

MOPAN

2017-18 ASSESSMENTS

World Food Programme (WFP)

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2017-18 Performance Assessment

Preface

ABOUT MOPAN

The Multilateral Organisation Performance Assessment Network (MOPAN) comprises 18 countries¹ that share a common interest in assessing the effectiveness of the major multilateral organisations they fund. These include United Nations agencies, international financial institutions and global funds. The Network generates, collects, analyses and presents relevant and credible information on their organisational and development effectiveness. This knowledge base is intended to contribute to organisational learning within and among the organisations, their direct clients and partners, and other stakeholders. Network members use the reports for their own accountability needs and as a source of input for strategic decision-making.

MOPAN 3.0, first applied in 2015-16, is the latest operational and methodological iteration of how the Network assesses organisations. It builds on the former version, the Common Approach, which the Network implemented from 2009 through 2014.

In 2017-18, MOPAN assessed 14 organisations, including the World Food Programme (WFP). The other 13 are:

- Asian Development Bank (ADB)
- Food and Agriculture Organization (FAO)
- Global Environment Facility (GEF)
- Global Partnership for Education (GPE)
- International Fund for Agricultural Development (IFAD)
- International Organization for Migration (IOM)
- Office of the United Nations High Commissioner for Human Rights (OHCHR)
- United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- United Nations Population Fund (UNFPA)
- Office of the United Nations High Commissioner for Refugees (UNHCR)
- United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)
- World Health Organization (WHO).

Operating principles

MOPAN generates assessments that are credible, fair and accurate. Credibility is ensured through an impartial, systematic and rigorous approach. MOPAN seeks an appropriate balance between coverage and depth of information from a variety of sources and through multiple streams of evidence. The Network gives priority to quality of information over quantity and uses structured tools for enquiry and analysis. An audit trail of findings ensures transparency. MOPAN applies efficient measures of assessment practice through building layers of data, with a view to limiting the burden on organisations assessed. A focus on organisational learning aims to ensure utility of the findings by multiple stakeholders.

Objectives of the MOPAN methodology

MOPAN seeks to provide a diagnostic assessment, or snapshot, of an organisation. It tells the story of an organisation's current performance. MOPAN is guided by framing questions which serve to understand the relevance, efficiency and effectiveness of multilateral organisations, while also garnering a sense of the sustainability of their results. The empirical design of MOPAN is based on a theory of change.

1. Australia, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Italy, Japan, Korea, Luxembourg, the Netherlands, Norway, Sweden, Switzerland, the United Kingdom and the United States. MOPAN also has two observers, New Zealand and the United Arab Emirates.

The methodology's key elements include a set of five performance areas against which the assessment takes place. The first four cover strategic, operational, relationship and performance management. The fifth area englobes the organisation's contribution to development, humanitarian and normative results. These areas are captured in the MOPAN indicator framework against which performance is measured using three evidence streams – a document review, surveys, and interviews and consultations – brought together in a combined approach.

A MOPAN assessment is not an external audit of an organisation, nor is it an institutional evaluation. MOPAN does not comprehensively assess all operations or all processes of an organisation, nor can it provide a definitive picture of all the organisation's achievements and performance during the time period of the assessment. Neither does MOPAN offer comprehensive documentation or analysis of ongoing organisational reform processes.

Acknowledgements

The MOPAN assessment was finalised under the overall strategic guidance of Suzanne Steensen, Head of the MOPAN Secretariat. It was prepared under the responsibility of Jolanda Profos, Policy Advisor. We are grateful to Vibeke Gram Mortensen from Denmark and Marcus A. Johnson, Jr., Hang K. Nguyen and Miriam Lutz from the United States for championing this assessment of WFP on behalf of the MOPAN membership.

The assessment was conducted with support from IOD PARC, an independent consultancy specialised in assessing performance and managing change in the field of international development. Catherine Gaynor from IOD PARC served as Team Lead for the assessment of WFP, with support from Francis Watkins and Judith Friedman, under the overall leadership of Julian Gayfer. Ipsos MORI administered the partner survey.

The report benefited from a peer review conducted within the MOPAN Secretariat and from the comments of a senior independent advisor, Margareta de Goys, former Director of Evaluation at UNIDO. David McDonald edited the report, and Andrew Esson provided layout and graphic design.

MOPAN is grateful to its Steering Committee representatives for supporting the assessment of WFP. Finally, MOPAN would like to convey appreciation to WFP management and staff for their input and comments at various stages, in particular those staff members who internally co-ordinated the process and provided substantive feedback on the final draft report.

Table of Contents

Preface	1
Acknowledgements	2
Acronyms and abbreviations	6
Executive summary	7
Chapter 1. INTRODUCTION	12
1.1. Structure of the report	12
1.2. WFP at a glance	12
Mission and mandate	12
Governance	12
Organisational structure	13
Strategy and services	13
Finances	13
Organisational change initiatives	15
1.3. The assessment process	15
Assessment framework	15
Applying the MOPAN methodology to WFP	15
Lines of evidence	17
Limitations	17
Chapter 2. DETAILED ASSESSMENT OF WFP PERFORMANCE	20
2.1. Organisational effectiveness	20
PERFORMANCE AREA: STRATEGIC MANAGEMENT	20
PERFORMANCE AREA: OPERATIONAL MANAGEMENT	26
PERFORMANCE AREA: RELATIONSHIP MANAGEMENT	30
PERFORMANCE AREA: PERFORMANCE MANAGEMENT	36
2.2. Development effectiveness	40
PERFORMANCE AREA: RESULTS	40
Chapter 3. OVERALL PERFORMANCE OF WFP	46
3.1. Current standing against the requirements of an effective organisation	46
Is WFP future facing?	46
Is WFP making best use of what it has?	47
Is WFP a well-oiled machine?	48
Is WFP making a difference?	49
3.2. Performance journey	49
Comparison with previous assessments	49

Annex 1 – EVIDENCE TABLE	54
Methodology for scoring and rating	54
Strategic Management	58
KPI 1: Organisational architecture and financial framework enable mandate implementation and achievement expected results	58
KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues at all levels	66
Operational Management	74
KPI 3: Operating model and human/financial resources support relevance and agility	74
KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency/accountability	79
Relationship Management	87
KPI 5: Operational planning and intervention design tools support relevance and agility (within partnerships)	87
KPI 6: Works in coherent partnerships directed at leveraging and/or ensuring relevance and catalytic use of resources	95
Performance Management	106
KPI 7: Strong and transparent results focus, explicitly geared to function	106
KPI 8: Evidence-based planning and programming applied	112
Results	120
KPI 9: Achievement of development and humanitarian objectives and results e.g. at the institutional/ corporate wide level, at the regional/corporate wide level and at the regional/country level, with results contributing to normative and cross-cutting goals	120
KPI 10: Relevance of interventions to the needs and priorities of partner countries and beneficiaries, and extent to which the organisation works towards results in areas within its mandate	128
KPI 11: Results delivered efficiently	130
KPI 12: Sustainability of results	132
Annex 2 – LIST OF DOCUMENTS	136
Annex 3 – RESULTS OF MOPAN'S PARTNER SURVEY	142
Response profile	142
Staffing	143
Interventions (cross-cutting issues)	148
Interventions (cross-cutting issues, organisational performance)	149
Managing relationships	151
Performance management	154
Evidence base for planning and programming	155

Figures and boxes

Figure 1: Survey Response: cross-cutting issues	24
Figure 2: Survey Response: staff performance	27
Figure 3: Survey Response: financial resource management	28
Figure 4: Survey Response: operational planning and intervention design	32
Figure 5: Survey Response: partnerships	35
Figure 6: Survey Response: results-based management	37
Figure 7: Survey Response: implementation and use of evaluations	39
Box 1: Preventing sexual exploitation, abuse and harassment	14
Box 2: Performance areas and key performance indicators	16
Box 3: WFP reform	21
Box 4: Bangladesh country strategic plan response to humanitarian emergency	28
Box 5: Investing in innovation	34
Box 6: Decentralised evaluations	39
Box 7: Main strengths and areas for improvement from the MOPAN 2013 assessment	50
Box 8: Main strengths identified in the MOPAN 2017-18 assessment	51
Box 9: Main areas for improvement in the MOPAN 2017-18 assessment	52

Acronyms and abbreviations

AAP	Accountability to Affected Populations	IRA	Immediate Response Account
AC	Audit Committee	IRM	Integrated Road Map
ACRs	Annual Country Reports	JIU	Joint Inspection Unit
AER	Annual Evaluation Report	KPI	Key performance indicator
APP	Annual Performance Plan	M&E	Monitoring and evaluation
APR	Annual Performance Report	MI	Micro-indicator
CBTs	Cash-based transfers	OEV	Office of Evaluation
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women	OIG	Office of the Inspector General
CEQAS	Centralised Evaluation Quality Assurance System	PACE	Performance and Competency Enhancement
CFM	Complaints and feedback mechanism	PGM	Programme Guidance Manual
CO	Country office	PIRs	Proactive Integrity Reports
COMET	Country Office Tool for Managing Effectively	PREP	Preparedness and Response Enhancement Programme
COSO	Committee of Sponsoring Organisations of the Treadway Commission	PSA	Programme Support and Administrative budget
CPB	Country portfolio budget	QCPR	Quadrennial Comprehensive Policy Review
CRF	Corporate Results Framework	RB	Regional bureau
CSP	Country strategic plan	RBA s	Rome-based agencies
DEQAS	Decentralised Evaluation Quality Assurance System	RBM	Results-based management
DRC	Democratic Republic of the Congo	RMP	Performance Management and Monitoring Division
ECOSOC	Economic and Social Council of the United Nations	SDG	Sustainable Development Goal
EMOPs	Immediate Response Emergency Operations	SEA	Sexual exploitation and abuse
ERM	Enterprise risk management	UN	United Nations
FAO	Food and Agriculture Organization	UNDAF	UN Development Assistance Framework
FFR	Financial Framework Review	UNHCR	Office of the United Nations High Commissioner for Refugees
HQ	Headquarters	UNICEF	United Nations International Children's Emergency Fund
HRPs	Humanitarian Response Plans	UN-SWAP	United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women
IASC	Inter-Agency Standing Committee	WFP	World Food Programme
IATI	International Aid Transparency Initiative		
IFAD	International Fund for Agricultural Development		
IFRC	International Federation of Red Cross and Red Crescent Societies		

Executive summary

In 2017-18, MOPAN, the Multilateral Organisation Performance Assessment Network, assessed the performance of the World Food Programme (WFP). The assessment looked at WFP's organisational effectiveness (strategic, operational, relationship and performance aspects) and the results it achieved against its objectives. This was the second MOPAN assessment of WFP; the first was conducted in 2013.

CONTEXT

Coping with an increasing number of severe and protracted humanitarian emergencies continues to place significant demands on WFP. At the end of 2017, there were six Level 3 and five Level 2 active emergencies. Contributions have increased, reaching a record USD 6 billion in 2017. Nonetheless, this still left a significant gap of around USD 3.8 billion based on assessment of need. Although WFP is using measures to minimise the impact of funding shortfalls, its ability to meet needs requires an increase in overall funding as well as longer-term and flexible funding. Diversifying its funding base has therefore become increasingly important. This process is now receiving more attention but has not yet shown a significant return. The efforts of all WFP stakeholders are needed to tackle the challenges of the funding model.

WFP has acknowledged the increasingly complex development and humanitarian environment, reflected in the comprehensive nature of the Sustainable Development Goals (SDGs), and recognises that it can no longer "go it alone" to end hunger. The organisation has responded to this challenge by incorporating SDG 17 and establishing and nurturing partnerships to tackle hunger and malnutrition. However, this demands new skills and approaches from staff at country level, as well as influence on global processes – a transition that is still underway.

KEY FINDINGS

The assessment found that the World Food Programme is steering an ever-clearer path towards maximising its strengths and capacities to respond to humanitarian and development needs. WFP has successfully aligned its long-term vision to two Sustainable Development Goals on zero hunger (SDG 2) and partnerships to support SDG implementation (SDG 17), which are commensurate with its dual humanitarian and development mandate and comparative advantage. Ongoing reforms are equipping WFP to better deliver on these objectives, with a shift in focus to country level and gearing of the organisation to be an enabler as well as an implementer.

The reforms, although far reaching, are still in the early stages. The scope of change demands sustained attention to managing change in skillsets, behaviour and culture, as well as system change within WFP. It also requires ongoing dialogue and engagement with partners to mitigate perceptions of mandate creep. The assumption that donor behaviour towards more flexible funding will follow from the increased transparency now emerging on budgets and results has yet to be fully tested and is not within WFP's direct remit. To influence its realisation will require sustained policy dialogue and robust and reliable reporting on increased effectiveness and efficiency gains from greater flexibility and, conversely, evidence of the costs of conditionality.

WFP has continued the trajectory of change towards greater country focus which began at the time of the last assessment and has made considerable progress. Its new strategic plan provides a clear long-term vision and is well-owned within the organisation. It has made huge strides in adapting its organisational architecture and operating model to deliver on this strategy. WFP is now an even more highly decentralised organisation, with appropriate planning,

budgeting, oversight and accountability mechanisms, which enable it to deliver at country level, although these are still in the process of bedding down.

Overall, the assessment found that WFP has made significant progress in several areas since the last MOPAN assessment in 2013 but also found areas for improvement.

The MOPAN assessment identified four **strengths** of WFP:

1. WFP has a clear and cohesive long-term vision. This vision, expressed in the current strategic plan (2017-21), is well known and owned across the organisation. It is strengthened by its unequivocal links to SDG 2 and SDG 17 which focus on ending hunger and revitalising partnerships for delivery of the SDGs. The present plan builds on the work started and the direction taken in the previous strategic plan (2014-17). Together, they provide a clear direction for the work of WFP, encompassing both humanitarian and development efforts. The organisation's five Strategic Objectives (especially Objectives 1-3 linked to SDG 2) guide its activities and are being used to prioritise and support coherence at the country level. The major successive reforms WFP has undertaken and continues to undertake (the Fit for Purpose reform started in 2012, and the Integrated Road Map, begun in 2016) have progressively strengthened the manner in which WFP's planning, budgeting and management systems deliver the intended results and are geared towards the long-term vision.

2. WFP is a highly relevant and responsive organisation. It has coped with increasing numbers of severe and protracted humanitarian emergencies. It is highly regarded by partners for its flexibility and agility in rapidly responding to crises and for the support it provides to others involved in the wider humanitarian response, based on its logistics and telecommunications strengths and its extensive field presence. There is an organisational commitment to maintain and strengthen this humanitarian response capacity, which is essential to meeting current and growing needs and the demands of protracted crises.

3. WFP is increasingly better oriented to deliver results at the country level. Reforms have helped position WFP nationally to plan holistically, and with partners, and to report transparently on its use of resources to deliver results. Reforms are ongoing, and many expected gains have yet to materialise, but evidence from internal audits and performance reports on pilots show early gains and promise. While not yet fully operationalised in all contexts, its country strategic plan provides a more country-prioritised and less project-based approach. It has shown that WFP is capable of responding flexibly to national and regional emergency context changes and needs.

4. WFP has robust oversight and evaluation structures and functions. Its evaluations have good coverage, and WFP reports annually to the Executive Board on the implementation of recommendations. While these are a traditional strength of WFP, the organisation has invested in improving them further, such that independent assessments, for example the Joint Inspection Unit, rate the organisation highly on these functions.

It also identified several **areas that require improvement**:

1. WFP's new approach to partnerships has not yet been fully realised. Partnerships to deliver the SDGs (SDG 17) are one of its two overarching goals. WFP's reforms are expected to strengthen partnership approaches. Country-based partnerships, promoted by the country-owned zero hunger strategic reviews as part of country strategic planning, represent an important ingredient for the sustainability of WFP's work. Yet they require staff to be equipped with new and improved competencies, guidance and support to successfully identify and nurture these diverse part-

nerships; and this is not consistently the case. Other forms of partnership, such as those with the private sector, lack a coherent approach and strategy.

2. More generally, structured workforce planning has not kept pace with other aspects of reforms. The ability to systematically assess workforce composition at the country level, and provide the necessary guidance on this and related human resources, is essential to WFP's transition to become more of an enabler and work even more collaboratively with others to tackle hunger and malnutrition. Without enough of the right people and skillsets, it will not be possible to deliver on the dual mandate. A robust human resources plan is needed to guide organisational growth to keep pace with a growing budget.

3. The Corporate Results Framework (CRF) needs to be refined. While having a single strategic and management results framework is a strength, there is room for improvement. WFP is still grappling with issues such as linking humanitarian efforts to higher-level outcomes, and specifying indicators for capacity strengthening, in its efforts to strengthen and update the CRF. While thinking is clearly happening, the assessment was unable to identify a sufficiently coherent and vigorous response to clarifying these gaps in the CRF – a process essential to give guidance to staff and put in place the mechanisms and resources to reliably report on all key result areas.

4. WFP's knowledge management system is not yet sufficiently integrated to support learning and improvement. Despite pockets of valuable in-depth knowledge generation and use, such as in nutrition, WFP has not yet developed an effective, integrated organisation-wide system for making this available internally and externally. Staff largely rely on informal networks, and on trawling for information. There is also scope to better identify and respond to poorly performing interventions, which a more comprehensive organisational knowledge management system would support. This would also help illustrate and capitalise on WFP's growing reputation as a generator of solutions to humanitarian and development challenges.

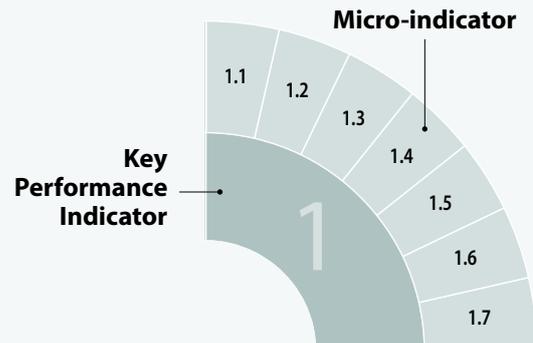
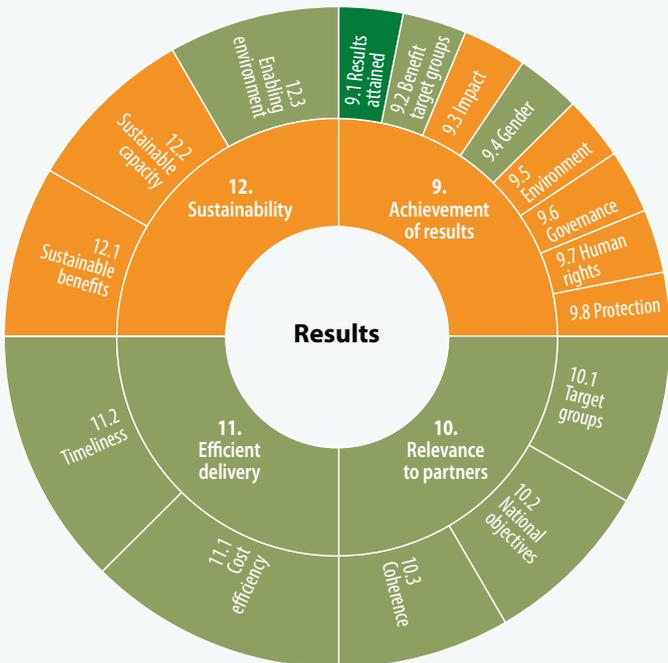
5. WFP has not yet systematically implemented all of its cross-cutting priorities. It has made progress in putting policies and instruments in place to support their integration into operations. However, the inclusion of WFP's gender equality focus in its operations is incomplete because of gaps in human and financial resources, and limited capacity of staff to understand and meet organisational commitments, including transformative change in gender equality. The lack of dedicated resources also hampered the implementation of protection-related issues. On climate change and environmental sustainability, WFP has limited achievements to demonstrate so far, given the relative nascence of its efforts in this area.

METHODS OF ANALYSIS

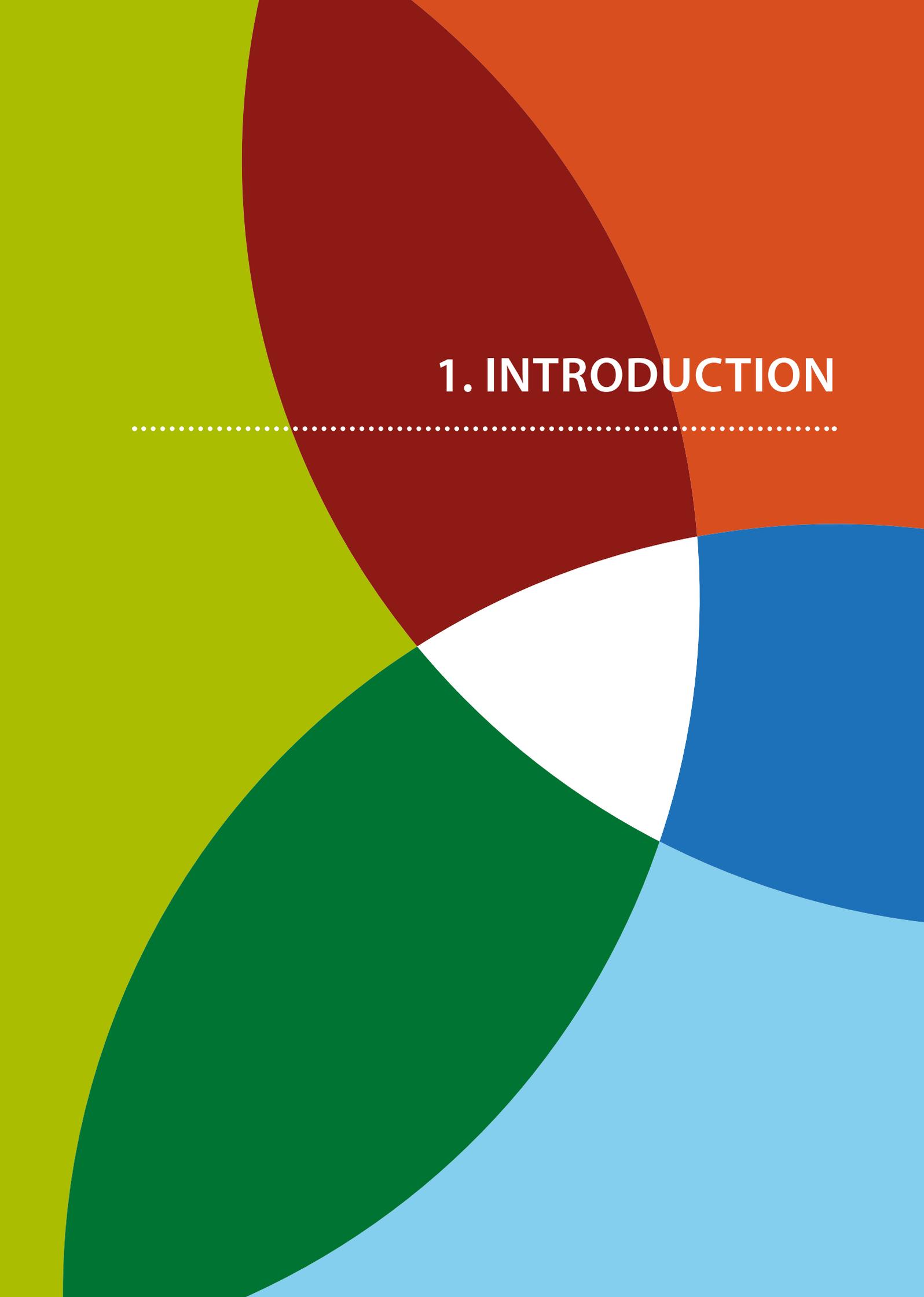
The assessment of performance covers the WFP's headquarters and regional and country field presence. It addresses organisational systems, practices and behaviours, as well as results achieved during the period 2016 to mid-2018. It relies on three lines of evidence: a review of 195 documents, interviews with 70 staff members – individually and in small groups, and an online survey conducted among partners in 11 countries.

The MOPAN 3.0 methodology entails a framework of 12 key performance indicators and associated micro-indicators. It comprises standards that characterise an effective multilateral organisation. MOPAN conducted the assessment with support from IOD PARC, a consulting company located in the United Kingdom that specialises in results-based performance assessment in international development. Denmark and the United States acted as the institutional lead countries, representing MOPAN members in this assessment process.

PERFORMANCE RATING SUMMARY FOR WFP (2017-18)



1. INTRODUCTION



Chapter 1. Introduction

1.1. STRUCTURE OF THE REPORT

This report has three chapters and three annexes. Chapter 1 introduces the World Food Programme (WFP) and the MOPAN 3.0 assessment process. Chapter 2 presents the main findings of the assessment in relation to each performance area. Chapter 3 provides the conclusions of the assessment. Annex 1 summarises the evidence gathered against each indicator with the detailed scores. Annex 2 lists the documents used for the analysis. Finally, Annex 3 provides an overview of the results of MOPAN's partner survey.

1.2. WFP AT A GLANCE

Mission and mandate: WFP is an autonomous, joint subsidiary programme of the United Nations (UN) and the Food and Agriculture Organization (FAO). According to its mission statement (1994), WFP is the food arm of the UN system charged with providing and co-ordinating food assistance. It is thus the largest entity in the world to address hunger. Its dual humanitarian and development mandate, which dates back to its origins in 1962, distinguishes WFP from other UN agencies. The operational priorities outlined in its mission statement are: "a) to use food assistance to support economic and social development; b) to meet refugee and other emergency and protracted relief food needs; and c) to promote world food security in accordance with the recommendations of the United Nations and FAO".

In pursuit of this mandate and as set out in its Regulations and Rules, WFP implements food assistance programmes, projects and activities:

- a) to aid in economic and social development, concentrating its efforts and resources on the neediest people and countries
- b) to assist in the continuum from emergency relief to development by giving priority to supporting disaster prevention, preparedness and mitigation, and post-disaster rehabilitation activities
- c) to assist in meeting refugee and other emergency and protracted relief food needs, using this assistance to the extent possible to serve both relief and development purposes
- d) to provide services to bilateral donors, UN agencies and non-governmental organisations for operations which are consistent with the purposes of WFP and which complement WFP's operations.

In line with its mandate, WFP provides logistical and transport expertise and services to ensure that humanitarian aid is delivered both rapidly and effectively. It also works to put hunger at the centre of the international agenda by promoting policies, strategies and operations that directly benefit the poor and hungry. WFP collaborates with the UN and other entities, in particular the Rome-based agencies of FAO and the International Fund for Agricultural Development. Together they work towards the common goal of eradicating hunger based on their different mandates for achieving this vision.

Governance: WFP is governed by an Executive Board consisting of 36 member states. The Board provides intergovernmental support, direction and supervision for all initiatives, including monitoring and approval (with modification as necessary) of budgets, programmes, projects, activities and reports submitted by the Executive Director. Eighteen members are elected by the Economic and Social Council of the United Nations (ECOSOC) and 18 by the Council of FAO. Each member serves a three-year term and is eligible for re-election. The Board meets in Rome three times per year and reports annually to ECOSOC and the Council of FAO regarding its decisions and policy recommendations.

Organisational structure: Headquartered in Rome, WFP currently employs approximately 17 000 people, 88% of whom are deployed in the field. It has six regional bureaux and operates in more than 80 countries. The organisation is headed by an Executive Director who is appointed by the UN Secretary-General and the Director-General of the FAO. The Executive Director is appointed for a fixed five-year term and is responsible for the administration of the organisation, as well as the implementation of its programmes, projects and other activities. WFP has one Deputy Executive Director and three Assistant Executive Directors with specific briefs on partnership, finance and operations. The Chief of Staff, who heads up a new department (since 2017), focuses on strengthening the role that WFP plays as a leading humanitarian agency and helping to develop its strategic vision.

Strategy and services: The direction of the organisation is mapped out in its strategic plan and renewed every four years. The Strategic Plan 2017-21 aligns WFP with the 2030 Agenda, with a focus on ending hunger and contributing to revitalised global partnerships to implement the Sustainable Development Goals (SDGs). The current plan was implemented a year early to synchronise with the momentum of the 2030 Agenda. The Strategic Plan 2017-21 is based on the recognition that the goals of the 2030 Agenda will ultimately be achieved at the country level and builds on the country-focused orientation of the Strategic Plan 2014-17. WFP's policy on country strategic plans (CSPs) is therefore critical. It ensures that WFP's strategic and operational plans in a country – as outlined in the CSPs – are fully aligned with national priorities and built on both rigorous evidence and an extensive consultation process. The first set of countries began implementing their CSPs in 2017, and this process is expected to be completed in early 2019.

The Strategic Plan 2017-21 presents five strategic objectives and eight strategic results that support the achievement of SDG 2 and SDG 17. The objectives are to: (i) end hunger by protecting access to food, (ii) improve nutrition, (iii) achieve food security, (iv) support SDG implementation, and (v) partner for SDG results. The strategic results are aligned with SDG targets and elaborated in the Corporate Results Framework (CRF). The 2018-20 Management Plan aligns operations with the strategic plan and the CRF and contains five results pillars (outcomes): (i) strategy and direction; (ii) business services and operations; (iii) policy guidance and quality assurance; (iv) advocacy, partnerships, fundraising and UN co-ordination; and (v) governance and independent oversight.

In line with its mandate, WFP's efforts focus on emergency assistance, relief and rehabilitation, and development aid and special operations. At the core of WFP's operations is emergency response to save lives and livelihoods, either through direct assistance or by strengthening country capacities. Two-thirds of its work takes place in conflict-affected countries. WFP is often the first responder, providing food assistance in emergencies created by natural disasters or conflict. Food assistance comprises a comprehensive range of instruments, activities and platforms, which together enable vulnerable and food insecure people and communities to obtain nutritious food in various contexts. Rebuilding lives and livelihoods post-emergency and strengthening resilience form the bridge between humanitarian and development work. WFP also provides transport and logistics services to the wider humanitarian community and leads or co-leads the global clusters on logistics, telecommunications and food security.

Finances: WFP is a 100% voluntarily funded organisation. Its principal donors are governments, but the organisation also receives donations from the private sector and individuals. Contributions have risen in recent years. In 2017, WFP received a record contribution revenue of USD 6 billion, although total operational requirements were estimated to be higher than ever at USD 9.8 billion. As a result of this funding shortfall, WFP is periodically unable to fully meet demand for its assistance.

The top ten donors to WFP accounted for 86% of its 2017 income (up from 85% in 2016). In an effort to reduce this dependence, WFP is making a concerted effort to broaden its donor base by targeting private sector and individual giving. Between 2013 and 2017, WFP raised USD 461 million from the private sector, including USD 429 million in sustainable,

Box 1: Preventing sexual exploitation, abuse and harassment²

As the biggest humanitarian organisation in the world, WFP has a significant number of staff, many of whom are on temporary contracts. Much of its work involves engagement with highly vulnerable populations. WFP also implements its work through partners including host governments and national or international organisations. In 2017, 71% of all planned operation outputs were achieved in collaboration with partners. All these factors increase the risk of abuse of power.

In recognition of this risk and in order to safeguard beneficiaries, WFP states that it implements the Secretary-General's Bulletin on "Special Measures for protection from sexual exploitation and sexual abuse" (2003). WFP also has a humanitarian protection policy, which was evaluated in 2017. Staff and implementing partners are required to protect beneficiaries from SEA, and there is also a requirement to evaluate potential partners on their policies in this area. WFP has a zero tolerance approach to such abuse. The 2017 evaluation of the Humanitarian Protection Policy made a number of recommendations to clarify the definition of SEA and strengthen measures and responses to ensure protection, including reinforcing community feedback mechanisms. In May 2018, a Joint Executive Board/Management Working Group on Protection from Harassment, Sexual Harassment, Abuse of Authority, and Discrimination was formed. A new policy is expected in 2019.

WFP also has a policy on "Protection from Harassment, Sexual Harassment, Abuse of Authority, and Discrimination". Revised in early 2018, the new provisions rectify existing weaknesses, such as a six-month time limit on reporting abuse and insufficient protection measures provided for those who report misconduct. The revised policy makes performance in fostering a safe and harmonious work environment a criterion for evaluating promotions, especially at senior levels.

However, the shortcomings identified during evaluation of (recently corrected) weaknesses in the Anti-Harassment and Abuse of Power Policy, and of the Humanitarian Protection Policy, as well as anecdotal evidence from a range of staff in interviews of significant under-reporting, all indicate that current efforts are insufficient. Furthermore, WFP is not isolated from the persistence of impunity towards SEA which pervades the humanitarian and development sectors, reflecting the lack of seriousness and traction of existing measures to date. Within WFP, the enforcement of existing and emerging codes of conduct, hotlines, whistleblower protection and other measures are now being strengthened. WFP leadership has also adopted a zero tolerance approach in cases of such abuse. Sustained leadership on this issue will continue to be essential.

Inability to deal comprehensively with this issue poses a significant risk to WFP's reputation. There is a clear need to transform the culture of the organisation to ensure such abuse is unacceptable. Staff members have been consistent in their view that policies and measures alone are not sufficient and that sanctions should be imposed on perpetrators, including fuller disciplinary and legal measures, as well as protection for those who report abuse. The Office of the Inspector General has been given additional resources to investigate SEA abuse. Whether these will be adequate and whether the new policies and measures will prove effective remains to be seen. In the short to medium term, growth in the reporting of abuse is expected, as beneficiaries and staff members now benefit from better support when bringing forward such cases.

2. The 2017-18 MOPAN Assessment does not assess the organisation's performance with regard to preventing sexual exploitation, abuse and harassment (SEAH). This topic may become an area of assessment in future cycles. In the meantime, the assessment team simply collected key facts related to safeguarding against SEAH as self-reported by the organisation, but did not verify actual implementation of the instruments outlined by the organisation.

non-emergency funding. The strategic alignment of WFP programmes with SDG 2 and SDG 17 is expected to provide greater opportunities for collaborative financing with host governments. In response to a 2016 Executive Board recommendation, WFP has made significant strides in the development of a funding model that is more transparent and better suited to its goals. This model is expected to encourage multi-year and strategic partnership arrangements with an increase in unearmarked contributions. However, unearmarked funding has declined from a high of 19% in 2002 to just 5% in 2017.

Organisational change initiatives: WFP has undergone two comprehensive and far-reaching reforms aligned with the current and previous strategic plans. The first of these, initiated in 2012, was the Fit for Purpose programme. This set in motion fundamental changes to the structure of WFP which affected the balance between the central, regional and local levels, shifting the “centre of gravity” to the field level. A 2017 review concluded that these structural changes played a critical role in clarifying roles and responsibilities, reducing overlap and supporting more effective cross-divisional work. This work continued and evolved through the Integrated Road Map (IRM) initiative which began in 2016. The IRM is re-aligning WFP’s strategy, programme structure, financial management and reporting to be congruent with the goals and vision of the Strategic Plan 2017-21. This exercise involves a comprehensive revision of the way that WFP plans, organises and finances its programmatic activities at country level, building on the reforms created by the Fit for Purpose initiative. Key elements complementing the Strategic Plan 2017-21 include the introduction of country strategic plans and transformed financial and corporate results frameworks.

1.3. THE ASSESSMENT PROCESS

Assessment framework

This MOPAN 3.0 assessment covers the latter period of the WFP Strategic Plan 2014-17 and the start of the Strategic Plan 2017-21. In line with guidelines set out in the MOPAN 3.0 methodology, which can be found on MOPAN’s website, it addresses organisational systems, practices and behaviours, as well as results achieved. The assessment focuses on five performance areas. The first four relate to organisational effectiveness, and each has two key performance indicators (KPIs). The fifth performance area (results), relating to development and humanitarian effectiveness, consists of four KPIs.

The MOPAN 3.0 indicator framework was developed by MOPAN’s Technical Working Group, drawing on international standards and reference points, as described in Annex C of the Methodology Manual.

Applying the MOPAN methodology to WFP

The assessment of performance covers WFP’s work at headquarters, regional offices and country level. The assessment covers the last two years of the WFP Strategic Plan 2014-17 and the formative period of the WFP Strategic Plan 2017-21.

The MOPAN 3.0 methodology was applied with the following minor adjustments to reflect the realities of WFP’s mandate and operating systems.

Micro-indicator (MI) 2.1c. Good governance: This indicator is interpreted as supporting the development of national structures and frameworks for accountable and effective institutions that are able to help deliver on WFP’s vision of zero hunger and support the fulfilment of Vision 2030.

MI 2.1d. Human rights: Although WFP does not have an explicit human rights policy statement, several key policy instruments make commitments to human rights principles and approaches, and the current strategic plan places human rights centrally within its reference frameworks. This lens was used to interpret this indicator.

Box 2: Performance areas and key performance indicators

Aspect	Performance area	KPI
Organisational effectiveness	Strategic management	KPI 1: The organisational architecture and the financial framework enable mandate implementation and achievement of expected results
		KPI 2: Structures and mechanisms support the implementation of global frameworks for cross-cutting issues at all levels
	Operational management	KPI 3: The operating model and human and financial resources support relevance and agility
		KPI 4: Organisational systems are cost and value-conscious and enable financial transparency and accountability
	Relationship management	KPI 5: Operational planning and intervention design tools support relevance and agility within partnerships
		KPI 6: Partnership working is coherent and directed at ensuring relevance and the catalytic use of resources
	Performance management	KPI 7: The focus on results is strong, transparent and explicitly geared towards function
		KPI 8: The organisation applies evidence-based planning and programming
Development effectiveness	Results	KPI 9: Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals
		KPI 10: Interventions are relevant to the needs and priorities of partner countries and beneficiaries, and the organisation works towards results in areas within its mandate
		KPI 11: Results are delivered efficiently
		KPI 12: Results are sustainable

MI 2.1e. Protection included as a cross-cutting area: As part of WFP's approach to human rights, the organisation has a specific focus on humanitarian protection, with a responsibility to support the protection of people in humanitarian emergencies, especially (but not exclusively) women, children, and marginalised and disenfranchised groups.

MI 4.1. Transparent decision-making for resource allocation, consistent with strategic priorities: This indicator is interpreted and applied in relation to WFP's needs-based funding model.

MI 4.2. Allocated resources disbursed as planned: As with MI 4.1, this micro-indicator is interpreted and applied in relation to WFP's needs-based funding model.

MI 6.3. Clear adherence to the commitment in the Busan Partnership for Effective Development Cooperation on use of country systems: This is not applied given the largely humanitarian nature of WFP's work and that the Busan commitment is to "[u]se country public financial management systems as the default option for development financing and support the strengthening of these systems where necessary".

Lines of evidence

The MOPAN assessment of WFP was undertaken between May 2017 and July 2018. It covers WFP's headquarter operations, with insights on regional and country field presence. As part of the methodology, it relies on the following lines of evidence:

- **Document review:** The team collected and reviewed 195 documents including management reports and evaluations, and 5 additional external documents (available in Annex 2). Results documentation sampled 4 syntheses of evaluations, covering 58 evaluations of WFP operations conducted between 2013 and 2017, 4 annual evaluations reports, 17 independent evaluations, 12 internal audits and 4 WFP-internally produced annual performance reports, as well as a review of a wider body of results documentation.
- **Online partner survey:** A survey was conducted among partners in 11 countries (Bangladesh, Bolivia, the Democratic Republic of the Congo, Ethiopia, Guinea, Jordan, Lebanon, Myanmar, Pakistan, Tunisia and Turkey), which yielded 84 responses. The survey was designed to gather both perception data and an understanding of practice from a diverse set of well-informed partners of WFP. Half of the survey responses came from non-governmental organisations with a mix of respondents including MOPAN donors, governments and other multilateral organisations (see Annex 3).
- **Interviews and consultations:** The team interviewed 70 staff members, with the majority of interviews and consultations undertaken at WFP headquarters in Rome in April 2018, and supplementary calls made to 4 country office directors/deputy directors and 5 regional bureaux.

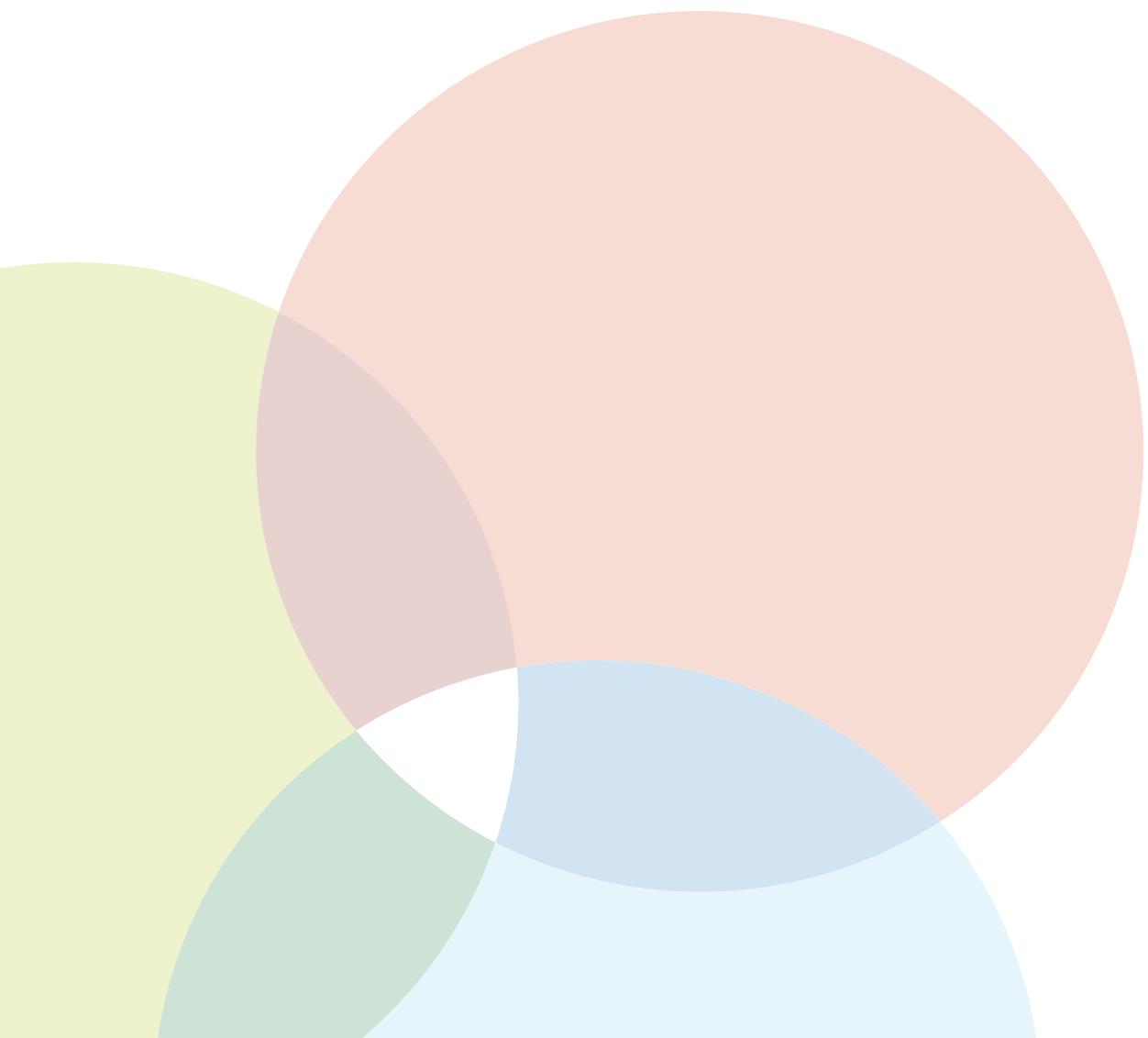
An information call to discuss key findings was held with Institutional Lead representatives from Denmark and the United States during the final stages of drafting.

