

**JOINT EVALUATION OF
EFFECTIVENESS AND IMPACT OF THE
ENABLING DEVELOPMENT POLICY OF THE
WORLD FOOD PROGRAMME (WFP)**



**INCEPTION
REPORT**

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German Development Policy



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JOINT EVALUATION OF EFFECTIVENESS AND IMPACT OF THE ENABLING DEVELOPMENT POLICY OF THE WFP

INCEPTION REPORT



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INCEPTION REPORT: MAIN TEXT

ANNEX:

Minutes of the scoping workshop

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ABBREVIATIONS AND ACRONYMS

CMB	Consortium Management Board
CCA	Common Country Assessment
CO	Country Office
CP	Country Programme
CQA	Chief Quality Advisor
CSO	Country Strategy Outline
DSC	Direct Support Cost
EDP	Enabling Development Policy
EMOP	Emergency Operation
FAO	Food and Agriculture Organization
FFE	Food for Education
FFW	Food for Work
FMC	Food Management Committee
GDI	Gender-related Development Index
GEM	Gender Empowerment Measurement
GNP	Gross National Product
HDI	Human Development Index
HQ	Headquarters
IR	Inception Report
IFAD	International Fund for Agricultural Development
ISC	Indirect support cost
LDC	Least Developed Country
LF	Logical Framework
LIFDC	Low-income, Food-deficit Country
M&E	Monitoring and Evaluation
MCHC	Mother and Child Health Care
MDGs	Millennium Development Goals
NGO	Non-governmental organization
OECD/DAC	Organization for Economic Cooperation and Development
PCM	Project Cycle Management
PRRO	Protracted relief and recovery operation
PRSP	Poverty Reduction Strategy Paper
QAP	Quality Advisory Panel
RBM	Results-based Management
RCIW	Rural Community Infrastructure Works
RO	Regional Office
SC	Steering Committee
SCM	Steering Committee meeting
STD	Sexually Transmitted Disease
SWOT	Strengths, Weaknesses, Opportunities and Threats (Analysis)
TOR	Terms of Reference
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
VAM	Vulnerability Analysis and Mapping
VDG	Vulnerable Group Development
WFP	World Food Programme
WHO	World Health Organization

EVALUATION OF WFP ENABLING DEVELOPMENT POLICY

INCEPTION REPORT

INTRODUCTION

This report is the first specific output of the Joint Evaluation of the World Food Programme (WFP) Enabling Development Policy, hereinafter referred to simply as “the evaluation”. As requested by the Terms of Reference (ToR) Part II point 7, the Inception Report (IR) includes an overall work plan, an evaluation matrix, a brief description of the proposed approach, a proposal for country studies, including selection criteria, as well as the proposed evaluation teams. The main purpose of this report is to provide the primary stakeholders (see **Errore. L'origine riferimento non è stata trovata.**) of the evaluation with a clear picture of the approach and the focus that is being proposed for the study.

The report is the output of a preliminary phase of the evaluation study, whose core activities have been: a) the organisation of a scoping workshop in Rome on the 17th and 18th of July, 2003 (see minutes in annex 6); b) a first set of interviews at WFP headquarters in Rome (see Annex 7); c) a preliminary review of the available documentation, data and literature; d) a substantial discussion on a first version of the inception report with the Evaluation Steering Committee in Copenhagen on the 12th and 13th of October, 2003; e) preliminary contacts with representatives from donor organizations sponsoring the evaluation.

The contents and structure of the inception report are as follows:

- Chapter 1 presents the background of the evaluation (rationale, audience, management, structure);
- Chapter 2 illustrates the subject of the evaluation: background on the Enabling Development Policy (EDP) and its implications;
- Chapter 3 presents the main issues with respect to the evaluation objectives, focus and methodology;
- Chapter 4 illustrates the main activities involved in implementing the evaluation and related work-plans.

1 BACKGROUND

1.1 RATIONALE OF THE EVALUATION

On May 4, 1999 the World Food Programme (WFP) Executive Board approved the Enabling Development Policy (EDP) to help the organization sharpen the focus of its development activities. A group of donor countries (Germany, Canada, Denmark, Finland, France, Italy, Netherlands and United States) requested an evaluation of the EDP as part of an independent assessment of the progress made by WFP in the implementation of the new policy and of the related results at all levels. The evaluation is seen to be particularly timely as the resources that have been allocated to the WFP for development activities have been steadily decreasing (see 2.1 and Figure 1) owing to pressure to reallocate funds to other areas of emerging needs such as emergency operations, as well as other policy priorities.

The results of the evaluation are expected to:

- provide donors with valuable insights and recommendations in relation to future support for WFP development activities;
- identify measures that could potentially enhance WFP's effectiveness in the implementation of its development portfolio;
- contribute through empirical evidence to a better understanding of the conditions for success for food aid in development activities.

The Terms of Reference (ToR) of the evaluation indicate that the purpose of the evaluation is to conduct an *independent, external assessment of the efficiency, effectiveness, impact, relevance, and sustainability of the WFP Enabling Development Policy*¹. The ToR also state that the focus of the evaluation should be on: *i) what policy changes have been introduced by WFP, and on what basis; ii) to what extent these policy changes have been implemented, and; iii) to what extent the implementation has achieved the desired output, outcomes and impact.*

1.2 AUDIENCE

The primary audience of the evaluation are the eight countries sponsoring the study, as well as the WFP. The secondary audience includes other UN organisations (e.g. FAO, IFAD, UNICEF), international NGOs and international donors involved in poverty reduction, food aid and food security activities, as well as recipient countries, country-level NGOs and their local partners, and the general public. A preliminary stakeholders' analysis is presented in Annex 2. A draft communication strategy illustrating the communication tools to be utilised in the evaluation is presented in Annex 3.

1.3 MANAGEMENT OF THE EVALUATION

The evaluation process is overseen by a **Steering Committee** (SC) formed by representatives of all donors financing the evaluation. In order to benefit from the knowledge that exists within the WFP, the Director of the Office of Evaluation of WFP is invited to sit on the Steering Committee. The SC is responsible for:

- the overall guidance of the evaluation;
- taking key decisions such as the selection of the contractor and approval of the different reports.

¹ As specified by the minutes of the Steering Committee meeting, Copenhagen, 12-13 October 2003.

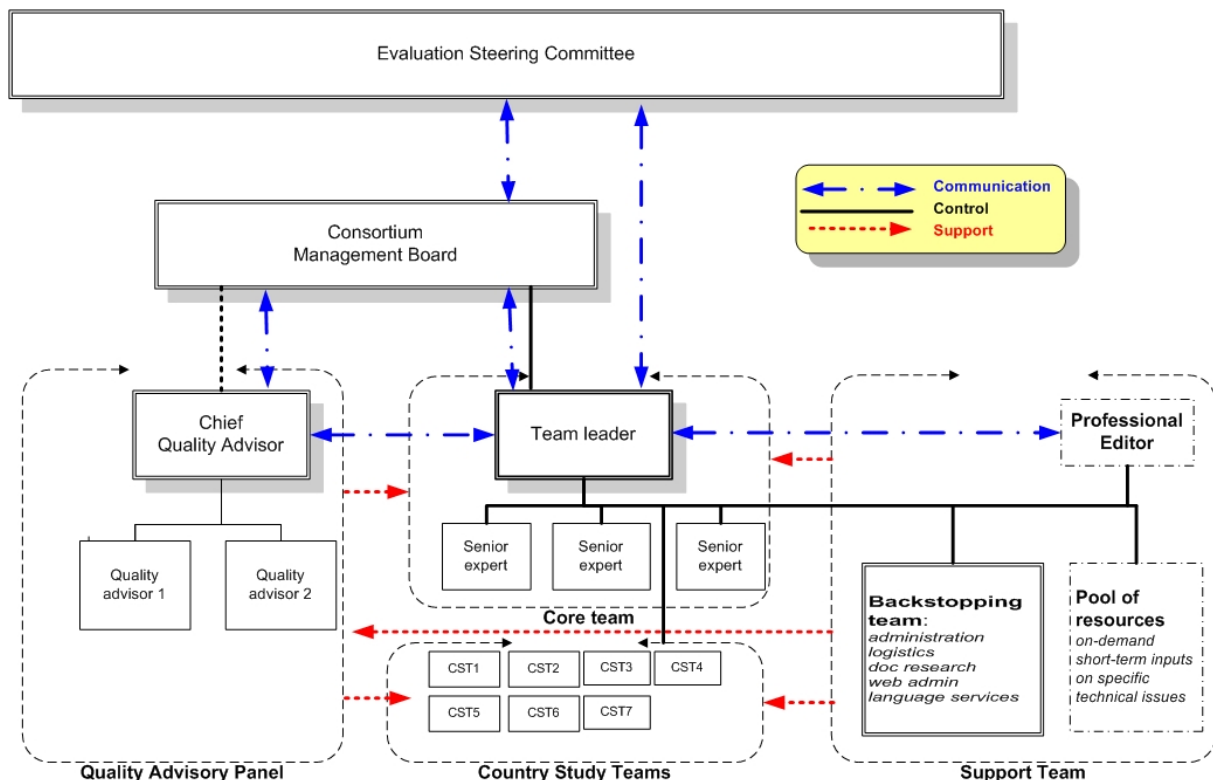
Day-to-day management of the evaluation process is delegated to a **Management Group** (Canada, Denmark, Germany and The Netherlands) under the coordination of Germany.

The evaluation will be conducted by a consortium of five consultancy firms. The Management Structure consists of:

- A **core team** of four experts with different expertise relevant to the evaluation. The core team, coordinated by the Evaluation Team leader, is responsible for the main evaluation activities and for report drafting. The team leader is in charge of coordinating technical resources and liaison with the SC;
- A **Quality Advisory Panel** composed of three high-level experts, under the coordination of a Chief Quality Advisor, will provide overall quality supervision for the evaluation (see also paragraph 3.7.1 and Annex 10);
- A **pool of specialists** is available to provide expertise in areas relevant to EDP and may participate in the country studies;
- **Country Study Teams**, each in charge of a specific country study;
- A **backstopping team** that assists the core team in its day-to-day activities (logistics, data analysis, translation, etc.);
- The overall supervision and administration of the consortium contract will be provided by a **Consortium Management Board**, composed of a senior representative from each of the companies.

The following chart presents an overall view of the organisational structure of the evaluation.

Management of the WFP/EDP Evaluation ORGANISATIONAL STRUCTURE²



² As of January 5th, 2004 the evaluation team will include a Professional Writer/Editor that will be responsible for final revision of terminology consistency and text readability before proofreading. He will liaise with the evaluation team leader and the CQA as needed.

