



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation
Measuring Results, Sharing Lessons

TERMS OF REFERENCE

EVALUATION OF WFP'S RESPONSE TO THE COVID-19 PANDEMIC (2020-2021)

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1. Background

1.1. INTRODUCTION

1. The COVID-19 pandemic is having an unprecedented effect on health, societies, economies, politics and the environment impact around the world. In addition to the 800 million people already suffering food insecurity around the world, recent estimates¹ indicate that the lives and livelihoods of 265 million people will be under severe threat, nearly double the number reported in the 2020 Global Report on Food Crises.² COVID-19 is disproportionately affecting and middle-income countries, with a looming food security and nutrition crisis of historic proportions.
2. The UN's World Food Programme (WFP) is a major actor in the international response to the pandemic. As the world's largest humanitarian organisation, it plays a lead role in the UN's \$2 billion Global Humanitarian Response Plan,³ alongside responding to the needs of partners and beneficiaries in the 88 countries it serves.
3. The purpose of these Terms of Reference (TOR) is to provide key information to stakeholders about the Evaluation of WFP's Response to the COVID-19 pandemic, to guide the evaluation team and specify expectations during the various phases of the evaluation. The TOR are structured as follows: Section 1 provides information on the context; section 2 presents the rationale, objectives, stakeholders and main users of the evaluation; section 3 presents features of the WFP response and defines the scope of the evaluation; section 4 identifies the evaluation approach and methodology; and section 5 indicates how the evaluation will be organized. The annexes provide additional information.
4. The evaluation is scheduled to take place from January to December 2021. It will be managed by WFP's Office of Evaluation (OEV) and conducted by an independent evaluation team. The evaluation report will be presented to the WFP Executive Board in 2022, together with its Management Response.

1.2. CONTEXT OF COVID-19 RESPONSE

5. Globally, at the beginning of 2020, almost 168 million people required humanitarian aid and protection, a 15 percent increase since the beginning of 2019.⁴ Even prior to the COVID-19 pandemic, violent conflict, climate change and other human-made and natural disasters were increasing the number, scale and complexity of humanitarian crises.
6. With global humanitarian financing of \$40 billion required for 2020,⁵ including responses to COVID-19, the humanitarian funding gap is growing.⁶ At the same time, expectations by donors and politicians on transparency, accountability and value for money of humanitarian assistance are increasingly demanding.
7. Due to the impact of pandemic, for the first time in over 20 years, poverty levels are increasing. The World Bank estimates that, as a result of the pandemic, an additional 88-115 million people will slide into extreme poverty by 2021, with income inequality increasing at the same time.⁷ Already acutely

¹ WFP (2020) Annual Performance Report for 2019 (July 2020)

² Food Security Information Network (2020) <https://www.wfp.org/publications/2020-global-report-food-crises>

³ <https://www.unocha.org/sites/unocha/files/Global-Humanitarian-Response-Plan-COVID-19.pdf>

⁴ OCHA, Global Humanitarian Overview 2020, December 2019

⁵ https://www.unocha.org/sites/unocha/files/GHRP-COVID19_July_update.pdf

⁶ Global humanitarian funding needs increased by some 41% (about US\$ 8.2bn) between 2015 and 2019, while overall humanitarian funding only increased by some 20% (about US\$ 4.1bn). Sources: OCHA, Global Humanitarian Overview 2016, December 2015; OCHA, Global Humanitarian Overview 2020, December 2019; OCHA Financial Tracking System

⁷ World Bank (2020) Poverty and Shared Prosperity Report (October 2020)

food-insecure people in need of humanitarian assistance – estimated at 149 million by WFP in June 2020 – are most vulnerable to the pandemic’s consequences, due to their limited coping capacity for both the health and socioeconomic aspects of the pandemic as well as their enhanced exposure to human rights violations and other protection risks... An additional 121 million people are at risk of becoming acutely food-insecure before the end of the year as jobs are lost, remittance flows slow, and food systems are stressed or disrupted.⁸ The potential effects of the pandemic are likely to negatively impact on food security well into 2021.

8. The pandemic’s impacts on health and access to food may also increase the likelihood of conflict, crime, and unrest and exacerbate other existing instabilities. Increasing numbers of urban dwellers are expected to fall into extreme poverty, which has traditionally affected people in rural areas.⁹ Global markets for basic cereals are well supplied, but COVID-19-related containment measures have affected the need to move commodities from where they are produced, to where they are consumed – leading to an uptick in global benchmark prices for cereals, affecting the low and middle income countries the most.¹⁰ At the same time, the negative effects of global trade are adversely affecting food-deficit countries, through their exposure to price swings in international markets and reduced export revenues.¹¹
9. The pandemic has also highlighted the vulnerabilities of marginalized and excluded populations to the wider effects of the virus. These groups often depend heavily on the informal economy for earnings; occupy areas prone to shocks; have inadequate access to social services; lack basic social protection; are denied access to such services on the basis of age, gender, race, ethnicity, religion, migrant status or other forms of discrimination; have low levels of political influence; and have limited or no access to technologies. People living in conflict-affected countries, where often health systems have collapsed, and people on the move, including irregular migrants, refugees and asylum seekers, and other particularly socio-economically marginalized groups - such as female, elderly, child and the disabled -are particularly vulnerable.¹²
10. There has been a dramatic increase in reported cases of gender-based violence (GBV) during the pandemic, while the provision of GBV services has been curtailed. UN Women estimates that globally in the past 12 months, 243 million women and girls aged 15–49 years were subjected to sexual and/or physical violence perpetrated by an intimate partner, while older women were also experiencing violence. Projections indicate that for every 3 months the lockdown measures continue, an additional 15 million cases of gender-based violence globally are expected.¹³
11. School closures are likely to affect future earnings and human capital for students, increase educational and broader inequalities particularly for the poorest students, girls, and students with disabilities, and contribute to hunger and malnutrition from the suspension of school feeding programmes. School closures also increase harmful practices such as child marriage and negatively affect the mental and psychosocial health of students. The most vulnerable students such as adolescent girls and young people with disabilities, might not ever return to school, jeopardizing their future and the future of their families.¹⁴

⁸ WFP (2020) Global Response to COVID-19: 29 June 2020

⁹ World Bank (2020) op.cit.

¹⁰ WFP (2020) COVID-19: Potential impact on the world’s poorest people: A WFP analysis of the economic and food security implications of the pandemic, April 2020

¹¹ Ibid.

¹² <https://unsdg.un.org/sites/default/files/2020-04/UN-framework-for-the-immediate-socio-economic-response-to-COVID-19.pdf>

¹³ https://www.unocha.org/sites/unocha/files/GHRP-COVID19_July_update.pdf

¹⁴ UNICEF (2020) What Have We Learnt? Overview of findings from a survey of ministries of education on national responses to COVID-19 October 2020 <https://data.unicef.org/resources/national-education-responses-to-COVID19/>

12. The pandemic is having significant repercussions on the delivery of humanitarian assistance, including interrupted supply chains and movement restrictions.¹⁵ Restrictions on overland movement of cargo, a global slowdown in the aviation and shipping industries, increased hygiene and sanitation requirements, movement restrictions on essential workers, and reduced staff at key entry points and government institutions have all constrained the delivery of humanitarian assistance, challenging organizations in their attempts to transport cargo and personnel to where they are most needed.

The global response

13. The World Health Organization (WHO) declared the novel coronavirus outbreak a public health emergency of international concern (PHEIC), WHO's highest level of alarm, on 30th January 2020.¹⁶ On February 3rd 2020, it presented its \$675 million Strategic Preparedness and Response Plan (SPRP), structured around international coordination, the scale up of country preparedness and response operations, and accelerated research and innovation.¹⁷
14. The UN issued its US\$2 billion coordinated Global Humanitarian Response Plan (GHRP)¹⁸ to fight COVID-19 on March 25th, 2020. The GHRP is being implemented by Inter-Agency Standing Committee members and partners including FAO, IOM, UNDP, UNFPA, UN-Habitat, UNHCR, UNICEF, UNRWA, WFP, WHO, NGOs and the Red Cross and Red Crescent Movement. The GHRP targets nearly 250 million people with COVID-19 assistance across three strategic priorities: (i) Contain the spread of the pandemic and decrease morbidity and mortality (ii) Decrease the deterioration of human assets and rights, social cohesion and livelihoods (iii) Protect, assist and advocate for refugees, IDPs, migrants and host communities particularly vulnerable to the pandemic. WFP was tasked to provide tangible assets and supply chain services required for humanitarian and health actors to be able to deliver the response, with financial needs of \$350 million.
15. The GHRP was revised on May 7th, 2020 to include a \$6.71 billion appeal and an updated global plan, to fight the coronavirus in fragile countries. On 16 July 2020, a further updated plan was released, including a \$10.26 billion appeal to fight the pandemic in the most vulnerable and low-income countries. Within this envelope, \$965 million was requested for support services, with which WFP's logistics support was tasked. The strategic priorities remained the same. As of 23rd October 2020, the updated GHRP was 32.7 per cent funded.¹⁹
16. In April 2020, the UN issued its framework for the immediate socio-economic response to the pandemic.²⁰ The framework has a 12-18-month timeframe, to be implemented by UN Country Teams, and complements the WHO SPRP. It outlines the switch to emergency mode of the UN Development System and is oriented around five pillars: (i) Health first (ii) Protecting People (iii) Economic Response and Recovery (iv) Macroeconomic response and multilateral collaboration and (v) Social Cohesion and Community Resilience. The plan proposes adjusting a significant proportion of the UN's existing US\$17.8 billion portfolio of sustainable development programmes across all the Sustainable Development Goals (SDGs) towards COVID-19 related needs. At country level, as of September 2020, 109 countries had prepared COVID-19 socio-economic response plans, 88 socio-economic impact assessments had been completed, and \$2.7 billion had been repurposed to address the needs of the pandemic.²¹

¹⁵ Food Security Information Network, 2020 Global Report on Food Crises; Joint Analysis for Better Decisions, 2020

¹⁶ <https://www.who.int/emergencies/diseases/novel-coronavirus-2019/interactive-timeline/>

¹⁷ <https://www.who.int/publications/i/item/strategic-preparedness-and-response-plan-for-the-new-coronavirus>

¹⁸ <https://www.unocha.org/sites/unocha/files/Global-Humanitarian-Response-Plan-COVID-19COVID-19.pdf>

¹⁹ <https://www.unocha.org/COVID19>

²⁰ <https://unsdg.un.org/sites/default/files/2020-04/UN-framework-for-the-immediate-socio-economic-response-to-COVID-19COVID-19.pdf>

²¹ <https://data.uninfo.org/Home/WorldMap>: 2nd September 2020

17. Also, in April 2020, the Inter-Agency Standing Committee activated its System Wide Scale-Up Protocols for health emergencies.²² This allowed the leadership model to the response to be determined, co-ordination mechanisms to be established, and global support provided for country operations.
18. The COVID-19 Response and Recovery Multi-Partner Trust Fund (MPTF) was established in April 2020 for a period of two years. This inter-agency finance mechanism supports implementation of the five pillars of the socio-economic response framework. Its coverage extends to all low- and middle-income programme countries, in particular those populations not included in the GHRP, to help safeguard their progress towards the SDGs. 30 UN entities, including WFP, have signed agreements with the MPTF Secretariat.²³
19. The international community, including the UN, has also launched a range of mechanisms for evidence-gathering for the global response, in the short, medium and longer term. A global COVID-19 Evaluation Coalition, hosted by the OECD DAC, brings together a wide range of stakeholders, including donor organisations, UN agencies and NGOs, to provide an information-sharing forum and co-ordination mechanism for evaluative work. Under ongoing system-wide reforms,²⁴ including to the UN's evaluation architecture, a range of system-wide evaluation activities are underway, including an evaluability and lesson-learning study of the COVID-19 MPTF. The present evaluation will seek to engage with, contribute to, and draw from these exercises as appropriate.

2. Reasons for the Evaluation

2.1. RATIONALE

20. Four main factors provide the rationale for an evaluation of the WFP COVID-19 response:
 - i. In line with the commitments of the WFP 2016-2021 Evaluation Policy, and as one of the 'three lines of defence' for WFP, independent evaluations of complex emergency responses, including those with medium and longer-term implications, are required to meet formal learning and accountability needs;
 - ii. WFP's response to the COVID-19 pandemic is relevant to the full set of the organization's strategic goals and results. It affects both WFP operations and its internal corporate systems and staffing. It is particularly important for WFP's ability to contribute to ending hunger and improving nutrition, both in the immediate and the longer term. As such, a corporate-level evaluation is required;
 - iii. Past reviews (Lessons Learned exercises) and evaluations of Level 3 responses have pointed to the loss of information and knowledge that is disseminated in the early stages of a crisis response, but not adequately captured and stored for future use.²⁵ This includes qualitative data and tacit knowledge used to inform decision-making. A number of internal learning and review exercises regarding the COVID-19 response are also ongoing (see section 4.3). The COVID-19 evaluation presents an opportunity to bring forward, synthesise and make explicit this learning
 - iv. WFP's 2016-2021 Evaluation Policy is committed to the utility of evaluations and emphasises the importance of timing – ensuring that evaluative findings are available when they can be of maximum utility to users, including management. The current evaluation will report after, and therefore integrate and build upon, the findings of various ongoing internal lesson-learning and review exercises within WFP (see section 4.3 Evaluability Assessment).

