

Evaluation of the Project “SAIO - Fostering Community Resilience in Southern Africa by Strengthening Urban Preparedness Systems” (Regional Urban Preparedness Initiative), 2021-2026

Decentralized evaluation

Terms of reference

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1. Introduction

1. This is an activity evaluation of the initiative titled *"Fostering Community Resilience in Southern Africa by Strengthening Urban Preparedness Systems,"* (also called Regional Urban Preparedness – RUP - project), implemented by the World Food Programme (WFP) in collaboration with the Governments of Lesotho, Madagascar, Mozambique, and Zimbabwe, with funding from the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG-ECHO). This evaluation has been requested by DG-ECHO, including the specific timeframe for delivery of the evaluation report. The RUP aligns with the WFP Urban Strategy to combat urban hunger and involves a bottom-up, participatory, and multistakeholder approach. The project aims to reduce food insecurity and malnutrition in urban communities facing multiple shocks and high-risk situations.
2. The evaluation is commissioned by the WFP Regional Office in Johannesburg in collaboration with the WFP country offices in Lesotho, Madagascar, Mozambique and Zimbabwe. The evaluation will cover the regional activities and national activities in the four target countries in Southern Africa (Lesotho, Madagascar, Mozambique, and Zimbabwe) over the implementation period 2021 to 2026. This period covers two phases of the project: Phase I (August 2021 – February 2024) and Phase II (March 2024 - November 2025).
3. Aligned with ECHO's recommendations and guided by a long-term intervention logic, the project adopts a strategic partnership approach. This approach is expected to ensure that the national and regional dimensions, along with the specificities of urban readiness which require a localized and bottom-up strategy, are comprehensively addressed. WFP's strategic partnership approach involves key partners like the CIMA Research Foundation,¹ North-West University (NWU)/Africa Centre for Disaster Studies (ACDS), and World Vision. The Southern African Development Community (SADC) and UNICEF play complementary roles in regional coordination and integrating social protection perspectives, respectively, enhancing the overall response to urban food insecurity.
4. The RUP is expected to contribute to Sustainable Development Goal (SDG) 2: "Zero hunger" and SDG 17: "Partnerships for the goals". The RUP is also expected to contribute directly to SDG 11: "Make cities and human settlements inclusive, safe, resilient, and sustainable" and specifically, to support Target 11.B which focuses on implementing integrated policies and plans towards inclusion, resource efficiency, adaptation to climate change, resilience to disasters in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, and holistic disaster risk management at all levels.
5. These terms of reference (ToRs) were prepared by the WFP Regional Office in Johannesburg in collaboration with Lesotho, Madagascar, Mozambique and Zimbabwe WFP Country Offices based upon an initial document review and consultation with stakeholders. The purpose of these ToRs is to provide key information to stakeholders about the evaluation, to guide the evaluation team and to specify expectations during the various phases of the evaluation.
6. The evaluation aims to generate evidence and insights that will inform the design, planning, and implementation of future urban preparedness and urban food security initiatives. By assessing what has worked, what challenges remain, and how institutional and community systems have responded—as well as the extent to which capacity has been strengthened—the evaluation aims to guide the development of more effective, scalable, and contextually relevant interventions that enhance urban resilience and support food security in rapidly urbanizing environments.

¹ CIMA Research Foundation is a research organization concerned with the study, prediction and prevention of climate change-related hazards such as floods, forest fires, droughts, and loss of terrestrial and marine biodiversity.

2. Reasons for the evaluation

2.1. Rationale

7. The evaluation is being commissioned for the following reasons:
 - To date, the RUP project has primarily relied on routine monitoring data collected internally to inform programme adjustments. While this monitoring data has provided valuable insights for adaptive management, it lacks the depth and breadth needed to fully understand the project's overall effectiveness, efficiency, relevance, sustainability and impact.
 - This evaluation will generate comprehensive, independent, evidence-based findings to address these critical evidence gaps. These findings will be essential for guiding both operational and strategic decision-making processes, ensuring that ongoing and future programming in urban preparedness is informed by a thorough understanding of what has worked, what needs to be improved, and how to enhance impact and sustainability.
 - This evaluation is undertaken at the request of the donor with the primary objective of capturing key lessons learned from the implementation of the two phases of the RUP project. These lessons will inform learning within SAIO and other regions.
8. Specifically, the evaluation will respond to the following needs:
 - Absence of independent evidence since the project's inception: to date, the project's performance and influence have not been independently assessed, making it difficult to determine its strategic value and operational effectiveness.
 - Need for stronger evidence to inform programme adjustments or scale-up decisions: The evaluation will help validate the project's theory of change and test the scalability and sustainability of its approaches in rapidly urbanizing and risk-prone environments.
 - Commissioning the evaluation at this stage of the 2021–2026 project timeline will enable real-time learning, inform course correction if needed, and provide a robust evidence base for planning future regional and national urban preparedness initiatives.
 - Contribution to WFP's broader learning and accountability agenda: The findings will strengthen WFP's institutional knowledge on urban programming and ensure that lessons learned contribute to regional and corporate knowledge-sharing systems.
9. The evaluation will have the following uses for WFP, DG-ECHO and other key stakeholders such as SADC, UNICEF, World Vision International, CIMA Foundation, NWU, Governments, and other stakeholders involved in urban programming, such as UN-Habitat:
 - Provide stakeholders with evidence-based findings to inform operational and strategic decision-making in urban preparedness planning.
 - Enhance stakeholders' understanding of the project's contribution to strengthening corporate knowledge on urban programming, including its relevance to ongoing corporate priorities and integration into institutional workstreams.
 - Generate insights into the practical and institutional challenges of implementing urban preparedness initiatives in contexts where a results-oriented culture for urban programming is still emerging.
10. The evidence generated will guide decisions on the potential for scaling the intervention in other urban centres within the region and beyond. Findings and lessons from the evaluation will also inform ongoing and future WFP CSPs, strengthening regional and national urban preparedness initiatives in the medium and long term. For example, the Lesotho 2G CSP, approved by the EB in July 2024, explicitly included urban emergency preparedness as a result of the project's demonstrated relevance and influence on national priorities.

2.2. Objectives

11. The evaluation will serve the dual and mutually reinforcing objectives of accountability and learning, with particular emphasis on learning.

- **Accountability** – The evaluation will assess and report on the performance and results of the RUP project, providing an impartial appraisal of the project's achievements, challenges, and the value it has delivered to stakeholders. This will support transparency on whether resources have been used effectively and for their intended purpose, as well as identify areas requiring corrective action.
- **Learning** – The evaluation will assess whether implementation unfolded as was planned, explore reasons why intended results occurred or did not occur and whether there were any unintended results (positive or negative). The evaluation will draw lessons, derive good practices and provide pointers for learning. It will provide actionable insights and evidence to improve programme performance in the remaining period of implementation and to inform future urban preparedness efforts in the region. In addition, it will assess the potential for replicability of the initiative in other urban centres within the same or different countries, as well as the feasibility of handover to national and local institutions to sustain and scale up the initiative where deemed appropriate.

12. The evaluation will generate evidence-based findings to inform decision-making and will ensure active dissemination and integration into regional and national knowledge-sharing systems. In **Mozambique**, evaluation results will inform food and nutrition security assessments led by Mozambique's Technical Secretariat for Food Security and Nutrition (SETSAN)'s, contribute to the refinement of the National Institute for Disaster Risk Management and Reduction (INGD) urban preparedness protocols, and feed into municipal disaster preparedness planning. In **Lesotho**, findings will support the operationalization of urban emergency preparedness under the second-generation CSP, contribute to the Lesotho Vulnerability Assessment Committee (LVAC) methodologies and national DRR strategies. In **Zimbabwe**, insights will be used to guide the Zimbabwe Vulnerability Assessment Committee (ZimVAC) urban vulnerability assessments and inform urban contingency planning led by the Department of Civil Protection. In **Madagascar**, evaluation evidence will support the short-term priority of finalizing and formalizing the urban preparedness protocol. This protocol aims to strengthen preparedness mechanisms within the Municipality of Antananarivo (CUA) and enhance coordination through the *Bureau National de Gestion des Risques et des Catastrophes* (BNGRC), Madagascar's National Risk and Disaster Management Office, and local authorities. In the medium term, a key objective is to integrate urban preparedness into the national contingency plan.

13. Overall, the evaluation will support the institutionalization of urban preparedness by aligning project learnings with existing government systems, regional coordination structures, including at SADC level, and future programming across the Southern Africa region.

14. Specific objectives of the RUP project are:

- Assessing how the project's implementation modalities have influenced government and partner systems, supported policy integration, and built institutional and operational capacities for urban preparedness.
- Examining the extent to which entities such as SADC, National Disaster Management Agencies (NDMAs), and National Vulnerability and Assessment Committees (NVACs) have integrated urban preparedness, vulnerability assessments, and cash-based transfer approaches into their systems and practices.
- Assessing WFP's ability to identify and address key knowledge gaps for strengthening urban preparedness and resilience in the region;
- Assessing how effectively diverse stakeholders, including communities, have collaborated to shape a common regional framework for urban preparedness in coordination, vulnerability analysis, and cash assistance.
- Assessing whether the project's efficiencies, funding and phased timeline (2021–2026) have been sufficient to support the full evidence-to-policy-to-action cycle, while also identifying any financing gaps, sustainability risks, and whether the investment duration was adequate for integrating urban preparedness into national and regional systems.
- Assessing the potential for replicability of the project's approaches and tools in other urban centres

within the region and beyond, and identifying the conditions, needs, and opportunities for handover of the initiative to national and local institutions to ensure sustainability and long-term impact.

15. In line with WFP's commitment to advancing gender equality and women's empowerment (GEWE), the evaluation will assess whether the RUP project's capacity strengthening efforts with national, sub-national, and local governments have contributed to the equitable integration of the needs and priorities of women, men, and other vulnerable groups—including persons with disabilities—into urban preparedness policies and strategies. Rather than focusing on access to services, the evaluation will examine how preparedness plans and tools (e.g., Minimum Expenditure Baskets, risk mapping, targeting criteria) consider gender, age, disability, and other factors that shape vulnerability and essential needs in urban settings. It will identify barriers to inclusive planning, analyse who is most affected, and provide actionable recommendations to enhance the equitable participation and representation of marginalized groups. The evaluation will further map and clearly identify the different marginalized groups (e.g., women-headed households, persons with disabilities, older persons, youth, informal workers, migrants, and displaced populations), and assess the extent to which these groups have been able to meaningfully participate in shaping urban preparedness policies, strategies, and tools.

2.3. Key stakeholders

16. The primary users of the evaluation results include WFP at various levels including the RUP project team, the WFP Country Offices in Lesotho, Madagascar, Mozambique and Zimbabwe. Other main users include the donor, implementing partners, regional bodies such as SADC, UN Agencies such as UNICEF, UN-Habitat, the World Bank, Government ministries and institutions, local authorities, and the project targeted local communities. The evaluation results will also be shared more broadly with the larger humanitarian and development community, to support learning and inform urban preparedness and resilience efforts across the region and beyond.

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

18. Accountability to affected populations is tied to WFP commitments to include beneficiaries as key stakeholders in WFP work. WFP is committed to accountability and ensuring gender equality and social inclusion in the evaluation process. This will be ensured throughout the evaluation process by applying inclusive participation and consultation criteria in assessing the RUP project's differential impact on women, men, boys, and girls from different groups (including persons with disabilities, the elderly, and other marginalized populations). However, the evaluation will gather these perspectives indirectly, through consultations with government stakeholders and community-based organizations, rather than through direct engagement with affected communities. Therefore, the evaluation will:

- Engage diverse beneficiaries through community-based organizations (CBOs).
- Use both secondary data (disaggregated by sex, age, disability, socio-economic and educational status, when available) and primary qualitative data (via interviews, focus groups, and stakeholder consultations).
- Apply gender-sensitive and inclusive methodologies, explicitly seeking voices from diverse groups.
- Explore feedback mechanisms to ensure all WFP target groups have access and findings reach affected populations and reflect their voices.
- Assess equity in access to support and identify barriers to inclusion, recommending corrective actions.

19. To overcome challenges (e.g. identifying relevant CBOs, language barriers), mitigation measures include early engagement with WFP Country Offices and partners like World Vision and recruiting multilingual teams or interpreters. Gender equality and inclusion will be mainstreamed throughout the entire evaluation process.

Table 1: Preliminary stakeholder analysis

Stakeholders	Interest and involvement in the evaluation
Internal (WFP) stakeholders	
WFP country offices (CO) in Lesotho, Mozambique, Madagascar and Zimbabwe	Key informant and primary stakeholder - Responsible for the planning and implementation of WFP interventions at country level. The country offices have an interest in learning from experience to inform decision-making. They are also called upon to account internally as well as to its beneficiaries and partners for performance and results of its programmes. The country offices will be involved in using evaluation findings for programme implementation and/or in deciding on the next programme and partnerships.
Former Regional Bureau in Johannesburg (RBJ) Regional Office (RO) in Nairobi	Key informant and primary stakeholder – Up to the end of May 2025 RBJ was responsible for the implementation of the project at regional level and for both oversight of country offices and technical guidance and support. This role has now been handed over to the regional office. The regional office (the outposted Emergency Preparedness and Response Service under the Programme Policy and Guidance Division (PPGE)) has an interest in an independent/impartial account of operational performance as well as in learning from the evaluation findings the extent to which the subject is contributing to overall regional priorities and where applicable to apply this learning to other country offices. The regional office will be involved in the planning of the next programme thus it is expected to use the evaluation findings to provide strategic guidance, programme support, and oversight. The regional evaluation technical team (RETT), under the WFP Office of Evaluation, supports the regional programme team and country offices to ensure quality, credible and useful DEs.
WFP Global HQ divisions (Emergency Preparedness)	Key informant and primary stakeholder - WFP headquarters divisions are responsible for issuing and overseeing the rollout of normative guidance on corporate programme themes, activities and modalities, as well as of overarching corporate policies and strategies. They also have an interest in the lessons that emerge from evaluations, as many may have relevance beyond the geographical area of focus. Relevant headquarters units should be consulted from the planning phase to ensure that key policy, strategic and programmatic considerations are understood from the onset of the evaluation. They may use the evaluation for wider organizational learning, accountability as well as advocacy.
WFP Office of Evaluation (OEV)	Primary stakeholder – OEV has a stake in ensuring that DEs deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various DE stakeholders as identified in the evaluation policy. It may use the evaluation findings, as appropriate, to feed into centralized evaluations, evaluation syntheses or other learning products.
WFP Executive Board (EB)	Primary stakeholder – the Executive Board provides final oversight of WFP programmes and guidance to programmes. The WFP governing body has an interest in being informed about the effectiveness of WFP programmes. This evaluation will not be presented to the Executive Board, but its findings may feed into thematic and/or regional syntheses and corporate learning

Stakeholders	Interest and involvement in the evaluation
	processes. It will contribute to evaluation coverage of WFP work which is reported to the EB through the annual evaluation report
External stakeholders	
Government Lesotho Vulnerability Assessment Committee, Madagascar Vulnerability Assessment Committee/ BNGRC and CUA in Madagascar, Department of Civil Protection in Zimbabwe, and SETSAN in Mozambique	Key informants and primary stakeholder - The Government in the four target countries has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonized with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of their particular interest.
United Nations country team (UNCT): UNICEF, UNDRR, UN Habitat	Key informant and primary stakeholder - The harmonized action of the UNCT should contribute to the realization of the government developmental objectives. It has therefore an interest in ensuring that WFP programmes are effective in contributing to the United Nations concerted efforts. Various agencies are also direct partners of WFP at policy and activity level. WFP collaborated with several UN agencies on key thematic areas of the project: UNICEF provided support on urban enumeration and targeting, UN-Habitat on risk mapping and vulnerability assessment, and with UNDRR on early warning systems and disaster risk reduction (DRR). These collaborations strengthened the coherence and complementarity of United Nations interventions, thereby a direct interest of these agencies in the evaluation, given their engagement in jointly designed or implemented activities.
SADC	Key informant and primary stakeholder - The regional urban preparedness evaluation is highly useful and of strategic interest to SADC, especially the DRR Unit, that is the chair of the SADC Regional Vulnerability Assessment Programme (RVAA), the main harmonizing platform for vulnerability assessment methodologies in the region. It will be also useful to the SADC Humanitarian Operations Center (SHOC), whose mandate includes scaling or regionalizing response frameworks developed under the RUP programme. The evaluation will provide evidence-based insights into how urban preparedness initiatives are contributing to resilience against food insecurity and climate-related risks across member states. This will help SADC refine or develop regional frameworks, such as its Disaster Risk Reduction (DRR) Strategy, to better align with the needs and challenges of urban settings. By analysing data from multiple countries, the evaluation will highlight common strengths, weaknesses, and context-specific barriers in urban preparedness across the region. This will support SADC in identifying systemic issues and regional disparities that may require coordinated responses. SADC will leverage the evaluation findings to promote peer learning and the sharing of good practices among member states—

Stakeholders	Interest and involvement in the evaluation
	<p>especially in areas like urban vulnerability assessments, institutional capacity building, and local governance for risk management.</p> <p>The evaluation will inform SADC's role in harmonizing urban preparedness approaches across its member states, fostering greater coherence in policy and implementation, and strengthening partnerships with national governments, donors, and technical partners. Evidence from the evaluation may be used by SADC to advocate for increased investment and advocacy in urban risk management and preparedness at the regional level and to mobilize donor resources for capacity building, infrastructure development, and technical support. The evaluation also offers SADC a mechanism to monitor and report progress toward regional and global commitments such as the Sendai Framework for Disaster Risk Reduction, Agenda 2063, and the SDGs.</p>
<p>Non-governmental organizations (NGOs) World Vision International, CIMA Research Foundation</p>	<p>Key informants and primary stakeholder - NGOs are WFP partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships. They will be involved in using evaluation findings for programme implementation. They were co-implementors of certain pillars of the project.</p>
<p>Donors DG-ECHO – Directorate-General for European Civil Protection and Humanitarian Aid Operations</p>	<p>Primary stakeholders - WFP interventions are voluntarily funded by a number of donors. In the case of the RUP initiative, the donor, DG-ECHO, who requested for this evaluation, has an interest in knowing whether their funds have been spent efficiently and if WFP work has been effective and contributed to their own strategies and programmes, helping the donor to assess how effectively resources were used and whether the RUP project delivered value for money. This evaluation will also aid strategic decision-making by providing evidence that can guide funding priorities, scaling, or replication of successful interventions in the future. Furthermore, the evaluation will support policy influence by generating credible evidence that can be used in national or regional dialogues. Lastly, the evaluation will enhance mutual learning, accountability and offering opportunities to strengthen donor visibility, collaboration, and influence at various levels.</p>
<p>Organizations specialized in GEWE and disability inclusion (World Vision, World Bank, UN Women, Lesotho National Federation of Organizations of the Disabled, Federation of Disability Organizations in Zimbabwe etc)</p>	<p>Key informants - These organizations will be consulted throughout the evaluation process, from design to data collection and analysis. Their involvement is critical to ensure that the evaluation captures the differentiated impacts of climate shocks on vulnerable urban populations, including women, girls, and persons with disabilities. These organizations can provide access to disaggregated data, facilitate inclusive stakeholder consultations, and offer contextual insights that enhance the relevance and equity of resilience and food security strategies in the urban context. This evaluation will collaborate with these actors to ensure that findings and recommendations are grounded in inclusive, rights-based approaches.</p>
<p>Local authorities in the target countries</p>	<p>Primary stakeholders - Certain interventions were conducted at the local-level with the aim to build local capacity to prepare better and respond to urban disasters. They have an interest in lessons learnt from local implementation in project pilot cities for possible wider integration of project activities in other cities within their respective countries – this has been kick-started by the project under the South-South Triangular</p>

Stakeholders	Interest and involvement in the evaluation
	Cooperation (SSTC) peer-learning component of the initiative.
Community-based organizations and local communities	<p>Key informants and primary stakeholders: Local communities in targeted districts in the four targeted countries were consulted during the implementation of the project and hence have an interest in evaluation results. Evaluation findings will empower CBOs with credible evidence to advocate for better targeted urban preparedness policies and inclusive disaster risk management strategies that reflect community priorities. Insights into what works and why will help CBOs refine their interventions, align with best practices, and scale community-responsive approaches to food security and climate adaptation. In addition, CBOs will use the evaluation results to advocate for localized preparedness plans and community-inclusive governance as well as engaging in dialogues with municipal and national authorities using the evidence to push for equity-oriented improvements.</p> <p>The CBOs will represent the voices of supported communities (women, men, boys, girls and people with disabilities) and will act as key informants in participatory data collection methods. They will also participate in stakeholder learning workshops to represent community perspectives.</p>

3. Context and subject of the evaluation

3.1. Context

Urbanization and vulnerability in Southern Africa: The case for regional preparedness

20. The SADC faces a pressing climate and food security crisis exacerbated by rapid urbanization. In 2022, approximately 55.7 million people in the region were grappling with food insecurity,² and the COVID-19 pandemic, that was fundamentally an urban crisis, as densely populated cities became epicenters of transmission, exposing deep inequalities in access to housing, healthcare, and essential services. The food insecurity situation worsened to 61 million people³ due to extreme weather events such as El Niño-induced droughts and flooding. In the 2024–2025 rainy season, heightened impacts from La Niña have furtherly affected agricultural productivity.

21. Urban populations are projected to rise to 70 percent by 2050,⁴ intensifying vulnerabilities amid long-standing issues like poverty, unemployment, and inequality. The urban poverty rate in the region is significant, with statistics showing that 70 percent of urban residents in countries like Zimbabwe are employed in the informal sector.⁵ This sector, characterized by precarious job security and scant safety nets, significantly exacerbates the vulnerabilities faced by its workforce.

22. In Mozambique, the cost-of-living crisis has sharply deepened urban vulnerability. Over 78 percent of the urban population relies on the informal sector for income, with limited protection from price shocks or employment disruptions. According to a 2023 UNDP study, 84 percent of urban households reported reducing the quantity or quality of their food consumption due to rising prices, and 55 percent faced difficulties meeting essential non-food expenses such as rent, transportation, and school fees. Urban poverty, already prevalent before the crisis, has been exacerbated by inflation-driven erosion of purchasing power, particularly in low-income areas.⁶

23. Evidence shows that urban residents are increasingly at risk. In Zimbabwe, for example, 2.4 million urban dwellers struggle with hunger daily.⁷ The precarity of daily living is exacerbated for the urban poor during disasters – owing to their high exposure and sensitivity resulting from extreme weather events, rapid urbanization, and unsustainable development. For example, 116,000 people were affected by cyclone Batsirai in early 2022,⁸ resulting in extensive damage to homes and livelihoods in Madagascar. Disasters are pushing urban households further to the brink of severe poverty, with more than 300,000 urban dwellers in Lesotho

² Southern African Development Community. 2022. *Synthesis Report on the State of Food and Nutrition Security and Vulnerability in Southern Africa 2022* (SADC RVVA 2022). <https://www.sadc.int>

³ Southern African Development Community. 2024. Statement to Launch the SADC Regional Humanitarian Appeal by H.E. President Lourenço, 20 May 2024. <https://www.sadc.int/sites/default/files/2024-05/Statement%20to%20launch%20the%20SADC%20Regional%20Humanitarian%20Appeal%20by%20H.E.%20President%20Louren%C3%A7o%202020%20May%202024.pdf>

⁴ Global Alliance for Urban Crises. 2026. *WHS Brief – Final*. <http://www.urbancrises.org>

⁵ Zimbabwe National Statistics Agency. 2024 *Third Quarter Labour Force Survey Report* (ZIMSTAT 2024) <http://www.zimstat.co.zw>

⁶ United Nations Development Programme. 2024. The Cost-of-Living Crisis in Mozambique: Poverty Impacts and Possible Policy Responses. UNDP Global Policy Network. <https://www.undp-dfs-the-cost-of-living-crisis-in-mozambique.pdf>

⁷ World Food Programme. 2023. *Fostering Urban Resilience through Preparedness Activities in Southern Africa: Zimbabwe*. <https://www.wfp.org>

⁸ Médecins Sans Frontières. 2022. Cyclone Batsirai leaves people vulnerable to food shortages and malaria in Madagascar. <https://www.msf.org/cyclone-batsirai-leaves-people-vulnerable-food-shortages-and-malaria-madagascar>

falling below the poverty line⁹ due to the adverse effects of the El Niño dry spell.

