



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation

Measuring Results, Sharing Lessons

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TERMS OF REFERENCE

MID TERM OPERATION EVALUATION

BHUTAN DEVELOPMENT PROJECT 200300 “IMPROVING CHILDREN’S ACCESS TO EDUCATION”

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1. Introduction

1. These Terms of Reference (TOR) are for the mid-term evaluation of the Bhutan Development Project 200300 “Improving Children’s Access to Education”. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will last from December 2015 to May 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.¹ 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 Bhutan Development Project 200300 “Improving Children’s Access to Education” 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 school feeding programme and guide the CO on possible corrective action required to successfully handover the programme to the Government by 2018.
6. This evaluation is also expected to identify best practices and generate useful lessons learned for other country offices facing a similar capacity development agenda, in particular (but not limited to) school feeding.

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

¹ 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.

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

Stakeholders	Interest in the evaluation
INTERNAL STAKEHOLDERS	
Country Office (CO)	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.
Regional Bureau (RB) for Asia based in Bangkok	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.
Office of Evaluation (OEV)	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.
WFP Executive Board (EB)	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.
EXTERNAL STAKEHOLDERS (See Table 2 for list of external stakeholders)	
Beneficiaries	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.
Government	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. The Ministry of Education in particular is the direct institutional beneficiary from the capacity development activities envisaged under the DEV project. Issues related to handover and sustainability will be of particular interest, notably to the Gross National Happiness Commission (GNHC) as well as various ministries, including the Ministry of Education, the Ministry of Health, the Ministry of Agriculture and Forests and the National Commission for Women and Children.
UN Country team	Bhutan being a Delivering as One (DAO) country, the "One-Programme" (UNDAF) should contribute to the realisation of the government developmental objectives as laid out in the Government's 11th Five Year Plan (2014-2018). The UNCT has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts, more specifically to Outcome 2 of the "One-Programme" "By 2018, increased and equitable access, utilization and quality of inclusive essential social services for all with a focus on sustaining the MDGs and addressing emerging challenges". Various agencies are also direct partners of WFP at policy and activity level.

NGOs	NGOs implement interventions that are complementary to the school feeding programme. The results of the evaluation might affect future strategic orientations and partnerships.
Civil society	Civil society organizations have existed in Bhutan for many years and form an integral part of the traditional Bhutanese society. They provide people with opportunities to participate in taking decisions related to different activities that have a bearing on their day-to-day lives. ² Civil society groups 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. In particular, the National Women’s Association of Bhutan helps women develop skills to earn incomes and works toward promoting gender equality.
Donors	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.
Others	A wide range of actors, such as the Food Corporation of Bhutan, local suppliers, school administrators and local communities, are involved in the provision of school meals and are expected to benefit from some of the capacity development activities. Their respective perspectives will be sought as the engagement of those actors influences the effectiveness of the programme as well as its sustainability.

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

- The CO and its partners in decision-making related notably to the implementation of the capacity development activities, including approaches on how best to carry out the handover process.
 - 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.
10. Other COs may also benefit from the findings which, alongside other evaluations covering such topic, will contribute to corporate learning on implementation of capacity development interventions.

3. Subject of the Evaluation

11. Bhutan is a small, least-developed, food-deficit country with an estimated population of 764,940 in 2015.³ Landlocked between India and China, Bhutan remained in self-imposed isolation for centuries, only moving gradually towards development with the launch of its first five-year plan in 1961. The country’s development philosophy, Gross National Happiness, stresses the achievement of equitable and sustainable development over economic growth. Particular emphasis has always been placed on human development and increasing access to markets, health clinics and schools, particularly in rural areas. Bhutan’s Human Development Index (HDI) is ranking 136 out of 187 countries.⁴

² ADB, Civil Society Brief, Bhutan.

³ Source: the National Statistics Bureau of Bhutan. <http://NSB.gov.bt>

⁴ UNDP, Human Development Report, 2014.

