

# Sudan Emergency Wheat Production Project Final Evaluation(2022 -2025)



Decentralized evaluation  
Terms of reference

August 2025

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# 1. Introduction

1. WFP Sudan is commissioning a decentralized evaluation of the Sudan Emergency Wheat Production Project (SEWPP). The project is funded by the African Development Bank and implemented by WFP in Sudan.
2. These terms of reference (ToR) were prepared by the WFP Sudan Country Office based on an initial document review and consultation with stakeholders. The purpose of these terms of reference is to provide key information to stakeholders about the evaluation of the Sudan Emergency Wheat Production Project, to guide the evaluation team and to specify expectations during the various phases of the evaluation.
3. The project was developed to scale up wheat production and productivity in Sudan to mitigate the impact of the Russia-Ukraine crisis on food security and help Sudan achieve self-sufficiency in wheat production in the short/medium term and become a major exporter in the long-term. To achieve this, the project specifically seeks to increase production, productivity, and profitability of local wheat production by scaling up the delivery of certified seeds of climate resilient wheat varieties and fertilizers to smallholder farmers.
4. With funding from the African Development Bank to the value of USD 76 million, plus USD 3.2 million co-funding from WFP, the project is implemented by WFP in River Nile, White Nile, Northern states and in New Halfa and Gezira schemes. The project started in November 2022 and was set to end in December 2024. However, following the project's successful implementation and to ensure completion of all planned activities, the project was extended for an additional twelve months until December 2025. In addition to input distribution, the project provided combine harvesters to farmer aggregation centers to improve harvesting efficiency and reduce losses. Capacity building for extension workers and farmer cooperatives was also carried out to strengthen skills in climate-smart wheat production and post-harvest handling.
5. With the project scheduled to close in December 2025, and WFP and AfDB entering phase two of the project from July 2025, WFP is commissioning an evaluation of the project to assess its performance, effectiveness, and impact and to establish lessons learnt and draw best practices. The evaluation will inform phase two of the Sudan Emergency Wheat Production Project and other investments in Sudan's agriculture sector, funded by the African Development Bank and other development partners. The evaluation will cover the period from September 2022 – September 2025, corresponding to the duration of the project planning and implementation, with consultations to be conducted with key stakeholders.

## 2. Reasons for the evaluation

### 2.1. Rationale

6. The African Development Bank (AfDB) requires a final evaluation of the SEWPP to assess the project and to inform future investment decisions. The evaluation will build on outcome and output monitoring conducted throughout the project by WFP and will help determine whether the project met its goals and how it can be improved or replicated.
7. The evaluation will provide evidence-based findings to inform operational and strategic decision-making for WFP, African Development Bank and other key stakeholders. Findings will be shared internally within WFP and with the African Development Bank, the Government of Sudan and other key stakeholders with the primary goal of incorporating lessons learnt into future programming and operational decision making.
8. Through leveraging lessons learned, best practices and recommendations, the evaluation will also be used by WFP and AfDB to inform the design and implementation of phase two of the Sudan Emergency Wheat Production and other agriculture development projects in the wheat sector in Sudan across other fragile or food-insecure contexts, AfDB supports. The evaluation will furthermore support other key stakeholders, including the Government of Sudan in developing longer-term policies and strategies to strengthen agricultural development in the wheat sector. Strengthening institutional knowledge, the evaluation will feed into AfDB's internal knowledge base, helping technical teams, policymakers, and Task Team Leaders build on proven methods. It will also support the harmonization of approaches with other development partners like FAO and/or national ministries and will feed into policy dialogues with national governments and regional bodies.

### 2.2. Objectives

9. The evaluation key objectives include the following:
  - **Accountability:** The evaluation will assess and report on the performance and results of the Sudan Emergency Wheat Production Project phase one and establish how and why the results were achieved or not achieved.
  - **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 also provide evidence-based findings to inform operational and strategic decision-making. Based on a specific request from AfDB, a comprehensive and **standalone lessons learned report** will be developed, reflecting key lessons learned from the project. This will be actively disseminated, and lessons will be incorporated into relevant lesson-sharing systems.
10. While both accountability and learning are essential pillars of this evaluation, greater emphasis will be placed on the learning objective. This prioritization reflects a strategic intent to not only understand what was achieved in phase one of the Sudan Emergency Wheat Production Project, but to deeply explore how and why those outcomes materialized—or fell short. By focusing on implementation dynamics, unintended consequences, and the contextual factors that shaped results, the evaluation aims to generate actionable insights and practical lessons. These findings will be synthesized into a standalone lesson learned report, as requested by AfDB, and actively disseminated to inform future programming and strategic decision-making.

### 2.3. Key stakeholders

11. The evaluation will seek the views of, and be useful to, a broad range of WFP internal and external stakeholders. WFP internal stakeholders include key staff members who played a key role in the design and implementation of phase one of the Sudan Emergency Wheat Production Project and will be

beginning the implementation of phase two of the project in 2026.

12. External stakeholders include the African Development Bank which provided a total of USD 76 million for phase one of the project and plans to commit a further USD 96 million towards the project's second phase. Given the strategic importance of wheat to national food security and the government's mandate over agriculture and development coordination, Government officials, including the Ministry of Finance and Ministry of Agriculture will be engaged to share insights, in addition to private sector partners and other government and development actors who supported the implementation of the project. Table 1 provides a preliminary stakeholder analysis, which should be deepened by the evaluation team as part of the inception phase.
13. Accountability to affected populations is tied to WFP commitments to include beneficiaries as key stakeholders in WFP work. WFP is committed to ensuring gender equality, equity, and inclusion in the evaluation process, with participation and consultation in the evaluation of women and men from different groups.

**Table 1: Preliminary stakeholder analysis**

Stakeholders	Interest and involvement in the evaluation
<b>Internal (WFP) stakeholders</b>	
<b>WFP country office (CO) in Sudan</b>	<b>Key informant and primary stakeholder</b> - Responsible for the planning and implementation of WFP interventions at country level. The country office has an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries and partners for performance and results of its programmes. The country office will be involved in using evaluation findings for programme implementation, supporting programme design and strengthening engagement with strategic partners, including the Government of Sudan, donors, cooperating partners (local and international NGOs) and the private sector.
<b>WFP field offices in River Nile, White Nile and Northern States and New Halfa and Gezira Schemes</b>	<b>Key informant and primary stakeholder</b> - Responsible for day-to-day programme implementation. The field offices liaise with stakeholders at decentralized levels and have direct beneficiary contact.
<b>Regional Office for East and Central Africa</b>	<b>Key informant and primary stakeholder</b> - Responsible for both oversight of country offices and technical guidance and support, the regional office 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 evaluation team support country office to ensure a quality, credible and useful evaluation.
<b>Multilateral and Programme Country Partnerships Division (HQ)</b>	<b>Secondary stakeholder</b> - responsible for providing technical guidance to Country Offices and supporting advocacy and partnership opportunities. The Multilateral and Programme Country Division 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 global priorities and where applicable to apply this learning to other Country Offices.
<b>External stakeholders</b>	

Stakeholders	Interest and involvement in the evaluation
<b>Beneficiaries – (smallholder farmers and farmer cooperatives, local communities)</b>	<b>Key informants and primary stakeholders</b> - As the ultimate recipients of assistance, beneficiaries have a stake in WFP determining whether its programming is appropriate and effective. As such, the level of participation in the evaluation of women and men from different groups will be determined and their respective perspectives will be sought.
<b>Government (Ministry of Finance and Economic Planning, Ministry of Agriculture) at federal and state level</b>	<b>Key informants and primary stakeholder</b> - The Government 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 particular interest. Consultations with government will focus on areas including national coordination and oversight, capacity strengthening and institutional learning and sustainability.
<b>Cooperating partners</b>	<b>Secondary stakeholder</b> – this includes WFP’s partners in implementing the project, such as the Agricultural Research Corporation. 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.
<b>Private sector partners</b>	<b>Secondary stakeholder</b> – this includes private sector partners who supplied agricultural inputs such as seeds and fertiliser, as well as those engaged in the market. Other private sector such as machinery (Harvesters) and Hermetic Bags suppliers can be included.
<b>United Nations country team (UNCT) [FAO and others]</b>	<b>Secondary stakeholder</b> - 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 under the UN country development framework. Various agencies are also direct partners of WFP at policy and activity level hence may have important views and opinions on the project.
<b>African Development Bank</b>	<b>Primary stakeholders</b> -the project has been funded by the African Development Bank. They have 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.

