



# Review of the World Food Programme's Humanitarian and Development Effectiveness

## 2006-2011

SYNTHESIS REPORT

MARCH 2012

Canadian International Development Agency (CIDA)  
200 Promenade du Portage  
Gatineau, Québec K1A 0G4  
Canada

Telephone:

819-997-5006 / 1-800-230-6349 (toll-free)

For the hearing- and speech-impaired:

819-953-5023 / 1-800-331-5018 (toll-free)

Fax: 819-953-6088

Website: [www.cida.gc.ca/evaluations-e](http://www.cida.gc.ca/evaluations-e)

E-mail: [info@acdi-cida.gc.ca](mailto:info@acdi-cida.gc.ca)

© Her Majesty the Queen in Right of Canada, 2012

Cette publication est aussi disponible en français sous : Revue de l'efficacité de l'aide humanitaire et du développement du Programme alimentaire mondial

Printed in Canada



# Review of the World Food Programme's Humanitarian and Development Effectiveness

**2006-2011**

**SYNTHESIS REPORT**

**MARCH 2012**

## Acknowledgments

CIDA's Evaluation Directorate wishes to thank all who contributed to this review for their valued input, their constant and generous support, and their patience.

Our thanks go first to the independent team from the firm, Goss Gilroy Inc., made up of co-team leaders Ted Freeman and Sheila Dohoo Faure and analysts Danielle Hoegy, Molly McCreary and Kofi Kobia. Michelle Guertin, CIDA Evaluation Manager, substantially revised the report, bringing it to its present form.

The Evaluation Directorate would also like to thank the management team of CIDA's International Humanitarian Assistance Directorate (Multilateral and Global Programs Branch) at Headquarters in Gatineau for its valuable support.

Our thanks also go to the representatives of the WFP for their helpfulness and their useful, practical advice to the evaluators.

CIDA would also like to thank the Policy and Operations Evaluation Department of the Netherlands Ministry of Foreign Affairs for its interest in this approach to assessing the development effectiveness of multilateral organizations and for its specific support of this review.

We wish to thank CIDA Evaluation Manager, Michelle Guertin, for guiding this review to completion and Evaluation Director, Rafika Amira, for overseeing the review.

Goberdhan Singh  
Director General  
Evaluation Directorate

# Table of Contents

<b>Executive Summary .....</b>	<b>vi</b>
<b>1.0 Introduction .....</b>	<b>1</b>
1.1 Background.....	1
1.2 Why Conduct this Review? .....	1
1.3 WFP: A Global Organization Committed to Fighting Hunger .....	2
<b>2.0 Methodology.....</b>	<b>7</b>
2.1 Rationale .....	7
2.2 Scope .....	7
2.3 Criteria.....	8
2.4 Limitations .....	9
<b>3.0 Findings on WFP’s Humanitarian and Development Effectiveness .....</b>	<b>10</b>
3.1 Evaluations Report that WFP is Achieving Most of its Objectives and Expected Results 14	
3.2 WFP Faces Challenges with Gender Equality and Environmental Sustainability.....	18
3.3 Sustainability of Benefits/Results is a Challenge.....	21
3.4 WFP Programs are Highly Relevant to their Context.....	25
3.5 Evaluations Report Mixed Results in Efficiency.....	29
3.6 Good Use of Evaluation, but Inadequate Performance Frameworks and Weak Monitoring .....	32
<b>4.0 WFP and Canada’s Priorities in International Humanitarian Assistance and Development .....</b>	<b>35</b>
4.1 CIDA’s Support for WFP .....	35
4.2 Managing CIDA’s Relationship with WFP .....	37
4.3 Alignment with CIDA’s Thematic Priorities .....	38
4.4 How is WFP Fulfilling the Strategic Objectives that CIDA Identified? .....	39
<b>5.0 Conclusions .....</b>	<b>43</b>
<b>6.0 Recommendations for CIDA.....</b>	<b>46</b>
<b>Annex 1: Criteria Used to Assess Humanitarian and Development Effectiveness .....</b>	<b>48</b>

<b>Annex 2: Evaluation Sample .....</b>	<b>50</b>
<b>Annex 3: Methodology.....</b>	<b>55</b>
<b>Annex 4: Evaluation Quality - Scoring Guide.....</b>	<b>64</b>
<b>Annex 5: Guide for Review Team to Classify Evaluation Findings According to the Common Humanitarian and Development Evaluation Assessment Criteria .....</b>	<b>67</b>
<b>Annex 6: Corporate Documents Reviewed .....</b>	<b>82</b>
<b>Annex 7: CIDA Funding to Multilateral Humanitarian and Development Organizations ....</b>	<b>84</b>
<b>Annex 8: Recent Changes at WFP .....</b>	<b>86</b>
<b>Annex 9: Management Response .....</b>	<b>90</b>

## Figures

Figure 1: Types of WFP Evaluations .....	6
Figure 2: Number of Evaluations Addressing Sub-criteria for Humanitarian and Development Objectives and Expected Results.....	14
Figure 3: Achievement of Humanitarian and Development Objectives and Expected Results ...	15
Figure 4: Number of Evaluations Addressing Sub-criteria for Cross Cutting Themes – Gender Equality and Environmental Sustainability.....	18
Figure 5: Cross-cutting Themes – Gender Equality.....	19
Figure 6: Number of Evaluations Addressing Sub-criteria for Sustainability of Results/Benefits	22
Figure 7: Sustainability of Results/Benefits .....	23
Figure 8: Number of Evaluations Addressing Sub-criteria for Relevance.....	25
Figure 9: Relevance of Interventions.....	26
Figure 10: Number of Evaluations Addressing Sub-criteria for Efficiency .....	29
Figure 11: Efficiency .....	30
Figure 12: Number of Evaluations Addressing Sub-criteria for Using Evaluation and Monitoring to Improve Humanitarian and Development Effectiveness .....	32
Figure 13: Using Evaluation and Monitoring to Improve Humanitarian and Development Effectiveness .....	33
Figure 14: CIDA Funding to WFP: 2005/06 to 2010/11 (\$ Canadian millions) .....	36
Figure 15: Type of Evaluation, as a Percentage of All Evaluations Reviewed .....	58

Figure 16: Year of Evaluation, as a Percentage of All Evaluations Reviews .....59  
Figure 17: Levels of Coverage for Each Assessment by Criterion and Sub-Criterion .....60

## Tables

Table 1: Direct Expenses, by Category, 2007 – 2010..... 3  
Table 2: Percentage of Evaluations Reporting Findings of Satisfactory and Unsatisfactory for each Sub-Criterion, and Number of Evaluations Addressing each Sub-Criterion.....11

## List of Abbreviations

CIDA	Canadian International Development Agency
DAC	Development Assistance Committee
DAC-EVALNET	DAC Network on Development Evaluation
EMOP	Emergency Operation
GHD	Good Humanitarian Donorship
MOPAN	Multilateral Organization Performance Assessment Network
OECD	Organisation for Economic Co-operation and Development
PRRO	Protracted Relief and Recovery Operation
UN	United Nations
WFP	World Food Programme

# Executive Summary

## Background

This report presents the results of a review of the humanitarian and development effectiveness of the United Nation's (UN) World Food Programme (WFP). WFP is both a humanitarian and a development UN agency. It is the world's largest humanitarian agency fighting hunger worldwide. In emergencies, it distributes food where it is needed to save the lives of victims of war, civil conflict and natural disasters. After the cause of the emergency passes, it focuses on development, using food to help communities rebuild their lives. It was established in 1961 by the Food and Agriculture Organization and the United Nations General Assembly.<sup>1</sup> WFP's Strategic Plan for 2008 – 2013 identifies five strategic objectives for the organization:<sup>2</sup>

- Save lives and protect livelihoods in emergencies (Strategic Objective 1);
- Prevent acute hunger and invest in disaster preparedness and mitigation measures (Strategic Objective 2);
- Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations (Strategic Objective 3);
- Reduce chronic hunger and under-nutrition (Strategic Objective 4); and
- Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase (Strategic Objective 5).

WFP plays an important role in fulfilling Canada's humanitarian and development priorities, as evidenced by substantial financial support provided by CIDA in recent years. In the period from 2007/08 to 2010/11, WFP received the second largest amount of funding provided by CIDA to multilateral organizations, after the World Bank Group. It ranked first in volume for all humanitarian multilateral organizations and is the implementing partner for the vast majority of CIDA's food aid. WFP is the only humanitarian organization with which CIDA has a multi-year funding agreement. Total CIDA support to WFP for the six-year period 2005/06 to 2010/11 was \$988.6 million dollars.<sup>3</sup>

## Purpose

The purpose of the review is to provide an independent and evidence-based assessment of the humanitarian and development effectiveness of WFP operations (hereafter referred to as "programs") for use by Canada and other stakeholders, such as the Policy and Operations Evaluation Department of the Netherlands Ministry of Foreign Affairs, which participated in this review. The review is also intended to satisfy evaluation requirements established by the

---

<sup>1</sup> WFP Website: <http://www.wfp.org/about> Accessed January 2012

<sup>2</sup> WFP Strategic Plan 2008 – 2013, WFP, p. 1

<sup>3</sup> A Review of the Evidence of the Effectiveness of CIDA's Grants and Contributions: 2005/06-2010/11, CIDA, 2011

Government of Canada's *Policy on Evaluation* and to provide the Canadian International Development Agency (CIDA)'s Multilateral and Global Programs Branch with evidence on the humanitarian and development effectiveness of WFP.

## Methodology

The approach and methodology used in this review were developed under the guidance of the Organisation for Economic Co-operation and Development (OECD)'s Development Assistance Committee (DAC) Network on Development Evaluation (DAC-EVALNET). It was developed to fill an information gap regarding the development effectiveness of multilateral organizations. Although these organizations produce annual reports to their management and/or boards, bilateral shareholders were not receiving a comprehensive overview of the performance on the ground of multilateral organizations. This approach complements the organizational effectiveness assessment of the Multilateral Organization Performance Assessment Network (MOPAN).

The methodology does not rely on a particular definition of development effectiveness. The Management Group and the Task Team that were created by the DAC-EVALNET to develop the methodology had previously considered whether an explicit definition of development effectiveness was needed. In the absence of an agreed upon definition of development effectiveness, the methodology focuses on the essential characteristics of developmentally effective multilateral programming, as described below:

- Programming activities and outputs would be relevant to the needs of the target group and its members;
- The programming would contribute to the achievement of development objectives and expected development results at the national and local level in developing countries (including positive impacts for target group members);
- The benefits experienced by target group members and the development (and humanitarian) results achieved would be sustainable in the future;
- The programming would be delivered in a cost efficient manner;
- The programming would be inclusive in that it would support gender equality and would be environmentally sustainable (thereby not compromising the development prospects in the future); and
- The programming would enable effective development by allowing participating and supporting organizations to learn from experience and use of performance management and accountability tools, such as evaluation and monitoring to improved effectiveness over time.

Based on the above-mentioned characteristics, the review's methodology uses a common set of assessment criteria derived from the DAC's evaluation criteria (Annex 1). It was pilot tested during 2010 using evaluation material from the Asian Development Bank and the World Health Organization. In June 2011, the approach and methodology were endorsed by the members of the DAC-EVALNET as an acceptable approach for assessing the development effectiveness of multilateral organizations.

Since WFP is the first humanitarian assistance agency examined using the common approach, prior to beginning the review process, the review team examined the criteria for this review to ensure that they would capture the effectiveness of all of WFP programming. Therefore, the definitions used in the criteria were expanded to capture elements of emergency and protracted relief and recovery operations.

The methodology used in the review is a structured meta-synthesis of the content of 52 evaluations conducted by the Office of Evaluation and published by WFP between 2006 and 2011 (Annex 2).<sup>4</sup> The sampling process is described in further detail in Annex 3. After being screened for quality (the approach and criteria used are described in Annex 4), each evaluation was reviewed to identify findings relating to six main criteria for assessing the humanitarian and development effectiveness:

- The Achievement of Humanitarian and Development Objectives and Expected Results;
- Cross Cutting Themes (Environmental Sustainability and Gender Equality);
- Sustainability of Results/Benefits;
- Relevance of Interventions;
- Efficiency; and,
- Using Evaluation and Monitoring to Improve Humanitarian and Development Effectiveness.

These six criteria were assessed using 19 sub-criteria that are considered to be essential elements of effective humanitarian assistance and development (Annex 1). Findings for each of these were classified, by the review team, using a four-point scale: “highly satisfactory,” “satisfactory,” “unsatisfactory” and “highly unsatisfactory.” Classification of findings was guided by a grid with specific instructions for each rating across all sub-criteria (Annex 5). In order to contextualize the results of the review, a separate analysis of major WFP corporate documents was conducted (see Annex 5 for a list of documents consulted). In addition, a consultation with the CIDA manager responsible for managing relations with WFP was conducted.

The percentages shown in this report are based on the total number of evaluations that addressed the sub-criterion. However, coverage of the sub-criteria in the evaluations reviewed varies from strong to weak. When the coverage is weak, the results have not been presented.

## Key Findings

### ***Evaluations Report that WFP is Achieving Most of its Objectives and Expected Results***

The review of WFP’s evaluations since 2006 indicates positive results with respect to the achievement of humanitarian and development objectives and expected results, based on generally strong coverage of the sub-criteria in the evaluations. Over three-quarters of WFP

---

<sup>4</sup> It should be noted that because the evaluations were conducted between 2006 and 2011, they reflect programming that occurred before or during that period. WFP staff indicated that the organization had made a number of changes to address the issues raised in its evaluations conducted and their inputs are provided in Annex 8.

evaluations reported findings of satisfactory or better for all four sub-criteria (77% for sub-criterion 1.1 “Programs and projects achieve stated objectives”; 92% for sub-criterion 1.2 “Positive benefits for target group members”; 82% for sub-criterion 1.3 “Substantial numbers of beneficiaries/contribution to national humanitarian and development goals”; and 81% for sub-criterion 1.4 “Significant changes in national humanitarian and development policies/programs”). WFP’s most cited achievements were in the distribution of food aid and other programming, which contributed to improvement of food consumption, prevention of acute hunger and reduction of the risk of chronic hunger and malnutrition for target populations (20 evaluations<sup>5</sup>). A key factor contributing to WFP effectiveness is its strong logistics capacity (4 evaluations). WFP also achieved its objectives and expected results when it engaged in policy dialogue with and provided support to developing country governments for the development of national humanitarian and development policies and programs (4 evaluations). Program interruptions due to financial issues were most likely to detract from the achievement of objectives and expected results (18 evaluations).

### ***WFP Faces Challenges in Promoting Gender Equality***

WFP has not been particularly effective in addressing the cross cutting theme of gender equality. WFP’s programming, in just over half (56%) of the 32 evaluations that addressed this sub-criterion, was given a rating of satisfactory or better with respect to its effectiveness in addressing gender equality (2.1). Successes, however, were noted in the areas of the provision of sex-disaggregated data and some improvements for women and girls. Few common themes with respect to contributing factors on gender equality were identified. However, key factors in explaining the results were identified in the “End-of-Term Evaluation of WFP’s Gender Policy (2003-2007).”<sup>6</sup> The evaluation indicates that the policy had contributed to enhancing “visibility of women and girls not just as vulnerable beneficiaries but as critical contributors to household and community food security.” However, WFP’s evaluation also noted that there were issues with reporting on the impact of gender equality on effectiveness since the indicators used measured outputs rather than outcomes. WFP adopted a new gender policy in 2009 that includes the following goals: to address the challenges of restoring the gender mainstreaming mandate, complete the transition from women’s programming to gender mainstreaming, re-orient the institutional approach to enable context-led approaches and marshal and allocate resources at the operational level.

### ***Environment Sustainability – No Results to Report***

Only a few evaluations (5) reported on environmental sustainability (2.2) as a cross cutting theme, which prevented the review from identifying any results in this area. However, WFP recently prepared a note for its Executive Board that reported on its consultations with experts

---

<sup>5</sup> The numbers in brackets track the frequency with which analysts in the review team highlighted comments when reviewing evidence to support the findings in a given evaluation. The figures cited do not provide an exhaustive census of how many citations were made but, rather, an overall portrait of the emphasis given in different evaluation reports. They are meant to be illustrative, not a definitive count of occurrence of the factors.

<sup>6</sup> “Summary Report of the End-of-Term Evaluation of WFP’s Gender Policy (2003-2007)”, WFP, 2008, p.10

and partners and outlined how WFP has addressed the impact of climate change on hunger to date. It describes its plans to address climate change in the future and reflects the commitment to finalize a climate change policy by the end of 2012.<sup>7</sup> Although WFP had already prepared a paper for the Board in 1998, which recognized the importance of environmental issues and the potential impact of WFP programming on the environment,<sup>8</sup> the assessment of environmental impacts is not yet identified in WFP's Monitoring and Evaluation Guidelines and, as a result, evaluations are not assessing the environmental impact of WFP programming.<sup>9</sup>

### ***Sustainability of Benefits/Results is a Challenge***

Some care is needed in interpreting the results for sustainability of benefits/results. Only one sub-criterion received strong coverage (3.1). One received moderate coverage (3.2) and the results for the third (3.3) are not presented because of weak coverage. Overall, the findings on sustainability of the benefits/results of WFP programming represent an area for improvement for the organization. Fewer than half (43%) of the evaluations reported findings of satisfactory or better with respect to likelihood that benefits would continue (3.1). In two-thirds (64%) of the evaluations, WFP's contribution to building institutional and community capacity for sustainability was rated as satisfactory or better (3.2). Sustainability faced particular challenges when WFP: lacked time and resources for interventions; did not engage with developing country governments; and was short of early attention to planning the shift from relief to recovery.

### ***WFP Programs are Highly Relevant to their Context***

The relevance of WFP's interventions was rated best among the six humanitarian and development effectiveness criteria and was well covered in WFP's evaluations. Eighty-six percent (86%) of the evaluations reported findings of satisfactory or better with respect to the relevance of WFP's programming to target group needs (4.1) and goals of the developing country governments (4.2). Additionally, 84% of evaluations reported positive findings on effective partnerships (4.3). The important factors contributing to the positive results related to the relevance of WFP's interventions are the quality of WFP's needs assessments (7 evaluations) and the nature of the arrangements of the partnerships (8 evaluations), created by forming strong links with developing country governments, other multilateral agencies, civil society and, to some extent, donors.

### ***Evaluations Report Mixed Results in Efficiency***

There was moderate to strong coverage of the efficiency of WFP's programming in its evaluations. However, efficiency represents another challenge for the organization in some areas. Nearly two-thirds (63%) of the evaluations reported findings of satisfactory or better with respect to WFP's systems and procedures for efficient program implementation (5.3). Fifty-eight percent (58%) of the evaluations reported findings of satisfactory or better on cost efficiency (5.1), but only 42% of the evaluations reported positive findings for the timely achievement of objectives (5.2). Frequent financial issues (e.g., lack or unpredictability of donor funding)

---

<sup>7</sup> "Climate Change and Hunger: Towards a WFP Policy on Climate Change", WFP, 27 April 2011

<sup>8</sup> "WFP and the Environment: Issues and Priorities", WFP, 3 September 1998

<sup>9</sup> "Monitoring and Evaluation Guidelines", WFP <http://www.wfp.org/content/monitoring-and-evaluation-guidelines> Access January 2012

contribute to negative findings in the area of efficiency and timeliness of WFP's programming (18 evaluations). Furthermore, efficiency is affected by logistics and transportation setbacks (10 evaluations), and the need to serve very dispersed populations (9 evaluations). Effective management of logistics (7 evaluations) and the WFP's greater use of local resources (5 evaluations) were identified as factors contributing to efficiency.

### ***Good Use of Evaluation, but Inadequate Performance Frameworks and Weak Monitoring***

Results in this area should be interpreted with care, given that coverage for only one sub-criterion (6.2) was strong. The coverage for two sub-criteria (6.1 and 6.4) was moderate. The coverage for one sub-criterion (6.3) was weak and, as a result, no results have been reported. While WFP receives positive ratings for systems for evaluation (6.1) its use of evaluation (6.4) (66% and 91% of the evaluations reported findings of satisfactory or better, respectively), monitoring and reporting on results (6.2) is a challenge (32% of the evaluations reported findings of satisfactory or better). The factors that detracted from the achievement of effective evaluation and monitoring included insufficient capacity both within WFP and within its partner organizations for monitoring (14 evaluations) and inadequate performance frameworks for programming (8 evaluations). To some extent this is also affected by the lack of sufficient resources for monitoring – both for adequate staff training and travel to the field (14 evaluations).

## **Conclusions: Humanitarian and Development Effectiveness of WFP**

Evaluations carried out since 2006 indicate that WFP's programming is relevant to the needs of the target groups and developing country governments. The evaluations also reflect effectiveness in the achievement of humanitarian and development objectives and expected results. This is an important achievement considering the complex environment in which WFP operates. While programming has been effective, WFP has not been as effective in addressing the cross cutting theme of gender equality and ensuring the sustainability of its development results. The cost efficiency and timeliness of its programming also represent areas for improvement for the organization. While WFP made effective use of evaluations to improve program effectiveness, these evaluations are often confronted with issues arising from the quality of the monitoring information available and the adequacy of the performance frameworks. A broad challenge to WFP's effectiveness is the issue of program interruptions, which are caused either by the lack of predictable donor funding, poor contingency planning and/or inefficiencies in WFP operations.

WFP receives the largest amount of funding that CIDA gives to humanitarian multilateral organizations and is the implementing partner for the vast majority of CIDA's food aid. This makes WFP a significant partner for Canada. WFP's programming contributes to all three of CIDA's humanitarian and development priorities: increasing food security; stimulating sustainable economic growth; and securing the future of children and youth. CIDA's institutional strategy for WFP focuses on three themes that contribute to addressing the challenges identified in this review. These themes are: strengthening the effectiveness of programming;

strengthening accountability; and supporting flexible and predictable funding. Additionally, WFP's programming is generally aligned with the Principles and Good Practices of Good Humanitarian Donorship (GHD) and, as such, allows CIDA to reflect the GHD in its HA programming.

## Recommendations to CIDA

This report includes recommendations to CIDA's Multilateral and Global Programs Branch based on the findings and conclusions of the humanitarian and development effectiveness review of WFP. As one of several shareholders working with WFP, CIDA is limited in the extent to which it can influence improvements on the humanitarian and development effectiveness of the organization. Therefore, some recommendations may require engagement with other shareholders (see Annex 9 for CIDA's management response).

1. Considering the fact that interruptions of programming detract from WFP's overall performance, CIDA should support and encourage WFP's efforts to deal with these interruptions. The review notes that WFP is undertaking reviews of its resourcing and financial frameworks. WFP needs to continue to work with other donors to encourage them to provide more predictable funding. It may also be possible to address the issue of program interruptions by improving internal practices in targeting WFP's programming and improving cost efficiency so that the organization can, to the extent possible, avoid these interruptions;
2. CIDA should continue to emphasize the need for WFP to improve its effectiveness in promoting gender equality, as noted in its recent Gender Equality Institutional Assessment. While WFP did develop and approve a new gender policy in 2009, there is a continuing need to ensure the effective implementation of this new policy, including improved delivery on gender equality results, so that it contributes to WFP's effectiveness as a humanitarian and development organization;
3. CIDA should emphasize to WFP the importance of considering the environmental impacts of its activities, particularly in the area of food for work/assets, when planning, implementing, monitoring and reporting, and evaluating its programs. The review suggests that these are not currently addressed by WFP, or at least not by WFP evaluations. WFP could benefit from assessing its programs' environmental sustainability to ensure that they make a positive contribution;
4. Given the review's conclusions on sustainability, CIDA should identify the sustainability of WFP programming as a priority topic for its engagement with WFP. CIDA's current emphasis on improving programming effectiveness is well placed. However, it should also take into account the need for sustainability of WFP's development activities and the more effective transition of its humanitarian activities to development programming; and
5. CIDA should strongly emphasize the need to develop performance frameworks that adequately reflect the expected results of WFP programming. Furthermore, CIDA should

continue to encourage WFP to address the underlying issues affecting its monitoring and reporting systems, by strengthening its internal monitoring capacity and working with its partners to strengthen their own capacity.

# 1.0 Introduction

## 1.1 Background

This report presents the results of a review of the humanitarian and development effectiveness of the United Nation's (UN) World Food Programme (WFP). The common approach and methodology were developed under the guidance of the Organisation for Economic Co-operation and Development (OECD)'s Development Assistance Committee (DAC) Network on Development Evaluation (DAC-EVALNET). The review relies on the content of published evaluation reports produced by WFP supplemented with a review of WFP corporate documents and consultation with the CIDA manager responsible for managing relations with WFP.

The method uses a common set of assessment criteria derived from the DAC's evaluation criteria (Annex 1). It was pilot tested during 2010 using evaluation material from the Asian Development Bank and the World Health Organization. The overall approach and methodology were endorsed by the members of the DAC-EVALNET as an acceptable approach for assessing the development effectiveness of multilateral organizations in June 2011. This review is among the first to be implemented following the DAC-EVALNET's endorsement.

From its beginnings, the process of developing and implementing the reviews of development effectiveness has been coordinated with the work of the Multilateral Organization Performance Assessment Network (MOPAN). By focusing on development effectiveness and carefully selecting assessment criteria, the reviews seek to avoid duplication or overlap with the MOPAN process.

## 1.2 Why Conduct this Review?

The purpose of the review is to provide an independent, evidence-based assessment of the humanitarian and development effectiveness of WFP operations (hereafter referred to as "programs") for use by Canada and other stakeholders. The review is also intended to satisfy evaluation requirements for all funded programs established by the Government of Canada's *Policy on Evaluation*.

The objectives of the review are:

- To provide the Canadian International Development Agency (CIDA)'s Multilateral and Global Programs Branch with evidence on the humanitarian and development effectiveness of WFP, which can be used to guide CIDA's engagement with WFP during the present period of long-term institutional support;<sup>10</sup> and

---

<sup>10</sup> "Long-term institutional funding can be defined as un-earmarked funding to a MO in support of that organization's mandate. According to the OECD there are currently 170 MOs active in development and eligible to receive aid funding. As of 2010/11, CIDA provided long-term institutional funding to 30 of these MOs." (p.45). *A Review of Evidence of the Effectiveness of CIDA's Grants and Contributions 2005/06-2010/11*, CIDA, 2011.

- To provide evidence on humanitarian and development effectiveness, which can be used in the ongoing relationship between CIDA and WFP to ensure that Canada’s international humanitarian and development priorities are served by investments of all types.<sup>11</sup>

Although this report is intended, in part, to support CIDA’s accountability requirements within the Government of Canada, the results are expected to be useful to other bilateral stakeholders, such as the Policy and Operations Evaluation Department of the Netherlands Ministry of Foreign Affairs, which participated in this review.

