

# **Evaluation of WFP CONTRIBUTION TO MARKET SYSTEMS in South Sudan and Bangladesh from 2018 to 2022**

Decentralized Evaluation Terms of Reference

(Summary Version)

WFP Supply Chain Retail & Markets Unit (SCOLR)



World Food  
Programme

SAVING  
LIVES  
CHANGING  
LIVES

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# 1. Background

## 1.1. INTRODUCTION

1. These terms of reference (TOR) are for a **Thematic Evaluation of WFP's contribution to Market Systems in Bangladesh and South Sudan from 2018 to 2022**. This evaluation is being commissioned by the Supply Chain Retail & Markets unit (SCOLR) in WFP Headquarters (HQ) in Rome, Italy and will cover the period from January 2018 to December 2022. The evaluation will take place from January 2023 to September 2023.
2. **Market development activities (MDA) and retail engagement activities** are any interventions intended to address/improve market functionality (the extent to which a market is functional) along any of the following nine dimensions: availability, price, assortment (trader stock capacity), supply chain resilience, competition, quality, in-store infrastructure, service and access/protection. MDA and retail engagement activities can be categorized to three main concepts: 1) Supply chain and market solutions, 2) Capacity strengthening of key supply chain actors, and 3) Partnering/engaging with external organizations and local authorities. MDA and retail engagement activities can include training of retailers, issuing WFP contracts that carry some security that can be used to access credit facilities to enhance inventory management and cash flow; enhancing relationships with banks to offer financial literacy and business skills trainings; provision of WFP contracts where retailers have contractual obligation to comply with national tax and appropriate levies, which can contribute to enhancing government tax collection; supporting formation of buying clubs where appropriate; supporting rehabilitation of national supply chain infrastructures and capacitating efficient functioning of such infrastructure. These MDA and retail engagement activities, which are led by the WFP Supply Chain teams at the country offices (CO) and implemented with other functions including Programme teams with support of Regional Bureau (RB) (and HQ where applicable), are the subject of this evaluation.
3. South Sudan and Bangladesh were selected to be the focus of this study, as the two countries were one of the first to initiate the implementation of MDA and retail engagement activities. Moreover, the HQ Supply Chain Retail and Markets team was highly involved in the different stages of activity design and implementation. This had allowed the country offices to have a relatively structured design that was based on market and context understanding.

## 1.2. CONTEXT

4. **Bangladesh:** Bangladesh is one of the most densely populated countries with a population of 166 million. Since 2017, 884,000 Rohingya refugees have fled over the border from Myanmar into the coastal district of Cox's Bazar in Bangladesh. A significant proportion of people (35%) are food insecure (IPC level 3 and 4).<sup>1</sup> Though stunting among children is decreasing in the district, 35% are still moderately and severely stunted. Around 60% of households in Cox Bazar depend on unsustainable sources of income, such as daily labourers, subsistence farmers, fishermen, etc., which are highly dependent on natural resources and seasonal income.
5. Informal markets have emerged in the camps of Cox's Bazar since 2017. The markets are spaces for commerce as well as for economic and social interaction between Rohingya refugees and residents of the host communities situated adjacent to the camps<sup>2</sup>. These markets supply fresh produce, medical supplies and other essential items. The most important ones are Court Bazar, Ukhiya City Bazar, Nhillia Bazar, and Teknaf Bazar, which are long established markets with a relatively large number of wholesalers that deal with rice, lentils, wheat flour, soybean oil and some manufactured non-food items like hand soap. However, given the people's movement restrictions imposed by the Government of Bangladesh, the distance, and the cost of transport, these major markets were hardly accessible for

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<sup>1</sup> Integrated Food Security Phase Classification. Bangladesh IPC Chronic Food Insecurity Report (June 2022) available at [link](#).

<sup>2</sup> XCEPT. (2022, May 18). Emerging Marketplace Dynamics in the Rohingya Refugee Camps of Cox's Bazar, Bangladesh. Available at [link](#)

Rohingya customers, whose purchases were mostly concentrated in the markets nearest to the settlements and the camps (e.g. Kutupalong, Balukhali, Thaingkhali, Palongkhali, Leda, and Nayapara).<sup>3</sup>

6. **South Sudan:** South Sudan has a population just over 11 million, with an unemployment rate of 13.9 and 76.5 percent estimated to live below the international poverty line of \$1.9 per person per day and 82.3 percent below the low middle income poverty line of \$3.2 per person per day.<sup>4</sup> The prevalence of stunting among children under 5 remains high at 31.3 percent with severe food insecurity experienced by 62 percent of the population. More than one quarter of all South Sudanese have become internally displaced (1.9 million) or are among the 2.4 million refugees in neighbouring countries. The country's poor are particularly vulnerable with 40 percent living in areas with recent conflict, while the rest reside in areas with conflict debt from earlier conflict situations. This is further compounded by climate change with a large share of the poor reside in high flood risk areas. South Sudan has one of the highest maternal mortality rates in the world at 1150 per 100,000 live births.<sup>5</sup> On education, the youth literacy rate (15-24 years) is 48 percent, with 63 percent (2015) of adolescent girls are out of school. Government expenditure on education remains low at 1.0 percent of gross domestic product (2017). The HCI for South Sudan is 0.31, which lower than the average for the region.<sup>6</sup>

## 2. Reasons for the evaluation

### 2.1. RATIONALE

14. The evaluation is being commissioned for the following reasons:

- In the past, WFP programmes have not included explicit objectives, indicators and targets related to MDA (except general capacity development and technical support outputs). With the exception of the 2021 evaluation conducted in Southern Africa<sup>7</sup>, past evaluations of WFP work have not assessed in any depth contribution of WFP beyond meeting food and nutrition needs. A recently concluded thematic evaluation in Eastern Africa<sup>8</sup> (including South Sudan) covered a wide range of supply chain activities and focused on the relevance, results and factors affecting outcomes in the cross-cutting area of food systems of WFP supply chains. Market Development was one of the main topics covered in the evaluation, however the evaluation lacked specific conclusions on MDAs and retail engagement activities in their different forms. This leaves an evidence gap as to how WFP contributes to market development (towards achieving the supply chain vision stated above), what lessons WFP is learning and most importantly how these lessons can be applied to enhance such contributions. This evaluation will continue to build on the evidence generated through the two thematic evaluations (2021 and 2022) with focus on South Sudan and Bangladesh.
- Efficiency is another gap missing as to whether the market development and retail engagement interventions' resources were efficiently used to achieve the outputs, outcomes and impacts. WFP conducted local economy-wide impact evaluation (LEWIE) study<sup>9</sup> to estimate direct and spill over effects of specific WFP programmes in the East Africa region. However, the study was a more aggregate or "macro" approach.
- This evaluation is needed at this time as WFP is significantly increasing use of CBT including in urban areas, as well as focusing on supporting national social protection systems, as the Ukraine crisis deepens food insecurity in most countries already impacted by the COVID-19 pandemic. The strategic role of supply chain in this regard cannot be overestimated. Completing this evaluation

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<sup>3</sup> WFP. (2020, July). Assessing the functionality of Marketplaces Serving Rohingya Refugees in Bangladesh. Available at [link](#)

<sup>4</sup> South Sudan | Data (worldbank.org)

<sup>5</sup> [South Sudan](#) | World Bank Human Capital Project 2020.

