

# WFP support to social protection: Strategic evaluation

Terms of reference

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# 1. Background

## 1.1. Introduction

1. A strategic evaluation focusing on WFP's support to social protection was included in the WFP Office of Evaluation's workplan for 2024-2026. The need for this evaluation was identified by OEV in dialogue with WFP management to take stock of the experience accumulated so far and provide inputs to further refine WFP strategic framework and operational approach to social protection.
2. The purpose of these Terms of Reference (TOR) is to provide information to stakeholders about the evaluation, to guide the evaluation team and specify expectations on the evaluation process and products. They were prepared by the WFP Office of Evaluation (OEV) based on an initial document review and a first round of internal consultation within WFP.
3. The evaluation will cover the period from 2019 to 2025 when data collection will conclude. It is scheduled to take place from February 2025 to February 2026. The evaluation report will be presented at the WFP Executive Board Session in June 2026. An external evaluation team contracted and managed by WFP's Office of Evaluation (OEV) will conduct the evaluation.

## 1.2. Context

### Global debate

4. State driven social protection is established in International Labour Organization (ILO) Convention 102 (1952) on Social Security (Minimum Standards), ratified by 60 countries, which establishes globally agreed minimum standards for nine branches of social security<sup>1</sup>.
5. The global social protection discourse has evolved significantly in recent decades. In the context of economic downturns and shifting political priorities of the 1980s and early 1990s, efforts to address poverty and vulnerability worldwide faced pressures in high-, medium as well as low-income countries. At that time, social protection "was mainly seen as a *safety net*, i.e. as a residual and temporary instrument for providing subsistence support to individuals in extreme poverty"<sup>2</sup>.
6. The series of financial crises in the 1990s exposed millions of people to labour market shocks and economic obstacles, and thereby demonstrated the strong link between risk and poverty. In this context, the World Bank developed the **Social Risk Management framework**<sup>3</sup>, which acknowledges that poverty is driven and exacerbated by uninsured risk and highlights three risk management strategies to be included in social protection: risk reduction, risk mitigation and risk coping.
7. By the early 2000s, research started to recognise the role of social protection not only in addressing poverty and risks, but also in driving fundamental changes to underlying social and economic structures. Thus, the **Transformative Social Protection Model**<sup>4</sup> emerged, underlining and advocating for the importance of advancing people's rights, empowering individuals and addressing and transforming structural inequalities.
8. The 2008 global financial and economic crisis prompted renewed attention by governments on the need to improve social protection coverage with a life cycle approach. The idea found its expression in the **Social protection Floor initiative**<sup>5</sup>, which argues for the establishment and maintenance of minimum levels of universal social protection to guarantee basic social services and a minimum level

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<sup>1</sup> [The ILO Social Security \(Minimum Standards\) Convention, 1952 \(No. 102\) | International Labour Organization](#)

<sup>2</sup> Overseas Development Institute (ODI).2013. Social Protection and its contribution to Social Inclusion.

<sup>3</sup> [World Bank, 1999. Social Protection as Social Risk Management.](#)

<sup>4</sup> Institute of Development Studies, 2004. Transformative Social Protection.

<sup>5</sup> ILO,2012. ILO Social Protection Floors Recommendation No. 202.

of income throughout the life cycle, inclusive of particular provisions for maternity and for children's health and nutrition.

9. The ILO's Floors recommendation<sup>6</sup> paved the way for inclusion of social protection in the 2030 Agenda for Sustainable Development and its underlying vision of "leaving no one behind". SDG1 on ending poverty has a dedicated target (1.3), which calls on all countries to implement nationally appropriate social protection systems and measures for all. Social protection is also considered a key condition for achieving a number of other SDGs, including Zero Hunger, Good Health, Education, Gender Equality, Decent Work, Economic Growth and Reduced Inequality.
10. Against this backdrop, the potential of social protection to improve food security and nutrition gained increasing attention. A World Bank summary of evidence produced in 2015<sup>7</sup> highlights that social protection transfers had positive effects on food security outcomes. On the other hand, the overall effects of income on nutrition outcomes are not clear and vary by country experience and across studies.
11. In 2016, the World Bank and the ILO launched the Global Partnership for Universal Social Protection (USP2030)<sup>8</sup> to accelerate progress towards SDG 1.3. Since then, the USP2030 has grown into a worldwide alliance bringing together governments and a wide range of stakeholder, including WFP, in a shared commitment to achieve social protection to all.
12. In 2016, during the World Humanitarian Summit, donors and aid organization signed the Grand Bargain<sup>9</sup> and committed, among other things, to "align the delivery of cash to local and national mechanisms such as social protection systems" and "Increase social protection programmes and strengthen national and local systems and coping mechanisms in order to build resilience in fragile contexts"
13. In support to the Grand Bargain, in 2020, governments and agencies working on social protection released a joint statement as part of the **Social Protection Inter-Agency Cooperation Board (SPIAC-B)**<sup>10</sup>, whereby they commit to strengthen linkages between humanitarian and development actors for the enhancement of national social protection systems.
14. In the last years, the concepts of **shock-responsive**<sup>11</sup> and of **adaptive**<sup>12</sup> social protection emerged. They both: i) focus on the contribution of social protection systems to reduce and manage disaster risk, before, during and after a shock; ii) emphasise the need to have in place robust social protection systems as a foundation for building the resilience of individuals and households; iii) highlight the value of social protection and humanitarian actors working together in a way that reduces the need for repeated humanitarian responses.
15. The relevance and necessity of social protection has been clearly showcased over the last few years by a global context characterised by several shocks, such as Covid 19, the global food crisis and an increasing number of increasingly protracted crisis. Along the same lines, the latest ILO's World Social Protection Report<sup>13</sup> highlighted that "social protection is fundamental for climate change adaptation as it tackles the root causes of vulnerability by preventing poverty and social exclusion and reducing inequality. It enhances people's capacity to cope with climate-related shocks ex ante by providing an income floor and access to healthcare."

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<sup>6</sup> ILO, 2012. ILO Social Protection Floors Recommendation No. 202.

<sup>7</sup> World Bank, 2015. "Leveraging Social Protection Programs for Improved Nutrition: Summary of evidence prepared for the global forum on nutrition sensitive social protection programs."

<sup>8</sup> Home - USP2030

<sup>9</sup> The Grand Bargain: a shared commitment to better serve people in need.

<sup>10</sup> Grand Bargain Signatories | IASC

<sup>11</sup> Shock-Responsive Social Protection Systems (SRSP) | Oxford Policy Management

<sup>12</sup> World Bank: Adaptive Social Protection <https://documents.worldbank.org/en/publication/documents-reports/documentlist?repnb=148677>

<sup>13</sup> International Labour Office, World Social Protection Report 2024-2026: Universal Social Protection for Climate Action and a Just Transition, Geneva: International Labour Office, 2024. © ILO.

## Overview on social protection financing and coverage

16. Latest available data show that globally, countries allocate 12.9 per cent of their Gross Domestic Product (GDP) on average to social protection (excluding healthcare), alongside 6.5 per cent to healthcare, resulting in a total social protection expenditure of 19.3 per cent of GDP. However, there are significant disparities across the globe. While in Europe and Central Asia, expenditures for social protection (including healthcare) represent 25.3 per cent of countries' GDP on average, in Latin America they account for 15 per cent of national GDP, in Asia for 11.8 per cent, and in Africa they represent only 2 per cent of national GDP<sup>14</sup>.
17. In 2023, the world has surpassed an important milestone: for the first time, more than half the world's population (52.4 per cent) are covered by at least one social protection benefit, representing an increase of 9.6 percentage points since 2015.<sup>15</sup> According to ILO, to close the social protection coverage gap, low and middle-income countries should secure an additional 1.3% of annual GDP (552 USD billion).<sup>16</sup>
18. High-income countries have made steady and significant progress in reducing social protection gaps, with the proportion of the population covered by social protection systems rising from 81.0% in 2015 to 85.9% in 2023. Coverage rates in lower-middle- and upper-middle-income countries have also improved considerably, increasing from 20.9% to 32.4% and from 56.5% to 71.2%, respectively. In contrast, low-income countries have seen little to no change, with only 9.7% of the population covered.<sup>17</sup>
19. Although the progress made since 2015 is encouraging, it remains insufficiently fast. At the current pace, it would take an additional 49 years – until 2073 – for everyone to receive at least one social protection benefit, and even longer to achieve adequate and comprehensive coverage.<sup>18</sup>
20. Currently, 47.6 per cent of the world's population – as many as 3.8 billion people – are left unprotected, without access to any social protection. A recent publication from the USP2030 Financing Working Group<sup>19</sup> proposed a number of key actions to push strategic investments for social protection. Among them, the diversification of financing sources is expected to facilitate sustainability and ensure greater predictability of funding, especially for low- and middle-income countries. To this end, a coordinated approach is needed, leveraging domestic and international funding sources, including humanitarian, development, private sector, and climate finance. According to this publication, ODA for social protection, which in 2022 accounted for only 1.7 per cent of total ODA from all official donors<sup>20</sup>, should be used "strategically as catalyser and be in the form of grants or highly concessional loans".
21. According to the latest OCHA Global Humanitarian Overview, "in 2025, 305 million people around the world will require urgent humanitarian assistance and protection."<sup>21</sup> In 2024, about 8.5 per cent of the global population lived in extreme poverty<sup>22</sup> (meaning that 692 million people worldwide lived on less than \$2.15 per person per day) and nearly 300 million people required humanitarian assistance and protection<sup>23</sup>. According to the WFP 2025 Global Outlook<sup>24</sup>, across the 74 countries where WFP plans to implement unconditional resource transfers under Strategic Outcome 1 and where data is available<sup>25</sup>, 343 million people are estimated to be acutely food insecure. Food inflation remains high,