## 1.3 WFP: A Global Organization Committed to Fighting Hunger

### 1.3.1 Background and Objectives

The WFP is both a humanitarian and a development UN agency. It is the world's largest humanitarian agency fighting hunger worldwide. In emergencies, it distributes food where it is needed to save the lives of victims of war, civil conflict and natural disasters. After the cause of the emergency passes, it focuses on development, using food to help communities rebuild their lives.<sup>12</sup> It was established in 1961 by the Food and Agriculture Organization and the United Nations General Assembly.<sup>13</sup> In recent years, WFP has shifted its delivery mechanisms from “food aid” (focus on the shipment of food) to “food assistance” (including cash transfers, rather than physical food, where appropriate).<sup>14</sup> WFP has also taken a leadership role in the global humanitarian coordination cluster system for global logistics and emergency telecommunications.<sup>15</sup>

### 1.3.2 Strategic Plan

WFP’s Strategic Plan for 2008 – 2013 identifies five strategic objectives for the organization:<sup>16</sup>

- Save lives and protect livelihoods in emergencies (Strategic Objective 1);
- Prevent acute hunger and invest in disaster preparedness and mitigation measures (Strategic Objective 2);

---

<sup>11</sup> CIDA’s *Review of Evidence* (2011), identifies three main types of CIDA funding to MOs: a) long term institutional support; b) funding to specific multilateral and global initiatives; and, c) funding to multilateral initiatives delivered by other CIDA branches – including multi-bi funding delivered by Geographic Programs (p.45-46).

<sup>12</sup> WFP website, <http://www.wfp.org/about> Accessed January 2012

<sup>13</sup> WFP website, <http://www.wfp.org/about/corporate-information/history> Accessed January 2012

<sup>14</sup> WFP website, <http://www.wfp.org/content/revolution-food-aid-food-assistance-innovations-overcoming-hunger>, Accessed January 2012

<sup>15</sup> WFP Executive Board Agenda Item 5, January 2010, *WFP’s Role in the Humanitarian Assistance System*, WFP/EB.1/2010/5-C.

<sup>16</sup> WFP Strategic Plan 2008-2013, WFP, p. 1

- Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations (Strategic Objective 3);
- Reduce chronic hunger and under-nutrition (Strategic Objective 4); and
- Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase (Strategic Objective 5).

### 1.3.3 Work and Geographic Coverage

According to its most recent annual report, in 2010, WFP provided food to 109.2 million beneficiaries in 75 countries.<sup>17</sup>

**Table 1: Direct Expenses, by Category, 2007 – 2010**

Category	2007	2007	2008	2008	2009	2009	2010	2010
	US\$ 000	%						
Development	309,318	11	292,112	8	275,906	7	287,842	7
Relief Total	2,005,656	73	2,733,744	77	3,239,887	81	3,220,081	80
Relief Emergency	716,411	(36)	944,581	(35)	1,418,385	(44)	1,660,195	(52)
Relief PRRO	1,289,245	(64)	1,789,163	(65)	1,821,502	(56)	1,559,885	(48)
Special Operations	166,244	6	200,252	6	176,364	4	221,510	6
Other	272,090	10	309,639	9	293,457	7	270,898	7
<b>Total</b>	<b>2,753,308</b>	<b>100</b>	<b>3,535,746</b>	<b>100</b>	<b>3,985,613</b>	<b>100</b>	<b>4,000,330</b>	<b>100</b>

Source: “Annual Performance Report for 2010”, World Food Programme.

Note:

- Relief Category excludes programme support and administrative costs.
- PRRO : Percentages are as percent of total Relief.
- Other Category refers to Operational Expenses, including General Fund, Special Accounts and Trust Funds that cannot be apportioned by project/operation.

WFP’s programming is divided into three main categories:

<sup>17</sup> “Annual Performance Report for 2010”, WFP, WFP/EB.A/2011/4, 13 May 2011, p.75

- Relief, including:
  - (1) Emergency – emergency food aid provided through WFP’s Immediate Response Account and, as warranted, a subsequent Emergency Operation (EMOP) that can assist populations in need by either food distributions or other projects such as food aid in exchange for reconstruction work;
  - (2) Protracted Relief and Recovery Operations (PRRO) – carried out in protracted crises to help sustain affected communities as they re-establish livelihoods and stabilize food security. A PRRO is formed when it becomes clear that the 24-month assistance provided under an EMOP will be insufficient and includes such activities as food for education and training, extended relief, relief for refugees and food for recovery (e.g., food-for-assets programs); and
- Development – development food aid is used to help the chronically food insecure escape from the poverty trap. WFP ensures its aid is concentrated on pre-identified, food-insecure areas inside recipient countries – usually rural areas of low productivity, areas prone to natural disasters and areas vulnerable to periodic food shortages. It also works in towns and cities with high concentrations of malnutrition;
- Special Operations – short-term operations designed to speed-up the movement of food aid and involve logistics and infrastructure work (e.g., infrastructure repairs, intermittent airlifts and provision of common logistics) designed to overcome operational bottlenecks.<sup>18</sup>

As shown in Table 1, while WFP’s expenses have remained fairly constant, with a slight increase in total expense over the past four years, there has been some shift in the category of these expenses. Development expenses have remained relatively stable. The majority of WFP’s resources was disbursed in relief operations. Overall, the percentage of WFP funding addressing relief operations has increased from 73% in 2007 to 80% in 2010. However, the percent of relief expenses going to emergency responses has risen from 36% to 52% over the four years. The percent of relief funding expended for PRROs has correspondingly declined from 64% to 48%.

### **1.3.4 Evaluation and Results Reporting**

The Office of Evaluation is headed by a Director and reports directly to the Executive Board. A new WFP Evaluation Policy, approved in 2008, focuses on the use of evaluation for both accountability and learning.<sup>19</sup> WFP’s evaluation function conducts five different types of evaluations: strategic, policy, country portfolio, impact, and operations evaluations (Figure 1).

The results of WFP’s evaluations are synthesized in an annual evaluation report that is presented to the Executive Board. The 2010 report summarized the results of twenty evaluations completed in 2010 that covered 13% of WFP’s global program of work.<sup>20</sup> The report also emphasized the ongoing commitment of the Office of Evaluation to improve the quality,

---

<sup>19</sup> “WFP Evaluation Policy”, WFP, 8 October 2008, p. 5

<sup>20</sup> “Annual Evaluation Report 2010”, WFP, 19 May 2011

credibility and usefulness of evaluations, through increasing its human resource capacity and evaluation tools, notably the Evaluation Quality Assurance System, and the learning opportunities from evaluations.

## Figure 1: Types of WFP Evaluations<sup>21</sup>

**Strategic Evaluations** take a global perspective and focus on strategic issues that are central to strategic decision-making and related actions that affect more than one operation or one country office. An example of a recent strategic evaluation included in this review is “Strategic Evaluation of WFP’s Role in Social Protection and Safety Nets.”

**Policy Evaluations** examine how effective WFP policy has been in achieving its objectives, including the quality and results of a given policy and the factors that explain why these results occurred. An example of a recent policy evaluation included in this review is “End-of-Term Evaluation of WFP’s Gender Policy (2003-2007).”

**Country Portfolio Evaluations** assist a country office to understand their portfolio and what difference it makes. They include all WFP’s work in one country and normally cover a five-year period. An example of a recent country portfolio evaluation included in this review is “Yemen: An evaluation of WFP’s portfolio (2006-2010).”

**Impact Evaluations** provide an in-depth analysis of the impact that WFP work has on beneficiaries. They focus on one program activity in one country at a time. An example of a recent impact evaluation included in this review is “WFP Cambodia School Feeding 2000-2010: A Mixed Method Impact Evaluation.”

**Operations Evaluations** assess the relevance, efficiency and effectiveness of an operation and are normally undertaken by country office. The headquarters’ evaluation unit does large operations evaluations and provides technical support and training to country office staff. An example of a recent operations evaluation included in this review is “occupied Palestinian territory: An Operation Evaluation.”

A 2007 Peer Review of the Evaluation Function at WFP concluded that the credibility of the products of the evaluation function at that point was “uneven.”<sup>22</sup> However, it also noted that the central evaluation office was “a strong unit, with committed, well trained and highly motivated staff.”<sup>23</sup> The peer review panel also reported that if WFP were to implement the changes planned for its evaluation function, it would adequately address the findings of the peer review.

The review team conducted its own quality review of the evaluations included in this review. The results were positive, with 90% of the reviewed evaluations scoring 31 points or more out of a possible total of 45. (See Annex 3 for details of the review methodology and Annex 4 for the evaluation quality scoring grid.)

---

<sup>21</sup> WFP website, <http://www.wfp.org/about/evaluation> Accessed January 2012.

<sup>22</sup> “Peer Review: Evaluation Function at the World Food Programme”, Sida, 2007

<sup>23</sup> Ibid., p. 11

## 2.0 Methodology

This section describes briefly the main elements of the methodology used for the review. A more detailed description of the methodology is presented in Annex 3.

### 2.1 Rationale

The term “common approach” describes the use of a standard methodology, as implemented in this review, to assess consistently the development and, in this case, humanitarian, effectiveness of the multilateral organizations. It offers a rapid and cost effective way to assess the development effectiveness of the organization relative to a more time consuming and costly joint evaluation.<sup>24</sup> The approach was developed to fill an information gap regarding the development effectiveness of multilateral organizations. Although these organizations produce annual reports for their management and/or boards, bilateral shareholders were not receiving a comprehensive overview of the performance on the ground of multilateral organizations. MOPAN seeks to address this issue through organizational effectiveness assessments. This approach complements MOPAN’s assessments.

The approach suggests conducting a review based on the organization’s own evaluation reports when two specific conditions exist:<sup>25</sup>

1. There is a need for field tested and evidence-based information on the effectiveness of the multilateral organization.
2. The multilateral organization under review has an evaluation function that produces an adequate body of reliable and credible evaluation information that supports the use of a meta-evaluation methodology to synthesize an assessment of the organization’s effectiveness.

The evaluation function at WFP does produce enough evaluation reports of good quality to support an assessment of the humanitarian and development effectiveness of WFP. The second condition is also satisfied, as WFP’s existing reporting mechanisms do not provide sufficient information on the organization’s humanitarian and development effectiveness. Further details on the rationale are available in Annex 3.

### 2.2 Scope

The Office of Evaluation (OE) website at WFP ([www.wfp.org/about/evaluation](http://www.wfp.org/about/evaluation)) identifies 52 evaluation reports conducted by the Office of Evaluation and published between 2006 and

---

<sup>24</sup> “Joint evaluation” refers to a jointly funded and managed comprehensive institutional evaluation of an MO. It does not refer to DAC/ United Nations Evaluation Group Peer Reviews of the Evaluation Function.

<sup>25</sup> Assessing the Development Effectiveness of Multilateral Organizations: Approach, Methodology and Guidelines, Management Group of the Task Team on Multilateral Effectiveness, DAC EVALNET, 2011.

August 2011.<sup>26</sup> These included only evaluations conducted by the Office of Evaluation and did not include any decentralized evaluations conducted by Country Offices. This group of 52 evaluations forms the evaluation universe for this review. Rather than sample from a small population, the reviewers selected all 52 for the conduct of this review (described in more detail in the Annex 3).

While some earlier evaluations cover operations before 2006, most activities evaluated occurred during the period covered by this review (2006 – 2011). Annex 2 provides the list of evaluations included in the review sample.

The evaluations covered all priority areas of WFP programming, including development and relief (emergency and protracted relief and rehabilitation operations). However, not all types of WFP programming are covered equally by the evaluations. Only four evaluations in the sample covered, in whole or in part, emergency programming; whereas emergency relief has accounted for about one-third of WFP direct expenses between 2007 and 2010 (see Table 1 in Section 1.3.3). The evaluations reviewed covered countries accounting for 67% of all WFP program expenditures in the 2006 to 2009 period (the latest biennial budget period for which expenditure data is available).<sup>27</sup> They also accounted for some programming in eight of WFP's 10 largest countries of operations.

The review of evaluation reports was supplemented by a review of WFP corporate documents and a consultation with the CIDA manager responsible for managing relations with WFP.<sup>28</sup> These were done to contextualize the results of the review. A list of the documents consulted is provided in Annex 6. In addition, following the presentation of this review to WFP staff, they indicated that the organization had made a number of changes to address the issues raised in its evaluations conducted between 2006 and 2011. Their inputs are provided in Annex 8.

## 2.3 Criteria

The methodology does not rely on a particular definition of development effectiveness and, in this case humanitarian assistance effectiveness. The Management Group and the Task Team that were created by the DAC-EVALNET to develop the methodology had previously considered whether an explicit definition of development effectiveness was needed. In the absence of an agreed upon definition of development effectiveness, the methodology focuses on some of the essential characteristics of developmentally effective multilateral organization programming, as described below:

---

<sup>26</sup> The original list from WFP's website included 60 evaluations. However, on closer review, there were a number of duplications in the listing mainly caused by reports being published in different languages. In addition, some evaluations were pure process evaluations and did not include findings focused on humanitarian and development effectiveness.

<sup>27</sup> It should be noted that this is based on the assumption, which is known to not always be the case, that an evaluation in a given country covers all the WFP programming in that country.

<sup>28</sup> The reviewers note that future reviews could benefit from interviews to provide context and additional information.

- Programming activities and outputs would be relevant to the needs of the target group and its members;
- The programming would contribute to the achievement of development objectives and expected development results at the national and local level in developing countries (including positive impacts for target group members);
- The benefits experienced by target group members and the development (and humanitarian) results achieved would be sustainable in the future;
- The programming would be delivered in a cost efficient manner;
- The programming would be inclusive in that it would support gender equality and would be environmentally sustainable (thereby not compromising the development prospects in the future); and
- The programming would enable effective development by allowing participating and supporting organizations to learn from experience and use of performance management and accountability tools, such as evaluation and monitoring to improve effectiveness over time.

The review methodology, therefore, involves a systematic and structured review of the findings of WFP evaluations, as they relate to six main criteria (described in text box below) and 19 sub-criteria that are considered to be essential elements of effective humanitarian and development (Annex 5). The main criteria and sub-criteria are derived from the DAC evaluation criteria, with further refinements made during the pilot review of the Asian Development Bank and the World Health Organization to develop the common approach and methodology.

#### **Assessment Criteria**

1. The Achievement of Humanitarian and Development Objectives and Expected Results
2. Cross Cutting Themes (Environmental Sustainability and Gender Equality)
3. Sustainability of Results/Benefits
4. Relevance of Interventions
5. Efficiency
6. Using Evaluation and Monitoring to Improve Humanitarian and Development Effectiveness

Since WFP is the first humanitarian assistance agency examined using the common approach, prior to beginning the review process, the review team examined the criteria and sub-criteria to ensure that they would capture the effectiveness of all three categories of WFP programming. Therefore, the definitions used in the criteria were expanded to capture elements of emergency and protracted relief and recovery operations. To the extent that this is the first application of this approach to humanitarian programming, it is, in fact, a pilot of these modified criteria and sub-criteria.

## **2.4 Limitations**

As with any meta-evaluation, there are methodological challenges that limit the findings. For this review, the limitations include sampling bias, the challenge of assessing overall programming

effectiveness when the evaluations cover multiple programming components or only a specific theme or project as part of a program area and the inability to draw conclusions by type of programming.

Any possible sampling bias was eliminated by including all relevant evaluations published during the period, although the coverage of WFP's evaluations may not be representative of the categories of its programming. In addition, there was adequate coverage of the criteria since 16 of the 19 sub-criteria used to assess humanitarian and development effectiveness are well covered in the evaluations reviewed (Annex 3). Three received a weak coverage rating.

A problem arises in interpreting the results of WFP's evaluations that covered multiple operations because these evaluations usually cover very different types of programming in the country. Arriving at an overall finding for the WFP program in a given country requires an overall assessment combining results from different program areas. In most instances, the evaluation report makes an effort to merge results across the main program areas into a single finding on each of the sub-criteria. Where these evaluations did not make such an overall judgment, the reviewers compiled evidence from all program areas and made their own assessment.

Finally, the review was not able to distinguish the effectiveness of WFP's programming by type of programming. Therefore, the report does not differentiate the effectiveness of humanitarian, compared to development, programming. It also does not distinguish the effectiveness reported in different types of WFP evaluations (i.e., impact, country portfolio, operational or policy/strategic/thematic evaluations) for the following reasons: there were not sufficient evaluations available for inclusion in the meta-synthesis to allow for them to be analyzed separately; some evaluations cover multiple types of programming (e.g. emergency relief and country program) in the same evaluation; and WFP's programming does not always make a distinction between humanitarian and development programming (e.g., PRROs combine elements of extended humanitarian relief, food for work and early recovery).

### 3.0 Findings on WFP's Humanitarian and Development Effectiveness

This section presents the results of the review as they relate to the six main criteria and their associated sub-criteria (Table 2 and Annex 1). In particular, Table 2 below describes the ratings assigned by the review team of "satisfactory" or "unsatisfactory" for each of the six major criteria and their associated sub-criteria. The table also presents the number of evaluations that addressed each sub-criterion (represented by the letter *a*).<sup>29</sup>

Each of the following sections begins with a summary of the coverage and key findings, and follows with the main factors contributing to these results. The importance of positive and negative factors contributing to results under each assessed area is described by quantifying how many evaluations identified a particular factor.

---

<sup>29</sup> *a*= the number of evaluations that addressed the sub-criteria; *n*= the number of evaluations in the sample

**Table 2: Percentage of Evaluations Reporting Findings of Satisfactory and Unsatisfactory for each Sub-Criterion, and Number of Evaluations Addressing each Sub-Criterion**

**1. Achieving humanitarian and development Objectives and Expected Results**

<b>Sub-Criteria</b>	<b>a*</b>	<b>Satisfactory Ratings (%)</b>	<b>Unsatisfactory Ratings (%)</b>
1.1 Programs and projects achieve their stated humanitarian and development objectives and attain expected results.	52	77%	23%
1.2 Programs and projects have resulted in positive benefits for target group members.	50	92%	8%
1.3 Programs and projects made differences for a substantial number of beneficiaries and where appropriate contributed to national humanitarian and development goals.	45	82%	18%
1.4 Programs contributed to significant changes in national humanitarian and development policies and programs (including for disaster preparedness, emergency response and rehabilitation) (policy impacts) and/or to needed system reforms.	31	81%	19%

**2. Cross-Cutting Themes – Inclusive Humanitarian and Sustainable Development**

<b>Sub-Criteria</b>	<b>a*</b>	<b>Satisfactory Ratings (%)</b>	<b>Unsatisfactory Ratings (%)</b>
2.1 Extent to which multilateral organization supported activities effectively address the cross-cutting issue of gender equality.	32	56%	44%
2.2 Extent to which changes are environmentally sustainable.	5	NA	NA

**3. Sustainability of Results/Benefits**

<b>Sub-Criteria</b>	<b>a*</b>	<b>Satisfactory Ratings (%)</b>	<b>Unsatisfactory Ratings (%)</b>
---------------------	-----------	---------------------------------	-----------------------------------

<b>Sub-Criteria</b>	<b>a*</b>	<b>Satisfactory Ratings (%)</b>	<b>Unsatisfactory Ratings (%)</b>
3.1 Benefits continuing or likely to continue after project or program completion or there are effective measures to link the humanitarian relief operations, to rehabilitation, reconstructions and, eventually, to longer term humanitarian and development results.	42	43%	57%
3.2 Projects and programs are reported as sustainable in terms of institutional and/or community capacity.	41	64%	36%
3.3 Programming contributes to strengthening the enabling environment for humanitarian and development.	10	NA	NA

<b>Relevance of Interventions Sub-Criteria</b>	<b>a*</b>	<b>Satisfactory Ratings (%)</b>	<b>Unsatisfactory Ratings (%)</b>
4.1 Programs and projects are suited to the needs and/or priorities of the target group.	51	86%	14%
4.2 Projects and programs align with national humanitarian and development goals.	46	93%	7%
4.3 Effective partnerships with governments, bilateral and multilateral development and humanitarian organizations and Non-governmental organizations for planning, coordination and implementation of support to development and/or emergency preparedness, humanitarian relief and rehabilitation efforts.	51	84%	16%

<b>Efficiency Sub-Criteria</b>	<b>a*</b>	<b>Satisfactory Ratings (%)</b>	<b>Unsatisfactory Ratings (%)</b>
5.1 Program activities are evaluated as cost/resource efficient.	38	58%	42%

Efficiency Sub-Criteria		a*	Satisfactory Ratings (%)	Unsatisfactory Ratings (%)
5.2	Implementation and objectives achieved on time (given the context, in the case of humanitarian programming).	40	42%	58%
5.3	Systems and procedures for project/program implementation and follow up are efficient (including systems for engaging staff, procuring project inputs, disbursing payment, logistical arrangements etc.).	41	63%	37%

Using Evaluation and Monitoring to Improve Humanitarian and Development Effectiveness Sub-Criteria		a*	Satisfactory Ratings (%)	Unsatisfactory Ratings (%)
6.1	Systems and process for evaluation are effective.	39	66%	34%
6.2	Systems and processes for monitoring and reporting on program results are effective.	50	32%	68%
6.3	Results based management systems are effective.	11	NA	NA
6.4	Evaluation is used to improve humanitarian and development effectiveness.	35	91%	9%

Note:

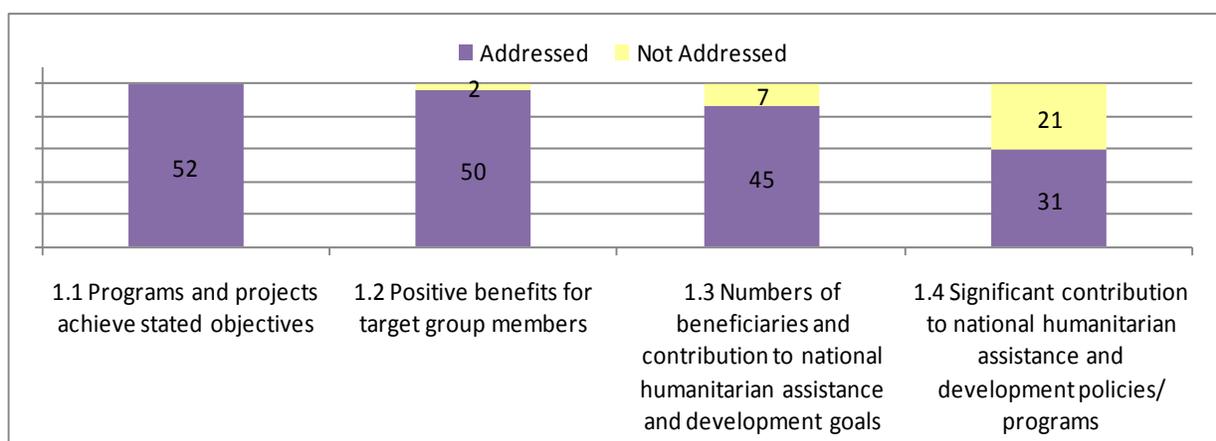
- \*a = number of evaluations addressing the given sub-criterion
- Satisfactory ratings includes “satisfactory” and “highly satisfactory”; unsatisfactory ratings includes “unsatisfactory” and “highly unsatisfactory”

## 3.1 Evaluations Report that WFP is Achieving Most of its Objectives and Expected Results

### 3.1.1 Coverage

There was strong to moderate coverage of the various sub-criteria for this criterion (Figure 2). Sub-criterion 1.1 “Programs and projects achieve stated objectives” was addressed by all 52 evaluation reports in the sample. Similarly, sub-criteria 1.2 “Positive benefits for target group members” and 1.3 “Substantial numbers of beneficiaries/ contribution to national humanitarian and development goals” were rated strong in coverage, with only two and seven evaluations, respectively, not addressing these sub-criteria. Sub-criterion 1.4 “Significant changes in national humanitarian and development policies/programs” was rated as moderate in coverage since 21 evaluations did not address this sub-criterion.

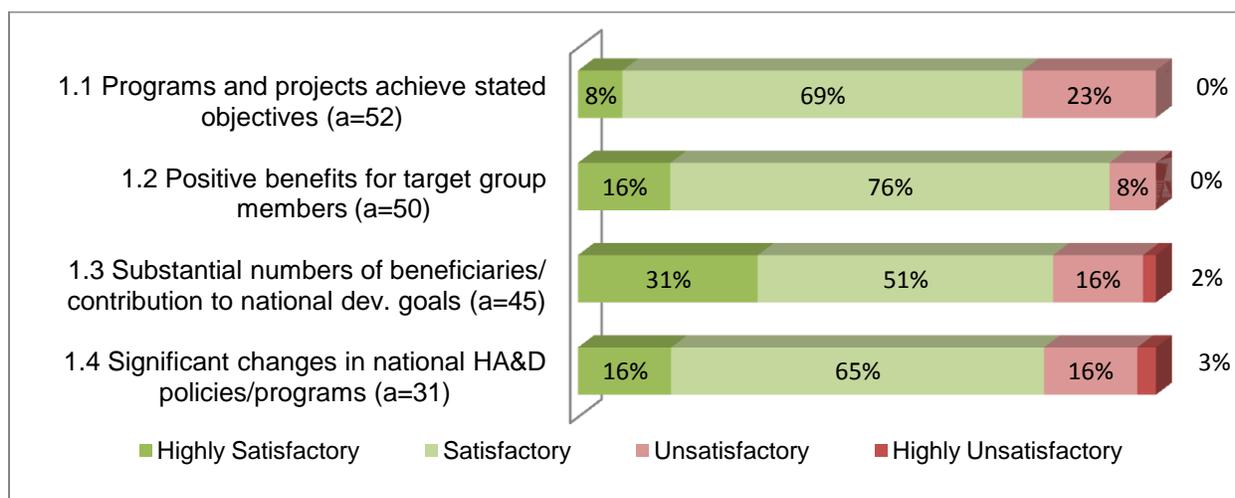
**Figure 2: Number of Evaluations Addressing Sub-criteria for Humanitarian and Development Objectives and Expected Results**



### 3.1.2 Key Findings

In terms of achieving humanitarian and development objectives and expected results, WFP programs were found to be effective, an important finding, given the challenging context of many of WFP’s operations. While the rating for sub-criterion 1.1 “Programs and projects achieve stated objectives” are positive (77% satisfactory or better), the ratings for sub-criterion 1.2 “Positive benefits for target group members” were higher (92% satisfactory or better) (Figure 3). The rating for sub-criterion 1.3 “Substantial numbers of beneficiaries/ contribution to national humanitarian and development goals” and sub-criterion 1.4 “Significant changes in national humanitarian and development policies/programs” are also positive at 82% and 81% satisfactory or better, respectively, with 31% of evaluations reporting findings of highly satisfactory for sub-criterion 1.3. However, there may be some room for improvement regarding sub-criterion 1.1 “Program and projects achieve states objectives”, where 23% of evaluations reported findings of unsatisfactory.

**Figure 3: Achievement of Humanitarian and Development Objectives and Expected Results** (Findings as a % of number of evaluations addressing the issue (= a), n=52)



Given the number of evaluations included in the review, it was not possible to analyze separately the achievement of objectives and expected results in each of the different types of WFP evaluations. However, the objectives and expected results are different in nature across the four types of evaluations. For example, the expected results for impact or country portfolio and operational evaluations are defined at the level of beneficiaries within countries or regions. Results in the policy/strategic/thematic evaluations are more global – often providing a global view of WFP’s activities. The qualitative information that accompanied the ratings provided a better sense of the achievement of objectives at these two levels.