14. The list of stakeholders will be reviewed during the inception phase with further stakeholder mapping being part of the deliverables of the evaluation team during the inception.

# 3. Context and Subject of the evaluation

## 3.1. Context

15. The **Sudan Wheat Emergency Production Project** was launched in late 2022 against a backdrop of deepening poverty, worsening food insecurity, and escalating conflict. It aimed to bolster local wheat production in a country that has long been import-dependent, producing only **20–30%** of its wheat needs, while confronting compounding shocks including economic collapse, climate stress, global supply disruptions, and political instability. Rising heat and drought threaten wheat yields and irrigation. Land degradation adds to the strain.
16. By 2022, **over 15 million people in Sudan were food insecure**, a sharp increase from 9.8 million in 2020.<sup>1</sup> This deterioration was driven by soaring inflation, the devaluation of the Sudanese pound, and the war in Ukraine, which disrupted global wheat markets and inflated import prices. The rising cost of wheat—an essential urban staple—hit the poorest hardest, especially amid widespread subsidy cuts.
17. Agriculture and climate issues in Sudan are deeply intertwined, creating a feedback loop of vulnerability and disruption. Sudan's agriculture is predominantly rain-fed, with over 85% of cultivated land relying on seasonal rainfall<sup>2</sup>. This makes the sector highly sensitive to climate variability. Erratic rainfall patterns, prolonged droughts, and sudden floods have led to (1) crop failures with staple crops like sorghum, millet, and wheat suffering from inconsistent water supply, reducing yields and increasing food insecurity<sup>3</sup>; (2) pasture degradation affecting livestock systems, especially nomadic and transhumant, struggle as rangelands dry up, leading to overgrazing and conflict over grazing areas<sup>2</sup> and (3) desertification hence expanded desert boundaries have pushed fertile zones southward, shrinking arable land and intensifying competition for resources<sup>2</sup>. In addition, conflict and displacement due to scarcity of land and water fuels tribal and intercommunal tensions, displacing farming communities and undermining agricultural stability<sup>3</sup>.
18. Sudan's progress on **Sustainable Development Goals (SDGs)**, especially **SDG 1 (No Poverty)** and **SDG 2 (Zero Hunger)**, has been regressing. **Child stunting affects 36%** of under-fives, and **wasting remains at emergency levels (16%)**, particularly in conflict-affected regions like Darfur, South Kordofan, and parts of Kassala. The wheat sector, although vital to food security, remains vulnerable to climate shocks, fuel shortages, and fluctuating global input prices.
19. Sudan has prioritized agricultural self-sufficiency and reducing dependence on imports as key national goals. Yet progress has been constrained by limited government capacity—undermined by chronic underfunding, persistent governance instability, and a restricted presence in rural areas where support is most needed. These priorities are articulated in Sudan's institutional and sectoral frameworks for agricultural development, aligning with the Sudan National Agriculture Investment Plan (NAIP), particularly in the areas of increasing productivity, strengthening value chains, achieving food and nutrition security, and promoting inclusive rural development. Within the national agricultural policy context more broadly, wheat self-sufficiency was one of the government's key goals. The transitional government (before April 2023) had prioritized expanding irrigated wheat areas to reduce reliance on imports. Subsidies for fuel and irrigation water were intermittently provided.
20. Nearly two years of **conflict** has plunged Sudan into a dire humanitarian crisis. Sudan is currently facing the world's largest hunger catastrophe, with over 24.6 million people (64% of the population)

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<sup>1</sup> Based on Integrated Phase Classification analysis.

<sup>2</sup> [Sudan's climate policy initiatives](#)

<sup>3</sup> [Agriculture and land use studies](#)

experiencing food insecurity, including 1.7 million people in famine or risk of famine.<sup>4</sup> Continued hostilities have severely disrupted farming activities and exacerbated the cost of production, with farmers abandoning their farmlands, and suffering from looting of physical assets, and destruction of stocks of produce. Input supply networks, market access, connective infrastructure, water sources and transport logistics have all been negatively affected, creating significant barriers to farming and agribusinesses in both rainfed and irrigated sectors. Subsequently, farmers and their communities have resorted to negative coping mechanisms such as selling productive assets, reducing meals, or engaging in risky activities (e.g., collecting firewood in insecure areas). The conflict displaced farmers, and caused major losses in production areas, particularly Gezira and White Nile, which previously accounted for a significant share of wheat output.

21. The conflict has deepened humanitarian needs while shifting aid priorities. Major donors like USAID, the EU, and UN agencies have redirected resources toward life-saving assistance, with the **2024 Humanitarian Response Plan seeking \$2.7 billion—yet only 12% was funded by May 2024**. While WFP and FAO maintain a presence in agricultural recovery efforts, these are constrained by access and limited funding.
22. **Gender inequality** further compounds vulnerability. Women—especially those heading households—are more likely to be food insecure, yet they have limited access to land, agricultural inputs, credit, and extension services. While Sudan has adopted policies such as a National Gender Policy and is party to CEDAW (with reservations), **implementation remains fragmented** and under-resourced. The wheat value chain remains largely male-dominated, (approximately 84 percent of farmers are men)<sup>5</sup> and women's roles are often informal or unpaid, despite their critical contributions, especially during times of crisis.

### 3.2. Subject of Evaluation

23. The **Sudan Emergency Wheat Production Project (SEWPP)** documents, including the concept note and project appraisal documents, were originally developed in 2021 by the **African Development Bank (AfDB)** in collaboration with the **Government of Sudan**. However, following the political developments in Sudan, including the 2021 military takeover and the subsequent suspension of transitional government structures, international donors adopted a cautious stance on funding flows. In line with donor policies to avoid **direct** financial transfers to government entities during periods of political instability and to ensure transparency and fiduciary oversight, the AfDB decided not to channel funds directly through the Government of Sudan. To safeguard the project's continuity and ensure that resources would still reach intended beneficiaries, the AfDB selected the **World Food Programme (WFP)** as a neutral and trusted third-party implementing agency. WFP's existing operational footprint in Sudan, its capacity to manage large-scale agricultural interventions, and its compliance with donor fiduciary requirements made it a suitable choice to oversee the project's implementation.
24. The Sudan Wheat Emergency Production Project is a resilience-focused, emergency agricultural intervention. The project supports national food security by boosting local wheat production to reduce dependency on imports, increase self-sufficiency, and stabilize market prices during a period of acute food insecurity. The intervention combines in-kind input distribution with technical assistance, targeting smallholder farmers in areas with viable irrigation and relative security. Where the project targets are in the last season Northern State, and River Nile State.
25. The Wheat Emergency Production Project aligns with WFP's broader food systems strategy, seeking not just to deliver immediate support but to reinforce local production systems and reduce dependency on volatile imports. This integrated approach is essential in a context where acute needs are growing, yet

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<sup>4</sup> IPC\_Sudan\_Acute\_Food\_Insecurity\_Oct2024\_May2025.

<sup>5</sup> <https://cgspace.cgiar.org/server/api/core/bitstreams/1afd3a25-04ba-40e6-aa87-fd7ca8e6c5ef/content>

longer-term food system resilience is crucial to preventing recurrent crises.

