

# Strategic evaluation of WFPs' approaches to Targeting and Prioritization for Food and Nutrition Assistance



Final Terms of reference

July 2024

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# 1. Introduction

## 1.1. Introduction

1. These Terms of Reference (TOR) are for the Strategic Evaluation of WFP's Approaches to Targeting and Prioritization for Food and Nutrition Assistance. The purpose of the TOR is to provide key information to stakeholders about the proposed evaluation, to guide the evaluation team and specify expectations that the evaluation team should fulfil.
2. The evaluation will cover the period from 2019 till April 2025. It will be managed by the Office of Evaluation (OEV), conducted by an external evaluation team and presented at the WFP Executive Board First Session in February 2026.
3. Strategic evaluations in WFP are global in scope, covering topics that are defined through a consultative process at the beginning of each Strategic Plan period. In assessing topics/themes of strategic relevance to WFP, strategic evaluations prioritise learning objectives, and are formative and forward-looking in nature.

## 1.2. Context

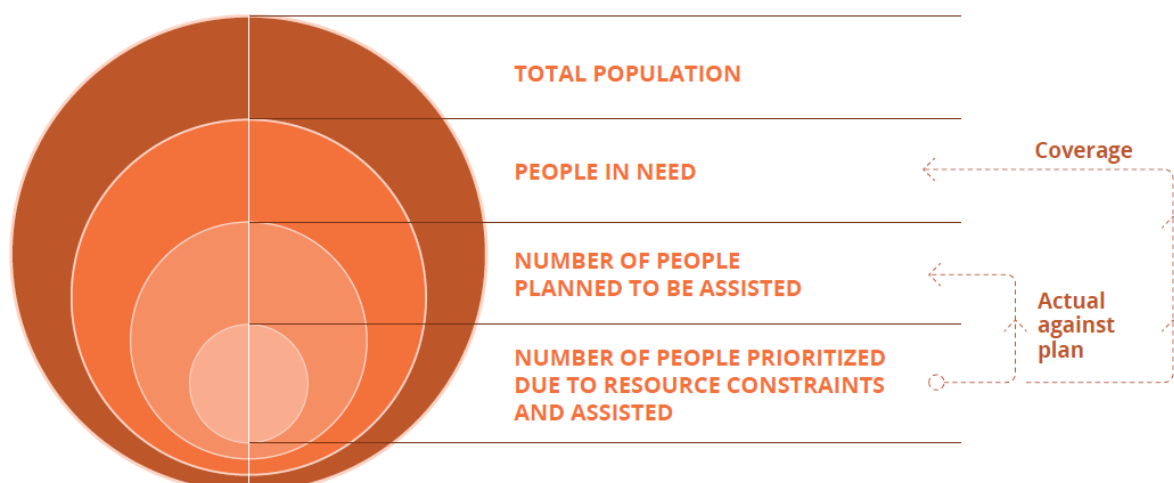
### Key definitions

4. The terms “targeting” and “prioritization” are often used inter-changeably though they are distinct concepts. **Targeting** is the process by which populations are selected for assistance, informed by needs assessments and programme objectives. A targeting system comprises mechanisms to define target groups, targeting methods and eligibility criteria; identify eligible geographical areas, communities, households and individuals; and monitor the outcomes of targeting decisions.<sup>1</sup> **Prioritization** is the process through which people within a targeted population, who have greater needs and/or are in more vulnerable situations, receive assistance when overall identified needs cannot be met, or when entitlements are reduced due to resource constraints. Figure 1 illustrates how the number of targeted people might differ from the number of prioritized people and how they are both derived from the overall population.

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<sup>1</sup> WFP. Targeting and Prioritization Guidance Note | January 2021

**Figure 1: From people in need to people assisted**



Source: WFP Targeting and Prioritization Guidance Note

### Global context

5. The principle of “Leave No One Behind” central to the Agenda 2030 and the United Nations Sustainable Development Cooperation Framework entails reaching the poorest of the poor. However, humanitarian and development actors are faced with a multiplicity of overlapping crisis around the globe that are increasing in scale, severity, complexity and duration. These include protracted crises and events such as the coronavirus disease 2019 (COVID-19) pandemic, economic shocks, conflicts, natural disasters and the worsening effects of climate change. Up to 757 million people across the globe ranked as chronically food insecure in 2023. Hunger was on the rise in Africa – where one in five people were chronically food insecure.<sup>2</sup> Moreover, an estimated 309 million people face acute levels of food insecurity in 2024 in 72 countries where WFP operates and where data is available.<sup>3</sup> Periodic reports from the Intergovernmental Panel on Climate Change among others predict that climate-related hazards will increase in intensity and frequency in the years ahead, resulting in an exponential rise in needs.<sup>4</sup>

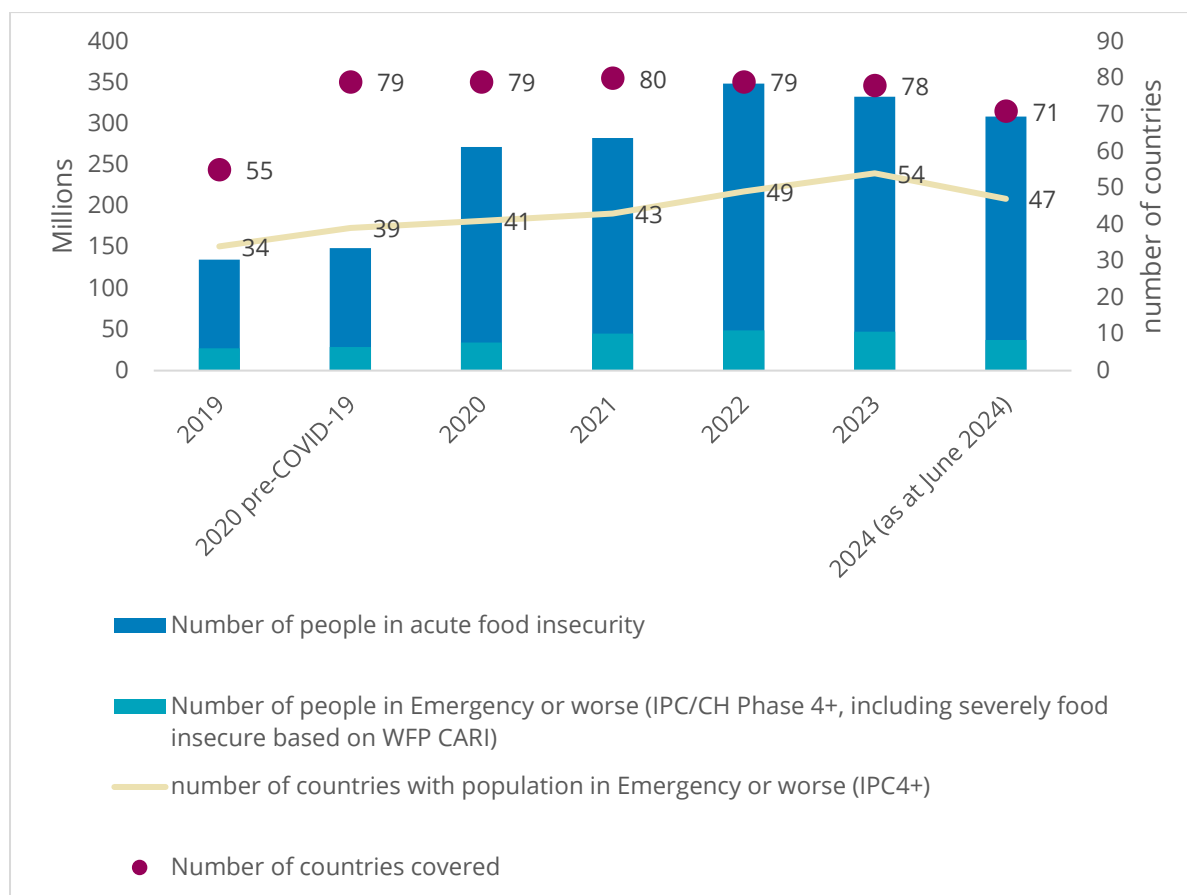
6. Figure 2 below shows that the number of people in acute food insecurity more than doubled (+117 percent), going from 135 million in 2019 to 309 million of people in 2024, with a record-high number in 2022 (350 million people in need and an increase of 23 percent compared to the previous year). Looking specifically at the number of people estimated to be in IPC Emergency (IPC/CH 4+), trends show an increase of 37 percent of people in IPC 4+ from 2019 to June 2024, with the highest yearly increase between 2020 (following the outbreak of the Covid-19 pandemic) and 2021 (plus 11 million people and plus 32 percent). Since 2021, on average 44.7 million people are estimated to face emergency levels of acute food insecurity. Between 2020 and 2023, the number of countries with a population in IPC/CH 4+ has steadily increased from 39 to 54.

<sup>2</sup> FAO, IFAD, UNICEF, WFP and WHO. 2024. The State of Food Security and Nutrition in the World 2024. Financing to end hunger, food insecurity and all forms of malnutrition. Rome, FAO. July 2024.

<sup>3</sup> WFP Global Operational Response Plan 2024, Update #11, June 2024.

<sup>4</sup> Intergovernmental Panel on Climate Change (IPCC), AR6 Synthesis Report: Climate Change 2023 <https://www.ipcc.ch/report/sixth-assessment-report-cycle/>

**Figure 2: Number of People in Food Insecurity from 2019 to 2024**



Source: for 2019 Global Report on Food Crises<sup>5</sup>, for 2020 to June 2024 GORP<sup>6</sup>

7. Levels of malnutrition are concerning. In 2022<sup>7</sup>, 2.4 billion individuals, largely women and residents of rural areas, did not have consistent access to nutritious, safe, and sufficient food in 2022. Among children under five years of age, an estimated 148.1 million (22.3 percent) were stunted, 45 million (6.8 percent) were wasted and 37 million (5.6 percent) were overweight.<sup>8</sup>

8. As a result, global humanitarian requirements have grown massively from US\$19.5 billion in 2015 to US\$56 billion in 2023 (see Figure 3). Food security and agriculture is by far the largest sector (see Figure 4).

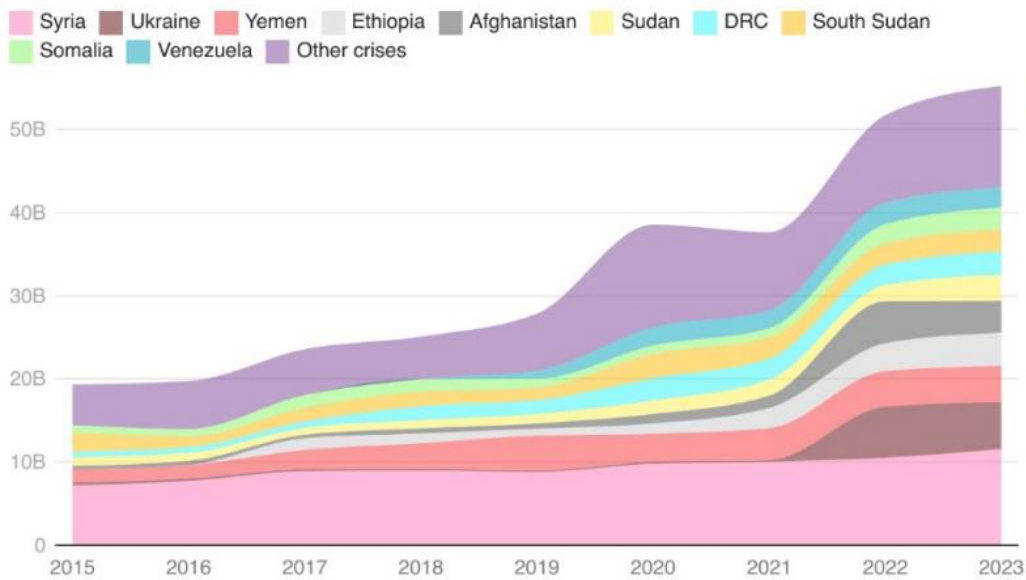
<sup>5</sup> Food Security Information Network (FSIN), 2020, Global Report on Food Crises [https://docs.wfp.org/api/documents/WFP-0000114546/download/?\\_ga=2.17311289.1604144705.1718013024-61640302.1712057276](https://docs.wfp.org/api/documents/WFP-0000114546/download/?_ga=2.17311289.1604144705.1718013024-61640302.1712057276)

<sup>6</sup> WFP Global Operational Response Plan reports from 2020 to 2024 [WFP Global Operational Response Plan: Update #11 – June 2024 | World Food Programme](#)

<sup>7</sup> UNICEF, State of Food Security and Nutrition in the World, 2023. <https://data.unicef.org/wp-content/uploads/2023/07/SOFI-2023.pdf>

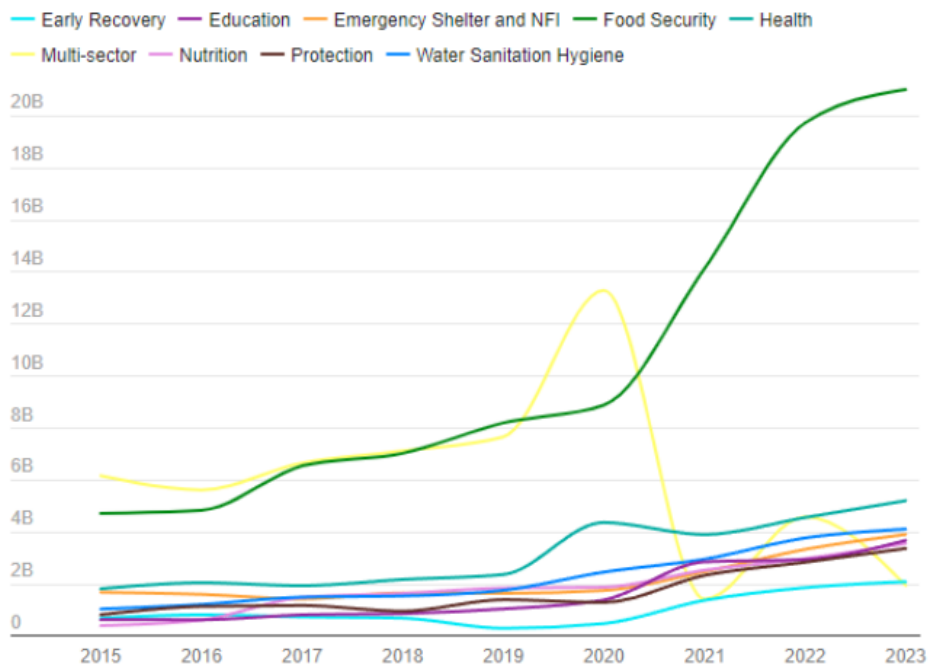
<sup>8</sup> *ibidem*

**Figure 3: Evolution of global funding requirements since 2015**



Source: [Coordinated plans 2024 | Financial Tracking Service \(unocha.org\)](https://www.unocha.org/financial-tracking-service).

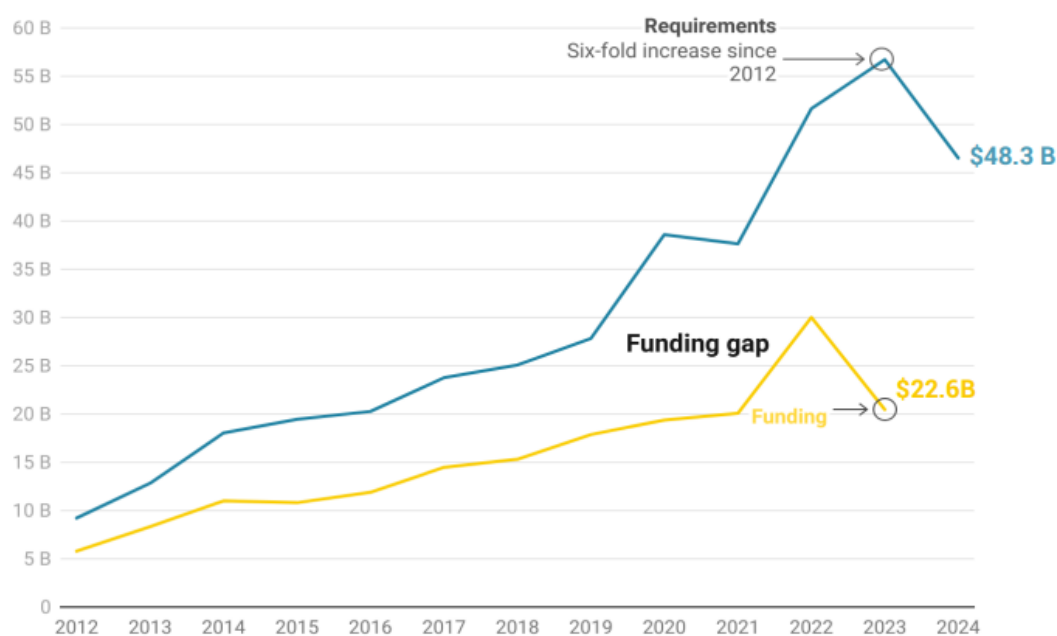
**Figure 4: Evolution of global funding requirements by sector (2015-2023)**



Source: [Coordinated plans 2024 | Financial Tracking Service \(unocha.org\)](https://www.unocha.org/financial-tracking-service).

9. Donor funding has steadily increased until 2022 but not at the same pace as humanitarian requirements, in part due to the impact of COVID-19 on global economies. From 2023, funding went downwards to US\$22 billion. Figure 5 shows that in 2023, global humanitarian requirements were six-times higher compared to 2012, with a record-high funding gap of around US\$33 billion (57 percent). As of 30 April 2024, just US\$4.3 billion or 9 percent of the global HRP requirements had been received.

**Figure 5: Humanitarian Appeal Funding Gap 2012-2023 (as of 5 December 2023)**



Source: [Coordinated plans 2024 | Financial Tracking Service \(unocha.org\)](https://www.unocha.org/financial-tracking-service).