Specifically, the evaluations emphasized the types of benefits accruing to target populations. These benefits include:

- Improvement of food consumption, prevention of acute hunger and/or reduction of the risk of chronic hunger, and reduction of malnutrition through the distribution of food aid (Highlight box 1) (20 evaluations);<sup>30</sup>
- Educational benefits (e.g., improved enrolment, attendance, retention and learning) and health benefits (e.g., improved nutrition, reduced morbidity) through the implementation of school feeding programs (18 evaluations);
- Creation or rehabilitation of community assets, restoration or protection of livelihoods, increased training from Food for Work/Food for Assets programs (10 evaluations); and

<sup>30</sup> The numbers in brackets track the frequency with which analysts in the review team highlighted comments when reviewing evidence to support the findings in a given evaluation. The figures cited do not provide an exhaustive census of how many citations were made but, rather, an overall portrait of the emphasis given in different evaluation reports. They are meant to be illustrative, not a definitive count of occurrence of the factors.

- Improvement of health benefits (e.g., prevention of severe acute malnutrition and excess mortality), including mention of specific populations (pregnant women, lactating mothers, children, people living with HIV/AIDS, tuberculosis patients) (9 evaluations).

The evaluations also reported on WFP's ability to reach all of its target population and/or to expand beyond the expect target population (12 evaluations). A similar number of other evaluations noted that the organization was able to reach a particularly large number of beneficiaries (10 evaluations).

WFP's contributions to national humanitarian and development policies and programs were also highlighted in a number of evaluations. The different areas in which WFP contributed to changes in policy and programs include:

- Increased commitment from developing country governments to food security issues through policy dialogue and WFP information (Highlight box 2) (8 evaluations);
- Improved humanitarian and development policies and programming in a number of areas, such as school feeding, education, nutrition, natural resources/land management, food security, integration of HIV nutrition and food security issues, social protection schemes and emergency management (Highlight box 3) (7 evaluations);
- Improved information systems and capacity building initiatives (e.g., vulnerability analysis and needs assessment) (8 evaluations); and
- Strengthened partnerships with a range of stakeholders, including developing country governments, civil society and other UN agencies (3 evaluations).

#### **Highlight Box 1**

##### **Very successful food distribution**

"WFP reached 96 percent of the number of beneficiaries specified in the EMOP and 99.5 percent of the number specified in the operational plans. This was a significant achievement given the difficulties of operating in Darfur. Another remarkable achievement was that the loss of cooperating partners in March 2009 had very little impact on the numbers of beneficiaries reached or the tonnages distributed. WFP launched into direct distribution very effectively."

*EMOP Sudan: Food assistance to populations affected by conflict, 2010, p. iii*

#### **Highlight Box 2**

##### **Policy Dialogue**

"WFP is recognised for its contribution to awareness raising and policy dialogue that led to the preparation and adoption of the NNP [National Nutrition Policy]. This advocacy work is now taken further by WFP's contribution to the REACH initiative that will help bring about a coordinated institutional response to nutrition issues."

*Country Portfolio Evaluation of WFP Assistance to the Lao PDR, 2009, p. 35.*

### Highlight Box 3

#### Impact on Policy Environment

“WFP contributed to generating government commitment to addressing acute and chronic malnutrition and hunger, which created an enabling policy environment for developing organizational and individual capacities. This occurred at the regional and national levels, particularly in disaster preparedness, food fortification, nutrition, safety-net programmes and school feeding.”

*Capacity Development Policy and Operations (Summary Report), 2008 p. 7*

#### 3.1.3 Contributing Factors

The review cited several factors that either detracted from, or contributed to, WFP’s achievement of objectives and expected results. In some cases, evaluations identified factors that contributed to the achievement of objectives as:

- Strong logistics capacity of WFP to procure, transport and distribute food aid, often in very difficult contexts (4 evaluations);
- Limited program interruptions, in one case facilitated by the availability of carryover stocks (4 evaluations); and
- Quality of partnerships with host country governments, other UN agencies or local communities, including the use of participatory approaches in working with communities (Highlight box 4) (4 evaluations).

Evaluations also identified factors that detracted from the achievement of objectives and the ability to provide positive benefits for target group members, such as:

- Financial issues, including shortage of commodities, lack or unpredictability of funding, and donor support, often resulting in program interruptions (18 evaluations);
- Challenges related to the local context, such as the geographic reach (often resulting in resources being spread too thinly), the state of security, and emergency situations (10 evaluations);
- Issues with program design (quality at entry), such as poor targeting, lack of a sufficiently customized design based on strategic choices, lack of clear feasible objectives or prioritization (Highlight box 4) (9 evaluations);
- Issues related to the capacity of developing country governments, including lack of ownership and skills and inability to meet objectives (8 evaluations), or capacity or choice of implementing partners, including the limited choice of partner organizations and lack of technical skills (6 evaluations);
- Delays in the delivery or distribution of food or delays in other components of the program (e.g., settlement of internally displaced people) – sometimes beyond the control of WFP (5 evaluations); and
- Failure to address adequately the long-term needs of affected populations and to integrate relief and recovery operations (4 evaluations).

#### Highlight Box 4

##### Factors Affecting Emergency School Feeding Programs

Factors affect the effectiveness of emergency school feeding projects include: appropriate targeting (based on solid information about specific educational needs and barriers to education); complementary inputs from others with respect to both educational and nutrition needs; and effective implementation.

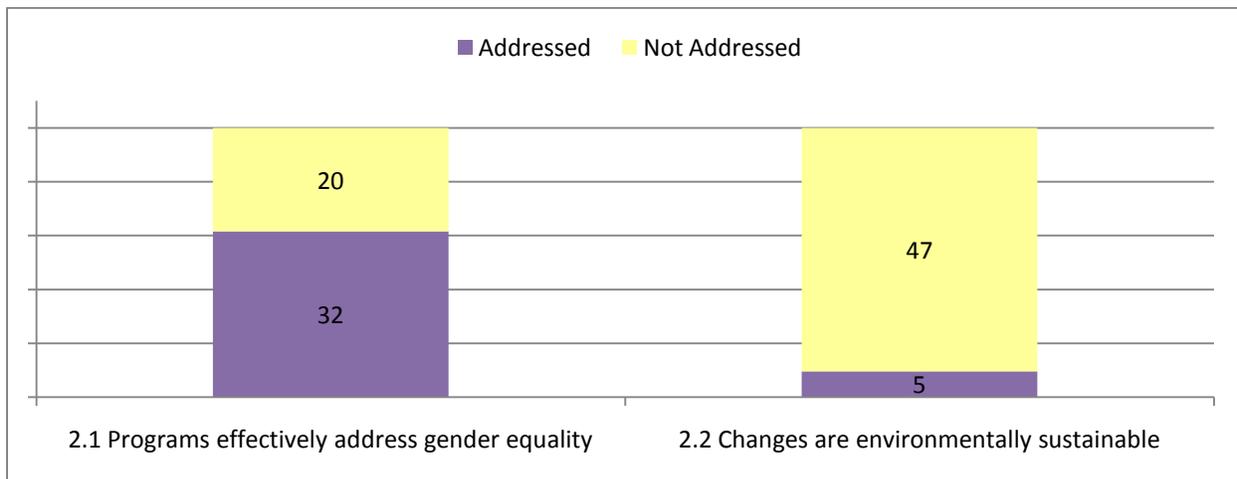
Thematic Evaluation of WFP School Feeding in Emergency Situations (Full Report), 2007

## 3.2 WFP Faces Challenges with Gender Equality and Environmental Sustainability

### 3.2.1 Coverage

It is important to treat the results reported for the cross cutting themes with some care. For both the sub-criterion 2.1 “Effectively addresses gender equality” and the sub-criterion 2.2. “Changes area environmental sustainable”, several evaluations did not report on these issues, resulting in a moderate (32 evaluations) and a weak (5 evaluations) level of coverage, respectively (Figure 4). Since the level of coverage is weak, results have not been presented for the sub-criterion 2.2.

**Figure 4: Number of Evaluations Addressing Sub-criteria for Cross Cutting Themes – Gender Equality and Environmental Sustainability**



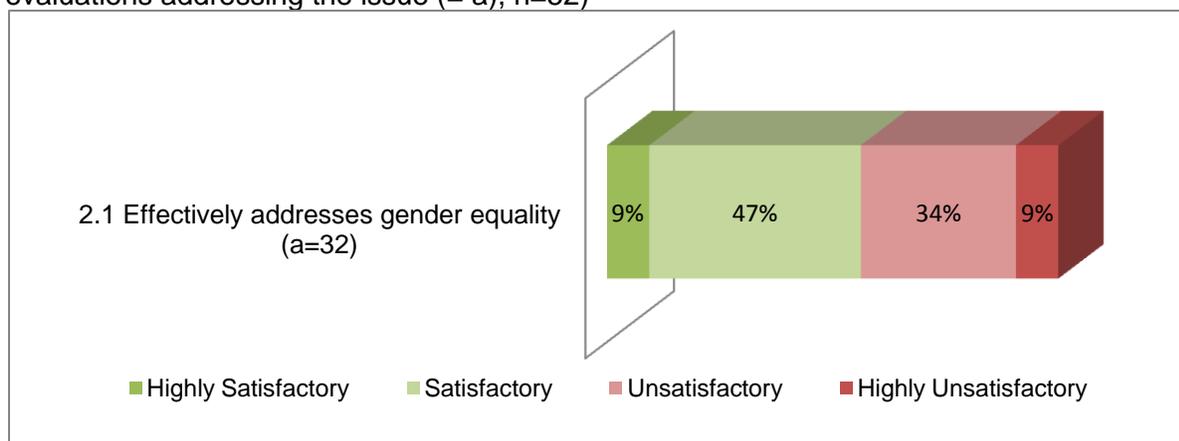
### 3.2.2 Key Findings

Even though environmental sustainability is not covered in many evaluations, WFP recently prepared a note for its Executive Board that reported on its consultations with experts and partners and outlined how WFP has addressed the impact of climate change on hunger to date.

It describes its plans to address climate change in the future and reflects the commitment to finalize a climate change policy by the end of 2012.<sup>31</sup> Although WFP had already prepared a paper for the Board in 1998, which recognized the importance of environmental issues and the potential impact of WFP programming on the environment,<sup>32</sup> the assessment of environmental impacts is not yet identified in WFP’s Monitoring and Evaluation Guidelines and, as a result, evaluations are not assessing the environmental impact of WFP programming.<sup>33</sup>

There is better coverage of gender equality in the evaluations. Of those evaluations for which it was possible to rate the sub-criterion 2.1, 56% reported findings of satisfactory or better (Figure 5) suggesting that the WFP programs have some challenges in promoting gender equality.

**Figure 5: Cross-cutting Themes – Gender Equality** (Findings as a % of number of evaluations addressing the issue (= a), n=52)



Conflicting observations were identified during the review, where some evaluations noted WFP’s focus on gender as being strategic and a serious component of WFP’s programming (e.g., referred to the commitment of WFP and/or the national government to make gender a key component of the programming) (12 evaluations), while others noted that gender equality was not integrated as a priority in WFP’s programming (8 evaluations).

The most common benefit noted in the evaluations with respect to gender equality was improved results for women and girls (Highlight boxes 6 and 7) (15 evaluations) with respect to:

- Improved educational outcomes, primarily related to enrolment (9 evaluations);
- Increased participation, particularly in decision-making at the community level, including participation on committees responsible for development planning, food distribution, and watershed management (3 evaluations); and

<sup>31</sup> “Climate Change and Hunger: Towards a WFP Policy on Climate Change”, World Food Programme, WFP/EB.A/2011/5-F, 27 April 2011

<sup>32</sup> “WFP and the Environment: Issues and Priorities”, WFP, 3 September 1998

<sup>33</sup> Monitoring and Evaluation Guidelines, WFP <http://www.wfp.org/content/monitoring-and-evaluation-guidelines> Accessed January 2012

- Increased access to food and improved awareness of health and nutrition issues (3 evaluations).<sup>34</sup>

Achievements in the area of provision of sex-disaggregated data and results of WFP programs were also highlighted in the evaluations (10 evaluations). The evaluations that scored “highly satisfactory” with respect to this sub-criterion, reported two themes: the promotion of gender issues in programming, and increases in participation, notably increases in enrolment rates for girls.

### Highlight Box 5

#### Serious Efforts in Promoting Gender Equality

“The promotion of gender equality and women’s empowerment is a pivotal strategic element of the PRRO and echoes one of the national major concern of the Government of Afghanistan, as documented in the [Afghanistan National Development Strategy] and the National Action Plan for Women (NAPW), which aims at bringing about measurable improvements in women’s status.”

*Evaluation of Afghanistan PRRO, 2009, p. 6*

### Highlight Box 6

#### Tracking Results for Women and Girls

“In 2007, women formed 52 percent of beneficiaries of GFD [general food distribution], and in 2008 they formed 49 percent of a GFD caseload that was 45 percent more than planned so that the actual number of women beneficiaries was over 50,000 more than planned.”

*Occupied Palestinian Territory PRRO: September 2007 and August 2009, 2010, p. 51*

WFP implemented a new gender policy in 2009.<sup>35</sup> Prior to the development of that policy, WFP had undertaken an evaluation of its previous Gender Policy (2003-2007).<sup>36</sup> The evaluation reported that, while the policy had some shortcomings, WFP had made progress on the implementation of gender equality by increasing the visibility of women, not only as beneficiaries, but also as contributors to the food security of households and communities. It had also increased the reporting of sex-disaggregated data and the consistent use of monitoring forms requiring sex-disaggregated data. However, it was noted that monitoring and reporting focused more on outputs of gender programming, than outcomes (Highlight box 5). This effectiveness review found similar results reflected in other WFP evaluations. Many of these evaluations covered the period prior to the implementation of the new policy.

<sup>34</sup> Note that this list does not include all results and the categories are not mutually exclusive.

<sup>35</sup> WFP Gender Policy 2009: Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges, WFP, 2009

<sup>36</sup> “Full Report of the End-of-Term Evaluation of WFP’s Gender Policy (2003-2007): Enhanced Commitments to Women to Ensure Food Security”, WFP, August 2008

## Highlight Box 7

### Measuring the Impact of Gender Equality on Program Effectiveness

“Because the indicators measured outputs rather than outcomes, they do not support conclusions regarding the impact of [the policy] on the lives of women and their families. Some weaknesses stem from general issues: i) attention to outputs rather than outcomes; ii) failure to analyse and learn from collected data; iii) limited institutionalized resources for capacity development; and iv) a focus on delivering food to family representatives, with little attention to distribution in households.”

*Evaluation of WFP's Gender Policy (2003-2007) (Summary Report), 2008, p.10*

### 3.2.3 Contributing Factors

Few common themes with respect to the contributing factors on gender equality were identified in the evaluations reviewed. However, a key factor in explaining the results was identified in the “End-of-Term Evaluation of WFP's Gender Policy (2003-2007).” The evaluation indicated that the policy had contributed to enhancing “visibility of women and girls not just as vulnerable beneficiaries but as critical contributors to household and community food security.”<sup>37</sup> However, as detailed in the Highlight Box 7, there were issues with reporting on the impact of gender equality on effectiveness since the indicators used measured outputs rather than outcomes. The report concluded, “[t]here were initial political will and resources, and WFP's gender specialists demonstrated extraordinary dedication, but leadership and resources declined. Many believe that the focus on women has been accomplished and that gender mainstreaming is no longer important.”<sup>38</sup>

Since the completion of the evaluation, WFP developed a new gender policy that focuses on identifying priorities and actions that build on WFP's strengths, such as its unique field presence and extensive partnerships, incorporating the findings of the recent evaluations, and indicating ways in which WFP can work more constructively to protect women.<sup>39</sup>

## 3.3 Sustainability of Benefits/Results is a Challenge

### 3.3.1 Coverage

Sub-criterion 3.1 “Benefits continuing after program completion” was addressed by 42 evaluation reports resulting in a strong level of coverage, while sub-criterion 3.2 “Institutional/community capacity for sustainability” was rated as moderate in coverage since 11 evaluations did not address this sub-criterion (Figure 6). The sub-criterion 3.3 “Strengthened enabling environment for development” was rated as weak in coverage since only 10 evaluations address this sub-criterion. Therefore, no results have been presented for this sub-criterion.

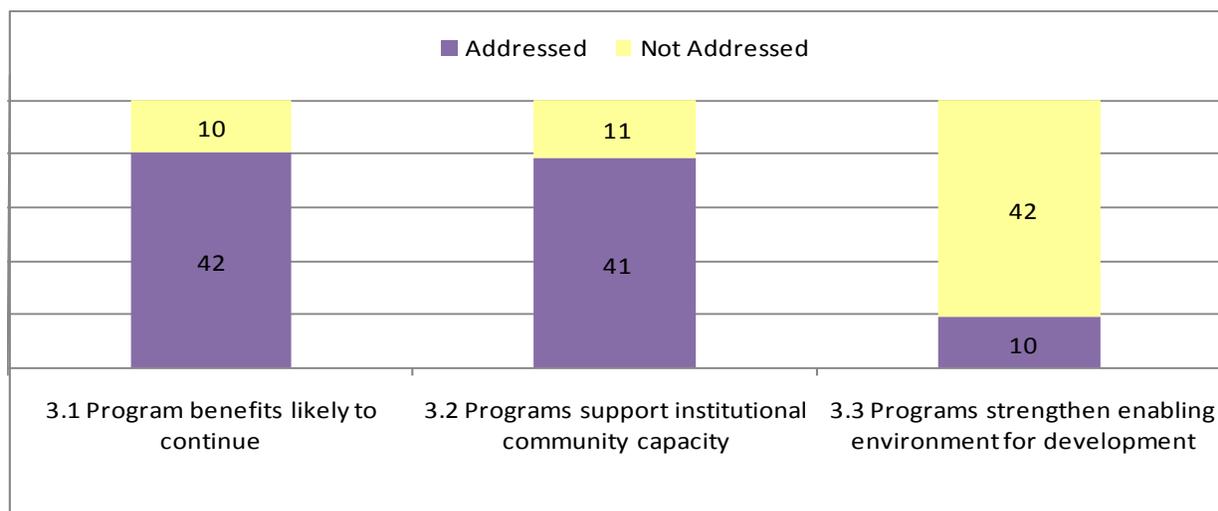
---

<sup>37</sup> “Summary Report of the End-of-Term Evaluation of WFP's Gender Policy (2003-2007)”, WFP, 2008, p.10

<sup>38</sup> Ibid., p. 11

<sup>39</sup> “Gender Policy: Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges”, WFP, 10 February 2009

**Figure 6: Number of Evaluations Addressing Sub-criteria for Sustainability of Results/Benefits**

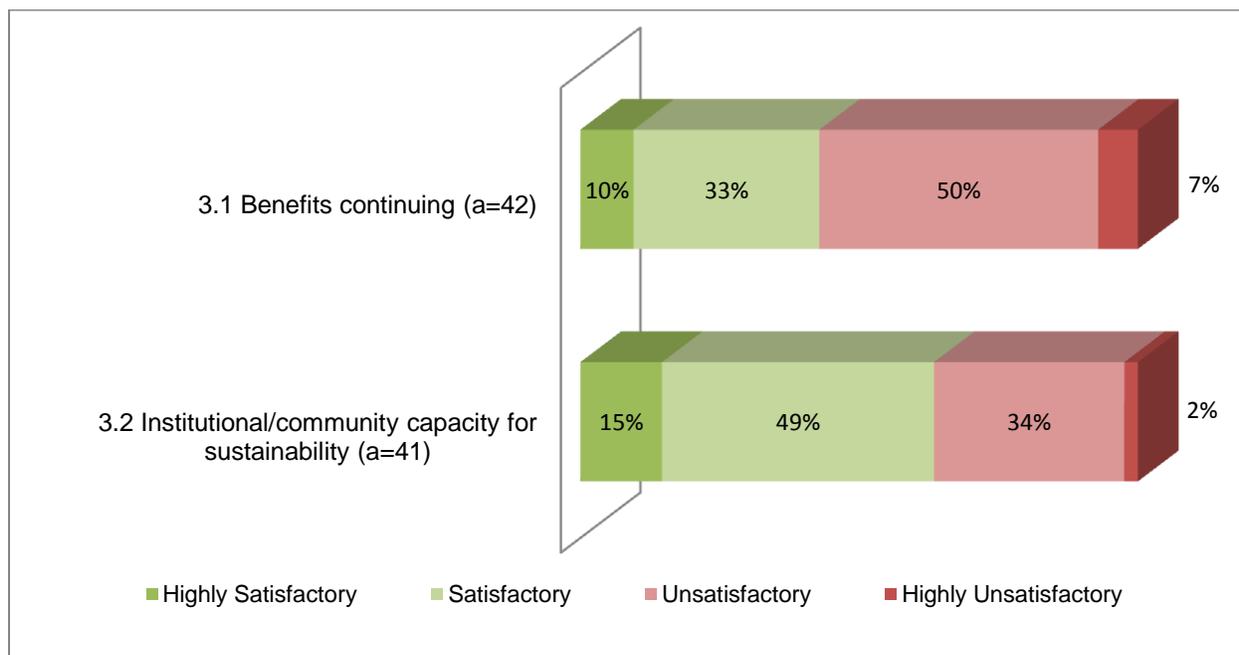


### 3.3.2 Key Findings

The findings regarding sustainability<sup>40</sup> reflect a mixed level of performance (Figure 7). Only 43% of evaluations reviewed reported findings of satisfactory or better for the sub-criterion 3.1 “Benefits continuing after program completion”. The evaluation reports were more positive for sub-criterion 3.2 “Institutional/community capacity for sustainability”, with 64% reporting findings of satisfactory or better, where 15% of the evaluations reported results at the highly satisfactory level.

<sup>40</sup> This criterion addresses the overall sustainability of programming, as defined by the DAC – “The continuation of benefits from a development intervention (such as assets, skills, facilities or improved services) after major development assistance has been completed.” (*Glossary of Evaluation and Results Based Management Terms*, Working Party on Aid Evaluation, Development Assistance Committee, DCD/DAC/EV(2000)6, 30 October 2000 p. 16). CIDA’s *Policy for Environmental Sustainability* indicates that environmental sustainability is one component (with economic, social, cultural and political sustainability) of sustainable development. “Achieving environmental sustainability requires managing and protecting ecosystems to maintain both their economically productive and their ecological functions, maintaining the diversity of life in both human-managed and natural systems, and protecting the environment from pollution to maintain the quality of land, air and water.” (CIDA’s *Policy for Environmental Sustainability* January 1992, <http://www.acdi-cida.gc.ca/acdi-cida/acdi-cida.nsf/eng/REN-218124547-P3B>). Although the DAC definition of sustainability refers specifically to development interventions, the review accepts the emerging view in the humanitarian community that sustainability is also relevant to humanitarian programming. See “Sustainability in humanitarian action”, Ross Mountain, Philip Tamminga, DARA, 2010 [http://healthq20.com/wp-content/uploads/2011/11/107-111-Sustainability-in-humanitarian-action-DARA\\_2010.pdf](http://healthq20.com/wp-content/uploads/2011/11/107-111-Sustainability-in-humanitarian-action-DARA_2010.pdf)

**Figure 7: Sustainability of Results/Benefits** (Findings as a % of number of evaluations addressing the issue (= a), n=52)



The evaluations reported on the following key success areas for sustainability:

- Sustainability of school feeding programs because governments have been able to ensure the long-term funding of the activities (5 evaluations); and
- Sustainability of physical assets that have been built or rebuilt as a result of a high level of community ownership (3 evaluations).

The use of capacity building and, specifically, training, was highlighted in the evaluations as a means to develop institutional and community capacity for sustainability (13 evaluations).

In addition, WFP’s thematic evaluation of its capacity development policy and operations identified, based on 15 country case studies, areas in which WFP contributed to strengthening the enabling environment. These include: influencing policy through analysis and advocacy; supporting regional networks; and contributing to national policy development in the areas of nutrition food fortification, school feeding, safety net programs and disaster preparedness (Highlight box 8).<sup>41</sup>

<sup>41</sup> “Evaluation of WFP’s Capacity Development Policy and Operations, World Food Programme”, WFP, 2 May 2008, p. 24 – 26

## Highlight Box 8

### Contribution to Capacity Development

“... WFP funded “The Cost of Hunger Study” in the Latin America region which shows to decision makers what the economic cost of hunger is. ... Combined with advocacy work at various levels, including inter-ministerial meetings in the region, it resulted in political commitment and agreements, which form the basis for adopting national policies and strategies, allocating national resources, and developing organizational and technical capacities for policy implementation.”

*Capacity Development Policy and Operations (Full Report), 2008, p. 24*

### 3.3.3 Contributing Factors

Since the level of sustainability of WFP programming is relatively low, most evaluations reflected on the factors that hindered sustainability, including:

- Insufficient time and resources to implement programs to their full potential (i.e., short-term and under-funded interventions), including inadequate resources for the phase-out period (17 evaluations);
- Lack of involvement and ownership of government or government commitments in terms of resources and food distribution (10 evaluations);
- Weak exit strategies and the failure to build sustainability into the program design (Highlight box 9) (10 evaluations);
- Lack of support for government capacity building, in terms of conceptual understanding, technical and managerial skills, and accountability requirements (7 evaluations);
- Lack of attention early in the emergency response to the eventual shift from disaster relief to development, including the engagement of development actors and donors (7 evaluations);
- Challenges in the local context, such as the lack of security or socio-economic conditions, such as food prices, the status of agricultural production capacity or the capacity for individual ownership and rights (7 evaluations); and
- Lack of engagement of other stakeholders, including other UN agencies (4 evaluations) or communities (4 evaluations).

Factors that contributed to sustainability were also reported:

- Engagement with communities, through collaboration with WFP and strong community participation in program planning, and development of community cohesion through the implementation of projects and capacity through working with community organizations to develop managerial and technical capacity (8 evaluations);
- Engagement and commitment of governments to food security and nutrition issues reflected, for example, in the development of national frameworks and close collaboration with WFP (7 evaluations); and
- Capacity in developing country governments, in areas such as technical skills for food security assessments, logistics and monitoring (6 evaluations).

### Highlight Box 9

#### Importance of Exit Strategies

“A critical dimension of sustainability is how well WFP is developing and implementing exit strategies from its livelihood recovery related activities. In several of the case study countries, WFP was forced through funding constraints to abruptly cease rather than phase out activities. There is a need to undertake stronger contingency planning to avoid cutting off activities at short notice and to provide more planned and gradual transitions when faced with funding or pipeline constraints. Exit strategies need to include advocacy with development donors and government to develop policies and programmes to address needs previously covered by WFP.”