26. Spanning various seasons from 2022 to 2025, the project has steadily evolved in scope, geographic focus, and operational strategy in response to shifting priorities, resource constraints, and conflict-related disruptions. The project in the 1st and 2nd season (2022-2023 and 2023-2024) targeted five wheat productions areas (Gezira Scheme, New Halfa Scheme, White Nile State, River Nile State, and Northern State). In the third season (2024-2025), the project under no-cost extension targeted Northern State and included River Nile State with extra support provided from WFP co-financing. The project managed to support farmers through harvest season 2024. However, by the third season (2024/2025), activities were deprioritized due to logistical constraints and limited resources for no-cost extension approved by the bank, despite the scheme remaining functional. Similarly in White Nile State, the deterioration in the security situation in 2024 and reduced government support for wheat cultivation resulted in declining production. The project phased out in 2024 due to shifting priorities and resources and not included in the no-cost extension approved by the bank, with focus shifting northward. On a No-Cost Extension, the project duration was extended to December 2025 due to conflict-induced disruptions. Technical adjustments were also made regarding the input package provided, based on local fertilizer supply constraints in 2023.
27. During the implementation of the project, several design adjustments were made due to the impact of the conflict. Gezira scheme was historically the largest irrigated agricultural scheme in Sudan, critical for wheat production. The outbreak of war in April 2023 severely impacted Gezira, leading to mass displacement and the occupation of the scheme by armed groups by late 2023. By mid-2024, production largely halted, with most farmers displaced and WFP unable to continue operations due to security and access restrictions. The agricultural sector in Gezira effectively collapsed, and the scheme was excluded from the third season (2024–2025) activities. New Halfa Scheme was relatively stable, with a mix of displaced communities and settled farmers benefiting from the project's seed distribution and training. After the escalation of conflict in neighboring areas, New Halfa became a destination for displaced populations, increasing pressure on resources.
28. Prior to the war, River Nile State was a stable semi-arid area with irrigated farming along the Nile, crucial for national wheat supply. Following the war this remained one of the few accessible and wheat producing regions throughout the conflict. During the third season (2024 – 2025), beneficiaries in the state received co-financing support from WFP to scale up input support, storage technologies and extension services. The area benefited from the shift of displaced farmers from conflict areas, bolstering production, but also increasing demand for inputs and land. Similarly Northern State became the core focus of wheat production in 2024 – 2025, as other locations became inaccessible or insecure due to conflict. The project also shifted towards increased investment in storage, mechanization and farmer cooperatives, ensuring continuity of production despite national instability.
29. **Logical Framework and Theory of Change:** The project's Theory of Change is based on the assumption that increasing smallholder access to quality inputs, combined with technical support, will lead to higher wheat yields, improved household food security, and reduced import dependency. This will also contribute to the stabilization of local markets and enhanced community resilience. The results framework for this project was initially developed by the African Development Bank (AfDB), as the project was originally intended to be implemented by the Government of Sudan. It was later revised and updated by the Monitoring and Evaluation team at WFP. The updated results framework is provided in Annex 5. Expected outcomes include (i) Increased wheat production among smallholder farmers (measured in MT per hectare), (ii) Strengthened household food security and reduced vulnerability to price shocks, (iii) Improved self-sufficiency and reduced national dependency on wheat imports, and (iv) Enhanced technical capacity of farmers in sustainable production methods.
30. **Partners:** The main project partners are the Government of Sudan: Minister of Finance and Planning (MoFP), Agricultural Research Corporation (ARC), Ministry of Agriculture and Forests (MoAF); State Ministry of Production and Economic Resources (White Nile, River Nile, and Northern States, plus Gezira and New Halfa Schemes). WFP also engaged with private sector partners, specifically local agricultural cooperatives, seed producers and fertilizer suppliers.

31. The project in all seasons provided inputs (certified wheat seeds, DAP fertilizer, and Urea fertilizer) as subsidy to smallholder wheat farmers (5 feddans and less; 1 ha = 2.4 feddan). The project inputs distributed these inputs in the 1st to about 50,000 farmers, in 2nd season to about 200,000 farmers, and in the 3rd season to about 50,000 farmers. During harvest year 2024 the project provided combine harvesters to selected farmers cooperatives in River Nile and Northern States (7 in Northern and 5 in River Nile). Throughout its duration, the project has had significant achievements, including providing 313,368 wheat producing smallholder farmers with 16,818 metric tons of certified heat tolerant wheat seeds and 41,621 metric tons of fertilizer (DAP and urea), covering 307,567 hectares of land. Due to the provision of these critical inputs, total wheat production peaked at 233,639 metric tons in the first season (2022/2023) and 645,139 metric tons in the second season (2023/2024), accounting for 62 percent and 85 percent of Sudan's total production, respectively. Wheat productivity furthermore improved from 2.5 metric tons per hectare to 2.9 metric tons per hectare in the first season and further increased to 3.6 metric tons per hectare in the second season.
32. **Previous evaluations and monitoring insights:** No prior standalone evaluation of this specific wheat production intervention has been conducted. However, monitoring reports (2022 and 2023 seasons) indicate:
- 15–25% increase in yield per hectare among supported farmers
  - High satisfaction with seed quality but challenges with late delivery of inputs
  - Inadequate post-harvest infrastructure noted as a constraint
  - Gender inclusion targets partially met; implementation gaps in women's training access
33. **Gender Equality, Equity, and Inclusion Dimensions:** While no standalone GEWE analysis was undertaken during the project design phase, gender considerations were integrated into targeting and planning through the CSP gender mainstreaming strategy. The project sought to include at least 30% female-headed households and promote equal participation in training and leadership of cooperatives. However, limited field capacity and traditional norms constrained implementation of inclusive approaches. The evaluation will examine the extent to which gender and inclusion was realized in practice and inform future design.
34. In an effort to understand the challenges women face in engaging with wheat production, a conversation was held by gender officers with a pioneering woman farmer involved in the project, alongside a focus group discussion (FGD) with several women in River Nile State. The findings revealed multiple barriers to women's participation. One of the most prominent challenges in River Nile, and to a lesser extent in other SWEPP states, is social stigma. Women reported facing community backlash, including harassment and blame, for participating in what is traditionally considered "men's work." One woman shared that her involvement in the wheat project led to significant confrontation from her community, who viewed her actions as inappropriate. Another major barrier to women's engagement in wheat production in Sudan is access to land. While Sudanese statutory law formally permits women to own land, in practice, customary laws and traditional norms often override these legal provisions. As a result, land is typically allocated to men, leaving women without secure land tenure. This legal pluralism—where customary and statutory systems coexist—creates inconsistencies that disproportionately disadvantage women. Without land ownership, women are also excluded from accessing financial resources, such as credit, which usually requires collateral in the form of land or other assets.

## 4. Evaluation scope, criteria and questions

### 4.1. Scope

35. The evaluation will cover the WFP Sudan Emergency Wheat Production Project. The project is implemented primarily in first two seasons (2022/2023 and 2023/2024) in the 5 originally targeted areas (Gezira and New Halfa Schemes, White Nile, River Nile and Northern States). For the third season (2024/2025) the project was implemented only in Northern and River Nile States. These locations were selected based on relative access, capacity for production, and the state's contribution to national wheat output.
36. The evaluation will cover the full implementation period of the SEWPP, spanning from its inception in November 2022 through to its scheduled conclusion in December 2025. However, the evaluation will cover up to September 2025. Geographically, the evaluation will encompass all five originally targeted areas—Gezira and New Halfa Schemes, White Nile, River Nile, and Northern States—with a focus on Northern and River Nile States during the final season (2024/2025), where activities were concentrated due to access and operational feasibility. The scope includes all components of the project, assessing both the in-kind input distribution (certified seeds, fertilizers, and agricultural machinery) and the technical assistance provided to smallholder farmers. The evaluation will specifically target smallholder wheat producers, with deliberate inclusion of women-headed households, youth, and other marginalized groups. Gender equality, equity, and inclusion are integral to the scope of analysis, requiring disaggregated data collection by sex, age, and diversity to assess differential impacts and participation. The evaluation will examine how well the project addressed barriers to inclusion and whether its design and implementation promoted equitable access to resources, training, and decision-making opportunities across all target groups.
37. As part of the evaluation process, the evaluation team will need to prepare a report on lessons learned from SEWPP interventions in the target states. The purpose of the lessons learned is to identify key successes, challenges, and areas for improvement to inform future programming and policy-making, ensure sustainability and scalability of effective interventions and strengthen collaboration between government and other key stakeholders. Lessons should address technical, social, and operational dimensions (e.g., input supply chains, gender equity, climate-smart practices) and include concrete recommendations for adaptive management. The lessons learned report should highlight (i) key successes and best practices, (ii) challenges and how they were addressed and (iii) reflections on project intervention areas and lessons learned and recommendations for each, including:
  - provision of climate-smart agricultural inputs
  - seed and fertilizer selection, availability and distribution
  - climate adaptation and water management
  - postharvest loss management and storage
  - market access and infrastructure development
  - capacity-Building & Systems Strengthening
  - procurement and supply chain efficiency
  - monitoring, evaluation and learning
  - gender and social inclusion
  - stakeholder engagement

## 4.2. Evaluation Criteria and Questions

38. The evaluation will apply the international evaluation criteria. These criteria form a core reference for evaluating development and humanitarian interventions and include relevance, coherence, effectiveness, efficiency, impact, and sustainability and connectedness.
39. The evaluation must assess the incorporation of gender, equity, and broader inclusion objectives, alongside the principles of Gender Equality and Women's Empowerment (GEWE) mainstreaming, within the intervention's design. Furthermore, it is essential to determine whether the evaluation has adhered to the objectives set forth by WFP and those established system-wide concerning GEWE. The dimensions of gender, equity, and broader inclusion should be effectively integrated into all relevant evaluation criteria.
40. The questions are summarised in Table 1 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 SEWPP (accountability), to inform future strategic and operational decisions.