24. The number of food insecure people in the SADC region from 2018/2019 to 2024 has more than doubled over a 6 years' timeframe, increasing from 29 million to a peak of 66 million in 2024^{10,11} because of the complex interaction between persistent structural issues and recent shocks experienced in the region. More than 50 percent of the population in the region lives in urban areas,¹² with around 23 percent of the urban population living below the international poverty line,¹³ totalling more than 40 million people living in informal settlements, commonly characterized by inadequate quality and access to infrastructure and poor availability of essential goods and services, heightening exposure to both climate and socio-economic shocks. Moreover, disaster-driven displacement and inadequate access to essential services has exacerbated the vulnerabilities of urban populations. Another challenge is that national-level Minimum Expenditure Basket (MEBs) are used for urban response, despite often being built of rural data. This is despite national vulnerability assessments consistently revealing significant disparities in consumption patterns, with urban households often spending more on food, rent, and transportation than their rural counterparts – highlighting the necessity for a robust understanding of urban costs. In sprawling urban areas, daily living expenses can exceed the typical national MEB by 50 percent, while a rights-based approach may indicate discrepancies of over 75 percent.¹⁴

25. An intersectional analysis of urban vulnerability reveals that specific social groups—including women, children, persons with disabilities, elderly populations, marginalized ethnic communities, IDPs, migrants, asylum seekers and refugees—experience disproportionate impacts from food insecurity, displacement, and disasters. Women and girls, in particular, face heightened risks of gender-based violence, reduced access to livelihoods, and barriers to essential services during crises. Persons with disabilities often encounter inaccessible urban infrastructure and exclusion from preparedness planning. These inequalities highlight the need to align urban preparedness interventions with key normative instruments, including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Convention on the Rights of Persons with Disabilities (CRPD), and the UN Guiding Principles on Internal Displacement, as well as regional and national policies promoting gender equality and human rights. Ensuring that urban preparedness frameworks are grounded in these instruments is critical for advancing inclusive, equitable, and effective responses.^{15,16,17}

26. Addressing the critical challenges posed by rapid urbanization and vulnerability necessitates a shift towards vulnerability-based preparedness. This approach integrates an understanding of urban risks with targeted strategies to enhance resilience, linking immediate humanitarian responses with longer-term development objectives to reduce vulnerability and strengthen local systems. Initiatives like the WFP's Regional Urban Preparedness Initiative in Southern Africa aims to address these challenges by defining urban vulnerability in a holistic manner while recognizing that current methodologies often underrepresent the

⁹ Southern African Development Community. 2022. *Synthesis Report on the State of Food and Nutrition Security and Vulnerability in Southern Africa 2022* (SADC RVVA2022). <https://www.sadc.int>

¹⁰ Southern African Development Community. 2019. *Synthesis Report on the State of Food and Nutrition Security and Vulnerability in Southern Africa 2019*. SADC RVAA Programme 2019. https://drimms.sadc.int/sites/default/files/document/2020-03/2019_SADC_Food_and_Livelihood_Security_Synthesis_Report.pdf

¹¹ Southern African Development Community. 2024. Draft *Synthesis Report on the State of Food and Nutrition Security and Vulnerability in Southern Africa 2024*. SADC RVAA Programme 2024.

¹² Southern African Development Community. 2020. *SADC Regional Resilience Framework 2020–2030*. https://www.sadc.int/sites/default/files/2022-11/GIZ%20TOOL%20KIT%20-%20FRAMEWORK%20-%20SADC_Regional_Resilience_Framework%20-%202020.pdf

¹³ UN-Habitat. 2022. *Mind the Gap: Leave No One and No Place Behind – World Habitat Day 2022 Factsheet*. <https://urbanoctober.unhabitat.org/sites/default/files/2022-10/whd-2022-factsheet.pdf>

¹⁴ World Food Programme. 2023. *Fostering Urban Resilience through Preparedness Activities in Southern Africa: Zimbabwe* (WFP Regional Bureau for Southern Africa 2023) <https://www.wfp.org>

¹⁵ SADC Gender Protocol Barometer 2022

¹⁶ UN Women & UNDRR. 2020. *Gender, Climate and Disaster Resilience Southern Africa Report*

¹⁷ UN-Habitat & WFP. 2021. *Urban Vulnerability in Southern Africa: Informal Settlements, Food Security, and Climate Risk*

needs of urban populations.

27. To foster urban preparedness, the project encourages the collection of disaggregated data on household vulnerability, socio-economic impacts, and exposure to hazards, ensuring that community-specific needs are adequately addressed. Effective collaboration with local, national and regional stakeholders is crucial for building capacity to manage urban risks and enhance disaster risk management frameworks.

28. Ultimately, understanding and addressing urban vulnerability in Southern Africa is imperative not only for humanitarian response but for the broader goal of achieving sustainable development in an increasingly urbanized context. With a coordinated approach, regional urban preparedness can mitigate the impacts of climate change and ensure the resilience of vulnerable urban populations.

29. From the launch of WFP's Urban Strategy in April 2023, aimed at achieving zero hunger in an increasingly urbanized world, the Regional Urban Preparedness is one of the few WFP's initiatives implemented in urban areas from a regional perspective. The initiative translates WFP's strategic urban priorities into concrete actions: by developing urban-specific preparedness tools and rapidly deploying cash-based transfers (CBT) in crises, it supports effective emergency responses; by institutionalizing multidimensional vulnerability assessments and people-centred targeting frameworks, it strengthens integrated resilience-building efforts; and by fostering partnerships with governments, academia, and civil society, it advances inclusive and sustainable urbanization. Moreover, RUP operationalizes the Strategy's five key shifts: (1) deepening partnerships with local governments to anchor preparedness in existing structures; (2) tailoring data and analysis tools to capture urban dynamics; (3) using people-centred targeting to reach the most vulnerable; (4) leveraging the rural-urban linkages for food systems efficiency and transformation and (5) linking humanitarian interventions with urban planning and territorial development processes. Together, these efforts contribute to WFP's dual mandate of meeting urgent food needs while reinforcing national and local systems for sustainable impact.

30. Country context specific information is provided in [Annex 10](#).

3.2. Subject of the evaluation

31. Phase I (2021–2024) of the Regional Urban Preparedness Project contributed to establishing a technical, institutional, and governance foundation for urban preparedness and resilience efforts in four Southern African countries—Lesotho, Madagascar, Mozambique, and Zimbabwe. The combination of data-driven evidence, emerging government ownership, and regional learning suggests that the initiative has the potential to inform scalable approaches to urban disaster risk management programming. Building on Phase I, the Regional Urban Preparedness Project's Phase II (2024–2026) focuses on scaling good practices in the region, enhancing operational readiness at the country level, enhancing institutionalization of vulnerability assessment and targeting methodologies, refining the evidence-base of hazard risk mapping in the same four countries, with the addition of a set of regional activities to be implemented in support of SADC. The evaluation intends to cover both phases of the project as described below.

PHASE I (2021-2023)

32. Phase I of the RUP project (August 2021 – February 2024), with a target total budget of € 1.6 million EU, out of which € 800,000 was funded by DG-ECHO, was a pioneering multi-country, multi-stakeholder initiative implemented in Lesotho, Zimbabwe, Madagascar, and Mozambique. The project aimed to strengthen urban preparedness and disaster risk management (DRM) by placing national/local governments, communities, and partners at the centre of design and implementation. It developed innovative methodologies and tools for urban vulnerability assessment, local ownership, and improved CBT responses in urban settings.

33. Key objectives of the initiative were:

- Promote government ownership and decentralized planning for urban preparedness.
- Improve national urban vulnerability assessments through revised tools and methodologies.
- Foster evidence-based, context-specific cash preparedness and response.

34. Strategic focus areas for implementation were:

1. Urban governance and coordination – Analyses to identify actors, institutions, and coordination gaps between national and local governments.
 2. Understanding urban vulnerability – Multi-dimensional assessments (city, community, household levels) using participatory, area-based methods to identify vulnerability drivers and hotspots.
 3. CBTs – Analysis of the enabling environment, community preferences, and MEBs for effective urban cash responses.
35. The initiative carried out the following approaches and activities:
- Technical assistance: Development of standard operating procedures (SOPs), frameworks, and capacity strengthening through training and simulations.
 - Evidence generation: Urban context analyses, household surveys, vulnerability mapping, and city profiles.
 - Community engagement: Participatory planning and area-based assessments.
 - Coordination: Multi-level consultations and regional technical collaboration led by WFP Regional Bureau Johannesburg.
36. Main results were:
- Comprehensive urban context analyses and city profiles across all countries; SOPs for urban preparedness validated (Lesotho), integrated (Zimbabwe), tested (Mozambique), and discussed (Madagascar).
 - Urban vulnerability assessments conducted; urban hotspots identified; MEBs designed; national VACs and SETSAN adopted urban tools.
 - SOPs for cash-based transfers developed and validated; Lesotho established a National Cash Working Group for urban emergencies.
 - Over 700 stakeholders and more than 1,000 households engaged in consultations, workshops, and assessments across the four countries.
37. Advocacy at regional/global level was executed through regional and international engagements such as the 9th AfriCities Summit dialogue (Kenya), 11th World Urban Forum networking event (Poland), Global webinar on adaptive social protection and urban resilience. The project built knowledge, tools, and partnerships, laying a foundation for Phase II (2024–2026). It strengthened national capacities, advanced regional collaboration, and promoted sustainable, inclusive urban preparedness strategies in Southern Africa. **For detailed information on Phase I please see [Annex 10: Phase I & II Expanded Narrative and Country Specific Information](#).**

PHASE II (2024-2026)

38. Phase II is a multi-country, multi-stakeholder, and government-led programme implemented in Lesotho, Zimbabwe, Madagascar, and Mozambique. It builds on the technical foundations and institutional achievements of Phase I by adopting a strategic approach that enhances disaster preparedness coordination at local, national, and regional levels through an urban vulnerability lens. The programme refines emergency protocols to meet critical needs of at-risk urban communities and advances anticipatory action frameworks tailored to urban settings. Insights from local urban flood risk mapping help inform city-level readiness plans, while national assessments contribute to regional frameworks like the SADC RVAA and SADC Humanitarian Operations Center (SHOC). The programme runs from March 2024 to February 2026, with a total budget of €3.5 million. ECHO has provided 85 percent (up to €3 million), while WFP is expected to secure the remaining 15 percent (€500,000) through other donors.

39. **Strategic focus areas for implementation:** Phase II aims to translate the gains from Phase I into actionable guidance and strengthened systems. Strategic Focus Areas for implementation are:

1. Strengthening coordination at national and regional levels around urban disaster risk management, vulnerability assessments and emergency preparedness protocols, improving integration across stakeholders.
2. Institutionalising improved tools and methodologies for urban vulnerability profiling, ensuring these

- are mainstreamed into national systems.
3. Expanding humanitarian databases and targeting criteria for CBT, enhancing evidence-based and context-specific responses in urban areas.
 4. Promoting peer learning and regional knowledge sharing, addressing the gap identified in Phase I for stronger regional integration and policy coherence.
40. Key expected results and activities:
- **Enhancing urban readiness for rapid response:** Building on Phase I's advances in coordination protocols, Phase II focuses on strengthening the operational readiness of national and local authorities. This includes designing, testing, and rolling out urban-specific preparedness protocols, conducting simulation exercises (SimEX), and formalizing legal agreements among disaster management authorities, social assistance institutions, and local governments. Authorities also benefit from peer learning to exchange knowledge on urban preparedness practices.
 - **Strengthening urban multidimensional vulnerability assessments:** Phase II helps institutionalize methodologies for multidimensional urban vulnerability assessments through NVACs. This involves technical training, the rollout of spatial risk maps using innovative tools like UAV technology, and the finalization of an urban targeting decision-making framework that integrates environmental and socio-economic factors.
 - **Harmonising urban CBT protocols:** The programme supports access to updated urban population databases for anticipatory action and humanitarian assistance. It promotes needs-based planning through market assessments and scenario analysis to ensure cash-based assistance is resilient and adaptive to urban shocks.
 - **Promoting peer learning and regional integration:** Phase II facilitates technical cooperation and knowledge exchange between countries, strengthening ownership of urban preparedness efforts. This includes regional dialogues, south-south exchanges, and contributions to regional frameworks such as the RVAA. Outputs include logistical prepositioning studies, capacity maps, and activation mechanisms co-developed with SADC.
41. **Implementation approach and partnerships:** Phase II is delivered through technical assistance, capacity strengthening (trainings, simulations, workshops), operational readiness activities (SOP testing, early action planning), evidence generation (surveys, risk modelling), and community engagement (participatory assessments and planning). A Programmatic Partnership approach has been proposed, seeing WFP supported by the following partners:
- World Vision International (WVI): community engagement and mobilization.
 - CIMA Research Foundation: urban flood risk mapping with UAV technology.
 - North-West University: regional logistics and prepositioning assessments.
 - SADC DRR Unit and SHOC: regional coordination, policy integration, and technical support.

42. The programme works with urban authorities, disaster management agencies, social welfare ministries, and academic institutions, fostering broad-based government and stakeholder engagement at all levels. **For detailed information on Phase I please see [Annex 10: Phase I & II Expanded Narrative and Country Specific Information](#).**

Gender equality and inclusion considerations (Phase I and II)

43. Gender equality and women's empowerment (GEWE), inclusion, and the principle of Leave No One Behind (LNOB) were integrated into the design and implementation of both the project Phases I and II, in line with WFP's protection and accountability to affected populations (AAP) commitments. While the project framework did not envision standalone gender-transformative activities, efforts were to be made to apply equity-sensitive and inclusive approaches across data collection, analysis, and engagement processes.

44. A context-specific gender and inclusion analysis was conducted at the outset of the RUP project Phase I process to inform programme design. This analysis included secondary research on national gender profiles and urban socio-economic inequalities, supplemented by primary qualitative consultations with CBOs, particularly women-led groups and representatives of persons with disabilities. These consultations helped

identify barriers to participation in disaster preparedness and local governance mechanisms, particularly for women, people with disabilities, and other marginalized urban populations.

45. Urban household surveys and assessments were designed to collect sex-, age-, and disability-disaggregated data. The tools included specific modules on differentiated risks, access to services, and decision-making power within households. Survey implementation was guided by gender-sensitive data collection protocols, including enumerator training on ethical and inclusive interviewing techniques. Where feasible, data collection teams included women to enhance access to female respondents and reduce social desirability bias.

46. Randomized sampling techniques were applied, as per international best practices, and disaggregation in terms of sex of household head, disability status of household head or members, and employment type (formal, informal) were collected to ensure the analysis was inclusive of perspectives and realities of vulnerable populations. This approach aimed to further understand surface the multidimensional and intersectional nature of vulnerability in informal urban settlements.

47. The RUP project also incorporated participatory and inclusive community engagement processes, informed by stakeholder mapping to ensure the meaningful inclusion of underrepresented voices. Planning workshops were designed offering flexible timing, inclusive facilitation methods, and accessible venues to maximize participation. However, language barriers and limited interpretation capacity in multilingual urban settings occasionally restricted the effectiveness of qualitative tools and participation by linguistically marginalized groups.

48. At the systems level, WFP partnered with national institutions (e.g., NVACs) to integrate gender and inclusion indicators into vulnerability assessment tools and planning frameworks. This collaboration was to help institutionalize inclusive practices and build local capacity for equity-informed decision-making in urban disaster preparedness.

RUP Project Theory of Change (ToC): Strengthening urban governance and resilience through risk-informed preparedness and vulnerability assessments

49. **Problem Statement:** In Southern Africa, food insecurity and malnutrition in urban areas are exacerbated by rapid urbanization, increasing climate shocks, and insufficiently adapted disaster preparedness systems. Despite the growing use of Vulnerability Assessment and Analysis (VAA) tools, their application remains focused on food-security issues and lacking consideration of the interconnected multidimensionality that characterises urban contexts, cash economies where food needs are in competition with rent, water, electricity, education etc. Furthermore the use of multidimensional vulnerability assessment and risk mapping remains primarily humanitarian and is insufficiently institutionalized within broader urban governance and development planning frameworks. This limits the ability of governments to prepare for and respond to urban crises in a sustainable, risk-informed, and inclusive manner that fosters long-term strategies while addressing immediate needs.

50. Narrative Theory of Change

*If national and regional actors institutionalize urban vulnerability assessments and strengthen governance capacity to act on risk information, **then** urban DRM systems will become more anticipatory, inclusive, and effective—ensuring that urban communities can access dignified cash assistance, which translate in safe and nutritious food choices and access to essential services in times of crisis.*

51. This ToC is founded on the following **core assumptions**:

- a) **Political will and institutional buy-in:** Governments are committed to integrating vulnerability assessments and DRM into national policy and budgetary frameworks.
- b) **Data accessibility and technical capacity:** Sufficient data, technical skills, and analytical tools exist or can be developed to support multidimensional, urban-specific vulnerability assessments.
- c) **Functioning urban markets and infrastructure:** Markets and services in urban areas remain functional enough to support adaptive safety nets and cash-based responses during crises.

- d) **Effective coordination mechanisms:** Multi-level and multi-actor coordination platforms can be established and maintained to support information sharing, joint planning, and harmonized implementation.
 - e) **Community trust and participation:** Urban communities, especially vulnerable groups, are engaged in the design and delivery of response mechanisms, ensuring relevance and accountability.
52. **Sustainable financing and donor alignment:** Donors and development partners recognize the value of urban preparedness and resilience programming and are willing to invest beyond short-term emergency response.

53. To achieve this, a comprehensive set of actions is required across four key strategic domains:

Strategic pathways of change

1. **Institutionalizing urban vulnerability assessments for risk-informed planning:** By integrating urban-specific risk profiling and multidimensional vulnerability assessments into national and regional planning processes (e.g., National Vulnerability Assessment Committees), governments and partners can better identify at-risk populations, anticipate crisis impacts, and develop more effective targeting mechanisms. This includes the expansion of evidence frameworks that draw from both scientific data and Indigenous Knowledge Systems (IKS).
2. **Strengthening governance and coordination mechanisms:** Urban preparedness is enhanced through the development of clear, actionable SOPs and the establishment of multi-stakeholder coordination platforms. These improve both vertical (national-local) and horizontal (cross-sectoral and regional) collaboration. Robust urban governance systems allow for more timely and coherent responses, embedding DRM in planning, budgeting, and regulatory frameworks.
3. **Enhancing information management and early action systems:** Strengthening data systems and forecasting tools enables faster, evidence-based decision-making. Urban vulnerability assessments are linked with preparedness protocols, anticipatory action (AA) mechanisms and early warning systems to enable pre-emptive interventions. Regional knowledge-sharing platforms support capacity development and harmonization of methods across Member States.
4. **Expanding adaptive urban safety nets and cash-based transfer systems:** In high-risk urban areas, the development of population databases, market analyses, and pre-agreements with service providers improves delivery systems for essential goods and services. Risk-informed, people-centred targeting frameworks are used to activate cash-based assistance quickly and equitably during crises. Adequate transfer values, calculated through an essential needs approach, foster emergency assistance which builds households resilience in the long term.

Outcomes and Impacts

54. Immediate Outcomes

- Improved capacity to anticipate and prepare for urban crises using essential needs-based and vulnerability-informed approaches.
- Strengthened national and regional coordination systems for urban preparedness and response.
- Enhanced readiness to deliver timely, equitable humanitarian responses in cities.

55. Intermediate Outcomes

- At-risk urban populations, especially women and marginalized groups, access nutritious food and essential services with dignity during crises.
- Urban response systems, including adaptive social protection and emergency protocols, are institutionalized within governance structures.
- Structural drivers of vulnerability—including socio-economic inequality, weak urban planning, and fragile informal economies—are addressed through integrated policies and programs.

56. Long-Term Impact

- Urban communities across Southern Africa are more resilient to food insecurity and malnutrition in times of crisis. Risk-informed governance fosters sustainable, inclusive, and equitable urban development, reducing long-term dependence on emergency assistance and strengthening social cohesion and climate resilience.

57. The RUP project's theory of change is provided in [Annex 8](#) while the RUP project monitoring framework is provided in [Annex 9](#).

Learnings from past WFP evaluations

58. Evidence from previous WFP evaluations provides critical insights for the planned RUP evaluation. Lesotho's 2023 decentralized evaluation of WFP's capacity-strengthening efforts (2019–2022)¹⁸ emphasized the importance of sustained stakeholder collaboration, integrating monitoring systems into government structures, and improving strategic financing and partnerships. Similarly, the 2017–2022 SADC RVAA joint evaluation¹⁹ highlighted the benefits of institutionalizing capacity through systems strengthening and inter-agency collaboration, while noting gaps in the reporting of capacity outcomes. It also pointed to the need for greater attention to gender, HIV/AIDS, disability, and urban dimensions, recommending their deliberate integration to enhance inclusivity. The RVAA evaluation further stressed the importance of resource mobilization and formal handover to regional institutions—lessons that directly inform the RUP evaluation's focus on sustainability and regional integration.

59. Additionally, the 2023 evaluation of Madagascar's CSP (2019–2023)²⁰ commended WFP's responsiveness during rapid-onset crises but highlighted the lack of adequate operational budgets for carrying out most of the activities related to WFP's support along with the need for clear phase-out strategies. It also noted challenges faced by the Government in medium- and long-term planning for disaster risk reduction and emergency preparedness. Collectively, these evaluations underscore the importance of fostering cross-sectoral coordination, embedding preparedness into national systems, and ensuring government ownership. The RUP evaluation will apply these lessons to assess institutional uptake, capacity building, and the long-term sustainability of urban preparedness mechanisms across the four target countries and at the regional level.

¹⁸ World Food Programme. 2023. Thematic Evaluation of WFP's Country Capacity Strengthening Activities in Lesotho 2019–2023 <https://www.wfp.org/publications/lesotho-thematic-evaluation-wfps-country-capacity-strengthening-activities-lesotho>

¹⁹ World Food Programme. 2022. SADC Regional Vulnerability Assessment and Analysis Programme: Joint Evaluation. <https://www.wfp.org/publications/sadc-regional-vulnerability-assessment-and-analysis-programme-joint-evaluation>

²⁰ World Food Programme. 2023. Evaluation of Madagascar WFP Country Strategic Plan 2019–2023. <https://www.wfp.org/publications/evaluation-madagascar-wfp-country-strategic-plan-2019-2023>

4. Evaluation scope, criteria and questions

4.1. Evaluation scope

60. **Temporal scope:** This evaluation will cover all activities implemented under the RUP project across the four implementing countries—Zimbabwe, Mozambique, Lesotho, and Madagascar. While the project end date is February 2026, the evaluation will cover the period from August 2021 to November 2025 until the end of data collection.²¹ Specifically, it is expected that a comprehensive overview of all key activities will be produced through a systematic desk review and initial briefings in the inception phase (organized per country and per thematic area), serving as the basis for the selection of in-depth case studies during the data collection phase.