²² IASC (2020) Activation of the IASC System Wide Scale Up Protocols 17th April 2020

²³ <http://mptf.undp.org/factsheet/fund/COV00>

²⁴ UN General Assembly (2017) Repositioning the United Nations development system to deliver on the 2030 Agenda: ensuring a better future for all: Report of the Secretary-General A/72/104 – E/2018/3

²⁵ See list at Annex 7, Bibliography.

21. The response to the COVID-19 pandemic is also increasingly important to key stakeholders given the shift in corporate focus to alignment with the SDGs, delivered through the Strategic Plan 2017-2021. Knowledge gaps are emerging as WFP is called upon to deliver against more and more complex responses across the range of COVID-19 affected contexts. This evaluation therefore provides the opportunity to bring together learning across the corporate environment, from both programmatic and systems perspectives, and from the global to the country level, to identify major strategic achievements, challenges and concerns.

2.2. OBJECTIVES

22. Evaluations serve the dual objectives of accountability and learning. The evaluation responds to these as follows:
 1. **Accountability** – The evaluation will build on a recent evaluation of WFP's capacity to respond to emergencies by assessing the extent to which WFP effectively and efficiently responded to the COVID-19 pandemic both in terms of i) its programming and operations, and ii) its institutional systems, structures and staffing. The evaluation will verify the extent to which WFP sufficiently adapted its internal and external machinery to the needs of the pandemic and realised its intended role in the global response to COVID-19.
 2. **Learning** – The evaluation will assess how, why and under which conditions WFP's adaptations to the COVID-19 pandemic helped increase the relevance, effectiveness, efficiency, coherence, sustainability, coverage and impact of its operations and partnerships. It will consider how WFP identified and responded to the needs of the pandemic, both internally and externally, and whether and how it best utilised its corporate assets and capacities to maximum effect in both its own and the global response.

2.3. STAKEHOLDER ANALYSIS

23. The evaluation will seek the views of, and be useful to, a broad range of WFP's internal and external stakeholders. It will present an opportunity for national, regional and corporate learning.
24. A comprehensive stakeholder analysis, including their influence on and importance for the response, and their specific interests in the evaluation, has been prepared and is attached at Annex 3. The Inception Report should verify and, if necessary, expand on this.
25. The main internal stakeholders and users of this evaluation are as follows. WFP Regional Bureaux and Country Offices, as primary deliverers of the COVID-19 response at field level, are key stakeholders with a high level of influence on/interest in the response, and beneficiaries of the COVID-19 response have a strong interest in the evaluation particularly. Other key stakeholders include WFP's leadership and senior management, including the members of the Executive Board, Strategic Task Force responsible for setting WFP policy and strategic direction for the response (which includes the Deputy Executive Director and Assistant Executive Directors); and the Operational Task Force (OTF), which comprises senior management directing the operational aspects of the response. Divisions with a particular stake in this evaluation include: Human Resource Division; Emergency Operations Division; Supply Chain operations Division; Programme and Policy Development Department; (including Programme – Humanitarian and Development, Cash-Based Transfers, Social Protection, Gender, Protection/AAP, Nutrition, School-based Programmes, Research, Assessment and Monitoring and Innovation and Knowledge Management); Partnerships and Advocacy Department (PGG); Resource Management Department (including Budget and Programming, Enterprise Risk management, Finance and Treasury, and the Performance Management and Monitoring Division); the UN System and Multilateral Partnerships division, Rome Based Agencies/CFS and Strategic Partnerships division; and Communications, Advocacy, and Marketing Division.
26. External stakeholders for the evaluation include WFP's full range of partners (partner governments, UN partner agencies including the Resident Co-ordinator's Office, NGOs/CSOs, International Financial Institutions and co-operating partners and donors) with whom WFP has co-operated

(including through the GHRP) to deliver the response. These partners have different roles in the response and differing partnerships with WFP. Their interest in the evaluation will vary accordingly.

27. Secondary users of the evaluation include other actors in the humanitarian and development field, such as other UN agencies and INGOs, with whom WFP does not co-operate directly on the response but have an interest in the learning from the evaluation; academia/think tanks, networks (e.g. ALNAP); members of the Global Evaluation coalition, in which WFP plays an active role; and the media to whom the findings of this evaluation might also be of interest.
28. Annex 2 presents the Communication and Learning Plan for the evaluation that includes more details on how OEV will communicate along the evaluation process with internal and external stakeholders.

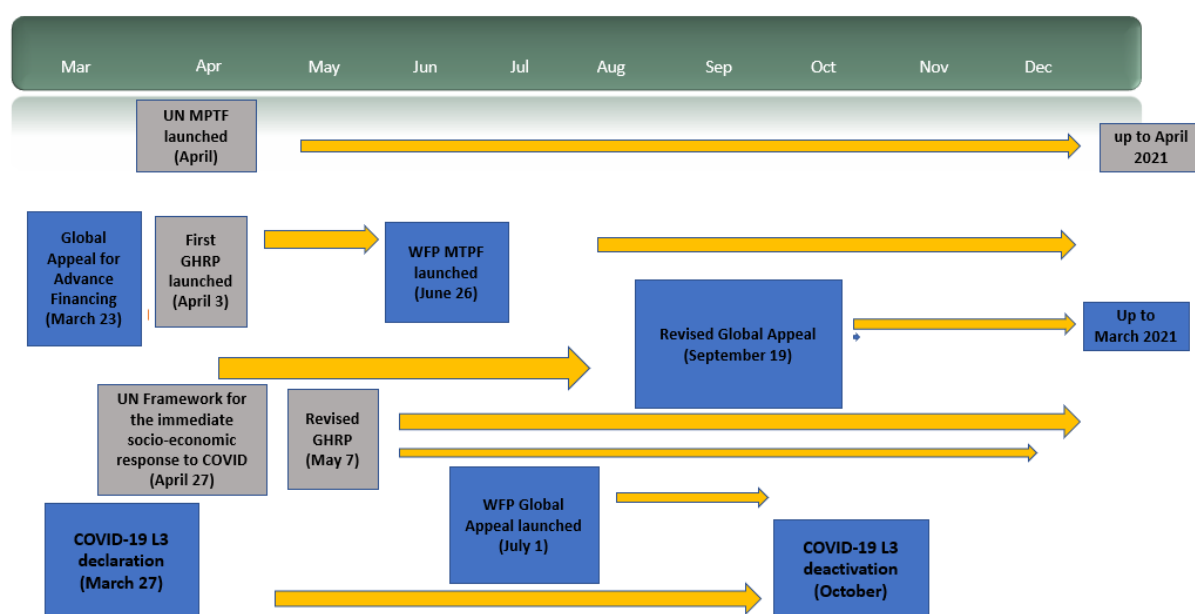
3. Subject of the Evaluation

3.1. WFP'S CORPORATE RESPONSE FRAMEWORK TO COVID-19

3.1.1 Corporate strategic framework

29. The multidimensional effects of the crisis outlined in section 1.2, which combine health, food security, human rights, social and economic aspects, is challenging WFP – along with its national and international partners - across all aspects of its operational and institutional practice. Figure 1 below displays the timeline of the WFP corporate framework for the response, mapped against the wider UN framework described in section 1.2.

Figure 1: WFP and UN response frameworks - Timeline



Source: OEV

Level 3 activation

30. On 27th March 2020, at the onset of the pandemic, WFP declared a corporate Level 3 (L3) emergency. This sought to address the travel restrictions, border closures, and reduced commercial aviation and

shipping operations impacting on operations. The L3 declaration aimed to maximise scope for immediate response while ensuring business continuity under challenging conditions. It included flexibilities such as:

- Increased flexibility for Country Office/Regional-Bureau level waivers in Human Resources (HR) and duty of care measures; adaptations to Internal Resourcing Allocations (IRA) based on Country prioritization;
 - Surge staffing support to the field;
 - Centralized corporate assistance from HQ. such as COVID-19 specific guidance on HR, finance, relevant areas of programmes and policy, communications and media support, security updates and support, supply chain guidance, and medical and wellness support;
 - Streamlined engagement from HQ to Regional Bureaux and Country offices, including a 'gatekeeper' function. managed by the Office of Chief of Staff; and,
 - Support to implement/revise business continuity plans based on Country Office/Regional Bureau structure, location and staffing.
31. The L3 declaration included a workstream structure of 1.Wellness; 2: Sustain and Scale up Operations and 3: Service Provision. For the first time, WFP launched a universal surge deployment requirement, requesting all HQ- and Regional Bureau-based staff to make themselves available for deployment. The surge response supplied more than 500 staff through surge deployment to field offices, to provide support to field offices in the acute stages of their response .
32. A Corporate Response Director was appointed as the overall Director under the Strategic Task Force (STF) and Operational Task Force (OTF), as standard procedure in L3 emergencies. Regional Directors' authority was increased to approve various HR staffing and medical procedures.
33. The L3 declaration expired on the 31st of October and has not been extended.

WFP Global Response Plan

34. The L3 declaration was closely followed in April 2020 by the first draft of the WFP Global Response Plan for the pandemic. This focused on three objectives:
- Objective 1: Sustain, prioritize and scale up WFP operations
 - Objective 2: Enable the Global Health and Humanitarian Response
 - Objective 3: Track impacts and inform decision-Making
35. The objectives are closely aligned with the Global Humanitarian Response Plan described in section 1.2. They were operationalised through workstreams as follows. A cross-functional COVID-19 Response Cell was established to monitor implementation and deliver operational data analytics. It is led by the .Emergency Operations division.
36. **Objective 1 - Sustain, prioritize, and scale-up WFP operations** This workstream focused on continuing WFP's life-saving operations, while also protecting where possible investments in preserving livelihoods and strengthening resilience. Its three areas were:
- **Sustain:** Maintain current programme of work by minimizing disruptions to WFP's planned activities for at least three months
 - **Prioritize:** In the existing CSP portfolios, start planning for immediate prioritization and adjustment of programme delivery to face the growing needs due to COVID-19 in the coming period
 - **Scale Up:** Start Identifying additional needs resulting from COVID-19 and assessing how WFP can respond.
37. The workstream prioritized WFP countries of operation into three categories (Annex 9), focusing on overall country fragility and vulnerability in terms of potential COVID-19 impact. Categories 1 and 2 were prioritised for action under the GRP, and other countries where relevant.

38. To ensure resource availability, on 23rd March 2020, WFP made a global request for an urgent USD 1.9 billion, to be frontloaded against WFP's existing plan of work for Category 1 and 2 countries.
39. **Objective 2 - Enable the global humanitarian response** was achieved through WFP's involvement in the UN's GHRP, described in Section 3.1 above. The revised GHRP of 7 May 2020 stated WFP's role as providing common services and ensuring real-time monitoring of the global situation. WFP provided: 1) hubs and staging areas; 2) air and sea cargo services; 3) Passenger Air Service; 4) MEDEVAC services; and 5) supply chain planning services. \$965 million were requested for these services (see Annex 5 for a detailed breakdown).
40. Specific activities took place in three areas:
- **Passenger services:** WFP launched air passenger services to allow the continued movement of health and humanitarian personnel into affected countries where safe and reliable commercial operations were not available. As of October 2020, over 24,000 passengers had been transported from 384 organizations to 67 destinations.
 - **Cargo:** WFP established eight humanitarian response hubs to facilitate cargo movement on behalf of all humanitarian organizations. Of these, four were created specifically for the COVID-19 response (China, Ethiopia, South Africa and Belgium). The hubs are linked by air services, and sea and road transport. As of October 2020, WFP had moved over 76,500 m³ of critical cargo to 169 countries around the globe.
 - **Medevac:** WFP co-leads the aviation arm of the UN Medevac Cell together with the UN Department of Operational Support (UNDOS). Medevac services were available to affected UN and NGO personnel and their eligible dependents in GHRP-eligible countries; as of July 2020, 45 Medevacs had been completed with WFP-contracted air ambulances, and field hospitals in Accra and Addis Ababa constructed.
41. With the easing of initial barriers to the global response to COVID-19, WFP and partners are now defining the phase-out of passenger and cargo services, where relevant and viable commercial options exist.
42. As part of its role in the GHRP, WFP participates in the Supply Chain Inter-Agency Coordination Cell (SCICC), ensuring 'line of sight' for supply chain requirements so that COVID-19 needs are prioritized within the wider humanitarian response. With WHO, WFP Co-chairs the UN COVID-19 Supply Chain Task Force.
43. **Objective 3- Track impacts and inform decision-making** Real-time remote monitoring systems to track global needs, changes to markets and supply chains and security and early warning analysis were set up in 17 countries from the start of the pandemic. USD 4.8 million was requested under the GHRP to scale-up these systems and expand to an additional 11 countries (half of the countries of the Global HRP and all of WFP Category 1 countries).