Limitations

The pace and scale of change in WFP means that this assessment was conducted at a point in time, in the knowledge that the organisation would have evolved further by the time that changes were captured and documented. To offset this, to some extent, MOPAN reviewed a range of additional documents in mid-2018 between June and end July/early August. Despite these efforts, this falls short of a definitive assessment due to the limited time available to evaluate the effects of changes.

The period 2016-18 spans a time of significant strategic change for WFP and a transition from one strategic plan (2014-17) to another (2017-21). It was necessary, therefore, to review both strategic plans and the associated information (results frameworks, management plans, etc.). Under WFP's current reform process (the IRM), some country strategic plans were piloted in 2017 with expansion to other countries underway at the time of the assessment. The selection of CSPs for review was therefore determined by availability among countries in which the MOPAN online survey was conducted. The ten CSPs (some of which were transitional or interim CSPs) were drawn from Bangladesh, Bolivia, the Democratic Republic of the Congo, Jordan, Lebanon, Myanmar, Pakistan, Timor Leste, Tunisia and Turkey.

Both quantitative and qualitative information from the partner survey was analysed and used where it expanded, supported or substantially challenged other evidence sources. Qualitative comments were found to be quite individualistic and not amenable to broader extrapolation. Despite these limitations, the body of available evidence allowed for a robust assessment.





2. DETAILED ASSESSMENT OF WFP PERFORMANCE

Chapter 2. Detailed assessment of WFP performance

The performance is assessed on four dimensions of organisational effectiveness – strategic, operational, relationship and performance management – and on the results achieved by the organisation. These findings are constructed against the organisation’s own strategic plan and performance indicators.

In this way, organisational effectiveness relates to a blended assessment of intent, effort and response. Organisational intent is expressed through commitments, strategies, policies and plans. The organisational effort is that which the organisation puts behind a particular agenda for performance and improvement including guidance issued. The organisational response is its reaction to the effects of this effort in relation to changing organisational direction, practice and behaviour.

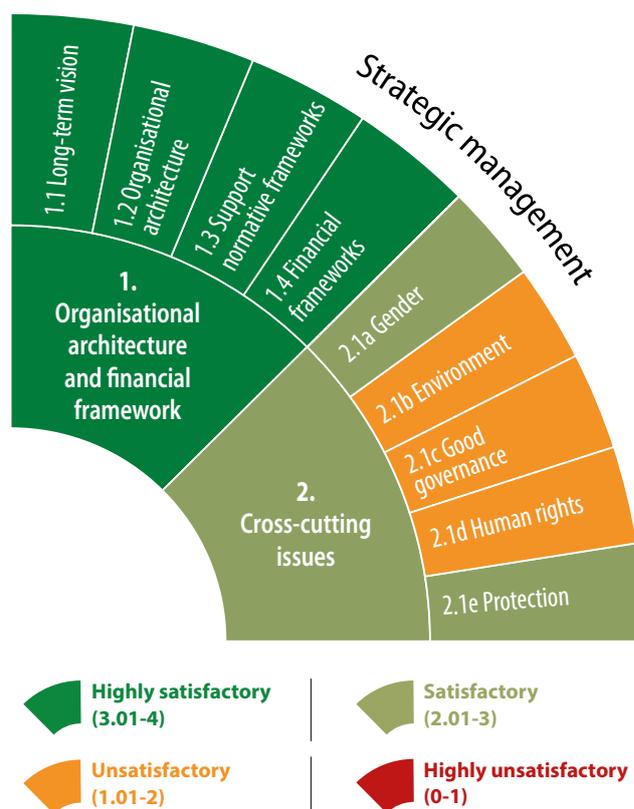
Organisational effectiveness is juxtaposed alongside development effectiveness. The latter refers to the extent to which the organisation is making a difference in ways that reflect its strategic objectives and mandate.

2.1. ORGANISATIONAL EFFECTIVENESS

PERFORMANCE AREA: STRATEGIC MANAGEMENT

Clear strategic direction geared to key functions, intended results and integration of relevant cross-cutting priorities

The World Food Programme (WFP) has a clear strategic direction and long-term vision and goals, which are in line with its mandate and geared towards the achievement of results. Two successive, comprehensive reforms have aligned WFP with the current and previous strategic plans and generated new ways of organising programmes, finances and reporting in line with its 2030 Agenda strategic direction. This major overhaul of strategic and organisational architecture requires considerable organisational resources. The Strategic Plan 2017-21 is widely owned and is being applied across the organisation. The new financial framework is bedding down, with some initial gains in transparency and support for holistic planning and financing, although they are yet to generate all the expected gains. Progress has been made in integrating cross-cutting priorities, in particular those related to policy and accountability, but this has not yet translated into practice.



KPI 1: The organisational architecture and the financial framework enable mandate implementation and achievement of expected results.

This KPI focuses on the extent to which WFP has articulated a coherent and strategic vision of how and for what purpose it has organised its human activity and capital assets to deliver both long- and short-term results.

WFP has a clear long-term vision and strategy. This was progressively clarified through two strategic plans and related reform processes over the time frame covered by the MOPAN assessment/review period. The current strategic plan (2017-21) is aligned with SDG 2 and SDG 17 which focus on ending hunger and revitalising partnerships for delivery of the SDGs. The present plan builds on the work started and the direction taken in the previous strategic plan (2014-17). Together, they provide a clear direction for the work of WFP, encompassing both humanitarian and development efforts.

Both strategic plans are widely known, owned and utilised within WFP. Staff welcomed the long-term focus on the two SDGs, enshrined explicitly in the current strategic plan, and are applying it to programming, results orientation and reporting. Partners also largely welcomed the strategic plans and the long-term vision. This clarity of direction is helping to shape the organisation and define its results.

WFP has undertaken major successive reforms and continues to do so. In 2012, WFP launched the Fit for Purpose reform process. This was followed in 2016 by the current reform process, the Integrated Road Map (IRM). These reforms have progressively strengthened the manner in which WFP's planning, budgeting and management systems deliver the intended results and are geared towards the long-term vision. Likewise, the operating model currently being introduced seems to focus on results and facilitates working in partnerships. It remains a work in progress, however, due to the scale and complexity of the change required.

Box 3: WFP reform

Reform has been a major feature of WFP since the landmark shift from food aid to food assistance in 2008. Subsequent reforms have followed a clear and consistent trajectory based on the organisation's mandate and have built on WFP's comparative advantage and strengths in the humanitarian and development nexus. Restructuring exercises introduced through the Fit for Purpose initiative and the IRM process are clearly aligned with the priorities of both strategic plans over the assessment period. Specific areas of alignment are as follows:

- The emphasis on enhanced decentralisation and the country as the "centre of gravity" for WFP aligns with the Strategic Plan 2014-17 and the Strategic Plan 2017-21 on nationally generated results and, in the case of the latter, on achievement of the SDGs at country level.
- The emphasis on effective partnerships noted within the Fit for Purpose documentation aligns particularly with the Strategic Plan 2017-21, which maintains a strong focus on partnership.
- The role of headquarters envisaged under the Fit for Purpose exercise primarily in terms of providing support for field offices aligns with the Strategic Plan 2017-21, which emphasises knowledge-sharing, innovation, developing new approaches and engaging in partnerships (e.g. with Rome-based agencies).

WFP invests in assessment of reform experience and bases future reforms on these findings. A review of the Fit for Purpose reforms and an internal audit of the IRM provide information on lessons and challenges encountered, which is being fed back into the process. Overall, staff and partners are embracing these changes and steadily rolling them out. Although some have cautioned restraint, those leading the reform process state that the adoption of a rapid change process, rather than an incremental approach, was a deliberate decision based on the culture of WFP.

The intended results set out in the Corporate Results Framework 2017-21 are well aligned with WFP's strategy and goals, but they require further development to connect all aspect of WFP's work to broader goals. The Corporate Results Framework (CRF) combines management and strategic results and defines expected results in terms of strategic outcomes, strategic results, objectives and ultimately the two strategic goals. It also serves as an accountability tool linked to the strategic plan and includes a compendium of result categories for programme design and management indicators, which measure organisational efficiency, effectiveness and economy. The framework is not fully comprehensive, however. Work is ongoing to articulate results and connections between aspects of WFP's humanitarian and development work and higher-level outcomes such as national capacity strengthening and broader links with other SDG goals.

Strategic direction and reforms are helping to clarify WFP's comparative advantage within the humanitarian-development-peace nexus. This has been supported by alignment with SDG 2 and SDG 17, enabling WFP to further clarify its comparative advantage in areas of hunger and nutrition, as well as to identify the range and types of partnership to engage in for different contexts. This clarity was lacking prior to 2017. While WFP's role in humanitarian assistance is generally uncontested, there has been considerable debate within the organisation and with partners regarding its role in development.

The Strategic Plan 2017-21 emphasises the importance of collaboration with the Food and Agriculture Organization (FAO) and the International Fund for Agricultural Development (IFAD), as well as other United Nations (UN) entities and beyond, in maximising results. In this context, it cites WFP's distinctive strengths as identified collaboratively by other Rome-based agencies (RBAs) in 2016. These are: "its ability to operate in volatile situations, such as in conflict and following natural disasters; emergency preparedness and risk management; humanitarian–development joint needs assessment and combined data analysis; and purchasing power and supply chain capabilities that strengthen national markets and capacities." In WFP's own analysis, these skills and capabilities "call for prioritization of emergency, life saving and development-enabling work that benefits the poorest and most marginal people."

Both strategic plans covering the assessment period are aligned with normative frameworks and associated results, particularly in relation to the SDGs. The development of results-based management (RBM) has taken into account the UN reform process, the Joint Inspection Unit's (JIU) comments and the Quadrennial Comprehensive Policy Review (QCPR), whose requirements and directives are largely being met. Responsibilities for results and tracking progress are clear, and reporting is comprehensive, regular and published annually. The CRF does not yet meet all requirements, such as identifying outcomes, indicators, and the results chain for humanitarian and capacity strengthening work and WFP's contributions beyond SDG 2 and SGD 17. To this end, it is currently being further elaborated, amended and refined.

WFP has a highly decentralised operating model in place. The model enables implementation of the strategic directive to prioritise country needs and enhance capacity to adapt to different and changing situations. In addition,

reforms have delegated authority and flexibility to Country Directors. Work is advanced but still ongoing to align staffing and clarify roles and responsibilities in this area. At present, 80% of WFP staff are posted overseas. Acquiring, developing and deploying the right people to support agile responses to changing needs is a key current priority for WFP. Understandably, given the pace of change, this is an area where WFP staff have expressed some concern and where increased clarity and reassurance are required from management.

The corporate budget model has been comprehensively revised. WFP is entirely funded by voluntary donations. It relies on financial contributions from governments as well as multilateral organisations and the private sector to deliver its operational activities. The new financial model launched under the Financial Framework Review seeks to link resources more closely to results, further supporting implementation of WFP's mandate. Changes to the Financial Framework are in line with identified challenges and respond to the needs of the current strategic plan.

Progress has been made in transitioning to the new system. It is expected that, by early 2019, all country offices will operate the new Country Portfolio Budget, the core of these reforms. The process has been challenging, which is unsurprising given the range and complexity of WFP country offices and the extent of the changes being made. Identified challenges include: insufficient prior assessment of the level of flexibility in the existing budget structure; lack of finalised criteria, tools and guidance during the implementation of changes; the complexity of reporting requirements; and limited resources for implementation. Country offices found it daunting to manage "business as usual" while making major changes. But lessons are being learned and applied in an iterative way, for example through the internal audit of IRM which identifies agreed actions. However, the expectation that increased transparency – generated by clearly linking budgets to results – will provide for more flexible financial planning is hampered by the limited soft earmarking that WFP receives. Unless donors respond to the changes WFP is making, the anticipated gains of these reforms may not be realised.

KPI 2: Structures and mechanisms support the implementation of global frameworks for cross-cutting issues at all levels.

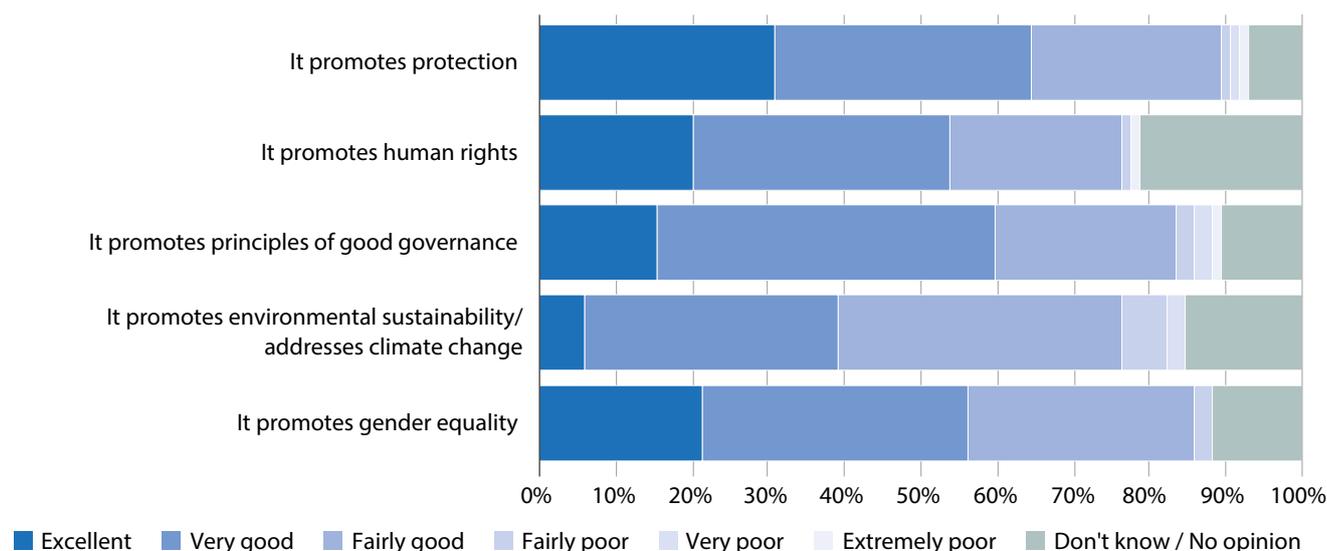
This KPI looks at the articulation and positioning within WFP's structures and mechanisms of the cross-cutting priorities to which the organisation is committed, in pursuit of its strategic objectives.

WFP's sustained commitment to and performance on cross-cutting issues at all levels continue to be mixed. WFP has policies and instruments in place to support the integration of key cross-cutting issues into operations; however, the implementation of cross-cutting commitments is not yet systematic. Efforts have been made to improve policy and accountability on both gender equality and protection, but implementation is limited by lack of dedicated resources, particularly for protection, and understanding and application of both at the intervention level. This conclusion is borne out by evidence from evaluations.

While WFP does not have an explicit human rights policy statement, it has established a set of humanitarian principles and a policy on Humanitarian Access, which are drawn from existing international humanitarian law and human rights instruments. A recent evaluation of these commitments found that they had not been fully operationalised due to the inadequacy of implementation systems. WFP's approach to good governance is focused on building national capacity and policy frameworks to deliver its zero hunger vision. While organisational policies and accountability systems for delivery are in place, absence of ownership of these policies and lack of capacity have resulted in inconsistent capacity-strengthening efforts.

WFP issued climate change and environmental policies in 2017, and while accountability systems are in place, the resources or capacity strengthening necessary for their implementation remain unavailable. A high proportion of surveyed partners indicated gaps in their knowledge and understanding of WFP's strategy related to the cross-cutting issues of environmental sustainability, governance, gender equality and human rights. Their knowledge of the organisation's approach to humanitarian protection was somewhat better but still not comprehensive.

Figure 1: Survey Response: CROSS-CUTTING ISSUES



WFP has undertaken considerable efforts to improve its focus on gender equality, but gaps remain in human and financial resources for implementation. A new Gender Policy was issued for 2015-20, supported by a corporate Gender Action Plan and the development of Regional Gender Implementation Strategies as the basis for country office action plans. The new strategic plan includes clear commitments on gender equality with a range of indicators. Regular reporting to the Executive Board includes progress on gender mainstreaming in the organisation against the Gender Policy and Action Plan and on efforts to integrate gender into WFP programmes.

However, evidence from evaluations points to the limited inclusion of gender in the design of interventions and, consequently, inconsistent results for improving gender equality and empowering women. The most often-cited reasons were insufficient human and financial resources to support implementation and the limited capacity of staff to understand and meet organisational commitments, including transformative gender change. Interviews and survey responses highlight increased attention to gender equality in WFP current planning and programming but recognise the scope and need for more concerted action.

WFP's policies on climate change and the environment are still relatively new and require resources and capacity to ensure effective delivery. The Strategic Plan 2014-17 sets out explicit commitments on climate change and environmental issues, while the CRF includes targets for mainstreaming based on the 2017 policies. The CRF also includes indicators, and accountability systems have been put in place, although reporting on both has yet to be completed. Significant gaps remain in human and financial resources and capacity strengthening. While WFP has made commitments in both areas, there is limited evidence to date that these have been fully met. The fact that new country strategic plans (CSPs) refer to climate change and environmental sustainability, but only a few provide deeper analysis of the implications for interventions in the national context, underlines the need for greater capacity.

WFP's Humanitarian Protection Policy has been in place since 2012, but implementation has not been systematic. The 2012 policy sets out the vision for the organisation and was integrated into the Strategic Plan 2014-17 with a clear objective and indicators. WFP issued guidance for staff and made significant efforts to build the capacity of staff across the organisation. There was also a significant increase in both staff in regional bureaux and in country offices through recruitment of regional humanitarian advisers and reallocation and training of staff. However, evidence from evaluations found persistent gaps over the assessment period. The full range of protection issues were not identified consistently in the development of programmes, and efforts to address these issues were not given systematic attention.

WFP's specific commitments on humanitarian principles and access provide guidance for the organisation but have not been fully operationalised. The organisation has signed up to overarching principles for humanitarian work and has an access policy dating from 2006. Both commitments are referenced in the Strategic Plan 2014-17 and in associated core indicators and targets. WFP has increased the number of humanitarian advisers, particularly in regional bureaux, in order to help country offices integrate humanitarian issues into their work. However, evidence from evaluations shows a lack of systematic guidance for staff and partners to ensure consistent progress on these commitments. This is further compounded by lack of training for staff, with the result that the principles and policies are not well understood across the organisation.

WFP's focus on capacity strengthening is not applied in a consistent manner. The organisation's focus on governance emphasises building the capacity of national partners for sustainability and ensuring the right policy frameworks are in place. Policies on capacity development and emergency preparedness have provided the framework for this focus. This is made more explicit in the strategic outcome areas of the present strategic plan, which provide the basis for the development of interventions. However, a 2015 evaluation of the capacity development policy found mixed evidence of the effectiveness of WFP's capacity-strengthening efforts. This was put down, in part, to a lack of ownership of the policy and to limited staff capacity in this area. The lack of progress in this area was reiterated in a 2018 internal audit on the implementation of recommendations from 2016.

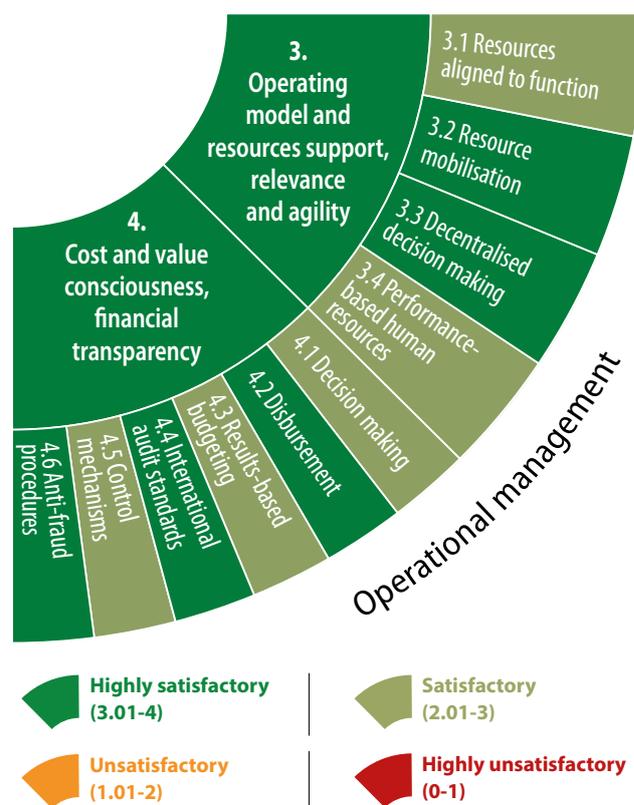
A commitment to present a new country capacity-strengthening policy to the Board, in 2018, will build on the recommendations of the 2015 evaluation. It will also set out an enhanced corporate approach to sustainably strengthening country systems and services. This will aim to move WFP away from one-off interventions and seek to engage a wide range of actors. This approach will represent a significant departure for WFP and will require adequate human and financial resources, including guidance and training of staff, particularly at the country office level.

PERFORMANCE AREA: OPERATIONAL MANAGEMENT

Assets and capacities organised behind strategic direction and intended results, to ensure relevance, agility and accountability

WFP has invested resources in transforming how it operates, in order to ensure alignment with its strategic plan, and to respond flexibly to growing humanitarian needs worldwide in a context of increasing global instability and escalating humanitarian crises. Early evidence from the recently introduced CSPs suggests that this modality does support relevance and agility in responding to national and regional needs (as evidenced, for example, in Bangladesh). The new financial systems are providing increased transparency on results, resource management and prioritisation. Comprehensive workforce planning has commenced, although this has some way to go before it can provide the full complement of expertise where needed. Systems for oversight and risk management are robust, and fraud detection procedures are reliable. The organisation

has a zero tolerance for fraud and corruption and has an extensive oversight structure. This oversight was further strengthened in 2018 with the clarification and better linking of different functions.



KPI 3: The operating model and human and financial resources support relevance and agility.

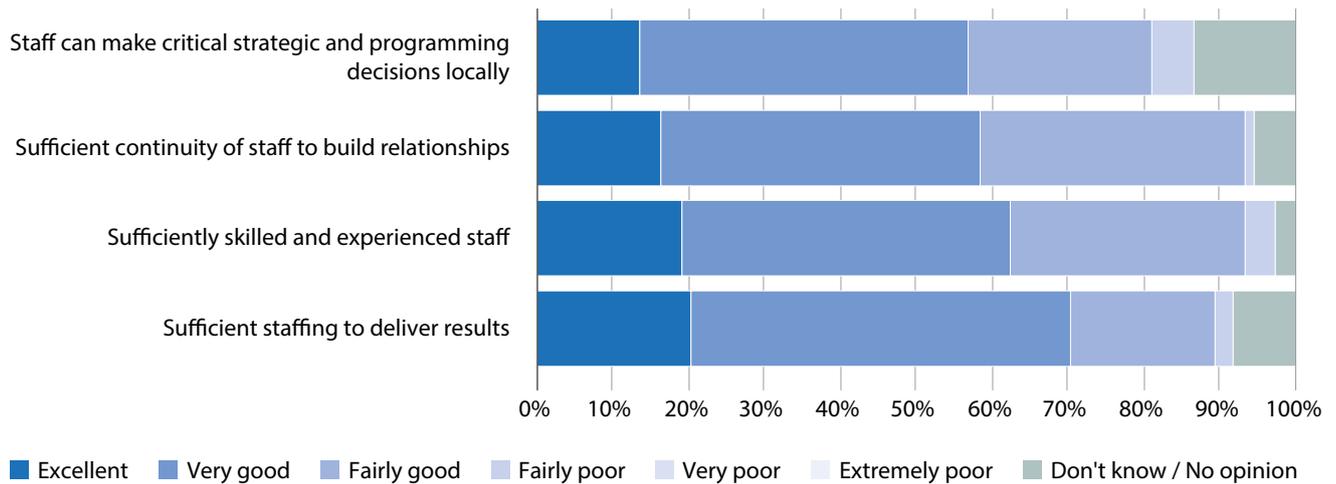
This KPI focuses on how key operational functions (e.g. human resources, resource generation and programming) are continuously geared to support strategic direction and deliver results.

Continuing conflicts and new humanitarian crises have produced a budget shortfall, limiting capacity to address all needs and increasing pressure on WFP to manage its resources effectively and flexibly. In the face of increasing demand to respond to escalating humanitarian needs, WFP has implemented wide-ranging reforms that significantly strengthen the organisation's strategic direction and provide an operating model geared to the achievement of results focused at the national level. The period covered in the MOPAN assessment represents a time of significant transformation. WFP has introduced reforms at a rapid pace largely through "learning by doing" and piloting and feeding back lessons into revised procedures. Strategic direction has remained clear, and internal coherence between different elements of the reform process has largely been maintained. However, management recognises that major efforts continue to be needed. An IRM Steering Committee has helped to oversee this process and will remain in place until at least the first quarter of 2020. An operations team is responsible for implementation, but it is unclear how long they will stay in place, at present, as this will depend on the available resources.

Decentralisation has been a focus of reforms in line with WFP strategic objectives. Successive strategic plans have focused on country-level determination (within the hunger and nutrition spheres) and have been accompanied by a comprehensive decentralisation process. WFP has successfully adapted its configuration to its priorities with the number of employees increasing by 45% in the areas of greatest need (the Central Asia Region, Eastern Europe, the

Middle East and North Africa) and decreasing by 40% in Asia. Human resource systems and policies are increasingly performance-based and geared to results. While functions have become clearer, further clarification is needed on the respective roles and relationships of country offices, regional bureaux and headquarters (HQ) – and work is continuing in this area.

Figure 2: Survey Response: STAFF PERFORMANCE



Reforms are not yet complete. Overall, the direction of change is positive and significant progress has been made. However, the scale of change and the variation in country contexts, along with the requirement for transformative change in staffing and mindset, mean that new systems and processes are still being rolled out and embedded. Both staff and internal audits indicate that more time than originally anticipated is necessary to deal with these complexities. The “aggressive timeframe” (HQ Interviews) envisaged was optimistic, and a period of “catch-up” is now needed to allow the implementation of new ways of working without constant change. Audits and interviews indicate that many country offices are struggling to introduce new systems while simultaneously conducting business as usual. Elements identified as requiring attention include the simplification of procedures (e.g. processes for budgeting and cost reporting) and fine-tuning of the system to ensure flexibility while maintaining accountability. WFP is currently addressing these challenges.

Workforce planning remains a key structural challenge with the potential to affect success. WFP is systematically assessing workforce composition at the country level. It has also invested significantly in developing and implementing a people strategy involving major changes to the way in which it manages personnel. The Performance and Competency Enhancement (PACE) system has been strengthened to recognise and reward successful performance and reinforce line manager accountability, and the process is being applied, as demonstrated by a 97% completion rate in 2016. However, challenges remain in securing the required numbers and skillsets in the right places. Meeting humanitarian staff requirements is a constant challenge, despite investment in building surge capacity. The number of consultants hired has increased, and the workforce includes a high proportion of short-term staff. Exploring new approaches is therefore essential – one area currently being looked at is the localisation of long-term expertise. Strategic workforce planning tools and guidance were being finalised at the time of this assessment, but these have not yet been applied systematically.

Systems are geared to respond to need, and significant progress has been made in orienting decision-making to country level. CSPs serve as the main vehicle for setting priorities and for resource mobilisation and fund management. The extended duration of these CSPs (five years) and the budget authority provided for country offices are expected to increase forward planning and support flexibility. Early positive indications include the ability

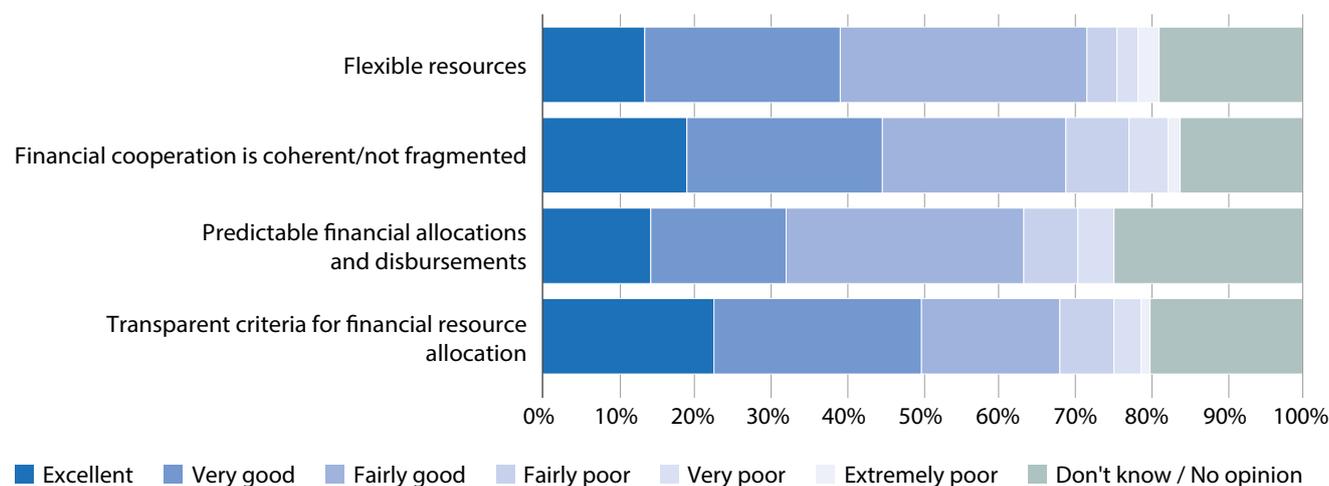
Box 4: Bangladesh country strategic plan response to humanitarian emergency

Bangladesh was part of the first wave of countries to pilot the new CSP Framework in February 2017. On 25 August 2017, the unforeseen influx of more than 600 000 Rohingya refugees, fleeing violence in Myanmar to the Cox's Bazaar District of Bangladesh, led to the first test of the responsiveness of the CSP framework to unexpected events. Despite its complexity, the CSP framework – which included a provision for emergencies – triggered emergency donor revisions to provide food assistance and cash assistance to support the needs of Rohingya refugees. Without distorting the overall vision for Bangladesh, WFP responded with other UN agencies, revising the CSP budget three times to augment direct assistance to the Bangladesh government, enabling them to provide an immediate response to the crisis.

of the Bangladesh CSP to adapt to an unplanned emergency, but further work is ongoing. Despite relative clarity on parameters, the scale of change and the complexity and variation in types of country office mean that this process is not yet comprehensively in place.

Management performance targets are largely being met. In 2017, country offices achieved on average 72% of management performance targets related to the implementation of audit and evaluation recommendations, human resources, financial management, security, emergency preparedness and response, and monitoring.

Figure 3: Survey Response: FINANCIAL RESOURCE MANAGEMENT



Despite an upward trend in contributions, the voluntary nature of WFP's funding is still a major challenge.

Although there were efforts to expand the donor base, including through private sector partnerships and efforts to seek an increase in unearmarked or softly earmarked funding, it remains relatively unchanged. The IRM internal audit and staff interviews raised the concern that the expected flexibility, based on more specific and transparent linking of resources to results, might not materialise as anticipated. Whether it does is likely to be determined by donor behaviour (and WFP's ability to influence this) more than by other factors under WFP's control. Sustained strategic financing dialogue will be necessary along with ongoing evidence of the gains in efficiency and effectiveness that more flexible funding provides, particularly where donor conditions reduce operational efficiency and effectiveness.

KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency and accountability.

This KPI examines how WFP uses its external and internal control mechanisms to meet the standards it sets on financial management and transparency.

Reforms have focused on increased clarity in resource allocation and management. Changes to the Financial Framework, primarily in 2017-18, have included improved alignment and tracking of costs from activity to results, making the links between them more explicit. For the first time, countries (those that have transitioned) now operate from one consolidated budget rather than multiple budgets for different projects and donors. These are new features, and major efforts continue to be needed to address gaps (identified in the IRM internal audit). While the transition is proving to be challenging, particularly so for country offices, early evidence suggests that the new operational models will address shortcomings identified in the Financial Framework Review. The process is expected to be complete in early 2019.

Despite growth in contributions, funding is not keeping pace with assessed needs. Contributions show an upward trend for 2015, 2016 and 2017, largely due to the number and longevity of humanitarian crises. Disbursements are keeping pace with this increase and with concomitant changes to WFP's programme of work. However, funding levels are still not sufficient to keep up with the number of people in crisis situations who need emergency food assistance. WFP endeavours to maintain a twin-track approach of responding to the immediate food and nutrition needs of people affected by conflict and other emergencies, while laying the foundation for achieving zero hunger in line with the 2030 Agenda. When funding is insufficient and WFP is forced to prioritise between programmes and beneficiaries, this has consequences for vulnerable people who have no other recourse. It also tends to have negative consequences on longer-term goals, such as asset creation and capacity strengthening, and reduces opportunities for innovation.

WFP is operating within a context of highly dependent voluntary contributions and limited funding flexibility. WFP remains largely dependent on its top ten donors who contribute 86% of the organisation's funding, while the proportion of unearmarked and softly earmarked funds has fallen annually to just 5% in 2017. This impairs WFP's ability to respond to need, while its dependence on a small number of donors leaves it vulnerable to external policy shifts and pressures. WFP applies a needs-based funding model whereby needs are derived from regional and country aggregated plans, with priorities for humanitarian needs based on national and WFP-conducted hunger, food security and malnutrition assessments. As part of its country-focused reforms, WFP has developed tools to prioritise resources aligned to needs and strategic priorities. This process is being supported by new budget planning approaches and tools such as the Country Portfolio Budget, which is elaborated on the basis of WFP Strategic Results and Outcomes.

WFP has made significant strides in consolidating and making available data on planning and results from different corporate systems. Fulfilling commitments made during the November 2016 Executive Board regular session, WFP's management launched the beta version of the online portal for member states and donor partners in July 2018. The portal includes programme, financial and performance-related information on Board-approved CSPs and interim CSPs and provides greater transparency for WFP's planning and results within the IRM framework. The online portal consolidates data from numerous corporate systems and integrates WFP's annual planning process and country office management plans. Information is displayed by country, strategic result, strategic outcome, activity and year and may be filtered according to user requirements. The launch of the beta version of the portal provides an opportunity for member states, donor partners and WFP to navigate the reporting platform and jointly identify the best mix of useful data and enhanced functionality for inclusion in subsequent versions. Continuous improvement of the portal throughout 2018 also aimed to overcome any challenges relating to systems integration, in order to ensure coherence among datasets from different sources.

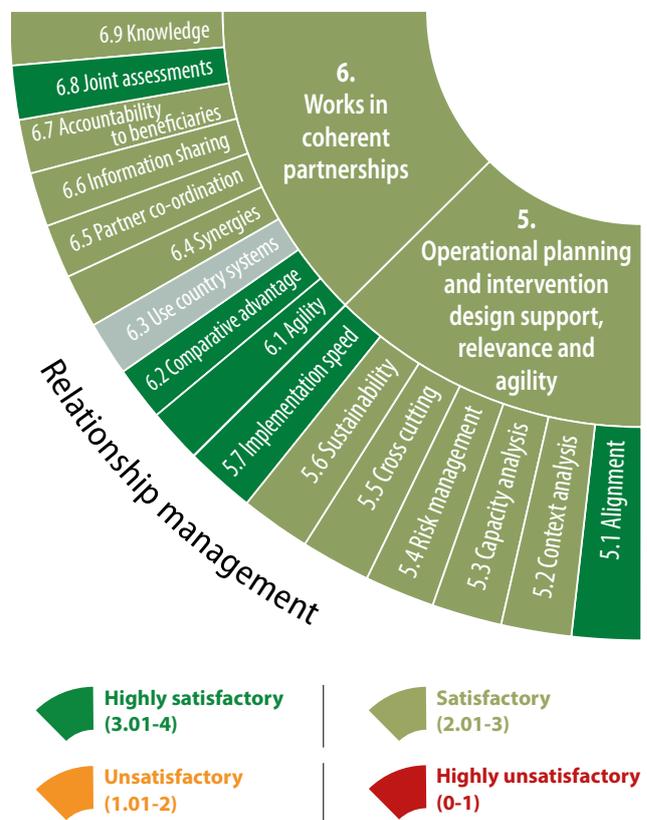
WFP has robust internal and external audit functions. The organisation has updated anti-fraud and anti-corruption policies within a comprehensive Oversight Framework, which was revised to address current needs and approved in 2018. Responsibilities are clearly set out along with guidance to support their use. External and internal audit reports and annual reports of the Inspector General provide an account of their implementation and of issues raised and cases investigated, including progress with implementation. New management measures include the establishment of an Internal Controls Effectiveness Unit to encourage timely action on recommendations and a consolidated analysis of oversight findings from various exercises used to provide insight into significant challenges. A whistleblowing policy is in operation that allows for confidential reporting and measures. These are overseen by the Ethics Office, which has direct access to the Audit Committee. The whistleblower protection policy will be updated and enhanced in 2019.

In early 2018, WFP updated its policy on harassment, sexual harassment, abuse of power and discrimination. This policy, which was developed collaboratively across offices, reinforces WFP’s commitment to protect all employees from abusive conduct. It also ensures that all employees are aware of their roles and responsibilities in maintaining a safe workplace environment and provides guidance on how to seek support and raise concerns regarding any abusive conduct. The policy introduced a number of changes including lifting the time limit on reporting, anonymous reporting, scope of coverage, strengthened and clearer language, and the provision of support. Audits have shown a clear need to increase awareness and to develop systems and tools to facilitate compliance and the reporting of breaches. Additional resources have been allocated in this regard in anticipation of an upsurge in reporting. WFP staff interviewed expressed a need not only for policy measures, but also to see evidence of the application of the policy and appropriate sanctions. In May 2018, WFP established a Joint Executive Board/Management Working Group on harassment, sexual harassment and abuse of power.

PERFORMANCE AREA: RELATIONSHIP MANAGEMENT

Engaging in inclusive partnerships to support relevance, to leverage effective solutions and to maximise results (in line with Busan Partnerships commitments)

WFP has identified partnerships to deliver the SDGs (SDG 17) as one of its two overarching goals. While the organisation has a long history of working in partnership, and is an active participant in global co-ordination mechanisms, current and recent reforms are introducing new ways of working, including planning and design tools that are expected to strengthen partnership approaches. The new CSP process and, in particular, multi-stakeholder engagement in the national Zero Hunger Strategic Review process, is emerging as an effective tool for engagement with national governments, UN entities and other stakeholders. However, these changes are still relatively untested and are not yet comprehensively in place.



KPI 5: Operational planning and intervention design tools support relevance and agility within partnerships.

This KPI focuses on the scope and robustness of WFP's processes and practice to support timely, flexible and responsive planning and intervention design for partnerships.

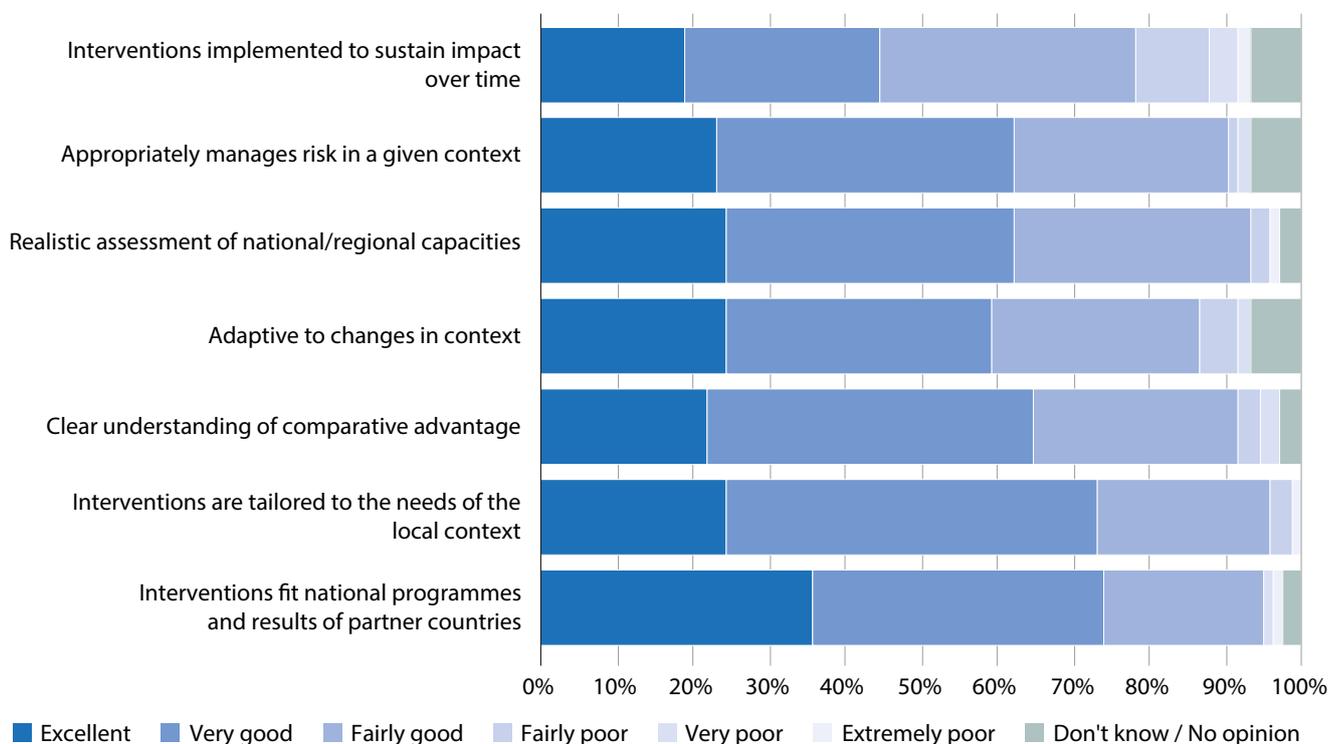
WFP is transitioning from working on individual operations to a whole-country approach designed to meet distinct national development and humanitarian needs. Through its CSPs, due to be rolled out in full by 2020, WFP has invested significantly to enhance its relevance to country contexts and capacities, while retaining the flexibility to respond to emergency country needs. The roll-out of country strategies has been challenging and time-intensive, but the process has supported increased coherence with country priorities and provided an agile framework to adjust to changing conditions, humanitarian and otherwise.

