



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation
Measuring Results, Sharing Lessons

TERMS OF REFERENCE EVALUATION OF UPDATE OF WFP'S SAFETY NETS POLICY (2012)

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1. Background

1.1 Introduction

1. Policy Evaluations focus on a WFP policy and the operations and activities that are in place to implement them. They evaluate the quality of the policy, its results, and seek to explain why and how these results occurred.
2. The Terms of Reference (TOR) are for the evaluation of the current **Update of WFP’s Safety Nets Policy: The Role of Food Assistance in Social Protection (2012)**¹, approved by WFP Executive Board in June 2012. The update identified that “while a range of considerations set out by that paper are still relevant, various global and internal developments have generated the need to revisit the existing policy framework”² – in particular, the complexity and compound-nature of risks that populations faced.
3. The TOR were prepared by Deborah McWhinney, Evaluation Manager in the WFP Office of Evaluation with inputs from a Research Analyst, Ramona Desole, and based on a document review and consultations with stakeholders.
4. The purpose of these TOR is to provide key information to stakeholders about the proposed evaluation, to guide the evaluation team and specify expectations that the evaluation team should fulfil. The TOR are structured as follows: Chapter 1 provides introduction and information on the context; Chapter 2 presents the rationale, objectives, stakeholders and main users of the evaluation; Chapter 3 presents an overview of WFP’s policy and the activities to implement it, and defines the scope of the evaluation; Chapter 4 spells out the evaluation questions, approach and methodology; Chapter 5 indicates how the evaluation will be organized.
5. The evaluation is scheduled to take place from April 2018 to March 2019. It will be managed by WFP’s Office of Evaluation (OEV) and conducted by an independent evaluation team. The evaluation report will be presented to the WFP Executive Board in June 2019.
6. The annexes provide additional information on the evaluation timeline, a long list of countries proposed for field missions, characteristics of social protection and safety net programmes, and a mapping of safety net-related outcomes in the last two Strategic Results Frameworks and the Corporate Results Framework.

1.2 Context

7. International support to governments to strengthen social protection systems has been on-going for the past few decades. Organizations like the World Bank, ILO, UNICEF and DFID have been assisting governments to develop and strengthen their social protection systems across a broad spectrum of activities. WFP’s activities in this area are also well-established and have focused on assisting governments to improve the food security and nutritional status of specific food insecure individuals through transfers of food and cash, as well as capacity strengthening support and technical assistance.
8. Social protection programmes are typically made up of four key pillars (see Figure 1): “**social assistance** (in the form of social transfers, public works programmes, fee waivers and subsidies), **social insurance**, **social care services** and certain **active**

¹ WFP/EB.A/2012/5-A.

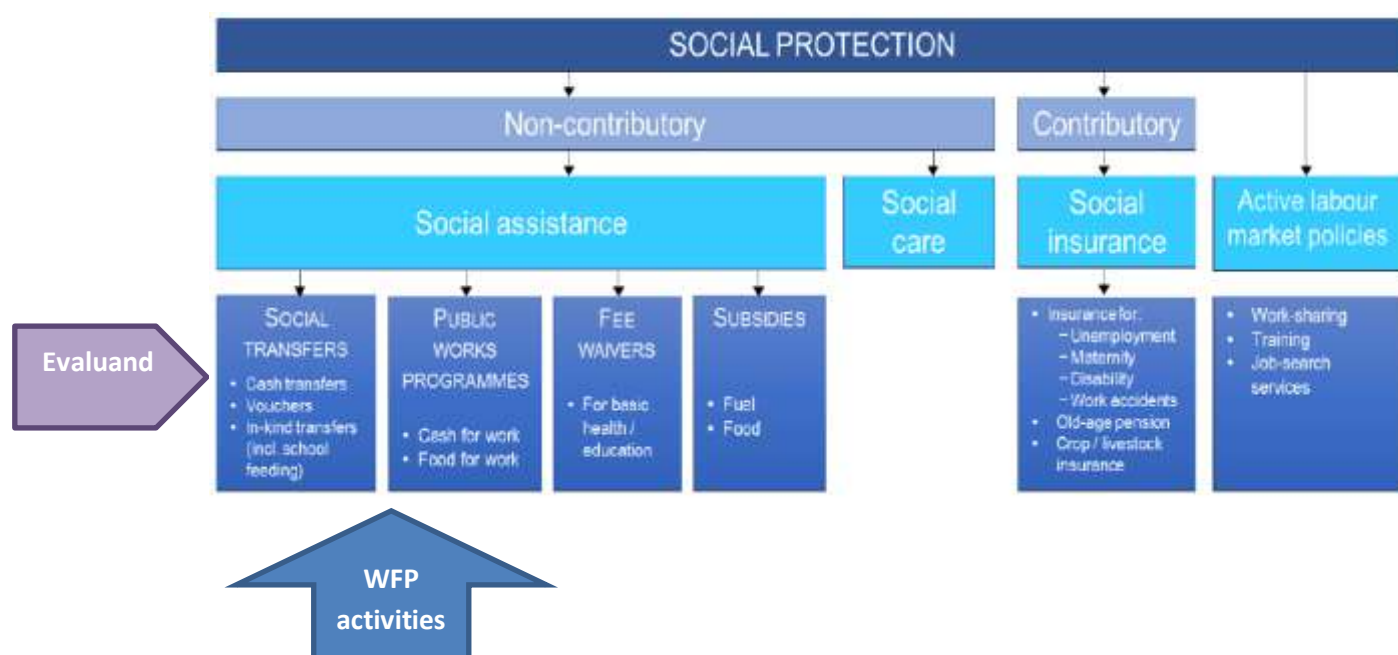
² Ibid, p. 5.

labor market policies.³ As it is an evaluation of the Safety Nets Policy, it will focus on **social assistance** – more specifically, social safety nets (SSNs) or social transfers, “designed to provide regular and predictable support to poor and vulnerable people.”⁴ However, given the inter-relatedness of social assistance with other aspects of a social protection system and programming approaches within WFP, a focus on the broader social protection space will also be required.

9. WFP’s work has evolved from a focus on food-based safety nets and the identification of three main country contexts in 2004 to a broadened scope of work leading up to the 2012 policy update, which included recognition of a more diversified engagement by WFP in safety nets. The intersectoral nature of WFP’s work in this area was acknowledged and placed within the shift from food aid to food assistance.

10. The Update of WFP’s Safety Nets Policy defines safety nets as “*formal or informal non-contributory transfers provided to people vulnerable to or living in poverty, malnutrition and other forms of deprivation.*”⁵ The policy update refers to the accepted standards that categorize safety net transfers in three ways: social transfers that are conditional, those that are unconditional and public/community works. WFP does not typically implement fee waivers, subsidies, social insurance or active labor market policies. However, the use of insurance in multi-pronged initiatives, such as R4 (Rural Resilience Initiative), may be examined.

Figure 1: Typology of Social Protection programmes



Source: Oxford Policy Management 2018, p. 7

11. The list of countries with safety net programmes⁶ has doubled from 72 in 2000 to 149 in 2017⁷. The World Bank estimates that some 69 million people have been lifted out of extreme poverty through social safety nets and that the average cost to

3 Oxford Policy Management, 2017. ‘Shock-Responsive Social Protection Systems Research: Literature Review (2nd edition), Oxford Policy Management, Oxford, UK, 5.

4 World Bank. 2015. The State of Social Safety Nets, Washington, D.C., 7.

5 WFP/EB.A.2012/5-A, p. 8.

6 World Bank’s Atlas of Social Protection Indicators of Resilience and Equity. 2017a. The World Bank report does not include social insurance or social care.

7 World Bank 2017a, p. 1.

government is currently at 1.6% of GDP, with wide variation by region and country⁸. Despite this, coverage of safety nets programming is far from universal. The World Bank data show that only one-third of the poor globally are included in safety nets programmes and in some low-income countries where income, consumption, and poverty gaps are greater⁹, as little as 19% of the poor are included. Where safety nets coverage is closer to adequate, poverty headcount and income and consumption inequalities are reduced.¹⁰

12. The concept of a social protection “floor” has gained traction internationally¹¹ in recent years, which argues for the establishment and maintenance of minimum levels of universal social protection¹². It was included as one of the targets to measure the achievement of SDG 1 – ‘End poverty in all its forms everywhere’. Target 1.3 requires that countries: *Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.*¹³

13. In part, the international donor community is focused on SP because of generally positive results from over 160 impact evaluations carried out on projects and programmes across the developing world. These studies have consistently reported significant benefits in household and productive assets and livelihoods development; education expenditures at primary and secondary levels; spending on child health; delayed sexual debut and reduced HIV risk; food security, dietary diversity and consumption of nutritious; financial inclusion; happiness, self-esteem, and well-being.¹⁴¹⁵

14. Despite these positive developments, there remains considerable negative impact on communities when shocks occur and individuals find themselves lacking sufficient resilience to adapt, absorb or transform in the face of the shock. In the past decade, there has been increased work to increase the coverage of social protection systems, as well as to strengthen “adaptive social protection systems” – those that are able to respond adequately to mitigate the effects when climate or disaster-related shocks occur.

15. This approach includes the notion of “shock-responsive social protection systems”, which can prevent or respond to large-scale shocks – including those that may trigger a humanitarian response.¹⁶ Increasingly, WFP Country Offices (COs) have adopted this language in their programming but are doing so in the absence of a clear corporate position on this subject.

16. In recent years within WFP, there has been a trend of increasing use of cash-based transfers to address hunger in places where food is available but food insecure

8 Ibid, p. 3

9 Ibid, p. 8.

10 World Bank 2015: 48, Bastagli 2014: 30, 88-94.

11 International Labour Organisation (ILO) Recommendation 202, Devereux 2015: 14)

12 To guarantee basic social services and a minimum level of income throughout the life cycle and inclusive of particular provisions for maternity and for children’s health and nutrition. See ILO Recommendation 202 at http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:R202

13 <https://sustainabledevelopment.un.org/sdg1>

14 Abu Hamad et al 2017, Bailey and Harvey 2017, Bastagli et al 2016, Davis et al, 2016, World Bank 2017a.

15 One area in which impacts are not conclusively established is that of nutrition interventions (Hidrobo et al 2018: 92, Alderman 2014, Fenn 2015, Davis et al 2015), in part because of a diverse set of indicators (e.g., protein intake, micronutrient intake, dietary diversity indices) that are difficult to compare even when generally showing positive results (Hidrobo 2018: 91). While food security, expenditure, consumption and dietary diversity indicators routinely improve, nutrition indicators appear more subject to context and to the particular conditions of the SP (Fenn 2015, Bailey 2012, Bailey and Hedlund 2012, Gentilini 2014, World Food Programme (hereafter WFP) 2017).

