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Evaluation of Mozambique WFP Country Strategic Plan 2022-2026

Final Terms of reference

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1. Introduction

1. These terms of reference (ToR) were prepared by the WFP Office of Evaluation based upon an initial document review and consultation with stakeholders.
2. The purpose of these terms of reference is to provide key information to stakeholders about the evaluation, to guide the evaluation team and to specify expectations during the various phases of the evaluation.
3. The ToR are structured as follows: following this section, section 2 presents the rationale, objectives, stakeholders, and main users of the evaluation; section 3 presents the context and the WFP portfolio; section 4 defines the evaluation scope, criteria and questions; section 5 identifies the methodological approach and ethical consideration; and section 6 indicates how the evaluation will be organized.

2. Reasons for the evaluation

2.1. RATIONALE

4. Country strategic plan evaluations (CSPEs) are mandatory and conducted in line with the [WFP Policy on Country Strategic Plans](#) (2016) and the [Evaluation Policy](#) (2022). They provide an opportunity for the country office (CO) to benefit from an independent assessment of its programme of work; and generate evidence to help inform the design of the new Country Strategic Plan (CSP), scheduled for Executive Board approval in November 2026.

2.2. OBJECTIVES

5. Evaluations serve the dual objectives of accountability and learning. As such, this evaluation will: 1) provide evaluation evidence and learning on WFP performance for country-level strategic decisions, specifically for developing the future engagement of WFP in Mozambique; and 2) provide accountability for results to WFP stakeholders.

2.3. KEY STAKEHOLDERS

6. The evaluation will seek the views of, and be useful to, a broad range of internal and external WFP stakeholders. It will present an opportunity for national, regional and corporate learning. The stakeholders of the CSPE include the WFP Mozambique country office and field offices, regional bureau in Johannesburg, headquarters, the Center of Excellence in Brasilia, and the Executive Board (EB) as well as the Government of Mozambique and a range of additional stakeholders detailed below, which the CSPE will seek to engage.
7. Main governmental partners of WFP since the start of the CSP include the Ministry of Agriculture and Food Security; the Ministry of Land and Environment (MTA); Ministry of Agriculture and Rural Development (MADER); the Ministry of Gender, Child, and Social Action; the Ministry of Education and Human Development; the Ministry of Health; the Ministry of Industry and Commerce; the Ministry of Economy and Finance-NDA (MEF-NDA); the National Institute of Social Action; the National Institute for Disaster Management and Risk Reduction (INGD); the Technical Secretariat of Nutrition and Food Security (SETSAN); the National Directorate for Water Resources Management (DNGRH); the National Meteorology Institute (INAM); the National Council on HIV/AIDS; and related authorities at district and provincial levels.
8. The CSPE will also seek to engage affected populations which are direct beneficiaries of WFP assistance, with particular attention to women and girls and marginalised groups such as people living with disabilities and HIV. Special arrangements will be made in the case of interviews with groups of children.
9. WFP Mozambique works in partnership with several UN agencies, including UNICEF, FAO, IFAD, UNAIDS, ILO, IOM, UNFPA, WHO, UN Women and UNHCR. It also collaborates with international financial

institutions such as the World Bank. WFP Mozambique is also engaged in south-south collaboration with Brazil, China and Dominican Republic.

10. Other key stakeholders are non-governmental organizations (WFP collaborated with 30 non-governmental organizations (NGOs) in 2023, of which 22 are national); academia; food security cluster partners; private sector partners, such as chambers of commerce, industry, insurance companies and farmer cooperatives; and regional networks such as the African Risk Capacity Group and the Southern African Development Community (SADC). International and local partners of WFP in Mozambique have a stake in this evaluation in terms of partnerships, performance, future strategic orientation, as well as issues pertaining to UN coordination. They have an interest in that WFP activities are coherent and effective.

11. During the inception phase, the evaluation team will further expand the stakeholder analysis to identify key development and humanitarian actors working in the same areas of the CSP, including but not limited to those partnering with WFP to enable a better understanding of WFP contribution, positioning and value-added. Selected stakeholders will be interviewed and consulted during the inception and data collection phases as applicable and will be invited to participate in a workshop towards the end of the reporting phase.

3. Context and subject of the evaluation

3.1 CONTEXT

12. The Republic of Mozambique gained independence from Portugal in 1975, following a decade-long war, and soon after endured a 16-year civil conflict (1977–1992). A peace agreement in 1992 led to a new constitution and the introduction of multi-party elections in 1994. After nearly two decades of strong growth, Mozambique's economy started to decline in 2015 and was further aggravated by the 2016 hidden loan scandal involving \$2 billion, leading to the country defaulting on its debt. This downturn in annual GDP growth, coupled with reduced foreign direct investment, has negatively impacted the delivery of social services. In 2023, the budget deficit was of 11.1 percent of the GDP, driven by rising debt servicing costs, public service expenses, public sector wage reforms, and election-related expenditures.¹ Official development assistance (ODA), particularly in the form of budget support, has remained critical, accounting for between 52 percent and 78 percent of the central government expense in 2020-2022.² As of the writing of this ToR, Mozambique was holding its 2024 presidential, parliamentary, and provincial elections.

13. Ranked 183rd out of 193 countries on the Human Development Index, Mozambique remains a low-income food-deficit³ country where agriculture, fisheries, and extractive industries dominate the economy. However, this economic model has not been inclusive, leaving much of the population in poverty. Of the 61 percent of the population who live in rural areas⁴, 77 percent are considered multidimensionally poor, compared to 34 percent in urban areas.⁵ Additionally, 80 percent are engaged in informal labour, mostly in agriculture or self-employment.⁶ Mozambique experiences rapid population growth, driven by a fertility rate of 4.4 children per woman⁷ and a youth bulge (43 percent of the population is under 14 years old).

14. Since 2017, armed conflict has escalated in Cabo Delgado, displacing over 716,878 people as of June 2024⁸, with a peak of 1 million people displaced in November 2022. The conflict has resulted in widespread destruction of infrastructure, including schools, health centers, and homes, while eroding livelihoods. Contributing factors to the conflict include poor living conditions, limited access to basic services like health

¹ [AFDB, African Economic Outlook, 2024, accessed on 11/10/2024.](#)

² [World Bank, ODA data](#), accessed on 14/10/2024

³ FAO, [Low-Income Food-Deficit Countries](#), June 2023.

⁴ World Bank data, accessed on 04/09/2024.

⁵ [Alkire, S., Kanagaratnam, U., and Suppa, N. \(2023\). The global Multidimensional Poverty Index \(MPI\) 2023.](#) Accessed on 11/10/2024.

⁶ WFP Mozambique Country Strategy Plan 2022-2026.

⁷ [UNFPA, World Population Dashboard: Mozambique](#), accessed on 04/09/2024.

⁸ [IOM Displacement Tracking Matrix](#), accessed on 04/09/2024.

and education, scarce employment opportunities, and governance issues. In a region where non-renewable resources are extracted, local communities and youth have seen little benefit in terms of development opportunities.⁹ As conflict dynamics have shifted over time, so have community needs. The humanitarian community has increasingly focused on expanding livelihoods assistance and promotion of self-reliance¹⁰. In 2023, there has been a rapid increase in returnees to the northern districts, creating tensions at community level with residents and increasing levels of food insecurity, requiring humanitarian actors to stretch available resources.¹¹

15. The National School Feeding Programme is funded by the Mozambique Government's debt-for-development swap with Russia, which began in 2017 and set to conclude at the end of 2024, unless a new phase is agreed upon. Access to education remains a challenge, with a high dropout rate and a mean of just 3.9 years of schooling in 2022.¹² While primary school enrolment is nearly universal, the gross enrolment ratio for secondary education was only 37.9% percent in 2022.¹³

16. Mozambique is highly vulnerable to climate shocks such as droughts, cyclones, and floods, which have had a severe impact on agriculture. Recent years have seen two major cyclones and a prolonged drought, damaging ecosystems, and livelihoods. The drought corridors, in southern (Gaza and Inhambane) and central (Tete and Sofala) parts of the country are more affected during El Niño years, when rainfall patterns are more erratic, worsening the impacts of climate change and leading to greater vulnerabilities. The agricultural sector, characterized by small-scale, low-productivity, and subsistence farming, is particularly vulnerable to climate-related risks, leading to high levels of food insecurity. Although Mozambique has significant arable land, only 10 percent is cultivated, and just 3 percent is irrigated. Fewer than 4 percent of smallholder farmers are part of farmer organizations.¹⁴ The country remains reliant on food imports, as domestic food production has stagnated in recent years.¹⁵ In 2020, agricultural products represented 21 percent of all imports¹⁶ and for the 2024/2025 season, domestic cereal availability is only half of the total cereal utilization.¹⁷

17. In 2023, Mozambique ranked 113th out of 125 countries in the Global Hunger Index, with 2.79 million people facing acute food insecurity between April and September 2024 (see map 1). Between 2021 and 2023, one-fourth of the population was classified as undernourished.¹⁸ In 2022, 37% of children were affected by stunting, while anaemia prevalence reached 73 percent among children and 52 percent among girls and women aged 15 to 49.¹⁹

18. Mozambique ranked 118th out of 166 countries in the 2022 Gender Inequality Index.²⁰ Women and girls face deep-rooted patriarchal norms and practices, compounded by weak law enforcement. Gender discrimination is prevalent, as reflected in the high rates of child marriage (53 percent before age 18 in 2023²¹), teenage pregnancies, gender-based violence, and new HIV infections among adolescent girls. Mozambique has also the second largest HIV epidemic in the world, with particularly high mortality rates among women. In 2022, HIV prevalence was 15 percent among women and 9.5 percent among men.²²

⁹ UN Common Country Analysis, August 2021.

¹⁰ [Food Security Cluster Bulletin, Mozambique: 2023 Year Review](#); and FSC Bulletin, [First Semester 2024](#)

¹¹ Humanitarian needs and response plan Mozambique

¹² United Nations Development Programme. Human Development Report.

¹³ World Bank data

¹⁴ [UN Common Country Analysis, August 2021](#).

¹⁵ FAO's food production index in 2016 was 149.7, compared to 157.6 in 2011.

¹⁶ [AFDB, Mozambique Country food and agriculture delivery compact](#)

¹⁷ [FAO, Cereal supply and demand balances for sub-saharan African countries, June 2024](#).

¹⁸ [FAO SOFI 2024](#).

¹⁹ INE, [Moçambique 2022-23 Inquérito Demográfico e de Saúde](#), 2024.