CSPs aim to be agile and relevant to country offices' entire humanitarian and development portfolio. In line with the Grand Bargain initiative, CSPs are designed to incorporate and better align WFP's humanitarian interventions with national priorities and results, while delivering efficiency gains to the organisation. CSPs provide a holistic approach to WFP's in-country work, addressing gender, climate change, institutional strengthening and protection with varying levels of depth. WFP uses transitional or interim CSPs in contexts with greater uncertainty surrounding the humanitarian situation. These have shorter timelines, enabling WFP to make changes in response to country requirements.

The Zero Hunger Strategic Review is proving a useful tool to involve stakeholders in assessments of needs and partner capacity. The CSP process is guided by country-led Zero Hunger Strategic Reviews, which involve a wide range of stakeholders. Appetite for the process has been significant with strategic reviews proving to be an effective tool for engagement with government and UN and civil society partners. However, in some cases, the stakeholder engagement process has been cumbersome and lengthy. The national environment for such planning processes inevitably varies hugely. The reviews can also help bring greater specificity to the ways in which WFP's partnerships are operationalised – an area for attention identified in the evaluation of policy on capacity development. Capacity-strengthening efforts are not conducted systematically, leading to overestimation of partner capacity and thus misaligned expectations. To address this, in 2017 WFP introduced a number of reforms targeted at improving co-ordination with partners for capacity assessment. The Zero Hunger Strategic Review process is envisioned as a vehicle for undertaking joint capacity assessment going forward.

There are gaps in strategies for transition, resilience and recovery. Despite an increased focus on capacity building and sustainability strategies, WFP has not been able to cover as much ground as intended due to the range of Level 3 crises (requiring an inter-agency global response due to scale, complexity, urgency, capacity and reputational risk) as well as funding gaps. There are thus significant gaps in developing and implementing adequate transition strategies. The 2017 funding shortfall led to the deprioritisation of plans for capacity strengthening in the face of other challenges. This had a significant impact on the extent to which WFP can make the shift "from implementer to (also) that of enabler", as envisaged in the Strategic Plan 2014-17. Such a shift requires investment in changing skillsets and practices, as well as time at country offices and other levels to plan, lead and deliver on these changed functions.

While WFP must accept risk, there is internal recognition of the need to further strengthen risk management practices commensurate with the organisation's scaling up. WFP has a detailed risk appetite statement and extensive internal controls. Although the organisation maintains a detailed risk framework and has strong anti-fraud controls, the Office of the Inspector General highlighted the need for WFP to develop risk indicators to analyse and monitor its vulnerability in key areas as the organisation scales up. Accordingly, WFP has introduced a new Risk Framework which was in the process of being embedded in 2017. WFP also needs to prioritise its treatment of

Figure 4: Survey Response: OPERATIONAL PLANNING AND INTERVENTION DESIGN

operational risks within Level 3 crises, strategic risks amid the roll-out of the IRM, and reputational risks with respect to partnerships and safeguarding.

Speed and agility are among WFP's key strengths. WFP is consistently praised for its agility and responsiveness in highly challenging contexts. To improve further, WFP has taken a range of actions including work on advance financing mechanisms and the launch of the Preparedness and Response Enhancement Programme (PREP), the Global Commodity Management Facility, and the Integrated Supply Chain Management System (LESS) initiative to anticipate and avoid institutional bottlenecks. However, performance assessments found that funding gaps and protracted crises prevented WFP from resolving all bottlenecks in the business process. In addition, payment disbursement has been an issue for partners.

KPI 6: Partnership working is coherent and directed at leveraging and/or ensuring relevance and the catalytic use of resources.

This KPI looks at how WFP engages in partnerships to maximise the effect of its investment resources and its wider engagement.

WFP increasingly recognises that it cannot end hunger alone. While WFP has a history of delivering aid where it is needed and relying on its own systems, the organisation is increasingly committed to working with partners, bringing its own unique value proposition to other actors including UN agencies and beyond in the humanitarian and development spheres, alongside government partners. WFP brings expertise in high-risk contexts, as well as knowledge of supply chains and logistics, and has systems in place for rapid deployment of assistance. The organisation has also strengthened its workforce planning processes to better align staff resources and competencies with the comparative advantages set out in the strategic plan, though this remains a work in progress.

WFP plays a central role in the international humanitarian system, by working with partners to provide life-saving support amid humanitarian crises. Traditionally, WFP is recognised as the food-assistance arm of the UN system. However, the organisation is moving towards the enhanced use of cash-based transfers and deploying its competencies across partnerships through a range of mechanisms. At the global level, WFP uses its comparative advantage to support a wide range of partnerships, in particular through its lead role in the Cluster System and the Logistics and Emergency Telecommunications Cluster, and as joint lead with FAO of the Food Security Cluster. At both corporate and country levels, WFP has established specific agreements with other UN agencies (e.g. Office of the United Nations High Commissioner for Refugees [UNHCR], United Nations International Children’s Emergency Fund [UNICEF]) to deliver specific assistance in humanitarian situations, leveraging the comparative advantage and core business of each agency to deliver a humanitarian response.

Developing coherent partnerships is central to WFP’s current strategic approach. WFP’s strategic plan sets out its support for the implementation of the 2030 Agenda and the Paris Agreement, emphasising partnerships, coherence, co-ordinated funding, functions, and shared instruments and platforms. The organisation’s decentralised approach is intended to support co-ordinated country and regional approaches, together with other UN agencies and national partners.

Partnerships have always formed part of WFP’s operational approach – the organisation has worked extensively with non-governmental organisations to deliver assistance and implement its programmes. However, strategies and processes for supporting partnerships are maturing and are being more coherently integrated into WFP’s organisational practice. WFP has gradually shifted from a “go-it-alone” approach, where partners were engaged to implement a specific programme, to an approach characterised more by complementary activities. This is reflected in the growing number of partnership activities. In 2016, 89% of project activities were implemented through complementary partnerships, with more than three-quarters of partners providing inputs and services. This represents an increase of over 40% compared to the previous year.

WFP needs a comprehensive forward-looking strategy to partner with the private sector. WFP is seeking to expand its work with the private sector “to design new funding models that leverage domestic and international, public and private resources to maximise progress towards national humanitarian and development objectives”. Processes and modalities to engage private sector partnerships and fundraising were being updated in 2018. However, this is proving to be a challenge. Earlier drafts for consultation have been deemed insufficiently strategic, clear and ambitious regarding the potential of such partnerships or the basis on which decisions are to be made. Plans to bring a proposal to the June 2018 Executive Board meeting were abandoned, as were those for the later November meeting. The Executive Board Secretariat confirmed that the proposal will be included in the agenda for the Annual Session in June 2019, but this confirmation is predicated on additional (minimum three) Executive Board consultations and Electoral List meetings (with sub-groups of the board).

Further clarifications are needed on the criteria for partner selection and the assessment and management of risk related to such partnerships, including management of and access to beneficiary data. Examples already exist of strategic partnerships and innovations that involve and are based on good practice from the private sector and which bring cost savings and efficiencies to WFP operations and benefits to vulnerable people. For example, the technology magazine *Fast Company* named WFP one of “the most innovative companies” for its innovation accelerator (see Box 4). WFP is also a member of the UN Innovation Network which functions as a community of practice and a knowledge-sharing network.

Box 5: Investing in innovation

WFP established the Innovation Accelerator with support from the German government to find out “what works and what doesn’t in addressing hunger”. Instead of setting up as a research and development office, WFP has invited teams to apply for competitive funding, based on the model of Silicon Valley’s Y-Combinator. The teams incubate and accelerate ideas with a view to performance and scaling up. Viable ideas that have the potential to address wide-ranging challenges surrounding food and nutrition security are tested in the field in the presence of WFP staff.

Since its inception in 2014, the Innovation Accelerator has incubated between 1 500 and 1 800 ideas, leading to more than a dozen scaled-up products now being used by WFP globally. Ideas range from hydroponics to the creation of fodder for goats in Algeria. The CODA system, which created a platform for real-time monitoring of health data in El Salvador, led to a 70% reduction in monitoring costs, while the global use of drones and artificial intelligence has reduced the time needed to understand the impacts of disaster.

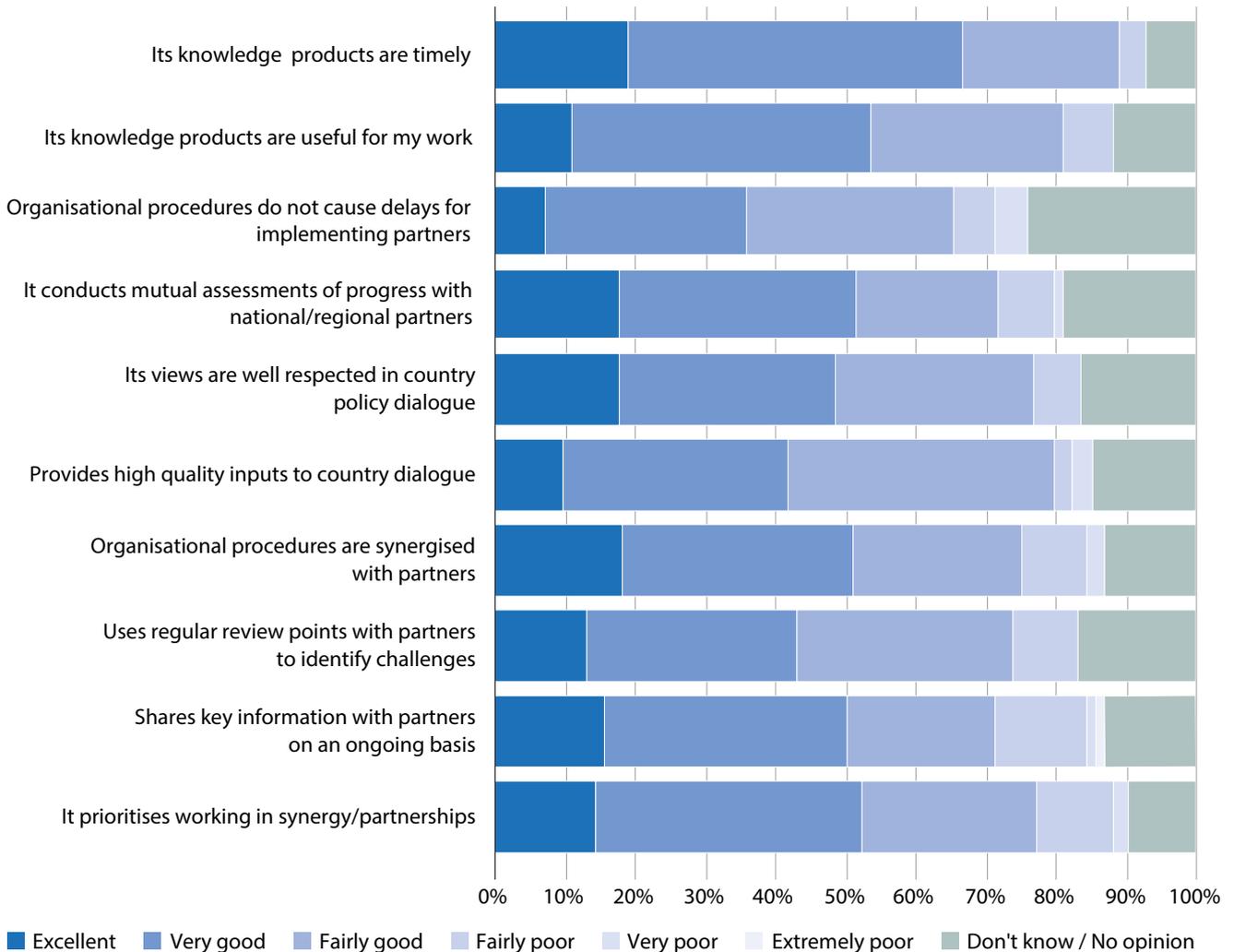
WFP is positioned to respond quickly and flexibly to changing conditions. Flexibility, agility and responsiveness are key to implementing WFP’s mandate. The organisation has mechanisms in place to make rapid programmatic and budgetary changes to respond to humanitarian emergencies or shifting country priorities. Recent reforms have been designed to enhance national outcomes and improve the efficiency of WFP’s response and the effectiveness of its programming. Prior to the introduction of the CSP framework, WFP relied on emergency operations and budgetary revisions within a certain threshold. Going forward, the CSP framework and particularly the interim and transitional CSPs will permit WFP to adapt its programming and financial resources to changing contexts.

Complementarity with partners needs to be enhanced. Although WFP has a corporate commitment to pursuing synergies through partnerships, a series of evaluations, performance reviews and surveys suggests that existing partnerships are fragmented. The organisation is pursuing greater complementarity with partners through the CSP process, which is designed as a vehicle for improved partnership engagement. The process also permits clearer “line of sight” of national objectives and is expected to function as a mechanism for increasing synergy at country levels.

At the global level, WFP is working to strengthen collaboration across the UN system. The organisation is building on opportunities to leverage the comparative advantages of other agencies working in the humanitarian sector, such as UNHCR and UNICEF, and the collective strength of RBAs. Effective partnership with RBAs is demonstrated in the joint administration and financing of the Committee for Food Security (CFS) and a number of collaborative initiatives targeting food and nutrition, and resilience at country level. In June 2018, WFP signed a Memorandum of Understanding with the two other RBAs to formalise their collaboration and their shared commitment to addressing SDG 2.

Improvements in joint assessments are underway, but parallel business processes persist. The CSP process has strengthened WFP’s co-ordination with government and UN partners in business practices, but there is evidence that some processes fail to take advantage of potential synergies with partner systems. WFP actively participates in joint progress and performance reviews with partners. The organisation contributes to the UN Development Assistance Framework (UNDAF) and Humanitarian Response Plans (HRPs), and provides leadership within the cluster system. WFP’s partner survey found that the organisation scored lower for shared (communication) procedures, due to the lack of such procedures or failure to use those already in place. Alignment of planning cycles with those of the government, sister agencies and other key strategic country frameworks is expected to enhance opportunities for joint work.

Figure 5: Survey Response: PARTNERSHIPS



WFP has a strong corporate commitment to transparency, matched by strong performance. Since joining the International Aid Transparency Initiative (IATI) in 2012, WFP has received consistently high ratings for its level of transparency from IATI. The Fit for Purpose Initiative has introduced further improvements in accountability and the transparency of WFP’s reporting to donors. WFP also reports through the OECD Development Assistance Committee system on an annual basis.

Practices for Accountability to Affected Populations require greater operationalisation. WFP has instituted a policy for Accountability to Affected Populations (AAP). In practice, however, mechanisms to ensure AAP, such as the compulsory country-wide complaints and feedback mechanism, which were implemented to improve accountability and transparency towards beneficiaries in more than 80% of country offices, reflect only a limited part of the reality of protection for affected populations. Evaluations suggest that the systems supporting AAP rely on mechanistic reporting procedures which may not account for beneficiary needs.

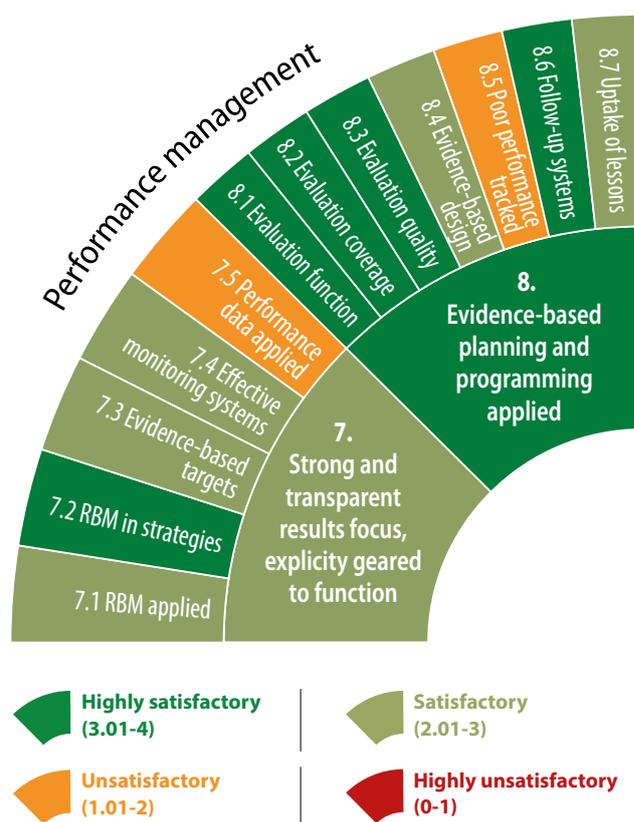
There is an overreliance on tacit rather than explicit knowledge management. WFP has developed a knowledge management strategy to “capitalise [on] experiences and knowledge from the field to adapt and respond to both recurring and new challenges” within the context of the SDGs. Individual departments exhibit high-quality knowledge

management practices and strategies (e.g. Evaluation, Nutrition), but as a whole, WFP's knowledge management strategy has not been rolled out effectively across the organisation. This inhibits broad uptake of WFP's knowledge products for advocacy efforts, although there are country-level examples of WFP's policy influence and advocacy. WFP's culture is one of doing, but not necessarily of writing down what was done. Staff rely on informal channels and "work arounds" to get information rather than using formal information channels.

PERFORMANCE AREA: PERFORMANCE MANAGEMENT

Systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning

WFP has a longstanding commitment to results-based management which has gained momentum through recent reforms. Results reported by WFP are verified through performance reports that draw extensively on independent evaluations and both internal and external audits and reviews. Deliberate efforts have been made to address some of the shortcomings of previous results frameworks through the Corporate Results Framework 2017-21, which is still undergoing revision and refinement to improve comprehensiveness and accessibility. Despite significant improvements, weaknesses in outcome data still exist, particularly with regard to the quality of collected data. WFP has a strong independent evaluation function and good coverage with evidence of the implementation of recommendations, progress on which is reported annually to the Executive Board.



KPI 7: The focus on results is strong, transparent and explicitly geared towards function.

This KPI looks at how WFP transparently interprets and delivers an organisation-wide focus on results.

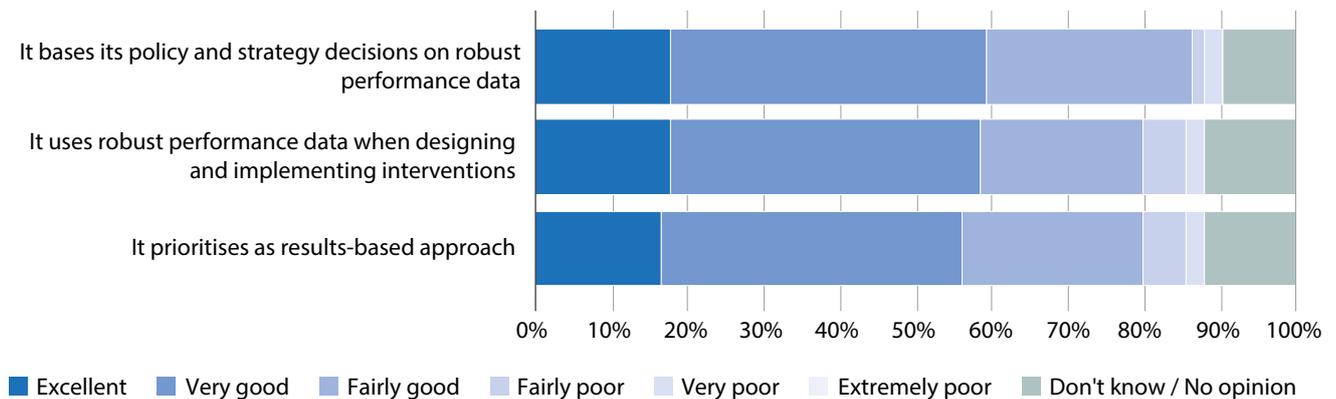
WFP has considerably strengthened its commitment to a results-based focus, but continued attention is needed to ensure the quality of data on which the system is based. The Strategic Plan 2017-21 and the accompanying Corporate Results Framework (CRF) aim to address the limitations of the previous plan and represent a significant step forward in ensuring a commitment to a results culture. The plan provides a vision and framework for the organisation as a whole, and the CRF maps out the linkages between this vision and the work of the organisation. Country strategic plans aim to link national contexts with WFP's interventions.

While the CRF sets out broad theories of change for the organisation, significant work is still underway on the framework to ensure clear and usable linkages between the strategic outcomes set out in the plan and WFP's interventions. Considerable resources have been invested in developing and rolling out new corporate monitoring systems, but further work is needed to ensure they can be implemented effectively and that sufficient capacity exists to ensure the quality and reliability of monitoring data. Efforts continue to develop and implement systems to

assess the effectiveness of implementation, although opportunities to respond to performance data are limited as interventions are guided by the availability (and conditions) of donor funding.

The new strategic plan and CRF represent a clear restatement of WFP’s commitment to a results culture, which now needs to be fully rolled out. The plan and the CRF establish a broad framework for WFP’s contribution to SDG 2 (Zero Hunger) and SDG 17 (Partnerships). Together, they set out results chains linking deployed resources to achieved results more clearly than in previous plans. The framework and guidance for the development of CSPs, along with the rolling out of new systems, provide greater clarity across the organisation about how WFP’s work links to these global targets. Together with investment in monitoring systems and the capacity to use them, WFP has a more holistic focus on results across the organisation. At the same time, the CRF is undergoing continued revisions to clarify the links between strategic outcomes and interventions. Systems, guidance and capacity building will need to be further revised to ensure that they are used effectively in planning and implementation.

Figure 6: Survey Response: RESULTS-BASED MANAGEMENT



The CRF addresses many of the weaknesses in previous results-based frameworks and is undergoing further revision. The new strategic plan has a single CRF, addressing a disconnect in previous frameworks between planning and management and the assessment of results achieved. The plan sets out objectives and results and links these high-level goals to the work of WFP through a set of standardised strategic outcome indicators. The framework and the guidance for developing CSPs set out the linkages between these goals and WFP’s interventions in specific country contexts. The CRF and the guidance have been used to inform development of the first round of CSPs, which clearly demonstrate these linkages. The CRF is currently undergoing further revisions while the process of rolling out new CSPs is still underway. As concerns have been expressed about the varied interpretations of the linkages between interventions and outcomes, this area will require continued scrutiny.

The high-level results targets in the CRF provide a clear framework, although indicators at outcome and intervention level require further development. The CRF is based on theories of change for key programme areas. These, in turn, form a basis for the formulation of outcome and output categories and related indicators, clearly linked to the SDGs. While these categories and indicators were intended to be adapted to local contexts, it was felt that the indicators in particular were insufficiently comprehensive to capture the intended results of WFP’s work. As a result, the CRF is undergoing a significant revision before full implementation. This is in line with WFP’s demonstrated commitment to reviewing and revising results targets on a regular basis, both corporately and in CSPs. Baseline data for CSPs are required in the guidance, and the CSPs reviewed for this assessment include commitments to collect baselines. Programme guidance is currently being revised.

While there has been considerable investment in WFP's monitoring systems, development, resources and capacity are still required. WFP has made a considerable investment in developing new monitoring systems that are available across the organisation and ensuring sufficient capacity for their effective use. At the same time, considerable evidence, particularly from evaluations, points to systemic weaknesses in both the quality and use of monitoring data in the organisation. As noted above, revisions to the CRF include further development of monitoring systems. In addition, WFP recognises the need to ensure data quality, in order to provide reliable information that will enable accurate assessment of wider organisational results.

WFP has made significant efforts to base planning and programming on performance data, but funding is still the primary driver of interventions. Evidence from syntheses of WFP's evaluations indicates limited analysis and use of data in planning and design. However, the new round of CSPs increasingly uses evidence and lessons learned as the basis for strategic planning, an element perceived as a strength by WFP staff. At the corporate level there is a commitment to using performance data, with regular reporting to the Executive Board and dialogue with partners, particularly at the global level. However, the potential for WFP to make adjustments in response to performance data is limited to a relatively small proportion of programme funding, as the overwhelming majority of funding is earmarked for specific programmes.

KPI 8: The organisation applies evidence-based planning and programming.

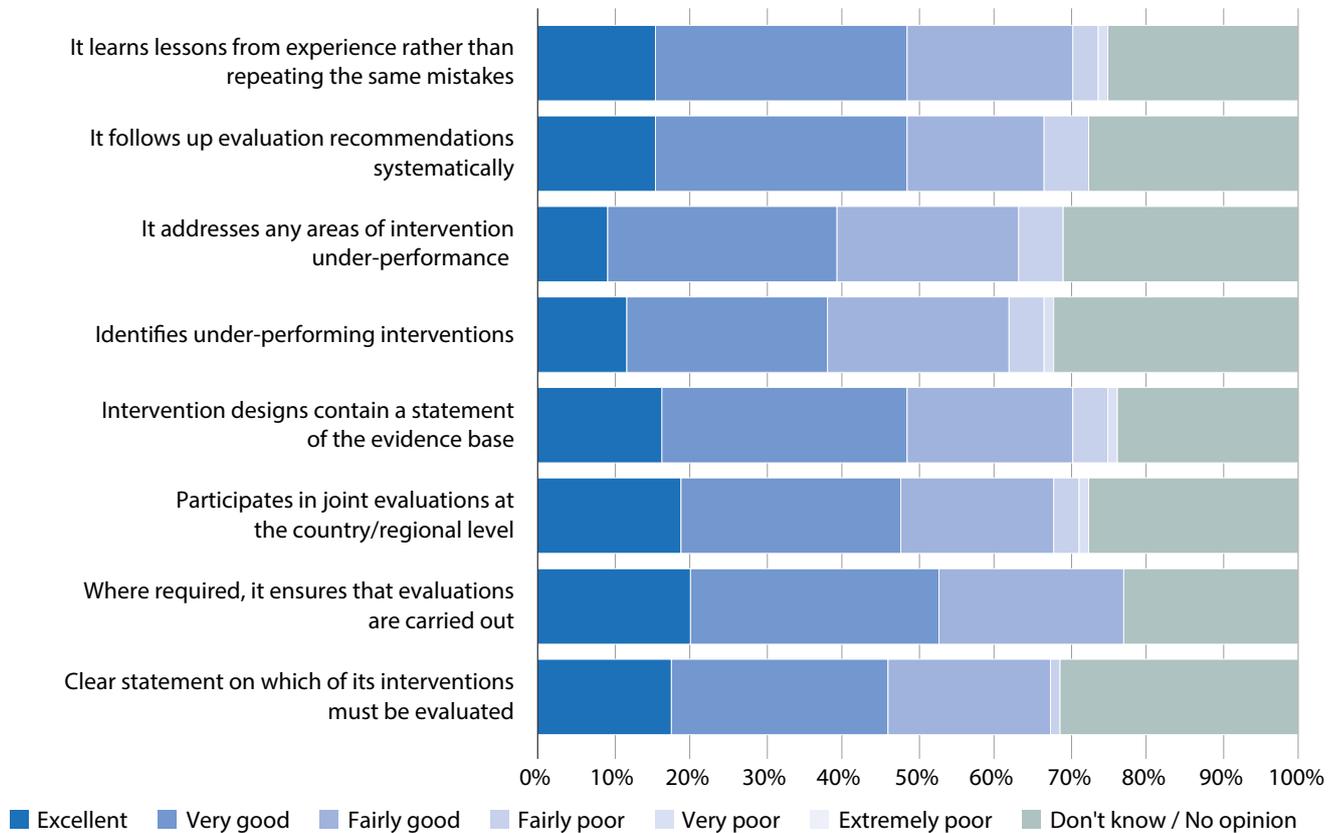
This KPI focuses on the evaluation function, its positioning within WFP structures, attention to quality, and accountability, and putting learning into practice.

WFP's strong evidence base is increasingly used in planning and programming, although further development is needed in some areas, such as a more consistent approach to knowledge management. The organisation has invested significantly in generating a substantive and relevant evidence base for its work. A highly strategic independent corporate evaluation function oversees the production of high-quality centralised and decentralised evaluations and syntheses of findings that feed into planning processes. A system to ensure that management responses to all evaluations and the implementation of recommendations is publicly tracked has been developed for roll out in 2019. WFP has undertaken considerable effort to ensure that the evidence base is used, and while there are still gaps in the system, a culture of using evaluation evidence in planning and programming is emerging. The main gaps are the lack of a systematic approach to knowledge management to ensure more effective use and sharing of lessons learned, and capacity to track poorly performing interventions. In the latter case, monitoring systems are still being rolled out and require further development.

WFP has a strong independent evaluation function, which aims to ensure full coverage and quality of both corporate and decentralised evaluations, and guarantees responses to evaluations. The Director of the Office of Evaluation (OEV) provides overall leadership for both central and decentralised evaluations and reports directly to the Executive Director. Centralised evaluations are presented directly to the Executive Board. The Director has full discretion in planning the evaluation programme and the OEV has a separate budget line. The evaluation function is funded by diversified sources, and the centralised evaluation programme is reviewed annually to take into account the roll out of the IRM, developments outside WFP, and the resources available for evaluation.

The OEV has demonstrated a strategic approach to planning corporate evaluations, ensuring that both corporate evaluations and syntheses of decentralised evaluations are available to feed into WFP's reporting and planning processes. A highly effective quality assurance system for centralised evaluations is in place, in addition to a separate

Figure 7: Survey Response: IMPLEMENTATION AND USE OF EVALUATIONS



and developing system to ensure the quality of decentralised evaluations. Since 2016, OEV has used an outsourced *ex-post* quality assessment mechanism, through which independent assessors rate the quality of all completed WFP evaluations (centralised and decentralised) against WFP’s own evaluation quality standards. Results are published in the Annual Evaluation Report presented to the Executive Board. All evaluations are made public along with management responses to any recommendations, and there is a system to track follow-up.

Box 6: Decentralised evaluations

Decentralised evaluations are commissioned and managed by WFP’s country offices. To support and reduce variability in the quality of evaluative products from country offices, WFP has instituted a real-time decentralised evaluation support system. The Decentralised Evaluation Quality Assurance System (DEQAS) is designed to support Evaluation Managers in country offices. It is supported by an outsourced quality support advisory service and an independent post hoc quality assessment system for all final evaluation reports.

Use of evidence and (to a lesser extent) lessons in planning and programming is increasing across WFP, with scope for systematisation of their use. The guidance for developing CSPs underlines the need to include evidence from past interventions in planning the new strategy. Analysis of the new CSPs shows that this evidence is beginning to be used more widely. Interviews with a wide range of respondents indicate that the CSP process has been a powerful driver for the use of lessons in designing new country strategies. Nevertheless, the OEV’s own reporting and syntheses of evaluations continue to identify weak or inconsistent use of the evidence base in designing new

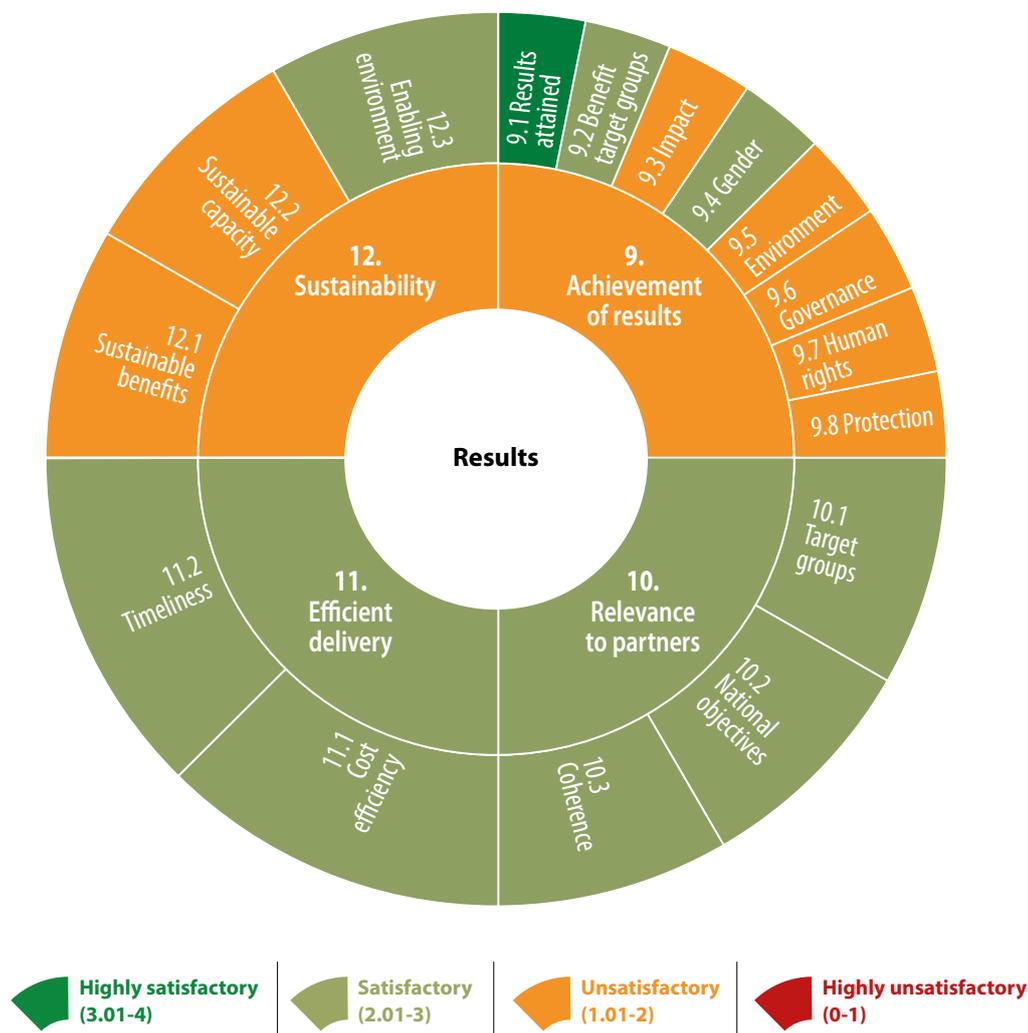
interventions. Similarly, while a strong evidence base of lessons learned is available through WFP’s Evaluation Library, there is a lack of a systematic approach to distilling and disseminating information across the organisation. Examples are again found of highly effective communities in some areas (e.g. Evaluation and Gender), but use of the evidence base remains inconsistent across the organisation. WFP now recognises the need for a more systematic approach to the use of evidence in designing new interventions and to knowledge management for the uptake of lessons learned.

A system for tracking implementation has been rolled out but requires continued development. The Country Office Tool for Managing Effectively (COMET) has the potential to identify and track poorly performing interventions. The Annual Performance Planning process has the potential to track and report on the performance of interventions. While COMET is being rolled out across the organisation, the system continues to be developed. The Annual Performance Planning process includes a requirement for six monthly progress assessments. The Annual Performance Report considers and reports on programme and management performance at country, regional and global levels, with the capacity to highlight both good and poor performance.

2.2. DEVELOPMENT EFFECTIVENESS

PERFORMANCE AREA: RESULTS

Achievement of relevant, inclusive and sustainable contributions to humanitarian and development results in an efficient way.



WFP provides a strong body of evidence on which to assess its performance on results. These show a positive track record on delivering, including under difficult circumstances. Numerous independent evaluations and evaluation syntheses attest to the fact that WFP delivers critical aid to beneficiaries, though its ability to respond is influenced by funding constraints and other limitations. There is scope for WFP to make greater contributions to national policy development and system reforms, and a need for more attention to sustainability, including by linking relief efforts to recovery and longer-term development results, and national capacity strengthening. Overall, delivery is efficient and timely, although performance is sometimes affected by challenging operating contexts. There is also a need for more robust data to fully assess cost-effectiveness.

KPI 9: Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals.

This KPI examines the nature and scale of the results WFP is achieving against the targets it sets and its expectations on making a difference.

Achievement against WFP's strategic objectives is generally strong. WFP has consistently achieved intended results in its work to address hunger and improve nutrition. Life-saving interventions are a particular area of strength and include food assistance in humanitarian situations and action to improve nutrition. Effective partnerships and co-ordination mechanisms and improved nutrition programming have supported the achievement of results, especially at country level. Results are mixed for strategic objectives on improving food and nutrition security and partnering to achieve the SDGs. Weaknesses affecting results include insufficient policy integration across the organisation and limited human resources. The evaluation findings reflect corporate reporting on results over the current strategic period for both humanitarian and development work.

WFP interventions provide critical aid to beneficiaries, but funding challenges reduce the organisation's capacity to deliver on longer-term goals. WFP is largely effective in its efforts to provide large-scale, life-saving food assistance to target group members (men, women and children, and specific groups including refugees, internally displaced persons, and pregnant and lactating women and girls). The organisation has been able to scale up interventions quickly to meet rising demands. However, WFP's ability to respond is constrained by funding and resource limitations. In some instances, this has led to the provision of less food than initially planned. In other cases, WFP interventions fell short. For example, in the Democratic Republic of the Congo (DRC), the evaluation of the Country Portfolio found that acute malnutrition had been well addressed, but that WFP's intervention had been less effective in addressing the pervasive problem of chronic malnutrition. This was the result of a substantial humanitarian response but only minimal investment in long-term planning mechanisms.

WFP has missed opportunities to contribute fully to national development policies and programmes. WFP's contribution to national policy frameworks and system reforms has resulted in a somewhat mixed performance. The organisation has been effective in contributing to national development policies where it has increased its focus on technical support (e.g. providing support to strengthen accountability mechanisms for national school feeding, such as raising awareness on entitlements). However, in humanitarian situations where WFP has a clear mandate and a comparative advantage, the organisation has prioritised life-saving activities over wider policy influence. Evaluations found that in some cases the focus on quick response has meant that WFP has missed opportunities to engage in policy dialogue.

Gender results are only partially achieved. WFP operations have not yet consistently embedded gender analysis into the design of interventions. Guided by WFP's corporate indicators, the evaluations found that WFP has focused on equal numbers rather than transformative results. Gender issues are sometimes overlooked, particularly amid

complex emergencies. However, overall, gender results are experiencing a positive trajectory. In 2017, 83% of WFP projects were meeting the targets for corporate cross-cutting gender indicators as compared with 74% in 2014; and all newly approved CSPs have included the gender marker code 2a as compared with only 79% in 2014. This trend is matched by improvements in results for women in decision-making, participation and gender representation. Sufficient time has not yet elapsed to test the extent to which CSPs can support delivery of gender-transformative outcomes for women, men, girls and boys (the forthcoming evaluation of CSP pilots may provide some pointers).

Evidence of climate change results is limited. Unsurprisingly, given the relative nascence of WFP's work in climate change and environmental sustainability, there are limited achievements to date. WFP's work in resilience and disaster risk reduction is assessed as "gaining momentum", although it has not yet been mainstreamed into WFP's portfolio of work. The organisation's climate change policy and the results achieved will be assessed in an upcoming evaluation (due 2021).

WFP has prioritised life-saving interventions over national system capacity strengthening. WFP's work to strengthen the capacity of national systems constitutes its main effort to improve governance. Generally, the organisation does not take a systemic approach, focusing instead on individual units and personnel. Overall, evaluations found only limited potential to focus on capacity issues, as WFP's prioritisation of life-saving activities has resulted in a lack of dedicated resources to realise ambitions for capacity strengthening.

Evidence of WFP's contribution to supporting, promoting or ensuring knowledge of context-specific human rights was insufficient. Policy evaluations present a positive assessment of WFP's contribution to human rights, with the organisation's interventions rooted in the right to adequate food. There is limited evidence available about the extent to which WFP has undertaken initiatives to ensure that rights holders and duty bearers are aware of their rights with regard to adequate food.

Attention to protection needs is inconsistent. The 2017 Annual Performance Review found that 97% of targeted people were able to access assistance without protection challenges. However, individual evaluations found that despite WFP's clear commitment to protection, assessed results for protection vary considerably. These range from adverse effects to beneficiary groups to the achievement of targets in spite of challenges, and insufficient attention to specific protection issues such as gender-based violence and refugee–host tensions. Evaluation of WFP's Ebola virus response notes a strong alignment to protection policy and strong analysis of protection issues. The organisation also undertook efforts to ensure that delivery of food and nutrition was sensitive to protection issues, including attention not to stigmatise Ebola-affected populations.

KPI 10: Interventions are relevant to the needs and priorities of partner countries and beneficiaries, and the organisation works towards results in areas within its mandate.

This KPI centres on the relevance of WFP's engagement given the needs and priorities of its partner countries and its results focus.

WFP has undertaken significant effort to provide the "the right food, at the right place, at the right time", however there is room for improved needs analysis. WFP's interventions generally respond to hunger and nutritional needs across highly variable contexts. While evaluations found that WFP has driven change to better respond to target groups, successive operation evaluation syntheses indicate room to improve needs analysis and targeting of interventions. Evaluations also suggest that, in some cases, WFP's response has focused on areas that were easier to reach rather than those in greatest need.

Performance of WFP's contribution to national development goals and objectives is mixed. WFP's interventions are strongly aligned to national priorities, but opportunities exist to work more closely with governments toward shared goals. The four annual syntheses of operations evaluations describe WFP's contributions to implementing national programmes such as school feeding, health and social protection programming in a wide range of countries. These contributions support governments to achieve their own food and nutrition security goals. However, the evaluations highlight context-specific challenges to supporting government planning modalities (Ebola Response Evaluation), positioning WFP in recovery and development (Country Portfolio Evaluation of DRC) oriented frameworks to support national development goals.

Opportunities exist for greater coherence and co-ordination. WFP contributes strongly to partnerships, providing expertise in logistics and food and nutrition, and supporting a co-ordinated humanitarian response. Weaknesses were found in the sometimes transactional or contractual nature of WFP's work with co-operating partners, which negatively affected the coherence of the organisation's response.

KPI 11: Results are delivered efficiently.

This KPI looks at the extent to which WFP is meeting its own aims and standards on delivering results efficiently.

Delivery of results is generally efficient, but there is a lack of robust data to assess efficiency. The evaluations found evidence of efficiency gains but gaps in data due to challenges to credibly assessing cost/resource efficiency using current monitoring systems. These were due to unclear reporting structures, limited scope of indicators to assess cost-efficiency, limited use of COMET, and failure to capture cost dimensions such as transaction costs for beneficiaries of cash and voucher programmes. However, despite the lack of data there is evidence of efficiency gains. These include cost-sharing through partnerships, the use of technologically sophisticated distribution systems, and administrative measures such as centralised disbursements and electronic payments. Successive syntheses found positive efforts to reduce costs, including re-targeting based on vulnerability criteria, changes in transfer modalities (in particular from in-kind to cash) or commodity types, changes in procurement sources and the introduction of local contributions (e.g. to school feeding).