16 O’Brien, Scott, Smith, Barca, Karda, Holmes, Watson, Congrave; Oxford Policy Management. January, 2018. Shock-responsive Social Protection Systems Research: Synthesis Report., p. ii.

individuals lack the funds to purchase it. More than 30 percent of WFP's support to beneficiaries worth 1.3 billion USD (83 projects in 60 countries¹⁷) was in the form of cash-based transfers in early 2018.¹⁸ Work being done to assess the impact of on areas like improved nutritional outcomes, for example. However, there is somewhat limited evidence of the impact of cash on improvements to gender equality and women's empowerment outside of Latin America.¹⁹

17. The Integrated Road Map (IRM), approved by the Executive Board at the Second Regular Session of 2016 marks a turning point for the organization. The four IRM components - the new Strategic Plan, Policy on Country Strategic Plans, Financial Framework Review and Corporate Results Framework - represent foundational elements that define a new organizational direction for WFP for the 2017-2021 period. The Policy on CSPs defines a new programmatic framework within which longer-term, more predictable programming is possible. This provides an enabling environment for development interventions generally and safety nets interventions more specifically. WFP COs must tag each intervention in relation to one of three focus areas – crisis response, resilience-building or root causes. There is no clear correlation between safety nets and one of these focus areas but most of WFP's support to social protection systems is tagged as either 'resilience-building' or 'root causes'.

2. Reasons for the Evaluation

2.1 Rationale

18. WFP's policy on the formulation of corporate policies specifies that they should be evaluated within four to six years of implementation to assess the quality and effectiveness of the policies. Since its publication in June 2012, the Update of **WFP's Safety Nets Policy: The Role of Food Assistance in Social Protection** is now in its 6th year. For that reason, OEV decided to include it in its 2018 Annual Programme of Work.

19. The investment in WFP's social protection work generally has increased since the Strategic Plan 2017-2021 was adopted. Updated Guidance was produced in 2017, a series of 15 social protection case studies were published, the unit managing these issues at HQ has grown to a team of 6 and the first WFP Global Social Protection Meeting was held in March 2018. There are also plans to develop a new Social Protection Policy. These factors indicate a certain level of maturity of the function and make this evaluation a timely one to inform continued systems innovation and CSP development and implementation.

2.2 Objectives

20. Policy evaluations serve the dual objectives of accountability and learning.

21. **Accountability** – The evaluation will assess and report on the quality and results of the policy, its associated guidance and activities to implement it. A management response to the evaluation recommendations will be prepared and the actions taken in response will be tracked overtime.

22. **Learning** – The evaluation will determine the reasons why certain changes occurred or not, to draw lessons, derive good practices and pointers for learning. It will

¹⁷ 49 percent was unrestricted cash; 51 percent was restricted.

¹⁸ Valerie Guarneri, Informal Consultation with the Executive Board, February 2018.

¹⁹ The Gender Office has commissioned a study of the potential of cash-based interventions to promote gender equality and women's empowerment in May 2018. The study outline includes reference to evidence gaps in section 2.3.2.

provide evidenced-based findings to assist in decision-making around further implementation and eventual development of a new policy on social protection.

23. The evaluation will be retrospective in order to document how safety nets interventions have worked since the policy was approved in 2012. It will also consider the current context of the Integrated Road Map and how WFP can best position itself to deliver on its social protection-related aspirations and commitments.

24. Findings from this evaluation will be actively disseminated and OEV will seek opportunities to present the results at internal and external events as appropriate.

2.3 Stakeholders and Users of the Evaluation

25. Given that safety nets are mechanisms with a wide range of connection points rather than a specific programming area, there is a range of internal and external stakeholders who play a key role in activities that are considered safety nets, as well as broader social protection interventions.

26. The primary intended users of the evaluation are WFP senior leadership, policy-makers and programme designers at HQ, Regional Bureau (RB) and Country Office (CO) levels. The Safety Nets and Social Protection Unit within the Technical Assistance and Country Capacity Strengthening Service of the Policy and Programme Division is key user of this evaluation. Other key HQ-based users in the Policy and Programme Division include the Asset Creation and Livelihoods Unit, the Disaster Risk Reduction and Climate Change Unit, the Emergencies and Transitions Unit, the Country Capacity Strengthening and Technical Assistance Service and the Vulnerability Analysis Unit. Other important stakeholders include the Nutrition Division, Gender Office, the Emergency Preparedness and Support Response, Supply, Logistics and Budget Divisions.

27. Potential global stakeholders and users of the evaluation will include humanitarian and development actors, academics, consortia and networks working on issues related to safety nets and social protection (e.g. the World Bank, ILO, UNICEF, DFID, Institute for Development Studies), as well as donor countries and/or their aid/development agencies, national/international NGOs, national governments, regional entities, universities and research institutions.

28. Local community members/leaders where safety nets are being implemented, as well as beneficiaries of these initiatives, are key stakeholders.

29. WFP colleagues from the key Divisions and offices listed above will be asked to be members of a small Internal Reference Group (IRG). This IRG will act in an advisory capacity to the Evaluation Manager and will play an active role in debriefing sessions and in commenting on draft documents produced by the evaluation team. External experts from academia, research institutes, donor organizations, international NGOs and foundations with a focus on safety nets programming will be invited to be members of an Expert Advisory Panel. Attention will be paid to ensure gender balanced and gender-competent reference groups and Advisory Panel.

30. The inception report will include a more in-depth stakeholder analysis. The evaluation team will be asked to further deepen the stakeholder analysis through the use of appropriate tools, such as gender-sensitive accountability maps, power-to-influence or stakeholder matrices.

31. It is expected that the results (findings, conclusions and recommendations) of the evaluation will be used to strengthen the quality of safety nets programming in the

Country Strategic Plans and contribute to the development of WFP’s policy framework in the area of social protection.

3. Subject of the Evaluation

3.1 Update of WFP’s Social Safety Nets Policy: The Role of Food Assistance in Social Protection

32. In 2004, a policy titled, *WFP and Food-based Safety Nets: Concepts, Experiences and Future Programming Opportunities*²⁰ was approved by the Executive Board. This paper set out a conceptual framework for WFP’s support for safety nets, including key principles for designing safety net programmes. These principles included:

- integration into broader national contexts, policies and programmes
- targeting those most in need of a transfer
- available in periods of need
- taking a long-term perspective
- being as predictable as possible
- being as productive as possible

33. The 2004 policy also described 3 national contexts on a spectrum of social protection work: transitioning to, establishing or strengthening a national social protection system. A given country’s location on that spectrum would determine the intervention that WFP considered supporting.

Figure 2: Roles for WFP in Relation to Safety Nets

Model	A: Transitioning	B: Establishing	C: Improving Roles for WFP
Roles for WFP	<ul style="list-style-type: none"> ▪ advising governments on food security issues (SP5) ▪ advocating for food-based safety nets (SP5) ▪ building partnerships (SP5) ▪ demonstrating interventions and targeting techniques, such as VAM, for safety nets (SP2 and SP5) 	<ul style="list-style-type: none"> ▪ participating in the design of safety nets (SP5 and SP2) ▪ participating in the implementation of safety nets through WFP programme activities (SP2) 	<ul style="list-style-type: none"> ▪ filling gaps in safety nets (SP2) ▪ modelling and piloting improved interventions (SP5 and SP2) ▪ advocating on behalf of the hungry poor (SP5)

Source: WFP and Food-based Safety Nets: Concepts, Experiences and Future Programming Opportunities

34. In 2009, WFP produced an Occasional paper entitled, *Unveiling Social Safety Nets*,²¹ which would imply that WFP’s work in this area was somewhat hidden at the time. This paper acknowledged the controversial nature of the term ‘social safety nets’

²⁰ WFP/EB.3/2004/4-A.

²¹ Gentiloni, U. and Omamo, S.

and debates about the modalities needed to implement them effectively (e.g. conditionalities and the politics of targeting). They also set out to clarify terminology through a series of ‘Messages’, including:

- Social protection is a broader concept than safety nets.
- All countries have some form of social protection, but models differ greatly.
- Social protection policy cannot be formulated in isolation.
- Social protection raises important institutional, financial and administrative challenges.
- Specific implementation issues inspire lively debate.

35. The Office of Evaluation commissioned a *Strategic Evaluation of WFP’s Role in Social Protection and Safety Nets*²² in 2010, which was presented to the Executive Board in the May Annual Session in 2011. The evaluation found that WFP had been contributing in the areas of social protection and safety nets – particularly in certain activities – but that “institutionalizing these approaches more broadly within WFP will require changes in the way WFP operates, and increased efforts to build WFP’s organizational and staff capacity.”²³

36. WFP’s work in social protection and safety nets was seen as relevant and effective and,

as having the potential to go beyond life-saving towards building resilience and promoting livelihoods, especially when traditional WFP instruments were combined with new approaches – such as school feeding linked to local or national agricultural production or take-home meals, the establishment of rice banks or grain reserves, and food- and cash-for-work projects that develop capacity for disaster resilience – and when projects are well targeted, of sufficient direction and linked to government priorities.²⁴

37. The fundamental characteristic of a safety net is the predictability of the transfer, sustainability through government ownership and timeliness. There was evidence identified during the evaluation of challenges for WFP in these areas. Projects supporting social transfers were, at times, too short-term and faced pipeline breaks, thereby failing to meet the fundamental predictability requirement. The evaluation recommended that WFP “focus its social protection and safety net efforts on its comparative advantages...[while] emphasis should remain on contributions to food-based safety nets through operational and non-operational activities.”²⁵ The evaluation also recommended that WFP focus on contributing to the development of national social protection systems and do so while adhering to good practice standards in the area of social protection. WFP Management agreed with all six recommendations made in this evaluation.