**Table 2: Evaluation questions and criteria**

Evaluation questions		Criteria
<b>EQ1 – To what extent did the SEWPP objectives align with the immediate needs of beneficiaries (Wheat Smallholder farmers) in Sudan?</b>		<b>Relevance</b>
1.1	Is the project development objective and project design aligned with the needs and priorities of the government, beneficiaries (especially women, youth, and marginalized groups) and other key stakeholders	
1.2	How relevant was the project design to achieving the development objectives while considering the dynamic context?	
<b>EQ2 – To what extent were the project's intended outcomes (e.g., increased wheat production, productivity, and improved food security) achieved?</b>		<b>Effectiveness</b>
2.1	To what extent have the intended outputs and outcomes (overall and across different groups, including men, women, and youths) been achieved (or are likely to be achieved)?	
2.2	Were there unintended outcomes (positive or negative)? If so, what were they, and how did they arise?	
2.3	Which project interventions (e.g., provision of improved seeds, fertilizers, harvester machinery, hermetic technology) contributed most to changes in production and productivity?	
<b>EQ3 – Were resources (financial, human, technical) allocated and utilized optimally to deliver results?</b>		<b>Efficiency</b>
3.1	How efficiently were project resources (financial, human, technical) used to achieve project outcomes and outputs	
3.2	Were inputs (e.g., seed distribution, training) delivered on time? If not, what caused delays?	

<b>EQ4 – How compatible was SEWPP with other agricultural interventions (e.g., FAO programs, IFAD, and government initiatives) in Sudan?</b>		<b>Coherence</b>
4.1	Were there synergies between SEWPP and other humanitarian/development efforts with other partners in the country?	
<b>EQ5 – What differences is the interventions is making?</b>		<b>Impact</b>
5.1	To what extent has the project led to changes in the economic status of smallholder wheat farmers and their household in the states (overall and across different groups, including men, women, and youths)?	
<b>EQ6 – How did the project address cross-cutting challenges (e.g., conflict sensitivity, climate resilience)?</b>		<b>Connectedness</b>
6.1	To what extent did the programme implementation consider and mitigate potential conflict risks, particularly in areas affected by displacement or intercommunal tensions?	
6.2	To what extent did the programme incorporate climate-resilient agricultural practices to ensure sustainability of wheat production in the face of climate variability and shocks?	
<b>EQ7- To what extent will the net benefits of the intervention continue or are likely to continue?</b>		<b>Sustainability</b>
7.1	To what extent is it likely that the benefits, structures, and processes that have been established will continue after the project's work ceases?	
7.2	To what extent did the project address risks during implementation and put in place mechanisms to ensure the continued flow of benefits after project completion?	

# 5. Methodological approach and ethical considerations

## 5.1. Evaluation Approach

41. The evaluation of the SEWPP will adopt a mixed-methods theory-based approach, that prioritizes impartiality and minimizes bias. This will be achieved through systematic triangulation of diverse data sources—including project documents, monitoring reports, national policy frameworks, and stakeholder testimonies—combined with both quantitative and qualitative methods. Household surveys, gender-segregated focus group discussions, and key informant interviews will be conducted across the five implementation areas, with particular attention to Northern and River Nile States during the final season. The methodology will ensure representation of a wide range of stakeholder groups, including smallholder farmers, government officials, private sector actors, and development partners, while actively seeking the perspectives of women, youth, and other marginalized groups. Data collection will be disaggregated by sex, age, and diversity to enable a robust analysis of gender and equity dimensions. The evaluation team will also incorporate direct observation in selected field sites and apply cross-evaluator validation to strengthen reliability. Recognizing potential constraints related to access, security, and data availability, the methodology will be adapted to ensure feasibility within the available budget and timeline. All evaluation questions, indicators, data sources, and methods will be consolidated into a detailed evaluation matrix during the inception phase, forming the foundation for sampling strategies and the development of tailored tools such as desk review protocols, interview guides, and survey instruments. The evaluation approach will align with OECD-DAC criteria and integrate participatory approach to ensure stakeholder ownership.
42. The methodology chosen should demonstrate attention to impartiality and reduction of bias by relying on mixed methods (quantitative, qualitative, participatory etc.) and different primary and secondary data sources that are systematically triangulated (documents from different sources; a range of stakeholder groups, including beneficiaries; direct observation in different locations; across evaluators; across methods etc.). It will take into account any challenges to data availability, validity or reliability, as well as any budget and timing constraints. The evaluation questions, lines of inquiry, indicators, data sources and data collection methods will be brought together in an evaluation matrix, which will form the basis of the sampling approach and data collection and analysis instruments (desk review, interview and observation guides, survey questionnaires etc.).
43. The methodology should be sensitive in terms of GEWE, equity and inclusion, indicating how the perspectives and voices of diverse groups including men, women, and youth will be sought and considered. The methodology should ensure that primary data collected is disaggregated by sex and age; an explanation should be provided if this is not possible. It should be specific on how sampling frame, and data analysis will be gender-responsive, and how it will fully address the diversity of stakeholders affected by the intervention, in particular, the smallholder farmers.
44. Looking for explicit consideration of gender and equity/inclusion in the data after fieldwork is too late; the evaluation team must have a clear and detailed plan for collecting data from women and men in gender and equity-sensitive ways before fieldwork begins.
45. The evaluation findings, conclusions and recommendations must reflect gender and equity analysis as appropriate within the context of the subject of evaluation. The findings should include a discussion on intended and unintended effects of the intervention, including along gender equality and equity dimensions. The report should provide lessons/ challenges/recommendations for conducting gender and equity-responsive evaluations in the future.

46. The following mechanisms for independence and impartiality will be employed: the 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, in relation to data collection and the methodology.
47. Several potential risks may affect the successful implementation of the evaluation. These includes but are not limited to, security-related challenges, limited or restricted access to beneficiary populations, difficulties in accessing beneficiary populations, logistical constraints, etc. The evaluation team is expected to further assess and expand on these preliminary potential risks consecrations. As part of the inception phase the team must develop a comprehensive risk matrix that will be included in the inception repot. This matrix should outline identified risk, likelihood and potential impact of each risk, and mitigation and management measures and develop a detailed risk matrix in the inception report. In developing the risk assessment, the evaluation team should consult with the Sudan Country Office to determine whether security risks are limited to access to beneficiaries or extend to staff movement, stakeholder engagement, and whether a functional Country Office structure exists to support data collection, coordination, permits from authority, and logistical arrangements. This risk analysis will be critical in ensuring that the evaluation design is realistic, ethical, and responsive to the contextual constraints on the ground.
48. The evaluation team will expand on the methodology presented above and develop a detailed evaluation matrix in the inception report.

## **5.2. Preliminary considerations on evaluability and methodological implications**

49. The main source of data for the evaluation will include WFP's Annual Country Reports (ACR), SEWPP project documents and progress updates, distribution and outcome monitoring reports, monitoring data (with data collected disaggregated by gender), surveys (Post Harvest Monitoring), and data from interviews with beneficiaries.
50. 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**

51. The evaluation must conform to [UNEG ethical guidelines for evaluation](#) (Integrity, Accountability, Respect, Beneficence<sup>6</sup>). 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 and political 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.
52. Personal data<sup>7</sup> will be processed in accordance with principles of fair and legitimate processing; purpose

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<sup>6</sup> Beneficence means striving to do good for people and planet while minimizing harms arising from evaluation as an intervention.

<sup>7</sup> Names or identifying information from evaluation participants (e.g. interviewees, survey respondents).

specification; proportionality and necessity (data minimization); necessary retention; accuracy; confidentiality; security; transparency; safe and appropriate transfers; and accountability.

53. The evaluation team will be responsible for managing any potential ethical risks and issues and must put in place, in consultation with the evaluation manager, 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.
54. 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>)<sup>8</sup>. At the same time, commission office management and the REU should also be informed.
55. Evaluators will be required to identify any context-specific ethical issues that may arise and should propose mitigating/safeguarding measures as part of their proposal.
56. WFP Sudan 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 Sudan Emergency Wheat Production Project, have no vested interest, nor have any other potential or perceived conflicts of interest.
57. 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.
58. 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 (or individual contracts) are expected to sign a confidentiality agreement and a commitment to ethical conduct.<sup>9</sup> These templates will be provided by the country office when signing the contract.

