2.2 million	1 year (mid 2015- mid 2016)/ extended to 2017	n/a	Management of JP RWEE funds and provision of business, marketing and entrepreneurship skills training	Not available
17	TF 200026	Central Procurement of CSB+ and Vegetable Oil	USD 1.5 million	1 year (May 2015- May 2016)	n/a	Procurement of CSB+ and Vegetable Oil from international market	Not available

Source: WFP project documents, SPRs and Resource Situation Reports

The following pages include additional information on the Special Operations and the Trust Funds, which have not been covered in the main body of the report

Details of Special Operations – UNHAS (SO 200364; 200711)

75. WFP provided UNHAS services for the entire evaluation period. UNHAS flights transport passengers (4,300 people in 2016), food, non-food relief items and have also been used for medical evacuations. The operation (which had an average value of US\$5 million p.a.) is funded by a mix of donor’s fund, and income from tickets, as passengers are also expected to contribute at an average of US\$ 100 per flight. For 2015 to date, the main donors are the EU and the US. In 2016, the fleet consisted of two aircrafts serving 10 locations²⁸, mainly in the Somali and Gambella regions (including the Dollo Ado refugee camp), where no reliable commercial flights operated. The team also provided support to other country operations, such as South Sudan, through the delivery of items in the refugee camps and through airdrops (the costs of these activities are included in the South Sudan projects) and Yemen, for the evacuation of their staff in 2015. Events that have affected the level of service over the evaluation period include: issues with the Dollo Ado landing strip (which was unusable for some time in 2012 and in 2015), demand higher than available offer (especially in 2012 and 2013) and security (especially in 2016).

²⁸ Of which 6 planned (Dollo Ado, Jijiga, Dire Dawa, Gode, Kebre Dehar, Warder) and 4 additional ad-hoc (Axum, Samara, Mekele, and Gambella).

Details of Special Operations – other (SO-200358; SO-200977; SO-200752)

76. Over the evaluation period, the Country Office has implemented three Special Operations different from UNHAS. All of them relate one way or another, to improved capacity in transport and logistics, for the benefit of WFP but also for that of the government and of the other partners.

77. **SO-200358 - Construction and Management of the WFP Humanitarian Logistics Base at Djibouti Port:** Djibouti port is the principal transit point for cargo in and out of Ethiopia and a key link in commercial transport routes to and from the greater Horn of Africa. The Government of Djibouti granted WFP a free-land concession to construct a facility offering storage services to WFP and to the wider humanitarian community, so as to reduce overall costs and increase response capabilities. The project, mainly funded by Canada, was originally designed to take 20 months and cost USD 19 million, will now end mid-June 2017 with a final overall budget of US 31.5 million. The warehouse facility was completed in 2015 and utilization started in 2016. Silos for bulk storage are currently under construction and should have been completed by May 2017 – these silos will be providing storage for part of Ethiopia’s strategic commodity reserve. As of the end of 2016, only UNHCR had used the facilities.

78. **SO-200752 - Construction of Geeldoh Bridge to Facilitate Humanitarian and Trade access to Nogo/Fik Zone in the Somali region of Ethiopia:** This project, which has entirely been funded by the UK (DFID), started in September 2014 with a budget of US\$ 4 million and an original duration of 13 months. The objective was to improve access to an area which is one of the poorest and more isolated areas of Ethiopia and reduce delivery costs. As at the end of 2016, the project was in its close-out stage and the final budget had to be increased to US\$ 6.3 million. Some of work was delayed as a result of flash flooding which occurred unexpectedly in 2016 and which increased the river water level at the project site by 7 meters. The project was project managed by the Head of Logistics of WFP Ethiopia, with the support of an external project manager selected by the Ethiopia Engineering team.

79. **SO-200977 - Logistics Cluster and WFP Logistics augmentation in support of the Government of Ethiopia for the drought response:** It is a US\$15 million project which started in 2016 and planned to last approximately one year, which includes five key capacity support activities to the government, to support it in the drought response: 1) Logistics Coordination and Technical Support; Information Management (IM); Logistics Service Support (Augmentation of storage and transport); Augmentation of Government of Ethiopia capacity (commodity management, tracking and actual food distribution capacity); Food Management Improvement Project (FMIP): Support to the NDRMC to fully implement the WFP-supported Food Management Improvement Project (FMIP) and associated reporting tools e.g. Commodity Allocation & Tracking System (CATs) and the Commodity Management Procedure Manual (CMPM) through provision of additional, dedicated staff, supporting more accurate and timely reporting.

Details of Trust Funds

80. **TF 20090 – Procurement and delivery of Super Cereal (CSB+) for the government of Ethiopia:** In 2015 the government of Ethiopia requested help from WFP to procure CSB on the international markets, as the local production was no longer sufficient to address the needs of the population. The original timeframe for the agreement was 12 months, but the project was extended into 2017. The original budget of US\$ 34 million included mainly the purchase and transport costs of 50,000 MT of Super Cereal (CSB+) requested, (for delivery to the warehouses belonging to the national Disaster Risk Management and Food Security Sector) plus direct support costs and Indirect Support Costs of 4%.

81. **TF-200427 – PepsiCo ready-to-use supplementary foods.** A public-private partnership involving WFP, the PepsiCo Foundation USAID to increase chickpea production and promote long-term nutritional and economic security in Ethiopia.

82. **TF-201035 – Strengthening Community Response for HIV in Ethiopia.** The TF was set-up in October 2016 with Funds from PEPFAR (US President’s Emergency Plan for Aids Relief) contributed to the Country Programme which is now being wound-up. The original budget was US\$ 2.9 million of which US\$ 1 million for C&V distributions and the rest for Capacity Building and Direct and Indirect Support Costs. The main objective of the TF is to improve adherence to treatment and care, improve adherence to treatment and improve retention and care.

83. TF-200812 – Support to the implementation of the Joint UN Programme “Accelerating Progress Towards Economic Empowerment of Rural Women in Ethiopia” (JP RWEE) (Afar and Oromia region). The Trust Fund has been created to receive funds from the UN Trust Fund managed by UNDP and supported by Sweden, Norway and Spain, and additional funds raised locally. The original budget at the time of approval in 2015 was US\$ 0.6 million and it has now increased to over US\$2.2 million, with the duration extended well into 2017. Two of the key original expected deliverables of WFP were: 1) establishment and management of a revolving fund for promotion of saving and credit, 2) . provision of basic business, marketing, life and entrepreneurship skills training, business development services and functional literacy.