²⁰ United Nations Development Programme. Human Development Reports: [Gender Inequality Index](#). accessed on 04/09/2024.

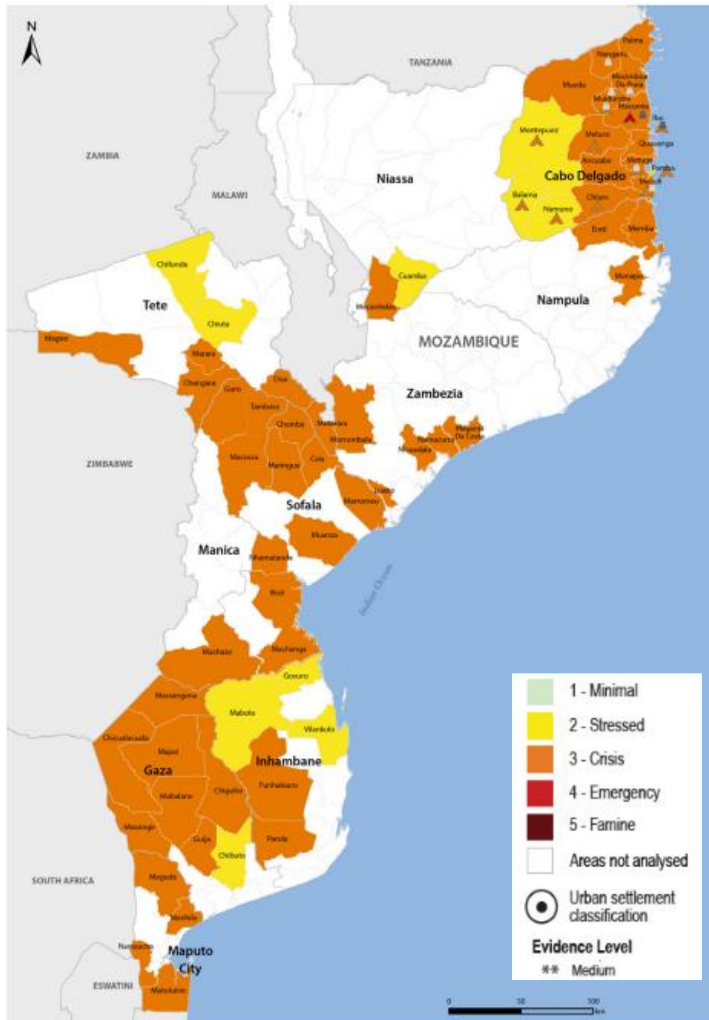
²¹ [UNFPA data](#), accessed on 04/09/2024.

²² INS, [Mozambique Population-based HIV Impact Assessment 2021 \(INSIDA 2021\): Final Report](#), 2023.

Vulnerable groups, including the poor, disabled, rural residents, and non-Portuguese speakers²³, experience additional disadvantages. Women, especially in rural areas, suffer from high illiteracy rates²⁴, further exacerbating their challenges. Child marriage and adolescent pregnancies contribute to school dropouts, perpetuating cycles of disadvantage. Women make up 59 percent of the informal workforce, but only 20 percent receive salaries.²⁵

19. The inception phase will present a more elaborated contextual analysis as it relates to the CSP.

Map 1. IPC acute food insecurity analysis in Mozambique (April - September 2024)²⁶



3.2 SUBJECT OF THE EVALUATION

20. WFP started operating in Mozambique in 1977, aiming to strengthen the government’s capacity and providing food, nutrition, and livelihood assistance to the most vulnerable communities. Since the introduction of the WFP Country Strategic Plan framework, WFP actions in Mozambique have been framed around two CSPs. Figure 1 below provides a timeline that illustrates the evolution of these two CSPs, aligned with key UN development cooperation frameworks, national strategies, and major events. The timeline also highlights the activation of corporate attention protocols in 2022 and 2024, in response to natural disasters.

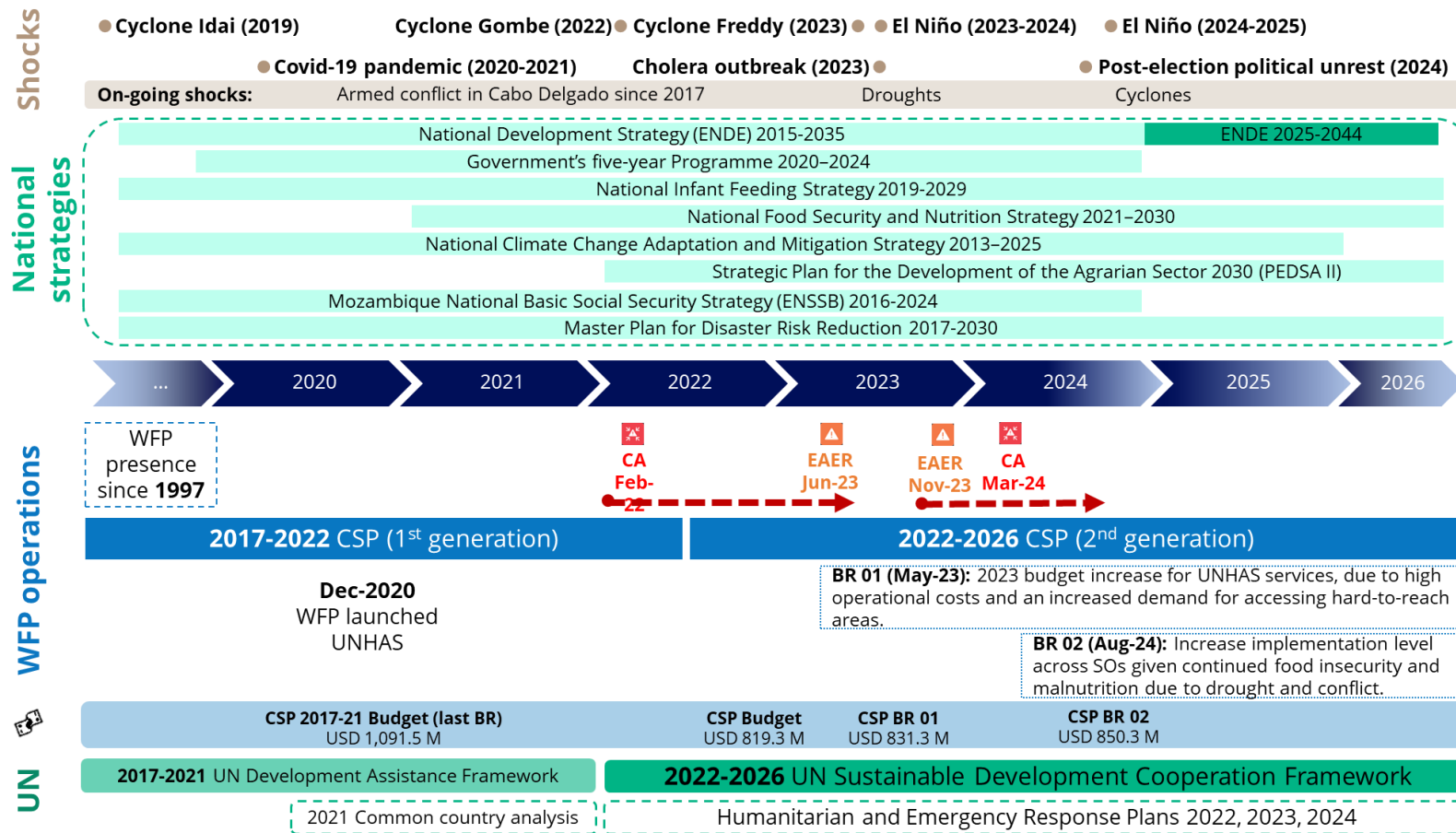
²³ Although Portuguese is the official language, it is spoken by only about half the population, with 20 other local languages also in use.

²⁴ World Bank, Literacy rate, adult female, accessed on 04/09/2024.

²⁵ WFP Mozambique Country Strategy Plan 2022-2026.

²⁶ [Integrated Food Security Phase Classification. Mozambique, accessed on 04/09/2024.](#)

Figure 1: Evolution of Mozambique CSP



EAER: Early action and emergency response; CA: corporate attention²⁷

²⁷ The WFP Emergency Activation Protocol (OED2023/003) outlines the concept of Corporate Attention (CA), which is triggered when the Corporate Alert System or other early warning tools highlight significant risks requiring heightened focus. In such cases, the Director of Emergencies (DOE) may assign a CO to the CA phase. For Early Action and Emergency Response (EAER), the DOE may designate a CO as being in this phase, signifying that the office is either actively responding to or preparing for an emergency, including situations posing immediate threats to lives and livelihoods.

21. The Mozambique CSP 2017-2021 put emphasis on capacity strengthening of government systems and institutions, while continuing to play a lead role in humanitarian assistance, alongside resilience building and work on the underlying causes of food insecurity and malnutrition. It was informed by a national zero hunger strategic review and was evaluated in 2021. The evaluation report - presented to the EB in June 2022 - included conclusions important for the design of the following WFP CSP (2022-2026), namely:

- WFP engagement remained relevant, particularly in response to crises, but further partnerships in the development area were insufficiently strategic. More consistent alignment with FAO and IFAD was missing, particularly in the area of climate resilience and support to smallholder farmers.
- Implementation of the original CSP focus on development was somewhat overshadowed by the different crises that the country faced. WFP in Mozambique ended up with a very large and wide-ranging portfolio, which was not always easy to manage. There was a visible geographical dispersion of development interventions, which limited more appropriate coverage. There was insufficient focus on ensuring that the activities of the CSP were layered on the same regions and communities. The execution of activities in a compartmentalized way led to a lack of overall vision to promote synergies and complementarities between activities. The high level of earmarking funds prevented flexibility.
- Progress in capacity strengthening was still modest. The CSP foresaw a strong focus on capacity strengthening and infrastructure support of Government at central and decentralized levels for gradual take-over of school feeding, but this was not completed. The debt swap modality produced tensions between the Government and WFP in the area of school feeding. Ensuring sustainability of results was difficult for both the Government and WFP.
- WFP was able to provide effective and reliable services to a wide range of actors in responding to emergencies, but there were still a few gaps to be addressed within the supply chain, particularly regarding delays in delivery, the need to enhance communication between supply chain and programming, difficulties concerning procurement services, poor warehouse management, and the degradation or loss of goods.