2 SUBJECT OF THE EVALUATION: THE ENABLING DEVELOPMENT POLICY

2.1 HISTORICAL BACKGROUND ON WFP AND THE EDP

At the beginning of the evaluation, it is important to underline that over the last decade, WFP has undergone important changes that are part of the background of the EDP enactment. It is therefore worth highlighting some of the key aspects³, focusing particularly on those leading to the Enabling Development Policy.

The World Food Programme (WFP): A brief historical background

WFP was set-up in 1961 by the United Nations General Assembly, on a three-year experimental basis, to use food aid surpluses for development and relief purposes. In December 1965, a parallel FAO Conference and UN General Assembly resolution established the operation of WFP on a continuing basis, as a UN and FAO subsidiary body, for “*as long as multilateral food aid is found feasible and desirable*”. In 1974, a food aid policy development coordination role was added to WFP mandate. Thus, WFP was to respond to a dual mandate: a) an operational mandate to design and implement food aid-based development projects and emergency operations to promote world food security; b) a policy mandate, to coordinate and formulate food-aid policies.

Since its establishment, WFP has undertaken a series of reforms reflecting the changing circumstances under which it has been operating (see paragraph 2.3). In January 1992, WFP became an autonomous organisation under new General and Financing Regulations. The daily management of WFP was entrusted to the Executive Director reporting to the newly established Board of Executive Directors.

Currently, WFP supports four kinds of operations:

- **Emergency operations** as a response to natural and man-made disasters;
- **Protracted Relief and Recovery operations** to help re-establish livelihoods and households’ food security after an emergency
- **Development operations:** based on the Enabling Development Policy (the subject of this evaluation), where food-aid is used essentially to help the poor and food insecure to escape from the poverty trap
- **Special Operations:** to speed up the movement of food, regardless of whether the food is provided by WFP.

In November 1992, the newly appointed Executive Director⁴ and the Executive Board agreed on a global refocusing of WFP policies on poor and hungry people. Special attention was to be given to women and children, both in emergency and development operations, adopting participatory approaches towards local communities and integration of WFP interventions in national policies. Internally, the management was to become more robust and efficient. Over the decade, the WFP has completely reviewed its budgetary process, including the sliding Strategic and Financing Plans⁵ and decentralised budget management in regional bureaux and country offices. It also reworked its resource mobilisation and human resource management strategy; as well as revising its governance system. The country programme approach introduced in 1994 allowed shifting from a project focus to a country programme that was jointly developed through consultations with recipient governments.

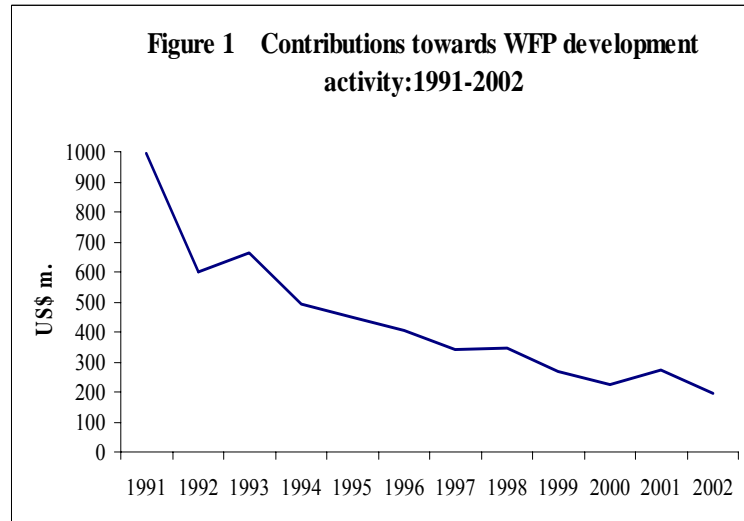
³ For a more detailed overview of this evolution, see “A Decade of Change: Renewal and Transformation of the World Food Programme, 1992–2002” (WFP/EB.1/2002/9, 29 January 2002). For the period from WFP beginning in 1961 till the early 1990’s, see “The UN World Food Programme and the Development of Food Aid” By D. John Shaw, Palgrave, New-York, 2001.

⁴ Catherine Bertini was appointed Executive Director in April 1992. In April 2002, upon completion of her second five-year mandate, she was succeeded by the present Executive Director, James T. Morris.

⁵ Renamed Strategic Plans since the beginning of 2003.

It is worth noting that all these changes and policy reflections occurred in parallel with an unprecedented increase in WFP's emergency operations. The transition from slower-paced development operations to rapid response emergency interventions, combined with an impressive institutional reorganisation, has been achieved despite its taxing demand on staff.

Nonetheless, the increased volume of relief operations and the system of voluntary and selective contributions from donors has created financial difficulties for the organization. The WFP management met the challenge by reducing the weight of the overall operating costs and by developing clearer and more proactive funding mechanisms and policies⁶. Still, the WFP financing system, which is based on voluntary annual commitments from donors, creates significant challenges for matching resources to planned programmes and projects. The impact of such funding system on the reliability of WFP as a development partner will be further examined in the course of the evaluation. A more ominous trend for WFP's development activities is that donors are more inclined to finance relief operations and tend to tie their support to specific, well-defined operations (see Figure 1).



The preparation and launch of the EDP must therefore also be seen in the context of these financial constraints. One of the reasons for the EDP, though not the main one, has been to focus more precisely the content and objectives of WFP development operations in such a way that donors would be encouraged to contribute to better defined and targeted development operations⁷.

In summary, apart from the initial period of 1961-1964, the last decade of WFP appears to have been the most difficult in its more than 40 years of existence. The new governance system had to be installed in the face of dramatically expanding demand for relief operations, which was accompanied by a shift from its previous focus on development activities. WFP's financial difficulties were met by drastic reductions of its operating costs and by the implementation of new resource and budget policies, including a strong move to decentralisation and the expansion and integration of its information system with country offices. Results-based management is being introduced in line with the reorganisation and internal coordination of the UN families. In this context, the issuing of the EDP should be seen as one of the components of the overall restructuring of WFP.

⁶ See "A Resource Mobilisation Strategy for the World Food Programme" WFP/EB.3/2000/3-B, 4th September 2000 and its "Guide to WFP's Resource and Long-Term Financing Policies" WFP/EB.3/99/INF/18 of 13th December 2001.

⁷ The graph in Figure 1 is taken from Edward Clay, "Food aid as a resource for poverty reduction and sustainable development", ODI, London, September 2003.

2.2 MAIN FEATURES OF THE EDP

The topic of the revitalisation of WFP development interventions was in the agenda of the Executive Board Annual Session of the 18-21 May 1998. On that occasion, a specific document⁸ was produced to highlight earlier discussions on the use of food aid as a development instrument and to underline the importance of sharpening the focus of WFP's development activities. In response, it was recommended that a review of the role of food aid for development be undertaken. The purpose of the Enabling Development Policy document⁹ was to define the rationale and scope for the use of food aid in a development context and to support the design and implementation of WFP activities funded under the development portfolio. The EDP recognises that WFP food aid cannot provide the same contribution to development as other kinds of interventions such as capital projects or technical assistance. It also stresses that WFP food aid should play a different but *unique* role. This is not to promote development, as other organisations, but rather, to *enable* marginalized people, through the provision of food aid, to take part in the development process and benefit from it. Providing food aid to bring poor households to development opportunities means *working in partnership* with other institutions, local and international, which provide the other ingredients required in the development process.

Three milestones towards EDP

The Tripartite Evaluation (TE), 1991-1993

In 1991, Canada, the Netherlands and Norway launched a comprehensive evaluation of WFP. In general, the evaluation report commended WFP performance in food transport and distribution and endorsed the view that WFP was to be maintained and strengthened as the principal international organisation handling food aid.

Concerning WFP's development activities in particular, the TE identified a "*disturbing number of weaknesses*". Nonetheless it recommended that, for compelling equity reasons, WFP was to "*maintain some level of development activities if it improves its performance*".

The WFP management endeavoured to implement several of the evaluation recommendations, some of which through the country programme approach and through the EDP. **The TE therefore provides an important reference to assess progress in different fields covered by the EDP.**

Time for Change: Food Aid and Development – 1998

The international seminar "Time for Change: Food Aid and Development" organised by WFP in Rome in October 1998, was a key event in the in-depth review of food aid and development, launched at the 1998 Annual Meeting. Taking the TE as its reference base, the workshop was an open and well-addressed think-tank during which several of the issues that were to become the heart of the EDP were addressed.

The different papers discussed during that event will be part of the EDP background that will be presented in the evaluation report.

The Danish Monitoring of WFP, 2001

In the framework of Denmark's 1996 aid policy "Active Multilateralism", aiming at a more proactive collaboration with international aid agencies, the Royal Ministry of Foreign Affairs of Denmark launched an intense monitoring of WFP. Its purpose¹ was (i) to ascertain the extent to which the recommendations of the TE had been taken into account and (ii) to look into the question of whether WFP should maintain a development programme or concentrate on emergency assistance. On both counts, the report reached favourable conclusions although it pinpointed several issues that ought to be further investigated. **The Danish monitoring report will be a useful tool and point of reference for the evaluation team.**

The Enabling Development Policy is based essentially on a series of policy recommendations, namely:

1. WFP should provide assistance **only** when and where food consumption is inadequate for good health and productivity;
2. Each and every WFP development intervention will use **assistance with food consumption to encourage investment and leave behind a lasting asset** (see box on next page);
3. Beneficiaries of food aid and lasting assets should be **poor, food-insecure households**;

⁸ See "Emerging issues relevant to WFP" WFP/EB.A/98/4-B

⁹ See "Enabling Development" WFP/EB.A/99/4-A

4. WFP will **limit its development activities to the objectives** - mentioned below as areas of focus - which will be selected and combined in Country Programmes in accordance with the specific circumstances and national strategy of the recipient country;
5. **Geographical targeting** should be used to concentrate resources on food-insecure areas within recipient countries;
6. **Timeliness** will be treated as an aspect of targeting, as effectiveness involves providing assistance at the right time and phasing it out when food aid is no longer needed;
7. WFP will use **clear and objective indicators** to signal when help is needed and also when it is time for phasing out;
8. WFP will make greater use of **participatory approaches**;
9. WFP will be proactive in seeking out **partnerships**;
10. WFP will emphasise **cost-effectiveness** to be considered in terms of the **development results** to be achieved. M&E will be more results-oriented;
11. **New approaches** will be tried and monitored, and the results integrated into wider programming more systematically and promptly;
12. The emphasis on innovation will be accompanied by the application of more **rigour in design to raise the quality** of WFP-assisted projects.

In line with the policy principles the EDP identifies **five “areas of focus”** or areas of concentration for WFP development projects, which can be de facto considered as implicit objectives of the EDP, and that will be used to guide WFP’s efforts to meet the urgent needs of people that have largely been neglected by the traditional process of development.