12. In recent years, a ballooning trade deficit has created economic challenges for the small country. Bhutan relies upon India for more than 80 percent of its imports; 34 percent of the country's cereals are imported, and limited exports earnings are not sufficient to finance foreign exchange requirements. A booming construction industry, especially for hydropower projects, and increasing availability of credit facilities has led to rising domestic consumption. The Government has responded to these imbalances by imposing some austerity measures, including import controls on vegetables that can be grown locally.
13. Bhutan's rugged terrain is prone to flash floods and landslides. This often leads to the closure of roads for up to weeks in some areas, especially during the rainy season. With the majority of the population living as rural farmers in small villages scattered throughout the mountainous landscape, logistical challenges impede access to social services. Close to one-fourth of the population suffers from temporary food insecurity, especially during the months before the harvest. Although the country has low wasting and underweight prevalence, stunting is as high as 33.5 percent.⁵ The Government has made advances in universal education. Gross and net enrolment ratios in 2014 were 113 and 95 percent, respectively.⁶ However, school enrolment in rural areas is on average 25% lower compared to urban areas.
14. Bhutan upholds the concept of gender equality. The status of women is largely influenced by the country's Buddhist traditions and values, which view men and women as equals. Because of this general view of equality, however, the country has not yet established specific laws to protect against the discrimination of women, and some traditions and norms continue to limit women's roles.⁷ Yet, unlike much of the rest of South Asia, gender parity in primary education is high, at 98 percent.⁶
15. Bhutan's success in education is attributed to a strong government commitment (the Constitution provides for 11 years of free basic education for every child, from pre-primary to grade 10), significant public investments in the education sector, including targeted school feeding programmes providing an incentive for enrolment and attendance since the 1960s.
16. WFP's support to Bhutan's school feeding programme began in 1974 with a school feeding project that covered 9 schools with a little over a thousand students. The overall goal of WFP under its ongoing development project in Bhutan "Improving Children's Access to Education" (2014 - 2018), is to help the Government achieve self-reliance in the management, coordination and implementation of a cost-effective, equitable and quality school feeding programme across the country. WFP's objectives are twofold:
17. **Work with the Government to maintain access to and gender parity in primary education:** WFP supports the Government's efforts to improve access to education by providing nutritious meals (breakfast and lunch) to schoolchildren, particularly those from rural and food-insecure families, with a gradual hand-over to the Ministry of Education. The project addresses the short-term hunger faced by children living far away from schools, and reduces the financial burden on poor rural parents. It also assists in alleviating certain micronutrient deficiencies, while contributing to an overall improvement of school enrolment rates and attendance. Particular attention is given to reducing gender disparity in education.
18. **Strengthen the capacity of the Ministry of Education to run a nationwide school feeding programme:** WFP assistance also focuses on the strengthening of the Ministry's capacities in policy setting, supply chain management and programme oversight, enabling it to absorb more students and, over time, to manage the countrywide school feeding programme independently. This is expected to be the last operation in Bhutan, with WFP phasing out by 2018. In this regard

⁵ Bhutan Multiple Indicator Survey, 2011.

⁶ Annual Education Statistics, 2014.

⁷ Atlas of Gender and Development. How Social Norms Affect Gender Equality in non-OECD Countries, 2010.

the CO has been assisting the RGoB in the development of a Road Map for the capacity development for school feeding, focussing on the 2018 hand-over. This Road Map follows the holistic approach of the SABER framework (System Approach for Better Education Results), with a focus on five policy goals: policy frameworks; financial capacity; institutional capacity and coordination; design and implementation; and community roles.

19. The operation contributes to WFP Strategic Objective 4 and to Bhutan's United Nations Development Assistance Framework (now replaced by Bhutan One Programme), and assists the Government in achieving Millennium Development Goals 2 and 3. The project document including the project logframe, related amendments (Budget revisions) and the latest resource situation are available by clicking on the following [link](#).⁸ The key characteristics of the operation are outlined in table two below:

Table 2: Key characteristics of the operation

OPERATION			
Approval	The operation was approved by the Executive Board in November 2013		
Amendments	There has been no amendment to the initial project document.		
Duration	Initial: 5 years (January 2014 – December 2018)	Revised: NA	
Planned beneficiaries	<u>Initial:</u> 30,000	<u>Revised:</u> NA	
Planned food requirements	<u>Initial:</u> In-kind food: 9,396 mt of food commodities Cash and vouchers: NA	<u>Revised:</u> In-kind food: NA Cash and vouchers: NA	
US\$ requirements	<u>Initial:</u> US\$8,579,519	<u>Revised:</u> NA	
OBJECTIVES, OUTCOMES AND ACTIVITIES			
	WFP Strategic Objective	Operation specific objectives and outcomes	Activities
Contributes to millennium development goal (MDG) 2 and 3, and UNDAF outcome 2 ⁹	Cross-cutting Results	Gender: Gender equality and empowerment improved	
		Partnerships: Food assistance interventions coordinated and partnerships developed and maintained	
	WFP Strategic Objective	Operation specific objectives and outcomes	Activities
	Strategic Objective 4: Reduce undernutrition and break the intergenerational cycle of hunger	Objective: Work with the Government to maintain access to and gender parity in primary education. Outcome SO4.1: Increased equitable access to and utilization of education	<ul style="list-style-type: none"> • Provision of onsite school meals • Sensitization on sanitation, hygiene and nutrition • Training on food storage warehouse and stock management

⁸ From WFP.org – Countries – Bhutan – Operations.

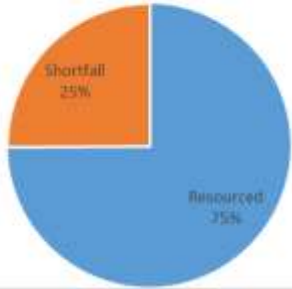
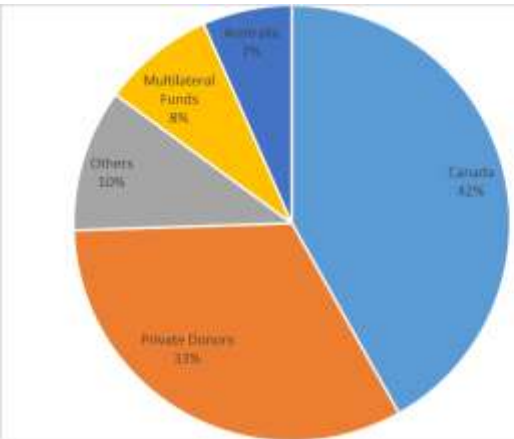
⁹ UNDAF Outcome 2: “By 2018, increased and equitable access to and utilization and quality of inclusive essential services for all, with a focus on the MDGs and addressing emerging challenges”

		<p>Objective: Strengthen the capacity of the Ministry of Education to run a nationwide school feeding programme</p> <p>Outcome SO4.2: Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels</p>	<p>Three pillars of the Capacity Development component include:</p> <ul style="list-style-type: none"> • Joint policy analysis and priority setting; • Supply chain management; • Programme management, oversight and monitoring
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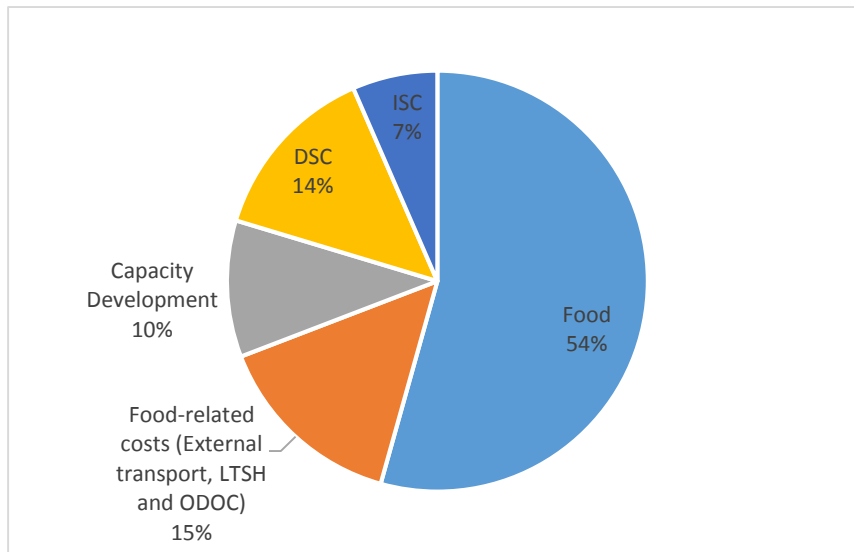
PARTNERS

Government	Gross National Happiness Commission (GNHC), Ministry of Education, the Ministry of Health, the Ministry of Agriculture and Forests, Bhutan Agriculture and Food Regulatory Authority
United Nations	Food and Agriculture Organization of the United Nations (FAO), United Nations Population Fund (UNFPA), United Nations Children’s Fund (UNICEF), World Health Organization (WHO)