22. The CSP 2022-2026 maintained WFP's commitment to enhancing systems and institutions in alignment with the 2030 Agenda, emphasizing sustainable, scalable, and replicable strategies, particularly in the context of climate change adaptation. The CSP focuses on resilience-building across the humanitarian-development-peace nexus, aiming to save lives in emergencies while empowering communities to adapt, improve their livelihoods, and better withstand recurrent shocks. Additionally, it seeks to further leverage WFP's supply chain capacities and expertise, while expanding its corporate service model to offer on-demand services.

23. The country strategic plan is guided by a human rights-based approach and the "do no harm" principle, aiming to incorporate cross-cutting priorities such as gender, disability, nutrition, HIV/AIDS, protection, and accountability to affected populations.

24. The CSP comprises six strategic outcomes (SOs): three focused on crisis response, two on resilience building, and one on addressing root causes:

- Under SO 1, WFP provides emergency food and nutrition assistance to people affected by extreme weather events and conflict in northern Mozambique, using a combination of in-kind food, commodity vouchers, cash, and value vouchers. In Cabo Delgado, WFP tries to implement the HDP nexus by supporting both internally displaced persons (IDPs) and host community residents, while also implementing livelihood programs to enhance resilience among IDPs. In 2023, WFP delivered food and cash assistance to communities impacted by Cyclone Freddy in Zambezia, Sofala, Gaza, Inhambane, Tete, Nampula, and Niassa, and provided health facilities with nutritious food and essential equipment. Additionally, WFP provides unconditional assistance to asylum seekers at the Maratane refugee camp in Nampula province. In 2024, it will aim to address the impact of the El Niño drought, which is expected to cause high food insecurity and malnutrition.
- Under SO2, WFP works at the intersection between livelihoods, food security, and nutrition, to address all forms of malnutrition by focusing on the first 1000 days to address stunting, and aims to tackle it through a food systems approach that is inclusive of marginalized populations. Moreover, it conducts social and behaviour communication campaigns aimed at promoting gender equality and

healthy eating habits, including through NutriSIM—also known as the "Say Yes to Nutrition" initiative and the Gender Transformative Nutrition-Sensitive (GTNS) project, [evaluated in 2023](#). Additionally, WFP provides technical assistance to national and local governments to tackle malnutrition through technical assistance,—designed to encourage the purchase of nutritious foods, and implemented in Manica, Niassa and Cabo Delgado.

- Under SO3, WFP works on resilience-building and food systems to help smallholder farmers achieve more equitable, resilient, and climate-smart livelihoods, with activities on risk reduction, prudent risk-taking, risk reserves (savings and loan groups), and risk transfer. This includes improving market access, addressing post-harvest losses, adopting conservation agriculture, providing weather index insurance, facilitate access to climate services, promoting access to renewable energy sources, and improving income-generating opportunities for youth and women in agricultural value chains, among others.
- Under SO4, WFP aims to strengthen institutional capacities to prepare for, anticipate and respond to crisis by reinforcing inter-sectoral coordination, reinforcing the shock responsiveness of national social safety nets, and improving systems readiness and preparedness, especially through anticipatory action plans and activities. In terms of social protection, WFP supports the government's COVID-19 post-emergency direct social support programme response through mobile money transfers. In the previous CSP, WFP planned a gradual handover and scale-up of the national school feeding programme. This was funded through a debt-for-development swap with Russia and managed by WFP, whereby where Russia agreed to waive Mozambique's public debt, up \$40 million, on the condition the funds be used to implement the school meals programme. After transferring the food procurement responsibility of the programme to the government, WFP now focuses on providing technical advice for its implementation and managing the funds. It also implements a home-grown school feeding initiative in schools not covered by the national programme, alongside other complementary activities to offer a comprehensive package. Additionally, it provides school lunches and take-home rations to children in emergency situations.

25. Under SO5 and 6, WFP builds on its supply chain capacity to serve as a partner of choice on food procurement, supply chain (storage and transportation), cash transfers and other on-demand services (administrative, common platforms and information technology), to the Government and humanitarian and development actors to reach the vulnerable populations throughout the year and in responding to emergencies. It also coordinates the food security sector, logistics, and United Nations Humanitarian Air Services (UNHAS) to facilitate humanitarian interventions.

26. In 2024, Mozambique CO was prioritized as one of the offices to implement the [Global Assurance Framework](#) to strengthen robust accountability systems to be able to securely deliver assistance, even in a high-risk environment. This covers functional standards for targeting, monitoring and community feedback mechanisms, identity management, cooperating partner management, procurement, logistics, delivery, risk management and information technology.

27. Table 1 below provides an overview of the CSP strategic outcomes, and related activities and modalities of intervention.

Table 1: Mozambique CSP 2022 – 2026, overview of strategic outcomes and activities

Focus area	Strategic Outcomes	Activities	Modalities of intervention
Crisis response	SO 1 Crisis-affected populations in targeted areas can meet their essential food and nutrition needs immediately prior to, during and in the aftermath of shocks	Activity 01 Provide integrated food and nutrition assistance to conflict- and disaster-affected people	Food; CBT and/or Commodity Vouchers; Capacity Strengthening
Root causes	SO 2 By 2030 all forms of malnutrition are reduced, primarily among children, women and girls, through enhanced gender equity	Activity 02 Support national and local actors in the delivery of nutrition-specific and -sensitive multisectoral interventions that address malnutrition	Food; CBT and/or Commodity Vouchers;

Focus area	Strategic Outcomes	Activities	Modalities of intervention
	and improved access to and availability and uptake of healthy diets and health services		Capacity Strengthening
Resilience building	SO 3 Vulnerable and shock-affected communities, households, women and young people in targeted areas have more equitable, resilient, sustainable and climate-smart livelihoods, through enhanced adaptive and productive capacities, that enable them to meet their food and nutrition needs, by 2030	Activity 03 Provide an integrated package of support to enhance the adaptive, productive, aggregation, marketing and decision-making capacities of communities, particularly women and young smallholder farmers	CBT and/or Commodity Vouchers; Capacity Strengthening
Resilience building	SO 4 By 2030 national and subnational actors have strengthened capacity and systems to protect and improve the human capital of at-risk and shock-affected populations	Activity 04 Support national and government actors in preparing for, responding to and recovering from natural and man-made disasters	CBT and/or Commodity Vouchers; Capacity Strengthening
		Activity 05 Support the Government in the development and operation of nationally owned home-grown school feeding programmes for chronically vulnerable or shock-affected primary school children	CBT and/or Commodity Vouchers; Capacity Strengthening
Crisis response	SO 5 Humanitarian and development actors benefit from a range of available services to help them implement their programmes and support their beneficiaries in an efficient, effective and reliable way throughout the year	Activity 06 Provide on-demand cash transfer services to government partners, other United Nations entities and national and international NGOs	Service Delivery
		Activity 07 Provide on-demand food procurement services to the Government and humanitarian and development partners	Service Delivery
		Activity 08 Provide on-demand services to the Government and humanitarian and development partners	Service Delivery
Crisis response	SO 6 National and sub-national institutions and partners are able to implement their programmes and provide required support to affected populations in an efficient, effective and reliable way, during times of crisis	Activity 09 Provide appropriate coordination, planning and information sharing with all humanitarian partners through the establishment of suitable coordination mechanisms for the food security sector	Service Delivery
		Activity 10 Provide an appropriate platform for logistics coordination and services for humanitarian actors	Service Delivery
		Activity 11 Provide preparedness and emergency communications services for humanitarian actors	Service Delivery
		Activity 12 Provide United Nations Humanitarian Air Service services to the Government and humanitarian partners	Service Delivery

Source: CSP BR 1 Line of Sight

Financial Overview

28. The cumulative financial overview for the CSP is detailed in Table 2. The CSP was approved with an original Needs Based Plan (NBP) of 819,286,358 USD. The CSP has been subject to two budget revisions, namely:

- Budget revision 1 (March 2023), to increase the budget under UNHAS (activity 12) of a total of USD 11 million to sustain humanitarian operations in northern Mozambique given the unstable and fluid security situation there and seasonal considerations related to the rainy season.

- Budget revision 2 (August 2024) seeks to address the ongoing increase in food insecurity and malnutrition caused by drought and conflict. This revision introduces an additional USD 18.5 million to the budget and expands the number of beneficiaries by 356,352 . Adjustments include increasing the number of beneficiaries in malnutrition prevention and treatment programs (activity 1) while scaling back some nutrition-sensitive and gender-transformative activities due to reduced funding (activity 2). The revision also expands support for sustainable livelihoods (food assistance for assets and food assistance for training under activity 3), anticipatory actions for climate-related hazards (Activity 4), while reducing targeted beneficiaries in micro-insurance programmes (activity 3). It incorporates a new mobile money transfer service for national social protection in Nampula (activity 6) and a new Cash for Prevention pilot programme., Under activity 12, it aims to address access constraints by optimizing UNHAS transportation resources.

29. As of September 2024, the CSP is approximately funded at 52 percent, which means a shortfall of USD 404 million USD. Overall, half of the resources available are allocated to crisis response under SO1; and 20 percent are allocated to resilience building under SO4. Nutrition-specific activities under SO2 and on-demand services under SO5 present the lowest level of resource allocation compared to NBP.