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<sup>14</sup> [International Labour Office, World Social Protection Report 2024-2026: Universal Social Protection for Climate Action and a Just Transition, Geneva: International Labour Office, 2024. © ILO.](#)

<sup>15</sup> *ibidem*

<sup>16</sup> [USP2030 and UN Human rights special Procedures. February 2025. A Call for Action on Financing Social Protection.](#)

<sup>17</sup> *ibidem*

<sup>18</sup> [International Labour Office, World Social Protection Report 2024-2026: Universal Social Protection for Climate Action and a Just Transition, Geneva: International Labour Office, 2024. © ILO.](#)

<sup>19</sup> [USP2030 and UN Human rights special Procedures. February 2025. A Call for Action on Financing Social Protection.](#)

<sup>20</sup> *ibidem*

<sup>21</sup> [OCHA \(2024\). Global Humanitarian Overview 2025.](#)

<sup>22</sup> World Bank, 2024. Poverty, Prosperity and Planet Report 2024. Pathways out of the polycrisis

<sup>23</sup> [OCHA \(2023\). Global Humanitarian Overview 2024.](#)

<sup>24</sup> [WFP. 2024. 2025 Global Outlook](#)

<sup>25</sup> Data remains unavailable for the Democratic People's Republic of Korea, Libya, and Sao Tome and Principe.

diminishing purchasing power and putting access to food at risk for millions of households. Over the last four years, food prices have more than doubled in 26 countries globally.<sup>26</sup>

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<sup>26</sup> [OCHA \(2024\). Global Humanitarian Overview 2025.](#)

## 2. Reasons for the evaluation

### 2.1. Rationale and Objectives

22. The need for this evaluation was identified by OEV in dialogue with WFP management mainly for institutional learning purposes. Particularly, the objective is to take stock of and analyse the experience accumulated so far and help strengthen WFP's approach to social protection in the delivering of the new strategic plan and in the light of the evolving global aid and partnership landscape. With this objective in mind, the evaluation will: a) assess progress towards social protection results; b) account for any unintended outcomes, positive or negative, c) identify and analyse critical enabling and hindering factors internal to WFP, or context related.

### 2.2. Key Stakeholders

23. A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and some of these will be asked to play a role in the evaluation process.
24. In 2023, WFP welcomed a new Executive Director, prompting a shift in senior leadership. At the same time, significant funding shortage required changes in the management architecture to ensure organizational efficiency effectiveness and sustainability within the current funding landscape. As part of this process, WFP organigramme was revised and a new *School meals and Social Protection Service* was created under the *Programme Policy and Guidance Division*, which in turn is part of the *Programme Operations Department*.
25. In addition to the School Meals and Social Protection Service, **Internal stakeholders** may include, although not necessarily limited to: WFP's executive management; Executive Board; Assessment and Targeting Unit (APPFA); Monitoring and Digital Cell Branch (CFOMD); Performance Planning and Reporting Branch (CPPG); Strategic Financing Branch (CPPF); Corporate Planning, Budgeting and Reporting Service (CFOB); Business Development Cash-Based Transfers (CBT) Unit; [Global Partner Countries Thematic Division](#) (GPCT) Innovative Financing Unit (CFOFI); Multilateral and Programme Country Partnerships Division (MPC); [Nutrition and Food Quality Service](#) (PPGN); Partnerships Coordination Services Service (PCS); Emergency Preparedness and Response (PPG-E); Risk Management Division (RMD); Regional Bureaus and Country Offices; [Technology Division](#) (TEC)
26. **Key external stakeholders** include the WFP Executive Board, member states and host governments, affected populations, civil society organizations, regional bodies, other UN agencies, funds and programmes, private sector partners, and international financial institutions. A detailed stakeholder mapping and analysis will be undertaken during the inception phase.

# 3. Subject of the evaluation

## 3.1. Social Protection and WFP

### Defining Social Protection

27. WFP uses a nuanced interpretation<sup>27</sup> of the 2019 Interagency Social Protection Assessment (ISPA) definition<sup>28</sup>, according to which social protection refers to: “Policies and programmes aimed at preventing and protecting people against poverty, vulnerability and social exclusion throughout their life, with a particular emphasis on vulnerable groups.”
28. This definition encompasses different social protection schemes, such as i) contributory; ii) non-contributory; and iii) labour market regulation. Historically, WFP has been active mainly in non-contributory social protection, particularly as relates to food, cash and voucher transfers, but more recently it has also engaged in contributory social protection schemes such as crops and livestock micro insurances. In doing so, WFP engages both at policy and programme level as clearly set out in its Strategy for Support to Social protection.

### WFP Policy and Strategic Framework for Social protection

29. In 2004, WFP issued its first policy on safety-nets<sup>29</sup>. In 2012, in light of the evidence and experience arising from analytical work and practical engagement, WFP updated the 2004 policy. The policy update<sup>30</sup> identified the following lessons learned from the implementation of the 2004 Policy: the critical role that WFP plays in social protection through safety nets as they relate to food assistance; the importance of understanding the context; assessing what is available and building on what works; ensuring coordination and predictability; focusing on the most vulnerable; adopting a system-oriented approach that reduces disaster risk and the need for emergency response, enhances the effectiveness and efficiency of processes, and integrates different social protection components; being accountable and open to learning; strengthening ownership and social contracts; and promoting inclusive development pathways. The document<sup>31</sup> also established two key pathways for WFP work: direct provision of safety nets; and activities in support of government-owned safety nets.
30. The Evaluation of the Updated WFP's Safety Net Policy conducted in 2019, concluded that WFP is considered as a credible actor in safety nets and is widely recognised for its comparative advantages related to field presence, analytical capacities, links to local organizations, as well as a growing experience in implementing large-scale cash-based programmes and adopting technology for the registration and management of beneficiaries. However, “short-term, unpredictable funding and donors’ perceptions about the role of WFP in longer-term programming have at times put WFP at a competitive disadvantage in social protection work”<sup>32 33</sup>.
31. Moreover, the Evaluation found that shortcomings in the human resources, knowledge management as well as M&E systems may have an impact in WFP's ability to engage in policy work, context analysis

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<sup>27</sup> This is because when developing the strategy WFP debated internally whether or not the internationally agreed definition of Social Protection should be adopted in full, and it was agreed to adopt it with a slight adaptation to what it means for WFP rather than accept it verbatim. It is important to be aware of this as the utility of the definition adopted might be one of the elements to look into during data collection and analysis.

<sup>28</sup> <https://socialprotection.org/connect/stakeholders/ispa-inter-agency-social-protection-assessments#:~:text=%22Within%20the%20context%20of%20ISPA,particular%20emphasis%20towards%20vulnerable%20groups.>

<sup>29</sup> [WFP, 2004. WFP and food-based safety nets: concepts, experiences, and future programming opportunities.](#)

<sup>30</sup> [WFP, 2012. Update of WFP's Safety Nets Policy. The Role of Food Assistance in Social Protection](#)

<sup>31</sup> [WFP, 2012. Update of WFP's Safety Nets Policy. The Role of Food Assistance in Social Protection](#)

<sup>32</sup> [WFP, 2019. Evaluation of the Update of WFP's Safety Net Policy \(2012\)](#)

<sup>33</sup> 'According to WFP 2021 Strategy for Support to Social protection WFP's direct provision of safety nets does not count as 'doing' social protection, except on the rare occasions in which it has been contracted to deliver them on behalf of a national government through 'service provision' or third-party implementation contracts'



and systems thinking. The evaluation finally recommended WFP leadership to confirm its commitment to supporting nationally led social protection programmes and to develop a strategy for engagement in social protection.