61. **Geographical scope:** From a geographic perspective, the evaluation will primarily focus on the work carried out in the four implementing countries while also evaluating activities implemented at the regional level under the regional pillar, given its integral role in the project. See [Annex 1](#) for country level operational maps.

62. **Thematic / activity scope:** The scope of the evaluation will be institutionally focused, assessing the extent to which the RUP project has contributed to strengthening national and sub-national systems for urban preparedness and response in the Southern African region. Specifically, in alignment with the project main thematic areas, the evaluation will examine:

1. **Institutionalization of urban preparedness mechanisms** – Assessing how effectively the project has supported national and sub-national authorities in integrating urban preparedness within existing disaster risk management and social protection frameworks. This includes evaluating the adoption, use, and sustainability of SOPs, disaster risk management plans and protocols developed for better coordination and response in urban areas.
2. **Urban-sensitive vulnerability assessments** – Assessing the extent to which the project has contributed to the development and institutionalization of urban vulnerability assessment frameworks. This includes examining their integration into national assessment tools, VAC ownership and understanding of proposed tools, and their role in informing urban preparedness and response actions such as through the minimum expenditure basket.
3. **Systems strengthening for targeting and population registration** – Evaluating improvements in targeting mechanisms and/or support to enhance/expand population registration systems for urban areas, particularly their ability to enhance accuracy, and interoperability across government and humanitarian actors.
4. **Regional influence and sustainability** – Reviewing the project's regional pillar and its role in fostering cross-country learning, knowledge-sharing, and policy influence. The evaluation will consider how effectively regional efforts have supported institutional strengthening at national and sub-national levels and whether they have laid the groundwork for sustained improvements in urban preparedness beyond the project's lifespan.
5. **Replicability and handover potential** – Assessing the potential for replicating project approaches, tools, and models in other urban centres within and beyond the region. The evaluation will also examine the extent to which conditions for handover to national and local authorities have been

²¹ If data collection is postponed or extended beyond November 2025, the temporal scope of the evaluation will be extended accordingly.

established, and whether the project has supported ownership and capacity for continued implementation and scaling of urban preparedness initiatives.

63. The evaluation will adopt a systems-level perspective, focusing on the efficiency and effectiveness of the project, institutional uptake, scalability, and sustainability of project interventions within the specific political, institutional, social, economic and environmental context of each country, rather than direct service delivery or beneficiary-level outcomes.

64. An underlying and key focus of the project across all countries and project pillars is strengthening systems that identify and respond to the needs of the most vulnerable populations. To advance this objective, the project sought to promote inclusive preparedness strategies by systematically engaging gender and disability experts in consultations and decision-making processes, ensuring that diverse perspectives informed its approach. When conducting capacity building exercises with national partners, COs made a consistent effort to ensure gender representation. A key pillar of the project has been building stronger and more inclusive targeting models that are able to effectively and in a dignified manner identify and bring assistance to the most vulnerable populations.

4.2. Evaluation criteria and questions

65. The overarching question that this evaluation seeks to answer is ***“To what extent has WFP contributed to enhancing urban preparedness capacities in Southern Africa, particularly through the development and institutionalization of tools, cross-country learning, and strengthened government ownership at city, national, and regional levels?”***

66. The evaluation will apply the international evaluation criteria of relevance, coherence, effectiveness, efficiency and sustainability. Under each criterion, the evaluation will answer several key evaluation questions. Collectively, the questions should answer the overarching evaluation question. The evaluation should identify key lessons, which could inform future strategic, programming and operational decisions.

67. This is aligned with the evaluation’s primary purpose of generating actionable learning to inform ongoing improvements and future programming. This evaluation will not apply the impact criterion, as it is too early to meaningfully assess impact-level changes. Due to the nature of institutional capacity development, often influenced by multiple factors and evolving over time, it is more appropriate to assess the programme’s contribution to strengthening government systems and preparedness frameworks rather than attempting to attribute specific long-term impacts.

68. The evaluation questions are summarised in Table 2 and will be further developed and tailored by the evaluation team in a detailed evaluation matrix during the inception phase. Collectively, the questions aim at highlighting the key lessons (learning) and performance of the Regional Urban Preparedness project (accountability), with a view to informing future strategic and operational decisions.

69. The evaluation will analyse how gender, equity and wider inclusion objectives and GEWE mainstreaming principles were included in the intervention design and implementation, and whether the evaluation subject has been guided by WFP and system-wide objectives on GEWE. The gender, equity and wider inclusion dimensions should be integrated into all evaluation criteria as appropriate. Considering the scope of this project, and the ways inclusion was built into its implementation and design – as outlined in paragraph 91 – the evaluation should seek to identify the extent to which inclusive approaches—particularly those addressing gender, disability, and social vulnerability—contributed to the relevance outcomes. It should also assess how meaningfully diverse perspectives were integrated into decision-making, targeting, and preparedness planning.

Table 2: Evaluation questions and criteria

Evaluation questions		Criteria
EQ1	How well did the project address the specific needs and vulnerabilities of urban populations, through evidence-based, people-centred approaches and linkages between	Relevance

	disaster management and social protection systems?	
1.1.	To what extent did the project incorporate an evidence-based and people-centred approach that reflects the unique vulnerabilities of urban households, with particular attention to gender dynamics and the differentiated needs, capacities, and risks faced by women, men, girls, and boys?	<i>Rationale: Assesses the project's alignment with the specific needs of urban populations through data-driven, community-informed approaches.</i>
EQ2	To what extent did the project align with and contribute to broader urban resilience and disaster risk reduction efforts at all levels, and foster shared ownership through cross-country learning?	Coherence
2.1	How well did the project link with broader local, national, regional, and global urban resilience and DRR initiatives and frameworks?	<i>Rationale: Assesses the project's coherence with existing urban resilience and DRR policies and frameworks at all levels to ensure strategic alignment and avoid duplication.</i>
2.2	How did lessons, tools and methodologies at both city and national levels across the four countries align with existing systems?	<i>Rationale: Looks at internal and external synergies, particularly how tools/methods harmonize across countries.</i>
2.3	Considering complementary support to social registries, what key issues must be addressed to advance towards shock-responsive social protection systems?	<i>Rationale: Assesses alignment with broader social protection systems and donor priorities.</i>
EQ3	To what extent did the RUP project achieve its intended outcomes, particularly in strengthening government capacities and developing standardized tools for urban vulnerability analysis?	Effectiveness
3.1	What observable changes have occurred in the technical and institutional capacities of government actors (at city, national, and regional levels) because of RUP interventions?	<i>Rationale: Assesses the effectiveness of the project in strengthening capacities of government actors across different levels.</i>
3.2	To what extent were the tools developed for urban vulnerability analysis effective in capturing gender-specific vulnerabilities and inequalities, and how successfully were these tools standardized and applied across multiple countries?	<i>Rationale: Focuses on whether the project achieved what it intended, and the barriers to that</i>
EQ4	How efficiently did the project use its regional and national coordination structures to deliver results, and what factors influenced the cost-effectiveness and timeliness of implementation across countries?	Efficiency
4.1	How did the project's dual implementation structure (regional – national) affect the efficiency of delivery of results delivery at both levels?	<i>Rationale: Assesses how the regional–national implementation structure influenced the efficient delivery of results across multiple levels.</i>
4.2	How cost-efficient was the programme overall, and what improvements could be made to increase impact in future phases?	<i>Rationale: Assesses value for money, cost-effectiveness, and optimization.</i>
	EQ5 – To what extent has the project contributed to the institutionalization and sustainability of urban preparedness capacities, policies, and practices within government systems?	Sustainability
5.1	What actions were implemented to strengthen ownership and ensure a sustainable handover to authorities and stakeholders? What are the lessons learned to inform a successful exit strategy to guarantee continuity and replicability?	<i>Rationale: Assesses the extent to which the project has fostered ownership and identifies actions and lessons needed to ensure sustainability, continuity, and replicability beyond the project's duration.</i>
5.2	What opportunities exist to integrate the project's lessons, tools, and approaches into WFP's systems and strategies for	<i>Rationale: Assesses the potential for institutionalizing project learnings and</i>

	urban programming?	<i>tools within WFP's broader urban programming to enhance future impact and scalability.</i>
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5. Methodological approach and ethical considerations

5.1. Evaluation approach

70. Given the RUP project's emphasis on enhancing government and local authority capacities for urban preparedness and response, the evaluation will adopt a theory-based, utilisation-focused approach, combining contribution analysis (CA), process tracing with elements of institutional capacity assessment frameworks such as the organizational capacity assessment tool customized to the project intervention packages.. This blended methodology is well-suited to evaluating capacity strengthening interventions where attribution is complex, change processes are nonlinear, and results emerge through systemic interaction across multiple levels.

71. The evaluation team will reconstruct the RUP project theory of change (ToC) during the inception phase in consultation with the main project stakeholders. The reconstructed ToC will be used to examine causal pathways, assess underlying assumptions and risks, and consider alternative explanations. Contribution analysis will be used to assess the RUP project's influence on institutional change by examining the logical pathways and assumptions linking RUP activities to observed outcomes, such as policy integration, improved coordination, and increased technical capacity within the government structures.

72. This will be complemented by a structured institutional capacity assessment approach, drawing from the established WFP's strategic framework for capacity strengthening²² focusing on five interrelated pathways:

- Policy and legislation;
- Institutional effectiveness and accountability;
- Strategic planning and financing;
- Programme design and delivery; and
- Engagement of non-government actors.

73. The application of WFP's strategic framework for capacity strengthening will not be undertaken at the individual country level in a standardized manner. Rather, the framework will be used to assess the overall regional portfolio, identifying relative strengths and weaknesses across countries along the five interrelated pathways. This approach will allow for comparative insights, highlighting which countries demonstrate stronger performance in specific pathways—such as policy and legislation, or institutional effectiveness—while informing targeted support where capacity gaps are more pronounced. Primary data will be collected through key informant interviews, focus group discussions, and stakeholder consultations with national and sub-national governments, regional bodies, and implementing partners. The target respondents will include national and sub-national government actors who were involved in the project design and intervention such as urban municipal authorities, National VAC members, Disaster Management Authorities, and social welfare authorities. Additionally, representatives from SADC, staff from WFP and partner agencies WVI, NWU and CIMA. Additional data sources will include project documents, capacity assessment reports, national and regional policies, and training records. These multiple methods will generate credible evidence on how and to what extent the RUP project contributed to institutional strengthening in urban preparedness—informing strategic decisions for scaling, sustainability, and design of future regional capacity development efforts.

74. To ensure methodological rigour and enhance credibility, the evaluation will apply triangulation by

²² World Food Programme. 2022. Country capacity strengthening (CCS) policy update. <https://docs.wfp.org/api/documents/WFP-0000145195/download/>

systematically integrating data from multiple sources and methods including visuals, outcome mapping, document reviews, observations and perspectives from both stakeholder and evaluators.. Triangulation will be embedded within the contribution analysis to validate the emerging contribution story and ensure a balanced interpretation of the project's results. Triangulation will be embedded in the contribution analysis framework, particularly during the testing and refining of the theory of change, identification of causal mechanisms, and assessment of alternative explanations. Discrepancies or contradictions between sources will be documented and explored to ensure a nuanced and balanced interpretation of the project's contribution to strengthening the capacities of national governments, local authorities and communities to ensure food and nutrition security and climate resilience in urban settings.

75. The evaluation team is expected to build on the suggested approach by incorporating innovative evaluation methods and research techniques that ensure comprehensive responses to all evaluation questions. These may include visual methods and storytelling tools to foster stakeholder reflection and engagement. The evaluation design should promote inclusive participation of key institutional stakeholders at regional, national and local levels, including community representatives from CBOs and WFP staff such as project focal points.

76. While the general evaluation approach is proposed, the evaluation team will refine and detail a suitable methodology during the inception phase, taking into account feasibility and data availability. The final evaluation methodology should demonstrate impartiality and minimize bias through the use of mixed methods (quantitative, qualitative, participatory etc.), and systematic triangulation of primary and secondary data sources – such as documents from diverse sources, stakeholder perspective (including government), direct observations and evaluators insights.

77. The evaluation will consider limitations related to data availability, validity, reliability, and any constraints related to budget or timing during project implementation. An evaluation matrix will consolidate the evaluation questions, lines of inquiry, indicators, data sources and data collection methods, serving as a foundation for sampling strategies and the development of data collection and analysis tools (e.g., desk review templates, interview and observation guides, survey instruments etc).

78. The approach and methods should be sensitive in terms of GEWE, equity and inclusion, indicating how the perspectives and voices of diverse groups (men and women, the elderly, people living with disabilities and other marginalized groups) will be intentionally sought and considered. The primary data collected in RUP project target countries are already disaggregated by sex, disability status, socio-economic status, age, and education level of household head and members and the secondary analysis must consider and integrate those factors.

79. The following mechanisms for independence and impartiality will be employed: the external evaluation team will work independently in the design and implementation of the evaluation, final decisions on and approval of evaluation products will be made by the evaluation committee; and an evaluation reference group will review and provide feedback on all aspects of interest in inception and evaluation reports.

80. Potential risks likely to affect the proposed evaluation approach include competing priorities of key government focal points resulting in limited stakeholder engagement, challenges identifying relevant CBOs, and language barriers. To mitigate these the evaluation team should consult with WVI and WFP country offices to identify the right stakeholders for interviews and book KIIs with sufficient notice period and early to ensure there is rescheduling flexibility within the data collection timeframe. The evaluation team should be multi-lingual (English, Portuguese, French).

81. The evaluation team will expand on the evaluation approach and methods proposed above and develop a detailed evaluation matrix in the inception report.

5.2. Preliminary considerations on evaluability and methodological implications

82. In planning the evaluation, several operational, contextual, and logistical risks may be identified that

may influence the successful implementation of the proposed approach. These risks relate to factors such as stakeholder availability, data accessibility, linguistic diversity, and coordination across multiple countries. Anticipating these challenges, the evaluation team should identify targeted mitigation strategies to maintain methodological rigour, ensure inclusivity, and uphold the overall quality of data collection and analysis. Table 3 below summarizes the potential risks and some examples of corresponding mitigation measures to address these challenges proactively. The evaluation team will expand on the evaluation risk mitigation measures and develop a detailed risk mitigation framework in the inception report.

83. Table 3 below summarizes the potential risks likely to affect the above proposed approach.

Table 3: Potential risks and mitigation measures

Potential risk	Mitigation actions
1. Limited stakeholder engagement due to competing priorities of government focal points	Consult with WFP and partners on who best to interview. Schedule quantitative data collection and KIIs well in advance, allowing flexibility for rescheduling within the data collection timeline. Follow up consistently to confirm participation.
2. Time constraints for in-depth qualitative data collection	Apply purposive sampling to target the most relevant informants. Conduct virtual consultations where feasible and deploy simultaneous data collection teams across countries.
3. Difficulty identifying and accessing relevant CBOs	Engage early with WFP country offices and World Vision International to leverage their networks and knowledge to identify appropriate CBOs and local actors.
4. Language barrier across multiple countries affecting data collection and interpretation	Ensure that the team leader is bilingual in at least two of the three languages (English, Portuguese and French) and recruit a multilingual evaluation team with fluency in English, Portuguese, and French to ensure inclusive and accurate stakeholder engagement. Hire local interpreters to support inclusive data collection.
5. Scheduling delays impacting the evaluation timeline	Build buffer time into the data collection schedule and adopt a phased approach to allow adjustments without compromising quality.
6. Incomplete or inconsistent secondary data across countries	Conduct an early desk review to assess data availability and gaps, and triangulate findings with primary qualitative data during fieldwork. Conduct a rapid data mapping during inception to identify gaps and assess data availability. Triangulate available secondary data with targeted primary qualitative insights to strengthen evidence.
7. Logistical and data collection delays across the four countries offices.	Use staggered but parallel data collection plans with separate country teams. Monitor progress closely through daily check-ins to adjust timelines dynamically.
8. Security constraints in Pemba and the northern corridor (Cabo Delgado, Mozambique)	Conduct remote key-informant interviews (phone or secure online platforms) when on-site visits are not feasible. Partner with trusted local CSOs already active in these districts to facilitate community entry, translation, and secure data collection. Also, maintain real-time liaison with the United Nations Department of Safety and Security.

84. The RUP (Phase II) monitoring framework with the most recent achievements is in Annex 9. It contains all outcome and output indicators the project is tracking, the target values, and implementation progress (how much has been completed) as of June 2025. As for the completion level of the RUP (Phase I) is fully

reported in the “ECHO SAIO Phase I: Proposal and final report” available in the document library. The list of documents available in the document library, presented by geographic scope is available in [Annex 11](#).

85. In Zimbabwe, the Zimbabwe Livelihood Assessment Committee (ZimLAC)²³ data is not shared with non-governmental entities since 2020, so only reports are accessible for quantitative reference data. In Mozambique, the project focal point left mid-way through Phase I, but the VAM officers have remained throughout along with other project stakeholders who can be consulted with for project details. In Madagascar, the project focal point was changed between phases so there could be a challenge for institutional memory, but this can be mitigated by consulting with other colleagues who have been involved in the implementation – albeit in smaller capacities.

86. During the inception phase, the evaluation team will be expected to critically assess data availability, quality and gaps expanding on the information provided above. This assessment will inform the data collection and the choice of evaluation methods. The evaluation team will need to systematically check accuracy, consistency and validity of collected data and information and acknowledge any limitations/caveats in drawing conclusions using the data during the reporting phase.

5.3. Ethical considerations

87. The evaluation must conform to [UNEG ethical guidelines for evaluation](#) (Integrity, Accountability, Respect, Beneficence).²⁴ Accordingly, the evaluation team is responsible for safeguarding and ensuring ethics at all stages of the evaluation process. This includes, but is not limited to, ensuring informed consent, protecting personal data and privacy, confidentiality and anonymity of stakeholders (the evaluators have the obligation to safeguard sensitive information that stakeholders do not want to disclose to others), ensuring cultural sensitivity, respecting the autonomy of respondents, ensuring fair recruitment of participants (including women and socially excluded groups), ensuring appropriate and inclusive representation and treatment of the various stakeholder groups in the evaluation process (and that sufficient resources and time are allocated for it), and ensuring that the evaluation results do no harm to respondents or their communities.

88. Personal data²⁵ will be processed in accordance with principles of fair and legitimate processing; purpose specification; proportionality and necessity (data minimization); necessary retention; accuracy; confidentiality; security; transparency; safe and appropriate transfers; and accountability.

89. The evaluation team will be responsible for managing any potential ethical risks and issues and must put in place, in consultation with the evaluation management group, processes and systems to identify, report and resolve any ethical issues that might arise during the implementation of the evaluation. Ethical approvals and reviews by relevant national and institutional review boards must be sought where required. It is responsibility of the evaluation team to consult the four participating country offices on ethical clearance requirements for each country covered by this evaluation.

90. 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>).²⁶ At the same time, the commissioning office management and the RETT should also be informed.

91. While no major ethical issues are currently anticipated, the evaluation team will be required to reflect on any unforeseen, country-specific ethical considerations during the inception phase. The team should

²³ ZimVAC became ZimLac during the course of the RUP project, in August 2023.

²⁴ Beneficence means striving to do good for people and planet while minimizing harms arising from evaluation as an intervention.

²⁵ Names or identifying information from evaluation participants (e.g. interviewees, survey respondents).

²⁶ 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](#).

identify potential risks and outline appropriate safeguarding and mitigation measures in their inception report and technical proposal.

92. The commissioning office has ensured that the evaluation team and evaluation manager will not have been and/or are not currently involved in the design, implementation or financial management of the WFP Regional Urban Preparedness project, have no vested interest, nor have any other potential or perceived conflicts of interest.

93. 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 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 future assignments (e.g. making recommendations for additional work with aim of being contracted to conduct that work). 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.

94. All members of the evaluation team will abide by the [2020 UNEG Ethical Guidelines](#), including the Pledge of Ethical Conduct, the 2014 Guidelines on Integrating Human Rights and Gender Equality in Evaluation as well as the [WFP technical note on gender](#). The evaluation team and individuals who participate directly in the evaluation at the time of issuance of the purchase order are expected to sign a confidentiality agreement and a commitment to ethical conduct.²⁷ These templates will be provided by the country office when signing the contract.

5.4. Quality assurance

95. The WFP evaluation quality assurance system sets out processes with steps for quality assurance and templates for evaluation products based on a set of [Quality Assurance Checklists](#). The quality assurance will be systematically applied during this evaluation and relevant documents will be provided to the evaluation team. This includes checklists for feedback on quality for each of the evaluation products. The relevant checklist will be applied at each stage, to ensure the quality of the evaluation process and outputs.

96. The WFP Decentralized Evaluation Quality Assurance System (DEQAS) is based on the UNEG norms and standards and good practice of the international evaluation community and aims to ensure that the evaluation process and products conform to best practice. 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.

97. The WFP evaluation management group (EMG) comprising five evaluation managers at regional and country office level will be responsible for ensuring that the evaluation progresses as per the [DEQAS Process Guide](#) and for conducting a rigorous quality control of the evaluation products ahead of their finalization. There will be several rounds of reviews and feedback until draft deliverables are up to the expected quality.

98. To enhance the quality and credibility of DEs, the WFP Office of Evaluation has put in place a quality support mechanism to ensure the systematic assessment of the draft ToR, the draft inception and evaluation

²⁷ If there are changes in the evaluation team or a sub-contracting for some of the planned evaluation activities, the confidentiality agreement and ethics pledge should also be signed by those additional members.

reports.

99. The EMG will share the assessment and recommendations from the quality support service and the RETT with the team leader, who will address the recommendations when finalizing the inception and evaluation reports. To ensure transparency and credibility of the process in line with the [UNEG norms and standards](#),²⁸ a rationale should be provided for comments that the team does not take into account when finalizing the report.

100. 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. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on disclosure of information [WFP Directive CP2010/001 on information disclosure](#).

101. WFP expects that all deliverables from the evaluation team are subject to a thorough quality assurance review by the evaluation firm in line with the WFP evaluation quality assurance system prior to submission of the deliverables to WFP for review and/or approval. The final evaluation report will be subject 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 evaluation report.

102. WFP owns the primary and secondary data and all products of this evaluation. The evaluation firm or its members shall not publish or disseminate the evaluation report, data collection tools, collected data or any other documents produced for the purposes of this evaluation without the express written permission and acknowledgement of WFP. Use of any data collected for the purpose of the evaluation can be agreed upon on a case-by-case basis (e.g., preparing peer-reviewed journal articles, conference papers/presentations etc). WFP would welcome such joint work on further dissemination of results as appropriate. This will be discussed and agreed upon during the inception phase to inform finalisation of the communication and knowledge management plan.