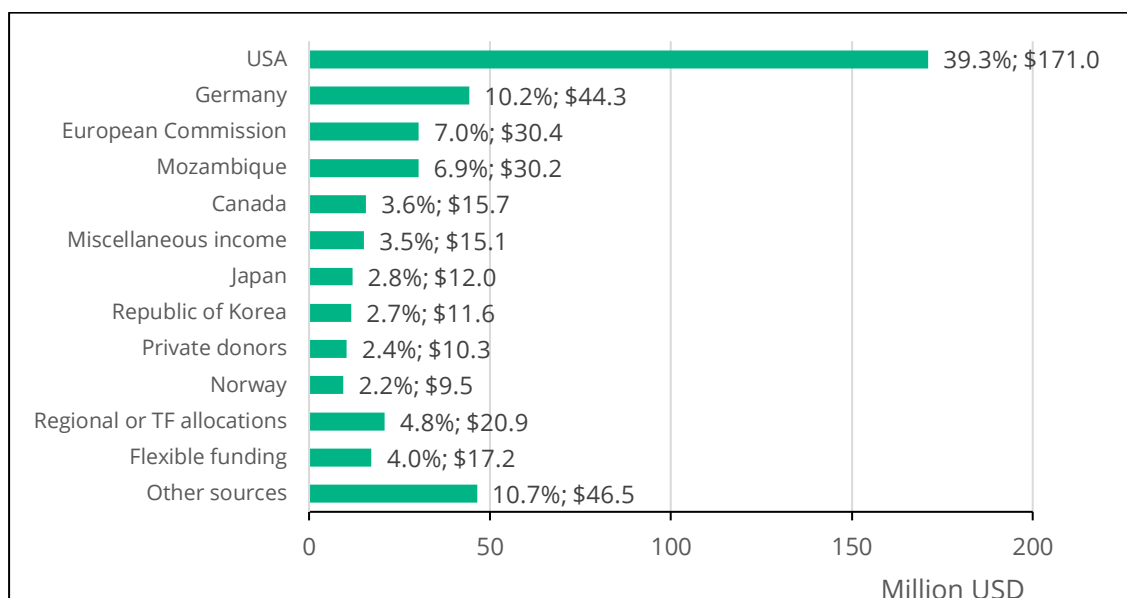
Table 2: CSP Mozambique cumulative financial overview

Focus Area	Strategic Outcome	Activities	Original NBP (USD)	NBP, BR 1 (USD)	NBP, latest BR 2 (USD)	Cumulative allocated resources (USD)	Resourcing level (%)
Crisis Response	SO 1	Activity 01	359,496,767	359,496,767	363,212,279	232,640,555	64%
	Sub-total SO 1		359,496,767	359,496,767	363,212,279	232,640,555	64%
Root Causes	SO 2	Activity 02	36,909,199	36,909,199	15,726,773	9,701,389	62%
	Sub-total SO 2		36,909,199	36,909,199	15,726,773	9,701,389	62%
Resilience Building	SO 3	Activity 03	98,173,408	98,173,408	92,995,942	31,159,272	34%
	Sub-total SO 3		98,173,408	98,173,408	92,995,942	31,159,272	34%
Resilience Building	SO 4	Activity 04	77,112,405	77,112,405	87,275,060	31,504,091	36%
		Activity 05	120,142,455	120,142,455	121,799,646	55,479,575	46%
	Sub-total SO 4		197,254,860	197,254,860	209,074,706	86,983,666	42%
Crisis Response	SO 5	Activity 06	2,973,177	2,973,177	13,618,397	166,090	1%
		Activity 07	4,367,725	4,367,725	4,367,725		0%
		Activity 08	6,321,449	6,321,449	6,321,449	3,638,691	58%
	Sub-total SO 5		13,662,350	13,662,350	24,307,570	3,804,781	16%
Crisis Response	SO 6	Activity 09	1,012,545	1,012,545	1,012,545	853,198	84%
		Activity 10	5,971,979	5,971,979	5,971,979	1,437,388	24%
		Activity 11	2,409,551	2,409,551	2,409,551		0%
		Activity 12	9,557,694	20,814,413	35,189,138	24,271,303	69%
	Sub-total SO 6		18,951,768	30,208,487	44,583,213	26,561,889	60%
Non-SO specific					5,368,473		
Total Direct Operational Cost			724,448,352	735,705,071	749,900,483	396,220,024	53%
Direct Support Cost (DSC)			45,721,852	45,721,852	50,114,072	27,441,871	55%
Indirect Support Cost (ISC)			49,116,154	49,848,400	50,315,137	22,642,674	45%
Grand Total			819,286,358	831,275,323	850,329,692	446,304,569	52%

Source: Country portfolio budget CSP, BR1 and BR2 for NBP; CPB Resource Overview as at 6 September 2024 for Allocated resources

30. The main funding sources coming from the USA (USD 171 million), Germany (USD 44.3 million), the European Commission (USD 30.4 million) and the Government of Mozambique (USD 20.9 million). Of the total contributions, 74 percent are earmarked at the activity level, of which 82 percent are allocated to crisis response activities (of which 73 percent to Activity 1), while 16.5 percent are earmarked to resilience activities (Activities 3, 4 and 5) and 2 percent to root cause interventions (Activity 2).²⁸ Figure 2 below provides an overview of the main donor contributions.

Figure 2: Main donors, contributions, and percentage of overall funds, CSP 2022-2026



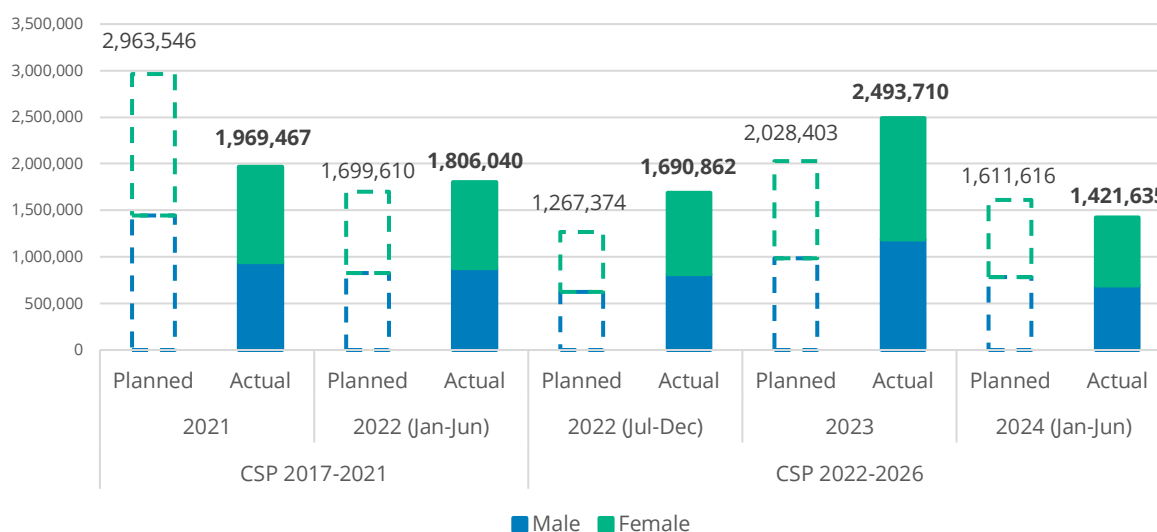
Source: Resource Situation report, extracted on 5 August 2024

Beneficiaries

31. The breakdown of planned and actual beneficiaries for the CSP is provided in Figure 3. The proportion of planned beneficiaries reached each year has varied, with the actual numbers exceeding initial projections in 2022 and 2023. This highlights the increasing needs stemming from the evolving humanitarian situation in Cabo Delgado, necessitating a more thorough examination of the strategy employed to prioritize assistance through EQ 2.1. Women represent 51 percent of the beneficiaries. Children comprise about two-thirds of the total beneficiaries reached. Regarding resident status, the majority of beneficiaries are either residents or IDPs, with equal numbers reached in 2021 and 2023. A detailed overview of the age composition and resident status of beneficiaries is available in annex 4.

²⁸ WFP Donor Information Hub – Distribution Contribution and Forecast Stats Report, accessed on 8/11/ 2024.

Figure 3: CSP Mozambique planned and actual beneficiaries, disaggregated by sex



Sources: COMET report CM-R001b Annual country beneficiaries, extracted on 23 August 2024 for 2021- 2023; Quarterly snapshot dashboard - Quarterly beneficiaries estimates and transfer values for 2024

Staffing

32. The WFP country office in Mozambique is in Maputo, with seven eight sub-offices in Beira, Chimoio, Nampula, Pemba, Quelimane, Tete, Xai-xai; and presence in all 11 provinces. As of August 2024, WFP Mozambique has 415 employees of which 80 percent are national staff, 39 percent are women and 33 percent are recruited under fixed-term contracts. At the time of ToR drafting, a workforce planning exercise was being finalized and the restructuring is expected to be finalized by end of 2024.

4. Evaluation scope, criteria and questions

33. The unit of analysis of this evaluation is the country strategic plan (2022-2026), understood as the set of strategic outcomes, outputs, activities, and inputs that were included in CSP document approved by WFP Executive Board (EB), as well as any subsequent budget revisions.

34. The temporal scope of the evaluation should cover the period since the cut-off date of the data collection of the previous CSPE, mid-2021. While the evaluation will focus primarily on the current CSP 2022-2026, the tail-end of the previous CSP will be covered through a focus on strategic shifts/elements of continuity between the two CSPs, results trends, contextual evolutions, and the CSP 2022-2026 design process.

35. The evaluation will focus on assessing progress towards the CSP expected outcomes where WFP can have influence on, establishing plausible causal relations between the outputs of WFP activities, the implementation process, the operational environment, and the changes observed at the outcome level, including any unintended consequences, positive or negative. In so doing, the evaluation will also analyse the WFP partnership strategy, including WFP strategic positioning in complex, dynamic contexts, particularly as relates to relations with national government and other development and humanitarian actors in Mozambique.

36. The concept of strategic positioning could be evaluated using three main parameters: a) the organizations objectives and activities are aligned and respond to the contextual needs and priorities; b) the organization is doing what it is best at doing, or is clearly building on its recognized strengths; and c) the organization is building and nurturing relations with the right actors and with the right approach to partnership.

37. The evaluation will address main questions common to all WFP CSPEs (see Table 3 below). The evaluation subquestions have been tailored to the Mozambique context and will be validated and reviewed as relevant during the inception phase.

38. The evaluation will adopt standard UNEG and OECD/DAC evaluation criteria, namely: relevance, efficiency, effectiveness, coherence, and sustainability as well as connectedness and coverage as applicable.

39. During the inception phase, the evaluation team in consultation with the Office of Evaluation and the CO will identify a few key themes of interest and/or 'causal hotspots'²⁹. These should also be related to the key assumptions of the CSP and, as such, should be of special interest for learning purposes. Potential areas initially identified are included under EQ 2.2. below.