<sup>6</sup> [South Sudan](#) | World Bank Human Capital Project 2020.

<sup>7</sup> WFP, 2021. [WFP Contribution to Market Development and Food Systems in Southern Africa: A thematic Evaluation \(2018 to 2021\)](#).

<sup>8</sup> WFP, 2022. [Thematic Evaluation of Supply Chain Outcomes in the Food Systems in Eastern Africa from 2016 to 2021](#).

<sup>9</sup> WFP, 2022. [Economic Impact Assessment of World Food Program Expenditures in East Africa](#).

will inform how to reflect future MDA in new CSPs and/or in revisions of ongoing existing CSPs and how to integrate them in programme designs and deliver processes

15. The evaluation will have the following uses:

- First and foremost, the findings and recommendations from this evaluation will be used by COs, the RBs and the HQ across the globe to enhance design and implementation of market development and retail engagement activities. Second, the WFP COs and RB Supply Chain and CBT teams may use the findings to review and enhance the CBT business model in relation to market development activities. Third, the Corporate Planning and Performance (CPP) division with Supply Chain division may use the findings and recommendations to inform the next Corporate Results Framework (CRF) in relation to outputs and indicators related to market development in particular and supply chain in general.<sup>10</sup> Finally, the findings may also be used by other market actors that WFP works with to enhance their engagement and partnerships with WFP and other stakeholders.

## 2.2. OBJECTIVES

16. This evaluation will serve the dual and mutually reinforcing objectives of accountability and learning. While the evaluation will be important for consolidating evidence for the purpose of accountability, there will be a strong focus on learning and an emphasis on mainstreaming gender equality and women's empowerment (GEWE), human rights and equity across both evaluation objectives.

- **Accountability** – The evaluation will assess and report on the performance and results of the supply chain activities as per the CBT business model and contribution of these activities to market development in the two countries. For accountability, the evaluation will assess whether targeted beneficiaries have received the interventions in accordance with the planned outcomes (Annex 9- SCOLR Draft Theory of Change) and considering the country contexts.
- **Learning** – The evaluation will determine the reasons why market development activities led to certain results (or not) in order to draw lessons, derive good practices and pointers for further learning. It will provide evidence-based findings to inform operational and strategic decision-making in relation to WFP market development activities. Findings will be actively disseminated, and lessons will be incorporated into relevant knowledge management systems.

17. As stated above, the main objective of this evaluation is to contribute to further fill the gap in evidence of WFP's contribution to market development. The gap was already partially filled in South Sudan with the RBN Evaluation of Supply Chain Outcomes in the Food System, with South Sudan as a country case study. The evaluation will put more emphasis on learning because as stated, performance and monitoring systems that have underpinned past evaluations have not had specific objectives, indicators and targets related to market development and retail engagement of WFP work.

## 2.3. STAKEHOLDER ANALYSIS

18. The evaluation will seek the views of, and be useful by, a broad range of WFP internal and external stakeholders. A number of stakeholders will be asked to play a role in the evaluation process in light of their expected interest in the results of the evaluation and relative power to influence the results of the programme being evaluated. Annex 1 provides a preliminary stakeholder analysis, which should be deepened by the evaluation team as part of the inception phase.

19. The the main/primary users of the evaluation results are WFP staff across the organization who are involved in market development activities and their partners. This includes Supply Chain and Programme/CBT staff, government ministries, UN agencies, male and female retailers and OEV.

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<sup>10</sup> Findings from 2021 evaluation on WFP contributions to market development and food systems in Southern Africa found that WFP Corporate Results Framework indicators for capacity strengthening were insufficient to identify WFP contributions to market development in each country.

# 3. Subject of the evaluation

## 3.1. SUBJECT OF THE EVALUATION

### 3.1.1. WFP Programming Frameworks and Planned Cash-Based Transfers in Selected Countries

20. In **Bangladesh**, WFP has adapted its programmes to adhere to government regulations and the evolving COVID-19 risks, while continuing to provide life-saving interventions. **By April 2021, WFP successfully phased out in-kind food distributions in the camps in favour of e-voucher assistance to be redeemed at WFP retail outlets.** In Cox's Bazar, WFP delivered food assistance to the entire refugee population of Cox's Bazar. Having transferred all unregistered refugees from in-kind distributions to e-voucher assisted distributions in 2020, WFP transitioned the remaining (registered refugees) population to e-vouchers by April 2021. This allowed 100 percent of households to select their preferred foods every month (compared to 98 percent at the end of 2020 and 50 percent at the end of 2019).
21. In **South Sudan**, WFP provided assistance through general food distribution in three transfer modalities: in-kind food assistance, **CBT, and a hybrid food basket of in-kind rations and CBT**, depending on local context and market analysis. WFP reached 4.2 million crisis-affected and food-insecure people and refugees with 241,130 mt of in-kind food and USD 34.3 million in CBT through WFP's network of 15 field offices, the Integrated Rapid Response Mechanism (IRRM), and eight national and 15 international cooperating partners (CPs)

### 3.1.2. CBTs implementation Approaches and Market Development Activities

22. WFP uses different approaches in implementing CBTs based on country context. The nature of market development and retail engagement activities is determined by the approaches adopted in each country. Each country provides opportunities for WFP to learn, which is why this evaluation emphasises the learning objective. The Supply Chain and Retail team on CO level -with the support of RB and HQ - uses different corporate market intelligence tools (Market Functionality Index, Market System Analysis and Price Monitoring) to better understand the market functionality and identify the root causes of market inefficiencies. The market intelligence corporate tools have been used in both countries to identify the needs of local market actors and understand the market dynamics.
23. **Bangladesh:** To stimulate the local economy, WFP worked with 12 Bangladeshi retailers who manage e-voucher outlets in the camps. In Cox's Bazar, there are 21 e-voucher outlets covering four different catchment areas, with a network of 44 shops and including 20 fresh food corners. Fresh food corners sell live fish, chicken and fruit and vegetables. Beneficiaries can use their value voucher in these market outlets to buy their food supply needs. Annex 9 provides the geographical coverage of WFP's interventions in Cox's Bazar, and the table below provides a breakdown of the locations, and the scale up to e-voucher.

