



# EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation

*Measuring Results, Sharing Lessons*

[FINAL, 22 DECEMBER 2015]

## TERMS OF REFERENCE - OPERATION EVALUATION SWAZILAND DEVELOPMENT PROJECT 200353 “FOOD BY PRESCRIPTION”

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## 1. Introduction

1. These Terms of Reference (TOR) are for the evaluation of the Swaziland development project DEV 200535 “Food by Prescription”. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will last from April to August 2016. In line with WFP’s outsourced approach for Operation Evaluations (OpEv), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluations.
2. These TOR were prepared by the OEV focal point based on an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: 1) to provide key information to the company selected for the evaluation and to guide the company’s evaluation manager and team throughout the evaluation process; and 2) to provide key information to stakeholders about the proposed evaluation.
3. The TOR will be finalised based on comments received on the draft version and on the agreement reached with the selected company. The evaluation shall be conducted in conformity with the TOR.

## 2. Reasons for the Evaluation

### 2.1. Rationale

4. In the context of renewed corporate emphasis on providing evidence and accountability for results, WFP has committed to increase evaluation coverage of operations and mandated OEV to commission a series of Operation Evaluations in 2013 -2016.
5. Operations to be evaluated are selected based on utility and risk criteria.<sup>1</sup> From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB) has selected, in consultation with the Country Office (CO), the Swaziland DEV 200353 “Food by Prescription” for an independent evaluation. In particular, the evaluation has been timed to ensure that findings can support the transition towards a fully nationally-owned and managed programme and guide the CO and the Government on possible corrective action required to successfully handover the programme to the Government.<sup>2</sup>
6. This operation is the first Food-by-Prescription programme to have been initiated in southern Africa region and falls under one of the two programme pillars outlined by the [WFP's 2010 HIV and AIDS policy](#). Hence this evaluation will be useful for the Regional Bureau as well as WFP corporately to inform the possible replication of similar interventions in the region.

### 2.2. Objectives

7. This evaluation serves the dual and mutually reinforcing objectives of accountability and learning:
  - **Accountability** – The evaluation will assess and report on the performance and results of the operation. A management response to the evaluation recommendations will be prepared.
  - **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based

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<sup>1</sup> The utility criteria looked both at the timeliness of the evaluation given the operation’s cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational and external factors as well as COs’ internal control self-assessments.

<sup>2</sup> While the operation currently ends in June 2016, the CO may extend the operation in time to allow for a more effective handover process.

findings to inform operational and strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.

### 2.3. Stakeholders and Users

8. **Stakeholders.** A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and many of these will be asked to play a role in the evaluation process. Table one below provides a preliminary stakeholders' analysis, which will be deepened by the evaluation team in the inception package in order to acknowledge the existence of various groups (women, men, boys and girls) that are affected by the evaluation in different ways and to determine their level of participation. During the field mission, the validation process of evaluation findings should include all groups.

**Table 1: Preliminary stakeholders' analysis**

<b>Stakeholders</b>	<b>Interest in the evaluation</b>
<b>INTERNAL STAKEHOLDERS</b>	
<b>Country Office (CO)</b>	Responsible for the country level planning and operations implementation, the CO is the primary stakeholder of this evaluation. It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries, partners for the performance and results of its operation.
<b>Regional Bureau (RB) [based in Johannesburg]</b>	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
<b>Office of Evaluation (OEV)</b>	OEV is responsible for commissioning OpEvs over 2013-2016. As these evaluations follow a new outsourced approach, OEV has a stake in ensuring that this approach is effective in delivering quality, useful and credible evaluations.
<b>WFP Executive Board (EB)</b>	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings will feed into an annual synthesis of all OpEvs, which will be presented to the EB at its November session.
<b>EXTERNAL STAKEHOLDERS</b> (See Table 2 for list of external stakeholders)	
<b>Beneficiaries</b>	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
<b>Government</b>	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest. The Food by Prescription programme is embedded within the Ministry of Health (MoH) structure being coordinated by the Swaziland National Nutrition Council (SNNC) with a view of gradually handing it over to the ministry. Within the MoH, other important stakeholders are the Swaziland National AIDS Programme (SNAP) and the TB Control Programme. Other concerned ministries are the Deputy Prime Minister's Office, responsible for the protection and empowerment of vulnerable groups through social protection; the Ministry of Public Services responsible for mainstreaming of HIV and AIDS issues in the workplace; and the National Emergency Response Council on HIV/AIDS (NERCHA) under the Prime Minister's Office. The Gender and Family Issues Unit within the Deputy Prime

	Minister's Office should also be involved to ensure an adequate analysis of gender issues in Swaziland.
<b>UN Country team</b>	The UNCT's harmonized action should contribute to the realisation of the government developmental objectives. It has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts. WFP works in coordination with other UN agencies through the Joint United Nations Programme of Support for HIV and AIDS (JUNPS), whose partners include the Food and Agriculture Organization (FAO), the International Labour Organization (ILO), the Joint United Nations Programme on HIV/AIDS (UNAIDS), the United Nations Development Programme (UNDP), the United Nations Education, Scientific and Cultural Organization (UNESCO), the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the United Nations Office on Drugs and Crime (UNODC) and the World Health organization (WHO).
<b>NGOs</b>	Peace Corp Volunteers collaborates with WFP for some activities under the DEV project (which is primarily implemented through the MoH) while at the same time has its own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and widening of partnerships. The Coordinating Assembly of Non-Governmental Organisation (CANGO), which is the overall coordinating body for NGOs in the country, should be among the stakeholders that the evaluation team will interview.
<b>Civil society</b>	Civil society groups work within the same context in which WFP operates and have an interest in areas related to WFP interventions (food security, nutrition, education, gender equity, etc.). Their experience and knowledge can inform the evaluation and they will be interested in the evaluation findings, especially those related to partnerships.
<b>Donors</b>	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes.

