

Corporate Emergency Evaluation of WFP's Response in Yemen 2019- 2024



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Terms of reference

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1 Introduction

1. Corporate Emergency Evaluations (CEEs) assess WFP's performance during operations of corporate scale up (previously called Level 3 emergencies) and operations of corporate attention (previously called Level 2 emergencies).
2. These Terms of Reference (TORs) were prepared by the WFP Office of Evaluation (OEV) building on a concept note based on an initial document review and consultation with the Country Office (CO), regional bureau for Middle East, Northern Africa and Eastern Europe (RBC) and selected Headquarter (HQ) Divisions. The purpose of these TORs is to provide key information to stakeholders about the evaluation, to guide the evaluation team and to specify expectations during the various phases of the evaluation.
3. The TORs are structured as follows: Section 1 provides the introduction; Section 2 presents the rationale, objectives and key stakeholders of the evaluation; Section 3 presents brief information on the context and the features of WFP's response; Section 4 defines the scope of the evaluation and proposes the evaluation questions; Section 5 discusses evaluability and proposes the overall approach and methodology, including ethical considerations; and Section 6 indicates how the evaluation will be organized. The annexes provide additional information.
4. The CEE of WFP's Response in Yemen (2019-2024) is scheduled to take place from January 2024 to February 2025. It will be managed by OEV and conducted by an independent evaluation team. The evaluation report will be presented to the WFP Executive Board (EB) in June 2025, together with WFP Management Response (MR).

2 Reasons for the evaluation

2.1. RATIONALE

5. According to the coverage norms set out in the 2022 WFP Evaluation Policy, all crises classified as operations of corporate scale-up (previously called Level 3 (L3) emergencies) and corporate attention (previously called L2 emergencies) will be subject to evaluation through CEEs or country strategic plan evaluations (CSPEs) or inter-agency humanitarian evaluations (IAHEs).
6. As the crisis in Yemen was designated a L3 system-wide emergency in 2015, an IAHE¹ was carried out covering the period 2015-mid 2021. It assessed the results of the collective humanitarian response under the successive Yemen Humanitarian Response Plans (HRPs) by member organizations of the Inter-Agency Standing Committee (IASC).
7. Since 2022, WFP has classified its Yemen operations as "corporate attention". Considering the complexity and scale of WFP's response in Yemen, the commissioning of a CEE is considered to be the most appropriate instrument to ensure an in-depth and comprehensive assessment of WFP's contribution to the response in Yemen.
8. As the latest WFP country-level evaluation in Yemen was completed in 2011,² this exercise is an opportunity for the CO and WFP more broadly to benefit from an independent assessment of its portfolio of interventions in Yemen since January 2019. The timing of the CEE will enable the CO to use the generated evidence to inform the design of the next WFP Interim Country Strategic Plan (ICSP) in Yemen, expected to start in January 2026. This evaluation may also generate useful learning for the

¹ IASC. 2022. *IAHE of the response to the Yemen*

² [Summary evaluation report – Yemen Country Portfolio](#) Country Portfolio Evaluation Yemen (WFP/EB.2/2011/6-E)

work taking place under the framework of WFP reassurance action plan as Yemen is among the list of priority countries identified in 2023.³

2.2. OBJECTIVES

9. This evaluation will be forward-looking and strategic in nature and will serve the dual objectives of accountability and learning. As such, this evaluation will:
 - generate evidence on WFP’s performance in Yemen specifically to inform WFP’s future engagement in Yemen and share good practices to promote broader **learning** on WFP’s response to complex and protracted crisis; and
 - provide **accountability** for results to WFP stakeholders.

2.3. KEY STAKEHOLDERS

10. As the first comprehensive evaluation of WFP corporate emergency response in Yemen, this exercise will generate important learnings that will be of use to a variety of stakeholders. The **primary stakeholders** of this evaluation are the WFP Yemen CO, RBC, selected HQ Divisions, households and communities receiving WFP assistance, the United Nations country team and Humanitarian Country Team, national authorities including relevant line ministries, notably the ministries of health and education; WFP cooperating partners, international financial institutions (IFIs) and donors. The **secondary stakeholders** are WFP EB, private sector partners, research institutions, academia other strategic partners, civil society, and the affected populations more widely including those not directly targeted by WFP.
11. The evaluation team will conduct an in-depth stakeholder analysis during the inception phase providing more detailed information on the stakeholders and users of the evaluation with their respective potential interests and roles in the CEE.
12. A selection of WFP staff identified by the CO, RBC and selected HQ Divisions will be part of an Internal Evaluation Reference Group (IERG). The IERG will provide inputs on learning needs and the evaluation process during the preparation and inception phases, and facilitate access to information and take part in reflections during the data collection phase. The IERG will also review key evaluation deliverables and provide comments as needed. Its composition is presented in annex IV.
13. As relevant and feasible, OEV and the evaluation team will inform these stakeholders of the evaluation objectives and process and identify their interests in the evaluation during the inception phase; seek their views and reflections on WFP’s strategy and performance in Yemen during the data collection phase; and communicate and discuss evaluation results with them during the reporting and dissemination phase.
14. The CEE will seek to engage with WFP target population groups, household members, community-based organizations, etc. to learn directly from their perspectives and experiences. Special attention will be given in hearing the voices of women and girls, people with disabilities and other potentially marginalized population groups.

³ The reassurance plan aims to reinforce WFP’s ability to manage and communicate operational risks more effectively with the view to ensure that the people who need its assistance receive it safely, in full and without interference. More specifically, it covers risks pertaining to monitoring, identity management, cooperating partners, cash-based transfers (CBTs) and supply chains.

3 Background and subject of the evaluation

3.1. CONTEXT

15. Following the 2014 military takeover of Sana'a, the Yemeni population of 32.6 million⁴ people has experienced more than eight years of conflict. The country is divided into two main areas: one under the control of the Sana'a-based authorities (SBA); and the other one under the control of the Internationally Recognized Government of Yemen (IRG), fragmented into multiple zones held by armed groups.⁵ In April 2022, the UN-mediated truce came into effect resulting in a significant reduction in violence and casualties countrywide.⁶ Yet, clashes continued in some areas⁷ and the situation may deteriorate further depending on the evolution of the conflict in Palestine, which started in October 2023.
16. Multiple and intertwined shocks have resulted in a large-scale humanitarian crisis. These include a protracted conflict, recurring natural disasters - some of them induced by climate change such as large-scale floods - coupled with a devastating economic crisis, the coronavirus disease (COVID-19) pandemic and the impact of the Ukraine crisis on fuel and food prices. Despite the slim improvement in macroeconomic growth during 2022, 2023 has proven to be a challenging year for Yemen's economy that is expected to fall into a recession.⁸ Over 21.6 million people were estimated to be in need of assistance and protection in 2023.⁹ The number of Internally Displaced Persons (IDPs) has steadily increased since 2014, reaching 4.5 million in 2022.¹⁰ Yemen hosts over 60,000 refugees mainly from Somalia and Ethiopia.¹¹
17. An Integrated Food Security Phase Classification (IPC) analysis released in November 2022 showed that the acute food insecurity and malnutrition situation in Yemen deteriorated since 2021, with nearly 17 million people experiencing high levels of acute food insecurity (IPC Phase 3 and above).¹² In May 2023, a partial IPC analysis covering the southern governorates forecasted that over 3.9 million people would face high acute food insecurity (IPC Phase 3 or above) between June and December 2023.¹³ While this represents a slight improvement compared to the October-December 2022 period, Yemen remains among the most food insecure countries in the world. An updated IPC analysis for the northern region is currently underway.
18. While the war has pushed more women to enter the workforce, it has exacerbated existing inequalities specially among disabled, displaced, and marginalized women and girls. Displaced people, marginalized ethnic minorities such as the A-Muhamasheen and female-led households are the most affected by food insecurity.¹⁴ Yemen ranked last in the World Economic Forum Global Gender Gap Report from 2006–2021. In 2021, Yemen also ranked among the five countries that had the worst

⁴ OCHA. 2022. Humanitarian needs overview (HNO) 2023 (December 2022)

⁵ WFP. 2018. Yemen interim country strategic plan (2019–2020)

⁶ ACLED. 2022. Violence in Yemen During the UN-Mediated Truce: April-October 2022 <https://reliefweb.int/report/yemen/violence-yemen-during-un-mediated-truce-april-october-2022>

⁷ OCHA. 2022. HNO 2023 (December 2022)

⁸ WB. 2023. Yemen Economic Monitor Highlights Ongoing Challenges Amid Renewed Hope <https://www.worldbank.org/en/news/press-release/2023/10/26/yemen-economic-monitor-highlights-ongoing-challenges-amid-renewed-hope>

⁹ OCHA. 2022. Yemen HNO 2023 (December 2022)

¹⁰ UNHCR. 2023. Refugee Data Finder <https://www.unhcr.org/refugee-statistics/download/?url=Kg66bL> IDPs figures in upcoming HNO will go down to 2.95, with notable adjustments to past methodology (WFP CO Yemen).

¹¹ UNHCR. 2023. Country Operations, Yemen <https://reporting.unhcr.org/operational/operations/yemen>

¹² IPC. 2022. Yemen: Acute Food Insecurity Situation October – December 2022

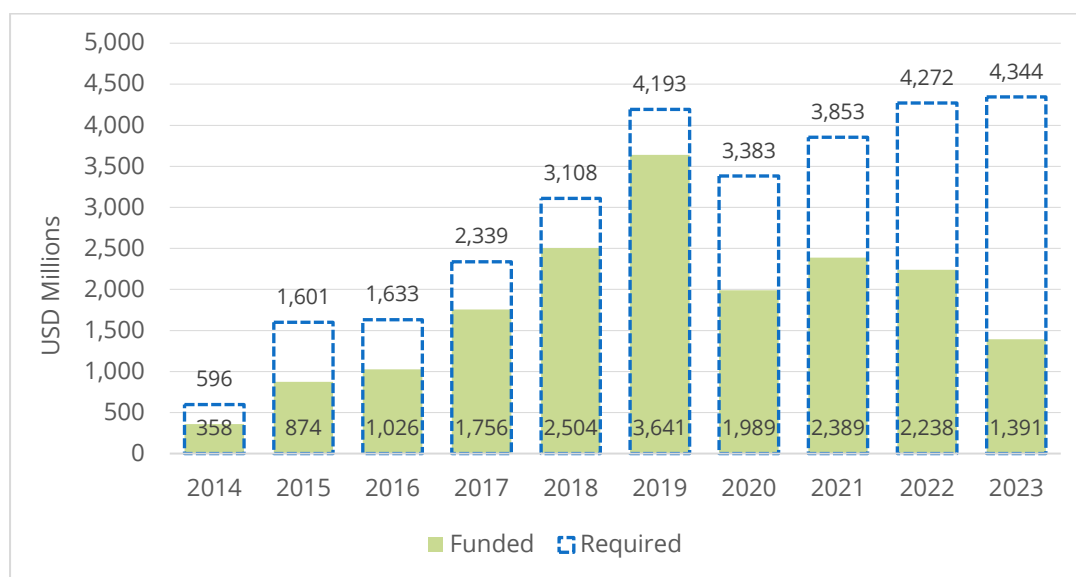
¹³ IPC. 2023. Yemen: Acute Food Insecurity Situation January - May 2023 and Projection for June – December 2023