Performance in timely delivery of results is mixed, largely due to challenging operating contexts. The instability of WFP's operating environment inhibited delivery across interventions, although examples exist of effective logistical arrangements and business process efficiencies that support timely results. In the highly complex emergency situations assessed in the Ebola health crisis and Syrian Regional Crisis evaluations, WFP is commended for its ability to achieve results on time in challenging contexts, while some delays are noted as a result of external factors. Two strategic evaluations (the Purchase for Progress Pilot Initiative and the Preparedness and Response Enhancement Programme) commend the timeliness of WFP's ability to achieve project milestones. Four strategic evaluations comment on internal factors slowing the achievement of results including lengthy bureaucratic processes, challenging logistical arrangements and limited availability of support staff.

KPI 12: Results are sustainable.

This KPI looks at the degree to which WFP successfully delivers results that are sustainable in the longer term.

The evaluations noted that the humanitarian/emergency character of much of WFP's work, with its need for an immediate response, makes sustainability a challenging area to address. While some programme elements have

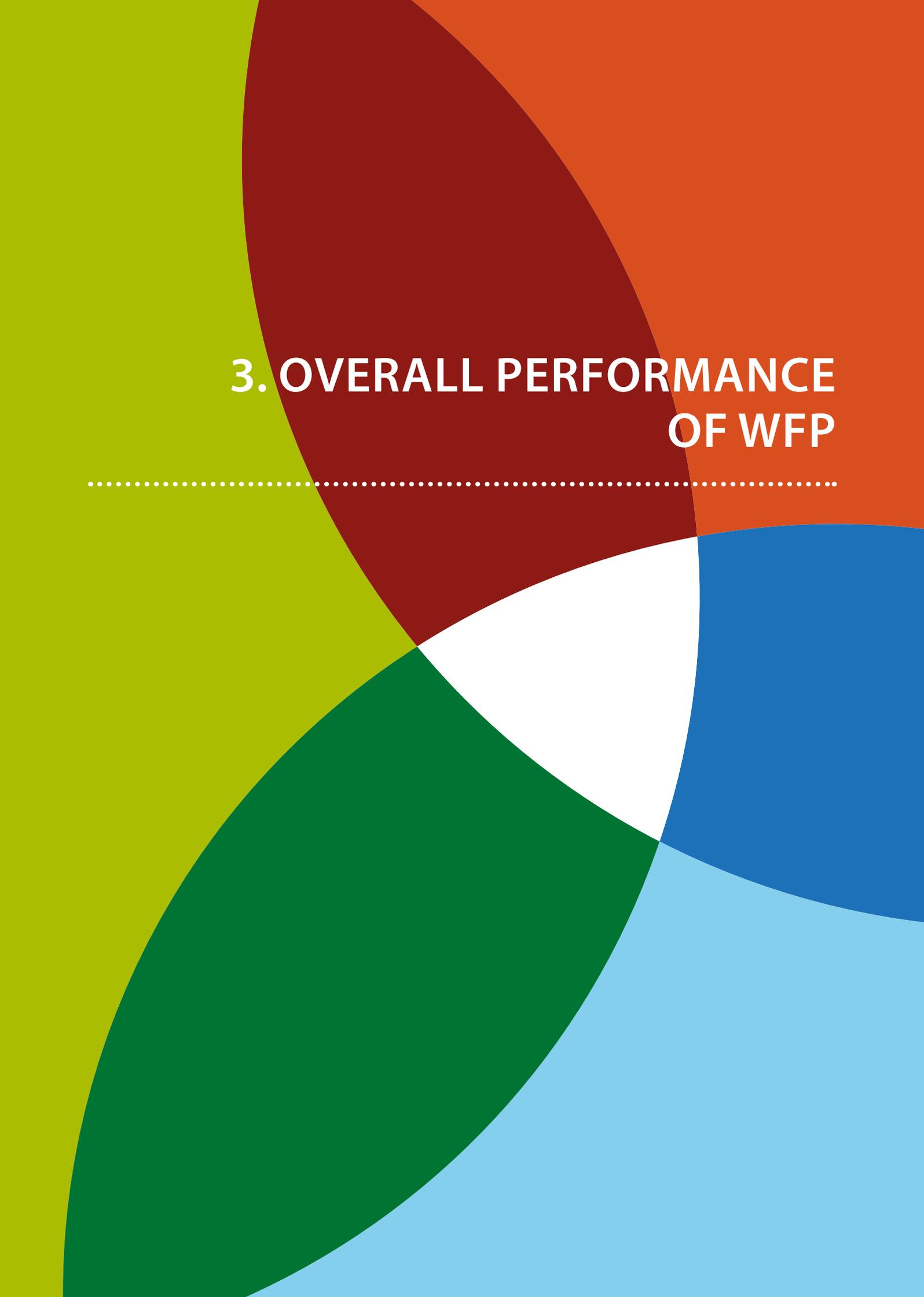
potential for sustainability, the challenges of ensuring full national government “buy-in” to sustain programming were widely reported. However, the evaluations also noted that plans for transition or handover to national stakeholders were not always clearly planned and implemented from the outset.

The evaluations also point to multiple instances where WFP strengthened the enabling environment for food and nutrition security, either through partnership or enhancing national technical capacity leading to positive system reform. However, the evidence in this area is very limited.

WFP interventions are not clearly linked to longer-term developmental results. For WFP, sustainability can be viewed as supporting self-reliance, early recovery and transition from humanitarian situations. The organisation’s efforts to transition from humanitarian relief operations to longer-term development results were found to be variable. The evaluations suggest that the likelihood of WFP’s interventions being effectively linked to longer-term development results is limited. WFP has contributed to self-reliance by supporting institutional strengthening and promoting the capacity and capabilities of local actors through its “whole-of-society approach”. This has given rise to specific examples where WFP has supported structural and institutional arrangements that have the potential for sustainability in future emergencies, particularly with respect to co-operation/co-ordination mechanisms. Overall, results for long-term sustainability are constrained due to WFP’s limited attention to handover or strategies for transition in intervention design. Generally, WFP’s operations lack sufficiently embedded strategies for transition, or processes for handover to national governments to take results forward.

Capacity development is not yet a priority across WFP interventions. WFP has contributed positively to strengthening local actors and to national ownership of food and nutrition security systems as part of a wider move to “enable” country-level results to contribute to self-reliance and sustainability. However, WFP has not prioritised capacity building across its interventions and is not yet seizing opportunities to build capacity or co-operate with national actors.

Knowledge management, innovation and convening power are supporting an enabling environment for development. Annual Operations Evaluation Syntheses report that WFP is increasingly adopting a role as a “solutions broker” for hunger and food and nutrition security. This is reflected in a more systems-level view adopted by some country office management, beyond the conventional unit of the “operation”. The syntheses report that this manifests in three key capabilities: evidence generation and knowledge transfer, innovation, and convening power. Three strategic evaluations point to instances where WFP has strengthened the enabling environment for food and nutrition security at country level. These include the adoption and implementation of laws, policies and harmonised strategies to strengthen the enabling environment for hunger solutions through advocacy, technical inputs, modelling and coaching.



3. OVERALL PERFORMANCE OF WFP

Chapter 3. Overall performance of WFP

The performance conclusions first consider four key attributes of an effective organisation: (i) whether it understands future needs and demands; (ii) whether it is organised and makes use of its assets and comparative advantages; (iii) whether it has mandate-oriented systems, planning and operations; and (iv) whether it makes consistent developments according to its resource level and operational context.

Then, the journey of the organisation is mapped against MOPAN's previous assessment of the World Food Programme (WFP).

Lastly, the assessment report presents the key findings: the observed strengths and areas for improvement.

3.1. CURRENT STANDING AGAINST THE REQUIREMENTS OF AN EFFECTIVE ORGANISATION

Is WFP future facing?

WFP has shown itself to be an organisation attuned to global challenges and responsive in adapting to growing and changing needs and demands. While coping with increased numbers of severe and protracted humanitarian crises (six Level 3 and five Level 2 emergencies active at the end of 2017), it has succeeded in steering reforms that position it to more effectively address these challenges and to utilise its strengths and capacities in both humanitarian and development responses. It is cognisant of the gap between global need and available resources (estimated at USD 9.8 billion in need against funding of USD 6 billion in 2017). WFP has strengthened its systems to address prioritisation in a manner that is context specific and which endeavours to balance, as far as possible, choices that have life-threatening consequences for vulnerable people in the face of limited resources.

WFP's Strategic Plan 2017-21 is firmly anchored to the global 2030 Agenda through prioritisation of the sustainable development goals on hunger (Sustainable Development Goal [SDG] 2) and partnerships (SDG 17). Strategic direction has been clear, and internal coherence between different elements of the reform process has been largely maintained. WFP has a highly decentralised operating model and has made adjustments to all parts of the organisation. A key feature is the introduction of country strategic plans (CSPs) to support relevance and agility in responding to national and regional needs. Early evidence suggests that CSPs are capable of being flexible in responding to changes in context, including emergencies (e.g. the Bangladesh CSP; see Box 3).

The current strategic plan and the reform agenda are orienting WFP to fulfil its dual humanitarian and development mandate. While the organisation's efforts to implement its mandate for "life-saving" activities are rarely contested, not all actors, including some WFP staff and donors, understand and agree with its efforts to occupy the development space. Concerted effort may be needed to counter accusations of mandate creep and to prove that WFP's intent is not to expand its remit, but to partner with others to achieve common goals (as has been agreed with Rome-based agencies).

It is essential for WFP to clarify what it has to offer and the approach to its development portfolio and partnerships. These areas are conceptually clarified in the strategic plan and related strategies (e.g. on partnerships and country strategies) but merit further clarification and ongoing dialogue. Areas where WFP can usefully hone and share its knowledge and expertise include: dealing with protracted crises; transitioning and building resilience; addressing challenges related to the environment, climate change and entrenched gender inequality; and providing protection and accountability to affected populations. There is increased recognition that WFP "cannot go it alone". The organisation continues to lend its expertise and to leverage the competencies of other agencies to enable collective

achievements, such as collaboration with the United Nations International Children’s Emergency Fund (UNICEF) on school meals and with the International Federation of Red Cross and Red Crescent Societies (IFRC) in relation to beneficiary management information systems. Such collaborations with clear, effective and efficient distribution of tasks, targeted to achieve the SDGs, are the objective.

Is WFP making best use of what it has?

WFP has distinctive strengths which were identified collaboratively by the Rome-based agencies in 2016. These are “its ability to operate in volatile situations, such as in conflict and following natural disasters; emergency preparedness and risk management; humanitarian–development joint needs assessment and combined data analysis; and purchasing power and supply chain capabilities that strengthen national markets and capacities”. In WFP’s own analysis, these skills and capabilities “call for the prioritization of emergency, life saving and development-enabling work that benefits the poorest and most marginal people”.

A move to an expanded development portfolio, as is now the case in many country programmes, demands additional skillsets not traditionally found in WFP. Accordingly, concerns have been raised about the relatively slow pace of structured workforce planning, relative to other aspects of reform such as planning and budget systems. Workforce planning now features more highly in WFP’s priorities but remains an outstanding structural challenge with the potential to affect success. The organisation has begun the process of systematically assessing workforce composition at the country level and has invested significantly in developing and implementing a people strategy involving major changes to how it manages personnel. Strategic workforce-planning tools and human resource guidance were being finalised at the time of this assessment. Such planning and supports for staff will be essential to ensure that the right numbers of personnel, with appropriate role profiles and the requisite competencies and skills, are able to navigate changes in how business is done, particularly at the country office level, as well as elsewhere.

Independent evaluations, reviews and audits indicate that WFP is actively engaged in utilising its assets to good effect. In addition to its own operations, it fulfils three Inter-Agency Standing Committee (IASC) cluster co-ordination roles for the wider humanitarian community. WFP leads the logistics and emergency telecommunications clusters and co-leads the food security cluster (with the Food and Agriculture Organization). In the first two roles, it facilitates access and provides logistics as well as co-ordination. In its food and nutrition security role, it helps co-ordinate all actors and ensures standards, maximum coverage and minimal gaps. It has helped expand the approach to food security to one of food and nutrition security. These roles are valued by partners.

Speed and agility are among WFP’s key strengths. It is consistently praised for its agility and responsiveness in highly challenging contexts. To improve further, WFP has introduced a number of mechanisms aimed at enhancing capacity to anticipate and avoid institutional bottlenecks.

One significant constraint faced by WFP is the voluntary contribution model under which it operates. Despite efforts to expand its donor base, it is still dependent on its top ten donors who contributed 86% of 2017 financing. Despite an increase in the number of agreements on multi-annual funding, single-year contributions still constitute too large a proportion of overall funding. Additionally, the proportion of unearmarked/softly earmarked funds has declined consistently in recent years to just 5% in 2017. This creates immense problems for planning, partnerships and meeting needs. There is an expectation that increased transparency and reporting on results-based budgeting, which WFP can now offer, will influence donors towards more flexible and multi-year funding. However, this is likely to require consistent messaging on the benefits of such funding and the negative impacts of conditionality, as well as building confidence in WFP results reporting.

Is WFP a well-oiled machine?

Two institutional reform programmes launched in 2012 (Fit for Purpose) and 2016 (Integrated Road Map) are designed to improve the effectiveness of WFP and have been effective in delivering a changed business model geared to meeting the requirements of its successive strategic plans. WFP has made significant progress in making country needs the primary consideration and has aligned planning, budgeting and reporting systems in support of this approach. While still a work in progress, there is evidence that the new systems are beginning to show promise, despite a difficult change process. However, new ways of working at country level require skillsets beyond those previously the norm, such as development programming skills, for which all country offices are not yet equipped. One critical area will be to develop skills and understanding in identifying country strategic results that align with donor funding streams and WFP strategic objectives.

The country strategic planning approach is providing opportunities for building collaborative partnerships. In particular, multi-stakeholder engagement in the national Zero Hunger Strategic Review process, which provides the basis for the development of CSPs by WFP, is emerging as an effective tool for engagement with national governments, United Nations entities and other stakeholders, as well as providing an evidence base and baseline for tracking performance and results.

One area for improvement that is critical for national capacity strengthening – and highlighted by evaluations and supported by interviews – is WFP's efforts to transition from humanitarian relief operations to longer-term development results. Overall, the findings indicate limited likelihood of WFP's interventions being effectively linked to longer-term development results. Results for long-term sustainability are constrained due to WFP's limited attention to handover or strategies for transition in intervention design. Generally, WFP's operations lack sufficiently embedded strategies for transition, or processes for handover to national governments to take results forward. WFP has not systematically prioritised capacity strengthening across its interventions and is not yet assessed as seizing opportunities to build capacity or co-operate with national actors. Country strategic planning over a longer-term timeframe provides greater opportunity to pay attention to sustainability.

WFP has traditionally had well-organised, robust systems for oversight, risk management and fraud detection and has a reputation for transparency in publishing even negative audit and evaluation findings. It has invested further in strengthening these functions and is deemed by the Joint Inspection Unit (JIU) to have a high-quality system.

WFP has a single results framework, the Corporate Results Framework (CRF), which incorporates both strategic and management results and is aligned closely with the SDG 2 and SDG 17 indicators. It does not yet fully meet the needs of the organisation, and work is ongoing to make it clearer and more accessible, and to articulate some of the more challenging areas (to be presented to the November 2018 Executive Board, though further revisions are likely). The CRF guides planning, monitoring and reporting on WFP's operations in alignment with the strategic plan. A number of areas have been identified for strengthening, including guidance and support, financial tracking of cross-cutting indicators, clarity including additional indicators on CRF capacity-strengthening areas, and the elaboration of WFP contributions beyond SDG 2 and SDG 17.

WFP's decentralised model relies significantly on Country Directors for the effectiveness of country office systems, decisions and performance. Their selection, training, authority, and checks and balances will be crucial. While no "one size fits all" model can or should apply, a degree of flexibility will be required, and standardised approaches and significant human resource management support will be needed to ensure coherent and even-handed approaches and to provide guidance to Country Directors.

Is WFP making a difference?

WFP has a substantial body of independent evidence on which to assess its performance on results. Overall, this evidence shows a positive track record on delivering, including under difficult circumstances. Numerous independent evaluations and evaluation syntheses attest to the fact that WFP delivers critical aid to beneficiaries, although its ability to respond is influenced by funding constraints and other limitations.

The evidence also indicates scope for greater contributions to national policy development and system reforms, and a need for more attention to sustainability, including by linking relief efforts to recovery and longer-term development results, and national capacity strengthening. Delivery is generally efficient and timely, though it can be affected by challenging operating contexts.

There is need for more robust data to fully assess cost-effectiveness. The evaluations found evidence of efficiency gains resulting from cost-sharing through partnerships, the use of technologically sophisticated distribution systems, and administrative measures such as centralised disbursements and electronic payments. Successive evaluation syntheses also highlighted positive efforts to reduce costs, including by retargeting based on vulnerability criteria, changing transfer modalities (in particular from in-kind to cash) or commodity types, changing procurement sources and introducing local contributions (e.g. to school feeding). However, gaps in data exist due to challenges related to credibly assessing cost/resource efficiency using current monitoring systems with often unclear reporting structures, the limited scope of indicators to assess cost-efficiency, and failure to capture cost dimensions such as transaction costs for beneficiaries of cash and voucher programmes.

Some results have been achieved in strengthening the enabling environment for development. With continued progress noted in Operations Evaluation Syntheses, WFP has increasingly adopted a role as a “solutions broker” for hunger and food security. This is reflected in a more systems-level view adopted by some country office management, beyond the conventional unit of the “operation”. This manifests in three key capabilities: evidence generation and knowledge transfer, innovation, and convening power. A number of strategic evaluations point to instances where WFP has strengthened the enabling environment for food and nutrition security at country level. These include the adoption and implementation of laws, policies and harmonised strategies to strengthen the enabling environment for hunger solutions through advocacy, technical inputs, modelling and coaching. Evaluations have also found that WFP has “missed opportunities” to engage in and influence national policies through its tendency to prioritise life-saving activities over wider policy influence.

WFP’s knowledge management strategy has not yet found an institutional home within the organisation. Individual departments have high-quality knowledge management practices and strategies (e.g. Evaluation, Nutrition), but overall, WFP’s knowledge management strategy has not been effectively rolled out across the organisation. This inhibits broad uptake of WFP’s knowledge products for advocacy efforts.

3.2. PERFORMANCE JOURNEY

Comparison with previous assessments

WFP is undergoing the most fundamental change in its 50-year history and has clearly established itself as a transforming organisation. The current assessment finds that the organisation has built on reforms initiated in 2012 with an overall coherent and consistent trajectory that maintains a clear focus on country-level determination. WFP continues to fulfil an established role in meeting humanitarian needs, while also better positioning itself in-country and globally to strengthen capacities to achieve zero hunger by 2030. It has accomplished this through successive reforms and, especially, the current Integrated Road Map: “Positioning WFP for a Changing World”.

Box 7: Main strengths and areas for improvement from the MOPAN 2013 assessment**Strengths in 2013**

- A corporate strategy which is based on a clear mandate
- Logistical capabilities, expansive coverage and deep field presence
- Commitment to results-based management and progress in improving the quality of its results frameworks and indicators
- Awareness of weaknesses through the change management process and organisational assessments
- Internal and external audit functions, procurement and contract management processes
- Strategies for managing risk
- Use of performance information
- Progress (ongoing) in delegating authority to local levels (regional bureaux and country offices)
- Contribution to humanitarian inter-agency plans and appeals
- Contribution to policy dialogue and respect for partner views
- Independence and quality of evaluations managed by the Office of Evaluation
- Transparency in making key documents publicly available

Areas for improvement in 2013

- Communication on the shift from food aid to food assistance and effects on programming
- Mainstreaming of gender and financial and human resourcing to support this goal
- Incorporation of a human rights-based approach (including protection) into development work
- Results-based budgeting
- An evidence base to adequately report on corporate performance, especially outcome-level change
- Monitoring and evaluation function at the country level
- Transparency in system to manage staff performance
- Informing and training staff on implementation of humanitarian principles during emergencies
- Programming to enhance livelihoods and increased resilience
- An integrated system for knowledge management

WFP has made progress in all four interrelated reform processes: alignment of strategy and objectives with the two selected SDGs, creation of a holistic and coherent view of operational and management results presented in a CRF (which is in the process of further refinement), definition of WFP's role and portfolio of assistance through the CSP approach, and better alignment of resources and results to improve decision-making through the new Country Portfolio Budget. Tables 2 and 3 present the strengths and areas for improvement identified in the 2013 MOPAN assessment, and Tables 4 and 5 list equivalent findings for the current 2018 assessment. They show that WFP has maintained a positive trajectory of change, while preserving its traditional strengths. By and large, areas for attention have evolved from their status in 2013, although there are a few persistent areas where change has been limited.

Reforms are not yet complete

Overall, the direction of change is positive and significant progress has been made. However, the scale of change and the variation in country contexts, along with the requirement for transformative change in staffing and mindset, mean that new systems and processes are still being rolled out and embedded. Both staff and internal audits indicate that more time than originally anticipated is necessary to deal with these complexities. The “aggressive timeframe” (HQ Interviews) envisaged was optimistic, and a period of “catch-up” is now needed to allow the implementation of new ways of working without constant change. Audits and interviews indicate that many country offices are struggling to introduce new systems while simultaneously conducting business as usual. Elements identified as requiring attention include the simplification of procedures (e.g. processes for budgeting and cost reporting) and fine-tuning of the system to ensure flexibility while maintaining accountability. The next years will show how successful WFP has been in addressing these issues.

Box 8: Main strengths identified in the MOPAN 2017-18 assessment

- A corporate strategy with a clear vision linked to two prioritised SDGs and based on a mandate and comparative advantage
- Logistical capabilities, expansive coverage and deep field presence
- Ongoing commitment to results-based management, including integration of strategic results and management performance into one Corporate Results Framework
- Instruments, such as the CSP process, which are capable of maintaining agility and responsiveness in highly challenging and changing contexts
- Ability to make operational decisions and allocate resources at country level in response to need
- Robust systems for oversight, risk management and fraud detection
- Increasing role of WFP in being a “solutions broker” for hunger and food security
- Strengthened evidence base on which to confidently demonstrate contributions to outcome-level change
- Consolidation of country operations and resources into a single structure that shows the links between planning, budgeting, resources and implementation, and the results achieved
- Continued strengthening and maintenance of the independence and quality of both centralised and decentralised evaluations combined with an organisational “culture” that increasingly uses evaluation results

Box 9: Main areas for improvement in the MOPAN 2017-18 assessment

- Structured workforce planning and human resource management guidance to secure the necessary skillset and steer the required change in behaviour and culture demanded by reforms
- Clearer corporate articulation of expected results of country capacity strengthening and provision of relevant, concrete and practical tools and guidance for country offices
- Comprehensive response to demands of environment and climate change
- Further attention to securing transformative outcome changes for women, men, girls and boys, including employee capacities to plan and deliver on this objective
- Attention to ensuring that environment and climate change, governance, and human rights issues are fully integrated into planning and programming
- Concerted and sustained efforts to implement and show results for existing (and recently strengthened) policies and guidance that protect beneficiaries and staff from abuses of power
- A strategic partnership and fundraising strategy for work with the private sector
- Increased predictability of timing and level of resourcing
- Contribution to national policy development and system reforms, including linking relief efforts to recovery and longer-term development results
- More robust data to fully assess cost-effectiveness
- An integrated system for knowledge management
- Processes and controls relating to beneficiary verification, profiling and prioritisation, identity management, and data management
- Systematic application of evaluation findings in planning and programming

While it is premature to assess the effectiveness of changes still being implemented, WFP's investment in identifying lessons learned and auditing pilot performance has enabled systems improvements and provides an indication of early promise. The assessment found WFP to be an organisation serious about reform, willing and keen to identify challenges, and transparent in publishing even critical evaluations and audits. These characteristics augur well for steering the reform course.

One of the major risks to the effectiveness of reforms, however, is beyond WFP's direct control. There is an expectation that donor funding practice, in particular flexible and multi-year funding, will be influenced by the greater transparency that WFP can now offer on resourcing for results. But it remains to be seen how high the bar will need to be to effect this change, and the extent to which WFP's efforts can overcome donor policy stipulations and internal structures (e.g. separating development and humanitarian funds) as well as national audit requirements. One thing seems clear – nothing less than concerted multi-stakeholder effort is required to achieve this objective, if the expectations of reform are to be realised.

ANNEXES



Annex 1. Evidence table

Methodology for scoring and rating

The approach to scoring and rating under MOPAN 3.0 draws from the OECD *Handbook on Constructing Composite Indicators: Methodology and User Guide* (OECD/EU/JRC, 2008). Each of the MOPAN 3.0 key performance indicators (KPIs) contains a number of micro-indicators (MIs) which vary in number. The MIs, in turn, contain elements representing international best practice; their numbers also vary.

The approach is as follows:

a) Micro-indicator level

Scores ranging from 0 to 4 are assigned per **element**, according to the extent to which an organisation implements the element.

For **KPIs 1-8**, the following criteria frame the scores:

- 4 = Element is fully implemented/implemented in all cases
- 3 = Element is substantially implemented/implemented in the majority of cases
- 2 = Element is partially implemented/implemented in some cases
- 1 = Element is present, but not implemented/implemented in zero cases
- 0 = Element is not present

Taking the average of the constituent elements' scores, a rating is then calculated per MI. The rating scale applied is as follows:

3.01-4	Highly satisfactory
2.01-3	Satisfactory
1.01-2	Unsatisfactory
0.00-1	Highly unsatisfactory

The ratings scale for **KPIs 9-12** applies the same thresholds as for KPIs 1-8, for consistency, but pitches scores to the middle of the threshold value (to guard against skewing in favour of higher ratings).

3.01-4	Highly satisfactory
2.01-3	Satisfactory
1.01-2	Unsatisfactory
0.00-1	Highly unsatisfactory

A score of zero (0) for an element means the assessment team had expected to find evidence but did not find any. A score of zero counts towards the MI score.

A score of “N/E” means “no evidence” indicates that the assessment team could not find any evidence but was not confident of whether or not there was evidence to be found. The team assumes that “no evidence” does not necessarily equal a zero score. Elements rated N/E are excluded from any calculation of the average. A significant number of N/E scores in a report indicates an assessment limitation (see the Limitations section at the beginning of the report).

A note indicating “N/A” means that an element is considered to be “not applicable”. This usually owes to the organisation’s specific nature.

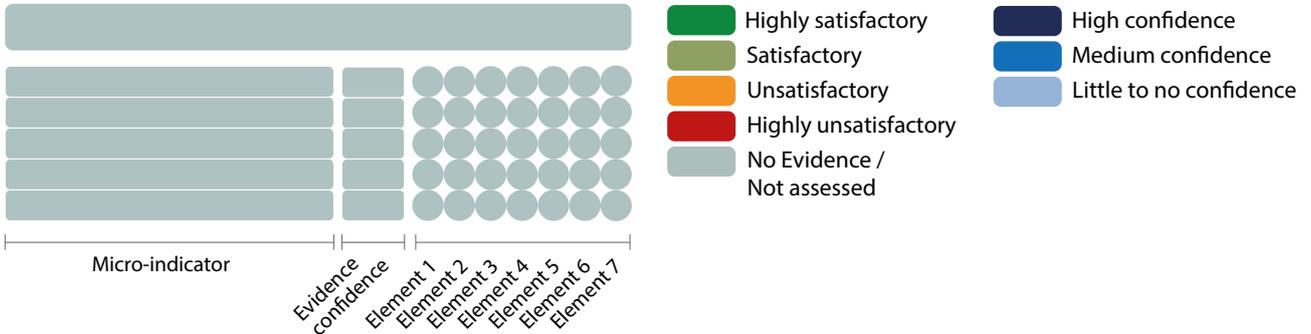
b) Aggregation to the KPI level

The same logic is pursued at aggregation to the KPI level to ensure a consistent approach. Taking the average of the constituent scores per MI, a rating is then calculated per KPI.

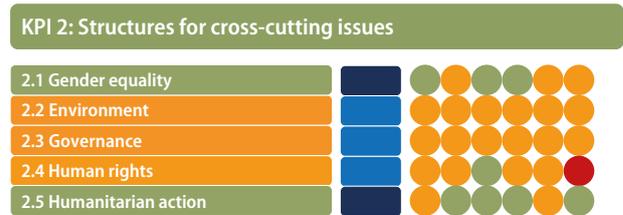
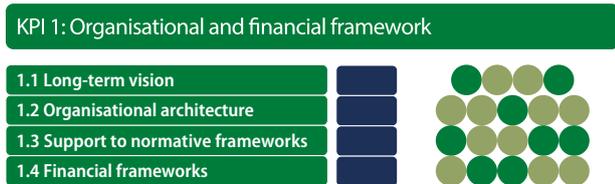
The calculation for KPIs is the same as for the MIs above, namely:

3.01-4	Highly satisfactory
2.01-3	Satisfactory
1.01-2	Unsatisfactory
0.00-1	Highly unsatisfactory

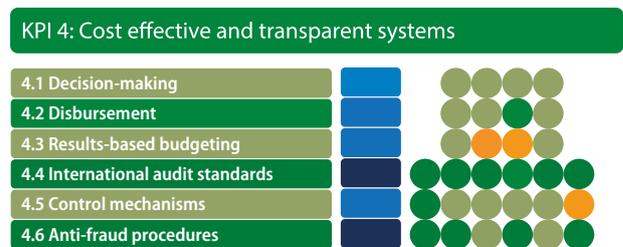
Key



Strategic management



Operational management



Relationship management



Performance management

KPI 7: Results focus

7.1 BRM applied	■	
7.2 RBM in strategies	■	
7.3 Evidence-based targets	■	
7.4 Effective monitoring systems	■	
7.5 Performance data applied	■	

KPI 8: Evidence-based planning

8.1 Evaluation function	■	
8.2 Evaluation coverage	■	
8.3 Evaluation quality	■	
8.4 Evidence-based design	■	
8.5 Poor performance tracked	■	
8.6 Follow-up systems	■	
8.7 Uptake of lessons	■	

Results

KPI 9: Achievement of results

9.1 Results deemed attained	■
9.2 Benefits for target groups	■
9.3 Policy/capacity impact	■
9.4 Gender equity results	■
9.5 Environment results	■
9.6 Governance results	■
9.7 Human rights results	■
9.8 Protection results	■

KPI 10: Relevance to partners

10.1 Target groups	■
10.2 National objectives	■
10.3 Coherence	■

KPI 11: Results delivered effectively

11.1 Cost efficiency	■
11.2 Timeliness	■

KPI 12: Sustainability of results

12.1 Sustainable benefits	■
12.2 Sustainable capacity	■
12.3 Enabling environment	■

STRATEGIC MANAGEMENT

Clear strategic direction geared to key functions, intended results and integration of relevant cross-cutting priorities

KPI 1: Organisational architecture and financial framework enable mandate implementation and achievement of expected results	KPI score
Highly satisfactory	3.38
WFP's strategic architecture has evolved over time, with the Strategic Plan 2017-21 providing the clearest articulation to date of WFP's intended long-term vision and its perceived comparative advantages in relation to the implementation of its mandate. To support mandate implementation, WFP's organisational architecture and operating model have undergone significant revision in the recent period. Key corporate initiatives such as the Fit for Purpose exercise, followed by the IRM, have successively aimed to ensure that organisational architecture, business processes, and ways of working support WFP's strategic vision.	
MI 1.1: Strategic plan and intended results based on a clear long-term vision and analysis of comparative advantage	Score
Overall MI Rating	Highly satisfactory
Overall MI score	3.5
Element 1: A publicly available Strategic Plan (or equivalent) contains a long-term vision	4
Element 2: The vision is based on a clear analysis and articulation of comparative advantage	3
Element 3: A strategic plan operationalises the vision, including defining intended results	3
Element 4: The Strategic Plan is reviewed regularly to ensure continued relevance	4

MI 1.1 Analysis	Source document
<p>Successive recent Strategic Plans have strengthened the identification of long-term vision. The Strategic Plan 2017-21 is clear and explicit, outlining its long-term vision of “a zero-hunger world” in full alignment with the SDGs.</p> <p>There has been criticism in the recent past (pre-2017) in evaluation reports and from partners of lack of clarity on WFP comparative advantage. The current Strategic Plan has elaborated comparative advantage more clearly, from its undisputed strength in preparedness, logistics and field presence to tackle emergencies to its role in tackling hunger and nutrition challenges where most needed. It also highlighted synergies with some other UN agencies, notably the RBAs (FAO & IFAD) which organisations collectively reviewed and agreed their comparative advantages. Debate continues internally and with partners on articulating and agreeing WFP’s comparative advantage across the full nexus humanitarian-development-peace-building.</p> <p>Both recent Strategic Plans are results-focused, and staff are cognisant of the need to work towards identified results. The Strategic Plan 2017-21 contains a results framework which links the Strategic Goals and Objectives to SDGs 2 (ending hunger) and 17 (partner to support implementation of the SDGs). A separate Corporate Results Framework 2017-21 combines management and strategic results and defines expected results in terms of strategic results and strategic objectives and ultimately the two Strategic Goals. Improvements to the accessibility and clarity and further elaboration of some key areas (e.g. capacity strengthening) are still required and currently receiving attention.</p> <p>WFP reviews and reports regularly to its Executive Board on the Strategic Plan and its implementation. A primary document for this is the Annual Performance Report, which structure was revised somewhat to report on 2017 performance with respect to both the current and penultimate Strategic Plans. There has been a mid-term review of both recent Strategic Plans. Regular reviews from reform processes (The IRM and Fit for Purpose) are presented to the Executive Board detailing progress, sticking points and lessons. These reports to the Board, including informal consultations are available on the website. The Office of Evaluation also presents its Annual Evaluation Report during the annual session of the Executive Board.</p>	<p>1, 4, 5, 12, 15, 16, 19, 20, 21, 22, 23, 30, 31, 32, 34, 35, 37, 41, 61, 71, 72, 73, 74, 83, 86, 93</p>
MI 1.1 Evidence confidence	High confidence
MI 1.2: Organisational architecture congruent with a clear long-term vision and associated operating model	Score
Overall MI rating	Highly satisfactory
Overall MI score	3.2
Element 1: The organisational architecture is congruent with the strategic plan	3
Element 2: The operating model supports implementation of the strategic plan	3
Element 3: The operating model is reviewed regularly to ensure continued relevance	4
Element 4: The operating model allows for strong co-operation across the organisation and with other agencies	3
Element 5: The operating model clearly delineates responsibilities for results	3

MI 1.2 Analysis	Source document
<p>There have been two significant reforms (Fit for Purpose & Integrated Road Map) to orient organisational architecture to both current and recent Strategic Plans. A key element was Organisational Design to support SP 2014-17 implementation through decentralisation. This was continued in the subsequent IRM related to SP 2017-21. Decentralisation is now well embedded across WFP, though interviews and an internal audit of IRM confirm that reforms are still underway and variations in progress remain across country offices. This is to be expected, given the variety of COs and the scope of reforms being introduced.</p> <p>The IRM has helped make progress in re-aligning strategy programme structure, financial management and reporting to be congruent with Strategic Plan 2017-21. The exercise, which is not yet complete, has involved a comprehensive revision to the way WFP plans, organises and finances its programmatic activity at country level. The Internal Audit of IRM indicates that this is still a work in progress (e.g. it found that new and amended processes are not yet standardised and transition is challenging to manage both old and new). It cautions that such changes are not straightforward and require more time and management supports than initially anticipated to complete. Plans and an amended IRM timeframe were presented to the Executive Board in June 2018 to respond to this information.</p> <p>Regular reviews, documentation of informal and formal consultations and reporting to the Executive Board, as well as internal audit and interviews and consultations for this assessment, provide strong evidence of regular review and adaptation. An evaluation of country strategy pilots has recently been completed.</p> <p>The Fit for Purpose Review (presented to the Executive Board in February 2017) identified challenges in WFP's co-operation internally and externally which are now being addressed. The SP 2017-21 and the associated IRM follow work started in SP 2014-17 in bringing about a culture shift towards more focused, strategic & diverse partnerships. There is evidence from documentation, survey and interviews of progress and a positive response from partners (NGO, UN agencies incl. RBAs, Government, Private Sector) with special mention to the Strategic Hunger Review for facilitating this. The Private Sector strategy, however, is not yet finalised and is behind schedule.</p> <p>Both Strategic Plans had clear results frameworks. SP 2017-21 is anchored to SDG 2 & 17 and seeks to integrate strategic and management results. The current CRF is in process of updating. Interviews indicate that full clarity has not yet been achieved in specifying the CRF – with debate in a few areas such as linking humanitarian results to higher outcome level. The CRF holds Country Offices and Regional Bureaux accountable for the results they select. They choose their own results, based on country context and priorities. While supporting country relevant focus, this does raise the risk of non-systematised results at corporate level.</p>	<p>1, 3, 4, 6, 11, 17, 20, 24, 31, 32, 33, 34, 35, 36, 39, 43, 45, 52, 61, 68, 76, 83, 88, 156, 165, 167, 181</p>
MI 1.2 Evidence confidence	High confidence

MI 1.3: The strategic plan supports the implementation of wider normative frameworks and associated results, including Agenda 2030 and others where applicable (e.g. the quadrennial comprehensive policy review (QCPR), Grand Bargain, replenishment commitments, or other resource and results reviews)	Score
Overall MI rating	Highly satisfactory
Overall MI score	3.6
Element 1: The strategic plan is aligned to wider normative frameworks and associated results, including Agenda 2030, and others, such as the QCPR and the Grand Bargain (where applicable)	4
Element 2: The strategic plan includes clear results for normative frameworks, including Agenda 2030, and others, such as the QCPR and the Grand Bargain (where applicable)	3
Element 3: A system to track normative results is in place for Agenda 2030, and any other relevant frameworks, such as the QCPR and the Grand Bargain (where applicable)	3
Element 4: The organisation's accountability for achieving normative results, including those of Agenda 2030, and any other relevant frameworks, such as the SDGs and their targets and indicators, the QCPR and the Grand Bargain (where applicable), is clearly established	4
Element 5: Progress on implementation on an aggregated level is published at least annually	4

MI 1.3 Analysis	Source document
<p>Both Strategic Plans over the review period have sought to align with relevant normative frameworks. The mid-term review of SP 2014-17 found areas for further improvement. SP 2017-21 sought to achieve this conceptual clarity and all objectives & results are now aligned to achievement of SDG 2 & 17. They are also aligned with QCPR requirements and meeting its directives and annual performance reports provide evidence of achievement.</p> <p>Both strategic plans in the review period have included results for key normative frameworks, though these are more clearly articulated in the Strategic Plan 2017-21. The SP, and associated CRF, 2017-21 are fully and explicitly geared to two SDG goals, 2 and 17. The CRF, while it does not set clear targets for achievement, presents a hierarchy of strategic goals, objectives and results which follow the logic chain from operational results through to SDG contributions. It applies relevant SDG indicators to track progress against the goals. The potential of contributions to other SDG results is referenced in the SP 2017-21 document, but these contributions have not yet been clarified. Cross-cutting results – such as those for gender equality and affected populations – are included within the CRF, but the document does not make explicit linkages to the normative frameworks for these (the CRF is undergoing revisions).</p> <p>Under the Strategic Plan 2014-17, WFP’s monitoring system collated corporate results against each of the four Strategic Objectives. Aggregated results were reported to the Executive Board each year in Annual Performance Reports. Under the Strategic Plan 2017-21, the CRF is envisaged as the main tool for managing corporate performance. Its outcome and output indicators will be presented in corporate reports, including the Annual Performance Report (APR), through WFP’s monitoring systems, as previously. APR for 2017 has adapted to accommodate SP 2017-21 results (change-over year) but interviews and consultations indicate that there is not yet sufficient clarity or confidence in the CRF across the organisation. Revisions are being made. In some cases, it has been necessary to go back to look at how the data are produced. Internal discussions were ongoing to determine the most appropriate approach to reporting on contributions beyond SD2&17 in the CRF.</p> <p>Responsibility for the achievement of normative results sits with WFP’s management at Country, Regional, and HQ level, with the Executive Board providing a key accountability mechanism. The Executive Board agreed the intended programmatic results for the Strategic Plan 2017-21 at the Second Annual Session in November 2016. Reports on cross-cutting results are provided annually, for example on gender, where WFP reports regularly to the Executive Board on implementation of the Gender Policy. As of mid-2018, the WFP Secretariat was assessing how to measure and monitor WFP’s contribution to SDG targets other than SDG 2 and SDG 17.</p> <p>WFP produces APRs, which report on aggregated results at corporate level. APRs are presented to the Executive Board annually. Documentation reviewed indicates that this will continue. The CRF narrative notes that, from 2018, the CRF will be fully reflected in corporate planning and accountability documents such as the Management Plan and the Annual Performance Report.</p>	<p>1, 3, 4, 6, 13, 15, 29, 37, 39, 48, 93, 156</p>
MI 1.3 Evidence confidence	High confidence

MI 1.4: Financial Framework (e.g. division between core and non-core resources) supports mandate implementation	Score
Overall MI rating	Highly satisfactory
Overall MI score	3.2
Element 1: Financial and budgetary planning ensures that all priority areas have adequate funding in the short-term or are at least given clear priority in cases where funding is very limited	3
Element 2: A single integrated budgetary framework ensures transparency	3
Element 3: The financial framework is reviewed regularly by the governing bodies	4
Element 4: Funding windows or other incentives in place to encourage donors to provide more flexible/un-earmarked funding at global and country levels	3
Element 5: Policies/measures are in place to ensure that earmarked funds are targeted at priority areas	3

MI 1.4 Analysis	Source document
<p>WFP is wholly dependent on voluntary contributions to deliver its activities. It does not receive assessed contributions. Resources are raised primarily from governments, as well as from corporations and individuals. Voluntary contributions provide WFP with “core” and “non-core” resources: “Core” resources are known as “multilateral contributions” and “non-core” as “directed multilateral contributions”. The Summary Review of the Fit for Purpose Organisation Strengthening Initiative noted that WFP’s financial framework pre-2016 was demonstrably not fit for purpose but changes have been made to address these shortcomings e.g. its focus on inputs and lack of linkages between resources and results. Within the strictures of its funding modality (voluntary contributions), WFP has implemented and is embedding a full revision of the corporate budget model to enhance the realism of financial planning and accountability and streamline and harmonise processes and results frameworks. The Financial Framework Review, including the Country Portfolio Budget, is geared to ensure detailed prioritisation including adjustment based on available resources, funding forecasts and operational challenges. It provides the context for Country Directors to prioritise their programme of work and requires integration of all functional areas at CO. This is in the process of being rolled out in all countries. In line with WFP’s strategic commitment to respond quickly, predictably, and flexibly in emergency situations, WFP has an Immediate Response Account (IRA) in place which allows WFP to deploy funding within 24 hours of the onset of a crisis. Contributions to the IRA are “core” (multilateral funding) which are highly flexible and non-earmarked, thus enabling rapid response to need. Another measure to promote flexible needs-based funding is the Strategic Resource Allocation Committee which oversees all aspects of resource prioritisation and allocation and applies a set of criteria related to food security indicators, emergency levels and project pipeline breaks.</p> <p>WFP’s (2016) Financial Framework Review (FFR) represents a full revision of the corporate budget model towards more realistic financial planning, enhanced accountability, and streamlined processes and harmonised financial and results frameworks. It makes changes to WFP’s funding model for closer alignment between resources and results. Under the FFR, the country portfolio budget (CPB) aims to ensure adequate funding for operations in a predictable way. Instead of the multiple programme and project budgets and trust fund budgets which existed within a country office, the CPB constitutes a single structure for managing the flow of resources. The APR 2017 states that 12 country offices applied the country portfolio budget structure in 2017 with the transition of an additional 53 country offices from projects to the IRM framework on 1 January 2018. The remainder will transition by January 2019. Interviews, consultations and the Internal Audit of IRM indicate that the transition has been challenging and that gains have not yet been realised. The Audit identifies actions (agreed) on controls and flexibility in budget management.</p> <p>The revised financial framework is geared to improving transparency and early signs are that the CPB is providing this transparency at country level.</p> <p>The Internal Audit of IRM 2018 found that “at field level, through the CPB, the Line-of-Sight has improved visibility on cross-cutting themes such as gender and climate change, and on activities overlapping with other United Nations mandates”. It also found however that “the Integrated Road Map objective of maximising operational effectiveness is challenged by actual high levels of earmarking, the complexity and reduced flexibility of the pilot budget structures, and by some actual practices of charging costs and aggregating programmatic activities, which compromised in some cases the objective of transparency and Line-of-Sight on the use of resources and linkages to results”.</p>	<p>1, 3, 4, 7, 8, 9, 13, 20, 22, 32, 34, 36, 39, 43, 45, 51, 63, 95, 134, 156, 167, 181</p>

The significant changes proposed by the Financial Framework Review have been regularly reviewed by the Executive Board, including through additional informal consultations. As part of the Financial Framework Review, WFP has requested amendments to the General Rules and Financial Regulations, and the budgetary thresholds for delegations of authority. The June 2018 Update of the IRM states that an organisation-wide, inter-departmental working group established in mid-2017 has completed its internal review and analysis of the adjustments required to align the General Rules and Financial Regulations regarding full cost recovery with the requirements of the Integrated Road Map and the changing environment in which WFP works.