84. TF 200026 – Procurement of fortified blended food and vegetable oil. The TF was set-up in May 2015 to procure internationally fortified blended food and vegetable oil, not available on the local markets and to make them available to local NGOs involved in nutrition interventions (and not part of WFP’s projects). The original budget was US\$ 1.5 million, most of it to cover the purchase and logistics costs, and is fully funded by OCHA.

Overview of additional information that should be taken into account in this assignment

85. Some of the risks which the evaluation team should take into account (as a minimum) when reviewing the list of sub-questions is as follows:

- a) Risks already identified by the Country Office in its project documents: ²⁹
 - Contextual Risks: Natural hazards (drought and flooding); Weak and unstable markets; Insecurity (especially near international borders and in pastoral areas); Increased arrival of refugees (Eritrea, Somalia, South Sudan); High food and fuel prices;
 - Programmatic Risks: Inadequate complementary interventions by partners (e.g. water, sanitation, etc.); Inappropriate targeting and use of food assistance; Limited Government implementation capacity
 - Institutional Risks: Lack of timely, predictable resources

- b) Questions arising in relation to the review of the strategic landscape in which WFP operates and the status of its current activities, in light of the preparation of the new Country Strategic Plan:
 - The positioning of WFP in the context of Ethiopia’s needs and capacities, and the increasing role played by the government supported by donors directly (possibly more capacity building and less traditional implementation)
 - In the light of potential changes in the activities, the implications in terms of office size and staff composition.
 - Positioning the organization to address differences in needs across the country
 - The hand-over of the MERET project to the government
 - The outcomes of MERET as compared to the outcomes of the PSNP activities
 - The implications of the current economic growth in Ethiopia on the optimization in the use of cash-based transfers vs in-kind, taking into account both the direct impact of cash transfers and the indirect ones (e.g. financial inclusion).
 - The outcomes of the Food Management Improvement Project and of the logistics infrastructure projects, which are significant government capacity building projects.

- c) Other important trends such as :
 - The potential of new technologies and other innovations which could reduce costs and increase efficiencies in the delivery of the Country Office objectives .
 - Donor interest in reducing migration to Europe.

²⁹ Combination of all risks described in the project documents for PPRO 200290, 200700, 200712 and CP 200253

Annex 3: Bibliography

Important Notice:

This section includes:

- a) *A list of websites which contain useful information on Ethiopia or WFP and which the Evaluation Firms are welcome to consult in the preparation of their proposals and which the evaluation teams should definitively consult during the Inception Phase*
- b) *A list of key documents identified in this preliminary phase by OEV. Additional documents on WFP operations in Ethiopia, WFP policies, procedures and guidance by process and OEV CEQAS manual and technical notes will be made available to the evaluation team selected for the assignment as soon as a confidentiality agreement is signed. The evaluation team is expected to have read and reflected on these documents before coming to the Inception meetings in Rome where it will meet the process owners.*

Please note that most documents in the Country Specific section are public and that copies of WFP project documents, evaluation reports, audit reports and policies and procedures can be found in the web-site of the WFP Board at <http://executiveboard.wfp.org/board-documents>

Table 1: Examples of websites with relevant information for the evaluation

Topic	Internet links
Country context (government documents)	1) www.ethiopia.gov.et/ministries-and-agencies
Country context (other sources)	2) http://www.bbc.com/news/world-africa-13349398 3) https://www.un.org/press/en 4) http://hdr.undp.org/en/countries/profiles/ETH 5) https://fts.unocha.org/countries/71/summary/2017 6) http://www.genderindex.org/team/ 7) https://reliefweb.int/country/eth 8) http://www.ipcinfo.org/ipcinfo-countries/ipcinfo-eastern-middle-africa/en/ 9) http://www.fews.net/east-africa/ethiopia 10) http://www.unhcr.org/ethiopia.html 11) https://www.gov.uk/foreign-travel-advice/ethiopia
United Nations operations in the country (including clusters)	1) http://www.unocha.org/ethiopia 2) http://www.unocha.org/cerf/cerf-worldwide/allocations-country/2017 3) http://www.logcluster.org/countries/ETH 4) https://www.etcluster.org/countries/ethiopia 5) http://www.un.org/en/peacekeeping/missions/minusma/facts.shtml 6) https://interagencystandingcommittee.org/site/search/ethiopia 7) https://sustainabledevelopment.un.org/vnrs/
WFP Ethiopia	1) http://www1.wfp.org/countries/ethiopia 2) https://www.wfp.org/news/news-releases 3) https://www.wfp.org/about/oversight/audit-inspection-reports
WFP Evaluation Framework (EQAS)	1) http://www1.wfp.org/independent-evaluation 2) Standards already incorporated in WFP EQAS – just for reference : www.unevaluation.org and http://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm
WFP	Brief overview of the organization, and copies of all evaluation reports, internal and external audit reports, project documents and all WFP policies approved by the Board 1) http://www.wfp.org 2) http://executiveboard.wfp.org/board-documents