**Table 3: E-voucher outlets and scale up in Cox's Bazar**

Catchment	Location	CBT Modality	Number of Market Outlets	E-Voucher Scale-up
A	Lambashia (Camp-1E)	Value e-voucher	2	Apr-20
	Modhurchara 2		2	Mar-20
	Camp-4 (Modhurchara 4)		2	Jan-20
	D5 (Camp-2W)		2	Feb-19
	Kutupalong Makeshift (KMS)		3	Nov-17
	KRC (registered refugees)		2	Aug-14
B	TV Tower (Camp-7)	Value e-voucher	2	Sep-20
	8W		2	Jul-21
	Balukhali Makeshift (BMS)		3	Nov-17
	Camp 17		2	May-19
	Mainnerghona		3	Feb-19
C	Burmapara (Camp-13)		2	May-19

	Hakim Para (camp-14)	Value e-voucher	2	Oct-20
	Jamtoli (camp-15)		2	Feb-20
	20 extension		2	Jul-19
D	Chakmarkul (camp-21)	Value e-voucher	1	Sep-20
	Unchiprang (camp-22)		2	Jun-20
	Leda Makeshift (LMS)		2	Nov-17
	Jadimura (camp-26)		3	Nov-17
	Mochoni		2	Nov-19
	NRC (registered refugees)		2	Aug-14

24. WFP closely monitors the performance of the retailers; the field teams have a daily incident tracker operation related to food safety and conducts a weekly stock level check to ensure that retailers have quantity required and contingency stock in case of emergency. On a monthly basis, the monitoring and evaluation team conducts Retail Performance Monitoring and Evaluation (RPME) survey, that covers the key market performance indicators.
25. WFP provides targeted training to build the capacities of contracted retailers. Since 2018 WFP have provided trainings to retailers on Food Safety and Quality, Warehouse Management, Operations Standardization and other relevant business management trainings.
26. Moreover, WFP in coordination with the Food and Agriculture Organization (FAO) worked on stimulating the upstream supply of fruit and vegetables by linking small-scale farmers to markets and camp retailers. The two organizations established 22 aggregation centres; 11 WFP and 11 FAO-aggregation centres were connected to Fresh Food Corners in the camps through WFP-contracted retailers.
27. WFP continues to be at the forefront of technology for humanitarian assistance, and by end of 2021, 85 percent of WFP assistance in Cox's Bazar was carried out through digital platforms and tools, compared to 35 percent in 2020. Building Blocks, a blockchain-based platform for inter-agency coordination and online entitlement delivery, facilitated WFP food assistance to 180,156 refugee households by year-end.
28. **South Sudan:** WFP launched a Business-to-Business (B2B) model using a Market Infrastructure Support, and Retail in a Box (RIAB) approach in different locations in South Sudan to switch from in-kind to full cash assistance. Through this, WFP worked with selected wholesale suppliers and developed retail shops to ensure the provision of all basic facilities.
29. The B2B model contracts suppliers that have adequate financial and technical capacity to subcontract small-scale shops. In South Sudan, under the B2B model WFP contracted 5 suppliers to create a network of 130 subcontracted retailers.
30. As for the RIAB approach, it is a set of tools supporting local actors to open shops including SOPs for different operating models, shop floorplans, legal templates, retailer onboarding and retail best practices training, and templates to measure key performance indicators. In South Sudan and under the RIAB approach, WFP facilitated the construction of 18 shops since 2016 in two different locations (Gorom refugee camp in 2016, and Abyei in 2022). Moreover, WFP has directly contracted 262 retail shops shown in Table 4.

**Table 4: Direct contracted retailers in S. Sudan**

Field Office	Location	CBT Modality	Market Development and Retail Engagement Activity	Partners	Start Date
Juba	Gorom	Value Voucher	Business-to-business (B2B)	2 Suppliers with 6 subcontracted retailers.	Sep-21
			Retail in a Box (RIAB)	6 shops constructed.	
Mingkaman	Mingkaman		Business-to-business (B2B)	4 suppliers with 101 subcontracted retailers	2016
			Directly contracted Retailers	99 Directly Contracted Retailers.	

Mingkaman	Kalthouk
Bor	Bor
Kuajok	Wunrok

Business-to-business (B2B) with mobile shops	1 supplier with 9 subcontracted retailers.	Apr-22
Directly contracted retailers (Switching to Direct Cash in January 2023)	141 directly contracted retailers.	2016
Business-to-business (B2B)	2 suppliers with 23 subcontracted retailers.	May-22
Directly Contracted Retailers	22 directly contracted retailers.	

## 3.2. SCOPE OF THE EVALUATION

31. **Activities:** This evaluation will cover MDAs and retail engagement activities implemented during the stated period including beneficiaries' market interaction (purchasing power, choice and access to markets). It will not evaluate the direct outcomes (food consumption, nutrition status etc.) on beneficiaries of WFP food assistance neither the overall market systems in the selected countries. The former is covered by several decentralised evaluations in the respective countries while the latter is beyond the scope of this evaluation (except analysis of markets from a contextual perspective and contribution of WFP). Furthermore, the entire CSPs will be evaluated during the penultimate year. However, the evaluation will use these resources as secondary information to cover aspects of the evaluation.
32. **Timeframe:** The period covered by this evaluation is 2018-2022.
33. **Geographical scope:** The evaluation will cover **2** countries, South Sudan and Bangladesh. It will cover urban, peri-urban and rural areas where CBTs and other supply chain activities have been implemented. In Bangladesh, the evaluation will focus on Cox's Bazar activities, and in South Sudan, four WFP field offices will be covered: Juba, Mingkaman, Bor, and Kuajok. Detailed scoping and sampling will be done during inception phase.
34. **Target Groups:** This thematic evaluation is focused on restricted cash with specific MDAs linked to specific market actors: The target group is the recipients of MDAs, who include men and women retailers and female and male staff of partnering banks, mobile money companies and other actors. Other target groups include Government officials in Ministries such as small business development who are involved in supporting market actors to meet statutory requirements as well as to develop/expand their businesses. The evaluators will consider during inception how to select/sample retailers depending on what MDAs were implemented in each country. They will also explore the possibility of reaching some end beneficiaries to answer specific questions related to expected changes in the services they receive from the market actors that are beneficiaries of MDAs. The evaluators will build on the work done by the 2021 evaluation of WFP Contribution to Market Development and Food Systems in Southern Africa<sup>11</sup>, and work with CO to determine sampling of actors.