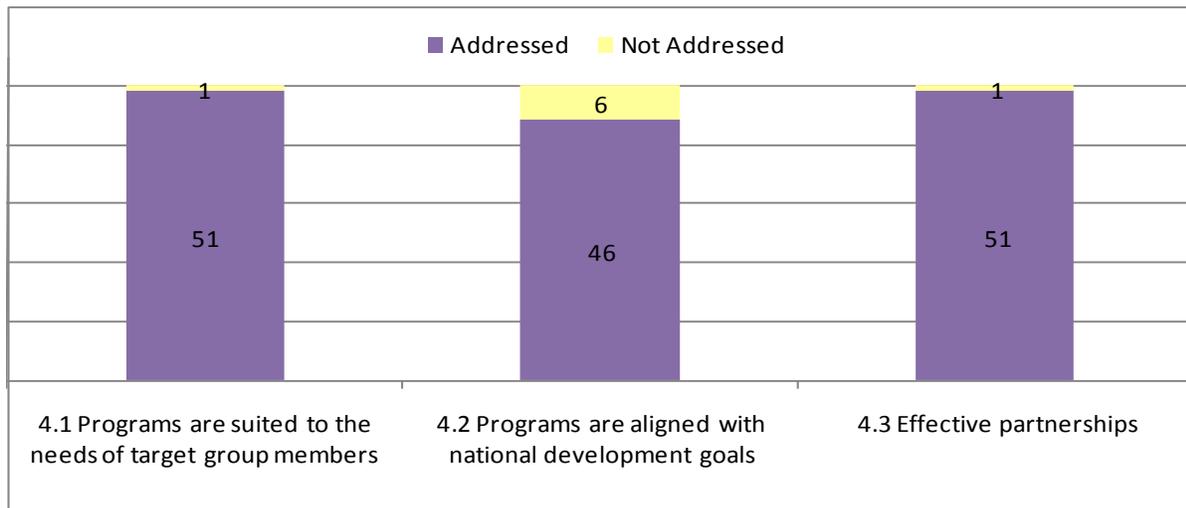
Effectiveness of WFP Livelihood Recovery Interventions (Full Report), 2009, p. vi

## 3.4 WFP Programs are Highly Relevant to their Context

### 3.4.1 Coverage

All three sub-criteria for relevance have high levels of coverage, with most evaluations addressing these issues. As illustrated by Figure 8, very few evaluations were coded as “not addressed” for each of the three sub-criteria in this area.

**Figure 8: Number of Evaluations Addressing Sub-criteria for Relevance**

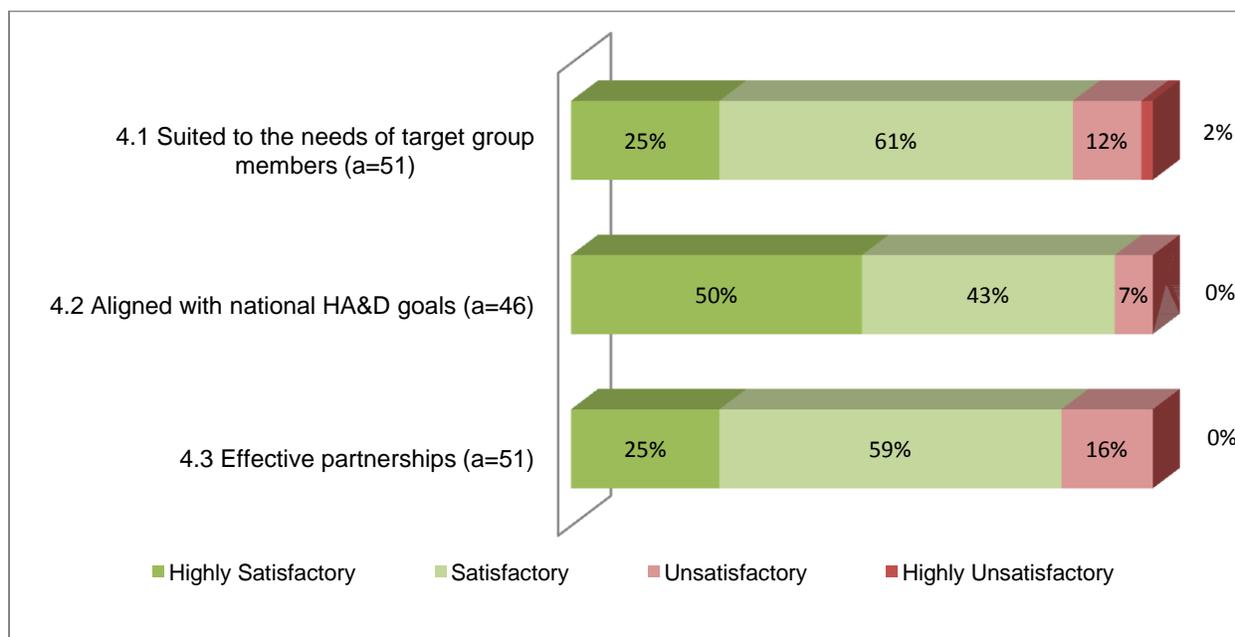


### 3.4.2 Key Findings

Relevance represents one of the strongest elements in WFP’s humanitarian and development effectiveness. Eighty-four percent (84%) or more of the evaluations reported findings of satisfactory or better for all three relevance sub-criteria (Figure 9). The rating for sub-criterion 4.1 “Suited to the needs of target group members” was 86% satisfactory or better; sub-criterion

4.2 “Aligned with national humanitarian and development goals” was 93% satisfactory or better; and sub-criterion 4.3 “Effective partnerships” was 84% satisfactory or better. The performance on sub-criterion 4.2 “Aligned with national humanitarian and development goals” was particularly good, with 50% of the evaluations reporting findings of highly satisfactory.

**Figure 9: Relevance of Interventions** (Findings as a % of number of evaluations addressing the issue (= a), n=52)



The evaluation reports highlighted a number of areas in which programming was seen as being particularly relevant. These areas include:

- Use of food aid for both relief and recovery activities and the combining of these activities, particularly identified in PRRO evaluations (Highlight box 10) (7 evaluations); and Targeted programming to specific populations based on location (e.g., remote areas of the country or vulnerable communities) or specific needs (e.g., babies, infants and pregnant/lactating women for Mother and Child Health and Nutrition programming or returning internally displaced persons) (11 evaluations).

### **Highlight Box 10**

#### **Integration of Relief and Recovery**

“...the tendency to view relief and recovery as two separate categories of support, each associated with distinct food assistance activities, is not helpful. Combinations of relief assistance to meet basic food needs and recovery assistance to restore key household and productive assets have proved to be effective in helping people to recover livelihoods.”

Livelihood Recovery Interventions (Full Report), 2009 p. 47

The evaluations provided additional evidence of the nature of WFP’s partnerships, which contributed to its overall effectiveness in this area. The types of partnerships that were identified include:

- Partnerships with government and national institutions, including ministries responsible for health, education, social services (including women and children, social security, refugees and repatriation), agriculture and economic/rural development (Highlight box 11) (28 evaluations);
- Partnership with multilateral partners, including UN agencies and international financial institutions (Highlight box 12) (28 evaluations). The most commonly mentioned were the United Nations Children's Fund (17 evaluations), Food and Agriculture Organization (10 evaluations), Office for the Coordination of Humanitarian Affairs and World Health Organization (5 evaluations each) and United Nations High Commissioner for Refugees (4 evaluations). The nature of the relationships with the UN agencies ranges from common UN planning and joint programming to the delivery of materials and services;
- Partnerships with civil society, including both national and international non-governmental organizations and local community associations (25 evaluations). The nature of the relationships with non-governmental organizations and community associations includes operational planning, implementation and monitoring; and
- Partnerships with donors (8 evaluations). Some evaluations identified that WFP is working with donor representatives in common approaches and pooled resources (3 evaluations).

### **Highlight Box 11**

#### **Joint Government/UN Programming**

As part of its Food for Work programming, WFP supports “the Green Afghanistan Initiative (GAIN), a joint programme of action of the Government and six UN agencies, which started in 2005 and aims at environment and natural resource protection.” WFP provides food-based support to various activities under the programme, mainly to nursery workers.

Afghanistan PRRO (Full Report), 2009, p. 28

### **3.4.3 Contributing Factors**

The review noted that the following factors positively contributed to relevance:

- The nature of the arrangements of the partnerships (Highlight box 12) (8 evaluations). Partnerships are strengthened with the formalization of arrangements by letters or memoranda of understanding, collocation in the same geographic area, regular meetings, joint programs of action and maintaining flexibility;
- Close partnership with developing country governments (7 evaluations) that allow WFP to influence ongoing debates about food security, future directions of government policy and develop common approaches;
- Good use of needs assessments and the integration of needs information in program design (7 evaluations). This includes examples of the use of needs information to adapt programs to changing needs (3 evaluations); and
- WFP staff's vision, accessibility and commitment, which contributed to effective partnerships (3 evaluations).

On the other hand, the review noted examples from evaluations where the following factors detracted from relevance:

- Lack of available partners and/or their limited commitment (11 evaluations). A few evaluations noted that partnerships with other partners are even more important in areas where there are limitations in some partner groups (3 evaluations). For example, when there is a new government in place in a country, and limited UN agency or non-governmental organization capacity or reduced donor support, the evaluations noted the importance of building on other possible partnerships; and
- Weaknesses in conducting needs assessments during the planning of some WFP programs and poor links between needs and programming (6 evaluations). This contributed to a reduced fit between programs and the needs of target populations. Specifically, the review identified programming where school feeding programs were not adequately based on nutritional and/or education needs (4 evaluations).

### **Highlight Box 12**

#### **Working in Partnership**

“In efforts to conduct capacity development at a policy-level, WFP seems to have greater impact when working in partnership. ... In West Africa, for example, the collective voices of WFP and UNICEF are combined in an effort to influence governments to take longer-term, more sustainable approaches to nutrition; similar examples abound in other regions as well. In addition to partnerships with other UN organizations, WFP works with non-governmental organizations for community level interventions, creating synergies between short-term food intervention to alleviate hunger and longer term capacity development to mitigate the effects of future disaster.”

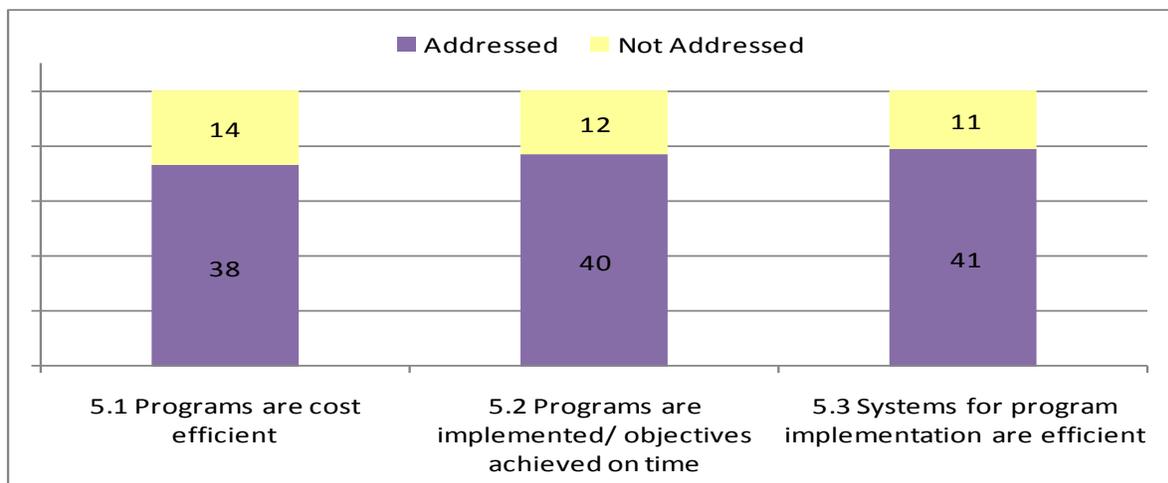
*Evaluation of WFP's Capacity Development Policy and Operations, 2008, p. 22*

## 3.5 Evaluations Report Mixed Results in Efficiency

### 3.5.1 Coverage

All sub-criteria for efficiency were rated moderate in coverage (Figure 10). Fourteen evaluation did not address sub-criterion 5.1 “Programs cost efficient”, while 12 did not address sub-criterion 5.2 “Programs implemented/objectives achieved on time” and 11 evaluations failed to address sub-criterion 5.3 “Systems/procedures for program implementation efficient”.

**Figure 10: Number of Evaluations Addressing Sub-criteria for Efficiency**

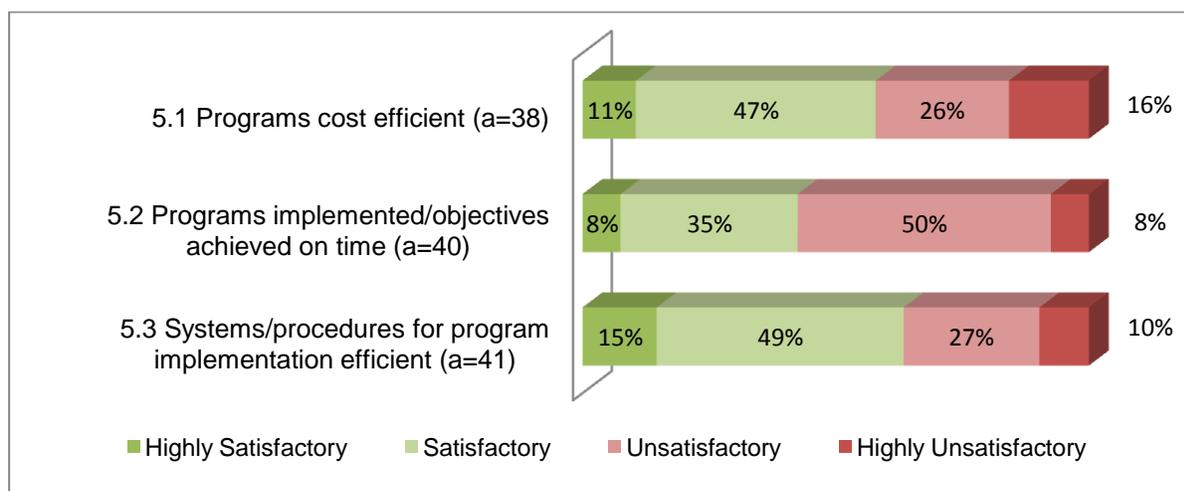


### 3.5.2 Key Findings

The efficiency of WFP’s programming represents another challenge for the organization in some areas. The findings with respect to efficiency reflect more positive findings for WFP’s systems and procedures and cost efficiency than they do for the timeliness of WFP’s activities (Figure 11). For the sub-criterion 5.3 “Systems/procedures for program implementation efficient”, 63% of the evaluations reported findings of satisfactory or better and 58% for sub-criterion 5.1 “Programs cost efficient.” However, only 42% of the evaluations reported findings of satisfactory or better for the sub-criterion 5.2 “Programs implemented/objectives achieved on time.”<sup>42</sup>

<sup>42</sup> Similarly to the other sub-criteria, revisions to the efficiency sub-criteria were made to improve their applicability to HA operations. However, further development of these sub-criteria may be necessary for future reviews to strengthen their applicability to this type of operations.

**Figure 11: Efficiency** (Findings as a % of number of evaluations addressing the issue (= a), n=52)



Many technical issues were raised with respect to the efficiency of WFP’s programming, such as the cost of importing supplies, losses due to infestations, issues in using international tenders, high cost of logistics, WFP’s approach to assessing support cost. A couple of evaluations suggested that WFP staff is aware of issues of cost efficiency, has the necessary skills to manage difficult logistics and is attentive to costs in planning and procurement (2 evaluations).

The most common concern with respect to the timeliness of WFP’s interventions was delays in the delivery or distribution of food or the inability to carry out activities as planned, including reduced rations (Highlight box 13) (12 evaluations).

The evaluations reviewed also revealed observations on WFP’s systems and procedures, including inadequate financial and/or human resources (3 evaluations) and weaknesses in the organizational structure and culture (3 evaluations). These few comments on organizational weaknesses suggest that the organizational structure and culture do not optimally support flexible planning, design and implementation approaches to respond to rapidly changing situations and that opportunities are missed for analysis, reflection and learning.

### Highlight Box 13

#### Timeliness of Emergency School Feeding

“In all of the observed programmes, the delivery of food commodities to schools had been interrupted at least once. Sometimes the disruption affected only specific geographic areas during certain times of the year, or particular commodities, in other cases, the programme overall was affected and sometimes delayed significantly because the food did not reach the schools.”

*School Feeding in Emergency Situations, 2007, p. 46*

### 3.5.3 Contributing Factors

Positive factors contributing to efficiency identified in the evaluations reviewed include:

- WFP’s strength in the management of logistics (Highlight box 14) (7 evaluations);
- Greater use of local resources – both staff and procurement – that, at times, represented a creative solution to challenging situations, such as deliveries to remote areas (5 evaluations); and
- New management systems, sharing facilities with partners, reducing the number of staff, and the high level of staff awareness of the importance of efficiencies (5 evaluations).

The key factors that limited program efficiency were:

- Issues with resources, often resulting in program interruptions, at times specifically related to the lack or unpredictability of donor funding, negatively affected both the efficiency and timeliness of WFP’s operations (Highlight box 15) (18 evaluations);
- Staff capacity issues, timeliness of the interventions, and the efficiency of systems and procedures (12 evaluations). There was recognition of the strong capacity of WFP staff as generalists, but gaps in technical expertise were identified. Four evaluations noted particularly the problem of high staff turnover and the lack of continuity in staffing;
- Logistics and transportation costs, including inefficiencies in the set-up of logistics and issues with particularly complex logistics (10 evaluations);
- Challenges with the scope of the programming, including very dispersed target populations, high levels of insecurity and particularly large-scale complex programs (9 evaluations); and
- Limited partner capacity, including a limited number of non-governmental organization partners in the country and limited staff capacity in government or non-governmental organizations partner organizations (3 evaluations).

#### **Highlight Box 14**

##### **Effective Logistics**

“Pipeline management handled the difficulties of resource availability very well, local procurement initiatives maximized the limited opportunities available as well as helping to overcome the key problem of the timely availability of wheat flour and the intricate demands of even the pilot school feeding scheme. The logistics department has functioned well in an environment subject to frequent disruptions.”

Occupied Palestinian territory PRRO, 2010, p. 35

#### **Highlight Box 15**

##### **Implications of Program Interruptions**

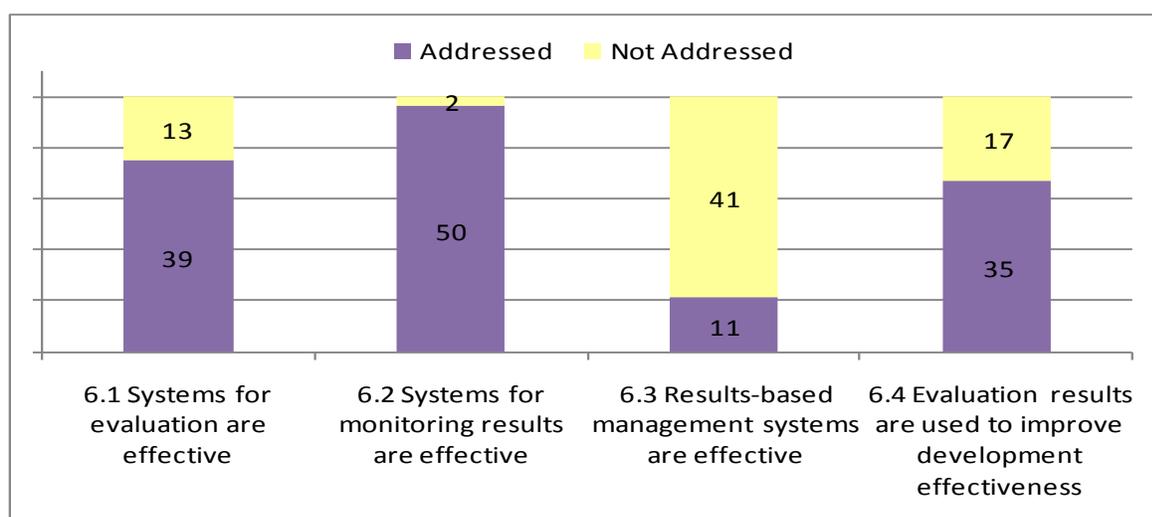
“Reductions in food commodities have hampered the CP [Country Program] in achieving desired results in terms of geographic coverage and the number of beneficiaries, particularly in MERET. The natures of output and outcome achievement are commendable in their own right but, because of these commodity and related budget reductions, fewer households are benefiting from these results.”

## 3.6 Good Use of Evaluation, but Inadequate Performance Frameworks and Weak Monitoring

### 3.6.1 Coverage

Some care is required in treating the results reported regarding the use of evaluation and monitoring to improve humanitarian and development effectiveness. There were issues with the coverage in the evaluations of three sub-criteria, namely the sub-criterion 6.1 “Systems and processes for evaluation are effective”, the sub-criterion 6.4 “Evaluation results used to improve humanitarian and development effectiveness”, and the sub-criterion 6.3 “Results based management systems are effective.” Several evaluations did not report on these issues, resulting in a moderate (39 and 35 evaluations) and a weak (11 evaluations) coverage, respectively, of these sub-criteria (Figure 12). In fact, since the coverage is low for the sub-criterion 6.3, no results have been reported. As for the sub-criterion 6.2 “Systems and processes for monitoring are effective”, it was rated strong in coverage, where only 2 evaluation reports did not address this sub-criterion.

**Figure 12: Number of Evaluations Addressing Sub-criteria for Using Evaluation and Monitoring to Improve Humanitarian and Development Effectiveness**



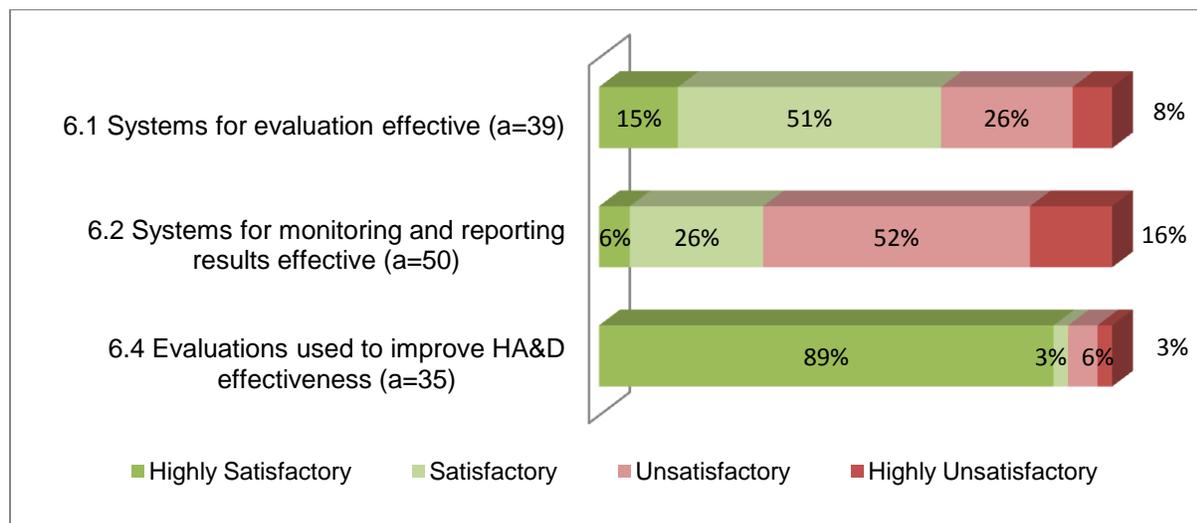
### 3.6.2 Key Findings

WFP’s use of evaluation and monitoring to improve humanitarian and development effectiveness was assessed as positive, especially in respect to the systems for, and use of, evaluation, but less so for monitoring and reporting on results (Figure 13). Two-thirds of the evaluations (66%) reported findings of satisfactory or better for the sub-criterion 6.1 “Systems

for evaluation effective”, while only 32% reported findings of satisfactory or better for the sub-criterion 6.2 “Systems and processes for monitoring are effective.”

Ninety-one percent (91%) of the evaluations reported findings of satisfactory or better for sub-criterion 6.4 “Evaluations used to improve humanitarian and development effectiveness,” of which 88% reported findings of highly satisfactory.<sup>43</sup>

**Figure 13: Using Evaluation and Monitoring to Improve Humanitarian and Development Effectiveness** (Findings as a % of number of evaluations addressing the issue (= a), n=52)



The evaluation reports highlighted a few issues with respect to WFP’s use of evaluation and monitoring to improve humanitarian and development effectiveness, including:

- Evaluation and monitoring of WFP’s programs focus more on measuring outputs rather than outcomes<sup>44</sup>, which has an impact on WFP’s ability to assess the effect of its programming on beneficiaries’ health and nutritional status and report on WFP’s humanitarian and development effectiveness (17 evaluations);<sup>45</sup>
- Findings from previous evaluations and studies were used in subsequent program design and other uses are made of evaluative information and monitoring data at the country-level (e.g., stakeholder workshops) (Highlight box 16) (13 evaluations); and

<sup>43</sup> For sub-criteria 6.4, the main indicator used by the review team was the frequency of a clear management response to the evaluations under review as well as the adequacy, specificity and clarity of that response, especially where it includes an action plan with time bound commitments for taking action on recommendations. A “highly satisfactory” finding was coded when the management response contained clear actionable items that were likely to result in the organizational and programmatic changes needed to achieve the intent of the recommendation.

<sup>44</sup> It is recognized that the measurement of outcomes of humanitarian programming is challenging. However, this observation applied also to evaluations of WFP’s development programming.

<sup>45</sup> In 2009, WFP began conducting impact evaluations specifically to evaluate outcomes and impact-level results. Although some were included in this review, the contribution of one type of evaluation could not be isolated in the ratings.

- Progress in WFP’s evaluation and monitoring processes has been observed over the past few years (8 evaluations). Progress has been achieved through the development of new systems and databases, creation of monitoring and evaluation positions at WFP, development of tools and staff and partner training.

### **Highlight Box 16**

#### **Importance of Monitoring Information**

“What is missing is a monitoring mechanism providing an overall view of the situation, especially in the context of an EMOP.”

*Évaluation de la réponse du PAM à la crise alimentaire au Niger en 2005, 2006, p. 16*

### **3.6.3 Contributing Factors**

Positive factors that contribute to achieving effective evaluation and monitoring to improve WFP’s effectiveness include:

- Conduct of studies, including evaluations, reviews, and assessment baseline studies that supported the implementation and evaluation of program activities (18 evaluations); and
- Planning for the measurement of humanitarian and development effectiveness, including specific references to monitoring and evaluation plans and strategic frameworks for accountability (7 evaluations).

Factors that detracted from the achievement of effective evaluation and monitoring include:

- Lack of adequate capacity for evaluation and monitoring in WFP or partner organizations, including government and non-governmental organizations (15 evaluations). This included limitations on financial resources and staff time and lack of relevant experience (Highlight box 17);
- Limitations with respect to the development of effective frameworks for monitoring and reporting (8 evaluations). This included limitations with: the performance frameworks that were not sufficiently detailed or did not include methods for measuring impacts; log frames that were weak and did not include relevant indicators for some components of programs (e.g., livelihood recovery); and monitoring approaches that did not include all components of programs, and indicators that were imprecise or did not adequately reflect the expected results; and
- Poor quality of inputs to monitoring systems from community-level service providers, which affected WFP’s monitoring data quality (4 evaluations).

