



# EVALUATION QUALITY ASSURANCE SYSTEM

Office of Evaluation  
*Measuring Results, Sharing Lessons*

## TERMS OF REFERENCE STRATEGIC EVALUATION OF WFP'S CAPACITY TO RESPOND TO EMERGENCIES

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## **1. Background**

### **1.1. Introduction**

1. Strategic evaluations focus on strategic and systemic issues of corporate relevance, including the new WFP strategic direction and associated policy, operations and activities. They evaluate the quality of the work being done related to the new strategic direction as well as its results, and seek to explain why and how these results occurred. This strategic evaluation was included in the WFP Office of Evaluation (OEV) Work Plan 2019-2021 presented to the Executive Board at the Second Regular Session in November 2018.<sup>1</sup>

2. The Terms of Reference (ToR) were prepared by the OEV evaluation manager, Michael Reynolds, Senior Evaluation Advisor, based on a document review and discussions with stakeholders.

3. 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 information on the context; Chapter 2 sets out the rationale, objectives, stakeholders and main users of the evaluation; Chapter 3 provides an overview of WFP's emergency response approach and defines the scope of the evaluation; Chapter 4 presents the evaluation approach and methodology; and Chapter 5 indicates how the evaluation will be organized.

4. The annexes provide additional information on the evaluation timeline (Annex 1), the communication and learning plan (Annex 2), WFP response to major emergencies, 2011-2018 (Annex 3), WFP direct expenditures by region and category, 2011-2018 (Annex 4), evaluation sub-questions and evaluation criteria (Annex 5), the criteria for country selection (Annex 6), key background reading (Annex 7), document for systematic review (Annex 8), job description for preparation of a background paper (Annex 9), OEV Guidance (Annex 10), proposed composition of the Internal Reference Group and the External Advisory Group (Annexes 11 and 12) and glossary of terms (Annex 13).

5. The evaluation is scheduled to take place from January to December 2019. It will be managed by the OEV and conducted by an independent evaluation team. The evaluation report will be presented to the WFP Executive Board at the First Regular Session in 2020 together with the Management Response.

### **1.2. Context**

6. The number of people experiencing food crises and emergencies has risen from 80 million to 124 million in 51 countries over the last 24 months – a 55 percent increase.<sup>2</sup> Although climate and natural hazards are significant drivers of malnutrition and food insecurity, ten of the thirteen largest food-insecurity crises are driven by conflict.

7. An estimated 201 million people in 134 countries required international humanitarian assistance in 2017 as a result of crises. A fifth of these were in just three countries – Syria, Yemen and Turkey and 60 percent of all assistance was channelled to just 10 countries. Moreover, the number of protracted crises remains high with 17

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<sup>1</sup> Annex V of the WFP Work Plan 2019-2021 (WFP/EB.2/2018/6-A/1)

<sup>2</sup> Food Security Information Network. *Global Report on Food Crises 2018*; WFP *Annual Performance Report 2017*.

of the 20 largest recipients of international humanitarian assistance in 2017 were either long-term or medium-term recipients.

8. International humanitarian assistance rose for a fourth consecutive year to a record of USD 27.3 billion – an increase of 6 percent from 2015, which was less significant than in previous years, indicating a slowdown in the pace of growth. Despite the increase, there was still a shortfall in funding for the United Nations Consolidated Appeals Process of 41 percent.

9. The United Nations is at the centre of the global humanitarian response system. The Emergency Relief Coordinator (ERC) is responsible for the oversight of all emergencies requiring United Nations humanitarian assistance and acts as the central focal point for governmental, intergovernmental and non-governmental relief activities. The ERC also leads the Inter-Agency Standing Committee (IASC), the primary inter-agency forum for coordination, policy development and decision-making involving the key United Nations and non-United Nations humanitarian partners. The Office for the Coordination of Humanitarian Affairs (OCHA) was established to facilitate the coordination of humanitarian response, policy development and humanitarian advocacy. It carries out its coordination function primarily through the IASC. In a country affected by a disaster or conflict, the ERC may appoint a Humanitarian Coordinator to ensure response efforts are well organized.

10. Towards the end of 2011, the IASC approved a set of concrete actions aimed at transforming the way in which the humanitarian community responds to emergencies. Known as the Transformative Agenda, it focuses on improving the timeliness and effectiveness of the collective response through stronger leadership, more effective coordination structures, and improved accountability for performance and to affected people. The wide-ranging reforms included an agreement on how to respond collectively to a major, sudden-onset Level 3 emergency that requires the activation of a system-wide response with agreed mechanisms, tools and procedures. Many elements of the Transformative Agenda can also be applied as appropriate to non-Level 3 contexts (including protracted crises, slow-onset, and smaller-scale disasters), to strengthen existing response operations.

11. In May 2016, the former UN Secretary-General Ban Ki-moon and the heads of key UN entities<sup>3</sup> with the endorsement of the World Bank, signed a "Commitment to Action" document, in which they agreed on a New Way of Working in crises. While recognising that humanitarian and development actors have been progressively working better together, the New Way of Working aims to offer a concrete path to remove unnecessary barriers to such collaboration in order to enable meaningful progress. It includes working through joint planning and programming over multi-year timeframes to achieve collective outcomes based on the comparative advantages with greater focus on vulnerability and on localisation. It complements similar approaches in the 2030 Agenda but aims to provide a new momentum for addressing old problems more holistically.

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<sup>3</sup> UNICEF, UNHCR, WHO, OCHA, WFP, FAO, UNFPA and UNDP; also endorsed by IOM.

## **2. Reason for the Evaluation**

### **2.1. Rationale**

12. WFP's capacity to respond to emergencies is relevant to most of the organization's strategic goals and results, and is particularly important for WFP's ability to end hunger and improve nutrition. In recent years WFP has been responding to seven Level 3 emergencies, the majority of which are protracted, posing a significant strain on its capacities. Moreover, enterprise risk management systems together with evaluations, audits and lessons learned exercises have consistently raised a variety of factors related to emergency response capacity (for example, highlighting inadequate attention to gender). Emergency response is the most significant component of WFP's portfolio and image and, as a result, the organization's reputation depends on its ability to respond to the growing demand for emergency response.

13. The subject is also increasingly important to key stakeholders given the shift in corporate focus to alignment with the SDGs, largely through the Integrated Road Map (IRM - see paragraph 28), and concerns that this has affected the level of attention given to emergency response. The importance of emergency response is also recognized by the organization with leadership in emergency preparedness and response as one of the Executive Director's priorities for 2018. Given WFP's mandate and focus, learning requirements related to emergency response capacity are a constant. Knowledge gaps are emerging as WFP is called upon to deliver against more and more complex emergencies in a growing range of contexts. In taking a holistic approach, this evaluation has the opportunity to bring together existing learning from a variety of sources to look at major strategic issues.

### **2.2. Objectives**

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

- Assess and report on the evolving capacity of WFP to meet changing needs in responding to emergencies (accountability).
- Understand how and why WFP capacity has been able to meet emergency response needs of different categories of affected people (learning).

15. Findings will be actively disseminated and OEV will seek opportunities to present the results at internal and external events as appropriate. A detailed strategy will be developed in the Evaluation Communication and Learning Plans (an initial version can be found in Annex 2).

### **2.3. Stakeholders and Users of the Evaluation**

16. There are various groups of stakeholders in this evaluation but the primary audiences are the members of the Executive Board, WFP senior management, and WFP employees and partners at the regional and country-levels.

17. Key internal stakeholders and users with varied normative, technical and programming perspectives are expected across the organization. More specifically, key users at Headquarters level will include: The Division for Emergency Preparedness and Support Response (OSE); the Supply Chain Division (OSC); the Policy and Programme Division (OSZ); the Nutrition Division (OSN); the School

Feeding Division (OSF); the Performance Management and Monitoring Division (RPM); the Budget and Programming Division (RMB); the Gender Office (GEN); the Human Resources Division (HRM); the Integrated Road Map Implementation (IRM); the Government Partnership Division (PGG); Security Division (RMQ); Enterprise Risk Management Division (RMR); Cash-Based Transfer (CBT), and; the Technology Division (TEC). At the decentralized level, key users will include WFP regional bureaux and country office employees working on emergency response.

18. It is expected that the results of the evaluation (findings, conclusions and recommendations) will be used to strengthen the understanding WFP's emergency response capacity and contribute to stronger capacity at all levels of the organization.

19. Potential global stakeholders and users of the evaluation will include humanitarian actors, academics, consortia and networks working on issues related to WFP's mandate for emergency response. National governments and implementing agencies in the countries where WFP works are important potential users of the evaluation. Within the UN development system, those entities with a mandate for emergency response are also important potential users, both in terms of learning from the WFP experience as well as in relation to their own response as clients of WFP common services. Finally, other potential users include the World Bank and regional development banks, donor countries and their humanitarian/development agencies, national/international NGOs, regional entities, universities and research institutions. The inception report to be prepared by the evaluation team at the start of the process, will include a more in-depth stakeholder analysis.

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

20. The overall subject of the evaluation is WFP's capacity to respond to emergencies. In this context, capacity is understood to include all levels: the high level strategic and policy level (enabling environment), the organizational capacity level and the level representing the capacity of individuals (see Annex 13 for definitions).

21. For the purposes of WFP emergency interventions, emergencies are defined as urgent situations in which there is clear evidence that an event or series of events has occurred which causes human suffering or imminently threatens human lives or livelihoods and which the government concerned has not the means to remedy; and it is a demonstrably abnormal event or series of events which produces dislocation in the life of a community on an exceptional scale.<sup>4</sup>

#### **3.1. Policy Framework for responding to emergencies**

22. The overall framework for WFP's work is its General Regulations Rules. As set out in Article II the purposes of WFP are: (a) to use food aid to support economic and social development; (b) to meet refugee and other emergency and protracted relief food needs; and (c) to promote world food security in accordance with the recommendations of the United Nations and the Food and Agriculture Organization (FAO) of the United Nations.

23. While WFP's mandate clearly articulates humanitarian and development responsibilities, the organization's comparative advantage and long experience call for prioritization of emergency, lifesaving and development-enabling work that

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<sup>4</sup> Policy on Definition of Emergencies (2005)

benefits the poorest and most marginal people.