38. In April 2012, eight years following the approval of WFP and Food-based Safety Nets and one year after the strategic evaluation, the **Update of WFP’s Safety Nets Policy: The Role of Food Assistance in Social Protection** was approved by the Executive Board. WFP was heavily engaged in providing support through safety nets by that time. The Policy Update intended to, “clarify the concepts of safety nets and social protection and to illustrate how these relate to WFP’s activities, while laying out

22 WFP/EB.A/2011/7-B

23 Ibid, p. 3.

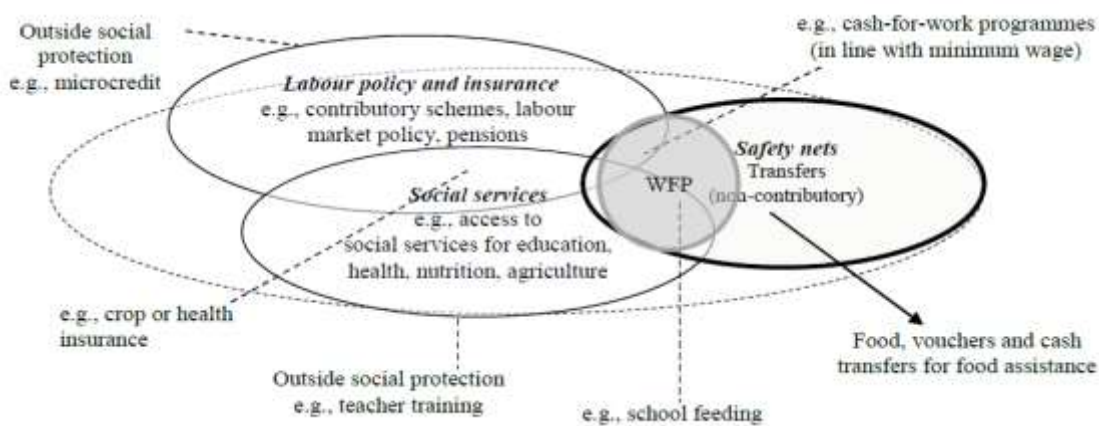
24 Ibid, p.3.

25 Ibid, p. 14.

roles, opportunities and challenges for WFP in supporting and enhancing national safety net systems.”²⁶

39. The Policy Update reiterated the fundamental principles to inform WFP’s work in safety nets for food security and nutrition and restated the definitions of safety net transfers (conditional, unconditional, public/community works). A considerable amount of WFP interventions at that time could be classified as safety nets, often operating at the intersection between social services, safety nets and employment programmes.

Figure 3: Social protection components



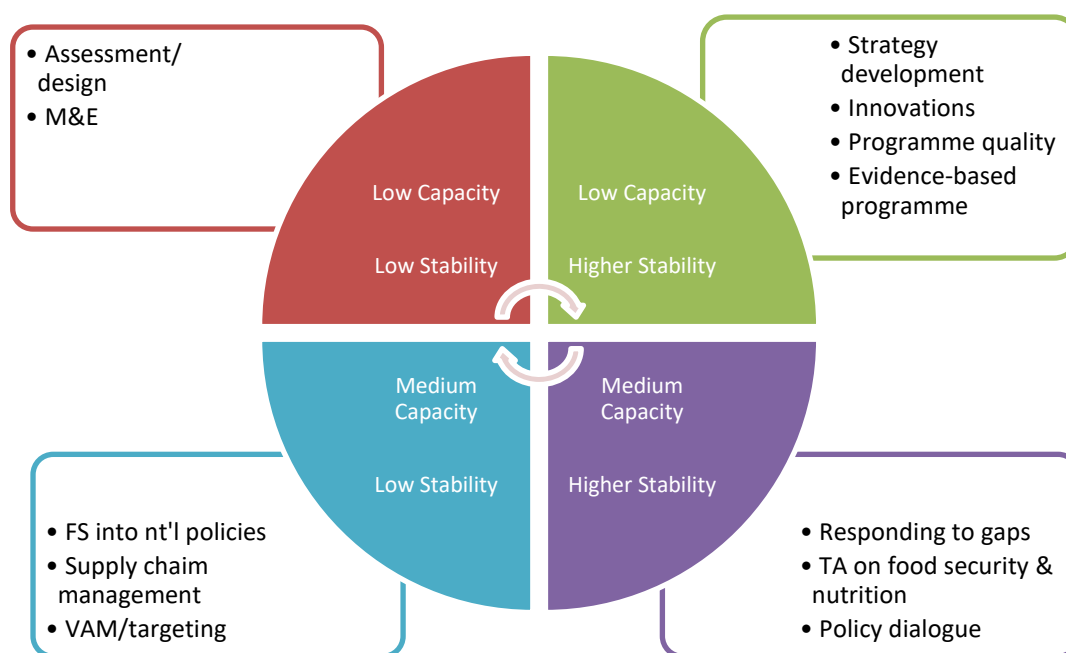
Source: Update of WFP’s safety nets policy (WFP/EB.A/2012/5-A)

40. The emphasis on support to strengthen national systems was identified in the Policy Update (para 14) but the challenges in doing so in certain contexts was also highlighted. The provision of technical assistance and country capacity strengthening in the area of social protection has developed considerably since the Update was approved in 2012.

41. The Update also expanded the definition of scenarios from 3 in the original policy to five and described potential roles for WFP in these various scenarios. The scenarios plot countries on a graph according to their levels of stability and capacity. The fifth scenario, which is not shown, is high stability and capacity.

²⁶ Policy Update, p. 6.

Figure 4: Social protection scenarios and potential roles for WFP



Source: Update of WFP's Safety Nets Policy (para 19-28).

42. The Policy update included 'guiding principles' for safety nets work and provided a range of programme choices, including: targeting; conditionality considerations; transfer selection/modalities; and institutional coordination and flexibility.²⁷ The Update restates that "providing non-contributory food or cash-based transfers for food assistance purposes is...an important function of safety nets as defined internationally. Therefore, WFP can play an important role in safety nets, and thereby in social protection, but one that is limited to food assistance activities."²⁸ Following this statement, the Update goes on to list a series of priorities for WFP's work in this area:

- i. technical support and practical expertise for safety nets
- ii. embedding food security and nutrition objectives into safety nets
- iii. supporting governments to build safety nets
- iv. strengthening institutional mechanisms
- v. evidence-based reviews of safety nets (assessments, evaluations)
- vi. strategic partnerships for safety nets
- vii. mobilizing resources
- viii. strengthening institutional decision-making²⁹

43. The evaluation team will be asked to define these areas as they relate to WFP and map the activities, programmes, initiatives and modalities that are included in each. This will form the theory of change to be used to assess the results achieved rather than evaluating the achievement of results as defined by different programmatic interventions (e.g. school meals, food assistance for assets).

44. The two sets of Guidance documents – produced in 2014 and 2017 – will be included as part of the evaluand.

²⁷ This included a discussion of emergency preparedness and response, graduation and decentralisation.

²⁸ WFP/EB.A/2012/5.A, p. 25.

²⁹ Ibid, p. 25-27.

3.3 Scope of the Evaluation

45. The evaluation will cover the **Update of the WFP Safety Nets Policy (2012)** primarily focusing on addressing the quality of the policy and its implementation mechanisms, including guidance, tools, technical capacity, resourcing, and policy results and contexts in which they occurred. When assessing the quality of the policy, the evaluation will refer to international benchmarks for policy design in effect at the time of its development. The evaluation will cover the policy implementation period from 2012 to 2017. It will assess results achieved across the eight priority areas defined in the Policy Update.

3.2 Overview of WFP Activities for Policy Implementation

46. There are many WFP policies that refer to safety nets and social protection, including the Disaster Risk Reduction and Management Policy (2009) School Feeding Policy (2013), the Policy on Resilience for Food Security and Nutrition (2015), the Gender Policy (2015), South-South and Triangular Cooperation Policy (2015), Emergency Preparedness Policy (2017), Nutrition Policy (2017), Climate Change Policy (2017) and the draft Urban Policy (2018). This highlights the inter-sectoral natures of the evaluand.

47. As safety nets are a mechanism (a transfer) rather than a program area for WFP, they are difficult to identify and measure. A review of the 2012 Policy Update and related Guidance from 2014 and 2017 indicates that WFP’s projects/interventions implemented using social protection or safety net approaches are not necessarily ascribable to a single project/activity, but rather to a plurality of interventions/activities. Further, the Policy Update does not include results statements or indicators against which progress can be measured (see section 4.2 – Evaluability Assessment). Nevertheless, the activity areas can be presented in the following way, - particularly to distinguish them from WFP’s emergency response activities (see Figure 5).