Medium-term Programme Framework (MTPF)

44. In June 2020, WFP launched its Medium-Term Programme Framework (MTPF), as a continuation of the initial emergency response. The MTPF focused on WFP's contribution to inclusive and resilient recovery, guided by Agenda 2030 and the UN socioeconomic response framework to COVID-19. The MTPF set the direction for WFP to work beyond its traditional emergency response role, emphasising complementarity with government partner systems, with WFP providing support to the adaptation of these systems in an enabling role. The MTPF states that: "Governments are primarily responsible for protecting populations and ensuring the essential needs of all persons are equitably met. Given its enabling and delivery capabilities and roles within both the UN Development System (UNDS) and the international humanitarian architecture, WFP is uniquely positioned to support governments and partners to quickly adapt, design and deliver their own interventions."
45. The three pillars of the MTPF are:
- (i) National social protection systems in support of government, where WFP will help governments to design, adapt and implement social assistance interventions that respond to the impacts of COVID-19 and to strengthen existing shock-responsive social protection systems

- (ii) Basic service delivery, where WFP seeks to support governments in continuing to ensure essential nutrition and school-based services to protect children and women, build human capital and enable recovery, including through school-based health and nutrition programmes and nutrition interventions;
 - (iii) Food systems, where WFP will build on its partnerships to support governments and work with actors along the food value chain in the areas of: sustaining and strengthening market functions by leveraging WFP’s supply chain expertise to help ensure food availability, also through the procurement and provision of timely market information; increasing smallholder farmers’ productivity and reducing post-harvest loss by supporting producers’ access to seeds, fertilizers, assets, services and markets; protecting the livelihoods of smallholder value chain actors through programmes that create income and job opportunities; and ensuring the food and nutrition needs of vulnerable populations are met by linking to social protection and nutrition systems and through interventions such as home-grown school feeding.
46. The MTPF guides WFP to work in three overlapping functions: as follows:
- (i) Data and analytics – WFP will leverage its existing expertise in data collection and the provision and analysis of actionable information on food security and essential needs to inform the design and implementation of effective national policies and programmes.
 - (ii) Policy and programme advice – WFP will provide technical and policy advice to strengthen national responses
 - (iii) Operational support – this includes the rapid deployment of food, cash, livelihood and capacity strengthening programmes to expand and complement national systems.
47. As of December 2020, the MPTF remains the guiding strategy for the WFP response to the pandemic.

3.1.2 Funding

48. **June 2020 Global Appeal.** Following its initial appeal of \$1.7 billion linked to the immediate Global Response Plan, WFP launched in June 2020 an expanded Global Appeal for US \$4.9 billion in total²⁶ across 83 operations until the end of the year. The appeal sought to address WFP’s additional requirements to sustain operations to meet the food needs of some 100 million people in 2020, while scaling up to support up to an additional 38 million people in need.
49. The June WFP Global Appeal was shaped around the following pillars:
- **Sustaining** ongoing levels of assistance to beneficiaries across all WFP operations.
 - **Scaling-up** to reach additional beneficiaries on the brink of acute food insecurity due to COVID-19 and its compounded impacts.
 - **Supporting and enabling governments and partners** to respond to growing needs through the provision of technical assistance, tangible assets and services, and complementary support.
50. **Revised WFP Global Appeal,** WFP launched its revised Global Appeal in September 2020, covering the period October 2020-March 2021. This appeal was based on new analysis of country-level needs and called for USD 5.1 billion for the 6-month period.
51. **GHRP** requirements have been revised downwards, from the initial \$965 million requested in June 2020 (see para. 16) to \$316 million, as WFP’s common services support is phased out. As of November 2nd, 2020, \$261 million in contributions had been confirmed at corporate level. As of October 2020, resources had been raised against the Revised Global Appeal and for the WFP-related financing in the GHRP as follows (Table 1):

Table 1 WFP Resources raised

	Sought (USD million)	Confirmed (USD million)	Forecast (USD million)	Total (USD million)

²⁶ Including the additional US\$ 1.7 billion representing increased needs driven by the COVID-19 pandemic.

GHRP	965 million	261	7	268
WFP Global Appeal	5 100	178	3,417	3,595

Source: WFP Funding Database October 30th, 2020

3.1.3 Beneficiaries and transfer modalities

52. **Beneficiary numbers** Based on figures from Regional Bureaux and Country Offices, WFP estimates that overall, 38 million additional beneficiaries require assistance from WFP by the end of 2020. This brings the total number of beneficiaries to be served in 2020 to 139-144 million, increased from pre-COVID-19 estimates of 101-106 million.²⁷ Changes in beneficiary targets are set out in Figure 2 below.

Figure 2: Beneficiary targets

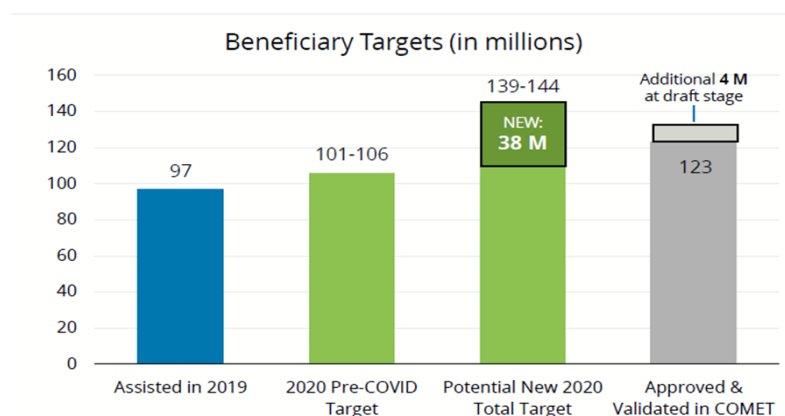


Table: Beneficiary Targets (in millions)

RB	Assisted in 2019	2020 Pre-COVID Target	NEW Beneficiaries CO submissions	NEW 2020 Total [Maximum]	Approved & Validated (COMET)
RBB	11.8	13.8	5.2	19	18
RBC	33.7	30.4	9.4	39.8	33
RBD	10.6	13	8.9	22	19
RBJ	17	22.1	7.2	29.3	23
RBN	19.2	21.6	3.9	25.5	23
RBP	4.8	5.2	3.5	8.5	6
Total	97.1	106.1	38.2	144.1	123

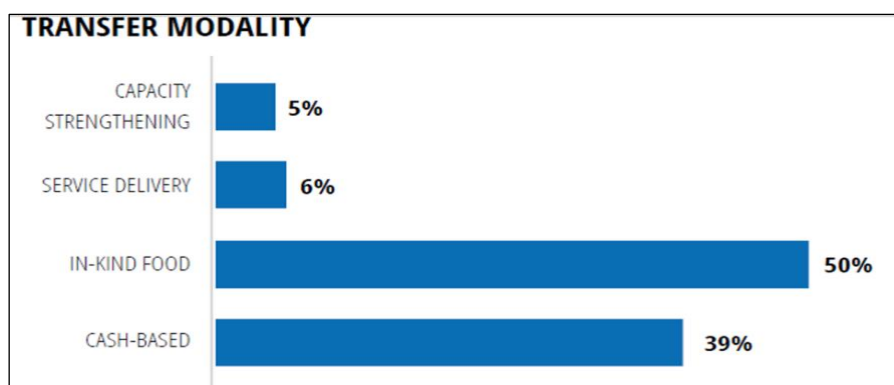
Source: Operational Task Force, October 2020

53. In the first half of 2020, WFP has reached 85 million unique beneficiaries. This is out of 105 million targeted (81%), and it is 20 million more than in quarter 1 (January-March) of 2020.

54. **Transfer modalities** Figure 3 below indicates the main transfer modalities in the first half of 2020.

Figure 3: Transfer modalities in 2020

²⁷ Internal data: Cross-Functional Global Analysis to update on latest situation and inform on actions required for a successful implementation: September 17th, 2020



Source: WFP (2020) *Global Response to COVID-19: September 2020 Update*

55. Adaptations since the advent of the pandemic include 8 percent more in-kind food provided in the first half of 2020 as compared to the same period in 2019, with 17 per cent (553 000 metric tonnes) more food locally procured. Cash-based transfers also increased by 15 percent between January and August 2020, compared to the same period in 2019; from January to August 2020, WFP transferred US\$ 1.15 billion through cash-based transfers across 64 operations.²⁸

3.1.4 Country Strategic Plans (CSPs) and Budget Revisions

56. CSPs and Interim CSPs (ICSPs) embed emergency responses within an integrated WFP country framework. Unforeseen and sudden onset emergency responses under ICSPs and CSPs are implemented through the addition or augmentation of a Strategic Outcome specific to the emergency response.
57. Budget Revisions (BRs) allow WFP to adjust its country-level programming and funding to needs when conditions change. They are commonly used when emergencies strike, to allow for funding and programmatic adjustment. As of September 2020, 80 BRs had been submitted for approval, of which 41 were fully or partially related to COVID-19. 20 additional planned/expected Budget Revisions were in the pipeline, to allow for staggering according to low, medium and high priority countries (para 38).

3.2. SCOPE OF THE EVALUATION

58. The evaluation will cover all of WFP's adaptations to the COVID-19 response, programmatic and institutional, which were undertaken during the period January 2020 to June 2021. It will use the evaluation of WFP's Capacity to Respond to Emergencies, presented to the Executive Board in January 2020 and covering the period 2011-2018, as a guiding reference point for analysis. It will also consider the year 2019 when examining changes in WFP's programmatic and organisational arrangements during the main evaluation period of 2020 -June 2021.
59. This timeframe will enable the evaluation to assess key corporate changes in WFP's approach and adjustments to the COVID-19 pandemic, and programmatic adaptation within CSPs. The evaluation will look at whether and how WFP built on or departed from its previous (pre-COVID-19) activities; assess whether a strategic/institutional shift has taken place; and, if so, what are any consequences arising .
60. In addition to WFP's direct programmatic response to the COVID-19 pandemic in its Country Offices and Regional Bureaux, the scope will also include WFP's support to the GHRP. It will cover both adaptive capacities and results, considering the enabling environment, organizational capacities, partnerships and co-ordination, and assessing both institutional and programmatic achievements.
61. Finally, the evaluation will aim to complement other oversight work being conducted internationally and within WFP on the pandemic. These include: Real-Time Advisory reviews being conducted by

²⁸ WFP (2020) September Update: Global Response to COVID-19

WFP's Office Internal Audit which provide immediate learning on key aspects of compliance and operational delivery, including one on business continuity to be finalised in December 2020; a Lessons Learned exercise of the Level 3 response, to be completed in February 2021; an Executive Director-mandated Assurance exercise and a Management Assurance Project exercise; a Systems and process review, due for completion in January 2021, as well as a range of staff surveys and other learning exercises being conducted across WFP on the agency's response (see section 4.3 Evaluability Assessment). Exercises are also being undertaken by the global COVID-19 coalition housed by the OECD DAC, as well as with inter-agency UN evaluative mechanisms, such as the evaluability assessment of the Multi-Partner Trust Fund and a joint FAO, IFAD, UNIDO and WFP Rapid Evaluation Assessment of 'What works to protect rural livelihoods and food security in times of crisis'. There is also a planned IAHE of the Global Humanitarian Response Plan (GHRP).

4. Evaluation Approach, Methodology and Ethical Considerations

4.1 EVALUATION QUESTIONS AND CRITERIA

62. The evaluation will adopt standard UNEG and OECD/DAC evaluation criteria, namely: relevance, efficiency, effectiveness, sustainability, impact and coherence²⁹ as well as coverage. Moreover, it will give attention to assessing adherence to gender, protection issues and accountability to affected populations within WFP's response.
63. Aligned to the analytical framework, above, the evaluation will address four broad questions, which collectively aim to generate evaluation insights and evidence that will help WFP adapt its strategic framework, processes and procedures for the COVID-19 response as required. The sub-questions will be considered further by the evaluation team during the inception phase and finalized in the inception report.
64. The four overarching evaluation questions, and related sub-questions, are as follows (Table 2):

Table 2: Evaluation questions and sub-questions

1. How well did WFP's enabling environment adapt to respond to the demands of the COVID-19 crisis?		Relevance Effectiveness Efficiency
1.1	To what extent have management systems and structures for both phases of the response (immediate emergency response/medium term programme framework) enabled effective and efficient decision-making?	Efficiency Effectiveness
1.2	To what extent did WFP's oversight and risk management systems enable it to balance risk management with ensuring delivery during the pandemic?	Efficiency Effectiveness
1.3	Have both phases of the response (initial emergency response/medium term programme framework) been adequately evidence-based in their design and implementation?	Relevance
1.4	To what extent have guidance and internal communications supported WFP's response to the pandemic?	Effectiveness

29 <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>.