Source: OEV

**Table 2: Relevant documents identified so far in relating to Ethiopia and WFP
Ethiopia operations**

Topic/document title	Author	Period covered
I. Government documents		
1. Ethiopia Growth and Transformation Plan I	Ethiopia Government	2010-2015
2. Ethiopia Growth and Transformation Plan II	Ethiopia Government	2015-2020
3. Productive Safety Nets Programme 4	Ethiopia Government	2016
II. UN Documents		
1. Ethiopia Humanitarian Fund – Annual Report 2016	UN	2016
2. UN Humanitarian Appeals (2012-2017 revised)	UN	Various
3. Ethiopia UNDAF (2007-2011/2012-2015/2016-2020)	UN	Various
4. Ethiopia Mobilization Strategy 2011	UN	2011
5. One UN Trust Fund – Financial Reports 2015-2017 and MoU and TORs	UN	Various
6. Ethiopia Refugees and Asylum Seekers	UNHCR	Sept. 2017
III. Other Sources		
1. Productive Safety Nets Programme 4 – project document on proposed credit	World Bank	2014
2. Emergency Operational Evaluation of Ethiopia Drought Operation	IFRC	2013
3. Impact Evaluation in Ethiopia: evidence on what works and how	Africa Impact Evaluation Initiative	-
4. The 2017 Voluntary National Reviews on SDGs of Ethiopia: Government Commitments, National Ownership and Performance Trends	Ethiopia Government	2017
1. Ethiopia Cash Working Group – TORs and infographics	Various	2016
IV. WFP Ethiopia – strategy and operations		
1. For all project included in the scope: original project document, budget revisions, annual Standard Project Reports (SPRs)	WFP Ethiopia	Various
2. Country Strategy (2012-2015)	WFP Ethiopia	2011
3. Repositioning WFP in Ethiopia	WFP Ethiopia	2016
4. Concept Note Transitional Country Strategic Plan (aborted in favour of full Country Strategic Plan for Feb 2019 Board) and “Line of site” (link between country activities and SDGs)	WFP Ethiopia	2017
5. Concept Note Zero Hunger Strategic Review (draft) and Road Map for implementation	WFP Ethiopia	2017
6. Sample of Executive Briefs	WFP Ethiopia	Various
7. Summary data on actual and planned beneficiaries, actual and planned expenditure, actual and planned output and outcomes by project	OEV on WFP data	Various
8. Summary of budget revisions by project	OEV	Various
V. WFP Ethiopia – other		
1. Key donors over time/by project	WFP	Various
2. Previous evaluations (see Annex 9 for list)	WFP OEV	Various
3. Internal Audit Reports	WFP OIG	2015
4. Copies of key policies, procedures, guidelines, needs assessments, monitoring reports, etc. will be provided in an electronic library at the start of the inception phase	WFP Ethiopia	Various
5. Log Cluster Final Closure Report	Log. Cluster	2017
VI. WFP		
1. Copies of key policies, procedures, guidelines, etc. will be provided in an electronic library at the start of the inception phase	WFP Ethiopia	Various

Source: OEV with the support of the CO and the RB

Annex 4: Detailed Evaluation Timeline

	Description of activities	Responsibility	Key Dates/deadlines
Phase 1 - Preparation			
1	Desk review. Draft TORs. OEV/2 nd Level Quality Assurance clearance for circulation to WFP staff stakeholders & REO	EM	November 2017
2	Review draft TOR on WFP feedback	EM	November 2017
3	Final TOR sent to WFP Stakeholders & REO	EM	November 2017
4	Contracting evaluation team/firm	EM	December 2017
Phase 2 - Inception			
1	Team preparation prior to HQ briefing (reading docs)	Team	January 2018
2	HQ briefing (WFP Rome)	EM & Team	6 to 8 Feb 2018
3	Inception Mission in the country	EM + TL	12 to 16 Feb. 2018
4	Submit Draft Inception Report (IR) to OEV	TL	5 March 2018
5	OEV quality assurance and feedback	EM	9 March 2018
6	Submit revised IR	TL	19 March 2018
7	Circulate final IR to WFP key Stakeholders (incl. REO) for their information + post on intranet.	EM	26 March 2018
Phase 3 - Evaluation Phase, including Fieldwork			
1	Fieldwork & Desk Review. Field visits at RB + CO with short exit debrief (primarily on process)	Team	9 to 27 April 2018
2	Debriefing with HQ, RB and CO Staff (2 weeks after field)	EM&TL	14 May 2018
Phase 4 - Reporting			
Draft 1	1. Submit draft Evaluation Report (ER) to OEV (after the company's quality check)	TL	11 June 2018
	2. OEV quality feedback sent to the team	EM	15 June 2018
Draft 1	3. Submit revised draft ER to OEV	TL	2 July 2018
	4. EM seeks 2nd level Quality Assurance clearance to circulate the ER to WFP Stakeholders. When cleared, OEV shares draft evaluation report with WFP stakeholders (& REO) for their feedback.	EM	9 July 2018
	5. OEV consolidate all WFP's comments (matrix), and share them with team	EM	27 July
Draft 2	6. Submit revised draft ER to OEV based on the WFP's comments, and team's comments on the matrix of comments	TL	6 August 2018
	7. Stakeholder workshop in country	TL	8 and 9 August 2018
	8. TL prepares Summary Evaluation Report (SER)	TL	13 August 2018
	9. Review matrix and ER.	EM	13 August 2018
	10. Review of SER	EM	20 August 2018
	11. Submit revised SER	TL	27 August 2018
	12. Seek OEV Dir.'s clearance to send the Summary Evaluation Report (SER) to Executive Management.	EM	3 September 2018
	13. OEV circulates the SER to WFP's Senior management for comments (upon clearance from OEV's Director)	EM	10 September 2018
	14. Revise Executive Summary of evaluation report	EM	28 September 2018

	Description of activities	Responsibility	Key Dates/deadlines
	15.OEV sends and discuss the comments on the SER to the team for revision	EM	5 October 2018
Draft 3	16.Submit final draft ER (with the revised SER) to OEV	TL	12 October 2018
	17.Seek Final Approval by OEV 2 nd level Quality Assurer. Clarify last points/issues with the team if necessary	EM&TL	26 October 2018
18. Phase 5 Executive Board (EB) and follow-up			
1	Submit SER/recommendations to RMP for management response + SER to ERBT for editing and translation	EM	6 November 2018
2	Tail end actions: editing, PHQAEB Round Table, dissemination as per Communications Plan.	EM	December 2018 (tbc)
3	Presentation of Summary Evaluation Report to the EB	D/OEV	February 2019
4	Presentation of management response to the EB	D/RMP	February 2019
5	Follow through on Communications Plan	EM	February 2019

Source: OEV in consultation with the CO and the RB

Annex 5: Job Description for Individual Team Members

The term “Expert” is being used to indicate that one single person is expected to carry out those activities. When the “focal point” term is used, OEV is not necessarily expecting a fully dedicated team member covering the role; it could be one of the other team members already acting as focal point for some of the other activities but who has acquired high level relevant experience in the topic over time. The table should be read in conjunction with section 5.2 of the report.