THE FIVE AREAS OF FOCUS OF THE EDP

1. **Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition related health needs.**

This is to be achieved through targeted food aid interventions that should pay particular attention to the use of fortified food, whilst partnership with other agencies and institutions should ensure that food is provided in association with health care, nutrition and/or education measures

2. **Enable poor households to invest in human capital through education and learning**

This is to be achieved through school feeding programmes to enhance school attendance, concentration and learning. The provision of food will also be used to facilitate/encourage the attendance of poor people (women in particular) to training and literacy initiatives

3. **Make it possible for poor families to gain and preserve assets**

Assets such as roads, storage facilities, irrigation structures can be created also through food-aided projects. The challenge (and a shift from the past) is on ensuring that the truly poor benefit and control the assets created.

4. **Mitigate the effects of natural disasters, in areas vulnerable to recurring crisis**

This activity is specifically designed out of the recognition that areas vulnerable to disaster are particularly prone to food insecurity and special measures are necessary to mobilize the appropriate resources.

5. **Enable households which depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods**

Similarly to area n° 4, there is the recognition to concentrate resources and efforts (to protect/strengthen livelihoods) in areas characterised by degraded natural resources that do not permit people to sustain their livelihood

The EDP also identifies some **areas for improvement** of WFP work. Particularly relevant are the need for:

1. **Reaching the right people** through a review of targeting practices to develop stronger links between vulnerability analysis, needs assessment and programme/activity design;
2. **Knowing participants** so as to link short-term benefits of food aid with longer term developmental objectives (based on people’s circumstances);
3. **Improving Participation** to better understand vulnerable people priorities;
4. **Enhancing activity design** through the development of appropriate guidelines and training programmes;

5. Demonstrating results through the introduction of Results Based Management (RBM) practices and related training.

With respect to the actual **monitoring of the progress of the EDP implementation**, the EDP policy document defines a set of milestones and a related series of expected **products/outputs** that include:

- Strengthened systems: an inventory of best practices and lessons learned with respect to programme design manuals, Vulnerability Analysis and Mapping (VAM) practices, participatory approaches, cost efficiency guidance, etc...;
- The recasting of Country Programmes according to EDP principles;
- The strengthening of partnership strategies;
- The strengthening of capacity and human resources.

2.3 IMPLICATIONS

The previous paragraphs illustrate that the EDP should not be seen as a “stand alone” policy but rather as a specific contribution to the process of reform undertaken by the WFP to respond to the changing circumstances and to the role of recipient governments, other International Financing Institutions and local partners. According to its formulation, the actual implementation of the EDP entails a number of important implications, related to *the problems and challenges that the introduction of the policy intended to address*. These are essentially the following:

Partnership: Food cannot be considered as a stand-alone resource to promote development and therefore *partnership is a prerequisite to WFP involvement in development*. Indeed, partnership and the related need to integrate food aid activities better into the recipient country development framework may be the most distinctive features of the use of food aid by WFP in a development context.

Concentration on poorest countries/areas and hungry people: In a context of scarce and diminishing resources for development, and even more of food aid, there is a direct need to concentrate these resources on poor countries and the most vulnerable populations as stated in EDP. On the other hand, this process of concentration in poor countries/areas/people considerably increases the challenge for the EDP to achieve its objectives.

A shift from the de-facto budgetary support to Governments to community-based projects: In the past, food aid has been provided by WFP to governments for the implementation of massive projects with limited or no community participation in the definition of activities and in the control of assets created. The move towards enhancing community engagement in the development process implies a focus on food-aid requiring programmes and/or projects that could be owned and managed by entities other than governments. This de facto shift from a programme to a project approach should on the one hand lead to more responsive initiatives but, on the other hand, may imply a lower level of ownership on the part of recipient governments.

A shift from infrastructure development to human capital formation: The focus on people should also increase the trend towards interventions that reinforce poor people’s human capital and their capacity to use available assets, rather than simply focussing on the development of new infrastructure. In practice this can be translated in a stronger focus on the first two area-focus of the EDP (nutrition and education) with less emphasis paid to more traditional often agricultural oriented food-for-work projects that constituted the back-bone of WFP development activities in the past.

Timeliness in phasing out: the use of food aid should be limited to situations when food consumption is inadequate and this requires clearly spelt out exit strategies that minimise the risk of creating dependency.

Demonstrating results: the possible “developmental” effects of food aid interventions cannot be properly captured if project performance is assessed against process (e.g. food distributed) and outputs (e.g. number of school children receiving food) rather than against development-related outcomes (e.g. increased school attendance) indicators.

Progress in addressing the above issues should therefore lead to **a greater quality of WFP interventions** and eventually **to a more effective response to recipients’ needs and priorities.**

2.4 OUR PRELIMINARY VIEW OF THE EDP LOGIC

The EDP document did not provide a specific log-frame for the definition of explicit and implicit objectives¹⁰. However, the above considerations and the EDP expected products/outputs could be translated in a partial logical framework¹¹ to better highlight the EDP implicit logic and facilitate the evaluation. The following box presents a preliminary attempt towards the identification of the EDP logic. During the desk phase study, this reconstruction will be completed, verified and fine-tuned.

THE ENABLING DEVELOPMENT POLICY: PRELIMINARY VIEW OF THE IMPLICIT LOGIC

Goal: *To contribute to the overall efforts by national governments and the international community to create a framework conducive to the inclusion of poor and marginalised people in the development process*

Purpose: *The design and implementation of food-aid-supported activities tailored to the needs and circumstances of poor and marginalised people along five areas of focus*

Expected results:

- *Enhanced integration of WFP activities in national development contexts*
- *Activities are concentrated in food insecure countries and regions*
- *Improved targeting of poor and food-insecure households*
- *Increased attention to gender-related issues in project design and implementation*
- *Activities proposed are more relevant to beneficiaries’ circumstances and priorities and to their equitable ownership of assets*
- *All stakeholders participate in the definition and management of WFP-supported development interventions*
- *Clearer time frames defined, including phasing-out strategies for the use of food aid in development*
- *Improved monitoring of results attained at all levels*

¹⁰ The WFP Report on the Implementation of the Enabling Development Policy presents a set of expected results but with an emphasis on the actual implementation process.

¹¹ This is not a full reconstruction of the EDP “results framework”. The latter is defined in the DAC Glossary as “The programme logic that explains how the development objective is to be achieved, including causal relationships and underlying assumptions”.

3 FOCUS AND METHODOLOGY OF THE EVALUATION

3.1 PURPOSE AND FOCUS OF THE EVALUATION

As illustrated in paragraph 1.1, the purpose of the evaluation can be defined as the *independent, external assessment of the efficiency, effectiveness, impact, relevance, and sustainability of the WFP Enabling Development Policy*. During the negotiation stage, the need was expressed to better define, qualify and limit the focus of the evaluation. To this end, “focussing the evaluation” was considered as the crucial activity of the inception phase. The first step in this direction was the “Scoping Workshop¹²”, whose main conclusions are detailed in Annex 6. Following is a summary of those conclusions:

- The **evaluation will be evidence-based**, centred on country studies rather than institutional analysis or academic debate;
- The evaluation should assess **how food aid is being utilised under the EDP** rather than representing an evaluation of food aid as such;
- **No blanket conclusions on the EDP** should be drawn, rather the evaluation should consider what is working well and at what is not working well and document why;
- **The main areas of concern and interest** that were identified by the Steering Committee members included the following: to what extent has the EDP contributed to reducing recipients’ vulnerability; the level of EDP targeting; partnership with and ownership by local stakeholders and recipient countries; complementarity with other initiatives and agencies; contribution to the achievement of Millennium Development Goals; comparison between the use of food aid under the EDP and other possible forms of aid and delivery mechanisms when applicable (e.g. cash for work); to ensure that it is a forward-looking analysis.

Based on the conclusions of the Scoping Workshop (confirmed by the SCM of October 12/13, 2003) the broad scope of the original ToR has been more narrowly defined to focus in the following areas:

- The EDP will be mainly evaluated on the basis of the assessment of the results it has generated;
- Its relevance will be primarily assessed at the country level, as part of the implementation process (Country Programme and project design);
- The institutional level of the evaluation will be limited to the factors that have facilitated or hindered the achievement of the country level results.

3.2 THE FOCUS AND THE METHODS

3.2.1 Focus on Results

The evaluation will consider the outputs (*the products, capital goods and services which result from a development intervention*), the outcomes (*the likely or achieved short-term and medium-term effects of an intervention’s outputs*), and the impacts (*positive and negative, primary and secondary long-term effect produced by a development intervention, directly or indirectly, intended or unintended.*) of the EDP.

¹² Rome, 16-17 July, 2003.

Outputs

The outputs of the policy and related projects are normally recorded by the WFP. Their thorough analysis will help assessing the level of EDP implementation.

The assessment will be carried out at global, country and local level, with a focus on the country and local ones. The specific criteria of assessment will be:

- effectiveness –which is the most important criterion– mainly to assess the added value of EDP outputs for beneficiaries and their consistency with the policy objectives;
- efficiency, in particular to compare –when possible and relevant– the costs of items/service delivered by EDP related projects with local market prices (for food) or of other programmes with similar outputs (e.g. cost per beneficiaries of school feeding activities) implemented by other institutions.

Outcomes

The identification and assessment of the policy outcomes represents the most significant contribution of the evaluation¹³. The evaluation will focus essentially on the outcomes at local level, i.e. those relatively short-term changes of the recipients' living conditions (e.g. improved school attendance, diversification of income sources, stabilisation of the livelihood basis). At the country and global levels the focus of the analysis will be on how the various measures put in place by the EDP have contributed to enhancing the quality of WFP's projects and programmes (e.g. more proactive partnership, enhanced targeting, improved emergency/development integration, etc).

In both cases the analysis will be based on a selected sample of projects/documents.

The specific criteria of assessment will be:

- effectiveness, mainly to assess the extent to which any visible/understandable change – broadly corresponding to the EDP objectives (see box at page 6) is identifiable;
- sustainability, mainly to assess whether such changes may be considered stable over the time, and/or whether the partners, local governments and communities are sufficiently involved to take the necessary measures in the interests of stabilisation.

Impact

An attempt will be made to assess the projected¹⁴ impact(s) on the beneficiaries of the actions undertaken, particularly with respect to reduced vulnerability and improved food security. Participatory techniques such as focus-group discussions to rapidly assess beneficiaries' views on the effects of WFP-supported activities on their life will be instrumental to this end, but other indicators will be also used when appropriate (see evaluation matrix in annex 1). The focus will thus be mainly at local level. When possible the impacts at country level will also be considered through appropriate indicators.

3.2.2 The evaluation of the policy and project design

The evaluation will assess the EDP's relevance both at the global and country levels.