9. **Users.** The primary users of this evaluation will be:

- The CO and its partners, particularly the Government of Swaziland as the owner of the programme, in decision-making related notably to programme implementation and/or design, country strategy and partnerships.
- Given RB's core functions the RB is expected to use the evaluation findings to provide strategic guidance, programme support and oversight,
- OEV will use the evaluation findings to feed into an annual synthesis of all OpEvs and will reflect upon the evaluation process to refine its OpEv approach, as required.

### 3. Subject of the Evaluation

10. The Kingdom of Swaziland has a population of 1.1 million people and ranks 148 out of 187 in the 2014 Human Development Index. While Swaziland is a lower middle income country, 63 percent of Swazis live below the national poverty line. Swaziland faces significant development challenges including high income inequality, high unemployment and the impact of HIV and AIDS. With women usually under-represented in most decision-making structures,<sup>3</sup> the country has a gender inequality index of 0.529.<sup>4</sup>

<sup>3</sup> CANGO Swaziland, Gender Consortium Strategic Plan 2012-2015.

<sup>4</sup> UNDP Human Development Report, 2013.

11. Swaziland has a high HIV prevalence, and high co-infection of HIV and TB: 26 percent of the population between the ages of 15-49 and 41 percent of pregnant women receiving antenatal care live with HIV. According to the Ministry of Health's Annual HIV Programs Report (2013), around 123,000 adults were on anti-retroviral treatment (ART), and 10,400 pregnant and lactating women (PLW) were receiving antiretroviral for the prevention of mother to child transmission of HIV. Life expectancy is 49 years and 45 percent of children are orphaned or vulnerable.
12. Chronic malnutrition is a concern in Swaziland: stunting affected 25.5 percent of children under five years in 2014, a decline from 31 percent in 2010. Factors associated with stunting in Swaziland include poor infant feeding practices, low birth weight, poor levels of postnatal care, HIV/AIDS, poor access to sanitation, and maternal education. Among children under 5 years, 2 percent were wasted and 6 percent were underweight in 2014. Swaziland is vulnerable to drought in the south-eastern part of the country.
13. The 2015 spike in food insecurity disrupted five consecutive years of declining rates of food insecurity. An estimated 23.5 percent of Swazis are moderately to severely food insecure as of the early lean season in 2015, and food insecurity is expected to worsen as lean season progresses. Chronic food production deficits and rising food prices have serious implications for food access, particularly among the 77 percent of Swazis who rely on subsistence farming for their livelihoods. Constrained economic growth is expected to hinder implementation of social policies benefiting vulnerable Swazis in years of increased need. Gross domestic product (GDP) growth stood at an estimated 2.5 percent in 2014, significantly below the targeted 5 percent annual average growth rate. From 2015 a decline in Southern Africa Customs Union (SACU) revenue, and forecasted suboptimal performance in the agriculture sector are expected to constrain government finances.
14. Under the leadership of the Ministry of Health, WFP has been implemented a Food by Prescription programme targeting: (i) undernourished clients undergoing anti-retroviral treatment; and (ii) tuberculosis treatment and women enrolled into the prevention of mother-to-child transmission/ante-natal care. WFP provides individual monthly take-home rations of Supercereal and a household ration. In addition, moderately malnourished children in supplementary feeding programmes, many of whom are HIV positive or exposed, are also assisted.
15. In line with Strategic Objective 4 “Reduce undernutrition and break the intergenerational cycle of hunger” of WFP Strategic Plan (2014-2017), the objectives of this project are as follows:
  - improved nutritional recovery rate;
  - improved adherence rate;
  - improved capacity of MOH to provide nutrition support through training on relevant NAEC skills; and
  - improved awareness of nutrition issues among community health workers, including increased ability to provide nutrition education and nutrition-related referrals to the health system and other service providers.
16. WFP also implements another development project DEV 200422 “Support to Children and Students Affected by HIV and AIDS” which provides on-site meals to 52,000 orphans and vulnerable children in neighbourhood care points.<sup>5</sup> The programme allows children access to complementary services such as lessons, psychosocial care, and links to basic health care. The project is currently set to end in December 2015 but will be extended in time.
17. The project document including the project logframe, related amendments (Budget revisions) and the latest resource situation are available by clicking on the following [hyperlink](#).<sup>6</sup> The key characteristics of the operation are outlined in table two below:

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<sup>5</sup> Project document available at the following [link](#).

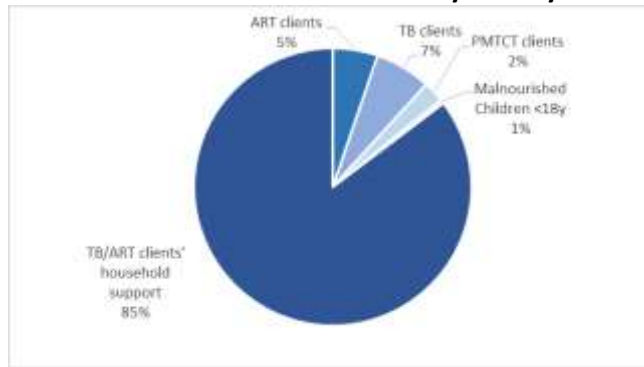
<sup>6</sup> From WFP.org – Countries – Swaziland – Operations.