# 4. Evaluation approach, methodology and ethical considerations

## 4.1. EVALUATION QUESTIONS AND CRITERIA

35. The evaluation will apply the international evaluation criteria of Relevance, Effectiveness, Efficiency, Impact, Sustainability. Under each criterion, the evaluation will answer a number of key questions, which will be further developed by the evaluation team during the inception phase. Collectively, the questions

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<sup>11</sup> WFP Contribution to Market Development and Food Systems in Southern Africa: A Thematic Evaluation 2018 to 2021. Retrieved from wfp.org - [link](#).



aim at highlighting WFP's contribution to market development and key lessons, which could inform future strategic and operational decisions.

36. The evaluation should analyse how gender, equity and wider inclusion objectives and GEWE mainstreaming principles were included in the intervention design, and whether the evaluation subject has been guided by WFP and system-wide objectives on GEWE. The gender, equity and wider inclusion dimensions should be integrated into all evaluation criteria as appropriate, particularly for EQ2, EQ3, EQ4, EQ6, EQ9 and EQ10.

**Table 5: Evaluation questions and criteria**

Criterion	Evaluation questions		Methods
Relevance	<b>EQ1</b> – To what extent are market development activities and related retail engagement interventions informed by market inefficiencies identified during relevant multi-sector assessments and country contexts?		Content analysis of retail assessment reports, retail monitoring and relevant market assessments; Supply chain MDA plans; Analysis of quantitative data; Audit reports if available in CO
	1.1	To what extent are the market and/or retail assessment findings used to design and implement activities?	
	1.2	To what extent are the market development activities and related retail engagement activities linked to the country strategic plan?	
Effectiveness/ Efficiency	<b>EQ2</b> – To what extent are the identified MDAs and retail engagement activities implemented and achieved their objectives for men and women in the target groups?		Content analysis of retail monitoring and performance reports; KIs
	2.1	To what extent have MDAs and retail engagement activities enhanced the assortment, availability, prices, and quality of food products for the target groups <sup>12</sup> ?	
	2.2	To what extent have the MDAs and retail engagement interventions contributed to enhancing beneficiaries' market interaction experience (purchasing power, choice, and access) outcomes <sup>13</sup> ?	
	<b>EQ3</b> – What factors are affecting implementation of MDAs and retail engagement activities, and achievement of objectives (negatively or positively)?		Interviews with Key informants, including WFP staff and other stakeholders
	3.1	What are the factors that negatively disrupted WFP's MDA and retail engagement operations in the targeted markets, and how did it influence	

<sup>12</sup> This question might be expanded to non-beneficiaries, if the shops are serving outside WFP target groups

<sup>13</sup> The comparison scenario will vary for each country and will be expanded in the inception phase

		the implementation? How did the program mitigate and cope with these disruptions?	
	3.2	What are the factors that better facilitated the implementation of activities?	
	3.3	To what extent did the corporate tools and support provided from the HQ guide the CO to implement and achieve the objectives of the MDAs and retail activities?	
	<b>EQ4</b> - Was the Implementation of MDAs and retail engagement activities cost efficient? <sup>14</sup>		Content analysis of financial documents, and retail monitoring and performance reports, and interviews.
Impact/ Contribution	<b>EQ5</b> - To what extent WFP contributed to improving resilience and initiating business expansion of WFP contracted retailers and financial service providers?		Qualitative Impact Protocol (QuiP)
	<b>EQ6</b> - Are there unintended (positive or negative) effects of WFP Market Development Activities and retail engagement activities in different country contexts?		Observations, Interviews with Key informants, including WFP staff, retailers and other stakeholders
	6.1	To what extent have market actors been negatively/positively affected by WFP market interventions and direct involvement with selective market actors?	
	<b>EQ7</b> - How do CBT activities (cash injection into the local economies and associated activities that enable beneficiaries access the assistance) combine with supply side activities (supporting market actors and opportunities offered by engaging with WFP) contribute to positive change and what combination of activities contribute the most?		Content analysis of results of QuiP, Quantitative data analysis and interviews to seek explanations
Sustainability	<b>EQ8</b> - Are the results of WFP contribution sustainable, i.e. continuing or likely to continue after WFP's interventions?		Observations, Key informant interviews with Retailers
	8.1	What are the CO's exit plan and knowledge transfer strategy to the local communities for the Market Development Activities and related supply chain interventions?	Key informant interviews with WFP staff
	8.3	Are the direct WFP partners likely to continue adopting market development activities and related supply chain interventions?	Observations, Key informant interviews with Retailers

<sup>14</sup> The comparison scenario will vary for each country and activity. This will be expanded in the inception phase.

	8.2	Are the market development activities and related supply chain interventions being adopted by market actors who are not directly linked to the program?	Observations, Key informant interviews with Retailers
		<b>EQ9-</b> What factors affect sustainability of WFP MDAs and retail engagement activities, and are these factors different for different actors (men, women, youth, rural, per-urban, urban) and country contexts, etc?	Observations, Key informant interviews with Retailers
<b>Lessons</b>		<b>EQ10-</b> What lessons are emerging from country experiences and different approaches and how can WFP enhance MDAs and retail engagement to increase WFP contribution to market development and food systems?	Facilitated Stakeholder reflections on the answers to questions 1 to 8, through meetings and focus group discussions

## 4.2. EVALUATION APPROACH AND METHODOLOGY

37. Based on the data situation discussed in Section 4.3, there are two evaluation design questions that will be answered through a detailed methodological design during the inception:

**Question 1:** How to analyse the retail assessment and monitoring data already collected and decide whether to collect another round of data to capture any variable changes during the duration of the lean seasonal assistance (LSA).

**Question 2:** Does the way initial market assessments and selection of retailers is done allow identification of a control group/comparison group to assess impact of WFP MDAs? For example, where more retailers are assessed as qualified/meeting the criteria than the number that was contracted due to the number of beneficiaries to be served?