1.5	<i>To what extent did WFP emergency preparedness support the delivery of the response?</i>	Effectiveness Efficiency
2. How well has WFP adapted its organizational assets and capacities to respond to the demands of the crisis?		Relevance Effectiveness Efficiency Coverage
2.1	<i>To what extent has WFP's overarching frameworks for the response guided short-term and medium-term needs while sustaining business continuity?</i>	Efficiency Effectiveness
2.2	<i>To what extent has WFP's external and internal resource mobilisation and resource allocation systems allowed it to respond flexibly and in a timely way to the needs of the pandemic?</i>	Efficiency Effectiveness
2.3	<i>How swiftly and flexibly did WFP initiate programmatic adaptation to operational needs in the pandemic? (beneficiary numbers, modalities, activity choice, etc)</i>	Relevance Efficiency
2.4	<i>How well has WFP addressed AAP, gender, protection and conflict sensitivity concerns throughout the response?</i>	Relevance Coverage
2.5	<i>To what extent has WFP successfully managed, supported and cared for its employees when responding to the demands of the pandemic?</i>	Relevance Effectiveness Efficiency
3. How well has WFP fulfilled its role as a partner in the collective humanitarian response, at country , regional and at global level?		Coherence Effectiveness Sustainability
3.1	<i>To what extent has WFP maintained/broadened its global and national partnerships during the crisis, and what mutual benefits did this bring?</i>	Coherence Sustainability
3.2	<i>?To what extent and how well has WFP supported national responses to Covid-19?</i>	Coherence Effectiveness
3.3	<i>To what extent has WFP delivered its intended role in the global response (GHRP) e.g. in common services/upstream supply services?</i>	Coherence Effectiveness
4. What results have WFP 's response to the COVID-19 pandemic delivered?		Effectiveness/impact
4.1	<i>What results for food security and nutrition has WFP's response delivered or contributed to, particularly at country level?</i>	Effectiveness/impact
4.2	<i>What sustainable institutional changes have been created, particularly at country level?</i>	Effectiveness/sustainability

4.2 EVALUATION APPROACH AND METHODOLOGY

4.2.1 APPROACH

65. This evaluation will follow OEV's Centralized Evaluation Quality Assurance System (CEQAS) guidance . The evaluative process will be guided by a main lines of enquiry, focused on **adaptive capacity**. Specifically: How have WFP capacities, systems, structures and procedures been able to adapt and respond to the demands posed by the COVID-19 pandemic?
66. The evaluation design adopts elements of a developmental evaluation paradigm,³⁰ for the following reasons:
- i. The distinguishing characteristic of developmental evaluation is 'contributing to something that is being developed'. WFP's COVID-19 has required major corporate adaptations which are not likely to come to a close in the near future; the scoping phase for this evaluation found

³⁰ Patton, M. (2011). Developmental evaluation applying complexity concepts to enhance innovation and use. New York, NY: Guilford Press.

consensus among informants that changes implemented may lead to longstanding shifts in how WFP both continues to respond to the medium and longer term impacts of the crisis but also to its wider business model. The presumption within developmental evaluation of a high degree of flexibility and adaptation, and a focus on emergence, is therefore appropriate.

- ii. The COVID-19 response in WFP functions in a systemic manner, taking place across corporate structures, systems and operations. This makes systems thinking and analysis, and also complexity theory – both central to the developmental evaluation paradigm – highly relevant, particularly as WFP corporately undergoes transformation.
 - iii. Developmental evaluations are situated within the wider context of utilization-focused evaluation.³¹ Ongoing learning for management has been voiced in consultations as a critical organisational need going forward. A developmental evaluation which is explicitly geared to providing useful evaluative input to support corporate learning, as WFP's COVID-19 response evolves, adds value at multiple levels across the organisation.
67. To incorporate aspects of a developmental evaluation, the evaluation will need to encompass the following conditions:
- i. A high level of engagement with management and staff (HQ, Regional Bureau and Country Office as appropriate), throughout data collection, and ensuring regular feedback loops to promote ongoing learning;
 - ii. Adopting an approach of openness, receptiveness and flexibility, and willingness to adapt the evaluation process where needed;
 - iii. Building a high level of ownership and decision-making, with findings, conclusions and implications for next steps presented by the evaluation team and collectively discussed in feedback events with learning groups throughout the evaluation
 - iv. A collegiate approach between the evaluation team, involving regular discussions and open communications, to harness collective expertise and experience of both evaluation commissioners and the evaluation team (see section 5.4 communication).
68. Strong attention to process management by the contracted LTA firm and OEV will be critical throughout.
69. To address these concerns, the evaluation will apply an **analytical framework**³² developed from learning from previous WFP and partner agency evaluations of corporate responses to emergencies; strategic evaluations commissioned by OEV; international evaluation criteria; and other resources. The framework brings together both learning and accountability dimensions to enable continuity and support structured learning and reflection throughout the evaluative process. It was developed from:
- Review of WFP and the wider COVID-19 evaluation coalition on COVID-19 response material;
 - Review of previous WFP evaluations; notably: WFP's Capacity to Respond to Emergencies (2020); the Ebola Crisis Response (2017); Response to the Syrian Regional Crisis (2018); the Corporate Emergency Response in Northeast Nigeria 2019; the Democratic Republic of the Congo WFP Interim Country Strategic Plan Evaluation 2018-2020 (2020); and Bangladesh Country Strategic Plan Evaluation (forthcoming)
 - Mapping against the COVID-19 Risk Register and Risk Appetite Statement.

³¹ Patton, M (2008) Utilization-Focused Evaluation, Fourth Edition, Saint Paul, MN

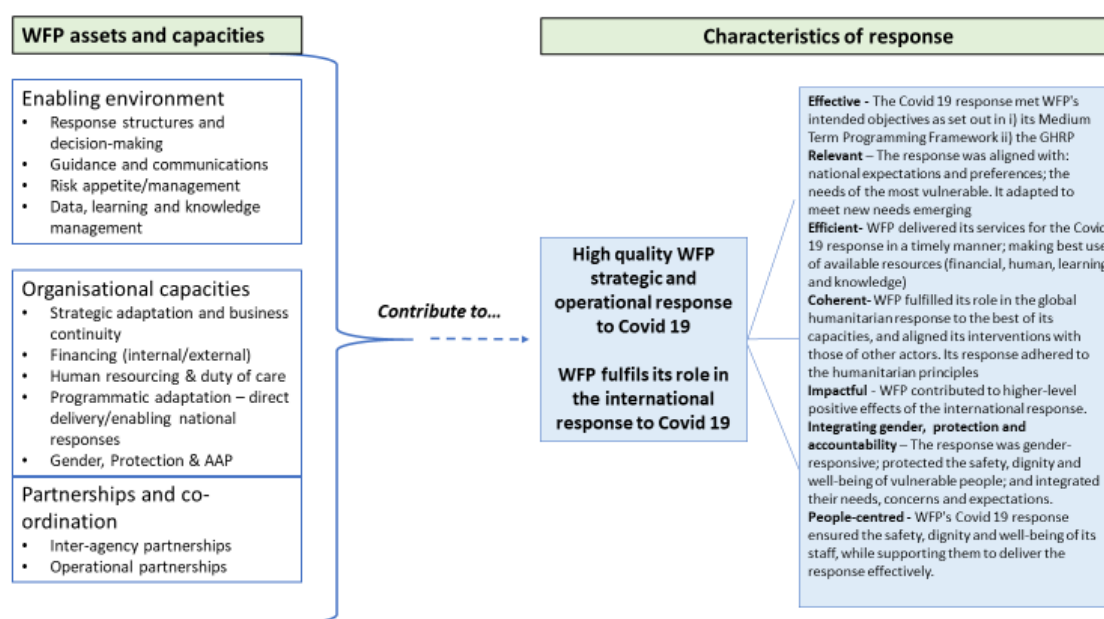
³² A Theory of Change has not been developed for the evaluation given the very fluid and fast-moving nature of the response (and the consequent risk of being outdated by the time of evaluation delivery); the evaluation's focus on both programmatic and institutional concerns; and the building on the exercise on findings from the evaluation of WFP's Capacity to Respond to Emergencies.

70. In particular, the evaluation design has drawn heavily on the findings of the 2020 evaluation of WFP's Capacity to Respond to Emergencies, with this COVID-19 evaluation being located and understood as building on the former study. The Capacity to Respond to Emergencies evaluation found that:

- WFP has increased its capacity to respond to the increased number and scale of emergency responses over the past decade. However, capacities notably at the individual level are over-stretched.
- WFP has invested in surge mechanisms, training and duty of care for employees with some success. However, constraints to developing and sustaining access to needed expertise across emergency contexts and phases of responses risk undermining the quality of emergency responses.
- WFP has developed capacity to deal with the growing complexity of emergency responses and to respond to external trends. However, the lack of an organization-wide emergency response framework constrains linked-up planning for the development of WFP capacities.
- When confronting competing priorities, WFP consistently prioritizes efficiency and coverage. More attention needs to be paid to other aspects of preparedness to make sure responses remain relevant.
- WFP's contribution to sector-wide responses is highly valued and contributes to inter-agency efficiency and better coverage. Evolving roles and UN reform mean that new guidance and clarification will be needed.
- Limitations in WFP corporate monitoring frameworks and systems constrain oversight of the effectiveness of its responses. Effective learning platforms are also lacking.
- More work can be done to support capacity strengthening of governments.

71. The evaluation made 10 recommendations, all of which were agreed or partially agreed. The analytical framework (Figure 3) for the current evaluation builds on these findings and conclusions. It combines elements of WFP's institutional environment (mindful of its role in the international response to COVID -19) on the assumption (to be tested through the evaluation) that this will contribute to a high-quality WFP strategic and operational response to COVID-19; and to WFP fulfilling its envisaged role in the international response to the pandemic.

Figure 4: Analytical framework for the evaluation



72. The analytical framework has informed the content of the developmental evaluation design, described in Methodology, below.

4.2.2 METHODOLOGY

73. The methodology for the evaluation should:

- Build on the logic that is the basis for WFP’s COVID-19 response (WFP Global Response Plan and Medium-Term Response Plan)
- Be geared towards addressing the evaluation questions presented in section 4.1
- Encompass aspects of a developmental evaluation approach
- Apply the analytical framework above

74. The methodology should apply three lines of evidence, as follows:

Lines of evidence 1: Evidence summaries

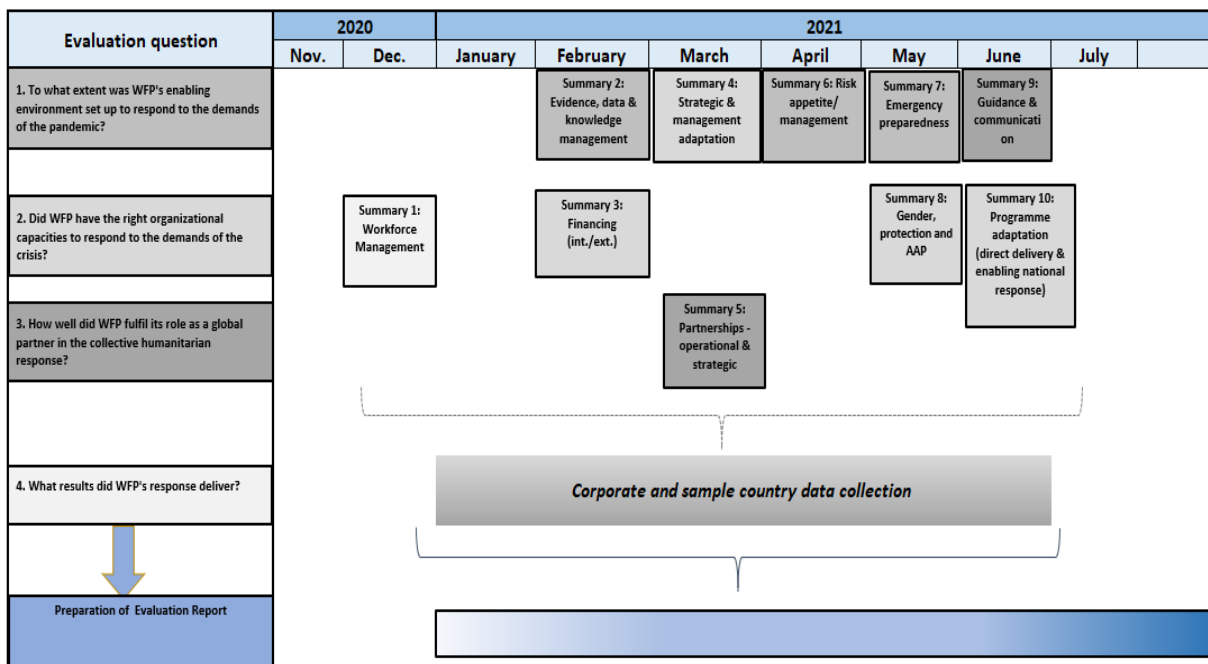
75. Corresponding to evaluation questions 1-3, and to the ‘assets and capacities’ within the analytical framework in Fig. 3 above, a series of ten **evidence summaries** will be developed. These will function as ‘learning pieces’ for WFP and should be developed with a dual purpose: firstly, to contribute to the evidence base of the evaluation and secondly, to inform WFP management and staff’s ongoing learning around the response.