### **Highlight Box 17**

#### **Challenges in Monitoring**

“The evaluation found weaknesses in the PRRO’s approach to evaluating the relief component. The frequency of humanitarian crises, the high probability that a crisis will repeatedly impact certain geographical areas, and the levels of resources invested in humanitarian response, suggest that resources could and should be applied to establishing a robust monitoring and evaluation framework. ”

## 4.0 WFP and Canada's Priorities in International Humanitarian Assistance and Development

In May 2009, the Minister of International Cooperation announced Canada's intention to focus its development assistance on three thematic priorities: increasing food security, stimulating sustainable economic growth, and securing the future of children and youth (described in text box below). This section first reviews Canada's relationships with WFP, including management responsibility within CIDA, and then assesses the extent to which WFP contributes towards Canada's priorities in humanitarian and development, and the implementation of CIDA's strategic objectives for engagement with WFP.

### Canada's Thematic Priorities

- Increase food security for the poor in those partner countries and regions where food security is identified as a key priority, focusing on: (1) Food aid and nutrition, (2) Sustainable agricultural development and (3) Research and development
- Create sustainable economic growth that will increase revenue generation, create employment and lead to poverty reduction in developing countries
- Support girls, boys, young women and young men to become healthy, educated, and productive citizens of tomorrow

### 4.1 CIDA's Support for WFP

WFP plays an important role in fulfilling Canada's humanitarian and development priorities, as evidenced by substantial financial support provided by CIDA in recent years.<sup>46</sup> The volume of CIDA's financial support to WFP illustrates the organization's importance as a channel for Canadian humanitarian and development assistance. It also demonstrates Canada's importance to WFP as a source of funding.

In the period from 2007/08 to 2010/11, WFP received the second largest amount of funding provided by CIDA to multilateral organizations, after the World Bank Group. It ranked first in volume for all humanitarian multilateral organizations and is the implementing partner for the vast majority of CIDA's food aid, which is all untied. Total CIDA support to WFP for the six-year period 2005/06 to 2010/11 was \$1.4 billion dollars.<sup>47</sup>

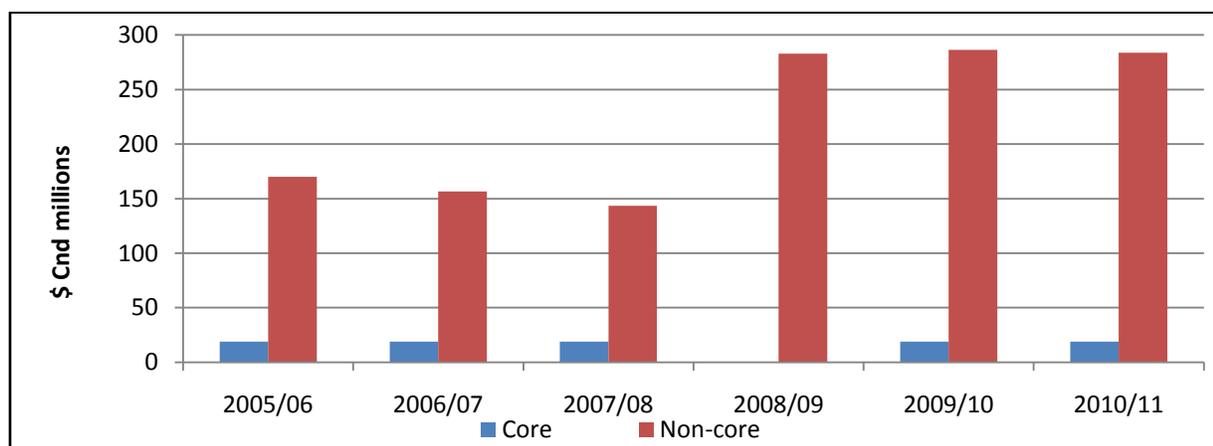
As shown in Figure 14, across these years, about 7% of CIDA's funding to WFP has been core funding. The remaining 93% has been non-core funding. Since WFP does not have a core budget *per se*, a portion of funds provided to WFP for programming are used to support core and headquarters costs. As a result, CIDA's core funding is also used for commodity purchase to support programming, as allocated by WFP. WFP is a fully voluntarily funded program and,

<sup>46</sup> "CIDA Strategy for Engagement with the World Food Programme (WFP)", CIDA, February 2011

<sup>47</sup> CIDA, Chief Financial Officer Branch.

as such, this level of support has made Canada an extremely important donor to WFP. Based on total funding from 2007 to 2011, Canada was the third largest donor to WFP.<sup>48</sup> In 2011, Canada was the second largest donor. In October 2011, CIDA announced a strategic partnership framework and multi-year funding for WFP.<sup>49</sup>

**Figure 14: CIDA Funding to WFP: 2005/06 to 2010/11 (\$ Canadian millions)**



Source: CIDA, Chief Financial Officer Branch

The most important rationale for continued CIDA support to WFP is its potential to contribute to Canada’s humanitarian and development priorities as noted in CIDA’s strategy for engagement with WFP.<sup>50</sup> CIDA funds WFP to help meet its emergency food assistance requirements, as well as to support its development operations, which help to address longer-term chronic hunger and under-nutrition.<sup>51</sup> WFP is the only UN organization and multilateral organization that provides large-scale food assistance at the global level. It has “demonstrated knowledge and capacity to procure, deliver, distribute and store commodities to help meet the needs of vulnerable populations.”<sup>52</sup> WFP also serves as the UN cluster lead for logistics operations and for information and communications technology for complex humanitarian emergencies requiring a joint UN/humanitarian community response and is the co-lead, with the Food and Agriculture Organization, of the emergency/humanitarian food security cluster.

<sup>48</sup> “Contributions to WFP: Annual Contributions and Five-Year Aggregate Ranking” <http://documents.wfp.org/stellent/groups/public/documents/research/wfp232961.pdf>. Accessed December 2011

<sup>49</sup> “CIDA and WFP Sign a Strategic Partnership Framework”, <http://www.acdi-cida.gc.ca/acdi-cida/ACDI-CIDA.nsf/eng/ANN-102692758-HT2>. CIDA, October 26, 2011. Accessed January 2012.

<sup>50</sup> CIDA Strategy for Engagement with the World Food Programme (WFP), CIDA, February 2011.

<sup>51</sup> Ibid.

<sup>52</sup> Ibid.

## 4.2 Managing CIDA's Relationship with WFP

The responsibility for managing CIDA's relationship with WFP lies with Multilateral and Global Programs Branch, which is guided by CIDA's Institutional Strategy for WFP. CIDA provides three types of funding to multilateral organizations (Annex 7 for a description of the three types of funding and the organizational responsibilities for each type). This section addresses Multilateral and Global Programs Branch's management of long-term institutional support (core funding) to WFP and promotion of the humanitarian and development effectiveness of WFP programs.

CIDA's engagement with WFP is defined by the following areas of management and coordination:

- CIDA's participation on WFP's Executive Board (via the Permanent Mission to Rome-based UN Agencies). CIDA ensures that Canada's positions are consistent over time. As a member of the Board, Canada has been instrumental in enhancing WFP's commitment to gender equality, results-based management, and emergency assessments. During Canada's Presidency of the Executive Board in 2007, CIDA on behalf of the WFP Executive Board introduced a reform agenda that proposed a number of initiatives to strengthen WFP's audit and oversight mechanisms;<sup>53</sup>
- Process and systems improvement. CIDA engages in ongoing technical and working level discussion with specific WFP operational groups aimed at improving processes and systems for humanitarian and development effectiveness improvement. For example, Canada supported the concerted effort by the WFP Executive Board to strengthen WFP's evaluation function and continues to lobby for strengthening the outcome-level reporting and increasing funding for evaluations;<sup>54</sup>
- Strengthening gender equality in WFP. A recent Gender Equality Institutional Assessment conducted by CIDA noted that gender equality is not well integrated into the organization, in spite of WFP's relatively new Gender Policy (2009);<sup>55</sup>
- Conducting Strategic Environmental Assessments of WFP's projects at the country level (where CIDA's Geographic Programs Branch supports WFP's projects) and proposing changes as appropriate; and
- Resource allocation improvements. CIDA participated in setting up a Strategic Resource Allocation Committee, which is working to develop a Strategic Resource Allocation Framework for the allocation of WFP funding.

Multilateral and Global Programs Branch officers coordinate closely with the Canadian Permanent Mission to the United Nations in Rome to ensure coherent and consistent messages are communicated to the organization. The *CIDA Strategy for Engagement with WFP* is an

---

<sup>53</sup> Ibid., p. 3

<sup>54</sup> Ibid., p. 4, 8

<sup>55</sup> "Gender Equality Institutional Assessment - World Food Programme (WFP)", CIDA, 2011

important tool for supporting the required consistency in CIDA's relationship with the organization.<sup>56</sup>

## 4.3 Alignment with CIDA's Thematic Priorities

### 4.3.1 Increasing Food Security

Food assistance is one of the key components of food security. As the food assistance arm of the UN, WFP's programming contributes directly to Canada's food security theme, by addressing levels of hunger and malnutrition through short- and long-term responses in food assistance and nutrition. The review demonstrated WFP's effectiveness in providing food assistance to address both acute and chronic hunger. This was achieved either through general food distribution or through other initiatives, such as Food for Work and school feeding programs.

A recent review conducted by CIDA of WFP's school feeding programming indicated that it continues to be relevant to CIDA's humanitarian and development strategies and highlighted WFP's achievements in school feeding in some of CIDA's countries of focus (Mali, Ethiopia, Mozambique and Tanzania).<sup>57</sup> Not only has CIDA provided substantial support to WFP's school feeding programming, but it has also contributed to the development of the new WFP school feeding policy and action plan. It also encourages WFP to continue in its efforts to improve program targeting and reporting on school feeding and strengthen mechanisms for transitioning these programs to developing country governments.

### 4.3.2 Stimulating Sustainable Economic Growth

WFP's fifth objective, which focuses on capacity building in developing countries, contributes to Canada's theme of economic growth. Some of WFP's latest initiatives, which are too recent to be covered in the evaluations carried out between 2006 and 2011, were innovative projects that focus on local procurement of food. Greater use of local procurement was identified in the evaluations as a way to improve program cost efficiency. Moreover, it brings the benefit of stimulating the local economy and promoting economic growth. The untying of Canada's food aid made its support of these innovative approaches possible (Highlight box 18).

#### Highlight Box 18

##### WFP Strengthening Markets

"Purchase for Progress, or P4P, first launched late in 2008, uses WFP's ability to buy food as a tool to both stimulate production and link small farmers to agricultural markets. In 2009, P4P began to gather pace. By the end of the year, the project had started implementation in 19 of 21 selected pilot countries, with 39,000 metric tons of staple crops purchased from 80 farmers' organizations in 13 countries."

<sup>56</sup> CIDA Strategy for Engagement with The World Food Programme (WFP), CIDA, February 2011

<sup>57</sup> Meta Evaluation of CIDA's Grant to the WFP School Feeding Program: Review of Results & Progress Achieved 2007 to 2010, CIDA/IHA/Food Aid Unit, October 2010.

### 4.3.3 Securing the Future of Children and Youth

WFP's mission statement calls for the development of programming through broad-based participation, particularly by engaging women, who typically use food for the benefit of the entire household, especially the children. WFP's 2010 annual report indicates that 82% of beneficiaries were women and children (children were 61% of beneficiaries) in 2010.<sup>58</sup> Nonetheless, the assessment of the extent to which WFP is supporting CIDA's strategic priority of securing the future of children and youth is mixed. While WFP's school feeding program is focused on children and youth and, although there are challenges with the targeting of school feeding initiatives, they are seen to contribute positively to WFP's development and humanitarian assistance objectives. On the other hand, weaknesses in WFP's approach to gender equality suggest that there is room for improvement.

## 4.4 How is WFP Fulfilling the Strategic Objectives that CIDA Identified?

CIDA identified six strategic objectives in managing its relationships with WFP.<sup>59</sup>

- Strengthen the effectiveness of WFP's existing food assistance programming;
- Support WFP's new innovative programming and work to ensure its effective implementation and harmonization;
- Support the further integration of nutrition in WFP programming;
- Help to strengthen the effectiveness of WFP's school feeding programming;
- Support flexible and predictable funding to ensure WFP can meet the needs of vulnerable populations in a timely manner; and
- Support the continued improvement and enhancement of WFP's management, accountability and oversight functions.

The following sections discuss the extent to which WFP is fulfilling these strategic objectives. For the purpose of this discussion, they have been grouped into three themes:

- Strengthening the effectiveness of programming, including existing food assistance and school feeding programming and encouraging innovative and improved programming;
- Strengthening accountability, through strengthening monitoring and evaluation and improving management, accountability and oversight functions; and
- Supporting flexible and predictable funding.

<sup>58</sup> "Fighting Hunger Worldwide: Annual Report 2010", WFP, 2010, p.38.

<sup>59</sup> CIDA Strategy for Engagement with The World Food Programme (WFP), CIDA, February 2011

#### **4.4.1 Strengthening the effectiveness of programming and encouraging innovative programming**

While the review indicated that WFP already has effective humanitarian and development programming (criterion 1 “Achievement of humanitarian and development Objectives and Expected Results”), it also identified areas in which programming could be improved. While the review did not allow for a systematic comparison of programming effectiveness across the different types of WFP programming (e.g., PRROs, EMOPs), the evaluations did make some observations regarding issues related to specific programs. For example, while the review noted that WFP had been able to reach its target populations and, in some cases, surpass the expected targets (sub-criterion 1.3 “Substantial number of beneficiaries”), there was a need, in some countries, for better targeting of school feeding activities. The review also identified that, although WFP staff are often mindful of the need for efficiency, there is a need for better cost efficiency in program implementation (sub-criterion 5.1 “Programs cost efficient”) and a greater focus on the transition of programming from WFP to developing country governments and the shift of activities from relief to recovery.

The review did not address innovation in programming specifically. However, observations were identified in the evaluation on the extent to which WFP had to adopt innovative approaches to manage the consequences of program interruptions and funding shortages (Highlight box 19). In its current Strategic Plan, WFP committed to being “... as innovative and accountable as possible, making use of best practices and knowledge, and enhanced by a continued process of evaluation...”<sup>60</sup> Many recent innovations by WFP (e.g., cash and e-vouchers for food assistance, new approaches to monitoring needs) were not addressed by the review, as there was limited coverage on these innovations in the WFP evaluations conducted in the 2006 – 2011 period.

#### **Highlight Box 19**

##### **Innovative Technologies for Assessing Needs**

“WFP also drew on its partnerships in the scientific community ... to introduce a range of innovative new technologies designed to ensure that the agency is better prepared for emergencies and able to respond faster and more effectively when they occur. Recent advances in satellite and other remote sensing technologies proved particularly effective, equipping WFP with “eyes in the sky” to forecast, monitor and deliver early warnings of climate-related hazards throughout the year.

*Fighting Hunger Worldwide: Annual Report 2010, p. 7*

#### **4.4.2 Strengthening accountability**

The review suggests that, although WFP put considerable effort into improving its evaluation practices (sub-criterion 6.1 “Systems for evaluation effective”), it is hampered by weaknesses in ongoing program monitoring (sub-criterion 6.2 “Systems for monitoring and reporting results effective”). These weaknesses stem from gaps in WFP’s capacity in terms of both having the

---

<sup>60</sup> WFP Strategic Plan 2008-2013, WFP, p. 7

right technical skills at the field level, and having adequate resources for travel associated with monitoring activities. However, they are also related to the lack of capacity in the partner organizations, on which WFP is so dependent for the delivery of its programming. Monitoring activities are also affected by the challenges of the local context (e.g., large countries, state of security). There is an opportunity for CIDA to support improvements in monitoring, in order to contribute to better evaluations that can be used to strengthen the effectiveness of WFP's programming.

#### **4.4.3 Supporting flexible and predictable funding**

As an entirely voluntarily funded organization, WFP will always face challenges with the predictability of its funding. WFP's current Strategic Plan provides the framework for WFP's discussions with donors on funding mechanisms. These mechanisms "should allow flexibility to respond effectively to varying contexts and needs – including through greater predictability and less earmarking – while providing accountability and transparency with regard to the allocation of WFP resources."<sup>61</sup> The availability of adequate and predictable funding is critical for WFP's own operations, as well as its role as cluster lead for logistics and co-lead, with the Food and Agriculture Organization, of the emergency/humanitarian food security cluster. As a result, it continues to work through the Executive Board and with donors directly to encourage more monetary contributions (as opposed to in-kind contributions) and more multi-year funding. This would help to address one of the most significant issues identified in the review: the unpredictability of funding, resulting in program interruptions.

In 2009, WFP launched an initiative to revisit its resourcing efforts and investments in light of, among other things, changes in the global needs, an increasingly competitive funding environment and the momentum generated at the recent international summits to address hunger and food security.<sup>62</sup>

In its presentation to the Executive Board in February 2010, WFP committed to:

- Work with its main donors to improve predictability and flexibility;
- Invest in new strategic partnerships, particularly with emerging economies and new donor countries;
- Engage with multi-donor, pooled, vertical and thematic funding sources;
- Promote local resource mobilization through effective engagement with country-led processes, and investment in WFP policy, evidence building and advocacy work; and
- Identify new funding channels.

Canada's recent October 2011 multi-year agreement with WFP, including both four-year school feeding and five-year core funding commitments, is an example of the type of agreement needed to meet these commitments.

---

<sup>61</sup> Ibid., p. 5

<sup>62</sup> "Resourcing for a Changing Environment", WFP, WFP/EB.1/2010/5-B/Rev.1 12 February 2010

At the same time, WFP conducted a review of its financial framework to ensure it is able to meet the needs of the 2008 – 2013 Strategic Plan, and to move toward funding predictability and stability, greater flexibility and effectiveness in resource use and transparency in resource allocations.<sup>63</sup> The review results were presented to the Executive Board as recommended changes to WFP funding models.<sup>64</sup>

#### **4.4.4 Good Humanitarian Donorship principles**

Canada was a lead proponent in the development of the Principles and Good Practices of Good Humanitarian Donorship (GHD) in 2003. The principles include: the objectives and definition of humanitarian action and general principles with respect to the application of international laws; flexible and timely funding; needs assessments; involvement of beneficiaries; capacity building; links between humanitarian assistance, recovery and long-term development; and supporting the role of the UN.<sup>65</sup> Good practices in the areas of funding, promoting standards and enhancing implementation, and learning and accountability are also endorsed. Since CIDA's humanitarian assistance programming is delivered through partnerships with UN and non-governmental organization organizations, CIDA's ability to adhere to the GHD principles is dependent upon the ability of its partners to do so. As a result, although CIDA and other donors are targets of the GHD principles, WFP's adherence to the principles and good practices in its humanitarian programming is a matter of considerable importance for CIDA.

Although this review did not focus on GHD principles, some observations can be made with respect to the alignment of WFP's programming with GHD principles and good practices.<sup>66</sup> There are areas in which there is evidence of a close alignment with the principles:

- Although WFP's mandate and strategic plan do not refer specifically to GHD, its mission to strive to eradicate hunger and malnutrition is consistent with the GHD objective for humanitarian assistance.
- The WFP evaluations reflect that its programming is adapted to the needs of beneficiary groups. However, there is a limitation on this targeting with respect to the GHD principle of beneficiary involvement in program design. WFP's own 2007 evaluation of its initiative to strengthen needs assessments, based on case studies in five countries, noted that needs assessments do not seek sufficient, systematic feedback from beneficiaries.<sup>67</sup>

---

<sup>63</sup> "WFP Financial Framework Review Options: Financial Issues", WFP/EB.A/2010/6-E/1, 19 May 2010

<sup>64</sup> "Financial Framework Review, Second Regular Session of the Executive Board 2010", WFP, November 9, 2010

<sup>65</sup> Good Humanitarian Donorship web site, <http://www.goodhumanitariandonorship.org/gns/principles-good-practice-ghd/overview.aspx>

<sup>66</sup> Since this review focused on results, not process, it does not address some GHD principles directly. Most GHD principles and good practices focus on process. As a result, information from the review has been supplemented with other documented information about WFP programs and processes. It should also be noted that the GHD principles and good practices apply to humanitarian, not necessarily development, programming.

<sup>67</sup> "Evaluation of the WFP Strengthening Emergency Needs Assessment Implementation Plan – Vol 1", WFP, p. 56

- WFP interventions are generally well aligned with the priorities of the host governments. However, this raises questions with respect to the GHD principle of the independence of humanitarian assistance. Alignment with government priorities may not be appropriate for humanitarian assistance provided in conflict situations. Since the review covered WFP's programming in emergency relief, recovery and development, this finding may reflect more WFP's alignment with government priorities for development.
- The evaluations reflected WFP strong partnerships with non-governmental organizations and other community organizations and UN agencies. This is supportive of the GHD principles related to the engagement of beneficiaries in the implementation and monitoring of assistance and support for the UN system.
- The evaluations reflected WFP's significant contributions to national humanitarian and development policies and programs. This is supportive of the GHD principle of strengthening the capacity of affected countries.
- In spite of weaknesses in monitoring activities, WFP's performance with respect to conducting and using evaluations was rated very highly. This reflects its alignment with the GHD accountability and learning good practices.

There were also areas in which the alignment is less positive:

- There is a misalignment with respect to the GHD principle related to the predictability of funding, although this factor is mostly beyond WFP's control. Program interruptions were a significant factor detracting from WFP's achievement of its objectives and the sustainability of results.
- Timeliness of humanitarian response is a GHD principle, but WFP's performance with respect to the timeliness of its interventions was less than satisfactory (see section 3.5).
- While through its PRROs, WFP is well placed to provide humanitarian assistance that is supportive of recovery and long-term development, the sustainability of WFP programming was less than satisfactory. Seventeen evaluations noted that insufficient time and resources to implement programs to their full potential (i.e., short-term and under-funded interventions), including inadequate resources for the phase-out period, were factors that limited the sustainability of its programming.
- Overall, WFP's programming is generally aligned with the GHD principles and good practices and, as such, allows CIDA to reflect the GHD in its humanitarian assistance programming.

## 5.0 Conclusions

The 52 evaluations reviewed provided a good coverage of WFP's programming, and offer a good level of confidence for the findings reported. However, during the period under review (2006-2011), WFP has continued to improve its programming. Many of these changes respond to the findings of the evaluations used in this review. A comprehensive survey of the improvements initiated by WFP in the recent past is outside the scope of this review. However, WFP has provided an overview of some of the most important of these recent changes (see Annex 8).

Based on the identified findings and related contributing factors, this review concludes that:

1. Evaluations carried out since 2006 indicate that WFP is effective in the achievement of humanitarian and development objectives and expected results. Over three-quarters of WFP evaluations reported that program performance in achieving objectives and expected results was satisfactory or better. WFP's most cited achievements were in the distribution of food aid and other programming, such as school feeding programs, which contributed to: improvement in food consumption, prevention of acute hunger, reduction of risk of chronic hunger, and reduction malnutrition for target populations. WFP's policy dialogue with, and support to, developing country governments for the development of national humanitarian and development policies and programs was also noted positively in the evaluations reviewed. A key factor contributing to WFP effectiveness in achieving humanitarian and development objective and expected results was its strong logistic capacity. However, there are also factors that detract from the achievement of objectives, notably with respect to financial issues, such as program interruptions and the lack of predictable donor funding;
2. Addressing the issue of program interruptions is the most critical challenge for WFP. These may be caused by the lack of predictable donor funding, poor contingency planning and/or inefficiencies in WFP operations. They represent factors that detract from WFP's performance in a number of areas – achievement of objectives, sustainability, efficiency and monitoring. Commitments such as CIDA's for multi-year funding can partially alleviate this concern;
3. WFP has not been as effective in addressing the cross cutting themes of gender equality and the environment.
  - i. WFP's programming in only just over half of the evaluation was given a rating of satisfactory or better with respect to its effectiveness in addressing gender equality. Successes, however, were noted in the area of provision of sex-disaggregated data and some improvements for women and girls. WFP's challenge in promoting gender equality was also reflected in its own evaluation of the former Gender Policy (2003-2007), which noted the need for restoring the gender mainstreaming mandate, completing the transition from women's programming to gender mainstreaming, re-orienting the institutional approach to enable context-led approaches and marshalling and allocating resources at the operational level.
  - ii. The cross cutting theme of environmental sustainability was not adequately addressed in the evaluation reports, which prevented the review from identifying any results in this area.
4. The sustainability of the results of WFP programming presents an area for improvement for the organizations. While the sustainability of EMOP benefits represents a significant challenge, a number of evaluations indicated that programs could be better designed to assist in the transition to more sustainable access to food in the post-program period. Key factors that detracted from sustainability include: lack of time and resources for long-term, well-funded interventions; lack of engagement with developing country governments; and the lack of attention early in the intervention to plan the shift from relief to recovery and, eventually, development. In order to strengthen the sustainability of program benefits, WFP will need to increase efforts to ensure strong program ownership by developing country

partners. It will also need to address the absence, in some programs, of an explicit exit strategy and the failure to integrate sustainability into program design.

5. The area in which WFP's humanitarian and development effectiveness is the strongest is the relevance of its programming in developing country contexts. The programming is both highly relevant to the needs of target groups and is aligned with the priorities of the national governments. The important factors contributing to such a high level of relevance are the quality of WFP's needs assessments and its strong partnerships. For an agency with food assistance at the centre of its mandate, effectively matching programming to the needs of target group members is one of the most critical elements of effective programming. A positive conclusion in this area is especially significant for WFP. Additionally, WFP has been successful in developing effective partnerships by forming strong links with developing country governments, other multilateral agencies, civil society and, to some extent, donors;
6. The efficiency of WFP's programming represents another area for improvement for the organization. Efficiency is reduced because of logistics and transportation setbacks, the need to serve dispersed populations, and frequent financial issues (e.g., lack or unpredictability of donor funding). On the sub-criterion related to cost efficiency, three out of five evaluations reported findings of satisfactory or better, leaving significant room for improvement. The sub-criterion regarding timeliness was rated as satisfactory or better in less than half the evaluations, often affected by program interruptions. WFP's systems and processes were rated better (63% satisfactory or better) – when they work, WFP's strength in the management of logistics and its greater use of local resources lead to greater efficiency; and
7. While WFP receives high ratings for its systems and use of evaluation (66% and 91% rated satisfactory or better, respectively), the underpinning of evaluation – monitoring – is a challenge. Only 32% of the evaluations reported findings of satisfactory or better for the adequacy of the systems for monitoring and reporting on results. There is a sense of insufficient capacity both within WFP and within its partner organizations for monitoring and inadequate performance frameworks for many of its programs. To some extent this is also affected by the lack of sufficient resources for monitoring – both for adequate staff training and travel to the field.

Examining WFP's humanitarian assistance and development effectiveness across the six criteria used in this report builds on and further develops WFP's own reporting of its results. WFP's own summary of its evaluation findings as reflected in its annual evaluation report for 2010 indicated:<sup>68</sup>

- WFP's strongest area of performance is its contribution to the life saving component of Strategic Objective 1 – relief delivered through general food distribution, food for work in lieu of general distributions and contributions to grain banks;
- The extent to which it contributes to Strategic Objectives 1, 2 and 3 (protecting and rebuilding lives and livelihoods and disaster preparedness work) depends largely on the

---

<sup>68</sup> "Annual Evaluation Report 2010", WFP, 2011

performance of its Food for Work activities. The evaluations show shortfalls in this area, particularly as a result of underfunding;

- WFP’s evaluations of its school feeding programming reconfirmed its contribution to Strategic Objective 4 (addressing chronic hunger). While it was shown to have a positive impact on enrolment, attendance and attainment rates, impact evaluations suggest that “school feeding’s effectiveness levelled off when children reached an age where their income-earning potential outweighed the value of schooling and the school meal;”<sup>69</sup> and
- Strategic Objective 4 is also supported by nutrition programs. However, they struggle to demonstrate results, in part because of small size of the programs related to overall needs, and because of difficulties in measuring outcomes.