32. In 2021 WFP adopted a Strategy for Support to Social Protection<sup>34</sup> which sets out the following vision:

*By 2030 people will have substantially increased access to national social protection systems that safeguard and foster their ability to meet their food security, nutrition and associated essential needs, and to manage the risks and shocks they face.*

33. To achieve this vision, WFP aims at supporting improvements to national social protection systems across the USP2030<sup>35</sup> dimensions of coverage, comprehensiveness, adequacy, and quality as well as providing support to social protection during crises by working with others in a way that also strengthens long term resilience.
34. In this respect WFP pursues four areas of work: i) contributing to strengthening the national social protection system architecture, i.e. policy engagement; ii) supporting national social protection programmes; iii) improving the effectiveness of social protection in the shared space between humanitarian, development and peace actors; and iv) building social protection evidence and partnerships globally.
35. Within this framework, the focus is on social protection that helps people to meet their food security, nutrition, and essential needs and to manage risks and shocks. Concrete examples may include school feeding or integration of general food distribution in social protection to respond to seasonal food insecurity; identification and targeting of nutritionally vulnerable groups; support to programmes to meet essential needs, poverty reduction or human capital development in context where food insecurity and malnutrition are a major concern.
36. Ultimately, in the longer-term WFP intends to contribute to food availability, access, utilization, and stability for people with diverse and often intersecting vulnerabilities and inequalities.
37. Country offices are not required to work across all these areas but rather select area(s), or components of them, of relevance to their context in the light of government requirements, the activities of other partners in the sector and their own capacities.
38. Partnerships are considered fundamental for the implementation of the strategy as they are expected to “increase effectiveness and cost-efficiency; foster innovation, while building on existing knowledge; and enhance trust, credibility and the sustainability of interventions”<sup>36</sup>. With this in mind, the Strategy calls for WFP to establish partnerships for operations, resourcing, knowledge, and advocacy, and indicates key actions for each area of partnership, including but not necessarily limited to: joint advocacy, and programming; the provision of common platforms and services; partnering to help governments mobilise complementary financing; the management of long-term agreements with academic partners and consulting firms, for technical services related to social protection; and the joint production of knowledge.
39. Strengthening national social protection systems is emphasized in WFP Strategic Plan 2022-2025 as contributing to all five strategic outcomes (SOs).
- In relation to **SO4** (strengthening national systems), WFP aims to “contribute to addressing vulnerability, poverty, food insecurity, malnutrition, and inequality by supporting social protection programmes in rural and urban settings”. The Strategic Plan also underlines that “WFP will collaborate closely with international financial institutions (IFIs) and international agencies, including the SDG Fund and other United Nations joint programmes, and align and coordinate its support with partners through the Social Protection Inter-agency Cooperation Board, the Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals and the Social Protection Floor Initiative”.

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<sup>34</sup> [WFP, 2021. WFP's Strategy for Support to Social Protection](#)

<sup>35</sup> [https://usp2030.org/wp-content/uploads/calltoaction\\_en.pdf](https://usp2030.org/wp-content/uploads/calltoaction_en.pdf)

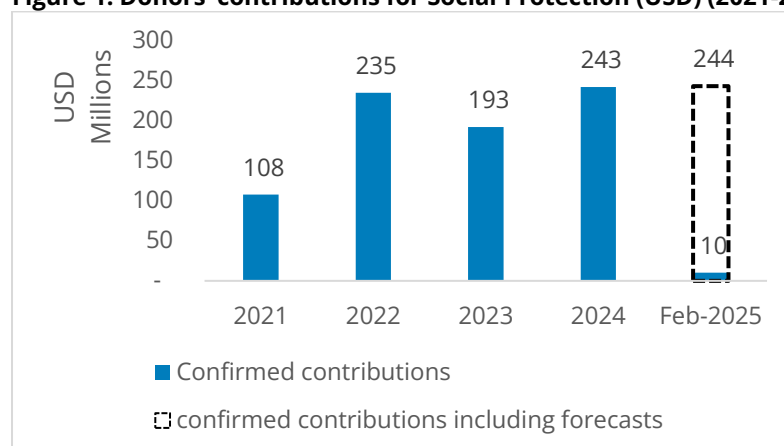
<sup>36</sup> [WFP, 2021. WFP's Strategy for Support to Social Protection](#)

- Under **SO1** (meeting urgent needs), WFP's efforts are directed particularly to improving national systems as a vehicle for channelling international humanitarian response and increasing the contribution of social protection to governments' disaster responses.
  - In relation to **SO2** (on nutrition, health and education outcomes) and **SO3** (sustainable livelihoods), WFP's support to social protection would help to address malnutrition, supporting school meals and addressing chronic poverty, and build households' resilience respectively.
  - Under **SO5** (service provision), WFP's support to social protection entails the procurement of good and services as well as the delivery of contracts on behalf of governments, especially running cash transfer programmes or elements of them.
40. **"Social protection sector support"** has also been added as an activity category under the current Strategic Plan and the Corporate Results Framework (CRF) 2022-2025 introduced two corporate high-level targets (HLTs) under Strategi Outcome 4, that are related to social protection. Namely:
- Number of countries better prepared for and able to respond to emergencies through national systems (HLT 4.1)
  - Number of countries whose national social protection systems better contribute to people's food security, healthy diets and ability to meet essential needs and/or manage risks (HLT 4.2)

### Funding for Social Protection in WFP

41. Donors' confirmed contributions<sup>37</sup> classified as being for "social protection" in WFP databases amount to 788.7 USD million from 2021 to February 2025 cumulatively. It should be noted however that this might be an underestimate as contributions for social protection related activities may be tagged against other categories. During the inception phase, the evaluation team will have to further explore and validate financial data to ensure a comprehensive and reliable picture is provided.
42. The yearly trends show a significant increase from 2021 to 2022 when, as part of the COVID response, donations to social protection more than doubled (plus 117 percent), rising from USD 108 million to USD 235 million. In the following two years, contributions remained stable at around 220 million USD on average. According to latest forecasts<sup>38</sup>, in 2025 WFP will receive around 244 USD million for its work in supporting social protection (see Figure 1).

**Figure 1: Donors' contributions for Social Protection (USD) (2021-2025)**



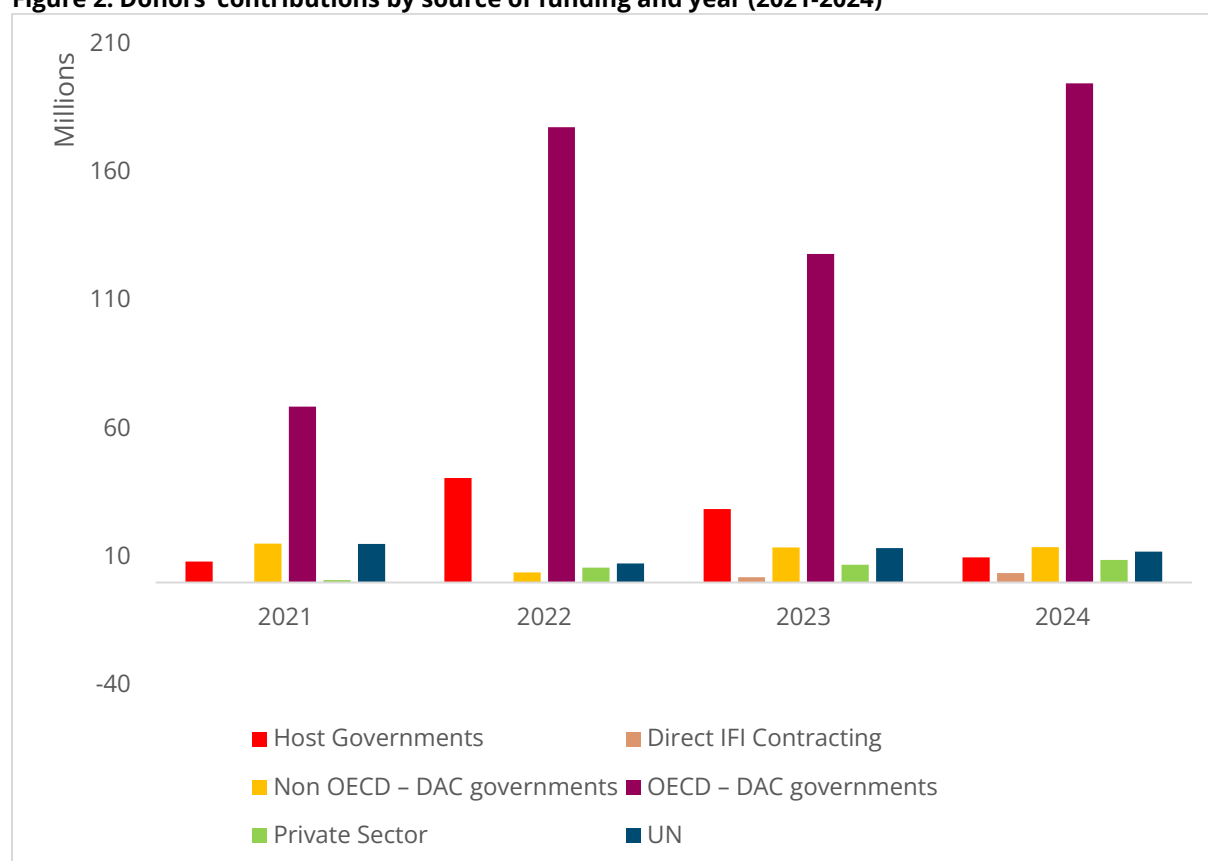
Source; FACTory, Social Protection Funding report, extracted on 3 February 2025. Please note that 2024 data are not final and may be subject to change.