76. The evidence summaries (i) are derived from areas identified by management as important for organisational learning, as reflected in the analytical framework (ii) comprise free-standing evidence products in themselves and (iii) contribute to answering the overall evaluation questions for the evaluation (section 4.1) when combined and elevated. The first evidence summary will be developed and piloted by OEV in November-December 2020. It will serve as a template to inform future work.

77. The evidence summaries will result in short (5-10pp) and discrete evidence products, to be produced sequentially and discussed across the organisation with Learning Groups as each one is prepared. Their presentation and discussion will contribute to ongoing learning as per a developmental evaluation approach. Their production will also support cross-organization learning.

78. The content and sequencing of the ten evidence summaries, is provided in Fig. 4 below.

Figure 5: Evidence summaries by evaluation question



Lines of evidence 2. Country data tracking

79. In order to respond to Question 4, on the results of the response, an agreed basket of existing data sources from an identified sample set of countries should be analysed over the period of 2019-2020. This will allow for changes in WFP's programmatic activity and institutional environment to be fully identified and analysed. Para 97 provides a set of indicated data sources, though others may be proposed by the evaluation team.
80. An indicative set of sample countries is provided at Annex 4. The sample has been developed by OEV based on a cross-section of parameters including: Country classification under the WFP COVID-19 prioritisation index (para 47 Table 1); scale-up of COVID-19 beneficiaries and budgetary requirements; income and human development status; emergency status (Level 2/3/monitoring); and presence of WFP strategic objective and programming types. Coverage by Country Strategic Plan evaluation in 2021 has also been considered, as a means of reducing burdens on Country Offices by collecting data through CSPE processes.

Lines of evidence 3. Corporate data tracking

81. At the same time, a set of corporate level data-streams should be identified and monitored throughout the evaluation period, in order that the corporate response (e.g. in terms of HR, beneficiaries identified and served, financing and modalities, and indirect beneficiary tracking) can be tracked in real time, as the response unfolds. Para 107 suggests relevant data sources, but these may be expanded by the evaluation team if required.

Evaluation report

82. The aggregation of learning from evidence summaries, combined with the country and corporate tracking data, will enable an Evaluation report to be constructed in the second half of the exercise. This will respond to the four higher-level evaluation questions, and address WFP accountability needs. The evaluation will need to apply evidence drawn from all three data-streams. It will need to combine, aggregate and strategically lift the data, applying a corporate-level lens, to report findings at a higher level, as appropriate against the four evaluation questions. The proposed approach is therefore one of sequenced learning. Evidence generation will comprise one 'layer' of activity even while early analysis for the evaluation is proceeding.
83. Finally, WFP-developed Guidance on Evaluations during COVID-19 emphasises the need to avoid undue pressure on Country Offices during a period of intense operational activity and adaptation. The evaluation design will need to be tailored to take account of this challenge.
84. In keeping with good practice, this evaluation will adopt a mixed methods approach. This combines a deductive approach, which starts from predefined analytical categories, with an inductive approach, that leaves space for unforeseen issues or lines of inquiry which emerge as the evaluative process develops. In line with this approach, data per evidence summary and for the overarching evaluation may be collected through a mix of primary and secondary sources with different techniques including desk review, semi-structured or open-ended interviews, closed answers questionnaires, focus groups and direct observation. Systematic data triangulation across different sources and methods should be carried out to validate findings and avoid bias in the evaluative judgement.
85. The methodology should also demonstrate impartiality and lack of bias 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 triangulation of information collected through a variety of means.
86. Methods of data collection may include:
- *Desk review of evidence:* For each evidence summary, a review of the relevant evidence sources, including relevant evaluations, audits and lessons learned documents; administrative data such as expenditures, timelines, performance indicators and human resource statistics regarding the COVID-19 response will be undertaken early in the process.
 - *Key Informant interviews/focus groups:* These will take place at HQ, regional and country levels. The sampling technique to impartially select stakeholders to be interviewed should be specified in the inception report.

- *Country Evidence Tracking*: To support the generation of evidence for the evaluation, at least 24 countries (four per region) will be tracked along key parameters. The selection of country cases will be purposive but draw on a number of criteria in order to achieve a representative sample to the extent possible and ensure that the diversity of contexts in which WFP operates are covered. The criteria for identifying the countries are listed in Annex 4, which also indicates the tentative list of countries selected. The criteria aim to achieve a balance between regions, experience of COVID-19, type of response, size of WFP country programme. Efforts have been 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 at a challenging time).
 - *Corporate Evidence Tracking*: Concurrently and complementary to country level data, a set of corporate level data streams should be identified and monitored in order that the corporate response can be tracked as it unfolds. These are likely to include: HR, financial and budgetary data, beneficiary data at global level, corporate results data, and data on modalities. These data streams should be identified by the evaluation team during the Inception period.
87. During the inception phase, the evaluation team will be expected to expand on and detail the methodological design, in line with the approach proposed in this ToR. The design will be presented in the Inception Note (see Section 5, Organisation of the Evaluation and Annex 1, Detailed Timeline).
88. **Learning groups**: Each To help implement a developmental evaluation approach in practice, each Evidence Summary will benefit from the creation of a learning group that will (i) engage on the topic, to promote cross-institutional learning in line with a developmental approach, (ii) validate the individual Evidence Summary produced and (iii) provide feedback to the evaluation team at relevant points. Learning groups will be constituted and managed by OEV and will comprise a cross-section of technical staff and management from HQ, Regional Bureaux and Country Offices, to ensure that findings and the dialogue emerging from them permeate across WFP.
89. The evaluation will be carried out in a gender responsive manner. For gender to be successfully integrated into this evaluation it is essential to assess:
- the quality of the gender analysis that underlies the COVID-19 response
 - whether the results of the gender analysis were properly integrated into implementation e.g. strategic frameworks and CSP Budget Revisions
90. The evaluation team should apply OEV's Technical Note for Gender Integration in WFP Evaluations and the UN System-Wide Action Plan 2.0 on mainstreaming Gender Equality and Empowerment of Women. The Inception Note should incorporate gender in the evaluation design and operational plan, The final report should include gender-sensitive analysis, findings, results, factors, conclusions, and where appropriate, recommendations.
91. The evaluation will give attention to assessing adherence to humanitarian principles, protection issues and access, accountability for affected populations in relation to WFP's activities, as appropriate, and on the differential effects of the response on men, women, girls, boys with and without disabilities, and other relevant socio-economic groups. Among the most significant aspects, the evaluation will focus on assessing if and how: programmatic adjustments contributed to beneficiaries' safety, dignity and integrity; WFP's Accountability to Affected Populations (AAP) measures, especially Complaint and Feedback Mechanisms (CFM), contributed to address the so-called 'infodemic' by ensuring two-way timely and accurate communication with affected communities; and whether WFP managed to overcome/mitigate humanitarian access issues that have been either introduced or exacerbated by the pandemic to reach beneficiaries.

4.3 EVALUABILITY ASSESSMENT

Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. It necessitates that a policy, intervention or operation provides: (a) a clear description of the situation before or at its start that can be used as reference point to determine or measure change; (b) a

clear statement of intended outcomes, i.e. the desired changes that should be observable once implementation is under way or completed; (c) a set of clearly defined and appropriate indicators with which to measure changes; and (d) a defined timeframe by which outcomes should be occurring

92. Extensive consultations with WFP during the preparation of the Concept Note and Approach Paper for this evaluation, including with Regional Bureaux, indicated a high interest and engagement in amongst WFP management and staff in the theme of this evaluation. These discussions have also helped define the study's scope and refine the topics for the proposed Summaries of Evidence.
93. WFP has produced over 100 guidance notes and advisories to help adapt operations to the complex operating environment presented by COVID-19. These range from human resource guidance to fast tracking supply chain processes, adapting programmes, ensuring staff safety, and managing financial service providers. They should be analysed for the evaluation from the perspective of differentiation from WFP's normal business processes, and additional demands placed on staff and offices.
94. A large body of existing evaluations have provided evidence for the approach and design of the evaluation and will be available to support analysis. This includes centralized evaluations (strategic evaluations, policy evaluations, emergency evaluations, operations evaluations and country strategic plan evaluations as well as evaluation synthesis products) and decentralized evaluations of WFP operations. Annex 7, Bibliography, contains a list of evaluations whose findings should be analysed for the evaluation.
95. In building on the findings and conclusions of the Capacities to Respond to Emergencies evaluation, the current exercise is expected to explore how far the changes recommended in the former evaluation have been put into place, and to what extent their implementation (if any) has supported the COVID-19 response. Specifically, the evaluation should apply relevant evidence in the development of individual Evidence Summaries, particularly for example the systematic review of evaluation and lessons learned literature undertaken, as well as evidence from country case studies. It should also apply the findings, overall Conclusions and Recommendations of the evaluation, as well as the commitments made in the Management Response to the evaluation, at overarching development evaluation report level, to examine how far progress made since their development has supported the COVID-19 response.
96. At corporate level, both WFP's current Strategic Plan and Corporate Results Framework have been subject to Mid Term Review (MTR) in 2020. Of relevance to this evaluation, the MTR of the Strategic Plan found a need for a mindset shift in WFP to promote and invest in strategic partnerships and long-range results, alongside emergency action, and noted that the capacity to address pandemic outbreaks through effective socioeconomic responses and the provision of global logistics and supply services must remain a core competency. The Mid Term Review of the Strategic Plan recommended *inter alia* that. WFP's role in preparedness and response to key global challenges such as pandemic outbreaks should be explicitly articulated in its next strategic plan; that WFP's strategic results should be revisited; and that more transformative country strategies should be prepared.
97. WFP's Internal Audit function are conducting Real Time Advisory reviews, which provide immediate learning on key aspects of compliance and operational delivery; as of November 2020, nine of these had been prepared (see list at Annex 7) with one (Aviation in WFP) under finalisation. A "capping report", summarising the 10 Management Information notes arising from the Real Time Advisory Reviews, and reporting on the status of implementation of recommendations will issue by end 2020. An Executive Director-mandated Assurance exercise and a Management Assurance Project exercise are also underway in December 2020, and a Systems and process review is due for completion in December 2020. Findings should be available to inform the evaluation as these exercises report.
98. For emergencies, 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. These are largely available for L3/L2 emergencies and are included at Annex 7. A Lessons Learned exercise for COVID-19 is ongoing in December 2020,

and its findings should be available to inform the evaluation during the first quarter of 2021. A review of the L3 response is also taking place and will be available with similar timing.

99. At country and regional level, WFP generates a wide range of information sources. Selection and tracking of a 'basket' of these against the sample set of countries proposed in Annex 4 will allow for changes during the period of the pandemic to be assessed. These should include: Country Strategic Plans; Annual Country Reports; Country Office Annual Plans and Reviews; Budget Revisions; financial data; Country office staffing data; partnership data; Country Office VAM reports on beneficiary numbers, location, gender and profile; Country Office Internal Audits if available. WFP also, under its COVID-19 response, gathers data to assess technical advice/support to governments and the capacity/systems' strengthening modality of engagement. Evaluations and the Mid Term Review of the Corporate Results Framework have noted a significant gap in adequate data analysis to inform programming as well as in outcome data in development contexts and middle-income countries, especially in areas such as capacity-strengthening, resilience, policy development, social protection, social behaviour change communication, and school health and nutrition. Gaps in sex and age disaggregated data and intersectional analyses to support equity in programme decision-making have also been noted.³³

100. In mitigation, the evaluations of Country Strategic Plans, of which several will be conducted in 2021, will also provide valuable sources of data. The sample of countries for data tracking has been screened to maximise inclusion of CSPEs. The Inception Phase of the evaluation should examine data sources for country level tracking and propose other/additional sources of data where needed.