10. Acknowledging the increasing complexity of the humanitarian operating environment, several initiatives related to needs assessment and prioritization have been launched under the Inter-Agency Standing Committee (IASC). In 2020, a Joint and Inter-sectional Analytical Framework (JIAF) was introduced to facilitate the assessment of needs across sectors and inform the formulation of Humanitarian Needs Overviews (HNOs) and Humanitarian Response Plans (HRPs) within the Humanitarian Programme Cycle. In 2023, the JIAF underwent a comprehensive review before being rolled out with the Humanitarian Programme Cycle 2024.<sup>9</sup> Furthermore, a reflection led by OCHA is currently ongoing on "Boundary Settings and prioritization" which aims to improve target calibration in the definition of the HRPs through responding to the most acute needs and/or deprioritizing longer-term activities. In parallel, the Flagship Initiative launched in 2023 is being piloted in Colombia, Niger, the Philippines, and South Sudan. The initiative seeks to systematically engage communities and ensuring that their priorities drive humanitarian assistance.<sup>10</sup> Similarly, the High-Level Panel on Internal Displacement recommended that "National Governments should (...) be proactive in consulting IDPs of all ages, genders and diversities about their needs and concerns."<sup>11</sup>

### Internal context

11. Targeting and prioritization are a central part of how WFP programmes are designed and delivered. Although country offices have always been forced to make targeting and prioritization choices, particularly given the nature of WFP funding model based on voluntary contributions, those decisions are now becoming more challenging than ever as a result of the scale of the needs and the funding gaps as shown in Figure 6.

12. From 2019 to 2023, WFP's financial requirements have increased by 77 percent, going from US\$13 to US\$23 billion. Available resources have increased, even if at a lower pace (plus 55 percent) until 2022 (See Figure 6), when allocated contributions reached US\$14.3 billion against a needs-based plan of US\$21.4

<sup>9</sup> Joint and Inter-sectional Analytical Framework (JIAF). <https://www.jiaf.info/>

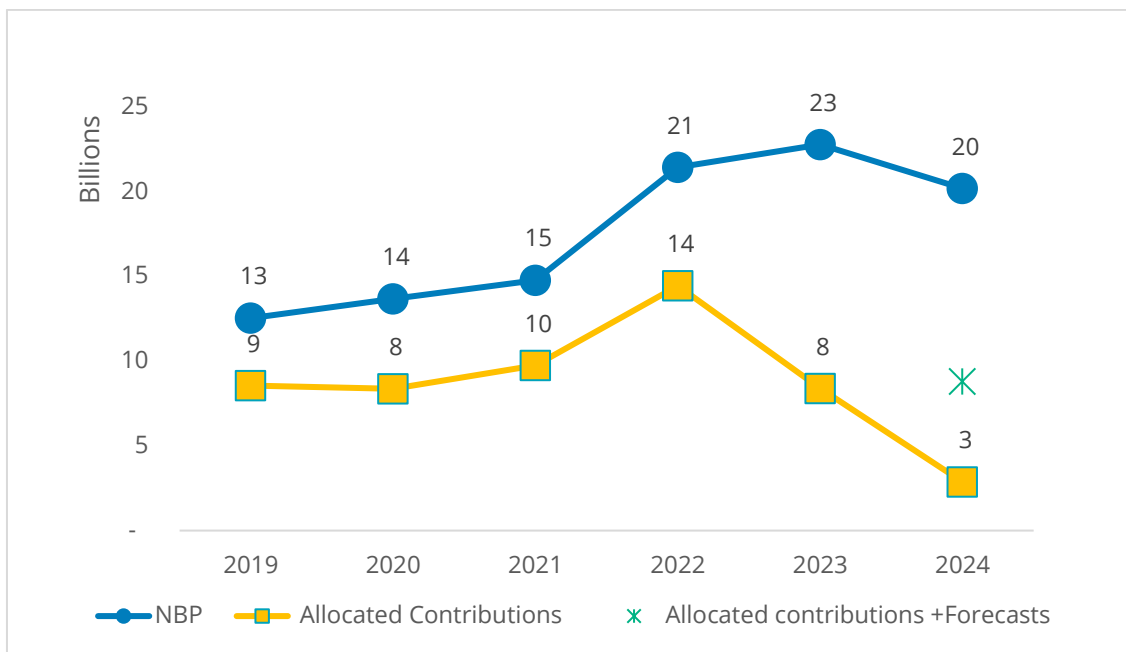
<sup>10</sup> Flagship Initiative, Reimagining Humanitarian Action, Status Update one. February 2024.

<sup>11</sup> UN Secretary General's High-Level Panel on Internal Displacement. Shining a Light on Internal Displacement: A Vision for the Future. September 2021



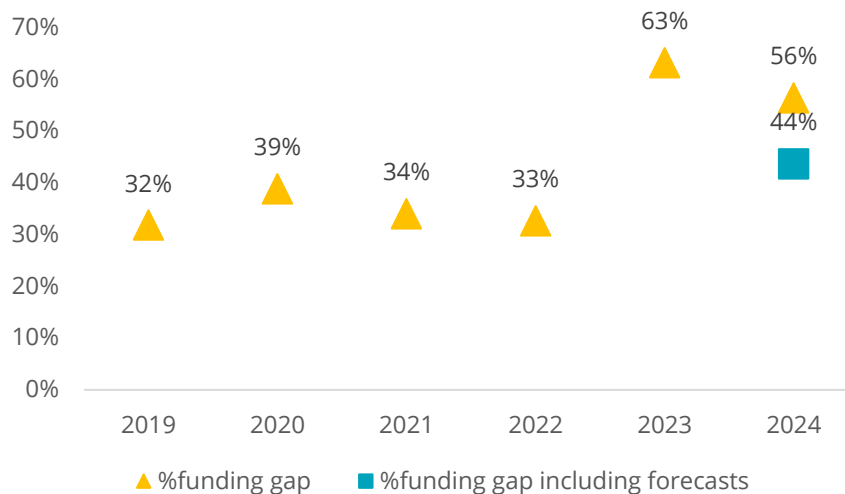
billion. In 2023, WFP saw its largest funding shortfall in history with US\$8.3 billion received against an approved needs-based plan of US\$22.8 billion, corresponding to a 63 percent funding shortfall<sup>12</sup> (see Figure 6 and Figure 7). Projections for 2024 suggest that funding levels will remain extremely low. See Annex X for further details on funding gap by country. The funding gaps were further aggravated by rising operational costs.

**Figure 6: WFP financial requirements and allocated resources in US\$ (2019-2024)**



Source: Factory Shop, data extracted on 3 June 2024

**Figure 7: WFP global funding shortfalls (NBP minus allocated contributions) in % (2019-2024)**



Source: Factory Shop, data extracted on 3 June 2024

<sup>12</sup> WFP Annual Performance Report 2023 [Annual performance report for 2023 \(wfp.org\)](https://www.wfp.org/publications/annual-performance-report-2023)

## WFP normative framework

13. WFP main policies on emergency needs assessment<sup>13</sup> and targeting in emergencies<sup>14</sup> date back to 2004 and 2006, prior to WFP's shift from food aid to food assistance. The **Policy on Emergency needs assessment** re-emphasizes WFP's commitment to improving its needs assessments as a basis for determining whether food assistance is required and allocating resources. It describes the range of data that is expected to be gathered through needs assessments and lists a range of needs assessments carried out by WFP with other partner agencies. The **policy on Targeting in Emergencies** defines what targeting entails and outlines key principles to guide decision-making on targeting of food assistance in a range of emergency settings. These principles aim to improve WFP's ability to find the right balance between reaching the most accurate targeting and minimizing opportunity and programme costs, recognizing that every emergency requires situation-specific analysis. The Policy on Emergency needs Assessment was evaluated in 2007<sup>15</sup>. Community engagement throughout the targeting process is highlighted as a fundamental requirement by WFP's targeting in emergencies policy as well as the **policy on protection and accountability**.<sup>16</sup>

14. Through its **Policy on humanitarian principles**<sup>17</sup>, and its successive **Strategic Plans**, WFP has reaffirmed the primacy of humanitarian principles including the principle of impartiality according to which the provision of assistance should be exclusively based on people's needs and without discrimination. The **policy on Country Strategic Plans (CSPs)** which seeks to improve the quality and coherence of WFP's work by establishing an integrated strategic and programmatic instrument that covers crisis response to early recovery and development interventions, reaffirms WFP's commitment to prioritize those in the most vulnerable situations. Country portfolio budgets are intended to facilitate WFP's efforts to effectively prioritize operational needs through a simplified and unified structure for managing funds and implementing operations.<sup>18</sup>

15. Other policies are relevant to targeting and prioritization, including those on Gender,<sup>19</sup> Cash,<sup>20</sup> Nutrition,<sup>21</sup> resilience<sup>22</sup>, safety nets<sup>23</sup>, peacebuilding<sup>24</sup>, climate change<sup>25</sup>. WFP strategies on support to social protection<sup>26</sup>, urban strategy<sup>27</sup> provide strategic direction on WFP's role in supporting governments in strengthening and expanding needs assessments, targeting and registration under social protection programmes in both humanitarian and development contexts. Finally, the WFP school Feeding Strategy while striving to ensure jointly with governments and partners that all primary school children have access to good quality school meals, prioritizes the 73 million children living in extreme poverty<sup>28</sup> (see Annex II).

16. A thematic internal audit on beneficiary targeting published in early 2020 and drawing from several internal country-level audits conducted in 2017-18 highlighted important structural and operational gaps and identified several actions to strengthen targeting processes, notably: i) better governance and

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<sup>13</sup> WFP. 2004. Emergency Needs Assessments (WFP/EB.1/2004/4-A)

<sup>14</sup> WFP. 2006. Targeting in Emergencies – Policy Issue (EB.1/2006/5-A).

<sup>15</sup> Evaluation of WFP's Strengthening Emergency Needs Assessment Implementation Plan. (WFP/EB.2/2007/6-A)

<sup>16</sup> WFP. 2020. WFP protection and accountability policy (WFP/EB.2/2020/4-A/1/Rev.2)

<sup>17</sup> WFP. 2004. Humanitarian Principles (WFP/EB.A/2004/5-C).

<sup>18</sup> WFP. 2016. Policy on Country Strategic Plans (WFP/EB.2/2016/4-C/1/Rev.1\*)

<sup>19</sup> WFP. 2022. Gender policy (WFP/EB.1/2022/4-B/Rev.)

<sup>20</sup> WFP. 2023 Cash policy (WFP/EB.A/2023/5-A).

<sup>21</sup> WFP. 2017. Nutrition policy (WFP/EB.1/2017/4-C)

<sup>22</sup> WFP. 2015. Policy on Building Resilience for Food Security and Nutrition (WFP/EB.A/2015/5-C). The new policy is under preparation and will be submitted to the EB.2 2024 for endorsement.

<sup>23</sup> WFP. 2012. Update of WFP's Safety Nets Policy. (WFP/EB.A/2012/5-A).

<sup>24</sup> WFP. 2013. WFP's Role in Peacebuilding in Transition Settings (WFP/EB.2/2013/4-A/Rev.1)

<sup>25</sup> WFP. 2017. Climate Change Policy. (WFP/EB.1/2017/4-A/Rev.1\*). The new policy is under preparation and will be submitted to the EB.2 2024 for endorsement.

<sup>26</sup> WFP. 2021. World Food Programme Strategy for Support to Social Protection.

<sup>27</sup> WFP. 2023. WFP Urban Strategy Achieving zero hunger in an urbanising world.

<sup>28</sup> WFP. 2020. A Chance for every Schoolchild. Partnering to scale up School Health and Nutrition for Human Capital – WFP School Feeding Strategy 2020–2030.

operational guidance; ii) assurance and support structures, including staff capacity; iii) monitoring practices; documentation, and verification of data from external partners used for targeting of WFP programmes.

17. In response, WFP issued in 2022 an **Executive Director’s Circular on Management of Targeting Processes by WFP Offices**,<sup>29</sup> which forms the main normative framework for targeting in WFP. This circular aims to re-establish targeting as a core activity across programmes; define key responsibilities within headquarters, regional bureaux, and country offices; and set corporate minimum standards related to targeting. It also establishes a corporate approach to targeting process in four steps (see Figure 9). The **ED Circular on Global Assurance Framework** issued in June 2024 aim to ensure food assistance reaches the right people safely and effectively. This framework comprises the following four global assurance standards and eight minimum measures, covers the entire programme cycle from needs assessment to post-distribution monitoring. High-risk country offices must meet these standards or implement alternative controls by the end of 2024, with all country offices required to comply by the end of 2025. Of particular relevance are Standard 1 (“WFP consults with and listens to the people it assists and respects their privacy”) and Standard 2 (“WFP knows who is being assisted and, at the end of every cycle, who did and did not receive their assistance. Needs assessments and targeting, even when conducted by third parties, are subject to joint review to ensure credibility and accuracy.”).

18. The **Strategic Plan 2022-2025** reaffirms the organisation’s commitment to put people, including those most at risk of being left behind, at the centre of programme design and response, taking steps to understand the risks they face, prioritizing those in the most vulnerable situations and promoting inclusion. It also stresses the importance to adapt activities to country and community circumstances and needs.

19. The need to better prioritize assistance for those in the most vulnerable situations is also highlighted by **WFP’s Programmatic Interim Strategy** that outlines how WFP should adapt to a changed funding and operating environment under the Strategic Plan 2022-2025. The interim strategy emphasizes the importance for WFP to “*resist pressures to stretch resources thinly across more people, activities and initiatives*”. This implies identifying through needs assessments the “hot spots” with high food insecurity and malnutrition levels and within those areas, provide a minimum ration to those in the most vulnerable situations. As part of WFP wider efforts to better align ambitions and capacity, the Programme Operations Department elaborated in 2024 some guidelines to develop realistic (or “calibrate”) country portfolio budgets and formulate focused country strategic plans. This revised approach to establishing WFP ambitions as displayed in country strategic plans and related plans and budgets replaces the previous Needs-Based Plan approach.<sup>30</sup>

20. Both the Strategic Plan and the interim strategy also reaffirm the principle of localization and WFP’s commitment to plan and deliver assistance fully involving people assisted and other local actors and supporting local capacities.

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<sup>29</sup> WFP. ED Circular “Management of Targeting Processes by WFP Offices”. December 2022. Available [here](#).

<sup>30</sup> WFP. Calibrating our ambition: guidelines to develop realistic Country Portfolio Budgets and formulate focused Country Strategic Plans, June 2024. Draft. Unpublished.

## 2. Reasons for the evaluation

### 2.1. Rationale

21. As a result of growing humanitarian needs and rising resource pressure, WFP country offices are confronted with very hard decisions to make on who to provide assistance to, for how long and through which activity. Furthermore, a number of additional factors make this strategic evaluation particularly timely and relevant:

- Increasingly complex operating environments result in increased risks of politicisation of food assistance, which WFP has to mitigate through demonstrably impartial and needs-based approaches.
- The last internal audit of beneficiary targeting in WFP focused on the period 2017-2018.<sup>31</sup> Since then, major advancements have been made on which the evaluation can provide updated insights.
- Recent events related to WFP's monitoring assurance systems have reinforced the need for stronger adherence to minimum standards in the implementation and demonstration of evidence-based targeting and prioritization decisions.

22. Consultations with internal WFP stakeholders emphasized the value of an independent exercise to identify areas for improvement in relation to targeting and prioritization, duly considering the contextual challenges.

### 2.2. Objectives

23. This evaluation will serve the dual purposes of **accountability**<sup>32</sup> and **learning** with a focus on the latter. Specifically, the evaluation is expected to document and draw lessons from WFP's current approaches to targeting and prioritization; assess the relevance of its normative framework and institutional arrangements; identify internal and external enablers and barriers to effective targeting and prioritization as well as promising practice. The aim is to generate evidence to inform ongoing reflections on how WFP could enhance its targeting and prioritization approaches in a severely resource constrained environment. Issues related to GEWE, disability and other factors of vulnerability to food insecurity and malnutrition as they relate to targeting and prioritization will be duly considered. Findings will be actively disseminated and OEV will seek opportunities to present the results at internal and external events as appropriate. OEV will develop a detailed evaluation communication and knowledge management plan during inception phase.

### 2.3. Stakeholder analysis

24. Stakeholders inside and outside of WFP have interests in the results of the evaluation. Certain stakeholders will be asked to play a more active role in the evaluation process, notably staff from relevant WFP HQ units/Divisions, regional bureaux and selected country offices will be part of the Internal Reference Group (IRG).

25. Primary internal intended users of the evaluation results include WFP's senior leadership and management as well as staff involved directly in targeting and prioritization work at country office and regional bureau levels. In HQ, the following Divisions will be closely involved: the **Analysis, Planning & Performance Division** (APP), for its pivotal role in providing credible, relevant and timely evidence that

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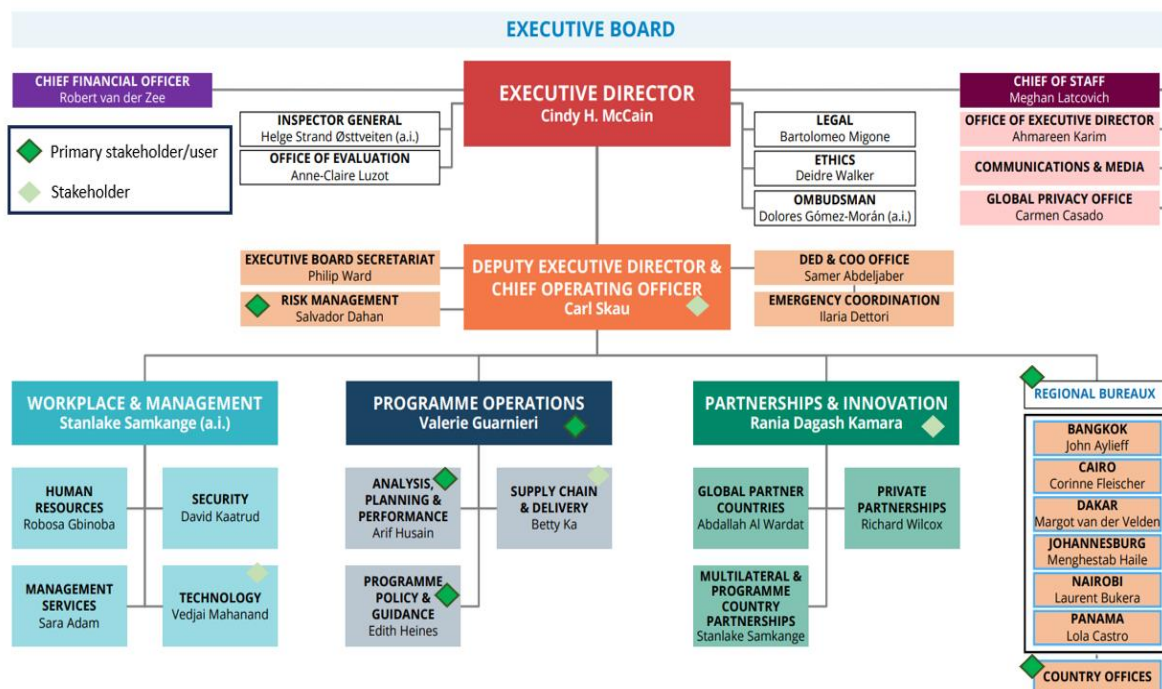
<sup>31</sup> WFP. 2020. Internal Audit of Beneficiary Targeting in WFP. Office of the Inspector General. Internal Audit Report AR/20/07. Available [here](#)

<sup>32</sup> Accountability towards crisis-affected communities and within those the people that WFP serves; host governments, cooperating partners, Board members and donors.

forms the basis for the design of WFP operations; the **Programme Policy and Guidance Division (PPG)**, given its role in i) developing strategic, normative, and technical guidance across programme and thematic areas defined by WFP’s Strategic Plan, ii) translating WFP’s set of policies into operational guidance and tools and iii) providing effective and timely support to WFP regional bureaux and country offices; the **Operational Partners Unit** within the **Delivery Assurance Service (SCDD)** in light of its work related to WFP’s engagement with cooperating partners, which play a key role in operationalizing WFP’s targeting strategies), the **Partnerships Coordination Services (PCS)**, in light of its crucial role in resource mobilisation and the consequences it may have in prioritization decisions, the **Risk Management Division (RMD)** given its role in ensuring that targeting and prioritization-related risks are embedded in WFP risks assessment and management tools and processes.