Table 3: Evaluation Questions

EQ1 – To what extent is the CSP evidence based and strategically focused to address the needs of the most vulnerable to food and nutrition insecurity in the country?	
1.1	To what extent was the design of the CSP informed by credible evidence, including lessons from the previous CSPE?
1.2	To what extent was the CSP designed to respond to the country's needs and priorities, and strategically targeted to address the food security and nutrition needs of the most vulnerable, particularly considering challenges such as the conflict in Cabo Delgado and the impact of climate change?
1.3	How has WFP strategic positioning in the country evolved during the CSP implementation to leverage its comparative advantages, align with its intended aims, and foster strategic partnerships?
1.4	To what extent is the CSP internally coherent, demonstrating programme integration, and grounded in a clear and realistic theory of change which is used in programme management and monitoring?
1.5	How did the CSP adapt to evolving needs and respond to different priorities to ensure continued relevance during implementation?
EQ2 – What difference did the CSP make to food security and nutrition in the country?	
2.1	<p>In what ways did WFP activities contribute to the CSP outcomes? Were there any unintended results, positive or negative? For example:</p> <ul style="list-style-type: none"> • How have WFP's initiatives during the last two CSPs contributed to strengthening resilience, climate adaptation and disaster preparedness over time in response to increasingly frequent and severe climate events? • To what extent and how has WFP's technical assistance contributed to strengthening national capacities to design and implement national programmes to improve food and nutrition security ? • What difference has WFP's service provision made in terms of government assistance efficiency and transparency, as well as coverage and access for vulnerable populations? Have associated risks been effectively managed? • To what extent has WFP effectively contributed to addressing different forms of malnutrition? • How effectively has WFP's emergency response managed trade-offs (i.e. depth and breadth of coverage) and what have been the results?
2.2	To what extent are achievements, approaches, and interventions under the CSP likely to be sustainable, from the institutional, financial, economic, environmental, and social perspectives?
EQ3 – To what extent did WFP contribute to achievement of cross-cutting results?	
3.1	To what extent did WFP contribute to advancing GEWE and inclusion, addressing structural barriers to gender equality and discriminatory gender norms and practices?

²⁹ The concept of causal hotspots is a framework used for nested theories of change (see [here](#) and [here](#)). It describes a place in the theory of change where there is most value to zoom in / undertake a deep dive and further unpack specific causal mechanisms at play. It can be an area where stakeholders disagree about the relevance or effectiveness of activities or change processes; or/and an area emphasized by evaluation stakeholders as relevant places to explore deeply.

3.2	In what way did WFP adhere to humanitarian principles and “do no harm” in its emergency response? What tensions and challenges, if any, did WFP experience and how did it address them?
3.3	What were the main protection challenges faced by WFP target populations groups and personnel, and how well did WFP manage these challenges? How effectively did WFP ensure accountability to affected populations?
3.4	To what extent did the CSP facilitate strategic linkages between humanitarian interventions, development and resilience initiatives? To what extent did WFP’s resilience-oriented interventions contribute to social cohesion in conflict prone communities where it was working?
EQ4 – To what extent has WFP used its resources efficiently?	
4.1	To what extent were the CSP activities and outputs delivered in a timely way, and what were the major bottlenecks?
4.2	To what extent were WFP’s activities cost-efficient in delivery of its assistance, particularly within the supply chain / service provision to the Government and partners?
4.3	How did the CO reprioritize its interventions to optimize resources for maximum efficiency, and what were the challenges faced?
EQ5 – What are the critical internal and external factors that explain performance and results?	
5.1	To what extent has WFP been able to mobilize adequate, timely, predictable, and flexible resources to finance the CSP?
5.2	How well and in what ways did WFP strengthen, diversify, and leverage strategic partnerships at national and field level to enhance efficiency and effectiveness, particularly in the area of climate resilience and support to smallholder farmers?
5.3	To what extent did the CO have the appropriate human resources capacity and structure to delivery on the CSP?
5.4	To what extent was monitoring data used in a timely way for programme adaptation?
5.5	How effectively did WFP identify, anticipate, and manage risks to interventions?

5. Methodological approach and ethical considerations

5.1. EVALUATION APPROACH

40. The 2030 Agenda conveys the global commitment to end poverty, hunger and inequality, emphasizing the economic, social and environmental dimensions of sustainable development. This calls for a systemic approach to development policies and programme design and implementation, as well as for a systemic perspective in analysing development change. WFP assumed the conceptual perspective of the 2030 Agenda as the overarching framework of its Strategic Plan (2022-2025), with a focus on supporting countries to end hunger (SDG 2).

41. The achievement of any SDG national target and of WFP strategic outcomes is the result of the interaction among multiple variables. In the context of the SDGs, the attribution of net outcomes to any specific organization, including WFP, may be extremely challenging or sometimes impossible. While attribution of results would not be appropriate at the outcome level, it should be pursued at the output and activity level, where WFP is meant to be in control of its own capacity to deliver.

42. The CSPE will use a theory-based approach to assess WFP's contribution to outcomes. This will entail the reconstruction of an overall theory of change (ToC) for the CSP, using both a visual and a narrative. The draft ToC reconstruction will be based on desk review, and will be discussed, adjusted, and amended in online discussions with the CO and the Office of Evaluation prior to the inception mission. The reconstructed ToC will show the intended causal pathways from WFP activities to outputs to strategic outcomes, as well as the internal and external assumptions made for the intended change to take place at each causal link along these pathways. The assumptions identified should be spelled out in the inception report and translated into

specific lines of inquiry under the relevant evaluation sub-questions. The ToC should identify key development and humanitarian actors working in the same areas of the CSP, including but not limited to those partnering with WFP to enable a better understanding of WFP contribution, positioning and value-added.

43. During the inception phase, the evaluation team should identify the components of the overarching CSP ToC where it would be most relevant to develop 'nested' ToCs. The nested ToC may be developed following an actor-based change framework³⁰ to focus on the key actors within a system and account for complexity. Based on the initially suggested key themes of interest or 'causal hotspots', the evaluation team will identify and select those to explore further through case studies. This approach will provide evidence for specific causal pathways and enable a more in-depth analysis of EQ2 and/or EQ3, facilitating place-based analysis within a targeted geography. The evaluation report should visualize the strength of evidence against the ToC.

44. The CSPE will adopt a mixed methods approach, whereby data collection and analysis are informed by a feedback loop combining a deductive approach, which starts from predefined analytical categories, with an inductive approach that leaves space for lines of inquiry that had not been identified at the inception stage, including eventually the analysis of unintended outcomes, positive or negative. Strong stakeholder engagement should be at the centre of the methodology. Data will be collected through a mix of primary and secondary sources with different methods, including those suggested in Table 4, and aligned to the relevant analytical methods indicatively proposed below. Systematic data triangulation across different sources, methods and evaluators should be carried out to validate findings and avoid bias in evaluative judgement.

Table 4: Options for data collection methods to select, prioritize and expand as needed

Desk review	<ul style="list-style-type: none"> • WFP MoUs, strategies, plans, monitoring data, risk register, annual reports, donor reports, evaluations, post distribution monitoring reports, beneficiary feedback databases. • UN system and government policies, strategies, and reports, such as (for government) country strategies and reports from strategic partners, donors and cooperating partners. • Other relevant documentation as identified during the inception phase.
Semi-structured interviews	<ul style="list-style-type: none"> • Conducted with key informants, both remotely and in-person, including WFP CO management and relevant staff; relevant WFP HQ and RBJ staff; government partners, cooperating partners, UN, NGOs, private sector actors, donors, local/community leaders, etc.
Focus group discussions	<ul style="list-style-type: none"> • Perspectives will be gathered from affected populations and marginalized groups (e.g., rural women, persons with disabilities, persons with HIV/AIDS) in a way to promote inclusivity and participants feel free and comfortable to speak up. This will include marginalized and hard-to-reach groups.
Observation	<ul style="list-style-type: none"> • Direct observation of field activities in selected locations. • For remote areas where infrastructure has been built (activity 3 and 4), satellite imagery may be explored to assess specific community assets created.
Surveys	<ul style="list-style-type: none"> • Online surveys could be conducted with partners and/or hard-to-reach groups. • A small module of questions could be added to outcome monitoring surveys and/or output monitoring surveys to respond to EQ1 and EQ2. in coordination with the research, assessment and monitoring (RAM) team.

³⁰ See [American Journal of Evaluation, The Actor-Based Change Framework: A Pragmatic Approach to Developing Program Theory for Interventions in Complex Systems, 2020](#). The ABC model requires developing an actor-based system map; a change agenda, identifying which conditions would need to shift over time to lead to sustainable changes in practices and relationships; and the causal impact pathways, articulating the ToC.

45. OEV would especially welcome proposals which optimally combine some of the following methods (and others, as appropriate) to generate an appropriate design for the evaluand:

- **Contribution analysis (specifically for EQ2 and EQ3):** to assess the extent to which WFP supported interventions contributed to (or are likely to) expected outcomes. The evaluation will gather evidence to confirm the validity of the initial CSP design; test assumptions, examine influencing factors, and identify alternative assumptions for pathways of change.
- **Outcome harvesting (specifically for EQ2 and EQ3):** to identify WFP's contribution to expected and unexpected results, particularly where the results chain between outputs and outcomes is not clearly described or where little data is available.
- **Most significant change (specifically for EQ2 and EQ3):** to capture expected and unexpected results and gain deep insights into how change occurs in specific contexts. It enables stakeholders to highlight changes they find important, even if they do not align with predefined indicators, while also gathering a variety of perspectives.
- **Content analysis (specifically for EQ1, EQ2 and EQ3):** to analyse data from documents, interviews, and focus group notes and qualitative data from the case studies to identify emerging trends over time, themes, and patterns for evaluation questions. Content analysis can be used to highlight diverging views and opposing trends. The emerging issues and trends provide the basis for preliminary observations and evaluation findings.
- **Quantitative analysis (specifically for EQ2, EQ4 and EQ5):** to interpret quantitative data collected for reporting and monitoring purposes over the course of the evaluation period; and from the surveys conducted by the evaluation team. Statistical analysis will be used to interpret quantitative data using mostly descriptive statistics (frequencies, cross-tabulations, central tendencies, etc.) to determine the performance of available quantitative indicators. Output analysis should help to identify what decisions were made around prioritization of assistance.

46. Within these parameters, evaluation firms are encouraged to propose realistic data collection and analysis methods in their proposal and apply innovative approaches where possible.

47. During the inception phase, the evaluation team will develop a coherent methodological design, including an evaluation matrix that aligns the lines of inquiry with the ToC, informed by a comprehensive evaluability assessment. It should include data collection and data analysis methods, indicators where applicable, data sources, among others.

48. The methodology should aim at data disaggregation by sex, age, disability status, nationality, or other characteristics as relevant to, and feasible in, specific contexts. Moreover, the selection of informants and site visits should ensure to the extent possible that all voices are heard and that marginalized and hard-to-reach groups are included. Consequently, it will be very important at the inception stage to conduct as detailed and comprehensive a stakeholder mapping as possible.