101. At corporate level, WFP generates a wide range of administrative data. For each Evidence Summary, these will need to be identified, specified and analysed. Those for Human Resourcing and Finance are presented at Annex 8 as examples. Corporate dashboards provide an up to date view of key statistics, for example in human resourcing, financing, risk management, VAM and others, and should be used to ensure that as much quantitative evidence as is available is included per Summary.

102. Other sources of evidence include:

- The cross-functional analytical cell established to monitor the implementation of the Global Response Plan (para 35) produces analytical products covering funding, WFP needs and plans, fundraising, supply chain overview, Budget Revisions and analysis relating the implementation process for the response. This data allows for a real-time overview of the pandemic response.
- The 17 real-time remote monitoring systems established under the GHRP provide up-to-date information on the effects of the pandemic on country contexts, and on the status of WFP's procurement and supply chain functions;
- E-surveys conducted by WFP's Human Resource Management division and Performance Management Division respectively i) capture staff experience of human resource management and ii) capture data from HQ staff on the response. These will provide valuable insights into how staff have experienced both WFP's programmatic and institutional response to the crisis;

103. Wider data sources are also available, such as the databases of the global Food Security and Logistics Clusters, which will provide insight into the status of both global and country-level food insecurity as a result of the pandemic, and the international response.

104. Externally, as section 1.2 makes clear, OEV is involved in the global COVID-19 coalition housed by the OECD DAC, as well as with a range of inter-agency UN evaluative mechanisms. These fora provide valuable platforms for both co-ordination and cross-fertilisation of learning.

4.4 ETHICAL CONSIDERATIONS

105. The evaluation will be conducted in accordance with the UNEG ethical principles for evaluation, namely Integrity, Accountability, Respect, and Beneficence, and follow the updated UNEG Ethical

³³ WFP (2020) Mid Term Review of the Corporate Results Framework

Guidance for evaluation.³⁴ The methodology should will also define any potential ethical risks and appropriate management measures, including issues related to data confidentiality and protection, protecting vulnerable respondents, and ensuring that the evaluation team avoids causing harm, and set out ethical safeguards that include provisions for the reporting of ethical concerns.

106. The team will not have been involved in the design, implementation or monitoring of the COVID-19 response nor have conflicts of interest. All members of the evaluation team will abide by the 2016 UNEG norms and Standards, the 2007 UNEG Ethical Guidelines and Code of Conduct as well as the principles of ‘do no harm’. The evaluation team will also commit to signing Annex 9 of the Long-Term Agreement regarding confidentiality, Internet and Data Security Statement.

4.5 QUALITY ASSURANCE

107. WFP’s Centralised Evaluation Quality Assurance System (CEQAS) is based on the UNEG norms and standards and good practice of the international evaluation community.³⁵ 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, though adaptations may be required given the developmental elements included within the evaluation

108. The evaluation team will work with OEV 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 for OEV evaluations. OEV expects that all deliverables from the evaluation team are subject to a thorough quality assurance review by the evaluation company in line with WFP’s evaluation quality assurance system prior to submission of the deliverables to OEV. The required QA should be made explicit in the proposal for the conduct of this evaluation.

109. There will be two levels of quality assurance 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 WFP’s evaluation quality assurance system sets out processes with in-built steps for quality assurance and templates for evaluation products based on standardised checklists. The quality assurance will be systematically applied during this evaluation and relevant documents will be provided to the evaluation team.

5. Organization of the Evaluation

5.1 PHASES AND DELIVERABLES

110. In order to present the evaluation to the Executive Board’s First Regular Session in 2022, the following timetable will be used. This may be adjusted in the inception phase if fully agreed by OEV. Table 3 provides an overview of the timeline and Annex 1 provides the timeline in more detail.

Table 3: Summary timeline – key evaluation milestones

Main Phases	Timeline	Tasks and Deliverables
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³⁴ The revised ethical guidelines define ethics as ‘the right or agreed principles and values that govern the behaviour of an individual within the specific, culturally defined context within which an evaluation is commissioned or undertaken.’ UNEG (2020) Ethical Guidelines for Evaluation.’

³⁵ For example, the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) and the OECD Development Assistance Committee (DAC).

1.Preparatory	September-December 2020	Final TOR Evaluation Team and/or firm selection & contract Document review Pilot approach to evidence summary #1
2. Inception	January 2021	Inception briefing (likely remote, but with some possible travel to Rome if required/feasible) Inception Note (January 31 st , 2021)
3. Data collection	February-August 2021	Preparation of up to 10 Evidence Summaries according to agreed sequence Collection of country tracking and global level data Briefings as required
4. Reporting	September-November 2021	Report Drafting Comments Process Learning Workshop Final Evaluation report Summary Evaluation Report
5. Dissemination	December 2021-February 2022	Summary Evaluation Report Editing Evaluation Report Formatting Management Response and Executive Board Preparation (E.B. 1/2022) Dissemination event

5.2 ROLES AND RESPONSIBILITIES

111.The evaluation is managed by the WFP Office of Evaluation (OEV). Deborah McWhinney has been appointed as Evaluation Manager (EM). The EM has not worked on issues associated with the subject of evaluation. She is responsible for supporting the drafting the TOR; selecting and contracting the evaluation team; preparing and managing the budget; setting up the Internal Reference group; organizing team briefings and learning events; supporting the preparation of the Evidence Summaries; conducting the 1st level quality assurance of the evaluation products and soliciting WFP stakeholders' feedback on draft products. Andrea Cook, Director of Evaluation, will provide second level quality assurance; approve the final evaluation products; and present the Developmental Evaluation to the WFP Executive Board for consideration in February 2022.

112.An internal reference group composed of selected WFP stakeholders at HQ and Regional Bureau levels will be expected to review and comment on draft evaluation reports, provide feedback during evaluation briefings; be available for interviews with the evaluation team. To ensure the independence of the evaluation, WFP staff will not participate in meetings where their presence could bias the responses of the stakeholders.

113.The contracted firm will be responsible for ensuring the security of the evaluation team, and adequate arrangements for evacuation for medical or insecurity reasons. The evaluation team must observe applicable United Nations Department of Safety and Security rules including taking security training if international travel is required.

114.A fully collaborative approach is expected between OEV and the evaluation team, as appropriate for a developmental evaluation approach (see section 5.3 Communication).

5.3 EVALUATION TEAM COMPOSITION

115.This developmental evaluation will be conducted by an evaluation team with appropriate evaluation and technical capacities. The evaluation team should have strong capacity in conducting global humanitarian evaluations that incorporate an organisational learning dimension. 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 extensive quantitative data.

116. 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 and protection mainstreaming in humanitarian response. At least one team member should have significant experience with gender equality and protection mainstreaming 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 humanitarian response architecture . All team members must have experience with emergency contexts.
117. 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; emergency response; supply chain and logistics; nutrition; food assistance for assets and; social protection, including school feeding; climate change; communications; and human resources.
118. The team itself should comprise a balance of men and women. A core team of between 8 and 12 people is expected, including: the team leader; 1-2 lead research managers, comprising individuals with organisational learning expertise and good knowledge of WFP; and a team of several researchers, plus quantitative expertise. Support to facilitate learning events, and to provide globally recognised expertise on developmental evaluation, should be included within the team. Team members should be able to communicate clearly both verbally and in writing in English and should have the capacity to read, analyse and speak in French and Spanish, with Arabic language skills an advantage.
119. The team leader bears ultimate responsibility for all team outputs, overall team functioning, and client relations. The team leader position requires a minimum of 15 years' experience in evaluation, with extensive experience in global-level emergency evaluations. Knowledge and experience of humanitarian contexts and of WFP 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:
- Finalising the approach and methodology in the inception report
 - Guiding and managing the team during the inception and data collection phases
 - Overseeing the preparation of data collection outputs (working papers etc) by other members of the team
 - Consolidating team members' inputs to the evaluation products (inception report and the evaluation report)
 - Providing final oversight of the production and quality of the Evidence Summaries
 - Representing the evaluation team in meetings with stakeholders
 - Acting as the main interlocutor with the Evaluation Manager
 - Delivering the inception report, draft and final evaluation reports/summary evaluation report and evaluation tools in line with agreed CEQAS standards and agreed timelines.
120. Team members should:
- Contribute to the design of the evaluation methodology in their area of expertise
 - Analyse data and prepare draft Evidence Summaries
 - Undertake interviews in headquarters, regional bureaus and with partners
 - Participate in team meetings with stakeholders
 - Prepare inputs in their technical area for the evaluation products
 - Contribute to the preparation of the draft inception and/or evaluation report.
121. 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.

A Research Analyst with significant experience with WFP will be available to perform these tasks. The analyst will also facilitate the evaluation team's engagement with respondents.

122. 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 Ethical Guidelines (2020). Proposals submitted by evaluation firms to conduct this evaluation will be assessed against their procedures in ensuring ethical conduct of their evaluators.

123. In summary, the evaluation team will require the following capabilities and expertise:

- Extensive experience of conducting global-level evaluations of large-scale humanitarian responses, including in complex settings
- Experience of organisational assessments/evaluations, particularly of large-scale humanitarian organisations
- Experience of designing and implementing cross-organisational learning and development processes
- Experience with and institutional knowledge of inter-agency mechanisms and donor policies for humanitarian response including for COVID-19
- Technical knowledge of WFP programming areas including food and nutrition security; cash-based transfers; and social protection systems;
- Technical knowledge on food insecurity and nutrition assessments, emergency preparedness and supply chain, and conflict sensitivity;
- Experience with both quantitative and qualitative research;
- Expertise and experience in gender, protection mainstreaming, the humanitarian principles and ethics in humanitarian evaluations
- Good understanding of WFP mandate, corporate systems and processes;
- Excellent synthesis and reporting skills (particularly for the Team Leader);
- Excellent communication skills (written, spoken) in English and English fluency among team members;
- Understanding of French, Spanish and/or Arabic would be considered an asset.

5.4 COMMUNICATION

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

124. 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 remotely, using technology as required.

125. 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. OEV will make use of a file sharing platform (Microsoft teams) to assist in communication and file transfer with the evaluation teams.

126. A fully collaborative approach is expected between the evaluation team and OEV, in line with a developmental evaluation approach. While not compromising the independence and integrity of the

evaluation process, a collegiate model, involving regular discussions and open communications between OEV and the evaluation team, will ensure that the collective expertise and experience of both evaluation commissioners and implementers is harnessed to best effect.

127. All evaluation products will be produced in English. User-friendly formats for the evidence summaries will be developed to ensure use and enable dissemination. The summary evaluation report along with the management response to the evaluation recommendations will be presented to the WFP Executive Board, planned for February 2022. The final evaluation report will be posted on the public WFP website and OEV will ensure dissemination of lessons through the annual evaluation report.

128. As part of the preparation of the final Evaluation report, a learning workshop will be organized to discuss findings, conclusions and recommendations among a wide range of interested WFP stakeholders (September-October 2021). OEV will ensure dissemination of lessons throughout the evaluation by organising smaller-scale learning groups for each evidence summary. OEV will also include the Evaluation Report in the annual evaluation report, and conduct presentations in relevant meetings (e.g. those of the OECD DAC COVID-19 Evaluation Coalition), as well as including the report on 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.

5.5 BUDGET

129. The evaluation will be financed from OEV's Programme Support and Administrative budget. Proposals should include a detailed budget for the evaluation, including consultant fees, administrative costs, travel costs and any other relevant costs.