26. External stakeholders include **crisis-affected communities, community leaders and gate-keepers, organizations representing the civil society, host governments**, along a wide range of **humanitarian and development actors** (for more details on internal and external stakeholders, please see Annex VII Preliminary stakeholder analysis).

**Figure 8: Preliminary assessment of key internal stakeholders and users of the evaluation**



# 3. Subject of the evaluation

## 3.1. Subject of the evaluation

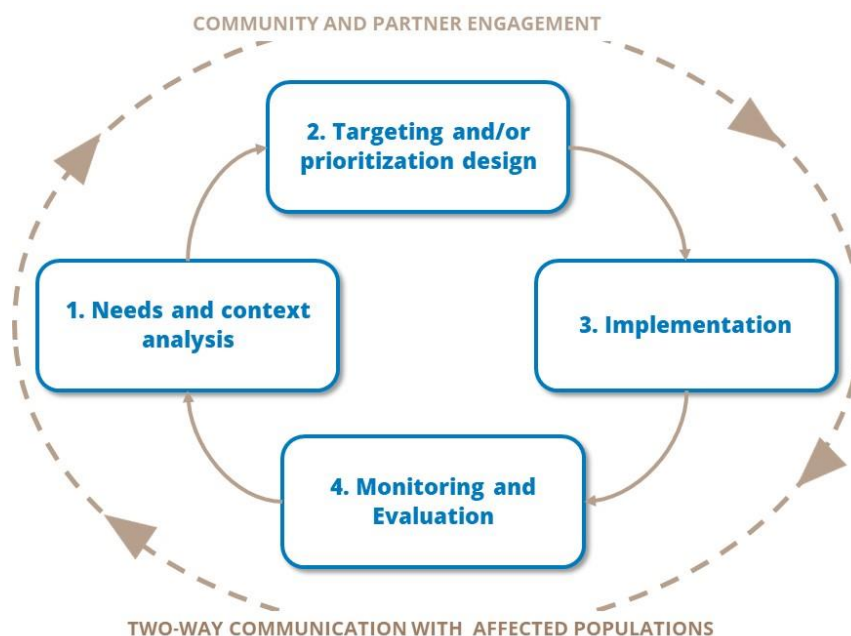
### WFP’s Targeting approaches and processes

27. WFP’s approaches to targeting have evolved over the years and both the Circular and guidance<sup>33</sup> acknowledge that there is no “one size-fits-all” approach to targeting and prioritization but provide an overall framework that should be tailored to the specific context and capacities in each country.

28. The following **targeting methods** are commonly used by WFP, noting that the exact configuration varies across operational contexts: geographical targeting; blanket targeting; community-based targeting; categorical targeting (most often based on demographic or socio-economic criteria); status-based targeting; scorecard; proxy-means testing; and self-targeting.<sup>34</sup>

29. Broadly the **targeting process** can be broken down into four main areas: needs assessment, choice of targeting approach in line with programmatic objectives and assessed needs; implementation, including beneficiary selection and registration, and monitoring. Gender, inclusion, protection, accountability to affected people and conflict-sensitivity are expected to be considered throughout to promote a people-centred approach and ensure that the targeting and prioritization processes are inclusive. In this regard, the establishment of appeals mechanisms is particularly important.

**Figure 9: Targeting and Prioritization process**



Source: ED Circular on Management of Targeting Processes by WFP Offices – Summary<sup>35</sup>

30. Once a WFP country office has defined its targeting strategy, it is almost always required to

<sup>33</sup> WFP, 2021. Targeting and prioritization operational guidance note.

<sup>34</sup> Ibid

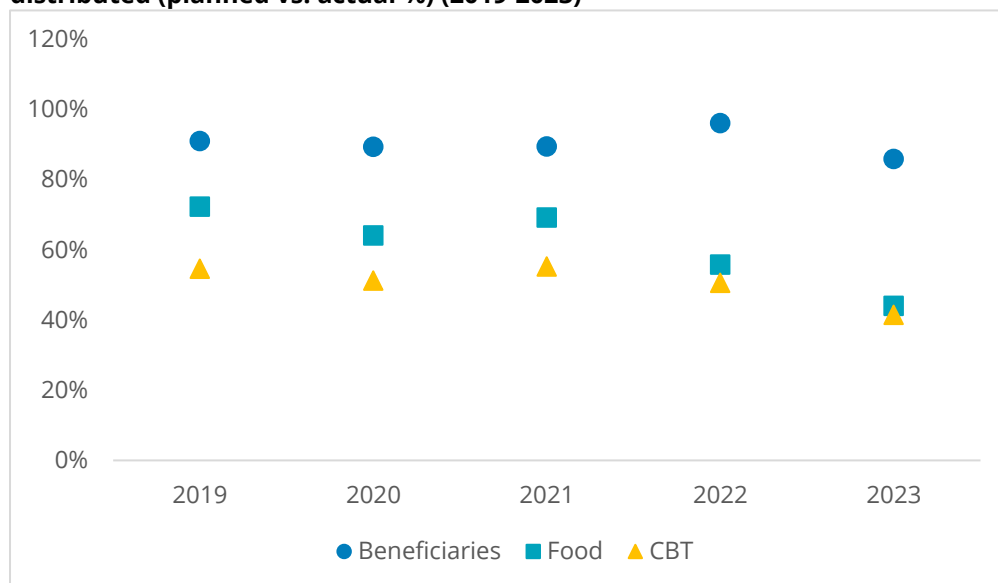
<sup>35</sup> <https://docs.wfp.org/api/documents/WFP-0000145509/download/>

undertake further prioritization during the implementation phase, mainly due to funding constraints. Such prioritization aims to ensure WFP reaches the individuals or households that are most in need and is done through one of the following strategies or a combination of those:<sup>36</sup>

- reduce the number of people to be assisted – depth approach
- reduce the transfer value/ration size - breadth approach
- reduce the duration or frequency of assistance - breadth approach
- introduce a tiered approach (ration size/frequency differentiated by level of vulnerability) and/or
- prioritize one activity over another one.

31. Country offices severally affected by funding cuts have been forced to reduce both the number of beneficiaries and the rations or even suspend assistance for a period of time. Figure 10 below shows that WFP’s achievement rates in terms of volume of food or amount of CBT distributed have been substantially lower than those in terms of number of beneficiaries reached across the years with disparities widening in 2022-23. Figure 11 below and [Figures 15 and 16 in Annex X](#) show that the number of days of assistance was cut by 20 to 60 percent during the period 2022-2023, with some variations across programme areas and modalities.

**Figure 10: Achievement rates in terms of number of beneficiaries reached and food/CBT distributed (planned vs. actual %) (2019-2023)**

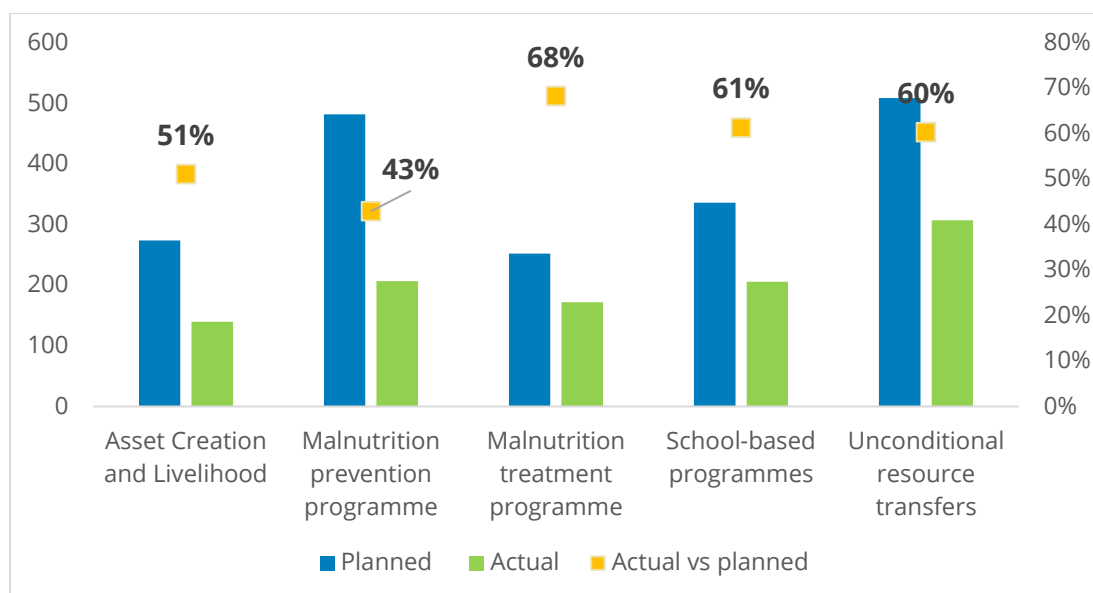


Source: COMET – data extracted on 3 June 2024

<sup>36</sup> WFP, 2021. Targeting and prioritization operational guidance note.



**Figure 11: Planned and actual number of assistance days by programme area (Food modality) (2022 and 2023)**



Source: OEV based on data shared by the Monitoring and Digital Cell Branch (CFOMD)

32. Such decisions inevitably have repercussions on the food security and nutrition status of the targeted populations along with other negative effects. In order to support advocacy, WFP has attempted to collect evidence and documented the so-called “cost of inaction”. Pilot studies recently carried out in Afghanistan, Bangladesh, Malawi and Syria found that in addition to reducing their food consumptions, households have adopted a range of unsustainable and risky coping strategies, some of those affecting particularly women and children.<sup>37</sup> According to an observational study in refugee camps in eastern Chad, a 50 percent reduction in the general food distribution had an adverse effect on child growth (wasting and stunting), despite the provision of 20g daily ration of small quantity lipid-based nutrient supplements to all children aged 6-23 months.<sup>38</sup>

33. Finally, as WFP strives to take an enabler role, working with host governments to enhance and expand their national social protection systems (school meals, nutrition programmes among others), it is increasingly engaging with national targeting systems. In some instances, WFP supports governments in the identification, targeting and registration of individuals and households in the most vulnerable situations. It may alternatively channel WFP assistance through national targeting mechanisms. Finally, WFP may be called upon by governments to design and implement a targeting strategy on their behalf using in part or fully WFP tools and methodologies. Accordingly, opportunities arise for WFP to influence government targeting approaches - though at the same time, this approach may undermine WFP’s ability to meet its standards in terms of evidence-based and inclusive targeting.

### **Institutional arrangements and main initiatives undertaken to-date**

34. In response to the thematic audit and to these pressing challenges faced by country offices, WFP launched several initiatives aiming at strengthening the way targeting and prioritization are done across operations, as well as increasing coherence, integrity and transparency in targeting analysis, decision-making and implementation.

<sup>37</sup> WFP, May 2024. “Impact of Cuts. Outcome of 2023 pilot study: Impact of funding shortfalls on beneficiaries” ([link](#))

<sup>38</sup> Bridget Fenn, Mark Myatt, Emily Mates, Robert E Black, Caroline Wilkinson, Tanya Khara. Effects on child growth of a reduction in the general food distribution ration and provision of small-quantity lipid-based nutrient supplements in refugee camps in eastern Chad. May 2021.



35. In mid-2019, the Needs Assessment and Targeting unit was established within the Research, Analysis and Monitoring Division (RAM) in headquarters. Recognizing the cross-functional nature of targeting in WFP, RAM and the Programme and Policy Division have collaborated on a Targeting Strengthening Initiative. In 2020, all six Regional Bureaux were capacitated with a Regional Targeting Adviser for a three-year period. Due to limited funding, not all regional bureaux were able to retain this dedicated post from 2024 onwards.

36. HQ team and regional bureaux comprised of staff from VAM, Programme, M&E, protection and AAP, gender and inclusion have been tasked to:

- **Identify and document the operational challenges** that COs face in their targeting and prioritization efforts.
- **Produce or update guidance** in the following areas:
  - **Needs assessments and context analysis:** WFP has a wide range of food security and needs assessment guidelines including among others the Comprehensive Food Security and Vulnerability Assessment & Vulnerability Analysis (CFSVA) Guidelines and the Emergency Food Security Assessment (EFSA) Handbook – both issued in 2009. More recently, these were complemented by the Essential Needs Analysis (ENA) and Programming package<sup>39</sup> which is particularly relevant for households depending on markets to meet their food and other essential needs. A cross-functional working group chaired by the Nutrition and Food Quality Service was established in May 2024 to define a common analytical framework and better integrate nutrition indicators into assessment methodologies and targeting frameworks drawing from good practices initiated at country and regional levels.<sup>40</sup> Annex IV provides a comprehensive list of guidelines and Annex III outlines the different conceptual frameworks currently used.
  - **Targeting and prioritization:** in 2017, WFP and UNHCR developed joint principles and in 2019, a Joint Guidance on targeting assistance to refugees, asylum seekers, returnees and stateless persons.<sup>41</sup> Subsequently, WFP developed an operational guidance on targeting and prioritization which is currently being updated.<sup>42</sup> These guidelines structured existing practices around vulnerability-based targeting (VBT) and reinforced the shift from categorical or status based targeting. . In 2022, WFP issued an ED Circular on Management of Targeting Processes by WFP Offices (see paragraph 17). In light of the resource constraints in 2023, WFP prepared several short papers outlining programme options and best practice for managing deprioritized beneficiaries from general food assistance during a significant scale-down.<sup>43</sup> A guidance Note “Integrating people-centred approaches in the CSP” provides offers key considerations for integrating people-centred approaches across the CSP lifecycle.<sup>44</sup>
- **Provide hands on support to country offices** to improve targeting effectiveness. Regional bureaux and APP-AF Division have been supporting country offices in developing or refining their targeting and prioritization strategies. Direct support has also been provided by the Joint WFP UNHCR Programme Excellence and Targeting Hub which was created in 2020 with the aim to enhance the efficiency and effectiveness of joint operations by combining data and analytical tools from both agencies (with a focus on refugees, internally displaced and host communities). In

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<sup>39</sup> <https://www.wfp.org/publications/essential-needs-guidelines-july-2018>

<sup>40</sup> Including in Bangladesh and West Africa (hotspot analysis).

<sup>41</sup> WFP and UNHCR. 2017. Joint Principles for Targeting and Joint Guidance Targeting of Assistance to Meet Basic Needs for refugee contexts; 2019. Joint Guidance: Targeting of Assistance to Meet Basic Needs

<sup>42</sup> WFP. Targeting and Prioritization Guidance Note. January 2021. Available [here](#)

<sup>43</sup> WFP. Navigating Humanitarian Scale-Downs: Strategies for managing deprioritized beneficiaries and enhancing food security outcomes. June 2023. And WFP “Scaling down operations. Key RAM considerations when prioritizing assistance”. May 2023.

<sup>44</sup> WFP. Integrating People-Centred Approaches in the CSP. Guidance Note for CSP Development. January 2024.

relation to targeting, the Hub promotes collaboration across WFP and UNHCR at country, regional and global levels to ensure that assistance is targeted based on need rather than on displacement/refugee status.<sup>45</sup>

- **Track and report on progress made across the organization and accountability:** Through the **Global Assurance Plan**, WFP further intensified its efforts to reinforce minimum standards for targeting-related activities across the programme cycle.<sup>46</sup> As part of this plan, country offices have been developing or updating their targeting and prioritization standard operating procedures and/or strategies. As part of this plan, 31 country offices have been developing or updating their targeting and prioritization standard operating procedures and/or strategies.
- **Facilitate capacity strengthening initiatives:** To support the uptake of vulnerability-based targeting approaches by country offices, which requires high-quality assessments and top-tier analysts, several regional trainings on targeting were carried out through 2022-2023.
- Explore how **new technologies** including geospatial techniques, biometrics-based solutions, and digital community feedback mechanisms can contribute to better targeting and prioritization. This includes notably optimization tools such as Optimus to determine the most cost-effective solutions for nutritionally adequate food rations.<sup>47</sup>

### 3.2. Scope of the evaluation

37. **Programmatic scope:** The evaluation will focus on WFP's approaches to targeting and prioritization as reflected in its normative frameworks (relevant policies, strategies, ED Circular and guidance) and how they have been operationalized at country level. Equal attention should be given to the distinct concepts of targeting and prioritization.