**Table 2: Key characteristics of the operation**

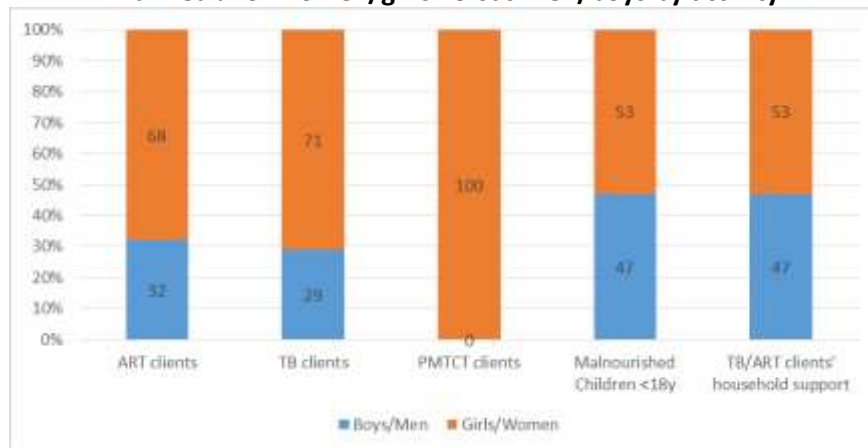
<b>OPERATION</b>			
<b>Approval</b>	The operation was approved by the Deputy Executive Director in February 2012.		
<b>Amendments</b>	<p>There have been 4 budget revisions (BR) to the initial project document:</p> <p>BR1 (August 2013) adjusted the landside transport, storage and handling (LTSH) requirements, which resulted in an increase of the overall budget of US\$61,835.</p> <p>BR 2 (November 2013) was technical in nature (migration of the operation to the new financial framework) with no impact on the budget.</p> <p>BR 3 (October 2014) extended in time the project until 30 June 2015, without modifying the operation's objectives and the implementation modalities. This resulted in a budget increase of US\$954,815.</p> <p>BR4 (July 2015) extended in time the project by 12 months until 30 June 2016, without modifying the operation's objectives and implementation modalities, bringing the total budget to US\$9,279,392.</p>		
<b>Duration</b>	<u>Initial:</u> 3 years (January 2012 – December 2014)	<u>Revised:</u> 4.5 years (January 2012 – June 2016)	
<b>Planned beneficiaries</b>	<u>Initial:</u> 119,400	<u>Revised:</u> 174,651	
<b>Planned food requirements</b>	<u>Initial:</u> In-kind food: 6,767 mt of food commodities Cash and vouchers: -	<u>Revised:</u> In-kind food: 9,312 mt of food commodities Cash and vouchers: -	
<b>US\$ requirements</b>	<u>Initial:</u> US\$6,743,487	<u>Revised:</u> US\$9,279,392	
<b>OBJECTIVES, OUTCOMES AND ACTIVITIES</b>			
	<b>SO</b>	<b>Operation specific objectives and outcomes</b>	<b>Activities</b>
Contribution to UNDAF Pillar 1, Outcome 2 and Millennium Development Goal (MDG) 6	Strategic Objective 4	Outcome 4.1: Reduced undernutrition, including micronutrient deficiencies among children aged 6-59 months, pregnant and lactating women, and school-aged children	Provision of nutritional support and food assistance
		Outcome 4.2: Improved adherence to ART/TB Treatment	Provision of nutritional support and food assistance
		Outcome 4.3: Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels	Policy advice, technical support, training and provision of equipment
	<b><u>Cross-cutting results:</u></b>		
<b>Protection:</b> WFP assistance delivered and utilized in safe, accountable and dignified conditions			
<b>Partnership:</b> Food assistance interventions coordinated and partnerships developed and maintained			
<b>Gender:</b> Gender equality and empowerment improved			

PARTNERS	
<b>Government</b>	Ministry of Health
<b>United Nations</b>	WFP works in coordination with other UN agencies through the JUNPS, whose partners include FAO, ILO, UNAIDS, UNDP, UNESCO, UNFPA, UNICEF, UNODC and WHO.
<b>NGOs</b>	Peace Corps Volunteers
RESOURCES (INPUTS)	
<p><b>Contribution received [as of 9/12/15]:</b> US\$3,367,735</p> <p><b>% against appeal:</b> 36%</p> <p><b>Top 4 donors:</b> Luxembourg (27%), Multilateral Funds (47%), Private donors (11%) and Swaziland (6%)</p>	<div style="display: flex; justify-content: space-around;"> <div style="text-align: center;"> <p><b>% funded of total requirements</b></p> </div> <div style="text-align: center;"> <p><b>Top five donors</b></p> </div> </div>
PLANNED OUTPUTS (at design)	

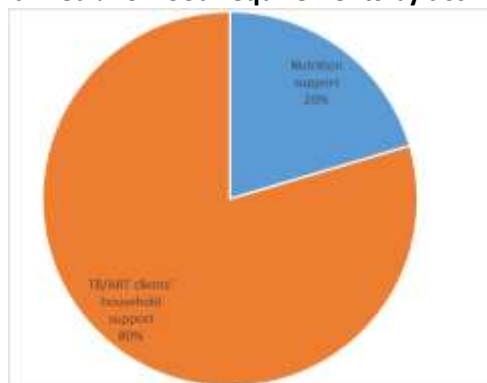
**Planned % of beneficiaries by activity**



**Planned % of women/girls versus men/boys by activity**



**Planned % of food requirements by activity**



## 4. Evaluation Approach

### 4.1. Scope

18. **Scope.** The evaluation will cover the Swaziland DEV 200353 including all activities and processes related to its formulation, implementation, resourcing, monitoring, evaluation and reporting relevant to answer the evaluation questions. The period covered by this evaluation captures the time from the development of the operation (January-December 2011) and the period from the beginning of the operation until the start of the evaluation (January 2012- April 2016).



## 4.2. Evaluation Questions

19. The evaluation will address the following three questions:

**Question 1: How appropriate is the operation?** Areas for analysis will include the extent to which the objectives, targeting, choice of activities and of transfer modalities:

- Were appropriate at project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups, as applicable, and remained so over time.
- Are coherent with relevant stated national policies, including sector and gender policies<sup>7</sup> and strategies and seek complementarity with the interventions of relevant humanitarian and development partners as well as with WFP's development project Swaziland 200422 "Support to Children and Students Affected by HIV and AIDS".
- Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including gender<sup>8</sup>), and remained so over time. In particular, the team will analyse if and how gender empowerment and equality of women (GEEW) objectives and mainstreaming principles were included in the intervention design in line with the MDGs and other system-wide commitments enshrining gender rights.
- Are there any evident gaps in the design and implementation of the handover process and if so, what are these gaps? This would also include an assessment of the extent to which WFP is able to track the progresses made under the capacity development component.