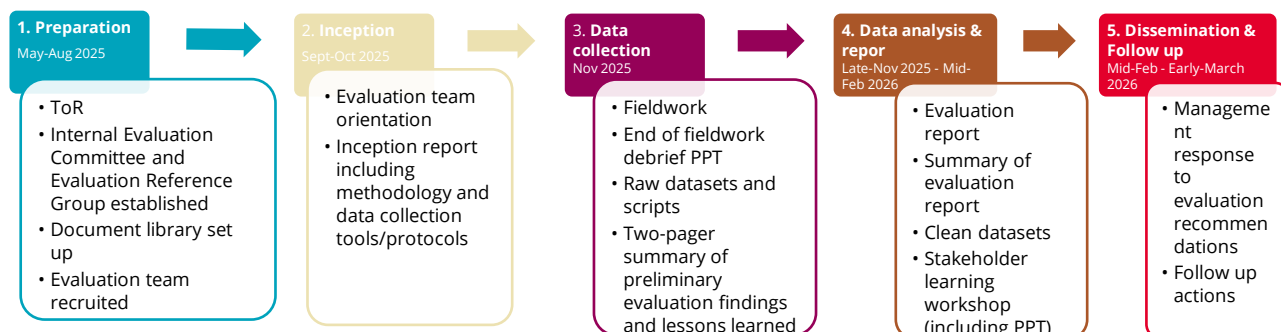
²⁸ [UNEG](#) Norm #7 states “that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability”

6. Organization of the evaluation

6.1. Phases and deliverables

104. The evaluation will proceed through the phases highlighted in Figure 1 below:

Figure 1: Summary process map and key deliverables in each phase



105. Table 4 presents the structure of the main phases of the evaluation, along with the deliverables and deadlines for each phase. [Annex 2](#) presents a more detailed timeline.

Table 4: Summary timeline – key evaluation milestones

Main phases	Indicative timeline	Tasks and deliverables	Responsible
1. Preparation	May-August 2025	Preparation of ToR Final ToR Selection of the evaluation team and contracting Library of key documents	Co-Evaluation managers (Evaluation Management Group - EMG), RUP Project team EMG EMG, RETT, RO Procurement EMG, RUP Project team
2. Inception	September – late-October 2025	Document review/ briefing Inception mission [both in person and remote] Inception report	Evaluation team
3. Data collection	Late-October to November 2025	Fieldwork Two-pager summary report with key findings and lessons	Evaluation team

		Exit debriefing	
4. Reporting	Late-November 2025 – Mid-February 2026	Data analysis and report drafting Comments process Learning workshop Final evaluation report and Summary of evaluation report Dissemination of the evaluation report after approval by EC	Evaluation team EMG, ERG Evaluation team, EMG, RUP Project team Evaluation team Country offices, RUP project team
5. Dissemination and follow-up	Mid-February to early-March 2026	Management response	Regional office, Country offices, RUP project team, EMG

6.2. Evaluation team composition

106. The evaluation team is expected to be a mix of national and international evaluators with relevant expertise. The evaluation team will comprise a maximum of six members out of which two will be international evaluators (team leader and quality assurance) and four national evaluators based in the four countries to be covered in the evaluation. The evaluation will be conducted by a gender, geographically, culturally and linguistically diverse and balanced team who can effectively cover the areas of evaluation. The evaluation team should have good knowledge of gender, equity, wider inclusion issues and, to the extent possible, power dynamics. It will have strong methodological competencies in designing feasible data collection and analysis as well as synthesis and reporting skills. At least one team member should have demonstrated recent experience with WFP evaluations. All team members should have strong and proven research and evaluation skills and combined as a team, should provide strong expertise in the following areas:

- Urban governance at different levels and engagement with Governments in the southern African region
- Urban preparedness and response
- Urban disaster risk management
- Resilience-building and climate change adaptation
- Good knowledge of gender, equity and wider inclusion issues

Table 5: Summary of evaluation team and areas of expertise required

	Expertise required
Team Leadership (Senior level evaluator)	MINIMUM REQUIREMENTS
	<ul style="list-style-type: none"> ▪ Leadership and coordination <ul style="list-style-type: none"> • Proven ability to lead and manage complex, multi-country evaluations, including effective coordination, planning, problem-solving, team supervision and timely delivery • Experience in facilitating in-person and hybrid workshops and stakeholder engagements is essential. ▪ Evaluation expertise <ul style="list-style-type: none"> • Demonstrated experience in leading complex country capacity strengthening evaluations. • Strong command of theory-based evaluation approaches, particularly contribution analysis, including developing and reconstructing theories of change, assessing causal pathways, and applying triangulation and participatory methods. • Proficiency in qualitative evaluation methods, including interview techniques, thematic analysis, and synthesis of complex evidence. ▪ Technical knowledge <ul style="list-style-type: none"> • Experience in humanitarian and development contexts, especially in Southern Africa or similar urban risk-prone settings. • Expertise in two or more of the following technical areas: regional and country-level institutional capacity strengthening; urban humanitarian assistance or social protection systems; urban disaster risk management; or urban resilience-building and climate change adaptation. ▪ Analytical and communication skills <ul style="list-style-type: none"> • Strong analytical and synthesis skills, with the ability to produce high-quality evaluation reports and presentations. • Excellent writing, presentation, and communication skills in English.
	DESIRABLE
	<ul style="list-style-type: none"> • Familiarity with WFP programmes and modalities of intervention. • Good knowledge of the southern African region, proved by previous experience in any of the four countries. • Understands urban governance structures and has experience. working with local governments, CBOs, and institutional frameworks in urban settings. • Previous experience leading or conducting WFP evaluation(s). • Good knowledge of gender, equity, wider inclusion issues and, to the extent possible, power dynamics. • Working knowledge of French or Portuguese is a strong asset.

	Expertise required
National evaluators (one in each country – Lesotho, Madagascar, Mozambique, Zimbabwe) (intermediate level)	MINIMUM REQUIREMENTS <ul style="list-style-type: none"> • In-depth country-level knowledge, including government systems, local actors, and urban preparedness and response efforts. • Ability to lead and conduct key informant interviews, focus group discussions, and field visits. • Must be fluent in the local official language (English in Lesotho and Zimbabwe; Portuguese in Mozambique and French in Madagascar) and have working English proficiency. • Good knowledge of gender, equity, wider inclusion issues and, to the extent possible, power dynamics.
	DESIRABLE <ul style="list-style-type: none"> • Familiarity with WFP programmes and modalities of intervention. • Administrative and logistical experience • Previous experience in evaluations with WFP and/or other UN Agencies evaluation(s)
Quality assurance evaluator (intermediate level)	MINIMUM REQUIREMENTS <ul style="list-style-type: none"> • Experience in quality assurance of evaluations. • Strong writing skills
	DESIRABLE <ul style="list-style-type: none"> • Familiarity with WFP programmes and modalities of intervention. • Previous experience with WFP evaluation(s).

107. The team leader's primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; and iv) drafting and revising, as required, the inception report, the end of field work (i.e. exit) debriefing presentation and evaluation report in line with DEQAS.

108. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; and iv) contribute to the drafting and revision of the evaluation products in their technical area(s).

109. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with the WFP evaluation management group for the multi-country evaluation. The team will be hired following agreement with WFP on its composition.

6.3. Roles and responsibilities

110. The WFP Regional Office in Johannesburg will take responsibility to:

- Assign a lead evaluation manager for the evaluation (Jennifer Sakwiya, Evaluation officer). The four co-evaluation managers representing the four country offices together with the lead evaluation manager will form the evaluation management group (EMG).

111. The evaluation committee chair will take responsibility to:

- Establish the internal evaluation committee (EC) and the evaluation reference group (ERG)
- Approve the final ToR, inception and evaluation reports
- Approve the evaluation team selection
- Ensure the independence and impartiality of the evaluation at all stages through EC and ERG
- Participate in discussions with the evaluation team on the evaluation design and the evaluation subject, its performance and results with the evaluation manager and the evaluation team

- Organize and participate in debriefings with internal and external stakeholders
- Oversee dissemination and follow-up processes, including the preparation of a management response to the evaluation recommendations.

112. The **EMG** manages the evaluation process through all phases including:

- Acting as the main interlocutor between the evaluation team, represented by the team leader, the firm's focal point, and WFP counterparts to ensure a smooth implementation process
- Drafting this evaluation Terms of Reference in consultation with key stakeholders
- Preparing the terms of reference and schedule of engagement for the EC and ERG
- Identifying and contracting the evaluation team
- Preparing and managing the evaluation budget
- Gather relevant documentation for the desk review
- Support with organisation of interviews and meetings during the inception and data collection phases of the evaluation
- Ensuring quality assurance mechanisms are operational and effectively used
- Consolidating and sharing comments on draft inception and evaluation reports with the evaluation team
- Ensuring that the team has access to all documentation and information necessary to the evaluation; facilitating the team's contacts with local stakeholders
- Supporting the preparation of the field mission by setting up meetings and field visits, providing logistic support during the fieldwork and arranging for interpretation, if required
- Organizing security briefings for the evaluation team and providing any materials as required
- Ensuring EC and ERG are kept informed on progress, and escalating issues to the EC as appropriate
- Conducting the first level quality assurance of the evaluation products
- Submit all drafts to the RETT for second level quality assurance before submission for approval.

113. An **internal Evaluation Committee (EC)** is formed to steer the evaluation process and ensure it is independent and impartial. The roles and responsibilities of the EC include overseeing the evaluation process, making key decisions and reviewing evaluation products. [Annex 3](#) provides further information on the membership/composition of the evaluation committee and roles and responsibilities.

114. An **Evaluation Reference Group (ERG)** is formed as an advisory body with representation from key internal and external stakeholders covering national and regional level, more details on its composition and role are presented in [Annex 4](#). The evaluation reference group members will review and comment on the draft evaluation products and act as key informants in order to contribute to the relevance, impartiality and credibility of the evaluation by offering a range of viewpoints and ensuring a transparent process.

115. The envisaged responsibilities of the **four country offices** will be:

- To designate the co-Evaluation Managers (Mamphile Mpholle in Lesotho CO, Caren Pascale Mahef in Madagascar CO, Eder Lafaurie in Mozambique CO and Zuzana Kazdova in Zimbabwe CO).
- To assign a Country Office representatives to be part of the evaluation committee:
 - Tania Goossens, Country Director, Madagascar CO
 - Emily Doe, Deputy Country Director, Lesotho CO
 - Mauricio Burtet, Deputy Country Director, Mozambique CO
 - Kudzai Akino, Head of Research, Assessment and Monitoring (RAM), Zimbabwe CO
- Participate in evaluation committee and evaluation reference group meetings.
- Participate in discussions with the evaluation team on the evaluation design and on the evaluation subject as required.
- Review and provide comments on all draft evaluation products (terms of reference, inception report, evaluation report).
- Ensure that the team has access to all documentation and information necessary to the evaluation; facilitating the team's contacts with local stakeholders.
- Support the preparation of the field mission by setting up meetings and field visits.
- Contribute to the drafting of the management response to the evaluation recommendations.
- Participate in debriefings with internal and external stakeholders.

116. The **Regional Evaluation Team** (Office of Evaluation) will take responsibility to:

- Advise the EMG and provide support to the evaluation process where appropriate.
- Participate in discussions with the evaluation team on the evaluation design and on the evaluation subject as required.
- Provide comments on the draft ToR, inception and evaluation reports.
- Provide second level quality assurance of all evaluation products before they are approved.
- Support the review of a management response to the evaluation.

117. Other **regional office-relevant technical staff** will participate in the ERG and/or comment on evaluation products as appropriate. See [Annex 3](#) and [Annex 4](#) for details on the regional office representation.

118. Relevant **WFP Headquarters divisions** will take responsibility to:

- Discuss WFP strategies, policies or systems in their area of responsibility and subject of evaluation.
- Comment on the evaluation ToR, inception and evaluation reports, as required.

119. Other Stakeholders (SADC, National Governments including relevant ministries, implementing partners / NGOs, partner UN agencies) will, as part of the Evaluation Reference Group, inform the evaluation during inception and data collection phases, comment on draft evaluation products, and will be invited to the learning and validation workshops as appropriate.

120. **The Office of Evaluation (OEV)**. OEV is responsible for overseeing WFP evaluation function, defining evaluation norms and standards, managing the outsourced quality support service, publishing as well submitting the final evaluation report to the PHQA. OEV also ensures a help desk function and advises the RETT, EM and evaluation teams when required. Internal and external stakeholders and/or the evaluators are encouraged to reach out to the RETT and the Office of Evaluation helpdesk (wfp.decentralizedevaluation@wfp.org) in case of potential impartiality breaches or non-adherence to UNEG ethical guidelines or other risks to the credibility of the evaluation process.

6.4. Security considerations

121. Security clearance where required is to be obtained from WFP's country offices where in-person field visits will take place.

122. 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 situational 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 and regulations including taking security training (BSAFE & SSAFE), curfews (when applicable) and attending in-country briefings.

123. As per annex I of LTA agreement, companies are expected to travel to all relevant WFP programme countries, including those with hazardous contexts. Prior to company participation in a mini-bid and submission of proposal, the company is advised to check whether government or other restrictions are in place that prevent potential team members from travelling to countries/areas to carry out the services. If it is the case that government or other restrictions prevent potential team members to travel, those persons should not be included in the proposal.

124. For field sites visits, specific security considerations related to gender shall be covered during country level security briefings and given necessary attention by the evaluation firm to mitigate any risks.

6.5. Communication

125. To ensure a smooth and efficient evaluation process and enhance the learning from this evaluation, the evaluation team should place emphasis on transparent and open communication with key stakeholders

throughout the process. This will be achieved by ensuring a clear agreement on channels and frequency of communication with and between key stakeholders.

126. The EMG will serve as the central coordination body responsible for managing and facilitating communication across all participating countries and stakeholders throughout the evaluation process. Its key communication responsibilities include:

- Ensure regular and structured communication between country-level co-Evaluation Managers, the evaluation team, and regional/national stakeholders.
- Organize regular joint planning and debrief meetings and check-in calls to harmonize approaches and address country-specific challenges.
- Disseminate progress updates, timelines, and decisions to all stakeholders, including country offices and ERG members.
- Maintain a shared communication and knowledge management plan to align on milestones and deliverables.
- Coordinate review and feedback processes for key evaluation products (ToR, inception report, draft report), ensuring all relevant inputs and comments are collected, synthesized, and communicated to the evaluation team.
- Ensure consistent messaging and information flow that promotes a shared understanding of the evaluation purpose, methodology, and use of findings.
- Act as the primary point for identifying, communicating, and resolving any risks or bottlenecks that may impact communication and coordination.
- Sharing evaluation products (ToR, inception and evaluation report) with all of the internal and external stakeholders for their information and action as appropriate.

127. The evaluation team leader has a critical role in ensuring effective, clear, and timely communication throughout a multi-country evaluation and will be responsible for:

- Clearly communicate the rationale for the evaluation design decisions (sampling, methodology, tools) in the inception report and through discussions.
- Working with the EMG to ensure a detailed evaluation schedule is communicated to stakeholders before the start of the field work (annexed to the inception report).
- Provide guidance and maintain regular communication with national evaluators and data collection teams to ensure methodological consistency and adherence to timelines.
- Ensure that all communication, particularly during data collection and stakeholder engagement, is respectful, ethical, and adapted to the local context, including language and cultural norms.
- Engage stakeholders through interviews, consultations, and validation workshops, fostering an inclusive and participatory evaluation process.
- Sharing a brief PowerPoint presentation before the debriefings/learning workshop to enable stakeholders joining the briefings remotely to follow the discussions.
- Systematically considering all stakeholder feedback when finalising the inception report and evaluation report and transparently providing rationale for feedback that was not used.
- Oversee the preparation and timely delivery of high-quality evaluation products (inception report, draft/final report, presentations, draft summary of evaluation report).

128. The evaluation team will propose/explore communication/feedback channels to appropriate audiences (including affected populations as relevant) during the inception phase.

129. Should translators be required for fieldwork, the evaluation firm will make arrangements and include the cost in the budget proposal.

130. Based on the stakeholder analysis, the draft communication and knowledge management plan (in [Annex 5](#)) identifies the users of the evaluation to involve in the process and to whom the various products should be disseminated. The communication and knowledge management plan indicates how findings including gender, equity and wider inclusion issues will be disseminated and how stakeholders interested in, or affected by, gender, equity and wider inclusion issues will be engaged.

131. As per norms and standards for evaluation, WFP requires that all evaluations are made publicly available. It is important that evaluation reports are accessible to a wide audience, thereby contributing to the credibility of WFP – through transparent reporting – and the use of evaluation. Following the approval of the final evaluation report, the evaluation will be published in WFP internal and public websites.

132. The evaluation team will be expected to prepare a draft summary of the evaluation report that effectively balances clear narrative explanations with compelling visualizations to enhance accessibility and understanding of the evaluation results.

133. Evaluators shall provide a copy of the evaluation reports that is free of personally identifiable information (PII) and proprietary information. Final versions of evaluation reports ready for publication should be accessible to persons with disabilities. For guidance on creating documents accessible to persons with disabilities, please see the following resources: <https://www.section508.gov/create/documents>; <https://www.section508.gov/create/pdfs>

6.6. Proposal

134. The evaluation will be financed from the RUP project funds. The technical proposal/offer should also include a calendar (in weeks) covering the entire evaluation process, including key phases such as desk review, field visits, workshops, and other relevant activities. It should specify the timeline for the submission of deliverables (e.g., inception report, draft report, final report), outline their expected content, and provide a clear explanation of the proposed methodology to be applied for the evaluation. The offer will also include a detailed budget for the evaluation, including consultant fees, travel costs and other costs (interpreters, communication products etc.) and daily rates for the evaluation team members should do not exceed the rates agreed in the Long-Term Agreement. The budget should be submitted as excel file separate from the technical proposal document.

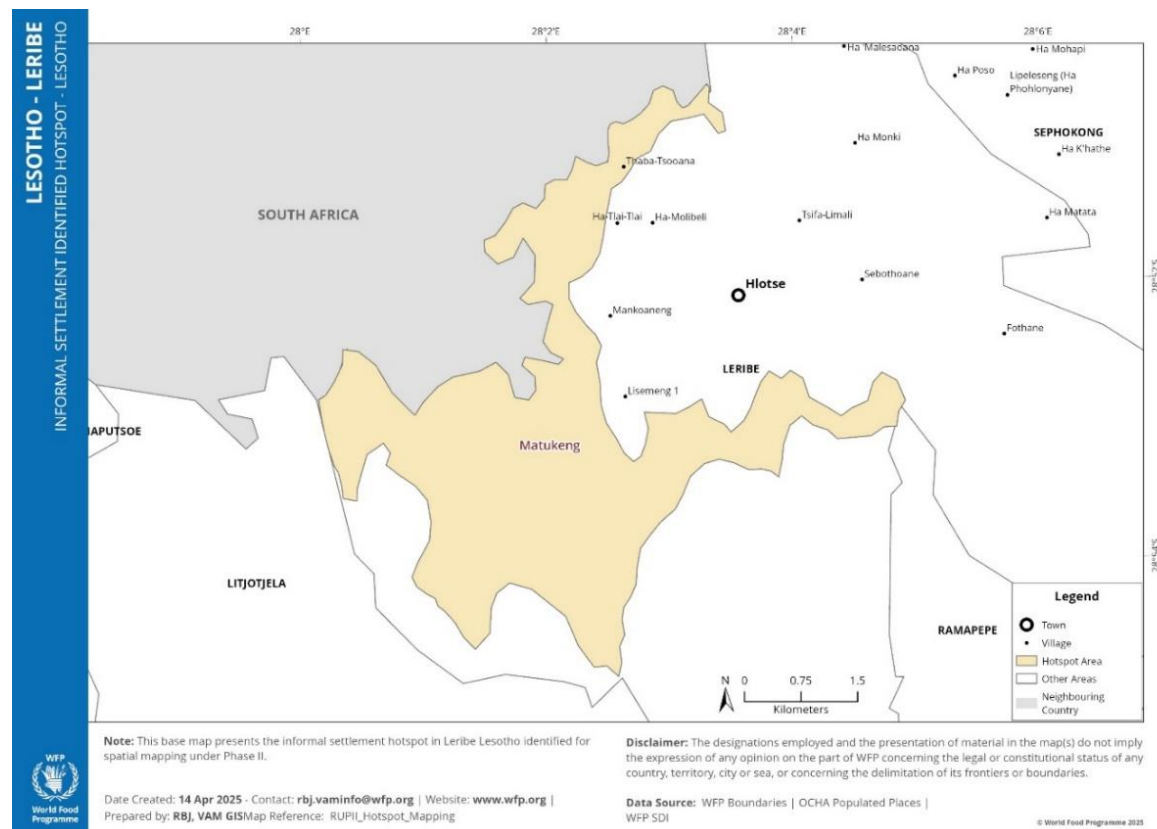
135. Following the technical and financial assessment of the submitted proposals, an improved offer could be requested by WFP to the preferred bid to better respond to the ToR requirements. WFP may conduct reference checks and interviews with proposed team members as part of the decision-making process and selection.

136. Please send any queries to Jennifer Sakwiya at jennifer.sakwiya@wfp.org, and the RETT at rbj.evaluation.list@wfp.org.

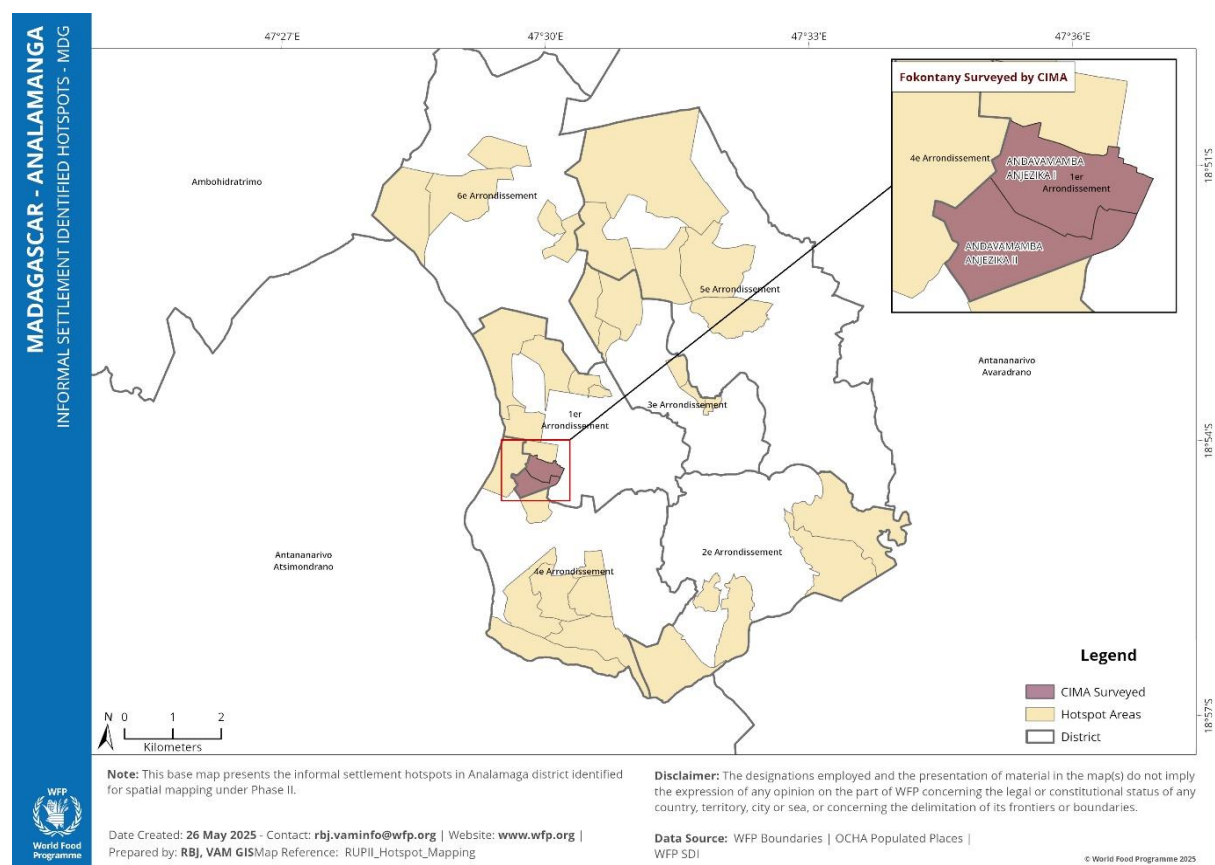
Annex 1. Maps

1. While the RUP interventions are conducted at national level and sub-national level, certain activities such as the drone mapping were conducted in specific hotspots in each country. While the priority cities were agreed upon with the national and local governments in both Phase I and II, the rationale for the selection of the urban hotspots follows the criteria below:

2. **Lesotho (Matukeng, Leribe):** Hotspot confirmation was based on historical flood impact, stakeholder consensus, and observed development trends in a flood-prone valley, with Matukeng selected for flood modelling due to recurring severe flooding and ongoing exposure, despite not being the most vulnerable area in Phase I.