Figure 5 – Generalized areas of WFP intervention and support

	<i>Social safety nets/Social Protection</i>	<i>Emergency response</i>
Definition/ characteristics	Longer-term Sustainable Predictable Gov’t-led	Short-term Ad hoc Life-saving Direct implementation
WFP Activities	School Feeding/School meals Food Assistance for Assets Food Assistance for Training Nutrition-specific Country Capacity Strengthening	General Food Assistance Nutrition-specific/nutrition-sensitive School meals
Modalities	<i>Food, cash, vouchers, Technical Assistance</i>	
Contexts	5 scenarios described in 2012 policy	Crisis
	Potential to build/strengthen safety nets during emergency response	

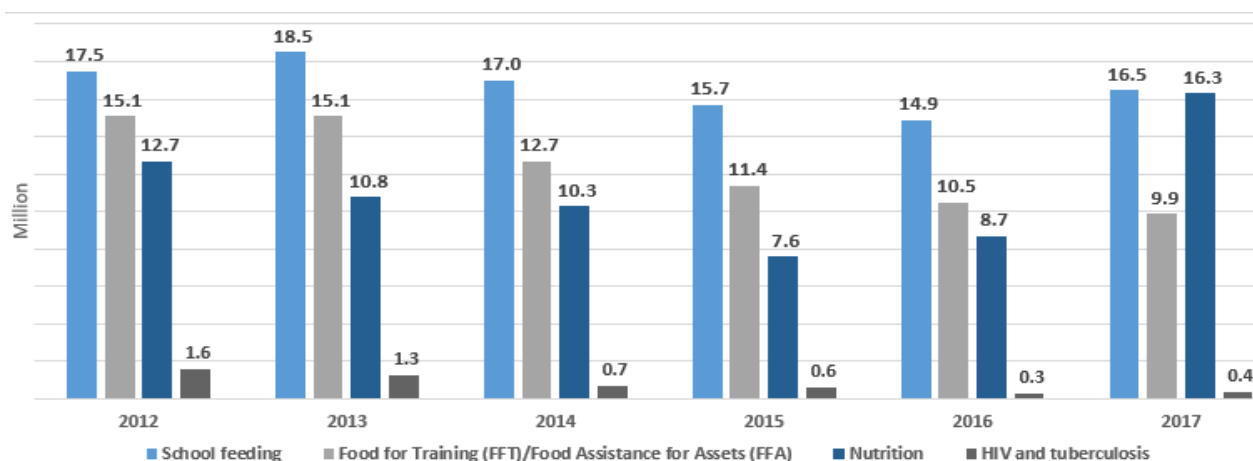
Source: Office of Evaluation

48. As there are no specific results statements in the Policy Update, a reconstruction of a theory of change for the Policy implementation will be a fundamental component of this evaluation. This will establish a clear conceptual framework for the analysis of results achievement.³⁰

49. The generalized information in Figure 5 is a simplification that hides many exceptions. A recent qualitative assessment of SPRs from 2016 carried out by the Safety Nets and Social Protection Unit identified a huge range of activities that could be qualified as 'support to social protection'³¹ but also activities in the same programmatic area that could not be qualified as such.

50. For example, 60 of the 69 countries had school feeding interventions that could be classified as safety nets; 9 did not - largely because they were in unstable, crisis-ridden environments with no stable government. In the broader social protection space, food assistance for assets is considered to be a safety nets transfer but isn't always provided in support of government-led, predictable social assistance.

Figure 6 – WFP beneficiaries by programme and year



Source: Annual Performance Report 2012-2016.³²

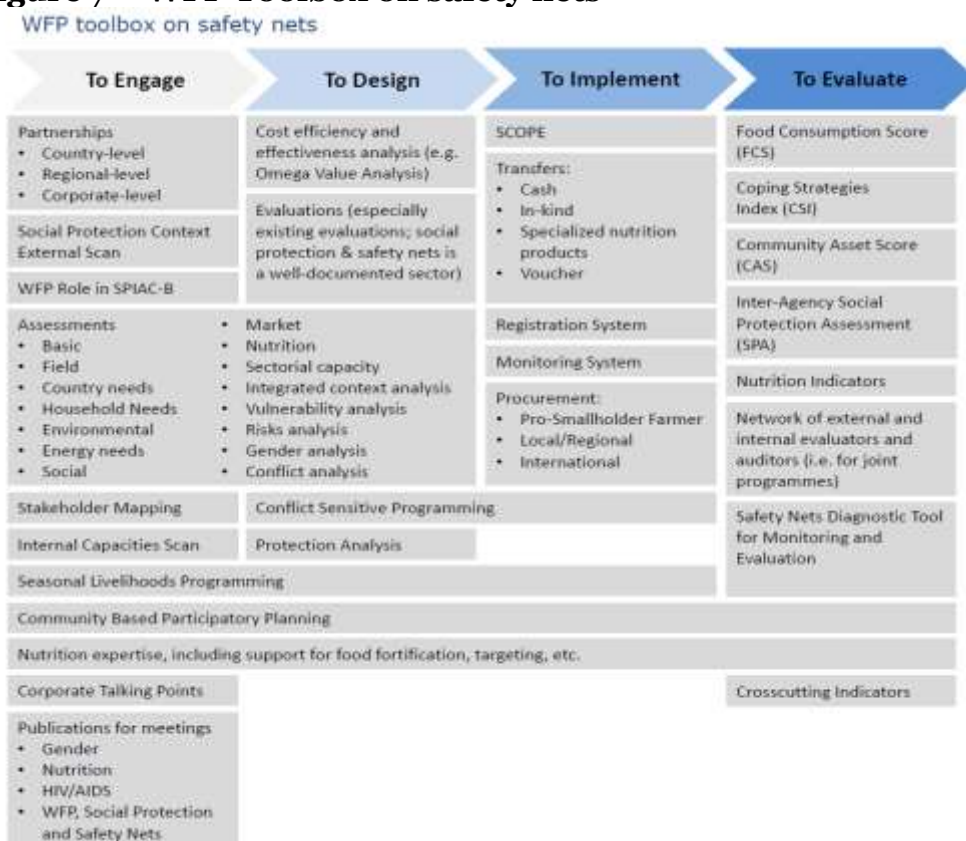
51. The Guidance produced in 2014 following the Policy Update provided an extensive number of tools to assist COs to implement safety nets. A Toolbox was mapped according to the stages of the project cycle. These tools will also be assessed for their effectiveness and utility.

³⁰ This should not be confused with the Social Protection Theory of Change that was prepared by OSZIS (Safety Nets & Social Protection Unit) in January 2016 under the guidance of Performance Management and Monitoring Division (RMP) who was coordinating Theory of Change development for the new Corporate Results Framework.

³¹ Criteria used to define 'safety nets' developed by the Safety Nets and Social Protection Unit to include: i) stable programmes where WFP had intervened for at least 2 years; ii) government involvement of some degree; and, iii) addresses root causes of poverty.

³² School children benefitting from support through WFP-managed Trust Funds have not been included in these figures.

Figure 7 – WFP Toolbox on safety nets



Source: WFP Guidelines, Module B Engagement with Government and Partners 2014

52. This evaluation will build on the analysis carried out by the Social Protection and Safety Nets Unit to identify and assess the results achieved across a range of programmes (school feeding, FFA, FFT, nutrition-specific and nutrition-sensitive interventions, country capacity strengthening), using a different modality and through the lens of the ‘priorities’ listed in the Policy Update.

4. Evaluation Approach, Questions, and Methodology

4.1 Overview of Evaluation Approach

53. The evaluation team will be expected to follow the most rigorous approach possible to maximize the quality, credibility and utility of the evaluation. The evaluation will be summative and forward-looking with an emphasis on relevance, effectiveness, efficiency and sustainability. It will be theory-based using contribution analysis, an approach by which the evaluation can draw a plausible conclusion, within some level of confidence, on whether the policy update and its implementation have made an important contribution to observed results in safety nets.

54. The evaluation will include cases chosen to represent countries with varying degrees of capacity, stability and income. A list of criteria used to guide the selection of a long-list of countries to be considered for field missions has been included in Annex 3 along with the long list of proposed field missions. At least 6 WFP COs will be carefully selected from this list.

55. This evaluation will utilize relevant policy analysis frameworks and organizational performance approaches to construct a theory of change and test assumptions from various levels of the results chain.

56. The evaluation will also include an analysis of human, financial and institutional resourcing arrangements established to implement this Policy Update from 2012-2017.

4.2 Evaluability Assessment

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.

57. A preliminary evaluability assessment conducted to prepare these Terms of Reference includes a richness of corporate policies and guidance on social safety nets. However, the weak performance measurement system – both the lack of results statements in the Policy Update and the absence of dedicated indicators to measure safety nets – means that the data availability from corporate systems is quite weak. As has been mentioned the Safety Nets and Social Protection Unit undertook a detailed qualitative analysis in 2017 based on 2016 SPRs. This is a very rich source of information but it represents only one year of the five that we have included in the evaluation scope.

58. The evaluation is also challenged by the fact that the evaluation scope crosses three Strategic Plans with their respective results frameworks. The evaluation team will be required to identify relevant indicators at different levels between each of these three corporate results frameworks. These will be used to gather evidence of results achieved across the ‘priority areas’ defined in the Policy Update.

59. Many references are made in the Annual Performance Reports 2012-2017 to safety nets, social protection programmes and related activities, highlighting the following key elements:

- School Meals are the main safety net intervention directly implemented by WFP and is one of WFP’s largest programmes;
- Resilience can be built with a view to protecting food security and nutrition and enhancing human and social capital, through various social safety nets such as school feeding, adaptation to climate change, and food assistance for assets);
- Country capacity strengthening is a core element of WFP’s work to support safety nets that improve food security and nutrition outcomes, implemented through: i) service delivery in support of countries to operate safety-net programmes; ii) technical support (capacity development and policy support) for governments, contributing to enhance institutional effectiveness;³³
- Activities supporting resilience and Purchase for Progress (P4P) enable WFP to help communities to develop sustainable food systems;
- Safety nets and care and treatment are interlinked, allowing to assist beneficiaries affected by HIV and tuberculosis (TB) with food, cash, vouchers and nutritional support programmes.

60. The Interim/Country Strategic Plans also provide new sources of information that will complement data from previous operations. Attempts will be made to seek out gender diversified data from all sources.

³³ This includes work being done through the Centres of Excellence in Brazil and China.

61. OEV will ensure that an initial set of relevant background documentation and data sets are accessible to the evaluation team by way of electronic-library.

4.3 Evaluation Questions

62. The evaluation will address the following three questions and sub questions, which will be detailed further in an evaluation matrix to be developed by the evaluation team during the inception phase. Collectively, the questions aim to generate evaluation insights and evidence that will help policy makers make better policies and programme staff in the implementation of policy. The evaluation aims to generate a better understanding of diverse stakeholder perspectives in terms of assumptions and expectations that the policy should meet.

63. **Question 1: How good is the Policy?** The evaluation will compare the policy update, as articulated in 2012, with international good practice, practice of comparators and partners, and other benchmarks to understand whether the policy update was geared towards attaining best results. This includes the degree to which the policy update:

- i) Has a conceptual framework, vision, purpose, outcomes, outputs and activities of continued validity and highlighted gender and broader equity considerations;
- ii) Fully considered the findings, conclusions and recommendations of the 2012 Strategic Evaluation of WFP's Role in Social Protection and Safety Nets;
- iii) Has innovative and strategic focus aligned with similar policies of other humanitarian and development organizations such as: a) UN agencies (e.g. ILO, UNICEF, FAO, UNFPA); b) IFIs (e.g. WB, ADB, IDB); c) development and humanitarian partners (e.g. DFID, EU, Netherlands, DFAT, AECID);
- iv) Reflected good practice and remains relevant in the face of evolving social safety nets concepts and approaches at national and international levels, as well as internal WFP developments, and has continued relevance in view of the SDGs goals;
- v) Is coherent with i) WFP strategic plans (2008-2013, 2014-2017 and 2017-2021) and relevant WFP corporate policies or frameworks, ii) the shift from food aid to food assistance, including coordination mechanisms for social safety nets within WFP (HQ, RB and COs) and iii) policies of other UN partners and host governments; and,
- vi) Is feasible and actionable (practicality of the update).