WFP is actively seeking contributions that are unearmarked or “soft earmarked” – with further measures identified in the June 2018 IRM Update but evidence indicates an opposite trend. During 2017, WFP undertook a review of donor earmarking and conditionalities and continues to make considerable effort to attract and encourage unearmarked contributions, while recognising that donors have different requirements in terms of allocating and reporting on the results of their contributions. The trend of dependence on the top ten donors continued into 2017, accounting for 86% of total contributions that year, with the US being by far the largest donor. The results focus of the new framework is intended to permit improved performance reporting against measurable outcomes or outputs, making softly earmarked and multi-year contributions more attractive. The share of unearmarked funding to WFP has steadily decreased from 19% in 2002 and; 12% in 2011, to 8% in 2015 and 5% in 2017 (USD 375 million). Of concern therefore is that 95% of funds are earmarked, which constrains flexibility to respond to need.

Reviews and evaluations as well as interviews and consultations signal the constraints of earmarking on flexibility to respond to needs. One measure applied by WFP is the Immediate Response Account (IRA), which enables a rapid response to emerging crises. It enables the Country Director to quickly call down USD 500,000 for the initial three months of a situation.

The expectation that increased transparency will support less earmarking has not yet been realised and some interviewees are skeptical that WFP changes can influence donor behaviour (and their country audit requirements). The Internal Audit of IRM cautioned that increased budget granularity was at risk of promoting even further earmarking and thus “reducing the ability to move funds, consume funds of short duration and prioritise the CO’s programme of work. However, meaningful interpretation of the data requires further detailed analysis of grant information and monitoring by management”.

1, 3, 4, 7, 8, 9, 13, 20,
22, 32, 34, 36, 39, 43,
45, 51, 63, 95, 134,
156, 167, 181

MI 1.4 Evidence confidence

High confidence

KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues at all levels	KPI score
Satisfactory	2.2
<p>While WFP has made some progress in putting in place mechanisms to ensure the application of cross-cutting issues such as gender, protection and to a lesser extent, human rights, there is still a considerable way to go in ensuring that environmental sustainability and climate change and good governance, as WFP interprets it, are consistently addressed.</p> <p>WFP has made considerable efforts since undergoing a critical Gender Policy Evaluation in 2014 to improve its strategic organisational architecture and staff capacity for gender, as well as increasing its resourcing to the issue. However, evaluative evidence finds insufficient attention to gender equality within some policy documents and operational action, and notes that attention to gender from a transformative perspective is limited.</p> <p>Environmental sustainability and climate change have been given prominence under the Strategic Plan 2017-21. New policies on both areas have issued in 2017, and the issues feature within the corporate targets of the new Strategic Plan. However, the evidence from evaluations, interviews and the survey show that this is an area where there is a need to see considerable progress in implementation.</p> <p>Good governance for WFP is interpreted as supporting the development of national structures and frameworks for accountable and effective institutions, which can help deliver on WFP's vision of zero hunger and support the fulfilment of Vision 2030. As interpreted, the issue appears in relevant policy statements, Strategic Plans and accountability frameworks over the period, though with greater explicitness in the Strategic Plan 2017-21. Explicit resource commitments are made to capacity strengthening as part of good governance over the 2017-19 period, though evaluative evidence finds insufficient human and financial resources dedicated to the issue in recent years.</p> <p>Although WFP does not have an explicit human rights policy statement, several key policy instruments explicitly make commitments to human rights principles and approaches, and the current Strategic Plan places human rights centrally within its reference frameworks. At the same time, the current Strategic Objectives and accountability frameworks do not explicitly integrate rights concerns and the recent Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts concluded that the policies have not been effectively disseminated, do not include implementation measures and are not fully operationalised.</p> <p>WFP's Humanitarian Protection policy provides a clear statement on WFP's approach to protection issues, which are also reflected in its current Strategic Plan and accountability frameworks. However, evaluations find mixed evidence of Policy use, with the Evaluation of WFP Humanitarian Protection Policy in particular, finding mixed results when it came to the analysis of contexts and protection risks and that integration was not yet systematic because of inconsistent application of the policy and related guidance.</p>	
MI 2.1a: Gender equality and the empowerment of women	Score
Overall MI Rating	Satisfactory
Overall MI score	2.5
Element 1: Dedicated policy statement on gender equality available and showing evidence of use	3
Element 2: Gender equality indicators and targets fully integrated into the organisation's strategic plan and corporate objectives	2
Element 3: Accountability systems (including corporate reporting and evaluation) reflect gender equality indicators and targets	3
Element 4: Gender screening checklists or similar tools used for all new Interventions	3
Element 5: Human and financial resources (exceeding benchmarks) are available to address gender issues	2
Element 6: Capacity development of staff on gender is underway or has been conducted	2

MI 2.1a Analysis	Source document
<p>WFP published its 2015-20 Gender Policy, which adopted a gender rather than a women-focused approach. The policy is supported by a corporate Gender Action Plan and Regional Gender Implementation Strategies. Regional bureaux are required to develop a Gender Implementation Strategy, providing the framework for developing country office Gender Action Plans to guide gender mainstreaming.</p> <p>WFP's Strategic Plan 2017-21 marks progression from the previous approach, with an explicit statement on gender equality in the narrative. The CRF includes a cross-cutting indicator on gender, C.3 (Improved gender equality and women's empowerment among WFP-assisted population), as well as three specific indicators to cover equality in decision-making, participation and remuneration. These indicators provide for a slightly more progressive approach than under the former SRF, and are now accompanied with guidance on approaches to ensure the adoption of the more transformative measures advised by evaluation evidence. There is some evidence that these new measures are being reflected in the new CSPs to a variable extent.</p> <p>WFP has a Gender Policy and a corporate Gender Action Plan and works to ensure cross-functional collaboration on the in delivery against the UN's System Wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP). The June 2017 update to the Executive Board on the implementation of the Gender Policy reported that WFP had met or exceeded 14 of the 15 performance indicators on the SWAP a year in advance of its internally-set December 2017 deadline. By the end of 2016, WFP had exceeded eleven performance indicators, met three, and was approaching one – gender parity.</p> <p>The most recent updates to the Executive Board on the implementation of the Gender Policy (2016 and 2017) reported that WFP continued to apply the gender marker to all new programmes. Despite these actions, evaluations continue to identify challenges in integrating gender in WFP programmes, such as the inconsistent use of guidance in programmes.</p> <p>While progress is being made, there is still some way to go until there are sufficient human and financial resources to effectively address gender issues. WFP's Management Plan 2017-19 states that resources allocated to gender-related activities in WFP's prioritised programme of work are estimated at 13 per cent, an increase of 1 per cent from 2016. WFP's goal is 15 per cent of operational requirements by 2020. In terms of Human Resources, the update on the Gender Policy for 2018 records that: gender specialists of various staff grades and contract durations are employed at headquarters and in all regional bureaux and several country offices.</p> <p>With the advent of the current Gender Policy 2015-20, WFP has implemented a number of activities to support staff capacity development on gender. The WFP Management Plan 2017-21 states that in 2017 the Gender Special Account will focus on accelerating gender mainstreaming by supporting the implementation of the Gender Action Plan through capacity development. Increased support will be provided for implementing regional gender strategies and country-level action plans and enhancing the Gender Results Network. The most recent update on the Gender Policy provides detail of continued efforts to both develop online courses and of direct support through training to six country offices and one regional office. Evidence from evaluations continues to find that operations have not yet consistently applied gender analysis to inform intervention design or country strategy design.</p>	<p>1, 3, 4, 6, 11, 13, 15, 16, 27, 29, 30, 32, 42, 43, 66, 67, 71, 73, 87, 89, 90, 91, 92, 93, 95, 166, 182</p>
MI 2.1a Evidence confidence	High confidence

MI 2.1b: Environmental Sustainability and Climate Change	Score
Overall MI Rating	Unsatisfactory
Overall MI score	2
Element 1: Dedicated policy statement on environmental sustainability and climate change available and showing evidence of use	2
Element 2: Environmental sustainability/ climate change indicators and targets are fully integrated into the organisation's strategic plan and corporate objectives	2
Element 3: Accountability systems (including corporate reporting and evaluation) reflect environmental sustainability and climate change indicators and targets	2
Element 4: Environmental screening checklists/impact assessments used for all new Interventions	2
Element 5: Human and financial resources (exceeding benchmarks) are available to address environmental sustainability and climate change issues	2
Element 6: Capacity development of staff on environmental sustainability and climate change is underway or has taken place	2
MI 2.1b Analysis	Source document
<p>WFP's Climate Change Policy and its Environmental Policy were both issued in 2017. The Climate Change Policy sets out the ways in which WFP will contribute to efforts to prevent climate change and climate-related shocks from exacerbating existing vulnerabilities and risks and from undermining progress towards ending hunger and malnutrition. The Environmental Policy focuses on mechanisms for identifying, avoiding, addressing and managing environmental risks in WFP's interventions, while also recognising that WFP's food assistance activities can generate environmental benefits. In interviews, WFP staff expressed concerns about the current limited understanding within the organisation of the implications of the policies for interventions, something that is backed up by the survey data.</p> <p>WFP's Strategic Plan 2017-21 is explicit on its commitment to climate change and environment issues, referencing the United Nations Framework Convention on Climate Change Paris Agreement (December 2015) as well as SDG 13 on taking action to combat climate change. The CRF 2017-21 adopts a more mainstreamed approach to both climate change and the environment. A cross-cutting result (C.4) on "Targeted communities benefit from WFP programmes in a manner that does not harm the environment" is included. Under Strategic Result 4: 4.1 "Improved household adaptation and resilience to climate and other shocks." While there are indicators, there is limited evidence as yet of their use.</p> <p>While there are accountability systems in place, these are yet to be fully reported on. The two policies list similar corporate accountability systems as follows: "Accountability ... will be tracked through monitoring and reporting through the Standard Project Report, the Annual Performance Report and relevant reporting mechanisms of the United Nations, consistent with WFP's information disclosure policy." Given the concerns expressed in interviews about the current limited understanding, there is still much to be done to ensure full reporting on these policies.</p>	1, 3, 15, 40, 43

<p>There are commitments to develop environmental screening systems, although these are not yet in place. In the environmental policy, WFP commits establishing an environmental screening and categorisation process for new activities and operations, through an Environmental Management System (EMS). The Programme Guidance Manual is due to be updated to reflect the requirements of the 2017 Environmental Policy.</p> <p>Both the Climate Change Policy and the Environmental Policy include general statements on the need for financial and human resources. Initial funding of USD 650,000 was allocated to implementation of the Environmental Policy in 2017, with a commitment to seek further funding for full roll out. While there is a commitment to ensuring technical capabilities in climate, there are no references to resources.</p> <p>As per Element 5 above, human resource needs – including training and capacity development for staff – are mentioned in both the Environmental and the Climate Change policies. However, given how recently the policy was developed, there is limited documentary and interview evidence that these initiatives have yet been undertaken.</p>	1, 3, 15, 40, 43
MI 2.1b Evidence confidence	Medium confidence
MI 2.1c: Good governance	Score
Overall MI Rating	Unsatisfactory
Overall MI score	2
Element 1: Dedicated policy statement on the principles of good governance and effective institutions available and showing evidence of use	2
Element 2: Indicators and targets related to the principles of good governance and effective institutions are integrated into the organisation's strategic plan and corporate objectives	2
Element 3: Accountability systems (including corporate reporting and evaluation) reflect the principles of good governance and effective institutions	2
Element 4: New interventions are assessed for relevant governance/institutional effectiveness issues	2
Element 5: Human and financial resources are available to address the principles of good governance and issues related to effective institutions	2
Element 6: Capacity development of staff on the principles of good governance and effective institutions is underway or has taken place	2

MI 2.1c Analysis	Source document
<p>Good governance is applied by WFP in the sense of a commitment, articulated in the Strategic Plan, to support the development of national structures and frameworks for accountable and effective institutions that are able to help deliver on WFP's vision of zero hunger and support the fulfilment of Vision 2030. While there is no dedicated policy on good governance, there are specific policies on Capacity Strengthening and Emergency Preparedness. However, the evidence from evaluations has shown an inconsistent focus on capacity building of partners.</p> <p>The Strategic Plan 2017-21 has made reference to capacity strengthening more explicit, with references SDG 16 on promoting peace, justice, and strong institutions. There is an aim to mainstream capacity strengthening under all Strategic Objectives and results, with associated indicators and targets, although this is still a work in progress.</p> <p>The 2017-21 Corporate Results Framework identifies strategic outcome categories for measuring WFP's work in this area, specifically strategic outcome 5.1: Enhanced capacities of public- and private-sector institutions and systems, including local responders, to identify, target and assist food insecure and nutritionally vulnerable populations. The Evaluation Policy 2016-21 does not explicitly reference governance, as applied to WFP, although this as a substantive issue that is treated appropriately within individual evaluations. However, as noted, specific evaluations of WFP's work on capacity strengthening and emergency preparedness have been conducted, which find mixed evidence of WFP's effectiveness in these areas.</p> <p>The Programme Guidance Manual includes assessment mechanisms for WFP to assess aspects of governance for new interventions. This includes social protection analysis using a checklist which analyses governance in terms of institutional support for social protection and a range of tools for the assessment of partner capacity. The evidence from evaluations shows the mixed effectiveness of these assessments.</p> <p>The Evaluation of WFP Policy on Capacity Development (as updated in 2009) concluded that: WFP staff at all levels noted a lack of ownership of the policy update within the organisation, and observed that the small and fluctuating size of the Headquarters capacity development unit had reduced its visibility and influence considerably. In the management response, a commitment is made that WFP will ascribe roles, responsibilities and accountabilities in supporting capacity strengthening across functions, divisions and departments. There is a further commitment to present a new country capacity strengthening policy in 2018.</p> <p>The Evaluation of WFP Policy on Capacity Development (as updated in 2009) states that "Staff will be trained as appropriate" in WFP's approach to governance. However, the 2017 Evaluation of WFP Policy on Capacity Development (as updated in 2009) found limited staff capacity – in both quantity and skills. In the management response a commitment is made that, guidance will be developed to facilitate the inclusion of capacity development skills, capabilities and functions in the staff's Performance and Competency Enhancement (PACE) process. A new country capacity strengthening policy is under development for presentation to the Board in 2018.</p>	<p>1, 6, 32, 43, 73, 75, 83, 89, 93, 104, 113</p>
MI 2.1c Evidence confidence	Medium confidence

MI 2.1d: Human Rights	Score
Overall MI Rating	Unsatisfactory
Overall MI score	2
Element 1: Dedicated policy statement on human rights issues available and showing evidence of use	2
Element 2: Human rights indicators and targets fully integrated into the organisation's strategic plan and corporate objectives	2
Element 3: Accountability systems (including corporate reporting and evaluation) reflect human rights indicators and targets	3
Element 4: Human rights screening checklists or similar tools used for all new interventions	2
Element 5: Human and financial resources (exceeding benchmarks) are available to address human rights issues	2
Element 6: Capacity development of staff on human rights is underway or has been conducted	1
MI 2.1d Analysis	Source document
<p>WFP does not have an explicit human rights policy statement. However, WFP does adhere to the Humanitarian Principles and has an Access Policy, which are practical aspects of how human rights are addressed in the organisation's work. The Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts concludes overall that the principles and the policy have not been effectively disseminated, do not include implementation measures and are not fully operationalised.</p> <p>The Strategic Plan 2017-21 references Human Rights in a much more explicit way: "WFP is always guided by and respects the principles of human rights, social justice, the dignity and worth of the human person and respect for equal rights of men and women, boys and girls.... WFP is committed to adhering to the values, purposes and principles of the United Nations Charter and the Universal Declaration of Human Rights. Promoting and encouraging respect for human rights and international humanitarian law is a core objective of the United Nations." While human rights are not explicitly referenced within discussion of the Strategic Objectives or results, or WFP's intended means of addressing these, there is some limited evidence of the use of rights language in some indicators.</p> <p>The Strategic Results Framework 2014-17 contains specific targets or indicators on human rights issues including gender (see MI 2.1a above) and protection (see MI 2.1e below). Many of the core indicators and targets do implicitly contribute to the realisation of a range of rights and entitlements.</p> <p>The Programme Guidance Manual does not explicitly contain human rights screening tools of checklists but does reference human rights relatively consistently. WFP's Guidance Manual on Protection contains tools for analysis of protection risks. In the management response to the Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts a commitment is made to, build on WFP's existing internal guidance on the integration of protection, communications material, as well as to develop guidelines for co-operating partners, commercial suppliers and other external actors to strengthen their understanding of their responsibilities when it comes to integrating protection.</p>	1, 16, 106, 112, 174

<p>In the management response to the Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts (2018) it is stated that, WFP deployed consultant humanitarian advisers at the regional level with the objective of providing dedicated expertise on a number of key humanitarian issues, including protection, AAP, peacebuilding, conflict sensitivity and principled humanitarian access. The humanitarian advisers have been critical in assisting country offices to better integrate humanitarian issues into their operations. Maintaining the humanitarian advisers is therefore a priority. In the short-term, they will be retained under their existing consultancy posts, funded through extrabudgetary funds. For the long-term, the posts will be transferred to fixed-term staff positions funded through the programme support and administrative budget (subject to resource availability).</p> <p>In the management response to the Evaluation of WFP Policies on Humanitarian Principles and Access in Humanitarian Contexts (2018) it is stated that, WFP will soon launch blended learning programmes on both protection and AAP that use new training methodologies to tailor training to staff at different levels. They will complement the existing training initiatives covering protection and AAP.</p>	1, 16, 106, 112, 174
MI 2.1d Evidence confidence	Medium confidence
MI 2.1e: Protection	Score
Overall MI Rating	Satisfactory
Overall MI score	2.67
Element 1: Dedicated policy statement on Protection available and showing evidence of use	2
Element 2: Protection indicators and targets fully integrated into the organisation's strategic plan and corporate objectives	3
Element 3: Accountability systems (including corporate reporting and evaluation) reflect Protection indicators and targets	3
Element 4: Protection screening checklists or similar tools used for all new interventions	3
Element 5: Human and financial resources (exceeding benchmarks) are available to address Protection issues	2
Element 6: Capacity development of staff on Protection is underway or has been conducted	3

MI 2.1e Analysis	Source document
<p>WFP's 2012 Humanitarian Protection Policy has the stated objective of ensuring safer, more dignified, and more accountable solutions to food insecurity and hunger. The Evaluation of WFP Humanitarian Protection Policy (May 2018) found mixed results concluding that: the extent to which country offices actually engaged in analysis of contexts and protection risks was highly variable and not systematic; and, protection practices and knowledge started to be integrated into programme tools, but integration was not yet systematic because of inconsistent application of the policy and related guidance.</p> <p>The 2012 Humanitarian Protection Policy sets out WFP's strategic vision to enable it to integrate humanitarian protection concerns into all of its work and activities and is integrated into the Strategic Plan for 2014-17. Protection is not referenced in the Strategic Goals of Objectives of the SP, though it does commit WFP to "work to integrate humanitarian protection concerns and accountability to affected populations in all its activities." The CRF includes the result indicator: C.2.1. Proportion of targeted people accessing assistance without protection challenges</p> <p>WFP's CRF 2014-17 contains an explicit cross-cutting result on protection: "WFP assistance delivered and utilized in safe, accountable and dignified conditions." In line with WFP's evaluation policy, the evaluation function contributes to WFP's international commitments by considering in evaluation processes, as appropriate, the application of protection, noting that "WFP abides by universally shared values of equity, justice, human rights – including prevention of sexual exploitation and abuse – and respect for diversity."</p> <p>A Protection Guidance Manual was developed and made available from September 2016. This includes guidance on protection analysis, risk equation, programme design, and developing a protection strategy. Protection and accountability have also been integrated into WFP's Emergency Programming Framework. The Programme Guidance Manual refers to the use of field-based tools to undertake conflict and protection analysis such as protection checklists and action plans. As referred to above, the Evaluation of WFP Humanitarian Protection Policy (May 2018) found mixed results with regard to implementation.</p> <p>WFP's annual reporting indicates that dedicated staff on protection are located in nine Country Offices and all Regional Bureaux have Humanitarian Policy Advisers, whose remit includes protection. There is still a recognised need for further resources to ensure that protection issues are included consistently.</p> <p>The Mid Term Review of the Strategic Plan 2014-17 reported that from 2012 to 2016, some 1,800 staff and partners were trained in Protection in 29 Country Offices. Management information indicates that as of December 2017, 4,000 + staff have gone through training on protection and WFP is in the process of finalising an e-learning on protection that will be available to all staff. Staff training is ongoing in order to cover all field staff.</p>	<p>1, 3, 6, 11, 16, 22, 28, 32, 35, 37, 42, 43, 44, 67, 72, 87, 93, 95, 106, 113, 179, 185, 190</p>
MI 2.1e Evidence confidence	High confidence

OPERATIONAL MANAGEMENT

Assets and capacities organised behind strategic direction and intended results, to ensure relevance agility and accountability

KPI 3: Operating model and human/financial resources support relevance and agility	KPI score
Highly satisfactory	3.16
<p>Through two successive strategic plans and reform processes, WFP has adjusted organisational design and staffing to place a strong emphasis on decentralisation in support of relevance and agility at country level. WFP's documentation clearly sets out procedures and significant levels of delegated authority to decentralised level. WFP is 100% voluntary funded, relying on financial contributions largely from governments as well as multilateral organisations and the private sector. Its resource mobilisation strategy is explicitly aligned to its mandate through the Strategic Plan 2017-21, particularly through the vehicle of Country Strategic Plans, which are intended to provide the main resource mobilisation mechanism at country level going forward. WFP's Corporate Partnerships Strategy 2014-17 emphasises the combining and leveraging of complementary resources of all kinds. Finally, the Fit for Purpose initiative included efforts to improve the performance culture of the organisation. WFP's performance assessment system for staff has been revised accordingly since 2014, in part for closer links to intended organisational results. Performance assessment is comprehensively applied across the organisation, but auditors have questioned the extent to which it is used to "critically appraise" WFP staff.</p>	
MI 3.1: Organisational structures and staffing ensure that human and financial resources are continuously aligned and adjusted to key functions	Score
Overall MI Rating	Satisfactory
Overall MI score	3
Element 1: Staffing is aligned with, or being reorganised to, requirements set out in the current Strategic Plan	3
Element 2: Resource allocations across functions are aligned to current organisational priorities and goals, as set out in the current Strategic Plan	3
Element 3: Internal restructuring exercises have a clear purpose and intent, aligned to the priorities of the current Strategic Plan	3
MI 3.1 Analysis	Source document
<p>At the end of 2017, 88% of WFP staff worldwide were based in the field in line with the national level focus of both recent Strategic Plans and related reforms. Evaluations, Audits and reports of the Inspector General, along with interviews, indicate that alignment of staff and skills towards supporting governments and other actors to achieve the SDGs is happening. However, they indicate a need for further workforce planning, along with assessment and sourcing of the right skills. WFP is currently systematically assessing workforce composition at the country level.</p> <p>The Audit report on decentralisation concluded that WFP had successfully adapted its configuration to its priorities with number of employees increasing to 45% based in the Middle East, North Africa, Eastern Europe and Central Asia Region; and decreased by 40% in Asia, reflecting changes in the food situations in those regions. Surge capacity is a constant challenge to meet humanitarian requirements. Concerns consistently flagged are the prevalence of short-term staff among the workforce and challenges in deploying staff in insecure humanitarian contexts. Overall, there has been a sharp increase in the number of consultants hired. Nonetheless, the survey indicated overall satisfaction</p>	<p>3, 6, 7, 8, 11, 13, 17, 23, 31, 32, 34, 36, 37, 39, 44, 45, 49, 64, 68, 70, 83, 86, 88, 93, 156, 167, 171</p>

with levels of staffing and continuity of staffing. Interviews indicate that new approaches are being explored in country offices and regional bureau, including localisation of long-term expertise. Due to need outweighing financial resources (albeit that contributions had increased), the APRs for 2016 and 2017 indicate measures taken at country level to stretch available resources in line with priorities e.g. through targeting worst affected areas and most vulnerable households and through prioritisation of activities, with live-saving support given precedence. The ability to make country-specific decisions enables this function, even though finance limitations often do have a negative impact on longer-term goals, such as asset creation and capacity strengthening. Reforms are strongly aligned to the current and recent strategic plans and have clear intent. The WFP Management Plan 2017-19 set out operational requirements per Strategic Objective (linked to the Strategic Plan 2014-17). Under the IRM for the current SP, each country office prepared a resource-based implementation plan for 2017. These plans were aggregated to create the global Prioritised Plan of Work also reflected in the Management Plan (2017-19 and 2018-20). There is strong coherence between different elements of the reform process. Functions and roles at different levels (CO, RB, HQ) are clearer and becoming even more so.	3, 6, 7, 8, 11, 13, 17, 23, 31, 32, 34, 36, 37, 39, 44, 45, 49, 64, 68, 70, 83, 86, 88, 93, 156, 167, 171
MI 3.1 Evidence confidence	High confidence
MI 3.2: Resource mobilisation efforts consistent with the core mandate and strategic priorities	Score
Overall MI Rating	Highly satisfactory
Overall MI score	3.4
Element 1: Resource mobilisation strategy/case for support explicitly aligned to current strategic plan	4
Element 2: Resource mobilisation strategy/case for support reflects recognition of need to diversify the funding base, particularly in relation to the private sector	3
Element 3: Resource mobilisation strategy/case for support seeks multi-year funding within mandate and strategic priorities	3
Element 4: Resource mobilisation strategy/case for support prioritises the raising of domestic resources from partner countries/institutions, aligned to goals and objectives of the Strategic Plan/ relevant country plan	4
Element 5: Resource mobilisation strategy/case for support contains clear targets, monitoring and reporting mechanisms geared to the Strategic Plan or equivalent	3
MI 3.2 Analysis	Source document
WFP's Management Plan 2018-20 is aligned to the current strategic plan and identifies resource mobilisation priorities and targets for different levels of the organisation. WFP is 100% voluntary funded (see also 1.4 above), relying on financial contributions largely from governments as well as multilateral organisations and the private sector. WFP's role in responding to humanitarian emergencies has resulted in its largest contributions ever, in recent years. There has been an upward trend in received contributions through 2015 (USD4.8B), 2016 (USD5.8B) and 2017 (USD6B). Similarly, the Corporate Partnerships Strategy (2014-17) explicitly cited the aims of the Strategic Plan 2014-17. Under the current SP 2017-21, Country Strategic Plans serve as the vehicle for resource mobilisation and fund management. Within the Strategic Plan 2017-21, WFP states that it expects resource flows for the duration of the plan to mirror past trends, including along the humanitarian-development-peace nexus, and commits to prioritising its work and complying with resource allocation decisions of the Executive Board that recognise these patterns, including for multilateral resources.	1, 6, 17, 19, 21, 25, 35, 41, 61, 71, 114, 128, 156

<p>WFP strategies and reform processes acknowledge the need to diversify the funding base and several measures are being deployed (e.g. satellite offices and more systematic efforts in private sector fundraising and partnerships). WFP is also endeavoring to expand its donor base to include non-traditional donors and the private sector and to increase domestic funding. Individual CSPs reflect these approaches. Contributions from donors beyond the top ten (86%) increased slightly between 2016 and 2017. Contributions from the private sector, while growing, remain modest. The new 2018–2021 private-sector partnerships and fundraising strategy was intended to be presented to the Board in June 2018, but this was withdrawn for further work.</p> <p>From 2017, under the Financial Framework Review, the revised Macro advance financing model provides aggregated budget authority for country offices early in the process, to both reduce the effects of fragmented funding streams and to increase the predictability of resources. This model is intended to offset the challenges of short-term contributions through increased ability to plan ahead. The extended duration of the CSPs seeks to generate longer-term programme planning and multi-year funding discussions. To increase the predictability of funding, WFP has signed multi-year contribution arrangements and Strategic Partnership Agreements with several donors, and seeks to expand this number. Donors have increased the level of multi-year contributions. This almost doubled in 2017 from the previous year (8%) and accounted for 15% of WFP total contribution income for that year.</p> <p>Under the new Financial Framework, the Country Portfolio Budget (CPB) approach is designed to include the raising of domestic resources at country level, as part of the collective effort to realise the SDGs. This will be allied with intensified partnerships. There is evidence of contributions raised from a number of partner countries (e.g. Bangladesh, Burundi and Cambodia) and overall increase in recent years. Host government contributions are aligned with the relevant country/transitional strategic plan. WFP's Management Plans reflect contributions raised from many partner countries; for example, Bangladesh (USD 3,745,000 in 2016); Burundi (USD 1,661,000 in 2016) and Cambodia (USD 1,227,000 in 2016). The 2017-19 Management Plan records that, in 2016, host government contributions increased by a notable 7% from USD 219 million in 2015 to USD 233 million.</p> <p>The Corporate Partnerships Strategy does not include specific targets for resource raising, but annual Management Plans set these out, linked to WFP Strategic Objectives. The APR includes annual reporting on fundraising against targets. In 2017, the Management Plan included a Prioritised Plan of Work, aggregated from individual country resourcing plans developed as part of the Integrated Road Map process.</p>	<p>1, 6, 17, 19, 21, 25, 35, 41, 61, 71, 114, 128, 156</p>
<p>MI 3.2 Evidence confidence</p>	<p>Medium confidence</p>
<p>MI 3.3: Aid reallocation/programming decisions responsive to need can be made at a decentralised level</p>	<p>Score</p>
<p>Overall MI Rating</p>	<p>Highly satisfactory</p>
<p>Overall MI score</p>	<p>3.25</p>
<p>Element 1: An organisation-wide policy or guidelines exist which describe the delegation of decision-making authorities at different levels within the organisation</p>	<p>3</p>
<p>Element 2: <i>(If the first criterion is met)</i> The policy/guidelines or other documents provide evidence of a sufficient level of decision-making autonomy available at the country level (or other decentralised level as appropriate) regarding aid reallocation/programming</p>	<p>4</p>

Element 3: Evaluations or other reports contain evidence that reallocation/programming decisions have been made to positive effect at country or other local level, as appropriate	3
Element 4: The organisation has made efforts to improve or sustain the delegation of decision-making on aid allocation/programming to the country or other relevant levels	3
MI 3.3 Analysis	Source document
<p>Organisation-wide policy exists which describes delegation of decision-making authorities at different levels within WFP. Country Strategic Plans now comprise the main vehicles for resource mobilisation and management, with decisions taken primarily at country level. As they are introduced, they remove the previous challenge of resources being allocated to projects and trust funds, which has led to a fragmented and inflexible budget structure, where budget revisions were required to shift funding between cost components. Interviews and the IRM Audit indicate that progress is being made but the changes are complex and need time. WFP's organisational restructuring through the Fit for Purpose initiative and the Integrated Road Map have been oriented toward enhanced decentralisation of decision-making capabilities at multiple levels and across sectors.</p> <p>Requirements are clearly set out in Financial Regulations and the Programme Guidance Manual. The IRM requires changes to the budgetary thresholds for delegations of authority, which have been deferred for approval until the 2018 Second Regular Session of the Executive Board. The Update on IRM June 2018 reports progress in reviewing and identifying the necessary changes to General Rules and Financial Regulations. Delegations of authority at CO and RB level are clear and adequate – excepting those changes to General Rules and Financial Regulations pending (see above). Delegations of authority for the Immediate Response Account are also provided in a separate document; these include for example for IR-EMOPS (Element 1 above), which allows for immediate response operation to be funded up to USD 1 million at Regional level. Survey indicated a quite high level of satisfaction with capacity to make strategic decisions locally.</p> <p>Evaluations of operations at country level in general report flexibility and agility in WFP's operational decision-making and resource allocation at country level, such as its response to the Iraq and Ebola crises. They regularly report recognition by partners of swift and flexible adaptation with the occasional finding of the opposite i.e. lack of responsiveness to external change (e.g. Nepal, Sudan). The Annual Operation Evaluation Syntheses (particularly that for 2016-2017) also note the constraints imposed by inflexibilities in donor funding, for example when being earmarked for specific projects or target areas, being provided as "in-kind" donations only, or being limited in duration.</p> <p>WFP continues to strengthen the autonomy of country offices and to clarify the roles and responsibilities at different levels, such that the country is the priority focus. Recent updates indicate that further work is needed and planned towards this end (see also MI3.3 elements 2 and 3 above).</p>	1, 3, 6, 8, 13, 26, 35, 36, 39, 93, 95, 120, 121, 128, 167, 181
MI 3.3 Evidence confidence	High confidence

MI 3.4: HR systems and policies performance based and geared to the achievement of results	Score
Overall MI Rating	Satisfactory
Overall MI score	3
Element 1: A system is in place which requires the performance assessment of all staff, including senior staff	4
Element 2: There is evidence that the performance assessment system is systematically implemented by the organisation across all staff and to the required frequency	3
Element 3: The performance assessment system is clearly linked to organisational improvement, particularly the achievement of corporate objectives, and to demonstrate ability to work with other agencies	3
Element 4: The performance assessment of staff is applied in decision-making relating to promotion, incentives, rewards, sanctions, etc.	3
Element 5: A clear process is in place to manage disagreement and complaints relating to staff performance assessments	2
MI 3.4 Analysis	Source document
<p>A performance assessment system is in place. Through the Fit for Purpose reforms, WFP invested heavily in developing and implementing a People Strategy, involving major changes in every aspect of the way WFP manages people including recognising and rewarding successful performance and reinforcing line managers' accountability. The Performance and Competency Enhancement (PACE) system, comprising WFP's performance assessment system for staff, was revised in 2014 to streamline its application and increase its effectiveness. The performance system is applicable to WFP's entire workforce: senior managers, staff, and short-term consultants, who comprise a significant proportion of WFP's workforce. WFP also has a probation policy in place, with probation lasting for one year, and applying to both national and international staff.</p> <p>The PACE system is being applied. The 2016 Update on the People Strategy reports a PACE process completion rate of 97% in 2015, up from 64% in 2011 and one of the highest rates among United Nations agencies. The Update on WFP's People Strategy cites the results of the 2015 Global Staff Survey, which indicate an improvement in WFP's performance management culture, relative to the 2012 Global Staff Survey results and global benchmarks. Specifically, in the 2015 Survey, 76% and 83% of staff understood how performance is evaluated and believed that clear performance standards were set in their units, respectively. The WFP global staff survey results for 2018 have been produced but they were not made available to the assessment team.</p> <p>The PACE system links the outputs and key performance indicators of individual staff members to those of the WFP unit, division or country office. The 2016 People Strategy Update reports that the way in which staff are assessed is being changed to reflect WFP's core values and its four core capability dimensions: i) purpose – align individual purpose to WFP's mission; ii) people – support and equip WFP's workforce to provide the best service to its beneficiaries; iii) partnership – lead across boundaries to deliver the best for WFP's beneficiaries; and iv) performance – deliver practical, sustainable solutions to achieve WFP's mission. An audit of the Changes to Human Resources questions the actual effectiveness of PACE in assessing the skills of employees e.g. level of critical appraisal and reliance on mainly qualitative performance indicators.</p>	4, 6, 21, 46, 48, 65, 145, 152, 70, 170

<p>Under the People Strategy, WFP has also strengthened the link between performance and other HR-related processes, such as mobility, promotion/recruitment and career development. For example, the international professional promotion exercise for staff at levels P1–P3 was overhauled to improve the effectiveness and transparency of decision-making processes. The Update reports that the revamped process makes line managers accountable for decisions related to talent management and offers individualised feedback and career discussions for eligible candidates through a multi layered assessment process. The Update also notes that, to identify leadership potential, the promotion process for international professionals at levels P5–D1 has been redesigned. Eligible staff are assessed according to their potential and performance.</p> <p>The People Strategy and WFP’s performance management system do not explicitly outline the process for managing disagreement and complaints relating to staff performance assessments. While management information indicates that the PACE system involves a clear and systematised process for managing disagreements between staff and their management, as well as the existence of a recourse procedure, there is evidence that not all staff experience the process in this way. The Ombudsman Report for 2016, presented to the Executive Board in 2018 highlighted issues related to evaluative relationships, career progression and development, and leadership among the most cited categories of dissatisfaction.</p>	<p>4, 6, 21, 46, 48, 65, 145, 152, 70, 170</p>
<p>MI 3.4 Evidence confidence</p>	<p>High confidence</p>
<p>KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency/accountability</p>	<p>KPI score</p>
<p>Highly satisfactory</p>	<p>3.24</p>
<p>WFP follows a needs-based funding model that identifies areas of humanitarian need, against which WFP then aims to raise resources. Management Plans set out and justify the intended allocation of resources. The journey towards results-based budgeting has gained momentum in the recent period and is expected to be fully realised under the Integrated Roadmap through the Country Portfolio Budget approach. External audit certifies the meeting of standards in relation to financial reporting, internal control (including Internal Audit) and enterprise risk management. WFP’s Audited Accounts for 2016 reports a surplus of revenue over expenses. This variance is clearly explained and attributed to largely external factors. WFP’s Internal Control Framework, overseen by Office of the Inspector General, defines the roles and responsibilities for implementing internal controls within WFP Under its new Internal Audit Strategy (2016-20), WFP is undergoing a shift to thematic and process audits. Evidence finds that action has been taken in response to identified issues, including recommendations from audits. Finally, WFP also has a robust Anti-Fraud and Anti-Corruption Policy in place, with associated guidance, roles, and responsibilities.</p>	
<p>MI 4.1: Transparent decision-making for resource allocation, consistent with strategic priorities</p>	<p>Score</p>
<p>Overall MI Rating</p>	<p>Satisfactory</p>
<p>Overall MI score</p>	<p>3</p>
<p>Element 1: An explicit organisational statement or policy exists which clearly defines criteria for allocating resources to partners</p>	<p>3</p>
<p>Element 2: The criteria reflect targeting to the highest priority themes/countries/areas of intervention as set out in the current Strategic Plan</p>	<p>3</p>
<p>Element 3: The organisational policy or statement is regularly reviewed and updated</p>	<p>3</p>
<p>Element 4: The organisational statement or policy is publicly available</p>	<p>3</p>

MI 4.1 Analysis	Source document
<p>WFP's needs-based funding model means that there is not a specific resource allocation policy for partners. Such allocations are determined based on context (country) specific need. Needs are set out in the Management Plans derived from regional and country aggregated plans with priority to humanitarian needs based on national and WFP-conducted food and nutrition security and hunger assessments. The Zero Hunger Review, as part of CSP preparation, provides a joint partner forum for identifying needs and priorities. Country Offices further prioritise within this and based on the availability and flexibility of funding. While Government is a key partner, the configuration of co-operating partners (UN agencies, INGOs etc.) is determined based on need and comparative advantage. The new budget tools, such as the Country Portfolio Budget, have made the process more transparent.</p> <p>Management plans and the prioritisation and budget processes are explicitly linked to Strategic Plan objectives. CSPs, including strategic hunger reviews, are expected to be the main vehicle for resource mobilisation and fund management over a five-year period and are based on national priorities and WFP strategic focus on hunger and nutrition, with priority to humanitarian needs. The model has proven adaptive to address unanticipated emergencies when these arose (e.g. Bangladesh). A committee (The Strategic Resource Allocation Committee) oversees the prioritisation of more flexible multilateral funding and ensuring appropriate bridging, diversification and ability to respond to specific appeals in advance of donor specifications. Since 2017, there has been a new approach of working bilaterally (rather than globally) with INGOs with specific action plans and country level tracking. Partners in the survey were largely satisfied with the transparency of criteria for resource allocation.</p> <p>Using vulnerability analysis and mapping, other means and, increasingly, the zero-hunger strategic review process, WFP country offices plan their operations to meet the needs of the most vulnerable populations. The result is a "needs-based plan", and when funding does not meet the needs, the assistance and change envisioned in the plan are often not realised. The 2017 funding gap had various consequences for WFP operations globally, from reductions in the number and size of rations or the duration of assistance provision to prioritisation of activities and beneficiary groups. Funding shortfalls often result in the prioritisation of life-saving activities over capacity strengthening, resilience building and other interventions needed for long-term sustainable food and nutrition security. The activities with the largest gaps are often those such as asset creation, malnutrition prevention and capacity strengthening that benefit from and require predictable funding in order to effect long-term change. WFP reviews resource needs on an annual basis and these are reflected in Management Plans.</p> <p>Resourcing plans and budgets, including documents regarding internal consultations with the Executive Board on their finalisation, are publicly available. Performance is reported on annually through the APR. A new section was added in the report for 2017, which provides information on the overall financial performance of WFP but also highlights the funding gap and its consequences.</p>	<p>1, 3, 12, 17, 19, 30, 44, 68, 107, 122, 123, 156, 171, 170</p>
MI 4.1 Evidence confidence	Medium confidence