While this review’s findings are broadly consistent with WFP’s 2010 annual evaluation report, they also differ. As noted in the observations related to WFP’s programming in this review, WFP demonstrated its ability to deliver in difficult operating environments. However, many evaluations covered by WFP’s summary highlighted areas for improvement that lie within its control: increased targeting of programming and better planning and performance management. In addition, as noted in this review, the predictability and timeliness of funding explained, in part, the limitations of WFP’s operational performance and results.

## 6.0 Recommendations for CIDA

This report includes recommendations to CIDA’s Multilateral and Global Programs Branch based on the findings and conclusions of the humanitarian and development effectiveness review of WFP. As one of several shareholders working with WFP, CIDA is limited to the extent to which it can influence improvements on the humanitarian and development effectiveness of the organization. Therefore, some of the recommendations may require engagement with other shareholders (see Annex 9 for CIDA’s management response).

1. Considering the fact that interruptions of programming detract from WFP’s performance in a number of area, CIDA should encourage WFP to deal with these interruptions. The review notes that WFP is undertaking reviews of its resourcing and financial frameworks. WFP needs to continue to work with other donors to encourage them to provide more predictable funding. It may also be possible to address the issue of program interruptions by improving internal practices in targeting WFP’s programming and improving cost efficiency so that the organization can, to the extent possible, avoid these interruptions;
2. CIDA should continue to emphasize the need for WFP to improve its effectiveness in promoting gender equality, as noted in its recent Gender Equality Institutional Assessment. While WFP did develop and approve a new gender policy in 2009, there is a continuing need to ensure the effective implementation of this new policy, including improved delivery on gender equality results, so that it contributes to WFP’s effectiveness as a humanitarian and development organization;
3. CIDA should emphasize to WFP the importance of following up on its commitment to address environmental issues, by integrating them into planning, implementing, monitoring and

---

<sup>69</sup> Ibid., p. 3

reporting, and evaluating its programs. This would include addressing, among other things, the environmental impact of its choice of food commodities and its food for work/assets programming. The review suggests that these are not currently addressed by WFP, at least not by WFP evaluations. WFP could benefit from assessing its programs' environmental sustainability to ensure that they make a positive contribution;

4. Given the review's conclusions on sustainability, CIDA should identify the sustainability of WFP programming as a priority strategy for its engagement with WFP. CIDA's current emphasis on improving programming effectiveness is well placed. However, it should also take into account the need for sustainability of WFP's development activities and the more effective transition of its humanitarian activities to development programming; and
5. CIDA should strongly emphasize the need to develop performance frameworks that adequately reflect the expected results of WFP programming. Furthermore, CIDA should continue to encourage WFP to address the underlying issues affecting its monitoring and reporting systems, by strengthening its internal monitoring capacity and working with its partners to strengthen their own capacity.

# Annex 1: Criteria Used to Assess Humanitarian and Development Effectiveness

## Achievement of Humanitarian and Development Objectives and Expected Results

- 1.1 Programs and projects achieve stated objectives
- 1.2 Positive benefits for target group members
- 1.3 Substantial numbers of beneficiaries/contribution to national humanitarian and development goals
- 1.4 Significant changes in national development policies/programs

## Cross Cutting Themes: Inclusive Humanitarian and Development Which can be Sustained (Gender Equality and Environmental Sustainability)

- 2.1 Programs effectively address gender equality
- 2.2 Changes are environmentally sustainable

## Sustainability

- 3.1 Program benefits are likely to continue
- 3.2 Programs support institutional and community capacity
- 3.3 Programs strengthen enabling environment for humanitarian and development

## Relevance

## Relevance

- 4.1 Programs are suited to the needs of target group members
- 4.2 Programs are aligned with national humanitarian and development goals
- 4.3 Effective partnerships with government, civil society and humanitarian and development partners

## Efficiency

- 5.1 Program activities are cost efficient
- 5.2 Programs are implemented/objectives achieved on time
- 5.3 Systems for program implementation are efficient

## Using Evaluation and Monitoring to Improve Humanitarian and Development Effectiveness

- 6.1 Systems and processes for evaluation are effective
- 6.2 Systems and processes for monitoring are effective
- 6.3 Results based management systems are effective
- 6.4 Evaluation results used to improve humanitarian and development effectiveness

## Annex 2: Evaluation Sample

#	Year	Title	Type
1	2011	Summary Evaluation Report Rwanda Country Portfolio	Country Portfolio
2	2011	WFP School Feeding Programmes in Cote d'Ivoire (1999-2009): A Mixed Method Impact Evaluation – Vol I – Full Report	Impact
3	2011	School Feeding Programmes in The Gambia 2001-2010: A Mixed Method Impact Evaluation – Vol I – Full Report	Impact
4	2011	WFP's Role in Social Protection and Safety Nets: A Strategic Evaluation	Strategic
5	2010	WFP Cambodia School Feeding 2000-2010: A Mixed Method Impact Evaluation	Impact
6	2010	Mali : Une évaluation du portefeuille d'activités du PAM (2003–2009)	Country Portfolio
7	2010	Mid-Term Evaluation of the Ethiopia Protracted Relief and Recovery Operation 10665.0 (2008-2010)	Operational
8	2010	Evaluation of WFP Country Programme 10418.0 Ghana (2006-2010)	Operational
9	2010	Impact Evaluation of WFP School Feeding Programmes in Kenya (1999-2008): A Mixed-Methods Approach – Vol 1	Impact
10	2010	Evaluation Report of the Egypt Country Programme 10450.0 (2007-2011)	Operational
11	2010	Nepal: An Evaluation of WFP's Portfolio – Vol I – Full report	Country Portfolio
12	2010	Sudan EMOP 10760.0: Food assistance to populations	Operational

#	Year	Title	Type
		affected by conflict	
13	2010	occupied Palestinian territory PRRO 10387.1: September 2007 and August 2009	Operational
14	2010	Chad: An Evaluation of WFP's Portfolio (2003-2009)	Country Portfolio
15	2010	Asistencia Alimentaria a Personas en Situación de Desplazamiento y a otros grupos con altos índices de inseguridad alimentaria afectados por la violencia en Colombia – OPSR 10588.0	Operational
16	2010	Evaluacion de la Operación Prolongada de Socorro y Recuperacion Guatemala 10457.0	Operational
17	2009	Evaluation of WFP Timor-Leste PRRO 10388.1 Assistance to Vulnerable Populations (September 2008-August 2010)	Operational
18	2009	Evaluation of Afghanistan PRRO 10427.0	Operational
19	2009	Joint Thematic Evaluation of Food and Agriculture Organization and WFP Support to Information Systems for Food Security	Thematic
20	2009	Mid-Term Evaluation of the Ethiopia Country Programme 10430.0 (2007-2011)	Operational
21	2009	Country Portfolio Evaluation of WFP Assistance to Malawi – Final Report	Country Portfolio
22	2009	Country Portfolio Evaluation of WFP Assistance to the Lao PDR – Final Evaluation Report	Country Portfolio
23	2009	Strategic Evaluation of the Effectiveness of WFP Livelihood Recovery Interventions	Strategic
24	2009	Assistance to Populations Affected by the Cote d'Ivoire	Operational

#	Year	Title	Type
		Protracted Crisis PRRO 10672.0	
25	2009	Evaluation of the Mozambique Country Programme 10446.0 (2007-2009) – Full Report	Operational
26	2009	Evaluation of WFP response to Hurricane Felix in Nicaragua	Operational
27	2009	Country Programme Bangladesh CP 10410.0 (2007-2010)	Operational
28	2009	Strategic Evaluation of WFP's Contingency Planning 2002-2008	Strategic
29	2009	Summary Evaluation Report Republic of the Congo PRRO 103121	Operational
30	2009	Evaluation of the Liberia PRRO 10454.0 (July 2007-June 2009) – Full Report	Operational
31	2009	Evaluation of the Burkina Faso PRRO 10541.0 – Full Report	Operational
32	2009	Évaluation de l'Intervention Prolongée de Secours et de Redressement (IPSR) 10608.0	Operational
33	2009	Rapport d'évaluation de l'intervention prolongée de secours et de redressement à Madagascar (IPSR 10442.0)	Operational
34	2008	Thematic Evaluation of WFP's HIV and AIDS Interventions in Sub-Saharan Africa – Full Report	Thematic
35	2008	Full Report of the End-of-Term Evaluation of WFP's Gender Policy (2003-2007)	Policy
36	2008	Mid-Term Evaluation of the Colombia PRRO 10366.0	Operational
37	2008	Evaluation of WFP's Capacity Development Policy and Operations	Thematic

#	Year	Title	Type
38	2008	Evaluation of Kenya Emergency Operation 10374.0 and Country Program 10264.0 (2004-2008)	Operational
39	2007	Evaluation of the WFP Strengthening Emergency Needs Assessment Implementation Plan –Vol 1	Operational
40	2007	Thematic Evaluation of the WFP School Feeding in Emergency Situations – Full Report	Thematic
41	2007	Mid-Term Evaluation of PRRO 10362.0 Ethiopia	Operational
42	2007	Mid-Term Evaluation of Special Operation No.10498 WFP Shipping Service in Aceh and Nias, Indonesia – Full Report	Operational
43	2007	Mid-Term Evaluation of the Southern Africa Protracted Relief and Recovery Operation (PRRO 10310.0) – Full Report	Operational
44	2007	Évaluation de l'opération d'assistance alimentaire aux personnes vulnérable en situation de crise en Haïti (IPSR 10382.0)	Operational
45	2006	Mid-Term Evaluation of the Indonesia PRRO 10069 Assistance to Recovery and Nutritional Rehabilitation – Full Report	Operational
46	2006	Evaluation of EMOP 1-339.0/1: Assistance to populations affected by conflict in greater Darfur, West Sudan – Full Report	Operational
47	2006	Mid-Term Evaluation of the WFO India Country Programme (2003-2007)	Operational
48	2006	Evaluation of the WFP Yemen Country Programme (2002-2007) – Full Report	Operational
49	2006	Evaluation of the PRRO 10181.00 – Food Aid for Relief and Recovery in Somalia – Full Report	Operational

#	Year	Title	Type
50	2006	Evaluation of the Bhutan Country Programme 10133.00 (2002-2007) – Full Report	Operational
51	2006	Evaluation of the Tajikistan PRRO 10231.0 – Full Report	Operational
52	2006	Évaluation de la réponse du PAM à la crise alimentaire au Niger en 2005 – Vol 1	Operational

## Annex 3: Methodology

This annex provides a more thorough explanation of the key elements of the methodology used for the review of WFP's humanitarian and development effectiveness. It is structured around the sequence of tasks undertaken during the review: determining the rationale for the review; drawing the sample of evaluations; undertaking the process of review and controlling for quality during the analysis phase; and assessing the level of coverage provided by the humanitarian and development effectiveness review.

The review of evaluation reports was supplemented by consultations with the CIDA manager responsible for managing relations with WFP<sup>70</sup> and a review of WFP corporate documents. This supplementary information provided context for the reviewers and expanded the profile of the organization and its programming. A list of the documents consulted is provided in Annex 6.

### Rationale for the Humanitarian and Development Effectiveness Review

The common approach and methodology offer a rapid and cost effective way to assess the development effectiveness and, in this case humanitarian assistance effectiveness of the multilateral organization, relative to a more time consuming and costly joint evaluation. The approach was developed to fill an information gap regarding the development effectiveness of multilateral organizations. Although these multilateral organizations produce annual reports to their management and/or boards, bilateral shareholders were not receiving a comprehensive overview of the performance on the ground of multilateral organizations. The Multilateral Organization Performance Assessment Network (MOPAN) seeks to address this issue through organizational effectiveness assessments. This approach complements MOPAN's assessments.

The approach suggests conducting a review based on the organization's own evaluation reports when two specific conditions exist:<sup>71</sup>

1. There is a need for field tested and evidence-based information on the effectiveness of the multilateral organization.
2. The multilateral organization under review has an evaluation function that produces an adequate body of reliable and credible evaluation information that supports the use of a meta-evaluation methodology to synthesize an assessment of the organization's effectiveness.

The evaluation function at WFP does produce enough evaluation reports of good quality to support an assessment of the humanitarian and development effectiveness of WFP. The

---

<sup>70</sup> The reviewers note that future reviews could benefit from interviews to provide context and additional information.

<sup>71</sup> Assessing the Development Effectiveness of Multilateral Organizations: Approach, Methodology and Guidelines, Management Group of the Task Team on Multilateral Effectiveness, DAC EVALNET, 2011.

second condition is also satisfied, as WFP's existing reporting mechanisms do not provide sufficient information on the organization's humanitarian and development effectiveness.

### ***WFP's Evaluation Function (Quantity and Quality)***

*Quantity of WFP Evaluations:* WFP's evaluation function conducts five different types of evaluations. Figure 1 provides an overview of the difference evaluation types.

The Office of Evaluation website at WFP ([www.wfp.org/about/evaluation](http://www.wfp.org/about/evaluation)) identifies 52 evaluation reports conducted by the Office of Evaluation and published between 2006 and August 2011.<sup>72</sup> These were all the Office of Evaluation-managed evaluations. Decentralized evaluations conducted by the Country Offices were not included. This group of 52 evaluations forms the evaluation universe for this review. Rather than sample from a small population, the reviewers selected all 52 for the conduct of this review (described in more detail in the annex).

Since early 2006, WFP's Office of Evaluation published evaluations covering WFP development, emergency and protracted relief and rehabilitation operations in 34 countries, including eight of 10 of the most important WFP countries in terms of direct expenditures in the 2006 to 2009 period. The evaluations also covered 67% of all direct program expenses in the same period.

In total, the evaluations published by WFP since early 2006 create a substantial pool of reports that is large and diverse enough to support a meta-evaluation approach assessing humanitarian and development effectiveness.

*The Quality of WFP's Evaluations:* A 2007 Peer Review of the Evaluation Function at WFP concluded that the credibility of the products of the evaluation function up that point was "uneven."<sup>73</sup> However, it also noted that the central evaluation office was "a strong unit, with committed, well trained and highly motivated staff."<sup>74</sup> The peer review panel also reported that, if WFP were to implement the changes planned for its evaluation function, it would adequately address the findings of the peer review.

The review team conducted its own quality review of a sample of 52 different evaluations (described in more detail in this annex). The results of that quality assessment were positive, with 90% of the reviewed evaluations scoring higher than 31 points out of a possible total of 45. The evaluations were scored against 11 different dimensions of quality derived from the United Nations Evaluation Group Norms and Standards for Evaluation. (Annex 4 for the evaluation quality scoring grid.)

Therefore, the first condition for carrying out a humanitarian and development effectiveness review using the common approach is met. There is a large enough body of evaluation reports of good quality to support the use of meta-evaluation to assess WFP's humanitarian and development effectiveness.

---

<sup>72</sup> The original list from WFP's website included 60 evaluations. However, on closer review, there were a number of duplications in the listing mainly caused by reports being published in different languages. In addition, some evaluations were pure process evaluations and did not include findings focused on humanitarian and development effectiveness.

<sup>73</sup> "Peer Review: Evaluation Function at the World Food Programme", Sida, 2007

<sup>74</sup> Ibid., p. 11

## **WFP's Reporting on Humanitarian and Development Effectiveness**

WFP reports to its Executive Board on humanitarian and development effectiveness mainly through three regular agency-wide reporting documents: annual evaluation reports, WFP annual reports, and the Executive Director's regular reports on the progress of the strategic plan.

The 2010 WFP annual report<sup>75</sup> highlighted global activities and provided a qualitative picture of humanitarian and development results, with some quantitative information, including WFP's financial reports. The qualitative picture is refined through case examples of work in specific countries and in response to specific emergencies. Quantitative information is mainly at the output level, with the exception of the links to the achievement of the Millennium Development Goals. The report described the extensive reach of WFP programming, as well as the number and type of beneficiaries reached. It also provided information on the challenges that the organization faced in the year.

At a more substantive level, WFP provides its Executive Board with regular reports on progress in implementing its strategic plan. The 2010 report documents results with respect to each of WFP's five strategic objectives and provides a rating on the level of achievement for each objective.<sup>76</sup> The ratings are based on specific output and outcome indicators associated with each strategic objective. The report includes an assessment of WFP's organizational performance by management result dimension, including securing resources, stewardship, learning and innovation, internal business processes, and operational efficiency. There is also a focus in the report on identifying lessons learned and reporting on innovative approaches.

This reporting approach represented a considerably more sophisticated use of output and outcome data than seen, for example, in the report for the 2005 year. The latest report is based on internal reporting of the achievement of the outputs and outcomes at the project level.<sup>77</sup> It is weakened, however, by the extent to which not all WFP projects report on the relevant indicators. In the 2010 report, the reporting rates<sup>78</sup> ranged from 12% to 100%. As a result, although WFP's regular reporting on humanitarian and development effectiveness is improving, it still lacks a strong overview of field-tested evidence on effectiveness.

Therefore, the second condition for carrying out a humanitarian and development effectiveness review using the common approach is met as there is still a need to improve the availability of effectiveness information of the organization that is based on field-tested and evidence-based reporting.

## **Selecting the Evaluation Sample**

Subsequent to a classification of WFP's universe of evaluations published between 2006 and 2011 based on type (Figure 15) and by year (Figure 16), the universe of evaluation was assessed based on the following principles:

---

<sup>75</sup> "Fighting Hunger Worldwide: Annual Report 2010", WFP, 2011

<sup>76</sup> "Annual Report for 2010", WFP, 13 May 2011

<sup>77</sup> As long as one indicator is reported in ten or more projects. *Ibid.*, p. 90

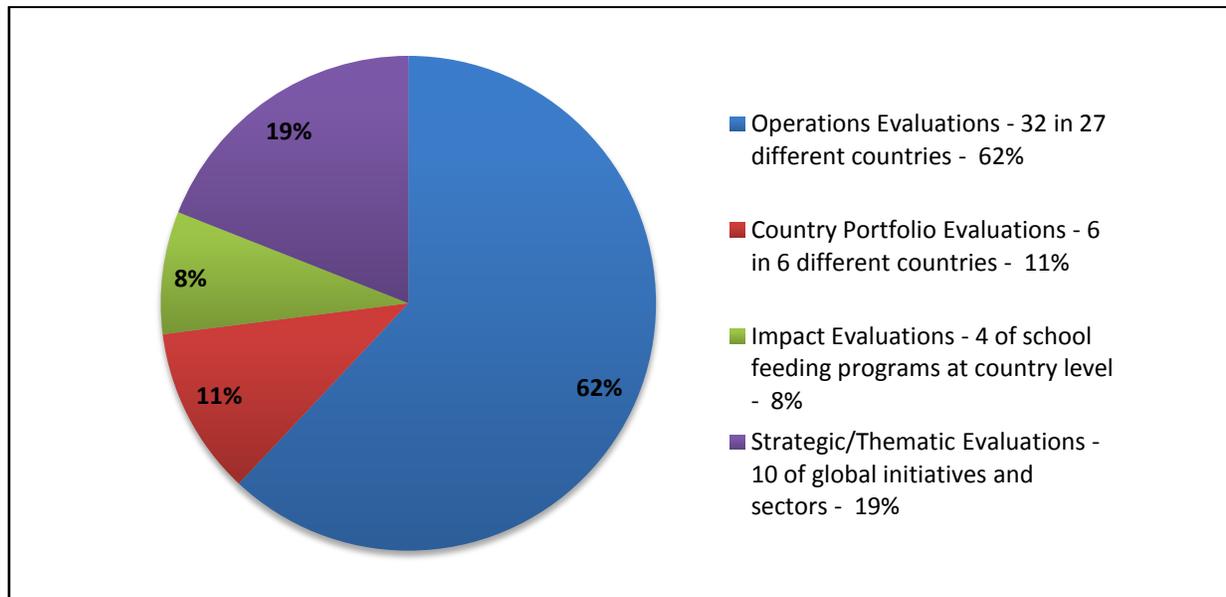
<sup>78</sup> Number of projects reporting on the indicator in the Standard Project Reports divided by the total number of projects that included the indicator in the logframe. *Ibid.*, p. 87

- Maximize geographic coverage;
- Extent geographic coverage by adding a mix of thematic and strategic evaluations;
- Include a mixture of evaluation types; and
- Ensure that WFP’s main program areas were adequately represented.

Based on this assessment, it was determined that the sample should contain the complete universe of evaluations. In addition to meeting the above principles, the use of the complete universe would allow for a sufficient number of evaluations for the conduct of the review and no sampling bias, unless the evaluations posted on the WFP web site are not representative of all WFP evaluations or the evaluations posted are not representative of all WFP’s programming. The question then is the level of coverage of WFP activities in the available evaluations.

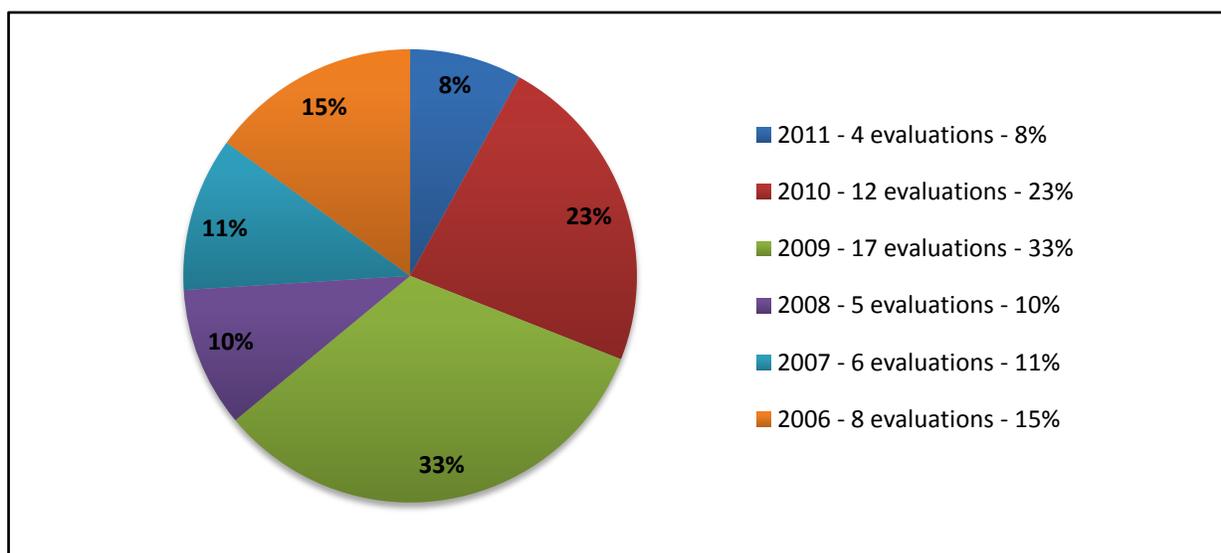
In all, the evaluations reviewed covered WFP development programs and emergency and protracted relief and rehabilitation operations in 34 countries, including some in which the largest operations were mounted during the period under review (e.g., Ethiopia, Somalia, Sudan, Cote D’Ivoire, Aceh Indonesia, and Colombia.). Geographic coverage is further strengthened by the thematic evaluations, which cover critical program sectors and initiatives on a global basis. A review of WFP annual expenditure reports shows that the countries in the sample accounted for 67% of all WFP direct expenditures in the 2006 to 2009 period (the latest period with available biennial budget reports).<sup>79</sup> It also shows that the evaluations covered some programming in eight of the 10 largest countries of WFP operations. While the period covered by the evaluations included six different years, the past three years account for 64% of the total expenditures (33 evaluations).

**Figure 15: Type of Evaluation, as a Percentage of All Evaluations Reviewed**



<sup>79</sup> It should be noted that this is based on the assumption, which is known to not always be the case, that an evaluation in a given country covers all the WFP programming in that country.

**Figure 16: Year of Evaluation, as a Percentage of All Evaluations Reviews**



## Process and Quality Assurance

The review itself was conducted by a team of four analysts and a team leader. A two-day training session was held for analysts to build a common understanding of the review criteria. Following, the team leader and analysts conducted a pre-test in order to independently review two evaluations. The team compared their ratings for these two evaluations and developed common agreement on the classification of results for all sub-criteria. This process helped to standardize classification decisions made by the analysts.

During the review of evaluations, analysts conferred regularly over any classification issues that arose. A second test occurred at the approximate mid-point of the review period, with all analysts independently rating a third evaluation. As previously, the analysts compared their respective classification decisions and resolved discrepancies.

Once the reviews were completed, the team leader reviewed the coded findings and carefully examined the cited evidence and contributing factors. Based on this examination, the team leader made a small number of adjustments to the coded findings. The process of training, testing and monitoring the review process minimized any inter-analyst reliability issues and controlled for bias on the part of any one reviewer.

All 52 evaluations in the sample were found to be sufficient quality to be included in the review. Of a possible maximum total quality score of 45, the mean score for all evaluations was 38. The distribution of total scores for all evaluations is described in Annex 4. Only five evaluations had a score of 30 or less. The quality criterion related to evaluation findings and conclusions being “relevant and evidence-based” is of primary importance. For this quality criterion, the mean score averaged across all evaluations in the sample was 3.8 out of a maximum score of four.

## Coverage of Effectiveness Criteria

The review team developed a set of ranges in order to assess the level of coverage of a given sub-criterion. Strong coverage was assigned when the number of evaluations (*a*) addressing a particular sub-criterion was in the range of 45 to 52. Moderate coverage for a particular sub-criterion was assigned when *a* was between 30 and 44. Weak coverage for a particular sub-criterion was assigned when *a* was less than 30.

Of the 19 sub-criteria, eight received valid findings in 45 or more of the evaluation reports. Therefore, these eight sub-criteria received a rating of strong coverage. Another eight sub-criteria received valid findings in the moderate range. Three were rated weak in coverage (sub-criteria 2.2 “Changes are environmentally sustainable”, 3.3 “Programs strengthen enabling environment for humanitarian and development” and 6.3 “Results based management systems are effective”) (Figure 17). Given the weakness of coverage, results for these three sub-criteria were not included in the review of WFP’s humanitarian and development effectiveness.