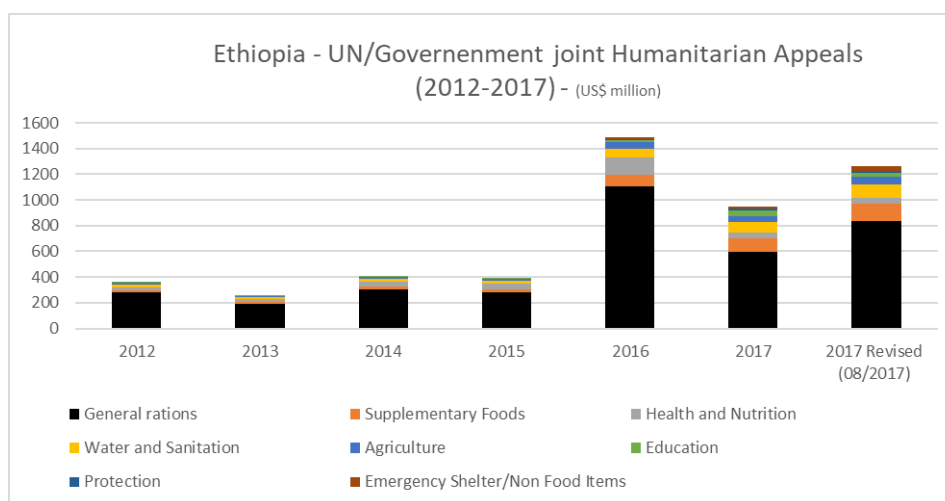
Team Role	Role description	Relevant experience/qualifications needed
Team Leader (TL)	The team leader is responsible for the overall design and execution of the evaluation in all its phases; the role goes beyond just coordination. The team leader is also the key focal point for all stakeholders. He /she will be going to the field three times: one week during the inception phase, three weeks during the execution and three days for a debriefing working with key stakeholders	A very strong team leader with an in-depth knowledge of Ethiopia, a proven track record of high level government relations in the context of development and of UN operations (including UN reform) Needs excellent grasp of global economic, social, political humanitarian and development trends, including UN reform.
Economics Expert	Mainly involved in the analysis related to question 3 on efficiency and effectiveness of WFP activities and on all the analysis relating the synergies and multiplier effect of the different types of interventions (including local purchases) in the context of SDG2. .	A strong economics background with proven experience in performing similar work, in a similar context and of government capacity building in a similar context
Food assistance in refugee camps Expert	This person will be reviewing all the activities being carried out by WFP in the different refugee camps, and will be expected to interact with all the relevant stakeholders, both at senior level (UN and government) and in the field. It will be his responsibility to review and benchmark the entire process from registration of beneficiaries, identification of needs, choice of modality intervention, delivery, monitoring and feed-back into project design.	Senior and proven expertise in the evaluation assistance in refugee camps, with in-depth knowledge of other refugee camps in East Africa and if possible in other regions. This person should have proper prior field experience and should have already dealt with camps where assistance is already being provided through a mixed intervention of food and cash. Experience in school feeding, ideally in refugee camps, would be appreciated.
Food security, livelihoods and resilience Expert	This person will review the needs assessments, project design, project execution, monitoring and feed-back loops for the activities included under the CP and the PRRO targeting the Ethiopian population (e.g. in-kind transfers, C&V transfers, etc.). He/she will be working with the Economist to review the activities relating to purchase for progress, asset building, weather insurance, etc.	Senior and proven expertise in the evaluation of in-kind assistance, C&V assistance, in the context of East Africa and a good understanding of markets. Should have a good understanding of best-practice government safety net programmes and of government capacity building in a similar context
Emergency Preparedness and Response	Will be focused on analysing the supply chain and the efficiency and effectiveness of the emergency and response plans in the light of the	Needs relevant experience in the context of UN drought response in East Africa. Experience in evaluating Emergency and Preparedness Response Plans and analysis,

Team Role	Role description	Relevant experience/qualifications needed
(EPR) (including logistics) Expert	<p>recent droughts (e.g. procurement plans, supply routes, storage and prepositioning, etc.)</p> <p>They will also be reviewing the coordination mechanism with the government and with the other UN agencies (including UNHAS) and all the projects relating to emergency support and capacity development, including building of assets (bridge, logistics hub) and the introduction of advanced IT systems to monitor stock across the country at government level.</p>	<p>contingency plans, humanitarian response management, UN clusters, logistics and supply chain best practice.</p> <p>High level experience in government capacity building in the field of supply chain will be an advantage.</p>
Health and Nutrition Expert	<p>Will be considering the nutrition-sensitive aspects of all implementation modalities, not just nutrition-specific interventions.</p> <p>This includes activities in support of pregnant and lactating women, children and people with HIV/Aids.</p>	<p>Strong relevant background and proven relevant evaluation experience at senior level in a similar context, including in refugee camps.</p>
Gender focal point	<p>Will be looking at compliance of all activities with WFP Gender policy and guidelines, from project design to project execution and monitoring, including existence, efficiency and effectiveness of feed-back mechanisms from beneficiaries.</p>	<p>Strong social science background and proven relevant evaluation experience at senior level in a similar context; familiar with UN principles on the topic.</p>
Humanitarian Principles, Access and Protection focal point	<p>Will be looking at compliance of all activities with WFP policies covering this topic, from project design to project execution and monitoring, including existence, efficiency and effectiveness of feed-back mechanisms from beneficiaries.</p>	<p>Strong social science background and proven relevant evaluation experience at senior level in a similar context; familiar with UN principles on the topic.</p>
Research Assistant	<p>To support the evaluation team, especially regarding analytics and other desk-research work as need. team</p>	<p>Strong analytical risk and understanding the development and humanitarian context.</p>