RESOURCES (INPUTS)

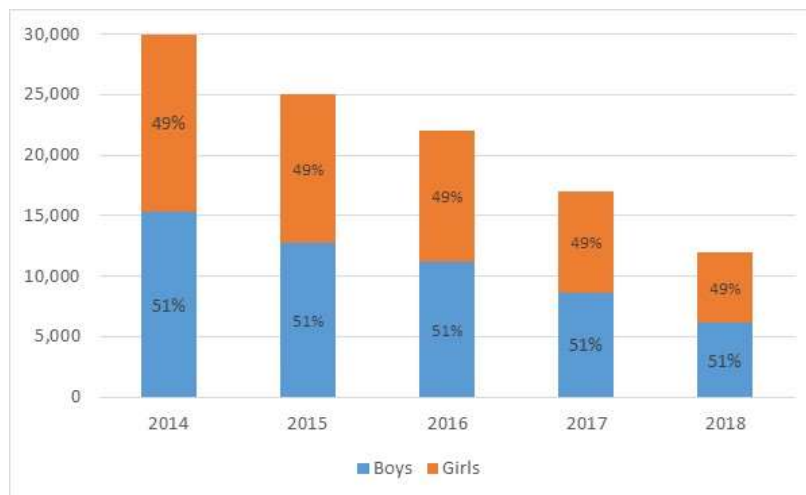
<p>Contributions received as of 6 September: US\$6,426,152</p> <p>% against appeal: 75%</p> <p>Time elapsed since project start date (as of 24 August): 33%</p> <p>Top 5 donors: Canada, private donors, multilateral funds and Australia</p>	 <p>% funded of total requirements</p>	 <p>Top five donors</p>
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Breakdown of planned budget by cost component

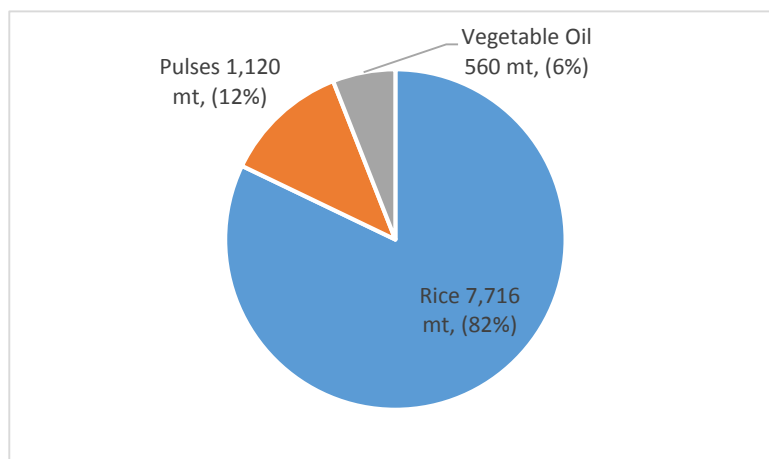


PLANNED OUTPUTS (at design)

Planned beneficiaries by sex for the School Feeding Component



Planned food requirements for the School Feeding Component



4. Evaluation Approach

4.1. Scope

20. **Scope.** The evaluation will cover the Bhutan DEV 200300 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 2013) and the period from the beginning of the operation until the start of the evaluation (January 2014-December 2015).

4.2. Evaluation Questions

21. 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 and geographical areas, as applicable, and remained so over time.
- Are coherent with relevant stated national policies and strategies, including gender and sectorial policies (education, food security, nutrition).
- Seek complementarity with the interventions of relevant government and development partners.
- Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including gender¹⁰), 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.

Under Question 1, the CO and RB have a specific interest on the following points:

- The extent to which the overall approach adopted by WFP (combining direct assistance, innovative pilots and technical support) to support the transition towards a national school feeding programme fully managed, coordinated and implemented by the Government, is appropriate.
- The extent to which WFP has effectively supported the RGoB in selecting a school feeding model that best fits with government institutions, processes and policy frameworks structures and policies.
- With regards to the targeting criteria for inclusion of schools and students in the School Feeding Programme, the evaluation should identify the differences and similarities between WFP criteria (food security, accessibility, education indicators, etc.) and the government criteria (distance between student's villages and schools), and assess how they relate to each other and their respective appropriateness.
- Are there any evident gaps in the design and implementation of the actual 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:

¹⁰ Relevant policies and normative guidance will relate to the following subjects: education, nutrition, food security, cash and voucher transfers, capacity development and gender. For gender, please see the Convention to Eliminate all Forms of Discrimination against Women (CEDAW).