49. The evaluation should be designed and conducted in a gender and inclusion-responsive manner, ensuring that diverse voices are included and heard throughout the evaluation process, and focusing on addressing and analysing the differential effects on men, women, girls, boys, persons with disabilities, and other relevant socio-economic groups.³¹ Specific attention should be given to the methodologies which promote inclusivity and accessibility in data collection processes.

³¹ In choosing the methods to evaluate the CSP, the evaluation team should refer to the Office of Evaluation's Technical Note for Gender Integration in WFP Evaluations and the Technical Note on Integration of Disability Inclusion in Evaluation.

5.2. PRELIMINARY CONSIDERATIONS ON EVALUABILITY AND METHODOLOGICAL IMPLICATIONS

Evaluability is the extent to which an activity or a programme can be evaluated in an independent, credible, and useful fashion. Beyond availability and access to reliable information on WFP performance, it necessitates that there is: (a) reliable information on the intervention context and the situation of targeted population groups before and during its implementation; (b) a clear statement of intended outcomes, i.e. the desired changes that should be observable once implementation is under way or completed; (c) a set of clearly defined and appropriate indicators with which to measure changes; and (d) a defined timeframe by which outputs should be delivered and outcomes should be occurring. It also requires the evaluation to be relevant and timely to feed into important strategic and/or operational decisions. Independence is required to ensure an unbiased and impartial assessment of performance and challenges met, which is needed for accountability but also to base lessons learned as much as possible on what was really achieved (or not achieved).

50. As it prepares the evaluability assessment, the evaluation team will critically assess data availability, quality, and gaps to inform its choice of evaluation methods. This will include an analysis of the results framework and related indicators to validate the pre-assessment made by the Office of Evaluation.

51. At this stage, a preliminary analysis of the CSP identified the following evaluability assessment considerations:

- **CSP design:** the evaluation team will need to reconstruct the ToC since it is not available for this CSP, building on the one reconstructed by the evaluation team in the previous CSPE. However, the UN common country analysis and the previous CSPE should provide sufficient information to contextualize the CSP design.
- **Information availability:** the CSPE has access to a substantial body of monitoring data and documentation, forming a robust evidence base. Annex 2 lists previous relevant evaluations and audits. An initial review of CSP monitoring data (see Annex 1) indicates that in 2022, there were gaps in follow-up values for outcome, cross-cutting, and output indicators, although baseline data is available for most indicators. In 2023, reporting shows fewer gaps. However, the existence of four different versions of the logical framework (logframe) may pose challenges for consistency in measurement and reporting across various result levels. The most recent logframe, from September 2023, includes 54 outcome indicators, 17 cross-cutting indicators and 134 output indicators. A preliminary analysis shows that 24 outcome, 9 cross-cutting and 87 output indicators are consistent across all versions (See Annex 1). However, CSP outcome indicators for Country Capacity Strengthening are not adequate for measuring changes in the capacities of national institutions. The primary reasons for missing data include delays in activity implementation, funding constraints, security challenges related to emergency operations, and other factors. The evaluation will accordingly rely on other relevant quantitative and qualitative data collected by the CO as a secondary source of information.
- **Validity of indicators:** CSP outcome indicators for Country Capacity Strengthening are not adequate for measuring changes in the capacities of national institutions. In these cases, other sources must be sought.
- **Gender and Disability:** beneficiary data is disaggregated by gender, age and resident status, for each activity and strategic outcome. Disability data is available in 2022 and 2023. The Country Office has a disability inclusion strategy since 2023.
- **Internal context:** CSPEs are conducted during the penultimate year of the CSP, and it is therefore timely in terms of informing the upcoming plan. However, this has implications for the completeness of results reporting and attainment of expected outcomes.
- **External context:** the turnover of government representatives and partners in Mozambique may affect institutional memory and/or the accessibility to relevant technical documentation. Security concerns in northern Mozambique and cyclones may prevent the evaluation team's travel to selected sub-regions.

52. The evaluation team will review and assess these limitations and devise measures to mitigate these challenges. Any other evaluability considerations identified by the team during the inception phase will be discussed with the Office of Evaluation and outlined in the inception report together with appropriate mitigation measures where possible.

5.3. ETHICAL CONSIDERATIONS

53. Evaluations must conform to WFP and United Nations Evaluation Group (UNEG) ethical standards and norms.³² 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).³³ This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair and inclusive participation of participants (including women and socially excluded groups) and ensuring that the evaluation results do no harm to participants or their communities.

54. The commissioning office will ensure that the team and the evaluation manager will not have been involved in the design, implementation, financial management or monitoring of the WFP Mozambique CSP, have no vested interest, nor have any other potential or perceived conflicts of interest.³⁴

55. 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.³⁵

56. 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.

5.4. QUALITY ASSURANCE

57. The WFP evaluation quality assurance system sets out processes with steps for quality assurance and templates for evaluation products based on quality checklists. This 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 and recommendations on that basis. The

³² For further information on how to apply the [UNEG norms and standards](#) in each step of the evaluation, the evaluation team can also consult the [Technical Note on Principles, Norms and Standards for evaluations](#).

³³ Beneficence means striving to do good for people and planet while minimizing harms arising from evaluation as an intervention.

³⁴ "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.

³⁵ 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.

evaluation team will be required to ensure the quality of data (reliability, consistency and accuracy) throughout the data collection, synthesis, analysis and reporting phases.

58. All evaluation deliverables (i.e., inception report and main evaluation report) must be subject to a thorough quality assurance review by the evaluation company in line with the WFP evaluation quality assurance system prior to submission of the deliverables to OEV. This includes reviewing the response-to-comments matrices and changes made to evaluation deliverables after OEV and stakeholder comments, and editorial review of deliverables. However, quality assurance goes beyond reviewing deliverables and should include up-front guidance to the evaluation team. The person(s) responsible for quality assurance should therefore attend OEV briefing sessions and key meetings with the evaluation team. It is essential that the evaluation company foresees sufficient resources and time for this quality assurance.

59. The Office of Evaluation will conduct its own quality assurance of all evaluation deliverables at two levels: the evaluation manager (QA1) and a senior evaluation officer (QA2). The evaluation manager, with QA2 support as needed, will provide guidance to the evaluation team on any aspects of the evaluation (substantive areas to be covered, methodology, interaction with stakeholders, organizational matters etc.) as required. They will both review all evaluation deliverables. The (Deputy) Director of OEV will approve all evaluation deliverables.

60. All final evaluation reports will be subjected to a post hoc quality assessment (PHQA) by an independent entity through a process that is managed by the Office of Evaluation. The overall PHQA results will be published on the WFP website alongside the final evaluation report.

6. Organization of the evaluation

6.1. PHASES AND DELIVERABLES

61. The evaluation is structured in five phases summarized in Table 5 below. The evaluation team will be involved in phases 2 to 5 of the CSPE. The country office and regional bureau have been consulted on the timeframe to ensure good alignment with the country office planning and decision-making so that the evidence generated by the CSPE can be used effectively. The data collection should be designed as an iterative process which can start earlier and continue after the indicative dates. Sufficient time should be planned for field visits, particularly for the national consultants.

62. OEV welcomes discussions regarding the participation of the evaluation manager and research analyst in the internal analysis workshop of the evaluation team during the reporting phase.

63. Given the political unrest in Mozambique during the drafting of the ToR, the evaluation timeline and stakeholder engagement may need to be adjusted.

Table 5: Summary timeline – key evaluation milestones

Main phases	Timeline	Tasks and deliverables
1.Preparation	By November Mid-December	Final ToR Summary ToR Firm selection and contract
2. Inception	Mid-January Jan-Feb 24-28 Feb (tentative) Mid-March End of April	HQ briefings and design discussions Draft Theory of Change reconstruction and online presentation to CO for feedback Inception mission Design presentation to IRG Final inception report
3. Data collection	June	Evaluation mission, data collection and exit debriefing

4. Reporting	July August September Early October Mid-December Jan-Feb 2026	Report drafting Comments process Draft ER circulation In-country stakeholder workshop Final evaluation report approved SER (to be validated by Team Leader)
5. Dissemination	March 2026 April-October 2026 November 2026	Submit SER for management response preparation and for editing and translation Wider dissemination, Tail end actions Presentation of summary evaluation report and the management response to the EB.2.2026 Executive Board

6.2. EVALUATION TEAM COMPOSITION

64. To the extent possible, the evaluation will be conducted by a gender, geographically, culturally, and linguistically diverse and balanced evaluation team of five members including a team leader, a senior evaluator/deputy team leader, two national evaluators and a research analyst.

65. The selected evaluation firm is responsible for proposing a mix of evaluators with multi-lingual language skills (both Portuguese and English) who can effectively cover the areas of evaluation in a complementary manner.

66. In addition to the skill sets identified below, the evaluation team should also possess strong methodological competencies in designing feasible data capture and analysis as well as synthesis and reporting skills. The evaluation team should have good knowledge of gender, equity, wider inclusion issues. In addition, the team should combine experience in humanitarian and development contexts and knowledge of the WFP food and technical assistance modalities.

Table 6: Summary of evaluation team and areas of expertise required

Areas of CSPE	Expertise required
Team Leadership	<p>MINIMUM REQUIREMENTS</p> <ul style="list-style-type: none"> Academic background in social sciences with strong qualitative research methods and sound understanding of quantitative methods. Leadership, team management, coordination, and planning skills in multidisciplinary teams. Experience in leading complex, strategic evaluations at country level, including with UN organizations. Experience applying theory-based evaluation approaches. Relevant knowledge and experience of humanitarian and development contexts. Experience and knowledge of Mozambique or similar context. Strong presentation skills and ability to deliver on time. Strong analytical, synthesis and writing skills in English. Fluency in Portuguese. Expertise in one or more of the technical areas below; and ability to engage in dialogue with sectoral experts in the technical areas detailed below. <p>DESIRABLE</p> <ul style="list-style-type: none"> Previous experience leading or conducting WFP evaluation(s).
Areas of CSPE	Expertise required
Thematic expertise	<ul style="list-style-type: none"> Emergency preparedness and response; Humanitarian-Development-Peace nexus. Institutional capacity strengthening. Social protection, school feeding, and food security and nutrition. Resilience, smallholder farmer support, and climate change adaptation. Service provision and supply chain management. Gender equality, equity, and inclusion.