¹⁴ Joint Sustainable Development Goal (SDG) fund. 2023. Food affordability in conflict-torn Yemen in light of the Ukraine war

standing in terms of women’s economic participation, political empowerment, and educational attainment.¹⁵ In a worrying development, 2022 saw increasingly strict limitations on women’s freedom of movement in areas under the SBA, adversely affecting women’s economic and societal participation as well as their access to basic services.¹⁶

19. As of September 2023, 15.6 million people in total across Yemen reported insufficient food consumption.¹⁷ As of May 2023, the number of children acutely malnourished stood at 455,886 (21 percent of them in severe acute malnutrition) and nearly 260,000 Pregnant and Breastfeeding Women and Girls (PBW/G) were acutely malnourished and in need of treatment. The situation was expected to worsen in 2023. Child stunting levels remain very high (45.1 percent) with over 2 million children under the age of five affected with a longer-term effect of poor cognitive development.¹⁸
20. As humanitarian needs have been escalating over the past 5 years, the funding gap has been steadily rising (Figure 1). By September 2023, the HRP was only funded at 32 percent of the USD 4.34 billion needed, resulting in drastic cuts to humanitarian aid. In September 2023, over 60 humanitarian organizations issued a joint statement to voice their concerns and advocate for urgent donor support.¹⁹

Figure 1: Yemen, funding against response plans and appeals (2014-2023)



Source: OCHA Financial Tracking Systems, accessed on 22 September 2023

21. According to the IAHE, humanitarian agencies have been confronted with a range of access challenges across both IRG and SBA-controlled areas,²⁰ including:
 - “Administrative/bureaucratic procedures, which includes: Signing of sub-agreements to approve humanitarian activities; the need for permissions from authorities for the movement of staff and goods; interference in implementation of humanitarian assistance such as beneficiary lists, carrying out needs assessment or monitoring visits, coordination, issuing of directives and interference in tendering and procurement processes; the politicization of aid through diversion or manipulation by parties to the conflict; and restrictions on, or obstruction of, access of conflict-affected people to services and assistance, including the denial of access to women, and the expectation that women be accompanied.

¹⁵ ACAPS. 2023. Thematic report: Yemen - Gender dynamics, roles, and needs, 11 April 2023

¹⁶ WFP. Yemen Annual Country Report (ACR) 2022

¹⁷ WFP. 2023. WFP HungerMapLIVE Global Insights and Key Trends | 21 September 2023

¹⁸ IPC. 2023. Yemen: Acute Food Insecurity Situation January - May 2023 and Projection for June - December 2023

¹⁹ Joint Statement on Yemen Humanitarian Situation and Funding Gap, September 2023. [Joint Statement on Yemen Humanitarian Situation and Funding Gap \[EN/AR\] - Yemen | ReliefWeb](#)

²⁰ IASC. 2022. [IAHE of the response to the Yemen](#)

- Military operations and ongoing hostilities leading to temporary suspension of humanitarian operations; checkpoint searches and demand for fees; violence against humanitarian personnel and facilities.
 - Infrastructure-related/logistical issues, which includes the presence of mines or unexploded ordinance.”
22. Despite challenges, humanitarian agencies continue to provide life-saving assistance to Yemenis in need. As of 31 August 2023, a total of 207 humanitarian organizations were delivering aid to an average of 8.9 million people per month, through 14 clusters and sectors.²¹ WFP co-leads the Food Security and Agriculture Cluster with FAO and leads the Logistics and the Emergency Communications Clusters.
23. The Food Security and Agriculture Cluster provides a platform to coordinate the targeting and delivery of provision of immediate life-saving emergency food assistance. The Logistics Cluster has been active in Yemen since May 2010, providing coordination and information management services, as well as trainings, facilitating access to common logistics services to humanitarian and development partners. WFP acts as “Provider of Last Resort” (PoLR), where operational gaps are identified. The Emergency Telecommunication Cluster provides IT services including connectivity to 29 Emergency Operations Centres (EOCs) across Yemen, supporting humanitarian operations. In addition, the United Nations Humanitarian Air Service (UNHAS) has been providing humanitarian air transport services to, from, and in Yemen since 2015.

3.2. SUBJECT OF THE EVALUATION

24. WFP has been present in Yemen since 1967.²² Up until 2019, WFP operated in Yemen through a range of operations with distinct objectives, durations, activities and target populations.²³ From January 2014 to March 2016, WFP implemented a protracted relief and recovery operation (PRRO) (200305) to provide assistance to refugees in Yemen and another PRRO (200636) to improve livelihoods and resilience of food-insecure communities. With the escalation of the conflict in 2015, WFP launched two emergency operations (EMOPs)²⁴ to meet the emergency food and nutrition needs of conflict-affected populations. Through three special operations,²⁵ WFP also provided reliable air transport and telecommunication services to the humanitarian community. Annex II shows a timeline of country events and WFP operations in Yemen since 2015.
25. The first ICSP 2019-2022²⁶ was approved by the EB in November 2018. Initially planned for two years, it was subsequently extended until end-2022. Under this plan, WFP provided life-saving assistance to severely food-insecure and malnourished populations through Strategic Outcomes (SOs) 1 and 2. Under SO3, WFP aimed to contribute to resilience-building through food assistance for assets (FFA), food assistance for training (FFT) and support to smallholder farmers. WFP also planned to contribute to improve access to education and enhance food security and nutrition of school-aged children through a school-based programme. Under SO4, WFP provided critical services in logistics, telecommunication and aviation to humanitarian and development partners.
26. The ICSP 2019-2022 underwent five budget revisions (BRs), increasing the needs-based plan (NBP) from USD 3.3 billion (targeting 10.3 million beneficiaries) to USD 8.7 billion (targeting 18.2 million beneficiaries) as follows:
- BR 1 responded to the increased need for assistance in 2019 and 2020;
 - BR 2 introduced the new healthy kitchen model under activity 4;
 - BR 3 extended the ICSP by one year (2021) and introduced a prioritization approach (tiered assistance) in light of reduction in funding;

²¹ [OCHA. 2023. Yemen Humanitarian Response Snapshot, Aug 2023.](#)

²² WFP. 2011. Country Portfolio Evaluation Yemen

²³ WFP. Operations Database <https://www.wfp.org/operations?f%5B0%5D=country%3A1969>

²⁴ EMOPs 200890 and 201068

²⁵ Special Operations 200798, 200841 and 200845

²⁶ “Yemen interim country strategic plan (2019–2020)” ([WFP/EB/2/2018/8-B/3](#))

- BR 4 launched the education information management system as a capacity strengthening intervention;
 - BR 5 extended by one year the ICSP to align with the United Nations sustainable development cooperation framework for Yemen (2022-2025)²⁷.
27. In November 2022, the subsequent ICSP (2023-2025)²⁸ was approved with a budget of USD8.5 billion targeting 24.9 million beneficiaries for the whole period. Similar to the previous ICSP, the current ICSP is based on three interlinked and mutually reinforcing pillars: i) life-saving assistance (SOs 1 and 2); ii) recovery interventions and an initial response to structural issues (SO3); and iii) enabling services as well as on-demand services on a cost-recovery basis to the wider humanitarian community (SO4). A BR was initiated in the last quarter of 2023. Annex III unpacks the SOs and activities of both plans, highlighting the changes that occurred as follows:
- Capacity strengthening and technical support originally included under Activity 1 and 2 under the previous ICSP shifted to Activity 3 under the current ICSP.
 - School feeding under Activity 4 previously tagged as resilience building interventions in the ICSP 2019-2022, now falls under crisis response under the ICSP 2023-2025.
28. The ICSP 2019-2022 was funded at 59 percent of its NBP, mostly by the United States of America, Saudi Arabia, Germany, private donors and United Arab Emirates. As show in Table 1, lifesaving activities under SO1 received most of the allocated resources (73 percent). Between 2019 and 2022, WFP was able to disburse more than 80 percent of the resources allocated. During the period 2019-2021, the Yemen ICSP was the WFP's largest operations globally; since 2022, it is the second largest operation, after Afghanistan.²⁹

Table 1: Yemen ICSP 2019-2022 Cumulative Financial Overview

SO	NBP	% NBP	Allocated Resources	% Allocated Resources	Expenditures	% Expenditures	Allocated Resources/NBP	Expenditures/Allocated Resources
SO1	5,842,991,253	67%	4,146,751,941	73%	3,735,762,220	79%	71%	90%
SO2	1,010,032,255	12%	457,346,243	8%	381,361,792	8%	45%	83%
SO3	670,946,726	8%	293,901,554	5%	210,945,975	4%	44%	72%
SO4	446,923,306	5%	325,638,861	6%	288,749,115	6%	73%	89%
DSC	216,951,469	2%	131,805,022	2%	110,413,233	2%	61%	84%
ISC	518,736,127	6%	311,961,983	6%	0	0%	60%	0%
Total	8,706,581,136	100%	5,667,405,603	100%	4,727,232,335	100%	65%	83%

Source: EV_CPB_Resources_Overview, extracted in October 2023

29. As of October 2023, the NBP of the current ICSP (2023-2025) was funded only at 14 percent. Main sources of funding include: United States of America (51 percent), in kind/cash transfers from the previous ICSP (30 percent), Germany (7 percent) and the European Union (6 percent). As shown in Table 2, the proportion of the financial requirements per SO out of the total NBP is comparable across both ICSPs, besides a slight increase for SO3 and decrease for SO4. In terms of percentage of allocated resources across SOs, there has not been so far any significant changes between the two ICSPs.

²⁷ In 2022, the United Nations country team in Yemen drafted a transitional United Nations Sustainable Development Cooperation Framework (UNSDCF) for 2022-2024, which – as an exception – has been endorsed by United Nations country team members without being signed by the Government. The transitional UNSDCF articulates the United Nations framework for addressing development challenges in Yemen. It was extended to 2025.