**Question 3:** How to analyse the financial data of each activity to answer the efficiency question and decide which value-for-money methodology to be used based on the comparison scenario for each activity?

38. Given the focus on learning, this evaluation will follow a **Utilisation-Focused Evaluation (UFE)** approach and use **mixed methods**. The evaluation will:

- Engage stakeholders in designing the evaluation during inception phase [steps 1-12 of UFE framework]
- Analyse quantitative data that is collected as part of retailer assessment and onboarding as well as monitoring data collected over the course of the implementation period. [steps 13 and 14 of UFE framework]
- Analyse programme financial data as part of answering effective/efficiency questions
- Use the Qualitative Impact Protocol (QuiP) approach to answer the impact/contribution questions (see Annex 7 on QuiP) on two levels: 1) the direct recipients of MDA (traders and other relevant supply chain actors, and 2) end beneficiaries (recipients of the food assistance). The use of QuiP is justified by the fact that MDAs are very targeted actions intended to improve specific aspects of targeted actors in the retail sector (see Annex 5). The evaluation will collect data from a purposively sampled traders -retailers, producers, wholesalers and other relevant food supply chain actors - (up to 24 in each country). On the beneficiaries' level, the evaluation will collect data from a purposively sampled households (up to 24 in each country). The data collection will take into consideration diversity issues such as men and women, people living with disabilities, age of retailers etc. The data will be used to develop casual maps that will show how WFP MDAs are perceived to contribute to any observed/reported changes. [steps 13-14 of UFE framework]
- Conduct key informant interviews to seek explanations of changes observed through analysis of quantitative data analysis and the casual maps produced through QuiP.

### 4.3. EVALUABILITY ASSESSMENT

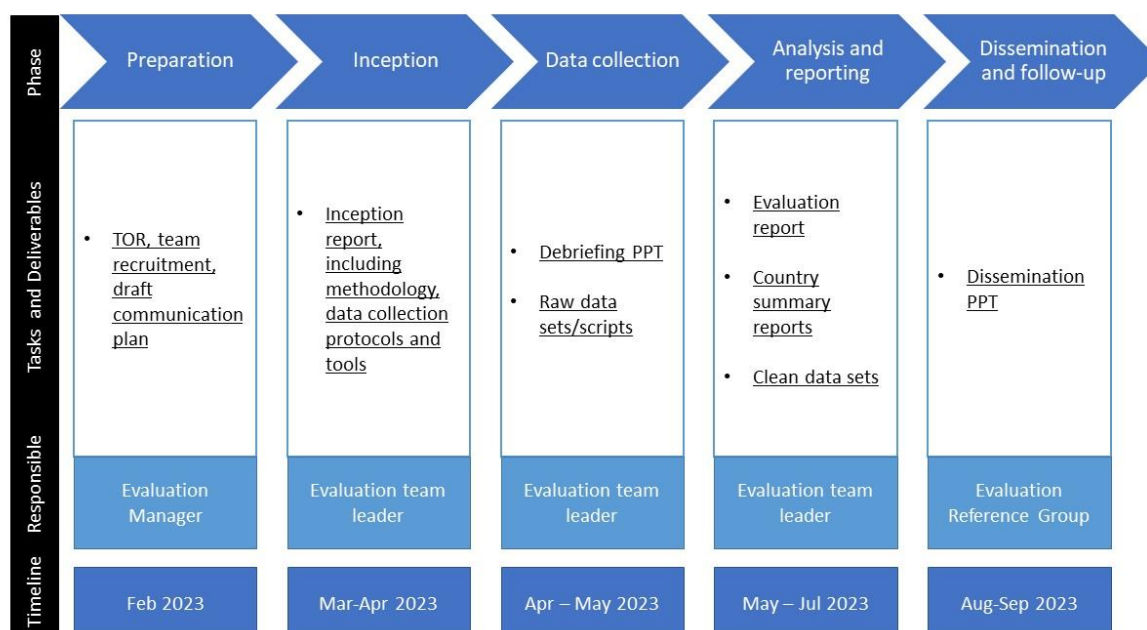
39. The following potential risks have been identified and will need to be mitigated to ensure a credible evaluation process and product.
- a) **Access restrictions:** The COVID-19 pandemic and associated restrictions will be an ongoing concern throughout this evaluation. WFP has the duty of care for all those involved in this evaluation to ensure that their involvement does not expose them to undue risks of infection. The inception report should detail how this will be ensured. The design should have a contingency plan for virtual engagement in cases where physical engagement is not possible.
  - b) **Data Gaps and heterogeneity of MDA approaches:** Not all COs have adopted the tools for monitoring MDA, including the [Market Functionality Index](#) (MFI), Retail Onboarding and Contracting (ROC), Retail Performance Monitoring and Evaluation (RPME), additionally each country has adopted different approaches in implementing CBTs which leads to different MDAs. This may limit country comparisons on specific variables. To mitigate this, each country will be considered in its own context and lessons drawn. To ensure that the richness of the lessons from each country are not lost in attempt to summarise findings in one evaluation report, the evaluation team will produce a country summary report, which should be useful to the stakeholders in that country. Depending on the findings, the team may make specific recommendations for each country in the summary reports, while the main evaluation report focus on common recommendations targeted to the RB and HQ.
  - c) **Limited COs capacity to engage:** December to March is a very busy period for most COs staff with year-end processes including preparation of Annual Country reports. With the start of the rainy season in April/May in South Sudan, December to March is also the limited window that logistics must preposition supplies before roads flood and access to many locations is cut off.
40. The corporate results framework does not have indicators and targets for MDAs other than two outputs on:
- Number of retailers participating in cash-based transfer programmes
  - Number of people engaged in capacity strengthening initiatives facilitated by WFP to enhance national food security and nutrition stakeholders' capacities.
41. Noting this gap, the HQ Supply Chain CBT and markets team has identified the below key performance indicators (KPIs) to be measured as a standard across COs in 2020:
- **Price:** Price of selected food basket in WFP contracted shops\* are aligned or lower than other stores in the same market; \*can be "WFP engaged shops" in an unrestricted cash environment
  - **Availability:** The percentage % of selected food basket that is in stock during the visit;
  - **Quality:** Food quality score of WFP "engaged" shops increases over time (score from RPME);
  - **Service:** Service score of WFP "engaged" shops increases over time (score from RPME).
42. For the year 2022, HQ priority is to focus on the Price KPI. However, COs can choose to measure the KPIs they believe are most relevant to their CO operations. As such, the availability of data for these KPIs will be varied from country to country.
43. During the inception phase, the evaluation team will be expected to perform an in-depth evaluability assessment to:
- a. assess data availability and reliability as part of the inception phase expanding on the information provided above and other relevant reports and data. This assessment will inform primary data collection.
  - b. check whether the sampling and data collection tools and methods used to generate existing datasets were gender and equity-sensitive
  - c. systematically check accuracy, consistency and validity of collected data and information and acknowledge any limitations/caveats in drawing conclusions using the data during the reporting phase.