**Figure 17: Levels of Coverage for Each Assessment by Criterion and Sub-Criterion**

Achieving Humanitarian and Development Objectives and Expected Results Sub-Criterion	a*	Coverage Level**	Satisfactory Ratings (%)	Unsatisfactory Ratings (%)
1.1 Programs and projects achieve their stated humanitarian and development objectives and attain expected results.	52	Strong	77%	23%
1.2 Programs and projects have resulted in positive benefits for target group members.	50	Strong	92%	8%
1.3 Programs and projects made differences for a substantial number of beneficiaries and where appropriate contributed to national humanitarian and development goals.	45	Strong	82%	18%
1.4 Programs contributed to significant changes in national humanitarian and development policies and programs (including for disaster preparedness, emergency response and rehabilitation) (policy impacts) and/or to needed system reforms.	31	Moderate	81%	19%

<b>Cross Cutting Themes – Inclusive Humanitarian Assistance and Development which is Sustainable Sub-Criteria</b>	<b>a*</b>	<b>Coverage Level**</b>	<b>Satisfactory Ratings (%)</b>	<b>Unsatisfactory Ratings (%)</b>
2.1 Extent to which multilateral organization supported activities effectively address the cross-cutting issue of gender equality.	32	Moderate	56%	44%
2.2 Extent to which changes are environmentally sustainable.	5	Weak	NA	NA

<b>Sustainability of Results/Benefits Sub-Criteria</b>	<b>a*</b>	<b>Coverage Level**</b>	<b>Satisfactory Ratings (%)</b>	<b>Unsatisfactory Ratings (%)</b>
3.1 Benefits continuing or likely to continue after project or program completion or there are effective measures to link the humanitarian relief operations, to rehabilitation, reconstructions and, eventually, to longer term humanitarian and development results.	42	Strong	43%	57%
3.2 Projects and programs are reported as sustainable in terms of institutional and/or community capacity.	41	Moderate	64%	36%
3.3 Programming contributes to strengthening the enabling environment for humanitarian assistance and development.	10	Weak	NA	NA

<b>Relevance of Interventions Sub-Criteria</b>	<b>a*</b>	<b>Coverage Level**</b>	<b>Satisfactory Ratings (%)</b>	<b>Unsatisfactory Ratings (%)</b>
4.1 Programs and projects are suited to the needs and/or priorities	51	Strong	86%	14%

Relevance of Interventions Sub-Criteria	a*	Coverage Level**	Satisfactory Ratings (%)	Unsatisfactory Ratings (%)
of the target group.				
4.2 Projects and programs align with national humanitarian and development goals implementation of support to development and/or emergency preparedness, humanitarian relief and rehabilitation efforts.	46	Strong	93%	7%
4.3 Effective partnerships with governments, bilateral and multilateral development and humanitarian organizations and non-governmental organizations for planning, coordination and	51	Strong	84%	16%

Efficiency Sub-Criteria	a*	Coverage Level**	Satisfactory Ratings (%)	Unsatisfactory Ratings (%)
5.1 Program activities are evaluated as cost/resource efficient.	38	Moderate	58%	42%
5.2 Implementation and objectives achieved on time (given the context, in the case of humanitarian programming).	40	Moderate	42%	58%
5.3 Systems and procedures for project/program implementation and follow up are efficient (including systems for engaging staff, procuring project inputs, disbursing payment, logistical arrangements etc.).	41	Moderate	63%	37%

Using Evaluation and Monitoring to Improve Development Effectiveness Sub-Criteria	a*	Coverage Level**	Satisfactory Ratings (%)	Unsatisfactory Ratings (%)
6.1 Systems and process for evaluation are effective.	39	Moderate	66%	34%
6.2 Systems and processes for monitoring and reporting on program results are effective.	50	Strong	32%	68%
6.3 Results based management systems are effective.	11	Weak	NA	NA
6.4 Evaluation is used to improve humanitarian and development effectiveness.	35	Moderate	91%	9%

Note:

- \*n = number of evaluations addressing the given sub-criteria
- \*\* Strong:  $n=45 - 52$
- Moderate:  $n= 30 - 44$
- Weak:  $n = \text{under } 30$

## Annex 4: Evaluation Quality - Scoring Guide

	Criteria to be Scored	Points	Score
A	<b>Purpose of the evaluation is clearly stated.</b> The report describes why the evaluation was done, what triggered it (including timing in the project/program cycle) and how it was to be used.	3	
B	<b>The evaluation report is organized, transparently structured, clearly presented and well written.</b> There is a logical structure to the organization of the evaluation report. The report is well written with clear distinctions and linkages made between evidence, findings, conclusions and recommendations.	3	
C	<b>Evaluation objectives are stated.</b> Evaluation objectives are clearly presented and follow directly from the stated purpose of the evaluation.	2	
D	<b>Subject evaluated is clearly described.</b> Evaluation report describes the activity/program being evaluated, its expected achievements, how the humanitarian and development problem would be addressed by the activity and the implementation modalities used.	4	
E	<b>Scope of the evaluation is clearly defined.</b> The report defines the boundaries of the evaluation in terms of time period covered, implementation phase under review, geographic area, and dimensions of stakeholder involvement being examined.	4	
F	<b>Evaluation criteria</b> used to assess program effectiveness are clearly identified in the evaluation report and cover a significant number of the Common Criteria for Assessing Humanitarian and Development Effectiveness.	5	
G	<b>Multiple lines of evidence are used.</b> The report indicates that more than one line of evidence (case studies, surveys, site visits, and key informant interviews) is used to address the main evaluation issues. One point per line of evidence to maximum of 5.	5	
H	<b>Evaluations are well designed.</b> The methods used in the evaluation are appropriate to the evaluation criteria and key issues addressed. Elements of good design include: an explicit theory of how objectives and results were to be achieved, specification of the	5	

	Criteria to be Scored	Points	Score
	level of results achieved (output, outcome, impact), baseline data (quantitative or qualitative) on conditions prior to program implementation, a comparison of conditions after program delivery to those before, and a qualitative or quantitative comparison of conditions among program participants and those who did not take part.		
I	<b>Evaluation findings and conclusions are relevant and evidence based.</b> The report includes evaluation findings relevant to the assessment criteria specified. Findings are supported by evidence resulting from the chosen methodologies. Conclusions are linked to the evaluation findings as reported.	4	
J	<b>Evaluation report indicates limitations of the methodology.</b> The report includes a section noting the limitations of the methodology. It indicates any limitations in the design as well as any problems in the implementation (low survey returns for example) and describes how their impact on the validity of results and any measures taken to address the limitations (re-surveys, follow-ups, additional case studies, etc).	5	
K	<b>Evaluation includes recommendations.</b> The evaluation report contains specific recommendations that follow on clearly from the findings and conclusions. Further, the recommendations are specifically directed to one or more organizations and are actionable and aimed at improving humanitarian and development effectiveness. (Objectives achievement, cross cutting themes, sustainability, cost efficiency or relevance).	5	
	Total Possible Score	45	

The criteria used for assessing evaluation quality were assigned weighted possible scores (from 2 to 5). These weights (potential total scores for a criteria) were based on the relative importance and the complexity of a given criteria. The definition of each quality assessment criteria contains a single verifiable component, which corresponds to each available point. For example, if criteria E is worth a possible four points, then the analyst would need to verify that each of the four components of the definition were present in order to award four points for this criteria. The verified components minimized the amount of subjectivity involved in the process of quality review.

## Evaluation Quality Scoring Results

During the Pilot Testing of the Common Approach, the Management Group of participating development agencies guiding the work on behalf of DAC-EVALNET suggested grouping quality score results for each evaluation into groups of five (in total score). This was seen as presenting the best level of “granularity” and transparency. It allows independent observers to reach their own conclusions on the distribution of quality scores.

Evaluation Quality Scores in Groups of 5 (Max = 45)	Evaluations in Each Bracket (#)	Evaluations in Each Bracket (%)
41-45	18	35%
36-40	23	44%
31-35	6	12%
26-30	5	10%
21-25	0	0%
16-20	0	0%
11-15	0	0%
6-10	0	0%
0-5	0	0%
Total	52	100%

## Annex 5: Guide for Review Team to Classify Evaluation Findings According to the Common Humanitarian and Development Evaluation Assessment Criteria

1. Achievement of Humanitarian and Development Objectives and Expected Results	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
1.1 Multilateral organization supported programs and projects achieve their stated development and/or humanitarian objectives and attain expected results.	Evaluation finds that less than half of stated output and outcome objectives have been achieved including one or more very important output and/or outcome level objectives.	Evaluation finds that half or less than half of stated output and outcome level objectives are achieved.	Evaluation finds that multilateral organization supported programs and projects either achieve at least a majority of stated output and outcome objectives (more than 50% if stated) or that the most important of stated output and outcome objectives are achieved.	Evaluation finds that multilateral organization supported programs and projects achieve all or almost all significant development and/or humanitarian objectives at the output and outcome level.
1.2 Multilateral organization supported programs and projects have resulted in positive benefits for target group members.	Evaluation finds that problems in the design or delivery of multilateral organization supported activities mean that expected positive benefits for target group members have not occurred or are unlikely	Evaluation finds that multilateral organization supported projects and programs result in no or very few positive changes experienced by target group members. These benefits may include the avoidance or	Evaluation finds that multilateral organization supported projects and programs have resulted in positive changes experienced by target group members (at the individual, household or community level). These	Evaluation finds that multilateral organization supported projects and programs have resulted in widespread and significant positive changes experienced by target group members as measured using either

1. Achievement of Humanitarian and Development Objectives and Expected Results	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
	to occur.	reduction of negative effects of a sudden onset or protracted emergency.	benefits may include the avoidance or reduction of negative effects of a sudden onset or protracted emergency.	quantitative or qualitative methods (possibly including comparison of impacts with non-program participants). These benefits may include the avoidance or reduction of negative effects of a sudden onset or protracted emergency.
1.3 Multilateral organization programs and projects made differences for a substantial number of beneficiaries and where appropriate contributed to national humanitarian and development goals.	Evaluation finds that multilateral organization supported projects and programs have not contributed to positive changes in the lives of beneficiaries as measured quantitatively or qualitatively.	Evaluation finds that multilateral organization supported projects and programs have contributed to positive changes in the lives of only a small number of beneficiaries (when compared to project or program targets and local or national goals if established).	Evaluation finds that multilateral organization supported projects and programs have contributed to positive changes in the lives of substantial numbers of beneficiaries as measured quantitatively or qualitatively. These may result from development, relief, or protracted relief and rehabilitation operations and may include the avoidance of negative	Evaluation finds that multilateral organization supported projects and programs have contributed to positive changes in the lives of substantial numbers of beneficiaries. Further, they have contributed to the achievement of specific national development goals or have contributed to meeting humanitarian relief objectives agreed to with the national

1. Achievement of Humanitarian and Development Objectives and Expected Results	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
			effects of emergencies.	government and/or national and international development and relief organizations.
1.4 Multilateral organization activities contributed to significant changes in national humanitarian and development policies and programs (including for disaster preparedness, emergency response and rehabilitation) (policy impacts) and/or to needed system reforms.	Evaluation finds that national policies and programs in a given sector or area of development (including disaster preparedness, emergency response and rehabilitation) were deficient and required strengthening but multilateral organization activities have not addressed these deficiencies.	Evaluation finds that multilateral organization activities have not made a significant contribution to the humanitarian and development of national policies and programs in a given sector or area of development, disaster preparedness, emergency response or rehabilitation. (Policy changes in humanitarian situations may include allowing access to the effected populations).	Evaluation finds that multilateral organization activities have made a substantial contribution to either re-orienting or sustaining effective national policies and programs in a given sector or area of development disaster preparedness, emergency response or rehabilitation.	Evaluation finds that multilateral organization activities have made a substantial contribution to either re-orienting or sustaining effective national policies and programs in a given sector or area of development disaster preparedness, emergency response or rehabilitation. Further, the supported policies and program implementation modalities are expected to result in improved positive impacts for target group members.

2. Cross Cutting Themes: Inclusive Humanitarian Assistance and Development Which can be Sustained	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
2.1 Extent multilateral organization supported activities effectively address the cross cutting issue of gender equality.	The evaluation finds multilateral organization supported activities are unlikely to contribute to gender equity or may in fact lead to increases in gender inequities.	The evaluation report finds that multilateral organization supported activities either lack gender equality objectives or achieve less than half of their stated gender equality objectives. (Note: where a program or activity is clearly gender focused (maternal health programming for example) achievement of more than half its stated objectives warrants a satisfactory rating).	Evaluation finds that multilateral organization supported programs and projects achieve a majority (more than 50%) of their stated gender equality objectives.	Evaluation finds that multilateral organization supported programs and projects achieve all or nearly all of their stated gender equality objectives.
2.2 Extent changes are environmentally sustainable.	Evaluation finds that multilateral organization supported programs and projects do not include planned activities or project design criteria	Evaluation finds that multilateral organization supported programs and projects do not include planned activities or project design criteria	Evaluation finds that multilateral organization supported programs and projects include some planned activities and project design criteria to	Evaluation finds that multilateral organization supported programs and projects are specifically designed to be environmentally

2. Cross Cutting Themes: Inclusive Humanitarian Assistance and Development Which can be Sustained	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
	intended to promote environmental sustainability. In addition, the evaluation reports that changes resulting from multilateral organization supported programs and projects are not environmentally sustainable.	intended to promote environmental sustainability. There is, however, no direct indication that project or program results are not environmentally sustainable.  OR multilateral organization supported programs and projects include planned activities or project design criteria intended to promote sustainability but these have not been successful.	ensure environmental sustainability. These activities are implemented successfully and the evaluation reports that the results are environmentally sustainable.	sustainable and include substantial planned activities and project design criteria to ensure environmental sustainability. These plans are implemented successfully and the evaluation reports that the results are environmentally sustainable.

3. Sustainability	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
3.1 Benefits continuing or likely to continue after	The evaluation finds that there is a very low	The evaluation finds that there is a low probability	The evaluation finds it is likely that the program or	Evaluation finds that it is highly likely that the

3. Sustainability	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
<p>project or program completion or there are effective measures to link the humanitarian relief operations, to rehabilitation, reconstructions and, eventually, to longer term humanitarian and development results.</p>	<p>probability that the program/project will result in continued intended benefits for the target group after project completion. For humanitarian relief operations, the evaluation finds no strategic or operational measures to link relief, to rehabilitation, reconstruction and, eventually, to development.</p>	<p>that the program/project will result in continued benefits for the target group after completion. For humanitarian relief operations, efforts to link the relief phase to rehabilitation, reconstruction and, eventually, to development are inadequate. (Note, in some circumstances such linkage may not be possible due to the context of the emergency. If this is stated in the evaluation a rating of satisfactory can be given)</p>	<p>project will result in continued benefits for the target group after completion. For humanitarian relief operations, the evaluation finds that strategic and operational measures to link relief to rehabilitation, reconstruction and, eventually, development are credible.</p>	<p>program or project will result in continued benefits for the target group after completion. For humanitarian relief operations, the evaluation finds that strategic and operational measures to link relief to rehabilitation, reconstruction and, eventually, development are credible. Further, they are likely to succeed in securing continuing benefits for target group members.</p>
<p>3.2 Extent multilateral organization supported projects and programs are reported as sustainable in terms of institutional and/or community capacity.</p>	<p>Evaluation finds that the design of multilateral organization supported programs and projects failed to address the need to strengthen institutional and/or community capacity as required. In the case of</p>	<p>Evaluation finds that multilateral organization programs and projects may have failed to contribute to strengthening institutional and/or community capacity or, where appropriate, to</p>	<p>Evaluation finds that multilateral organization programs and projects may have contributed to strengthening institutional and/or community capacity but with limited success</p>	<p>Evaluation finds that either multilateral organization programs or projects have contributed to significantly strengthen institutional and/or community capacity as required or institutional partners and</p>

3. Sustainability	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
	humanitarian operations, the design of programs and projects failed to take account of identified needs to strengthen local capacities for delivery of relief operations and/or for managing the transition to rehabilitation and/or development.	strengthen local capacities for delivery of relief operations and/or for managing the transition to rehabilitation and/or development.		communities already had the required capacity to sustain program results.
3.3 Extent multilateral organization humanitarian and development programming contributes to strengthening the enabling environment for development.	The evaluation finds that there were important weaknesses in the enabling environment for humanitarian and development (the overall framework and process for national humanitarian and development planning; systems and processes for public consultation and for participation by civil society in humanitarian and development planning; governance structures and the rule of law; national and local mechanisms for	Evaluation finds that multilateral organization humanitarian and development activities and/or multilateral organization supported projects and programs have not made a notable contribution to changes in the enabling environment for humanitarian and development.	Evaluation finds that multilateral organization humanitarian and development activities and/or multilateral organization supported projects and programs have made a notable contribution to changes in the enabling environment for humanitarian and development including one or more of: the overall framework and process for national humanitarian and development planning; systems and processes	Evaluation finds that multilateral organization humanitarian and development activities and/or multilateral organization supported projects and programs have made a significant contribution to changes in the enabling environment for humanitarian and development including one or more of: the overall framework and process for national humanitarian and development planning; systems and processes

3. Sustainability	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
	<p>accountability for public expenditures, service delivery and quality; and necessary improvements to supporting structures, such as capital and labor markets). Further, the multilateral organization activities and support provided to programs and projects failed to address the identified weakness successfully, further limiting program results.</p>		<p>for public consultation and for participation by civil society in humanitarian and development planning; governance structures and the rule of law; national and local mechanisms for accountability for public expenditures, service delivery and quality; and necessary improvements to supporting structures such as capital and labour markets.</p>	<p>for public consultation and for participation by civil society in humanitarian and development planning; governance structures and the rule of law; national and local mechanisms for accountability for public expenditures, service delivery and quality; and necessary improvements to supporting structures such as capital and labor markets. Further, the evaluation reports that these improvements in the enabling environment are leading to improved humanitarian and development outcomes.</p>

4. Relevance	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory

4. Relevance	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
4.1 Multilateral organization supported programs and projects are suited to the needs and/or priorities of the target group	Evaluation finds that substantial elements of program or project activities and outputs were unsuited to the needs and priorities of the target group.	Evaluation finds that no systematic analysis of target group needs and priorities took place during the design phase of developmental or relief and rehabilitation programming or the evaluation report indicates some evident mismatch between program and project activities and outputs and the needs and priorities of the target group.	Evaluation finds that the multilateral organization supported activity, program or project is designed taking into account the needs of the target group as identified through a process of situation or problem analysis (including needs assessment for relief operations) and that the resulting activities are designed to meet the needs of the target group.	Evaluation finds methods used in program and project humanitarian and development (including needs assessment for relief operations) to identify target group needs and priorities (including consultations with target group members) and finds that the program and project takes those needs into account and is designed to meet those needs and priorities (whether or not it does so successfully).
4.2 Multilateral organization supported humanitarian and development projects and programs align with national humanitarian and development goals:	The evaluation reports that significant elements of multilateral organization supported humanitarian and development program and project activity run counter to national humanitarian and development priorities with a resulting loss of	The evaluation reports a <u>significant portion</u> (1/4 or more) of the multilateral organization supported humanitarian and development programs and projects subject to the evaluation are not aligned with national plans and priorities but there is no evidence that they run counter to those	<u>Most</u> multilateral organization supported humanitarian and development programs and projects are reported in the evaluation to be fully aligned with national plans and priorities as expressed in national poverty eradication and sector plans and priorities. Wherever	<u>All</u> multilateral organization supported humanitarian and development projects and programs subject to the evaluation are reported in the evaluation to be fully aligned to national humanitarian and development goals as described in national and

4. Relevance	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
	effectiveness.	priorities.	multilateral organization supported programs and projects are reported in the evaluation as not directly supportive of national plans and priorities they do not run counter to those priorities.	sector plans and priorities, especially including the national poverty eradication strategy and sector strategic priorities.
4.3 Multilateral organization has developed an effective partnership with governments, bilateral and multilateral development and humanitarian organizations and non-governmental organizations for planning, coordination and implementation of support to development and/or emergency preparedness, humanitarian relief and rehabilitation efforts.	Evaluation finds that the multilateral organization experiences significant divergence in priorities from those of its (government, non-governmental organization or donor) partners and lacks a strategy or plan which will credibly address the divergence and which should result in strengthened partnership over time.	Evaluation finds that multilateral organization has experienced significant difficulties in developing an effective relationship with partners and that there has been significant divergence in the priorities of the multilateral organization and its partners.	Evaluation finds that multilateral organization has improved the effectiveness of its partnership relationship with partners over time during the evaluation period and that this partnership was effective at the time of the evaluation or was demonstrably improved.	Evaluation finds that multilateral organization has consistently achieved a high level of partnership during the evaluation period.

5. Efficiency	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
5.1 Program activities are evaluated as cost/resource efficient:	Evaluation finds that there is credible information indicating that multilateral organization supported programs and projects (development, emergency preparedness, relief and rehabilitation) are not cost/resource efficient.	<p>Evaluation finds that multilateral organization supported programs and projects under evaluation (development, emergency preparedness, relief and rehabilitation) do not have credible, reliable information on the costs of activities and inputs and therefore the evaluation is not able to report on cost/resource efficiency.</p> <p>OR</p> <p>The evaluation reports that multilateral organization supported programs and projects under evaluation present mixed findings on the cost/resource efficiency of the inputs.</p>	Evaluation finds that the level of program outputs achieved (development, emergency preparedness, relief and rehabilitation) when compared to the cost of program activities and inputs are appropriate even when the program design process did not directly consider alternative program delivery methods and their associated costs.	Evaluation finds that multilateral organization supported (development, emergency preparedness, relief and rehabilitation) programs and projects are designed to include activities and inputs that produce outputs in the most cost/resource efficient manner available at the time.
5.2 Evaluation indicates implementation and objectives achieved on time (given the context,	Evaluation finds that less than half of stated output and outcome level objectives of multilateral	Evaluation finds that less than half of stated output and outcome level objectives of multilateral	Evaluation finds that more than half of stated output and outcome level objectives of multilateral	Evaluation finds that nearly all stated output and outcome level objectives of multilateral

5. Efficiency	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
in the case of humanitarian programming)	organization supported programs and projects are achieved on time, there is no credible plan or legitimate explanation found by the evaluation, which would suggest significant improvement in on-time objectives achievement in the future.	organization supported programs and projects are achieved on time but the program or project design has been adjusted to take account of difficulties encountered and can be expected to improve the pace of objectives achievement in the future. In the case of humanitarian programming, there was a legitimate explanation for the delays.	organization supported programs and projects are achieved on time and that this level is appropriate to the context faced by the program during implementation, particularly for humanitarian programming.	organization supported programs and projects are achieved on time or, in the case of humanitarian programming, a legitimate explanation for delays in the achievement of some outputs/outcomes is provided.
5.3 Evaluation indicates that multilateral organization systems and procedures for project/program implementation and follow up are efficient (including systems for engaging staff, procuring project inputs, disbursing payment, logistical arrangements etc.)	Evaluation finds that there are serious deficiencies in agency systems and procedures for project/program implementation that result in significant delays in project start-up, implementation or completion and/or significant cost increases.	Evaluation finds some deficiencies in agency systems and procedures for project/program implementation but does not indicate that these have contributed to delays in achieving project/program objectives.	Evaluation finds that agency systems and procedures for project implementation are reasonably efficient and have not resulted in significant delays or increased costs.	Evaluation finds that the efficiency of agency systems and procedures for project implementation represent an important organizational strength in the implementation of the program under evaluation.

6. Using Evaluation and Monitoring to Improve humanitarian and development Effectiveness	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
6.1 Systems and process for evaluation are effective.	Evaluation finds that evaluation practices in use for programs and projects of this type (development, emergency preparedness, relief and rehabilitation) are seriously deficient.	Evaluation finds that there is no indication that programs and projects of this type (development, emergency preparedness, relief and rehabilitation) are subject to systematic and regular evaluations.	Evaluation finds that program being evaluated is subject to systematic and regular evaluations or describes significant elements of such practice. No mention of policy and practice regarding similar programs and projects. This may include specialized evaluation methods and approaches to emergency preparedness, relief and rehabilitation programming.	Evaluation finds that program being evaluated (along with similar programs and projects) is subject to systematic regular evaluations or describes significant elements of such practice.
6.2 Systems and processes for monitoring and reporting on program results are effective	Evaluation finds an absence of monitoring and reporting systems for the development and humanitarian programming. This	Evaluation finds that while monitoring and reporting systems for the development and humanitarian programming exist, they	Evaluation finds that monitoring and reporting systems for development and humanitarian programming as	Evaluation finds that monitoring and reporting systems for the program are well established and report regularly. The quality of regular reports

6. Using Evaluation and Monitoring to Improve humanitarian and development Effectiveness	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
	would include the absence of adequate monitoring of outputs during the implementation of humanitarian programming.	either do not report on a regular basis or they are inadequate in frequency, coverage or reliability.	appropriate are well established and report regularly.	is rated highly by the evaluation and results are reportedly used in the management of the program.
6.3 Results Based Management systems are effective	Evaluation finds that there is no evidence of the existence of a results based management system for the program and no system is being developed.	Evaluation finds that while a results based management system is in place, or being developed, it is unreliable and does not produce regular reports on program performance.	Evaluation finds that a results based management system is in place and produces regular reports on program performance.	Evaluation finds that a results based management system is in place for the program and there is evidence noted in the evaluation that the system is used to make changes in the program to improve effectiveness.
6.4 Multilateral organization makes use of evaluation to improve development/humanitarian effectiveness	Evaluation report does not include a management response and does not have one appended to it or associated with it. There is no indication of how the evaluation results	Evaluation report includes a management response (or has one attached or associated with it) but it does not indicate which recommendations have been accepted: or there	Evaluation reports includes a management response (or has one attached or associated with it) that indicates which recommendations have been accepted. Or there is a clear	Evaluation reports includes a management response (or has one attached or associated with it) describes a response to each major recommendation which is appropriate and likely

6. Using Evaluation and Monitoring to Improve humanitarian and development Effectiveness	(1) Highly Unsatisfactory	(2) Unsatisfactory	(3) Satisfactory	(4) Highly Satisfactory
	will be used. There is no indication that similar evaluations have been used to improve effectiveness in the past.	is some, non-specific indication that similar evaluations have been used to improve program effectiveness in the past.	indication that similar evaluations in the past have been used to make clearly identified improvements in program effectiveness.	to result in the organizational and programmatic changes needed to achieve their intent.

## Annex 6: Corporate Documents Reviewed

### CIDA Corporate Documents

CIDA Strategy for Engagement with the World Food Programme (WFP), CIDA, February 2011.