## 5.4. Quality assurance

59. 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

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<sup>8</sup> 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](#).

<sup>9</sup> 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.

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.

60. 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.
61. The WFP evaluation manager (Country Office Head of Monitoring and Evaluation) 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.
62. To enhance the quality and credibility of decentralized evaluations, an outsourced quality support (QS) service directly managed by the OEV reviews the draft ToR, the draft inception and evaluation reports, and provides a systematic assessment of their quality from an evaluation perspective, along with recommendations.
63. The evaluation manager will share the assessment and recommendations from the quality support service 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](#)<sup>10</sup>, a rationale should be provided for comments that the team does not take into account when finalizing the report.
64. 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.
65. 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](#).
66. 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. In case evaluators are contracted directly as individuals, the team leader is responsible for thorough QA before submission of drafts.
67. All final evaluation reports 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.

## 6. Organization of the evaluation

### 6.1. Phases and deliverables

68. Table 3 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.

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<sup>10</sup> [UNEG](#) Norm #7 states “that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability”

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

Main phases	Indicative timeline	Tasks and deliverables	Responsible
1. Preparation	May – August 2025	Preparation of ToR  Finalize ToR Selection of the evaluation team & contracting  Preparation of library of key documents	Evaluation Manager
2. Inception	September - October 2025	Document review  Briefing with WFP team  Inception mission (in person or remote)  Preparation of inception report	Evaluation Team Leader Evaluation team
3. Data collection	November 2025	Fieldwork  Field data collection  Field mission debriefing	Evaluation Team Leader Evaluation team
4. Analysis and reporting	December 2025 – January 2026	Data analysis and report drafting  Comments process  Prepare evaluation report Prepare lesson learned report  Presentation of key findings	Evaluation Team Leader Evaluation team
5. Dissemination and follow-up	February 2026	Develop an evaluation brief  Dissemination of the evaluation and lessons learned reports; and dissemination workshops	Evaluation Team Leader Evaluation team

69. The evaluation process from inception phase to presentation of key finding, lessons and recommendations is expected to be completed by February 2026.

## 6.2. Evaluation team composition

70. The evaluation team is expected to include 3-4 members, including the team leader, with a mix of national/regional and international evaluator(s) with relevant expertise. To the extent possible, 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 team should incorporate national members or individuals who are already in Sudan for access reasons. 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 evaluation. At least one team members should have relevant subject matter expertise. Collectively, the evaluation team should be multi-disciplinary and include members who, together, include an appropriate balance of technical expertise and practical knowledge in the following areas:

- Agricultural production
- Food systems and wheat sector in Sudan
- Good knowledge of gender, equity, and wider inclusion issues
- Experience working in Sudan
- Experience working with a range of partners, including government, development actors and others
- Good spoken and Written Arabic
- Good Spoken and Written English
- Excellent Report Writing
- Evaluation experience

**Table 4: Summary of evaluation team and areas of expertise required**

Team composition	Expertise required
Team Leadership (Senior level evaluator)	<b>MINIMUM REQUIREMENTS</b> <ul style="list-style-type: none"> <li>• Excellent team management skills (coordination, planning, ability to resolve problems and deliver on time).</li> <li>• Strong experience in leading evaluations at country level, such as evaluations of food systems and related interventions in the wheat sector.</li> <li>• Demonstrated experience in designing methodology and data collection tools.</li> <li>• Strong presentation skills and excellent writing and synthesis skills.</li> <li>• Experience facilitating in-person and hybrid meetings and workshops.</li> <li>• Experience in operating in fragile contexts.</li> </ul>
	<b>DESIRABLE</b> <ul style="list-style-type: none"> <li>• Familiarity with WFP programmes and modalities of intervention.</li> <li>• Good knowledge of country context, proved by previous experience in the country.</li> <li>• Previous experience leading or conducting WFP evaluation(s).</li> <li>• Good knowledge of gender, equity, conflict sensitivity, wider inclusion issues and, to the extent possible, power dynamics.</li> </ul>

Team composition	Expertise required
<b>Thematic expertise - Evaluator</b>	<b>MINIMUM REQUIREMENTS</b>
	<ul style="list-style-type: none"> <li>• Fluency and excellent writing skills in English and Arabic</li> <li>• Demonstrable analytical skills relevant to food systems and agricultural production in Sudan</li> <li>• Possesses agricultural and agronomic expertise</li> <li>• Experience operating in fragile contexts with a focus on humanitarian and development interventions</li> <li>• Prior experience in evaluating design, implementation, outputs, and outcomes in the areas mentioned above.</li> </ul>
	<b>DESIRABLE</b>
	<ul style="list-style-type: none"> <li>• Familiarity with WFP programmes and modalities of intervention.</li> <li>• Previous experience leading or conducting WFP evaluation(s).</li> <li>• Good knowledge of country context, proved by previous experience in the country.</li> <li>• Good knowledge of gender, equity, wider inclusion issues and, to the extent possible, power dynamics</li> <li>• Administrative and logistical experience</li> </ul>
<b>Expert in cross cutting themes including gender and inclusion, disability and climate change.</b>	<b>MINIMUM REQUIREMENTS</b>
	<ul style="list-style-type: none"> <li>• Experience applying gender analysis, social inclusion, and climate-responsive frameworks</li> <li>• Experience in using intersection and rights-based approaches</li> <li>• Knowledge of relevant global standards and frameworks such as CEDAW, UNCRPD (Convention on the Rights of Persons with Disabilities)</li> <li>• </li> </ul>
	<b>DESIRABLE</b>
	<ul style="list-style-type: none"> <li>• Familiarity with WFP programmes and modalities of intervention.</li> <li>• Previous experience with WFP evaluation(s).</li> <li>• Field experience in developing or crisis-affected countries.</li> </ul>

71. The team leader will have expertise in one of the key competencies listed above as well as demonstrated experience in leading similar evaluations, including designing methodology and data collection tools. She/he will also have leadership, analytical and communication skills, including a track record of excellent Arabic writing, synthesis and presentation skills. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; 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.
72. 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).
73. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with WFP's Head of Monitoring and Evaluation. The team will be hired following agreement with WFP on its composition.

### 6.3. Roles and responsibilities

74. The Sudan Country Office management (Deputy Country Director) will take responsibility to:

- Assign an Evaluation Manager for the evaluation
- 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 the evaluation committee and the evaluation reference group.
- Participate in discussions with the evaluation team on the evaluation design and the evaluation subject, its performance and results with the evaluation manager and the evaluation team
- Organize and participate in debriefings with internal and external stakeholders
- Oversee dissemination and follow-up processes, including the preparation of a management response to the evaluation recommendations.

75. The **evaluation manager** (Head of Monitoring and Evaluation) manages the evaluation process through all phases including:

- Acting as the main interlocutor between the evaluation team and WFP counterparts to ensure a smooth implementation process
- Drafting this evaluation Terms of Reference in consultation with key stakeholders
- Identifying and contracting the evaluation team and preparing and managing the evaluation budget
- Preparing the terms of reference and schedule of engagement for the EC and ERG
- 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
- Ensuring the evaluation committee and evaluation reference group are kept informed on progress, and escalating issues to the evaluation committee as appropriate
- Conducting the first level quality assurance of the evaluation products
- Submit all drafts to the REU for second level quality assurance before submission for approval

76. 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.

77. The Office of Evaluation (OEV) Decentralized Evaluation Unit, especially its regional leads for Eastern and Southern Africa will take responsibility to:

- Advise the evaluation manager and provide technical support to the evaluation throughout the process through the Decentralized Evaluation Unit.
- Participate in discussions with the evaluation team on the evaluation design and on the evaluation subject as required through the Food System Unit.
- Provide comments on the draft ToR, inception and evaluation reports from a subject-contents perspective.
- Provide second level quality assurance of all evaluation products through the decentralized evaluation unit before they are approved
- Coordinate the preparation of a management response to the evaluation and track the implementation of the recommendations.