²⁸ "Yemen interim country strategic plan (2023-2025)" ([WFP/EB.2/2022/7-A/16](#))

²⁹ Based on total yearly expenditures. CPB_Overview report, extracted in December 2023

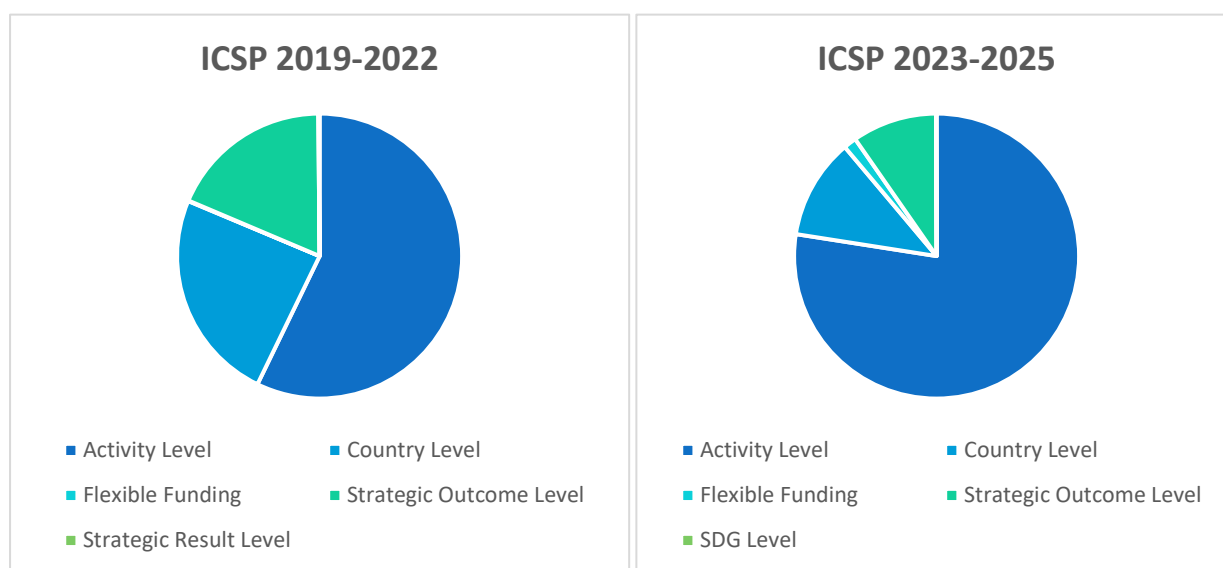
Table 2: Yemen ICSP 2023-2025 Cumulative Financial Overview

SO	Needs Based Plan	% NBP	Allocated Resources	% Allocated resources	Expenditures	% Expenditures	Allocated Resources/ NBP	Expenditures / NBP
SO1	5,648,775,586	66%	902,393,604	73%	629,537,601	75%	16%	70%
SO2	1,039,555,892	12%	114,761,766	9%	81,466,953	10%	11%	71%
SO3	981,871,970	11%	61,740,654	5%	26,744,356	3%	6%	43%
SO4	229,881,084	3%	65,359,702	5%	35,530,616	4%	28%	54%
Non SO Specific	0	0%	12,226,662	1%	0	0%		0%
DSC	142,770,844	2%	26,969,914	2%	14,458,743	2%	19%	54%
ISC	515,136,565	6%	49,431,492	4%	49,431,492	6%	10%	100%
Total	8,557,991,940	100%	1,232,883,793	100%	837,169,762	100%	14%	68%

Source: IRM Analytics, ACRO1 extracted in October 2023

30. The percentage of donors’ funds earmarked at activity level has increased from 57 percent under the ICSP 2019-2022 to 77 percent under the ICSP 2023-2025 (Figure 2).

Figure 2: Level of donors’ earmarking

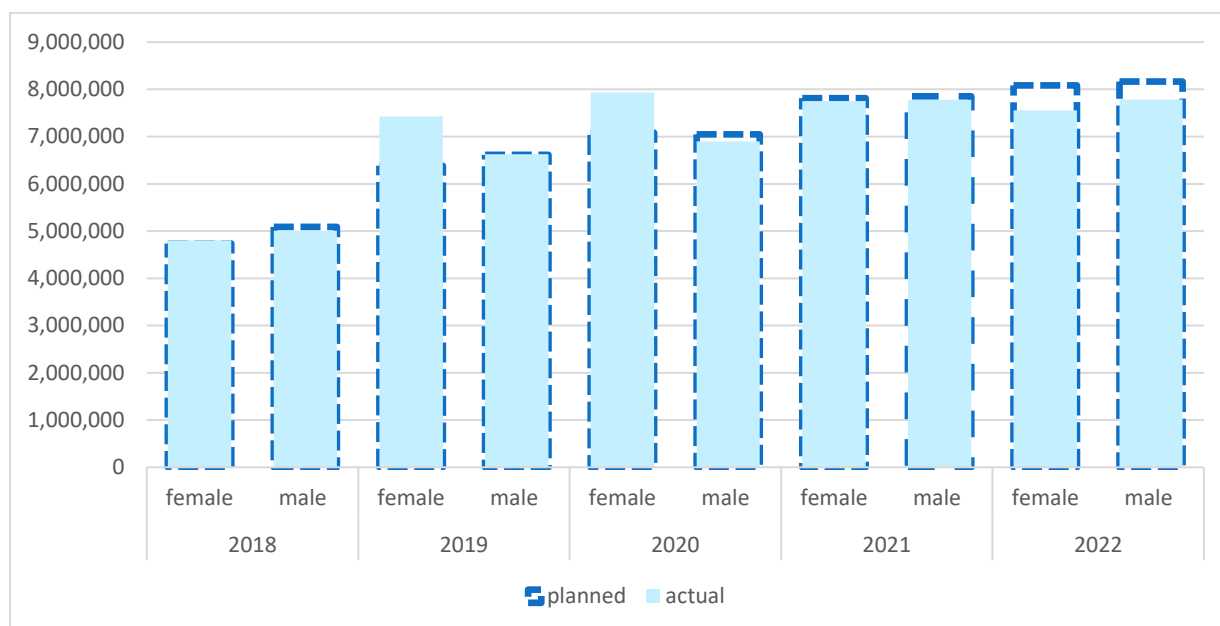


Source: WFP FACTORY, Distribution Contributions and Forecast, extracted on 06 November 2023

31. A preliminary analysis of donors’ grant duration shows that average duration of grants has not changed between the two ICSPs, remaining around 20 months. The longest average duration (2 years) is observed for grants allocated to the ICSP 2023-2025 with earmarking at the ICSP level.³⁰
32. Between 2019 and 2022 WFP assisted on average around 15 million beneficiaries per year. As shown in Figure 3, in 2019 and 2020 the number of female beneficiaries reached was above the plan. WFP beneficiaries are mostly residents and IDPs, and few refugees (in 2022 WFP Yemen assisted 12.1 million residents, 3.4 million IDPs and 14,600 refugees).

³⁰ WFP FACTORY, Distribution Contribution and Forecast Stats, extracted on 06 November 2023.

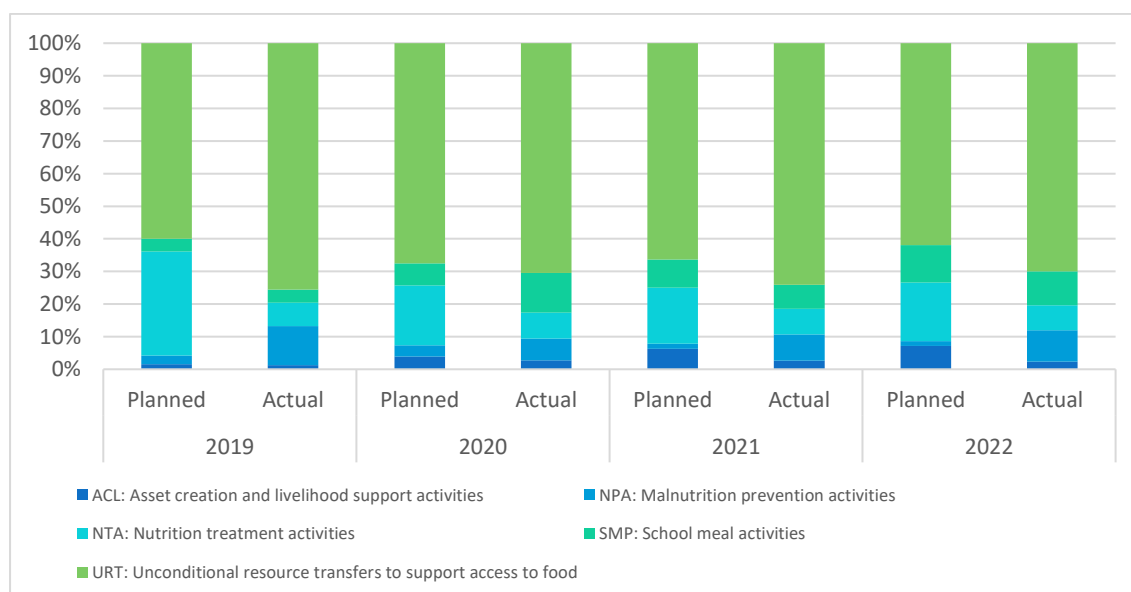
Figure 3: Planned and actual beneficiaries by sex 2018-2022



Source: COMET Annual Country Beneficiaries, extracted in October 2023 and Standard Project Report 2018 EMOP 201068

33. Over 60 percent of the beneficiaries reached by WFP have received unconditional transfers during the period 2019-2022. (Figure 4).

Figure 4: Planned and actual beneficiaries by activity category 2019-2022



Source: WFP COMET, R020 and R023.

34. In 2023, WFP continued to support 13 million people through unconditional transfers (general food assistance) providing 40 percent of the full food basket due to funding shortfalls. In December 2023, General Food Assistance (GFA) has been temporarily paused in areas under Sana'a-based authorities, mainly due to limited funding and the absence of an agreement with the authorities on a more targeted programme. Other activities are still ongoing although at a reduced scale.³¹

³¹ WFP Yemen Weekly Operational Update, 7 December 2023.

4 Evaluation scope and questions

4.1. SCOPE OF THE EVALUATION

35. The evaluation will cover **WFP strategies and interventions across the entire country since January 2019 (corresponding to the start of the previous ICSP)**, until the end of the evaluation data collection phase, tentatively around August 2024. The main **units of analysis of the evaluation are the previous and current ICSPs and their subsequent BRs**. However, the evaluation will also assess WFP's work in Yemen during the period covered by the evaluation that is not explicitly captured in the ICSPs and BRs documents.

4.2. EVALUATION CRITERIA AND QUESTIONS

36. The evaluation is informed by the following evaluation criteria endorsed by the OECD-DAC – **coherence, relevance, effectiveness and efficiency**; in addition to humanitarian specific criteria – appropriateness, coverage and connectedness.³²
37. The evaluation will address a set of evaluation questions as presented in Table 3. These questions are grounded in the OECD/DAC evaluation criteria. The evaluation questions will be fine-tuned by the evaluation team during the inception phase. Given the learning objective of the evaluation, the evaluation team will be expected to identify good practices across all sub-questions and reflect on why WFP's strategies/activities in Yemen worked well or not and how WFP could further improve those.

Table 3: Evaluation questions and criteria

Evaluation Questions (EQs) and Sub-questions	Criteria
EQ1 – To what extent has WFP's response in Yemen been evidence-based and strategically focused on the needs of the most food insecure?	
1.1 To what extent was the design of the successive ICSPs and budget revisions informed by sound context analysis, needs assessment and strategically focused on the distinct needs and preferences of the most food insecure and how can this be improved?	Relevance & appropriateness
1.2 What has enabled or constrained WFP's emergency preparedness and ability to anticipate and adapt to future needs, challenges and risks (including through early warning, forecasting, conflict analysis and risks assessment)?	Relevance & appropriateness
1.3 In what ways has WFP seized opportunities for addressing structural issues and setting up the foundations for strengthening livelihoods, resilience and sustainable food systems while meeting immediate food and nutrition needs? How appropriate is WFP's nexus approach considering latest trends and possible scenarios for the future?	Relevance, appropriateness & coherence
EQ2 – What has WFP's response delivered to the affected populations and the humanitarian community?	

³² See: OECD. 1999. *Guidance for Evaluating Humanitarian Assistance in Complex Emergencies*, and Overseas Development Institute. 2006. *Evaluating humanitarian action using the OECD-DAC criteria. An ALNAP guide for humanitarian agencies*.