Source: OEV in consultation with CO and RB

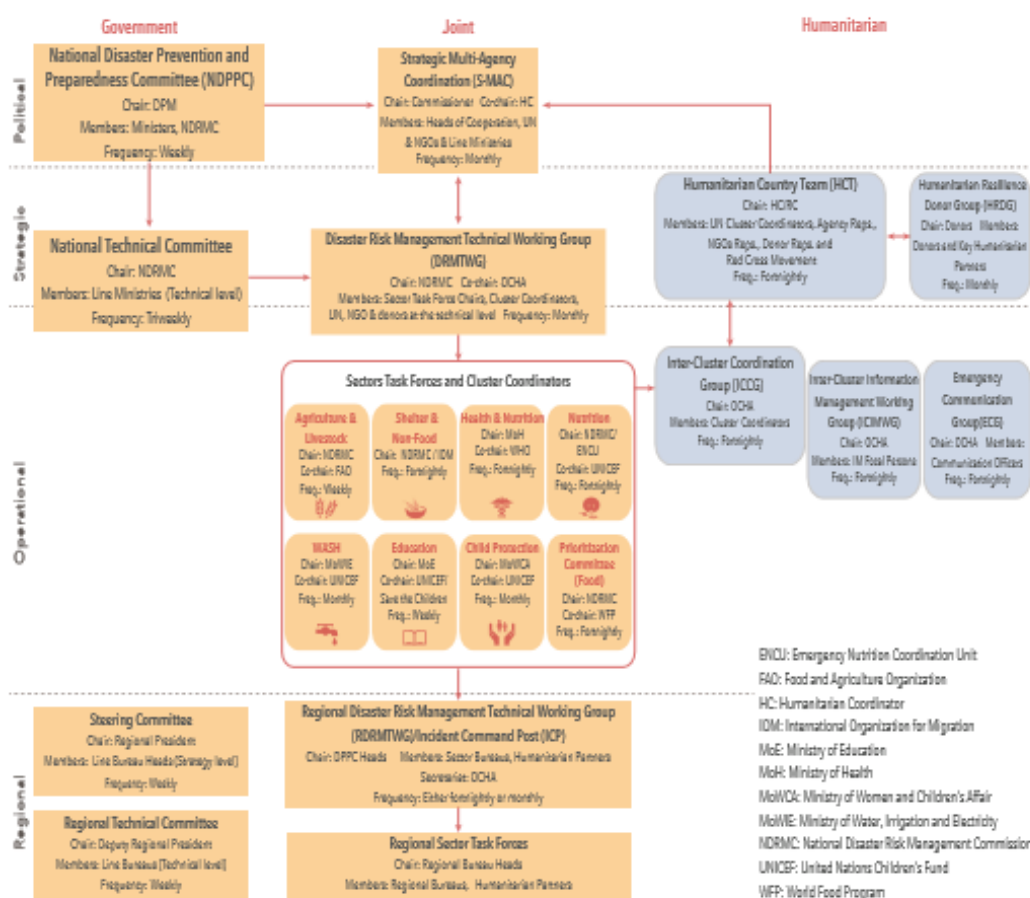
Annex 6: United Nations and Ethiopia

Table 1: Value and composition of joint UN/Ethiopian Government Humanitarian appeals (2012-2017)



Source: OEV analysis based on data from the Annual Joint appeals

Table 2 : UN coordination structure in Ethiopia



Source: https://www.humanitarianresponse.info/system/files/documents/files/ethiopia_humanitarian_requirements_document_mid-year_review_2017.pdf

Ethiopia-specific UN Funds

86. One UN Fund³⁰: The objective of the One UN Fund is to support the coherent resource mobilization, allocation and disbursement of donor resources to the One UN Programme under the direction of the Resident Coordinator. The One UN Fund should be utilized for the purpose of meeting the unfunded costs of initiatives, including new initiatives responding to emerging needs, under the One UN Programme. The Fund is administered by UNDP. The One UN process in Ethiopia was initiated in 2008 to improve the efficiency and effectiveness of the UN system in meeting internationally agreed development goals; the strategy is set-out in the UNDAF document. The One UN process in Ethiopia comprises five elements: One Programme, One Fund, One Leader, One Office and One Voice (overall strategy). As a result of the mid-term review 3 new major strategic Joint Programmes (the Flagship Joint Programmes) were identified in high priority areas for achievement of the MDGs, where the UN has comparative advantage and which are presently under supported by other donors: (1) Enhancing Public Service Delivery to Accelerate Regional Employment Outcomes In Four Developing Regional State; (2) Gender Equality and Women's Empowerment; (3) Improving Maternal and New-born Health and Survival

87. The Ethiopia Humanitarian Fund³¹ (EHF) is a pooled fund managed by the Humanitarian Coordinator (HC) with operational support from OCHA. Established in March 2006, the EHF aims to support the timely disbursement of funds to the most critical humanitarian needs in the context of both the annual Humanitarian Requirements Document (HRD) and emerging unforeseen emergency needs³². In the period (2006 -2016) the Fund has allocated more than US\$ 360 million in emergency assistance, addressing sectoral needs in major emergencies stemming from hazards such as drought, floods and disease outbreaks, including complex emergencies such as displacement consequences. In 2017, the EHF has so far already allocated US\$ 39.4 Million to UN operations in Ethiopia³³.

³⁰ Extracts from Source: <http://mptf.undp.org/factsheet/fund/ET100>

³¹ Extracts from <http://www.unocha.org/country/ethiopia/ethiopia-country-based-pooled-funds/ethiopia-humanitarian-fund>

³² The four main objectives of the EHF are to: (1) Ensure more adequate, timely, flexible and effective humanitarian financing through the use of the pooled funding mechanism; (2) Empower the humanitarian coordinator system; (3) Support development of the cluster approach to coordination; (4) Improve partnerships between UN and non-UN actors. Contributors to the EHF include the Governments of the United Kingdom, Australia, Denmark, Germany, Ireland, Italy, Korea, Netherlands, Norway, Spain, Sweden, Switzerland and United States of America.

³³ <https://fts.unocha.org/countries/71/summary/2017>

Annex 7: WFP Strategic Objectives (2008 - 2021)

WFP Strategic Plan 2008-2013	WFP Strategic Plan 2014-2017	WFP Strategic Plan 2017-2021
<p>Strategic Objective</p> <p>1. Save lives and protect livelihoods in emergencies.</p> <p>2. Prevent acute hunger and invest in disaster preparedness and mitigation measures.</p> <p>3. Restore and rebuild lives and livelihoods in post-conflict, post disaster or transition situations.</p> <p>4. Reduce chronic hunger and undernutrition</p> <p>5. Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase</p>	<p>Strategic Objectives</p> <p>1. Save lives and protect livelihoods</p> <p>2. Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies</p> <p>3. Reduce risk and enable people, communities and countries to meet their own food and nutrition needs</p> <p>4. Reduce malnutrition and break the intergenerational cycle of hunger</p> <p><i>Note:</i> <i>Capacity development (previously under Strategic Objective 5) is mainstreamed into the four SOs</i> *</p>	<p>Strategic Goal</p> <p>1. Support countries to achieve zero hunger (SDG 2)</p> <p>2. Partner to support implementation of the SDGs (SDG 17)</p> <p>Strategic Objective</p> <p>1. End hunger by protecting access to food</p> <p>2. Improve nutrition</p> <p>3. Achieve food security</p> <p>4. Support SDG implementation</p> <p>5. Partner for SDG results</p> <p>Strategic Results</p> <p>1. Everyone has access to food (SDG Target 2.1)</p> <p>2. No one suffers from malnutrition (SDG Target 2.2)</p> <p>3. Smallholders have improved food security and nutrition through improved productivity and incomes (SDG Target 2.3)</p> <p>4. Food systems are sustainable (SDG Target 2.4)</p> <p>5. Developing countries have strengthened capacities to implement the SDGs (SDG Target 17.9)</p> <p>6. Policies to support sustainable development are coherent (SDG Target 17.14)</p> <p>7. Developing countries access a range of financial resources for development investment (SDG Target 17.3)</p> <p>8. Sharing of knowledge, expertise and technology, strengthen global partnership support to country efforts to achieve the SDGs (SDG Target 17.16)</p>