¹³ In fact, the definition and monitoring of outcomes indicators by WFP is still at early stages (though with marked differences in the five focus-areas), whilst progress in the monitoring and analysis of outputs indicators is already satisfactory.

¹⁴ With the terms "*projected*" we refer to impacts that can be reasonably expected, within a defined timeframe, on the basis of the level of project performance.

Overall assessment

Compared to the ToR and the original proposal, the evaluation of the overall relevance will be limited to a broad assessment of the internal (see § 2.4) and external coherence of the EDP. Such assessment aims at better highlighting the EDP objectives, including their logical structure, as well as its consistency with an international context that has evolved since its formulation and with its current challenges (e.g. the poverty reduction strategies, the Millennium Development Goals, the HIV/AIDS pandemic). This assessment will begin in the first phase to serve as a framework to better focus the evaluations at the country level.

Country level assessment

A more in depth evaluation of the relevance will be carried out at the country and local levels, to assess whether, and to what extent, the actions programmed under the EDP:

- fit in the national poverty reduction, food aid and food security strategies, and are coordinated with the other donors;
- are consistent with the EDP principles; and
- are owned by the government, the civil society organisations, and the communities at the local level.

This assessment will regard, *inter alia*, the consistency of the policy and related activities with the national context, the levels of ownership and partnership, the coordination and complementarity with other actions and actors.

3.2.3 The institutional assessment

In contrast to the ToR and the original proposal, the evaluation of the institutional process will be carried out mainly at the country level, to assess which institutional factors have facilitated or hindered the achievement of the results.

In close relation with the findings of the results' evaluation, the evaluation team will assess the establishment of specific EDP related institutional capacities and identify the related possible institutional bottlenecks.

In particular, at the Country level, such assessment will regard any connection between the results achieved and:

- the quality of the Project Cycle Management (planning, implementation and monitoring);
- the arrangements and quality of country and local partnerships;
- the actual arrangements for donors' and UN coordination.

At the global level, this analysis will mainly focus on the assessment of how the WFP budgeting/programming and resourcing process (acquisition and allocation of the resources) has influenced the actual implementation of the policy/projects.

The specific method of assessment will be the process evaluation¹⁵ in which various criteria of assessment will be used, particularly effectiveness and efficiency.

3.2.4 Conclusions on the scoping exercise

In the present proposal, the evaluation maintains the initial scope as in the ToR, but in a more realistic and feasible framework:

¹⁵ According to the DAC Glossary (2002): *An evaluation of the internal dynamics of implementing organizations, their policy instruments, their service delivery mechanisms, their management practices, and the linkages among these.*

- the evaluation remains a policy evaluation, but focuses on the analysis of the results of the policy implementation;
- it is not a project or single programme evaluation, but embraces a large number of different country programmes and contexts, with a view to a global assessment of the policy.

The table below summarises the features of the present proposal.

Higher objective	To enable the sponsoring donors and WFP to establish a global evidence-based assessment of the EDP and have a basis for their future decision		
Purpose	The independent, external assessment of the efficiency, effectiveness, impact, relevance, and sustainability of the EDP		
Results	The assessment of		
	the results achieved through the EDP implementation	the design of the EDP policy and of the related actions	the institutional process of the EDP implementation
Priority level	1	2	3
Focus	outputs, outcomes and projected impacts of the EDP with a focus on the outcomes at country and local level	global, country and local level design, with a focus on country and local level	factors that have facilitated/hindered the achievement of the results at global, country and local level, with a focus on country level
Main Evaluation Criteria	<i>Efficiency, effectiveness, sustainability</i>	<i>Relevance</i>	<i>Efficiency, effectiveness</i>
Evaluation Questions	<i>(Q3) What are the main results (outputs, outcomes and impacts) deriving from the implementation of the EDP at the local/ country level?</i> <i>(Q4) Are these results sustainable?</i>	<i>(Q1) How relevant is the Enabling Development Policy in terms of the evolving context of poverty reduction and food security?</i>	<i>(Q2) How has the WFP delivery process –particularly at the country level– been updated/ not updated to facilitate the EDP implementation?</i>

3.3 THE EVALUATION QUESTIONS

In line with the evaluation objectives, focus and expected results, four main sub-questions are proposed here. For each evaluation question, a set of sub-questions is also proposed (see Table I on the following page). A detailed evaluation matrix linking all the evaluation questions with the proposed indicators, the methods for data collection and the sources of information is presented in Annex 1.

Evaluation Question No. 1: <i>How relevant is the Enabling Development Policy in terms of the evolving context of poverty reduction and food security?</i>
1.1. How relevant is the EDP to the country/local policy context?
1.2. How has EDP improved targeting of development operations?
1.3. To what extent is the EDP consistent with the current international context in terms of poverty reduction and food security?
Evaluation Question No. 2: <i>How has the WFP delivery process –particularly at the country level– been updated/not updated to facilitate the EDP implementation?</i>
2.1. What have been the principal changes and patterns of the evolution and composition of the WFP's development portfolio?
2.2. To what extent have specific guidelines to improve the design and implementation of the EDP been developed, what is the quality of such guidelines and what measures have been adopted for their application?
2.3. Does the WFP development portfolio have sufficient resources to meet EDP projected results?
2.4. What progress has been made in achieving effective partnership?
2.5. Have adequate performance indicators (RBM) been introduced at the country and project M&E levels, with particular attention to outcomes and impacts?
2.6. Which measures have been adopted and which tools have been provided to ensure improved gender mainstreaming in project design and implementation?
2.7. Which measures have been adopted and which tools have been provided to ensure the involvement of the beneficiaries during project formulation, implementation, monitoring and evaluation?
Evaluation Question No. 3: <i>What are the main results (outputs, outcomes and impacts) of the EDP at the local/country level?</i>
3.1. Activity 1 Enabling young children and expectant and nursing mothers...
3.2. Activity 2 Enable poor households to invest in human capital through education and training
3.3. Activity 3 Make it possible for poor families to gain and preserve assets
3.4. Activity 4 Mitigate the effects of natural disasters ...
3.5. Activity 5 Enable households which depend on degraded natural resources ...
3.6. Are there any differences in performance in the 5 focus areas?
3.7. To what extent have WFP supported development activities contributed to the achievement of the national poverty reduction objectives?
Evaluation Question No. 4: <i>Are these results sustainable?</i>
4.1. Can the significant involvement of partners be reported with respect to the identification, design, implementation and funding of activities supported by WFP development food aid?
4.2. To what extent are communities/households more self-sufficient as a consequence of WFP supported development intervention?
4.3. Have any activities implemented under the EDP been expanded to other areas and funded by non-WFP resources?
4.4. How and to what extent has the use of VAM, as promoted by the EDP, been adopted by other stakeholders? To what extent do these stakeholders possess the relevant capacities?
4.5. Have the central and local governments, as well as the NGOs, profited from EDP related operations to create complementary capacities in the areas of EDP intervention and to gradually assume responsibility for the EDP promotion role?
4.6. Is there any evidence of negative sustainability?
4.7. To what extent are exit strategies available for WFP supported development activities?
4.8. To what extent are EDP principles and considerations extended to other WFP operations?

3.4 INDICATORS

A set of indicators is presented in the evaluation matrix (Annex 1). The indicators column in the evaluation matrix provides guidance on the type of information that will be collected through document review, empirical evidence and interviews conducted by the team during the evaluation. Whenever possible, quantitative and qualitative indicators have been identified for each of the proposed sub-questions. The process of developing appropriate indicators will be iterative, which means that they will be validated, refined and potentially further developed throughout the initial phases of the evaluation (i.e. desk phase and possibly during the first pilot country study).

The evaluation has focussed particular attention on the development of indicators for outcomes and, as a second priority, outputs. Tentative indicators on expected impacts are also suggested, particularly with respect to the local level that will be primarily based on recipients' own perceptions.

The indicators were selected on the basis of their neutrality and measurability. As far as possible (and particularly at the output level) the indicators proposed are those used by WFP in its different documents, reports and project logical frameworks. Particular attention was also paid to choosing accessible, useful, unbiased and cost-effective indicators.

3.5 METHODS FOR DATA COLLECTION AND SOURCES OF INFORMATION

The collection of data for the indicators identified in the evaluation matrix will require a variety of methods and involve different sources and stakeholders. Data collection methods and sources of information are linked to the corresponding evaluation question in the matrix presented in Annex 1 and the stakeholders to be contacted during the evaluation process are presented in Annex 2. The communication strategy for the evaluation is provided in Annex 3.

The main sources of data and information and methods for data collection are outlined in the following tables.

Source	Details
WFP files at HQ and country level	<ul style="list-style-type: none"> • Documents on the Enabling Development Policy and related issues • Country Strategy outlines, Country Programmes and Projects • Project monitoring and evaluation reports • VAM analysis and reports • Statistics • Partnership and collaborative agreements between WFP and other partners
Documents available at country level	<ul style="list-style-type: none"> • National statistics and reports on poverty and food security • National governments' sectoral programmes and policies • CCA/UNDAF Documents • Other Agencies' reports and programmes
Other references	<ul style="list-style-type: none"> • Background literature on the use of food aid in a "development context" • OECD/DAC data on ODA
Interviews at Global level	<ul style="list-style-type: none"> • WFP staff involved in policy formulation and in the implementation of the EDP and of WFP Development portfolio • Donors (evaluation, development and food aid desks) sponsoring the evaluation¹⁶ • Recipient Country Representatives¹⁷
Interviews at National/project level	<ul style="list-style-type: none"> • WFP staff, implementing partners staff, governmental officials, other donors and agencies, recipients and non recipients of WFP assistance (a detailed list is provided in Annex 2).