38. The evaluation will focus on targeting and prioritization for interventions involving direct food/cash assistance to beneficiaries. It will likely pay greater attention to targeting and prioritization approaches for unconditional resource transfers under Strategic Outcome 1 given that this represents a significant portion of WFP portfolio. Yet, the evaluation will also touch on targeting and prioritization for other types of interventions, including nutrition, asset creation and livelihoods, anticipatory action, and school-based programmes. Issues related to protection and accountability to affected people, gender and inclusion, humanitarian principles, conflict sensitivity as well as nutrition integration will be considered as they relate to targeting and prioritization. The evaluation will cover the different levels of targeting (geographical, community, household, individuals) and the four main stages of the targeting process (**needs assessment, choice of targeting approach** in line with programmatic objectives and assessed needs; **implementation** through beneficiary selection and registration, **monitoring and verification**) as well as the prioritization process which normally involves similar steps. Internal and external factors influencing WFP targeting and prioritization decisions will also be considered.

39. **Temporal scope:** The evaluation will cover the period from 2019, when the Needs Assessment and Targeting unit was established within the Research, Assessment and Monitoring (RAM) Division till April 2025 when the data collection for this evaluation is expected to be completed. The internal audit on beneficiary targeting in WFP which focused on the period 2017-2018 will provide a baseline. The evaluation team will need to be cognizant of the movement and face-to-face engagement restrictions during the COVID-19-pandemic and their disruptive effects on WFP and partners' ability to carry out needs assessments and consult with affected communities on targeting and prioritization criteria.

40. **Geographic scope:** The evaluation will cover all countries where WFP operates<sup>48</sup> and draw from a

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<sup>45</sup> UNHCR and WFP. 2024. [Joint Programme Excellence and Targeting Hub](#)

<sup>46</sup> WFP's Global Assurance – Factsheet. Available [here](#). Targeting as well as Monitoring and Community Feedback Mechanisms have been prioritized among the five focus areas.

<sup>47</sup> <https://innovation.wfp.org/project/optimus>

<sup>48</sup> Except those where WFP exclusively or primarily implements country capacity strengthening interventions.

purposeful sample of six country case studies reflecting a range of operational contexts: sudden onset and protracted crisis; rural and urban settings. Particular attention will be paid to countries/territories that have been identified as major food crisis by the 2024 Global Report on Food Crisis (GRFC)<sup>49</sup> and among those on WFP operations that have had to rapidly scale up and scale down in recent years.

41. The scope of the evaluation will be further elaborated during the inception phase and will be informed by a detailed evaluability assessment, as part of the overall evaluation design to be developed by the evaluation team and through a participatory, iterative reflection and learning process.

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<sup>49</sup> [Global Report on Food Crises \(GRFC\) 2024 | World Food Programme \(wfp.org\)](#)

# 4. Evaluation approach, methodology and ethical considerations

## 4.1. Evaluation questions and criteria

42. The evaluation will be centred around 5 main evaluation questions, each broken down into a set of 2-5 sub-questions. The evaluation questions and sub-questions cover the OECD-DAC evaluation criteria for development and humanitarian interventions (relevance, coherence, appropriateness, coordination, effectiveness, coverage, efficiency and sustainability) as well as a number of cross-cutting areas of particular relevance to WFP's work on targeting and prioritization (gender and inclusion, protection, accountability to affected people and conflict sensitivity).

### 1. How relevant and appropriate are WFP targeting and prioritization normative framework, guidance and tools in the evolving context of global acute hunger and to which extent have they been rolled out at country level?

- 1.1 How relevant and useful is WFP normative framework, guidance and tools on targeting and prioritization in enabling WFP to consider both food security and nutrition vulnerabilities when identifying those furthest left behind? To which extent are the guidance and tools suited to the wide spectrum of food security and nutrition interventions and transfer modalities used by WFP? Is WFP's approach to defining CSP' financial requirements conducive to appropriate targeting and prioritization decisions?
- 1.2 To which extent are WFP normative framework, guidance and tools known, understood and used by WFP and its partners to develop targeting and prioritization strategies?

### 2. How effectively does WFP navigate in practice the multiple trade-offs related to targeting and prioritization? What could be done differently?

- 2.1 On which considerations does WFP choose its targeting methodology? How does it balance targeting accuracy with cost-efficiency, timeliness and transparency considerations?
- 2.2 How well does WFP navigate any trade-offs and dilemmas in relation to prioritization?
  - Depth versus breadth (i.e reducing caseload vs reducing rations)
  - Humanitarian imperative versus strive to achieve sustainable outcomes
- 2.3 To what extent is WFP able to maintain its operational independence and impartiality in making operational choices on how to allocate the available resources (selection of activities, geographical areas, communities and individuals)?

### 3. How evidence-based and effective are WFP current targeting and prioritization strategies?

- 3.1 How well informed are COs' targeting and prioritization strategies/decisions by evidence from needs assessments and other context analysis? How timely is the evidence? What is the quality of the evidence?

3.2 Are COs' targeting and prioritization approaches sufficiently agile to adapt when conditions change and making best use of the available tools and technology?

3.3 In practice, do COs' targeting and prioritization strategies/decisions enable WFP to identify and serve the most vulnerable to food insecurity and malnutrition?

3.4 To which extent do country-level targeting and prioritization decisions affect the achievement of the CSP outcomes and enable the layering or sequencing of activities across WFP portfolio?

3.5 What are the unintended positive and negative effects of targeting and prioritization decisions? This may include for example effects on social cohesion, conflict propensity, power dynamics, population movements, risks of sexual exploitation and abuse, etc. How can WFP and its partners maximize positive effects and mitigate any negative effects?

#### **4. How effectively does WFP engage and collaborate with others in making targeting and prioritization decisions?**

4.1 To what extent does WFP engage in co-ordinated UN approaches to targeting and prioritization, a (HNOs, HRP, global food security cluster, nutrition cluster) and how does its role in these support the collective response?

4.2 **Cooperating partners' roles:** To which extent is the share of responsibilities and segregation of duties between WFP and its cooperating partners in relation to targeting and prioritization appropriate?

4.3 **Engagement with local stakeholders:** To which extent does WFP engage with local authorities, organizations representing the civil society, gate keepers and affected people in defining and/or implementing targeting and prioritization criteria and approach? Does WFP make best use of local knowledge while avoiding reinforcing power imbalances and mitigating risks of undue influence and politization of food assistance?

4.4 **Accountability to affected people:** Does WFP communicate effectively its targeting and prioritization decisions to affected people? To which extent do affected people understand the rationale behind targeting and prioritization decisions?

4.5 How well does WFP make use of national targeting systems where relevant, and what lesson can be drawn from this?

#### **5. Which factors support or impede the effectiveness of targeting and prioritization strategies and decisions?**

5.1 **Institutional arrangements:** To what extent and in what ways do WFP institutional arrangements (structures, systems, human and financial resources) at global, regional, and country office levels support the effectiveness of targeting as a cross-functional task? What improvements can be made to enhance coordination and efficiency?

5.2 **Cooperating partners' capacities:** Do WFP cooperating partners have adequate human and financial capacity to implement targeting and prioritization processes?

5.3 **Risk management and monitoring:** To which extent does WFP put in place mechanisms to prevent and mitigate risks of external influences and reduce systemic inclusion and exclusion errors? To which extent does WFP monitor the effects of its targeting and prioritization decisions and act on the feedback received?

5.4 **What other internal and external factors support or impede effective targeting and prioritization?** (including but not limited to WFP communication and advocacy strategy, government priorities, use of government beneficiary lists, donors' earmarking, contextual factors hindering direct engagement with communities such as the movement restrictions resulting from the Covid-19 pandemic; conflict; bureaucratic impediments ect...)

## 4.2. Evaluation approach and methodology

6. The evaluation will follow the OEV's Evaluation Quality Assurance System (EQAS). OEV welcomes the use of diverse, participatory and innovative evaluation methods. The evaluation team is expected to take a rigorous methodological approach to maximize the quality, credibility and use of the evaluation. The methodology will systematically address the evaluation questions and sub-questions in a way that meets the dual purpose of accountability and learning.
7. In the absence of an existing explicit Theory of Change and considering that targeting and prioritization are not an end in-itself but rather a necessary process to ensure that WFP assistance reaches those most in need, it is proposed that the evaluation first develops an analytical framework along with a set of hypotheses that will be subsequently tested. The conceptual framework should be grounded on the key features of an appropriate and accurate targeting approach as defined in WFP targeting and prioritization Guidance Note and ED circular as well as the Targeting principles and joint analytical framework defined by WFP and UNHCR. Other key elements to be considered and critically reviewed are the WFP Global Assurance Project targeting benchmarks to ensure community engagement and context-based targeting approaches that are programme and population specific; WFP food security and nutrition conceptual framework and Essential Needs Conceptual Framework (see Annex III for more details).
8. The evaluation methodology will be elaborated in detail at inception phase. It is expected to:
  - adopt mixed methods (quantitative, qualitative) for data collection and analysis to systematically answer all the evaluation questions and meet accountability and learning objectives. Proposals with a strong quantitative element are encouraged, given the volume of quantitative data available.
  - demonstrate attention to impartiality and reduction of bias by relying on different primary and secondary data sources and stakeholders and adopting systematic triangulation to generate evaluation findings including an in-depth review of available evidence to enhance the evaluation team's understanding of the wider context including ongoing policy processes, best practices and recurring issues; interviews and surveys covering a wide range of stakeholders; and direct observations in different locations; The proposals should include examples of prior use of particular methods of analysis.
  - mitigate challenges to data availability and validity, and budget and timing constraints, further expanding and validating elements included in the initial evaluability assessment presented in the next section;
  - Include the summaries of evidence on targeting and prioritization developed by WFP but also other sources of evidence including operational research/studies, relevant WFP global and regional evaluations, inter-agency humanitarian evaluations, evaluations commissioned by other agencies;
  - Review the targeting and prioritization approaches of other humanitarian and development actors, notably the members of the Global Nutrition Cluster and Food security Clusters to provide insights on good practice.
9. Given WFP's commitment to ensure a people-centred approach in its targeting and prioritization decisions, evaluation firms should propose adequate methods such as surveys and focus group discussions to collect the views of crisis-affected communities in each country sampled for the evaluation paying particular attention to gender, equity and inclusiveness dimensions. The evaluation should also maximize the use of secondary evidence including data from WFP community feedback mechanisms.
10. The evaluation will be designed to address WFP's cross-cutting commitments to accountability to affected people, protection, gender, equity, inclusion, and conflict sensitivity. These should be considered throughout the methodology from the methods applied the stakeholders consulted, and the analytical framework that is applied.
11. The evaluation aims to support learning throughout the process. Therefore, the evaluation should provide opportunities for reflection by WFP stakeholders and partners to inform evaluation questions adopting a participatory approach that should include focus group discussions and round tables with

selected stakeholders at regular points in time on specific themes/issues. Such round tables will serve as intermediate validations of the findings emerging from secondary sources, to ensure that the analysis is strategically focused and, ultimately, to maximize collective reflection and learning across the organization.

### **Country case studies**

12. The evaluation will be based on six country case studies, which will look at the extent to which country offices have operationalized WFP targeting and prioritization circular, guidance and tools, how targeting and prioritization decisions are made, monitored and what are their effects. The first case study will be prepared as a “test case” during the inception phase. Each case study will entail a thorough document review, remote interviews and an in-country mission including in remote locations and potentially volatile contexts. In addition to small focus group interviews and individual interviews, beneficiary views will be collected e.g. via mobile phone or other methods as appropriate, with appropriate precautions and additional measures to ensure that also the voices of targeted and non-targeted households without mobile phone access can be heard. For each country visit, one or two national consultants will be identified to support local data collection. For each case study, the team will produce a short mission aide memoire capturing the key findings from the desk review and field data collection. This will be a short document (4 pages) not subject to review by the IRG.
13. A set of initial criteria were identified as potentially meaningful in categorizing countries as follows: Among the countries/territories identified as major food crises (MFC) by the 2024 GRFC, operations that have had to rapidly scale up and down and faced the largest funding shortfalls (in US\$ and %) will be prioritized.
14. In consultation with Regional RAM and targeting Advisers, a short list of countries was subsequently developed prioritizing those that present the greatest learning opportunities and have a diverse programmatic portfolio to allow the evaluation to explore targeting and prioritization approaches across different interventions. Shortlisted country offices also have the minimum set of documents/protocols in relation to targeting and prioritization. While this introduces inevitably a positive bias in the selection of the countries, it was found necessary to ensure that the evaluation can draw from available secondary data/evidence (see a preliminary country selection matrix in Annex IX). Information compiled about other ongoing or soon-to-commence audits and WFP-commissioned evaluations (especially CSP evaluations and decentralized evaluations) to note any risk of overlap but also opportunities for synergy and complementarity.
15. The short list will be used as a basis to seek stakeholder inputs and comments, in particular from regional bureaux and concerned country offices in order to identify a purposeful sample of countries seeking to represent a diversity of:
  - Country context: sudden-onset or protracted crisis; climate, economic or conflict driven emergencies; legitimate and/or de facto authorities; rural versus urban setting;
  - Main type of targeted populations: Resident, IDPs, refugees
  - Size of WFP portfolio and fluctuations over time
  - Transfer modalities: cash-based transfers vs in-kind food assistance
  - Type of targeting and prioritization strategies adopted (community, data driven, categorical, ect...)
  - Whether or not the CO was identified as a priority country under the global Assurance Plan (which to some extent affects the extent to which the CO receives support from RB/HQ and gets public attention)
  - use of government targeting systems e.g. for social protection
  - Strengths of partnerships
  - Overall humanitarian coordination architecture

### 4.3. Evaluability assessment

16. A preliminary evaluability assessment is summarized below and further detailed in Annex VIII. During the inception phase, the evaluation team will deepen the evaluability assessment and critically assess data availability, quality and gaps to inform its choice of evaluation methods.

**Table 1: Evaluability opportunities and challenges**

Evaluability opportunities	Evaluability challenges
<ul style="list-style-type: none"> <li>◆ High level of interest amongst WFP management and staff in this evaluation.</li> <li>◆ Large body of evaluative evidence on targeting and prioritization which will be consolidated in two summaries.</li> <li>◆ A thematic audit on targeting covering the period 2017-2018 providing a baseline complemented by more recent country-level audits.</li> <li>◆ Comprehensive datasets at corporate level on planned and actual number of beneficiaries reached; volume of food distributed; cash distributed; overall financial requirements, funding gaps covering the entire evaluation period.</li> <li>◆ Additional datasets at country level capturing data/evidence from needs assessment, post-distribution monitoring, process monitoring and CFM among others.</li> </ul>	<ul style="list-style-type: none"> <li>◆ The two policies are relatively dated and the 2022 ED Circular tends to focus on processes. There is no explicit Theory of Change.</li> <li>◆ Corporate quantitative data on performance at outcome level is available but will require careful analysis to address question 3 on the effectiveness of WFP targeting and prioritization.</li> <li>◆ Several corporate high-level targets provide some relevant data in relation to targeting and prioritization but cover only SO1 and have been reported for 2023 only.</li> <li>◆ Targeting and prioritization decisions not always documented and their effects on crisis-affected communities not systematically monitored</li> </ul>

17. Close coordination and synergies will be established with **the Strategic Evaluation on WFP support to refugees, internally displaced persons, and migrants**<sup>50</sup> as well as with the **technology audit of corporate systems used for beneficiary identity management** (scheduled for Q4-2024) to ensure that this evaluation draws from their emerging findings and observations.

### 4.4. Ethical considerations

18. Evaluations must conform to WFP and UNEG ethical standards and norms.<sup>51</sup> Accordingly, 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).<sup>52</sup> This includes, but is not limited to, ensuring informed consent, protecting privacy,

<sup>50</sup> WFP. 2023. Strategic Evaluation on WFP's support to refugees, internally displaced persons, and migrants Terms of Reference. [link](#)

<sup>51</sup> For further information on how to apply the UNEG norms and standards (<http://www.unevaluation.org/document/detail/1914>) in each step of the evaluation, the evaluation team can also consult the Technical Note on Principles, Norms and Standards for evaluations (<https://docs.wfp.org/api/documents/WFP-0000003179/download/>).

<sup>52</sup> Beneficence means striving to do good for people and planet while minimizing harms arising from evaluation as an intervention.



confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results do no harm to participants or their communities.

19. OEV will ensure that the evaluation team and evaluation manager will not have been involved in the design, implementation, financial management or monitoring of WFP policy, guidance and tools related to targeting and prioritization; that they have no vested interest, nor have any other potential or perceived conflicts of interest.<sup>53</sup>
20. All members of the evaluation team will abide by the 2020 UNEG Ethical Guidelines and the 2014 Guidelines on Integrating Human Rights and Gender Equality in Evaluations. 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.<sup>54</sup>
21. 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 Evaluation Manager and the Director and Deputy Director of Evaluation that there are allegations of wrongdoing and misconduct without breaking confidentiality.

#### **4.5. Quality assurance**

22. WFP's Evaluation Quality Assurance System (EQAS) sets out processes with steps for quality assurance and templates for evaluation products based on standardized checklists. Quality assurance will be systematically applied during this evaluation and relevant documents will be provided to the evaluation team. This quality assurance process 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 way and draws its conclusions on that basis.
23. 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. OEV expects that all deliverables from the evaluation team are subject to a thorough quality assurance review by the evaluation company in line with WFP's EQAS prior to submission of the deliverables to OEV.
24. All final evaluation reports will be subjected to a post hoc quality assessment by an independent entity through a process that is managed by OEV. The overall rating category of the reports will be made public alongside the evaluation reports.

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<sup>53</sup> 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. A conflict of interest can also occur when, because of a person's possibilities for future contracts, the evaluator's ability to provide an impartial analysis is compromised. Cases of upstream conflict of interest are those in which consultants could influence the analysis or recommendations so that they are consistent with findings previously stated by themselves. Cases of downstream conflict of interest are those in which evaluators could artificially create favourable conditions for consideration in a downstream assignment. The potential for bias increases when an evaluator's work is solely focused on one agency. During the evaluation process, the evaluators are not allowed to have another contract with the evaluand/ unit subject to evaluation. To avoid conflicts of interest, particular care should be taken to ensure that independence and impartiality are maintained.

<sup>54</sup> 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.

# 5. Organization of the evaluation

## 5.1. Phases and deliverables

25. In order to present the evaluation in the February 2026 EB session, the following timetable will be used. Annex V presents a more detailed timeline.