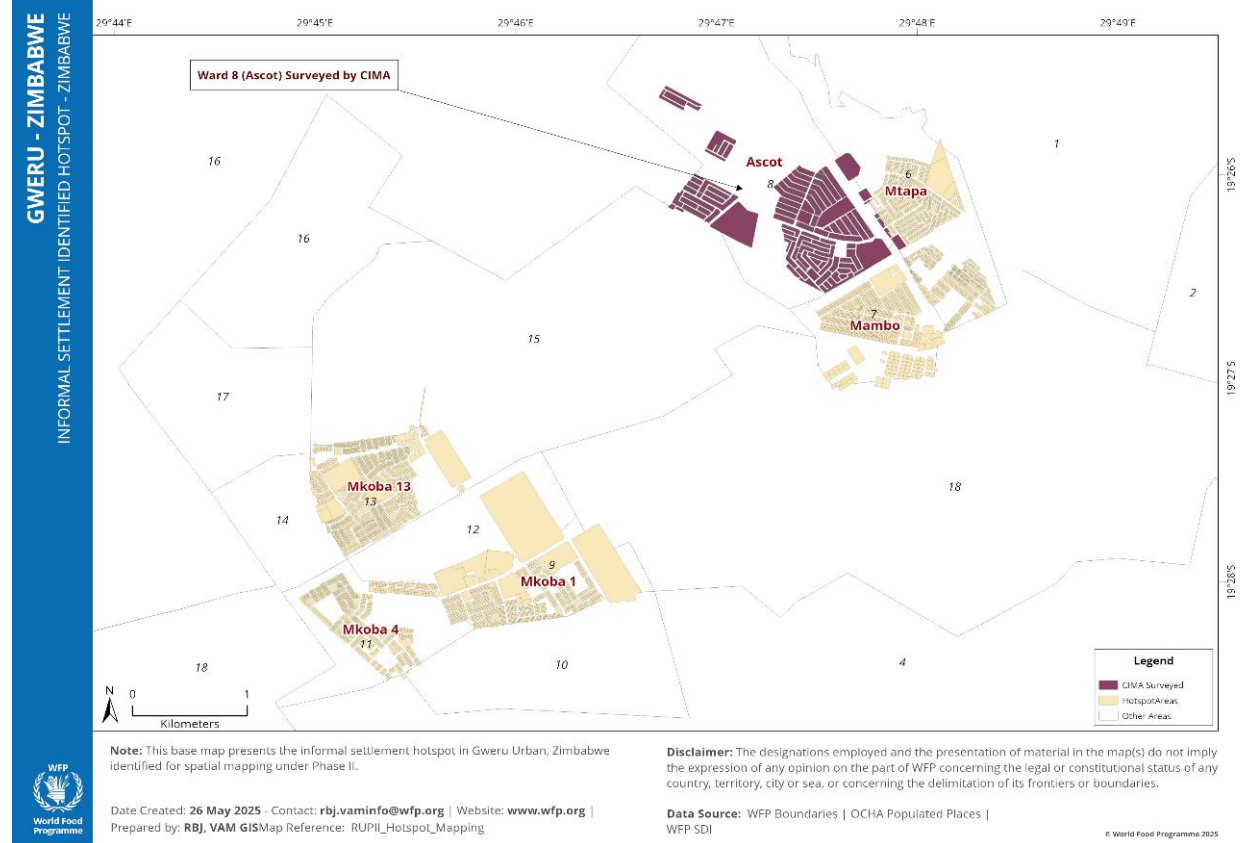
3. **Madagascar (Andavamamba Anjezika I et Anjezika II - Antananarivo):** Phase I used community focus group discussions and local authority input to assess food expenditure and qualitative vulnerability; Phase II involved strategic validation with authorities and incorporated recent climatic impacts (e.g. floods and landslides) to reassess and refine hotspot prioritization.



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- MOZAMBIQUE - BEIRA**
INFORMAL SETTLEMENT IDENTIFIED HOTSPOTS - BEIRA
- Legend**
- Beira City
 - Port
 - Airport
 - Hotspot Areas
 - Other Areas
- Note:** This base map presents the informal settlement hotspots in Beira City identified for spatial mapping under Phase II.
- Disclaimer:** The designations employed and the presentation of material in the map do not imply the expression of any opinion on the part of WFP concerning the legal or constitutional status of any country, territory, city or sea, or concerning the delimitation of its frontiers or boundaries.
- Date Created: 14 Apr 2025 - Contacts: rbj.vaminfo@wfp.org | Website: www.wfp.org
Prepared By: RBJ, VAM GISMap References: RUP1 Hotspot Mapping
- Data Source:** WFP Boundaries | OCHA Populated Places
WFP GO
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5. **Zimbabwe (Ascot, Ward 8 - Gweru):** A two-step participatory approach was used: (1) city vulnerability mapping with stakeholders identifying exposed neighbourhoods, followed by (2) focus group discussions to qualitatively rank and confirm hotspots; in Phase II, flood mapping focused on flood-prone, low-lying, poorly drained, and socioeconomically vulnerable neighbourhoods like Ascot in Gweru.

Hotspot: Ascot – Ward 8



Annex 2. Timeline

	Phases, deliverables and timeline	Level of effort	Total time required for the step
Phase 1 – Preparation: May– Aug 2025			
EMG	Desk review, draft ToR and quality assure (QA) using ToR QC	(2 weeks)	May 2025
RETT	Quality assurance by RETT	(3 days)	22 nd – 26 th May
EMG	Revise draft ToR based on feedback received on draft 0 and produce draft 1 ToR	(4 days)	27 th May – 13 th June
EMG DEQS	Share draft 1 ToR with quality support service (DEQS) and organize follow-up call with DEQS, if required	N/A	16 th – 20 th June
EMG	Revise draft ToR based on DEQS and share draft 2 with ERG	(3 days)	23 rd – 27 th June
ERG	Review and comment on draft 2 ToR	(1 day)	30 th June – 22 nd July
EMG	Revise draft ToR based on comments received and submit final ToR to EC Chair	(3 days)	22 nd – 23 rd July
EC Chair	Approve the final ToR and share with ERG and key stakeholders	(0.5 day)	23 rd – 28 th July
EMG	Start recruitment process	(0.5 day)	29 th July
RO Procurement	Launch the min-bid process to solicit for technical and financial proposals from LTA firms	(10 days)	30 th July – 8 th August
EMG RETT	Assess evaluation proposals/ Conduct interviews and recommend team selection (and present NFR to the Evaluation Committee)	(2 days)	11 th – 15 th August
EC Chair	Approve evaluation team selection	(0.5 day)	18 th – 20 th August
EMG	Evaluation team contracting and PO issuance	(1 day)	22 nd – 29 th August
Phase 2 – Inception: September – late-Oct 2025			
EMG, EC, RETT	Evaluation team orientation	0.5 day	1 st September
ET	Desk review of key documents	(5 days)	2 nd – 6 th September
EMG/ET	Inception briefings, with support from the EMG and RETT as needed	(2 days)	9 th – 10 th September
ET	Inception mission (hybrid: in-country and remote). Note: National evaluators will conduct in-country inception missions while the team leader will oversee remote inception meetings at regional level.	(1 week)	11 th – 17 th September
ET	Draft inception report	(2 weeks)	18 th September – 1 st October
EMG	Quality assure draft 0 IR by EM and RETT using QC	(2 days)	2 nd – 3 rd October

	Phases, deliverables and timeline	Level of effort	Total time required for the step
ET	Revise draft 0 IR based on feedback received by EMG and RETT	(2 days)	4 th - 5 th October
EMG DEQS	Share draft 1 IR with quality support service (DEQS) and organize follow-up call with DEQS, if required.	(8 days)	6 th - 15 th October
EMG	Share revised 1 IR with ERG (this will be done parallel to DEQS review)	(0.5 day)	6 th October
ERG	Review and comment on draft 1 IR (this will be done parallel to DEQS review)	(3 days)	7 th - 15 th October
EMG	Consolidate comments and share with evaluation team	(0.5 day)	16 th Oct
ET	Revise draft 1 IR based on feedback received from DEQS/WFP and from ERG members and submit draft 2 IR to the EMG	(3 days)	17 th - 19 th October
EMG	Review final/revised draft 2 IR and submit to the evaluation committee for approval	(2 days)	20 th - 21 st October
ET	ET to address outstanding DEQS/ERG comments and submit final IR	(2 days)	22 nd - 23 rd October
EC Chair	Approve final IR and share with ERG for information	(1 week)	24 th - 27 th October
Phase 3 – Data collection: Late-October to November 2025			
ET	Data collection (including training of enumerators)	(3 weeks)	28 th October – 17 th November
ET	Participate in the Regional Stakeholder Technical Consultation meeting to be held between 3 rd – 8 th November 2025. This will be an opportunity for the ET to consult with stakeholders on what worked, what did not work and areas for improvement.	(1 day)	3 rd – 8 th November
ET	Preliminary analysis for end of fieldwork debrief presentation	(1 week)	18 th – 23 rd November
ET	End of fieldwork debriefing to cover the region and the four country offices and submit a 2-pager summary of the preliminary findings and lessons learned	(1.5 day)	24 th November
Phase 4 – Reporting: Late-November 2025 – Mid-Feb 2026			
ET	Draft evaluation report and submit draft 0 ER to EMG	(3 weeks)	25 th November – 15 th December 2025
EMG	Quality assurance of draft 0 ER by EM and RETT using the QC,	(3 days)	16 th – 18 th December 2025
ET	Revise and submit draft 1 ER based on feedback received by EM and RETT	(3 days)	19 th – 21 st December 2025
	(NB: the 2 weeks break [22 nd December 2025 – 2 nd January 2026] for Christmas and New/year		22 nd December 2025 – 2 nd January 2026
EMG DEQS	Share draft 1 ER with quality support service (DEQS) for review and organize follow-up call with DEQS, if required	(8 days)	5 th – 16 th January 2026 (2 weeks)
EMG	Share draft 2 ER with ERG (in parallel with	0.5 days	5 th January 2026

	Phases, deliverables and timeline	Level of effort	Total time required for the step
	DEQS review)		
ERG	Review and comment on draft ER (in parallel with DEQS review)	(2 days)	5 th – 16 th January 2026
EMG	Consolidate and share ERG comments with ET	0.5 days	17 th January 2026
ET	Revise and submit draft 3 ER based on feedback received by DEQS	(3 days)	18 th – 20 th January 2026
EMG	Review revised draft ER against stakeholder comments	(2 days)	21 st – 23 rd January 2026
ET	Learning workshop	(1 day)	26 th January 2026
ET	Revise draft 3 ER based on feedback received during the learning workshop and submit draft 4/final ER. Also draft the summary of evaluation report.	(2-3 days)	27 th – 29 th January 2026
EMG	Review final revised ER and submit to the evaluation committee. Evaluation team to note that there may be further revisions to the final ER in case of any outstanding stakeholder comments which may not have been addressed	(2-3 days)	30 th January – 3 rd February 2026
ET	Address any outstanding stakeholder comments and submit final evaluation report and draft summary of evaluation report.	(2 day)	4 th – 5 th February 2026
EC Chair	Approve final evaluation report and share with key stakeholders	(1 day)	6 th – 13 th February 2026
Phase 5 – Dissemination: Mid-February to early-March 2026			
EC Chair, RUP Project Team and COs	Prepare management response	(10 days)	16 th – 27 th February 2026
EMG, RETT	Share final evaluation report and management response with the RETT and OEV for publication and participate in end-of-evaluation lessons learned call	(1 day)	By 8 th March 2026

Annex 3. Role and composition of the evaluation committee

[See TN on Evaluation Committee]

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

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

- Ross Smith, WFP HQ, Director - Emergency Preparedness and Response (EC Chair)
- Tania Goossens, Country Director, Madagascar CO
- Emily Doe, Deputy Country Director, Lesotho CO
- Mauricio Burtet, Deputy Country Director, Mozambique CO
- Kudzai Akino, Head of RAM, Zimbabwe CO
- The Evaluation Management Group/ Evaluation Secretariat comprising: 1) Jennifer Sakwiya, Evaluation Officer, Regional Office; 2) Eder Lafaurie, M&E Officer, Mozambique Country Office; 3) Mamphile Mpholle, RAM, Lesotho Country Office; 4) , Caren Pascale Mahef, M&E Associate, Madagascar Country Office; 5) Zuzana Kazdova, Programme Policy Officer – Human Capital, Zimbabwe Country Office,
- Jean Providence Nzabonimpa, the Regional evaluation officer (REO)
- Arianna Francioni, RUP Coordinator
- Para Hunzai, Regional Targeting Officer, Evidence Generation Block/VAM
- Abebe Zewdu, Regional Humanitarian Advisor, Emergency Preparedness
- Atsuvi Gamli, Regional Social Protection - CCS & CBT Advisor
- Tracy Dube, Nutritionist
- Jane Remme, Programme Policy Officer – Gender
- Elra Dejager, Logistics Officer, Supply Chain
- Rauf Yusupov, Budget & Programming Officer
- Molefe Hlabatau, Procurement Officer
- Osborne Sibande, Emergency - Anticipatory Action

Evaluation Phase and engagement task	Estimate level of effort in days	Tentative Dates
Preparation Phase <ul style="list-style-type: none"> Select and establish ERG membership. Reviews the revised draft ToR prepared by the EM Approves the final TOR Approves the final evaluation team and budget 	1 day	May-August 2025
Inception Phase <ul style="list-style-type: none"> Brief the evaluation team on the subject of the evaluation. Inform evaluation design through discussions with the evaluators. Support identifying field visit sites on the basis of selection criteria Review the revised draft IR Approve the final IR 	2 days	September – late-Oct 2025
Data Collection Phase <ul style="list-style-type: none"> Act as key informants: respond to interview questions 	2 days	Late-October to November

<ul style="list-style-type: none"> Facilitate access to sources of contextual information and data, and to stakeholders Attend the end of field work debriefing(s) meeting Support the team in clarifying emerging issues/gaps how to fill them 		2025
Analysis and Reporting Phase <ul style="list-style-type: none"> Review final evaluation report after quality assurance by ET + EM Approve the final ER 	2 days	Late-November 2025 – mid-Feb 2026
Dissemination and Follow-up Phase <ul style="list-style-type: none"> Decide whether management agrees, partially agrees or does not agree with the recommendations and provides justification Lead preparation of the management response to the evaluation recommendations 	2 days	Mid-Feb to early-March 2026

Annex 4. Role, composition and schedule of engagement of the evaluation reference group

[See TN Evaluation Reference Group]

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

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

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

Composition

10. The Evaluation Committee Chair (Director, Emergency Preparedness and Response, WFP Headquarters): Ross Smith.

Country office	Name
Core members: <ul style="list-style-type: none"> • Country Director, Madagascar CO • Deputy Country Director, Lesotho CO • Deputy Country Director, Mozambique CO • Head of RAM, Zimbabwe CO • The Evaluation Management Group/ Evaluation Secretariat 	Tania Goossens Emily Doe Mauricio Burtet Kudzai Akino Jennifer Sakwiya, Evaluation Officer, Regional Office; Eder Lafaurie, M&E Officer, Mozambique Country Office; Mamphile Mpholle, RAM, Lesotho Country Office; Caren Pascale Mahef, M&E Associate, Madagascar Country Office; Zuzana Kazdova, Programme Policy Officer – Human Capital, Zimbabwe Country Office.
Regional bureau	Name
Core members: <ul style="list-style-type: none"> • Regional evaluation officer (REO) • RUP Coordinator • Regional Targeting Officer, Evidence Generation Block/ VAM 	Jean Providence Nzabonimpa Arianna Francioni Para Hunzai

<ul style="list-style-type: none"> Regional Humanitarian Advisor, Emergency Preparedness Regional Social Protection - CCS & CBT Advisor Nutritionist Programme Policy Officer – Gender Logistics Officer, Supply Chain Budget & Programming Officer Procurement Officer Emergency - Anticipatory Action 	Abebe Zewdu Atsuvi Gamli Tracy Dube Jane Remme Elra Dejager Rauf Yusupov Molefe Hlabatau Benedetta Gualandi
External Stakeholders	Name
<ul style="list-style-type: none"> ECHO representative SADC North-West University, South Africa World Vision International Lesotho Disaster Management Authority 	Pablo Torrealba Nana Dlamini Christo Coetzee Methembe Mpofu Ms Mamonyaku Koloti

11. Schedule of ERG engagement and time commitments

Evaluation Phase and engagement task	Estimate level of effort in days	Tentative Dates
Preparation Phase <ul style="list-style-type: none"> Review and comment on the draft ToR Where appropriate, provide input on the evaluation questions. Identify source documents useful to the evaluation team Attend ERG meeting/conference call etc. 	1 day	May – August 2025
Inception Phase <ul style="list-style-type: none"> Meet with evaluation team to discuss how the evaluation team can design a realistic/practical, relevant and useful evaluation. Identify and facilitate dialogues with key stakeholders for interviews Identify and access documents and data Help identify appropriate field sites according to selection criteria set up by the evaluation team in the inception report Review and comment on the draft Inception Report 	1 day	September – late-October 2025
Data Collection Phase <ul style="list-style-type: none"> Act as a key informant: respond to interview questions Provide information sources and facilitate access to data Attend the evaluation team's end of field work debriefing 	2 days	Late-October to November 2025
Analysis and Reporting Phase <ul style="list-style-type: none"> Review and comment on the draft evaluation report focusing on accuracy, quality and comprehensiveness of findings, and of links to conclusions and recommendations. 	2 days	Late-November 2025 – mid-Feb 2026
Dissemination and Follow-up Phase <ul style="list-style-type: none"> Disseminate final report internally and externally, as relevant Share findings within units, organizations, networks and at events Provide input to management response and its implementation 	2 days	Post completion of evaluation (Mid-Feb to early-March 2026)

Annex 5. Communication and knowledge management plan

12. WFP's Evaluation Policy, in line with international standards on evaluation, requires that all evaluation reports are made publicly available and disseminated widely. For this, [WFP Evaluation Communications and Knowledge Management Strategy \(2021-2026\)](#) focuses on promoting evaluation use across diverse audiences, raising greater awareness of the evaluation function and embedding an evaluation culture among WFP employees. Emphasis is placed on knowledge sharing and knowledge access for which communication activities and approaches are crucial to engage effectively with different internal and external audiences in the pursuit of learning.

13. The purpose of this plan is to ensure that all internal and external stakeholders are kept engaged and informed throughout the evaluation process for accountability, learning and decision-making, ensuring that learning continues long after the evaluation process has been completed. Key audiences will be engaged through well timed and well-tailored products on targeted channels using different technologies.

14. Table 6 below shows the communication and knowledge management plan for the evaluation.

Table 6: Communication and knowledge management plan

When Evaluation phase	What Product	To whom Target audience	From whom Creator lead	How Communication channel	Why Communication purpose
Preparation	Draft TOR	Evaluation Reference Group	EMG	Email: ERG meeting if required	To request review of and comments on TOR
	Final TOR	Evaluation Reference Group; WFP Management; Evaluation community; WFP employees	EMG	Email; WFPgo; WFP.org	To inform of the final or agreed upon overall plan, purpose, scope and timing of the evaluation
Inception	Draft Inception report	Evaluation Reference Group	EMG	Email	To request review of and comments on IR

When Evaluation phase	What Product	To whom Target audience	From whom Creator lead	How Communication channel	Why Communication purpose
	Final Inception Report	Evaluation Reference Group; WFP employees; WFP evaluation cadre	EMG	Email; WFPgo	<p>To inform key stakeholders of the detailed plan for the evaluation, including critical dates and milestones, sites to be visited, stakeholders to be engaged etc.</p> <p>To ensure that there is a common understanding of the expectations as outlined in the ToR.</p> <p>To provide an initial understanding of the methodological approach, data collection tools, field work schedule, stakeholder matrix, overall design of evaluation and final communication and knowledge management plan</p>
Data collection	Data collection/field mission schedule and site selection	Key stakeholders: Participating COs, Evaluation team; Regional Urban Preparedness Coordinating team	EMG	Teams Meeting	<p>Confirm the mission dates in each CO and at regional level</p> <p>Detailed mission schedule</p> <p>Updates from COs on accessibility of sampled sites</p> <p>Logistics for field data collections</p> <p>Ensure the security briefing is provided to the ET before departing for the fieldwork</p> <p>Reconfirm date/time and format of the end of fieldwork debrief</p>
	Debriefing power-	Commissioning office management and	Team leader (may be sent to the EMG who then	Meeting	To invite key stakeholders to discuss the preliminary findings and elicit additional

When Evaluation phase	What Product	To whom Target audience	From whom Creator lead	How Communication channel	Why Communication purpose
	point	programme staff; Evaluation Reference Group	forwards to the relevant stakeholders)		information based on gaps identified by the evaluation team
Reporting	Draft Evaluation report	Evaluation Reference Group	EMG RETT	Email	To request review of and comments on ER include country specific summary reports
	Validation workshop power-point and visual thinking ²⁹	Commissioning office management and programme staff; Evaluation Reference Group; Donor; Partners	EMG and Team leader	Face to face/ virtual sessions Social Media (Twitter feeds) and hashtags	To discuss preliminary conclusions and recommendations
	Final Evaluation report Summary of Evaluation Report (8-10 pager)	Evaluation Reference Group; WFP Management; Donor; UN Agencies, Implementing Partners; Evaluation community; WFP employees; general public	EMG RETT	Email; WFPgo; WFP.org; Evaluation Network platforms (e.g. UNEG, ALNAP)	To inform key stakeholders of the final main product from the evaluation To ensure that the evaluation report is available publicly and is widely disseminated internally on platforms such as WFP Communities, Teams and WFP websites.
Dissemination & Follow-up	Draft Management Response	Evaluation Reference Group; CO Programme staff; CO M&E staff; Senior Regional Programme Adviser	EMG	Email and/or a webinar	To discuss the commissioning office's actions to address the evaluation recommendations and elicit comments

²⁹ See WFP visual thinking evaluation workshop video from Sri Lanka CO on climate change DE ([here](#) and [here](#)).