¹⁶ Donors' staff to be interviewed will be defined in consultation with SC members and Donors' Representative to WFP/FAO

¹⁷ Representatives to WFP/FAO for the countries selected for the country studies

Data collection method	Details/Purpose
Review and analysis of existing WFP data, statistics, and documents related to EDP, including existing evaluations	<ul style="list-style-type: none"> • Establishment of an inventory of all interventions; • Organisation of information in clusters allowing an analysis of progress made with respect to EDP principles; • Preparation of impact overview studies for the selected countries.
Interviews with WFP staff at HQ and CO levels	To appreciate the progress made and the difficulties encountered in EDP implementation.
Semi-structured interviews with the donors sponsoring the Evaluation	To understand their expectations from the evaluation process and from EDP implementation. To understand their role in supporting EDP implementation (see Annex 4).
Semi-structured interviews with representatives of the recipient governments (for those selected for the country studies)	To discuss the purpose of the evaluation, their expectations from the evaluation process, their expectations from EDP, and their role in supporting EDP implementation (see Annex 4).
Interviews with other stakeholders at the country level	To assess the relevance of WFP intervention and their appreciation of WFP role in development (a check list to allow consistency will be prepared during the desk phase).
Project visits	Field assessment of actual implementation, local relevance, and progress made. Criteria for sites and community selection will be: a) the presence of a cluster of projects covering the highest possible number of areas focus in the same region ; b) duration of the involvement of WFP in the area, with preference to areas with a longer presence; c) "success" and "problem" stories; d) different activities or implementation solutions.
Review of projects data and reports	To verify progress made and results attained in the projects visited.
Community profile based on secondary information	Community profile based on secondary data elaborated prior to the field visits to help the analysis with basic data; b) define the vulnerability level of the community concerned; c) allow comparison with baseline data when they exist..
Interviews with key informants at project level	Interviews with key informants at project level and recipients and non-recipients of WFP assistance selected on a purpose sampling. Interview guide will be developed during Phase 1.
Use of participatory methods	Used in the collection of data at community level. Methods may include: <i>Focus group interviews</i> by groups of beneficiaries (for example women attending Nutrition Centres, parents of students, etc...); <i>Community history</i> (to understand the evolution over time of community responses to disasters); <i>Community wealth ranking</i> to identify possible targeting errors; <i>Triangulation</i> , to verify the information collected; <i>Debriefing meetings</i> , to validate and discuss findings.
"Good-night" memos	Qualitative and quantitative findings of field visits will be put in a number of matrices and tables (see Annex 4), where the information will be immediately classified following the evaluation questions and sub-questions. These memos will allow a more rapid information processing and analysis of qualitative material. They will also serve as a guide for the debriefing meetings.
Workshops at Country level	At the end of each country mission (see Annex 3) and on presentation of draft report to validate findings.
Case studies	Case studies may be used for the analysis of crosscutting issues or topics of particular interest Their scope will be defined during Phase 1 and presented in the countries' inception reports.

3.6 STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS OF THE EVALUATION

At the present stage of the evaluation, it is possible to prepare a preliminary SWOT analysis of the evaluation process.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> ▪ It is a coordinated effort of a group of important WFP donors. ▪ It is an evidence based evaluation centred on country studies and moving away from pure academic debate on food aid. ▪ It is organised in a way to guarantee independence. ▪ It has at its disposal an existing sound data base, especially on process and output indicators (deriving from WFP systematic monitoring and reporting activities). ▪ The approach proposed guarantees the involvement and contribution of a large number of primary and secondary stakeholders. ▪ WFP recently approved Strategic Plan (2004-2007) provides a sound framework for the implementation of the evaluation recommendations. 	<ul style="list-style-type: none"> ▪ The EDP is not based on a logical framework with clearly defined and measurable objectives. This may hinder the assessment of its effectiveness. ▪ The data base on outcome indicators, particularly at the field/country level, is not satisfactory because progress by WFP in the implementation of RBM has been slower than expected. ▪ The implementation of the EDP is still at the early stages. Therefore, findings on impact(s) are likely to be limited.
OPPORTUNITIES	THREATS / RISKS
<ul style="list-style-type: none"> ▪ The evaluation's findings and recommendations could lead to a greater coordination of efforts by sponsoring donors in support of the EDP. ▪ The evaluation's recommendations could improve the EDP implementation. ▪ The findings could contribute to the on-going debate on the ways to increase resilience to shocks, which is considered as an inherent part of development. 	<ul style="list-style-type: none"> ▪ The different expectations of the donors -as well as of WFP- may be difficult to combine because of their different appreciation of the evaluation focus and findings. ▪ Different levels of data availability at the country level may make it difficult to do an accurate comparative assessment between countries. ▪ The size of the evaluation and the number of countries involved may affect the coordination of the activities. ▪ The limited (up to this stage) involvement of the recipient governments may weaken the stakeholders' ownership of the findings.

3.7 MEASURES TO MITIGATE RISKS, REDUCE WEAKNESSES AND SEIZE OPPORTUNITIES

3.7.1 Quality Control over the evaluation process

Due to the complexity of the evaluation exercise it will be necessary to incorporate various quality assurance and quality control (QA/QC) mechanisms. A Quality Advisory Panel (QAP) is proposed to provide QA/QC (see annex 10). The QAP will be coordinated by a Chief Quality Advisor (CQA) The QAP is expected to contribute in the following areas:

- To advise the Evaluation team at key moments of the evaluation process, more specifically:
 - i. during the preparation (outline, methodological approach, initial drafting and drafting) of the evaluation main reports, both at the draft and final versions;
 - ii. in the presentation of evaluation results and in the workshops with the team and stakeholders, and
 - iii. in the definition and management of the evaluation process as a whole.
- To advise on the main reports of the evaluation and validate them before submission to the SC, both in their draft and in the final version, ensuring that comments formulated are duly taken into account;
- To serve as special advisor to the evaluation core team and particularly to the team leader with respect to: a) key strategic choices concerning the evaluation approach and methodology; b) identification, prioritisation and analysis of key issues; c) definition of structure and approach of the main reports; d) analysis and synthesis of findings and drawing of conclusions; e) any other on-call requests for assistance.
- To assist with identifying evaluation best practices and encouraging their adoption at every relevant step of the evaluation;
- To monitor, on behalf of the CMB, the timely compliance of the evaluation team with the agreed timetable and to the requirements of the evaluation terms of reference and of the SC;
- To liaise with the CMB for all quality-assurance related issues;
- To support the presentation of evaluation progress and findings during public events.

3.7.2 Consistency over the evaluation process

An evaluation of this kind, which is based on country studies involving a large number of consultants, presents a challenge to ensure consistency in data collection and analysis. The following measures and tools will be adopted in order to ensure greater consistency:

- The use of an evaluation matrix (Annex 1);
- The use of an interview protocol for the interviews with the donors sponsoring the Evaluation (see Annex 4);
- The use of interview guidelines for the collection of data at field level and country level;
- The development of a stakeholder analysis to facilitate a common understanding of the interests and expected roles of the different stakeholders;
- The use of standardised matrices for the collection and organisation of field findings;
- Specific tools/guidelines to assess cross cutting issues such as nutrition (to be developed during Phase 1);
- Pre-testing and revision of the different tools through a country pilot study;
- A two-days workshop in Rome for Country Study Team Leaders where the tools and approach to field work will be discussed and adopted;
- Preparation by the evaluation core team (to be annexed to Phase 1 report) of a draft inception report for each country study and specific ToR (see Annex 10);
- Quality control and supervision of the different products of the country studies by the evaluation core team and QAP;
- Involvement of the team leaders of the country studies in the preparation of the country inception report and organisation of orientation sessions prior to the country mission.

3.7.3 Communication Strategy

This evaluation, as illustrated in paragraph **Errore. L'origine riferimento non è stata trovata.**² and in Annex 3, involves a wide range of stakeholders. Therefore a well-developed communication strategy will be vital to ensuring the transparency of the evaluation process. Due to the limited involvement of the recipient governments in the EDP evaluation, the communication strategy may contribute to strengthening awareness and ownership of the evaluation findings on the part of stakeholders.

A draft communication strategy (communication tools, involvement of stakeholders at all levels) is presented in Annex 3 and will be revised and fine-tuned according to the feedback received by the SC. The strategy includes:

- A proposal and a time table for interviews with the Representatives to the WFP/FAO of the countries to be visited during Phase 2 of the evaluation;
- A proposal, time table and interview protocol for consultations with the relevant staff of the donors directly involved in the evaluation;
- A set of guiding principles for the dissemination of the evaluation products (to whom, how, when);
- Consultation mechanisms with stakeholders (in-country workshops, ad hoc working groups-WFP/Evaluation Team on technical matters, final report-back *workshop* to discuss evaluation findings and recommendations prior to the finalisation of the draft synthesis report, etc...);
- A website to facilitate discussions among primary stakeholders and participation by other interested parties in the evaluation process. The website will have differentiated access (to be agreed upon) depending on the type of users. An operational draft version of the site structure is available for comments by SC members at the following web address: www.wfpevaluation.com¹⁸ (the access is currently restricted and ID and password are necessary);
- Bi-monthly bulletins on the progress of the evaluation, addressed to the SC.

3.7.4 Use of the evaluation results

- The primary users of the evaluation results will be the sponsoring donors to whom the key recommendations will be addressed
- The issues of concern identified by the evaluation will also be specifically addressed (when relevant) to other stakeholders and to WFP in particular, according to modalities (based on indications to be received by the SC) to be defined in the Phase 1 Report. This should minimise the risk of poor or inadequate use of evaluation findings.

4 IMPLEMENTING THE EVALUATION

4.1 ACTIVITIES AND OUTPUTS DURING PHASE 1

4.1.1 Activities and time schedule

Phase 1 started in July 2003 and will be completed in January 2004 with the submission of Phase 1 Final Report. Activities of Phase 1 are presented in the work plan and can be summarised in the following steps:

¹⁸ Later changed to www.edpevaluation.com

- Analysis of WFP policy and background documents;
- Review of basic literature on food aid and development;
- Analysis of EDP-related documents such as Executive Board decisions, guidelines, manuals, Country Strategy Outlines, Country Programmes, project reports, etc;
- Analysis of WFP statistics (e.g. resources flows; needs assessments)¹⁹;
- Establishment of an inventory of all interventions;
- Elaboration of a communication strategy allowing a transparent and shared evaluation process (see Annex 3 presenting a draft proposal);
- Interviews with WFP at the HQ level;
- Interviews with the donors sponsoring the evaluation using a common questionnaire (see Annex 4);
- Interviews with recipient governments' representatives to WFP/FAO using a common questionnaire (see Annex 4);
- Preparation of the reports outlined in the ToR.

Outputs of Phase 1:

- ▶ Detailed inception report;
- ▶ List of proposed countries, including national and international country teams;
- ▶ Report of Phase I;
- ▶ Draft inception report for country case studies;
- ▶ First draft outline of synthesis report;

4.2 ACTIVITIES AND OUTPUTS DURING PHASE 2

4.2.1 Main activities

The main focus of Phase 2 will be on the country studies. For practical and planning reasons it is proposed to subdivide the selected countries into two categories, large and small, according to WFP portfolio size and the logistical implications for project visits. The activities to be undertaken will be the same in all countries, as presented in the following list and in the Draft ToR for Country Studies (Annex 11):

- Participation of the team leaders in the preparation of the Country Inception Reports;
- Briefing in Rome (International experts) with WFP staff and the core team;
- Briefing at WFP CO²⁰;
- Meetings and documents revision in the country capital (3-5 days);
- Project visits by two different evaluation sub-teams (10-14 days);
- Additional meeting in the country's capital and preparation of debriefing note (2 days);
- Debriefing meetings with key stakeholders (1 day);
- Draft Report Preparation;
- In-country workshop presentation of Draft report key findings and recommendations (by National experts);
- Final report preparation.