“Gender Equality Institutional Assessment - World Food Programme (WFP)”

Meta Evaluation of CIDA’s Grant to the WFP School Feeding Program: Review of Results & Progress Achieved 2007 to 2010, CIDA/IHA/Food Aid Unit, October 2010

Review of the Evidence of the Effectiveness of CIDA’s Grants and Contributions: 2005/06-2010/11, CIDA, 2011

### WFP Corporate Documents

Annual Performance Report for 2009, WFP, WFP/EB.A/2010/4 20 May 2010

“Annual Evaluation Report 2010”, World Food Programme, 19 May 2011

“Annual Performance Report for 2010”, World Food Programme, WFP/EB.A/2011/4, 13 May 2011

“Contributions to WFP: Annual Contributions and Five-Year Aggregate Ranking”  
<http://documents.wfp.org/stellent/groups/public/documents/research/wfp232961.pdf> Accessed December 2011

“Fighting Hunger Worldwide: Annual Report 2010” World Food Programme, 2011

“Financial Framework Review, Second Regular Session of the Executive Board 2010”, November 9, 2010

“Financial Framework Review Options: Financial Issues”, Presentation to Executive Board, WFP/EB.A/2010/6-E/1, 19 May 2010

“Gender Policy: Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges”, World Food Programme, 10 February 2009

Management Response to the Recommendations of the Annual Evaluation Report 2009 WFP/EB.A/2010/7-A/Add.1, 11 May 2010

Monitoring and Evaluation Guidelines, WFP <http://www.wfp.org/content/monitoring-and-evaluation-guidelines> Accessed January 2012

“Resourcing for a Changing Environment”, WFP, WFP/EB.1/2010/5-B/Rev.1 12 February 2010

Steps Forward: Implementation of WFP Strategic Results Framework (2008 – 2013), WFP, WFP/EB.1/2010/5-D, 21 January 2010

“WFP and the Environment: Issues and priorities”, WFP, WFP/EB.3/98/3, 3 September 1998

WFP Evaluation Policy, WFP/EB.2/2008/4-A, 8 October 2008

“WFP Financial Framework Review Options: Financial Issues”, WFP/EB.A/2010/6-E/1, 19 May 2010

WFP Gender Policy 2009: Promoting Gender Equality and the Empowerment of Women in Addressing Food and Nutrition Challenges, WFP, 2009

“WFP’s Role in the Humanitarian Assistance System”, WFP/EB.1/2010/5-C, 12 January 2010.  
WFP Strategic Plan 2008-2013, World Food Programme

## **Other Documents**

Assessing the Development Effectiveness of Multilateral Organizations: Approach, Methodology and Guidelines, Management Group of the Task Team on Multilateral Effectiveness, DAC EVALNET, 2011

“Peer Review: Evaluation Function at the World Food Programme”, Sida, 2007

## Annex 7: CIDA Funding to Multilateral Humanitarian and Development Organizations

### Long-term Institutional Funding<sup>80</sup>

Long-term institutional funding (core funding) can be defined as un-earmarked funding to a multilateral organization in support of that organization's mandate. According to the Organisation for Economic Co-operation and Development (OECD) there are currently 170 multilateral organizations active in development and eligible to receive aid funding. As of 2010/11, CIDA provided long-term institutional funding to 30 of these multilateral organizations. CIDA's funding was highly concentrated with nine multilateral organizations receiving 80% of its total long-term institutional funding from 2007/08 to 2010/11.

### Funding to Specific Multilateral and Global Initiatives

Specific multilateral and global funding can be defined as funding to multilateral organizations in support of a key program or activity usually in a specific thematic area and often global in scope. Within this category, there are two sub-types: 1) humanitarian assistance and 2) other global initiatives programming.

Humanitarian assistance is provided based on need and usually in response to specific appeals issued by multilateral organizations with expertise in providing humanitarian assistance. The main multilateral partners involved in providing humanitarian assistance are WFP, United Nations High Commissioner for Refugees, the International Committee of the Red Cross and Office for the Coordination of Humanitarian Affairs. United Nations Children's Fund, although not primarily a humanitarian organization, also delivers humanitarian assistance with a specific emphasis on the needs of children.

The second sub-type of specific multilateral and global funding involves global initiatives in other sectors. These initiatives are in sectors that deal with issues, which transcend borders and thus lend themselves to a multilateral approach. The main sectors CIDA supports with this type of funding are health, environment and economic growth. The health sector is the most important of these, especially in light of the challenges of infectious diseases like AIDS and tuberculosis, which do not respect international borders. Bilateral programming in a single country is unlikely to succeed in meeting the challenges of infectious diseases in the absence of regional and global programs.

---

<sup>80</sup> All the information in this section has been extracted from *A Review of Evidence of the Effectiveness of CIDA Grants and Contributions*. (pgs. 45-46). CIDA. 2011

## **Funding to Multilateral Initiatives Delivered by other CIDA Branches**

Multilateral initiatives can also receive funding from other CIDA branches, mostly through multi-bi funding from Geographic programs. Multi-bi funding refers to earmarked funding to a specific multilateral organization initiative by a CIDA geographic program to support a specific activity in a specific country or group of countries. It is considered “bilateral” assistance because it is funded through CIDA’s geographic programs in the context of the program’s country strategies or programming frameworks.

Multi-bi funding accounts for a large and growing share of CIDA resources. It more than tripled in the five years from 2002/03 to 2007/08, mainly as a result of substantial funding to programs in fragile states. By 2007/08, CIDA multi-bi funding had reached \$691 million, with 53% spent in fragile states including 37% of all multi-bi funding spent in Afghanistan.

In fragile states, where United Nations (UN) organizations and the World Bank are often assigned specific roles by member governments, use of multi-bi funding by CIDA can sometimes help the Agency to limit fiduciary risk and result in a reduced administrative burden on the very weak national institutions. The use of this type of funding is also consistent with Canada’s commitment to the Paris Declaration principles of aid effectiveness, which includes a call for donors to harmonize their aid and use program based approaches where they can be effective.

It is important to note that CIDA’s geographic programs manage multi-bi funding according to the same basic processes that govern all of the Agency’s geographic programming. For example, CIDA’s geographic programs are responsible for monitoring and reporting on the effectiveness of funds used in this way. Country Program Evaluations, which examine CIDA’s bilateral programs in a given country include in their remit programming delivered by multilateral organizations and supported by multi-bi funding.

## Annex 8: Recent Changes at WFP

Following the presentation of this review to WFP staff, they indicated that the organization had made a number of changes to address issues raised in its evaluations conducted between 2006 and 2011. They provided this input to be included as an annex to the report.

Recent initiatives undertaken by WFP to address some of the issues identified in this report include:

### Effective Financing, Resource Allocation and Programme Continuity

#### *Prioritization of Resources*

WFP has strengthened its resource allocation process through the establishment by the Executive Director of the Strategic Resource Allocation Committee. The committee, composed of a small group of senior managers, is mandated to maintain strategic overview of operational needs and shortfalls; prioritise areas for major appeals and fundraising; develop and document procedures allowing for transparent comparative prioritisation among all operations; and oversee the strategic prioritisation and allocation of all corporate resources. In 2010 and 2011, the strengthened process of resources prioritization and formalized process of the committee led to larger and more meaningful resources being allocated to fewer projects with most critical and acute food assistance needs.

The Strategic Resource Allocation Committee is also responsible for the prioritization of non-directed/multilateral contributions, which make up approximately 10% of WFP's overall resources, to those projects with the greatest needs. The committee also oversees the prioritization and allocation of development resources, in an annual exercise at the end of each calendar year. This enables an element of predictability as early as possible for programme planning for the year ahead. Periodic Strategic Resource Allocation Committee reviews allow for monitoring and adjustments as and when required.

In addition, from December 2010 to May 2011, WFP worked with the Executive Board Membership through three organized sessions to address four key aspects of prioritization: 1) Out of the approximately 925 million hungry people in the world, how do we select those who require WFP food assistance?; 2) From WFP's overall Programme of Work (around US\$5-6 billion in recent years), which projects get funded and why?; 3) What happens when a WFP project receives only partial funding?; 4) How does WFP choose its priorities to communicate to donors?

To address these questions, WFP presented the progress, achievements and re-designed processes in three relevant areas: 1) the continued work on the alignment of our programme categories and the links with our Strategic Objectives; 2) the criteria and model for resource prioritization and allocation; 3) consequences of prioritization at the country level. WFP strives to be transparent regarding the organization's activities and processes, and these discussions were designed to ensure that our business model and practices work to serve the greatest needs.

## ***Forward Purchasing***

The establishment of a Forward Purchase Facility, piloted since 2008 and mainstreamed in 2011, following exceptional CIDA support under a C\$20 million grant, has enabled the implementation of a demand-driven global approach to purchase food ahead of individual project requirements, based on aggregated needs and resource projections. This has created a paradigm shift, making the supply chain more responsive and managing project demands more proactively.

Benefits registered and experience gained through the pilot phase of this initiative in the Horn of Africa and Southern Africa regions resulted in the decision to make forward purchase an integral part of WFP's supply chain process at WFP. In early 2011, staffing capacity augmentation, supported under the CIDA grant, allowed WFP to undertake a detailed historical requirements trend analysis by corridor (or group of countries sharing the same supply routes); analysis of procurement and shipping lead times; and historical commodity sourcing markets. These elements were critical in establishing the rolling 'corporate' inventory approach and in determining the optimum level for this inventory to mitigate two opposing risks: that of not being at a magnitude to have considerable impact; and that of holding high stock levels, leading to significant additional costs.

Since mid-2011, US\$80 to US\$100 million, out of a ceiling set by the Executive Board of US\$150 million in corporate financing funds, have been used on a continuous basis and 'revolved' three times with purchase requests amounting to approximately US\$300 million for over two-thirds, or 510,000 metric tons, of all food commodities purchased by WFP for project implementation. The combined average lead-time gained by projects through the early start of the supply chain process, was of about 60 days; this approach contributed significantly to WFP's response capacity to the Horn of Africa crisis in the late summer of 2011, and presently in terms of meeting increasing needs in the Sahel region.

## ***Advance Funding and Innovative Procurement Mechanisms***

The availability of advanced financing has allowed WFP to initiate the purchase of food in anticipation of a crisis, rather than post factum. The resultant time savings have had a significant impact in limiting the decline in malnutrition levels of affected populations, and are particularly relevant for the purchase of blended foods, where long lead-times often exist for production and delivery. Advance financing also allows WFP to agree to production schedules, and provide purchase guarantees for local producers. Both stratagems have helped reduce transport costs – using ocean instead of air transport - as well as deliver nutritious products at the outset of the emergency, thus increasing their efficacy.

WFP is establishing a 24/7 Procurement Help Desk which will ensure that procurement offices in any country can access immediate assistance, in and outside of regular headquarters working hours. This support office, in conjunction with a new procurement manual, and a new training programme and run in conjunction with an international procurement institute – will ensure that greater procurement delegation can be made to country offices.

## ***Supply Chain Optimisation Systems***

With the focus on a more efficient and effective WFP Supply Chain, WFP's Logistics Division has embarked on a Supply Chain Optimisation Project. Under this umbrella are two specific

innovative state-of-the-art systems that aim to enhance sound decision making via strategic supply chain information:

Supply Chain Information Maps provide a single and unified overview of field supply chain operations (corridors, stocks, lead-time, etc.) within any given country, facilitating better planning and management of operations through quick and centralised access to key real time information.

The Supply Chain Import Parity System is a real-time web-based system that supports country offices in managing their food requests. By providing a cost and lead time comparison for the several sourcing options, combining food prices, transport costs and lead time information, The Supply Chain Import Parity System then identifies which commodity source is most cost effective, and allows the country office to track their orders.

In order to support food supply chain management, WFP Logistics launched a project to introduce the SAP-based Logistics Execution Support System into the corporate WINGS II system. The Logistics Execution Support System aims to standardize commodity inventory management and create clear accountability assigned to all logistics movements that will be traceable in the system. The pilot was launched in two country offices in November 2011 and full roll-out to all WFP field offices has begun in 2012. Simultaneously, WFP Logistics is supporting WFP corporate efforts to enhance cooperating partners' capacities in the tracking and accounting of food for onward distribution to beneficiaries. In this respect, the Logistics Execution Support System project works closely with WFP Programme Division, which is developing a new Corporate Monitoring and Evaluation Tool, "COMET".

In addition, WFP Logistics, in collaboration with Programming and Procurement Divisions, are developing a set of operational Key Performance Indicators that emphasise performance measures dealing with reliability, responsiveness, agility and the cost effectiveness of the supply chain.

## Gender

WFP acknowledges the 2011 CIDA Gender Equality Institutional Assessment of WFP; while recognizing strengths in the area of gender, WFP is committed to addressing areas of improvement, including reporting on WFP's results relating to gender equality issues; and the full integration of gender into WFP's policies, projects and guiding documents. These are consistent with the evaluation recommendations of the WFP Gender Policy 2003 – 2007 and the subsequent priorities of the Gender Policy and Corporate Action Plan, to which CIDA has provided exceptional funding to support its implementation.

At present, WFP's gender equality results indicators are being reviewed and revised to reflect WFP's shift from food aid to food assistance, with a view to measuring the results and impact of WFP's gender mainstreaming work. This process, supported by CIDA funding, includes field consultations; review and comment of proposed indicators through the WFP Policy Committee; and a planned finalisation and roll out of new indicators by the end of 2012.

Strengthening the capacities of WFP staff to carry out gender analysis is a priority in WFP's Corporate Action Plan. While many Rome-based staff have already been trained on the Inter-Agency Standing Committee gender marker and the gender audit tool; a more extensive capacity development plan targeting country office colleagues will be implemented between

March and July 2012. This is expected to facilitate the adoption by WFP of the Inter-Agency Standing Committee gender marker which will be used to assess all projects and grant proposals for gender integration. A recently deployed GenCap advisor to the Food Security Cluster, coordinated by Food and Agriculture Organization and WFP and hosted by WFP, is supporting the WFP Gender Service to implement this plan.

The Gender Innovations Fund, established in 2010, encourages and creates opportunities for WFP country offices to be innovative in establishing partnerships, designing and implementing context-led projects based on gender analysis. The Fund has supported 29 WFP country offices and their partners to implement a wide range of activities, including training women and girls in agro-processing for food and nutrition security in Sierra Leone; supporting women-led small-scale enterprises to supply ready-made school meals in El Salvador; working with indigenous women in Colombia to promote food and nutrition security; supporting the government of Indonesia to mainstream gender in their food and nutrition security action plan; preventing and mitigating gender-based violence in South Africa; and involving boys and men in food and nutrition-related responsibilities in Bolivia.

## **Performance Management**

WFP has made significant progress to improve performance management. A Performance Management Framework was developed and endorsed by the Executive Board and has been applied to support the continuous improvement of performance in WFP. The framework contributes to enhanced results-based reporting and informed decision-making throughout the organisation.

Also in place are a Strategic Results Framework, and a Management Results Framework. Updated annually, these frameworks identify strategic and management goals, expected outcomes and performance indicators on the corporate, regional, country and divisional levels. The Management Results Framework provides the basis for Annual Performance Plans that are developed by each WFP office and include standard performance indicators as well as customized indicators for particular units. All WFP operational projects are aligned to the Strategic Results Framework with the majority of projects now reporting on key outcome indicators. Project performance is reported annually through the Standard Project Reports and an analysis is published in the Annual Performance Report. WFP is striving to strengthen its outcome reporting in SPRs, and in 2010 revised its Annual Performance Report to better demonstrate results, making it one of the primary accountability documents of the organisation.

In 2011, WFP made significant progress in institutionalizing a risk management approach throughout the organization, and most offices conduct regular risk self-assessment and maintain risk registers; critical components to an effective performance management framework. WFP is also implementing an entity-wide performance and risk management IT system, running on SAP, which will streamline and enhance performance and risk management functions at all levels of the organisation.

Also in 2011, WFP made progress in establishing a Country Strategy process. This process has become the principal planning tool to improve the focus of interventions and minimize the risk of overlap with other agencies.

## Annex 9: Management Response

The Review of the World Food Programme's Humanitarian Assistance and Development Effectiveness by Goss Gilroy Inc., on behalf of CIDA's Evaluation Directorate, provides a clear picture of the strengths of the World Food Programme (WFP), and also outlines challenges and areas for improvement. This Review is of particular importance given both the amount of CIDA support to WFP (CIDA provided close to \$300 million to WFP in 2011, making WFP CIDA's largest humanitarian partner and Canada WFP's second largest donor) and the size of WFP operations (in 2011, WFP planned to provide food assistance to 90 million beneficiaries in 73 countries with an overall budget of \$5.9 billion).

The Review, conducted principally through a meta-synthesis of WFP's evaluations since 2006, indicates positive results with respect to the achievement of WFP's humanitarian assistance and development objectives and expected results. WFP's most cited achievements were in the distribution of food aid and other programming, which contributed to improvement of food consumption, prevention of acute hunger and reduction of the risk of chronic hunger and malnutrition for target populations.

CIDA accepts all five of the Review's recommendations for improving WFP effectiveness. However, while accepting its recommendations, CIDA would like to note some of the challenges with the Review's methodology. Most importantly, due to the constraints imposed by the methodology, the Review did not differentiate between WFP's humanitarian assistance and its development programming. On occasion, this led to recommendations and analysis that focussed heavily on WFP's development programming, even though WFP's humanitarian assistance programming comprises the majority of its work, as does CIDA's support to the organization. In addition, given the methodology's quantitative focus on how often issues were mentioned in WFP evaluations, the Review was less able to conduct a qualitative analysis on the relative importance and impact of these issues.

With respect to the specific recommendations, CIDA accepts the findings that improvements regarding programming interruptions (pipeline breaks), gender equality, environmental impact, sustainability, and performance frameworks would increase the effectiveness of WFP programming. The recommendations are closely aligned with the analysis of the International Humanitarian Assistance (IHA) Directorate, as reflected in the six strategic objectives established by CIDA through its institutional strategy for WFP, as well as in the Strategic Partnership Framework signed by Canada and WFP in 2011, the latter of which lays out a series of shared objectives and priorities that aim to improve the effectiveness of WFP programming.

CIDA will take concrete actions to address the Review's five recommendations. To address the first recommendation (programming interruptions), CIDA will continue to implement its 2011 Strategic Partnership Framework with WFP, including a commitment to provide WFP \$225 million in predictable funding over the next five years. To address the second recommendation regarding the effectiveness of WFP's gender equality programming, CIDA will focus on the recommendations coming out of CIDA's 2011 Gender Equality Institutional Assessment of WFP, including supporting WFP's implementation of its Gender Equality Action Plan. To address

the third recommendation on the need for WFP to consider the environmental impacts of its activities, CIDA will conduct a Strategic Environmental Assessment (SEA) of its food assistance programming and will provide advice to WFP on the main SEA findings. To address the fourth recommendation on the sustainability of WFP programming, although sustainability is not the main objective of WFP's immediate life-saving programming, CIDA will continue to dialogue with WFP to improve sustainability and work to bridge WFP's humanitarian and development programming. Finally, to address the fifth recommendation concerning improved performance frameworks, including improved monitoring, CIDA will continue to work with WFP to improve the format and quality of reporting of WFP's Standard Project Reports and Annual Performance Reports, and will advocate for increased support from WFP's budget for the monitoring and evaluation of WFP operations.

Recommendations	Commitments/measures	Responsible	Completion date	Status
<p>1. Considering the fact that interruptions of programming detract from WFP's overall performance, CIDA should support and encourage WFP's efforts to deal with these interruptions. The review notes that WFP is undertaking reviews of its resourcing and financial frameworks. WFP needs to continue to work with other donors to encourage them to provide more predictable funding. It may also be possible to address the issue of program interruptions by improving internal practices in targeting WFP's programming and improving cost efficiency so that the organization can, to the extent</p>	<p>Agreed.</p> <p>1.1 In October 2011, CIDA signed a Strategic Partnership Framework with WFP, which directly addresses the question of predictable funding in line with the principles of humanitarian and multilateral aid effectiveness. Specifically, the Strategic Partnership Framework includes a 5-year commitment to provide \$125 million in long-term institutional support funding to WFP, as well as a 4-year commitment to provide \$100 million in support to WFP school feeding programs. CIDA will maintain its focus on the implementation of the Strategic Partnership Framework in line with its stated objectives.</p> <p>In addition, CIDA has also provided support for the Forward Purchase Facility, which allows WFP to purchase commodities at advantageous times when prices are favourable. This provides WFP with a better managed "pipeline" of commodities in order to avoid</p>	<p>CIDA/IHA</p>	<p>1.1 March 2016 (end date of Strategic Partnership Framework)</p> <p>1.2 March 31, 2012 (second contribution in support of the Forward Purchase Facility)</p> <p>1.3 June 2012</p>	<p>1.1 Ongoing; WFP will provide annual reports on the results of CIDA's contributions under the Strategic Partnership Framework</p> <p>1.2 Consultations with WFP on the use of CIDA's</p>

Recommendations	Commitments/measures	Responsible	Completion date	Status
possible, avoid these interruptions.	<p>interruptions in WFP operations while simultaneously providing savings in time and cost.</p> <p>1.2 Moreover, through WFP’s Executive Board, Canada is working on an ongoing basis to encourage both improved planning (notably through better use of prioritization between and within WFP operations, for example through WFP’s newly-created Strategic Resource Allocation Committee) and improved cost-effectiveness, for example through increased use of innovative programming mechanisms such as the Forward Purchase Facility, which allows WFP to procure commodities in a more predictable fashion thereby reducing risks of programming breaks.</p> <p>1.3 At the annual session of WFP’s Executive Board, CIDA will also encourage other donors to make greater use of flexible, multi-year funding arrangements that improve the stability of WFP operations.</p>			<p>planned support</p> <p>1.3 Ongoing</p>

Recommendations	Commitments/measures	Responsible	Completion date	Status
<p>2. CIDA should continue to emphasize the need for WFP to improve its effectiveness in promoting gender equality, as noted in its recent Gender Equality Institutional Assessment. While WFP did develop and approve a new gender policy in 2009, there is a continuing need to ensure the effective implementation of this new policy, including improved delivery on gender equality results, so that it contributes to WFP's effectiveness as a humanitarian and development organization.</p>	<p>Agreed.</p> <p>As confirmed by the findings of its Gender Equality Institutional Assessment, CIDA places a high priority on working with WFP to improve its effectiveness in promoting gender equality.</p> <p>2.1 In September 2011, CIDA provided funding to WFP to help build WFP's organisational capacity to implement its Gender Equality Action Plan. Activities to be undertaken through this funding include: (i) incorporating gender sensitive indicators and measures into needs assessment tools; (ii) the recruitment of a gender specialist; and (iii) conducting a global survey on the gender equality compliance of WFP's food distribution guidelines.</p> <p>2.2 Similarly, CIDA continues to work with WFP to improve the quality of its reporting in its Standard Project Reports and its Annual Performance Report with regards to gender equality indicators and results reporting.</p>	<p>CIDA/IHA</p>	<p>2.1 Disbursement approved. Follow-up completed by December 2012</p> <p>2.2 Follow-up completed by June 2013</p>	<p>2.1 Ongoing</p> <p>2.2 Ongoing</p>

Recommendations	Commitments/measures	Responsible	Completion date	Status
<p>3. CIDA should emphasize to WFP the importance of considering the environmental impacts of its activities, particularly in the area of food for work/assets, when planning, implementing, monitoring and reporting, and evaluating its programs. The review suggests that these are not currently addressed by WFP, or at least not by WFP evaluations. WFP could benefit from assessing its programs' environmental sustainability to ensure that they make a positive contribution.</p>	<p>Agreed.</p> <p>3.1 CIDA will conduct a new Strategic Environmental Assessment (SEA) for its food assistance programming that will primarily focus on WFP food assistance and will also examine food assistance provided through the Canadian Foodgrains Bank (CFGB).</p> <p>3.2 Following its completion, CIDA will provide its advice to WFP to address the primary concerns raised in the SEA.</p> <p>3.3 Simultaneously, CIDA will work with WFP on an ongoing basis to ensure that the environmental sustainability of its programming is being adequately addressed, for example, when individual operations are submitted to the Executive Board for review and approval.</p>	<p>CIDA/IHA</p>	<p>3.1 March 2013 (SEA completion)</p> <p>3.2 December 2013</p> <p>3.3 Ongoing</p>	<p>3.1 SEA not yet begun</p> <p>3.2 Activities not yet begun</p> <p>3.3 Ongoing</p>

Recommendations	Commitments/measures	Responsible	Completion date	Status
<p>4. Given the review’s conclusions on sustainability, CIDA should identify the sustainability of WFP programming as a priority topic for its engagement with WFP. CIDA’s current emphasis on improving programming effectiveness is well placed. However, it should also take into account the need for sustainability of WFP’s development activities and the more effective transition of its humanitarian activities to development programming.</p>	<p>Agreed.</p> <p>Although CIDA agrees with this recommendation, it should be noted that, given the nature of humanitarian assistance, sustainability is not always either possible or a primary goal of WFP activities. For example, WFP emergency operations launched in response to rapid-onset crises provide immediate life-saving food assistance, and are not meant to address long-term sustainability.</p> <p>4.1 CIDA is nevertheless taking steps to work with WFP to improve the broader sustainability of its programming. Through its Strategic Partnership Framework and, more specifically, the \$225 million in predictable and flexible long-term funding, CIDA is providing WFP with a higher level of financial certainty. This certainty is in turn allowing WFP to better plan its operations that should result in improved sustainability. Further, support to innovative programs, such as the Purchase for Progress, will also enhance sustainability by increasing the participation of local producers in WFP procurement.</p> <p>4.2 As well, through the Executive Board, along with other donors, Canada will continue to work with WFP to ensure that both new and ongoing operations consider issues of sustainability where appropriate. This is in line with IHA’s broader focus on fragile and conflict-affected</p>	<p>CIDA/IHA</p>	<p>4.1 March 2016 (Strategic Partnership Framework end date)</p> <p>4.2 Ongoing</p> <p>4.3 September 2012 (launch of “Friends of WFP” group)</p>	<p>4.1 Ongoing; CIDA will provide WFP with annual institutional support and school feeding contributions until 2015-2016</p> <p>4.2 Ongoing</p> <p>4.3 Planning begun on Friends of WFP group</p>

Recommendations	Commitments/measures	Responsible	Completion date	Status
	<p>countries and its ongoing work on ways to assist states in finding durable solutions to protracted humanitarian crises.</p> <p>4.3 Finally, IHA will also work, where possible, with bilateral CIDA country programs to support a sustainable transition to long-term development programming, including through WFP, where appropriate and where circumstances permit. This will be supported through the creation of an “Friends of WFP” informal group within CIDA that will bring together representatives of both bilateral and multilateral programs that work with WFP on a regular basis.</p>			
<p>5. CIDA should strongly emphasize the need to develop performance frameworks that adequately reflect the expected results of WFP programming. Furthermore, CIDA should continue to encourage WFP to address the underlying issues affecting its monitoring and reporting systems, by strengthening its internal monitoring capacity and working with its partners to strengthen their own capacity.</p>	<p>Agreed.</p> <p>5.1 As part of its Institutional Strategy, CIDA has been working with WFP to improve its performance management and results reporting practices. Specifically, CIDA has been working with WFP on an ongoing basis to improve the quality of WFP’s Standard Project Reports and of WFP’s Annual Performance Report, which, in line with principles of aid effectiveness, form the basis of WFP’s reporting to CIDA and to other donors. In 2010, WFP began using a new format for its Annual Performance Report and is currently revising the format of Standard Project Reports. These two tools are WFP’s principal frameworks for measuring the performance of its</p>	<p>CIDA/IHA</p>	<p>5.1 : Follow-up completed by June 2013</p> <p>5.2 : June 2012</p> <p>5.3: Ongoing</p>	<p>5.1 :Ongoing</p> <p>5.2 :Ongoing</p> <p>5.3 :Ongoing</p>

Recommendations	Commitments/measures	Responsible	Completion date	Status
	<p>programming in line with WFP's 2008-2013 Strategic Plan. These actions are supported by the efforts of like-minded donors represented on WFP's Executive Board, and includes close work with WFP to ensure that adequate monitoring mechanisms are in place to capture results.</p> <p>5.2 At the annual session of WFP's Executive Board, CIDA will also continue to advocate for increased funding for monitoring and evaluation from WFP's budget, including for WFP implementing partners.</p> <p>5.3 Finally, CIDA is also working with WFP in certain specific sectors, such as gender equality and nutrition, to build WFP's capacity to monitor and report on results.</p>			