64. **Question 2: What were the results of the Policy?** The evaluation will collect and analyze information and data on results that can plausibly be associated with the policy update and mechanisms to implement it. The evaluation will identify the main areas in which results were achieved and those that were not achieved and will make the distinction between outcomes as formulated in each Strategic Plan, as well as outside the corporate reporting system. It will assess their diffusion and sustainability. In so doing, the evaluation will generate, to the extent possible, an understanding of the circumstances and factors that contributed to the changes observed in the field in order to establish plausible associations between these occurrences and the stated policy and its implementation measures.

65. Specifically, the evaluation will explore the extent to which there is evidence of results achieved by WFP's interventions in the following areas:

- technical support and practical expertise for safety nets
- embedding food security and nutrition objectives into safety nets
- supporting governments to build safety nets
- strengthening institutional mechanisms
- evidence-based reviews of safety nets (assessments, evaluations)
- strategic partnerships for safety nets
- mobilizing resources
- strengthening institutional decision-making

66. Specific attention will be paid to sex- and age-disaggregated data and gender analysis, as well as evidence of accountability to affected populations.

67. **Question 3: Why has the Policy produced the results that have been observed?** In answering this question, the evaluation will generate insights into the context, incentives or triggers that caused the observed changes (question 2). It will look at circumstances and explanatory factors that resulted from the way in which the policy was developed and articulated (question 1), the way in which it was implemented (e.g. looking at resource issues, technology), and others (e.g. underlying understanding, assumptions etc. that influence behavior), including assessment of:

- i) The stage of development of countries (low income, middle income, conflict and post-conflict contexts), including their stability and capacity levels and exposure to risks;
- ii) WFP internal factors, (e.g. its comparative advantages, clarity of key principles and related guidance, internal capacities and enabling incentives), and external factors (e.g. national ownership, buy-in of WFP's safety net interventions and related partnerships with national and regional stakeholders for social protection);
- iii) Development and use of guidance to implement the policy, including the availability, adequacy, and their application at HQ, RB, CO, monitoring and reporting;
- iv) Human resource capacities and competencies in WFP at HQ, RB, and CO levels, including changes to the way that WFP provides capacity strengthening for improved safety nets;
- v) Financial commitments and prioritization of safety nets interventions, including availability and predictability of regular operational and trust funds;
- vi) Institutional/organizational structures and processes for diffusion and sustainability of capacity in this area.

4.4 Methodology

This evaluation will examine the extent to which gender and equity dimensions are integrated into WFP's policies, systems and processes.

68. The evaluation team will be expected to take a rigorous methodological approach to maximize the quality, credibility and use of the evaluation. The evaluation methodology will systematically address the evaluation questions and sub-questions (in section 4.3 above) in a way that meets the dual purposes of accountability and learning. A theory of change will be constructed to ground the evaluation in a clear

results-based framework. This will be drafted by the external evaluation team and validated through consultation with key stakeholders in the inception phase. Attention will be paid to ensuring that a gender analysis is mainstreamed throughout this process, including in the evaluation questions and indicators.

69. The evaluation will include the following country studies/missions:

Phase	Type of study	Number of countries
Inception	Inception visit	1
Data collection	Field visits	6
	Desk review	6

Source: Office of Evaluation

70. During the Inception Phase, the evaluation team will elaborate the evaluation matrix (as per Section 4.3 above), test and complete the methodology including data collection instruments details as agreed by the Evaluation Manager. The evaluation team will be required to develop strong qualitative data collection methods to inform some of the evaluation questions. The evaluation will follow the OEV's Evaluation Quality Assurance System (EQAS) which provides details on the elements to be included in the methodology, including attention required to gender equality and the empowerment of women.

71. Given that work to support the provision of safety nets to individuals requires a multi-sectoral approach with multiple causal pathways, the evaluation team will use theory-based approaches to understand what works, for whom, in what contexts and why? The evaluation will adopt a mixed method approach combining qualitative and quantitative data and will acknowledge the complexity inherent in any work to strengthen the ability of governments to provide predictable social assistance to individuals who are chronically food and nutrition insecure. The methods to be considered include a detailed document and data review, key informant interviews with a range of WFP's social protection partners and a survey of key stakeholders.

72. A substantial document review will be required to assess the ways in which safety nets have been conceived of, measured and reported on throughout the organization in the past five years. The documents to be consulted include all related WFP policies and their respective approaches to safety nets, all centralized evaluations and corresponding management response that have been published since 2012, country-level and corporate reporting on safety nets-related programming, including to donors and the Executive Board, as well as audit reports.

73. A literature review will include academic work on the topic of safety nets, as well as reporting on the measurement and outcomes of programmes and initiatives to strengthen food security through safety net schemes. There are a considerable number of 'lessons learned' documented through reviews, evaluations and studies by international NGOs and other actors working in this field that will be drawn upon.

74. Country case studies will be developed using a theory-based approach and will rely on various information and data sources to demonstrate impartiality, minimize bias and optimize a cross-section of information sources. As stated in para 52, an initial set of criteria has been defined to inform the selection of WFP offices to be visited. Annex 2 describes the steps that were taken to arrive at this list of countries.

75. The key sources of data were drawn from a recent qualitative assessment of SPRs that include data on social protection programming from 2016 carried out by the Safety

Nets and Social Protection Unit – namely, whether an intervention was government-owned or WFP-implemented, the country’s level of risk as defined by the Index for Risk Management (INFORM)³⁴, availability of data on national safety nets, regional representativeness and evaluative evidence. Additional information from other relevant indicators were also reviewed in the selection process, including: GNI/capita, Human Development Index, Index for Risk and Vulnerability (CIRV-CERF), food consumption score, country visits by the internal and external auditor (see Annexes 2 and 3). A balance between desk studies and field missions will be struck with the final decision on case study locations to be made by the Director of Evaluation.

76. Tools and approaches used by other international organizations will be examined to gather lessons and enhance learning. The policy positions, definitions and directives of donors to safety nets work will also be examined. Gender and diversity-balanced consultations with beneficiaries (focus groups), national governments, UN agencies, donors, NGO partners, WFP staff and outside experts will be conducted to obtain a range of views on WFP’s support for food security and nutrition-sensitive safety nets. Other quantitative and qualitative evaluation tools/methods may be used, such as surveys and/or participatory data gathering methods.

77. Findings will be defined following the triangulation of evidence from different sources of evidence. The sources of evidence will be presented along with the evaluation questions in a detailed evaluation matrix, which will be developed by the evaluation team and included in the Inception Report. An evidence binder will be provided by the evaluation team to the Evaluation Manager.

78. The evaluation will take a participatory approach – integrating feedback from global, regional and country-based actors.

5. Organization of the Evaluation

5.1 Phases and Deliverables

Table 1: Proposed timeline summary of key evaluation deliverables

Phases	Jan-March 2018	April-May 2018	June-Aug 2018	Sep-Oct 2018	Nov 2018-March 2019	April-June 2019	Deliverables
Pre-Phase – Literature review							
Review of existing literature	X						Literature review report
Phase 1 (Preparation)							
Preparation of ToR		X					ToR
Stakeholder consultation		X					
Identify and hire evaluation team		X					
Phase 2 (Inception)							
HQ Briefing eval team			X				Inception Report
Document review			X				
Inception mission			X	X			
Phase 3 (Fieldwork)							
Data collection				X	X		Debriefing presentations
Debriefings after each country visit & Overall debriefing				X	X		
Phase 4 (Reporting)							
Draft reports					X		Stakeholders workshop Evaluation Report Summary Evaluation
Comments and revisions					X		
Phase 5 (Presentation)							
Exec. Board						X	
Management response						X	
EB.A/2018 (June)						X	

Source: Office of Evaluation

³⁴ INFORM is a global, open-source risk assessment for humanitarian crises and disasters. It can support decisions about prevention, preparedness and response.

5.2 Evaluation Component

79. A team leader and team members with appropriate evaluation and technical capacities will be hired to conduct the evaluation. Within the team, the team leader bears ultimate responsibility for all team outputs, overall team functioning, and client relations. The team leader requires strong evaluation and leadership skills, experience with evaluating safety nets, including those with a food security and nutrition focus. His/her primary responsibilities will be (a) setting out the methodology and approach in the inception report; (b) guiding and managing the team during the inception and evaluation phase and overseeing the preparation of working papers; (c) consolidating team members' inputs to the evaluation products; (d) representing the evaluation team in meetings with stakeholders; (e) delivering the inception report, draft and final evaluation reports (including the Executive Board summary report) and evaluation tools in line with agreed EQAS standards and agreed timelines.

80. The team will not have been involved in the design, implementation or M&E of the Update of WFP's Safety Nets Policy nor have conflicts of interest. The evaluators are required to act impartially and respect the UNEG Code of Conduct and Ethics Guidelines. Proposals submitted by evaluation firms to conduct this evaluation will be assessed against their procedures ensuring ethical conduct of their evaluators.

81. The team should have strong capacity in conducting global evaluations that incorporate country level case studies, and the use of mixed methods in evaluation. The team will be required to have a strong experience of policy evaluation and of safety nets/social protection, including analysis and synthesis of both qualitative and quantitative data and information. It will be multi-disciplinary including an appropriate balance of extensive knowledge, skill and expertise in evaluating food security-related safety nets, disaster preparedness and response, nutrition (specific and sensitive), gender equality, equity, organizational change, technical assistance, capacity strengthening and policies. The evaluation team should comprise men and women of mixed cultural backgrounds. During country case studies, core team members should be complemented by national expertise. The team members should be able to communicate clearly both verbally and in writing in English. The team should also have the appropriate language capacity (French, Spanish, Arabic). Office support in data analysis will be required to support the evaluation team members.