¹⁹ These will be mainly based on three-year moving average statistics.

²⁰ Given time constraints, visits to WFP Regional Offices are not proposed at this point in time. However the participation of Regional Directors/Regional Programme Officers in briefings could be very useful for the evaluation. Regional Directors could be contacted to discuss the matter during the next EB in February 2004.

Support and collaboration required from WFP Country Offices (COs) during the country studies

The success of the country studies will greatly depend on the collaboration received from the WFP COs. This should include:

Before the mission:

- The provision of relevant documents and reports, not available at the WFP HQ, that could be utilised in the preparation of the Country Inception Reports;
- A tentative proposal of possible project sites to be visited that will facilitate the logistics of the mission.

During the mission:

- The organisation of briefing and debriefing sessions between the evaluation team and WFP relevant staff (Regional Directors or staff from the Regional Offices);
- The availability of WFP staff (Country Director, Programme Officers, Monitoring Officers) for specific interviews;
- The organisation of meetings with other stakeholders (Government Officials, UN Agencies, implementing partners) based on a list to be presented in the Country Inception Report;
- The support in the organisation of an end of mission debriefing;
- The provision of staff, as required, to accompany the evaluation team during the project visits.

After the mission:

- Support for the organisation of the final restitution workshop.

4.2.2 Country studies selection

Comments on the list of 11 countries proposed by the SC and on the criteria proposed for country selection

Annex 2 to the First Round Negotiations minutes (22/05/03) presents a list of 11 Countries already pre-selected by the SC. These include:

- **Africa:** Ethiopia, Ghana, Mali, Mozambique, Zambia
- **Asia:** Bangladesh, India, Nepal, Pakistan
- **Latin America:** Bolivia, Honduras.

It is to be noted that the process of selection undertaken has not been based on clearly defined sampling criteria and therefore no statistical value could be attributed to the evaluation findings. Nevertheless a first examination of the different countries contexts and WFP activities (see Annex 13) confirms that the proposed list of 11 countries covered an almost complete range of situations in which WFP operates development activities. For this reason, studies undertaken in any of the proposed countries could substantially contribute to the evaluation objectives and related evaluation questions. Therefore, the evaluation team has decided not to take up the option (point 8 of the First Negotiations minutes) of including an additional country in the list.

COUNTRY-STUDY MISSIONS

The actual duration of certain activities will depend on the volume of the WFP Country Programme and on the size of the country itself. On average, the duration of a country study will be 21 days for large countries and 16 days for small countries. Of these, field visits will take about 14 days and 10 days, respectively. A team of four experts (with expertise covering most of the areas relevant to WFP interventions- see 4.2.3) will be mobilised for each country study. This will allow, through an adequate division of tasks defined in the country-specific ToR, the coverage of a wide area of evaluation topics and in-depth visits to a significant number of WFP supported projects. The preparation of country-specific inception reports during Phase 1 will substantially facilitate the task of the country evaluation teams with respect to data collection and document analysis. These tasks will also be eased by the excellent WFP reporting systems on the achieved outputs.

Point 8 of the Negotiation Minutes also invites the Evaluation team to use the criteria presented in Annex III of the First Round Negotiations as a possible basis for a further selection of countries (but with the possibility of also utilising other criteria). The following table shows the team's comments on the criteria proposed by the SC:

Criteria	Assessment	Comments
Geographical coverage	Appropriate	It allows a prioritisation of countries per region
Coverage of EDP activities	Appropriate	Countries with a limited coverage of area focus (two or less) should not be considered
Coverage of WFP partners	Not useful	Important but not useful for selecting countries since "on-paper" country situations are very similar
Link to EMOP/PRRO	Appropriate	It is important to select countries with and without EMOP/PRRO because of their implications (e.g. resources) on CP implementation
Best practices/poor practices	Appropriate	Important for lessons learnt. Needs in-depth review of available documentation
Degree of implementation of EDP	Not useful	Part of the evaluation exercise
Links with CCA/UNDAF, PRSP	Not useful	Important but difficult to appraise before the field work
Scope and relative importance of WFP interventions	Appropriate	It is important to have a mixed representation of countries: some where food aid and WFP interventions related resources are of great importance and others where WFP interventions are less important
Overall flow of food aid resources	Appropriate	As above
Availability of information	Appropriate	The existence of reports and studies on a specific country should be considered as a priority criterion, since it will allow more focussed country studies

Generally the evaluation team considers the criteria suggested as appropriate, even though the criteria proposed do not permit a clear prioritisation. In fact, some criteria will not allow differentiating between countries while others can only be properly assessed after the field studies have been completed.

Rationale for undertaking a total of 7 Country studies

It is worth noting that the Terms of Reference for the evaluation (Part II point 3.1) state that up to 8 country case studies should be undertaken during Phase 2 of the evaluation although the First Round Negotiation Meeting (22/05/2003) minutes states that: *not less than 6 countries studies should be undertaken (page 2)*.

On the basis of the expertise required and the actual level of effort (see Evaluation Matrix in Annex 1 and text box under paragraph 4.2.1), each country team will be composed of a combination of international and national experts (2+2). Based on the evaluation questions and Phase 2 methodology, an attempt to estimate the number of days required to undertake the country studies has also been made. It is estimated that a total of 32 days (21 in the country) will be required for the country team leaders for each of the large countries (in terms of WFP Country Programmes) while 27 days are estimated for smaller countries. These durations are somewhat longer than what was presented in the revised proposal dated 9th of June 2003, which was based on eight country studies with an estimate of only 25 days work for each country-team leader (16 in the country). The evaluation team considers that limiting the number of country studies to seven will allow a more rigorous and in-depth analysis and avoid losing the focus of the evaluation.

A revised budget summary is presented in Annex 9. Revisions have concerned only the number of countries and related transport costs (which have decreased) and the number of total person days (which have increased). Other budgetary items, such as the unit cost of professional fees and the overall costs for Phase 2, have remained unchanged.

Proposed criteria for Country selection

As already mentioned, the criteria proposed in Annex III of the First Round Negotiations are of limited use in terms of prioritising country selection. **Two criteria** for the final selection of the seven countries are proposed here. The first is of a **quantitative** nature and refers to the need to have a balanced regional representation of WFP development intervention, proportional, in as much as possible, to the actual development portfolio per region. The second is of a more **qualitative** nature and refers to the evaluation team's judgement of the contributions that each country study could make in responding to the evaluation questions in a comprehensive manner. The basis for this judgement includes: i) the need to represent as much as possible all the socio-economic contexts in which WFP operates; ii) coverage of the five areas of focus; iii) the presence of particularly interesting activities/experiences that could be the basis for specific case studies; iv) situations where countries have adjusted their development portfolios (new activities or phasing out of activities, particularly of non-EDP) which may provide insights into the reasons for making changes and v) existing studies and evaluations that could facilitate the concentration and focus of country team activities.

Criterion 1: Regional coverage

An analysis of WFP development portfolio for the period 2000-2002 shows²¹ that:

- **Sub-Saharan Africa** received **39,6 %** of development resources;
- **Asia** was allocated **37.4%** of Development resources;
- **Latin America and the Caribbean** received **15.4%** of development resources.

Therefore on the basis of the data available it is proposed that the following should be selected:

- **Three countries in Africa;**
- **Three countries in Asia;**
- **One country in Latin America.**

Criterion 2: Potential contribution of country studies in responding to the evaluation questions

Annex 13 presents some preliminary data on the 11 countries including their socio-economic profile, the WFP development portfolio as well as other key issues that the evaluation team has identified during the initial stage of the evaluation. There follows a regionally based comparative analysis prepared using available information.

²¹ Middle East and North Africa countries received the remaining 7.6% of development resources.

AFRICA		
Country	Reasons for ranking	Ranking
Ethiopia	<ul style="list-style-type: none"> • It is a country with structural food security problems and it is one of the countries of historic intervention of WFP with an important Country Programme (CP) and the highest budgetary allocation; • Four (1,2,3,5) of the five areas of focus are covered; • Valuable lessons could be drawn on the use of food aid in the context of natural resource management, as well as the effects of long term food assistance in emergency and non emergency situations; • An analysis of households affected by HIV/AIDS could provide an interesting case study; • An impact assessment study on a natural resource management project has been completed. 	1
Mali	<ul style="list-style-type: none"> • The only Sahelian country of the sample; • Good coverage of four of the five areas of focus (1,2,3,4); • The only country with specific activity in pastoral areas; • Existing study on gender and VAM participatory assessment can provide further interesting insights; • Links between emergency and development interventions in drought prone areas in a Sahelian country can provide valuable lessons. 	2
Mozambique	<ul style="list-style-type: none"> • Good coverage of areas of focus for both the current CP (areas 2,3,4), and the previous CP (areas 1,2,3,4); • Important lessons could be drawn from the experience in creating linkages between relief, rehabilitation and development in an emergency prone context; • Other lessons could be drawn from the integrated approach for assisting communities and households affected by HIV/AIDS. 	3
Zambia	<ul style="list-style-type: none"> • Presents interesting opportunities for drawing lessons that are similar to those for Mozambique; • However the CP envelope of resources and number of beneficiaries is more limited. The coverage of EDP focus areas is limited to activity 1,2 and 3. 	4
Ghana	<ul style="list-style-type: none"> • Limited coverage of EDP focus areas (1,2); • The actual development portfolio (2001,2002) is rather limited when compared to the other selected countries. 	5

ASIA		
Country	Reasons for ranking	Ranking
Bangladesh	<ul style="list-style-type: none"> • Country with a long history of involvement with WFP; • The development portfolio is the largest in the region; • Four out of the five focus areas are covered (1,2,3,4); • The use of food aid is part of the government's food security policies; • Strong donor collaboration to support government food security policies; • The experience in Vulnerable Groups Development (VGD) and on fortified foods are widely indicated as a best practice. 	1
Nepal	<ul style="list-style-type: none"> • Presents an interesting socio-economic context different from the other 3 Asian countries; • The current CP (2002-2006) covers three of the five areas of focus (1,2,3), however the previous CP covered the all of them; • The Rural Community Infrastructure Work project can provide a number of interesting lessons learnt with respect to asset creation in mountain areas; • VAM participatory study can provide further interesting insights; • Community participation in a decentralised context can test the links between EDP and decentralised gov't. structures. 	2
Pakistan	<ul style="list-style-type: none"> • Until 2001 the CP covered the five focus areas although now it is limited to activities 1,2 and 3; • CP has an exclusive focus on girls and women; • Shift from government budgetary support and food for work initiatives to community projects in line with EDP principles. Lessons could be learned; • Gender issues have been the subject of specific studies. 	3
India	<ul style="list-style-type: none"> • In the years 2001 and 2002 only two of the focus-areas (1,5) were covered; • Interesting experiences on micro-planning at village level; • The actual size and the coverage of WFP assistance is relatively small if compared to government interventions and total population. 	4