**Question 2: What are the results of the operation?** While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation will analyse:

- The level of attainment of the planned outputs (including the number of beneficiaries served disaggregated by women, girls, men and boys);
- The extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys; how GEEW results have been achieved; in addition, the evaluation team may explore through the collection of qualitative information the extent to which the programme has improved the quality of life of the beneficiaries.
- How different activities of the operation dovetail and are synergetic with other WFP operations and with what other actors are doing to contribute to the overriding WFP objective in the country; and
- The efficiency of the operation and the handover process and the likelihood that the Government will continue to implement an effective Food by Prescription programme following the phase out of WFP in the country.
- To which extent, beneficiaries are able to resume their livelihood activities following the end of WFP's support? In this respect, linkages with relapses should be assessed.

20. Under question 2, the CO/RB have a specific interest on the extent to which the existing nutrition outreach to the satellite clinics is adequate or whether improvements would be required to be consistent with the level of decentralization in the provision of health services.

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<sup>7</sup> Kingdom of Swaziland, National Gender Policy, 2010.

<sup>8</sup> Relevant policies and normative guidance will relate to the following subjects: HIV and AIDS, nutrition, food security, cash and voucher transfers, safety nets, capacity development and gender. For gender, please see the Convention to Eliminate all Forms of Discrimination against Women (CEDAW).

**Question 3: Why and how has the operation produced the observed results?** The evaluation should generate insights into the main internal and external factors that caused the observed changes, affected how results were achieved and influenced the handover process. The inquiry is likely to focus, amongst others, on:

- Internally (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc.
- Externally (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc. The recent worsening of the food security situation in the country should be taken into consideration, assessing its impact on the livelihoods of the targeted households.

21. Throughout the evaluation and in making recommendations, the team should make forward considerations to guide the CO on partnership opportunities (whether strengthening existing one or exploring new ones) notably with agencies supporting safety nets/livelihoods programmes targeting HIV and TB patients who have recovered nutritionally through the Food by Prescription programme. The evaluation should also identify possible corrective action required to successfully handover the programme to the Government. Best practices on the design and implementation of effective capacity development interventions and handover strategies should be identified to benefit other COs in the region and WFP corporately. Beyond the WFP's development project, the evaluation team may also look at how other agencies have been supporting the Government. The evaluation should also advice on opportunities for enhancing WFP's monitoring and evaluation system and improving the harvesting and dissemination of knowledge within and beyond the country in order to benefit to other COs in the region.

### **4.3 Evaluability Assessment**

22. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package. The team will notably critically assess data availability and take evaluability limitations into consideration in its choice of evaluation methods. In doing so, the team will also critically review the evaluability of the gender aspects of the operation, identify related challenges and mitigation measures and determine whether additional indicators are required to include gender empowerment and gender equality dimensions.
23. In answering question one, the team will be able to rely on assessment reports, minutes from the project review committee, the project document and logframe, a WFP Country Strategic Plan (2016-2020) as well as documents related to government and interventions from other actors. In addition, the team will review relevant WFP strategies, policies and normative guidance.
24. For question two the operation has been designed in line with the corporate strategic results framework (SRF) dated 2012 and selected outputs, outcomes and targets are recorded in the logframe. Monitoring reports as well as annual standard project reports (SPRs) detail achievement of outputs and outcomes thus making them evaluable against the stated objectives. It should be noted, however, that the operation's logframe was realigned to the new SRF (2014-2017) in September 2013. As a result, the 'household food consumption score was no longer retained among the mandatory corporate indicators. The evaluation will be carried out on the basis of the realigned logframe (see Annex 3).
25. Answering question two is likely to pose some challenges owing in part to: i) the absence of baseline data for the activities, which will need to be reconstructed using findings from various

assessment reports and ii) data gaps in relation to efficiency; and iii) WFP's limited access to the beneficiaries and to data collected by the Ministry of Health resulting from a confidentiality clause protecting TB/ART clients. Any planned survey requires the Ethics Commission's approval. Despite those challenges, WFP is able to collect information from the staff working at the facilities. Interviews with beneficiaries at the facilities are possible but subject to the beneficiaries' consent and cannot be scheduled in advance.

26. For question three, the team members will have access to some institutional planning documents and is likely to elicit further information from key informant interviews.

#### **4.4. Methodology**

27. The methodology will be designed by the evaluation team during the inception phase. It should:
  - Employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact and sustainability (or connectedness for emergency operations), giving special consideration to gender and equity issues.
  - Use applicable standards (e.g. SPHERE standards; UNEG guidance on gender<sup>9</sup>);
  - Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using mixed methods (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. Participatory methods will be emphasised with the main stakeholders, including the CO. The selection of field visit sites will also need to demonstrate impartiality.
  - Be geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;
  - Be based on an analysis of the logic model of the operation and on a thorough stakeholders analysis;
  - Ensure through the use of mixed methods and appropriate sampling that women, girls, men and boys from different stakeholders groups participate and that their different voices are heard and used;
  - Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

#### **4.5. Quality Assurance**

28. OEV's Evaluation Quality Assurance System (EQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for quality assurance, templates for evaluation products and checklists for the review thereof. It is based on the UNEG norms and standards and good practice of the international evaluation community (DAC and ALNAP) and aims to ensure that the evaluation process and products conform to best practice and meet OEV's quality standards. EQAS does not interfere with the views and independence of the evaluation team.
29. At the start of the evaluation, OEV will orient the evaluation manager on EQAS and share related documents. EQAS should be systematically applied to this evaluation and the evaluation manager will be responsible to ensure that the evaluation progresses in line with its process steps and to conduct a rigorous quality control of the evaluation products ahead of their submission to WFP. OEV will also share an Orientation Guide on WFP and its operations, which provides an overview of the organization.