<sup>37</sup> Confirmed Contributions reflect all confirmed resources available for use in the reference year i.e., a validity period starting in the reference year. They refer to funds committed by a Donor (including IFIs and national Governments) as per the agreement and are based on the key figure "Contribution Year" (year in which funds are made available for use by the Donor).

<sup>38</sup> 3 February 2025

43. From 2021 to 2024, over 70 percent of contributions came from OECD-DAC countries and 11 percent from host governments. Non-OECD-DAC countries and UN organizations each contributed 6 percent<sup>39</sup>. Donations coming directly from International Financial Institutions (IFIs) accounted for just one percent of the total contributions. However, almost the totality of financial resources provided by host governments originated from IFI funding<sup>40</sup>. Figure 2 provides an overview of contributions by source of funding across the years.

**Figure 2: Donors' contributions by source of funding and year (2021-2024)**



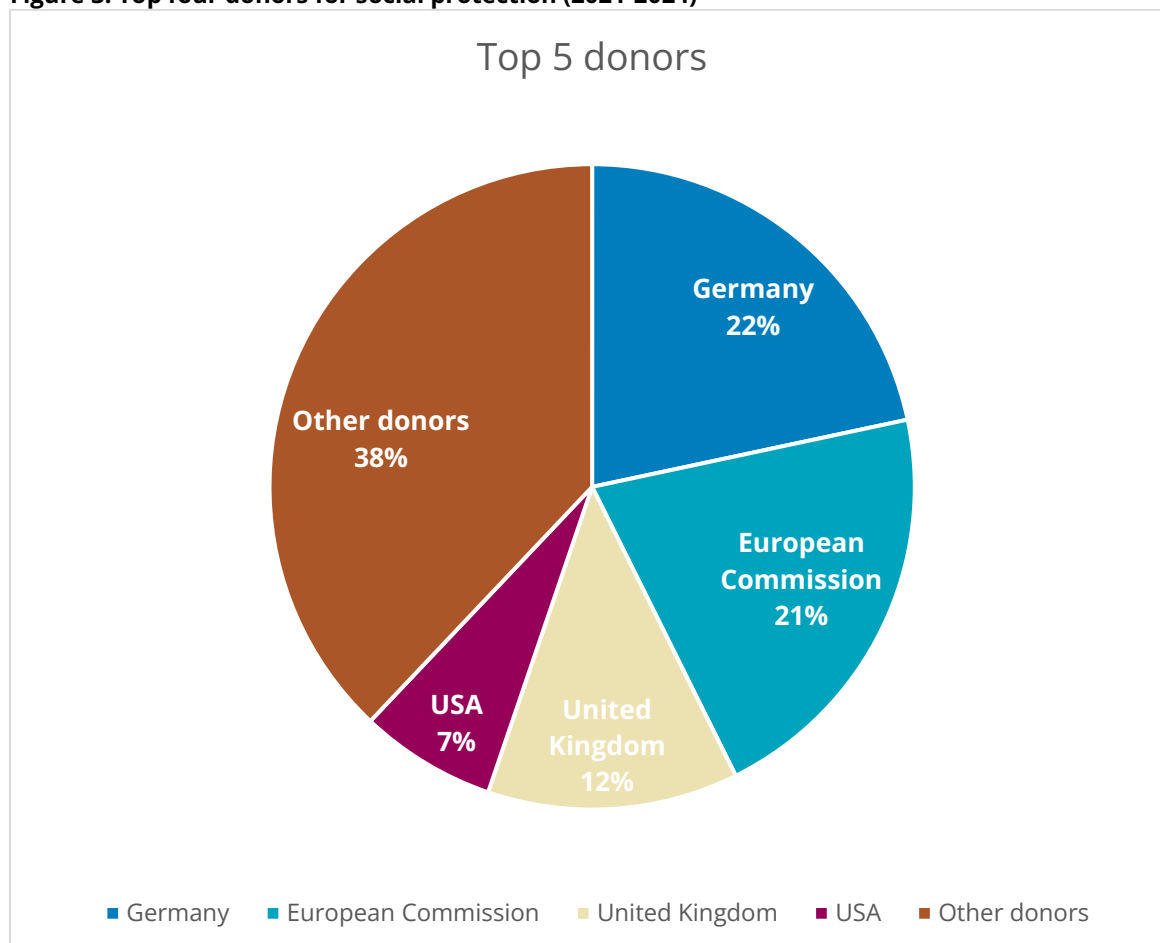
Source; FACTory, Social Protection Funding report, extracted on 3 February 2025

44. WFP top four donors for social protection are the European Commission and Germany, who together account for 41 percent of the total funding for social protection, followed by UK (13 percent) and USA (7 percent). Biggest "other donors" include UN Agencies and Funds (5 percent), private donors, France and Canada (3 percent each).

<sup>39</sup> FACTory, Social Protection Funding report, extracted on 3 February 2025

<sup>40</sup> FACTory, Social Protection Funding report, extracted on 3 February 2025

**Figure 3: Top four donors for social protection (2021-2024)**



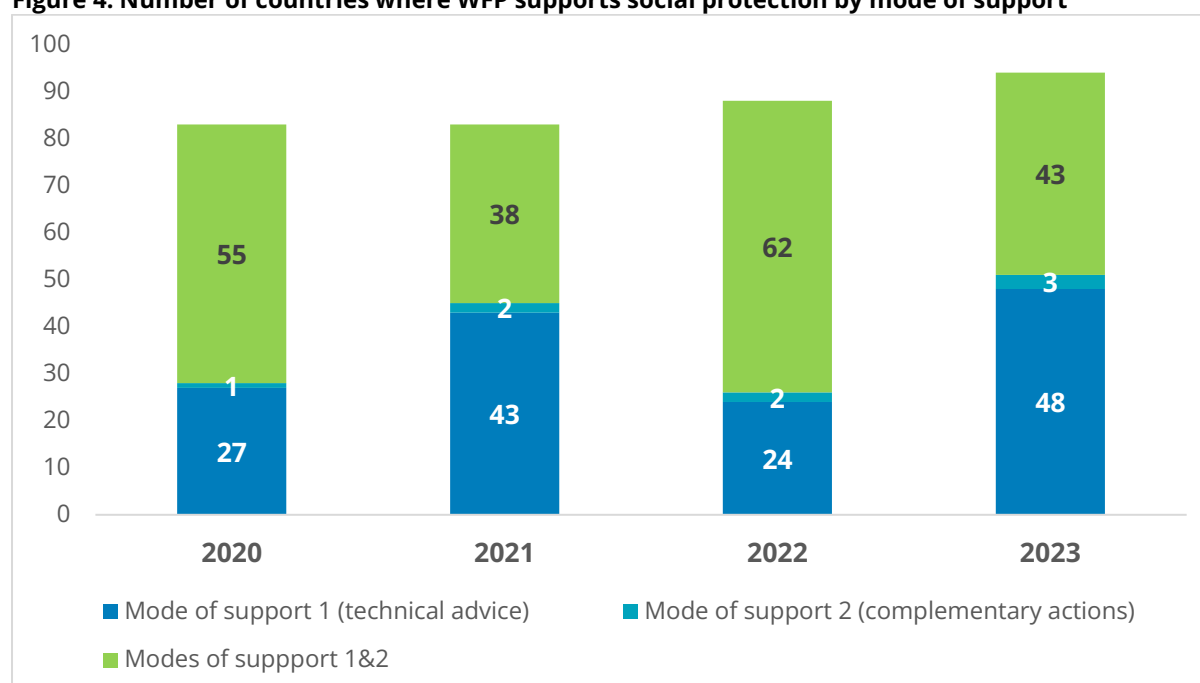
45. According to the available information, as of February 2025, there are three active Trust Funds (TFs) aimed at supporting WFP work in social protection. These are: the “National Social Protection Systems in Sahel” trust fund, which started in 2020 and aims at supporting Country Offices in the Sahel (Burkina Faso, Chad, Mauritania, Mali and Niger) in strengthening National Social Protection Systems; the “Vulnerability Measurement & Targeting for Social Protection” trust fund, active since 2023 with the objective of strengthening WFP inclusive vulnerability measurement and targeting for social protection responses in emergency and transition contexts; and the “Strengthening Government Capacity for Effective Social Protection and Safety Net Systems” trust fund, active since 2019 and whose aim is to enhance WFP’s internal capacities and capacity-strengthening services to position itself as a key partner for national social protection in crisis and non-crisis contexts, and leader in ‘shock-responsiveness’. As part of the inception phase, the evaluation team will consult with relevant stakeholders and further explore available datasets, in order to provide a comprehensive picture of the scope and resources related to TFs.