**Table 2: Summary timeline - key evaluation milestones**

Main Phases	Timeline	Tasks and Deliverables
Preparation	May-Aug 2024	<ul style="list-style-type: none"> <li>• Preparation of Concept Note</li> <li>• Preparation of ToR</li> <li>• Stakeholder consultation</li> <li>• Identify and contract evaluation team</li> <li>• Establish IRG and EAG</li> </ul>
Inception	Sept-Dec 2024	<ul style="list-style-type: none"> <li>• Briefing evaluation team</li> <li>• Document review</li> <li>• Stakeholder briefings and interviews</li> <li>• Inception mission</li> <li>• Inception report</li> </ul>
Data collection and analysis	Jan-April 2025	<ul style="list-style-type: none"> <li>• Desk review</li> <li>• Country visits</li> <li>• Country Debriefings</li> <li>• Global debriefing</li> </ul>
Reporting	May-October 2025	<ul style="list-style-type: none"> <li>• Draft main report</li> <li>• Stakeholder workshop</li> <li>• Final evaluation report</li> <li>• Summary Evaluation Report</li> </ul>
Dissemination and follow-up	February 2026	<ul style="list-style-type: none"> <li>• Management response</li> <li>• EB informal consultations</li> <li>• EB presentation</li> <li>• Dissemination of evaluation results</li> </ul>

## 5.2. Evaluation team composition

### Team composition

26. A gender balanced and culturally diverse team of 4-5 people, including the team leader and a deputy team leader, will conduct the evaluation. The team should be interdisciplinary, with strong capacity in conducting global strategic evaluations, and organizational performance assessments. All team members must have experience evaluating humanitarian and development programmes and understand the multidimensional constraints under which WFP and its partners operate. The team should possess strong understanding/knowledge of:

- WFP at corporate and country levels, particularly the following functions: research, needs assessment and monitoring (RAM); targeting and beneficiary registration; and programme covering the various programmatic areas; budget management;
- Food security and nutrition analysis (including multi-partner processes such as the Integrated Phase Classification and the Cadre Harmonise);
- Vulnerability parameters (disability, gender, etc.);
- Targeting modalities for food security interventions;
- Social protection concepts and systems

- Gender, equity, wider inclusion issues. including disability and power dynamics
  - Accountability to affected people including community engagement and feedback;
  - Protection, including data protection and privacy; and
  - Analysis of qualitative and quantitative data and information, with strong quantitative skills including expertise in econometric modelling.
27. When conducting country studies, core team members should also be complemented by national experts, including female experts in order to be able to engage with women respondents. The team members should be able to communicate clearly both verbally and in writing in English. The team should also have additional language capacities (French, Arabic and Spanish).
28. The team should also include dedicated quality assurance support as referenced in section 4.5.

#### **Team leader**

29. The team leader position requires a minimum of 15 years' experience in evaluation. Knowledge of WFP operations, food security analysis and different targeting approaches and experience in quantitative data analysis are essential. Expertise in needs assessment and programme design will be an asset.
30. Supported by a deputy team leader, the primary responsibilities of the team leader will be:
- setting out the methodology and approach in the inception report
  - guiding and managing the team during the inception and evaluation phases
  - overseeing the preparation of data collection outputs by other members of the team
  - producing the inception and evaluation reports, bringing together the different inputs from team members in line with agreed Centralized Evaluation Quality Assurance System (CEQAS) standards and agreed timelines.
  - representing the evaluation team in meetings with stakeholders

### **5.3. Roles and responsibilities**

31. The evaluation manager is responsible for drafting the TOR; selecting and contracting the evaluation team; preparing and managing the budget; setting up the internal reference group and external advisory group; organizing the team briefing and the stakeholders' workshop; participating in the inception mission and supporting the preparation of the field mission; conducting the first-level quality assurance of the evaluation products (inception report and evaluation report); and soliciting WFP stakeholders' feedback on draft products. We would encourage the evaluation team to consider evaluation manager participation at analysis workshops, though this decision rests with the team. The evaluation manager will be responsible for writing the summary evaluation report (SER). The evaluation manager will be the main interlocutor between the team, represented by the team leader, the long-term agreement firm focal point, and WFP counterparts to ensure a smooth implementation process.
32. An internal reference group (IRG) will be formed and asked to review and comment on draft evaluation reports, provide feedback during evaluation briefings and be available for interviews with the evaluation team. An external advisory group (EAG) will be established to provide expert input on key deliverables and/or engage in discussions on key topics during the evaluation process. Annex VI presents the IRG and EAG composition.
33. The Director of Evaluation will approve the final evaluation products and present the SER to the WFP Executive Board for consideration.

### **5.4. Security considerations**

34. The evaluation team is expected to travel to all relevant WFP programme countries, including those with hazardous contexts. As an 'independent supplier' of evaluation services to WFP, the contracted

firm will be responsible for ensuring the security of the evaluation team, including adequate insurance and arrangements for evacuation for medical, security or other reasons. However, to avoid any security incidents, the evaluation manager will ensure that the WFP COs register the team members with the security officer on arrival in country and arrange 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 and SSAFE) if/where relevant, and attending in-country briefings. Security considerations will vary depending upon the nature of the context in the countries that will be selected as case studies.

## **5.5. Communication**

35. All strategic evaluation products will be produced in English. As part of the international standards for evaluation, WFP requires that all evaluations are made publicly available. Should translators be required for fieldwork, the evaluation firm will ensure inclusive and accessible communications throughout the process including among others making arrangements for translators if required. Corresponding costs will be included in the budget proposal. The evaluation team will propose/explore communication/feedback channels to appropriate audiences (including affected people as relevant) as part of the inception phase.

## **5.6. Budget**

36. The evaluation will be financed from WFP Programme Support (PSA) budget. The offer will include a detailed budget for the evaluation, including consultant fees, travel costs and other costs (interpreters, software licences, etc.). 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. In order to ensure that the estimated travel costs for the data collection phase are appropriate, those will be included in a second contract to be issued by the end of 2024, once the selection of country case studies is finalized.

# Annex I. Key concepts and definitions

73. **People-Centred Programming:** A standard of programming with any objective or activity that places affected people, communities, and their lived realities at the centre of decision-making at every stage of the programme cycle; with their unique risks and needs identified and meaningfully addressed.
74. **Inclusion:** Inclusion is about Leaving No One Behind and Reaching the Furthest Behind First, without discrimination. In WFP operations, inclusion means i) ensuring that all individuals have equitable access to WFP services and assistance, by addressing barriers and facilitating enablers; ii) addressing the specific and diverse needs of different individuals, through tailored programs; iii) ensuring meaningful participation of the most marginalized in decision-making.<sup>55</sup>
38. **Needs assessment:**<sup>56</sup> Needs assessments use qualitative and quantitative tools to identify the number of people who require external assistance in order to meet their minimum food (and other essential) needs. Needs assessments also help to assess geographic and seasonal differences in needs, the impact of shocks and trends in vulnerabilities and risks. A sound and comprehensive assessment should inform responses.
39. **Targeting:** the process by which populations are selected for assistance, informed by needs assessments and programme objectives. A targeting system comprises mechanisms to define target groups, targeting methods and eligibility criteria; identify eligible communities, households and individuals; and monitor the outcomes of targeting decisions.<sup>57</sup> The ED Directive also stipulates that targeting is cross-functional and continuous process that should be refined as appropriate. Targeting should be conducted with the equitable and meaningful participation of diverse members of affected communities.<sup>58</sup>
40. **Calibration** refers to the definition of the WFP Country Portfolio Budget and strategic prioritization of the CSP programmatic offer, in line with county office's capacity and funding perspectives.
41. **Prioritization (or operational prioritization):** The process through which people within a targeted population, who have greater needs and/or are in more vulnerable situations, receive assistance when overall identified needs cannot be met, or when entitlements are reduced due to resource constraints.
42. **Vulnerability:** A person is not inherently vulnerable but the situation they are in may render them vulnerable because of structural and other barriers to financial, social, physical, administrative or information resources.<sup>59</sup>

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<sup>55</sup> WFP Inclusion Action Statement, December 2023

<sup>56</sup> WFP. Targeting and Prioritization Guidance Note | January 2021

<sup>57</sup> WFP. Targeting and Prioritization Guidance Note | January 2021

<sup>58</sup> WFP. ED Circular "Management of Targeting Processes by WFP Offices". December 2022

<sup>59</sup> WFP. Protection and Accountability Policy. 2020

# Annex II. Overview of WFP policy normative framework

**Table 3: Policies and circular focusing on Needs assessment, Targeting and Prioritization**

Title	Description
<b>2004 Policy on Emergency needs assessment</b>	In emergency situations, WFP determines whether external food assistance is needed to preserve lives and livelihoods. It requires that emergency needs assessments be accurate and timely to ensure that people are not left at risk and that humanitarian resources are allocated effectively. It describes the range of data that is expected to be gathered through needs assessments and lists a range of needs assessments carried out by WFP with other partner agencies. WFP's emergency needs assessment policy was evaluated in 2007 (See summary evaluation report WFP/EB.2/2007/6-A).
<b>2006 - Targeting in Emergencies – Policy Issue</b>	This policy defines what targeting entails and outlines the principles of targeting. It was covered by the strategic evaluation of WFP's capacity to respond to emergencies, completed in 2020 (WFP/EB.1/2020/5-A)
<b>December 2022 - ED Circular “Management of Targeting Processes by WFP Offices”</b>  Link: <a href="#">here</a>	The objectives of this circular are to: a. re-establish targeting as a core activity across programmes, that is aligned with and supports the operationalization of WFP's strategic, policy and technical frameworks; b. within headquarters, regional bureaus, and country offices define high-level responsibilities and procedures to aide planning, coordination and execution of targeting; and c. ensure awareness of and promote adherence to corporate minimum standards and operational guidance available to support country office people-centred targeting processes.

**Table 4: Other Policies, strategies and Circulars relevant to Targeting and Prioritization**

Year of Approval	Policy
2004	Emergency Needs Assessments (WFP/EB.1/2004/4-A)
2004	Humanitarian Principles (WFP/EB.A/2004/5-C)
2006	Targeting in Emergencies (WFP/EB.1/2006/5-A)
2011	WFP Policy on Disaster Risk Reduction and Management (WFP/EB.2/2011/4-A)
2012	Update of WFP's Safety Nets Policy (WFP/EB.A/2012/5-A)
2013	WFP's Role in Peacebuilding in Transition Settings (WFP/EB.2/2013/4-A/Rev.1)
2015	WFP Gender Policy (2015–2020) (WFP/EB.A/2015/5-A)
2015	WFP Policy on Building Resilience for Food Security and Nutrition (WFP/EB.A/2015/5-C)
2016	WFP Policy on Country Strategic Plans” (WFP/EB.2/2016/4-C/1/Rev.1)
2017	WFP Climate Change Policy (WFP/EB.1/2017/4-A/Rev.1)
2017	WFP Nutrition Policy (WFP/EB.1/2017/4-C)
2018	WFP Risk Management Policy (WFP/EB.2/2018/5-C)
2020	WFP Protection and accountability policy (WFP/EB.2/2020/4-A/1/Rev.2)
2020	WFP disability inclusion road map (2020–2021) (WFP/EB.2/2020/4-B)
2020	WFP School Feeding Strategy
2021	WFP Strategy for Support to Social Protection.
2022	Gender policy 2022 (WFP/EB.1/2022/4-B/Rev.1)
2023	WFP Urban Strategy Achieving zero hunger in an urbanising world.
2023	WFP Cash Policy (WFP/EB.A/2023/5-A)

2024	Personal Data Protection and Privacy Framework (OED 2024/002)
2024	Global Assurance Framework (OED2024/004)

# Annex III – Key elements to be considered for WFP conceptual framework on targeting and prioritization

## HOW WFP KNOWS IT TARGETS ACCURATELY AND APPROPRIATELY

ASSESS & ANALYZE NEEDS & CONTEXT	DETERMINE TARGETING METHOD & CRITERIA	IMPLEMENT & VERIFY	MONITOR & ADJUST
<ul style="list-style-type: none"> <li>Robust food security needs assessments are conducted regularly by WFP and its partners.</li> <li>Assessments are complemented by thematic gender, protection and conflict-sensitive analyses.</li> <li>Available secondary data is assessed for reliability and relevance, and used accordingly.</li> </ul>	<ul style="list-style-type: none"> <li>On the basis of programme objectives and the operational context, the most accurate and appropriate method and criteria for inclusion to assistance is determined.</li> <li>Targeting and prioritization decisions are made through an established governance structure, well-justified and documented.</li> </ul>	<ul style="list-style-type: none"> <li>Targeting and prioritization decisions are implemented in line with documented procedures and field-level agreement with cooperating partners.</li> <li>WFP systematically verifies that the targeted communities and households are the ones receiving the assistance.</li> </ul>	<ul style="list-style-type: none"> <li>WFP regularly monitors the adherence to the established targeting process as well as the outcomes on assisted and non-assisted populations.</li> <li>Adjustments are made as required in view of evolving needs, contextual changes, lessons learned and best practices.</li> </ul>

## HOW WFP KNOWS IT ENSURES COMMUNITY ENGAGEMENT

ENGAGEMENT IN ALL PHASES OF THE PROCESS	ACCOUNT FOR CROSS-CUTTING PRIORITIES	OFFER OPPORTUNITY TO APPEAL DECISIONS	ENSURE EASY ACCESS TO FEEDBACK MECHANISMS
<ul style="list-style-type: none"> <li>WFP engages actively with the affected communities throughout the targeting process, from consultations on eligibility criteria for assistance, to monitoring of processes and outcomes of targeting processes.</li> </ul>	<ul style="list-style-type: none"> <li>Country Offices adhere to WFP's gender, protection, inclusion and conflict sensitivity standards during targeting and prioritization exercises.</li> </ul>	<ul style="list-style-type: none"> <li>All members of affected communities have the opportunity to appeal targeting and prioritization decisions, have their cases reviewed and receive feedback.</li> </ul>	<ul style="list-style-type: none"> <li>All members of affected communities can easily access community feedback mechanisms (CFMs) throughout the phases of the targeting process.</li> </ul>

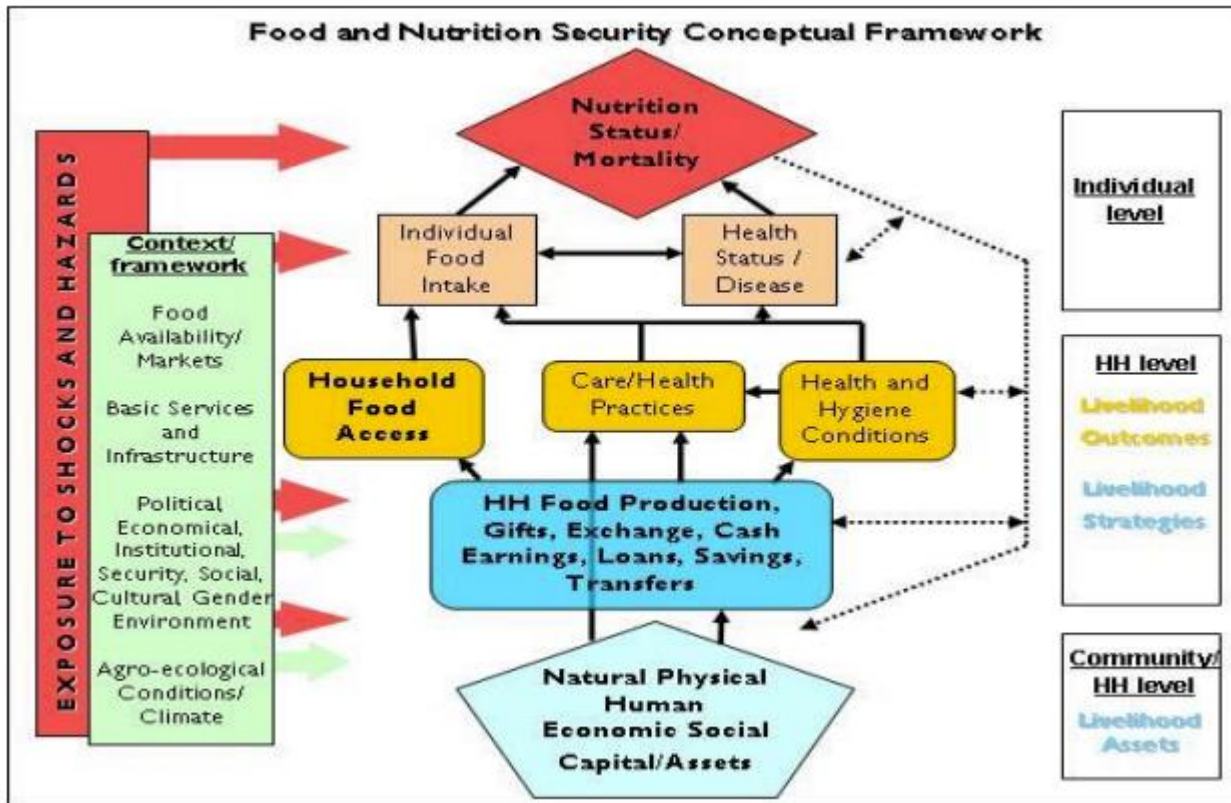
## HOW WFP KNOWS IT TARGETS BASED ON CONTEXT-, POPULATION- AND PROGRAMME SPECIFIC

<b>ADAPT TO THE CONTEXT</b>	<ul style="list-style-type: none"> <li>Decisions on targeting and prioritisation are made specific to the needs and vulnerabilities of affected communities, the programme response, as well as the operational context.</li> </ul>
<b>SEEK COMPLEMENTARITY</b>	<ul style="list-style-type: none"> <li>Complementarities with the targeting of activities implemented by governments and humanitarian partners are sought, to maximize impact.</li> </ul>
<b>BUILD AND MAINTAIN CAPACITIES</b>	<ul style="list-style-type: none"> <li>WFP takes responsibility for ensuring that its staff and cooperating partners are able to deliver on targeting-related commitments by offering required on-boarding, training and follow-up.</li> </ul>
<b>IDENTIFY AND MITIGATE RISKS</b>	<ul style="list-style-type: none"> <li>Risks and mitigation measures related to targeting and prioritization exercises are documented and handled as part of regular risk management processes.</li> </ul>
<b>MEASURE AND ANALYZE ERRORS</b>	<ul style="list-style-type: none"> <li>Inclusion and exclusion errors are measured and analysed in light of the operational context, including the type and phase of an emergency response, the impact on security and cohesion of reducing errors, and communities' perceptions and preferences of how assistance should be distributed.</li> </ul>