When Evaluation phase	What Product	To whom Target audience	From whom Creator lead	How Communication channel	Why Communication purpose
	Final Management Response	Evaluation Reference Group; WFP Management; WFP employees; general public	EMG	Email; WFPgo; WFP.org;	To ensure that all relevant staff are informed of the commitments made on taking actions and make the Management Response publicly available
	Evaluation Brief / Summary of Evaluation Report	WFP Management; WFP employees; donor and partners; National decision-makers, Implementing Partners, Regional bodies (SADC)	Evaluation team EMG RETT	WFP.org, WFPgo	To disseminate evaluation findings To ensure targeted, simplified and gender sensitive messaging on evaluation findings and recommendations to inform and get feedback from stakeholders for continuous learning and improvement.
	Infographics, ³⁰ posters and data visualisation ³¹	Donors and partners; Evaluation community; National decision-makers; Affected populations, beneficiaries and communities; General public	Evaluation team OEV/RO/COs Communications/ Knowledge Management team	WFP.org, WFPgo; Evaluation Network platforms (e.g. UNEG, ALNAP); Newsletter; radio programmes;	
	Video ³²		EMG RUP Project coordination team	theatre/drama, town-hall meetings; exhibition space	
	Blog, lessons learned papers, tailored briefs, summaries of findings				

³⁰ See the example of the [Strategic Evaluation of WFP's Capacity to Respond to Emergencies](#).

³¹ See the example of [Data viz in the Annual Evaluation Report](#).

³² See the example of the [Senegal evaluation](#) and the [Colombia evaluation](#).

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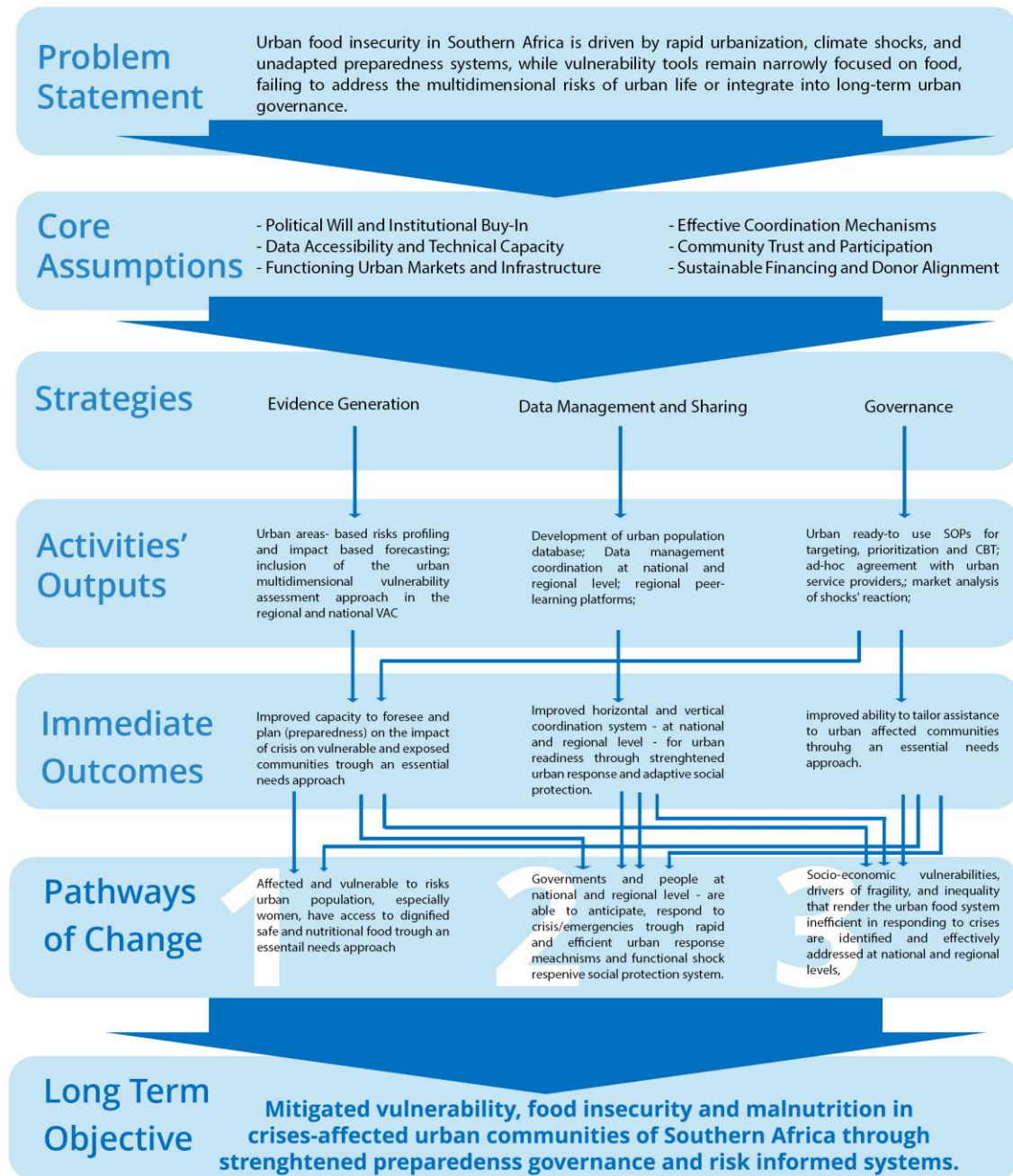
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Annex 7. Acronyms and abbreviations

Abbreviation	Definition
AAP	WFP's protection and accountability to affected populations
ACDS	Africa Centre for Disaster Studies
BNGRC	National Bureau for Risk and Disaster Management in Madagascar (<i>BNGRC - Bureau National de Gestion des Risques et des Catastrophes</i>)
CBT	Cash-based transfers
CCGC	Mozambique Disaster Management Coordinating Council (<i>CCGC - Conselho Coordenador de Gestão de Calamidades</i>)
CCS	Country capacity strengthening
CD	Country Director
CENOE	Mozambique's National Emergency Operations Centre (<i>CENOE - Centro Nacional Operativo de Emergência</i>)
CLGRC	Local Committee for Disaster Risk Management in Mozambique (<i>CLGRC - Comité Local de Gestão de Risco de Calamidades</i>)
CCS	Country capacity strengthening
CD	Country Director
CO	Country office
COEM	Municipal Emergency Operations Center (<i>COEM - Centro Operativo de Emergência Municipal</i>)
CSP	Country strategic plan
CTGC	Mozambique's Technical Council for Disaster Management (<i>CTGC - Conselho Técnico de Gestão das Calamidades</i>)
CUA	Municipality of Antananarivo (Commune Urbaine d'Antananarivo)
CTGDM	Municipal Disaster Management Technical Council
DCD	Deputy Country Director
DEQAS	WFP Decentralized Evaluation Quality Assurance System
DG-ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations
DMA	Lesotho Disaster Management Authority
DNGRH	National Delegation of Hydraulic Resources Management
DRR	Disaster risk reduction
EC	Evaluation committee
EM	Evaluation manager
ER	Evaluation report
ERG	Evaluation reference group
ET	Evaluation team
EM	Evaluation manager
EMG	Evaluation Management Group
EWS	Early warning system
GACOR	The Office for Reconstruction Coordination in Mozambique (<i>GACOR - Escritório de Coordenação da Reconstrução</i>)
GFDRR	The World Bank's Global Facility for Disaster Reduction and Recovery

Abbreviation	Definition
INAM	Mozambique's National Institute of Meteorology (<i>INAM - Instituto Nacional de Meteorologia</i>)
INGD	Mozambique's National Institute of Disaster Risk Management and Reduction (<i>INGD - Instituto Nacional de Gestão e Redução do Risco de Desastres</i>)
IR	Inception report
LVAC	Lesotho Vulnerability Assessment Committee
LNOB	Leave no one behind
MadVAC	Madagascar Vulnerability Assessment Committee
MEB	Minimum Expenditure Basket
OAP	Old Age Pension
OEV	Office of Evaluation
PA	Public Assistance program
PHQA	Post hoc quality assessment
PP	Partnership
PPT	PowerPoint presentation
PwD	Persons with disabilities
QS	WFP outsourced quality support service
REO	Regional evaluation officer
RETT	Regional evaluation technical team
RUP	WFP's Regional urban preparedness initiative
RVAA	SADC National Vulnerability Assessment Committees
SADC	Southern African Development Community
SAIO	Southern Africa and Indian Ocean
SETSAN	<i>Secretariado Técnico de Segurança Alimentar e Nutricional</i> (Mozambique's Technical Secretariat for Food Security and Nutrition)
SHOC	Southern Africa Humanitarian Operations and Coordination
SimEX	Simulation exercises
SOPs	Standard operating procedures
SSTC	South-South Triangular Cooperation
ToC	Theory of Change
TVs	Transfer values
UNAPROC	National Civil Protection Unit in Mozambique (<i>UNAPROC - Unidade Nacional de Proteção Civil</i>)
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UN Habitat	The United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund
UVA	Urban vulnerability assessment
WFP	World Food Programme
WVI	World Vision International
ZimLAC	Zimbabwe Livelihoods Assessment Committee
ZimVAC	Zimbabwe Vulnerability Assessment Committee

Annex 8: Project Theory of Change



Annex 9. Monitoring framework

Logic of Intervention	Indicator Name	Data source	Frequency of data collection	Baseline Value	Progress Value - June 2025	Target Value
Percentage reduction in the number of affected people (experienced, expected or modelled)						80
Outcome 1: Urban readiness is enhanced to ensure rapid and effective humanitarian response in urban areas.						
Output 1.1. Urban authorities design, test and operationalize urban specific preparedness protocols	Number of Urban Specific Protocols, Early Action and Response Plans, including Urban Annexes to AA National Plans, adopted for a coordinated urban anticipated or reactive response	KIs with key government informants at local level.	Annually	0	2.75	4
Activity 1.1.1: Enhancing the Operationalization framework of Urban Protocols, Early Action and Response Plans at City Level through Consultations, Joint Design, Testing and Adoption Activity 1.1.2: Developing Urban Annexes to the ongoing National Umbrella Sudden Onset AA Plans in at least one urban center, in partnership with key stakeholders (e.g. Red Cross)						
Output 1.2. Local government and public sector staff participate in trainings and technical assistance on application of urban protocols	Percentage of key national stakeholders whose perception is that consensus, capacities, and networks have improved after training and other capacity building initiatives	District/sub-national level government authorities	Biannually	0	20%	80%
Activity 1.2.1: Training and simulation exercises are organized on urban specific preparedness protocols to build capacity of national and local actors for their application						
Output 1.3. Legal agreements are established between DMAs, social assistance, local governments and private sector	Number of legal agreements (MoUs, service agreements etc) established to enhance coordination for preparedness	Implementation report	Annually	0	2	4
Activity 1.3.1: Establishment of Legal Frameworks for cooperation (national and local level) between DMAs, social assistance, local governments, and private sector for rapid and effective						
Output 1.4. National and local authorities participate in peer learning initiatives on urban preparedness protocols	Number of City-to-City peer learning initiatives to share knowledge on urban protocols to enhance national stakeholder capacities on urban preparedness and response protocols	Workshop Attendance Sheets	Annually	0	6	8
Activity 1.4.1: Organization of Peer Learning Initiatives with national and local authorities to mainstream urban preparedness protocols						
Outcome 2: Multidimensional urban vulnerabilities assessment and targeting framework are finalized and agreed upon by Governments and partners at national and regional level						
Output 2.1: Methodologies for multidimensional urban vulnerability are tested, rolled out & institutionalized by NVACs	# of tools or products developed or revised to enhance vulnerability assessment national systems	Survey Questionnaire	Annually	0	2.5	4
Activity 2.1.1: Conducting primary data collection exercises for testing of urban vulnerability indicators. Pre- and post-collection Workshops						
Output 2.2: NVAC actors participate in technical trainings on multidimensional urban vulnerability assessment	% of participants in capacity strengthening activities at national and subnational levels who are satisfied by the training received	Training /feedback evaluation survey	Biannually	0	34%	80
Activity 2.2.1: Conducting multi-stakeholders' workshops & trainings on innovative urban vulnerability assessment indicators.						
Output 2.3: National and local stakeholders have access to spatial risks maps developed through innovative technologies and including environmental degradation aspects	# of City Risks Maps elaborated and disseminated to relevant stakeholders, including AA WG	Implementation reports	Annually	0	3	4
Activity 2.3.1: Collection of vulnerability information and data gathering for flood modelling through UAV, development of urban flood/cyclone modelling, warning threshold definition, and operational chain set-up.						
Output 2.4: Urban Targeting decision making framework is finalized and validated.	# of tools or products developed or revised to enhance urban targeting capacities.	Reports	Annually	0	1.5	4
Activity 2.4.1: Establishing an Urban Targeting shared framework, including scorecards and validation mechanisms						
Output 2.5: Information, communication and public awareness	# of people reached through Information, Education and Communication on DRR		Annually	0	750	1500
Activity 2.5.1: Organization of Information, Education and Communication sessions through community-led awareness initiatives and ad-hoc events (e.g. workshops, training local disaster risk management committees)						
Outcome 3: Harmonized urban CBT protocols are developed and endorsed by Government and partners for coordinate and deliver urban crisis responses						
Output 3.1: Local authorities and humanitarian partners have access to new or expanded urban population databases for humanitarian anticipatory action and response assistance.	# of Digitalized Urban Databases Systems available to the Government and humanitarian partners for immediate response	KIs	Once-off	0	1.75	4

Activity 3.1.1: Providing assistance to Governments in strengthening urban population registration mechanisms for humanitarian assistance, including data collection tools design and testing, use of geo-spatial information for prioritization, caseload management including setting up CFMs, System Digitalization, hand over, dissemination, validation and capacity building							
Output 3.2: NCWGs and other Humanitarian Clusters are sensitized to an essential needs approach and needs based planning.	# of participants to capacities strengthening initiatives to build capacities on an essential needs approach	Attendance Records	Annually	0	26	20	
Activity 3.2.1: Advocacy with NCWGs and Humanitarian Clusters to sensitize them and discuss feasibility of an essential needs approach and needs based planning							
Output 3.3: Cash markets' reaction to shocks is studied and "safe failure" planned.	# of tools or products developed or revised to contribute to evidence on enhancing market analysis to shocks	"	Annually	0	2.25	4	
Activity 3.3.1: Conducting research on urban cash markets' reaction to shocks and planning for scenario-based safe failures including reactions to el-nino in urban areas							
Outcome 4: Evidence-based learning resources on urban vulnerability and preparedness are accessible and utilized by stakeholders in the region.							
Output 4.1: Member States participate in trainings and technical assistance on urban vulnerability and preparedness methodologies.	# of government and public sector staff in the region participating in training and other technical assistance initiatives	Attendance Records	Annually	0	15	10	
Activity 4.1.1: Organization of a vulnerability assessment and analysis mission and training workshop in additional countries in SADC.							
Output 4.2: National stakeholders attend South/South Exchanges (peer learning, knowledge sharing and technical cooperation) on urban preparedness to enhance coordination, learning, and secure political buy-in.	% of government and national partners staff attending WFP-facilitated South-South Cooperation reporting a perceived expansion of skills and knowledge on urban preparedness, vulnerability, supply chain and logistics	Attendance Records	Annually	0	80	80	
Activity 4.2.1: Organization of 4 peer-learning initiatives (e.g. workshops / study visits - 2 per year) between target Countries and other partner countries, to mainstream urban vulnerability methodology and preparedness protocols, including supply chain and logistics							
Output 4.3: Stakeholders in the region, continent and global level have access to the knowledge and procedures generated by the project.	# of dialogue platforms organized, supported, or participated in, to share knowledge on urban preparedness and anticipatory actions	Reports	Annually	0	5	4	
4.3.1 - Jointly preparing with ECHO Pretoria a Regional Disaster Preparedness workshop, inviting humanitarian actors to exchange lessons learned and priorities for the next years.							
Activity 4.3.2: Participation in relevant regional, continental or global platforms on urban preparedness, resilience, climate action and AA (e.g. WUF 12, Africa AA Dialogue Platform 2025)							
Output 4.4: Stakeholders at the regional, continental, and global levels have access to comprehensive logistical prepositioning capacities, including maps of existing capacities, common triggers, and activation mechanisms, developed in collaboration with humanitarian actors and stakeholders such as SADC and countries' NDMAs.							
	# of logistical preposition and activation framework assessment study at regional level	Study report	Once-off	0	0.75	1	
Activity 4.4.1: Assessing the logistical prepositioning capacities in the region, including mapping existing capacities, identifying common triggers and activation mechanisms with other humanitarian actors and stakeholders (such as SADC, Countries NDMAs, etc)							
Output 4.5: SADC RVAA actors participate in technical meetings on the inclusion of urban vulnerability dimension in RVAA methodologies	# participants in RVAA meetings focused on urban vulnerability assessment methodologies	RVAA Report	Annually	0	30	15	
Activity 4.5.1: Participation and provision of technical support to urban-focused RVAA Meetings by supporting targeted NVACs in compiling urban information into the RVAA Synthesis Report.							
Outcome 5: Activation of the Crisis Modifier.							
Output 5.1: People expected to be affected or affected by a crises in urban areas receive swift assistance through CBT.	# of people covered by early action/ contingency plans	CBT delivery records	Once-off	0			
Output 5.2: People expected to be affected or affected by a crises in urban areas receive swift assistance through CBT.	# of hours between the crisis and the response	NFR Report	Once-off	0		72	
Activity 5.1.1: Activation of CBT assistance for people expected to be affected or affected by a crisis according with thresholds and triggers defined during city risk mapping and agreed with government and donor.							

Annex 10. Phase I & II expanded narrative and country specific information

PHASE I (2021-2023)

15. Phase I of the project was a multi-country, multi-stakeholder participatory programme implemented in Lesotho, Zimbabwe, Madagascar, and Mozambique. It aimed to enhance urban preparedness and DRM through collaborative efforts involving national and local governments, international organizations, and community actors. The project prioritized local ownership in DRM, developing innovative methodologies and revised assessment tools to improve the effectiveness of urban preparedness protocols and CBT assistance in urban areas. These tools were intended to define urban vulnerability and place communities and local authorities at the centre of design and implementation processes.

16. The project was structured around three critical gaps to better understand urban vulnerability in the targeted countries:

- Understanding who the relevant actors and institutions are and how they can work together better, through multi-stakeholder analyses of the existing urban governance systems and the socioeconomic and geographical context in each country. The project sought to identify how to reduce, if not close, coordination gaps between national and local levels of government, as well as to identify new areas of responsibility within local governments for urban preparedness.
- Understanding how vulnerability is experienced in cities and why, and how to best locate and identify the most vulnerable, using a multi-dimensional analysis of vulnerability at the national, city, and household level—leveraging community members' knowledge of existing vulnerability drivers. Urban shock-affected communities do not perceive their vulnerability in sectoral terms but from a holistic, multi-sectoral perspective, which requires improved stakeholder coordination.
- Understanding the adequacy of CBT in urban areas of the region through an analysis of the enabling environment, as well as community experiences with this modality of humanitarian response and their preferences. CBT, coupled with emerging digital opportunities, was intended to place vulnerable people at the centre of aid, and to empower them to meet their essential needs in local markets according to their priorities. Using Minimum Expenditure Basket (MEB)⁶ estimations, stakeholders sought to determine a transfer value (i.e., the amount of money household members need to receive to cover essential needs in times of crisis) that was suitable for urban areas, and to inform discussions with National Cash Working Groups on the potential update of current MEBs.

17. The project proposal was designed by WFP and approved by DG-ECHO in May 2021. Phase I was implemented between August 2021 and February 2024. It paved the way for Phase II (March 2024 – February 2026), which is under implementation based on Phase I lessons. ECHO funded both phases. Approval date, start date and end dates (for both Phase I and II) are applicable and the same for all Countries included in the action.

18. For Phase I, ECHO initially committed € 500,000 in May 2021, which was later increased by € 300,000 through a cost-extension in February 2023. The total ECHO contribution for Phase I amounted to € 800,000. The project was envisioned as part of a multi-donor funding approach, with a target Phase I budget of € 1.6 million (WFP expected to secure 50 percent through additional donors). However, the remaining co-funding was not secured through other contributions. This was partly due to WFP's limited track record in urban programming at the time. As a first-of-its-kind regional initiative, the project faced credibility challenges in the eyes of donors, evolving methodologies, and low internal familiarity, which made resource mobilization difficult. This constrained the scale and ambition of implementation during Phase I.

19. In order to fill the three knowledge gaps identified above, the intervention focused on providing technical assistance and capacity strengthening, aiming to integrate urban risk and vulnerability assessments into national preparedness frameworks. Key approaches included inclusive planning, participatory methodologies, and the localization of DRM strategies through operational tools such as SOPs and urban vulnerability assessments (UVAs).

20. The RUP project's objectives were to:

- Promote government understanding, ownership and decentralized planning of urban preparedness protocols
- Improve national urban vulnerability assessments through revised tools and methodologies
- Foster evidence-based cash preparedness, through CBT values and modalities tailored to the national and urban contexts.

21. Based on the knowledge generated, the project, in partnership with regional, national, and local authorities, produced a set of consolidated tools and processes in the shape of SOPs or contingency plans to better prepare for urban response to reduce the number of affected people by disasters in urban areas. Phase I has carried out the following set of **activities**:

- **Under Result I (Urban context analysis)**, the project has finalized (i) multi-stakeholder context analysis and partnerships with state and non-state actors, UN agencies, NGOs, Academia and civil society, (ii) urban response capacity analysis in targeted urban agglomerations and integration of innovative tailor-made urban assessment methodologies into NVAC exercises.
- **Under Result II (Urban vulnerability assessment)**, using a multi-dimensional analysis of vulnerability through a mix-method approach, the project described the specific profiles and exact locations of vulnerable urban households, thus highlighting the shortfalls of the actual national assessment framework, on one side, and providing a cutting-edge methodology to design granular urban targeting criteria, on the other. The project has also designed criteria for a needs-based assistance planning, by quantifying the essential needs and MEBs of the urban population in the targeted countries and highlighting the existing gaps in currently provided cash assistance through national systems. CBT assessments have provided a clear understanding of the best modalities for urban cash responses, through an analysis of the enabling environment, and community experience and preference of modality types.
- **Under Result III (Urban programme design options)**, the project has finalized the dissemination of programme design options for urban preparedness and response, country level consultation and support to government-led dissemination activities.

22. The project carried out a broad regional advocacy strategy for the broad uptake of the methodological recommendations and to pave the way for Phase II, through a proposal submitted in February 2024. The programme employed the following **modalities**:

- a) **Technical assistance**: Capacity-building for government-led assessments; development of SOPs and institutional frameworks.
- b) **Capacity strengthening**: Trainings, simulations, and regional consultations for knowledge exchange.
- c) **Evidence generation**: Household surveys, vulnerability assessments, hotspot modelling, and city profiling.
- d) **Community engagement**: Area-based assessments and participatory planning to enhance local relevance and uptake.
- e) **Coordination and facilitation**: WFP Regional Bureau Johannesburg (RBJ) and country offices coordinated efforts among national, local, and community stakeholders.