Annex 1: Detailed evaluation timeline

	Evaluation of the WFP Response to the COVID-19 pandemic	By Whom	Key Dates (deadlines)
Phase 1 - Preparation			
	Draft TOR cleared by Director of Evaluation	DoE	06.11.2020
	Proposal deadline based on the draft TOR	LTA	20.11.2020
	LTA Proposal Review	EM	27.11.2020
	Final TOR sent to WFP Stakeholders	EM	10.11.2020
	Contracting evaluation team/firm	EM	14.12.2020
Phase 2 Inception			
	Team mobilisation	Team	4.1.2021
	Inception Briefing	EM & Team	8.1.2021
	Submit draft Inception Note (IN)	TL	29.1.2021
	OEV quality assurance and feedback	EM	05.2.2021
	Submit revised Inception Note	TL	10.2.2021
	IN review and clearance	EM	12.2.2021
	IN clearance	OEV/DoE	15.2.2021
	EM circulates final IR to WFP key Stakeholders for their	EM	15.2.2021
Phase 3 Data collection			
	Production of Evidence Summary 1 (pilot)	OEV	15.12.2020
	Production of Evidence Summary 2	Team	28.2.2021
	Production of Evidence Summary 3	Team	28.2.2021
	Production of Evidence Summary 4	Team	31.3.2021
	Production of Evidence Summary 5	Team	31.3.2021
	Production of Evidence Summary 6	Team	30.4.2021
	Production of Evidence Summary 7	Team	31.4.2021
	Production of Evidence Summary 8	Team	31.5.2021
	Production of Evidence Summary 9	Team	30.6.2021
	Production of Evidence Summary 10	Team	30.6.2021
Phase 4 Analysis and Reporting			
Draft 0	Submit draft Evaluation Report to OEV	TL	24/09/2021
	OEV quality feedback sent to TL	EM	01/10/2021
	Submit revised draft ER to OEV	TL	08/10/2021

	Second round OEV comments	EM	13/10/2021
Draft 1	Submit revised draft ER (D1) to OEV based on OEV comments	TL	15/10/2021
	OEV Quality Assurance	OEV/DoE	22/10/2021
Draft 2	Submit revised draft ER (D2) to OEV	TL	27/10/2021
	DoE clearance for circulation to WFP stakeholders	DoE	28/10/2021
	Share draft ER with IRG and EAP (2 weeks for comments)	EM	28/09/2021
	IRG and EAP comments on ER received	EM	15/10/2021
	Stakeholder workshop	OEV	11/10/2021
Draft 3	Submit revised draft ER (D3)	TL	19/10/2021
	OEV final feedback on D3 to the team	EM	22/10/2021
	Submit final ER to OEV	TL	24/10/2021
	Clearance of final ER by DoE	DoE	26/10/2021
SER	Submit draft (D0) Summary Evaluation Report (SER) to OEV	TL	29/10/2021
	OEV feedback on SER sent to the team	EM	02/11/2021
	Submit revised SER (D1)	TL	04/11/2021
	OEV Quality Assurance	DoE	05/11/2021
	Submit revised SER (D2)	TL	08/11/2021
	DoE clearance to send SER to Executive Management Group	DoE	09/11/2021
	Send SER to EMG for comment (2 weeks)	EM	09/11/2021
	EMG comments on SER	EM	23/11/2021
	Comments on SER to the team	EM	24/11/2021
Final report	Submit final draft ER (with the revised SER) to OEV	TL	29/11/2021
	Final approval by DoE	EM	30/11/2021
	Submit approved SER to the EB Secretariat	EM	30/11/2021
Phase 5. Follow up and dissemination			
	Submit SER/recommendations to RMP for management	EM	01/12/2021
	Tail end actions, OEV websites posting, EB Round Table Etc.	EM	01/2022
	Presentation of Summary Evaluation Report to the EB	D/OEV	02/2022
	Presentation of management response to the EB	D/RMP	02/2022

Note: TL=Team Leader; EM=Evaluation Manager; OEV=Office of Evaluation; DoE = Director of Evaluation. RMPP=Performance Management and Accountability (CPP)

Annex 2: Initial Communication and Learning Plan

When? Evaluation phase	What? Communication product/ information	To whom? Target group or individual	What level? Organizational level of communication e.g. strategic, operational	From whom?	How? Communication means	When?	Why? Purpose of communication
Preparation	Concept Note Approach Paper	HQ, RB and CO (as needed)	Consultation	DoE EM	Consultations, meetings, emails	Sep-Oct 2020	Review/ feedback For information
	Draft ToR Final ToR	HQ RB and CO (as needed)	Strategic	DoE EM	Emails Web	Oct-Nov 2020	Review / feedback For information
Inception	Inception Report	Internal Reference Group External Adviser HQ/RB/CO as required	Operational & Informational	DoE EM	email	Feb 2021	Review / feedback
Evaluation	Evidence Summaries	Technical Reference Groups External Adviser	Operational & Informational	DoE EM	Consultations, meetings, email	November 2020 June 2021	Review / feedback
	Stakeholder Workshop	Internal Reference Group Technical Reference Groups	Operational & Informational	DoE EM Team	Meeting	September/October 2021	Review / feedback
	Draft and Final Evaluation Report Summary Evaluation	Internal Reference Group External Adviser HQ/RB/CO as required	Operational & Informational	DoE EM	Email, workshop Email Web and social	October 2021 – February 2022	Review / feedback; for information
Post-report/ EB	2-page brief Communications Products (video, infographics, podcast etc)	Internal Reference Group HQ RB and CO External stakeholders	Informative	DoE EMG	email	February/March 2022	Dissemination of evaluation findings and conclusions
Throughout	Sections in brief/PPT or other briefing materials	HQ RB and CO (as needed) External stakeholders	Informative & Strategic	EM	Email, in-person interactions	As opportunities arise	Sharing emerging findings and conclusions

(i) External plan

When? Phase of the synthesis plus planned month/year	What? Communication product/ information	To whom? Target organization or individual	From whom?	How? Communication means	Why? Purpose of communication
TOR, November 2020	Final ToR	External stakeholders, Public	OEV	Website	Public information
Evaluation Report, edited version February 2022	Final report and Management Response	External stakeholders, Public	OEV and RMP	Website	Public information
Evaluation Brief, February 2022	2-page evaluation brief	EB members External stakeholders Public	OEV	Website	Public information
EB Annual Session, February 2022	Summary Evaluation Report	Board members	OEV & RMP	Formal presentation	For EB consideration

Annex 3: Stakeholder Analysis

The tables below provide analysis of stakeholder influence / importance for the COVID-19 response:

Internal					
Category	Stakeholder Group	Role	Influence	Importance	Interest in the evaluation
Governance	Executive Board members	Providing oversight for and commentary on the COVID-19 response	High	High	<ul style="list-style-type: none"> • Understanding of WFP’s achievements and lessons learned in the COVID-19 response since its onset • Understanding of learning since Capacity to Response to Emergencies evaluation and findings • Understanding what challenges are arising for the future in the response and how WFP may respond • Understanding the institutional mechanisms guiding the response and their strengths and weaknesses • Guidance on future direction in line with international priorities / dialogue on the response
Management	WFP corporate leadership and management – Executive Director, Deputy Executive Director, Assistant Executive Directors, Directors of Divisions, Chiefs of Units (includes the Senior Management Group and Operational Task Force	Directing and implementing the COVID-19 response globally/at HQ	High	High	<ul style="list-style-type: none"> • Understanding of WFP’s achievements and lessons learned in the COVID-19 response since its onset • Understanding of learning since Capacity to Response to Emergencies evaluation and findings • Understanding what challenges are arising for the future in the response and how WFP may respond • Understanding the institutional mechanisms guiding the response and their strengths and weaknesses • Guidance on future direction in line with international priorities / dialogue on the response
	Regional Directors, Deputy Regional Directors	Directing and implementing the COVID-19 response at regional level	High	High	

	Country Directors, Deputy Country Directors	Directing and implementing the COVID-19 response at regional level	High	High	
Human resources	Human Resources Division Staff Wellness Division Medical Unit	Managing staff numbers/location Ensuring staff welfare at HQ/field level Medical unit	High	High	<ul style="list-style-type: none"> • Understanding of WFP's achievements and lessons learned in the COVID-19 response since its onset and the role human resourcing has played in this • Understanding what human resourcing challenges are arising for the future in the response and how WFP may respond • Learning about the institutional mechanisms guiding the response and their strengths and weaknesses
Accountability	Corporate Planning and Performance, including Performance Management and Reporting Division Office of Internal Audit Office of Evaluation	Holding WFP to account for its COVID-19 response Providing internal and external reporting on the response	Medium	High	<ul style="list-style-type: none"> • Accountability to Executive Board members • Accountability to donor partners and host governments who have invested in the COVID-19 response • Resource (human and financial) implications of evaluation findings
HQ units, including Emergency Operations and Programme and Policy Development	Emergency Operations Division. Supply Chain operations Division (OSC); and Programme and Policy Development Department (including Cash Based Transfers, Gender, Protection/AAP, NGO Partnerships, Nutrition, Social Protection, Programmes, School Feeding, Research, Assessment and Monitoring); Partnerships and Advocacy Department (PGG);	Setting policy and strategic direction; supporting the delivery of the response at field level;	High	High	<ul style="list-style-type: none"> • Understanding WFP's achievements and lessons learned in the COVID-19 response since its onset • Understanding of learning since Capacity to Response to Emergencies evaluation and findings • Understanding what operational challenges are arising for the future in the response and how WFP may respond • Learning about the institutional mechanisms guiding the response and their strengths and weaknesses
WFP Regional Bureaux and Country Offices	88 Country Offices and 6 Regional Bureaux across the world	Primary deliverers of the COVID-19 response at field level	High	High	<ul style="list-style-type: none"> • Understanding of WFP's achievements and lessons learned in the COVID-19 response since its onset • Understanding of learning since Capacity to Response to Emergencies evaluation and findings

					<ul style="list-style-type: none"> • Understanding what challenges are arising for the future in the response and how WFP may respond • Understanding the institutional mechanisms guiding the response and their strengths and weaknesses
Resource Raising/Resource Management	Resource Management Department (including Budget and Programming, Enterprise Risk management, Finance and Treasury, the Performance Management and Monitoring Division);	Ensuring external resource raising Managing resources	High	High	<ul style="list-style-type: none"> • Review of resources raised for the COVID-19 response period, and their use in implementation • Accountability to Executive Board members • Accountability to donor partners who have invested in the response • Resource (human and financial) implications of evaluation findings
Strategic partnerships	UN System and Multilateral Partnerships division Rome Based Agencies and CFS Strategic Partnerships division	Ensuring congruence/synergies with key partners in the global response	Medium	Medium	<ul style="list-style-type: none"> • Learning from WFP's role in and contributions to the collective UN response • Learning from the evaluation findings on the strength of UN co-ordination in the response, and WFP's role in this • Supporting the global accountability of the UN response
Communications	Communications, Advocacy, and Marketing Division	Ensuring up to date information-sharing within WFP on policy, programming, staffing and financial changes Ensuring up to date information-sharing to external partners on WFP's activity in the response	Low	High	<ul style="list-style-type: none"> • Understanding of WFP's achievements and lessons learned in the COVID-19 response since its onset and the role communication has played in this • Understanding what communications challenges are arising for the future in the response and how WFP may respond • Understanding the institutional mechanisms guiding the response and their strengths and weaknesses
WFP staff	WFP HQ and field office staff	Response delivery	High	High	<ul style="list-style-type: none"> • Contributing their opinions and experience of the WFP response (internal and external) to the evaluation • Learning from the evaluation findings on the strengths, achievements and weaknesses of the WFP response • Supporting accountability to senior management/leadership and external partners

External					
Category	Stakeholder Group	Role	Influence	Importance	
UN	IASC, WHO, FAO, IFAD, UNICEF, UNOCHA, UNHCR, IOM, UNESCO, UNFPA, UNWRA, UN Women, HC/RCs including RCO	Strategic partners in delivery of the global, regional and country-level COVID-19 response	Medium	High	<ul style="list-style-type: none"> • Understanding of WFP's role in and contributions to the collective UN response • Understanding of the food security and nutrition achievements and challenges in the response and WFP's role in these • Learning from the evaluation findings on the strength of UN co-ordination in the response, and WFP's role in this • Supporting the global accountability of the UN response
International Financial Institutions	World Bank, regional development banks	Strategic partners and funders of COVID-19 response	Medium	Medium	<ul style="list-style-type: none"> • Understanding of WFP's role in and contributions to the collective international response • Understanding of the food security and nutrition achievements and challenges in the response and WFP's role in these • Learning from the evaluation findings on the strengths, achievements and weaknesses of the international response
Non-Governmental Organisations	Over 850 non-governmental organisations worked with WFP in 2019. ³⁶ 60+ international and country-based NGOs attended the 2019 Annual NGO Consultation ³⁷	Strategic partners and also deliverers of WFP's operational COVID 2019 response	Low	Medium	<ul style="list-style-type: none"> • Understanding of WFP's role in and contributions to the collective international response, including at country level • Understanding of the food security and nutrition achievements and challenges in the response and WFP's role in these • Learning from the evaluation findings on the strengths, achievements and weaknesses of the WFP response in relation to partnerships with NGOs particularly • Supporting the global accountability of the international response
Partner Governments	Partner governments in the 83 countries in which the response has been delivered	Key strategic determiners of WFP's in-country role in supporting the response	High	High	<ul style="list-style-type: none"> • Understanding of WFP's role in and contributions to the collective international response, including at country level • Understanding of the food security and nutrition achievements and challenges in the response and WFP's role in these • Learning from the evaluation findings on the strengths, achievements and weaknesses of the WFP response in relation to partnerships with governments particularly • Supporting the global accountability of the international response

³⁶ https://docs.wfp.org/api/documents/WFP-0000115522/download/?_ga=2.112805453.812255978.1604250898-1232378378.1602245031

³⁷ <https://insight.wfp.org/list-of-ngo-participating-to-the-apc-2019-3fe2dd5a69c3>