2.1 What was the depth and breadth of coverage of WFP assistance compared to needs and to the overall humanitarian response? and how appropriate was WFP's strategy to prioritize interventions in view of the funding gaps?	Coverage
2.2 To what extent and in what ways, has WFP contributed to the expected outcomes of the ICSPs? Were there any unintended outcomes, positive or negative?	Effectiveness
2.3 To what extent have WFP activities and outputs been delivered within their intended timeframes and at a reasonable cost?	Efficiency
EQ3 – How well has WFP's response in Yemen integrated cross-cutting issues?	
3.1 How well has WFP managed any challenges or trade-offs in operationalizing the humanitarian principles and to which extent has it enabled/advocated for principled humanitarian access?	Effectiveness
3.2 To what extent have gender and inclusion issues been integrated into the design and implementation of WFP interventions in Yemen, and what benefits have been delivered?	Effectiveness; Relevance
3.3 To what extent are protection and accountability to affected population considerations mainstreamed into WFP's response?	Effectiveness
3.4 What has enabled or constrained WFP's ability to mainstream conflict sensitivity into its operations?	Effectiveness; Relevance
3.5 To what extent has WFP integrated environmental and climate considerations into its response in Yemen?	Effectiveness
EQ4: How well has WFP worked in partnership both in the context of the humanitarian response and support to early recovery in Yemen?	
4.1 To what extent has WFP engaged in planning for the collective humanitarian and early recovery/development response?	Connectedness & coherence
4.2 To what extent has WFP worked in strategic and operational partnerships in Yemen, and to what extent have any such partnerships helped maximize programme results?	Connectedness
4.3 To what extent has WFP engaged with local and national responders, and built their capacity?	Connectedness

38. The following areas of interest have been identified in consultation with the CO, RBC and HQ Divisions:

In relation to EQ1.1 and 2.1:

- To what extent has WFP and partners' engagement with government counterparts as part of the Food Security and Livelihoods Assessment (FSLA) and IPC processes impacted on the robustness and credibility of these assessments? How could WFP and partners contribute to address potential concerns moving forward?
- What challenges has WFP faced – notably any potential interferences - in using evidence from needs assessments to adjust the scale, nature and/or targeting of its interventions? Moving forward, how could WFP best manage and overcome those challenges?
- How appropriate is the beneficiary identity management system to ensure that WFP food and cash assistance reaches the right people and in the right amounts? What opportunities exist to address current challenges to fully roll-out biometric registration?

In relation to EQ2:

- To which extent has the revised Emergency Activation Protocol³³ influenced WFP's response in Yemen?
39. The key areas of interest will be further refined by the evaluation team and be clearly reflected in the evaluation matrix through specific lines of enquiry.
40. The evaluation team will be expected to identify good practices, innovations and lessons that emerged from the corporate emergency response to the Yemen crisis. In order to inform future emergency preparedness and response in Yemen and globally, those will be synthesised in a dedicated "Lessons Learned" section of the report.

5 Evaluation approach and ethical considerations

5.1. EVALUABILITY ASSESSMENT

Evaluability is the extent to which an activity or a programme can be evaluated in an independent, credible, and useful fashion. Beyond availability and access to reliable information on WFP performance, it necessitates that there is: (a) reliable information on the intervention context and the situation of targeted population groups before and during its implementation; (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 outputs should be delivered and outcomes should be occurring. It also requires the evaluation to be relevant and timely to feed into important strategic and/or operational decisions. Independence is required to ensure an unbiased and impartial assessment of performance and challenges met, which is needed for accountability but also to base lessons drawn as much as possible on what was really achieved (or not achieved).

41. This evaluation will build on a range of secondary evidence (WFP vulnerability analysis mapping and monitoring data and reports, WFP audits, evaluations and reviews, WFP financial and staffing data; UN/OCHA regular reporting, evaluations, reviews and assessments carried out by other organizations). Annex IV provides links to some of these documents.
42. Performance monitoring under the ICSP 2019-2022 followed 4 different versions of the logframe, while the logframe for the ICSP 2023-2025 has so far remained unchanged. A preliminary evaluability assessment (see Annex V) shows overall continuity in the outcome, output and cross-cutting indicators included in the different versions of the logframe and actually tracked. Between 2019 and 2022, WFP has regularly tracked progresses towards its intended outcomes in food security, school feeding, livelihoods as well as provision of services for humanitarian partners. Sampling was enhanced to enable reporting on Integrated Famine Risk Reduction (IFRR) and hotspot districts, and remote monitoring results for beneficiaries and the overall population were widely used to monitor outcomes of ICSP, as well as provide updates on the overall food security situation on regular basis.
43. The latest Demographic and Health Survey (DHS) in Yemen was completed in 2013. In 2022, there was a Nutrition Standardized Monitoring and Assessment of Relief and Transitions (SMART) Survey, led by Ministry of Population and Public Health with support from UNICEF. A total of 6 Zones out of 18 Zones were surveyed.

³³ OED2022/003, ED Circular "WFP Emergency Activation Protocol", 18 January 2022.

44. Based on consultations with the CO and a summary review of relevant documentation provided by the CO, OEV anticipates the following evaluability challenges:
- **Visa to travel to Yemen:** To enter Yemen it is necessary to secure visas from both sets of authorities, which can take extended time and may delay the inception and data collection missions. To mitigate this risk, requests for visas will need to be sought long in advance and a one-month gap will be planned between the approval of the inception report and the start of the data collection. Furthermore, the evaluation team will include experienced national evaluators who can lead in-person data collections should international evaluators not be granted access.
 - **Travel within Yemen:** A very fluid political and security situation in the country with frequent unexpected new developments may constrain the access of the evaluation team to some areas. In areas controlled by the Sana'a based authorities, permission from the Supreme Council for the Management and Coordination of Humanitarian Affairs and International Cooperation (SCMCHA) is required to travel outside of Sana'a.
 - **Field site observations:** Sampling of field site visits is unlikely to be fully representative due to time and budget limitations as well as potential risks of interferences in the selection of the field sites to be visited. Some activities may not be operational at the time of the data collection, reducing the team's ability to make field observations.
 - **Direct interactions with affected populations and targeted beneficiaries:** While in IRG-controlled areas, in-person interviews or focus group discussions may be arranged, they need to be approved in the SBA controlled areas. Women-only focus-group interviews may not always be feasible. Data collection instruments also need to be cleared by the concerned authorities in SBA controlled areas. Questions related to issues deemed to be sensitive such as gender equality, women's empowerment and accountability to affected populations may not be allowed by the authorities. The evaluation team will need to explore alternative approaches to seek the perspectives from the affected populations, notably through a qualitative analysis of secondary evidence, engagement through civil society and community-based organizations and conducting a phone survey through local call centres. Response rate may be lower in rural areas compared to other areas.
 - **Data collection timelines:** The timeline of data collection activities in the field may be delayed or suspended as a result of the process to obtain approvals from the authorities and/or the volatile security situation.
 - **Availability of outcome monitoring data:** Based on a preliminary assessment, some gaps were identified in tracking and reporting against some outcome indicators, either because the CO purposefully decided to discontinue the use of some indicators or because of lack of access or constrained working modalities for Third-Party Monitors. This is the case notably for the Minimum Dietary Diversity indicator as well as the SABER School Feeding National Capacity index. 2019 data for the Livelihoods Coping Strategy Index were not collected (See Annex V: Overview of performance data availability).
 - **Competing and unexpected demands on CO and partners' staff availability and high staff turn-over;** former CO staff will also be interviewed to obtain a longer-term perspective.
45. During the inception phase, the evaluation team will be expected to perform an in-depth evaluability assessment and critically assess data availability, quality and gaps to inform its choice of evaluation methods. This will include an analysis of the results framework and related indicators to validate the pre-assessment made by OEV. Evaluability challenges will be discussed in the inception report together with appropriate mitigation measures where possible, and their anticipated impact on the breadth and depth of the evaluation.

5.2. EVALUATION APPROACH AND METHODOLOGY

46. The evaluation team will be responsible for proposing the most suitable approach and methodology for the evaluation. It should:

- Use a systemic perspective which implies considering WFP strategy and interventions within a complex system, composed of multiple interacting and continuously evolving components including the political and socio-economic context, ongoing crises, the natural environment, the agri-food systems, the humanitarian and development sector, etc.
- Encompass elements of a theory-based approach to support the assessment of the adequacy of the design, effectiveness and connectedness of the ICSPs. This will entail the reconstruction of a theory of change (ToC) prior to the inception mission based on a desk review, which will be discussed and amended in consultation with the CO.³⁴
- Be **geared towards addressing the evaluation questions** presented in section 4.2.
- Be **responsive to responsive to gender, disability status, equity and wider inclusion issues**.
- Apply a **clear analytical framework** that will allow the evaluation team to demonstrate how the evidence used to support conclusions has met basic standards of validity, representativeness, generalisability and relevance.
- Foster **high level of engagement** especially with CO and partners' staff at country level throughout data collection, and ensuring regular feedback loops to promote ongoing learning.
- Adopt a **flexible approach** and willingness to adapt the evaluation process where needed
- Be **realistic** taking into consideration the evaluability challenges outlined above.

47. The evaluation will use **mixed methods** for data collection and analysis, relying on primary and secondary sources. Systematic data triangulation across different sources and methods should be carried out to validate findings and avoid biases in the evaluative judgement. Data collection methods proposed for this evaluation are outlined in Table 4.

Table 4: Data collection methods

Desk review of relevant documentation and datasets	including UN system strategic documents (HNOs, HRP, UNSDCF, Country Common Analysis); relevant documentation on the evolving country context; WFP strategies, plans, risk register, country annual reports, donor reports, evaluations, Monitoring and Evaluation (M&E) quarterly reports, monitoring data, reports from community feedback mechanisms; budget data; partnerships databases; government policies, strategies and reports; country strategies and reports from strategic partners, donors and cooperating partners.
Semi-structured interviews	with key informants, both remote and in-person where possible, including WFP CO management and relevant staff in Aden, Sana'a and sub-offices; relevant WFP HQ and RBC staff; United Nations entities, WFP cooperating partners, donors, IFIs, counterparts in the IRG and SBA, etc.

³⁴ The reconstructed ToC will show the intervention logic, i.e. the intended causal pathways from activities to outputs to SOs, as well as the internal and external assumptions made for the intended change to take place. It will also show linkages across the ICSP SOs and activities, highlighting how the different components of the ICSP are mutually reinforcing or, possibly, inhibiting each other. To assess WFP's effectiveness, the evaluation will assess the likelihood of WFP's contribution to SOs. This will entail verifying the internal logic of the theory of change and the quantity and quality of outputs delivered, including who benefitted from those (i.e. effectiveness of targeting and coverage). It will also verify the validity of internal and external assumptions made and consider any external factors that might have affected outcome level changes. On this basis, the evaluation will then estimate the likelihood that WFP has contributed to outcome level changes and, where appropriate, look at measurement of outcome indicators to assess whether WFP assistance was sufficient to reach the outcome targets.