- The level of attainment of the planned outputs (including the capacity development activities as well 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;
- How different activities of the operation dovetail and are synergetic with what other actors are doing to contribute to the overriding WFP objective of developing the capacity of the RGoB to manage and implement school feeding; and
- The efficiency of the operation and the handover process and the likelihood that the Government will continue to implement an effective school feeding programme following the phase out of WFP in the country.

Under Question 2, the CO has a specific interest on the following points:

- Is the school feeding model chosen upon and currently being tested by the Government an efficient and sustainable method of implementing the national school feeding programme following WFP's phase out?¹¹
- How can WFP as an organization ensure staff continuity until the end of the operation and support its staff in identifying longer-term job opportunities, while the CO is expected to phase out by end-2018.

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 and affected how results were achieved. 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,¹² capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements (how have these partnerships helped/hindered implementation of the programme?); etc.
- Externally (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc. Government funding for the existing and future – post-WFP – school feeding programme is a critical factor. How has the limitation of available government funding affected the achieved results, caused the observed changes and may affect the success of the capacity development efforts in the future (post-WFP)?

Under Question 3, the CO has a specific interest on the extent to which potential divergences between WFP and the Government's targeting criteria for inclusion of schools and students in the School Feeding Programme may affect the integration of the WFP supported school feeding programme into the RGoB led programme and influence the handover process.

Throughout the evaluation and in making recommendations, the team should make forward considerations and identify best practices on the design and implementation of effective capacity development interventions and handover strategies. Beyond the WFP's development project, the evaluation team may also look at how other agencies have been supporting the Government of Bhutan. The evaluation should also advice on opportunities for enhancing WFP's monitoring and

¹¹ The RGoB is currently testing a centralized procurement model wherein 9 commodities are bought at national (central) level and only complementary commodities at decentralized (school or district) level.

¹² Following the departure of the WFP Country Director in 2009, the Bhutan CO was managed by national staff until an international staff was assigned in 2014. The history of the Country Office should be looked into as well as its potential implications on the way the handover process was planned and implemented.

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, evaluations or reviews of past operations,¹³ a re-targeting study facilitated by the RB 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) 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.
25. However, 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.¹⁴
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.
27. Among other evaluability challenges, access to remote areas will be a very important element to consider when selecting the field sites to be visited and preparing the field mission schedule. This is likely to reduce the overall number of sites that can be realistically covered during the 3-week mission. Due to the very small size of the CO, which is made up of only 9 staff members, the evaluation team will need to consider carefully the engagement required from the CO staff as not to compromise other ongoing activities.

4.4. Methodology

28. 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, giving special consideration to gender and equity issues.
 - Use applicable standards (e.g. SABER framework; UNEG guidance on gender¹⁵);

¹³ Including a case study in Bhutan carried out as part of the WFP's School Feeding Policy Evaluation in 2011. <http://docstore.wfp.org/stellent/groups/public/documents/reports/wfp246441.pdf>

¹⁴ The CO is planning to conduct a value-chain analysis, which may include a comprehensive cost-benefit analysis. If completed by early-2016, this study would inform the operation evaluation.

¹⁵ 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.

- 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

29. 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.
30. 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.

5. Phases and deliverables

31. The evaluation will proceed through five phases. Annex two provides details of the activities and the related timeline of activities and deliverables.
32. **Preparation phase** (August–September 2015): 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.
33. **Inception phase** (December 2015- February 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](#).

34. **Evaluation phase** (March 2016): The fieldwork will span over three 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.

35. **Reporting phase** (April- May 2016): 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](#).