Source: WFP's Global Assurance – Factsheet



WFP Food security and Nutrition Conceptual Framework



Source: WFP EFSA Handbook (2009)

**WFP Essential Needs Conceptual Framework**



Source: WFP Essential Needs Assessment Guidance Note (2023)

# Annex IV. List of needs assessments and context analysis tools used by WFP

Title	Description
<p><b>Comprehensive Food Security and Vulnerability Assessment &amp; Vulnerability Analysis (CFSVA)</b></p> <p><b>Date:</b> 2009 <a href="#">Link</a></p>	<p>Provides an in-depth picture of the food security situation and the vulnerability of households in a given country during “normal times” and serves as such as the foundation for WFP programming at the country level.</p>
<p><b>Emergency Food Security Assessment (EFSA)</b></p> <p><b>Date:</b> 2009 <a href="#">Link</a></p>	<p>Assesses the impact of shock on the food security of households and communities within the affected area. An EFSA combines primary and secondary information to inform the decision-making process during rapid- and slow-onset emergencies.</p>
<p><b>Essential Needs Analysis</b></p> <p><b>Date:</b> June 2021</p> <p><a href="#">Link</a></p>	<p>It provides an analysis of essential needs, how people meet them and where there are gaps or constraints to meeting them. It enriches insight into food insecurity, its drivers and how it is connected with meeting other needs. A thorough understanding of essential needs helps in the design of effective food security responses. The WFP essential needs analysis package is relevant in a variety of contexts, particularly when assessing the situation of urban households who depend heavily on markets to meet their food and other essential needs. It consists of three guidance notes:</p> <ul style="list-style-type: none"> <li>• essential needs assessment</li> <li>• minimum expenditure baskets</li> <li>• supply analysis</li> </ul>
<p><b>Consolidated Approach for Reporting Indicators of Food Security (CARI)</b></p> <p><a href="#">Link</a></p>	<p>The CARI addresses the multiple dimensions of food security through five indicators<sup>60</sup>. Each surveyed household is classified into one of four food security categories –food secure, marginally food secure, moderately food insecure and severely food.</p>
<p><b>Market Analysis</b></p> <p><b>Date:</b> December 2011</p> <p><a href="#">Link</a></p>	<p>Aims at linking historic, prevailing, and forecasted market conditions to fully comprehend the market’s role in determining food security and identify the full range of response options and opportunities to mitigate market distortion. It considers all three levels of the market</p>

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<sup>60</sup> The five indicators are: Food Consumption Score, reduced Coping Strategies Index, Economic Capacity to Meet Essential Needs (ECMEN) OR Food Expenditure Share, and Livelihood Coping Strategies

Title	Description
<p><b>Nutrition assessments</b></p> <p><a href="#">Nutrition Humanitarian Needs Analysis Guidance (Global Nutrition Cluster)</a></p> <p><a href="#">SMART and Rapid SMART Methodology</a></p>	<p>When possible, standardized nutrition assessment should be used, but helpful information can be also obtained through admission numbers to treatment centres, disease outbreaks, or other concurrent health indicators. Four main methods can be used to assess an individual's nutritional status: Anthropometry, biochemical, clinical and dietary intake. Such assessments inform the design and targeting for moderate acute malnutrition treatment programmes. Inclusion of individuals in programmes to prevent acute malnutrition, prevent stunting, and address micronutrient deficiencies is generally based on context and programme specific criteria, such as age or physiological state (such as pregnant or lactating women).</p>
<p><b>Joint Approach to Nutrition and Food Security Assessment IPC and Cadre Harmonisé</b></p> <p><a href="#">Link IPC</a></p> <p><a href="#">Link CH</a></p>	<p>The Integrated Phase Classification (IPC) is a multi-partner initiative aimed at providing decision-makers with a rigorous, evidence- and consensus-based analysis of food insecurity and acute malnutrition situations, to inform emergency responses as well as medium- and long-term policy and programming. By using the IPC classification and analytical approach, Governments, UN Agencies, NGOs, civil society and other relevant actors, work together to determine the severity and magnitude of acute and chronic food insecurity, and acute malnutrition situations in a country, according to internationally-recognised scientific standards.</p> <p>The Cadre Harmonisé (CH) is the unified tool for consensual analysis of acute food and nutrition insecurity in the Sahel and West African region, coordinated by CILSS and jointly managed by the Economic Community of West African States (ECOWAS) and Union Economique Monétaire of West Africa (UEMOA)</p>
<p><b>Famine Early Warning Systems Network (FEWS NET)</b></p> <p><a href="#">Link</a></p>	<p>The (FEWS NET) provides early warning and evidence-based analysis of acute food insecurity to inform humanitarian and development response.</p> <p>FEWS NET classification is IPC-compatible, which means it follows key IPC protocols but is not built on multi-partner technical consensus, so it does not necessarily reflect the consensus of national food security partners</p>
<p><b>Integrated context Analysis (ICA)</b></p> <p><b>Date:</b> April 2014</p> <p><a href="#">Link</a></p>	<p>It is a three-step process used to identify and discuss the most appropriate programmatic strategies in specific geographical areas between WFP, government, and partners. It places people and partners at the centre of planning, using converging analyses, consultations, and consensus-building at three different levels:</p> <ol style="list-style-type: none"> <li><b>National level:</b> Integrated Context Analysis (ICA) that combines historical trends of food security, nutrition, and shocks with other information such as land degradation, roads, markets, etc., to identify priority areas of intervention and appropriate programme strategies</li> <li><b>Sub-national level: Seasonal livelihood programming (SLP)</b> is a consultative process to design an integrated multi-year, multi-sectorial operational plan using seasonal and gender lenses.</li> <li><b>Local level:</b> Community-based participatory planning (CBPP) aims to identify needs and tailor programme responses to local requirements by ensuring prioritisation and ownership by communities.</li> </ol>
<p><b>WFP Guide to Climate &amp; Food Security Analyses</b></p> <p><b>Date:</b> June 2019</p> <p><a href="#">Link</a></p>	<p>It aims to support COs in understanding the impacts that climate change can have on vulnerable people's food security and nutrition, the possible adaptation actions they can take, and aim to help decision-makers identify the most appropriate policies and programmes to implement, in order to prepare for climate risks, respond to climate-related disasters and adapt to longer-term climate change.</p>

Title	Description
<p><b>Conflict Analysis and Conflict sensitivity risks assessment</b></p> <p><b>Date:</b> June 2021</p> <p><a href="#">Link</a></p>	<p>Conflict Analyses are an examination of the various levels and types of conflicts that exist in a given context. It offers an overall picture or “factual” snapshot of the conflict, the causes/drivers/triggers of the conflict and the main actors involved, including through a gender lens.</p> <p>Conflict sensitivity risks assessments look at how WFP programming could become caught up in conflict dynamics. It is mainly concerned with minimising the chances of WFP inadvertently having a negative impact on the dynamics of the conflict, including by exacerbating divisions and tensions. It also explores how WFP can identify and capitalise on opportunities to contribute to social cohesion and peace.</p>
<p><b>Integrated cross cutting context analysis and risk assessment (I-CARA)</b></p> <p><b>Date:</b> October 2023</p> <p><a href="#">Link</a></p>	<p>I-CARA integrates analysis from a protection, gender and conflict sensitivity lens. It comprises of 2 steps:</p> <p>Context analysis: allows WFP to better understand the context within which food and nutrition insecurity flourishes, and</p> <p>Risk analysis: to better understand and mitigate how WFP could unintentionally create or exacerbate existing risks.</p> <p>I-CARA strengthens synergies between cross cutting teams and avoids duplication. It can be applied at national level to inform the design of the Country Strategic Plan and at subnational level to inform any, or all, of the following: the design of new or adjustment of existing activities, the programme portfolio of a specific field/area office, or the set-up of an emergency response.</p> <p>It is a higher-level stand-alone analysis that can identify issues requiring further attention. These specific issues may then require in-depth targeted analysis, such as a gender analysis</p>
<p><b>Gender Analysis</b></p> <p><a href="#">Gender Analysis Key Questions</a></p> <p><a href="#">Gender Analysis in Emergency Response: Core questions</a></p>	<p>Gender analysis is the systematic examination and interpretation of quantitative data and/or qualitative data about people from a gender perspective. It is a tool for documenting and understanding the lives of women and men, girls and boys; for example, their circumstances, needs, interests, roles, responsibilities, relations, activities, opportunities, vulnerabilities, capacities, participation, power, access and control over resources, and exercise of human rights. It is an essential tool for achieving gender equality.</p>
<p><b>Joint Intersectoral Analysis Framework (JIAF) 2.0</b></p> <p><a href="#">JIAF - Joint Intersectoral Analysis Framework</a></p>	<p>The Joint Intersectoral Analysis Framework (JIAF) was introduced in the Humanitarian Programme Cycle in 2020 and is based on an analytical approach that considers the coexistence and intersection of different needs spanning different sectors, and how their combined effects lead to humanitarian outcomes. It provides key information that can assist decision-makers in coordinating and implementing a more effective response, answering the key questions of how many people are in need, where they are, how severe their needs are, which are the drivers of the needs and who are those most in need. The JIAF includes a set of protocols, methods and tools that classify the severity of humanitarian conditions resulting from a shock.</p>
<p><b>Global Humanitarian Needs Overview (GHNO)</b></p> <p><a href="#">link</a></p>	<p>The Global Humanitarian Overview is an annual assessment of global humanitarian needs and how to respond to them. It provides the People in Need (PiN) figure for the Food Security and Livelihoods cluster, based on data collected during the year .</p>

# Annex V. Detailed Timeline

Phase 1 – Preparation		By whom	June–August 2024
	Clearance of Draft 1 ToRs prior to sharing with the IRG	DoE	1 July 2024
	Call for proposals	EM	1 July 2024
	Comment on Draft 1 ToRs	IRG	1-12 July 2024
	Develop Draft 2 ToRs	EM/RA	19 July 2024
	Clearance of the final ToRs	DoE	29 July 2024
	Submission of proposals	LTAs	15 July 2024
	Team selection	EM/RA/QA2	2 Aug 2024
	Finalization of contract with LTA firm	EM/RA/QA2	23 Aug 2024
Phase 2 – Inception			Sept 24- Dec 25
	Team preparation prior to HQ briefing (reading docs)	ET	2-11 September 2024
	Virtual briefings with lead HQ Divisions	EM/RA/ET	12-13 September 2024
	Inception mission in HQ	EM/RA/TL	23-27 September 2024
	Virtual briefings with COs/RBs/external stakeholders	EM/RA/ET	27-30 September 2024
	Inception mission in one country		1-8 October 2024
	Development of the inception report V0	ET	25 October 2024
	Comment on the inception report V0	EM/RA/QA2	31 October 2019
	Develop inception report V1	ET	8 November 2024
	Comment on the inception report V1	EM/RA/QA2	13 November 2024
	Develop inception report V2	ET	18 November 2014
	Clearance of inception report V2 prior to sharing with the IRG	QA2	21 November 2024
	Comments from the IRG on the inception report	IRG	22 Nov – 5 Dec 2024
	Develop inception report V3	ET	11 December 2024
	Comment on the inception report V3	EM/RA/QA2	16 December 2024
	Develop inception report V4	ET	19 December 2024
	Review of the inception report V4	EM/RA/QA2	18 December 2024
	Clearance of the final inception report	QA2	23 December 2024
Phase 3 – Data collection phase			January-April 2025
	Field visit preparation and desk-based country case analysis	ET	8 Jan -23 Feb 2025
	Online surveys deployment and analysis	ET	Jan - February 2025
	Remote key informant interviews	ET	Jan - April 2025
	In-country data collection and country mission debriefings	ET	1 March - 30 April 2025

Phase 4 – Data analysis and reporting			May–October 2025
	Data analysis and drafting of evaluation report V0	ET	6 May- 7 June 2-25
	Preliminary findings debriefing (online)	ET/IRG/OEV	22 May 2025
	Submit draft evaluation report V0 to OEV	ET	7 June 2025
	Comment on the evaluation report V0	EM/RA/QA2	14 June 2025
	Develop evaluation report V1	ET	21 June 2025
	Comment on the evaluation report V1	EM/RA/QA2	28 June 2025
	Develop evaluation report V2	ET	5 July 2025
	Clearance of evaluation report prior to sharing with IRG	DOE	12 July 2025
	Comment on the evaluation report V2	IRG	26 July 2025
	Stakeholder workshop	ET/IRG/OEV	30 July – 1 August 2025
	Develop evaluation report V3	ET	9 August 2025
	Comment on the evaluation report V3	EM/RA	16 August 2025
	Develop evaluation report V4	ET	23 August 2025
	Comment on the evaluation report V4	EM/RA/QA2	30 August 2025
	Develop evaluation report final version	ET	6 September 2025
	Clearance of the final evaluation report	QA2	13 September 2025
	Develop Summary Evaluation report V0	EM/RA	6 September 2025
	Comment on Summary Evaluation report V0	QA2	13 September 2025
	Revise Summary Evaluation report V1	EM/RA	20 September 2025
	Validate draft SER	TL	20 September 2025
	Clearance of Draft Summary Evaluation report V1	QA2	27 September 2025
	Comment on Summary Evaluation report V1	OPC	11 October 2025
	Develop Summary Evaluation report V2	EM/RA	18 October 2025
	Comment on Summary Evaluation Report V2	QA2	25 October 2025
	Approval of the Summary Evaluation report	DoE	25 October 2025
Phase 5 – Dissemination and follow-up			Oct 2025–Feb 2026
	SER editing/evaluation report formatting and final publication	EBS	8 November 2025
	Management response (MR) preparation	CPPG	15 November 2025
	Presentation of SER and MR at EB Round Table	DoE	December 2025
	Presentation of SER and MR to the EB Session	DoE	February 2026

# Annex VI. Role and composition of internal reference group and external advisory group

## Internal reference group

43. The table below presents the proposed membership of the evaluation Internal Reference Group. Expected roles, and type of engagement of IRG members are outlined in section 5.3 of the Terms of Reference.

**Table 5: Proposed members for the Internal Reference Group**

<b>Chief of Staff</b>	
Global Privacy Office	Michela Bonsignorio Britt Huveneers
<b>DED &amp; COO Office</b>	
	Laura Turner
Risk Management Division	Harriet Spanos
<b>Programme Operations Department</b>	
Strategic Coordination and AED Office	Nicolas Bidault
<b>Programme Policy and Guidance Division</b>	
Emergency Preparedness and Response Service Humanitarian Policy and Practice Operational support Global food security	Cinzia Papavero Jacqueline Cavalcante Marie-Helene Kyprianou
School Meals and Social Protection Service	Andres Chamba
Climate and Resilience Service	Philippe Crahay
Gender, Protection and inclusion service	Roberto Borlini
Nutrition and Food Quality Service	Jo Jacobsen
<b>Analysis, Planning &amp; Performance Division</b>	
Food Security and Nutrition Analysis Service Assessment and Targeting Unit	Jean Martin Bauer Naouar Labidi
Programme Budget Management Service	Hakan Falkell
Programme Monitoring & Reporting	Elvira Pruscini
Research and Knowledge Management Service Identity Management Norms & Standards unit	Mark Gordon Rebecca Skovbye
<b>Supply Chain and Delivery Division</b>	



Delivery Assurance	Cheryl Anne Harrison
<b>Partnerships and Innovation Department</b>	
Partnerships Coordination Services	Silvia Caruso
<b>Workplace and Management Department</b>	
Technology	Gina Pattugalan
<b>Regional Bureaux and country offices</b>	
RBB: Andrea Berardo, Regional Head of RAM	
RBC: Chris Mawhorter, Regional Targeting Advisor and Tobias Flaemig, Regional Head of Knowledge Generation	
RBD: Olo Sib, Region Head of RAM and Rachida Aouameur, Regional EPR Humanitarian Advisor	
RBJ: Para Hunzai, Regional Targeting Adviser and Kaori Ura, Regional Head of Programme	
RBN: Alberto Gualtieri, Regional Targeting Officer	
RBP: Marta Ortiz, Regional VAM Officer	
Country offices selected as case studies (TBD)	

## External advisory group

44. The External Advisory Group (EAG) is an advisory body providing substantive advice and feedback to the Evaluation Manager on topics related to their specific areas of expertise at key moments during the evaluation process. Work to identify potential members begins during the preparatory phase of the evaluation but the group may not be fully formed until into the inception phase. Proposed EAG members include:

- **Dan Maxwell**, Food Security at the Friedman School of Nutrition and Research Director at the Feinstein International Center
- **Filippo Minozzi**, Head of Analysis and Evidence Unit, International Committee of the Red Cross (ICRC)
- **Veronique Barbelet**, independent consultant
- **Issoufou Baoua**, Regional Coordinator, Permanent Interstate Committee for Drought Control in the Sahel (CILSS)

# Annex VII. Preliminary stakeholder analysis

Internal stakeholders	Interest in the evaluation	Participation in the evaluation
<b>Chief of Staff Office</b>	<p>The <b>Global Privacy Office</b>, which is the main authority in WFP for personal data protection matters, has an interest in the evaluation given its advisory role in supporting Country Offices, RBs and Divisions of the organization on strategic data protection issues, including those related to beneficiary data.</p>	<p>A representative from the Global Privacy Office will be invited to join the IRG and will be interviewed at inception and data collection phase</p>
<b>DED &amp; COO Office</b>	<p>The <b>DED and COO Office</b> has a direct interest in the evaluation given its role in coordinating cross-cutting functions and initiatives, such as the Global Assurance Plan, and supporting field operations for Corporate Scale-Up and Corporate Attention Emergencies</p> <p>The <b>Risk Management Division</b> will be a key stakeholder of the evaluation for its role in ensuring that targeting and prioritization-related risks are embedded in risk assessment and management tools and processed. RMD also provides functional leadership to a network of Risk Officers and risk focal points located in Regional Bureaux and high risk Country Offices.</p>	<p>A representative from the DED/COO Office and RMD will be invited to join the IRG. They will provide comments on evaluation deliverables and will participate to the HQ debriefing and stakeholder workshop.</p>
<b>Analysis, Planning &amp; Performance Division (APP)</b>	<p>The <b>Analysis, Planning &amp; Performance Division (APP)</b> has a direct interest in the evaluation given its pivotal role in providing credible, relevant and timely evidence that forms the basis for the design of WFP operations. Within APP, the <b>Food security and Nutrition Analysis Service (APP-FA)</b> has a direct interest in the evaluation given its leading responsibility in conducting needs assessment, economic and market analyses as well as setting the standards for quality needs assessments and targeting and prioritization processes across WFP. Its collaboration with key multi-national stakeholders as the Integrated Food Security Phase Classification (IPC/CH), is also of relevance. The <b>Field Monitoring Unit (APPMF)</b> which oversees the work on the Community Feedback Mechanisms and the <b>IDM Norms &amp; Standardization Unit (APP-RI)</b> are also primary users.</p> <p>The Planning and Prioritisation Unit in the <b>Programme Budget Management Service</b>, represents another important stakeholder for this evaluation, given the support it provides to Regional Bureaux and Country Offices in managing and prioritising financial resources.</p> <p>The <b>Research and Knowledge Management Service</b> has an interest in the evaluation linked to its efforts to ensure that all relevant experiences, challenges, and successes are captured and re-incorporated into the organization's work as well its work on beneficiary Identity Management.</p>	<p>Representatives from APP will be part of the IRG. They will be interviewed as key informants during the inception and data collection phases; they will provide comments on evaluation deliverables and will participate to the global preliminary findings debriefing and final stakeholder workshop. They will provide relevant documentation, data and contacts to the evaluation</p>

**Programme Policy and Guidance Division (PPG)**

**The Programme Policy and Guidance Division (PPG)** is a primary user for this evaluation given its role in developing strategic, normative, and technical guidance across programme and thematic areas defined by WFP's Strategic Plan. PPG is responsible for translating WFP's set of policies into operational guidance and tools. Its role is to provide effective and timely support to WFP regional bureaux (RBs) and country offices (COs), including surge capacity to effectively design, integrate, and implement high-quality programmes across the diverse set of contexts in which WFP operates, from preparedness, emergency responses to protracted crises.