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

## **6.4. Security considerations**

79. Given the complex and volatile security situation in Sudan, particularly in light of the ongoing conflict and localized instability, the safety of evaluation teams is of paramount importance. As an independent provider of evaluation services to WFP, the contracted firm bears full responsibility for ensuring the safety and security of its personnel during the mission. This includes making contingency arrangements for both medical and situational evacuations, especially in higher-risk areas such as White Nile States, where access conditions and security dynamics may fluctuate rapidly. To mitigate risk and ensure alignment with United Nations safety protocols, WFP's Evaluation Manager will coordinate with the WFP Sudan Country Office to ensure that all evaluation team members are registered with the WFP Security Officer upon arrival in Sudan. A mandatory in-country security briefing will be arranged for the team to gain a clear and current understanding of the security landscape across the five operational states: Northern, River Nile, Kassala, El Gezira, and White Nile.
80. The evaluation team must adhere strictly to the United Nations Department of Safety and Security (UNDSS) rules and regulations, including the completion of security training modules (BSAFE and, if applicable, SSAFE), compliance with curfews or movement restrictions, and attendance at all required security briefings. WFP's local offices will support the team with timely security updates.
81. Firms should be aware that field access in Sudan remains fluid, and conditions may differ significantly between states. Before submitting a proposal or participating in a mini-bid, firms must review any applicable government travel restrictions from Sudanese authorities. If any such restrictions prevent staff from safely entering or operating in the required areas, the firm should refrain from participating in the bidding process. Flexibility, risk tolerance, and familiarity with operating in fragile and conflict-affected settings are therefore essential prerequisites for participation.

## **6.5. Communication**

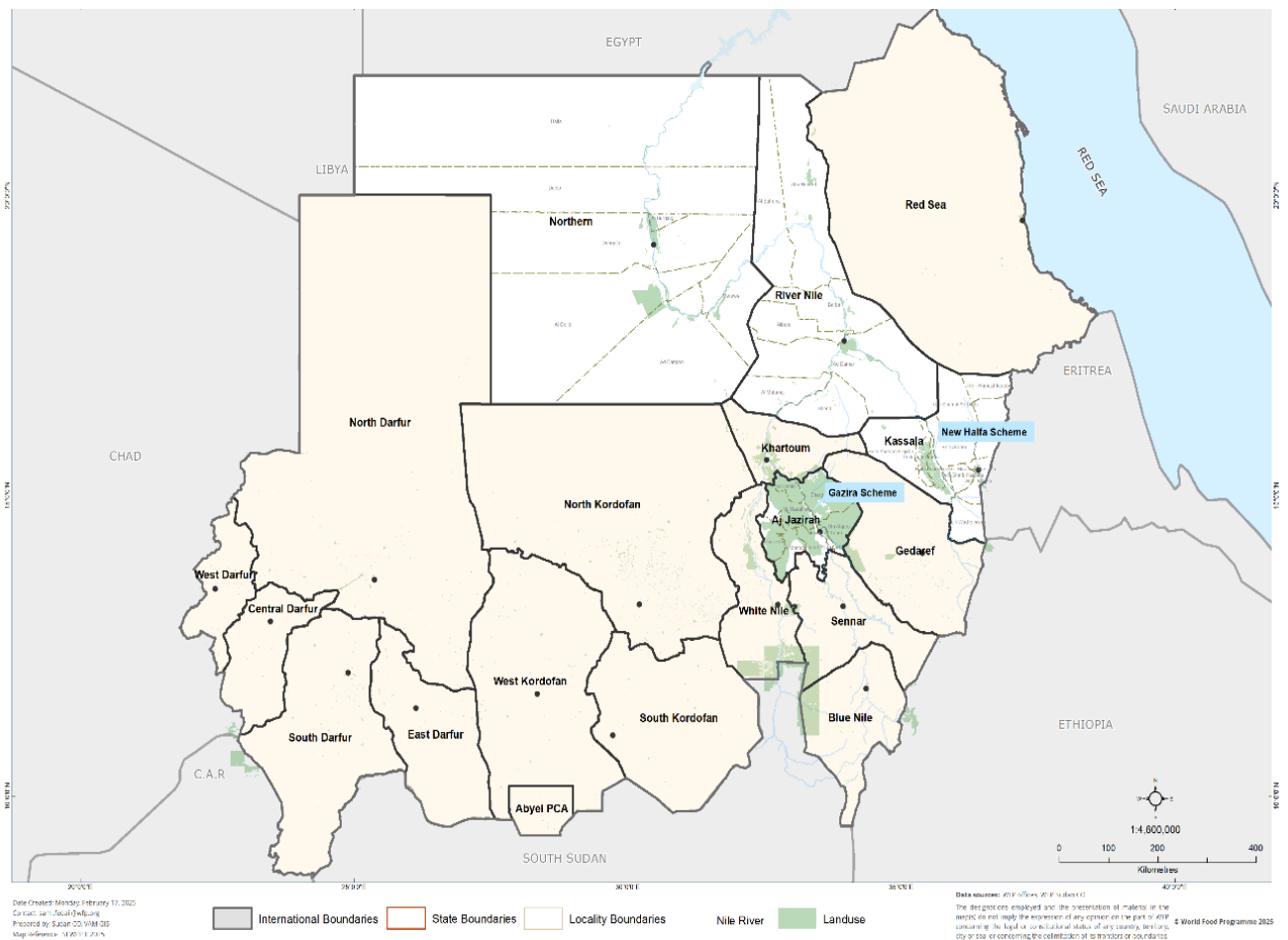
82. To ensure a smooth and efficient evaluation process and enhance the learning from this evaluation, the evaluation team should place emphasis on transparent and open communication with key stakeholders throughout the process. This will be achieved by ensuring a clear agreement on channels and frequency of communication with and between key stakeholders. The evaluation team will propose/explore communication/feedback channels to appropriate audiences (including affected populations as relevant) during the inception phase.
83. Should translators be required for fieldwork, the evaluation firm will make arrangements and include the cost in the budget proposal.
84. 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.
85. 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**

86. The evaluation will be financed from the Sudan Emergency Wheat Production Project budget.
87. The offer will include a detailed budget for the evaluation, including consultant fees, travel costs and other costs (interpreters, etc.). The budget should be submitted as excel file separate from the technical proposal document.
88. Following the technical and financial assessment, an improved offer could be requested by WFP to the preferred bid(s) to better respond to the TOR requirements. WFP may conduct reference checks and interviews with proposed team members as part of the decision-making process and selection.
89. Please send any queries to WFP Sudan, Head of Monitoring and Evaluation, Zinsou Kpavode ([zinsou.kpavode@wfp.org](mailto:zinsou.kpavode@wfp.org)).

## Annex 1. Map



## Annex 2. Timeline

	Phases, deliverables, and timeline	Key dates
<b>Phase 1 - Preparation</b>		<b>9 weeks</b>
CO M&E	Desk review and draft ToR by M&E Unit	2 weeks
REU	Quality assurance by REU	1 week
CO M&E	Revise draft ToR based on feedback received	1 week
ERG	Review and comment on draft ToR	1 week
CO M&E	Review draft ToR based on comments received and submit a final ToR	3 days
EC Chair	<b>Approve the final ToR and share with Procurement and Other stakeholders</b>	1 week
CO M&E	Start recruitment process	1 day
Procurement	Identification of Review team/firm	3 weeks
CO M&E	Assess review proposals and recommends team selection	3 days
Procurement	Review firm selection	2 days
EC Chair	<b>Approve review team selection and recruitment of review</b>	1 day
CO M&E	Evaluation team contracting and PO issuance	2 weeks
<b>Phase 2 - Inception</b>		<b>10 weeks</b>
ET	Desk review of key documents	2 weeks
CO M&E/ET	Inception briefings, with REU support as needed	2 days
ET	Draft inception report (including evaluation matrix, and tools)	2 weeks
CO M&E/REU	Quality assure draft IR using QC	1 week
ET	Revise draft IR based on feedback received	1 week
REU	Share draft IR with quality support service (DEQS) and organize follow-up call with DEQS, if required	2 weeks
ET	Revise draft IR based on feedback received by DEQS	2 days
CO M&E	Share revised IR with ERG	1 day
ERG	Review and comment on draft IR	1 week
CO M&E	Consolidate comments	1 day
ET	Revise draft IR based on feedback received and submit final revised IR	3 days
CO M&E	Review final IR and submit to the evaluation committee for approval	2 days
EC Chair	Approve final IR and share with ERG for information	1 week
<b>Phase 3 – Data collection</b>		<b>4 weeks</b>
ET	<b>Data collection</b>	3 weeks
ET	<b>In-country debriefing (s)</b>	1 week