36. **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 operation 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). 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	18/01/2016
EM/ET	Inception	Final Inception Package	08/02/2016
CO/ET	Evaluation	Evaluation field mission	07-25/03/2016
ET	Evaluation	Exit Debriefing Presentation	25/03/2016
EM/ET	Reporting	Draft Evaluation Report	02/05/2016
EM/ET	Reporting	Final Evaluation Report	30/05/2016
CO/RB	Follow-up	Management Response	20/06/2016

6. Organization of the Evaluation

6.1 Outsourced approach

37. 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.

38. 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.

39. 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](#).

40. 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

41. 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

42. 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.

43. **Team composition.** The evaluation team is expected to include two to three members, including the team leader and one or two international/national evaluators. It should include women and men of mixed cultural backgrounds and a national of Bhutan. At least one team member should have WFP experience.

44. **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):

- Institutional capacity development (with a focus on handover process, cost-efficiency analysis, supply chain management, Logistics)
- School feeding
- Knowledge management
- 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.

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

46. All team members should have strong skills in oral and written English. In addition, given the remoteness of some field sites and their limited accessibility (many schools require several days of walking to be reached), all team members should be in good physical condition.

47. 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.

48. 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.

49. **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.

50. 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

51. 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.

52. 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 34.

7. Roles and Responsibilities of WFP Stakeholders

53. **The Country Office.** The CO management will be responsible to:

- Assign a focal point for the evaluation. Kencho Wangmo, Programme Assistant, will be the CO focal point for this evaluation, while Udaya Sharma, Senior Programme Assistant will be his alternate.
- 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.

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

- Assign a focal point for the evaluation. Clare Mbizule, Regional M&E advisor 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.

55. **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.

56. **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

57. 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 36] describes how findings will be disseminated.

58. 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

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

60. **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:

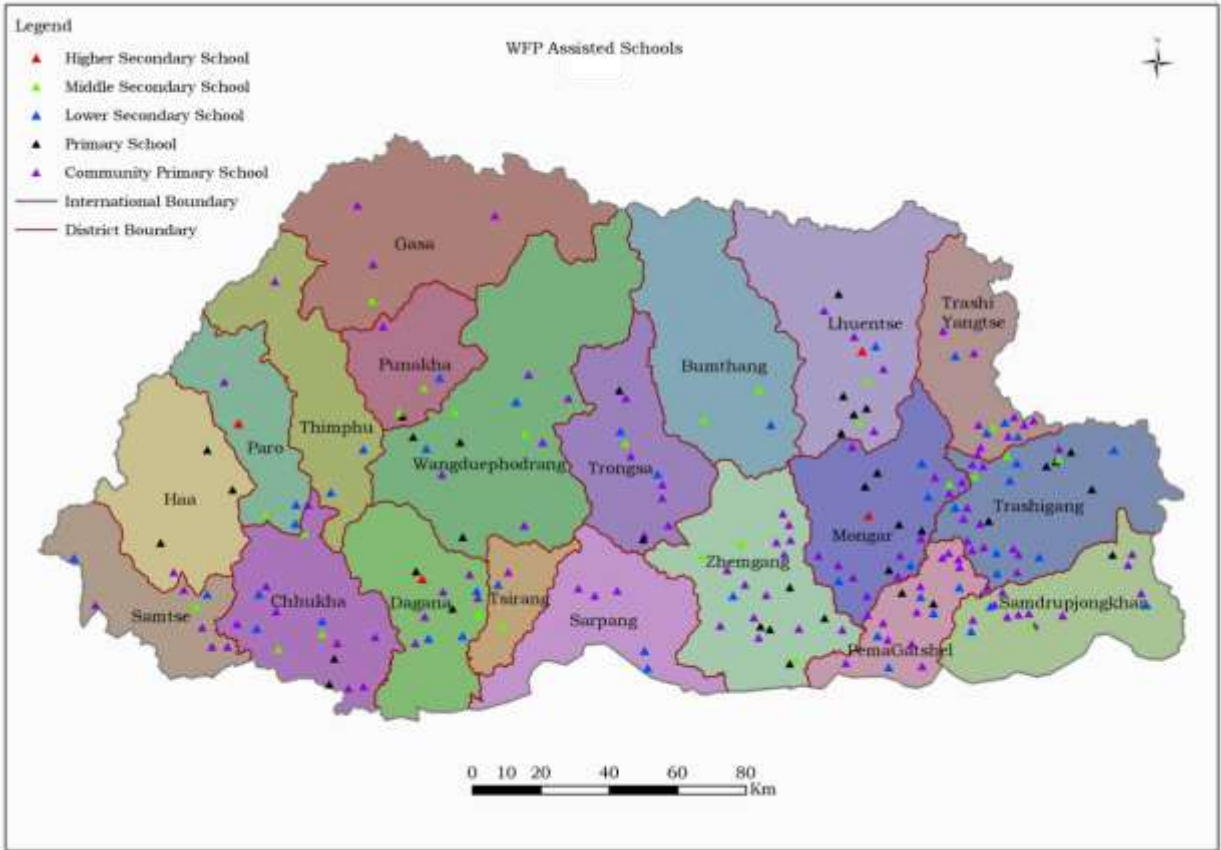
- Use the management fee corresponding to a small operation.
- Not budget for domestic travel.