Source: WFP Strategy documents

Annex 8: Cross cutting indicators – examples

Result	Indicator
Gender	1. Proportion of households where females and males together make decisions over the use of cash, voucher or food.
	2. Proportion of households where females make decisions over the use of cash, voucher or food
	3. Proportion of households where males make decisions over the use of cash, voucher or food
	4. Proportion of women beneficiaries in leadership positions of project management committees
	5. Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution
Protection and Accountability to Affected Population	1. Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)
	2. Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site
	3. Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain)
	4. Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites
Partnership	1. Number of partner organizations that provide complementary inputs and services
	2. Proportion of project activities implemented with the engagement of complementary partners

Source: 2016 SPR PRRO

Annex 9: Recommendations from previous evaluations (WFP and UNDAF)

Table 1: Key findings of previous WFP evaluations (2008-2017)

Topic/period covered	Type	Recommendations (only those related to Cos)	Recs addressed to:
PRRO 106650 (2008-2010)	Mid-Term Operation Evaluation	1. Need to allocate resources to the establishment of a Capacity Building Strategy and Task Force	Ethiopia CO
		2. Need to establish an impact evaluation framework for relief programmes	Ethiopia CO
		3. Need to strengthen the relevance of TSF programme through improved targeting, better emergency response mechanism, better integration across sector	Ethiopia CO
		4. Suggestion for scaling up Urban HIV/AIDS component	Ethiopia CO
PRRO 200290 (2012-2013)	Operation Evaluation	5. Need to design a strategy and strategic, result-based framework for WFP capacity development activities	Ethiopia CO
		6. Need to develop a comprehensive approach to WFP resilience building capacity and programme	Ethiopia CO
		7. Suggestion for scaling up TSF programming and advocate for it with donors	Ethiopia CO
		8. Strengthen M&E Systems for all components	Ethiopia CO
		9. Strengthen government capacity for emergency response, by improving WFP monitoring systems, increasing M&E Staff and relying on NGOs' work where feasible.	Ethiopia CO
		10. Develop a comprehensive food management system to be institutionalized	Ethiopia CO
The Contribution of Food Assistance to Durable Solutions in Protracted Refugee Situations: Ethiopia (2002-2010)	Impact Evaluation	11. Need for WFP and UNHCR to develop a joint livelihood strategy aimed to enable refugees to engage in legal economic activities, paid employment and private enterprises.	Ethiopia CO
		12. Donors should allocate more resources to livelihoods programming	Ethiopia CO
		13. Suggestion for scaling up livelihood programs implemented by NGOs	Ethiopia CO
		14. WFP to consider alternative food assistance modalities, such as FFW/FFA or food voucher cards especially for single young men refugees	Ethiopia CO
		15. Need for WFP to promote greater synergies and integration among programme activities (SF, MERET, PSNP)	Ethiopia CO
		16. Need to intensify food distribution monitoring and increase women's participation	Ethiopia CO
USAID/PEPFAR Funded Urban HIV/AIDS,	Decentralized Evaluation	17. WFP should advocate to Community Care Coalition and National social protection system the use of a real-time information system of beneficiaries and its	Ethiopia CO

Topic/period covered	Type	Recommendations (only those related to Cos)	Recs addressed to:
Nutrition and Food Security Project		incorporation into national HIV/AIDS related assistance programmes	
		18. Need for WFP to continue to provide technical support to CCC	Ethiopia CO
		19. WFP should share the success factors (community-based mobilization, cash & voucher based delivery system, facilitation of direct support by Coordination Committee -CC) should be shared with wider audience across Africa	Ethiopia CO
		20. For future projects, need to ensure a wider engagement of stakeholders at the design stage	Ethiopia CO
Synthesis Report of the Evaluation Series on the Impact of FFA (2002-2011)	Impact Evaluation	21. COs should align FFA programmes to current Resilience policy and guidance	Ethiopia CO
		22. Need for COs to better position FFA in the country-specific context, building on WFP's comparative advantages , complemented by those of partners.	COs implementing FFA activities
		23. Need to update corporate monitoring and reporting systems on FFA.	COs implementing FFA activities
PRRO 200700	Operation Evaluation (2014-2015)	24. Suggestion for scaling up innovative livelihood activities to reach all camps by the end of the next PRRO in 2021- need to develop a joint (WFP UNHCR ARRA) a 5-year strategy for a coordinated livelihoods approach that can be implemented on a large scale and can ensure a significant proportion of refugee households to have access to one income-generating activity by 2021	Ethiopia CO
		25. Need to develop a strategy with UNHCR to minimize the use of firewood for cooking with the long-term objective of eliminating the use of firewood in Ethiopia Refugee camps.	Ethiopia CO
		26. Need to ensure greater participation of women in camp leadership positions.	Ethiopia CO
		27. Suggestion for expansion of cash transfer initiatives in the GFD component of the PRRO- need to pilot market assessments in all camps to advise on the potential introduction of cash transfer modalities.	Ethiopia CO
		28. Need for WFP to strengthen collaboration with actors in the camps to develop a strategy to understand the drivers of the high GAM rates in camps. Also, need to increase provision of WFP nutrition expertise for the refugee programme.	Ethiopia CO
WFP P4P Pilot Initiative (2008-2013)	Strategic Evaluation	29. Prior the implementation of P4P, a feasibility assessment should be undertaken to assess the capacity of Farmers Organizations, the policy and market environment, WFP's ability to provide secure long-term demand, the existence of relevant supply-side partner projects aimed at building capacities of FOs	P4P Pilot countries