### **Social Protection Programming**

46. Between 2020<sup>41</sup> and 2023, the total number of countries where WFP engaged in social protection system strengthening, through both technical advice (mode of support 1) and complementary actions (mode of support 2), rose from 83 to 94. This includes many countries that are considered as fragile or conflict-affected, according to internationally recognized classifications. Figure 4 below provides an overview of the number of countries where WFP supported social protection by mode of support: generally, the prevailing approach is a mixed one, combining technical assistance and complementary actions.

<sup>41</sup> 2019 information is not available.

**Figure 4: Number of countries where WFP supports social protection by mode of support**



Source: WFP Social Protection Dashboard

47. With regards to mode of support 1, in 2023, 834.5 million people were reached by national social protection systems or programmes to which WFP provided support in the 20 countries for which data are available <sup>4243</sup>.
48. WFP's complementary actions in support to national social protection systems (Mode of Support 2) are not systematically tracked by WFP's internal monitoring systems. To address this, an analysis of activities categorized as 'Social Protection Sector Support (SPS)'<sup>44</sup> was conducted, serving as a proxy to describe WFP's efforts in this area. In the last two years, WFP implemented SPS-related activities in 19 countries<sup>45</sup>, reaching 1.5 million and 1.6 million direct beneficiaries in 2023 and 2024 respectively<sup>46</sup>. In 2023, the highest number of beneficiaries were in Iraq (452 thousand), followed by Rwanda (266 thousand), Mozambique (155 thousand) and Pakistan (125 thousand). The main sub-activities associated to SPS are unconditional resource transfers (URT) and school meal programmes, which together accounted for more than 90 percent of beneficiaries assisted in both years.
49. With regards to distributions, while the volume of food distributed under SPS activities remained stable at around 4 thousand metric tons in both years, the value of CBT distributed increased by three times from 31 USD million in 2023 to 95 USD million in 2024. However, figure 5 below shows that achievement rates (actual compared to planned) have been generally low, especially for CBT.

<sup>42</sup> WFP, 2024. Annual Performance Report for 2023 and COMET reports.

<sup>43</sup> It should be noted that as per corporate requirements, counting so called "Tier 3" beneficiaries is optional in WFP and this explain the limited data availability.

<sup>44</sup> The SPS activity category was introduced the SP 2022-2025 and applied since 2023.

<sup>45</sup> These are: Armenia, Bangladesh, Cambodia, Chad, Djibouti, Ecuador, Guatemala, Iraq, Mauritania, Moldova, Mozambique, Pakistan, Philippines, Rwanda, Syrian Arab Republic, Tajikistan, Tunisia, Uganda, Ukraine.

<sup>46</sup> 2024 data are not final.

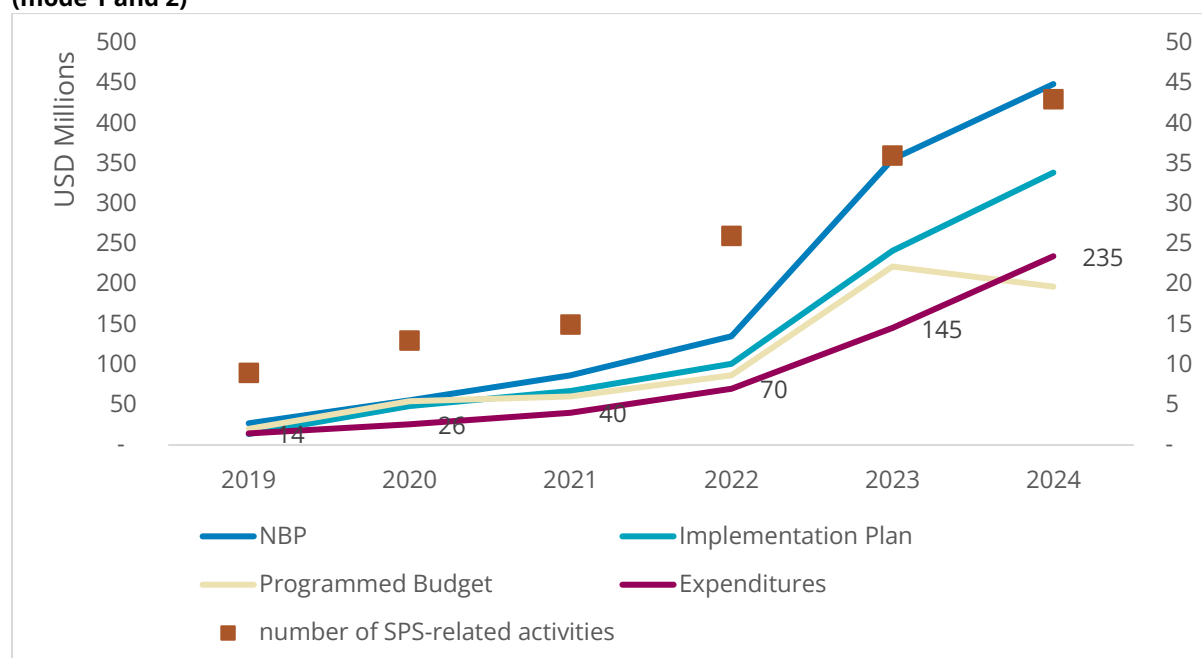
**Figure 5: Achievement rates in terms of number of beneficiaries reached and food/CBT/CV distributed (planned vs. actual %) for SPS activities- mode of support 2 (2023-2024)**



Source: COMET, data extracted on 30 January 2025.

50. From 2019 to 2024, WFP yearly needs-based plan (NBP) for SPS-related activities (Modes 1 and 2) grew exponentially (especially from 2022 onwards), increasing from 27 to 449 USD million. Expenditures grew even more, rising from 14.5 to 236 USD million in the same period. On average, yearly expenditure rates<sup>47</sup> were around 66 percent of allocated resources.

**Figure 6: Yearly NBP, Implementation Plan, Programmed Budget and Expenditures for SPS-activities (mode 1 and 2)**



Source: WINGS-CPB Overview report- data extracted on 31 January 2025

<sup>47</sup> Expenditures compared to programmed budget.

51. In 2023, WFP reported progress in 55 countries that are better prepared for and able to respond to emergencies through national systems (HLT 4.1) and whose national social protection systems better contribute to people's food security, healthy diets and ability to meet essential needs and/or manage risks (HLT 4.2).
52. According to its own internal reporting, WFP also helped to strengthen the use of national social protection systems in emergencies by channeling emergency assistance through shock-responsive social protection systems and linking people to durable safety nets. 48

#### **Social Protection Staffing**

53. The latest 2023 Census of the social protection workforce (people that worked at least 50% on social protection), undertaken by the [School Meals and Social Protection Service](#), showed 168 people in 83 countries. It should be noted that this excludes staff in regional bureaus and HQ staff and that in some countries this includes seconded staff to government. Staffing for social protection will have to be further explored in the analysis during the inception phase.

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<sup>48</sup> WFP.2024. Annual Performance Report for 2023.

## 4. Evaluation scope, questions, methodology and ethical considerations

### 4.1. Scope of the Evaluation

54. **Thematic scope:** The evaluation will focus on assessing the outcomes of WFP interventions and on analysing the reasons that explain progress to feed into further refinement of WFP strategy for support to social protection.
55. The focus of WFP 2021 Strategy for Support to Social Protection is **on formal, public social protection, through policies and programmes that are government-owned** and may be led by either national or subnational authorities—not only ministries of social affairs, but also other ministries or departments where relevant. WFP Strategy also envisages complementary actions in WFP's own programming to fill gaps and or complement national social protection system as relevant to context and feasible in line with humanitarian principles
56. . In line with the expected results of the 2021 Strategy and the logic underpinning its theory of change, the evaluation will pay particular attention to WFP contributions to: a) conducive policy environments for social protection; b) strengthened social protection systems architecture and national institutional capacities to design and implement social protection programmes; c) adequacy, coverage comprehensiveness and efficiency<sup>49</sup> of WFP supported social protection programmes, as well as other qualitative aspects such as protection of and accountability to affected populations; d) where relevant and feasible, enhanced food security and nutrition and greater resilience to shocks among targeted population. As relates to reasons that explain progress, the analysis will focus on internal factors related, inter alia, to WFP's strategic and policy framework, corporate coherence and complementarity across different functions, operational approaches and capacities. By the same token, external factors related to country, regional and global contexts will also be factored in the analysis.
57. **Temporal scope:** The evaluation will cover the period from 2019, when the Safety Nets Policy was evaluated, to mid-2025, zooming into the period corresponding to the development and implementation of the 2021 Social Protection Strategy. This period will allow assessing how the approach to social protection has evolved since the Safety Net Policy, and how the strategy has influenced any shift and contributed to results achieved.
58. **Geographic scope:** The evaluation will be global and will include a purposive sample of country cases to analyse WFP's contributions to social protection through different modes of support and in different contexts, as well as covering WFP's policy engagement at regional and global levels

### 4.2. Evaluation Criteria and Questions

58. The evaluative judgement will be based on the criteria of relevance, coherence, efficiency, effectiveness and sustainability. At this stage the key questions listed below are proposed. These will be further refined during the inception phase and will be unpacked into specific lines of enquiry and corresponding indicators (when applicable) to be reflected in a comprehensive evaluation matrix.