Please send queries to Julie Thoulouzan, Evaluation Officer

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Annex 1: Map



Annex 3: Summary Logical Framework

LOGICAL FRAMEWORK		
Results	Performance indicators	Assumptions
Cross-cutting		
Cross-cutting result GENDER: Gender equality and empowerment improved	▶ Proportion of women beneficiaries in leadership positions of project management committees <ul style="list-style-type: none"> • Target: 50 (Dec 2018) 	
Cross-cutting result PARTNERSHIP: Food assistance interventions coordinated and partnerships developed and maintained	▶ Number of partner organizations that provide complementary inputs and services <ul style="list-style-type: none"> • Target: 8 (Dec 2018) 	
SO4: Reduce undernutrition and break the intergenerational cycle of hunger		

<p>Outcome SO4.1 Increased equitable access to and utilization of education</p>	<ul style="list-style-type: none"> ▸ Net Enrolment Rate (NER) (boys) in WFP-assisted primary schools <ul style="list-style-type: none"> • Target: 97 (Dec 2018) ▸ Net Enrolment Rate (NER) (girls) in WFP-assisted primary schools <ul style="list-style-type: none"> • Target: 98 (Dec 2018) ▸ Retention rate (boys) in WFP-assisted primary schools <ul style="list-style-type: none"> • Target: 96 (Dec 2018) ▸ Retention rate (girls) in WFP-assisted primary schools <ul style="list-style-type: none"> • Target: 96.2 (Dec 2018) 	<p>Risks Changes in new Government's priorities affect allocation of resources from Government and other sources. External factors such as the global recession and fuel and commodity price inflation have direct impacts on resource allocation. Natural disasters hamper service delivery Quality data for monitoring indicators are lacking Data and information consolidation is not coordinated among government agencies.</p> <p>Assumptions National economic growth continues at present rates. Government continues to give the social sector high priority in its budget.</p>
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<p>Outcome SO4.2</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"> ▸ NCI: School Feeding National Capacity Index ▸ Hand-over strategy developed and implemented [1=not achieved; 2=partially achieved; 3=achieved] <ul style="list-style-type: none"> • Target: 3 (Dec 2018) 	<p>Risks</p> <p>Changes in new Government's priorities affect allocation of resources from Government and other sources.</p> <p>External factors such as the global recession and fuel and commodity price inflation have direct impacts on resource allocation.</p> <p>Natural disasters hamper service delivery</p> <p>Quality data for monitoring indicators are lacking</p> <p>Data and information consolidation is not coordinated among government agencies.</p> <p>Assumptions</p> <p>National economic growth continues at present rates.</p> <p>Government continues to give the social sector high priority in its budget.</p>
<p>Output SO4.1</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"> ▸ 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 ▸ Quantity of food assistance distributed, disaggregated by type, as % of planned ▸ Quantity of non-food items distributed, disaggregated by type, as % of planned ▸ Number of institutional sites assisted (e.g. schools, health centres), as % of planned 	

<p>Output SO4.2 Policy advice and technical support provided to enhance management of food security, nutrition and school feeding</p>	<ul style="list-style-type: none"> ▸ Number of technical assistance activities provided, by type 	
<p>Output SO4.3 National nutrition, school feeding, safety net policies and/or regulatory frameworks in place</p>	<ul style="list-style-type: none"> ▸ Number of national programmes developed with WFP support – nutrition, school feeding, safety net ▸ Number of national safety net policies that are nutrition-sensitive 	

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