**The Emergency Preparedness and Response Service** has an interest in the evaluation given its role in contributing to improved quality of WFP's emergency operations and responding to critical operational challenges such as targeting, prioritization, ration setting, among others as well as its effort to place affected people and communities at the centre of programme cycle, by focusing on protection and accountability to affected people (AAP); conflict sensitivity and contribution to peace; humanitarian access and principles; displacement and programming in urban contexts. The Service also houses the a) **UNHCR-WFP Joint Hub**, which supports joint assessment and targeting approaches for operations supporting refugee populations. and b) the Global Food Security Cluster which is co-led by WFP and FAO and leads the strategic and operational coordination of food security and livelihoods activities, avoiding duplications and gaps, and ensuring complementarities in the humanitarian response.

**The Nutrition and Food Quality Service** has an interest in the evaluation given its effort on capturing evidence, advancing best practice, and providing technical support to improve nutrition-sensitive and nutrition-specific programming, improve diets and address malnutrition in its various forms.

**The School Meals and Social Protection Service** has an interest in the evaluation in light of its key role in providing operational support, technical assistance, and policy advice to governments looking to build and strengthen social protection systems, thus enhancing WFP's engagement and interactions with governments and partners on aspects related to targeting in the context of school meal programmes and social protection.

**The Climate and Resilience Service** has an interest in the evaluation linked to the Service's role in promoting integrated resilience programming package of assistance and targeting decisions based on integrated context analysis.

**The Gender, Protection and inclusion service** has an interest in the evaluation for its leading role in ensuring that Gender Equality, Protection and Accountability to Affected People, Disability Inclusion, Indigenous Peoples and Digital Financial Inclusion/Women's Economic Empowerment are integrated in each step of the programme design, implementation and monitoring.

Representatives from PPG will be part of the IRG. They will be interviewed as key informants during the inception and data collection phases; they will provide comments on evaluation deliverables and will participate to the global preliminary findings debriefing and final stakeholder workshop. They will provide relevant documentation, data and contacts to the evaluation.

<p><b>Supply Chain Operations Division (SCO)</b></p>	<p>The <b>Operational Partners Unit</b> within the <b>Delivery Assurance Service (SCDD)</b> oversees WFP's engagement with its cooperating partners. As cooperating partners play an important role in operationalizing targeting strategies, the Operational Partner Unit will have a particular interest in the evaluation.</p>	<p>A representative from the Operational Partners unit will be invited to join the IRG. S/he will provide comments on evaluation deliverables and will participate to the HQ debriefing and stakeholder workshop.</p>
<p><b>Technology Division (TEC)</b></p>	<p>The <b>Technology Division (TEC)</b> has an interest in the evaluation in light of its work related to beneficiaries' identity management and data protection and support to other tech solutions.</p>	<p>A representative from TEC will be part of the IRG. S/he will provide comments on evaluation deliverables and will participate to the HQ debriefing and stakeholder workshop.</p>
<p><b>Partnership and Innovation Department (PI)</b></p>	<p>The <b>Partnership Coordination Service (PCS)</b>, has an interest in the evaluation linked to its crucial role in resource mobilisation and the consequences it may have in prioritization decisions.</p> <p>For the <b>Geneva Office</b>, the evaluation may be of interest where it can contribute to global level discussions with key humanitarian actors.</p>	<p>A representative from PI will be invited to join the IRG. S/he will provide comments on evaluation deliverables and will participate to the HQ debriefing and stakeholder workshop.</p>
<p><b>Regional Bureaux</b></p>	<p><b>Regional bureaux</b> are primary users for this evaluation given their role in supporting country offices in developing and operationalizing targeting and prioritization strategies. Specifically, Regional Targeting Advisors, RAM Advisers and has a direct interest in the evaluation.</p>	<p>Representatives from the six regional bureaux will be invited to join the IRG. They will be interviewed as key informants during the inception and data collection phases; they will provide comments on evaluation deliverables and will participate to the global preliminary findings debriefing and final stakeholder workshop. They will provide relevant documentation, data and contacts to the evaluation.</p>
<p><b>Country Offices</b></p>	<p><b>Country Offices</b> are primary users for this evaluation given their primary role in designing and operationalizing targeting and prioritization strategies.</p>	<p>Representatives from the countries selected as case studies will be part of the IRG. They will be interviewed during the inception and data collection, they will provide comments on evaluation deliverables and will participate to the global preliminary findings debriefing and stakeholder workshop. They will provide relevant documentation, data and contacts to the evaluation and support the in-country missions.</p>
<p><b>The Executive Board</b></p>	<p>The <b>Executive Board</b> has a direct interest in the evaluation given the intergovernmental support, policy direction and overall supervision that it provides to WFP's operations.</p>	<p>Presentation of the evaluation results at the Evaluation Round Table and formal session</p>

External stakeholders <i>[NB: the evaluation team is expected to extend and develop the stakeholder analysis as part of inception]</i>		
<b>Affected communities</b>	<p>Affected communities are a primary stakeholder: as the ultimate recipients of WFP assistance, they have a stake in WFP determining whether its targeting and prioritization are effective.</p> <p>They include men, women, boys and girls with various social and economic status, age and diversity profiles. Groups that are particularly at risk and marginalised such as refugees, internally displaced people, migrants, people with disabilities, pastoralists and other marginalized groups will be identified. Among them some receive WFP assistance and others don't.</p>	Beneficiaries and non-beneficiaries will be consulted during the data collection phase
<b>Host governments with their relevant ministries</b>  <b>Community leaders/ gate keepers</b>	<p>Host governments have a stake in understanding whether WFP's targeting approaches are effective. They may want to influence WFP's targeting and prioritization decisions. The evaluation may also help to strengthen the collaboration between the governments and WFP.</p> <p>Community leaders/gate keepers have an interest in the evaluation in light of the active role they have in targeting processes.</p> <p>Other organizations representing the civil society (ie Women-led organizations, HIV/AIDS collectives, Indigenous Peoples' representative groups, organizations of people with disabilities, etc)</p>	Host governments and community leaders/ gate-keepers will be consulted during the data collection phase
<b>WFP cooperating partners (international and national NGOs)</b>  <i>[list to be confirmed during the inception phase]</i>	<p>WFP CPs have a direct interest in the evaluation for their pivotal role in assisting WFP's work in different areas, including vulnerability assessment and targeting related activities (e.g. targeting communication and sensitization, implementation on the ground etc)</p>	They will be key informants. Some will be interviewed during the inception and data collection phases. Others will only be interviewed at data collection stage
<b>United Nations Entities</b>  <i>[list to be confirmed during the inception phase]</i>	<ul style="list-style-type: none"> <li>- United Nations Office for Coordination (OCHA)</li> <li>- United Nations Children Fund (UNICEF)</li> <li>- United Nations High Commissioner for Refugees (UNHCR)</li> <li>- International Organization for Migration (IOM)</li> <li>- UN Food and Agriculture Organization (FAO)</li> <li>- International Fund for Agricultural Development (IFAD)</li> </ul> <p>Primary audience of the evaluation. The evaluation is expected to help enhance and improve collaboration with WFP.</p>	They will be key informants. Some will be interviewed during the inception and data collection phases. Others will only be interviewed at data collection stage
<b>Other humanitarian and development actors</b>	<p>Other humanitarian and development actors that have and expertise in food security analysis and face challenges in terms of targeting and prioritization in their field operations. Those include among others Action Contre La Faim, Save the Children, the International Committee of the Red Cross (ICRC)</p>	They will be key informants and interviewed during the data collection phase.
<b>Regional institutions</b>	<p>Primary audience of the evaluation. The evaluation is expected to help enhance and improve collaboration with WFP.</p> <ul style="list-style-type: none"> <li>- African Union</li> <li>- Permanent Interstate Committee for Drought Control in the Sahel (CILSS)</li> <li>- Central American Integration System (SICA)</li> <li>- Southern African Development Community (SADC)</li> </ul> <p><i>[list to be confirmed during the inception phase]</i></p>	They will be key informants and interviewed during the data collection phase.

<p><b>Leading academia institutions and research centres</b></p>	<p>Secondary audience of the evaluation. The evaluation is expected to help enhance and improve collaboration with WFP. Those include among others:</p> <ul style="list-style-type: none"> <li>- Sahel Universities Network for Resilience (REUNIR)</li> <li>- Southern Africa Resilience and Livelihoods University Network (SARLUN)</li> <li>- Stockholm International Peace Research Institute (SIPRI)</li> <li>- Overseas Development Institute</li> <li>- International Development Research Center</li> <li>- Tufts University</li> <li>- International Food Policy Research Institute (IFPRI)</li> </ul> <p><i>[list to be confirmed during the inception phase]</i></p>	<p>They will be key informants and interviewed during the data collection phase.</p>
<p><b>Coordination platforms</b></p>	<p>These coordination platforms and hubs have an interest in the evaluation in light of their collaboration with WFP in the area vulnerability assessment and targeting, as well as operational response.</p> <ul style="list-style-type: none"> <li>- <i>Inter-Agency Standing Committee</i></li> <li>- <i>UNHCR/WFP Joint Hub</i></li> <li>- <i>Global Food Security Cluster</i></li> <li>- <i>Global nutrition cluster</i></li> <li>- <i>IPC and Cadre Harmonise'</i></li> </ul>	<p>They will be key informants and interviewed during the data collection phase.</p>
<p><b>Donors</b></p> <p><b>WFP Top 5 donors for the period 2019-2024 are the USA, Germany, European Commission, United Kingdom and Private donors. Other relevant donors will be identified in the inception phase</b></p>	<p>Key donors will have a specific interest in the evaluation not only for accountability and learning reasons, but also in light of the increasing demand from the donor community for WFP to strengthen its targeting approach and demonstrate that its resources are used to reach the most vulnerable to food insecurity and malnutrition. Specific donors (USAID, BHA, ECHO) are also funding WFP initiatives to enhance targeting and prioritization.</p>	<p>They will be key informants and interviewed during the data collection phase.</p>

# Annex VIII. Preliminary evaluability assessment

## Utility and stakeholder interest

45. Consultations within WFP during the preparation of the concept note and TORs for this evaluation showed that there was a **high level of interest amongst WFP management and staff** in this evaluation. However, there might sensitive issues arising which will require particular attention from OEV and the evaluation team, notably creating a safe space for staff and partners to share their perspectives as well as robust confidentiality measures.

## Conceptual clarity

46. The main two policies concerned are relatively dated; they are complemented by a more recent ED Circular which however tend to primarily focus on targeting processes. None of these documents provide an **explicit Theory of Change**. Furthermore, the interchangeable use of targeting and prioritization concepts may challenge the evaluation's distinct assessment of trade-offs associated with each concept.

## Data availability and quality

### Quantitative data

47. The evaluation will be able to rely on a set of corporate quantitative data available for all country offices where WFP operates and covering the evaluation period 2019-2024 with regards to:
- ◆ Estimated number of food insecure people by country and year, based on the WFP Global Operation Response Plans (GORPs), which compile information from various sources: primarily IPC/CH and, where those are not available, FEWSNET, Humanitarian Needs Overview, EFSA, GRFC and others. GORP data are available from 2020 and cover 78 to 80 countries each year (see Figure 2, section 1.2 Context). Furthermore, the "DataViz"<sup>61</sup> platform led by APP-FA provides access to a list of reports and analyses<sup>62</sup> (e.g. needs assessments, market bulleting and analyses, IPC reports, integrated context analysis, special studies,) as well as live data dashboards on food security and its drivers by country and at global level, since end of 2000.
  - ◆ Financial data will provide evidence on WFP overall financial requirements based on needs (Needs Based Plan), adjusted annual requirements based on forecasted level of funding and operational challenges (Implementation Plan), available resources and actual expenditures. Financial data is accessible mainly through the irm.analytics and the CSP dashboards, as well as retrievable from wings upon request.
  - ◆ Donor earmarking data will inform analysis on the extent to which WFP is able to prioritize available resources solely based on needs.

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<sup>61</sup> [DataViz \(wfp.org\)](https://www.wfp.org/dataviz).

<sup>62</sup> The list includes all reports produced by APP-F at HQ level and any assessments/reports/studies that other HQ units or RBx or COs decide to share in the system by following these guidelines [docs.wfp.org/api/documents/WFP-0000154543/download/](https://docs.wfp.org/api/documents/WFP-0000154543/download/)



- ◆ COMET reports on planned and actual direct beneficiaries<sup>63</sup> and planned and actual quantity of food distributed (in metric tons) and cash transferred (in USD). Reports can be provided with different levels of disaggregation: by gender, by year and month, by country and location, by activity and programme area.
  - ◆ COMET reports also provide outcome data which can contribute to the assessment of the effects of prioritization decisions such as the scale-down of food assistance or reduction of rations on food security and nutrition outcomes. This would require being able to make a causal link between and changes in food security and nutrition outcomes. Where COs have monitored such effects, the evaluation may draw from such studies and triangulate with other sources of evidence.
48. The CRF 2022-2025 introduced several corporate high-level targets that provide some relevant data in relation to targeting and prioritization but cover only SO1 and have only been reported for 2023. Those include:
- ◆ Percentage of acutely food-insecure people receiving emergency assistance by WFP
  - ◆ Percentage of women and children in need who benefit from WFP services to prevent and treat wasting
  - ◆ Percentage of WFP in-kind transfers that are nutritionally adequate
  - ◆ Number of countries with cash operations responsive to people's essential needs
49. Country offices have established various channels for communicating with affected communities. A large number of the enquires made by communities relate to targeting issues. A central digital solution which is being rolled out in the 31 high-risk country offices, will provide overall data on the number of enquiries related to targeting and prioritization. However, as of June 2024, this platform covered only 8 country offices and the data might cover only recent years (2022-2024). Country-specific **Community Feedback Mechanisms** repository as well as evidence from community consultations may provide more comprehensive data for the country case studies. However, there may be limitations in comparing or aggregating such data across countries.
50. Furthermore, it is important to mention that the current CSPs' budget structure does not include dedicated budget lines for targeting and therefore it is not possible to systematically track **targeting-related planned costs and expenditures**. Discussions are ongoing among data owners to understand how to tackle this issue. Data on planned budgets and actual expenditures for monitoring and needs assessments is available across country offices from 2017.

### **Qualitative data**

51. As part of a broader "RAM Information Management Ecosystem"<sup>64</sup>, the DataViz<sup>65</sup> platform, in addition to data and reports on food insecurity (see paragraphs above) includes also i) the emergency dashboard, with operational information related to active WFP emergency operations, ii) the hunger explorer, through which the user can access, for a selected number of countries in which WFP operates, to daily updates on data and analyses related to hunger, and ii) the world's largest market prices database.
52. In the selected country-case studies, the evaluation will be able to review the range of **needs assessments, food security and nutrition studies/surveys, gender analysis, protection and conflict-sensitive risk assessments, integrated context analysis** among others carried out by WFP and partners.

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<sup>63</sup> WFP direct beneficiaries (also called "Tier 1" beneficiaries) are identifiable and recorded individuals who receive direct transfers from WFP or from a cooperating partner, to improve their food security and nutrition status. Transfers include in-kind food, cash-based transfers and/or individual capacity strengthening.