82. The evaluation team members should contribute to the design of the evaluation methodology in their area of expertise; undertake documentary review prior to fieldwork; conduct field work to generate additional evidence from a cross-section of stakeholders, including carrying out site visits, collect and analyze information; participate in team meetings with stakeholders; prepare inputs in their technical area for the evaluation products; and contribute to the preparation of the evaluation report.

83. Support will be provided by OEV to collect and compile relevant documentation, not available in public domain, facilitate the evaluation team's engagement respondents and provide support to the logistics of field visits.

5.3 Roles and Responsibilities

84. This evaluation is managed by OEV. Deborah McWhinney has been appointed Evaluation Manager responsible for the evaluation preparation and design, follow-up and first level quality assurance throughout the process following EQAS. Second-level quality assurance, including approval of the TOR, budget, full evaluation report and summary evaluation report will be carried out.

85. The Evaluation Manager has not worked on issues directly associated with the subject of evaluation in WFP in the recent past. She is responsible for drafting the TOR; selecting and contracting the evaluation team; preparing and managing the budget; setting up the review group; organizing the team briefing in HQ; assisting in the preparation of the inception and field missions; conducting the first reviews of evaluation products; and consolidating comments from stakeholders on the main evaluation products. She will also be the interlocutor between the evaluation team, represented by the team leader, and WFP counterparts to ensure a smooth communication and implementation of the evaluation process. An OEV Research Analyst, Ramona Desole, will provide research support throughout the evaluation. A detailed consultation schedule will be presented by the evaluation team in the Inception Report.

86. The Evaluation Manager and/or Research Assistant may participate in the inception or field missions at the discretion of the Director of Evaluation. OEV will ensure the independence of the evaluation, WFP staff will not participate in meetings where their presence could bias the responses of respondents.

87. A smaller Internal Reference Group of subject-matter experts working on safety nets programming will also be created. A larger Consultative Group will be made up of senior WFP staff/Directors at the HQ and RB levels, who will be included in the dissemination of key documents.

88. An Expert Technical Panel will also be struck for this evaluation. The Expert Technical Panel will be composed of individuals with technical expertise and experience with safety nets and social protection from a food security and nutrition perspective, including gender equality concepts and practice.

5.4 Communication

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.

89. Emphasizing transparent and open communication, the Evaluation Manager will ensure consultation with stakeholders on each of the key evaluation phases. The evaluation ToR and relevant research tools will be summarized to better inform stakeholders about the process of the evaluation and what is expected of them. In all cases the stakeholders' role is advisory. Briefings and de-briefings will include participants from country, regional and global levels. Participants unable to attend a face-to-face meeting will be invited to participate by telephone. A more detailed communication plan for the findings and evaluation report will be drawn up by the Evaluation Manager during the inception phase, based on the operational plan for the evaluation contained in the Inception Report.

90. OEV will make use of data sharing software (Dropbox) to assist in communication and file transfer with the evaluation teams. In addition, regular teleconference and one-to-one telephone communication between the evaluation team and manager will ensure continued discussion on a range of issues.

91. Main deliverables during the evaluation phase will be produced in English. Should translators be required for fieldwork, the evaluation team will make the necessary arrangement and include the cost in the budget proposal. OEV will organize a stakeholder's workshop after field work to discuss the draft evaluation findings, conclusions and recommendations.

92. The Summary Evaluation Report together with Management Response will be presented to WFP's Executive Board in all official UN languages in June 2019. OEV will ensure dissemination of lessons through the annual evaluation report, presentations in relevant meetings, WFP internal and external web links. The COs and RBs are encouraged to circulate the final evaluation report to external stakeholders.

5.5 Budget

93. The evaluation will be financed from OEV's Programme Support and Administrative budget.

Annex 1 – Timeline: Evaluation of the Update of WFP’s Social Safety Nets Policy

	Timeline	By Whom	
Pre-Phase – Literature review			Feb-Mar 2018
	Outline of literature review submitted for comments	EM	21/02/2018
	Final literature review submitted	EM	20/03/2018
Phase 1 - Preparation			April – May 2018
	Document and data collection (e-library)	RA	06/04/2018
	Desk review. Draft 1 TORs submitted to QA2.	EM	13/04/2018
	Comments on draft 1 returned to EM; revisions	QA2	18/04/2018
	DoE clearance for circulation of TORs to IRG, ERG, Expert panel	DOE	11/05/2018
	Comments returned to EM	RA/EM	25/05/2018
	Revise draft TOR based on WFP feedback	EM	29/05/2018
	Final TOR sent to WFP Stakeholders & LTA firms	EM	30/05/2018
	Contracting evaluation team/firm	EM	15/06/2018
	Establishment of Governance Structure	EM	01-15/06/2018
Phase 2 - Inception			June - Aug 2018
	Team preparation prior to HQ briefing (reading Docs)	Team	29/05- 4/06/2018
	HQ briefing (WFP Rome)	EM & Team	25-29 /06/2018
	Inception Mission in country	EM+TL	2 - 13/07/2018
	Submit Draft Inception Report (IR) to OEV	TL	27/07/2018
	OEV quality assurance and feedback	EM	31/07/2018
	Submit revised draft IR (D1) to OEV	TL	03/08/2018
	OEV quality assurance	EM	07/08/2018
	Share IR with internal reference group for their feedback	EM	08/08/2018
	Deadline for IRG comments	IRG	27/08/2018
	OEV consolidate all comments in matrix and share them with TL	EM	29/08/2018
	Submit revised IR (D2)	TL	03/09/2018
	Circulate final IR to WFP Stakeholders FYI; post a copy on intranet.	EM	04/09/2018
Phase 3 - Evaluation Phase, including Fieldwork			Sept - Oct. 2018
	Fieldwork (Sept-Oct) & Desk Review. Field visits & internal briefings with CO and RB (ppt) after each country visit	Team	05/09 – 29/10/2018
	Overall debriefing with HQ, RB and COs Staff (ppt)	EM+TL	31/10/2018
Phase 4 - Reporting			Nov – March ‘19
Draft 0	Submit draft Evaluation Report (ER) to OEV	TL	15/11/2018
	OEV quality feedback sent to the team	EM	21/11/2018
Draft 1	Submit revised draft ER to OEV	TL	28/11/2018
	OEV to provide an additional round of comments	EM	3/12/2018
Draft 2	Submit revised draft ER (D2) to OEV based on OEV comments.	TL	7/12/2018
	Submitted to DoE for clearance for circulation to WFP stakeholders.	DoE	14/12/2018
	Shared ER with IRG, ERG, Expert panel for feedback.	EM	07/01/2019
	OEV consolidate all WFP’s comments (matrix) and share them with TL	EM	21/01/2019
	Stakeholders’ workshop	EM	23-24/01/2019
Draft 3	Submit revised draft ER (D3)	TL	31/01/2019
	Submit draft Summary Evaluation Report (SER)	TL	8/02/2019
	OEV quality feedback on SER sent to the team	EM	12/02/2019
	Submit revised SER	TL	18/02/2019
	Seek DoE clearance to send SER to Executive Management.	EM	22/02/2019
	OEV circulates SER to WFP’s Senior management for comments	EM	28/02/2019
	OEV sends and discusses the comments on the SER to the team for revision	EM	14/03/2019
Draft 4	Submit final draft ER (with the revised SER) to OEV	TL	22/03/2019
	Seek Final approval by DoE. Clarify last points/issues with the team	EM+TL	29/03/2019
Phase 5 Executive Board (EB) and follow-up			April – June ‘19
	Submit SER/rec to RMP for MR + SER for editing and translation	EM	01/04/2019
	Dissemination, OEV websites posting, EB Round Table Etc.	EM	27/05/2019
	Presentation of Summary Evaluation Report to the EB	DoE	12/06/2019
	Presentation of management response to the EB	D/RMP	12-16/06/2019

Annex 2 – Proposed Initial Criteria for Country Case Study Selection

The following steps were taken to select countries for potential inception and field missions, as well as desk studies.

The first database that was consulted was the review of Standard Project Reports from 2016 that was carried out by the Safety Nets and Social Protection Unit in 2017. This database provided extensive information on the general country context, WFP's safety nets-related programming and the social protection context in the country. It also included references to data availability and credibility, which was used as a filter.

The following steps were taken:

- i. Distinguishing between activities that were government-owned versus WFP-implemented (Scenarios 1 and 2)
- ii. Excluded countries that had not been reported on in the State of Safety Nets Report due to the absence of available data.
- iii. Categorized countries according to their INFORM risk rating.
- iv. Included information on data availability and evidence from case studies and evaluations.
- v. Selected countries from both scenarios (government-owned and WFP-implemented) with and without strong data sets.