24. In the early 2000s, the WFP Executive Board started approving a series of policies that would set the overall framework for engaging in emergencies. These included:

- 2003 Food Aid and Livelihoods in Emergencies: Strategies for WFP (WFP/EB.A/2003/5-A)
- 2004 Emergency Needs Assessments (WFP/EB.1/2004/4-A)
- 2004 Humanitarian Principles (WFP/EB.A/2004/5-C)
- 2005 Definition of Emergencies (WFP/EB.1/2005/4-A/Rev.1)
- 2005 Exiting Emergencies (WFP/EB.1/2005/4-B)
- 2006 Targeting in Emergencies (WFP/EB.1/2006/5-A)
- 2006 Note on Humanitarian Access and its Implications for WFP (WFP/EB.1/2006/5-B/Rev.1)
- 2006 Food Procurement in Developing Countries (WFP/EB.1/2006/5-C)
- 2008 Vouchers and Cash Transfers as Food Assistance Instruments: Opportunities and Challenges (WFP/EB.2/2008/4-B)

25. These policies remain in place but in the last ten years, only two emergency specific policies have been approved. First, the 2012 Humanitarian protection WFP Humanitarian Protection Policy (WFP/EB.1/2012/5-B/Rev.1) and second, the Emergency Preparedness Policy (WFP/EB.2/2017/4-B/Rev.1\*). Given the core role of emergency response in WFP's work, other policies that cut across WFP's work are inevitably important for establishing the enabling environment within which the emergency response takes place. These include<sup>5</sup> policies related to gender, human resources (the People Strategy), nutrition, capacity development and, corporate partnerships.<sup>6</sup>

26. In addition, the direction of WFP is guided by a series of strategic plans. The Strategic Plan 2008–2013 marked a major shift from WFP as a food aid agency to WFP as a food assistance agency. Its overarching goal was to reduce dependency and to support governmental and global efforts to ensure long term solutions to the hunger challenge. The next Strategic Plan, 2014-2017, defined the mission of WFP as one of ending global hunger, ensuring that no children go to bed hungry, and that the poorest and most vulnerable, in particular women and children, would have access to the nutritious food they need. The Strategic Plan offered a new approach to framing the work of WFP, creating the “3 Rs” of *Respond, Rebuild and Reduce*, in which WFP would prepare for and *respond* to shocks, restore and *rebuild* lives and livelihoods, and *reduce* vulnerability and build lasting resilience.

27. The ongoing Strategic Plan (2017–2021) builds on the activities approved by the Executive Board in past strategic plans and policies and presents them in the context of the 2030 Agenda and the Sustainable Development Goals (SDGs). The plan seeks to leverage WFP's strengths to maximize the organization's contribution to achievement of the SDGs. While recognizing that the 17 goals are interconnected, WFP will prioritize SDG 2, on achieving zero hunger; and SDG 17, on partnering to support implementation of the SDGs.

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<sup>5</sup> For a full list of policies see *Compendium of Policies Related to the Strategic Plan* (WFP/EB.1/2018/4 )

<sup>6</sup> Evaluations have been conducted on all these policies apart from the people strategy where an evaluation is ongoing.

28. To strengthen WFP’s contribution to the 2030 Agenda, the WFP Executive Board approved, in November 2016, a package of actions that make up the Integrated Road Map (IRM). This package changes WFP’s strategy, programme structure, financial management and reporting in order to transform its ability to help countries achieve the SDGs by 2030. The Strategic Objectives and Strategic Results set by its 2017 – 2021 Strategic Plan in this area stress national ownership and country-driven strategies for sustainable development. Complementing its direct engagement in food assistance, WFP will help governments to achieve these through capacity strengthening, technical advice and assistance in the development of coherent policies, while ensuring that gender equality is integrated into all of its work. The new and comprehensive architecture of the IRM links four interrelated corporate components – the Strategic Plan (2017-2021), the Policy on Country Strategic Plans (CSPs), the Financial Framework Review and the Corporate Results Framework.

### 3.2. Overview of relevant WFP activities

29. **The overall WFP response.** In 2011 there was only one major emergency (L2 or L3) for WFP to deal with; by 2018 there were 14 (Table 1 and Annex 3). Of these, seven had lasted more than five years. Over the same period direct expenditures on emergency relief increased from US\$ 2.9 billion in 2011 to US\$ 5.1 billion in 2017 (Table 1 and Annex 4). The increase in L2 and L3 emergencies means that WFP’s resources are focused on a small number of the 82 countries where it has offices. In the period 2014-2017, 50% of total direct expenditures were accounted for by only six countries and the top 20 country allocations accounted for 86 percent of total direct expenditures.<sup>7</sup>

**Table 1: Key emergency response trends 2011-2018**

	2011	2012	2013	2014	2015	2016	2017
WFP direct expenditures on relief (US\$ billion) <sup>8</sup>	2.9	3.3	3.3	3.8	3.7	4.2	5.1
Number of L2/L3 emergencies <sup>9</sup>	1	5	8	13	12	13	14

30. **Preparedness.** Emergency preparedness is at the heart of the capacity to respond and consists of actions, arrangements and procedures in anticipation of an emergency to ensure that response, when needed, will be rapid, appropriate and effective. Emergency Preparedness refers to the awareness of the likely effects of a disaster or emergency, and the readiness to respond rapidly.

31. In view of its mandate and large operational engagement in responding to humanitarian emergencies, WFP attaches great importance to strengthening and enhancing its emergency preparedness capacities. WFP’s focus is on preparedness for situations that could give rise to new or increased emergency food needs, or disrupt current food aid operations. Actions are taken, arrangements made and procedures put in place based on analyses of a) the risks, b) the needs that could arise, and c) the capacities that would be required, and those that exist, to respond to the anticipated situation and needs.

<sup>7</sup> WFP Annual Performance Report for 2017 Annex VII-B (WFP/EB.A/2018/4-A/Rev.1)

<sup>8</sup> Source: Annex 4

<sup>9</sup> Source: Annex 3



32. **Responding to emergencies under the CSP framework.** When there is an emergency, WFP quickly establishes how much food assistance is needed and the best way to deliver it to those in need. To do this WFP usually works with United Nations Emergency Assessment Teams but sometimes does a rapid assessment without the UN team. On the basis of the assessment, a detailed plan of action and budget is developed. To cover immediate needs, the WFP Country Director in the country affected can borrow up to US\$ 500,000 from WFP's Immediate Response Account (IRA). The CO can receive additional funds from the IRA if approved by the Regional Director (up to US\$ 1 million) and the Director of Emergencies (up to US\$ 1.5 million). The use of the IRA funds is usually limited to the initial three months of an operation.

33. Before the transition to the CSP framework, when assistance was needed for longer than three months, the WFP Country Director developed an Emergency Operation (EMOP) before making an appeal to the international community for funds and food aid. These emergency operations provided immediate assistance and could assist populations in need by either food distributions or other projects such as food aid in exchange for reconstruction work. They were funded primarily by targeted donor contributions in response to the WFP appeal. EMOPs usually last for between three and 12 months (although many remain for longer). If further assistance is required, WFP prepares a Protracted Relief and Recovery Operation (PRRO). A third programme category, Special Operations, allowed for interventions undertaken to: (a) rehabilitate and enhance transport and logistics infrastructure to permit timely and efficient delivery of food assistance, especially to meet emergency and protracted relief needs, and (b) Enhance coordination within the United Nations System and with other partners through the provision of designated common services.

34. With the start of the implementing of the Policy on CSPs in 2017, there has been a transition to the new CSP framework and a move away from the operations such as EMOPs. CSPs and Interim CSPs (ICSPs) aim to enable WFP to respond effectively and efficiently to emergencies by embedding the emergency response operation within an integrated WFP country framework. As a result, WFP should be able to ensure effective integration and coherence of its activities in country and a realistic transition plan and exit strategy.

35. Unforeseen and sudden onset emergency responses under ICSPs and CSPs will be implemented through the addition or augmentation of a Strategic Outcome specific to the emergency response. Emergency response templates will draw from Strategic Outcomes and activities focused on crisis response linked to ensuring access to food, addressing acute malnutrition concerns, providing common logistics services, and/or providing other special operations-type services. The activities and outputs involved will be clearly spelled out and articulated. Protracted emergency responses within ICSPs/CSPs may result in the temporary suspension of other Strategic Outcomes. If needed and when appropriate, suspended or no longer relevant Strategic Outcomes could be revised through the recognized revision processes.

36. **The changing nature of WFP response.** The last decade not only witnessed a significant surge in WFP's use of cash programming but also a matching rise in the complexity and intensity of organization-wide investments to improve cash efficiency and effectiveness. In 2017, WFP transferred a record-high US\$ 1.4 billion of purchasing power to 19.2 million people in 61 countries - up from US\$ 10 million in 10 countries in 2009 – making WFP is the largest agency delivering humanitarian

cash.

37. There have also been significant changes in emergency nutrition over the past 10 years, including the introduction of new specialized nutritious foods for the management of acute malnutrition. These specialized nutrition products provide critical nutrients required to prevent mortality, treat moderate acute malnutrition and prevent acute malnutrition. As a result, specialized nutritious foods have become an essential part of WFP's emergency response toolbox.

38. The relationship between humanitarian, development and peace-building work (the triple-nexus) is also becoming more apparent and important for WFP's work. For example, school feeding offers a platform to address immediate needs of crisis affected populations while contributing to children's development and human capital in the long run (as well as to social cohesion and resilience at the community level). In 2017 WFP implemented emergency school feeding activities in more than 50 percent of its active L3/L2 operations reaching close to 2.5 million school-aged children.<sup>10</sup>

39. **Human Resources.** As WFP continues to deal with an unprecedented number of L3 Emergencies, its capability to swiftly deploy qualified and experienced people is essential. The Emergency Response Roster (ERR) is designed to ensure that WFP can leverage its global scale by deploying people to respond to emergencies. It is a pool of individuals who have been pre-screened, released and profiled for emergency deployments. These WFP Employees and supervisors commit themselves to a 72-hour notice period for deployments. Stand-by Partnership Agreements also give WFP a vital staffing surge capacity mechanism for large scale sudden onset emergencies, and has expanded to also provide support within a wide range of technical areas where WFP has little in-house capacity. Through its long-standing partnership with the United National Volunteers (UNV) programme, WFP is also able to leverage a pool of diverse national and international profiles for rapid deployment. In addition, the Functional and Support Training for Emergency Response (FASTER) initiative prepares staff, international and national, who are likely to be deployed as first responders to provide operational support and surge capacity.

40. **Support to UN system emergency response.** In addition to its direct emergency response, WFP plays a major role in the broader UN response. Due to its expertise in humanitarian logistics and its field capacity, WFP was chosen by the IASC as the lead agency of three clusters:

- Global food security cluster (FSC). Co-led by the Food and Agriculture Organization of the United Nations (FAO) and WFP, its purpose is to coordinate food security interventions during a humanitarian crisis, addressing issues of food availability, access and utilisation.
- Logistics cluster. The Logistics Cluster addresses the logistics needs in humanitarian situations by: ensuring strategic coordination and information management; and facilitating common logistics services by road, air and sea.
- Emergency Telecommunications Cluster (ETC). ETC provides shared communications services even in the most challenging emergency situations, including security communications through VHF radio, internet connectivity

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<sup>10</sup> This number includes school-age children reached under active L3/L2 emergencies in 2017 including Somalia, South Sudan, Syria, Jordan, Lebanon, CAR, Bangladesh, and Myanmar

through quick-deploy satellite terminals and Wi-Fi hotspots, and technical help desks for users.

41. In addition, WFP Aviation provides air access for both humanitarian cargo and passengers on behalf of the humanitarian community in some of the world's most challenging places, often as a last resort through airdrops when no other options exist. WFP manages the United Nations Humanitarian Air Service (UNHAS), the only UN-mandated air passenger service dedicated for aid workers. UNHAS has a fleet of aircraft deployed to various locations around the world often where commercial airlines do not fly.