Areas of CSPE	Expertise required
National Evaluators	<p>MINIMUM REQUIREMENTS</p> <ul style="list-style-type: none"> • Expertise in one or more of the technical areas above. • In-depth knowledge of the political, economic and social context in Mozambique. • Knowledge of key development and humanitarian actors working on food security and nutrition in Mozambique. • Experience conducting data collection (including interviews and focus group discussions) for evaluation and/or research studies. • Excellent analytical skills. <p>DESIRABLE</p> <ul style="list-style-type: none"> • Experience with the UN. • Fluency in English.
Research Assistance	<p>MINIMUM REQUIREMENTS</p> <ul style="list-style-type: none"> • Relevant knowledge of evaluation and research, as well as WFP programmes and modalities of intervention • Strong experience in designing and applying qualitative and quantitative research methods, and ability to support evaluation teams. • Experience in designing surveys. • Strong analytical skills (e.g., trend analysis, cost-efficiency analysis, financial analysis, etc.). • Excellent Excel skills, including the ability to work with pivot tables, organize, analyse, and effectively visualize data in Excel. • Strong data management skills, including the ability to accurately handle large databases, clean, extract, and triangulate data. • Strong writing and presentation skills, as well as skills in reviewing and note-taking. <p>DESIRABLE</p> <ul style="list-style-type: none"> • Previous experience with WFP evaluation(s).
Quality assurance and editorial expertise	<p>MINIMUM REQUIREMENTS</p> <ul style="list-style-type: none"> • Experience in conducting evaluations on humanitarian action or development operations. • Experience in writing high quality, complex evaluation deliverables (detailed reports and summaries). • Experience in quality assurance of written technical reports and briefs. <p>DESIRABLE</p> <ul style="list-style-type: none"> • Familiarity with WFP programmes and modalities of intervention. • Previous experience with WFP evaluation(s).

6.3. ROLES AND RESPONSIBILITIES

67. This evaluation is managed by the WFP Office of Evaluation. Mar Guinot has been appointed as evaluation manager (EM); she is supported by Lucia Landa Sotomayor, Research Analyst. Both have not worked on issues associated with the subject of evaluation. The EM, assisted by the OEV RA, is responsible for drafting the ToR; selecting and contracting the evaluation team; preparing and managing the budget; setting up the Internal Reference Group; organizing the team design discussions and the in-country stakeholder workshop; supporting the preparation of the field mission; drafting the summary evaluation report; conducting the first-level quality assurance of the evaluation products and soliciting WFP stakeholders' feedback on draft products. The evaluation manager will be the main interlocutor between the team and WFP counterparts to ensure a smooth implementation process; and will engage in regular discussions with the evaluation team on the evaluation design and process. Sergio Lenci, Senior Evaluation Officer, will provide second-level quality assurance. The Deputy Director of Evaluation will clear the final evaluation products and the Director or Evaluation will present the CSPE to the WFP Executive Board for consideration in November 2026.

68. An internal reference group composed of selected WFP stakeholders at country office, regional bureau and headquarters levels will be expected to review and comment on draft evaluation reports; provide feedback during evaluation briefings; be available for interviews with the evaluation team.

69. The country office will facilitate the evaluation team's contacts with stakeholders in Mozambique; provide logistic support during the fieldwork and organize an in-country stakeholder workshop. Eder Lafaurie has been nominated the WFP country office focal point and will assist in communicating with the evaluation manager and CSPE team and setting up meetings and coordinating field visits. To ensure the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings where their presence could bias the responses of the stakeholders.

6.4. SECURITY CONSIDERATIONS

70. As an "independent supplier" of evaluation services to WFP, the contracted firm will be responsible for ensuring the security of the evaluation team, and for making adequate arrangements for evacuation for medical or insecurity reasons. However, to avoid any security incidents, the evaluation manager will ensure that the WFP country office registers the team members with the security officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground. The evaluation team must observe applicable United Nations Department of Safety and Security rules including taking security training (BSAFE & SSAFE) and attending in-country briefings.

6.5. COMMUNICATION

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

71. A communication and knowledge management plan will be developed by the evaluation manager in consultation with the evaluation team and the Country Office during the inception phase. The evaluation team will propose/explore communication/feedback channels to appropriate audiences (including affected populations as relevant) as part of the inception phase.

72. The summary evaluation report along with the management response to the evaluation recommendations will be presented to the WFP Executive Board in November 2026. The final evaluation report will be posted on the public WFP website and the Office of Evaluation will ensure dissemination of lessons through the annual evaluation report.

6.6 THE PROPOSAL

73. Technical and financial offers for this evaluation should consider in-country inception and data collection missions, and travel of the evaluation team leader for the stakeholder workshop to be held in Maputo.

74. Proposals should build in sufficient flexibility to deal with possible risks of cancelling, postponing or having to change some parts of the field mission, particularly due to flare-up of conflict in northern regions, floods caused by natural events, and political unrest in the country.

75. All evaluation products will be produced in English.

76. While the Summary Evaluation Report is drafted by the Evaluation Manager, financial proposals should budget time for the Team Leader to review and validate the final draft before it is submitted to the Executive Board.

77. Following the technical and financial assessment, an improved offer could be requested by WFP to the preferred bid(s) to better respond to the TOR requirements. WFP may conduct reference checks and interviews with selected team members.

Annex 1. Overview of performance data availability

Table 1: Country Strategic Plan Mozambique logframe analysis

Logframe version		Outcome indicators	Cross-cutting indicators	Output indicators
v 1.0 CRF 2017-2021 (9 September 2021)	Total nr. of indicators	34	9	106
v 2.0 CRF 2017-2021 (3 August 2022)	New indicators	0	0	6
	Discontinued indicators	0	0	0
	Total nr. of indicators	34	9	112
v 1.0 CRF 2022-2025 (4 November 2022)	New indicators	25	4	31
	Discontinued indicators	10	0	25
	Total nr. of indicators	49	13	118
v 2.0 CRF 2022-2025 (29 September 2023)	New indicators	5	5	16
	Discontinued indicators	0	1	0
	Total nr. of indicators	54	17	134
Total number of indicators that were included across all logframe versions		24	9	87

Table 2: Analysis of results reporting in Mozambique Annual Country Reports 2022-2023

		ACR 2022 (CRF 2017-2021 Logframe 2.0)					ACR 2023 (CRF 2022-2025 Logframe 2.0)				
		Total nr indicators	Indicators with any baseline value	Indicators with any follow-up value	Indicators with any year target	Indicators with any end CSP target	Total nr indicators	Indicators with any baseline value	Indicators with any follow-up value	Indicators with any year target	Indicators with any end CSP target
Outcome indicators	SO 1	16	12	6	12	12	14	13	13	13	12
	SO 2	3	1	0	1	1	9	2	2	2	2
	SO 3	9	7	7	7	7	15	13	13	13	13
	SO 4	4	3	1	3	3	14	11	11	11	11
	SO 5	1	1	1	1	1	1	0	0	0	0
	SO 6	1	1	1	1	1	1	1	1	1	1
	TOTAL	34	25	16	25	25	54	40	40	40	39
Cross-cutting indicators	Accountability	2	2	1	2	2	5	5	5	5	5
	Protection	3	3	0	3	3	5	5	5	5	5
	GEWE	3	2	0	2	2	4	2	2	2	2
	Environment	1	1	1	1	1	1	1	1	1	1
	Nutrition	0	0	0	0	0	2	2	2	2	2
	TOTAL	9	8	2	8	8	17	15	15	15	15
		Total nr indicators	Planned		Actual		Total nr indicators	Planned		Actual	
Output indicators	SO 1	17	9		9		21	12		12	
	SO 2	16	10		10		17	11		11	
	SO 3	27	18		17		35	20		20	
	SO 4	34	0		0		45	0		0	
	SO 5	8	0		0		9	0		0	
	SO 6	10	0		0		7	0		0	
	TOTAL	112	37		36		134	43		43	

Annex 2: List of relevant previous evaluations and audits

Title	Year	Type
Evaluation of Mozambique WFP Country Strategic Plan 2017-2021	2022	CSP evaluation
Strategic Evaluation of WFP's Protection from Sexual Exploitation and Abuse	2024	Strategic evaluation
Evaluation of WFP's Policy on Building Resilience for Food Security and Nutrition	2023	Policy evaluation
Strategic Evaluation of WFP's work on Nutrition and HIV/AIDS	2023	Strategic evaluation
Evaluation of the WFP Response to the COVID-19 Pandemic	2022	Centralized evaluations
Strategic Evaluation of the Contribution of School Feeding Activities to the Achievement of the Sustainable Development Goals	2021	Strategic evaluation
Evaluation of the Gender Policy (2015-2020)	2020	Policy evaluation
Inter-Agency Humanitarian Evaluation of the Response to Cyclone Idai in Mozambique	2020	Inter-Agency Humanitarian Evaluation
Update of WFP's Safety Nets Policy: Policy Evaluation	2019	Policy evaluation
Evaluation of Mozambique Gender Transformative and Nutrition Sensitive (GTNS) Project (2019 to 2023)	2023	Decentralized evaluation
WFP Contribution to Market Development and Food Systems in Southern Africa: A Thematic Evaluation 2018 to 2021	2021	Decentralized evaluation
Joint evaluation of the programme "Accelerate Progress Towards Millennium Development Goal 1C	2020	Decentralized evaluation
WFP's budget revision process	2024	Summary of evidence
Earmarked, flexible and Multi-Year contributions	2024	Summary of evidence
Lessons on Self-Reliance for Refugees in the Middle East, Northern Africa and Eastern Europe region	2023	Summary of evidence
Social protection	2023	Summary of evidence
Cash-based transfers: lessons from evaluations	2021	Summary of evidence
Internal audit AR-22-02 Management comments.pdf	2022	Audit
Internal audit Mozambique AR-22-02.pdf	2022	Audit
Internal audit Mozambique AR-17-15.pdf	2017	Audit
Mid-term review of the project: SAP 011 'Climate-resilient food security for women and men smallholders through integrated risk management'	2019	Mid-term review