MI 4.2: Allocated resources disbursed as planned	Score
Overall MI Rating	Highly satisfactory
Overall MI score	3.25
Element 1: The institution sets clear targets for disbursement	3
Element 2: Financial information indicates that planned disbursements were met within institutionally agreed margins	3
Element 3: Clear explanations are available in relation to any variances	4
Element 4: Variances relate to external factors rather than internal procedural blockages	3
MI 4.2 Analysis	Source document
<p>Under its needs-based approach, WFP's funding "targets" are determined through country level assessments and a prioritisation process which are then aggregated upwards and reported in Management Plans (as well as CSPs).</p> <p>Annual audited accounts provide information on revenue and expenditure and any variances against planned and actual budgets. The new financial reporting in the APR (as of 2018) reflects disbursements relative to planned funds but also indicates the implications of funding shortfalls in humanitarian and development contexts.</p> <p>Variances from previous years are clearly set out and explained in the Audited Annual Accounts. Reasons for variances are largely external, including the amount, timing and predictability of contributions as well as rapidly changing operational contexts such as the record number of emergencies in 2017. Earmarking, over which WFP has limited control is cited as a factor by the mid-term review of the SP 2012-17. No internal procedural blockages reported in audited annual accounts though the Annual Report of the Audit Committee for 2017 raises the issue of lack of structured workforce planning, including building sufficient and ongoing skills for initiatives such as cash-based transfers.</p>	1, 3, 5, 6, 9, 21, 30, 63, 71, 93, 107, 171
MI 4.2 Evidence confidence	Medium confidence
MI 4.3: Principles of results-based budgeting applied	Score
Overall MI Rating	Satisfactory
Overall MI score	2.5
Element 1: The most recent organisational budget clearly aligns financial resources with strategic objectives/intended results of the current Strategic Plan	3
Element 2: A budget document is available which provides clear costings for the achievement of each management result	2
Element 3: Systems are available and used to track costs from activity through to result (outcome)	2
Element 4: There is evidence of improved costing of management and development results in budget documents reviewed over time (evidence of building a better system)	3

MI 4.3 Analysis	Source document
<p>Management Plans constitute the financial planning component of WFP's corporate performance management framework. The 2018-20 and 2017-19 Management Plans reflect a journey to performance informed financial management, aiming to apply resource-based budgeting in country operations and linking budgetary allocations with results. The new financial framework is creating the link between resources and results, though the internal audit of IRM highlights that this has been challenging and that further work is needed. The revised Programme Support and Administrative budget (PSA) for 2018-20 is organised by three appropriation lines, five pillars and four levels (CO, RB, HQ & Corporate) each allocated specific budgets and with KPIs to track performance.</p> <p>Changes to the Financial Framework have included improved alignment and tracking of costs from activity to results – particularly through the Country Portfolio Budget, which is planned on the basis of WFP Strategic Results and Strategic Outcomes and makes more explicit links between activity and results.</p> <p>The Annual Performance Report for 2017 provides an account of Value for Money (VfM) in both management and programme performance but not a cost breakdown by Management Result (nor does the Audited Annual Accounts 2017). The analysis of financial performance suggests that in 2017 WFP was able to provide greater programme outputs with relatively small increases in staff and other costs. While economies of scale may partly explain this achievement, the change in the composition of expenses between 2016 and 2017 indicates that there were also efficiency gains. Full rollout of the IRM and application of the new appropriation lines and results pillars in the management plan is expected to allow conclusive corporate-level analysis to be carried out for the 2018 APR.</p> <p>Building on the Financial Framework review findings, WFP has made significant progress in strengthening systems and developing a “clear line of sight” from resources to results (both development and management). This is reflected in revisions to the budget framework and in annual reporting. The Audit of IRM highlights the, as yet, incomplete nature of the changes and the need for further simplification of the system.</p> <p>In July 2018, WFP management launched the beta version of an online portal for Member States and donor partners. The portal includes programme, financial and performance-related information on Board-approved CSPs and ICSPs and provides greater transparency to WFP's planning and results within the IRM framework. The online portal consolidates data from numerous corporate systems and integrates WFP's annual planning process and country office management plans. Information is displayed by country, strategic result, strategic outcome, activity and year and may be filtered according to user requirements. The launch of the beta version of the portal provides an opportunity for Member States, donor partners and WFP to navigate the reporting platform and jointly identify the best mix of useful data and enhanced functionality for inclusion in subsequent versions. The continuous improvement of the portal throughout 2018 also aims to overcome any challenges relating to systems integration in order to ensure coherence among data sets from different sources.</p>	<p>1, 17, 39, 44, 93, 156, 167, 171, 181</p>
MI 4.3 Evidence confidence	Medium confidence

MI 4.4: External audit or other external reviews certifies the meeting of international standards at all levels, including with respect to internal audit	Score
Overall MI Rating	Highly satisfactory
Overall MI score	4
Element 1: External audit conducted which complies with international standards	4
Element 2: Most recent external audit confirms compliance with international standards across functions	4
Element 3: Management response is available to external audit	4
Element 4: Management response provides clear action plan for addressing any gaps or weaknesses identified by external audit	4
Element 5: Internal audit functions meet international standards, including for independence	4
Element 6: Internal audit reports are publicly available	4
MI 4.4 Analysis	Source document
<p>The WFP External Auditor performs audits of WFP accounts and additional tasks requested by the Executive Board. Audited Accounts for 2016 and 2017 confirm that they have been prepared under International Public Sector Accounting Standards and provided an unqualified (satisfactory) opinion. The JIU in 2017 identified WFP as one of the top performers, allocating the highest maturity rating to the organisation for its follow-up on JIU reports and recommendations.</p> <p>The 2016 and 2017 Audited Accounts reported compliance within IPSAS-based financial reporting and Committee of Sponsoring Organisations of the Treadway Commission (COSO)-based internal control and enterprise risk management (ERM) frameworks. They also confirmed that WFP operated satisfactory systems of internal control for the year ended 31 December 2016 and 2017 in line with COSO's Internal Control – Integrated Framework (2013).</p> <p>WFP's responses to External Auditor's recommendations are contained in the Report on the Implementation of the External Auditor Recommendations. WFP also provides a management response to the Annual Audited Accounts where audits of specific topics are commissioned. Both management responses to the 2016 External Audit of Decentralisation in WFP, and Changes in Human Resources provide a clear action plan for addressing the concerns raised, and specify associated responsibilities. Reports on External Audits 2017 are pending. The Report on the Implementation of the External Auditor Recommendations reflects these management responses.</p> <p>The OIG Annual Reports for 2016 and 2017 confirm that Office of the Inspector General (OIG) internal audits were conducted in accordance with the International Standards for the Professional Practice of Internal Auditing and the OIG Charter.</p> <p>The Policy for Disclosure of Oversight Reports was updated and presented at the 2017 Annual Session, to include the disclosure of Proactive Integrity Reports (PIRs). In the scope of the disclosure policy, internal audit and inspection reports dating back to 2013 are available on the WFP public website. WFP has been commended by partners and the media for its transparency in publishing even quite critical audit reports such as the 2017 Internal Audit of Beneficiary Management.</p>	1, 3, 7, 8, 14, 21, 28, 30, 51, 52, 69, 158, 168, 170, 171, 192
MI 4.4 Evidence confidence	High confidence

MI 4.5: Issues or concerns raised by internal control mechanisms (operational and financial risk management, internal audit, safeguards etc.) adequately addressed	Score
Overall MI Rating	Satisfactory
Overall MI score	3
Element 1: A clear policy or organisational statement exists on how any issues identified through internal control mechanisms will be addressed	4
Element 2: Management guidelines or rules provide clear guidance on the procedures for addressing any identified issues, including timelines	3
Element 3: Clear guidelines are available for staff on reporting any issues identified	3
Element 4: A tracking system is available which records responses and actions taken to address any identified issues	3
Element 5: Governing Body or management documents indicate that relevant procedures have been followed/action taken in response to identified issues, including recommendations from audits (internal and external)	3
Element 6: Timelines for taking action follow guidelines/ensure the addressing of the issue within twelve months following its reporting	2
MI 4.5 Analysis	Source document
<p>The Internal Control Framework (further elaborated in the 2018 WFP Oversight Framework) clearly defines the roles and responsibilities for implementing internal controls. WFP deploys a three lines of defence assurance model, which the United Nations Chief Executives Board High-Level Committee on Management endorsed, and which includes the roles of governance and assurance bodies and associated reporting arrangements.</p> <p>There is a clear set of identified responsibilities across various levels and categories in the Internal Control Framework encompassing e.g. operational problems, fraud and violations of the code of conduct and other policies. There is a requirement to comply with WFP's General Rules and Financial Regulations and other administrative instruments such as HR manuals, circulars and directives, as well as specific policies such as PSEA, which outline procedures for addressing identified issues. All offices are required to develop and report against a risk register (see MI5.4 on risk). In the area of standards of conduct and abusive behaviour, despite the existence of channels for and encouragement to report misconduct, Inspector General and Ethics Office reports and staff interviews would suggest that there is significant underreporting in this area. The JIU identified WFP as one of five organisations, out of a total of 19, with a specified time frame for prima facie review of reported misconduct, this was 45 days where the range was from 30 days to eight weeks. It also identified WFP as one of just two UN organisations that provided JIU with examples of standard operating procedures for initial reporting of misconduct/wrongdoing or protection against retaliation reviews.</p> <p>Clear guidance on reporting, is provided including through mandatory training on key issues. UN training on prevention of harassment introduced in 2009 along with training on fraud and harassment prevention are mandatory for all staff. WFP provided current information on compliance rates for active staff as follows:</p> <ul style="list-style-type: none"> - Prevention of Fraud and Corruption (AFAC) = 12,386 completions (approximately 73% of all active staff) - Prevention of Harassment (SHAP) = 11,255 completions (approximately 66% of all active staff) 	3, 7, 14, 21, 28, 38, 50, 51, 52, 64, 91, 93, 170, 192, 190

The WFP intranet contains a specific page that lists all the steps for identifying and reporting any misconduct, including appropriate phone numbers and email addresses. This was identified as a good practice by the JIU, as is the provision of protection against retaliation policies in four languages (though the six official UN languages would be better).

The Terms of Reference for the Audit Committee (AC) has been revised to extend the AC's remit to ethics issues. WFP established an internal control effectiveness unit in 2015, which was mainstreamed into the Enterprise Risk Management Division in September 2017 and renamed the Internal Control and Management Oversight Branch. One of the functions of this Branch is to reach out regularly to recommendation owners worldwide to encourage them to take timely action to address relevant audit recommendations, to document progress made and to communicate with Audit about closure. The unit also worked with Office of the Inspector General to establish follow-up processes for long-standing recommendations.

The 2016 Report from the Office of the Inspector General stated on the basis of audits conducted in 2016 (20 reports), there appears to be a need to strengthen organisational risk assessment and management processes, tools and guidance including fraud risk assessment with 17 out of 20 internal audits being rated partially satisfactory; 2 rated unsatisfactory and 1 given the rating not applicable. Responses and actions are tracked and reported on. Follow-up is expected to be expeditious. The Annual Report of the Inspector General includes a summary of significant oversight findings and the implementation status of agreed actions, with a list of audits performed during the year. The document is available to the public on the Executive Board website. RMR has established a consolidated analysis of oversight findings from internal audit, proactive integrity review, external audit, and Joint Inspection Unit reports, linked to corporate risks. The consolidated oversight and risk analysis is also used to give the Audit Committee insight into significant challenges from management's perspective. The June 2018 Report on the implementation of the External Auditor's recommendations indicate for the period 2012-2017 that 33/102 recommendations were outstanding. In 2017, the JIU issued a system-wide review of participating organisations' follow-up on JIU reports and recommendations. The review included a maturity assessment that placed WFP among top performers on JIU matters, with the highest possible maturity rating.

The Annual Reports of the IG indicate the number of investigation cases registered and completed annually. It also reports on the comparative status of audit agreed actions with the report on 2017 indicating some overdue and delayed agreed actions. Of the 34 high-risk actions open at the end of 2017, 28 (82%) require HQ action. WFP is one of a small number of UN agencies which reports to the UN Secretary General on the status of investigations related to sexual exploitation and abuse. For 2017, three investigations were reported with two declared unsubstantiated or closed and one substantiated/under review. Interviews and the Audit Committee report (June 2018) suggest that this represents significant under-reporting.

3, 7, 14, 21, 28, 38, 50,
51, 52, 64, 91, 93, 170,
192, 190

MI 4.5 Evidence confidence

Medium confidence

MI 4.6: Policies and procedures effectively prevent, detect, investigate and sanction cases of fraud, corruption and other financial irregularities	Score
Overall MI Rating	Highly satisfactory
Overall MI score	3.67
Element 1: A clear policy/guidelines on fraud, corruption and any other financial irregularities is available and made public	4
Element 2: The policy/guidelines clearly define the roles of management and staff in implementing/complying with the guidelines	4
Element 3: Staff training/awareness-raising has been conducted in relation to the policy/guidelines	3
Element 4: There is evidence of policy/guidelines implementation, e.g. through regular monitoring and reporting to the Governing Body	4
Element 5: There are channels/mechanisms in place for reporting suspicion of misuse of funds (e.g. anonymous reporting channels and “whistle-blower” protection policy)	3
Element 6: Annual reporting on cases of fraud, corruption and other irregularities, including actions taken, ensures that they are made public	4
MI 4.6 Analysis	Source document
<p>WFP has clear, updated and publicly available policies on anti-fraud and anti-corruption which adhere to the Standards of Conduct for the International Civil Service.</p> <p>The Policy outlines specific obligations of vendors, third parties and WFP management and staff involved in procurement processes, and provides general guidelines on preventing conflicts of interest.</p> <p>Mandatory online training for all employees was introduced in 2015 on prevention of fraud and corruption (AFAR). WFP reports that 73% of active staff have completed this training. Supports are provided e.g. a Risk & Compliance Adviser assists CO & RBs by providing advice and recommendations to enhance the effectiveness of internal control systems, the monitoring and mitigation of risks and potential fraud and corruption. OIGI conducts regular outreach to personnel during field missions in order to continue raising awareness on the Anti-Fraud and Anti-Corruption Policy.</p> <p>Internal and external audits are reported to the Executive Board with documentation publicly available. The Annual Report of the Inspector General reports on cases annually. Out of 40 investigation cases completed by OIGI in 2017, 28 involved Anti-Fraud and Anti-Corruption policy violations.</p> <p>There is a confidential hotline for managers and staff to report suspected fraud or corruption, whereby identity remains confidential. The Ethics Office, which has direct access to the Audit Committee, carries out whistle-blower protection activities that are strictly independent of management (attested to by JIU in its 2018 review of such policies and practices). Interviews, consultations and reports suggest that there may be under-reporting of some cases of misconduct see also MI 4.5, Element 6.</p> <p>The Annual Report of the IG, published in the Executive Board website, indicates the numbers, types and status of cases investigated along with the losses incurred and level of recovery. The Audited Annual Accounts provide additional detail. These are publically available.</p>	14, 21, 36, 63, 64, 69, 178, 190
MI 4.6 Evidence confidence	High confidence

RELATIONSHIP MANAGEMENT

Engaging in inclusive partnerships to support relevance, to leverage effective solutions and to maximise results (in line with Busan Partnerships commitments)

KPI 5: Operational planning and intervention design tools support relevance and agility (within partnerships)	KPI score
Satisfactory	2.78
<p>With the introduction of the Country Strategic Plan (CSP) framework which is accompanied by the involvement of stakeholders through the Zero Hunger Strategic Review process, WFP is moving toward increased relevance to country results supported by a flexible framework for adjusting to changing conditions. Although the roll-out of the CSP process has been perceived as “time-consuming” and “cumbersome” by interviewed staff, thus far, it is proving to be an effective tool for engagement with national governments and vehicle for delivering efficiency gains to WFP. With the move from individual operations to a whole-country strategic approach, the CSP framework is supporting greater coherence and improvements in business processes. As the CSP roll-out is currently underway, and there is still progress to be made with respect to systematic integration of cross-cutting issues and designing effective mechanisms to fully support national capacity and adequate transition/exit strategies.</p>	
MI 5.1: Interventions aligned with national/regional priorities and intended national/regional results	Score
Overall MI Rating	Highly satisfactory
Overall MI score	3.33
Element 1: Reviewed country or regional strategies make reference to national/regional strategies or objectives	4
Element 2: Reviewed country strategies or regional strategies link the results statements to national or regional goals	4
Element 3: Structures and incentives in place for technical staff that allow investment of time and effort in alignment process	2
MI 5.1 Analysis	Source document
<p>WFP’s country strategic plans (CSPs) are geared to support national governments to end hunger and malnutrition. The strategies are aligned to the SDGs and adapted to working with national stakeholders to achieve national objectives. Although in many cases the work of WFP in the country context is unchanged, CSPs they provide a strategic perspective and outcome focus. The CSPs will be rolled out in full by 2020 (the last wave is to be completed in 2019).</p> <p>The CSP framework translates SDGs into national priorities, establishing a link between results statements and national goals. Reviewed Country Strategic Plans are aligned to corporate strategic objectives, linked to national development goals or aligned to humanitarian outcomes, depending on the context. The Programme Guidance Manual (PGM) frames the achievement of a programme’s goals against its ability to pursue national goals.</p> <p>Thus far, even with WFP’s trialling of a range of mechanisms to align interventions to national priorities, the structures and processes for alignment through the Fit for Purpose initiative have encountered challenges. Internal reviews suggest a positive trajectory improved alignment through the CSP framework. Thus far, the process has been cumbersome, time-intensive and highly varied given the decentralised nature of WFP and the different contexts of WFP countries of engagement.</p>	109, 116, 117, 139, 140, 141, 142, 145, 147, 148, 177
MI 5.1 Evidence confidence	High confidence

MI 5.2: Contextual analysis (shared where possible) applied to shape the intervention designs and implementation	Score
Overall MI Rating	Satisfactory
Overall MI score	2.67
Element 1: Intervention designs contain a clear statement that positions the intervention within the operating context	3
Element 2: Context statement has been developed jointly with partners	3
Element 3: Context analysis contains reference to gender issues, where relevant	3
Element 4: Context analysis contains reference to environmental sustainability and climate change issues, where relevant	2
Element 5: Context analysis contains reference to governance issues, including conflict and fragility, where relevant	3
Element 6: Evidence of reflection points with partner(s) that take note of any significant changes in context	2
MI 5.2 Analysis	Source document
<p>Intervention designs are clearly positioned within the diverse, often volatile contexts in which WFP operates. Through the transition from individual operations to country strategies, WFP intervention designs are moving toward better alignment to their operating context. Successive Operations Evaluations Syntheses and reviewed CSPs demonstrate an improved alignment of WFP's interventions and response strategies with the country context, reflecting close partnership with national actors in design. The CSPs articulate the gaps and challenges in the country context, considering areas such as food and nutrition security, shocks, and land degradation.</p> <p>Context statements are developed as part of the National Zero Hunger Strategic Review conducted with a wide range of partners. WFP's recently revised Country Strategy Policy (2016) emphasises the importance of joint planning with partners but does not contain an explicit requirement. Half of reviewed CSPs (five of ten) clearly reference the joint planning process. In some cases, transitional CSPs and Interim CSPs, which are a minority overall, may be developed by WFP without input from partners, particularly amid humanitarian crises.</p> <p>WFP's Gender Policy, Gender Action Plan GPGAP, and the active involvement of WFP's gender unit contribute to ensuring that project designs capture context-specific gender issues rather than a "one size fits all approach". However, in spite of efforts to improve integrate gender issues in the context analysis, often, as a result of lack of technical expertise at the country/regional level, competing demands for the content of the country strategic planning document, or the level of influence given to the gender unit, in practice, the depth of the gender analysis is sometimes lacking.</p> <p>There is evidence that new CSPs are deepening analysis of climate change and resilience within the country context. However, successive operations evaluations, partner comments in survey and staff interviews attest to the need for more attention to environmental sustainability and climate change and building staff understanding and capacity to analyse and address these in context.</p>	1, 22, 35, 83, 87, 118

<p>While CSPs consistently analyse the humanitarian context, including conflict and fragility, they do not consistently analyse broader governance issues such as the capacities of national institutions for emergency response and food and nutrition security. Over half of the CSPs reviewed analyse the capacities of national institutions to deliver on sustainable development goals and respond to emergencies. However, a recent audit found that there is a reported over estimation of the governance capacities of national institutions.</p> <p>CSPs are designed to be able to address significant changes in context but given that the process is only recently underway, there is not yet evidence of regular reflection points with partners. Amidst humanitarian crises, the (interim) CSPs have a three year rather than five-year cycle. CSPs are designed to be able to flex to changes on the basis of joint needs assessments and aligned with partners' planning processes.</p>	1, 22, 35, 83, 87, 118
MI 5.2 Evidence confidence	High confidence
MI 5.3: Capacity analysis informs intervention design and implementation, and strategies to address any weakness found are employed	Score
Overall MI Rating	Satisfactory
Overall MI score	2.4
Element 1: Intervention designs contain a clear statement of capacities of key national implementing partners	2
Element 2: Capacity analysis considers resources, strategy, culture, staff, systems and processes, structure and performance	2
Element 3: Capacity analysis statement has been developed jointly where feasible	2
Element 4: Capacity analysis statement includes clear strategies for addressing any weaknesses, with a view to sustainability	3
Element 5: Evidence of regular and resourced reflection points with partner(s) that take note of any significant changes in the wider institutional setting that affect capacity	3
MI 5.3 Analysis	Source document
<p>Successive Operations Evaluations Syntheses find that WFP's intervention designs increasingly prioritise capacity development of national partners. This, however, is not yet supported by a clear statement of the capacities of national implementing partners. WFP determines the capacity of its national partners through use of the WFP National Capacity Index which is not yet applied effectively to assess national implementing partner capacity, leading to unrealistic expectations of local partners, including governments. WFP is working to strengthen assessment and reporting on capacity development in future by setting out baselines and monitoring capacity-development initiatives as part of the IRM and the roll-out of the CSPs. The new approach was introduced in 2017 and will be used for capacity assessment from 2018.</p> <p>WFP's capacity analysis takes place under Goals 2 and 17 of the 2030 Development Agenda. Assessment of capacity considers national food insecurity needs in terms of resources, strategy, systems, processes, and performance. The assessment does not consider how cultural issues may enable or hinder the enabling environment for ending hunger. WFP is working to develop specific methodologies for assessing capacity across WFP's key thematic areas including nutrition.</p>	1, 3, 12, 22, 34, 35, 43, 71, 72, 89, 94, 104, 146, 156, 170, 173

<p>As part of the Country Strategic Planning process, country capacity assessment is intended to be undertaken collaboratively, bringing together a range of national stakeholders. However, capacity assessments are not systematically conducted through joint analysis. The Evaluation of the Capacity Development Policy finds a lack of specificity regarding the “what” and “how” of WFP’s commitment to working in partnerships, including when and how capacity analysis is conducted or a stated commitment to joint capacity monitoring. The evaluation also finds that WFP’s collaboration with other UN actors for capacity strengthening has lacked harmonisation and has been characterised by work in parallel rather than jointly. The Zero Hunger Strategic Review process is envisioned as a vehicle for undertaking joint capacity assessment going forward.</p> <p>WFP is addressing transition and sustainability, which has been an area of continued weakness, by anchoring interventions in national programmes. Reviewed CSPs, developed as part of the new CSP framework, address weaknesses in capacity by explicitly discussing support to national institutions for handover of core operational responsibilities or working toward full government ownership of programming.</p> <p>Active participation in Inter-Agency support and co-ordination helps to clarify WFP’s role, helps to facilitate information sharing, collaboration and joint planning to flex capacity- particularly in the face of humanitarian emergencies. WFP takes a leading role in a number of Inter-Agency Standing Committee (IASC) working groups (e.g. logistics and early warning) which positions WFP to have regular reflection points with its partners to consider resource and capacity needs amidst changing [humanitarian] situations. WFP’s work to implement the Grand Bargain has introduced initiatives to support co-ordinated assessments, humanitarian responses, and information sharing about context changes that affect capacity. WFP’s cluster system provides regular, resourced reflection points with partners on shared commitments although the process, as reflected in evaluative evidence, does not provide for thorough assessment of partner capacity. WFP conducts regular, high-level meetings with UNHCR and Rome Based Agencies have established working groups for joint working, which work to varying degrees to respond to changing capacity needs at country/regional levels.</p>	<p>1, 3, 12, 22, 34, 35, 43, 71, 72, 89, 94, 104, 146, 156, 170, 173</p>
<p>MI 5.3 Evidence confidence</p>	<p>High confidence</p>
<p>MI 5.4: Detailed risk (strategic, political, reputational, operational) management strategies ensure the identification, mitigation, monitoring and reporting of risks</p>	<p>Score</p>
<p>Overall MI Rating</p>	<p>Satisfactory</p>
<p>Overall MI score</p>	<p>2.83</p>
<p>Element 1: Intervention designs include detailed analysis of and mitigation strategies for operational risk</p>	<p>3</p>
<p>Element 2: Intervention designs include detailed analysis of and mitigation strategies for strategic risk</p>	<p>3</p>
<p>Element 3: Intervention designs include detailed analysis of and mitigation strategies for political risk</p>	<p>3</p>
<p>Element 4: Intervention designs include detailed analysis of and mitigation strategies for reputational risk</p>	<p>2</p>
<p>Element 5: Risks are routinely monitored and reflected upon by the partnership</p>	<p>3</p>
<p>Element 6: Risk mitigation actions taken by the partnership are documented and communicated</p>	<p>3</p>

MI 5.4 Analysis	Source document
<p>Analysis and mitigation strategies for operational risk are built into WFP processes due to the nature of WFP and its interventions. Risk registers for interventions are updated on an annual basis as part of the annual planning process for specific interventions and at country and regional levels. Risk is assessed through formal and informal processes. The 2016 Internal Control statement reported that some country offices and Headquarters divisions do not formally and regularly assess risks to the achievement of their objectives. In some contexts, operational risks are planned for and mitigated but not recorded. IG and Audit reports suggest that risk analysis and mitigation remain an area for improvement (see also MI4.5).</p> <p>Strategic risks, framed as “programmatic risks” in WFP’s Risk Appetite Statement are analysed in WFP’s intervention designs. All CSPs reviewed provide an assessment of strategic risks. Since 2017, WFP has strengthened the control environment with the aim of embedding principles of risk management and internal controls in day-to-day work as WFP continues to scale up. In 2017, WFP established the Enterprise Risk management division in response to WFP’s changing operational environment and programme of work. These mechanisms are recently established and are still being embedded.</p> <p>Risks due to political uncertainty feature clearly in reviewed CSPs. Contextual risks, including political risks, are a key risk category for WFP. Although political risk is a central consideration, the Policy on CSPs 2016 does not explicitly identify political risk as a dimension for risk analysis.</p> <p>Reputational risk is not addressed consistently in the CSPs reviewed although it is a priority for the Executive Board. According to WFP’s Risk Appetite Statement (2015), the organisation recognises and accepts potential reputational risk; the report from the Inspector General and staff interviews indicate that the reputational risk from safeguarding failures and future exposures may be considerable and suggest that there is significant under-reporting at present. The forthcoming private sector strategy is expected to provide some insight into WFP’s treatment of reputational risk, and due diligence in partnering with the private sector. The JIU notes positively that at WFP, the due diligence review of private sector partnerships is carried out by the Legal Office.</p> <p>Risk assessment was embedded in annual performance planning and reviews in 2018 although processes for risk monitoring within partnerships were not standardised. Guidelines for the National Zero Hunger Strategic Reviews do not include guidance for risk assessment. Risks are reflected in specific evaluations of joint programmes (e.g. Joint Evaluation of REACH, Evaluation of Ebola Response). The 2017 Enterprise Risk Management (ERM) Audit sets out plans for WFP to improve capacity building, and protocols for defining and sharing risk protocols with partners, to enhance the application of ERM processes across partnerships.</p> <p>Risk mitigation actions taken by partnerships are documented in annual performance plans and in risk registers held by the regional bureau. However, the actions for documenting and communicating risk in partnerships are not explicitly defined in the Partnership Strategy. Joint audits and joint evaluations vary in the extent of their risk reporting.</p>	<p>1, 3, 12, 47, 67, 71, 72, 86, 87, 143, 144, 156, 170, 191</p>
MI 5.4 Evidence confidence	High confidence

MI 5.5: Intervention designs include the analysis of cross-cutting issues (as defined in KPI 2)	Score
Overall MI Rating	Satisfactory
Overall MI score	2.63
Element 1: Intervention design documentation includes the requirement to analyse cross-cutting issues	3
Element 2: Guidelines are available for staff on the implementation of the relevant guidelines	3
Element 3: Approval procedures require the assessment of the extent to which cross-cutting issues have been integrated in the design	2
Element 4: Intervention designs include the analysis of gender issues	3
Element 5: Intervention designs include the analysis of environmental sustainability and climate change issues	2
Element 6: Intervention designs include the analysis of good governance issues	2
Element 7: Intervention designs include the analysis of protection issues	3
Element 8: Plans for intervention monitoring and evaluation include attention to cross-cutting issues	3
MI 5.5 Analysis	Source document
<p>WFP's Programme Guidance Manual details quality control checks to ensure that cross-cutting issues are integrated into intervention designs. In addition, the CSP policy stresses the importance of including gender and protection in programme design, and also provides for analysis of environmental and climate change aspects. However, successive Operation Evaluations Syntheses find that WFP has a "piecemeal approach to gender and climate change and other cross-cutting issues". Reviewed CSPs analyse cross-cutting issues consistently although with varying levels of depth.</p> <p>WFP has guidance in place for integrating cross-cutting issues in protection and gender. The Climate Policy commits WFP to develop country-level guidance on climate change, but these have not yet been rolled out.</p> <p>The programme review committee, consisting of senior management and heads of division, oversees the CSP approval process. The Terms of Reference for the Programme Review Process (2015) provide for assessment by gender but not protection, human rights, environment and climate change, or good governance issues. The executive board is tasked with approving all CSPs.</p> <p>Gender is consistently integrated in reviewed CSPs although transformative gender issues are not addressed in all CSPs WFP's Gender Office and Regional Gender Advisers review all I/CSP drafts to ensure that gender is integrated. The content of the gender analyses is, however, diluted in the versions that reach the Executive Board.</p> <p>Reviewed CSPs address environmental sustainability and Climate Change issues, referring generally to vulnerability to disasters with few (three of ten) providing deeper analysis of climate and resilience issues.</p>	1, 12, 15, 25, 54, 55, 56, 57, 58, 59, 60, 59, 124, 179, 184, 185, 186

<p>The Programme Guidance Manual (PGM) also contains explicit parameters for the consideration of conflict analysis for the design of WFP assistance. However, the assessment of wider governance issues, such as institutional capacity, is variable.</p> <p>Reviewed CSPs include analysis of protection issues. Protection is integrated into WFP's Emergency Programming Framework. The Programme Guidance Manual refers to the use of field-based tools to undertake conflict and protection analysis such as protection checklists and action plans but the Evaluation of WFP Humanitarian Protection Policy (May 2018) found mixed results with regard to implementation.</p> <p>Guidance on Monitoring and Evaluation is clear that outcomes and outputs must integrate cross-cutting issues. Monitoring frameworks include "space" to monitor three cross-cutting indicators. Analysis of a sample of country strategic plans finds that:</p> <ul style="list-style-type: none"> • Gender responses are systematically integrated. All CSPs analysed include analysis of gender issues but that transformative issues are not consistently addressed. The sample which includes Wave 1 CSPs found that gender transformative aspects were not explicitly addressed in early CSPs (e.g. Bangladesh) but that subsequent CSPs do integrate gender-transformative approaches. • Environmental sustainability is lightly integrated. The majority of CSPs mention environmental sustainability and resilience issues in the analysis, but the analysis is limited to a discussion of changing weather patterns without detailed discussion of the implications on resilience and food and nutrition security. • Governance is conceptually integrated into CSPs as capacity building of institutions. 	<p>1, 12, 15, 25, 54, 55, 56, 57, 58, 59, 60, 59, 124, 179, 184, 185, 186</p>
MI 5.5 Evidence confidence	High confidence
MI 5.6: Intervention designs include detailed and realistic measures to ensure sustainability (as defined in KPI 12)	Score
Overall MI Rating	Satisfactory
Overall MI score	2.25
Element 1: Intervention designs include statement of critical aspects of sustainability, including; institutional framework, resources and human capacity, social behaviour, technical developments and trade, as appropriate	2
Element 2: Key elements of the enabling policy and legal environment that are required to sustain expected benefits from a successful intervention are defined in the design	2
Element 3: The critical assumptions that underpin sustainability form part of the approved monitoring and evaluation plan	3
Element 4: Where shifts in policy and legislation will be required these reform processes are addressed (within the intervention plan) directly and in a time sensitive manner	2

MI 5.6 Analysis	Source document
<p>Evaluations find continued weakness in the extent that WFP interventions prepare for transition and sustainability. Sustainability, in WFP terms, corresponds with supporting the transition from relief to recovery and supporting government capacity for handover or national ownership. There are significant gaps in developing and implementing adequate transition strategies. The CSP model, which supports interventions grounded in national programmes, is expected to deliver improvements in the sustainability of WFP’s programming. Increasingly, WFP is making concerted efforts to partner with host governments and national NGOs to support the longer-term sustainability of its interventions.</p> <p>Analysis of 10 CSPs provides a mixed picture of the extent that WFP links its humanitarian response to resilience and recovery, although this is a strategic focus for WFP going forward. The thrust of WFP’s transition and exist strategies focuses on the provision of capacity building support but there is uneven discussion of how WFP will work toward improvements in national policy. In over half of the reviewed CSPs, there is reference to influencing food and nutrition policy, but this is not framed in terms of supporting the wider enabling environment. There is limited depth of analysis and limited mention of efforts to contribute to wider reforms.</p> <p>Corporate Monitoring Guidance for Country Offices articulates the assumptions that underpin sustainability. These include the importance of including community and partner involvement in interventions even after WFP and/or the partner is no longer supporting its assistance. CSPs include a country-level monitoring and evaluation plan which track progress towards planned outcomes. Monitoring frameworks consistently refer to institutional capacity, but wider sustainability of outcomes is addressed variably in CSP monitoring frameworks.</p> <p>WFP’s interventions are required to describe supporting or constraining policy and legislation within a regional or country context. WFP aligns its approaches with the need for legislative change (e.g. around land, credit, and marriage practices). Reviewed CSPs set out planned engagement in policy reform provide a mixed, and in some cases, fragmented, picture in relation to wider resilience/recovery/development efforts where transition plans are not consistently linked to wider resilience and recovery efforts.</p>	<p>12, 22, 23, 25, 27, 31, 33, 34, 35, 55, 57, 71, 75, 87</p>
MI 5.6 Evidence confidence	High confidence
MI 5.7: Institutional procedures (including systems for engaging staff, procuring project inputs, disbursing payment, logistical arrangements etc.) positively support speed of implementation	Score
Overall MI Rating	Highly satisfactory
Overall MI score	3.25
Element 1: Internal standards are set to track the speed of implementation	4
Element 2: Organisation benchmarks (internally and externally) its performance on speed of implementation across different operating contexts	4
Element 3: Evidence that procedural delays have not hindered speed of implementation across interventions reviewed	3
Element 4: Evidence that any common institutional bottlenecks in speed of implementation identified and actions taken leading to an improvement	3

MI 5.7 Analysis	Source document
<p>Internal standards are set to track WFP's speed of implementation through the Management Results Framework. These include quality programme design and timely approval, Cost-efficient supply chain enabling timely delivery of food assistance, Streamlined and effective business processes and systems. The 2017 APR finds positive performance in the speed and timeliness WFP's interventions.</p> <p>Speed of delivery is benchmarked internally. In 2017, WFP's performance on speed of implementation across different contexts met targets. 2017 experienced significant efficiency gains for cash-based and food transfers across WFP operations. WFP also experienced improvements in the speed of its human resource performance.</p> <p>Overall, evaluations commend WFP's timeliness in the face of challenging conditions but report that procedural delays, including disbursement of funds, pipeline delays, funding gaps and contextual challenges have hindered WFP's speed of implementation. WFP's current management plan states that procurement processes are being enhanced to ensure that the right food is available at the right time and that cost efficiencies are obtained without affecting markets, lead times or food quality.</p> <p>WFP's speed and agility are one of its strengths. WFP has taken action to anticipate and avoid institutional bottlenecks. WFP's use of the budget revision tool allows WFP to rapidly update operational planning, according to the type of emergency, to facilitate required changes. Initiatives such as the Preparedness and Response Enhancement Programme (PREP), work on advance financing mechanisms, the Global Commodity Management System, and the Integrated Supply Chain Management System (LESS) were introduced to address inefficiencies. Even with these efforts, there is room for improvement as partners report delays in disbursement of payment.</p>	<p>3, 6, 34, 43, 45, 43, 45, 97, 156</p>
MI 5.7 Evidence confidence	High confidence
KPI 6: Works in coherent partnerships directed at leveraging and/or ensuring relevance and catalytic use of resources	KPI score
Satisfactory	2.93
<p>WFP has gradually shifted from a previous "go it alone" approach to a more partnership-oriented one under the current strategic plan. The increased corporate emphasis on partnerships is matched by maturation and greater integration of partner-focused strategies and processes into WFP's organisational practice. Recent reforms, through the IRM and the CSP framework in particular, are designed to enhance national outcomes and improve the WFP's efficiency of WFP's response and the effectiveness of its programming. Alongside partners, WFP brings expertise in high risk contexts, knowledge of supply chains and logistics, and systems for rapid deployment of assistance. WFP continues to work towards greater complementarity with its partners. WFP continues to participate in global co-ordination mechanisms with partners including through UNDAF, HRP, and leadership in the cluster system. Although WFP is recognised for its organisational transparency and has a recognised contribution to knowledge among its partners, WFP's knowledge management has yet to be fully embedded within organisation. Indicator 6.3 is not applied given that the Busan commitment has limited application to WFP's financing modalities. This is likely to change over time.</p>	

MI 6.1: Planning, programming and approval procedures enable agility in partnerships when conditions change	Score
Overall MI Rating	Highly satisfactory
Overall MI score	3.8
Element 1: Mechanisms in place to allow programmatic changes and adjustments when conditions change	4
Element 2: Mechanisms in place to allow the flexible use of programming funds as conditions change (budget revision or similar)	4
Element 3: Institutional procedures for revisions permit changes to be made at country/regional/HQ level within a limited timeframe (less than three months)	4
Element 4: Evidence that regular review points between partners support joint identification and interpretation of changes in conditions	4
Element 5: Evidence that any common institutional bottlenecks in procedures identified and action taken leading to an improvement	3
MI 6.1 Analysis	Source document
<p>Several mechanisms are in place to allow programmes to shift amidst rapidly changing country conditions. Prior to the recent introduction of the CSP framework, WFP has been able to respond swiftly to emergency needs without Executive Board approval through Immediate Response Emergency Operations, Emergency operations (EMOPs). Use of external instruments such as the CERF rapid response window to respond to emergencies permits immediate responses. Going forward, WFP will use the ICSPs in humanitarian situations support flexibility in humanitarian situations. There were concerns that the CSP process would limit programmatic flexibility, but this has not been proven to be the case thus far.</p> <p>Flexible use of programming funds is supported by country portfolio budgets, a structure introduced as part of the Financial Framework Review (FFR) which provides a single structure for the flow of resources in a country office. The Country Portfolio Budgets will allow more flexible use of programming funds at a country level linking strategy, planning, and budgeting, implementation and resources to demonstrate the results achieved and outcome-based resource allocation. Budget revisions for quick responses to emergency situations are also used. Budget revisions allow flexible use of programming funds (worth less than USD 3 million) to be redeployed with the approval of the Country Director.</p> <p>WFP has strong turnaround systems which are designed to support operational efficiency. Revisions to budgets can be made at the country or regional level as long as they are within a defined (30%) threshold. Budget Revisions are employed to enable rapid decision-making at country office, regional bureau, and HQ level, according to delegated authority levels, without Executive Board engagement unless proposed changes involve USD 20 million as in the case of PRROs. Timescales set out within the Programme Guidance Manual are in days rather than months.</p> <p>Going forward, the Strategic Hunger Reviews will constitute the primary mechanism for review with partners. Until now, WFP has undertaken reviews at the beginning of a crisis, during an ongoing operation, or generally, when the situation has changed significantly either with government partners or as part of a formal joint mission.</p>	1,12, 19, 17, 18, 20, 25, 30, 35, 42, 61, 71, 88, 96, 113, 146, 156

The CSP process, in addition to initiatives such as PREP (work on advance financing mechanisms) and LESS constitute evidence of effort and actions taken to address institutional bottlenecks in procedures e.g. on staffing in emergencies, logistics management and food procurement. However, comments from partners surveyed reflect cases of bottlenecks in disbursement of payments and delays due to slow business processes.	1,12, 19, 17, 18, 20, 25, 30, 35, 42, 61, 71, 88, 96, 113, 146, 156
MI 6.1 Evidence confidence	High confidence
MI 6.2: Partnerships based on an explicit statement of comparative advantage e.g. technical knowledge, convening power/partnerships, policy dialogue/advocacy	Score
Overall MI Rating	Highly satisfactory
Overall MI score	3.25
Element 1: Corporate documentation contains clear and explicit statement on the comparative advantage that the organisation is intending to bring to a given partnership	4
Element 2: Statement of comparative advantage is linked to clear evidence of organisational capacities and competencies as it relates to the partnership	3
Element 3: The organisation aligns its resources/competencies to its perceived comparative advantage	3
Element 4: Evidence that comparative advantage is deployed in partnerships to positive effect	3
MI 6.2 Analysis	Source document
<p>WFP's recent Corporate Partnership Strategy (2014) presents a new matter of course for WFP with its recognition that WFP cannot end hunger alone. The Strategy strengthens the conceptual basis for WFP's work in partnerships, building on WFP's "the known strengths of WFP as a partner and addressing areas where improvements are required." Moving toward enhanced co-operation with partners, the strategy contains a clear statement on the "value proposition" of WFP to its partner, including "expertise, scale of operations, agility and responsiveness, delivery-focus and accountability and transparency."</p> <p>WFP partnership strategy is premised on WFP's ability to bring its "unique value proposition" to its partners. WFP's flexibility, agility, high risk-tolerance and willingness to innovate together with its strong supply chain function, commodity distribution capabilities, and its experience in vulnerability assessment and mapping systems are core competencies that WFP intends to bring to its partnerships. WFP has yet to demonstrate its organisational capacities within the development-humanitarian nexus, or specifically through recovery and transition initiatives.</p> <p>WFP is increasing its emphasis on workforce planning over personnel management, to better align WFP's resources and competencies its stated comparative advantages and value proposition. Successive Annual Performance Reports (2016, 2017) emphasise positive efforts to align people, partnerships, processes and systems, and programmes. The CSP process is a further attempt to align resources to WFP's added value within a country. The IRM audit observes that the CSP process has required workforce restructuring to align staffing to country office needs.</p>	3, 5, 15, 18, 19, 22, 27, 30, 34, 37, 42, 45, 61, 72, 83, 86, 88, 91, 93, 110, 156