# 5. Organization of the evaluation

## 5.1. PHASES AND DELIVERABLES

44. Figure 1 presents the structure of the main phases of the evaluation, along with the deliverables and deadlines for each phase, taking into consideration potentially changing situations concerning COVID 19. Annex 2 presents a more detailed timeline.

**Figure 1: Evaluation Process Map**



## 5.2. EVALUATION TEAM COMPOSITION

45. The evaluation team is expected to include a 3 to 4 team members (one team leader, and one to two researchers per country). It should have a mix of national and regional/international evaluators.<sup>15</sup> The evaluation team should be gender-balanced, geographically and culturally diverse with appropriate skills to assess gender dimensions of the subject as specified in the scope, approach and methodology sections of the TOR. At least one team member should have experience with WFP evaluations including conducting a decentralised evaluation.

46. The evaluation team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas:

- Evaluation design and application of different methods
- Food security in the context of East Africa, including the concept of Lean Season, and South Asia
- At least one member of the team should have experience with economic analysis (including value for money methodologies).
- Understanding of supply chain, market development and the retail sector in East African Countries and Bangladesh
- Understanding of Government social protection systems in different countries and their relevance to addressing food insecurity in times of crisis
- Gender expertise / good knowledge of gender issues in food security as well as retail business

<sup>15</sup> Regional evaluators refer to those from within the East Africa and East Asia regions, and they are preferable as they understand the context.

- All team members should have strong analytical and communication skills, evaluation experience and familiarity with the East Africa and/or South Asia Region
  - The evaluation will be conducted in English and all products initially developed in English.
47. The team leader will have technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection protocols and demonstrated experience in leading similar evaluations. She/he will also have leadership, analytical and communication skills, including a track record of excellent English writing and presentation skills.
  48. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception report, the end of field work (i.e. exit) debriefing presentation and evaluation report in line with DEQAS.
  49. The team members should bring together combination of the technical expertise required and have a track record of written work on similar assignments. It would be desirable that the researcher for each country is able to communicate in the language predominantly used in that country for ease of engagement. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work and data analysis; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s).

### 5.3. ROLES AND RESPONSIBILITIES

50. The **Supply Chain Retail & Markets Unit (SCOLR) management (Director or Deputy Director)** will take responsibility to:
  - Assign an evaluation manager (Dana Juha, Supply Chain Officer) for the evaluation
  - Compose the internal evaluation committee and the evaluation reference group (see below)
  - Approve the final TOR, inception and evaluation reports
  - Approve the evaluation team selection
  - Ensure the independence and impartiality of the evaluation at all stages, including establishment of an evaluation committee and a reference group
  - Participate in discussions with the evaluation team on the evaluation design and the evaluation subject, its performance and results with the evaluation manager and the evaluation team
  - Organize and participate in two separate debriefings, one internal and one with external stakeholders
  - Oversee dissemination and follow-up processes, including the preparation of a management response to the evaluation recommendations.
51. The **evaluation manager** will manage the evaluation process through all phases including:
  - Drafting this TOR, preparing and managing the budget;
  - Setting up the evaluation committee and evaluation reference group;
  - Ensuring quality assurance mechanisms are operational and effectively used;
  - Consolidating and sharing comments on draft inception and evaluation reports with the evaluation team;
  - Identify the evaluation team and ensuring that the team has access to all documentation and information necessary to the evaluation;
  - Facilitating the team's contacts with local stakeholders; supporting the preparation of the field mission by setting up meetings and field visits, providing logistic support during the fieldwork and arranging for interpretation, if required;
  - Organizing security briefings for the evaluation team and providing any materials as required; and
  - Conducting the first level quality assurance of the evaluation products. The evaluation manager will be the main interlocutor between the team, represented by the team leader.
52. An internal **evaluation committee**, chaired by the Head of Market Development, Tinda Bex, will steer the evaluation process to ensure the independence and impartiality of the evaluation. Annex 3 provides further information on the composition of the evaluation committee.

53. **An evaluation reference group (ERG)** will review and comment on the draft evaluation products and act as key informants in order to contribute to the relevance, impartiality and credibility of the evaluation by offering a range of viewpoints and ensuring a transparent process (see Annex 3 for more details on the role of the ERG).
54. The Country Office Management will appoint at least two staff members (Supply chain and M&E) to be part of the ERG. These members of the ERG will ensure that the evaluation team understands the specific country context, provide access to all available country level data and engage with the evaluation team as appropriate. The CO management will engage with the evaluation team at strategic discussions on the role of WFP supply chain work in the country, review and comment on the country-specific recommendations and prepare a management response to the recommendations.
55. Some Regional Bureau Staff (Supply chain, Monitoring, CBT) will be members of the ERG and will review and provide inputs to the evaluation products. They will attend stakeholder meetings and provide their insights from RB perspective.
56. WFP HQ Supply Chain, CBT and Markets team will be invited to be a member of the ERG. They will comment on the evaluation TOR, inception and evaluation reports, as required. Government, NGOs, UN agency staff involved in MDAs will be invited to be members of the ERG. They will comment on the evaluation inception and evaluation reports, as required.
57. **Men and women retailers**, and financial service providers who are beneficiaries of MDAs will be involved in the evaluation process through the QulP process, key informant interviews and stakeholder meetings with relevant supply chain actors, local government and community representatives to reflect on preliminary findings and conclusions and emerging recommendations.
58. The **Office of Evaluation (OEV)** CapQual unit will advise the Evaluation Manager and provide support to the evaluation process, taking responsibility to:
  - Advise the evaluation manager and provide support to the evaluation process where appropriate
  - Participate in discussions with the evaluation team on the evaluation design and on the evaluation subject as required
  - Provide comments on the draft ToR, inception and evaluation reports
  - Support the preparation of a management response to the evaluation and track the implementation of the recommendations.
59. OEV is responsible for overseeing WFP decentralized evaluation function, defining evaluation norms and standards, managing the outsourced quality support service, publishing as well submitting the final evaluation report to the PHQA. OEV also ensures a help desk function and advises the Regional Evaluation Officer, the Evaluation Manager and Evaluation teams when required. Internal and external stakeholders and/or the evaluators are encouraged to reach out to the regional evaluation officer and the Office of Evaluation helpdesk ([wfp.decentralizedevaluation@wfp.org](mailto:wfp.decentralizedevaluation@wfp.org)) in case of potential impartiality breaches or non-adherence to UNEG ethical guidelines.
60. **The Business Innovation and Change Unit (BIU) and Knowledge Management Division (INK)** will nominate a consultant to work closely with the Evaluation Manager and provide advice related to value for money methodologies and other support where appropriate. The INK Team was established in 2015 to promote business innovation and manage change and is composed of personnel from top-tier management consulting backgrounds (e.g., Bain & Company, Boston Consulting Group, McKinsey) as well as personnel with strong UN experience. INK executes projects on behalf of EDs, ASGs, and Directors across the UN system, and has become a trusted advisor to WFP and other entities (e.g., UNHCR, UN DCO, UN Women, UNFPA, Business Innovation Group (BIG) Project team). The team offers end-to-end solutions, including problem assessment, data analysis, operational model design, change plan and implementation monitoring.
61. **Other Stakeholders (National Government including relevant ministries, implementing partners / NGOs, partner UN agencies)** will be involved in the evaluation process through key informant meeting and may be invited to be members of the ERG.