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<sup>49</sup> Efficiency analysis will include issues of timeliness in delivery, economy and transaction costs and time,



1. How **relevant** and in which way is WFP engagement in social protection?
  - 1.1. To what extent is WFP support to national social protection systems and programmes relevant to food and nutrition security goals and to the wider framework of the Agenda 2030?
  - 1.2. To what extent is the SP Strategy aligned with current international thinking and priorities on SP?
  - 1.3. To what extent has WFP's SP engagement aligned to national priorities and goals on SP?
  
2. To what extent and how is WFP engagement in social protection **effective**?
  - 2.1. To what extent and how has WFP contributed to more conducive policy environments for social protection at national, regional and global level?
  - 2.2. To what extent and how has WFP contributed to increased allocation of domestic resources for implementing national social protection programme?
  - 2.3. To what extent and how has WFP contributed to strengthening national social protection systems' architecture?
  - 2.4. To what extent and how has WFP contributed to national institutional capacities to design and deliver specific social protection programmes and, when applicable, to coordinate them in the framework of national social protection system?
  - 2.5. To what extent and how has WFP contributed to the coverage, comprehensiveness, adequacy and **efficiency** of national social protection programmes in stable contexts and in responding to emergencies?
  - 2.6. To what extent and how are WFP-supported programmes contributing to enhanced food security and nutrition and to greater resilience to shocks among targeted population?
  
3. How internally and externally **coherent** are WFP interventions in social protection?
  - 3.1. Is WFP social protection strategy encouraging and supporting an integrated approach to social protection programming?
  - 3.2. Is WFP institutional architecture conducive to implement integrated programming and to operational synergies across different type of intervention related to social protection?
  - 3.3. Is WFP approach to partnership with IFI, private sector, national and local governments and other actors as relevant, contributing to synergies and complementarities?
  - 3.4. What are WFP comparative advantages for supporting social protection and how has the organization leveraged them when engaging with national and international partners?
  
4. How **sustainable** and in which way are the results achieved with WFP support?
  - 4.1. How well has WFP supported handover/transition, where relevant?
  - 4.2. To what extent and how has WFP contributed to the development of long-term social protection systems as part of its humanitarian programming
  
5. What are other **critical factors** internal to WFP and context related that may explain progress?

Potential Internal factors:

- Clarity of intent, strategic direction and guidance in WFP strategic frameworks at global, regional and country level.
- Organizational Structure
- Staffing and Funding
- Evidence generation and use and knowledge management
- Risk assessment and management
- Other tbd

Potential Context related factors:

- National, regional and global political environment
- National Fiscal space
- Other tbd

### 4.3. Approach and methodology

#### Overall Approach

59. OEV welcomes the use of theory based, mixed methods, participatory, and innovative evaluation approaches. The evaluation team is expected to propose a rigorous methodological approach to maximise the credibility impartiality and utility of the evaluation.
60. The methodology will systematically address the evaluation questions and sub-questions in a way that meets the dual purpose of accountability and learning. In doing so, it should demonstrate attention to impartiality and reduction of bias
61. It should consider any challenges to validity of indicators, and data availability and reliability, as well as budget and timing constraints. The evaluation questions, lines of inquiry, indicators, data sources and data collection methods will be brought together in a matrix, which will form the analytical framework of the evaluation.
62. The evaluation team is required to ensure the quality of data (validity, consistency, and accuracy) throughout the data collection/analysis and reporting phases.
63. The methodology should be sensitive in terms of gender equality and women's empowerment (GEWE), equity, disability and inclusion, indicating how data collection methods will ensure the inclusion of women and marginalized groups.

#### Elements of methodological design

64. In line with the evaluation scope and objectives set out in these ToR, its design should cover the global, regional and country levels with methods appropriate to each domain.
65. The first two domains (global and regional) mainly offer an empirical basis to assess WFP roles and contributions to conducive global and regional policy environments, as well as to financing for social protection, that may be better addressed mainly using qualitative methods, including for example process tracing and or outcome harvesting or similar.
66. In turn, the analysis at the country level should use a wider range of qualitative and quantitative methods, as relevant and applicable to each evaluation question and sub-question and as feasible considering evaluability. For example, issues of relevance and coherence, and some aspects of institutional capacity strengthening may be best addressed with qualitative methods, while questions related to effectiveness, efficiency and sustainability could be better addressed through a mixed approach that draws more on quantitative methods.
67. Considering the limited time and resources available for this evaluation, the analysis at the country level should be based on a limited number of country cases. These should be purposefully selected to analyse WFP engagement across different country contexts, modalities of engagement and sources of funding. Table 2 shows the proposed criteria for selection.

Table 2: Criteria for Selection of Country Cases	
Criteria	Variables
Country context	<ul style="list-style-type: none"> <li>- Stable context</li> <li>- Fragile contexts</li> <li>- Protracted crisis</li> <li>- Conflict settings</li> <li>- Marco economic classification</li> </ul>
Modalities of engagement and beneficiaries' type	<ul style="list-style-type: none"> <li>- Capacity strengthening for social protection systems and programmes (including advocacy and policy dialogue; technical assistance and Institutional strengthening)</li> <li>- Complementary actions</li> <li>- Service Provision to support delivery of national social protection programmes</li> <li>- Tier 1 Beneficiaries</li> <li>- Tier 3 Beneficiaries</li> </ul>
Expenditure and funding sources	<ul style="list-style-type: none"> <li>- Programmed budget</li> <li>- Expenditure</li> <li>- Donors</li> </ul>

68. The evaluation design should include up to five country cases that will include in country data collection from primary sources, and up to six desk studies that will draw exclusively on secondary sources. The identification of countries for desk studies or field visits will be also informed by an assessment of the availability of recent and credible evidence and considering the strategic importance of the country for WFP. This analysis will be based on desk review and a few interviews to be conducted during the inception phase, and its results reflected in the inception report.
69. In any case, and at all levels of analysis, data collection techniques may include, but not necessarily be limited to, desk review, surveys, key informant semi-structured interviews, direct observation, focus groups discussions and round tables.
70. To enhance credibility and impartiality of the findings, the methodology should include systematic triangulation across different methods, data collection techniques and sources of information.

#### 4.4. Evaluability assessment

71. Based on a preliminary assessment, there are good prospects for evaluability. In particular, the following should be noted: i) There is a clear demand for this evaluation and an interest in key internal stakeholders to engage in it; ii) WFP engagement in social protection is codified in a strategy accompanied by a comprehensive theory of change that clearly identifies that pathways for change and the expected results; iii) The subject matter is a tangible one that lends itself well for systematic quantitative and qualitative analysis and iv) There is a good body of evidence already available on WFP engagement in social protection, including from decentralized evaluations, CSPE and global evaluations.
72. Within this positive framework, some challenges may arise from the internal validity of some indicators, particularly those related to capacity strengthening and policy advocacy and from availability of quantitative data.

73. 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 and map available data against the evaluation questions and sub-questions. Table 3 gives an overview of evaluability per evaluation questions and [Annex III](#) provides a more detailed preliminary assessment.

<b>Table 3 Overview of Evaluability by Evaluation Questions</b>		
<b>Evaluation Question</b>	<b>Main data sources and methods</b>	<b>limitations</b>
EQ1	<b>Document review</b> of WFP corporate documents and reports; relevant WFP publications and studies; completed and ongoing evaluations. <b>Key Informants Interviews (KIIs)</b>	No major evaluability issues
EQ2	<b>Document review</b> of country/regional social protection strategies as well as implementation plans; partnership agreements with national governments <b>Performance Analysis</b> of CRF relevant indicators <b>Trend analysis</b> of Tier 3 and Tier 1 beneficiaries <b>Cost analysis of food procured</b> by WFP and National governments	-inconsistencies in Tier 3 and Tier 1 beneficiaries reporting between previous and current CRF  - to be further assessed availability of national food procurement data
EQ3	<b>Document review</b> of WFP corporate documents and reports; relevant WFP publications and studies; relevant WFP policies completed and ongoing evaluations.  <b>Key Informants Interviews (KIIs)</b>	No major evaluability issues
EQ4	<b>Document review</b> <b>Key Informants Interviews (KIIs)</b>	Challenges may arise due to the limited temporal scope of the evaluation, whereby results may have not yet been consolidated.
EQ5	<b>Trend analysis</b> on social protection-related funding and expenditure data <b>Review of staffing data</b>	No major evaluability issues

## 4.5. Ethical considerations

74. Evaluations must conform to WFP and UNEG ethical standards and norms.<sup>50</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>51</sup> This includes, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy

<sup>50</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>51</sup> Beneficence means striving to do good for people and planet while minimizing harms arising from evaluation as an intervention.

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.