Online survey	To gather the perceptions from WFP staff as well as cooperating partners, United Nations entities and donors in Yemen.
Interviews, focus group, phone surveys, direct field observation	Different options should be explored to ensure that the evaluation seeks the perspectives from affected populations, in particular marginalized population groups such as women, people with disabilities, ethnic minorities such as the Al-Muhamasheen and the extremely poor. Indicatively – and mindful of feasibility constraints -this will include a combination of in-person interviews, focus group discussions, phone surveys, direct field observations, and/or engagement through local civil society and community-based groups to the extent possible.
Photo and video material	If possible, the evaluation will draw from geo-localised and time-stamped digital photo and video material from WFP and cooperating partners for analysis of observable outputs in the field.

48. During the inception phase, the evaluation team will develop a detailed methodological design, including an evaluation matrix presenting evaluation questions, sub-questions, lines of enquiry, data sources and collection tools. This methodological design will take into consideration the detailed evaluability assessment and stakeholder analysis conducted during the inception phase. Evaluation firms are encouraged to propose realistic, innovative data collection and analysis methods.
49. The methodology should aim at data disaggregation by sex, age, disability status, nationality or other characteristics as relevant to, and feasible in, specific contexts. Moreover, the selection of informants and site visits should seek to ensure - to the extent possible - that the views of different groups of affected populations are heard or at least represented. The evaluation will assess the differential effects on men, women, girls, boys, persons with disabilities, and other relevant socio-economic groups as far as data permits.³⁵

5.3. ETHICAL CONSIDERATIONS

50. Evaluations must conform to WFP and United Nations Evaluation Group (UNEG) ethical standards and norms.³⁶ The evaluation firm is responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle in line with the UNEG guiding ethical principles for evaluation (Integrity, Accountability, Respect, Beneficence).³⁷ This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair and inclusive participation of stakeholders (including women and socially excluded groups) and ensuring that the evaluation process and results do no harm to participants or their communities.
51. OEV will ensure that the team and the evaluation manager (EM) have not been involved in the design, implementation, financial management or monitoring of the WFP Yemen ICSPs, have no vested interest, nor have any other potential or perceived conflicts of interest.³⁸

³⁵ In choosing the methods to evaluate the CSP, the evaluation team should refer to the OEV Technical Note for Gender Integration in WFP Evaluations and the Technical Note on Integration of Disability Inclusion in Evaluation.

³⁶ For further information on how to apply the [UNEG norms and standards](#) in each step of the evaluation, the evaluation team can also consult the [Technical Note on Principles, Norms and Standards for evaluations](#)

³⁷ Beneficence means striving to do good for people and planet while minimizing harms arising from evaluation as an intervention.

³⁸ "Conflicts of interest are typically identified by a lack of independence or a lack of impartiality. These conflicts occur when a primary interest, such as the objectivity of an evaluation, could be influenced by a secondary interest, such as personal considerations or financial gains" (UNEG 2020 Guidelines). There should be no official, professional, personal or financial relationships that might cause, or lead to a perception of bias in terms of what is evaluated, how the evaluation is designed and conducted, and the findings presented. During the evaluation process, the evaluators are not allowed to have another contract with the evaluand/ unit subject to evaluation, including the Regional Bureau and HQ division involved in emergency response.

52. All members of the evaluation team will abide by the [2020 UNEG Ethical Guidelines](#). In addition to signing a pledge of ethical conduct in evaluation, the evaluation team will also commit to signing a Confidentiality, Internet and Data Security Statement.³⁹
53. Should the evaluators uncover allegations of wrongdoing and misconduct in the implementation of a programme either by a WFP staff or a partner (including fraud, food diversions, misuse of WFP assets, harassment, sexual harassment, etc), the evaluation team should report those allegations to WFP Office of Inspection and Investigation (OIGI) through WFP hotline (<http://www.wfpHotline.ethicspoint.com>). At the same time, the team leader should inform the EM and the Director of Evaluation that allegations of wrongdoing and misconduct have been observed and reported to OIGI, without breaking confidentiality.

6 Organization of the evaluation

6.1. EVALUATION TIMELINE, KEY PHASES AND DELIVERABLES

54. The evaluation is structured in five phases summarized in Table 5 below. The evaluation team will be involved in phases 2 to 5. The CO and RBC were consulted on the timeframe to ensure good alignment with the ICSP planning and design process so that the evidence generated by the CEE can be used effectively.
55. The data collection mission is planned for four weeks from mid-July to mid-August 2024. Ideally international evaluators will be able to visit field sites beyond the main urban centres. Should the prevailing security situation or bureaucratic impediments prevent them from doing so, they will need to rely on remote communication tools and on the national consultants and enumerators for in-person data collection. In such case, a more flexible approach for field data collection by the national consultants and enumerators may be required, which could be spread over a longer period. Sufficient time has been built into the evaluation timeline for planning and conducting data collection.

Table 5: Summary timeline – key evaluation milestones

Main phases	Timeline	Tasks and deliverables
1. Preparation	October 2023- End Nov 2023 Mid Dec 2023 Dec 2023 -Jan 2024	Discussions on concept note Draft TORs shared with IERG Final TORs Evaluation team and/or firm selection & contract
2. Inception	Jan-May 2024	Desk review Briefings with IERG members and key CO staff Inception mission(s) Draft inception report shared with OEV Draft inception report shared with IERG Final inception report
3. Data collection	June 2024	Desk review Data collection missions and exit debriefing

³⁹ If there are changes in the evaluation team or a sub-contracting for some of the planned evaluation activities, the confidentiality agreement, internet and data security statement, and ethics pledge should also be signed by those additional members.

	Mid-July to mid-Aug 2024 Early Sept 2024	Preliminary findings debriefing
4. Reporting	Early Oct 2024 Mid Nov 2024 Early Dec 2024 End Jan 2025 Feb 2025	Draft evaluation report shared with OEV Draft evaluation report shared with IERG Internal and external stakeholder workshops in Sana'a and Aden Final evaluation report Summary evaluation report (SER)
5. Dissemination and follow-up	March 2025 March 2025 May 2025 June 2025	SER editing/evaluation report formatting and final publication MR preparation Presentation of SER and MR at EB Round Table on Evaluations Presentation of SER and MR to the EB Annual Session

6.2. MANAGEMENT AND GOVERNANCE

56. **OEV:** The responsibility for the management and oversight of the evaluation will rest with WFP OEV. The evaluation will be managed by Julie Thoulouzan, Senior Evaluation Officer. Raffaella Muoio has been appointed as OEV research analyst (RA) and will support data access and analysis as well as some organizational aspects. The EM and the RA have not been involved in the design or implementation of the Yemen ICSPs. The EM has overall responsibility for the management of the evaluation process and for ensuring the quality and independence of the evaluation. With the support from the OEV RA, she is responsible for drafting the concept note and TORs; setting up and engaging with the IERG; selecting and contracting the evaluation team; preparing and managing the budget; organizing the team briefings; supporting the preparation of missions; organizing the internal and external stakeholder workshops jointly with the CO; conducting the first-level quality assurance of the evaluation products and soliciting WFP stakeholders' feedback on draft products; and drafting the SER and standard OEV communication products. Anne-Claire Luzot, Director of Evaluation, will provide second-level quality assurance, approve the final evaluation products and present the results of the evaluation to the WFP Executive Board.
57. **Internal Evaluation reference group:** an internal evaluation reference group has been established for this evaluation. This group is constituted of a cross-section of WFP stakeholders from relevant business areas at different WFP levels who will be consulted throughout the evaluation process to review and provide feedback on evaluation products, provide feedback during evaluation briefings; be available for interviews with the evaluation team. See list of IERG members in Annex VIII.
58. **CO:** Besides being a key member of the IERG, the CO will have an important role facilitating the evaluation team's contacts with stakeholders in Yemen; providing logistic support during the fieldwork and organizing an in-country stakeholder learning workshops. **Riham ABUISMAIL**, Head of Research Assessment and Monitoring Unit and **Patrick OWUOR**, Head of Monitoring and Evaluation have been nominated as the WFP CO focal points and members of the IERG and will assist in communicating with the EM and evaluation team, and to set up meetings and coordinate field visits.

6.3. EVALUATION TEAM COMPOSITION

59. The evaluation will be carried out by a highly qualified, multi-disciplinary team with extensive knowledge and experience in evaluating complex protracted emergency operations. In addition to being familiar with the country context and humanitarian assistance in conflict settings, the evaluation team members will have a mix of evaluation and thematic expertise related to WFP interventions in Yemen (see Table 6 below). Furthermore, all team members should have a good knowledge of gender, equity and wider inclusion issues along with a solid understanding of humanitarian law, [Humanitarian Principles](#) and the [Core Humanitarian Standard on Quality and Accountability](#)
60. The evaluation team will have strong methodological competencies in designing feasible data capture and analysis, synthesis and reporting skills. The team must also demonstrate a clear understanding of the UN system and ensure that the evaluation is conducted in line with the [UNEG Norms and Standards for Evaluation in the UN System](#). The international consultancy firm may partner with a local independent and reliable research entity/academia to conduct the data collection in the field.
61. The team will be gender balanced as well as geographically and culturally diverse with multi-lingual language skills (English and Arabic). It will be tentatively composed of a team leader, 2 senior international evaluators and 3-4 national consultants (male and female Intermediate and senior levels); a RA/project manager.

Table 6: Summary of evaluation team areas of expertise required

Profile	Specific expertise required
<p>Team Leader and Deputy Team Leader</p>	<p>MINIMUM REQUIREMENTS</p> <ul style="list-style-type: none"> • Excellent planning and team management and coordination skills; ability to resolve problems and strong track record to deliver on time • Solid experience in evaluating the design and implementation of complex emergency responses and CSPs • Strong experience with conducting evaluations in politically sensitive and fragile situations, including contexts of active conflict • Prior programme evaluation experience in Yemen and/or the Middle East • Familiarity with Theory of Change and Contribution Analysis approaches and other relevant evaluation methods and tools • Excellent synthesis and evaluation reporting writing skills in English • Fluency in English and strong presentation skills • Knowledge/experience of the humanitarian principles and their application in conflict settings • Expertise in one or more of the technical areas below. <p>DESIRABLE</p> <ul style="list-style-type: none"> • First-hand experience in managing complex emergency response and/or recovery programmes with UN organizations or large international Non-Governmental Organizations (NGOs) • Knowledge of Arabic is an asset.
<p>Senior thematic experts (international and national)</p>	<ul style="list-style-type: none"> • Prior programme evaluation experience in Yemen and/or the Middle East • Fluency and excellent writing skills in English. Some team members should also speak fluently Arabic. • Strong, complementary technical expertise <u>in complex emergency settings</u> in the following areas: <ul style="list-style-type: none"> o Management of general food assistance (in-kind and cash-based transfers) o Food security, livelihoods and resilience building, smallholder farmer support, food systems o Emergency preparedness and climate change adaptation o Nutrition-specific and nutrition-sensitive programming o Country capacity strengthening and social protection o School-based programming o Gender equality and women empowerment and wider inclusion considerations o Protection and accountability to affected populations o Conflict-sensitive programming o Partnerships and inter-agency/ cluster coordination o Supply chain and humanitarian services provision (transport, warehousing, procurement, information technology solutions, etc.) o Access negotiations and humanitarian principles, humanitarian personnel safety and well-being • First-hand experience in complex emergency response and recovery programmes
<p>Research Assistance (Medium level expert)</p>	<ul style="list-style-type: none"> • Strong experience designing and implementing complex research methodologies, both qualitative and quantitative, able to coordinate several parallel research workstreams as well as an overarching, more strategic research pathways • Strong experience with compiling and analysing monitoring, financial, logistics and cost-efficiency data, preferably from WFP data systems • Excellent Excel skills, including ease working with pivot tables and generation of graphs, to organize, analyse and effectively represent data