<sup>64</sup> <https://resources.vam.wfp.org/planning/ram-im-ecosystem/ram-im-ecosystem/ram-information-management-ecosystem>

<sup>65</sup> [DataViz \(wfp.org\)](https://www.wfp.org/dataviz). The platform

53. All **Country Strategic Plans** and **budget revisions** (accessible on WFP website) provide an overview of the main sources of evidence that informed their design, including needs assessments and other context analysis. However, such documents describe only in broad terms the targeting approach. Documentation from the CSP review and commenting process by HQ divisions will provide further insights along with transcripts from informal consultations and formal sessions from the Executive Board.
54. **Targeting and prioritization decisions at country level** are not captured centrally and the extent to which they are systematically documented will vary from one country to another. Some COs have developed **targeting strategies** and/or **targeting standard operating procedures (SOP)**. As of June 2024, an estimated 22 countries out of the 31 COs identified as "High risk COs" indicated having a targeting strategy and/or targeting SOPs in place. The extent to which prioritization decisions are documented at country level will need to be explored in consultation with the regional bureaux. Selected evidence can be retrieved from an analysis of the **Annual Country Reports**.
55. **Studies or operational research** related to targeting and prioritization have been carried out in some countries. These include for example a study on the cost of targeting commissioned by the WFP UNHCR Hub, a study in Somalia piloting two different modalities for Vulnerability-Based Targeting for Unconditional Resource Transfers as well as several studies on the impact of ration cuts in Afghanistan, Bangladesh, Malawi and Mauritania. If available on time, the results from these studies might inform the strategic evaluation.
56. Some of the **process monitoring** work conducted by Country Offices, including the post-distribution monitoring reports as well as targeting monitoring reports (and related action tracking sheets) may provide some insights on the extent to which COs monitor the effects of targeting and prioritization decisions.
57. In relation to the **institutional arrangements**, the evaluation will be able to draw from a range of documents, including regional targeting and prioritization strategies, materials from regional trainings, the tracking system established as part of the **Global Assurance Plan** and other internal documents.
58. The strategic evaluation will draw from the **Summary of Evaluative Evidence (SEE) on targeting** in emergencies (being finalised) and the **SEE on (re)- Prioritization** expected to be completed in September 2024. This will be complemented by a consolidation of the findings, conclusions and recommendations from recent global evaluations that relate to targeting and prioritization. This will allow to capitalize on available evaluative evidence on this subject. The recent *Summary of Evaluation Evidence on targeting in emergency* highlights that all evaluations reviewed showed significant gaps in providing:
- a. A comprehensive overview of the types of vulnerability and needs assessments used across different contexts to inform targeting decision as well as an assessment on their quality (i.e. quality of primary/secondary data, quality of analyses). Furthermore, WFP country offices customized assessments to their and their partners' needs, and adapted, mixed and matched targeting approaches to fit the context and constraints under which they were operating.
  - b. A detailed analysis of the relevance and trade-offs of different targeting methods used, including how these have been adapted to context and programming.
  - c. A review of the extent to which corporate and/or country specific targeting strategies and guidelines are implemented
  - d. An assessment of the clarity of roles and responsibilities for targeting and segregation of duties within the CO and between WFP and its partners
  - e. Verification of coverage of pockets of highly food insecure households or individuals; quantitative assessment of exclusion and inclusion errors.
59. According to the SEE, the evaluability of the above has been affected by significant lack of formal documentation on assessment and targeting, high staff turnover in emergencies, and a serious gap

in monitoring.

60. The Office of the Inspector General and Audit (OIGA) has conducted a thematic **audit on targeting** in 2020 as well as several country level audits that cover targeting, accountability to affected people and other topics of relevance to this evaluation. The evaluation team will have access to all audit reports upon their publication on WFP website ([link](#)).
61. The team will have access to a status report providing an update on how Audit actions and Evaluation recommendations related to targeting and/or prioritization were addressed.

# Annex IX. Preliminary country selection matrix

**Table 6 Preliminary country selection matrix**

RB	Country	Protracted major food crisis*	Funding shortfalls 2023-June 2024 (% NBP)	Funding shortfalls 2023-June 2024 (% NBP)-RANK**	CO size***	GAP high-risk country	2024 Country risk profile (RMD)	Targeting strategy in place/targeting SOP by activity in place	Use of government targeting systems	CO supported by UNHCR/WFP Targeting Hub	CAS**** July 2024	Type of shock (CAS July 2024)	Main beneficiary type by status
RBB	Afghanistan	YES	78%	17	Large	YES	High	yes/yes	No	No	CA	Conflict, economic	resident
RBD	Burkina Faso	No	73%	26	Large	YES	High	yes/yes	No	No	CA	Conflict, economic	resident
RBD	Chad	YES	75%	22	Large	YES	High	yes/no	No	No	CSA	conflict	resident
RBP	Colombia	No	71%	31	Large	YES	High	yes/yes	No	No	EAER	Conflict, economic	resident
RBC	Egypt	No	75%	24	Medium	No	High	no info	No	No	EAER	conflict	resident
RBN	Ethiopia	YES	87%	4	Large	YES	High	yes/yes	No	No	CA	Conflict, economic	resident
RBP	Haiti	YES	60%	50	Large	YES	High	yes/yes	No	No	CA	Conflict, economic, climate	resident
RBC	Lebanon	YES	87%	3	Large	YES	High	no info	YES	YES	CA	Conflict, economic	refugees
RBJ	Madagascar	YES	54%	63	Medium	YES	High	yes/yes	No	No		Climate	resident
RBJ	Mozambique	YES	57%	56	Large	YES	High	yes/yes	No	YES	CA	Conflict, economic,	IDPs

RB	Country	Protracted major food crisis*	Funding shortfalls 2023-June 2024 (% NBP)	Funding shortfalls 2023-June 2024 (% NBP)-RANK**	CO size***	GAP high-risk country	2024 Country risk profile (RMD)	Targeting strategy in place/targeting SOP by activity in place	Use of government targeting systems	CO supported by UNHCR/WFP Targeting Hub	CAS**** July 2024	Type of shock (CAS July 2024)	Main beneficiary type by status
												climate	
RBN	Rwanda	No	58%	54	Medium	No	Low	no info	No	YES		Conflict (refugees), climate	resident
RBB	Sri Lanka	No	70%	33	Medium	No	Low	no info	YES	No		Economic, climate	resident
RBC	Syria	YES	83%	10	Large	YES	High	no info	No	No	CA	Conflict, climate	resident
RBN	Uganda	No	68%	36	Large	YES	High	yes/yes	No	YES		Conflict (refugees)	refugees

\* A food crisis is defined as “major” if more than 1 million people or more than 20 percent of the total country population is estimated to be facing IPC/CH Phase 3 or above or equivalent, or if at least one area is classified as Emergency (IPC/CH Phase 4) or above, or if the country is included in the IASC humanitarian system-wide emergency response level 3. A “protracted” major food crisis is a major food crisis in place since 2016. Source: <https://www.fsinplatform.org/report/global-report-food-crises-2024/> \*\*rank from highest to lowest; \*\*\* based on 2024 actual expenditures;\*\*\*\* CSU: Corporate Scale-Up; CA: Corporate attention; EAER: Early Action & Emergency Response

# Annex X. Additional quantitative analysis

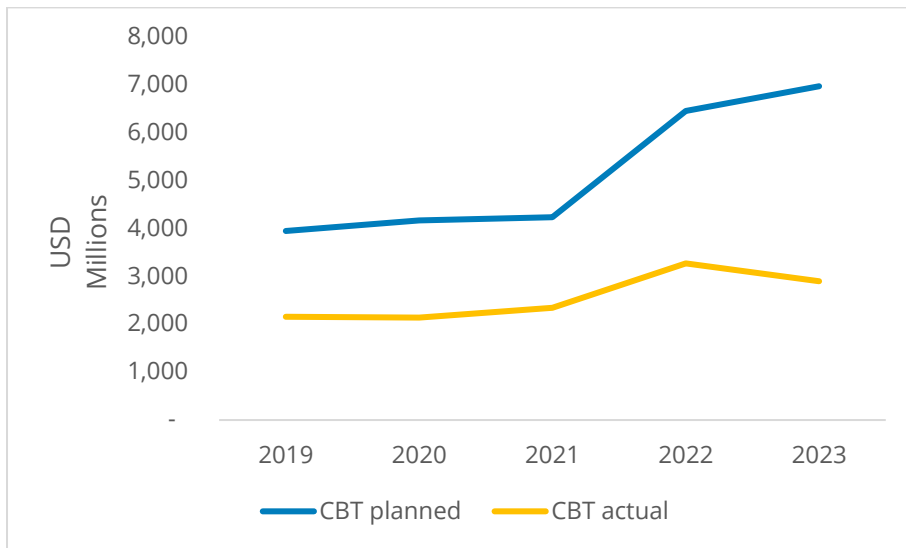
**Table 7: Top 15 countries with highest CSP funding gaps in USD (2019-2023)<sup>66</sup>**

Country	Needs Based Plan	Allocated Contributions	Shortfalls in USD	Shortfalls in %
Yemen	14,544,362,138	6,717,250,177	7,827,111,961	54%
Syrian Arab Republic	7,736,485,968	3,148,580,503	4,587,905,465	59%
Afghanistan	8,038,505,847	4,040,030,784	3,998,475,063	50%
Republic of South Sudan	7,609,981,254	3,863,520,786	3,746,460,468	49%
Ethiopia	6,928,648,232	3,623,065,984	3,305,582,248	48%
Lebanon	5,677,410,970	2,565,399,690	3,112,011,280	55%
Somalia	5,671,235,203	2,937,096,809	2,734,138,394	48%
Ukraine	4,025,519,164	1,611,654,823	2,413,864,341	60%
Sudan	4,766,433,516	2,843,011,241	1,923,422,275	40%
Congo, The Democratic Republic of the	4,008,996,812	2,464,842,762	1,544,154,050	39%
Chad	2,240,282,302	1,016,085,530	1,224,196,772	55%
Nigeria	2,490,939,588	1,434,572,597	1,056,366,991	42%
Burkina Faso	1,949,441,996	956,866,948	992,575,048	51%
Niger	1,713,945,295	960,367,665	753,577,630	44%
Mali	1,577,832,286	842,019,755	735,812,531	47%

Source: Factory Shop, extracted on 3 June 2024

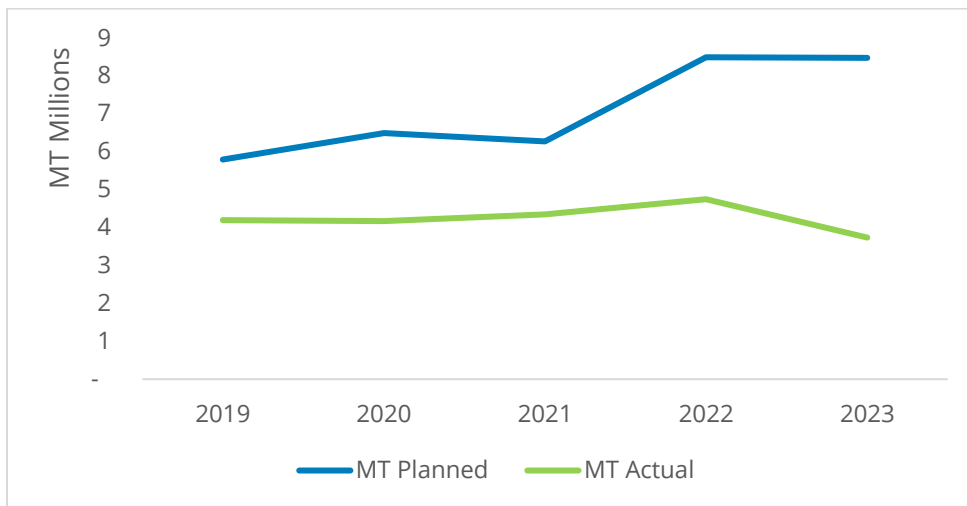
<sup>66</sup> Figures refer to entire CSP cycles and may include more than one CSP generation

**Figure 12:Planned versus actual amount of CBT distributed globally in USD (2018-2023)**



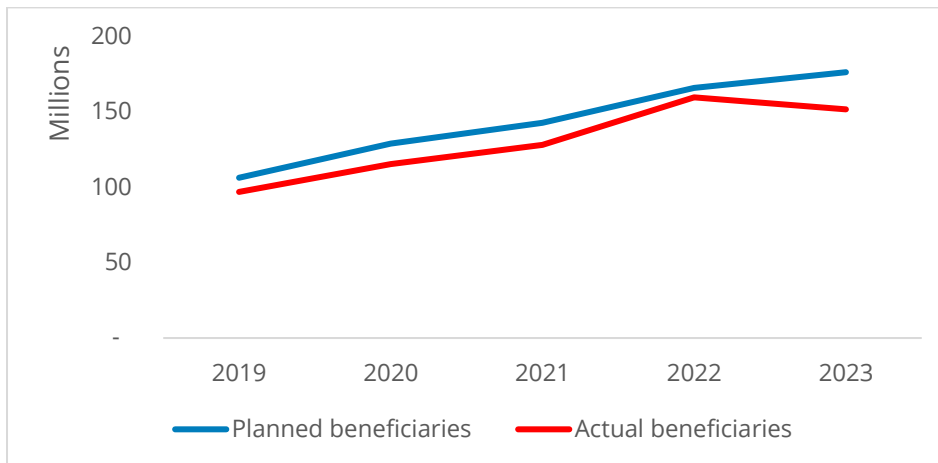
Source: COMET extraction

**Figure 13: Planned versus actual amount of food distributed globally in Mt (2019-2023)**



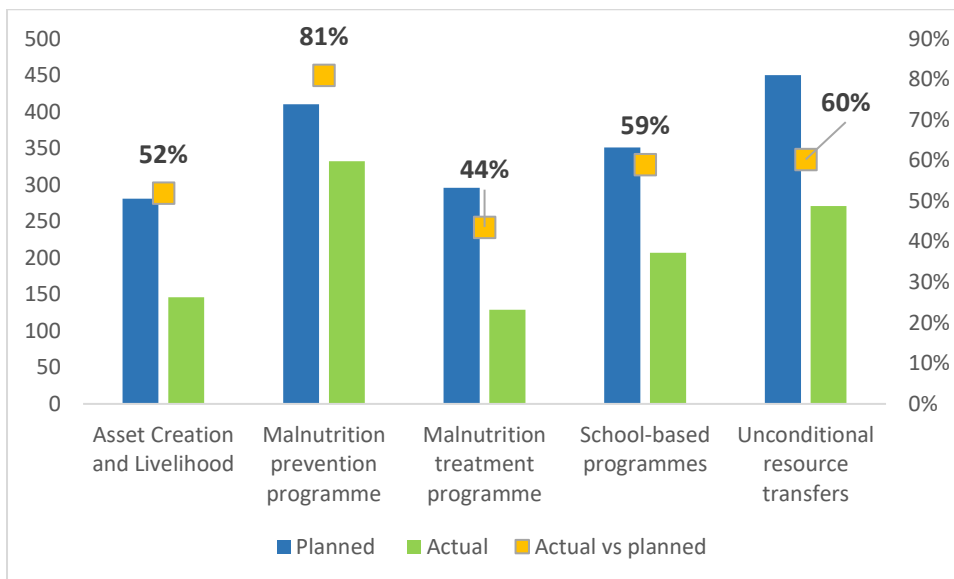
Source: COMET extraction

**Figure 14: Global Planned and Actual Beneficiaries (2019-2023)**



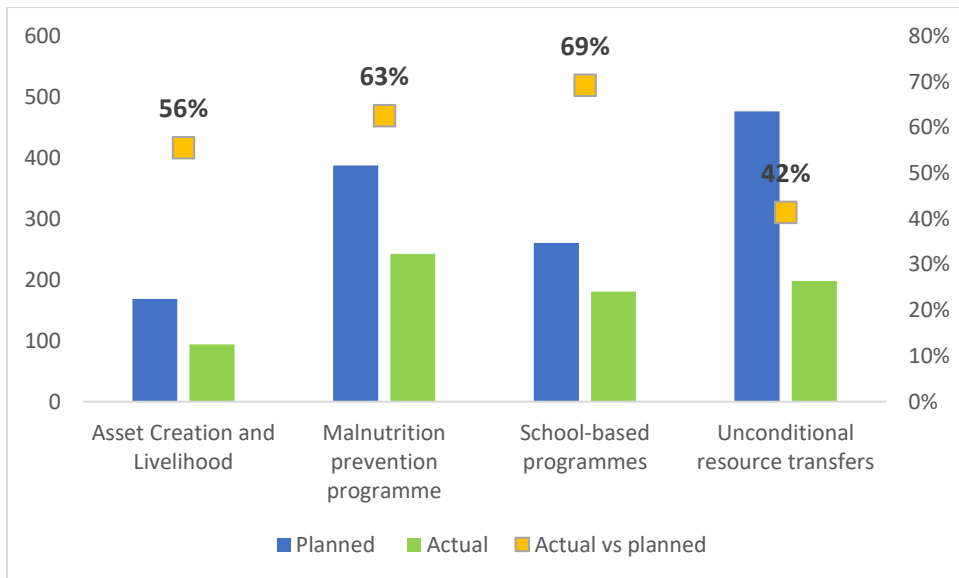
Source: COMET extraction

**Figure 15: Planned and actual number of assistance days by programme area (CBT modality) (2022 and 2023)**



**Figure 16: Planned and actual number of assistance days by programme area (Commodity Voucher modality) (2022 and 2023)**





# Annex XI. Bibliography

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# Annex XII. Acronyms and abbreviations

<b>Abbreviation</b>	<b>Definition</b>
<b>APP</b>	Analysis, Planning & Performance Division
<b>CARI</b>	Consolidated Approach for Reporting Indicators of Food Security
<b>CFSVA</b>	Comprehensive Food Security and Vulnerability Assessment & Vulnerability Analysis
<b>CH</b>	Cadre Harmonisé
<b>CO</b>	Country Office
<b>COMET</b>	Country Office Tool for Managing (programme operations) Effectively
<b>COVID-19</b>	Coronavirus disease 2019
<b>CSP</b>	Country Strategic Plan
<b>ED</b>	Executive Director
<b>ENA</b>	Essential Needs Analysis
<b>EQAS</b>	Evaluation Quality Assurance System
<b>ET</b>	Evaluation Team
<b>FAO</b>	UN Food and Agriculture Organization
<b>GEWE</b>	Gender Equality and Women's Empowerment Project
<b>GRFC</b>	Global Report on Food Crisis
<b>HNO</b>	Humanitarian Needs Overviews
<b>HRP</b>	Humanitarian Response Plan
<b>IASC</b>	Inter-Agency Standing Committee
<b>IDPs</b>	Internally displaced persons
<b>IPC</b>	Integrated Food Security Phase Classification
<b>JIAF</b>	Joint and Inter-sectional Analytical Framework
<b>MFC</b>	Major Food Crisis
<b>OCHA</b>	Office for the Coordination of Humanitarian Affairs
<b>OECD-DAC</b>	Organisation for Economic Co-operation and Development's Development Assistance Committee
<b>OEV</b>	Office of Evaluation

<b>Abbreviation</b>	Definition
<b>PPG</b>	Programme, Policy and Guidance Division
<b>PSA</b>	Programme Support Budget
<b>PCS</b>	Partnership Coordination Service
<b>RAM</b>	Research, Analysis and Monitoring Division
<b>SO</b>	Strategic Outcome
<b>UN</b>	United Nations
<b>UNEG</b>	UN Evaluation Group
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>WFP</b>	World Food Programme

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