Topic/period covered	Type	Recommendations (only those related to Cos)	Recs addressed to:
		30. Following the feasibility assessment, a contextualized Theory of Change, impact pathways and assumptions should be developed and communicated to partners.	P4P Pilot countries
		31. Need to integrate P4P activities with broader country plans and link them with HGSF/C&V programmes	P4P Pilot countries
		32. WFP should continue to collaborate with partner. If there are supply-side partners, WFP should give them the lead and focus on the demand-side	P4P Pilot countries
		33. Where WFP undertakes capacity building activities related to supply side through partners, it should establish clear measure of costs and capacity building outcome.	P4P Pilot countries
Synthesis Report of the Evaluation Series of WFP's Emergency Preparedness and Response (2012-2015)	Strategic Evaluation	34. More WFP staff and financial resources should be directed towards emergency preparedness and EPR capacity enhancement of non-government partners and national authorities for improved response efficiency. WFP should also advocate for increased donor funding for development.	All COs

Source: Copies of WFP Evaluation Reports, most of which are available from <http://executiveboard.wfp.org/board-documents>

Table 2: UNDAF Ethiopia 2012-2015 Mid-Term Review (MTR)

Criteria	Conclusion
Relevance	UNDAF objectives as defined in the UNDAF and UNDAF Action Plan were relevant to the needs and priorities of Ethiopia's Growth and Transformation Plan over the past two years and were found to be well aligned with the MDGs. The UN was seen as a relevant and trusted partner by the government, and was well appreciated for its focus on technical assistance, policy development support, and support with service delivery. The latter of these reflects a continued role for the UN in areas where government capacities remain inadequate. The UNDAF's programming in regard to the UNDAF crosscutting priorities is also relevant to the existing and emerging needs of Ethiopia.
Effectiveness	UNDAF comprised of four pillar areas, each of which has made notable contributions to enhance local and national government capabilities with explicit attention to technical assistance and policy development and delivered in an integrated, multi-sectoral approach. Achievement as noted by the four UNDAF reflects consistently good progress according to the M&E framework set out by the UNDAF Action Plan. Most objectives which could be measured at the mid-term stage as defined in the UNDAF Action Plan are either fully on-target (51%) or close to target (44%). However, the UN Pillar Groups missed opportunities to set out a more complete M&E matrix after two years of programming, and some progress is difficult to measure due to a lack of data or poorly defined targets. These have impeded UN's ability to measure progress towards outcomes in Ethiopia. Out of 250 indicators in the UNDAF Action plan, roughly 38% could not be measured.
Efficiency	The MTR highlighted some important value-for-money and efficiency gains through the harmonization efforts of Delivering as One (DaO), most notably in regard to operations and procurement. There remains a scope for additional efficiency gains in these areas. While the UN and its key stakeholders invest considerable time and

	resources in planning and reporting, they typically under-invest in analysing the results of UN investments and managing for results. The absence of systematic approaches to pilot interventions reduces the potential cost-effectiveness of its investments. In spite of some efforts for the development of valuable joint programmes, these were often not accompanied by corresponding efficiency improvements, but rather led to additional efforts in planning and coordination, with few gains noticed by government partners.
Sustainability	While there are some strong examples of sustainable programmes in place at the midterm stage, there was insufficient explicit attention to sustainability of results in the UNDAF. While capacity building was central to most programs, the absence of a common understanding, clear strategy, and systematic approach to capacity building contributed to its mixed performance in supporting sustainable capacity building results.
Coherence	<p>The UNCT through DaO has developed a strong team atmosphere with good communication and coordination with most UN partners and development partners. The UN has played multi-faceted role in Ethiopia, with the RCO taking on some broader coordination efforts which have been applauded by government actors. Its niche – i.e., the role(s) in which it has greatest comparative advantage will continue to be driven by its balance of service delivery, policy support and technical assistance to government. Clear and appropriate frameworks across pillars to assess pilots and the strength of capacity building across each of these areas will be critical to meaningful assessment and UN’s ability to claim success. This includes the need for systems to track the transformation away from service delivery to demonstrate how the next UNDAF hands these elements over to government. UN has made some modest progress in harmonizing its work through Joint programmes in Ethiopia, and efforts continue in this regard. UN has developed some internal coordination structures, although some of these are not quite seen as mature, and require additional tweaking to ensure relevance and coherence.</p> <p>The UNDAF has seen mixed results in terms of generating increased financial support for its programs over the two years: the joint programming and One-fund modalities have not captured the imagination of donors, partially due to poor communication on joint results and limited use of social media. It is noted that government partners need to be equal participants in resource mobilisation in order to see any real improvements in this regard.</p>
Recommendations:	
<ol style="list-style-type: none"> 1) It is suggested that the UN Communications Group take a more active role alongside the RCO to share important programmatic and operational results with partners 2) Government partners are encouraged to be more active in Joint Resource mobilisation for the One Fund 3) The UN should lead training on UNDAF programming principles, particularly on complementarity between gender, human right and the environment. 4) The UNCT through the IAPT should define guidelines for pilot programmes, and develop clear guidance on measuring capacity development and quality so that a common understanding can emerge across Pillars 5) The UNDAF M&E plan should simplify its use of indicators and do more to track resources across agencies. 6) The UN in Ethiopia should work to better define sustainability strategies as well as transferring service delivery to government partners 7) The UNCT and IAPT should seek innovative ways of carrying out joint tasks and meetings” 	

Source: Extract from *UNDAF 2012-2015 mid term review*
<https://erc.undp.org/evaluation/evaluations/detail/5430>