23. The activities and modalities were applied equally in the four countries as explained in detail in [Annex 10](#). Phase I was implemented solely by WFP, without the inclusion of programmatic partners co-funded through the ECHO contribution.

24. Phase I key results and outputs are highlighted below:

- **Under Result I - Urban context analysis:** The project has delivered comprehensive urban context analyses for each of the four participating countries, accompanied by qualitative city profiles covering key dimensions such as demographics, livelihoods, housing, and infrastructure across all pilot cities. Government entry points for strengthening urban preparedness have been identified in each country. Standard Operating Procedures for coordination in urban preparedness have been developed and subsequently validated in Lesotho, discussed in Madagascar, tested in Mozambique, and integrated into planning processes in Zimbabwe. Additionally, Zimbabwe updated its urban contingency plans as part of the project's broader preparedness enhancement efforts.
- **Under Result II - Urban vulnerability assessment:** The project has identified urban vulnerability hotspots across all pilot cities and designed qualitative MEBs for each country. Urban vulnerability assessments were conducted in Lesotho at the national urban level, in Antananarivo (Madagascar), and in Tete (Mozambique). Standard operating procedures were developed in each country to guide the establishment of urban vulnerability frameworks. The project also contributed to strengthening institutional frameworks, with urban assessment tools adopted by the Lesotho VAC, Madagascar VAC, and SETSAN.
- **Under Result III - Targeting for and delivering CBT:** The RUP project supported the development of SOPs for urban response through cash transfers in each country, ensuring tailored guidance for implementation in urban crisis contexts. In Lesotho, these SOPs were formally validated, and a National Cash Working Group was established to coordinate and institutionalize cash-based transfer mechanisms as part of urban emergency response planning.

25. Fostering government ownership has been instrumental in driving forward project activities and ensuring long-term sustainability. In all four countries, government engagement was promoted through a series of national workshops, eight in total, with two held per country (inception and validation). Over 700 stakeholders participated in various consultations, and more than 1,000 households and 150 organisations were engaged at international, national, city, and community levels in the four countries. These participants contributed to key project components, including context analyses, geographic targeting, and vulnerability assessments.

26. A regional technical consultation held in November 2023 facilitated cross-country learning and supported the harmonization of approaches. Alongside national technical workshops conducted in each country, a series of global and regional-level events were organized to bring together key stakeholders. These engagements aimed to identify common themes, address gaps, and explore opportunities for defining a common regional framework for urban preparedness across coordination, vulnerability, and cash assistance. The project has organised three major advocacy and peer-learning events:

- A dialogue session at the 9th AfriCities Summit in Kenya, with participation from national and local governments representatives across the region and from the African Union.
- A networking event at the 11th session of the World Urban Forum in Poland, focus on exchanging experiences and strategies for enhancing urban resilience through preparedness.
- A global webinar hosted on socialprotection.org, highlighting adaptive social protection and urban resilience, showcasing the experiences of the cities of Antananarivo, Madagascar and Pemba, Mozambique.

27. These engagements contributed to building broader support for urban preparedness efforts in Southern Africa, strengthening the commitment of national and regional actors, while also deepening and consolidating the partnerships established for the project's successful implementation.

PHASE II (2024-2026)

28. Phase II is a multi-country, multi-stakeholder, and government-led programme implemented in Lesotho, Zimbabwe, Madagascar, and Mozambique. It builds upon the technical foundations and institutional gains of Phase I, adopting a strategic approach to enhance local, national and regional coordination in disaster preparedness through an urban vulnerability assessment lens. This strategy refines emergency protocols started in Phase I to address critical needs of at-risk communities while advancing anticipatory action frameworks for urban areas. Insights from local urban flood risk mapping inform city-level readiness

plans, that operationalize preparedness SOPs designed in Phase I, while national vulnerability and prepositioning assessments, conducted in collaboration with national governments, contribute to regional practices through the SADC Regional Vulnerability Assessment Programme (RVAA) and SADC Humanitarian Operations Center (SHOC).

29. The proposal for Phase II was designed by WFP at the end of 2023, submitted in January 2024 and approved by the donor (ECHO) in March 2024. The implementation period spans from March 1, 2024, to February 28, 2026. The total budget for Phase II is € 3.5 million, of which ECHO is contributing 85 percent, up to € 3 million covering both regional and country-level activities. The remaining 15 percent, an approximately € 500,000 co-funding contribution, should be raised by WFP with other donors' contributions.

30. The priority for Phase II is to translate Phase I achievements and learnings into country and regional SADC guidance aimed at strengthening urban shock preparedness and response systems. The strategic focus of Phase II is to strengthen urban preparedness by:

- Enhancing national and regional coordination on urban vulnerability assessments and emergency preparedness protocols.
- Operationalise robust preparedness and anticipatory action frameworks tailored to urban contexts, building on Phase I's government understanding, ownership and decentralized planning of urban preparedness protocols.
- Institutionalizing refined methodologies and tools for urban vulnerability profiling, building on Phase I's improved national urban vulnerability assessments capacities.
- Expanding urban humanitarian databases and targeting criteria, building on Phase I's evidence-based cash preparedness, CBT values and modalities tailored to the national and urban contexts.
- Facilitating peer learning and knowledge sharing across the region: this is a new objective introduced by Phase II, building on Phase I's highlighted need for better regional integration and policy coordination within SADC to fully implement a common urban preparedness strategy.

31. Following regional consultations with representatives at regional, national, and local level, private sector and research, **activities** of Phase II are building on the Phase I as follows:

- **Under Result I (Enhancing urban readiness for a rapid and effective humanitarian response):** Based on Phase I improved understanding of urban coordination protocols, the project in Phase II aims to strengthen operational readiness of national and local governments to anticipate and respond to urban disasters, through SOPs testing and Simulation Exercises (SimEX).
- **Under Result II (Strengthening the urban multidimensional vulnerability assessment approach):** Building on Phase I's improved national urban vulnerability assessments, Phase II aims to institutionalize essential needs approaches and vulnerability-based targeting for urban context, as well as to triangulate urban vulnerability assessment information with hazard probability modelling in pilot urban areas, to enhance urban risk analysis methodology. Hazard modelling will be carried out using UAV technology in collaboration with CIMA Research Foundation (see Partnerships – under Modalities below).
- **Under Result III (Development of harmonized urban CBT protocols):** Phase II supports access to new or expanded urban population databases for humanitarian anticipatory action and response assistance, through urban vulnerability-based targeting criteria, while supporting environmentally sustainable assistance modalities.
- **Under Result IV (Harmonize tools and methodologies across countries and institutions through country-to-country peer learning and knowledge sharing):** The project in its Phase II aims to contribute to the enhancement of SADC regional preparedness frameworks, including regional logistics capacity, through country-to-country peer learning and knowledge sharing

32. The programme implements the following **modalities**:

- **Technical assistance:** Capacity-building for government-led assessments; development of SOPs and institutional frameworks.
- **Capacity strengthening:** Trainings, tabletop simulations, and regional workshops to reinforce

institutional capacity.

- **Operational readiness:** Support for the testing of SOPs, early action plans, and response protocols.
- **Evidence generation:** Household surveys, vulnerability assessments, hotspot flood risk modelling, and city profiling.
- **Community engagement:** Area-based assessments and participatory planning to enhance local relevance and uptake.
- **Coordination and facilitation:** WFP Regional Office in Johannesburg and country offices coordinated efforts among national, local, and community stakeholders.

33. **Partnerships:** To address the multifaceted challenge of food insecurity and malnutrition in vulnerable urban communities, the project necessitates a comprehensive approach that integrates national and regional dimensions, tailored to urban readiness. This involves capacity building, community engagement, policy development, and innovative solutions supported by robust data. The programmatic partnership (PP) approach is expected to amplify the collective impact, ensure efficiency gains, reduce administrative costs, and introduce a more integrated approach, benefiting a larger number of beneficiaries across targeted countries.

34. Phase II is implemented by WFP in programmatic partnership with (i) World Vision: dealing with community engagement and mobilization; (ii) CIMA Foundation: dealing with urban flood risk mapping in pilot urban areas through the use of UAV (drones); and (iii) North-West University: dealing with regional prepositioning and logistics assessment. These three entities were co-funded through the ECHO contribution. The regional government, in the form of the SADC DRR Unit, was identified as a key complementary partner, involved in the designing and implementation of activities framed by the regional pillar (Result IV) but not directly funded by the project.

35. The above-mentioned activities and modalities were applied equally in the four countries as highlighted in [Annex 10](#).

36. Expanding the methodology and approach to other countries in the region is a key aspect of the response strategy. WFP facilitated intra- and inter-regional south-south exchanges on urban preparedness, drawing on experiences, practices, and lessons learned in collaboration with the SADC Disaster Risk Reduction (DRR) Unit. Strategic partnerships, including with academia such as North-West University (NWU), supported the exploration of systematic and sustainable approaches to information exchange among member states. Regional capacity building activities were designed to engage NVACs, promote peer-learning exercises, and strengthen the connection between national and regional efforts in urban vulnerability analysis and related safety net programming.

37. WFP adopted a facilitator role within a broader strategic partnership approach to urban preparedness. This role aimed to align the efforts of multiple stakeholders operating in the region and supported the integration and coordination of interventions. These efforts sought to build shared responsibility in addressing urban vulnerability, consistent with the Regional Emergency Action (REA) framework.

38. Under this pillar, national vulnerability and prepositioning assessments were conducted in collaboration with national governments and contributed to regional practices through the SADC Regional Vulnerability Assessment Programme (RVAA) and the SADC Humanitarian Operations Center (SHOC). NVACs and Disaster Management Authority (DMA) officials participated in training sessions on urban vulnerability assessments and logistics.

39. Two regional dialogue platforms were held—the DG ECHO SAIO Disaster Preparedness Workshop and the RVAA Annual Organizational Meeting 2025—enabling member states to exchange perspectives on urban preparedness, anticipatory action, and regional logistics. A study on logistical prepositioning and activation frameworks is nearing completion, supporting data collection and collaboration among national stakeholders. This included an exchange visit to Malawi with representatives from four national governments. Finally, urban vulnerability issues were integrated into the RVAA Annual Dissemination Forum and AOM discussions. Feedback from NVAC representatives contributed to regional reflections on the availability and use of urban data for disaster risk reduction planning.

40. Phase II expected key results and outputs are provided below:

- **Under Result I (Enhancing urban readiness for a rapid and effective humanitarian response)** - the RUP project supported urban authorities in designing, testing and operationalizing urban-specific preparedness protocols. Local government and public sector staff received training and technical assistance on the application of urban protocols. Legal agreements were established among DMAs, social assistance institutions, local governments and private sector actors. Additionally, national and local authorities engaged in peer learning initiatives to exchange knowledge and strengthen capacities around urban preparedness protocols.
- **Under Result II (Strengthening the urban multidimensional vulnerability assessment approach)** – the RUP project has supported the testing, rollout, and institutionalization of methodologies for assessing multidimensional urban vulnerability through the NVACs. NVAC actors participate in targeted technical trainings to enhance their capacity to conduct multidimensional urban vulnerability assessments. National and local stakeholders have gained access to spatial risk maps developed using innovative technologies that incorporate factors such as environmental degradation. An urban targeting decision-making framework has been finalized and validated to guide interventions. There are efforts to improve information dissemination, communication, and public awareness around urban vulnerability and preparedness.
- **Under Result III (Development of harmonized urban CBT protocols)** - the project is enabling local authorities and humanitarian partners to access newly developed or expanded urban population databases to support anticipatory action and response assistance. NCWGs and other humanitarian coordination clusters are sensitized to the essential needs approach and the importance of needs-based planning in urban contexts. Additionally, market assessments were conducted to analyse how cash markets respond to shocks, with “safe failure” scenarios considered to inform more resilient and adaptive urban CBT strategies.
- **Under Result IV (Harmonize tools and methodologies across countries and institutions through country-to-country peer learning and knowledge sharing)** – the project is facilitating Member State participation in targeted trainings and technical assistance focused on urban vulnerability and preparedness methodologies. National stakeholders engage in south-south exchanges (peer learning, knowledge sharing and technical cooperation) to strengthen coordination, foster mutual learning and build political ownership of urban preparedness efforts. At the regional, continental, and global levels, stakeholders have access to knowledge and procedures generated through the project, including comprehensive logistical prepositioning capacities such as capacity maps, common triggers, and activation mechanisms developed with SADC and NDMAs. Additionally, SADC RVAA actors participate in technical consultations aimed at integrating urban vulnerability considerations into broader RVAA frameworks.

41. Government engagement across all four countries is comprehensive. Stakeholder involved in designing, implementing and building capacities include (i) Urban authorities in each of the pilot cities, disaster management agencies at national and local level, social welfare ministries at national level, and NGOs in all four target countries. National Vulnerability Assessment Committees in all four target countries and RVAA at the regional level; (ii) SADC DRR Unit and Humanitarian Operations and Coordination for all the regional related activities, from planning to implementation; and (iii) Academic partnerships, particularly with North-West University, and with scientific institutions, such as CIMA Foundation, or NGOs, such as World Vision International.

LESOTHO

42. **Context** As of 2025, **Lesotho's** population stands at approximately 2.36 million, with 32.8 percent residing in urban areas—a modest increase from 31.7 percent in 2023.³³ Urban growth is concentrated in the capital, Maseru, and is driven by internal migration, particularly from rural and mountainous regions where economic opportunities are limited. The urban population is growing at an annual rate of 2.77 percent. Informal settlements are expanding rapidly, often outpacing urban planning efforts. As of 2023, over 70

³³ Worldometer. 2025. *Lesotho Population (2025)*. <https://www.worldometers.info/world-population/lesotho-population/>

percent of urban residents live in informal settlements, highlighting the urgent need for improved urban planning and housing policies.³⁴

43. Lesotho faces significant socio-economic challenges. In 2023, 58 percent of the population lived below the poverty line for lower-middle-income countries. Unemployment remains high, with a rate of 29 percent in 2023.³⁵ The informal economy plays a crucial role, accounting for approximately 30.9 percent of economic activity and employing about 80 percent of the population.³⁶

44. The HIV/AIDS epidemic continues to be a major public health issue. In 2023, the adult HIV prevalence rate was 18.5 percent, with higher rates among women (23 percent) compared to men (13.4 percent). This health crisis exacerbates socio-economic vulnerabilities, particularly among orphans and vulnerable children (OVCS).³⁷

45. Lesotho's DRM system includes structures at national, district, and community levels. The DMA, under the Office of the Prime Minister, coordinates emergency responses. However, DRM efforts are often reactive, with limited integration across sectors and insufficient resources at local levels.

The country invests significantly in social protection, allocating 4.5 percent of its GDP to social assistance programs. Key programmes include the Child Grant Program (CGP), Public Assistance Program (PA), and Old Age Pension (OAP). The National Information System for Social Assistance (NISSA) aids in targeting beneficiaries, but its coverage in urban areas remains limited, constraining the expansion of social protection to vulnerable urban households.

46. Lesotho's urbanization presents both opportunities and challenges. Rapid urban growth, high poverty and unemployment rates, and health crises like HIV/AIDS underscore the need for comprehensive urban planning, strengthened DRM, and expanded social protection systems to build resilience among urban populations.

47. An intersectional analysis in Lesotho reveals that women—particularly those in informal or households headed by women—children, persons with disabilities, and the elderly face compounded vulnerabilities in urban informal settlements. Women encounter extremely high levels of gender-based violence, with an estimated 86 percent reporting lifetime exposure,³⁸ which undermines their livelihoods and access to services. Persons with disabilities, comprising approximately 3.7–5 percent of the population, often experience exclusion due to inaccessible infrastructure and limited representation in planning processes.³⁹

48. Lesotho has ratified international frameworks—including CEDAW, CRPD, and the African Charter—and adopted national policies such as the National Disability and Rehabilitation Policy (2011), Persons with Disability Equity Act (2021), and Gender and Development Policy (2018–2030), which mandate gender-sensitive disaster risk management and inclusive urban planning.⁴⁰

PHASE I (2021-2023)

49. The project embraced a national scope and focused on pilot cities: Botha-Bothe, Hlotse, Maputsoe,

³⁴ Centre for Affordable Housing Finance in Africa. 2023. *Lesotho Housing Finance Overview*. November 2023, available at: <https://housingfinanceafrica.org/app/uploads/2023/11/LESOTHO.pdf>

³⁵ Afrobarometer. 2024. *Despite Gains, Majority of Basotho Experienced Moderate or High Lived Poverty*. Afrobarometer Dispatch No. 860, 19 September 2024. <https://www.afrobarometer.org/wp-content/uploads/2024/09/AD860-Despite-gains-majority-of-Basotho-experienced-moderate-or-high-lived-poverty-Afrobarometer-19sept24.pdf>

³⁶ Bertelsmann Stiftung. 2024. *Country Report — Lesotho*, BTI Project, 2024. <https://bti-project.org/en/reports/country-report/LSO>

³⁷ National AIDS Commission. 2025. *Lesotho 2024 National HIV Estimates Report*. https://nac.org.ls/wp-content/uploads/2025/05/Lesotho_2024-National-HIV-Estimates-Report.pdf.

³⁸ UNFPA Lesotho. 2024. *A Sanctuary of Hope: Addressing Gender-Based Violence in Lesotho*. https://lesotho.unfpa.org/en/news/sanctuary-hope-addressing-gender-based-violence-lesotho?utm_source=chatgpt.com

³⁹ Assistive Technology Information Mapping project. 2018. SUMMARY OVERVIEW: Disability and Assistive Technology in Lesotho https://atinfomap.org/lesotho.html?utm_source=chatgpt.com

⁴⁰ Mayet & Associates. 2024. *The Persons with Disability Act 2021: Key Provisions and Their Impact in Lesotho* https://zmayetlaw.co.ls/the-persons-with-disability-act-2021-key-provisions-and-their-impact-in-lesotho/?utm_source=chatgpt.com

Mafeteng, and Maseru. The urban preparedness initiative in Lesotho involves key national actors, each playing distinct leadership roles. The DMA leads the overall coordination and implementation of the initiative, while the LVAC spearheads the integration of urban vulnerability indicators into the annual vulnerability assessments. The Ministry of Social Development plays a critical role in aligning urban vulnerability criteria with the national social registry for targeting purposes. Key actions undertaken include the development of urban SOPs covering preparedness coordination, vulnerability assessment, and CBT modalities. Urban vulnerability hotspots have been identified, and MEBs along with corresponding transfer values (TVs) calculated. The LVAC led the 2023 and 2024 assessments using newly revised tools, and the SOPs were subsequently validated and formally handed over to the DMA. A key innovation of the project was the institutionalization of urban assessment methodologies into the annual assessment cycle, with the SOPs officially endorsed at the national level by the DMA.

50. **Results:**

- **Urban context analysis:** Comprehensive urban context analysis and city profiles produced; government entry points identified; Development and validation of urban SOPs covering preparedness coordination, vulnerability assessment, and CBT modalities.
- **Urban vulnerability assessment:** Urban hotspots identified; Calculation of MEBs and TVs adopted by DMA; urban vulnerability assessments conducted nationally; LVAC-led urban assessments (2023 and 2024) using revised tools, which were then adopted by LVAC.
- **Targeting and CBT:** SOPs for urban CBT validated; National Cash Working Group established to institutionalize CBT mechanisms.

PHASE II (2024-2026)

51. The project has embraced a national scope and focused on pilot cities namely Botha-Bothe, Hlotse, Maputsoe, Mafeteng, Maseru, Teyateyaneng. Key stakeholders include the DMA that is leading the whole action, the LVAC is leading integration of urban vulnerability indicators into annual assessments while the Ministry of Social Development is leading alignment of urban vulnerability criteria with social registry targeting. Key actions taken include (i) Development of three SOPs for urban preparedness pending endorsement from DMA Board; (ii) LVAC training implemented, and urban vulnerability data collection carried out; (iii) Flood risk modelling performed and data analysis underway; and (iv) Activities implemented to improve community risk awareness through partnerships with CIMA and World Vision International.

52. **Expected Results:**

- SOPs for urban preparedness endorsed by DMA Board
- LVAC training completed; urban vulnerability data collected in 2024 and 2025 by the Government according to the Essential Need Approach proposed by the project. LVAC actors trained on multidimensional urban vulnerability assessment
- Flood risk modelling conducted but data analysis underway
- Community risk awareness improved via partnerships (CIMA, World Vision)
- Enhanced MoU between DMA and Ministry of Social Development
- Urban targeting decision-making framework finalized and validated.

ZIMBABWE

Context

53. As of 2023, Zimbabwe's urban population stands at approximately 5.4 million, accounting for 32.5 percent of the total population.⁴¹ Urban growth, particularly in secondary cities, often outpaces the capacity of planning systems, leading to the proliferation of informal settlements. These areas are characterized by overcrowding, inadequate basic services such as water, sanitation, and electricity, and deteriorating environmental conditions.

⁴¹ Macrotrends Urban Agenda Platform. n.d. *Zimbabwe Urbanization Trends*.
<https://macrotrendsurbanagendaplatform.org>

54. Zimbabwe's economy faces challenges including low growth, high inflation, and currency instability. The informal sector dominates employment, engaging over 80 percent of the workforce.⁴² Urban poverty has escalated, with extreme poverty affecting 35 percent of the population in 2023.⁴³ Dependence on informal employment renders urban households particularly vulnerable to economic fluctuations, impacting access to food, water, electricity, and shelter. Women and households headed by women are disproportionately affected due to their significant participation in the informal sector.

55. While the Disaster Risk Management and Civil Protection Bill is still to be finalized, Zimbabwe's DRM system remains predominantly reactive, guided by the outdated Civil Protection Act of 1989.⁴⁴ Urban councils often lack a legal mandate and dedicated budget for DRM, leading to reliance on general funding for risk reduction activities. This results in limited capacity, coordination, and effectiveness in managing disasters. Early warning systems exist but suffer from issues related to timeliness, accuracy, and dissemination.

56. The National Social Protection Framework is fragmented, with limited coverage, especially concerning urban crises. Efforts to shift towards productive and shock-responsive programs face challenges including insufficient resources and coordination. Reaching vulnerable groups in urban areas is hindered by the lack of accurate baseline data, particularly in informal settlements and smaller towns. High population mobility and unclear urban boundaries further complicate targeting.

57. An intersectional analysis in Zimbabwe shows that women—particularly those in informal urban households—children (especially girls), persons with disabilities, and the elderly experience layered vulnerabilities. Roughly 39 percent of women report physical abuse and 12 percent report sexual violence since age 15, and pandemic-era lockdowns saw a 90 percent spike in calls to national GBV hotlines.⁴⁵ Persons with disabilities—estimated at 1.4 million or around 15 percent of the population—face exclusion due to inaccessible infrastructure and limited planning inclusion, despite the 2021 National Disability Policy and CRPD ratification.⁴⁶ Zimbabwe has acceded to CEDAW, CRPD, and the African Charter and enacted domestic laws including the 2013 Constitution (Sections 56, 83) and the Disability Act, and launched the Zimbabwe National Strategy to Prevent and Address GBV (2023–2030).⁴⁷ Aligning urban DRM, social protection, and planning with these normative frameworks is essential to ensure inclusive, gender-responsive, and rights-based resilience.