LATIN AMERICA		
Country	Reasons for ranking	Ranking
Bolivia	<ul style="list-style-type: none"> • Bolivia is the one of the countries in the Latin America and Caribbean region with the most important development operations; • All five focus areas were covered until 2002. Activity 3 and 4 are not part of the current CP but can be evaluated based on previous interventions. It will also provide some insight on the rationale and consequence of their cancellation; • Role of communities in the management of water and natural resources; • It will also be interesting to see how WFP operates in a decentralised context such as Bolivia; • Apparent strong links with the National Poverty Reduction Strategy (PRSP);; • The VAM participatory study can provide further interesting elements on targeting mechanisms. 	1
Honduras	<ul style="list-style-type: none"> • Good coverage of four EDP focus areas (1,2,4,5); • Honduras presents interesting potentialities for case studies particularly with respect to the linkages between rehabilitation and development. 	2

The proposed seven countries

On the basis of the above comparative analysis, it is proposed that seven country studies be undertaken in the following countries:

	Country	Category
1.	Ethiopia	Large
2.	Mozambique	Large
3.	Mali	Small
4.	Nepal	Small
5.	Bangladesh	Large
6.	Pakistan	Large
7.	Bolivia	Small

This list of countries represents only a preliminary proposal to be approved by the Steering Committee. As indicated in the technical proposal, a pilot country study will be undertaken to test the methodology and the approach proposed for Phase 2. Ethiopia is proposed as the most suitable country to conduct the pilot study due to the presence of a wide range of issues relevant to the evaluation.

4.2.3 The proposed Country teams

The table in the following pages summarises the country teams' composition and the rationale for the selection of the experts. The country teams are presented in alphabetical order.

An indicative work plan for the country studies is presented in paragraph 4.4.2.

With respect to the timetable, it is proposed to start the first pilot study in Ethiopia towards mid-February and to undertake the remaining studies starting from April. Dates of each field study will have to be discussed with WFP to verify their compatibility with CO's activities and work-plans. The objective is to have all the field studies completed by end of May 2004 (see the overall work plan under 4.4).

Phase 2 outputs

- ▶ Country reports (7)

The following is the legenda to apply to the country teams' table:

BD	Bangladesh
BE	Belgium
BO	Bolivia
CA	Canada
DE	Germany
ET	Ethiopia
FR	France
G	Good
IT	Italy

ML	Mali
MZ	Mozambique
NP	Nepal
PK	Pakistan
SE	Sweden
US	USA
VG	Very good
W	Working

Country Teams		Personal data				Relevant Expertise														Languages			
Country	Expert's Role	Expert's Name	Years of experience	Nationality	Gender	Evaluation	Food aid	Food security	Link relief, rehabilitation, development	Sustainable livelihoods' promotion	Vulnerable groups' development	Primary education and training	Health (maternal and child health care, HIV/AIDS)	Nutrition	Gender	Institutional and organisational development	Rural development / assets' creation	NRM / disaster preparedness	Country context	English	French	Spanish	Portuguese
Bangladesh	Food aid specialist / TL	Schild F.G.	36	DE	M	X	X	X	X							X	X		X	VG	G	G	W
	Vulnerability, Institutional dev. specialist	Melsbach G. M.	26	DE	F	X		X		X	X				X	X	X	X	X	VG	G	W	
	Social Development, Gender and Nutrition specialist	Khundker N.	20	BD	F	X		X		X	X	X	X	X	X		X		X	VG			
	Food Policy and Development Aid Strategy specialist	Rahman S.	25	BD	M	X		X	X							X	X		X	VG			
Bolivia	RBM & Institutional Development / TL	Bacle P.	20	CA	M	X										X		X	X	VG	VG	VG	
	Gender, Food Security and Food Aid Specialist	Mejia M.C.	21	BO	F	X		X	X			X			X	X	X		X	VG	VG	VG	W
	Nutrition and Vulnerability specialist	Camacho Valdes M.C.	23	BO	F	X	X	X	X	X	X	X	X	X	X		X		X	VG		VG	
	Rural development and cereal market specialist	Crespo F.	16	BO	M	X		X								X	X		X	VG		VG	
Ethiopia	Food security and Rural Poverty / TL	Russo L.	20	IT	M	X	X	X	X	X	X					X	X	X	X	VG	VG	VG	
	Gender and Vulnerability specialist	Luzot A.C.	14	BE	F	X	X	X	X	X	X				X	X	X		X	VG	VG		
	Food Aid and Grain Market specialist	Gebremeskel D.	26	ET	M	X	X	X	X	X							X		X	VG			
	Education, Health and HIV/AIDS specialist	Laketch M.	20	ET	F	X	X	X	X	X	X	X	X	X	X		X	X	X	VG	W		
Mali	Development Economist / TL	Grosjean P. T.	35	BE	M	X		X				X				X	X		X	VG	VG	G	
	Community Development and Food Markets specialist	Wilhelm L.	30	FR	F	X		X	X		X		X		X		X		X	VG	VG		
	Rural Development and NRM specialist	Diakit� N.	29	ML	M	X		X	X				X				X	X	X	VG	VG	G	
	Nutrition and Gender Specialist	Toukara D.	16	ML	F	X	X	X	X	X	X	X		X	X		X		X	G	VG		

Country Teams		Personal data				Relevant Expertise													Languages				
Country	Expert's Role	Expert's Name	Years of experience	Nationality	Gender	Evaluation	Food aid	Food security	Link relief, rehabilitation, development	Sustainable livelihoods' promotion	Vulnerable groups' development	Primary education and training	Health (maternal and child health care, HIV/AIDS)	Nutrition	Gender	Institutional and organisational development	Rural development / assets' creation	NRM / disaster preparedness	Country context	English	French	Spanish	Portuguese
Mozambique	Institutional Development specialist / TL	Holmberg J.	36	SE	M	X	X		X							X	X	X	X	VG	VG	W	VG
	Food Security specialist	Nilsson S.	38	SE	M	X		X	X	X						X	X	X	X	VG		G	G
	Food Aid and Food Policy specialist	Mucavele F.G.	20	MZ	M	X	X	X	X		X			X		X	X	X	X	VG	W	G	VG
	Gender, Education, and Health specialist	Rebelo P.L.	35	MZ	F	X					X	X	X		X	X	X	X	X	VG	W	W	VG
Nepal	Food Aid specialist / TL	Fitzgerald W.M.	20	US	F	X	X	X	X	X		X	X	X		X	X		X	VG	VG		
	NRM / Environmental management specialist	Lafontaine A.	15	CA	M	X						X				X		X		VG	VG	G	
	Food Security / Livelihoods' Promotion specialist	Adhikari J.	20	NP	M	X		X		X							X	X	X	VG			
	Social Development and Gender specialist	Ojha G.P.	28	NP	M	X		X		X	X	X	X	X	X		X	X	X	VG			
Pakistan	Food Security specialist / TL	Lantzberg G.	29	DE	F	X	X	X	X			X	X		X		X		X	VG	VG		
	Gender and Vulnerability specialist	Martella A.	17	IT	F	X					X	X	X		X	X		X	X	VG	VG		
	Rural Development and M&E specialist	Bhatti M.H.	32	PA	M	X		X		X		X			X		X	X	X	VG			
	Agricultural Dev./Households' Promotion specialist	Jameel Khan M.	35	PA	M	X		X	X								X		X	VG			

4.3 ACTIVITIES AND OUTPUTS DURING PHASE 3

4.3.1 Activities

The preparation of the synthesis report will involve significant consolidation and analysis of the data collected. The validity of the data and information collected will be further verified. Phase 3 of the study will also involve a process of consultation with key stakeholders. This consultation process can take different forms, including focus group discussions on specific findings (e.g. on EDP cross-cutting issues) and restitution workshops at the country or regional level. In particular, given the highly political nature of the study and the important consequences that could derive from its conclusions and recommendations, it is recommended that a **“report-back” workshop with a broad representation of stakeholders** be organized. The participants will be identified by the SC but should include: WFP staff, SC members, donors’ technical staff, and representatives of recipient countries (see communication strategy in Annex 3). The report-back workshop should take place before the submission of the draft synthesis report (see work plan under 4.4).

In practice, data analysis and interpretation will be based on the following principles:

- Sharing the findings to increase ownership;
- Enhancing the findings’ external validity;
- Ensuring rigour in the analysis, especially in the determination of correlations and causal effects.

The analysis initiated during Phase 1 will be completed during the last phase of the evaluation and integrated with the findings of the country studies. Altogether, the country case studies will have the combined objective of increasing understanding and identifying best practice through more in-depth analysis and enhanced comparability. A specific matrix (to be further elaborated during the desk phase) may be used to this end.

An outline of the synthesis report will be presented upon completion of Phase 1 as an annex to the Phase 1 Report. The quality of this document will be ensured by an *ad hoc quality control team* that will include the Evaluation Team Leader and the Chief Quality Advisor (content supervision); (b) the QAP members (ensure use of appropriate terminology and technical integrity of the report); (c) a professional editor (guarantee the readability of the report and compliance with parameters agreed to by the Steering Group).