<b>Phase 4 - Reporting</b>		<b>11 weeks</b>
ET	Draft evaluation report	4 weeks
CO M&E/REU	Quality assurance of draft Evaluation Report using the QC,	1 week
ET	Revise and submit draft ER based on feedback received	1 week
CO M&E	Share draft ER with quality support service (DEQS) and organize follow-up call with DEQS, if required	1 week
ET	Revise and submit draft ER based on feedback received from DEQS	1 week
ERG	Review and comment on draft ER	1 week
CO M&E	Consolidate comments received	1 day
ET	Revise draft ER based on feedback received	1 week
CO M&E	Review final revised ER and submit to the evaluation committee	3 days
EC Chair	Approve final evaluation report and share with key stakeholders	
ET	Present key findings, lessons, and recommendations PPT to key stakeholder	1 day
<b>Phase 5 - Reporting</b>		<b>5 weeks</b>
EC Chair	Prepare management response	3 weeks
CO M&E	<b>Share final evaluation report and management response with the REU for publication and participate in end-of-evaluation lessons learned call.</b>	2 weeks

# Annex 3. Role and composition of the evaluation committee

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

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

- The Country Director or Deputy Country Director (Chair of the Evaluation Committee)
- Evaluation manager (Evaluation Committee Secretariat)
- Head of Programme or programme officer(s) directly in charge of the subject(s) of evaluation
- Regional evaluation officer (REO)
- Head of M&E Unit (Committee Secretariat)
- Country Office Monitoring and Evaluation (M&E) officer (if different from the evaluation manager)
- Country Office Procurement Officer
- Strategic Partnerships Officer
- Other programme staff considered useful for this process

Evaluation Phase and engagement task	Estimate level of effort in days	Tentative Dates
<b>Preparation Phase</b> <ul style="list-style-type: none"> <li>• Select and establish ERG membership.</li> <li>• Reviews the revised draft ToR prepared by the EM</li> <li>• Approves the final TOR</li> <li>• Approves the final evaluation team and budget</li> </ul>	14 days	August 2025
<b>Inception Phase</b> <ul style="list-style-type: none"> <li>• Brief the evaluation team on the subject of the evaluation.</li> <li>• Inform evaluation design through discussions with the evaluators.</li> <li>• Support identifying field visit sites based on selection criteria</li> <li>• Review the revised draft IR</li> <li>• Approve the final IR</li> </ul>	20 days	August 2025
<b>Data Collection Phase</b> <ul style="list-style-type: none"> <li>• Act as key informants: respond to interview questions</li> <li>• Facilitate access to sources of contextual information and data, and to stakeholders</li> <li>• Attend the end of field work debriefing(s) meeting</li> <li>• Support the team in clarifying emerging issues/gaps how to fill them</li> </ul>	21 days	October 2025
<b>Analysis and Reporting Phase</b> <ul style="list-style-type: none"> <li>• Review final evaluation report after quality assurance by ET + EM</li> <li>• Approve the final ER</li> </ul>	14 days	December 2025
<b>Dissemination and Follow-up Phase</b> <ul style="list-style-type: none"> <li>• Decide whether management agrees, partially agrees or does not agree with the recommendations and provides justification</li> <li>• Lead preparation of the management response to the evaluation recommendations</li> </ul>	14 days	February 2026

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

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

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

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

## Composition

Country Office	Name
Core members: <ul style="list-style-type: none"> <li>• Deputy Country Director (Chair)</li> <li>• Evaluation Manager (secretary or delegated chair)</li> <li>• Head of Programme</li> <li>• M&amp;E Officer</li> <li>• SEWPP Project Coordinator</li> <li>• Procurement Officer</li> <li>• Head of Partnerships</li> <li>• Other programme staff considered useful for this process</li> </ul>	<ul style="list-style-type: none"> <li>• Pablo Yuste, Deputy Country Director</li> <li>• Zinsou Kpavode, Head of M&amp;E</li> <li>• Abraham Abatneh, Head of Programme</li> <li>• Abdalla El-Sheikh, M&amp;E Officer</li> <li>• Imadeldin Alibabiker, Project Coordinator</li> <li>• Phillip Hovmand, Head of Procurement</li> <li>• Anna Trolle-Lindgren, Head of Partnerships</li> <li>• Mahir Ali and state project coordinators</li> </ul>
Regional Office for East and Southern Africa	Name
Core members: <ul style="list-style-type: none"> <li>• Regional Evaluation Officer</li> <li>• Regional Monitoring Advisor</li> <li>• Regional Programme Officer (Food Systems)</li> <li>• Regional Gender Adviser</li> <li>• Regional Partnerships Officer</li> </ul>	<ul style="list-style-type: none"> <li>• Nikki Zimmerman, Regional Evaluation</li> <li>• Federico DOEHNERT, Regional Monitoring Advisor</li> <li>• Meaza Abawari, Regional Programme Officer</li> <li>• Faith Wachira, Regional Gender Adviser</li> <li>• Selamawit Mamo, Regional Partnerships Officer</li> </ul>

## Schedule of Evaluation Reference Group engagement and Time commitments

Evaluation Phase and engagement task	Estimate level of effort in days	Tentative Dates
<b>Preparation Phase</b> <ul style="list-style-type: none"> <li>• Review and comment on the draft ToR</li> <li>• Provide input on the evaluation questions. <ul style="list-style-type: none"> <li>• Identify source documents useful to the evaluation team</li> <li>• Attend ERG meeting/conference call etc</li> </ul> </li> </ul>	<b>5 days</b>	<b>August 2025</b>
<b>Inception Phase</b> <ul style="list-style-type: none"> <li>• Meet with evaluation team to discuss how the evaluation team can design a realistic/practical, relevant and useful evaluation.</li> <li>• Identify and facilitate dialogues with key stakeholders for interviews</li> <li>• Identify and access documents and data</li> <li>• Help identify appropriate field sites according to selection criteria set up by the evaluation team in the inception report.</li> <li>• Review and comment on the draft Inception Report</li> </ul>	<b>10 days</b>	<b>September - October 2025</b>
<b>Data Collection Phase</b> <ul style="list-style-type: none"> <li>• Act as a key informant: respond to interview questions</li> <li>• Provide information sources and facilitate access to data</li> <li>• Attend the evaluation team's end of field work debriefing</li> </ul>	<b>10 days</b>	<b>November 2025</b>
<b>Analysis and Reporting Phase</b> <ul style="list-style-type: none"> <li>• Review and comment on the draft evaluation report focusing on accuracy, quality and comprehensiveness of findings, and of links to conclusions and recommendations.</li> </ul>	<b>5 days</b>	<b>December 2025/January 2026</b>
<b>Dissemination and Follow-up Phase</b> <ul style="list-style-type: none"> <li>• Disseminate final report internally and externally, as relevant;</li> <li>• Share findings within units, organizations, networks and at events;</li> <li>• Provide input to management response and its implementation</li> </ul>	<b>3 days</b>	<b>February 2026</b>

# Annex 5: Detailed Theory of Change

Sudan is one of the countries Africa directly affected by the Russia-Ukraine conflicts. The country imported 60% of its wheat import from Russia and Ukraine in 2020 and currently produces only 15% of its wheat requirement. The country already suffering from extreme levels of food insecurity due multiple drivers including economic decline and hyperinflation, conflict induced displacements, and poor harvest, the effects of conflict in Ukraine have led to dramatic price increases for food and non-food items. fertilizer prices have tripled, energy prices have increased, all fueling inflation. In turn this has a negative knock-on effect on the Sudanese economy that has exerted significant pressure on food security and poverty levels. Prices of sorghum and millet are expected to be 150 to 200% higher in this year than last year and four to five times above the five-year average in most markets in Sudan. The price of wheat is expected to increase even more dramatically to nearly triple compared to prices in 2021.

This project's long-term impact is to contribute to Sudan's national wheat transformation strategy for achieving wheat self-sufficiency and moving the nation from import to export. This will be achieved by boosting local production and productivity and reducing postharvest losses. The project will result in producing additional 891,000 MT of food and directly benefitting 400,000 smallholder farmer households, including 15% female headed households. The direct beneficiaries will also include seed producers and agro dealers, and 800,000 workers of women and men who will find employment opportunities in the wheat, seed, and fertilizer value chains. These outcomes will be achieved by (i) large scale delivery of certified quality seeds of climate-adapted varieties, fertilizers, and extension services; (ii) Financing Fertilizer Availability and Affordability; (iii) leveraging digital technologies for the delivery of smart subsidies of certified seeds and fertilizers to ensure transparency and inclusion, especially for women; (iv) strengthening extension services to promote good agronomic practices, greater fertilizer use efficiency and reduction of postharvest losses; and (v) supporting policy actions and commitments and institutional strengthening to address the structural factors that prevent modern inputs from reaching farmers.