42. WFP is also responsible for managing the six United Nations Humanitarian Response Depots (UNHRDs)<sup>11</sup>, a global network of hubs that procures, stores and rapidly transports emergency supplies for the humanitarian community. UNHRDs enable humanitarian actors to pre-position and stockpile relief items and support equipment for swift delivery in emergency situations. The network manages strategic stocks such as medical kits, shelter gear, ready-to-use foods, logistics equipment and more – on behalf of a growing number of organizations, both inside and outside the UN system. The locations have been chosen for their transport connections and proximity to disaster-prone areas.

### **3.3. Scope of the evaluation**

43. The evaluation will cover the full WFP response to emergency (the immediate response and the continuation in a prolonged emergency), including the preparation for a response (since this is part of the capacity to respond). It will cover the eight-year period from 2011 to 2018 and include all types of evaluation (slow onset natural disasters, rapid onset natural disasters, pandemics and complex emergencies) and all levels of emergencies (L3, L2 and L1).<sup>12</sup> In addition to the direct response to emergencies, the scope will also include, WFP's support to the United Nations system such as key role in cluster management and management of UNHAS and the UNHRDs. Finally, it covers all levels of WFP's capacity, covering the enabling environment, organizational capacity and individual capacity (for definitions see the glossary in Annex 13).

## **4. Evaluation Approach, Questions and Methodology**

### **4.1. Overview of Evaluation Approach**

44. This evaluation will follow OEV's Centralized Evaluation Quality Assurance System (CEQAS) guidance for strategic evaluations. To maximize the evaluation's quality, credibility and utility, a mixed methods approach will be used with triangulation of evidence to ensure transparency, impartiality and minimize bias. The evaluation questions and sub-questions will be systematically addressed to meet both the accountability and learning goals. Although the evaluation includes both accountability and learning objectives, it will be formative in nature and will primarily focus on organizational learning.

45. During the inception phase, members of the evaluation team will conduct an inception mission to two of the countries where WFP has undertaken an emergency response to deepen the team's understanding of the process, gather information on data availability and quality, and test data collection instruments. The inception

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<sup>11</sup> Italy, Spain, United Arab Emirates, Malaysia, Ghana and Panama

<sup>12</sup> See Annex 13 for definitions

mission will also visit the respective Regional Bureaux. There will be a validation workshop following the mission as an integral part of the inception phase. The inception report will include a constructed theory of change, a detailed evaluation matrix and a description of the proposed methodological approach.<sup>13</sup> An assessment of gender and equity-related data gaps will be included in the evaluation approach.

#### **4.2. Evaluability Assessment**

46. There is a large body of existing evaluations that can be used to provide evidence for the evaluation. These include centralized evaluations (strategic evaluations, policy evaluations, emergency evaluations, operations evaluations and country portfolio evaluations as well as evaluation synthesis products) and decentralized evaluations of WFP operations. Annex 8 contains a list of evaluations that should be covered by the evaluation. Several audits (internal and external) are also relevant for the evaluation and these are also listed in Annex 8.

47. WFP also produces internal lessons learned documents that aim to (a) identify the successes and areas for improvement of WFP's emergency responses, (b) inform future emergency responses, reviews, protocols, processes and policies. They are based on inputs from WFP employees, partners and assistance recipients. While these documents do not have the same value for evidence as independent evaluations, they are nonetheless a very important source of information. They largely focus on L3/L2 emergencies and a list of the various documents produced, including synthesis documents can be found in Annex 8. In addition to the generic administrative data collected by WFP (budget, HR, performance, etc), L2 and L3 emergencies are closely monitored. Products include operational briefs, situation reports, and dashboards. There is no such information available for most L1 emergencies.

48. The evaluation may face the challenge of collecting data at the start of the eight-year period being covered. Efforts will be made to utilize retired WFP staff to help the evaluation team understand the context and the context of documents reviewed. OEV will also commission a background paper on the evolution of the WFP response to emergencies to ensure the evaluation is built on strong understanding of what has happened in the past. There may also be challenges with collecting data in some emergency contexts and for security reasons access may not be possible in all countries which may bias the country selection process. Efforts will be made to set out to address these limitations while ensuring the safety of the international and national consultants who make up the evaluation team.

#### **4.3. Evaluation Questions.**

49. The evaluation will address five broad questions, which collectively aim to generate evaluation insights and evidence that will help WFP colleagues adapt the policy, processes and procedures on response to emergencies as required. The sub-questions will be detailed further by the evaluation team during the inception phase and finalized in the inception report.

50. In assessing WFP's capacity to respond to emergencies, the evaluation will start with an assessment of the emergency response itself (evaluation question 1). It is assumed that establishing the appropriate capacity to respond is necessary (but possibly not sufficient) to ensure a high-quality response (assessment of three levels of capacity in evaluation questions 2, 3 and 4). It is also assumed that adequate

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<sup>13</sup> The full details of the IR can be found in the OEV CEQAS for strategic evaluations.

capacity does not occur by itself but requires appropriate actions to establish and maintain it (evaluation question 5). The following evaluation questions will set the framework for the completion of the evaluation matrix:

**Evaluation question 1: To what extent did WFP provide a high-quality response to emergencies between 2011 and 2018?**

- To what extent did WFP's emergency responses address the emergency food and nutrition needs of affected populations<sup>14</sup> in a timely manner?
- To what extent did WFP's emergency responses achieve the expected results (including on gender equality)?
- To what extent were WFP's emergency responses efficient in delivery of its assistance?
- To what extent has WFP's been able to meet the needs of affected populations in an equitable manner, and especially reach those left behind?

**Evaluation Question 2: To what extent did WFP establish an appropriate enabling environment for ensuring a high-quality response to emergencies?**

- To what extent has the WFP policy environment helped or hindered WFP's emergency response?
- To what extent were WFP's emergency responses coherent with its own policies and principles and those of the wider UN and international humanitarian law?
- To what extent has corporate strategic planning, including the move to the IRM framework affected WFP's emergency response?
- To what extent has WFP been able to respond at a strategic level to changes in the external context?

**Evaluation Question 3: To what extent did WFP put in place the appropriate organizational framework for a high-quality response to emergencies?**

- To what extent are emergency procedures, strategies, and plans in place to ensure a high-quality response to emergencies (including though preparedness)?
- To what extent are the roles and responsibilities of HQ, RB and COs appropriate for a high-quality emergency response across all types of emergency?
- To what extent has WFP been able to adapt its organizational framework to changes in the external context?
- To what extent do WFP's emergency responses take appropriate account of national and local actors, their capacities and efforts?
- To what extent were WFP's emergency response actions harmonized with the broader set of humanitarian actors?

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<sup>14</sup> The evaluation will examine the extent to which the emergency responses met the needs of persons with particular gender, age etc.

- To what extent are affected populations able to participate in/influence decisions that affect them and to hold WFP to account for the decisions that are made on their behalf?

**Evaluation Question 4: To what extent did WFP employees have the right skills, knowledge, experiences and incentives to ensure a high-quality response to emergencies?**

- To what extent does WFP have the employees with the adequate skills, knowledge and experiences to respond to emergencies?<sup>15</sup>
- To what extent has WFP ensured its employees have the practical support to survive in hardship duty environment?
- To what extent has WFP developed adequate partnerships to ensure adequate human resources response to the emergency?
- To what extent are the appropriate incentives in place to ensure positions within the emergency response are filled by the appropriate people in a timely manner?

**Evaluation Question 5: To what extent did WFP undertake appropriate actions to ensure adequate capacity to respond to emergencies?**

- To what extent did WFP learn from its responses to emergencies and utilize the lessons?
- To what extent were the investments in strengthening and maintaining WFP's capacity to respond to emergencies relevant to WFP's needs, effective, efficient and sustainable?

51. The detailed sub-questions that will be developed during the inception phase will also be listed in an evaluation matrix linking the questions/sub-questions to the data sources and data collection methods.<sup>16</sup>

#### **4.4. Methodology**

52. The evaluation will employ relevant internationally agreed evaluation criteria to assess the quality of WFP's humanitarian response including those developed by ALNAP for assessing humanitarian action (see Annex 5). It will also examine the extent to which gender and equity dimensions are integrated into WFP's policies, systems and processes. The methodology should:

- Build on the logic that is the basis of WFP's strategy for emergency response and its objectives;
- Be geared towards addressing the evaluation questions presented in section 4.3.
- Take into account the limitations to evaluability pointed out in 4.2 as well as budget and timing constraints.

53. The methodology should also demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups) and using a mixed methodological approach (e.g. quantitative, qualitative) to ensure

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<sup>15</sup> Including to negotiate and engage with national governments and partners

<sup>16</sup> Annex indicates how some key sub-questions are linked to ALNAP evaluation criteria

triangulation of information collected through a variety of means. The evaluation will employ multiple methods of data collection including:

- **Synthesis of evaluations and audits:** A systematic review and synthesis of the body of evaluations, audits and lessons learned documents will be undertaken early in the data collection process. The synthesis will follow the framework of evaluation questions and sub-questions. It will be necessary to assess the quality and independence of sources of information and develop a hierarchy of evidence as necessary. Over the eight years covered by the exercise, it will be important to map the findings against the time periods that they relate to. The synthesis would take place in advance of the field work and the development of emergency studies. This will allow key issues to be incorporated in to the design of the emergencies studies and associated data collection tools.
- **Analysis of WFP administrative data:** Analysis of corporate administrative data such as expenditures, timelines, performance indicators and human resource statistics.
- **Desk review of background documents:** Desk reviews will cover a wide variety of background material available. An initial mapping of relevant documents can be found in Annex 7.
- **Key Informant interviews:** These will take place at HQ, regional and country levels as well as with global and regional partners. All six regional bureaux will also be visited, one during the inception mission. The sampling technique to impartially select stakeholders to be interviewed should be specified in the inception report.
- **Emergency Case Studies:** Within the time available for data collection, of the 8 emergencies that will be studied, at least four will have field missions, up to two will be undertaken by desk review and telephone interviews, and two will be covered by an inception mission. Of the 4 or more covered by field missions, two will take a long-term perspective.

54. The selection of emergencies will be purposive but drawing on a number of criteria in order to achieve a representative sample to the extent possible and ensure that specific contexts are covered. The criteria for identifying the countries are listed in Annex 6, which also indicates the tentative list of countries selected. The criteria aim to achieve a balance between regions, level of emergency, type of emergency, duration of emergency, and size of the relief expenditure. Efforts will also be made to exclude countries which have been covered by recent evaluations (to avoid duplication) or by recent audits and lessons learned exercises (to avoid burden on country offices and national partners).

55. It is possible that a survey could supplement the other data collection methods mentioned above and could be conducted if fully justified in the proposal. In order to set the context, a background paper will be prepared before the end of the inception phase to set out the changing external context and internal evolution in WFP's emergency response since 1998. A job description for the consultant is included in Annex 9.

## 4.5. Quality Assurance

56. WFP's CEQAS is based on the UNEG norms and standards and good practice of the international evaluation community.<sup>17</sup> 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. The CEQAS will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team.

57. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. The evaluation team leader should ensure compliance with CEQAS and style guidance (Annex 10). The quality assurance process it is expected to perform before submitting deliverables to OEV (inception report to the final evaluation report) should be made clear in the proposal for undertaking the evaluation. In addition, the proposal should set out the measures to ensure that all team members have adequately undertaken the document review before the field work and are fully prepared for the HQ briefing.

58. There will be two levels of quality assurance used by OEV in the evaluation process, the first by the evaluation manager and, second by the Director of Evaluation. This quality assurance process does not interfere with the views and independence of the evaluation team, rather it ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.

## 5. Organization of the Evaluation

### 5.1. Phases and Deliverables

59. In order to present the evaluation to the Executive Board First Regular Session in 2020, the following timetable will be used. This may be adjusted in the inception phase if fully agreed by OEV. Table 2 provides an overview of the timeline and Annex 1 provides the timeline in more detail.

**Table 2: Timeline summary of the key evaluation milestones**

Main Phases	Timeline	Tasks and Deliverables
1. Preparation	September to December 2018	Scoping meetings in HQ ToR Selection of evaluation team and contract
2. Inception	January to March 2019	Inception mission to HQ, 2 COs and 1 RB Validation workshop Team briefing Inception report
3. Evaluation	April to July 2019	Systematic review of documents Evaluation missions and data collection Exit debriefing with HQ and RBs

<sup>17</sup> For example, the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) and the OECD Development Assistance Committee (DAC).



		Analysis
4. Reporting	August to November 2019	Report drafting Comments process Final evaluation report Learning workshop
5. Executive Board and follow up.	December to February 2019	Summary evaluation report editing/evaluation report formatting Management response and Executive Board preparation Executive Board presentation (EB.1/2020) Dissemination event

## 5.2. OEV Roles and Responsibilities

60. This evaluation is managed by OEV. Michael Reynolds, Senior Evaluation Advisor has been appointed as evaluation manager. The evaluation manager is responsible for drafting the ToR; selecting and contracting the evaluation team; preparing and managing the budget; setting up the review groups; supporting evaluation design in the inception phase and organizing inception missions; organizing the team briefing in Headquarters; assisting in the preparation of the field missions; conducting ongoing quality assurance of the evaluation products and consolidating comments from stakeholders on the various evaluation products. The evaluation manager will be the main interlocutor between the evaluation team and WFP counterparts to ensure a smooth implementation process.

## 5.3. Evaluation Team Composition

61. Evaluation team members with appropriate evaluation and technical capacities will be hired to undertake the evaluation. The team leader bears ultimate responsibility for all team outputs, overall team functioning, and client relations.

62. The team leader position requires a minimum of 15 years' experience in evaluation, with extensive experience in strategic-level evaluations. Knowledge and experience of humanitarian contexts and of the UN system is essential. The team leader must also have experience in leading teams, excellent analytical and communication skills (written and verbal) and demonstrated skills in mixed qualitative and quantitative data collection and analysis techniques. The primary responsibilities of the team leader will be:

- setting out the methodology and approach in the inception report
- guiding and managing the team during the inception and evaluation phases
- overseeing the preparation of data collection outputs (working papers, country reports, etc) by other members of the team
- consolidating team members' inputs to the evaluation products (inception report and the evaluation report)
- representing the evaluation team in meetings with stakeholders
- delivering the inception report, draft and final evaluation reports (including the Executive Board summary report) and evaluation tools in line with agreed CEQAS standards and agreed timelines.

63. Members of the evaluation team will not have been involved in the design, implementation or monitoring of any programme for WFP or any of its key collaborating partners nor have any other 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 in ensuring ethical conduct of their evaluators.

64. The evaluation team should have strong capacity in conducting global strategic evaluations that incorporate country-level studies. The team will be multi-disciplinary including extensive knowledge, skill and expertise in evaluating emergency responses as well as in the collection and analysis of both qualitative and quantitative data and information. At least one team member should have experience with the analysis and synthesis of evaluation reports and be able to use appropriate software in this process.

65. The evaluation team must ensure a gender equality and equity focus in all phases of its implementation. All team members should have a strong understanding of gender equality issues in humanitarian response. At least one team member should have significant experience with gender equality in emergency response and play a specific role in design of the evaluation as well as in analysis of the data. Across the team there must be a good understanding of global UN policy architecture and humanitarian institutional architecture. All team members must have experience with emergency contexts. Between the team members, there should be qualifications in, and considerable experience of, the following technical areas related to WFP's emergency response work: food security; supply chains; nutrition; school feeding, and; human resources.

66. The team itself should comprise a balance of men and women of mixed cultural backgrounds. A core team of between 5 and 7 people is expected including the team leader. When conducting country 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 additional language capacities (French and Spanish and possibly Arabic). The evaluation team members should:

- contribute to the design of the evaluation methodology in their area of expertise
- undertake interviews in headquarters, regional bureaus and with partners
- 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 analyse information
- participate in team meetings with stakeholders
- prepare inputs in their technical area for the evaluation products
- contribute to the preparation of the evaluation report.

67. Support will be provided by OEV to collect and compile relevant documentation not available in the public domain and undertake analysis of internal data in support of the overall data collection effort. An Evaluation Analyst with significant experience with WFP has been recruited to perform these tasks. The analyst will also facilitate the evaluation team's engagement with respondents and provide support to the logistics of field visits.

#### **5.4. WFP Roles and Responsibilities**

68. WFP stakeholders at country office, regional bureau and headquarters levels are expected to: 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 for country visits, and; set up meetings and field visits, organise for interpretation if required and provide logistic support

during the fieldwork. A detailed consultation schedule will be presented by the evaluation team in the inception report. To ensure the independence of the evaluation, WFP employees will not participate in meetings where their presence could bias the responses of external stakeholders.

### **5.5. Evaluation governance**

69. WFP colleagues from the key divisions and offices will be asked to be members of the Internal Reference Group (IRG). IRG members will be responsible for engaging in meetings/workshops for discussing the inception report and drafts of the evaluation report and summary evaluation report. A small number of external experts from other UN system entities involved in emergency response, as well as from academia, research institutes, international NGOs and foundations will be invited to be members of an Expert Advisory Group (EAG). Members of the EAG will be requested to review and provide comments on the draft inception and evaluation reports (or specific parts of them). Attention will be paid to ensure gender balance in the IRG and EAG. Annexes 11 and 12 contain tentative lists of members of the IRG and EAG respectively.

### **5.6. Communication**

70. 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 Communication and Learning Plan for the Evaluation can be found in Annex 2. A more detailed 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.

71. OEV will make use of a file sharing platform (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 manager and the rest of the evaluation team will assist in discussion of any issue. The main deliverables during the evaluation phase will be produced in English. Should translators be required for fieldwork, the evaluation team will make the necessary arrangements and include the cost in the budget proposal. The team must ensure the confidentiality of all data collected during the course of the evaluation.

72. After completion of the field work, OEV will organize an exit de-briefing with internal stakeholders to discuss the draft evaluation findings (July 2019). After the completion of the evaluation report a learning workshop will be organized to discuss findings, conclusions and recommendations among a wide range of interested WFP stakeholders (end-September 2019). The Summary Evaluation Report together with Management Response will be presented to WFP's Executive Board in all official WFP languages in February 2020.

73. OEV will ensure dissemination of lessons through the annual evaluation report, presentations in relevant meetings, WFP internal and external web links. In addition, a specific dissemination event will be organized to engage with WFP employees and external stakeholders on the evaluation and facilitate further

utilization of the evaluation findings and conclusions. The country offices and regional bureaux are encouraged to circulate the final evaluation report to external stakeholders. OEV will explore opportunities to undertake joint learning and communication work with other UN agencies undertaking similar evaluation exercises, including UNICEF, UNFPA and UN WOMEN.

### **5.7. Budget**

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

## Annex 1: Detailed Evaluation Timeline

	Name of the Evaluation	By Whom	Key Dates (deadlines)
<b>Phase 1 - Preparation</b>			<b>Sep-Dec 2018</b>
	Draft ToR to OEV/D clearance for circulation to WFP staff	EM	2 November
	Receive WFP feedback	EM	16 November
	Final ToR sent to WFP Stakeholders and uploaded	EM	22 November
	Contracting evaluation team/firm	EM	15 December
<b>Phase 2 - Inception</b>			<b>Jan-Mar 2019</b>
	Team preparation prior to HQ briefing (reading Docs)	Team	January
	HQ briefing (WFP Rome)	EM & Team	4-8 February
	Inception Missions	EM & TL	11-22 February
	Validation workshop		6 March
	Submit Draft inception report (IR) to OEV	TL	11 March
	OEV quality assurance and feedback	EM	18 March
	Submit revised IR to OEV	TL	25 March
	Circulate final IR to WFP key Stakeholders for their information + post a copy on intranet.	EM	29 March
<b>Phase 3 - Evaluation Phase, including Fieldwork</b>			<b>Apr-Jul 2019</b>
	Systematic review of documentation	Team	April
	HQ interviews	Team	May
	Field visits at RB + COs.	Team	May-July
	Debriefing with HQ, RB and COs Staff.	EM&TL	July
<b>Phase 4 - Reporting</b>			<b>Aug-Nov 2019</b>
<b>Draft 0</b>	<b>Submit draft Evaluation Report (ER) to OEV</b>	TL	30 August
	OEV quality feedback sent to the team	EM	6 September
<b>Draft 1</b>	<b>Submit revised draft ER to OEV</b>	TL	13 September
	EM seeks OEV Director's clearance prior to circulating the ER to WFP Stakeholders. When cleared, OEV shares draft evaluation report with WFP stakeholders for their feedback.	EM	20 September
	Learning workshop	EM	1 October
	OEV consolidate all WFP's comments (matrix), and share them with team	EM	4 October
<b>Draft 2</b>	<b>Submit revised draft ER to OEV based on the WFP's comments, and team's comments on the matrix of comments.</b>	TL	16 October
	Review matrix and ER.	EM	18 October
	Submit SER to OEV		25 October
	Seek for OEV Dir.'s clearance to send the Summary Evaluation Report (SER) to Executive Management.	EM	28 October
	OEV circulates the SER to WFP's Senior management for comments (upon clearance from OEV's Director)	EM	1 November
	OEV sends the comments on the SER to the team for revision	EM	15 November
<b>Draft 3</b>	<b>Submit final draft ER (with the revised SER) to OE</b>	TL	22 November
	Seek Final approval by OEV. Dir. Clarify last points/issues with the team if necessary	EM&TL	25 November
<b>Phase 5 Executive Board (EB) and follow-up</b>			<b>Dec-Feb 2020</b>
	Submit SER/recommendations to RMP for management response + SER to ERBT for editing and translation	EM	1 December 2019
	Presentation of Summary Evaluation Report to the EB	D/OEV	February 2020
	Presentation of management response to the EB	D/Mgt	February 2020

Note: TL=Team Leader; EM=Evaluation Manager; OEV=Office of Evaluation. RMP = Performance Management and Monitoring Division; RB=Regional Bureau; HQ=Headquarters; EBRT=Translation and Documentation Unit of the Executive Board Secretariat.