	<ul style="list-style-type: none"> • Excellent data management skills and accuracy in data manipulation, including data cleaning, data mining, data triangulation, and data modelling • Broad understanding of humanitarian and development assistance and familiarity with analysing WFP and Humanitarian Response Plan/HNO data • Strong ability to provide qualitative and quantitative research support to evaluation teams, in particular on: <ul style="list-style-type: none"> • online and mobile phone survey design • survey data cleaning and descriptive analysis • geo-spatial data analysis
Quality assurance (senior expert)	<ul style="list-style-type: none"> • Experience in evaluations of humanitarian operations • Proven excellent skills and experience in writing high quality, complex evaluation reports • Experience in quality assurance of written technical reports and briefs

6.4. QUALITY ASSURANCE

62. The WFP evaluation quality assurance system includes process guidelines, technical notes and templates for key evaluation products based on quality checklists. WFP quality assurance does not interfere with the views or independence of the evaluation team but ensures that the report provides credible evidence and analysis in a clear and convincing manner, and draws its conclusions and recommendations on that basis. The evaluation team will be required to ensure the quality of data (reliability, consistency and accuracy) throughout the data collection, synthesis, analysis and reporting phases.
63. All evaluation deliverables (i.e., inception report and main evaluation report) must be subject to a thorough quality assurance review by the evaluation company in line with the WFP evaluation quality assurance system prior to submission of the deliverables to OEV. This includes reviewing the comments from OEV and the IERG and how those were addressed by the evaluation team as well as performing an editorial review of the deliverables. However, quality assurance also implies up-front guidance to the evaluation team where required. The person(s) responsible for quality assurance should therefore attend OEV briefing sessions and key meetings with the evaluation team. It is essential that the evaluation company foresees sufficient resources and time for quality assurance.
64. OEV will conduct its own quality assurance of all evaluation deliverables at two levels: the EM (First-level Quality Assurance (QA)) and the Director of Evaluation (Second-Level QA). The EM will provide guidance to the evaluation team on any aspects of the evaluation (substantive areas to be covered, methodology, interaction with stakeholders, organizational matters etc.) as required. The Director of Evaluation will approve all evaluation deliverables.
65. An expert from the Evaluation Methods Advisory Panel (EMAP) established by OEV will provide advice on the draft deliverables to improve the evaluation approach and methods and reflect on international best practice and innovative methods. This will be distinct but complementary to the quality assurance done by the EM and the 2nd level Quality Assurer within OEV, and the feedback provided by the IERG.
66. All final evaluation reports will be subjected to a post-hoc quality assessment (PHQA) by an independent entity through a process that is managed by OEV. The overall PHQA results will be published on the WFP website alongside the final evaluation report.

6.5. SECURITY CONSIDERATIONS

67. As an “independent supplier” of evaluation services to WFP, the contracted firm will be responsible for ensuring the security of the evaluation team, and for making adequate arrangements for evacuation for medical or security reasons. However, to avoid any security incidents, the EM will ensure that the WFP CO registers the team members with the security officer on arrival in country and arranges a

security briefing for them to gain an understanding of the security situation on the ground. The evaluation team must observe applicable United Nations Department of Safety and Security rules including taking security training (BSAFE & SSAFE) and attending in-country briefings.

6.6. COMMUNICATION

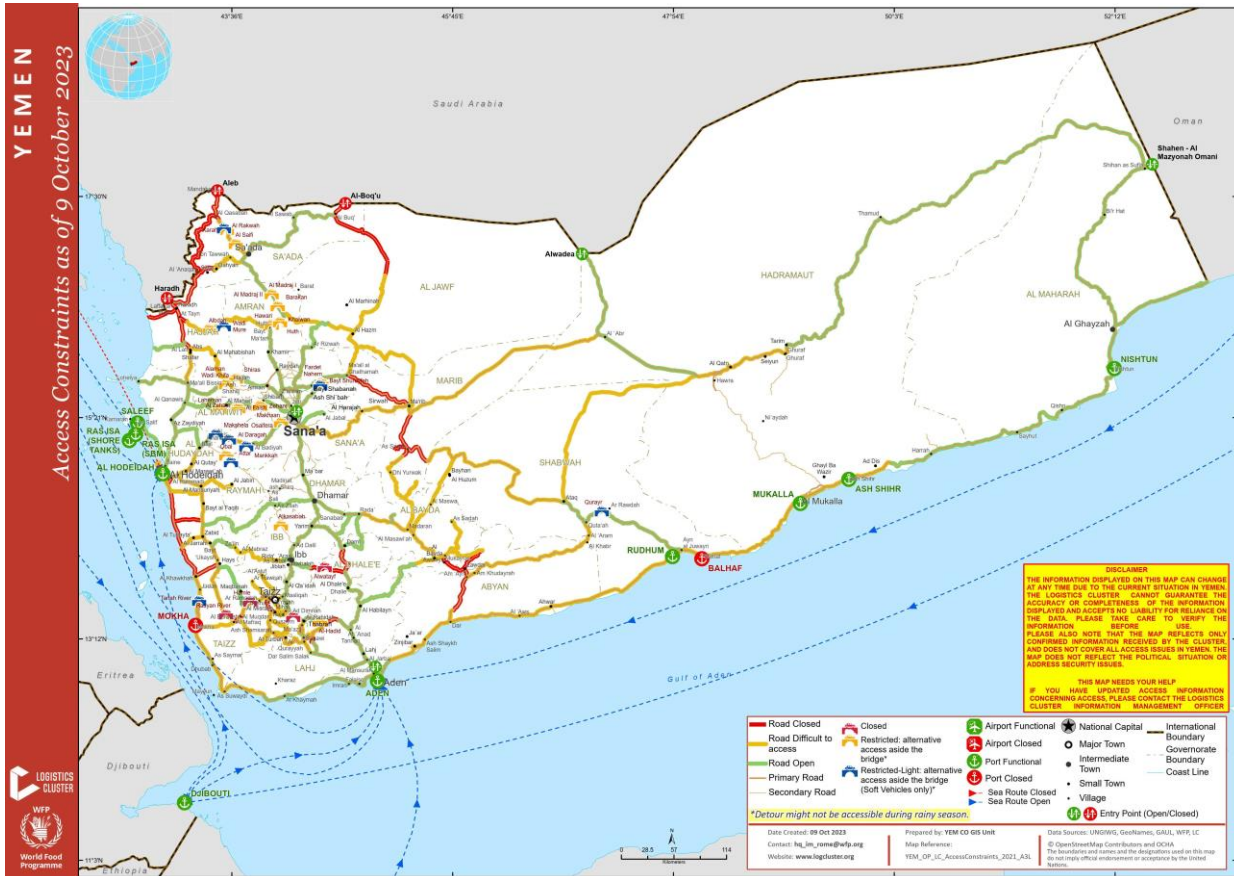
It is important that evaluation reports are accessible to a wide audience, as foreseen in the Evaluation Policy, to ensure the credibility of WFP – through transparent reporting – and the usefulness of evaluations. The dissemination strategy will be based on the stakeholder analysis and consider whom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

68. A communication and knowledge management plan will be developed by the EM in consultation with the evaluation team and the CO during the inception phase. The evaluation team will propose/explore communication/feedback channels to appropriate audiences (including affected populations as relevant). All evaluation products will be produced in English. The final SER and the evaluation brief will also be translated in Arabic.
69. The draft inception report, the main evaluation report and the SER will be shared with the IERG for review and comments. The evaluation team will also organize a preliminary findings debriefing for the IERG, and subsequently two internal and external stakeholder learning workshops to present and discuss the main findings, conclusions and recommendations.
70. To support communication of evaluation results, the evaluation team should as much as possible take and collect pictures and other media in the field, respecting local customs, personal data protection and Do No Harm principles.
71. The SER along with the management response to the evaluation recommendations will be presented to the WFP Executive Board in June 2025. The final evaluation report will be made publicly available as per international standards for evaluation.

6.7. THE PROPOSAL

72. Technical and financial offers for this evaluation should consider in-person inception and data collection missions to Yemen (both Southern and Northern regions), and travel of the evaluation team leader for the stakeholder workshops in Sana'a and Aden. Proposals should build in sufficient flexibility to deal with possible risks such as travel restrictions.
73. Should translators be required for fieldwork, the evaluation firm will make arrangements and include the cost in the budget proposal.
74. Given the prevalent security situation in the country, in-country transport will be ensured by the CO, using WFP vehicles and UNHAS flights. The proposal should therefore not include in-country travel costs.
75. While the SER is drafted by the EM, financial proposals should budget time for the Team Leader to review and validate the final draft.
76. Following the technical and financial assessment, an improved offer could be requested by WFP to the preferred bid(s) to better respond to the TOR requirements. WFP may conduct reference checks and interviews with selected team members.

Annex I. Map



Source: Logistics cluster

Annex II: Yemen Fact Sheet

[Annex II.docx](#)

Annex III: Yemen ICSP 2019-2022 and ICSP 2023-2025, overview of SOs and activities

ICSP 2019-2022		ICSP 2023-2025		Changes
<p>SO1: Food insecure people affected by crises across Yemen, have access to lifesaving, safe and nutritious food all year.</p>	<p>ACT 1: Provide life-saving food assistance to severely food insecure households.</p> <p><i>Resources transferred; nutritious foods; capacity development; national coordination mechanisms.</i></p>	<p>ACT 1: Provide life-saving food assistance to food insecure households & opportunities for people to transition from relief assistance to self-sufficiency.</p> <p><i>Resources transferred; nutritious foods; assets created.</i></p>	<p>SO1: Crisis affected women, men, girls & boys across Yemen are able to meet their immediate food and nutrition needs all year.</p>	<p>Capacity strengthening and technical support originally included under Activity 1 and 2 under the previous ICSP shifted to Activity 3 under the current ICSP.</p>
	<p>ACT 2: Provide nutrition assistance to treat and prevent malnutrition.</p> <p><i>Resources transferred; nutritious foods; capacity development; national coordination mechanisms; SBBC.</i></p>	<p>ACT 2: Provide life-saving nutrition assistance to acutely malnourished people.</p> <p><i>Resources transferred; nutritious foods.</i></p>		
	<p>ACT 3: Provide conditional cash assistance to support access to nutrition and health services.</p> <p><i>resources transferred; SBBC.</i></p>	<p>ACT 3: Provide assistance to targeted nutritionally vulnerable groups to prevent malnutrition & improve dietary intake.</p> <p><i>Resources transferred; nutritious foods; capacity development; national coordination mechanisms; SBBC.</i></p>		
<p>SO3: Vulnerable households across Yemen have access to equitable social safety nets and basic services during and in the aftermath of crises.</p>	<p>ACT 4: Provide school meals.</p> <p><i>Resources transferred; nutritious foods; capacity development; purchases from smallholders; school feeding.</i></p>	<p>ACT 4: Provide school meals to school-aged girls & boys.</p> <p><i>Resources transferred; nutritious foods; capacity development; SBBC; purchases from smallholders; school feeding.</i></p>		<p>School feeding under Activity 4 previously tagged as resilience building interventions in the ICSP 2019-2022, now falls under crisis response under the ICSP 2023-2025.</p>