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<sup>9</sup> These are put into context of WFP evaluation in the OEV technical note on integrating gender in evaluation. Evaluation team will be expected to review this TN during the inception phase and ensure that gender is well mainstreamed in all phases and aspects of the evaluation.

## 5. Phases and deliverables

30. The evaluation will proceed through five phases. Annex two provides details of the activities and the related timeline of activities and deliverables.
31. **Preparation phase** (December 2015 – January 2016): The OEV focal point will conduct background research and consultation to frame the evaluation; prepare the TOR; select the evaluation team and contract the company for the management and conduct of the evaluation.
32. **Inception phase** (April–May 2016): This phase aims to prepare the evaluation team for the evaluation phase by ensuring that it has a good grasp of the expectations for the evaluation and a clear plan for conducting it. The inception phase will include a desk review of secondary data and initial interaction with the main stakeholders.

- **Deliverable: Inception Package.** The Inception Package details how the team intends to conduct the evaluation with an emphasis on methodological and planning aspects. The IP will be shared with CO, RB and OEV for comments before being approved by OEV. It will present an analysis of the context and of the operation, the evaluation methodology articulated around a deepened evaluability and stakeholders’ analysis; an evaluation matrix; and the sampling technique and data collection tools. It will also present the division of tasks amongst team members as well as a detailed schedule for stakeholders’ consultation. For more details, refer to the [content guide for the inception package](#).

33. **Evaluation phase** (June 2016): The fieldwork will span over two weeks and will include visits to project sites and primary and secondary data collection from local stakeholders. Two debriefing sessions will be held upon completion of the field work. The first one will involve the country office (relevant RB and HQ colleagues will be invited to participate through a teleconference) and the second one will be held with external stakeholders.

- **Deliverable: Exit debriefing presentation.** An exit debriefing presentation of preliminary findings and conclusions (powerpoint presentation) will be prepared to support the debriefings.

34. **Reporting phase** (July-August): The evaluation team will analyse the data collected during the desk review and the field work, conduct additional consultations with stakeholders, as required, and draft the evaluation report. It will be submitted to the evaluation manager for quality assurance. Stakeholders will be invited to provide comments, which will be recorded in a matrix by the evaluation manager and provided to the evaluation team for their consideration before report finalisation.

- **Deliverable: Evaluation report.** The evaluation report will present the findings, conclusions and recommendations of the evaluation in a concise report of 40 pages maximum. Findings should be evidence-based and relevant to the evaluation questions. Data will be disaggregated by sex and the evaluation findings and conclusions will highlight differences in performance and results of the operation for different beneficiary groups as appropriate. There should be a logical flow from findings to conclusions and from conclusions to recommendations. Recommendations will be limited in number, actionable and targeted to the relevant users. These will form the basis of the WFP management response to the evaluation. For more details, refer to the [content guide for the evaluation report](#) and the [OpEv sample models for presenting results](#).

35. **Follow-up and dissemination phase:** OEV will share the final evaluation report with the CO and RB. The CO management will respond to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines for taking those

actions. The RB will coordinate WFP’s management response to the evaluation, including following up with country offices on status of implementation of the actions. OEV will also subject the evaluation report to an external post-hoc quality review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards. A feedback online survey on the evaluation will also be completed by all stakeholders. The final evaluation report will be published on the WFP public website, and findings incorporated into an annual synthesis report, which will be presented to WFP’s Executive Board for consideration. This synthesis will identify key features of the evaluated operations and report on the gender sensitivity of the operations among other elements. Findings will be disseminated and lessons will be incorporated into other relevant lesson sharing systems.

**Notes on the deliverables:**

The inception package and evaluation reports shall be written in English and follow the EQAS templates.

The evaluation team is expected to produce written work that is of very high standard, evidence-based, and free of errors. The evaluation company is ultimately responsible for the timeliness and quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.

The evaluation TOR, report and management response will be public and posted on the WFP External Website ([wfp.org/evaluation](http://wfp.org/evaluation)). The other evaluation products will be kept internal.

**Table 3: Key dates for field mission and deliverables**

Entity responsible	Phase	Activities	Key dates
EM/ET	Inception	Draft Inception Package	9 May 2016
EM/ET	Inception	Final Inception Package	23 May 2016
CO/ET	Evaluation	Evaluation field mission	6-20 June 2016
ET	Evaluation	Exit Debriefing Presentation	20 June 2016
EM/ET	Reporting	Draft Evaluation Report	25 July 2016
EM/ET	Reporting	Final Evaluation Report	22 August 2016
CO/RB	Follow-up	Management Response	12 September 2016

## 6. Organization of the Evaluation

### 6.1 Outsourced approach

36. Under the outsourced approach to OpEvs, the evaluation is commissioned by OEV but will be managed and conducted by an external evaluation company having a long-term agreement (LTA) with WFP for operations evaluation services.

37. The company will provide an evaluation manager (EM) and an independent evaluation team (ET) in line with the LTA. To ensure a rigorous review of evaluation deliverables, the evaluation manager should in no circumstances be part of the evaluation team.

38. The company, the EM and the ET members will not have been involved in the design, implementation or M&E of the operation nor have other conflicts of interest or bias on the subject. They will act impartially and respect the [code of conduct of the profession](#).

39. Given the evaluation learning objective, the evaluation manager and team will promote stakeholders' participation throughout the evaluation process. Yet, to safeguard the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings with external stakeholders if the evaluation team deems that their presence could bias the responses.