75. OEV will ensure that the evaluation team and evaluation manager will not have been involved in the design, implementation, financial management or monitoring of the WFP social protection activities over the period evaluated, nor have any other potential or perceived conflicts of interest."<sup>52</sup>
76. 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.
77. 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.

## 4.6. Quality assurance

78. WFP's Evaluation Quality Assurance System (EQAS) sets out quality standards for process and content that will be systematically applied during this evaluation. Relevant guidance 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.
79. 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.
80. 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>52</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.

# 5. Organization of the Evaluation

## 5.1 Phases and Deliverables

81. To present the evaluation in the Annual session of WFP EB in June 2026, the following timetable will be followed (Table 3).

**Table 3: Summary timeline - key evaluation milestones**

Main phases	Timeline	Tasks and deliverables
<b>1. Preparation</b>	January – March 2025	Final TOR Evaluation team and/or firm selection and contract
<b>2. Inception</b>	April - June 2025	Initial Desk review Stakeholder interviews Inception mission Inception report
<b>3. Data collection</b>	July - October 2025	Data collection missions and exit debriefings Primary and secondary data collection
<b>4. Data Analysis Reporting</b>	October 2025 – March 2026	Report drafting and comments process Stakeholder workshops Final evaluation report Summary evaluation report (SER) Briefings with Senior Management
<b>5. Dissemination</b>	April – June 2026	SER editing/evaluation report formatting Management response and Executive Board preparation

## 5.2 Evaluation team composition

82. The evaluation should be conducted by a core team of up to five members combining evaluation experience with relevant thematic and linguistic expertise. The core team should include one team leader, one deputy team Leader, two evaluators and one research analyst. Working language for the evaluation deliverables will be English, however, the team should combine language skills that allow to conduct case studies in different country contexts. As minimum, the team should be able to operate in English, French and Spanish.
83. **The Team Leader** position requires a minimum of 15 years' experience in evaluation, a post graduate academic degree in social sciences and specific experience conducting evaluations of multilateral organizations with emphasis on capacity strengthening and policy advocacy.
84. 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
  - consolidating team members' inputs to the evaluation products in line with agreed Centralized Evaluation Quality Assurance System (CEQAS) standards and agreed timelines.
  - representing the evaluation team in meetings with stakeholders
85. **The Deputy Team leader** should have at least 10 years' experience in conducting evaluations, strong expertise in social protection in humanitarian contexts and familiarity with WFP.

86. **Altogether, the evaluation team** should combine the following expertise: i) social protection policies and programmes, including social assistance through cash and food transfers in stable and crisis contexts, school meals and micro insurances; ii) food security and nutrition; iii) policy advocacy; iv) technical assistance and institutional capacity strengthening; v) analysis of procurement processes; and vi) Gender equality, equity and inclusion.
87. The team should include dedicated quality assurance support as indicated in section 4.6

### 5.3 Roles and responsibilities

88. The evaluation manager is responsible for drafting the TOR; selecting and contracting the evaluation team; preparing and managing the budget; setting up the reference group; organizing the team briefing and the stakeholder's 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. The Office of Evaluation encourages the evaluation team to consider evaluation manager participation at analysis workshops, though this decision rests with the team.
89. 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.
90. 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.
91. 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

92. Security considerations will vary depending upon the nature of the context and the nature of the contracting arrangements with WFP.
93. As an 'independent supplier' of evaluation services to WFP, the contracted firm will be responsible for ensuring the security of the evaluation team, and adequate arrangements for evacuation for medical or insecurity reasons. However, to avoid any security incidents, the evaluation manager will ensure that the WFP CO registers the team members with the security officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground. The evaluation team must observe applicable United Nations Department of Safety and Security rules including taking security training (BSAFE and SSAFE) and attending in-country briefings.
94. The contracted firm should have the necessary insurance and access to field safety training to allow consultants to visit the field locations identified during the inception phase. Companies may have to travel to all relevant WFP programme countries, including those with hazardous contexts as per the LTA agreement.

### 5.5 Communication

95. 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 make arrangements and include the cost in the budget proposal.

### 5.6 The Offer

96. The offer will include a detailed budget for the evaluation, including consultant fees and travel costs. For the financial proposal, it is suggested that the evaluation firm prepare a realistic estimate of

travel costs, based upon the tentatively indicated country selection. Local transportation will be covered by the evaluation firm and included in the financial proposal. Following the technical and financial assessment, an improved offer could be requested by WFP to the preferred bid(s) to better respond to the TOR requirements. WFP may conduct reference checks and interviews with selected team members.



# Annex I. Role and composition of internal reference group

## 1. Background

The Internal Reference Group (IRG) is an advisory group providing advice and feedback to the Evaluation Manager and the evaluation team at key moments during the evaluation process. It is established during the preparatory stage of the evaluation.

## 2. Purpose and Guiding Principles of the IRG

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

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

## 3. Roles

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

The IRGs main role includes the following:

- Participate in face-to-face or virtual briefings to the evaluation team during the inception phase and/or evaluation phase.
- Suggest key references and data sources in their area of expertise.
- Participate in debriefings.
- Review and comment on the draft inception report with particular focus on the proposed scope and methodology.
- Review and comment on the draft evaluation report, with a particular focus on a) factual errors and/or omissions that could invalidate the findings and change the conclusions; b) issues of political sensitivity that need to be refined in the way they are addressed or in the language used; c) recommendations.
- Participate in learning workshops to discuss conclusions and discuss recommendations.

## 4. Composition

Name	Organizational Unit
Henriette Spanos	RMD
Ana Ocampo and Thomas Conan (as alternate)	RBD
Andres CHAMBA & Clare O'Brien (as alternate)	PPGS
Delphine DECHAUX	PPGR
Karen RODRIGUEGERVAIS	PPG Front Office / CCS
Stefano Santoro	RBC

# Annex II. Preliminary evaluability assessment

The following preliminary assessment aims at providing an initial reflection on possible quantitative and qualitative data sources to be used in addressing some of the proposed evaluation questions (see section 4.b), which will be refined during the inception phase.

## **Evaluation question 1: How relevant and in which way is WFP engagement in social protection?**

The evaluation will be able to rely on a comprehensive set of documentation to be reviewed, including:

- **WFP's corporate documents and reports:** the 2021 WFP Strategy for support to Social Protection, WFP strategic Plan 2022-2025, WFP Corporate Results Framework 2022-2025, WFP Annual Performance Reports, Country Strategic Plans, Annual Country Reports, relevant WFP Policies (e.g. School Feeding, Resilience, Climate Change).
- Relevant **WFP's publications and studies** such as the WFP and Social Protection Annual reviews, the WFP's Social Protection strategy regional implementation plans, thematic reviews about WFP's work on social protection<sup>53</sup> and others.
- Relevant completed and ongoing **evaluations**, including the Mid-Term evaluation on the Strategic Plan, the Evaluation of WFP's emergency response to the prolonged crisis in the Sahel and other countries of Central Africa<sup>54</sup>, the Summary of evaluation evidence on Social Protection<sup>55</sup>, the Enterprise Risk Management Policy Evaluation<sup>56</sup>, the Strategic Evaluation on WFP's approaches to Targeting and Prioritization<sup>57</sup>, the Strategic Evaluation on the Supply Chain Road map<sup>58</sup>.

The documents review will be complemented and triangulated through key informant interviews (KIIs) during both inception and data collection phases.

## **Evaluation question 2: To what extent and how is WFP engagement in social protection effective?**

The assessment of WFP's contribution to the creation of **a conducive policy environments** and to the strengthening of **national social protection system's architecture (EQ 2.1 to EQ 2.2)** will be able to rely on:

- A desk review of relevant documents at country, regional and global level, including i) country/regional social protection strategies and implementation plans, ii) partnership agreements with national authorities such as memoranda of understanding, cooperation agreements, letters of intention.
- An analysis of relevant CRF indicators and high-level targets, such as i) Number of new or adapted national social protection policy and/or programmes made HIV/TB sensitive, as result of WFP's support (outcome level indicator), ii) Social protection system building blocks supported, iii) Countries better prepared for and able to respond to emergencies through national systems, iv) countries whose national social protection systems better contribute to people's food security, healthy diets and ability to meet essential needs and/or manage risks.
- Key-informants' interviews during inception and data collection phases.

Proposed **EQ 2.3 (national capacities)** will be addressed mainly through secondary data analysis, documents review and KIIs. The CRF includes several indicators related to country capacity strengthening,

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<sup>53</sup> <https://www.wfp.org/publications?f%5B0%5D=topics%3A2246>

<sup>54</sup> <https://www.wfp.org/publications/evaluation-wfps-emergency-response-prolonged-crisis-sahel-and-other-countries-central>

<sup>55</sup> <https://www.wfp.org/publications/summary-evaluation-evidence-social-protection>

<sup>56</sup> <https://www.wfp.org/publications/evaluation-wfps-enterprise-risk-management-policy-2018>

<sup>57</sup> <https://www.wfp.org/publications/strategic-evaluation-wfps-approaches-targeting-and-prioritization>

<sup>58</sup> <https://www.wfp.org/publications/evaluation-wfps-supply-chain-strategic-roadmap-2022-2025>

with only two of them directly related to social protection: i) Social protection system building blocks supported and ii) Number of people covered (WFP indirect beneficiaries) by national social protection systems or programmes to which WFP provided support

The validity of these two indicators to measure the expected changes and the need for other indicators to complement as needed will have to be assessed during inception phase.