ICSP 2019-2022		ICSP 2023-2025		Changes
	<p>ACT 5: Support community infrastructure rehabilitation and livelihoods through food assistance for assets.</p> <p><i>Resources transferred; assets created; infrastructures supported.</i></p>	<p>ACT 5: Promote early recovery & enhance livelihoods at household & community level while meeting immediate food needs of food insecure households.</p> <p><i>Resources transferred; assets created; capacity development; SBCC; smallholder farmers supported.</i></p>	<p>SO3: Food-insecure households & communities in targeted areas across Yemen, including those affected by climate shocks, benefit from more resilient livelihoods & food systems throughout the year.</p>	No changes
<p>SO4: International and national partners are supported in their efforts to assist people in Yemen and preserve critical services.</p>	<p>ACT 6: Provide humanitarian air services through UNHAS.</p> <p><i>Shared services and platforms.</i></p>	<p>ACT 6: Provide mandated services to the humanitarian community to enhance their support to crisis-affected people: UNHAS.</p> <p><i>Shared services and platforms.</i></p>	<p>SO4: Humanitarian & development partners collaborate effectively to assist people in Yemen and to preserve critical services all year.</p>	No changes
	<p>ACT 7: Logistics cluster.</p> <p><i>Shared services and platforms.</i></p>	<p>ACT 7: Provide mandated services to the humanitarian community to enhance their support to crisis-affected people: Logistics cluster.</p> <p><i>Shared services and platforms.</i></p>		No changes
	<p>ACT 8: Emergency telecommunications cluster (ETC).</p> <p><i>Shared services and platforms.</i></p>	<p>ACT 8: Provide mandated services to the humanitarian community to enhance their support to crisis-affected people: ETC Cluster.</p> <p><i>Shared services and platforms.</i></p>		No changes
	<p>ACT 9: Bilateral service provision.</p> <p><i>Shared services and platforms.</i></p>	<p>ACT 9: Provide on demand services to partners to enhance their support to crisis-affected people.</p> <p><i>Shared services and platforms.</i></p>		No changes

Source: ICSPs' documents and BRs. Legend: Red: Crisis Response (focus area); Blue: Resilience Building (focus area). SBCC: Social and Behavior Change Communication. Activity categories are listed in *Italics* under each activity.

Annex IV. Key documents

ICSPs' documents and WFP / UN regular reporting

- ICSP 2019-2022 and related BRs <https://www.wfp.org/operations/ye01-yemen-interim-country-strategic-plan-2019-2022>
- ICSP 2023-2025 <https://www.wfp.org/operations/ye02-yemen-interim-country-strategic-plan-2023-2025>
- ACRs 2019-2022 <https://www.wfp.org/publications/annual-country-reports-yemen>
- Yemen HRP and HNO 2023 <https://humanitarianaction.info/plan/1116>
- Yemen HRP and HNO 2022 <https://humanitarianaction.info/plan/1077>
- Yemen HRP and HNO 2021 <https://humanitarianaction.info/plan/1024>
- Yemen HRP and HNO 2020 <https://humanitarianaction.info/plan/925>
- Yemen HRP and HNO 2019 <https://humanitarianaction.info/plan/675>

WFP vulnerability analysis mapping and monitoring data and reports

77. WFP Yemen has adopted some mitigation measures to overcome access constraints in assessing needs and monitoring its interventions especially in the SBA-controlled areas, notably collecting data through third-party monitors and through WFP's mobile Vulnerability Analysis and Mapping (mVAM) phone surveys. From January to August 2023, WFP monitoring efforts were significantly curtailed following the suspension of the activities of a key third-party service provider in areas under the Sana'a Based Authorities.⁴⁰ Nevertheless, the evaluation will be able to draw from the data collected prior to the suspension and after as follows:

- Food security indicators (Food consumption score and coping strategy index) have been monitored on a monthly basis among both targeted and non-targeted communities since 2018. Data is disaggregated by governorates and covers the whole country (except Socotra).
- Retail prices of food commodities and minimum food basket from the main cities of the 22 governorates of Yemen
- Trends in exchange rates
- Weekly prices of petrol, diesel, and cooking gas

78. The aforementioned datasets are periodically analysed and presented in "Food security Updates" and "Quarterly Reviews" and completed by the FSLA analysis reports for 2020, 2021 and 2022 (currently in draft).⁴¹ In IRG-controlled areas, WFP undertook a qualitative study on the socio-economic drivers of food insecurity in Yemen.⁴²

79. Data on the level of implementation including planned vs actual number of beneficiaries by activity, month, gender, age, residence status; amount of food and cash transferred is also available. All output and outcome monitoring data are consolidated in WFP ACRs.

IPC

80. The IPC is managed by the National Technical Working Group (NTWG), composed of more than 10 organizations. Bringing together available food security evidence, reports were published in 2020, 2022 and 2023 (partial analysis covering only the IRG-controlled areas). Data on prevalence of global acute malnutrition (GAM) is not collected regularly and along the same methodology throughout the evaluation period and may not give an accurate picture of trends since 2018.

⁴⁰ WFP. 2023. [Situation Report #1](#)

⁴¹ [DataViz - Yemen \(wfp.org\)](#) and CO Yemen

⁴² WFP. 2022. Food Insecurity on the rise in the South of Yemen. A qualitative study. July 2022.

Audits

81. Since 2015, four internal audits of WFP Operations in Yemen have been carried out (2016, 2018, 2020, 2022).⁴³

WFP evaluations and IAHEs

82. The last WFP-specific evaluation (Country Portfolio Evaluation) in Yemen was completed in 2011, covering the period 2006-2010.

83. WFP was also part of and contributed to the 2022 IAHE of the Yemen Crisis,⁴⁴ covering the period from the activation of L3 response in 2015 to the end of June 2021. In addition, the IAHE on gender equality included Yemen as a case study.

Table 7: Main conclusions of 2022 IAHE of the Yemen Crisis

The Yemen operation has saved lives, prevented suffering, slowed the collapse of state services.
The operation has struggled with quality, oversight, robust data collection and analysis, balancing the long-term and short-term competing priorities and preserving humanitarian principles
An urgent review of the restrictive security posture of the United Nations is required.
There is an urgent need to improve access in Ansar Allah-controlled areas.
Protection has received the least funding and has struggled to gain consistent attention at the HCT level. Some of the most vulnerable are not being helped consistently, and politically challenged protection services struggle for support.
Finding resources to provide services for IDP sites has also proven challenging
The United Nations humanitarian and development entities are effectively being asked to keep the nation, its institutions, and its people on life support until such time as the war and the political impasse is resolved. All this is being asked with uncertain resources and without much of the authority.
The uncertain nature of funding makes planning impossible and service delivery capricious.
When the humanitarian 'instrument' becomes the sole channel for international engagement, there are significant implications for how it should operate, or even whether the current arrangements suffice

Source: IASC. 2022. *IAHE of the response to the Yemen, Executive Summary*

Table 8: Main follow-up actions to the 2022 IAHE of the Yemen Crisis where WFP is among the lead agency

Recommendation	Lead / Contributors	Planned action	Action taken
Recommendation #3 Preserve food security and essential services (health, water, sanitation, and nutrition), pivoting to structural solutions where feasible	Lead: WFP Contributors: FAO, WFP, UNDP, WHO, UNICEF, UN-Habitat	3.1 Lay the ground for systemic solutions to food insecurity by improving access to sustainable livelihoods and providing sustainable livelihoods assistance complementary to the transitional UNSDCF.	Ongoing World Bank-funded projects implemented by UNDP, WFP, and FAO to enhance food security in Yemen.

⁴³ WFP. 2022. [Internal Audit of WFP Operations in Yemen – October 2022](#); WFP. 2020. [Internal Audit of WFP Operations in Yemen 2020](#); WFP. 2018. [Internal Audit of WFP Operations in Yemen 2018](#); WFP. 2016. [Internal Audit of WFP Operations in Yemen 2016](#).

⁴⁴ IASC. 2022. *IAHE of the response to the Yemen*

Table 8: Main follow-up actions to the 2022 IAHE of the Yemen Crisis where WFP is among the lead agency			
Recommendation	Lead / Contributors	Planned action	Action taken
		3.4 Localization of basic services delivery, including assessing availability, access, and participation in public services at the Governorate level.	Local governance projects are ongoing. -UNICEF and WHO continue to support the water supply board and health ministry with fuel support -Minimum Health Service Package implemented on governorate level in partially or fully functional hospitals -Health Resources & Service Availability System (HeRAMS) implemented (WHO)
Recommendation #8 Better focus on the most vulnerable, through better, more transparent, and more systematic analysis	Lead: FAO and WFP Contributors: OCHA, UNHCR, UNICEF, UNFPA, WFP, IOM, FAO	8.1 Develop collective inter-cluster targeting criteria for humanitarian assistance that is inclusive and supports a multi-sectoral response	WFP, FAO, and FSAC analysis of FSLA 2021 to update targeting criteria.
		8.2 Review and harmonize interagency data sharing protocols to promote cross-learning, complementary geographic targeting (“geo-bundling”), and beneficiary feedback.	FAO, WFP, and UNDP, as part of the WB-funded intervention FSRRP, are already working on geo-bundling approaches).
Recommendation #12 Improve collective working	Lead: OCHA Contributors: UNHCR, UNICEF, UNFPA, WFP, IOM, FAO, UNFPA, and all other cluster lead agencies, and NNGO and INGOs	12.5 Cluster lead agencies to ensure regular and adequate staffing and resources as the PoLR	Underway

Source: IASC. 2022. IAHE of the response to the Yemen, Management Response

84. Recent WFP global evaluations have selected Yemen as field/remote country visit and/or desk study as follows:

- 2023 Evaluation of WFP's Policy on Building Resilience for Food Security and Nutrition.
- 2022 Evaluation of WFP's Response to the COVID-19 Pandemic.
- 2018 Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts.