58. In conclusion, Zimbabwe's urban areas are characterized by rapid urbanization, economic vulnerabilities, and inadequate disaster risk management and social protection systems. Addressing these challenges requires integrated approaches that enhance planning capacities, strengthen DRM frameworks, and improve data collection to effectively support vulnerable urban populations

PHASE I (2021-2023)

59. The project adopts a national approach with focused implementation in the pilot cities of Mutare, Gweru, and Epworth. It is led by the Department of Civil Protection, with support from Provincial and District Development Coordinators who facilitate the local implementation of urban preparedness measures, particularly the updating of DRM plans. Key activities included identifying urban vulnerability hotspots,

⁴² UNESCO. 2024. *Despite Its Potential, Zimbabwe's Creative Economy Remains Largely Informal*.

<https://www.unesco.org/en/articles/new-ilo-unesco-report-despite-its-potential-zimbabwes-creative-economy-remains-largely-informal-and#:~:text=Story-,New%20ILO%20UNESCO%20report:%20Despite%20its%20potential%2C%20Zimbabwe's%20creative,workers%20employed%20by%20registered%20enterprises.>

⁴³ Institute for Security Studies. 2024. *Zimbabwe Country Profile*. ISS Africa Futures, 2024.

<https://futures.issafrica.org/geographic/countries/zimbabwe/>

⁴⁴ ActionAid Zimbabwe. 2023. *Government of Zimbabwe Urged to Finalise Disaster Risk Management Bill*.

<https://zimbabwe.actionaid.org/news/2023/government-zimbabwe-urged-finalise-disaster-risk-management-bill>

⁴⁵ UN Women. n.d. Zimbabwe: Ending violence against Women. https://africa.unwomen.org/en/where-we-are/eastern-and-southern-africa/zimbabwe/ending-violence-against-women?utm_source=chatgpt.com

⁴⁶ UNESCO. 2021. Zimbabwe launches National Disability Policy. https://www.unesco.org/en/articles/zimbabwe-launches-national-disability-policy?utm_source=chatgpt.com

⁴⁷ World Bank. 2024. Persistent Gender Disparities Hinder Women's Safety and Productivity in Zimbabwe.

https://www.worldbank.org/en/news/feature/2024/04/29/persistent-gender-disparities-hinder-women-s-safety-and-productivity-in-afe-zimbabwe?utm_source=chatgpt.com

calculating MEBs and TVs, updating provincial DRM plans, and conducting simulation exercises. One major challenge encountered was the unavailability of 2021 urban ZimVAC data, which limited assessment and monitoring efforts. Nonetheless, a key achievement was the incorporation of urban preparedness recommendations into provincial DRM planning frameworks.

60. **Results:**

- **Urban context analysis:** Urban context analysis and city profiles delivered; government entry points identified; SOPs developed and integrated into province DRM planning; urban contingency plans updated.
- **Urban vulnerability assessment:** Urban hotspots identified; qualitative MEBs designed.
- **Targeting and CBT:** SOPs for urban CBT developed, tailored for local use and aligned.

PHASE II (2024-2026)

61. The project is implemented at a national scope with a focus on pilot cities of Mutare, Gweru, Epworth, Bulawayo. Key actors include the Department of Civil Protection which is leading the overall initiative, and the provincial and district development coordinators who facilitate the local implementation of preparedness measures particularly the updating of urban DRM plans. Major activities include the refinement of disaster risk management plans for all cities, conducting flood risk modelling performed and data analysis, and organizing simulation exercises involving around 100 stakeholders engaging with civil protection structures. Agreements with cash distribution providers are in place and three city-to-city peer learning events were held to support cross-learning and capacity strengthening.

62. **Expected Results:**

- Urban DRM plans refined for all pilot cities
- Flood risk modelling performed; data analysis ongoing
- Simulation exercises involving ~100 stakeholders and civil protection structures
- Agreements established with cash distribution providers
- Three city-to-city peer learning events conducted
- Urban preparedness protocols designed, tested, operationalized
- Peer learning initiatives strengthened capacities
- NVAC methodology for urban vulnerability assessment tested and rolled out
- Market assessments conducted to analyse cash markets' response to shocks.

MADAGASCAR

Context

63. As of 2023, Madagascar's population reached approximately 31.2 million, with 40.6 percent residing in urban areas—a significant increase from 36.9 percent in 2021.⁴⁸ Urban growth is particularly notable in secondary cities and peri-urban areas, driven by internal migration due to factors such as declining soil fertility, climate-related hazards (e.g., cyclones, droughts), and the pursuit of better economic opportunities.

64. Madagascar remains one of the world's poorest countries, with an estimated 79.8 percent of the population living below the international poverty line of US\$ 2.15 per day in 2023.⁴⁹ Urban poverty has seen a significant rise, increasing by 31.5 percent over the past decade, particularly in secondary cities⁵⁰ The informal sector dominates the economy, accounting for approximately 95.1 percent of employment, with a

⁴⁸ Worldometer. 2025. *Madagascar Population (2025)*. <https://www.worldometers.info/world-population/madagascar-population/>

⁴⁹ World Bank. 2023. *Global Poverty Monitoring Technical Note: Madagascar*. https://databankfiles.worldbank.org/public/ddpext/download/poverty987B9C90-CB9F-4D93-AE8C-750588BF00QA/current/Global_POVEQ_MDG.pdf

⁵⁰ World Bank. 2023. *Madagascar Poverty Assessment: Navigating Two Decades of High Poverty and Charting a Course for Change*.

substantial proportion involving women.²⁷ This sector's instability and lack of social safety nets exacerbate vulnerabilities, especially among youth and households headed by women.⁵¹

65. Madagascar is highly susceptible to natural disasters, including cyclones, floods, and droughts. In early 2024, Cyclone Gamane resulted in at least 18 fatalities and displaced over 20,000 individuals.⁵² The BNGRC coordinates DRM efforts, focusing on preparedness and early warning systems. However, challenges persist at the local level, including limited resources, inadequate training, and fragmented data management, hindering effective response and resilience-building.

66. The Government of Madagascar has implemented social protection initiatives, such as the Social Safety Net Project, which supported 5.4 million people by 2024, with women comprising 74 percent of beneficiaries.⁵³ Programs like *Tosika Fameno* provided temporary cash assistance during the COVID-19 pandemic. Despite these efforts, the lack of a unified data platform and limited integration of urban-specific strategies impede the effectiveness of social protection measures in addressing urban vulnerabilities.

67. An intersectional analysis in Madagascar shows that women—particularly single mothers and young girls—Persons with Disabilities (PwD), and elderly residents in urban and peri-urban areas face layered vulnerabilities. Over 14 percent of women have experienced sexual violence in their lifetime, and 1 in 3 have faced physical or sexual partner violence, while many cases go unreported due to stigma and limited access to support services. PwD experience systemic exclusion: although Madagascar ratified the CRPD in 2014 and passed laws in 1998 and 2014 recognizing disability rights, only limited progress has been made in inclusive education and infrastructure. The government has enacted the 2019 Law on Gender-Based Violence and launched the National Campaign for 16 Days of Activism, aligned with CEDAW and the Maputo Protocol initiatives, fostering legal protections and service provision.⁵⁴ Strengthening urban DRM, social protection, and planning in line with these instruments is essential for building inclusive, equitable, and resilient urban futures.

68. Madagascar's rapid urbanization presents both opportunities and challenges. Addressing socio-economic vulnerabilities, enhancing disaster risk management, and strengthening social protection systems—particularly with an urban focus—are crucial for building resilience and improving the well-being of urban populations.

PHASE I (2021-2023)

69. The project is implemented at a national level with a focus on Antananarivo. Key actors include the Urban Technical Working Group co-led by the BNGRC and the municipality of Antananarivo and the MadVAC which spearheaded the testing and integration of urban vulnerability indicators into annual assessments. Major activities included drafting the Urban SOPs for preparedness coordination and vulnerability analysis, identifying urban hotspots, calculating MEBs and TVs, and conducting a 1,000-household survey in Antananarivo in November 2023. Key achievements include the collection of data to inform preparedness planning and the establishment of a dedicated urban-focused technical group.

70. Results:

- **Urban context analysis:** Context analysis and city profile produced; government entry points identified; SOPs developed and discussed at national level.
- **Urban vulnerability assessment:** Urban hotspots identified; urban MEBs designed; urban assessment tools adopted by MadVAC; vulnerability assessment conducted in Antananarivo in 2023.
- **Targeting and CBT:** SOPs for urban CBT developed and tailored for urban emergencies.

⁵¹ Bertelsmann Stiftung. 2024. *BTI 2024 Country Report — Madagascar*, BTI Project, 2024.: <https://bti-project.org/en/reports/country-report/MDG>

⁵² Reuters. 2024. *Madagascar Cyclone Gamane Kills at Least 11, Displaces Thousands*, Reuters, 29 March 2024. <https://www.reuters.com/world/africa/madagascar-cyclone-gamane-kills-least-11-displaces-thousands-government-says-2024-03-29/>

⁵³ World Bank. 2025. *Madagascar Overview*. <https://www.worldbank.org/en/country/madagascar/overview>

⁵⁴ Solidarity for African Women's rights. n.d. Protocol Watch: Madagascar. https://soawr.org/protocol_watch/madagascar/?utm_source=chatgpt.com

PHASE II (2024-2026)

71. The project has adopted a national scope in Madagascar, with a focus on Antananarivo and Toamasina. Key actors include the Urban Technical Working Group (co-led by BNGRC and the municipality of Antananarivo), MadVAC (leading urban vulnerability data collection), the National Meteorology Department (supporting hazard modelling), and the Ministry of Population (aligning efforts with the National Social Registry). Activities include integration of the Phase I urban protocol into the national contingency plan, with operationalization underway in Antananarivo. Flood risk modelling and analysis are ongoing, and an urban vulnerability assessment is planned. Capacity-strengthening activities are in progress, supported by an MoU with the Municipality of Antananarivo, and a similar agreement between WFP and the National Meteorology Department is being finalized.

72. **Expected Results:**

- Phase I urban protocol integration into national contingency plan underway.
- Flood risk modelling and analysis ongoing.
- Urban vulnerability assessment started (training, data collection and analysis); Urban vulnerability frameworks institutionalized via MadVAC.
- Capacity strengthening activities in progress.
- MoU in progress with Antananarivo Municipality; MoU between WFP and National Meteorology Department being finalized.

MOZAMBIQUE

Context

73. By 2023, 38.2 percent of Mozambique's population—about 13.2 million people—lived in urban areas, up from 1 million in 1975.^{55,56} (also, up from 34.1 percent in 2017). Urban growth continues at 4.1 percent annually, projected to reach 45 percent by 2050.⁵⁷ Major cities (Maputo, Matola, Beira, Nampula) host one-third of the urban population; two-thirds reside in rapidly growing small and medium towns linked to economic corridors.⁵⁸ The conflict in Cabo Delgado has further fuelled urban migration.⁵⁹

74. Urban infrastructure remains weak: in 2023, only 63 percent of urban households had electricity, 79 percent safe water, and 72 percent improved sanitation.⁶⁰ Over 70 percent live in informal settlements.⁶¹ Though cities generate over 55 percent of gross domestic product (GDP), they face inequality—Maputo shows both the highest GDP per capita and 36 percent poverty.⁶² Despite decentralization, municipalities receive

⁵⁵ United Nations, Department of Economic and Social Affairs, Population Division. 2019. World Urbanization Prospects 2018: Highlights. [chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/https://www.un.org/development/desa/pd/sites/www.un.org.development.desa.pd/files/files/documents/2020/Feb/un_2018_wup_highlights.pdf](https://www.un.org/development/desa/pd/sites/www.un.org.development.desa.pd/files/files/documents/2020/Feb/un_2018_wup_highlights.pdf)

⁵⁶ World Bank. 2023. Mozambique Urbanization Review: Accelerating Urbanization to Support Structural Transformation in Mozambique. <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/162881525419243468/accelerating-urbanization-to-support-structural-transformation-in-mozambique>

⁵⁷ Instituto Nacional de Estatística. 2023. Indicadores Socio-Demográficos - Moçambique 2006–2022. <http://ine.gov.mz/documents/20119/256243/Indicadores%20em%20Flash%20Agosto%202023%2018.8.23.pdf>

⁵⁸ Instituto Nacional de Estatística. 2017. IV General Census of Population and Housing, 2017 – Socio-demographic Indicators Mozambique. <https://www.ine.gov.mz/en/censo-2017>

⁵⁹ International Organization for Migration. 2025. Solutions Mobility Index Report – Cabo Delgado. <https://dtm.iom.int/reports/iom-mozambique-solutions-mobility-index-report-cabo-delgado-january-2025>

⁶⁰ UNICEF. 2023. Safe and Equitable WASH Services and Sustainable Climate and Environment – Mozambique Programme. <https://www.unicef.org/mozambique/en/safe-and-equitable-wash-services-and-live-safe-and-sustainable-climate-and-environment>

⁶¹ UN-Habitat. 2010. Mozambique Cities Profile: Maputo, Nacala and Manica. <https://unhabitat.org/sites/default/files/download-manager-files/Mozambique%20Cities%20Profile%20%2C%20MAPUTO%2C%20NACALA%20AND%20MANICA.pdf>

⁶² World Bank. 2023. Mozambique Economic Update: Shaping the Future – Why Services Matter for Growth and Jobs. <https://www.worldbank.org/en/country/mozambique/publication/mozambique-economic-update-meu>

only 1.5 percent of public expenditure and lack authority, staffing, and funding.⁶³ Urban issues are still marginal in national plans.⁶⁴

75. Mozambique is highly exposed to disasters. Cyclones Idai and Kenneth (2019) affected 1.7 million people, destroying 240,000 houses—60 percent in informal urban areas.⁶⁵ Cyclone Eloise (January 2021) struck the Sofala corridor barely two years later, displacing about 16 000 people and damaging roughly 17 000 houses. Recurrent floods, droughts, and coastal erosion worsen urban vulnerability.⁶⁶ Most recently, record-breaking Cyclone Freddy (March 2023) made a second land-fall near Quelimane with sustained winds of around 175 km/h after the longest track ever recorded for a tropical cyclone. The INGD oversees Mozambique's DRM system. Core national structures include: *Conselho Coordenador de Gestão de Calamidades* (CCGC) - a ministerial council guiding the DRM policy; *Conselho Técnico de Gestão das Calamidades* (CTGC) - coordinates operational planning; *Centro Nacional Operativo de Emergência* (CENOE) - a 24/7 national emergency operations center; *Unidade Nacional de Proteção Civil* (UNAPROC), the National Unit for Civil Protection in Mozambique - a civil protection force; Operating under the auspices of INGD, *Escritório de Coordenação da Reconstrução* (GACOR), the Office for Reconstruction Coordination oversees reconstruction and resettlement efforts, particularly following events such as floods and cyclones.⁶⁷

76. INGD functions at all levels are supported by CENOE. Municipalities are required to prepare contingency plans and establish DRM bodies such as Municipal Disaster Management Technical Council (CTGDM) and *Centro Operativo de Emergência Municipal* (COEM), though implementation is uneven.⁶⁸ Over 1,200 community DRM committees (*Comité Local de Gestão de Risco de Calamidades* (CLGRC)) support early warning and preparedness.⁶⁹ Yet, decentralization gaps, limited funding, and poor coordination remain challenges. Hazard mapping has improved through initiatives like GeoNode and World Bank-GFDRR. Tools such as UN-Habitat's CityRAP and community mapping enhance risk awareness. Mozambique's National Institute of Meteorology (INAM) and National Delegation of Hydraulic Resources Management (DNGRH) coordinate early warnings, using radio, SMS, and platforms like DataWinners, though information flow remains slow at local levels. Mozambique has shifted from emergency appeals to structured financing through the SISTAFE treasury system. Disaster risk is now integrated into cooperation frameworks. While social protection is constitutionally guaranteed, coverage is limited—reaching under 20 percent of the 13 million people living in poverty. Formal workers are covered, but the informal sector (80 percent of labour) is largely excluded. Benefits are minimal and systems fragmented, limiting coordination with DRM. COVID-19 prompted reforms and innovation in urban safety nets and payment systems.

77. An intersectional lens reveals that women, particularly those heading households (32 percent of Mozambican households), face heightened vulnerability in urban informal settlements, as they are overrepresented in the informal economy and disproportionately affected by gender-based violence—reported by 24 percent of women aged 15-49, though underreporting remains significant (INE-DHS, 2015). Persons with Disabilities (PwD) and elderly residents struggle with mobility and access to basic services,

⁶³ OECD. 2023. Fiscal Decentralisation Database – Mozambique. <https://www.oecd.org/tax/federalism/fiscal-decentralisation-database.htm>

⁶⁴ República de Moçambique. 2020. Programa Quinquenal do Governo. : 2020–2024. <https://www.mef.gov.mz/index.php/todas-publicacoes/instrumentos-de-gestao-economica-e-social/programa-quinquenal-do-governo-pqg/pqgdoismilevinte-doismilevinteequatro/919-pqg-2020-2024-aprovado-pela-assembleia-da-republica/file>

⁶⁵ Post- Cyclone Idai Cabinet for Reconstruction. 2019. Mozambique Cyclone Idai Post-Disaster Needs Assessment: Executive Summary (gfdrr.org 2019)

⁶⁶ World bank. 2023. Mozambique Country Climate and Development Report (CCDR). <https://www.worldbank.org/en/country/mozambique/publication/mozambique-afe-country-climate-and-development-report-ccdr>

⁶⁷ Global Facility for Disaster Reduction and Recovery. 2023. Mozambique Urban and Housing Resilience Mapping and Guidelines. <https://www.gfdrr.org/en/region/mozambique>

⁶⁸ Instituto Nacional de Gestão e Redução do Riscos de Desastre. 2023. Mid-Term Review of the Implementation of the Sendai Framework for Disaster Risk Reduction – Mozambique Voluntary Report. https://ingd.gov.mz/wp-content/uploads/2023/05/Mozambique-Voluntary-Report-MTR-SF-Synthesis_V5AA_Versao-Final_ENG.pdf

⁶⁹ International Federation of Red Cross and Red Crescent Societies. 2023. *Community Preparedness Review 2023*, IFRC, Geneva, 2023. <https://disasterlaw.ifrc.org/node/1009>

especially during disasters. Mozambique has ratified key normative instruments including CEDAW (1997), the Maputo Protocol (2005), and the CRPD (2012), and has adopted national laws such as the Law on Domestic Violence (2009) and the Disability Law (2012). Yet, enforcement and mainstreaming into urban DRM and social protection strategies remain limited. Strengthening the integration of these frameworks into municipal contingency plans, risk reduction policies, and social assistance programs is essential for building inclusive, resilient urban systems.

PHASE I (2021-2023)

78. The RUP project is implemented at the national level with a focus on the cities of Beira, Pemba, Quelimane, and Tete. The INGD leads the overall implementation, while SETSAN led in the testing and collecting of urban vulnerability indicators to strengthen annual assessments. The National Institute for Social Action (INAS) contributes by supporting the alignment of urban vulnerability criteria with social protection systems. Key actions include identifying the urban hotspots, calculating MEBs and transfer values, drafting the Urban SOPs in Tete, and conducting both a simulation and an UVA in Tete. Emerging insights have highlighted the need for ISOP validation and further refinement of urban preparedness approaches.

79. Results:

- Urban context analysis: Context analysis and city profiles delivered; government entry points identified; SOPs tested.
- Urban vulnerability assessment: Urban hotspots identified; MEBs designed; tools adopted by SETSAN; urban assessment conducted in Tete.
- Targeting and CBT: SOPs for urban CBT developed, adapted for urban contexts.

PHASE II (2024-2026)

80. The RUP project takes on a national scope, targeting the urban areas of Beira, Pemba, Quelimane, and Tete. Key actors include INGD, which leads the overall initiative; SETSAN, responsible for testing and collecting urban vulnerability indicators to enhance annual assessments; and INAS, which supports the alignment of urban vulnerability criteria with social protection systems. Key activities include the development of an emergency response coordination SOP for Beira, drawing from the 2023 simulation in Tete; data collection and analysis for the urban vulnerability assessment with SETSAN; and ongoing efforts to finalize a draft MoU between INGD and INAS to strengthen coordination in emergency response.

81. Expected Results:

- Emergency response coordination SOP developed for Beira (drawing on Tete 2023).
- Flood risk data collected and modelling underway.
- Data collection and analysis for urban vulnerability assessment (SETSAN) finalised.
- Draft MoU between INGD and INAS under finalization for improved emergency response coordination.
- Urban CBT protocols developed to support anticipatory action and response.
- Market assessments conducted to inform urban CBT design.

Annex 11. Documents library

82. Lesotho

- LVAC Urban household level quantitative survey datasets and reports (2023, 2024 and 2025)
- Results from primary qualitative vulnerability and essential needs assessments
- Lesotho Government's SOPs on coordination, vulnerability and targeting
- RUP I Inception and validation workshop reports
- RUP inception workshop report 2024
- Results from country capacity strengthening monitoring tools administered pre and post workshops and trainings
- National Dialogue Report
- LVAC MEB Training PowerPoint (PPT) and Report.

83. Mozambique

- SETSAN Urban household level quantitative survey datasets and reports from Cabo Delgado (2023) and Beira (2025). IOF dataset can be provided if considered necessary (it was used to build the first MEB simulation for Mozambique under the project in 2022).
- Results from primary qualitative vulnerability and essential needs assessments
- RUP I Inception and validation workshop reports
- RUP II inception workshop report 2024.

84. Zimbabwe

- ZimLAC urban report 2023, 2024
- Results from primary qualitative vulnerability and essential needs assessments
- Zimbabwe's DRM Plans in urban districts
- RUP I inception and validation workshop reports
- RUP II inception workshop report 2024.

85. Madagascar

- MVAC Urban Household level quantitative survey datasets from Antananarivo (2023, 2025)
- Results from primary qualitative vulnerability and essential needs assessments
- RUP I Inception and validation workshop reports
- RUP II inception workshop report 2025.

86. Regional level

- ECHO SAIO Phase I: Proposal and final report
- ECHO SAIO Top up document and implementation plan
- ECHO SAIO Phase II: Proposal, interim report
- Phase II ECHO Submission documents, including budget, theory of change, logical framework and monitoring framework
- RUP II Partners agreements and annexes
- RUP II partners documents: narrative and financial submissions, methodologies and reports
- RUP Project Regional ToRs from Phase I & II
- RUP Phase II Thematic ToRs
- RUP Phase I Brochures (overview, methodology, COs)
- RUP Phase I VAM results reports and tools
- WFP Global Urban Strategy.

87. Phase I: Regional and International Events

- World Cities Day PPT
- Africities PPTs and Report
- WUF dissemination products, PPTs and Report
- SocialProtection.Org Webinar
- Regional Technical Consultation PPTs and Report.

88. Phase II: Regional and international events

- SAIO: In-person Namibia Workshop, reports and presentations from online SAIO sessions 2024
- Malawi Exchange on Logistics and Prepositioning Brochure and Report
- Presentations from key stakeholder meetings including 2023/2024 RVAA Dissemination workshop PPTs/Synthesis Report,
- 2025 RVAA AOM Meeting PPTs and Report
- Evi4Dev Presentation
- Seychelles VAM Scoping Workshop PPTs and Report
- Project Theory of Change ([Annex 8](#)).

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