Phase 3 outputs

- ▶ Synthesis report

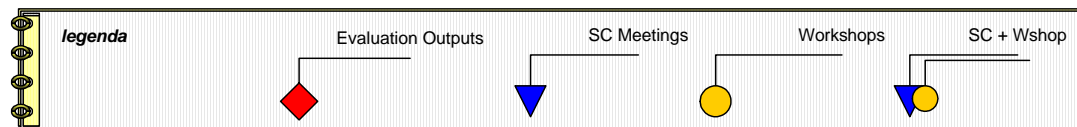
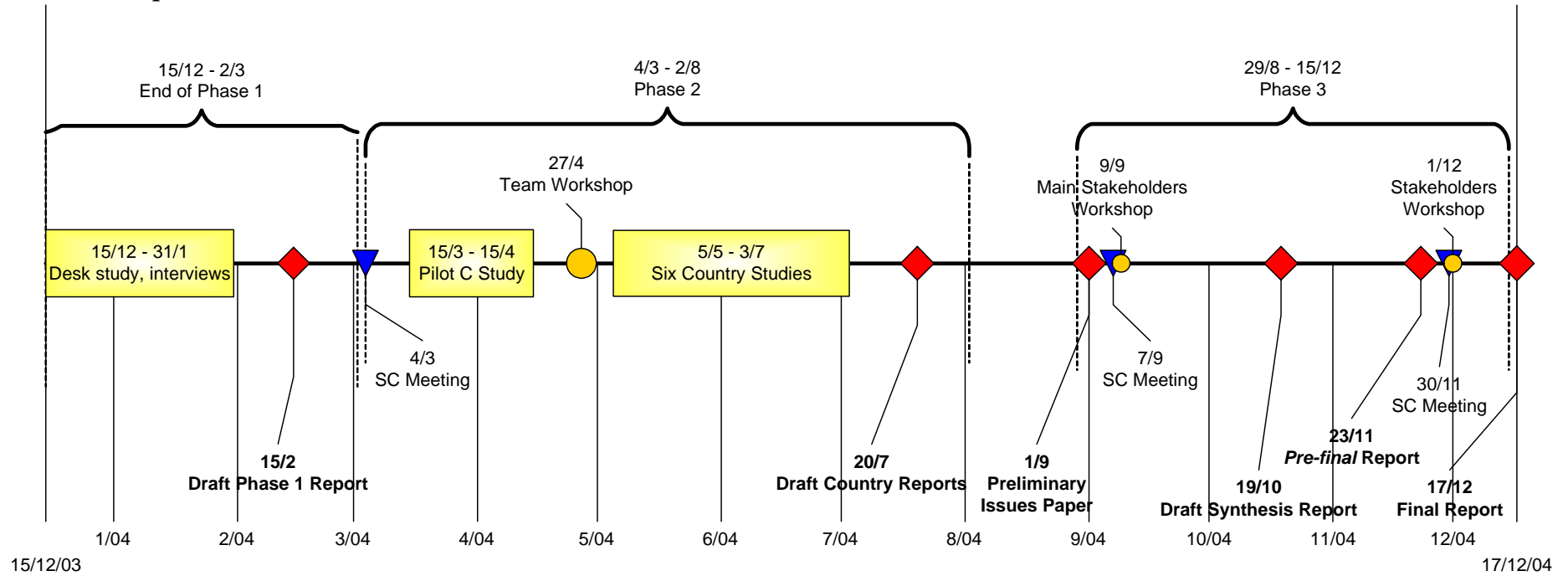
4.4 THE WORK PLANS

4.4.1 Overall work plan

The following pages present a graphical view of the evaluation overall work plan. The main steps of the work plan are the following:

- First phase draft report: February 15th, 2004
- SG meeting: March 4th and 5th, 2004
- Pilot Country Study: mid-March to mid-April, 2004
- Team workshop: end of April, 2004
- Five Country Studies: May and June, 2004
- SG meeting and Workshop: 7-9 September, 2004
- Draft Synthesis Report: end of October, 2004
- SG and 2nd Workshop: 29-30 November and December 1st, 2004
- Final Synthesis Report: December 15th, 2004

Overall work plan of the evaluation: milestones



MINUTES OF THE SCOPING WORKSHOP (ROME, 17-18 JULY 2003)

This note intends to provide workshop participants and other stakeholders with a brief summary of the main points emerged during the Scoping Workshop and it is not an attempt to reproduce into details the rich debate that took place during the workshop

1. Diane Spearman (WFP): Power Point Presentation: Background and Context of EDP)

2. Main Issues touched upon during the presentation and following discussion

- Recognition that in the struggle to eradicate poverty long-term investments aimed at stimulating economic growth should be accompanied by direct short-term assistance capable of addressing the immediate needs of the most vulnerable sectors of the population;
- Blurring lines between emergency and development; countries where emergencies are assuming structural characteristics. HIV as a new key vulnerability factor
- Emphasis on **enabling** development, i.e. enable ‘marginalized, food-insecure people to participate in the broad process of development’; smoothing consumption protects development gains.
- Differences between aid in-kind and in cash: specificities of food aid (for consumption, direct to the beneficiaries, different impact); what characteristics / criteria can be used to distinguish food aid used within the EDP context from that used in the context of an EMOP or PRRO? Is it only a matter of funding mechanism / window? Different timeframes? Contribution to the achievement of the MDGs?
- Other issues have become recurrent themes and are presented in the next sections.

3. Luca Russo (Team Leader of the Study) - Power Point Presentation

4. The Scoping workshop

▪ *Overall Objective of the Workshop*

Facilitate the reaching of a common understanding among key stakeholders on how the scoping phase of the evaluation should proceed. Make sure that the right questions are formulated and answered.

▪ *Expected Outputs of the workshop*

- ✓ Agreement upon the focus of the evaluation
- ✓ Identification of evaluation issues, questions and priorities
- ✓ Identification of next steps for the desk review and development of the evaluation design.

▪ *Main issues raised during the plenary discussion*

- The primary objective of the evaluation is the independent, external assessment of the efficiency, effectiveness, impact, relevance, and sustainability of the Enabling Development Policy of the World Food Programme. The evaluators will have to keep an open mind (no biases), be objective, use a neutral language and clarify the meaning of potentially ambiguous terminology / concepts.
- Credibility. The usefulness of the evaluation will depend on its credibility. Need to adopt a transparent and participatory evaluation process: share information on methodologies and findings, be ready to test and adjust the working hypothesis on the basis of the findings. Ensure the right balance between available information / data and the drawing of conclusions.

- ❑ Stakeholders' participation: need to devise mechanisms to ensure the active participation of all stakeholders and of recipient governments in particular, attention needs to be paid to the adoption of inclusive mechanisms by both the consultants' team and the Steering group (need for collective actions). Devise appropriate communication strategies for the following steps of the evaluation: whom to contact, when, through which means (questionnaires, workshops, etc)
- ❑ Empirically based evaluation – country studies (strong illustrative sample) rather than institutional analysis or academic debate at the core of the evaluation.
- ❑ Not an evaluation of food aid as such.
- ❑ No to blanket conclusions on EDP but rather look at what is working well and at what is not working well and why.
- ❑ Main areas of concern/interest: contribution in reducing recipients' vulnerability; EDP targeting; partnership with and ownership by local stakeholders and recipient countries; complementarity with other initiatives and agencies; contribution to the achievement of MDGs; comparison between the use of food aid under EDP and other possible forms of aid and delivery mechanisms; forward looking analysis.

▪ **Main issues according to the 3 levels of the Evaluation:**

Level and criteria	Key issues
<p>Policy Identification process: <i>What policy changes have been introduced by WFP, and on what basis</i></p> <ul style="list-style-type: none"> ❑ Coherence and relevance to the context and principle ❑ Coordination ❑ Complementarity 	<ul style="list-style-type: none"> ❑ Setting the scene: <ul style="list-style-type: none"> ❑ <u>Policy context and rationale for change</u>: logic behind the EDP (evolving context in terms of overall trends: changing international arrangements; availability of food aid surpluses / food aid and ODA trends). ❑ <u>Should the EDP be taken out of the development box?</u> Is food aid an appropriate tool for structural development? Should the EDP become a cross-cutting policy that guides all WFP's interventions (given the increasingly blurred lines between emergency, relief, rehabilitation and development-emergency-development continuum)? Was EDP the right policy at the moment of its formulation? Is EDP the right policy in the present evolving context? ❑ <u>Implementation approach</u>: to what extent has the EDP taken into account the lessons learnt from past evaluations, namely the Tri-partite evaluation?
<p>Policy Implementation process: <i>To what extent these policy changes have been implemented</i></p> <ul style="list-style-type: none"> ❑ Coherence and relevance to the policy framework ❑ Coordination ❑ Complementarity 	<ul style="list-style-type: none"> ❑ Priorities to be looked at: <ul style="list-style-type: none"> ❑ Actual resources allocation: coherence of donors' policies; EDP's coverage and implementation; allocation of resources among the five EDP programme areas ❑ <u>Policy/programme implementation and management</u> assessment of the level of changes introduced by EDP or to what extent the policy has been implemented: <ul style="list-style-type: none"> - Do Country Offices have the adequate understanding, skills and resources to implement EDP? - Co-ordination and complementarity with U.N. agencies, other agencies (is food part of a larger programme?); - Establishment of effective partnerships with governments (ownership); capacity to elicit policy changes from 'recipient' governments (inclusion of food aid/safety nets in national policy documents); - Who is benefiting from EDP? Relevance and level of implementation of VAM - Gender issues - Exit strategies

<p>Results (O.O.I): <i>to what extent the implementation has achieved the desired output, outcomes and impact</i></p> <ul style="list-style-type: none"> ❑ Efficiency ❑ Effectiveness ❑ Sustainability and impact 	<ul style="list-style-type: none"> ❑ Coherence of donors' policies and resources flows ❑ Monitoring and evaluation systems <hr/> <ul style="list-style-type: none"> ❑ <u>Need to place the EDP within its context – reality check</u> <ul style="list-style-type: none"> – Evaluate on the basis of its intended / stated objectives (help people to participate in the development process). – Placing results in their context (institutional and political) and in relation to the country programmes' logframes. – Take into account the local environment in which the EDP has been (is being) implemented. ❑ <u>Country studies – the core of the evaluation</u> <ul style="list-style-type: none"> – Source of concrete / factual evidence (and counterfactual evidence) to assess whether the people targeted by the EDP are the most vulnerable and whether they are experiencing the intended long-term benefits (decreased vulnerability / improved livelihoods); i.e. is the food aid provided under the EDP framework having the expected <i>enabling role</i>? – Perception of beneficiaries and partners. Importance of the beneficiaries' views (relevance), reality check on the ground. – Are the instruments used by the EDP the most appropriate ones? Capacity of food aid to address the causes as well as the symptoms of food insecurity and to contribute to reduced vulnerability. Are some programme areas more successful than others?²² ❑ <u>Programme implementation and management:</u> <ul style="list-style-type: none"> – Co-ordination among U.N. agencies, other agencies (is food part of a larger programme); – Establishment of effective partnerships with governments (ownership); capacity to elicit policy changes from 'recipient' governments (inclusion of food aid and/or reduced vulnerability considerations in national policy documents); – Differences among delivery mechanisms; Actual resources allocation: allocation of resources among the five EDP programme areas (creation of physical and human capital) – How are food aid needs assessed? How are the most vulnerable people identified? The use of VAM and the application of targeting mechanisms. – How are gender issues addressed at country level – How are programme monitored at Country level? ❑ <u>Sustainability assessment:</u> appropriate exit strategies, creation of capacity at national / local level ❑ <u>Monitoring and evaluation systems</u>
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5. Next Steps

Review of available documentation;

Series of interviews and discussions with WFP staff at Rome HQ;

Draft outline of the inception report: 4/08/2003;

Drafting of the overall evaluation matrix;

Fine-tuning of tools and methodology and preparation of the evaluation questions, of the ToR and of the report outline for the country case studies.

Draft inception report: 22/09/2003.

²² Five programme areas: i) special nutritional and nutrition-related health needs of young children and expectant and nursing mothers; ii) investments in human capital through education and training / school feeding; iii) asset creation / preservation; iv) disaster mitigation; v) livelihood promotion.