## 5.5. COMMUNICATION

62. To ensure a smooth and efficient process and enhance the learning from this evaluation, the evaluation team should place emphasis on transparent and open communication with key stakeholders. These will be achieved by ensuring a clear agreement on channels and frequency of communication with and between key stakeholders.

63. The **Evaluation Manager** will be responsible for:

- Sharing all draft products including TOR, inception report, and evaluation report with internal and external stakeholders to solicit their feedback, specifying the date by when feedback is expected and highlight next steps;
- Documenting stakeholder feedback systematically how it has been used in finalising the product, ensuring that where feedback has not been used a rationale is provided;
- Informing stakeholders (through the ERG) of planned meetings at least one week before and where appropriate sharing the agenda for such meetings;
- Informing the team leader in advance the people who have been invited for meetings that the team leader is expected to participate and sharing the agenda in advance,
- Sharing final evaluation products (TOR, inception and evaluation report) with all the internal and external stakeholders for their information and action as appropriate.
- Develop a communication and learning plan which should include a gender and women's empowerment responsive dissemination strategies, indicating how findings including gender and women's empowerment will be disseminated and how stakeholders interested or those affected by GEWE issues will be engaged.

To evaluation team will be responsible for:

- Communicating the rationale for the evaluation design decisions sampling, methodology, tools in the inception report and through discussions;
- Working with the evaluation manager to ensure a detailed evaluation schedule is communicated to stakeholders before field work starts (annexed to the inception report);
- Sharing a brief PowerPoint presentation before the debriefings to enable stakeholders joining the briefings remotely to follow the discussions;
- Including in the final report the list of people interviewed, as appropriate (bearing in mind confidentiality and protection issues); and
- Systematically considering all stakeholder feedback when finalising the evaluation report, and transparently provide rationale for feedback that was not use.



# Annex 1: Timeline (Tentative)

Dates	Phases and Deliverables	
January - February 2023	<b>Phase 1 - Planning and Preparation</b>	
	<ul style="list-style-type: none"> <li>Appointment Evaluation Manager (EM)</li> <li>Develop draft Terms of Reference (EM)</li> <li><b>Approve the final ToR and share with ERG and key stakeholders</b> (Evaluation Chair)</li> <li>Identify evaluation team (ET)</li> <li><b>Approve evaluation team selection and recruitment of evaluation team</b> (Evaluation Chair)</li> </ul>	By 28 <sup>th</sup> Feb
1 <sup>st</sup> March -28 <sup>th</sup> April 2023	<b>Phase 2 - Inception</b>	
	Brief Core Team and Methodological Discussion (EM/Team Lead)	1 <sup>st</sup> – 2 <sup>nd</sup> Mar
	Desk review of key project documents (ET)	3 <sup>rd</sup> -17 <sup>th</sup> Mar
	Submit draft inception report (ET)	17 <sup>th</sup> Mar
	Quality assurance of draft IR by EM and REO using QC, share draft IR with quality support service (DEQS) and organize follow-up call with DEQS (EM)	20 <sup>th</sup> -27 <sup>th</sup> Mar
	Review draft IR based on feedback received by DEQS, EM and REO	28 <sup>th</sup> Mar – 4 <sup>th</sup> April
	Share revised IR with ERG (EM)	5 <sup>th</sup> April
	Review period for ERG	5 <sup>th</sup> – 12 <sup>th</sup> Apr
	Consolidate comments and share with ET (EM)	Apr 13 <sup>th</sup>
	Review draft IR based on feedback received and submit final revised IR (ET)	14 <sup>th</sup> – 21 <sup>st</sup> Apr
	<b>Approve final IR and share with ERG for information (Evaluation Chair)</b>	<b>28<sup>th</sup> Apr</b>
1 <sup>st</sup> May – 22 <sup>nd</sup> May 2023	<b>Phase 3 - Data Collection</b>	
	Brief the evaluation team at CO	2 <sup>nd</sup> May
	Data collection (ET)	3 <sup>rd</sup> – 19 <sup>th</sup> May
	<b>In-country/HQ debriefing</b> (s) (ET)	22 <sup>nd</sup> May
23 <sup>rd</sup> May –20 <sup>th</sup> July 2023	<b>Phase 4 - Analysis and Reporting</b>	
	Data analysis and draft evaluation report (ET)	23 <sup>rd</sup> May – 13 <sup>th</sup> June
	Submit first ER draft report and Country Summary Report to EM (ET)	14 <sup>th</sup> June
	Quality assurance of draft ER by EM and REO using the QC, share draft evaluation report with quality support service (DEQS) and organize follow-up call with DEQS (EM)	15 <sup>th</sup> – 22 <sup>nd</sup> June
	Revise ER first draft based on feedback and produce second draft (ET)	23 <sup>rd</sup> – 30 <sup>th</sup> June
	Submit ER second draft (ET)	30 <sup>th</sup> June
	Share ER second draft and summary report with ERG (EM)	3 <sup>rd</sup> July
	Review period for ERG	3 <sup>rd</sup> - 10 <sup>th</sup> July
	Consolidate Comments and submit to ET (EM)	11 <sup>th</sup> July
	Revise ER second draft based on ERG feedback	12 <sup>th</sup> – 19 <sup>th</sup> July
	<b>Submit final revised ER</b>	<b>20<sup>th</sup> July</b>
1 <sup>st</sup> Aug – 7 <sup>th</sup> Sep	<b>Phase 5 - Follow-up and Dissemination</b>	
	Organize stakeholders' workshop (EM)	1 <sup>st</sup> – 8 <sup>th</sup> Aug
	Prepare management response (WFP)	9 <sup>th</sup> – 23 <sup>rd</sup> Aug
	<b>Share final evaluation report and management response with the REO and OEV for publication and participate in end-of-evaluation lessons learned call (EM)</b>	<b>By 7<sup>th</sup> Sep</b>