Annex 10: Evaluation Stakeholders and their roles in the Evaluation

Stakeholders/Interest in the evaluation	Participation in the evaluation
A. Internal (WFP) stakeholders	
<p>Country Office Primary stakeholder and responsible for country level planning and operations implementation, it has a direct stake in the evaluation and will be a primary user of its results in the development of the new Interim Country Strategic Plan, Country Programme and in programme implementation.</p>	CO staff will be involved in planning, briefing, workshops/feedback sessions at the beginning, as key informants will be interviewed during the main mission, and they will have an opportunity to review and comment on the draft ER, and management response to the CPE.
<p>Regional Bureau WFP Senior Management and the entire Regional Bureau have an interest in learning from the evaluation results because of the strategic and technical importance of Ethiopia in the RB's portfolio.</p>	RB staff will be key informants will be interviewed during the main mission provide comments on the Evaluation Report and SER and will participate in the debriefing at the end of the evaluation mission. It will have the opportunity to comment on the draft ER, and management response to the CPE
<p>WFP Divisions WFP technical units, including units dealing with programme policy, school feeding, nutrition, gender, cash and vouchers, vulnerability analysis, performance monitoring, gender and capacity development, resilience and prevention, climate and disaster risk, safety nets and social protection, partnerships and governance have an interest in lessons relevant to their mandates.</p>	The CPE will seek information on WFP approaches, standards and success criteria from all units linked to main themes of the evaluation (extensively involved in initial briefing of the evaluation team) with a particular interest in improved reporting on results.
<p>WFP Executive Board Accountability role, but also an interest in potential wider lessons from Ethiopia about evolving contexts and about WFP roles, strategy and performance.</p>	Presentation of the evaluation results at the February 2019 session to inform Board members about the performance and outcome of WFP activities in Ethiopia.
International External Stakeholders	
<p>UN Country Team and International organizations The CPE can used as inputs to improve collaboration, co-ordination and increase synergies within the UN system, and its partners.</p>	The evaluation team will seek key informant interviews with the UN and partner agencies that have been most involved in food security, nutrition, education and capacity development issues. The CO will keep UN partners informed of the evaluation's progress.
<p>Donors WFP activities are supported by a number of donors. They all have an interest in knowing whether their funds have been spent efficiently and if WFP's work is effective in alleviating food insecurity of the most vulnerable.</p>	Involvement in interviews, in reference group/feedback sessions/ report dissemination.
National External stakeholders	
<p>Beneficiary Groups As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective.</p>	They will be interviewed and consulted during the field missions. Special arrangements will have to be made to meet school children.
<p>National Government Partners In all relevant sectors such as Planning, Finance, Education, Health, Agriculture, etc. Those responsible for setting the framework, those who work with WFP in the implementation of the activities on the ground, etc.</p>	Interviews both policy and technical levels and feedback sessions.

Stakeholders/Interest in the evaluation	Participation in the evaluation
The evaluation is expected to enable them to enhance their strategy for collaboration and synergy with WFP, clarifying mandates and roles, and accelerating progress towards replication, hand-over and sustainability.	
Cooperating partners and NGOs WFP's cooperating partners in food assistance.	Interviews both policy and technical levels and feedback sessions.

Source: OEV

Annex 11: Communication and learning plan

When	What	To whom	From whom	How	Why/What level of communication
Internal Communication					
Preparation		CO, RB, HQ	EM	Consultations, meetings, email	Review/feedback For information <i>Consultation</i>
TOR	Draft ToR Final ToR	CO, RB, HQ	EM; CPE Coordinator 34	Emails, Web	Review / feedback For information <i>Operational & Strategic</i>
Inception	Draft IR Final IR	CO, RB, HQ	EM	Email	Review/feedback For information <i>Operational & informative</i>
Desk review/ Analysis debrief	Aide-memoire/PP T	CO, RB, HQ	EM	Email, Meeting at HQ + teleconference w/ CO, RB and HQ	Sharing preliminary findings. Opportunity for verbal clarification w/ evaluation team <i>Operational</i>
Evaluation Report	D1 ER	CO, RB, HQ	EM; CPE Coordinator	Email	Review / feedback <i>Operational & Strategic</i>
Learning Workshop	D1 ER	CO, RB, HQ	EM	Workshop	Enable/facilitate a process of joint review and discussion of findings, conclusions and recommendations from D1 ER <i>Operational & Strategic</i>
Evaluation Report	D2 ER + SER only	CO, RB, HQ	EM; CPE Coordinator	Email	Review / feedback (EMG on SER) <i>Strategic</i>
Post-report/EB	2-page evaluation brief	CO, RB, HQ	EM; CPE Coordinator	Email	Dissemination of evaluation findings and Conclusions <i>Informative</i>
Lessons Learned Event	SER/PPT	COs, RB, HQ	EM	Meeting	Dissemination of evaluation findings and presentation of lessons learned for other COs
Throughout	Sections in brief/PPT or other briefing materials	CO, RB, HQ	CPE Coordinator	Email, interactions	Information about linkage to CPE Series as opportunities arise <i>Informative & Strategic</i>
External Communication					
TOR	Final ToR	Public	OEV	Website	Public information
Reporting,	Final report; SER; Management Response	Public	OEV and RMP	Website	Public information
Evaluation Brief	2-pager brief	Board and Public	OEV	Website	Public information
Executive Board	SER	Board	OEV & RMP	Formal presentation	For EB consideration

Source: OEV

34 CPE coordinator is responsible for the 2nd level quality assurance review

Acronyms

AAP	Accountability to Affected Population
C&V	Cash and Vouchers
CBT	Cash Based Transfers
CPE	Country Portfolio Evaluation
CS	Country Strategy
EM	Evaluation Manager
EMOP	Emergency Operations
EQAS	Evaluation Quality Assurance System
ETC	Emergency Telecommunications Cluster
FFA	Food For Asset
FFE	Food For Education
GEEW	Gender Equality and Empowerment of Women
GDP	Gross Domestic Product
GFA	General Food Assistance
GNI	Gross National Income
GVB	Gender based violence
HQ	WFP Headquarters
IASC	Interagency standing committee
IAHE	Inter-Agency Humanitarian Evaluation
IDP	Internally Displaced Person
ICRC	International Committee of the Red Cross
ICSP	Interim Country Strategic Plan
IFAD	International Fund for Agricultural Development
IOM	International Organization for Migration
IRM	Integrated Road Map
M&E	Monitoring and Evaluation
MOE	Ministry of Education
NGO	Non-Governmental Organization
ODA	Official Development Assistance
OEV	Office of Evaluation
P4P	Purchase for Progress
PSPN	Productive Safety Nets Programme

PRRO	Protracted Relief and Recovery Operations
RB	Regional Bureau
RBN	Regional Bureau in Nairobi
SDGs	Sustainable Development Goals
SOs	Special Operations
Sq.km	Square kilometres
TOR	Terms of Reference
UNICEF	United Nation Children's Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNSWAP	United Nations System wide Action Plan for Gender
WFP	World Food Programme
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women