## 6.2 Evaluation Management

40. The evaluation will be managed by the company's EM for OpEvs (as per LTA). The EM will be responsible to manage within the given budget the evaluation process in line with EQAS and the expectations spelt out in these TOR and to deliver timely evaluation products meeting the OEV standards. In particular, the EM will:

- Mobilise and hire the evaluation team and provide administrative backstopping (contracts, visas, travel arrangements, consultants' payments, invoices to WFP, etc).
- Act as the main interlocutor between WFP stakeholders and the ET throughout the evaluation and generally facilitate communication and promote stakeholders' participation throughout the evaluation process.
- Support the evaluation team by orienting members on WFP, EQAS and the evaluation requirements; providing them with relevant documentation and generally advising on all aspects of the evaluation to ensure that the evaluation team is able to conduct its work.
- Ensure that the evaluation proceeds in line with EQAS, the norms and standards and code of conduct of the profession and that quality standards and deadlines are met.
- Ensure that a rigorous and objective quality check of all evaluation products is conducted ahead of submission to WFP. This quality check will be documented and an assessment of the extent to which quality standards are met will be provided to WFP.
- Provide feedback on the evaluation process as part of an evaluation feedback e-survey.

## 6.3 Evaluation Conduct

41. The ET will conduct the evaluation under the direction of the EM. The team will be hired by the company following agreement with OEV on its composition.

42. **Team composition.** The evaluation team is expected to include 2 members, including the team leader and a national or international evaluator. It should include women and men of mixed cultural backgrounds and possibly a national of the country, or if not feasible someone who is familiar with the regional context. At least one team member should have WFP experience.

43. **Team competencies.** The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas (listed in order of priority):

- Public health with a focus on linkages between nutrition and HIV within the country/ regional context of Southern Africa characterised by very HIV prevalence, high HIV & TB coinfection rates and the double burden of malnutrition.<sup>10</sup>
- Institutional capacity development and handover process.
- Gender expertise / good knowledge of gender issues within the country/regional context as well as understanding of UN system-wide and WFP commitments on gender.

44. All team members should have strong analytical and communication skills; evaluation experience and familiarity with the country or region.

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<sup>10</sup> The double burden of malnutrition refers to the paradox of malnutrition coexisting as undernutrition and overweight/obesity in the same population.

45. The team members need to be fluent in English, both orally and in writing.
46. The **Team Leader** will have good communication, management and leadership skills and demonstrated experience and good track record in leading similar evaluations. He/she should also have excellent English writing and presentation skills, technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools.
47. 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; iv) drafting and revising, as required, the inception package, exit debriefing presentation and evaluation report in line with EQAS; and v) provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.
48. **The team members** will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
49. 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; iv) contribute to the drafting and revision of the evaluation products in their technical area(s); and v) provide feedback on the evaluation process as part of an evaluation feedback e-survey.

## 6.4 Security Considerations

50. As an 'independent supplier' of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.
51. However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:
- Travelling team members complete the UN system's applicable Security in the Field courses in advance, print out their certificates and take them with them. (These take a couple of hours to complete.)
  - The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
  - The team members observe applicable UN security rules and regulations – e.g. curfews etc.

For more information, including the link to UNDSS website, see [EQAS for operations evaluations](#) page 35.

## 7. Roles and Responsibilities of WFP Stakeholders

52. **The Country Office.** The CO management will be responsible to:
- Assign a focal point for the evaluation. Julia Cocchia, HIV and Nutrition Consultant will be the CO focal point for this evaluation.
  - Comment on the TORs, inception package and the evaluation report
  - Provide the evaluation manager and team with documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings, field visits; provide logistic support during the fieldwork; and arrange for interpretation, if required.
  - Organise security briefings for the evaluation team and provide any materials as required
  - Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results and in various teleconferences with the evaluation manager and team on the evaluation products.

- Organise and participate in two separate debriefings, one internal and one with external stakeholders.
- Prepare a management response to the evaluation recommendations.
- Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

53. **The Regional Bureau.** The RB management will be responsible to:

- Assign a focal point for the evaluation. Silvia Biondi, Regional M&E Adviser will be the RB focal point for this evaluation.
- Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results. In particular, the RB should participate in the evaluation debriefing and in various teleconferences with the evaluation manager and team, as required.
- Provide comments on the TORs, inception package and the evaluation report.
- Coordinate the management response to the evaluation and track the implementation of the recommendations.
- Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

54. **Headquarters.** Some HQ divisions might, as relevant, be asked to discuss WFP strategies, policies or systems in their area of responsibility and to comment on the evaluation TOR and report.

55. **The Office of Evaluation.** OEV is responsible for commissioning the evaluation and Julie Thoulouzan, Evaluation Officer is the OEV focal point. OEV's responsibilities include to:

- Set up the evaluation including drafting the TOR in consultation with concerned stakeholders; select and contract the external evaluation company; and facilitate the initial communications between the WFP stakeholders and the external evaluation company.
- Enable the company to deliver a quality process and report by providing them with the EQAS documents including process guidance, content guides and templates as well as orient the evaluation manager on WFP policies, strategies, processes and systems as required.
- Comment on the draft inception package.
- Comment on the evaluation report and approve the final version.
- Submit the final evaluation report to an external post-hoc quality review process to independently report on the quality, credibility and utility of the evaluation and provide feedback to the evaluation company accordingly.
- Publish the final evaluation report on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration.
- Conduct an evaluation feedback e-survey to gather perceptions about the evaluation process and the quality of the report to be used to revise the approach, as required.

## **8. Communication and budget**

### **8.1. Communication**

56. Issues related to language of the evaluation are noted in sections 6.3 and 5, which also specifies which evaluation products will be made public and how and provides the schedule of debriefing with key stakeholders. Section 5, paragraph 34 describes how findings will be disseminated.

57. To enhance the learning from this evaluation, the evaluation manager and team will also emphasize transparent and open communication with WFP stakeholders. Regular teleconferences and one-on-one telephone conversations between the evaluation manager, team and country office focal point will assist in discussing any arising issues and ensuring a participatory process.