# Annex 3: Role and Composition of the Evaluation Committee

**Purpose and role:** The purpose of the evaluation committee (EC) is to ensure a credible, transparent, impartial and quality evaluation in accordance with WFP evaluation policy. It will achieve this by supporting the evaluation manager in making decisions, reviewing draft deliverables (ToR, inception report and evaluation report) and submitting them for approval by the Head of Market Development who will be the chair of the committee.

**Composition:** The evaluation committee will be composed of the following staff:

- Head of Market Development (Chair)
- Evaluation manager (Evaluation Committee Secretariat)
- Consultant from the Business, Innovation and Change Unit (BIU)
- Deputy Head of Market Development
- CapQual Evaluation Officer
- Head of Evidence Generation (Supply Chain)
- Regional Supply Chain Officer (retail and markets)
- Regional Evaluation Officer
- Other staff considered useful for this process.

# Annex 4: Role and Composition of the Evaluation Reference Group

**Purpose and role:** The evaluation reference group (ERG) is an advisory group providing advice and feedback to the evaluation manager and the evaluation team at key moments during the evaluation process. It is established during the preparatory stage of the evaluation and is mandatory for all decentralized evaluations.

The overall purpose of the evaluation reference group is to contribute to the credibility, utility and impartiality of the evaluation. For this purpose, its composition and role are guided by the following principles:

- **Transparency:** Keeping relevant stakeholders engaged and informed during key steps ensures transparency throughout the evaluation process
- **Ownership and Use:** Stakeholders' participation enhances ownership of the evaluation process and products, which in turn may impact on its use
- **Accuracy:** Feedback from stakeholders at key steps of the preparatory, data collection and reporting phases contributes to accuracy of the facts and figures reported in the evaluation and of its analysis.

Members are expected to review and comment on draft evaluation deliverables and share relevant insights at key consultation points of the evaluation process.

The main roles of the evaluation reference group are as follows:

- Suggest key references and data sources in their area of expertise
- Participate in face-to-face or virtual briefings to the evaluation team during the inception phase and/or evaluation phase
- Review and comment on the draft inception report
- Participate in field debriefings (optional)
- Review and comment on the draft evaluation report and related annexes, with a particular focus on:  
a) factual errors and/or omissions that could invalidate the findings or change the conclusions; b) issues of political sensitivity that need to be refined in the way they are addressed or in the language used; c) recommendations
- Participate in learning workshops to validate findings and discuss recommendations (if planned)
- Provide guidance on suggested communications products to disseminate learning from the evaluation.

## Composition

HQ
<ul style="list-style-type: none"><li>• Head of Supply Chain Retail and Market Unit</li><li>• Head of Market Development (Chair)</li><li>• Head of Business Process Team</li><li>• Evaluation Manager (secretary)</li><li>• Deputy Head of Market Development</li><li>• CapQual Evaluation Officer</li><li>• Head of Evidence Generation</li><li>• Programme Officer (CBT)</li><li>• Programme Officer (Gender)</li><li>• INK Business Innovation and Change unit Officer</li></ul>
Country office(s)
<p>Core members:</p> <ul style="list-style-type: none"><li>• Head of Programme</li><li>• Head of M&amp;E</li><li>• Head of Supply Chain Unit</li><li>• Head of Supply Chain Retail and Markets</li><li>• Government, NGOs and donor partner(s) (with knowledge of the intervention and ideally an M&amp;E profile)</li></ul>
Regional bureau(s)
<p>Core members:</p> <ul style="list-style-type: none"><li>• Regional Head of Supply Chain</li><li>• Regional Supply Chain Officer (retail and markets)</li><li>• Regional Programme Officers (cash-based transfers/social protection/resilience and livelihoods)</li><li>• Regional Evaluation Officer(s)</li></ul>

# Annex 10: Bibliography

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<https://data.worldbank.org>

# Annex 11: Acronyms

<b>B2B</b>	Business-to-Business
<b>BIU</b>	Business Innovation and Change Unit
<b>CBT</b>	Cash-Based Transfers
<b>CO</b>	Country Offices
<b>CSP</b>	Country Strategic Plans
<b>DEQAS</b>	Decentralized Evaluation Quality Assurance System
<b>FAO</b>	Food and Agriculture Organization
<b>FGD</b>	Focus Group Discussion
<b>GEWE</b>	Gender Equality and Women's Empowerment
<b>HCI</b>	Human Capital Index
<b>HQ</b>	Headquarters
<b>iCSP</b>	Interim Strategic Plan
<b>INK</b>	Innovation and Knowledge Management Division
<b>IPC</b>	Integrated Food Security Phase Classification
<b>KII</b>	Key Informant Interviews
<b>KPI</b>	Key Performance Indicators
<b>LSA</b>	Lean Seasonal Assistance
<b>MDA</b>	Market Development Activities
<b>MFI</b>	Market Functionality Index
<b>OEV</b>	Office of Evaluation
<b>QuiP</b>	Qualitative Impact Protocol
<b>QS</b>	Quality Support
<b>RB</b>	Regional Bureau
<b>RIAB</b>	Retail in a Box
<b>ROC</b>	Retail Onboarding and Contracting
<b>RPME</b>	Retail Performance Monitoring and Evaluation
<b>SCOLR</b>	Supply Chain Retail & Markets Unit
<b>SDG</b>	Sustainable Development Goals
<b>TOR</b>	Terms of Reference
<b>UFE</b>	Utilisation-Focused Evaluation
<b>UN</b>	United Nations
<b>UNCF</b>	United Nations Cooperation Framework

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