Annex 3: Overview of CSP 2017-2022

Table 1: Mozambique CSP 2017-2022, overview of strategic outcomes and activities

Focus Area	Strategic Outcomes	Activities	Modalities of intervention
Resilience Building	SO 1 Households in food insecure areas of Mozambique are able to maintain access to adequate and nutritious food throughout the year, including in times of shock	Activity 1 Provide capacity strengthening to prepare for, respond to and recover from weather-related shocks to the government at national, subnational and community levels	Capacity Strengthening
		Activity 2 Provide technical assistance in making social protection programmes shock-responsive and hunger –sensitive, to the government	Food; CBT; Capacity Strengthening
Crisis Response	SO 2 Shock affected people in Mozambique are able to meet their basic food and nutrition needs during and immediately after a crisis	Activity 3 Provide cash and/or food transfers to vulnerable households affected by crisis	Food; CBT; Capacity Strengthening
Root Causes	SO 3 Children in chronically food insecure areas have access to nutritious food throughout the year	Activity 4 Strengthen the capacity of the government bodies responsible for the national home-grown school feeding programme	Food; CBT; Capacity Strengthening
	SO 4 Targeted people in prioritized areas of Mozambique have improved nutritional status in line with national targets by 2021	Activity 5 Provide capacity strengthening and technical assistance to government entities implementing the national strategy to combat stunting and micronutrient deficiencies	Capacity Strengthening
	SO 5 Targeted smallholder farmers in northern and central Mozambique have enhanced livelihoods by 2021	Activity 6 Enhance the aggregation, marketing and decision-making capacities of smallholder farmers, with focus on women	Capacity Strengthening
Resilience Building	SO 6 Humanitarian and development partners in Mozambique are supported by efficient and effective supply chain and ICT services and expertise	Activity 7 Provide supply chain services to humanitarian and development partners	Service Delivery; Capacity Strengthening
Crisis Response	SO 7 Government and humanitarian partners in Mozambique have access to effective and reliable services during times of crisis.	Activity 8 Provide services through the Logistics Cluster to government and other humanitarian and development partners	Service delivery
		Activity 9 Provide Emergency Telecommunications Cluster services to government and other humanitarian and development	Service Delivery
		Activity 10 Provide humanitarian air services to government and other humanitarian and development partners	Service delivery
		Activity 11 Provide accommodation, transport and other services as required to humanitarian and development partners	Service Delivery
		Activity 12 Provide on-demand cash transfer services to government partners, UN Agencies and national and international NGOs	Service Delivery

Source: CSP2017-2022 BR 8 Line of Sight

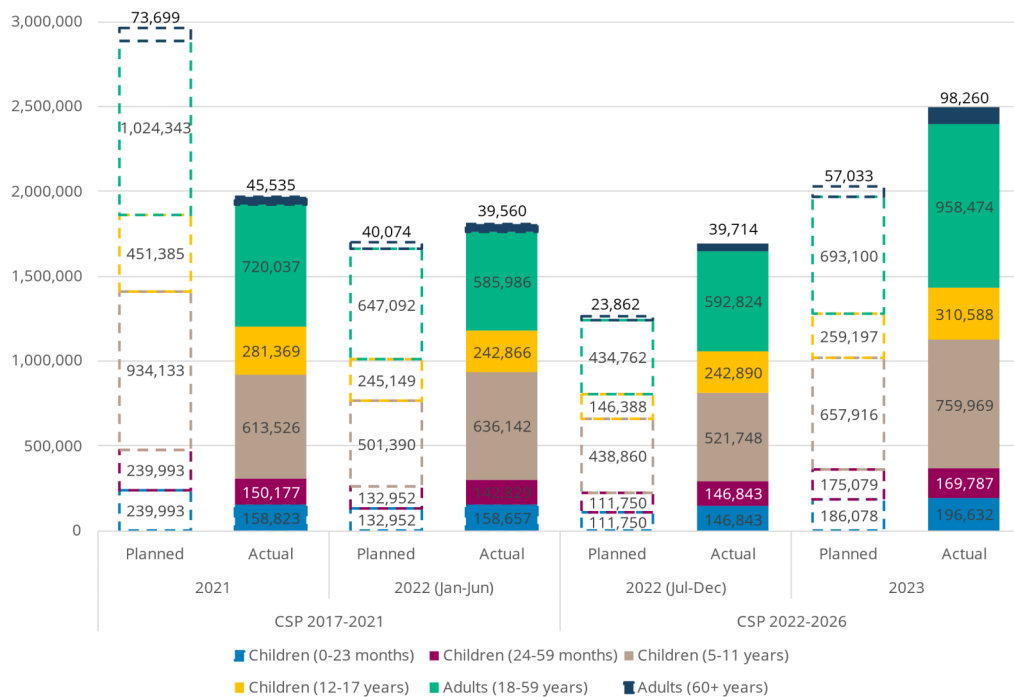
Table 2: CSP Mozambique 2017-2022 cumulative financial overview

Focus Area	Strategic Outcome	Activities	Original NBP (USD)	NBP, latest BR 8 (USD)	Cumulative allocated resources (USD)
Resilience Building	SO 1	Activity 01	4,631,517	5,198,490	2,344,439
		Activity 02	12,684,260	43,719,630	21,121,388
	Sub-total SO 1		17,315,777	48,918,120	23,465,827
Crisis Response	SO 2	Activity 03	50,178,424	789,750,463	395641450
	Sub-total SO 2		50,178,424	789,750,463	395,641,450
Root Causes	SO 3	Activity 04	52,216,680	83,405,125	27,160,793
	Sub-total SO 3		52,216,680	83,405,125	27,160,793
	SO 4	Activity 05	6,607,580	9,685,836	4,754,736
	Sub-total SO 4		6,607,580	9,685,836	4,754,736
	SO 5	Activity 06	1,107,660	10,117,519	4,930,707
Sub-total SO 5		1,107,660	10,117,519	4,930,707	
Resilience Building	SO 6	Activity 07	14,884,897	15,182,911	13,571,256
	Sub-total SO 2		14,884,897	15,182,911	13,571,256
Crisis Response	SO 7	Activity 08		11,329,589	8,530,824
		Activity 09		1,903,414	1,138,419
		Activity 10		6,785,059	3,827,112
		Activity 11		1,819,684	291,157
		Activity 12		4,450,759	909,586
	Sub-total SO 6			26,288,506	14,697,098
Non-SO specific				4,069,960	
Total Direct Operational Cost			142,311,019	983,348,479	488,291,827
Direct Support Cost (DSC)			14,377,261	41,781,296	27,467,934
Indirect Support Cost (ISC)			10,968,180	66,388,586	29,237,146
Grand Total			167,656,458	1,091,518,361	544,996,906

Source: Country portfolio budget main and BR8 for NBP; ACR 1 report Cumulative Financial Overview as at 31 December 2022 for Allocated resources

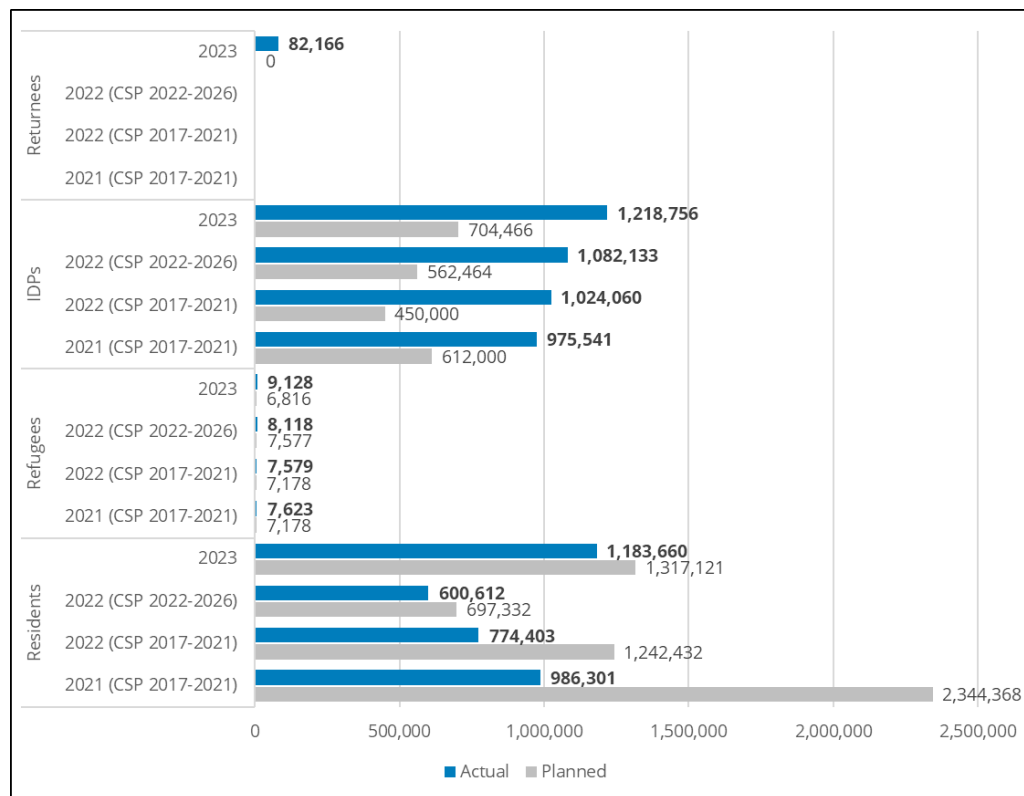
Annex 4: Additional figures on beneficiaries

Figure 1: CSP Mozambique planned and actual beneficiaries, disaggregated by age category



Source: COMET report CM-R001b Annual country beneficiaries, extracted on 23 August 2024

Figure 2: CSP Mozambique planned and actual beneficiaries, disaggregated by residence status



Source: COMET report CM-R001b Annual country beneficiaries, extracted on 23 August 2024

Annex 5: Acronyms

Abbreviation	Description
ACR	Annual Country Report
BSAFE	Bsafe Training Course
CO	Country Office
CPB	Country Portfolio Budget
CSP	Country Strategic Plan
CSPE	Country Strategic Plan Evaluation
DAC	Development Assistance Committee
EB	Executive Board
EM	Evaluation Manager
GEWE	Gender Equality and Women Empowerment
HQ	Headquarters
NBP	Needs Based Plan
NGO	Non-Governmental Organization
OECD	Organization for Economic and Cooperation Development
OEV	Office of Evaluation
PHQA	Post Hoc Quality Assessment
QA1	Quality Assurance Level 1
QA2	Quality Assurance Level 2
RA	Research Analyst
SDG	Sustainable Development Goals
SO	Strategic Outcome
SSAFE	Ssafe Course Surge Deployment
TOR	Terms of References
UN	United Nations

Abbreviation	Description
UNEG	United Nations Evaluation Group
USD	United States Dollars
WFP	World Food Programme

Office of Evaluation

World Food Programme

Via Cesare Giulio Viola 68/70
00148 Rome, Italy
T +39 06 65131 wfp.org