## Annex 2: Initial Evaluation Communication and Learning Plans<sup>18</sup>

### Internal (WFP) communication plan

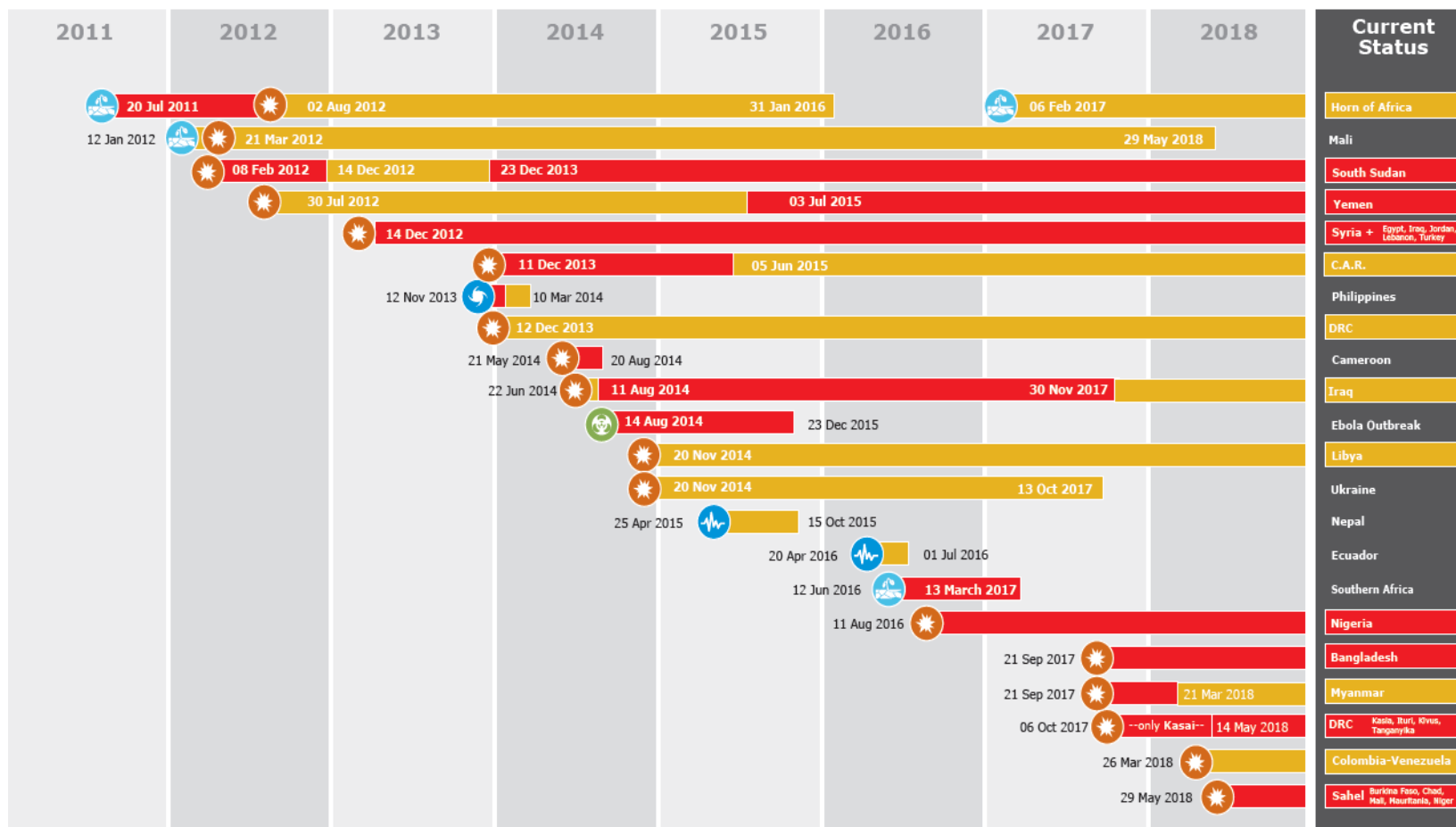
<b>When</b> Evaluation phase with month/year	<b>What</b> Communication product	<b>To whom</b> Target group or individual	<b>What level</b> Purpose of communication	<b>From whom</b> Lead OEV staff with name/position	<b>How</b> Communication means e.g. meeting, interaction, etc.	<b>Why</b> Purpose of communication
Preparation (Sep-Dec 2018) TOR (Oct 2018)	Full ToR ToR summary	OEV, CO, RB, HQ,	Conceptualization & Strategic	Evaluation Manager (EM)	Consultations, meetings and written exchanges	Draft ToR for comments / Final for information
Inception (Jan-Mar 2019)	HQ Briefing + Inception Mission Inception Report (IR)	HQ, RB, CO, stakeholders	Operational & Informative	EM	Written exchange	Draft IR for comments Final IR for information
Field work, debrief (Apr- Jul 2019)	PPT	CO, RB, HQ, stakeholders	Operational	Evaluation Team Leader (TL)	Meeting / Teleconference	For information and verbal feedback
Reporting (Aug -Nov 2019)	Draft and Final Evaluation Report (ER), Workshop	CO, RB, HQ, EAG, stakeholders	All	EM, OEV Director	Written exchanges (+ matrix of comments on request) and presentations	Draft ER for written comments / Final ER for information
Learning workshop (Oct 2019)	PPT	CO, RB, HQ	Learning	EM, OEV Director	Workshop	Utilization of the findings and conclusions of the evaluation
Follow-up/EB (Dec-Feb 2020)	Evaluation Brief	CO, RB, HQ	Informative	EM, OEV Director	Written exchange	Dissemination of evaluation findings and conclusions.
Dissemination event (March 2020)	PPT	CO, RB, HQ	Informative	EM, OEV Director	Event	Dissemination of evaluation findings and conclusions.

<sup>18</sup> To be further developed during the inception phase

## External communications plan

<b>When</b> Evaluation phase with month/year	<b>What</b> Communication product	<b>To whom</b> Target group or individual	<b>What level</b> Purpose of communication	<b>From whom</b> Lead OEV staff with name/position	<b>How</b> Communication means e.g. meeting, interaction, etc.	<b>Why</b> Purpose of communication
ToR, Oct 2018	Final ToR ToR summary	Public, UNEG	Strategic	OEV	Websites	Public information
IR, March 2019	Final IR	Public, UNEG	Strategic	OEV	Websites	Public information
Formatted ER/Translated SER, Nov 2019	Final Report (incl. SER)	Public, UNEG	Strategic & Operational	OEV, EB Secretariat	Websites	Public information
Evaluation Brief, Dec 2019	2-page Evaluation Brief	Board Member & wider public	Strategic	OEV	Website	Public information
EB, Feb 2020	SER & Mgt Resp	Board Member	All	OEV & RMP	Formal presentation	For EB consideration

### Annex 3: WFP Response to major Emergencies (2011-2018)



WFP Emergency Level  
■ L3 ■ L2

Sudden-onset natural disaster

Slow-onset natural disaster

Pandemic

Complex emergency

[WFP.OPSCEN@wfp.org](mailto:WFP.OPSCEN@wfp.org)

Source: [OPweb.wfp.org](http://OPweb.wfp.org)



## Annex 4: Direct Expenditures by Region and Category, 2011-2017

### (a) Total Expenditure by category<sup>19</sup>

	2011	2012	2013	2014	2015	2016	2017
Grand total	3,768,990	4,148,105	4,264,693	4,717,572	4,633,491	5,082,229	5,895,126
Development	315,986	348,672	376,914	345,626	300,313	303,009	301,262
Relief	2,925,212	3,288,536	3,329,431	3,843,912	3,690,914	4,173,813	5,072,848
Emergency	1,367,243	1,403,214	1,558,453	2,161,765	1,772,776	2,068,953	1,788,447
PRRO	1,557,969	1,885,322	1,770,979	1,682,146	1,918,138	2,104,859	3,284,401
Special operations	217,619	216,068	205,947	313,323	400,705	335,635	275,295
Bilaterals, trust funds and others	310,173	294,830	352,401	214,712	241,559	269,774	245,721

### (b) Expenditure by category as percentage of total expenditure

	2011	2012	2013	2014	2015	2016	2017
Development	8%	8%	9%	7%	6%	6%	5%
Relief	78%	79%	78%	81%	80%	82%	86%
Emergency	36%	34%	37%	46%	38%	41%	30%
PRRO	41%	45%	42%	36%	41%	41%	56%
Special operations	6%	5%	5%	7%	9%	7%	5%
Bilaterals, trust funds and others	8%	7%	8%	5%	5%	5%	4%

<sup>19</sup> Source (for all tables in this annex) is the WFP Annual Performance Report (Annex VII-A)

**(c) Expenditure by region as percentage of total expenditure**

Region	2011	2012	2013	2014	2015	2016	2017
Sub-Saharan Africa	61%	67%	58%	54%	55%	54%	54%
Asia and the Pacific	22%	19%	15%	11%	12%	9%	6%
Eastern Europe, Southern Europe and Commonwealth of Independent States (CIS)	1%	1%	1%	0%	1%	1%	1%
Latin America and the Caribbean	8%	4%	4%	3%	3%	3%	2%
Middle East and North Africa	8%	9%	23%	31%	29%	33%	37%

**(d) Relief expenditure by region as percentage of total relief expenditure**

Region	2011	2012	2013	2014	2015	2016	2017
Sub-Saharan Africa	61%	68%	58%	51%	53%	52%	53%
Asia and the Pacific	24%	19%	14%	11%	11%	8%	5%
Eastern Europe, Southern Europe and Commonwealth of Independent States (CIS)	1%	0%	0%	0%	1%	1%	0%
Latin America and the Caribbean	6%	2%	2%	2%	2%	2%	1%
Middle East and North Africa	8%	10%	26%	36%	34%	37%	40%

**(e) Relief expenditure as percentage of total expenditure by region**

Region	2011	2012	2013	2014	2015	2016	2017
Sub-Saharan Africa	81%	84%	82%	79%	78%	82%	86%
Asia and the Pacific	87%	82%	77%	78%	75%	73%	75%
Eastern Europe, Southern Europe and Commonwealth of Independent States (CIS)	66%	56%	38%	33%	52%	51%	24%
Latin America and the Caribbean	64%	51%	41%	44%	50%	60%	52%
Middle East and North Africa	86%	92%	96%	97%	96%	94%	97%

## Annex 5: Evaluation sub-questions and evaluation criteria

Evaluation Sub-Question	Criterion <sup>20</sup>
To what extent did WFP's emergency responses address the emergency needs of affected populations?	Appropriateness
To what extent did WFP's emergency responses achieve the expected results?	Effectiveness
To what extent were WFP's emergency responses efficient in delivery of its assistance?	Efficiency
To what extent do WFP's emergency responses take appropriate account of national and local actors, their capacities and efforts?	Complementarity
To what extent did WFP link its emergency responses to longer term efforts to address root causes and build national capacity to address emergency situations?	Connectedness
To what extent has WFP's been able to cover affected populations with its emergency responses?	Sufficiency/ Coverage
To what extent were WFP's emergency responses coherent with its own policies and principles and those of the wider UN and international humanitarian law?	Coherence
To what extent were WFP's emergency response actions harmonized with the broader set of humanitarian actors?	Coordination
To what extent are people able to participate in/influence decisions that affect them and to hold WFP to account for the decisions that are made on their behalf?	Accountability Engagement