## 8.2. Budget

58. **Funding source:** The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director memo dated October 2012 and July 2015). The cost to be borne by the CO will be established by the WFP Budget & Programming Division (RMB).

59. **Budget:** The budget will be prepared by the company (using the rates established in the LTA and the corresponding template) and approved by OEV. For the purpose of this evaluation the company will:

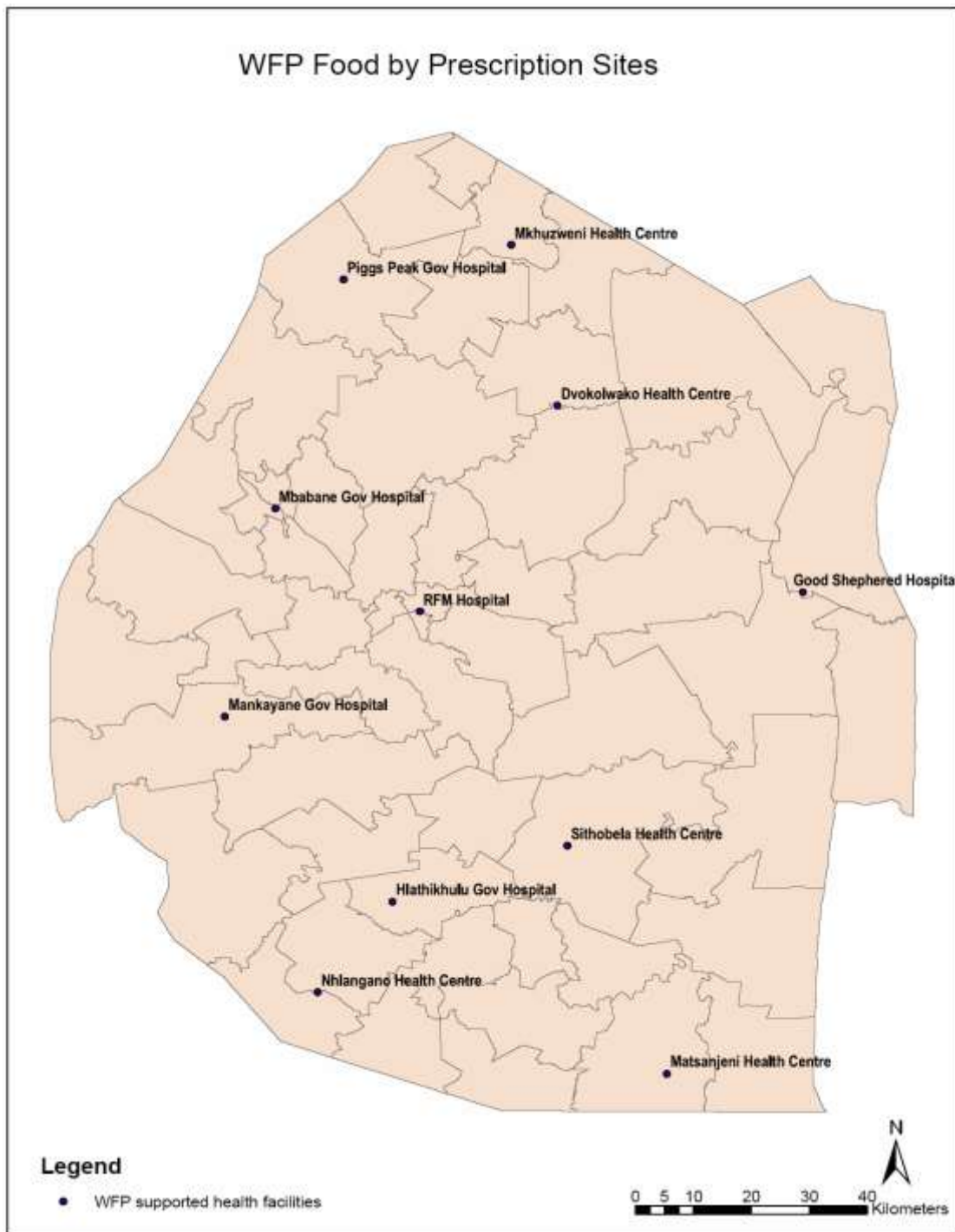
- Use the management fee corresponding to a small operation.
- Not budget for domestic travel.

Please send queries to Julie Thoulouzan, Evaluation Officer:

Email: [Julie.thoulouzan@wfp.org](mailto:Julie.thoulouzan@wfp.org)

Phone number: + 39 06 65 13 35 04

## Annex 1: Map of Food by Prescription sites



## Annex 2: Evaluation timeline

	Entity Responsible	2015							2016																																																
		Dec		Jan			Feb		Mar			Apr		May		Jun		Jul		Aug			Sept		Oct		Nov																														
		07-Dec	14-Dec	21-Dec	28-Dec	04-Jan	11-Jan	18-Jan	25-Jan	01-Feb	08-Feb	15-Feb	22-Feb	29-Feb	07-Mar	14-Mar	21-Mar	28-Mar	04-Apr	11-Apr	18-Apr	25-Apr	02-May	09-May	16-May	23-May	30-May	06-Jun	13-Jun	20-Jun	27-Jun	04-Jul	11-Jul	18-Jul	25-Jul	01-Aug	08-Aug	15-Aug	22-Aug	29-Aug	05-Sep	12-Sep	19-Sep	26-Sep	03-Oct	10-Oct	17-Oct	24-Oct	01-Nov								
1	Desk review, consultation (intro call) and preparation of TOR			X																																																					
2	Stakeholders comments on TORs																																																								
3	Final TOR																																																								
4	Evaluation company selection and contracting																																																								
5	Operational documents and data consolidation and sharing																																																								
6	Hand-over of eval management to EM	X	X																																																						
7	Evaluation team briefing - expectations, requirements, quality standards	X	X																																																						
8	Desk review, Consultation with the CO/RB, drafting of the Inception Package	X																																																							
9	Quality Assurance of the Inception Package	X																																																							
10	Draft Inception Package	X	X																																																						
11	Comments on Inception Package																																																								
12	Revise Inception Package and final Quality Assurance of IP	X	X																																																						
13	Final Inception Package	X	X																																																						
14	Eval mission preparation (setting up meetings,field visits, etc)																																																								
15	Introductory briefing		X	X																																																					
16	Field work		X																																																						
17	Exit debriefing	X	X	X	X	X																																																			
18	Exit debriefing presentation of preliminary findings conclusions	X	X																																																						
19	Evaluation Report drafting		X																																																						
20	Quality Assurance of the draft Evaluation Report	X																																																							
21	Draft Evaluation Report	X	X																																																						
22	Stakeholders comments on Evaluation Report		X	X	X																																																				
23	Revision of the report + comments matrix	X	X																																																						
24	Final Evaluation Report	X	X																																																						
25	Preparation of the Management Response																																																								
26	Management Response																																																								
27	Post-hoc Quality Review and end of evaluation survey			X																																																					
28	Report Publication + integration in lessons learning		X																																																						