Evaluations commissioned by other agencies

- Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG-ECHO) (2021) *Evaluation of EU's humanitarian interventions in Yemen and in Humanitarian Access*
- UNICEF (2023) *Evaluation of Cholera Rapid Response Teams in Four Governorates in Yemen*
- UNICEF (2022) *Evaluation of community-based management of acute malnutrition in Yemen.*
- UNICEF (2022) *Evaluation of Infant and Young Child Feeding (IYCF) Program in Yemen*

- UNICEF (2021) *Evaluation of UNICEF's work on cash transfer programming in emergencies - Country Report Yemen*
- UNDP (2022) *Final Evaluation of the Yemen Emergency Crisis Response Project*
- UNDP (2021) *Enhancing Rural Resilience in Yemen II - Final Evaluation*
- UNDP (2021) *Responding to Protection Needs and Supporting Resilience in Places of Detentions in Yemen*
- UNDP (2021) *Final Evaluation of the Social Protection for Community Resilience in Yemen Project*

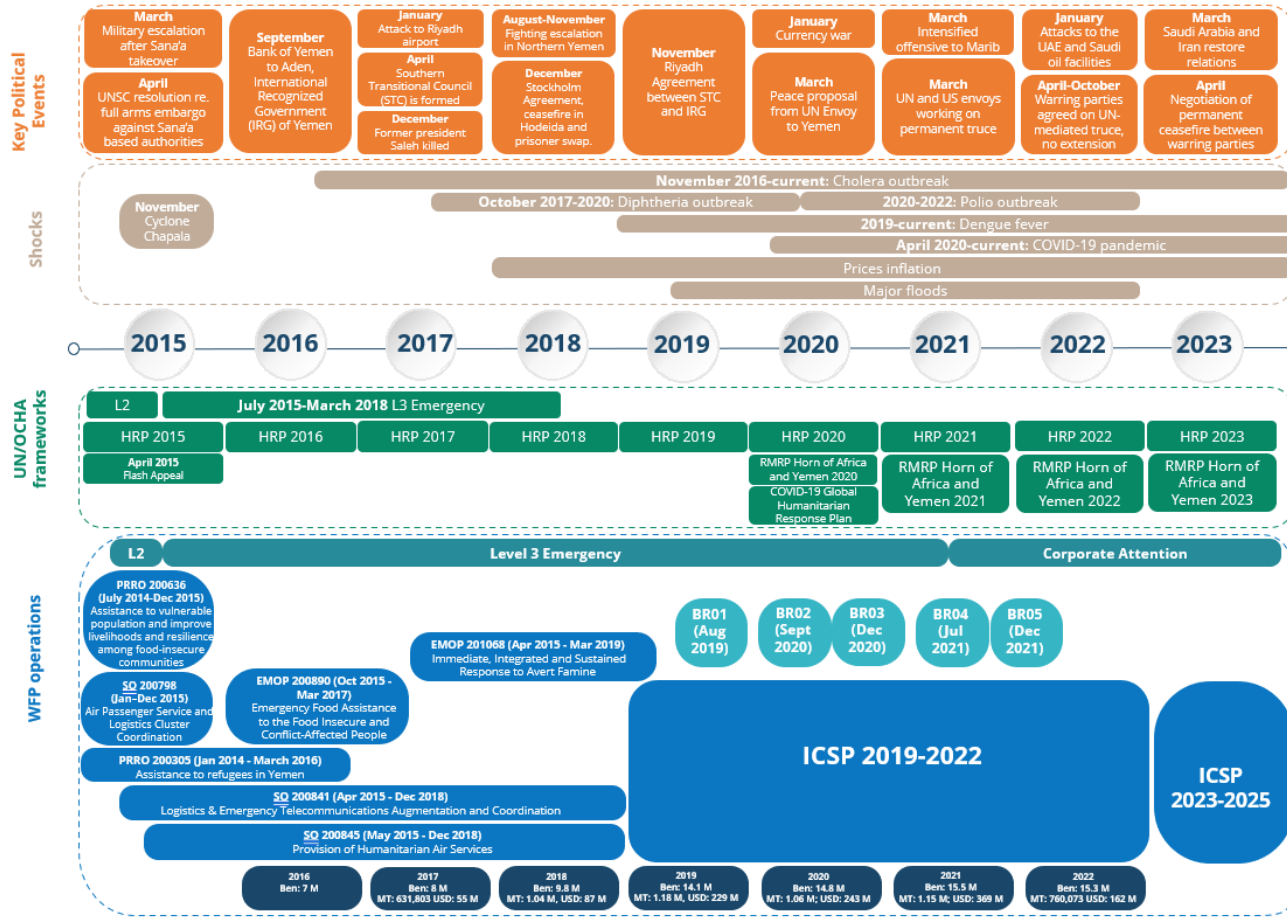
Studies / assessments

- World Bank. 2023. Monitoring Food Insecurity and Employment in Yemen: Results from the Yemen Mobile Phone Survey Monitoring - Round I
- ACAPS. 2023. Social Impact Overview 2022
- ACAPS. 2023. Food supply chain update
https://www.acaps.org/fileadmin/Data_Product/Main_media/20230802_ACAPS_Thematic_Report_Yemen_analysis_hub_food_supply_chain_update.pdf
- ACAPS. 2019. Yemen: drivers of food insecurity
https://www.acaps.org/fileadmin/Data_Product/Main_media/20190411_acaps_yemen_analysis_hub_drivers_of_food_insecurity_in_ipc_5_districts_in_yemen_0.pdf
- United Nations Yemen Common Country Analysis November 2021
- 2021 Yemen: Food Security Response and Resilience Project (FAO, UNDP, WFP).

Annex V: Overview of performance data availability

[Annex V.docx](#)

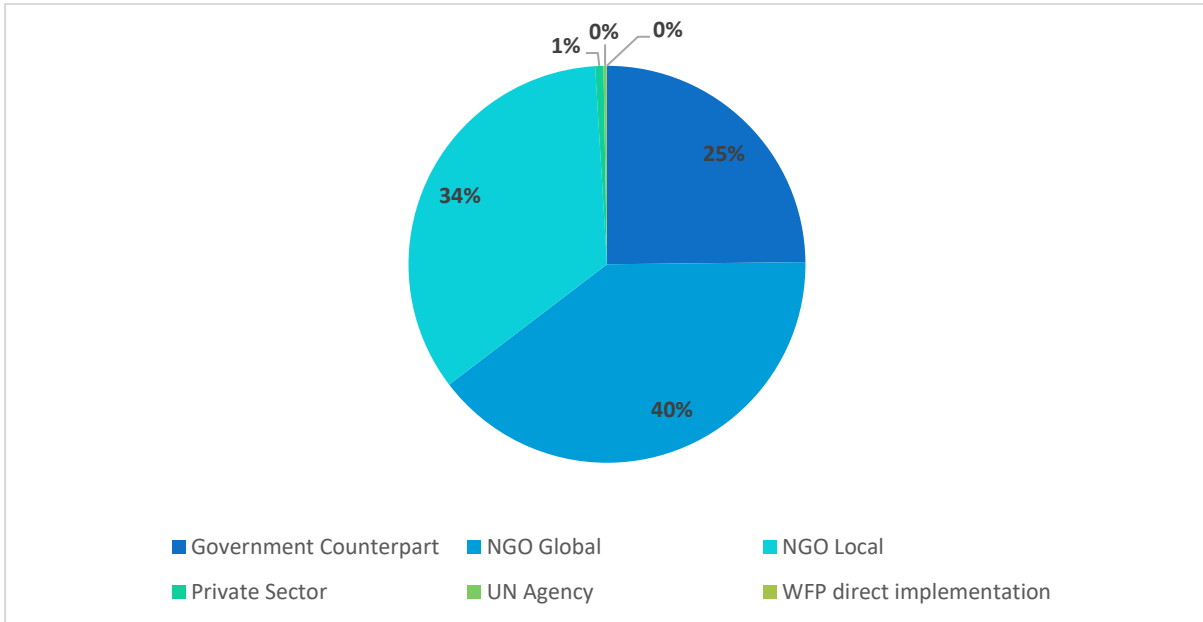
Annex VI. WFP presence in Yemen



Sources: Elaborated by OEV based on the 2022 IAHE of the response to the Yemen, WFP PRRO, EMOP, SO and ICSPs documents, WHO COVID-19 portal Yemen <https://covid19.who.int/region/emro/country/ye>, WFP VAM Economic Explorer https://dataviz.vam.wfp.org/economic_explorer/prices?adm0=269. Note BR: BR; Ben: beneficiaries; MT: Food distributed; USD: Cash distributed; RMRP: Regional Migrant Response Plan.

Annex VII: Preliminary Partners' Mapping

Figure 5: Percentage of distributed commodity by type of cooperating partner 2019-2023 (cumulative ICSP 2019-2022 and ICSP 2023-2025)



Source: WFP COMET CM-A002

Annex VIII. Internal evaluation reference group composition

Yemen CO	
Siemon Hollema	Deputy Country Director
Pramila Ghimire	Deputy Head of Programme
Riham Abuismail	Head of Research, Analysis and Monitoring (RAM) and focal point for the CEE
Patrick Owuor	Head of M&E and alternate focal point for the CEE
Sinan Ali	Head of Supply Chain, Risk and Compliance
Mark Gordon	Head of Aden Area Office
Claudia Adriani	M&E Officer, Aden Area Office
Waheed Habib	Head of Sana'a Area Office
Asif Bhutto	Head of Hodeida Area Office
Gabriella McMichael	Technical Expert Gender & Accountability to Affected Populations
RBC	
Tobias Flaemig	Head of Knowledge Generation Unit (VAM, Monitoring and OIM)
Micheal Ohiarlaithe	Head of School Based / School Feeding Programme
Nida Tariq	Programme and Policy Officer, Emergency Preparedness
HQ	
Dorte Jessen	Emergency Operations Division (EME)
Bronwyn Healy-Aarons	CBT Division (CBT)
Yumiko Kanemitsu	Gender Equality Office (GEN)
Jacqueline Cavalcante	Protection, Humanitarian and Development Division, Emergencies & Transition Service (PROP)
Matthew Dee	Deputy Director a.i. Supply Chain Division (SCO)

Annex IX. Acronyms and abbreviations

ACR	Annual Country Report
BR	Budget Revision
CBT	Cash-Based Transfers
CEE	corporate emergency evaluation
CO	Country Office
COVID-19	Coronavirus Disease
CSPE	Country Strategic Plan Evaluation
DSC	Direct Support Costs
EB	Executive Board
EM	Evaluation Manager
EMOP	Emergency Operation
EQ	Evaluation Question
FAO	Food and Agriculture Organization of the United Nations
FSLA	Food Security and Livelihoods Assessment
HNO	Humanitarian Needs Overview
HQ	Headquarters
HRP	Humanitarian Response Plan
IAHE	Inter-Agency Humanitarian Evaluation
IASC	Inter-Agency Standing Committee
ICSP	Interim Country Strategic Plan
IDPs	Internally Displaced Persons
IERG	Internal Evaluation Reference Group
IFIs	International Financial Institutions
IOM	International Organization for Migration
IPC	Integrated Food Security Phase Classification
IRG	Internationally Recognized Government of Yemen
ISC	Indirect Support Costs
L3	Level 3 Emergency
M&E	Monitoring and Evaluation
MR	Management Response
NBP	Needs-Based Plan
NGO	Non Governmental Organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OEV	Office of Evaluation
PoLR	Provider of Last Resort
PRRO	Protracted Relief and Recovery Operation
QA	Quality Assurance
RA	Research Analyst
RBC	Regional Bureau for the Middle East, Northern Africa and Eastern Europe
SBA	Sana'a-based authorities
SER	Summary Evaluation Report
SO	Strategic Outcome
ToC	Theory of Change

TOR	Terms of Reference
UNEG	United Nations Evaluation Group
UNFPA	United Nations Fund for Population Activities
UNHAS	United Nations Humanitarian Air Service
UNHCR	United Nations High Commissioner for Refugees
UNSDCF	United Nations Sustainable Development Cooperation Framework
USD	United States Dollar
WFP	World Food Programme
WHO	World Health Organization

World Food Programme

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