<sup>20</sup> A list of criteria developed for the ALNAP 2018 State of the Humanitarian System Report (inception report)

## Annex 6: Criteria for country selection

		<b>Bangkok</b>	<b>Cairo</b>	<b>Dakar</b>	<b>Jo'burg</b>	<b>Nairobi</b>	<b>Panama</b>
<b>WFP Emergency Level</b>	<b>L3</b>	Philippines (also L2)	Iraq (also L2 for in-country)	Sahel	Southern Africa	South Sudan	
	<b>L2</b>	Nepal	Ukraine (Libya)				
	<b>L1</b>						Caribbean; El Salvador
<b>Duration</b>	<b>&lt; 1 year</b>	Philippines; Nepal		Sahel 2018 and 2012	Southern Africa		Caribbean
	<b>1-2 years</b>						
	<b>2-3 years</b>		Ukraine				
	<b>&gt; 3 years</b>		Libya; Iraq			South Sudan	El Salvador
<b>Type of emergency</b>	<b>Slow onset natural disaster</b>			Sahel (2012)	Southern Africa		El Salvador
	<b>Sudden Onset natural disaster</b>	Philippines; Nepal					Caribbean
	<b>Complex emergency</b>		Ukraine; Libya; Iraq	Sahel;		South Sudan	
<b>Income Classification</b>	<b>Low Income</b>	Nepal		Burkina Faso; Chad; Mali; Niger	Madagascar; Malawi; Zimbabwe	South Sudan	
	<b>Lower Middle Income</b>	Philippines;	Ukraine	Mauritania	Eswatini; Lesotho; Zambia		
	<b>Upper Middle Income</b>		Iraq; Libya				El Salvador; Caribbean

<b>Relief Expenditure (2011-2017)<sup>21</sup></b>	<b>Small</b>				Zambia; Eswatini; Lesotho		Caribbean; El Salvador
	<b>Medium</b>	Philippines	Ukraine; Libya	Burkina Faso; Mauritania	Madagascar; Mozambique		
	<b>Large</b>	Nepal	Iraq	Mali ; Niger ; Chad	Zimbabwe		
	<b>Very large</b>					South Sudan	

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<sup>21</sup> Expenditure: Small (<50 USD million); Medium: (USD 50<x<250 million); Large (USD 250<x<1,000 million); Very Large (>1,000 USD million)

## Annex 7: Key Background reading

Folder name / File name	Date
<b>WFP documents</b>	
General Rules and Financial Regulations Organization Chart WFP Annual Report 2017 WFP Global Presence	
Strategic Plan 2008-2013 2014-2017	2008 2014
<b>Integrated Road Map (IRM) Four Pillars</b>	
<b>1. Strategic Plan</b> WFP Strategic Plan 2017-2021	2016
<b>2. Country Strategic Plan Policy</b> Policy on Country Strategic Plans	2016
<b>3. Financial Framework Review</b> Financial Framework Review	2016
<b>4. Corporate Result Framework</b> Corporate Results Framework (2017-2021)	2016
<b>Emergencies</b>	
Food Aid and Livelihoods in Emergencies	2003
Humanitarian Principles	2004
Emergency Needs Assessment	2004
Definition of Emergencies	2005
Exiting Emergencies	2005
Targeting in Emergencies	2006
Transition from Relief to Development	2006
Note on Humanitarian Access and its implications for WFP	2006
ED Circular: Activation Protocol for Responding to Corporate Emergencies	2006 2012 2015 2018
WFP Humanitarian Protection Policy	2012
Emergency Preparedness and Response Package – first edition	2012
Emergency Preparedness and Response Package – second edition	2017
Emergency Preparedness Policy	2017
WFP Emergency Response Classifications	2014
Update on WFP's Collective Humanitarian Response	2015 2016 2017

	2018
<b>Nutrition</b>	
Minimum Standards for Nutrition in Emergency Preparedness and Response (NIE Minimum Standards)	2017
Nutrition Policy	2012 2017
<b>Supply Chain</b>	
Supply Chain Strategy 2017-2021	2017
<b>Gender</b>	
Gender Action Plan 2015-2020	2017
Gender Marker Guidance 2014	2017
Gender Toolkit	2017
Update on Gender Policy EB.A 2018	2018
Gender Policy 2015-2020	2014
Gender Transformation Programme Office Guide	2017
<b>School Feeding</b>	
School Feeding Policy	2013
<b>HR</b>	
WFP People Strategy Introduction	2016
WFP People Strategy Presentation	2014
WFP People Strategy Update	2016
WFP People Strategy Briefing Pack	2014
ED Circular: WFP Emergency Response Roster	2001 2013
<b>UN and other external documents</b>	
2030 Agenda	2015
Grand Bargain	2016
World Humanitarian Summit – Commitment to Action	2016
Quadrennial comprehensive policy review of operational activities for development of the United Nations system	2016
SG Report on UN Reform	2017
SG Annual Reports	2018 2017 2016
IASC: The Gender Handbook for Humanitarian Action	2018
IASC: Guidance Note on using the Cluster Approach to Strengthen Humanitarian Response	2006
IASC: Humanitarian System-Wide Emergency Activation: definition and procedures	2012
IASC: Inter-agency Rapid Response Mechanism	2013
IASC: Emergency Response Preparedness (ERP)	2015
IASC: Reference Module for Cluster Coordination at Country Level	2015
IASC: Reference Module for the Implementation of The Humanitarian Programme Cycle	2015

ALNAP: State of the Humanitarian System	2018 (pending) 2015 2012
ALNAP: Evaluation of Humanitarian Action Guide	2016
OCHA Strategic Plan 2010-2013 2014-2017 2018-2021	2010 2014 2018
UNICEF Preparedness Guidance Note	2016
UNHCR Policy on Emergency Preparedness and Response	2017



## Annex 8: Summary and list of documents for systematic review

### (a) Summary of Documents (year of publication)

Type of Document	2011-2014	2015-2018	Total
<b>Strategic Evaluations:</b> providing balanced coverage of WFP's core planning instruments, including Strategic Plan elements and related strategies	12	7	19
<b>Policy Evaluations:</b> undertaken 4–6 years after implementation starts	3	6	9
<b>Country Portfolio Evaluations:</b> Assess the strategic positioning, performance and results of all of WFP's work in a country or region	16	13	29
<b>Corporate Emergency Evaluations:</b> Assess corporate emergency responses, with particular attention to humanitarian context and principles, and the coverage, coherence and connectedness of the response	1	5	6
<b>Operations Evaluations</b> Assess the appropriateness, performance and results of individual operations, helping to embed evaluation planning and use of results in the programme cycle	22	48	70
<b>Impact Evaluations</b>	15	6	21
<b>Decentralized Evaluations*</b>	-	36	36
<b>Audits</b>			
Emergency Response Internal Audits	3	1	4
Thematic Internal Audits	7	18	25
Country Internal Audits	27	29	56
External Audits	9	8	17
<b>Lessons learned</b>			
Emergency Response	8	13	21
Synthesis for New Emergencies	1	5	6
Thematic	5	3 **	8
<b>Total</b>	<b>129</b>	<b>198</b>	<b>327</b>

\* Data only from 2016 onward

\*\* No publication date included under 2015-2018

**(b) Tentative list of evaluations, audits and lessons learned documents**

<b>Strategic Evaluations</b>	
- Strategic Evaluation on CSP Pilots	2018
- Strategic Evaluation on Resilience	2018
- Managing organizational change	2017
- Evaluation of the Strategic Plan 2014-2017	2016
- Strategic evaluation of the preparedness and response enhancement programme	2015
- Strategic evaluation of WFP's use of pooled funds for humanitarian preparedness and response	2015
- Strategic Evaluation of REACH	2015
- Strategic Evaluation of the food security cluster	2014
- WFP's Private Sector Partnership and Fundraising Strategy: An Evaluation	2012
- Strategic Evaluation of the Global Logistics Cluster	2012
- From Food Aid to Food Assistance - Working in Partnership: A Strategic Evaluation	2011
- How WFP Country Offices adapt to change: A Strategic Evaluation	2011
- Strategic Evaluation of WFP's Role in Social Protection and Safety Nets	2011
- WFP 2008 – 2013 Purchase for Progress (P4P) Initiative: A Strategic Evaluation (mid-term)	2011
- WFP's Agriculture and Market Support (AMS) in Uganda 2009–2014: Mid-Term Evaluation	2011
- WFP's role in ending long-term hunger: a Strategic Evaluation	2011
<b>Policy Evaluations</b>	
- Evaluation of WFP's Policy on Humanitarian Principles and access in Humanitarian Contexts	2018
- Evaluation of WFP's Humanitarian Protection Policy	2018
- WFP Corporate Partnership Strategy (2014 -2017)	2017
- WFP's 2012 Nutrition Policy: A Policy Evaluation	2015
- WFP's Cash and Voucher Policy: A Policy Evaluation	2014
- Evaluation of WFP's 2009 Gender Policy. This Time Around?	2013
- WFP's School Feeding Policy: A Policy Evaluation	2011
<b>Corporates Emergency Evaluation</b>	
- WFP's Regional Response to the Syrian Crisis (forthcoming)	2018
- WFP's Corporate Emergency Response in NE Nigeria (forthcoming)	2018
- WFP's Ebola Crisis Response	2016
- WFP's Regional Response to the Syrian Crisis	2015
<b>Impact Evaluations</b>	
- Chad: Moderate Acute Malnutrition	2017
- Niger: Moderate Acute Malnutrition	2017
- Mali: Moderate Acute Malnutrition	2017
- Sudan: Moderate Acute Malnutrition	2017
- Bangladesh: Joint UNHCR-WFP Food Assistance to Refugees in Protracted Situations in Bangladesh	2012
- Chad: Joint UNHCR-WFP Food Assistance to Refugees in Protracted Situations in Chad	2012
- Ethiopia: Joint UNHCR-WFP Food Assistance to Refugees in Protracted Situations in Ethiopia	2012