Scenario 1

1. Gov't owned
2. INFORM risk rating
 - a. Low – Fiji, Bhutan, Tunisia
 - b. Medium – Benin, Bolivia, Cambodia, Egypt, Ghana, Honduras, Indonesia, Lesotho, Morocco, Nicaragua, Sri Lanka, Tajikistan, Zambia
 - c. High – Burkina Faso, DRC, Ivory Coast, Djibouti, Ethiopia, Madagascar, Mozambique, Nepal, Lebanon
 - d. Very high – Haiti, Iraq, Niger, Pakistan

Scenario 2

1. WFP-implemented
2. INFORM risk rating
 - a. Low
 - b. Medium – Algeria, Guinea Bissau, Kyrgyz Republic, Lao PDR
 - c. High – Bangladesh, Burundi, Colombia, Ethiopia, Guinea, Liberia, Madagascar, Mali, Senegal, Sierra Leone, Uganda
 - d. Very high – Afghanistan, DRC, Sudan

A full list of criteria that were consulted include:

General Indicators	Evaluation evidence and field mission planning
Population (thousands) 2016	2017-2018 DEs (start date)
Income Classification	2013-2016 Operation Evaluations
Gross national income (GNI) per capita in US\$ (Atlas methodology)	2017 - 2018 Policy/Strategic/Country Portfolio evaluations/Evaluation of Corporate Emergency Response Country Visits
Human Development Index (HDI) (2016)	External Audit/Field Audits
HDI Rank (2016)	Planned Internal Field Audits/ Associated Risk Rating
Fragile State Index 2016	PE Safety nets-related information
Active L3/L2	Countries identified in the Policy Scenarios in 2012 Safety Nets Policy
Deactivated L3/L2	WFP contribution to National Social Protection & Safety Net
Gender Development Index 2017	Country Visits selected in the 2011 Strategic Evaluation
Gender Transformation Programme (GTP)	Participant of the 2018 Global Social Protection Mtg
UN Delivering as One	Published WFP Social Protection Case Study
Sustainable Development Goal (SDG)2 - Indicator 2.1.2 Prevalence of moderate or severe food insecurity in the population, based on the Food Insecurity Experience Scale (FIES) (% of pop.)	WFP cost benefit analysis of SF
SDG2 - Indicator 2.2.1 Prevalence of stunting (height for age <-2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under 5 years of age (2015 or 2016 where available)	Countries with the Household and Administrative data (WB/ASPIRE)
SDG2 - Indicator 2.2.2 Prevalence of malnutrition (weight for height >+2 or <-2 standard deviation from the median of the WHO Child Growth Standards) among children under 5 years of age, by type (wasting and overweight) (2015 and 2016)	Social Protection case study by Oxford Policy Management (OPM)
SDG - Indicator 2.1.1 Prevalence of undernourishment (2015) (% of pop.)	Social Protection Case study by the WB
Strategic Objective (SO)2 Food consumption score (2016) - % of pop with acceptable (A), borderline (B) and poor (P) FCS where available	INFORM risk rating
SO2 Diet diversity score (2016) _ 6+= good diet diversity/ 4.5-6= medium diet diversity/<4.5 = low dietary diversity	Included in the OSZIS database - 2016 SPR analysis
Integrated Food Security Phase Classification (IPC) (% Pop by phase 2,3,4 and 5 where available)	Gov't owned
Index for Risk Management (INFORM)- (0: very low risk of humanitarian crises / 10: very high risk of humanitarian crises) (2017)	WFP-implemented
CIRV-CERF Index for Risk and Vulnerability (out of 100-2016)	
WFP general information	
WFP CO size in 2017	
t-ICSP, I/CSP	
I/CSP planned approval date, status, timeframe	
WFP Confirmed contributions, Multilateral, Trust Funds 2014-2017	
WFP Needs 2014-2017	

Annex 3: Long list of Countries Proposed for Field Missions

Region		Country
RBB	1	Sri Lanka
	2	Cambodia
	3	Bangladesh
	4	Lao PDR
RBC	5	Egypt
	6	Tajikistan
	7	Lebanon
	8	Iraq
RBD	9	Burkina Faso
	10	Ivory Coast
	11	Mali
	12	Liberia
	13	Guinea
RBJ	14	Mozambique
	15	Zambia
	16	Madagascar
	17	DRC
RBN	18	Djibouti
	19	Ethiopia
	20	Burundi
RBP	21	Haiti
	22	Colombia

Annex 4: List of References

Folder name / File name	Year
Folder 1 – Evaluation process:	
EQAS Checklists and Templates	
Quality Checklist for Evaluation Report; Inception Report and SER	2014
Template for Evaluation Report; Inception Report and SER	2014
EQAS Technical Notes	
TN Evaluation Questions and Criteria, IE, integrating Gender in Evaluation; Communication Learning Plan; Efficiency; Evaluation Criteria; Evaluation Matrix; Evaluation Recommendations; Logic Model Theory of Change; ER Formatting Guidelines	2017
Guidance for Process and Content PE	2014
Guidance for Process and Content PE	2014
Literature Review DO 16 March	2018
Evaluation Policy (2016-2021)	2015
Folder 2 – Strategic Plans and related documents.	
WFP Strategic Plan 2008-2013 and related docs	
WFP Strategic Plan 2008-2013	2007
Strategic Results Framework 2018-2013	
WFP Strategic Plan 2014-2017 and related docs	
WFP Strategic Plan 2014-2017	2013
Strategic Results Framework 2014-2017	2013
Fit for Purpose – WFP's New Organizational Design	2012
SRF 2014-2017_ Indicator Compendium	2013
Mid-Term Review of the WFP Strategic Plan (2014–2017)	2016
Evaluability Assessment of WFP's Strategic Plan 2014-2017	2017
Management Results Framework (2014-2017)	2013
WFP Orientation Guide	2015
WFP Strategic Plan 2017-2021 and related docs (Integrated Road	
Corporate Results Framework	2016
Financial Framework Review	2016
Policy on Country Strategic Plans	2016
Strategic Plan 2017-2021	2016
2017-2021 CRF Indicator Compendium January	2018
CRF Indicators' mapping and analysis	2018
Folder 3 – Social Protection and Safety Nets	
Update of WFP's Safety Nets Policy	2012
Social Protection ToC	2016
2014 Guidelines	
Module A Safety Nets and Social Protection basics and concepts	2014
Module B Engagement with Government and Partners	2014
Module C Design and implementation	2014
WFP Safety Nets Guidelines - Annexes B-L	2014
2017 Guidelines	

WFP Guidelines and Social protection 2017 - Options for Framing WFP Assistance to National Social Protection in Country Strategic Plans	2017
WFP Social Protection and Safety Nets documents	
OPM/WFP Study on Shock-Responsive Social Protection in Latin America and the Caribbean Theoretical framework	2017
Dominican Republic Case Study Nutrition-Sensitive Programming	
OPM/WFP Dominican Republic Case study Shock-Responsive Social	2017
OPM/WFP Ecuador Case Study Use of Social Protection for Emergency	2017
Fiji Government /WFP Fiji Case Study Use of Social Protection for	2017
OPM/WFP Guatemala Case Study Shock-Responsive Social Protection	2017
WFP Haiti Case Study Building a Social Protection System	2017
OPM/WFP Haiti Case Study Shock-Responsive Social Protection	2017
WFP Iraq Case Study Strengthening Social Protection Delivery	2017
WFP Lebanon Case Study Supporting Safety Net Delivery	2017
WFP Mali Case Study WFP support to a national system of safety nets	2017
ILO/UNICEF/WFP Mozambique Case Study Development of a Social	2015
BFA/UKAID/WFP Philippines Case Study Emergency Relief through National Safety Net	2015
OPM/WFP Peru Protección social reactiva frente a emergencias en América Latina y el Caribe	2017
Peru Gov/WFP Shock Responsive Social Protection Final Statement	2017
WFP Somalia Case Study Building Social Protection	2017
Sri Lanka Government/WFP Sri Lanka Case Study Use Social Protection for Emergency Response	2017
OPM/WFP Summary of key findings and policy recommendations_ Study on Shock-Responsive Social Protection in Latin America and the Caribbean	2017
Shock responsive social protection in LAC- Factsheet	2017
WFP Video: Programas de Protección Social Reactiva ante Emergencias en América Latina y el Caribe: https://www.youtube.com/watch?v=ZV9rqU-	
WFP Fortaleciendo los programas nutricionales del gobierno en Bolivia: https://www.youtube.com/watch?v=MRblhOQhgBk	2018
Communication Materials	
Two-Pager on Urban Safety Nets Case Study Building Social Protection in	2016
Safety Nets eLearning course	
Module A Safety Nets and Social Protection basics and concepts	2014
Module B Engagement with Government and Partners	2014
Module C Design and implementation 2	2014
Strategic Evaluation of WFP's Role in Social Protection and Safety Nets	
Strategic Evaluation - Social Protection and safety nets Evaluation and Management Response	2011
Folder 4 – Other WFP policies and programming areas	
Cash Based Transfer	
Cash-Based Transfers Manual	2017
CBT terminology	
UNDG Harmonized Approach to Cash Transfer (HACT) Framework	2014
WFP and the Grand Bargain	2017

Climate Change	
WFP Climate Change Policy	2017
World Food Programme Climate Services	2015
Country Capacity Strengthening (CCS)	
Capacity Development Policy - An Update on Implementation	2009
Guidance on Capacity Strengthening of Civil Society	2017
Guidelines on Technical Assistance and Capacity Development	2015
National Capacity Index (NCI)	2014
Operational Guide to strengthen capacity of nations to reduce hunger	2010
CCS Framework and Toolkit	
1 WFP Corporate Framework for CCS	
2 WFP Theory of Change for CCS	
3 WFP Capacity Needs Mapping (CNM)	
4 WFP CCS Activity Matrix	
Disaster Risk Reduction DRR	
An update of WFP interventions in disaster preparedness and mitigation	2007
Disaster mitigation. A strategic approach	2000
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Folder 5 - WFP Monitoring and Reporting Framework	
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Annex I - Key figures of APR 2017	2018
COMET Map and integration with other systems	2017-2018
Comet and Integrated Road Map PPT	2017-2018
Comet and Integrated Road Map Notes	2017-2018
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WFP_ManagementPlan_2013-2018	2013-2018
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Folder 6 - Relevant Evaluations and other Studies	
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Capacity Development Policy 2009 _Evaluation and Management Response	2009
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IFPRI Social Protection and Cash Transfers - To strengthen families affected by HIV and AIDS 2012	2012
IFPRI Social protection Opportunity for Africa Brief 2008	2008
IFPRI Synopsis Economy-wide impacts of the Productive Safety Net Programme (PSNP) 2015	2015
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ILO	
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ODI	
ODI Cash transfers review of programme impact and design and implementation features 2016	2016
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Folder 9 – Contacts	
Quick Reference Internal Telephone Directory	2018
School meals social protection Focal Points in RB and CO	
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Annex 5 - Recent and relevant WFP policies referring to safety nets