With regards to WFP's contribution in expanding the **coverage (EQ 2.5)** of national social protection systems, the evaluation will be able to use the following quantitative data:

- Tier 3 beneficiaries<sup>59</sup> related to social protection, defined as “number of people covered by national social protection systems or programmes to which WFP provided support”. The data is provided at outcome level and broken down by year, country, activity and sub-activity as well as beneficiary group. Limitation: The data is available for the years 2023 and 2024 only.
- Tier 3 beneficiaries related to social protection, defined as “number of people assisted by WFP, integrated into national social protection systems as a result of WFP capacity strengthening”. The data is provided at outcome level and broken down by year, country, activity and sub-activity as well as beneficiary group. Limitation: the data is available from 2019 to 2022 only. The frequency and quality of the indicator's reporting have yet to be assessed.
- Planned and actual tier 1 beneficiaries<sup>60</sup> for WFP complementary action in support to national social protection systems. These beneficiaries are reported under the “social protection system support-SPS” activity category and can be broken down by year, country, beneficiary group, sub-activity and modality.

Limitation: Tier 1 beneficiaries for SPS activity category are available for the years 2023 and 2024 only. The Office of Evaluation, in consultation with *APPM Performance Management and Reporting Unit*, is exploring ways to track WFP's social protection complementary actions beneficiaries for activities implemented prior to 2023, when the SPS activity category was first introduced. One potential solution, currently being tested, could be to count those beneficiaries reached under social protection-related activities implemented prior 2023 and that fell under the SPS categorization when migrated into the current CRF 2022-2025

In addition to the above-mentioned limitations, the following additional shortfalls should be considered when addressing Line of inquiry 1:

- Expanded coverage reached through WFP's service provision is not currently tracked in WFP's monitoring systems. For example, people reached thanks to WFP's food procurement services for national social protection programmes, are not counted as WFP beneficiaries.
- Initial consultations with the PPGS unit, concluded that WFP's complementary actions in support to national social protection programmes are not systematically tracked by WFP's internal monitoring systems, therefore part of the information on expanded coverage might be captured in Annual Country Reports as well as in the Social Protection Dashboard.

In relation to WFP's contribution to enhancing the **efficiency** of national social protection systems (**EQ 2.4**), the evaluation will examine, among other factors, the potential cost-efficiency gains of WFP's procurement

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<sup>59</sup> According to the [WFP Guidance note on estimating Tier 2 and Tier 3 Beneficiaries](#), “Tier 3 covers the wider population impacted that could indirectly benefit from technical assistance, advocacy and support provided by WFP to enhance and improve national policies, systems and programmes. When reaching Tier 3 beneficiaries, the main entry point is WFPs work with national government systems and policies”

<sup>60</sup> According to the [WFP Guidance note on estimating Tier 2 and Tier 3 Beneficiaries](#), “Tier 1 direct beneficiaries are identifiable and recorded individuals who receive direct transfers from WFP or from a CP, to improve their food security and nutrition status. Transfers include in-kind food, cash-based transfers and commodity vouchers and/or individual capacity strengthening.

services (service provision) for national social protection systems. The evaluability of this dimension can be divided in two components:

- The first one relates to the availability of information about the temporal and geographical scope of WFP's work on service provision. Initial research and consultations with relevant units at HQ have revealed that WFP does not maintain a centralized corporate repository that maps its work of service provision to national governments. The On Demand Services Unit (SDDO) shared an offline dataset detailing the countries where WFP has delivered or is currently providing services since 2019. This dataset includes information on service types<sup>61</sup>, commodity categories, and quantities distributed. Additional information on WFP's service provision activities in other countries has been shared via email and is not yet included in the dataset.

In order to gather detailed information on the specific services provided in each country and the frameworks under which they operate, it will be necessary to i) review documents such as cooperation agreements, memoranda of understanding, and letters of intent; and ii) consult with relevant RBx and Cos during preparation and inception phase.

- The second component of the assessment looks at the availability of national and WFP procurement data:
  - The *Food PO report* from WINGS<sup>62</sup> provides data on estimated transport cost per MT of food procured by WFP. The information is broken down by grant number, donor, Purchase Order (PO) number, commodity, country of origin, recipient country, project number. The report can therefore be used to estimate the cost of food procured by WFP as service provision to a national government. Limitations: To be clarified what "transport cost" entail and whether a similar report is available also for cash distribution and other services.
  - Data on commodity prices by country can be retrieved from several reliable sources, including government agencies, international organizations as well as financial platforms <sup>63</sup>.

Given the considerations outlined above, one approach to follow might be to focus on two or, at most, three country case studies and narrow the cost-efficiency analysis to the commodity that represents the largest share of WFP procurement in each respective country.

### **Evaluation question 3 : How internally and externally coherent are WFP interventions in social protection?**

For proposed EQ3, the evaluation team will be able to review relevant WFP corporate documents including WFP strategic Plan 2022-2025, Country Strategic Plans, Annual Country Reports, relevant WFP Policies (e.g. School Feeding, Resilience, Climate Change), WFP Social Protection strategy implementation plans, as well as ii) relevant completed and ongoing evaluations

The document review will be complemented and triangulated through key informant interviews (KIIs) during both inception and data collection phases.

### **Evaluation question 5: What are other critical factors internal to WFP and context related that may explain progress?**

For funding and staffing, the following datasets could be used:

- Funding data (e.g. FACTory thematic report on social protection) will inform analysis on donors' contributions and earmarking level by year, country and activity.

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<sup>61</sup> Service types listed in the document are Air Transportation, Fixed-Wing, **Food Procurement**, Fuel, Land Transportation, **Non-Food Items (NFI)**, **Procurement**, Received for storage, River Transportation, Sea Transportation

<sup>62</sup> Report code: ZSCR035

<sup>63</sup> <https://data.imf.org/?sk=388dfa60-1d26-4ade-b505-a05a558d9a42&sid=1479329334655> , [Statistics and data | UN Trade and Development \(UNCTAD\)](#);

- WFP financial data, which will provide evidence on WFP social protection- related activities' overall financial requirements based on needs (Needs Based Plan/Country), adjusted annual requirements based on forecasted level of funding as well as 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.
- Data on Social Protection Trust Funds' budget and expenditures, that can be shared by the Corporate Planning, Budgeting and Reporting Service
- Data on social protection dedicated staff and rosters, which can be requested to HR.  
Limitation: to be clarified whether the systems are able to track staff fully dedicated to social protection.

For Risk assessment and management, an initial source of information might be the risk register dashboard<sup>64</sup>, which provides an overview of the risk types, categories and areas faced by country offices, regional bureaux, and HQ divisions across different years (2019 – 2024). Limitation: the frequency of data updates as well as the granularity of information provided, may vary across different country offices

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<sup>64</sup> <https://analytics.wfp.org/#/views/RiskRegisterDashboard/dashboard?=&null&iid=2>

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## Websites

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[ISPA- Inter-Agency Social Protection Assessments](#)

[Global Accelerator on Jobs and Social Protection for Just Transitions](#)

## Annex IV. Acronyms and abbreviations

Abbreviation	Definition
<b>CBT</b>	Cash-based transfer
<b>CEQAS</b>	Centralized evaluation quality assurance system
<b>CO</b>	Country Office
<b>COMET</b>	Country Office Tool for Managing (programme operations) Effectively
<b>COVID-19</b>	Coronavirus disease 2019
<b>CRF</b>	Corporate results framework
<b>CSP</b>	Country Strategic Plan
<b>DOTS</b>	WFP Data Hub
<b>EM</b>	Evaluation manager
<b>ET</b>	Evaluation team
<b>GEWE</b>	Gender equality and women's empowerment
<b>ILO</b>	International Labour Organization
<b>ISPA</b>	Interagency Social Protection Assessment
<b>HLT</b>	High-level target
<b>HQ</b>	Headquarters
<b>IFI</b>	International Financial Institution
<b>IRG</b>	Internal reference group
<b>OEV</b>	Office of Evaluation
<b>NBP</b>	Needs-based plan
<b>RA</b>	Research analyst
<b>SDG</b>	Sustainable Development Goals
<b>SER</b>	Summary evaluation report
<b>SO</b>	Strategic Outcome
<b>SPIAC-B</b>	Social Protection Inter-Agency Cooperation Board
<b>SPS</b>	Social Protection Sector Support
<b>TF</b>	Trust Fund
<b>TOC</b>	Theory of change
<b>TOR</b>	Terms of Reference
<b>UNEG</b>	United Nations Evaluation Group
<b>WFP</b>	World Food Programme

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