- Rwanda: Joint UNHCR-WFP Food Assistance to Refugees in Protracted Situations in Rwanda	2012
<b>- Evaluation Synthesis Reports</b>	
- Annual Synthesis of Operation Evaluations (2016-2017)	2018
- Operation Evaluations Regional Synthesis RBB	2017
- Operation Evaluations Regional Synthesis RBC	2017
- Operation Evaluations Regional Synthesis RBD	2017
- Operation Evaluations Regional Synthesis RBJ	2017
- Operation Evaluations Regional Synthesis RBN	2017
- Operation Evaluations Regional Synthesis RBP	2017
- Annual Synthesis of Operation Evaluations (2015-2016) Partnerships for the Future	2017
- Moderate Acute Malnutrition Synthesis	2017
- Annual Synthesis of Operation Evaluations (2014 - 2015) Changing Course: From Implementing to Enabling	2016
- Synthesis of Emergency Preparedness and response series	2015
- Annual Synthesis of Operations Evaluations (June 2013 - July 2014)	2014
- Synthesis on Food for Assets for Livelihoods Resilience Series	2013
- A Synthesis: Four SE's on the Transition from Food Aid to Food Assistance	2012
- Synthesis of Mixed Method IE of the Contribution of Food Assistance in Protracted Refugee Situations	2012
<b>- Country Portfolio Evaluations</b>	
- Ethiopia	2018
- Mali	2018
- Somalia	2018
- Central African Republic	2018
- Cambodia	2017
- South Sudan	2017
- Cameroon	2017
- Burundi	2016
- Mauritania	2016
- Sri Lanka	2016
- Iraq	2016
- Palestine	2015
- Tanzania	2015
- DRC	2014
- Uganda	2014
- Indonesia	2014
- Niger	2013
- Kyrgyzstan	2013
- Timor Leste	2013
- Republic of Congo	2013
- Sudan	2013
- Somalia	2012
- Afghanistan	2012
- Zimbabwe	2012
<b>- Relevant evaluations and assessments by other parties</b>	
- ICAI : The UK approach to funding the UN humanitarian system	2018

- MOPAN – WFP	2018 (pending) 2013
- FAFO: Rethinking emergency school feeding: A child-centred approach	2017
- OECD - Review of the World Food Programme’s Humanitarian and Development Effectiveness`	2012
<b>IASC Inter-Agency Evaluations</b>	
- Synthesis of Key Findings from IAHE (2016)	2016
- CAR	2016
- Philippines	2014
- South Sudan	2015
- Syria CALL	2016
<b>External WFP Audits:</b>	
- Report of the External Auditor on food-related losses WFP/EB.A/2018/6-G/1	2018
- Report of the External Auditor on the scale-up and scale-down of resources in emergency operations [WFP/EB.A/2018/6-H/1] (2018)	2018
- Report of the External Auditor on Changes in Human Resources	2017
- Report of the External Auditor on Decentralization	2017
- Report of The External Auditor on Emergency Preparedness for IT Support in WFP	2012
- Report of the External Auditor on Food Procurement in WFP	2014
- Report of the External Auditor on Management of Corporate Emergencies	2015
- Report of the External Auditor on Management of projects	2011
- Report of the External Auditor on Procurement Of Landside Transport, Storage And Handling Contracts	2011
- Report of the External Auditor on Somalia Operations	2011
- Report of the External Auditor on the Management of Human Resources	2012
- Report of the External Auditor on the School Feeding Programme	2016
- Report of the External Auditor on use of Cash and Vouchers	2013
- Report of The External Auditor on Warehouse Management	2015
- Report of The External Auditor on WFP Aviation	2016
- Report of The External Auditor on Working with Cooperating Partners	2013
- Report of The External Auditor on United Nations Humanitarian Response Depot	2014
<b>Internal WFP Audits - Thematic</b>	
- Internal audit of Supply Chain Division IT based applications	2018
- Internal Audit of Beneficiary Management 2017	2017
- Internal Audit of Financial service providers for CBT 2017	2017
- Internal Audit of FITTEST 2017	2017
- Internal Audit of Management of FFA	2017
- Internal Audit of operationalization Enterprise risk management 2017	2017
- Internal Audit of Performance Indicators and systems 2017	2017
- Internal Audit of SCOPE 2017	2017
- Internal Audit of Country capacity strengthening	2016
- Internal Audit of HR management in COs	2016
- Internal Audit of LESS	2016
- Internal Audit of NGO Partnerships 2016	2016

- Internal Audit of Third Party Monitoring 2016	2016
- Internal Audit of WFP Construction projects 2016	2016
- Internal Audit of Procurement of Goods and Services 2016	2016
- "Internal Audit of Cash and Voucher Modalities in the Field – Distribution Cycle and Intervention Closure"	2015
- "Internal Audit of Cash and Voucher Modalities in the Field – Project Design and Setup"	2015
- Internal Audit of ICT Governance	2015
- Internal Audit of Management of Donor Funding 2015	2015
- Internal Audit of Forward purchase facility 2014	2014
- Internal Audit of Internal control assurance process 2014	2014
- Internal Audit of WFP field security	2014
- Internal Audit of Internal control assurance process 2013	2013
- Internal Audit of WFP Aviation 2013	2013
- Participatory Gender Audit of WFP's Human Resources Division, Regional Bureau in Cairo and Country Offices in Jordan and Sudan	2013
- Internal Audit of Government Donor relations	2012
<b>- Internal WFP Audits – Country Specific</b>	
- Internal Audit of WFP operations in Nigeria 2018	2018
- Internal Audit of WFP operations in Philippines 2018	2018
- Internal Audit of WFP operations in South Sudan 2018	2018
- Internal Audit of WFP operations in Yemen 2018	2018
- Audit of the Joint Programme in Colombia 2017	2017
- Internal Audit of CBT retailer implementation in Jordan and Lebanon	2017
- Internal Audit of CERF Funded activities Ethiopia 2017	2017
- Internal Audit of Food quality and safety in Jordan and Lebanon	2017
- Internal Audit of Food quality and safety in Syria 2017	2017
- Internal Audit of WFP operations in Bangladesh 2017	2017
- Internal Audit of WFP operations in DPRK 2017	2017
- Internal Audit of WFP operations in Mozambique 2017	2017
- Internal Audit of WFP operations in Somalia 2017	2017
- Internal Audit of WFP operations in Egypt 2016	2016
- Internal Audit of WFP operations in Iraq 2016	2016
- Internal Audit of WFP operations in South Sudan 2016	2016
- Internal Audit of WFP operations in Syria 2016	2016
- Inspection report of WFP operations in Mauritania 2015	2015
- Internal Audit of WFP operations in Afghanistan 2015	2015
- Internal Audit of WFP operations in Ethiopia 2015	2015
- Internal Audit of WFP operations in Lebanon 2015	2015
- Internal Audit of WFP operations in Myanmar 2015	2015
- Internal Audit of WFP operations in Nicaragua 2015	2015
- Internal Audit of WFP operations in Republic of Congo 2015	2015
- Internal Audit of WFP operations in Sudan 2015	2015
- Internal Audit of WFP operations in Uganda 2015	2015
- Internal Audit of WFP operations in Zimbabwe 2015	2015
- Internal Audit of WFP's Ebola Virus Disease Response	2015
- Internal Audit of response to Sahel and Mali 2014	2014

- Internal Audit of WFP operations in Burundi 2014	2014
- Internal Audit of WFP operations in Cambodia 2014	2014
- Internal Audit of WFP operations in DPRK 2014	2014
- Internal Audit of WFP operations in DRC 2014	2014
- Internal Audit of WFP operations in Haiti 2014	2014
- Internal Audit of WFP operations in Kenya 2014	2014
- Internal Audit of WFP operations in Liberia 2014	2014
- Internal Audit of WFP operations in Mali 2014	2014
- Internal Audit of WFP operations in Niger 2014	2014
- Internal Audit of WFP operations in Pakistan 2014	2014
- Internal Audit of WFP operations in Palestine 2014	2014
- Internal Audit of WFP operations in Somalia 2014	2014
- Internal Audit of WFP operations in South Sudan 2014	2014
- Internal Audit of WFP operations in Syria and neighbouring countries	2014
- Internal Audit of WFP operations in Yemen 2014	2014
- Field verification of WFP operations in Colombia 2013	2013
- Inspection report of WFP operations in Mauritania 2013	2013
- Internal Audit of WFP operations in Afghanistan 2013	2013
- Internal Audit of WFP operations in Bangladesh 2013	2013
- Internal Audit of WFP operations in Chad 2013	2013
- Internal Audit of WFP operations in Cote d'Ivoire 2013	2013
- Internal Audit of WFP operations in Libya 2013	2013
- Internal Audit of WFP operations in Pakistan 2013	2013
- Internal Audit of WFP operations in RBD 2013	2013
- Internal Audit of WFP operations in Senegal 2013	2013
- Internal Audit of WFP operations in Sudan 2013	2013
- Internal Audit of WFP operations in Syria and neighbouring countries	2013
- Internal Audit of WFP operations in Yemen 2013	2013
- Inspection report of small country offices in ODC countries 2012	2012
<b>- Lessons Learned - Emergency Response</b>	
- Bangladesh Emergency Response Lessons Learned	2018
- Tropical Cyclone Roanu - Lessons Learned	2017
- Tropical Cyclone Winston - Lessons Learned	2017
- Haiti - Hurricane Irma Success Story	2017
- Ready to Respond Strengthening Humanitarian Preparedness in High Risk Countries	2017
- Southern Africa Emergency Lessons Learned	2017
- Major Emerging Themes from 5 Years of Lessons Learning	2016
- Central African Republic Crisis Corporate Response	2015
- 15 years of WFP emergency response. Synthesis Report	2015
- Partnering with Existing National Safety Nets for Emergency Payments:	2015
- Regional Emergency for Nepal Earthquake Response	2015
- The WFP-UNICEF rapid response mechanism in South Sudan	2015
- WHO and WFP Cooperation in their Response to the Ebola Virus Disease Emergency	2015
- Syria Crisis Corporate Response Lessons Learned	2014

- Lessons from South Sudan	2013
- Qualitative study of World Food Programme emergency operations from 1998-2010	2013
- Horn of Africa Corporate Response	2012
- South Sudan Corporate Response	2012
- WFP Response to the 2012 Sahel Crisis	2012
- Lessons Learned 2010 WFP Kyrgyzstan Crisis Response	2011
- Pakistan Floods Lessons Learned	2011
- WFP 2010 Haiti Earthquake Response	2011
<b>- Lessons Learned – Synthesis for new Emergencies</b>	
- Lake Chad Basin - Lessons Learned from past Emergencies	2016
- Ecuador Earthquake - Lessons Learned from past Emergencies	2016
- Hurricane Matthew - Lessons Learned from past Emergencies	2016
- Lessons to prepare for Flood Emergency Response	2015
- Nepal Earthquake Lessons Learned from past Emergencies	2015
- Lessons for conflict emergencies	2014
<b>- Lessons Learned –Thematic</b>	
- IRM-Related Lessons Arising from The October 2017 Emergency Response in Bangladesh	2017
- Recommendations for HR in Emergencies	2014
- Lessons for establishing a PRU	2014
- Findings and Recommendations on Partnership from LLEs	2013
- Lessons Learned for Private Sector Partnerships	2013
- Lessons for gender in Emergencies	2011

## **Annex 9: Job description – background paper**

### **Job description for consultant on the evolution of emergency response in WFP**

#### **Background and purpose of the assignment:**

In 2019, the Office of Evaluation will conduct a Strategic Evaluation of WFP's Capacity to Respond to Emergencies. The evaluation will cover all types of emergencies in all regions and at all levels, between 2011 and 2018. In order to understand the changing nature of WFP's response over this period it is necessary to understand the longer history of WFP's work in this area, including the scope of this work as well as the policies and structures it put in place.

The purpose of this assignment is therefore to document the evolution of WFP response to emergencies and provide an understanding of the context in which the changes took place and the reasons for the changes. The outputs of this exercise will feed into the inception phase of the evaluation where the detailed design of the evaluation will take place. The inception phase is expected to last from January to March 2019.