Policy	
<p>WFP Policy on Disaster Risk Reduction 2009</p>	<p>The WFP Strategic Plan (2008–2011) recognizes the need for WFP to further engage in disaster risk reduction by making it a Strategic Objective. The goals of that Strategic Objective are the following:</p> <ul style="list-style-type: none"> i. To support and strengthen capacities of governments to prepare for, assess and respond to acute hunger arising from disasters. ii. To support and strengthen resiliency of communities to shocks through safety nets or asset creation, including adaptation to climate change. <p>An important example of WFP’s risk reduction work was its response to the threat posed by food and fuel price increases to people’s livelihoods and nutritional status. WFP has launched preventive action on the demand side, such as scaling up safety nets (as cash, food and vouchers) and school feeding programmes</p> <p>WFP is a leader among United Nations agencies in the fields of early warning, early impact analysis and crisis management for both natural and human-induced disasters. This leadership is further enhanced by its strong involvement with communities through safety-net projects and food-for-asset projects.</p> <p>Prevention aims to avoid damage by reducing vulnerability. Prevention includes measures that guard against future shocks. These include food-based safety nets and food for assets programmes that serve as livelihood protection mechanisms</p> <p>Contingency funding and risk transfer at micro level involves the development and support of insurance-like instruments that enhance certainty, adequacy and timeliness of disaster compensation, transferring risk away from the beneficiary to public or private risk-takers. A safety net or safety net scale-up can also be used to transfer risk to governments and insurance markets, respectively. In some cases, beneficiaries “pay” for compensation ex-post through their labor in public work programmes</p> <p>This policy document builds upon WFP’s Safety Net Policy of 2004, which sets out how WFP can better identify, design and implement food assistance programmes as part of a national social protection strategy.</p>
<p>Update on School Feeding 2013</p>	<p>WFP will continue to build on its successful partnership with the World Bank on social protection, education, agriculture, policy dialogue, financing of school feeding operations and technical assistance to countries.</p> <p>Within a social protection framework, school feeding acts as a reliable income transfer to poorer families</p>

<p>Building Resilience for Food Security and Nutrition Policy 2015</p>	<p>Ensuring protection of the most vulnerable is crucial for sustaining development efforts. The poorest, most vulnerable and food-insecure people in the world typically have no access to social protection or safety nets. By providing a safeguard in the event of shocks, safety nets are a vital tool that can sustain livelihoods while assisting those most in need.</p> <p>The 2012 safety net policy update broadened WFP’s understanding of risk and underlined WFP’s role in contributing to social protection.</p> <p>WFP’s support to productive safety nets through community-based asset creation schemes in several of its operations has been widely acknowledged as central to its resilience-building work.</p> <p>Increase support to social protection and safety nets. A core element of WFP’s work is its support to social protection and safety nets. The type and level of WFP support vary from context to context and have two distinct dimensions: delivering services to support countries with capacity and resource constraints so they can operate safety-net programmes; and providing technical support and cooperation, capacity development and policy support to governments in establishing safety-net mechanisms of their own. In all cases the ultimate aim is to strengthen national capacity and ownership of social protection programmes that are predictable and can be scaled up rapidly in response to increased needs</p> <p>Prioritize climate resilience. Through WFP’s innovative work on climate resilience, cutting edge tools from climate science and finance are incorporated in national safety net programmes and WFP food assistance programmes</p> <p>Create productive assets and strengthen livelihoods, especially those related to productive safety nets. In the light of increasing recognition of the connections between the degradation of ecosystems, climate change, food insecurity and undernutrition, WFP will continue to implement programmes that create productive assets, diversify livelihood strategies and rehabilitate natural resources. Tailored to specific contexts, these programmes will aim to be part of productive safety nets that contribute to government initiatives</p> <p>As the providers of safety nets that support resilience, governments also create an enabling environment for change. WFP will support government agencies and their strategies and programmes in line with humanitarian principles such as “do no harm”, but it recognizes that engagement with governments can be difficult in protracted crises</p>
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<p>South–South and Triangular Cooperation Policy 2015</p>	<p>WFP supports South–South and triangular cooperation in its work at the policy, programming and implementation levels in a wide range of areas, including school meals, nutrition improvement, connecting smallholder farmers to markets through the Purchase for Progress (P4P) initiative, procurement, sustainable agriculture, social protection and safety nets, access to adequate food through markets, climate change services for resilience-building, and development of Zero Hunger strategies</p>
<p>Gender Policy 2015</p>	<p>This policy lays out the strategic direction for all of WFP, defining the necessary changes and minimum standards for ensuring gender equality and women’s empowerment in all types of intervention, from emergency to safety net and recovery programmes. It foresees programming and actions that are based on national and local contexts and led by people working in the field – for WFP, the promotion of gender equality and women’s empowerment must be context-specific and based on an understanding of the local situation</p>
<p>WFP Emergency Preparedness Policy 2017</p>	<p>Country offices use improved analysis and operational design to adapt preparedness actions to ongoing programmes through WFP’s three-pronged approach (3PA). The first prong of the approach is an analytical and consultative process that uses integrated context analysis to position preparedness strategies spatially and align them with early warning, safety net and disaster risk reduction strategies at the national level</p> <p>WFP’s disaster risk reduction policy, climate change policy and resilience policy position emergency preparedness in a broader approach to meeting immediate food security and nutrition needs while strengthening the ability of food-insecure people and countries to manage future risks and build resilience, including in the face of climate change. WFP’s safety nets policy highlights the importance of establishing national safety net systems and scaling them up in the event of shocks.</p>
<p>Nutrition Policy 2017</p>	<p>The 2030 Agenda demonstrates the global community’s resolve to complete the unfinished work of the Millennium Development Goals, with increased attention to the multi-dimensional, underlying determinants of nutrition, which include food, health, and social protection systems and safety nets, along with environmental sustainability.</p> <p>WFP’s food assistance mandate and programmes are relevant to addressing the underlying and basic determinants of malnutrition and can contribute to improving nutrition outcomes. Increasing nutrition-sensitivity in all areas of WFP’s programmes – including those utilizing cash-based transfers (CBTs), school feeding, smallholder-farmer initiatives such as Purchase for Progress, asset creation and livelihoods, and social protection and safety nets – implies the use of a nutrition lens at each step of the project cycle, from assessment and situation analysis to design, implementation and monitoring and evaluation. In addition to targeting nutritionally vulnerable groups, improving the nutritional quality of transfers and empowering women,</p>

	<p>WFP’s programmes can also be made more nutrition-sensitive by providing a platform for scaling up the delivery of nutrition-specific interventions.</p> <p>Specifically, social protection and safety net programmes aim to increase the coverage of nutrition-specific and -sensitive interventions targeting vulnerable groups. WFP’s support to social protection and safety net programmes also aims to strengthen the capacity of national systems, to forge linkages with the food and health sectors.</p>
<p>Climate change Policy 2017</p>	<p>Community Resilience, Risk Reduction, Social Protection and Adaptation</p> <p>Social protection and safety nets. WFP is recognized for its support to national governments in designing, implementing and evaluating cost-effective food security and nutrition-sensitive safety net and social protection mechanisms for the most vulnerable populations in fragile and challenging contexts. Mechanisms such as asset creation, public works, employment guarantees and nutrition programmes are essential elements in protecting the most vulnerable people from increasing climate extremes, and providing platforms for support to large-scale adaptation. WFP will continue to work with national governments and other partners to support the establishment of national programmes and services, including adaptive and shock-responsive safety nets through the development and scaling up of approaches such as the R4 Rural Resilience Initiative (Box 3). In these programmes, WFP will focus on achieving programme quality and impact. In asset creation activities, this will mean ensuring that assets are directly linked to both food security and adaptation objectives that reduce climate risks and increase adaptive capacity.</p> <p>Integrating these risk transfer approaches into national plans, programmes and tools, in collaboration with a wide range of partners – including United Nations agencies, non-governmental organizations, national institutions and the private sector – helps governments to expand financial inclusion and promote food security and nutrition through building stronger, innovative and more cost-effective, predictable and sustainable response systems and safety nets.</p>
<p>Policy on WFP’s role in urban areas (Draft 9 March 2018)</p>	<p>Access to food (SDG target 2.1)</p> <p>Access to food in urban areas is derived almost entirely from market purchases, meaning that food security is based almost entirely on household purchasing power. The urban poor have low and unstable incomes and as a result often struggle to afford a safe, healthy and nutritious diet, a situation that can be aggravated significantly by a major economic shock or other disaster. To address this, WFP will support efforts to raise and stabilize incomes in poorer urban households, thereby improving access to nutritious food. This could involve assisting governments to ensure that the urban poor are incorporated into social safety nets or other social protection instruments that are tailored to cities, including school meals. Alternatively, it may involve partnering with vocational skills training or micro-entrepreneurship initiatives that seek to empower the</p>

heads of poor urban households or improve the employment prospects of marginalized young people.

o complement this work, WFP will support efforts to increase the affordability and physical availability of food in low-income neighbourhoods. This might include providing market incentives for food retailers to open up new outlets in informal settlements, either by linking them to voucher-based formal **safety nets** or by expanding demand for their produce by providing targeted assistance to poor urban households in the form of cash-based transfers. As part of these efforts, WFP may harness its expertise in food safety to support retailers in their efforts to comply with national standards and sell food that is safe, nutritious and healthy

End malnutrition (SDG target 2.2) - Depending on the context and the design of the safety net instrument in question, this might involve increasing the amount of a cash-based transfer, supplementing a cash-based transfer with a specialized nutritional product or linking the **safety net** to complementary services such as maternal health care and child growth monitoring.

It may also involve principled engagement with sectors that rely heavily on the unskilled labor of women of reproductive age, such as the ready-made garment industry, in collaboration with partners, including the United Nations Children's Fund (UNICEF) and the International Labour Organization. Such work would aim to create work environments that cater for the nutritional vulnerabilities of women and their dependants. Entities in such sectors could, for instance, be supported in putting in place corporate social responsibility initiatives that facilitate access to nutrition-sensitive **safety nets** and quality child-care by employed women and their dependants.

SDG target 11.1 - Ensuring access for all to adequate, safe and affordable housing and basic services will, in most contexts, require the urban poor to have some level of access to appropriate basic **social safety nets**. WFP will support this through its activities under SDG target 2.1.

SDG 1 (No poverty)

WFP will contribute to SDG targets 1.2, 1.4 and 1.B through the support it provides to governments to increase the coverage of **safety nets and other social protection** instruments in urban areas, which will help to address income poverty while increasing access to basic social services. Moreover, WFP will help to advance SDG target 1.5 through the work it undertakes to promote climate change adaptation measures and access to insurance against climatic shocks.