<p>WFP is increasing efforts to use its comparative advantage leading and participating in cluster groups (e.g. on Food Security Cluster, Logistics Cluster, Global Nutrition Cluster). The 2016 APR reports that 89% of project activities were implemented through complementary partnerships, with more than three quarters of partners providing inputs and services. In 2017, WFP achieved 71% of all planned outputs in operations with partners. However, evaluations suggest that there has been a lack of clarity about WFP's comparative advantage, and that some UN Agencies viewed WFP as a competitor in transitional contexts where food assistance is no longer required and where WFP is providing capacity-strengthening support to government institutions.</p>	<p>3, 5, 15, 18, 19, 22, 27, 30, 34, 37, 42, 45, 61, 72, 83, 86, 88, 91, 93, 110, 156</p>
<p>MI 6.2 Evidence confidence</p>	<p>High confidence</p>
<p>WFP's recent Corporate Partnership Strategy (2014) presents a new matter of course for WFP with its recognition that WFP cannot end hunger alone. The Strategy strengthens the conceptual basis for WFP's work in partnerships, building on WFP's "the known strengths of WFP as a partner and addressing areas where improvements are required." Moving toward enhanced co-operation with partners, the strategy contains a clear statement on the "value proposition" of WFP to its partner, including "expertise, scale of operations, agility and responsiveness, delivery-focus and accountability and transparency."</p> <p>WFP partnership strategy is premised on WFP's ability to bring its "unique value proposition" to its partners. WFP's flexibility, agility, high risk-tolerance and willingness to innovate together with its strong supply chain function, commodity distribution capabilities, and its experience in vulnerability assessment and mapping systems are core competencies that WFP intends to bring to its partnerships. WFP has yet to demonstrate its organisational capacities within the development-humanitarian nexus, or specifically through recovery and transition initiatives.</p>	
<p>MI 6.3: Clear adherence to the commitment in the Busan Partnership for Effective Development Cooperation on use of country systems</p>	<p>Score</p>
<p>Overall MI score</p>	
<p>Element 1: Clear statement on set of expectations for how the organisation will seek to deliver on the Busan commitment/QCPR statement (as appropriate) on use of country systems within a given time period</p>	
<p>Element 2: Internal processes (in collaboration with partners) to diagnose the condition of country systems</p>	
<p>Element 3: Clear procedures for how organisation to respond to address (with partners) concerns identified in country systems</p>	
<p>Element 4: Reasons for non-use of country systems clearly and transparently communicated</p>	
<p>Element 5: Internal structures and incentives supportive of greater use of country systems</p>	
<p>Element 6: Monitoring of the organisation trend on use of country systems and the associated scale of investments being made in strengthening country systems</p>	
<p>MI 6.3 Analysis</p>	<p>Source document</p>
<p>Overall MI Rating Due to the nature of WFP operations, Indicator 6.3 is not applied.</p>	
<p>MI 6.3 Evidence confidence</p>	

MI 6.4: Strategies or designs identify synergies, to encourage leverage/catalytic use of resources and avoid fragmentation	Score
Overall MI Rating	Satisfactory
Overall MI score	2.8
Element 1: Strategies or designs clearly recognise the importance of synergies and leverage	3
Element 2: Strategies or designs contain clear statements of how duplication/fragmentation will be avoided based on realistic assessment of comparative advantages	2
Element 3: Strategies or designs contain clear statement of where an intervention will add the most value to a wider change	3
Element 4: Strategies or designs contain a clear statement of how leverage will be ensured	3
Element 5: Strategies or designs contain a clear statement of how resources will be used catalytically to stimulate wider change	3
MI 6.4 Analysis	Source document
<p>Although reducing fragmentation within the UN, and leveraging partnerships with government, civil society and the private sector is central to WFP's Strategic Plan, operations evaluations syntheses identify lack of synergy with partners in intervention design. Going forward, country strategic plans will be developed in collaboration with other UN agencies, government officials, and civil society bodies to identify synergies that can contribute to shared national goals and the SDGs.</p> <p>The Zero Hunger Reviews and the country strategic planning process are meant to address the fragmentation within intervention designs. Annual Operations Evaluation syntheses have found that intervention designs have been short-term, with fragmented funding and variability in the level of collaboration and synergy among UN agencies, and in the relationships with a range of other actors. Partners surveyed by WFP rated "complementarity" lowest of all partnership principles. The CSP framework intends to address this by articulating WFP's role and how it will work in partnership with governments and other agencies within the country context.</p> <p>WFP is clear about its added value in relation to partnerships in the reviewed CSPs and how WFP is bringing its competencies to meet country challenges, aligned to the SDGs. WFP attests that the purpose of partnerships is "to contribute to achievement of the wider changes associated to the SDGs". The current CRF tracks WFP's performance in relation to how WFP interventions will add value to the wider changes intended by the SDGs.</p> <p>WFP's Programme Guidance Manual underscores the importance of ensuring leverage in WFP programming in intervention design (e.g. School Feeding). In practice, however, there is some variation the extent to which leverage is ensured.</p> <p>Successive Operations evaluations syntheses have found that persistent difficulties aligning funding to stimulate wider change. The IRM has introduced strategies to move away from fragmentation in WFP's strategies and reduce transaction costs. With this, the Country Strategy Policy requires that CSPs state how resources will be applied to wider change. CSPs state how WFP's resources will be applied in the context of realising the SDGs, particularly SDGs 2 and 17.</p>	1, 6, 12, 25, 31, 33, 35, 61, 71, 72, 83, 84, 86, 88, 98, 112, 156, 173
MI 6.4 Evidence confidence	High confidence

MI 6.5: Key business practices (planning, design, implementation, monitoring and reporting) co-ordinated with other relevant partners (donors, UN agencies, etc.)	Score
Overall MI Rating	Satisfactory
Overall MI score	2.5
Element 1: Evidence that the organisation has participated in joint planning exercises, such as the UNDAF	3
Element 2: Evidence that the organisation has aligned its programme activities with joint planning instruments, such as UNDAF	3
Element 3: Evidence that the organisation has participated in opportunities for joint programming where these exist	3
Element 4: Evidence that the organisation has participated in joint monitoring and reporting processes with key partners (donor, UN, etc.)	2
Element 5: Evidence of the identification of shared information gaps with partners and strategies developed to address these	2
Element 6: Evidence of participation in the joint planning, management and delivery of evaluation activities	2
MI 6.5 Analysis	Source document
<p>WFP participates in joint planning exercises at the country level including UNDAF and Humanitarian Response Plans (HRP). Programme guidance requires that country programmes are developed on the basis of joint planning exercises (e.g. Common Country Assessment, UNDAF, Poverty Reduction Strategy Paper, or Humanitarian Response Plan) Overall, reviewed CSPs demonstrate alignment to joint planning exercises. However, where WFP is in transition or working in a conflict area, joint planning exercises are not consistently undertaken.</p> <p>WFP generally aligns its programming to the United Nations Development Assistance Framework (UNDAF and Humanitarian Response Plans (HRP). Across WFP programme countries, 82% (49% fully; 33% partially) of country offices report that their country strategic plan (CSP), interim CSP or country programme/project document is aligned with the national planning and budgeting cycles, and the UNDAF cycle. Full alignment of WFP planning cycles to those of the government, sister agencies and other key strategic frameworks in countries is still a work in progress. Evaluations point to weak data supply and information flows between WFP and partners. Increasingly however, WFP is aligning with national monitoring systems. Alignment of reporting with partners will likely continue to improve as part of the CSP framework.</p> <p>Joint programming consisted of 2% of WFP's total funding in 2017. Although the overall proportion of joint programming is small, WFP participates in a range of joint monitoring and reporting opportunities including UNDAF reviews, joint evaluations, and Humanitarian Response Plans. Across WFP's operations, there are examples of WFP participating in joint programming initiatives which are supported by sharing of joint corporate services, joint advocacy, and joint programming. With partnerships now structurally embedded through WFP, the Programme is transitioning toward a more integrated approach, through the CSP process, which links its business practices and programming opportunities more fully with partners.</p> <p>WFP identifies and addresses information gaps through a number of mechanism although there is a reported lack of coherent strategy and reporting standards to ensure that information is captured comprehensively. Information is shared through cluster reporting, UNDAF reporting, Joint Assessment missions, and reporting through the Humanitarian Response Plan. Improving</p>	1, 3, 4, 12, 15, 29, 32, 34, 37, 42, 49, 54-59, 77, 83, 125, 128, 146, 156, 167, 173

<p>information sharing with partner, and developing more meaningful indicators, is part of WFP's Corporate Monitoring Strategy.</p> <p>WFP participates in joint evaluations although these are not widely commissioned. WFP's Evaluation Policy outlines the importance of joint and interagency evaluations. According to the 2017 Annual Evaluation Report (AER), in 2017, joint decentralised evaluations started to take shape. Two joint evaluations were completed in 2017 and a further three were underway.</p>	<p>1, 3, 4, 12, 15, 29, 32, 34, 37, 42, 49, 54-59, 77, 83, 125, 128, 146, 156, 167, 173</p>
MI 6.5 Evidence confidence	High confidence
MI 6.6: Key information (analysis, budgeting, management, results etc.) shared with strategic/implementation partners on an ongoing basis	Score
Overall MI Rating	Satisfactory
Overall MI score	3
Element 1: Information on the organisation's website is easily accessible and current	4
Element 2: The organisation has signed up to the International Aid Transparency Initiative or reports through the OECD-DAC systems	4
Element 3: Accurate information is available on analysis, budgeting, management and is in line with IATI or OECD-DAC (CRS) guidelines	3
Element 4: Evidence that partner queries on analysis, budgeting, management and results are responded to in a timely fashion	2
Element 5: Evidence that information shared is accurate and of good quality	2
MI 6.6 Analysis	Source document
<p>WFP has a clear corporate statement on transparency. WFP's Strategic Plan 2017-21 commits WFP to greater transparency. Information on its website is easily accessible and current. WFP's policies and strategies, and audits are available on its website as well as Executive Board minutes and working documents.</p> <p>In 2013, WFP became the 150th publisher of open IATI standard data. In 2015, WFP topped the list of 381 organisations that take part in the IATI. WFP also reports through the OECD-DAC system on an annual basis.</p> <p>In 2016, WFP was ranked 1 of 473 organisations for financial transparency under the IATI initiative. The Fit for Purpose Initiative, which as of 2017 is being rolled-out, has been introduced to make improvements in the accountability and the transparency of WFP's financial reporting.</p> <p>In terms of partner queries and partner communications, survey data finds mixed performance. While partners largely agree that WFP shares information, resources, objectives and expectations, they rate WFP lower on its communications procedures. When asked what WFP could do to improve its partnership with co-operating partners, 65% of partners that responded to the MOPAN survey felt that WFP's provision of key information was fairly good, very good or excellent.</p> <p>Information provided by WFP is of good quality according to IATI 2015 data. WFP's 2015 APR indicates that since joining this IATI in 2012, WFP has steadily improved the timing, quality, and quantity of the data it publishes. However, evaluations report continued weaknesses in the availability, quality and reliability of outcome data.</p>	<p>1, 3, 16, 37, 45, 146, 173</p>
MI 6.6 Evidence confidence	High confidence

MI 6.7: Clear standards and procedures for accountability to beneficiaries implemented	Score
Overall MI Rating	Satisfactory
Overall MI score	2.33
Element 1: Explicit statement available on standards and procedures for accountability to beneficiary populations e.g. Accountability to Affected Populations	4
Element 2: Guidance for staff is available on the implementation of the procedures for accountability to beneficiaries	3
Element 3: Training has been conducted on the implementation of procedures for accountability to beneficiaries	3
Element 4: Programming tools explicitly contain the requirement to implement procedures for accountability to beneficiaries	2
Element 5: Approval mechanisms explicitly include the requirement to assess the extent to which procedures for accountability to beneficiaries will be addressed within the intervention	1
Element 6: Monitoring and evaluation procedures explicitly include the requirement to assess the extent to which procedures for accountability to beneficiaries have been addressed within the intervention	1
MI 6.7 Analysis	Source document
<p>The Strategic Plan 2017-21 contains an explicit statement of commitment on ensuring accountability to affected populations. In 2016, WFP produced a Strategy for Accountability to Affected Populations 2016-21 stemming from protection policy work. According to evaluations, however, the structures and systems to operationalise the policy are not wholly effectual and the current reporting processes, which rely on a helpline and focus on quantitative reporting, “reflect a very limited part of the reality of protection for affected populations” according to the Evaluation of WFP’s Humanitarian Policy. The 2017 Audit of Beneficiary Management finds while the existing policies for beneficiaries are commendable, they are not fully guided and actionable in the field and so remain aspirational.</p> <p>As of 2017, WFP finalised its guidance for AAP. The guidance complements the protection guidance and provides an overview of AAP in the context of WFP’s operations. It is meant to guide staff and partners to better support programme design and implementation in a manner that reflects the needs and views of affected communities. WFP is finalising a light, practical toolkit for the design and implementation of complaints and feedback mechanisms but this has yet to be implemented. The 2017 Audit of Beneficiary Management identifies the need for enhanced guidance for beneficiary management.</p> <p>Some training is available on the implementation of procedures for accountability to beneficiaries. According to the self-report on Grand Bargain commitments, capacity building efforts to strengthen the implementation of AAP mechanisms have been continued in 2017 with training events held in Bangkok, Panama, Cairo, and Syria. Between October 2016 and April 2018, AAP and Protection training were conducted in every Regional Bureau. Learning modules for country directors, deputies and programme leaders have also been complemented with AAP elements and an interactive online platform has been developed and will be available to staff in late 2018-early 2019.</p>	1, 4, 6, 16, 43, 54, 44, 83, 113, 128, 156, 158, 173, 190

<p>The Programme Guidance Manual (PGM) refers to the importance of including AAP issues but does not have an explicit requirement to address beneficiaries in the interventions. The PGM links to the AAP Technical Guidance, the AAP strategy, AAP Manual, Chapter on AAP in the new version of the Blue Book, Annex 6 in FLAs, SCOPE guidance) and at CO level AAP has been integrated in corporate tools such as PDM. WFP established its compulsory country-wide complaints and feedback mechanism (CFM). The APR 2017 reports that Progress was made in the adoption of accountability mechanisms, with 80% of country offices implementing complaints and feedback mechanisms. This represents an increase of 9% from 2016.</p> <p>Approval mechanisms are not required to assess the extent to which procedures for accountability to beneficiaries will be addressed within the intervention although most countries have an AAP feedback mechanism in place for WFP interventions.</p> <p>The Corporate Results Framework includes a cross-cutting result on AAP although reporting on this indicator is not systematic. Only 62% of assisted people, in 2017, were informed about WFP programmes. At present there is insufficient data available about the proportion of project activities for which beneficiary feedback is documented, analysed and integrated into programme improvements. Evaluation quality assurance systems do not have a requirement to assess the extent that beneficiaries have been addressed within the intervention.). Data at the project activity level will be tracked going forward, with data available in late 2018, through a new AAP indicator which was added in 2017 to track the “Proportion of activities for which beneficiary feedback is documented, analysed and integrated into programme improvements”.</p>	<p>1, 4, 6, 16, 43, 54, 44, 83, 113, 128, 156, 158, 173, 190</p>
MI 6.7 Evidence confidence	High confidence
MI 6.8: Participation with national and other partners in mutual assessments of progress in implementing agreed commitments	Score
Overall MI Rating	Highly satisfactory
Overall MI score	3.4
Element 1: Evidence of participation in joint performance reviews of interventions e.g. joint assessments	3
Element 2: Evidence of participation in multi-stakeholder dialogue around joint sectoral or normative commitments	4
Element 3: Evidence of engagement in the production of joint progress statements in the implementation of commitments e.g. joint assessment reports	3
Element 4: Documentation arising from mutual progress assessments contains clear statement of the organisation’s contribution, agreed by all partners	3
Element 5: Surveys or other methods applied to assess partner perception of progress	4

MI 6.8 Analysis	Source document
<p>WFP participates in joint performance reviews of interventions with partners. The cluster response system, operational peer reviews, and interagency humanitarian evaluations provide mechanisms for joint performance reviews. Going forward, the Zero Hunger Strategic Reviews are designed to provide an opportunity for joint assessment with country partners. Conducting the reviews thus far has been resource intensive and the WFP's intervention contexts have not permitted comprehensive engagement with partners.</p> <p>WFP is actively involved in key high-level initiatives requiring multi-stakeholder dialogue through its participation and leadership in the cluster system (e.g. food security, logistics). The organisation has acted as a key stakeholder in the 2030 Agenda for Sustainable Development (SDGs) and the World Humanitarian Summit, including the Grand Bargain, the Addis Ababa Action Agenda and the Sendai Framework for Disaster Risk Reduction.</p> <p>WFP produces joint progress statements in the implementation of commitments including progress reports on SDGs, self-reporting on Grand Bargain commitments, and joint commitments at country level through the Zero Hunger Reviews. Partners concur that WFP promotes joint analysis among partners leading to documentation from joint assessment missions and other mutual progress assessments which indicates WFP's contribution.</p> <p>In 2017, WFP gauged partner perception through a global survey that went beyond NGO partners for the first time. The survey consulted over 800 partners from national governments, other UN agencies, international and national NGOs, academia, and the private sector participated in the partnership survey. The data and analysis report, which contains the results of the survey, refers to the value and expectations associated with partnerships, partnership principles and cost effectiveness. Mandated under the CRF, periodic partner surveys are planned for which there is now a baseline. This practice was singled out for mention by the JIU in its review of private sector partnership arrangements.</p>	<p>12, 16, 25, 32, 48, 71, 72, 77, 88, 94, 96, 113, 173, 191</p>
MI 6.8 Evidence confidence	High confidence
MI 6.9: Deployment of knowledge base to support programming adjustments, policy dialogue and/or advocacy	Score
Overall MI Rating	Satisfactory
Overall MI score	2.33
Element 1: Statement in corporate documentation explicitly recognises the organisation's role in knowledge production	4
Element 2: Evidence of knowledge products produced and utilised by partners to inform action	2
Element 3: Knowledge products generated and applied to inform advocacy at country, regional or global level	2
Element 4: Evidence that knowledge products generated are timely/perceived as timely by partners	2
Element 5: Evidence that knowledge products are perceived as high quality by partners	2
Element 6: Evidence that knowledge products are produced in a format that supports their utility to partners	2

MI 6.9 Analysis	Source document
<p>Although WFP has undertaken several initiatives to improve its performance in knowledge management, there is an acknowledged gap in WFP's role in knowledge production and management. This is despite an enhanced focus on knowledge production as part of WFP's strategic move from implementer to enabler. The Knowledge Management Strategy, which has yet to find a functional home within WFP, serves to address recognised institutional gaps in WFP's knowledge management and articulate WFP's role in knowledge production. Individual divisions, some with well-developed knowledge management functions (e.g. Nutrition Division, Evaluation Unit), manage their knowledge functions in silos.</p> <p>Evaluations recognise WFP's evidence generation and knowledge transfer to identify food and nutrition security solutions and influence national-level policy, but WFP has yet to systematically use its knowledge products to inform partner action or advocacy efforts. WFP's Knowledge Strategy is an effort to address this by enhancing sharing "strengthening global and regional advocacy on SDGs and investments in food security and nutrition based on evidence". More than three-quarters of partners surveyed (MOPAN survey) respondents agree or strongly agree that WFP supports research that informs policy making and advocacy globally.</p> <p>Partners generally perceive WFP's knowledge products to be timely. MOPAN survey data finds that of the 84 respondents who assessed whether WFP's knowledge products are delivered in a timely way, 68 (80%) rate WFP's performance fairly good or better.</p> <p>The WFP Partnership Survey (2017) found that more than three quarters (78.1%) of knowledge and research partners agree or strongly agree that WFP draws on research to support evidence-based policy making. Close to two-thirds (64.7%) of partners agree that WFP provides an entry point for researchers. Although WFP's knowledge management products are generally well received, each division manages its knowledge differently which means that there is variability in the quality of the products that come out of each department. WFP does not yet have a well-established, corporate knowledge management function.</p> <p>Partners generally consider WFP's knowledge products to be useful although information about the utility of the format of knowledge products is not available. The Partnership Survey (2017) found that more than three-quarters of knowledge and research partners (77.8%) agree or strongly agree that WFP develops useful knowledge products while a significant proportion (22.2%) remained neutral. MOPAN survey data finds that of the 84 respondents who assessed whether WFP's knowledge products are useful for their work, 75 (98%) reported that they are fairly good or better. WFP's evaluation function has been commended for its transparency in making documents available to the public.</p>	<p>1, 3, 6, 10, 25, 74, 126, 146, 175</p>
MI 6.9 Evidence confidence	High confidence

PERFORMANCE MANAGEMENT

Systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning

KPI 7: Strong and transparent results focus, explicitly geared to function	KPI score
Satisfactory	2.48
<p>WFP's results architecture shows growing maturity over time, with the Corporate Results Framework 2017-21 aiming to address some of the shortcomings identified in the 2014-17 Strategic and Management Results Frameworks. The application of an organisation-wide RBM approach is reflected in a wide range of strategic statements, corporate tools and guidance, and in training conducted.</p> <p>Corporate level results targets have been revised following learning from the Strategic Plan 2014-17 and are accompanied by relevant targets and indicators. The internal logic of the Corporate Results Framework 2017-21 is generally sound, although the framework is currently undergoing a further revision. Annual Performance Reports are discussed with WFP's Executive Board annually.</p> <p>WFP's monitoring systems have been a work in progress in recent years, with efforts made to build more comprehensive systems and to improve corporate reporting. However, weaknesses in outcome data still exist, particularly with regard to the quality of the data collected. WFP applies performance data in its corporate planning documentation, but evidence from evaluations and from programmatic documentation finds more limited explicit application within intervention designs and adjustments.</p>	
MI 7.1: Leadership ensures application of an organisation-wide RBM approach	Score
Overall MI Rating	Satisfactory
Overall MI score	2.33
Element 1: Corporate commitment to a results culture is made clear in strategic planning documents	3
Element 2: Clear requirements/incentives in place for the use of an RBM approach in planning and programming	2
Element 3: Guidance for setting results targets and developing indicators is clear and accessible to all staff	2
Element 4: Tools and methods for measuring and managing results are available	2
Element 5: Adequate resources are allocated to the RBM system	3
Element 6: All relevant staff are trained in RBM approaches and methods	2
MI 7.1 Analysis	Source document
<p>Both the Strategic Plan for 2014-17 and the current Strategic Plan for 2017-21, with their accompanying Results Frameworks, set out a clear commitment to a results culture. The process of reworking the CRF is still a work in progress and it is clear from interviews that there is still a way to go, both in terms of development of the approach and acceptance within the organisation.</p> <p>The Corporate Results Framework for the Strategic Plan 2017-21 sets the overarching framework, anchoring the assessment of performance towards Strategic Objectives through Strategic Results that correspond to the targets of SDGs 2 and 17. The Policy on Country Strategic Plans sets out a process through which: "the design, planning, implementation, measurement, reporting and performance management of the CSP are based on its results chain, which clarifies the relationship between resources deployed and results achieved while linking strategic, programme and operational planning." While a number of CSPs have already been produced, based on this framework, there</p>	1, 4, 5, 6, 12, 13, 16, 24, 27, 28, 29, 43, 44, 46, 48, 49, 54, 113, 156

<p>is still considerable work to be done to ensure that CSPs are clearly linked to the CRF, particularly in humanitarian settings, and to ensure that the wider framework is understood and fully used in planning and programming.</p> <p>The general guidance in the Strategic Plan is further elaborated in the Corporate Results Framework, setting out the programme results chain and in the Policy on Country Strategic Plans, which provides detailed examples of the results chain for WFP CSPs and operational plans. More specifically, WFP has developed Guidance on Strategic Outcomes, Outputs and Activities (updated March 2017) which provides detailed guidance on the formulation of strategic outcomes, outputs and activities, their aggregation; and the construction of the results chain. The Corporate Results Framework Indicator Compendium provides detailed guidance on the methodology to collect, interpret and report on outcome and output indicator. Nevertheless, CRF a work in progress. It remains to be seen how this guidance will be used in planning and programming.</p> <p>In the CRF 2017-21 it is stated that to trace its contributions to SDGs other than SDG 2 and SDG 17, WFP will establish a mechanism in COMET to link WFP output categories and activities to other SDGs, a mechanism that is now in place. Minimum Monitoring Requirements also provide a tool to guide Country Offices on requirements for monitoring, in order to assess progress and report on results. Further work is required to align the existing tools once the CRF is revised, and it remains to be seen how effectively these tools will be used.</p> <p>In the 2017-19 Management Plan, it is stated that under the PSA budget, additional funding will be allocated to the Performance Management and Monitoring Division (RMP) for implementation of the CRF under the Processes and Systems dimension. The Management Plan for 2018-19 confirms the total budgets for RMP of USD 3.4 million in 2016 and USD 3.5 million in 2017 and projects a budget of USD 3.4 million for 2018. Posts remain consistent at 18 (13 of which are professional) from 2015 to 2018.</p> <p>The process of roll out and training of staff is ongoing. Annual Performance Reports note that programme implementation has been reinforced by extensive training in core programme skills (2016) and that targeted learning and development initiatives were rolled out (2017) to raise awareness and strengthen capacities in regional bureaux and country offices to manage and implement new systems. A number of regional “boot camps” and workshops took place in 2017 with IRM experts from headquarters explaining the new guidance to participants.</p>	<p>1, 4, 5, 6, 12, 13, 16, 24, 27, 28, 29, 43, 44, 46, 48, 49, 54, 113, 156</p>
MI 7.1 Evidence confidence	High confidence
MI 7.2: Corporate strategies, including country strategies, based on a sound RBM focus and logic	Score
Overall MI Rating	Highly satisfactory
Overall MI score	3.4
Element 1: Organisation-wide plans and strategies include results frameworks	3
Element 2: Clear linkages exist between the different layers of the results framework, from project through to country and corporate level	3
Element 3: An annual report on performance is discussed with the governing bodies	4
Element 4: Corporate strategies are updated regularly	4
Element 5: The annual corporate reports show progress over time and note areas of strong performance as well as deviations between planned and actual results	3

MI 7.2 Analysis	Source document
<p>The current Strategic Plan for 2017-21 is accompanied by a single Corporate Results Framework, to address the disconnect between the two previous frameworks, with the aim that: Better integration of the two will improve the planning and management process, and the clarity of the results achieved, how they are achieved and at what cost. The CRF 2017-21 is geared to the two SDGs which comprise WFP's main intended corporate goals for the period, SDG 2 and 17. There are still revisions to the CRF underway and so this remains a work in progress.</p> <p>The Plan sets out five Strategic Objectives, with eight associated Strategic Results, based on SDG Targets. The Strategic Results highlight the areas where WFP can add value based on its capacities, mandate, and operational experience as reflected under the Strategic Objectives. Country Strategic Plans will be required to adopt the model of the CRF, through free-text Strategic Outcomes linked to the Strategic Outcome categories listed in the CRF. A set of standardised strategic outcome indicators linked to these standardised strategic outcome categories (listed in the CRF) facilitates monitoring of and reporting on achievements attributed to WFP in assisting countries in reaching their SDG targets. Reviewed Country Strategic Plans are aligned to corporate strategic objectives, linked to national development goals or aligned to humanitarian outcomes, depending on the context – see MI 5.2. With the development of new country strategies and work to develop the linkages to interventions, this is an area that will require further scrutiny, with evidence from interviews that there are still considerable variations in the understanding of these linkages.</p> <p>Annual Performance Reports for 2015, 2016 and 2017 were presented to the Executive Board for discussion, as set out in WFP's Performance Management policy.</p> <p>The Strategic Plan 2014-17 was further developed in response to an Evaluability Assessment and a Mid-term Review. These assessments were also used to inform the development of the current Strategic Plan 2017-21 and the associated CRF. Plans are set out for a mid-term review of the Strategic Plan 2017-21 and to engage fully in the current QCPR process in 2017, with scope to amend the Plan, if necessary. Revisions are currently underway on the CRF and it is clear from interviews that the organisation is willing to update strategies on a regular basis.</p> <p>Annual Performance Reports in 2015, 2016 and 2017 reflect on progress against WFP's Strategic Objectives in force at the time and provide a transparent assessment (based on a clear methodology) of progress. They also report on achievement against Management Results. While the organisation has highlighted areas of both stronger and weaker performance, there is less evidence that adjustments to strategies have always been made in response.</p>	1, 3, 4, 6, 12, 13, 17, 21, 22, 24, 30, 31, 32, 33, 34, 37, 39, 44, 46, 48, 54, 55, 56, 57, 58, 83, 93, 156
MI 7.2 Evidence confidence	High confidence
MI 7.3: Results targets set based on a sound evidence base and logic	Score
Overall MI Rating	Satisfactory
Overall MI score	2.5
Element 1: Targets and indicators are adequate to capture causal pathways between interventions and the outcomes that contribute to higher order objectives	3
Element 2: Indicators are relevant to the expected result to enable measurement of the degree of goal achievement	2
Element 3: Development of baselines are mandatory for new interventions	2
Element 4: Results targets are regularly reviewed and adjusted when needed	3

MI 7.3 Analysis	Source document
<p>Under the CRF, theories of change have been developed for key programme areas. The theories of change provided a foundation for formulating CRF outcome categories, output categories and indicators. As such, they aim to capture causal pathways from activities up to higher order objectives. In the CRF it is stated that through alignment of strategic outcome, output and activity categories, WFP will be able to view and analyse performance information data within and across the various categories. There is still work to be done to ensure that the outcome and output categories are broad enough to capture the linkages between interventions and outcomes at the level of country strategic plans.</p> <p>The Corporate Results Framework presents a set of indicators which are arranged by Outcome and Output category. A set of cross-cutting results and related indicators that cut across all SDG 2 categories are also listed. The CRF contains 29 outcome indicators and 42 output indicators. However, in a number of interviews it was stated that the indicators are not sufficiently broad ranging to capture the intended results. The CRF is currently under significant revision.</p> <p>Under the Strategic Plan 2017-21 and Integrated Roadmap, the Policy on Country Strategic Plans sets out the process by which national baselines will be established and CSPs reviewed include this commitment. At intervention level, WFP's Programme Guidance Manual also states the importance of establishing baselines, in needs assessments, programme design processes (for emergency responses as well as development interventions), although this falls short of being mandatory. The Programme Guidance Manual is being redeveloped in response to the new Strategic Plan and systems.</p> <p>Considerable work has been undertaken from 2015-17, as set out in the Corporate Monitoring Strategy and reflected in documentation surrounding the Integrated Roadmap including the Policy on Country Strategic Plans, to revisit results targets and adapt these for the 2017-21 strategic period. The resulting learning has, according to corporate documentation, been built into the development of the current Corporate Results Framework, and associated Country Strategic Plans. As CSPs are still relatively new, it remains to be seen whether they are reviewed and adjusted.</p>	<p>1, 3, 4, 6, 12, 24, 30, 31, 32, 33, 34, 37, 39, 45, 48, 71, 72, 83, 87, 90, 91, 93, 113, 128, 139, 140, 141, 142, 147, 148, 177, 188</p>
MI 7.3 Evidence confidence	High confidence
MI 7.4: Monitoring systems generate high quality and useful performance data	Score
Overall MI Rating	Satisfactory
Overall MI score	2.14
Element 1: The corporate monitoring system is adequately resourced	3
Element 2: Monitoring systems generate data at output and outcome level of the results chain	2
Element 3: Reporting structures are clear	2
Element 4: Reporting processes ensure timely data for key corporate reporting, and planning	2
Element 5: A system for ensuring data quality exists	2
Element 6: Data adequately captures key corporate results	2
Element 7: Adequate resources are allocated to the monitoring system	2

MI 7.4 Analysis	Source document
<p>The 2017-19 Management Plan proposes a total budget for RMP – who hold ownership of WFP’s monitoring systems - of USD 3.15 million in 2016 and USD 3.456 million for 2017. Posts remain consistent at 18 (13 of which are professional) throughout 2015, 2016 and 2017. The Management Plan for 2018-19 confirms the total budgets for RMP of USD 3.4 million in 2016 and USD 3.5 million in 2017 and projects a budget of USD 3.4 million for 2018, with a substantial investment in the development of systems to support monitoring at the country and regional levels. It remains to be seen if this investment is sufficient and will be maintained.</p> <p>The Corporate Monitoring Strategy 2015-17 provides for three levels of monitoring; at the process, output and outcome level. It records that: “while there has been progress in strengthening monitoring systems, especially at Headquarters and Regional Bureaux levels, there are continuing systemic weaknesses, especially at country level.” Work is underway in WFP to further develop and test outcome level indicators that can be used at the national level for the CRF and further work will be needed to develop systems in line with this revised framework.</p> <p>The Corporate Monitoring Strategy contains a clear section on roles and responsibilities. An updated Corporate Monitoring Strategy is being developed for 2018 – 2021, so that it is still a work in progress. The Corporate Monitoring Strategy provides clear guidance on supplying timely monitoring data. While efforts have been made to ensure that the capacity for the collection and quality assurance of monitoring data is available at the regional level, it is clear from interviews that the capacity to be able to carry out monitoring effectively at the country level still needs to be strengthened. Work is underway to build this capacity.</p> <p>The Corporate Monitoring Strategy contains a chapter on Data Collection, Preparation and Analysis, which includes systems for ensuring data quality. Work is still underway on the CRF through piloting at the country level and substantial work will be needed to build a system for ensuring data quality. Monitoring data reported through Standard Project Reports and through COMET is fed into Annual Performance Report processes, which in turn are presented for discussion with the Executive Board. These capture key corporate results as reflected in the Strategic Objectives, but subject to the caveats noted by the Evaluability Assessment. Annual corporate reporting under the new CSP process is intended to remove these weaknesses through the stronger internal logic predicated on theories of change. Again, considerable work will be needed once the CRF is revised to ensure that data collected is adequate to provide a clear picture of corporate results.</p> <p>The proposed budget for 2016, as set out in the 2016-18 Management Plan, presents a 3 per cent increase in the overall budget over 2015. Of this increase of USD 8.5 million (equivalent), USD 6.3 million (or 77%) has been allocated to the regional bureaux and country offices to improve their capacity to support cash-based transfers, enhance monitoring and evaluation and to implement programmes that will help achieve zero hunger. This increase in resources is to be used principally through augmentation of nutrition and M&E staffing, although in interviews the lack of adequate M&E staff was consistently mentioned.</p>	<p>1, 3, 4, 6, 8, 9, 10, 12, 13, 15, 21, 23, 24, 25, 27, 30, 31, 32, 33, 34, 35, 37, 39, 42, 43, 47, 48, 49, 54, 56, 57, 58, 59, 60, 71, 72, 82, 83, 86, 88, 93, 96, 128</p>
MI 7.4 Evidence confidence	High confidence

MI 7.5: Performance data transparently applied in planning and decision-making	Score
Overall MI Rating	Unsatisfactory
Overall MI score	2
Element 1: Planning documents are clearly based on performance data	2
Element 2: Proposed adjustments to interventions are clearly informed by performance data	2
Element 3: At corporate level, management regularly reviews corporate performance data and makes adjustments as appropriate	2
Element 4: Performance data support dialogue in partnerships at global, regional and country level	2
MI 7.5 Analysis	Source document
<p>At country level, the Policy on Country Strategic Plans states that CSPs may be revised to respond to contextual and operational changes. The CSP template includes section 2.1 Lessons Learned and for changes to be made to ongoing CSPs, the revision template also includes a lessons learned section. At intervention level, the Programme Guidance Manual refers to the use of lessons learned in some activity areas. There is evidence from the review of new CSPs that data from evaluations is increasingly being used in planning.</p> <p>The Synthesis of Operations Evaluations for 2015-16 highlights the limited use of performance data to adjust interventions: “The 2016 synthesis finds data management and analysis challenges, including...limited analysis and use of data in planning and design.” These findings were reflected in the 2016-17 Synthesis, which stated that “Five evaluations commended WFP’s use of data to inform implementation. Ten, however, found data under-utilised, often due to resource constraints, delayed data supply or weak information flows between WFP and partners.” While there is evidence that evaluation data is being used more in developing CSPs, this is still a relatively new trend. Going forward, under the CSP framework, mid-term reviews will be conducted that focus specifically on performance (Output level). An MTR report should outline adjustments made to implementation resulting from these reviews.</p> <p>The corporate Monitoring Strategy states that monitoring findings at outcome and output levels as well as process findings will be reported regularly at CO level and once yearly at corporate level. Annual Performance Reports provide the main vehicle for collating and reporting corporate performance data. While performance data is reported, there is less evidence to date that this data is being used to make adjustments to programmes, as interventions are mainly guided by the availability of donor funding and soft earmarked funds, which constituted on 5% of total funding in 2017 – see MI 1.4.</p> <p>The Annual Performance Report provides the main vehicle for discussing dialogue in partnership at the global level with WFP’s Member States. Executive Board “Decisions and Recommendations of the Executive Board” documents, published at the end of each formal session of the Executive Board, provide a record of this dialogue. This data is used in the dialogue at global level. Country-specific performance data is captured in Annual Country Reports (ACR). The ACRs contribute to WFP’s annual corporate statistics and Annual Performance Report although the use of this data is less clearly used at regional and country levels to date.</p>	1, 3, 4, 5, 6, 10, 12, 25, 35, 37, 39, 44, 48, 49, 52, 53, 60, 71, 72, 76, 83, 113, 128, 129, 130, 156
MI 7.5 Evidence confidence	High confidence

KPI 8: Evidence-based planning and programming applied	KPI score
Highly satisfactory	3.15
<p>WFP has a strong independent evaluation function. Its Evaluation Policy (2016-21) provides minimum coverage norms which provide appropriate coverage of the organisation's interventions and set minimum corporate expectations within which commissioning units have the flexibility to prioritise topics, interventions and timing in line with their programmes of work and stakeholders' needs. The policy sets out a standardised typology of evaluations, both at centralised and decentralised level. Centralised evaluations are regularly presented to the Executive Board.</p> <p>WFP has comprehensive Evaluation Quality Assurance Systems and guidance in place to ensure the quality of evaluations, including through an independent post-hoc quality assessment process. A comprehensive and detailed Management Response System requires the identification of clear actions, responsibilities, and timeframes for addressing evaluation recommendations. Progress on recommendation implementation is reported annually to the Executive Board.</p> <p>WFP has a comprehensive repository of evaluations, though since the organisation lacks a full and comprehensive Knowledge Management function, uptake and use of lessons learned, and best practices from evaluations depends on the systems for implementing evaluation recommendations. Guidance proposes using lessons learned to inform intervention design in some areas, but this is not comprehensive or systematic.</p> <p>WFP's corporate monitoring and reporting systems, and their link into Annual Performance Planning and Review processes, in theory allow for poorly performing interventions to be identified and addressed. However, there is insufficient evidence to date on the use of processes for addressing poor performance, particularly at the level of intervention management.</p>	
MI 8.1: A corporate independent evaluation function exists	Score
Overall MI Rating	Highly satisfactory
Overall MI score	3.86
Element 1: The evaluation function is independent from other management functions such as planning and managing development assistance (<i>operational independence</i>)	4
Element 2: The Head of evaluation reports directly to the Governing Body of the organisation (<i>Structural independence</i>)	4
Element 3: The evaluation office has full discretion in deciding the evaluation programme	4
Element 4: A separate budget line (approved by the Governing Body) ensures <i>budgetary independence</i>	4
Element 5: The central evaluation programme is fully funded by core funds	3
Element 6: Evaluations are submitted directly for consideration at the appropriate level of decision-making pertaining to the subject of evaluation	4
Element 7: Evaluators are able to conduct their work throughout the evaluation without undue interference by those involved in implementing the unit of analysis being evaluated (<i>Behavioural independence</i>)	4

MI 8.1 Analysis	Source document
<p>The Evaluation Policy (2016-21) sets out that the Director of Evaluation heads an independent evaluation function within the WFP Secretariat. This is further elaborated in the Evaluation Charter (2016), which states that: “The Director of Evaluation heads an independent evaluation function comprising centralised evaluation and demand-led decentralised evaluation. Through the Office of Evaluation (OEV) the Director of Evaluation provides global leadership, standard setting and oversight of WFP’s entire evaluation function.” The JIU identified WFP as one of only two UN organisations with comprehensive evaluation systems for addressing all criteria for independence. This finding on independence of evaluations in WFP was endorsed by the OECD/UNEG peer evaluation, which also reported in 2014.</p> <p>The Evaluation Policy has addressed existing issues and states that: the Director of Evaluation heads an independent evaluation function within the WFP Secretariat. Further, the Evaluation Charter (2016) states that: “The Director of Evaluation is located within the WFP Secretariat and reports directly to the Executive Director. S/he serves only in an advisory or observer role in WFP committees or task forces.” The Evaluation Policy sets out that the Director presents centralised evaluations directly to the Board.</p> <p>The Evaluation Policy clearly sets out that the: “OEV develops its annual work plan setting priorities for evaluations and development of the evaluation function consistent with the established norms and available resources. To ensure impartiality, the plan is elaborated independently by the Director of Evaluation, in consultation with WFP senior management and other main stakeholders, and presented to the Board as part of WFP’s Management Plan.”</p> <p>The Evaluation Policy states that: “The budget for OEV’s annual work plan is approved by the Board as part of WFP’s Management Plan. It includes costs for oversight and reporting of the entire evaluation function; centralised evaluations; and managing the enabling framework for the decentralised evaluation function. All funds allocated for delivery of the work plan are managed by the Director of Evaluation. This financial independence applies equally to funds from the PSA budget and other sources.”</p> <p>Management Plans indicate that the budget for evaluation comes from core funds, under the PSA budget. A further USD 800,000 was allocated to OEV for 2017, building on a PSA increase in 2016. The OEV work plan for 2018 sets out a needs-based budget of USD 9.23 million, while highlighting that the proposed available resources stand at USD 8.3 million.</p> <p>As set out the Evaluation Policy, all centralised evaluations are presented to the Executive Board for their consideration. The findings of all centralised evaluations are synthesised and presented in an annual evaluation report presented to the Board, identifying systemic issues and making overarching recommendations. Senior Management must consider all evaluations, and prepare Management Responses.</p> <p>The Evaluation Policy sets out that WFP is committed to safeguarding the independence and impartiality of all of its centralised and decentralised evaluations and this policy is fully upheld in the conduct of evaluations at both central and decentralised levels.</p>	<p>1, 3, 9, 12, 23, 16, 26, 27, 29, 31, 32, 37, 43, 48, 82, 83, 93, 155, 193, 194</p>
MI 8.1 Evidence confidence	High confidence