Co-operating partners	Wide ranging, including NGOs, governments, UN organisations, private sector organisations and others	Main delivery mechanism for operational aspects of response	Low	High	<ul style="list-style-type: none"> • Understanding of WFP's role in and contributions to the collective response, including at country level • Understanding of the food security and nutrition achievements and challenges in the response and WFP's role in these • Learning from the evaluation findings on the strengths, achievements and weaknesses of the WFP response in relation to partnerships with NGOs particularly • Supporting the global accountability of the international response
Donor agencies	Funding received from 91 donors in 2019 ³⁸	Funders of response	High	High	<ul style="list-style-type: none"> • Understanding of WFP's achievements and lessons learned in the COVID-19 response since its onset • Supporting the global accountability of the international response • Understanding of learning since Capacity to Response to Emergencies evaluation and findings • Understanding what challenges are arising for the future in the response and how WFP may respond • Understanding the WFP institutional mechanisms guiding the response and their strengths and weaknesses • Guidance on future direction in line with international priorities / dialogue on the response
Other strategic partners	ICRC, academic and research institutions	Strategic partner in delivery of the global, regional and country-level COVID-19 response; partners in e.g. social protection planning and design	Low	Medium	<ul style="list-style-type: none"> • Understanding of WFP's role in and contributions to the collective international response, including supporting country level COVID 19 responses • Understanding of the food security and nutrition achievements and challenges in the response and WFP's role in these e.g. through social protection • Learning from the evaluation findings on the strengths, achievements and weaknesses of the WFP response in relation to partnerships with the ICRC particularly • Supporting the global accountability of the international response
Beneficiaries	WFP served 97 million people in 2019 – men, women, boys and girls	Recipients of WFP support	Low	High	<ul style="list-style-type: none"> • Understanding how the response has allowed for beneficiaries' needs to be met • Holding WFP to account for resources delivered on their behalf

³⁸ https://docs.wfp.org/api/documents/WFP-0000115522/download/?_ga=2.112805453.812255978.1604250898-1232378378.1602245031

Annex 4: Criteria for and sample of countries selected to track key COVID-19 related data

1. A number of countries will be selected for tracking a “basket of data”, based on the following criteria and indicators:
 - Regional representation: at least three countries per WFP region;
 - Diversity of income status – middle and low and human development status
 - Country COVID-19 category (diversity of priority 1,2 and 3 countries)
 - Spread of WFP Strategic Objectives targeted by CSP
 - Volume of scale-up beneficiaries under COVID-19
 - Emergency status – L2 and L3
 - Conflict status
 - Coverage of WFP main areas of intervention: food and cash transfers, nutrition, school-based programming, smallholder agriculture market support, disaster risk reduction/ disaster response etc.;³⁹
 - Consideration of whether a Country Strategic Plan evaluation will take place in 2021
 - Consideration of how to build on internal audits
1. Table 4 below lists suggested countries for each region. The final selection will be made at inception. Overall, the selection includes:
 - 10 countries from COVID-19 response Category 1, 8 from category 2 and 6 from category 3
 - 4 countries experiencing L3 emergencies; 1 experiencing L2 emergencies and 1 being monitored
 - 15 countries with a CSPE underway in 2021
2. The country selection will use a selection of corporate data sources – for example, CSP evaluations, Annual Country Report, Country Office Management Plans/Needs-based Plans, assessment and vulnerability data, risk matrices, etc.

³⁹ Though this parameter proved uninformative, since no identifiable clusters emerged by looking at the types of activities across regions, COVID-19 response categories, etc. Moreover, evaluations have found that activities implemented on the ground may be different from what is stated in the CSP document.

Table 4; Indicative sample for country tracking

	Category 1	Category 2	Category 3
RBB	Afghanistan*	Pakistan*	Sri Lanka*
RBC	Iraq State of Palestine* Yemen		Turkey
RBD	Chad* Nigeria*	Mauritania*	The Gambia
RBJ	DRC	Lesotho Malawi	Zambia
RBN	Burundi South Sudan Sudan*	Kenya	
RBP	Haiti*	Honduras*	Ecuador* Peru*

Legend
L2
L3
Monitored
* CSPE in 2021 planned

Annex 5 Regional breakdown: Beneficiaries and Funding requirements

Supplementary information on WFP financial requirements for the response is as follows:

1. Main changes in pipeline requirements and funding gaps by Regional Bureau

Table 4: Regional pipeline needs October 2020-March 2021

	COVID-19 SCALE-UP BENEFICIARIES (JUNE PLAN)	REVISED COVID-19 SCALE-UP BENEFICIARIES	PIPELINE REQUIREMENTS IN US\$ MILLIONS (OCT-MAR)	NET FUNDING REQUIREMENTS IN US\$ MILLIONS (OCT-MAR)	% NET FUNDING REQUIREMENTS OF PIPELINE REQUIREMENTS
Asia and the Pacific	5.2 M	5.4 M	626	317	51%
Eastern Africa	3.9 M	3.9 M	1,976	1,336	68%
Latin America and the Caribbean	3.5 M	3.4 M	537	409	76%
Middle East, Central Asia and North Africa	9.4 M	9.8 M	2,668	1,766	66%
Southern Africa	7.2 M	6.9 M	1,111	814	73%
West and Central Africa	8.9 M	7.9 M	936	459	49%
TOTAL	38.1 M	37.3 M	7,854	5,101	65%

Source: WFP VAM and funding data, October 2020

2. Breakdown of WFP funding requirements under the GHRP

Table 5: WFP funding requirements for GHRP, June 2020

WFP Portion of the Global Humanitarian Response Plan for COVID - 19

Service	Cost (USD)
Establish, equip and manage international consolidation hubs and regional staging areas	61.4 million
Air and shipping cargo services	149 million
Passenger air services	53.8 million
Medical Evacuation Services (MEDEVAC)	53.6 million
Infrastructure and construction of treatment centres	18.5 million
Real-time remote data collection and visualization	4.8 million
Critical investments required to safely deliver operations and services	8.9 million
TOTAL BUDGET	350 million

Source: UNOCHA (2020) Global Humanitarian Response Plan, COVID-19

Annex 6: Interviewees

List of interviews conducted as consultation on the evaluation concept and design

Interviewee	Title
Finbarr Curran	Senior Advisor OSD – Liaison to audit and evaluation
Amer Daoudi	Senior Director - SDO
Margot Van der Velden	Director of Emergencies
Silvia Caruso	Deputy Director PPR
Amir Abdulla	DED
Jacob Kern	Director of OMS and Deputy Chief of Staff
Gresham Barret	Chief of Staff
John AYLIEFF	Regional Director Bangkok
Laura Castro	Regional Director Johannesburg
Chris Nikoi	Regional Director Dakar
Miguel Barreto	Regional Director Panama
Michael Dunford	Regional Director Nairobi
Craig Gordon	Deputy Regional Director Cairo
Alex Marianelli	Acting Director Supply Chain OSC
Joyce Luma	Director of HR
David Orr	Communication Officer
Manoj Juneja	AED RM
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Annex 7: Bibliography

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WFP Global COVID-19 Response Plan	WFP		April 2020
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COVID-19 and conflict sensitivity	WFP		June 2020
Food and nutrition assistance in the context of COVID-19 - General Guidelines	WFP		April 2020
Guidelines for WFP surge coordination for COVID-19 special account	WFP		2020
Guidance on OTP-TSFP service delivery in the context of COVID19	WFP, WHO, UNICEF		2020
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COVID19 CBT Programme Adjustment Guidance	WFP	April 2020
WFP CBT and COVID19 Q&A	WFP	April 2020
Western Union LTA	WFP	April 2020
Donor & Partnerships		
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COVID-19 finance guidance 2	WFP	April 2020
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Second Q&A on COVID-19	WFP	2020
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GHRP COVID-19 April-December 2020 May update	UN OCHA	May 2020
Press release - Updated COVID-19 GHRP	UN OCHA	7 May 2020
Other documents		
Final UN COVID-19 Response Theory of Change - 11 June 2020		11 June 2020
OIOS COVID response theory of change - underlying frameworks		2020

Real Time Assurance Reviews (Office of Internal Audit)

Annex 8 Example Data Sources for Evidence Summaries

1. Financing

Financing internal and external		Evidence Type
Weekly/monthly forecasted contributions		dataset/information tool
SRAC NFRs		documents
Virtual Financial Oversight Guidance Note		Corporate guidance tool
Virtual Financial Oversight Checklist		Corporate guidance tool
Finance Guidance: Emergency Guidance		Corporate guidance tool
Finance Guidance: Virtual Finance Support TDY		Corporate guidance tool
COVID-19 Virtual Training Finance Guidance		Corporate training tool
COVID-19 Finance Operational & Status Dashboard		dataset
COVID-19 Trust Fund Financial Dashboard		dataset
COVID-19 Budget Request Template		Corporate guidance tool
Country-Level Engagement with the International Monetary Fund		Corporate guidance tool
Country Level Engagement with the African Development Bank		Corporate guidance tool
WFP COVID-19 International Financial Institutions Guidance Note		Corporate guidance tool
Briefing Note to facilitate country-level engagement with the World Bank		Corporate information tool
SOP for COVID-19 Funds Management		Corporate guidance tool

2. Human resourcing

HR	Evidence Type
WFP Surge Coordination for COVID-19	dashboard-corporate informati
WFP Global Surge Coordination Unit	Corporate information tool
Surge staff planning numbers	database
Surge staff actually deployed staff and CO/Region	database
Management of Rest and Recuperation Guidance	database
WFP Support in Health Emergencies	Corporate guidance tool
FAQs on HR matters during COVID-19	Corporate information tool
Employees with underlying medical conditions in the context of COVID-19	Corporate guidance tool
Reducing and Mitigating the Risk of COVID-19	Corporate guidance tool
HR Guidelines for Offices on the COVID-19 Outbreak for Staff Members	Corporate guidance tool
HR Guidelines for Offices on the COVID-19 Outbreak for non Staff Members	Corporate guidance tool
Ergonomics for Teleworkers	Corporate guidance tool
Remote working and supporting staff mental health -	Corporate wellness tool
2020_Guidance and recommendations for re-opening WFP Offices.pdf	Corporate guidance tool
Wellness guidance and publications for staff field and HQ during the pandemic	Corporate wellness tool
Medical guidance for staff (HQ and field during the pandemic	Corporate guidance tool

Annex 9: Criteria for Country Prioritisation, WFP COVID-19 response

TABLE 1: Categorized based on Criteria of Fragility and Vulnerability

1	Generally high fragility countries with weaker health systems, lower national capacity to cope, and vulnerable supply corridors; many are coping with pre-existing economic or conflict shocks. The majority of Category 1 countries are also Global HRP countries – and have a high proportion of populations in IPC 3+ and/or host large refugee/IDP populations with no other recourse to meet minimum essential needs. Category 1 include WFP’s largest crisis response operations.
2	Medium to high fragility countries, with somewhat smaller WFP operations compared to Category 1 and often more resilience focused. A number of these countries already face fragile socio-political conditions and vulnerable economies. COVID-19-induced disruptions to basic services and WFP activities could push communities who are on the brink, into crisis food and nutrition insecurity. There is a likelihood WFP has been or will be asked to provide additional food support, technical assistance or logistics services. Given the smaller size of many of offices, a scale-up of capacity will be required.
3	Countries with smaller-scale resilience/root cause operations or without a WFP direct operational presence, but where there is a likelihood WFP has been or will be asked to provide food support, technical assistance or logistics services. Given the smaller size of many of these offices, any additional request will require a scale-up of capacity.

Acronyms

ALNAP	Active Learning Network for Accountability and Performance
BR	Budget Revision
CSP	Country Strategic Plan
CBT	Cash Based Transfers
DOE	Director of Evaluation
EM	Evaluation Manager
FAO	Food and Agricultural Organization
GHRP	Global Humanitarian Response Plan
IOM	International Office of Migration
IFAD	International Fund for Agricultural Development
ICSP	Interim Country Strategic Plan
MPTF	Multi-Partner Trust Fund
MTPF	Medium-Term Programme Framework
MTR	Mid-Term Review
Medevac	Medical evacuation
NGO	Non-Governmental Organization
OTF	Operational Task Force
OEV	Office of Evaluation
OECD -DAC	Organization for Economic Co-operation and Development – Development Assistance Committee
PHEIC	Public Health Emergency of International Concern
RBB	Regional Bureau Bangkok
RBC	Regional Bureau Cairo
RBN	Regional Bureau Nairobi
RBP	Regional Bureau Panama
RBJ	Regional Bureau Johannesburg
RBD	Regional Bureau Dakar
STF	Strategic Task Force
SCICC	Supply Chain Inter-Agency Coordination Cell
SDG	Strategic Development Goals
SER	Summary Evaluation Report
TL	Team Leader
UNDP	United Nations Development Programme
UNFPA	United Nations Populations Fund
UN Habitat	United Nations Settlement Programme

UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency for Palestinian Refugees
UNIDO	United Nations Industrial Development Organization
UNCT	United Nations Country Team
WFP	World Food Programme
WHO	World Health Organization