#### **Accountabilities/responsibilities:**

The consultant responsibilities will be two-fold:

1. Write a paper on the evolution of the WFP response to emergencies 1998-2018

The paper will map the evolution of WFP's emergency response over the 21-year period 1998 to 2018. It will cover the changing ways WFP responded to emergencies as well as the changing organizational structures within WFP in relation to emergency responses.

Based on existing knowledge of the organization, as well as some initial background research and interviews, the consultant will prepare an outline of the paper. Following clearance of the outline by OEV (in consultation with the Division for Emergency Preparedness and Support Response - OSE) the consultant will produce a report of approximately 50 pages excluding annexes with a summary. It is expected that the consultant will travel to Rome for an initial briefing by OEV followed by interviews with HQ staff. Interviews will also be conducted by phone where necessary.

A comprehensive review of documentation will also be necessary and OEV will facilitate the collection of relevant documents together with OSE. OEV, together with relevant HQ divisions, will also prepare tables of basic data on emergencies (expenditures, staffing levels, etc.).

2. Develop a timeline for WFP's emergency response over the period 1998-2018

Based on table 1 below, produce a comprehensive timeline for WFP's emergency response 1998-2018 inclusive. The timeline will map key events by month, changes in organizational structure and major reform initiatives. Key changes to highlight will include:



- Changes in management (Director of Emergencies and Executive Director)
- Changes in organizational structure (including HQ structures as well as changes in roles of HQ, RB and COs)
- Major policy changes
- Other major reform initiatives (for example, strategies – both emergencies and corporate wide where relevant including in gender, nutrition, school feeding, etc)
- Major lessons learning activities
- Major emergency responses

Using the table and other inputs prepared by the consultant, OEV will arrange the preparation of timeline graphic similar to [20 years of change in humanitarian action: A timeline by ALNAP](#). The ALNAP work has captured key external initiatives and reforms over the period 1998-2017 but should be added to if important to WFP.

The consultant will prepare drafts of both outputs and share them with OEV. Once cleared by the Director of Evaluation, OEV will request comments from relevant HQ units and the regional bureaux. Comments will cover factual errors, errors of interpretation and errors of omission. The final report and timeline will be prepared after addressing the comments.

**Table 1: Evolution of WFP’s emergency response: a timeline 1998-2018**

EVENTS						
Year	Month	Changes in management	Changes in organizational structure	Major reform initiatives	Major lessons learning activities	Major emergency responses
1998	January					
	February					
	March					
•						
•						
•						
•						
•						
2018						
	October					
	November					
	December					

**Deliverables at the end of the contract:**

1. Paper on the evolution of WFP’s response to emergencies 1998-2018 (by end January 2019)
2. Timeline for WFP’s response to emergencies 1998-2018 (by mid-February 2019)

**Qualifications & experience required:**

- Education:** Advanced degree in social sciences or similar
- Experience:** More than 15 years of experience with WFP emergency responses; more than 5 years of senior level experience with WFP; extensive experience in drafting reports and developing communication products; proven experience in conducting research and analysis.
- Knowledge & Skills:** Ability to write well in English and clearly present findings and analysis
- Languages:** Proficient in English (proficiency in French and Spanish an advantage)

## Annex 10: Office of Evaluation Guidance

<b>OEV Central Evaluation Quality Assurance System (CEQAS)</b>
I. Guidance for process and content
II. Template for ToR
III. Quality Checklist for ToR
IV. Template for Inception Report
V. Quality Checklist for Inception Report
VI. Template for Evaluation Report
VII. Quality Checklist for Evaluation Report
VIII. Template for Summary Evaluation Report
IX. Quality Checklist for Summary Evaluation Report
<b>OEV Style guides</b>
Report style guide
Supplementary editorial standards for evaluation reports

## **Annex 11: Members of the Internal Reference Group (IRG)**

The following units will be asked to identify members for the IRG.

<b>Office of the Deputy Executive Director</b>
Human Resources Division (HRM)
Integrated Road Map Implementation (IRM)
Gender Office (GEN)
Regional Bureau Bangkok (RBB)
Regional Bureau Cairo (RBC)
Regional Bureau Dakar (RBD)
Regional Bureau Johannesburg (RBJ)
Regional Bureau Nairobi (RBN)
Regional Bureau Panama (RBP)
<b>Operations Services</b>
Emergency Preparedness and Support Response Division (OSE)
Supply Chain Division (OSC)
Policy & Programme Division (OSZ)
Nutrition Division (OSN)
School Feeding Service (OSF)
<b>Partnership, Governance and Advocacy</b>
Government Partnership Division (PGG)
<b>Resource Management</b>
Budget and Programming Division (RMB)
Performance Management and Monitoring Division (RMP)
Security Division (RMQ)
Enterprise Risk Management Division (RMR)
<b>Chief of Staff</b>
Technology Division (TEC)
Cash Based Transfers (CBT)

## Annex 12: Potential members of the External Advisory Group (EAG)<sup>22</sup>

<b>Organization</b>
ALNAP
International Rescue Committee
OCHA
UNICEF
UNHCR
IFRC
Save the Children
CARE Canada
Africa Union

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<sup>22</sup> The following is a tentative list of organization to be contacted for inclusion in the EAG.

## Annex 13: Glossary of Terms

### Capacity<sup>23</sup>

The UNDG defines Capacity as *the ability of people, organizations and society as a whole to manage their affairs successfully*.

Capacities can be grouped in three levels, which altogether are interdependent and mutually reinforcing:

- Individual—improving individual skills, knowledge and performance through training, experiences, motivation and incentives;
- Organizational—improving organizational performance through strategies, plans, rules and regulations, partnerships, leadership, organizational politics and power structures, and strengthening organizational systems, processes, and roles and responsibilities
- Enabling environment—improving policy framework to address economic, political, environmental and social factors including economic growth, financing, labour markets, political context, policy and legislative environment, class structures, and cultural aspects in a coherent and mutually reinforcing fashion.

Capacities across the three levels can be grouped into “hard” and “soft” areas.

- “Hard” capacities are tangible and visible, including organizational structures, systems, policies and procedures.
- “Soft” capacities are intangible and invisible, social and relational, including leadership, values, behaviours, commitment and accountability.

Capacities can also be grouped into “technical” and “functional” types.

- “Technical” capacities are specific to a particular sector or area, e.g., nursing, farming and animal husbandry, primary education, water and sanitation, forestry, etc.
- “Functional” capacities are relatively common across sectors or areas such as planning, budgeting, policy-making, financial analysis, strategy formulation and communications.

### Emergency Response

#### Types of emergency<sup>24</sup>:

- Sudden disasters: natural disasters which affect food access and/or cause population displacements, and which require special UN coordination procedures.
- Slow-onset disasters: these are usually droughts and crop failures.

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<sup>23</sup> Definitions taken from the United Nations Development Group “Capacity Development. UNDAF Companion Piece” 2018.

<sup>24</sup> <https://www.wfp.org/operations/emergency>

- **Complex emergencies:** these can involve conflict, widespread social and economic disruption and large population displacements and usually involve UN coordination.

**Levels of emergency<sup>25</sup>:** WFP emergency levels are classified as follows:

Level 2 Emergency: i) Regional augmentation of Country Office(s) capacity is required; and/or ii) The response requires coordination across more than one country or territory.

Level 3 Surge: i) The emergency overwhelms or threatens to overwhelm the available capacity of the Country office(s) and/or Regional Bureau(x) and requires rapid injection of corporate resources; ii) Considering the five criteria adapted from the Inter-Agency Standing Committee system-wide protocols for Level 3 activation:

- **Capacity:** capacity of WFP Country Office(s) and/or Regional Bureau(x), WFP operational presence, national response capacity;

**Complexity:** a multi-layered emergency, multiple affected countries and/or regions, multitude of actors, lack of humanitarian access, high security risks to staff

- **Reputational Risk:** media visibility/public attention, expectations on the humanitarian system by national stakeholders/donors/partners

- **Scale:** size of affected area(s), number of affected or potentially affected people, and number of countries affected

- **Urgency:** the importance of population displacement, intensity of armed conflict, and/or crude mortality rate

Level 3 response: Capacity limitations have been mitigated through a reinforced leadership and staffing structure at Country Office(s) but the other criteria (complexity, reputational risk, scale and urgency) persist.

WFP can activate an internal Level 3 Surge or response independently of whether it is also part of an humanitarian system-wide Level 3 activation. In a system-wide emergency, WFP retains the flexibility to activate, partially activate, de-activate or transition its emergency level.

Level 1 response: Any country with WFP emergency or relief operation is *defacto* classified as in Level 1 emergency; WFP Country Offices possess the required capacity and resources to efficiently and effectively respond, with routine support as required.

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<sup>25</sup> definitions from the Executive Director's circular (ED 2018/13) Interim WFP emergency activation protocol for level 2 and level 3 emergencies.

## Other

### **Humanitarian Actors<sup>26</sup>:**

Humanitarian actors or responders refer to impartial international or national organizations (UN and non-UN) mandated to provide humanitarian action; it does not include donors, militaries or national/local authorities.

### **Local and National Partners<sup>27</sup>:**

National and local responders comprising governments, communities, Red Cross and Red Crescent National Societies and local civil society

**Partnerships:** The Corporate Partnerships Strategy 2014-2017, defines partnership as follows:

*Collaborative relationships between actors that achieve better outcomes for the people we serve by:*

- *combining and leveraging complementary resources of all kinds;*
- *working together in a transparent, equitable and mutually beneficial way; and*
- *sharing risks, responsibilities and accountability.*

*To achieve objectives (both the collective partnership's objectives and individual partner goals) that could not be achieved as efficiently, effectively or innovatively alone, and where the value created is greater than the transaction costs involved.*

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<sup>26</sup> IASC Introduction to Humanitarian Action: a Brief for Resident Coordinators

<sup>27</sup> The Grand Bargain – A Shared Commitment to Better Serve People in Need



## Acronyms

ALNAP	Active Learning Network for Accountability and Performance
CRF	Corporate Results Framework
CSP	Country Strategic Plan
EQAS	Evaluation Quality Assurance System
EAG	External Advisory Group
EMOP	Emergency Operation
ERC	Emergency Relief Coordinator
ETC	Emergency Telecommunications Cluster
FSC	Food Security Cluster
IASC	Inter-Agency Standing Committee
ICSP	Interim Country Strategic Plan
IRG	Internal Reference Group
IRM	Integrated Road Map
LEO	Limited Emergency Operations.
OCHA	Office for the Coordination of Humanitarian Affairs
OEV	Office of Evaluation
OIGA	Office of Internal Audit of the Inspector General and Oversight Office
OSZ	Policy and Programme Division
PREP	Emergency Preparedness and Response
PRRO	Protracted Relief and Recovery Operation
RMB	Budget and Programming Division
RMP	Performance Management and Monitoring Division
SDGs	Sustainable Development Goals
ToR	Terms of Reference
UNEG	United Nations Evaluation Group
UNHAS	United Nations Humanitarian Air Service
UNHRD	United Nations Humanitarian Response Depots
WFP	World Food Programme