Results	Performance Indicators	Assumptions
<b>Cross-cutting</b>		
<p><b>Cross-cutting result</b>            PROTECTION AND ACCOUNTABILITY TO AFFECTED POPULATIONS: WFP assistance delivered and utilized in safe, accountable and dignified conditions</p>	<ul style="list-style-type: none"> <li>▸ Proportion of assisted people (men) who do not experience safety problems travelling to, from and/or at WFP programme site</li> <li>▸ Proportion of assisted people (men) informed about the programme (who is included, what people will receive, where people can complain)</li> <li>▸ Proportion of assisted people (women) who do not experience safety problems travelling to, from and/or at WFP programme sites</li> <li>▸ Proportion of assisted people (women) informed about the programme (who is included, what people will receive, where people can complain)</li> <li>▸ Proportion of assisted people informed about the programme (who is included, what people will receive, where people can complain)</li> </ul>	
<p><b>Cross-cutting result</b>            PARTNERSHIP: Food assistance interventions coordinated and partnerships developed and maintained</p>	<ul style="list-style-type: none"> <li>▸ Number of partner organizations that provide complementary inputs and services</li> <li>▸ Proportion of project activities implemented with the engagement of complementary partners</li> </ul>	
<p><b>Cross-cutting result</b>            GENDER: Gender equality and empowerment improved</p>	<ul style="list-style-type: none"> <li>▸ Proportion of households where females and males together make decisions over the use of cash, voucher or food</li> <li>▸ Proportion of households where females make decisions over the use of cash, voucher or food</li> <li>▸ Proportion of households where males make decisions over the use of cash, voucher or food</li> </ul>	

<b>SO4: Reduce undernutrition and break the intergenerational cycle of hunger</b>		
<p><b>Outcome SO4.1</b></p> <p>Reduced undernutrition, including micronutrient deficiencies among children aged 6-59 months, pregnant and lactating women, and school-aged children</p>	<ul style="list-style-type: none"> <li>▸ ART Nutritional Recovery Rate (%)</li> <li>▸ TB Treatment Nutritional Recovery Rate (%)</li> </ul>	<p>Availability of funds to fully implement the programme.</p> <p>Implementation capacity, funds and motivation in place at the Ministry of Health.</p> <p>Availability of adequate and well motivated human resources in the health sector</p>
<p><b>Outcome SO4.2</b></p> <p>Improved adherence to ART/TB Treatment</p>	<ul style="list-style-type: none"> <li>▸ ART Adherence Rate (%)</li> <li>▸ TB Treatment Success Rate (%)</li> </ul>	<p>Strong partnership with Ministry of Health and information sharing to enable reporting on this outcome</p>
<p><b>Outcome SO4.3</b></p> <p>Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels</p>	<ul style="list-style-type: none"> <li>▸ NCI: Nutrition programmes National Capacity Index</li> </ul>	<p>Adequate funding available for capacity building activities.</p> <p>Government commitment and support for capacity building will continue.</p> <p>Government commitment to take over implementation of programme will be maintained</p>
<p><b>Output SO4.1</b></p> <p>Food, nutritional products, non-food items, cash transfers and vouchers distributed in sufficient quantity and quality and in a timely manner to targeted beneficiaries</p>	<ul style="list-style-type: none"> <li>▸ Quantity of food assistance distributed, disaggregated by type, as % of planned</li> <li>▸ Number of institutional sites assisted (e.g. schools, health centres), as % of planned</li> <li>▸ Number of women, men, boys and girls receiving food assistance, disaggregated by activity, beneficiary category, sex, food, non-food items, cash transfers and vouchers, as % of planned</li> </ul>	

<p><b>Output SO4.2</b></p> <p>Policy advice and technical support provided to enhance management of food security, nutrition and school feeding</p>	<ul style="list-style-type: none"> <li>▸ Number of government staff trained by WFP in nutrition programme design, implementation and other nutrition-related areas – technical/strategic/managerial – disaggregated by sex and type of training</li> <li>▸ Number of technical assistance activities provided, by type</li> </ul>	
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## Acronyms

ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
BR	Budget Revision
CO	Country Office (WFP)
DAC	Development Assistance Committee
EB	(WFP's) Executive Board
EQAS	Evaluation Quality Assurance System
EM	Evaluation manager
ER	Evaluation Report
ET	Evaluation Team
GEEW	Gender empowerment and equality of women
HQ	Headquarters (WFP)
IP	Inception Package
LTA	Long-Term Agreement
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
Mt	Metric Ton
NGO	Non-Governmental Organisation
OEV	Office of Evaluation (WFP)
OpEv	Operation Evaluation
RB	Regional Bureau (WFP)
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNEG	United Nations Evaluation Group
WFP	World Food Programme