The project's Theory of Change is based on the assumption that increasing smallholder access to quality inputs, combined with technical support, will lead to higher wheat yields, improved household food security, and reduced import dependency. This will also contribute to the stabilization of local markets and enhanced community resilience.

The project will finance interventions in three mutually reinforcing components. Component 1 aims at increasing food production by 1.52 million metric tons of wheat in the next two years. The project will finance the production and delivery of heat-tolerant, certified, and climate resilient varieties of wheat seeds. Component 2 will finance bulk purchase of fertilizers and design fertilizer financing mechanism. Under component 3, interventions will focus on promoting policy actions, commitments, and reform mechanisms that will aim to strengthen national institutions that oversee input and output markets and improve regulatory environment for the rapid uptake of certified seeds and fertilizers and also to address the structural factors that prevent modern inputs from reaching farmers. These include development and dissemination of guidelines for input subsidies and for farmer registration, formulation of a national wheat transformation strategy with a target to reach self-sufficiency, and policy frameworks that promote zero duties and taxes on imports of agricultural mechanization and irrigation equipment.

# Annex 6. Result Framework

SUDAN EMERGENCY WHEAT PRODUCTION PROJECT						
A	PROJECT INFORMATION					
PROJECT NAME AND SAP CODE: SUDAN EMERGENCY WHEAT PRODUCTION PROJECT (SEWPP) PROJECT NUMBER: P-SD-AAB-003						
COUNTRY: SUDAN						
PROJECT GOAL: Scale up wheat production and productivity in Sudan to mitigate the impact of the Russia's Invasion of Ukraineon food security and help Sudan achieve self-sufficiency in wheat production in the medium term and become an exporter in the long-term.						
PROJECT ALIGNMENT WITH COUNTRY AND AEFPP:		a) Country ambition: Support Sudan's National Wheat Transformation Plan towards achieving wheat self-sufficiency and moving the nation from import to export				
		b) AEFPP: Boost localwheat production through supply of key inputs such as improved certified seeds and fertilizers, and support to policy harmonization and reforms in the sector				
		c) Alignment indicators: Wheat yield (tones/ha) and fertilizer consumption (kg/ha of arable land),				
B	RESULTS MATRIX					
RESULTS CHAIN AND INDICATOR DESCRIPTION		UNIT	BASELINE 2021/2022	TARGET AT COMPLETION 2024/2025	MEANS OF VERIFICATION	FREQUENCY OF REPORTING
OUTCOME STATEMENT 1: Increased Productivity						
OUTCOME INDICATOR 1.1: Yield per hectare		Tons/ha	2.33	3.8	Project annual reports. Bureau of Statistics	Annual
OUTCOME INDICATOR 1.2: Increased market value		US\$/ha	932	1520	Project annual reports. Bureau of Statistics	Annual
OUTCOME STATEMENT 2: Increased Production						

<b>OUTCOME INDICATOR 2.1:</b> Production	Tons	630,000	1,520,000	Project annual reports. Bureau of Statistics	Annual
<b>OUTCOME INDICATOR 2.2:</b> Number of beneficiary farmer households	HH	270,000 (15% female-headed farmer households)	400,000 (15% female- headed households)	Project annual reports. Bureau of Statistics	Annual
<b>OUTPUT 1: Increased use of certified seeds and fertilizer</b>					
<b>OUTPUT INDICATOR 1.1</b> seeds and fertilizer Consumption	Tons	Seeds: 38,556 Fertilizer Urea: 61,364 DAP: 30,682	Seeds: 57,120 Fertilizer Urea: 90,910 DAP:45,455	Direct observation (Project progress reports, M&E reports)	Quarterly
<b>OUTPUT INDICATOR 1.2</b> Area sown	Ha	270,000	400,000	Direct observation (Project progress reports, M&E reports)	Quarterly
<b>INDICATOR 1.3</b> Vouchers delivered via ICT based platforms (or existing distributing channels).	Number	0	400,000	Direct observation (Project progress reports, M&E reports)	Quarterly
<b>INDICATOR 1.4</b> Quantity of seeds delivered	Certified seeds (tons)	28,000	45,000	Direct observation (Project progress reports, M&E reports)	Quarterly
	Foundation seeds (tons)	2,000	12,000		
<b>INDICATOR 1.4.1.</b> Climate adapted varieties	Number	4	7	Direct observation (Project progress reports, M&E reports)	Quarterly
<b>OUTPUT 2: Farmers using Good Agricultural practices</b>					
<b>OUTPUT INDICATOR 2.1:</b> Number of additional farmers trained including ICT platforms	Number	0	400,000 (15% female headed farmer households)	Direct observation (Project progress reports, M&E reports)	Quarterly

<b>OUTPUT INDICATOR 2.2:</b> ICT based interactive extension apps developed	Number	0	At least 1	Direct observation (Project progress reports, M&E reports)	Quarterly
<b>OUTPUT 3: Improved Commitment to Policy reforms</b>					
<b>OUTPUT INDICATOR 3.1:</b> Number of policies, regulations and guidelines developed and disseminated	Number	0	3	Direct observation (Project progress reports, M&E reports)	Quarterly
<b>OUTPUT INDICATOR 3.2:</b> Fertilizer financing mechanism facility established	Number	0	1	Direct observation (Project progress reports, M&E reports)	Quarterly

# Annex 7. List of acronyms

CO	Country Office
CSP	Country Strategic Plan
DEQAS	Decentralized Evaluation Quality Assurance System
EC	Evaluation Committee
EM	Evaluation Manager
ER	Evaluation Report
ERG	Evaluation Reference Group
ESARO	Eastern and Southern Africa
GEWE	Gender equality and women's empowerment
HQ	WFP Headquarters
IR	Inception report
M&E	Monitoring and Evaluation
MT	Metric ton
NGO	Non-Governmental Organization
OEV	Office of Evaluation
TOR	Terms of Reference
UNEG	United Nations Evaluation Group
WFP	World Food Programme

# Annex 8. Bibliography

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# Annex 9. Draft Communication and Knowledge Management Plan

<b>When</b> Evaluation phase	<b>What</b> Product	<b>To whom</b> Target audience	<b>From Whom</b> Creator Lead	<b>How</b> Communication channel	<b>Why</b> Communication purpose
<b>Preparation</b>	TOR	Evaluation Reference Group	Evaluation Manager	Email; bilateral meetings with key stakeholders; meeting with all the ERG members	To inform of the final or agreed upon overall plan, purpose, scope and timing of the evaluation
<b>Inception</b>	Inception report	Evaluation Reference Group; WFP employees;	Evaluation Manager	Email; WFPgo	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
<b>Data collection</b>	Stakeholder workshop report	Country Office management and other internal stakeholders; external stakeholders	Evaluation Team Leader	Meeting and email	The purpose of the stakeholder workshop report is to capture the discussions and inputs from consultations with key stakeholder including government, donors, implementing partners and sister

<b>When Evaluation phase</b>	<b>What Product</b>	<b>To whom Target audience</b>	<b>From Whom Creator Lead</b>	<b>How Communication channel</b>	<b>Why Communication purpose</b>
					agencies.
<b>Data collection</b>	In-country field mission briefing	Country Office management and other internal stakeholders; external stakeholders	Evaluation Team Leader	Meeting	To invite key Country Office stakeholders (internal and external) to debrief regarding the fieldwork and discuss preliminary findings
<b>Reporting</b>	Lessons Learned report	Evaluation Reference Group; WFP Management (from RBN and COs); partners; Evaluation community; WFP employees	Evaluation Team Leader	Email	To inform key stakeholders of the final lessons learned report
	Evaluation report	Evaluation Reference Group; WFP Management (from RBN and COs); partners; Evaluation community; WFP employees; general public	Evaluation Team Leader	Email; WFP go; WFP.org ; Evaluation Network platforms	To inform key stakeholders of the final main products from the evaluation and make the report available publicly
<b>Dissemination and Follow-up</b>	Infographics with key evaluation findings	CO Management; WFP employees; external partners	Evaluation team and Evaluation Manager	WFP.org; WFPgo; email	To disseminate evaluation findings in a visual way