MI 8.2: Consistent, independent evaluation of results (coverage)	Score
Overall MI Rating	Highly satisfactory
Overall MI score	4
Element 1: An evaluation policy describes the principles to ensure coverage, quality and use of findings, including in decentralised evaluations	4
Element 2: The policy/an evaluation manual guides the implementation of the different categories of evaluations, such as strategic, thematic, corporate level evaluations, as well as decentralised evaluations	4
Element 3: A prioritised and funded evaluation plan covering the organisation's planning and budgeting cycle is available	4
Element 4: The annual evaluation plan presents a systematic and periodic coverage of the organisation's Interventions, reflecting key priorities	4
Element 5: Evidence from sample countries demonstrate that the policy is being implemented	4
MI 8.2 Analysis	Source document
<p>A new Evaluation Policy was put in place in 2016 and is supported by a Corporate Evaluation Strategy and a WFP Evaluation Charter. This set out enhanced coverage of centralised evaluation and the aim to develop and strengthen decentralised evaluation. In line with the evaluation policy, WFP is committed to assigning 0.8 percent of its total contribution income to addressing the needs of its entire evaluation function. This target will be met progressively over the life of this policy by 2021, to match application of the coverage norms for centralised and decentralised evaluations and augmentation of OEV's responsibilities. The policy also sets out the means by which the quality of evaluations will be maintained and approaches to ensure usage.</p> <p>The Evaluation Policy and the Corporate Evaluation Strategy establishes the different types of evaluation, which include strategic, policy, impact, country portfolio and (until 2017) operation. The Evaluation Quality Assurance System (EQAS) for centralised evaluations and the Decentralised Evaluation Quality Assurance System (DEQAS) for decentralised evaluations provide detailed guidance on the implementation of evaluations. The annual evaluation report provides an overview of centralised and decentralised evaluations completed, conducted and planned. It examines the performance of the WFP evaluation function and highlights areas for attention in coming years</p> <p>Together the Evaluation Policy and the OEV Work Plan (presented as Annex V of the Management Plan) set out the intended coverage and the means by which this coverage is to be achieved, with specific evaluation types, thematic areas and country portfolios to be reviewed. The progress in implementation is recorded in the Annual Evaluation Report and in the Annual Performance Reports. Regional evaluation plans for decentralised evaluations combine centralised and decentralised evaluations for optimum complementarity and balanced coverage. They have been endorsed by the regional evaluation committees in the first quarter of 2018 and are being updated regularly. Evidence from sample countries, the Annual Evaluation Report and the Annual Synthesis Report of Operation Evaluations finds the 2016 Evaluation Policy is being implemented effectively.</p>	3, 12, 16, 22,23, 26, 27, 31, 32, 37, 43, 48, 62, 82, 83, 128, 155
MI 8.2 Evidence confidence	High confidence

MI 8.3: Systems are applied to ensure the quality of evaluations	Score
Overall MI Rating	Highly satisfactory
Overall MI score	4
Element 1: Evaluations are based on design, planning and implementation processes that are inherently quality oriented	4
Element 2: Evaluations use appropriate methodologies for data-collection, analysis and interpretation	4
Element 3: Evaluation reports present in a complete and balanced way the evidence, findings, conclusions, and where relevant, recommendations	4
Element 4: The methodology presented includes the methodological limitations and concerns	4
Element 5: A process exists to ensure the quality of all evaluations, including decentralised evaluations	4
MI 8.3 Analysis	Source document
<p>The Centralised Evaluation Quality Assurance System (CEQAS) for centralised evaluations and the Decentralised Evaluation Quality Assurance System (DEQAS) for decentralised evaluations cover a wide range of guidance covering preparation, inception and evaluation phases, with clear quality standards for each phase. The Annual Evaluation Report for 2017 notes two centralised and 10 decentralised evaluations were assessed as being of good quality, and that 100% of centralised evaluations and 70% of the decentralised evaluations were assessed as meeting or exceeding requirements in 2017.</p> <p>Both CEQAS and DEQAS include clear quality standards for methodological design, which focus on rigour. OEV recommends the use of mixed-methods in its evaluation. Technical notes for both CEQAS and DEQAS guide the development of appropriate methodologies. The evaluations reviewed for this assessment all met these standards.</p> <p>Guidance within CEQAS and DEQAS requires that evaluations present evidence in full and impartially, with findings, conclusions and recommendations balanced and with the absence of bias. The evaluations reviewed for this assessment all complied with the guidance.</p> <p>Guidance on methodologies and reporting within CEQAS and DEQAS includes the need for limitations to be covered. The evaluations reviewed for this assessment all complied with the guidance.</p> <p>Quality standards set out in CEQAS and DEQAS provide a key vehicle for quality assurance/assessment. Individual evaluation managers provide first-line quality assessment against CEQAS and DEQAS norms. Both centralised and decentralised evaluations are quality assessed under an external process, using detailed templates which set clear standards derived from CEQAS and DEQAS. This process and its results are reported on in the Annual Evaluation Reports.</p>	16, 26, 27, 31, 32, 33, 34, 35, 48, 62, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 94, 95, 96, 97, 98, 99, 155
MI 8.3 Evidence confidence	High confidence

MI 8.4: Mandatory demonstration of the evidence base to design new interventions	Score
Overall MI Rating	Satisfactory
Overall MI score	2.6
Element 1: A formal requirement exists to demonstrate how lessons from past interventions have been taken into account in the design of new interventions	3
Element 2: Clear feedback loops exist to feed lessons into new interventions design	3
Element 3: There is evidence that lessons from past interventions have informed new interventions	3
Element 4: Incentives exist to apply lessons learnt to new interventions	3
Element 5: The number/share of new operations designs that draw on lessons from evaluative approaches is made public	1
MI 8.4 Analysis	Source document
<p>The Management Results Framework for the Strategic Plan 2014-17 includes with its Management Results Dimension 4 on Programmes KPI 4.3 “Lessons learned and innovations mainstreamed”. This is reported on in the Annual Performance Reports. The APR for 2016 reports on three types of lesson-learning: from centralised evaluations; decentralised evaluations; and Lessons Learned exercises after emergency responses. The guidance for CSPs includes the need to include evidence from past interventions in the development of the strategy.</p> <p>There is documentary evidence from references to the use of lessons in the Corporate Monitoring Strategy, the Evaluation Policy and the Policy in CSPs. However, in practice, as evidenced through a wide range of interviews, it was stated that the CSP process has been a powerful driver for the use of lessons in designing new strategies, something confirmed through an analysis of new CSPs.</p> <p>Annual Evaluation Reports also include an analysis of the extent to which interventions evaluated were based on analytical work. The AER 2016 found that country portfolio and operation evaluations continued to signal a weak or inconsistent evidence base underlying design. The AER for 2017 reported that there were significant increases in the production of syntheses of lessons from existing evaluations. There is also evidence from the new CSPs that lessons are being drawn on.</p> <p>As noted under Element 1, the Programme Guidance Manual does not require interventions to apply the lessons of previous experience in programme design, although it does provide guidance to do so in some intervention areas. The Annual Performance Plan (APP) template for use by Country Offices includes guidance including the main lessons learnt from the previous APP exercise, which will feed into objectives and activities in the following year.</p> <p>While there is reporting on the overall commitment to mainstream lessons learned in the Annual Performance Reports, neither the number nor proportion of new operations that draw on lessons is recorded or made public. The Annual Evaluation Report for 2017 states that, from 2018, OEV will introduce a KPI for gauging whether the use of evidence in a CSP or interim CSP meets or exceeds requirements.</p>	1, 3, 10, 12, 16, 26, 27, 32, 37, 48, 49, 71, 72, 82, 113, 128, 131, 140, 155, 139, 141, 142, 147, 148, 177, 188
MI 8.4 Evidence confidence	High confidence

MI 8.5: Poorly performing interventions proactively identified, tracked and addressed	Score
Overall MI Rating	Unsatisfactory
Overall MI score	1.25
Element 1: A system exists to identify poorly performing interventions	2
Element 2: Regular reporting tracks the status and evolution of poorly performing interventions	2
Element 3: A process for addressing the poor performance exists, with evidence of its use	1
Element 4: The process clearly delineates the responsibility to take action	0
MI 8.5 Analysis	Source document
<p>The Corporate Monitoring Strategy provides detail on the systems and the Country Office Tool for Managing Effectively (COMET), which has the potential to identify and track poorly performing interventions. COMET was rolled out in 2016, with the system continuing to be added to with the transition to CSPs.</p> <p>The Corporate Monitoring Strategy Workstream on Utilising Monitoring states that APPs should be conducted six-monthly to assess progress to date. While the Annual Performance Report considers and reports on programme and management performance at country, regional and global levels, there is no detail provided specifically on poor performance, with the statement rather that, where targets had not been met, some progress had been made.</p> <p>The APP process requires Country Office Management to report upwards to the Regional Bureau and HQ, enabling the addressing of poor performance through standard management processes. This is not an area where there is further detail in the Annual Performance Report and there was currently only limited evidence that the reporting process is being used.</p> <p>There was no documentary or interview evidence that process delineating responsibility to take action exists.</p>	3, 37, 46, 48, 49
MI 8.5 Evidence confidence	Medium confidence
MI 8.6: Clear accountability system ensures responses and follow-up to and use of evaluation recommendations	Score
Overall MI Rating	Highly satisfactory
Overall MI score	4
Element 1: Evaluation reports include a management response (or has one attached or associated with it)	4
Element 2: Management responses include an action plan and/or agreement clearly stating responsibilities and accountabilities	4
Element 3: A timeline for implementation of key recommendations is proposed	4
Element 4: A system exists to regularly track status of implementation	4
Element 5: An annual report on the status of use and implementation of evaluation recommendations is made public	4

MI 8.6 Analysis	Source document
<p>The Evaluation Policy sets out the requirement for all evaluations to have management responses. All centralised evaluations are presented to the Executive Board and both centralised and decentralised evaluations include a published management response.</p> <p>Management responses to both centralised and decentralised evaluations are guided by the Technical Note on Management Response and Follow up to Evaluation Recommendations. This includes a template that covers the response, actions to be taken, and responsibility for actions. The evaluations reviewed for this assessment all included an action plan.</p> <p>The Technical Note on Management Response and Follow up to Evaluation Recommendations includes in the template: implementation timeframe and the means to track implementation status. Sample Management Responses reviewed all contain an Implementation Deadline.</p> <p>A comprehensive system to track the implementation status of recommendations is managed by RMP.</p> <p>The Annual Session of the Executive Board includes the presentation of a report on the Implementation Status of Evaluation Recommendations. This report is publicly available.</p>	3, 10, 16, 26, 27, 31, 32, 62, 82, 31, 32, 33, 34, 35, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 94, 95, 96, 97, 98, 99, 132, 155
MI 8.6 Evidence confidence	High confidence
MI 8.7: Uptake of lessons learned and best practices from evaluations	Score
Overall MI Rating	Satisfactory
Overall MI score	2.33
Element 1: A complete and current repository of evaluations and their recommendations is available for use	4
Element 2: A mechanism for distilling and disseminating lessons learned internally exists	2
Element 3: A dissemination mechanism to partners, peers and other stakeholders is available and employed	2
Element 4: A system is available and used to track the uptake of lessons learned	0
Element 5: Evidence is available that lessons learned and good practices are being applied	2
Element 6: A corporate policy for Disclosure of information exists and is also applied to evaluations	4

MI 8.7 Analysis	Source document
<p>All centralised evaluations produced are presented to the Executive Board and are available online through WFP's Evaluation Library: https://www.wfp.org/evaluation/list.</p> <p>WFP has lacked internally a corporate Knowledge Management function, as internal documentation attests. A Knowledge Management Strategy was developed in 2016. In interviews, the views on the implementation of the strategy varied considerably. There was some evidence that there have been some effective communities of practice, that have worked on extracting and disseminating lessons. However, most of those interviewed agreed that this process is not done consistently across the organisation.</p> <p>Lessons Learned Exercise reports, centralised evaluation reports and Operations Evaluations Syntheses reports are all available online through the WFP website, and the Annual Evaluation Report and Operation Evaluation Syntheses are discussed with member states through the Executive Board. However, there is no documentary evidence of a centralised knowledge management function which systematically generates and shares lessons across the organisation and more broadly.</p> <p>From the document review and the interviews conducted, it is evident that a system to track the uptake of lessons learned does not currently exist.</p> <p>Evidence is, as for other elements within this MI, examples rather than systematic. There are examples from interviews and from the review of CSPs that lessons and good practices have been used to inform the development of new strategies and interventions – see MI 8.4. However, as with Knowledge Management, the evidence from a range of interviews was that this is not done consistently across the organisation.</p> <p>A WFP Directive on Information Disclosure was published in June 2010: http://documents.wfp.org/stellent/groups/public/documents/newsroom/wfp220973.pdf</p> <p>The Directive covers both operational information (standardised project reports and assessment reports available through the WFP website) and evaluations.</p>	<p>3, 10, 12, 16, 22, 23, 26, 27, 30, 31, 32, 33, 34, 35, 37, 39, 48, 62, 79, 80, 81, 82, 83, 139, 140, 141, 142, 147, 148, 155, 177, 188</p>
MI 8.7 Evidence confidence	High confidence

RESULTS

Achievement of relevant, inclusive and sustainable contributions to humanitarian and development results in an efficient way

KPI 9: Achievement of development and humanitarian objectives and results e.g. at the institutional/corporate wide level, at the regional/corporate wide level and at the regional/country level, with results contributing to normative and cross-cutting goals	KPI score
Unsatisfactory	2
<p>The sample reviewed for assessment of results comprises total of 26 evaluations. Within this sample, the following types of evaluations are included; eight syntheses of evaluations, one country portfolio evaluation, two individual operations evaluations, and fourteen policy/strategic evaluations. Performance results reported in the 2017 Annual Performance Report are also summarised. WFP's Strategic Objectives are as follows:</p> <p>Strategic Objective 1: End hunger by protecting access to food; Strategic Objective 2: Improve nutrition; Strategic Objective 3: Achieve food security; Strategic Objective 4: Support SDG implementation; Strategic Objective 5: Partner for SDG results</p> <p>Evaluations and related Syntheses report that WFP has performed consistently well in its traditional areas of strength, ending hunger and improving nutrition. Performance in achieving food and nutrition security and partnering to support the implementation of the SDGs is more variable. Evaluations generally point to the life-saving or life-enhancing benefits of WFP interventions for target groups, and find that interventions are largely aligned to national priorities, with increasing evidence over time of positive contributions to national development/humanitarian policy frameworks. WFP's results in cross-cutting areas have been inconsistent, with results in gender equality being largely oriented to "including women" in interventions, rather than aiming for or achieving more transformative gains, and positive examples of capacity building to support governance in the sense of improved emergency preparedness and response. However, evidence of achievement against climate change and human rights intentions was limited.</p>	
MI 9.1: Interventions assessed as having achieved their stated development and/or humanitarian objectives and attain expected results	Score
MI Rating	Highly satisfactory
MI score	3.5

MI 9.1 Analysis	Source document
<p>Evidence finds generally strong achievement against WFP’s strategic objectives. Interventions were widely assessed as achieving their stated objectives and attaining expected results. The most recent Annual Performance Report, for 2017, reported that WFP had met or was on track to meet two out of four strategic objectives but more broadly, evaluations find strong performance against WFP’s stated development and humanitarian objectives. Of the sample of 25 evaluations and one internal report, performance was consistently strong against Strategic Objectives 1 (end hunger) and 2 (improve nutrition), in WFP’s historic areas of strength, addressing hunger and improving nutrition, and more variable against Strategic Objectives 3 (Achieve food security) and 4 and 5 (support/partner for SDG implementation). Achievement against Strategic Objective 4 (support SDG implementation) had improved in the recent period as WFP moves away from being a “deliverer” of food and towards a more “enabling” model of delivery.</p> <p>Six out of seven syntheses of evaluations found positive achievement of in WFP’s support in addressing food needs and reducing hunger across diverse contexts and improving hunger and amidst development and humanitarian interventions.</p> <p>Two complex emergency Evaluations reflect broad achievement of humanitarian objectives in WFP’s response to Level 3 crises. WFP made important contributions to containing the Ebola epidemic and helped to improve and stabilise food security within the Syrian crisis.</p> <p>One impact evaluation found that WFP had achieved statistically significant results for improving beneficiaries’ resilience.</p> <p>Eleven Strategic/Policy evaluations found positive achievement against policy objectives, particularly at country level, largely due to WFP’s partnerships and efforts within co-ordination mechanisms.</p> <p>Three Policy/Strategic evaluations found an increase in use and corporate commitment to use of the cash and voucher modality and purchase for progress approaches as well as improved nutrition programming across WFP interventions in line with policy objectives.</p> <p>Three Strategic/Policy evaluations partial achievement of where policies lacked sufficient integration of across the organisation and/or experienced inadequate systems in place to support the realisation of policy goals.</p> <p>One Strategic/Policy evaluation found that not all intended results were achieved largely due to limited human resourcing.</p> <p>One Country Programme Evaluation of DRC partial variable achievement of results due to challenges in implementation strategies, capacity, and the operating context.</p>	<p>1, 2, 23, 30, 31, 32, 33, 35, 37, 83, 86, 87, 92, 89,93, 99, 128, 153, 154, 156, 190</p>
MI 9.1 Evidence confidence	High confidence

MI 9.2: Interventions assessed as having realised the expected positive benefits for target group members	Score
MI Rating	Satisfactory
MI score	2.5
MI 9.2 Analysis	Source document
<p>Evaluations provide evidence that WFP’s interventions generally provided positive benefits to a record number of beneficiaries in 2017 amidst challenging contexts although evidence focused on the output rather than outcome level. WFP provided direct food assistance for 91.4 million people in 83 countries during 2017. Out of the total 91.4 million people assisted in 2017, WFP provided direct assistance through its operations to 88.9 million people using cash-based and food transfers. This was the highest number of beneficiaries reached since 2012 and included 9.3 million refugees, 2.5 million returnees and 15.8 million internally displaced persons. Children – 27.6 million girls and 27.1 million boys – remained the primary focus of WFP’s support, accounting for 61 % of total beneficiaries.</p> <p>The 2017 Annual Performance Report points to the funding shortfall of 3.8 billion dollars as a constraint to WFP achieving benefits for target group members. The consequence of the shortfall, in certain contexts, was reduction in the number and size of rations or the duration of assistance provision, and the prioritisation of activities and beneficiary groups. Nonetheless, maintained or improved access to adequate food for individuals and households in crisis-affected populations through unconditional resource transfers of food or Cash Based Transfers (CBTs).</p> <p>In 2017, more than 62 million people received a total of 3 million metric ton of food and USD 1.2 billion in CBTs through unconditional resource transfers under this Strategic Objective, accounting for 79% of all food and 89% of all CBTs distributed by WFP during the year. In most of the operations that reported sufficient data, WFP met or was on track to meeting targets for improving food consumption, diversifying diets and reducing the use of negative coping strategies such as skipping meals, reducing portion sizes or selling productive assets.</p> <p>Fourteen evaluations describe the level of achievements for specific beneficiary groups. Specific results include:</p> <ul style="list-style-type: none"> • “Virtually overnight” food assistance to quarantined urban populations during the Ebola crisis • Exceeding food assistance targets in Iraq • Reaching 88% of targeted refugees in Egypt and 98 per cent of all registered refugees in Jordan • Effectively reaching women and girls through a range of transfer modalities. <p>Although WFP’s contributions were considered “impressive” and “essential” to meeting stakeholders’ needs, three evaluations found that WFP reached fewer beneficiaries than planned and did not deliver transformative change to vulnerable groups. Evaluations found that WFP had delivered broadly relevant food assistance to its beneficiaries, but also note that due to funding and other limitations, WFP consistently served its beneficiaries with less food than planned. The Country Portfolio Evaluation found that WFP but had not sufficiently integrated approaches to address chronic malnutrition.</p>	1, 2, 23, 30, 31, 32, 33, 35, 37, 83, 86, 87, 92, 89,93, 99, 128, 153, 154, 156, 190
MI 9.2 Evidence confidence	High confidence

MI 9.3: Interventions assessed as having contributed to significant changes in national development policies and programmes (policy and capacity impacts), or needed system reforms	Score
MI Rating	Unsatisfactory
MI score	1.5
MI 9.3 Analysis	Source document
<p>WFP has made gradual improvements in its efforts to improve the policy environment over time, but this continues to be an area of weakness. Evaluations note that WFP “missed opportunities for engaging in and influencing national policies and integrating WFP’s portfolio into these.” However, WFP is increasing its influence through technical advice and analysis alongside achievements in strengthening development policy and accountability instruments.</p> <p>16 evaluations and 1 internal report provide evidence of WFP’s contribution to national policy frameworks or system reforms. Of these:</p> <ul style="list-style-type: none"> • Eight syntheses report gradual improvements in WFP’s efforts to improve the policy environment for food security and nutrition over time noting increasing influence through technical advice and analysis, alongside achievements in strengthening capacities, in doing so improving national policy and accountability environments in areas such as nutrition, school feeding and emergency preparedness. • Although there are examples of country- level successes, six strategic evaluations found mixed performance in WFP’s contribution to development policies. Evaluations found that approaches to strengthening national policy frameworks but were inconsistent due to the lack of a corporate strategic underpinning, or specific funding for a more coherent approach to support national policy objectives. • Two evaluations comment on limitations of effective support to national capacity development largely due to challenges in partnership dynamics. • The 2017 Annual Performance Report points to the limiting effect of funding shortfalls on WFP’s ability to implement capacity strengthening activities. According to the APR, funding shortfalls often result in the prioritisation of life-saving activities over capacity strengthening. Nonetheless, WFP has made progress in its focus on strengthening capacity to support national food security and nutrition systems and services. 	1, 2, 23, 30, 31, 32, 33, 35, 37, 83, 86, 87, 92, 89,93, 99, 128, 153, 154, 156, 190
MI 9.3 Evidence confidence	High confidence
MI 9.4: Interventions assessed as having helped improve gender equality and the empowerment of women	Score
MI Rating	Satisfactory
MI score	2.5

MI 9.4 Analysis	Source document
<p>Evaluations point to the limited inclusion of gender in the design of WFP interventions and consequently inconsistent results for improving gender equality and the empowerment of women. The evaluations note the positive effects of the 2015 Gender Policy but find that operations have not yet consistently applied gender analysis to inform intervention design or country strategy design, with results consequently remaining largely focused on “equal numbers” in implementation, rather than targeting or achieving more strategic or transformative gender results. By the end of 2017, 83% of WFP projects were meeting the targets for corporate cross-cutting gender indicators. WFP has successfully mainstreamed gender issues into programme design, with gender integrated into 74% of newly approved CSPs.</p> <p>All sixteen evaluations and one internal report find room for improvement in the extent that gender is integrated into the design of interventions and in the results that interventions deliver. In particular, they find that WFP’s achievement in gender remain largely quantitative, i.e. focused on achieving “equal numbers” in participation in interventions. Specifically:</p> <ul style="list-style-type: none"> • The eight syntheses point to the varying depth of gender consideration in the design of WFP interventions and consequently limited gender results. • Six strategic/policy evaluations reflect mixed findings on addressing gender needs. While some positive results did occur in terms of “including women” in humanitarian responses, these occurred in response to context and were unguided by the corporate Policy. Similarly, that integrating gender dimensions only considered gender equality in terms of “including women” rather than considering transformative changes in gender roles and relations. The intent to improve gender equality and the empowerment of women was not matched by practical results or clear intent about how to address issues could be achieved • Two complex emergency evaluations and one Country Portfolio Evaluation report that gender is “not consistently addressed” and is “overlooked in key operations, particularly at the design stage, taking a “gender blind” approach. 	1, 2, 23, 30, 31, 32, 33, 35, 37, 83, 86, 87, 92, 89, 93, 99, 128, 153, 154, 156, 190
MI 9.4 Evidence confidence	High confidence
MI 9.5: Interventions assessed as having helped improve environmental sustainability/ helped tackle the effects of climate change	Score
MI Rating	Unsatisfactory
MI score	1.5
MI 9.5 Analysis	Source document
<p>Environmental sustainability has only recently become a focus of WFP programming, particularly in its work around natural and disaster risk management. Results for climate change and sustainability remain somewhat peripheral to WFP’s core programming. With this, only three evaluations/ report, somewhat peripherally, on WFP’s results in the area of climate change in terms of building resilience and supporting disaster risk reduction. The 2017 APR reflects a more systematic approach to environmental sustainability and climate change. The results of this approach as part of the impact of the Climate Change Policy (2017) will be assessed in an upcoming evaluation.</p>	15, 35, 85, 128, 156

<ul style="list-style-type: none"> • The two Operation Evaluation syntheses find WFP's work in resilience and disaster risk reduction to be gaining momentum, particularly in terms of supporting national frameworks and systems although the issue is not systematically mainstreamed into WFP activity. • One impact evaluation (Enhancing Resilience Programme) positively assessed WFP's work with partners to reduce the risks caused by natural disasters. The evaluation states that the programme is premised upon a solid understanding of the linkages between climate change and food security. 	15, 35, 85, 128, 156
MI 9.5 Evidence confidence	High confidence
MI 9.6: Interventions assessed as having helped improve good governance (as defined in 2.1.c)	Score
MI Rating	Unsatisfactory
MI score	1.5
MI 9.6 Analysis	Source document
<p>WFP's contributions to helping to improve good governance largely interpreted through WFP's support to strengthening the capacity of national systems is deemed to be a work in progress. Evaluations refer to challenges in the approach taken for capacity development, and particularly a lack of a strategic underpinning for WFP's capacity development work, including clear intended results and systemic rather than piecemeal approaches. Capacity strengthening remains largely focused on individual units or personnel. Efforts to focus on governance and capacity issues have, thus far, seen limited gains partly due to capacity development being secondary, in some contexts, to humanitarian response.</p> <p>WFP's contributions to governance are not explicitly assessed in any of the sample of twenty-two evaluations/evaluative products although WFP's contributions to strengthening national systems through capacity strengthening are discussed in fourteen evaluations. Of these:</p> <ul style="list-style-type: none"> • Seven syntheses of evaluations note that capacity strengthening remains largely focused on individual units and personnel and does not take a systemic approach. • One Country Portfolio Evaluation refers to efforts to focus on governance and capacity issues with limited results due to inadequate technical capacity and a challenging local context. • Six strategic/policy evaluations (Evaluation of the Corporate Partnership Strategy, Evaluation of WFP's Policy Update on Capacity Development, Evaluation of WFP's Nutrition Policy, Evaluation of WFP's Cash and Voucher Policy, Evaluation of WFP's 2009 Gender Policy, Synthesis Report of the Evaluation of WFP's Emergency Preparedness and Response) find some progress achieved but inconsistencies in national capacity development initiatives. One (of the Corporate Partnership Strategy) finds the relevance of WFP's capacity development initiatives to be mixed. The evaluation also notes an absence of dedicated resources to bring WFP's ambitions for capacity development to fruition. 	31, 34, 35, 83, 94, 90, 128, 156
MI 9.6 Evidence confidence	High confidence

MI 9.7: Interventions assessed as having helped improve human rights	Score
MI Rating	Unsatisfactory
MI score	1.5
MI 9.7 Analysis	Source document
<p>WFP's effects on improving human rights through its interventions are not systematically considered in evaluations. Where discussed, human rights are framed in light of normative instruments to which WFP is party (e.g. CEDAW). Four evaluations discuss the human rights implications of WFP programming reflecting mixed performance of WFP interventions in this area.</p> <ul style="list-style-type: none"> • One synthesis of evaluations describes missed opportunities for results in WFP's advocacy work with governments for respecting [human] rights • The Evaluation of WFP's Ebola Response found limited knowledge among affected populations of their entitlements and rights. • Positive performance in WFP's orientation toward human rights initiatives is described in three policy/strategic evaluations where WFP interventions are rooted in key aspects of the right to adequate food including the accessibility of quality and quantity food which is sustainable and does not interfere with the enjoyment of other Human Rights. <p>However, Operations Evaluations Syntheses report on rights in relation to Accountability to Affected Populations Initiatives. All find mixed performance: for example, the 2016-17 Synthesis reports that of the 13/15 evaluations reporting on accountability to affected populations, seven recorded targets met, with beneficiaries well informed about entitlements and complaints processes established. Six found targets not met and/or complaints mechanisms not in place or functioning.</p>	35, 86, 90, 96, 128, 156
MI 9.7 Evidence confidence	Medium confidence
MI 9.8: Interventions assessed as having helped improve protection	Score
MI Rating	Unsatisfactory
MI score	1.5

MI 9.8 Analysis	Source document
<p>Although protection is a cross-cutting concern for WFP's interventions, intended to inform all aspects of WFP's response, evaluations do not systematically assess the extent that WFP has addressed protection in its interventions. Nine evaluations provide evidence about protection issues in WFP's interventions generally finding mixed performance in the extent that WFP has addressed protection in its programming:</p> <ul style="list-style-type: none"> • Three successive Operations Synthesis evaluations find mixed performance in WFP's attention to protection ranging from "insufficient attention to specific protection issues", "no adverse effects", to "meeting targets despite challenging conditions" and more positively, "reorientation to address emerging protection needs." • The Country Portfolio Evaluation of DRC found that despite significant protection challenges, the Country Programme had not sufficiently taken protection issues into consideration in the implementation of the programme. The evaluation notes that there have recently been steps taken to improve protection but that key protection issues, such as extortion, corruption and obstruction of land, which have a bearing on the programme were not considered. • The evaluation of the Response to the Syria Regional Crisis noted insufficient analysis of protection specific dimensions of food assistance in the operation countries. • The evaluation of the Ebola Virus Response, however, found very strong efforts to consider protection dimensions in the Ebola Virus Response. The evaluation noted strong alignment with the Humanitarian Protection Policy to ensure the safety, dignity, and integrity of affected populations. The operation benefitted from strong analysis of protection issues and efforts to ensure that food and nutrition was sensitive to protection issues including attention not to stigmatise Ebola affected populations. • Inconsistent attention to protection needs was noted in three strategic/policy evaluations (Cash and Voucher Policy, Synthesis of WFP's Preparedness and Response, WFP's Preparedness and Response Enhancement Programme. The Cash and Voucher policy evaluation noted currently greater consideration of designing Cash and Voucher interventions in ways that address protection needs but that protection implications were not measured consistently and the implications on protection cannot be proven based upon systems in place. The Preparedness and Response synthesis found that despite WFP's clear commitment to protection, the issue (as well as other cross-cutting concerns) was only addressed formally and to a limited degree (e.g. by developing protection checklists). The WFP PREP evaluation found the programme did not adequately address protection and accountability to affected populations, and was too focused on the early phases of sudden-onset disasters rather than the full range of possible emergency scenarios. • The Evaluation of WFP's 2009 Gender Policy found some progress in identifying priorities in protection. It highlighted achievements in ensuring protection of women including ensuring protections measures were in place at delivery points as in DRC and the Syrian regional emergency operation. However, the evaluation noted that protection of women is seen as a proxy for gender results. 	<p>35, 84, 86, 87, 95, 97, 128</p>
MI 9.8 Evidence confidence	Medium confidence

KPI 10: Relevance of interventions to the needs and priorities of partner countries and beneficiaries, and extent to which the organisation works towards results	KPI score
Satisfactory	2.5
<p>WFP provides critical support to beneficiaries amidst humanitarian emergencies but evaluations find room for improvement in the analytical basis surrounding intervention design, and in appropriately targeting different beneficiary groups. WFP provides programming that is highly relevant to the needs of partner countries in emergency situations. It supports national emergency responses and the implementation of national food and nutrition security and nutrition programmes, for example in school feeding. While WFP has worked well in its partnerships with national governments, its relationships with UN agencies have been less consistent, and its arrangements with co-operating partners were considered to be largely transactional.</p>	
MI 10.1 Interventions assessed as having responded to the needs/priorities of target groups	Score
MI Rating	Satisfactory
MI score	2.5
MI 10.1 Analysis	Source document
<p>WFP's interventions are found generally respond to the needs and priorities of target groups, although there is room for improvement. Evaluations found that WFP and its partners assisted an average of 40% of people in need in countries identified as experiencing access challenges, compared to just over 10% globally, supporting an environment where the exposure of beneficiary groups to threats was reduced in many locations. Sixteen evaluations comment explicitly on the relevance of WFP's interventions to target groups. Of these:</p> <ul style="list-style-type: none"> • Seven syntheses of evaluations find that although interventions are broadly relevant to beneficiary needs, there is room for improved needs analysis and more effective targeting. Gaps in needs assessment and weak activity designs have led to a failure to address target populations' specific needs. • One complex emergency evaluation (of the Ebola Response) notes effective identification and contribution to meeting the needs of individuals and communities. • Six strategic evaluations found that WFP's interventions were broadly relevant to beneficiaries needs. WFP's focus on ensuring access to "the right food, at the right place, at the right time," had driven change to better respond to target groups, realigning aspects of programmes to better target according to the context. • In terms of achievement toward s gender equality and women's empowerment, evaluations suggest that WFP's actions often responded to women's practical needs rather than more strategic interests. • One Country Portfolio evaluation finds that beneficiaries' needs were not well met given that WFP's response focused on areas that were easier to reach rather than those areas in greatest need. 	<p>2, 3, 5, 23, 31, 32, 33, 34, 37, 82, 84, 86, 90, 92, 127, 154, 190</p>
MI 10.1 Evidence confidence	High confidence

MI 10.2: Interventions assessed as having helped contribute to the realisation of national development goals and objectives	Score
MI Rating	Satisfactory
MI score	2.5
MI 10.2 Analysis	Source document
<p>WFP's interventions are found to have strong alignment to national priorities but "missed opportunities" to work more closely with government toward shared goals. Fifteen evaluations provide evidence about WFP's contributions to national development goals and objectives. WFP contributes to implementing national programmes such as school feeding, health, and social protection programming in a wide range of countries, in doing so supporting governments to achieve their own food and nutrition security goals.</p> <ul style="list-style-type: none"> • Three Policy/Strategic Evaluations confirm WFP's contribution to "national emergency response capacity and preparedness and strengthening government institutions and national policy frameworks." • One complex emergency evaluation (of the response to the Ebola emergency in West Africa) finds that WFP's response made significant contributions to achieve national priorities to contain and address the outbreak at the national and local levels. The evaluation found however, that WFPs engagement and its ability to contribute to the realisation of national objectives would have been more effective had it supported more efficient government planning modalities. • Contextual differences are highlighted as a hindering factor to effective work with some national governments. • One CPE describes WFP's challenge to position itself in recovery and development-oriented frameworks and therefore the resulting few opportunities for developing strategies with national authorities in order to support national development goals. 	2, 3, 5, 23, 31, 32, 33, 34, 37, 82, 84, 86, 90, 92, 127, 154, 190
MI 10.2 Evidence confidence	High confidence
MI 10.3: Results assessed as having been delivered as part of a coherent response to an identified problem	Score
Overall MI Rating	Satisfactory
Overall MI score	2.5

MI 10.3 Analysis	Source document
<p>WFP's interventions, according to evaluative evidence (16 evaluations) are generally considered to be a relevant, coherent response to an identified problem although there are instances where WFP's co-ordination with other agencies has been more transactional than collaborative.</p> <ul style="list-style-type: none"> • Seven syntheses and five strategic evaluations found that while partnerships with national governments were strong, relationships with UN agencies were more mixed, and that relationships with co-operating partners were mainly transactional/contractual in nature. • Complex emergency evaluations discuss WFP's partnership with UN agencies to respond effectively in emergencies. For the Ebola response, WFP worked effectively with WHO as well as making a significant contribution to the UN Delivering as One initiative by aligning its activities with national priorities and creating operating procedures that can be used by other agencies. In the Syrian Response, WFP took a leading role in the emergency telecommunications and food and nutrition clusters which was characterised as "exemplary". • The Country Programme Evaluation found that WFP has not exploited all possible opportunities for co-operation with other actors, although several of its objectives were consistent with the UNDAF • The Evaluation of WFP's Humanitarian Protection Policy found while WFP actively participated in protection clusters, its engagement was often limited to exchange of information and was generally not leveraged to flag protection issues for system-wide advocacy. 	2, 3, 5, 22, 31, 33, 35, 37, 82, 86, 99, 128, 156
MI 10.3 Evidence confidence	High confidence
KPI 11: Results delivered efficiently	KPI score
Satisfactory	2.5
<p>Evaluations report challenges in assessing cost-efficiency, with limited indicators and insufficient data. Those that assess efficiency, however, provide a positive assessment of WFP's ability to manage costs under challenging operating conditions.</p> <p>WFP's strong logistical capabilities and its rapid response to emergencies is noted consistently in evaluations. However, the difficult contexts in which WFP operates are cited as a key factor inhibiting timeliness, along with pipeline delays and in occasional cases, bureaucratic processes.</p> <p>Evaluations found that low funding was constraining performance. The consequences for emergency operations, which account for the bulk of WFP's resources, have been severe in order to avoid the interruption of assistance, avoid cutting rations, or reduce or cease interventions altogether.</p>	
MI 11.1: Interventions assessed as resource/cost efficient	Score
MI Rating	Satisfactory
MI score	2.5

MI 11.1 Analysis	Source document
<p>WFP has a “no regrets” policy, which means that it delivers aid regardless of cost. A number of systems have been put into place but to improve resource and cost efficiency but there is a documented challenge in credibly measuring effectiveness/efficiency due to challenges with monitoring systems. WFP has made improvements in the cost-efficiency of daily rations and efficiency gains through food commodity services. According to the 2017 Annual Performance Report (APR), WFP improved the cost-efficiency of its daily ration from 2016 to 2017. In 2017, the average cost of a daily ration was USD 0.31,44 taking into account the total number of food and cash-based rations distributed globally and all transfer-related costs, such as food commodity transport, storage and services provided to WFP staff and partners. The average cost represents a relatively substantial decrease of 10% compared with the USD 0.34 average cost in 2016, when 13 billion daily rations were distributed in WFP’s operations.</p> <p>18 evaluations assess resource/cost efficiency of interventions. The evaluations assess cost efficiency of WFP’s interventions as follows:</p> <ul style="list-style-type: none"> • Eight syntheses found challenges in robustly assessing cost efficiency, mainly due to the absence of robust data. • Cost-efficiency featured positively in evaluations in 2015-16, a step forward from previous years, with six out of 15 evaluations commending achievements extending from Improvements in cost-sharing through partnerships, the use of technologically sophisticated distribution systems, and administrative measures such as centralised disbursements and electronic payments. This positive trend continued in the 2016-17 Operation Evaluations Synthesis, which found that eight out of fifteen evaluated operations made efforts to reduce costs, including retargeting based on vulnerability criteria, changing transfer modalities (in particular from in-kind to cash) or commodity types, changing procurement sources and introducing local contributions (e.g. to school feeding). • One complex emergency Evaluation and one Country Programme Evaluation found that WFP effectively managed costs under challenging conditions. • Four strategic/policy evaluations comment on the challenges of accurately assessing cost efficiency due to unclear reporting structures and the absence of indicators in place to assess cost- efficiency such as limited use of the Country Office Monitoring and Evaluation Tool (COMET). Other issues included that ex-post cost efficiency measures required of all WFP projects did not distinguish between transfer modalities. Additionally, transaction costs for beneficiaries of Cash and Vouchers were not measured which meant that cost effectiveness could not be fully assessed. • Two strategic/policy evaluations determined that co-ordination costs were a small fraction of the budget and results were achieved with lower budgets than planned. 	<p>31, 32, 83, 33, 34, 35, 86, 89, 90, 91, 94, 96, 128, 156</p>
MI 11.1 Evidence confidence	High confidence
MI 11.2: Implementation and results assessed as having been achieved on time (given the context, in the case of humanitarian programming)	Score
MI Rating	Satisfactory
MI score	2.5

MI 11.2 Analysis	Source document
<p>Challenging contexts present significant challenges to delivering timely results. Evaluations note that it is difficult for WFP to consistently deliver its planned interventions within the anticipated timeframe due to volatile and uncertain contexts. Although delays in implementation are noted, due to funding shortfalls, WFP's logistical arrangements are considered to be highly efficient. According to the 2017 APR, unearmarked or softly earmarked funds to WFP's internal advance funding mechanism, the Immediate Response Account, was essential for providing timely response for life saving in emergencies.</p> <p>15 evaluations comment on the timeliness of WFP's interventions conveying significant challenges in delivering timely results, in part due to the challenging contexts in which WFP operates but noting some examples of satisfactory performance. Evaluations indicate the following:</p> <ul style="list-style-type: none"> • All seven syntheses of evaluations point to mixed timeliness of WFP interventions, noting that the challenging and volatile operating contexts in which WFP works makes it difficult for WFP to consistently deliver its planned interventions within the anticipated timeframe. • Two complex emergency evaluations report a generally timely approach, commending WFP's ability to execute activities on time in challenging contexts while noting some delays due to external factors. However, the Country Portfolio Evaluation in DRC reports that WFP's capacity to respond in a timely fashion to new needs was weak. • Two strategic evaluations find WFP's logistical arrangements highly efficient and note a high level of achievement of milestones in the Purchase for Progress initiative. • Mixed performance is described in three Strategic/Policy evaluations. The 2017 Annual Performance Report points to the consequences of WFP's 2017 funding gap on WFP's ability to respond in a timely manner, particularly in crisis settings. The APR reports that low funding was constraining performance, particularly in providing timely and adequate funding in crisis settings to avoid the interruption of assistance. Other key factors constraining delivery of results in humanitarian situations in addition to the challenges of the operating context were variability of business process efficiency and the (lack of) availability of support staff. • One strategic evaluation (Joint Evaluation of Food Security Cluster) refers to bureaucratic processes slowing the achievement of results. <p>According to the 2017 APR, unearmarked or softly earmarked funds to WFP's internal advance funding mechanism, and the Immediate Response Account, were essential for providing timely response for life saving in emergencies.</p>	<p>2, 3, 5, 23, 31, 32, 33, 34, 37, 82, 84, 86, 90, 92, 127, 154, 190</p>
MI 11.2 Evidence confidence	High confidence
KPI 12: Sustainability of results	KPI score
Unsatisfactory	1.83
<p>Evaluations note that the humanitarian/emergency character of much of WFP's work, with its need for immediacy in its response, means that sustainability is a challenging area to address. While some programme elements have potential for sustainability the challenges of ensuring full national government "buy-in" to sustain programming is widely reported. However, evaluations also report that plans for transition or handover to national stakeholders have not always been clearly planned and implemented from the outset.</p>	

The evaluations point to multiple instances where WFP has strengthened the enabling environment for food and nutrition security either through partnership or enhancing national technical capacity leading to positive system reform. However, the evidence in this area is very limited.

MI 12.1: Benefits assessed as continuing or likely to continue after project or programme completion or there are effective measures to link the humanitarian relief operations to recovery, resilience and, eventually, to longer-term developmental results	Score
MI Rating	Unsatisfactory
MI score	1.5
MI 12.1 Analysis	Source document
<p>The evaluations raise concerns about the transition from humanitarian relief operations to longer-term development results, finding mixed, but overall limited likelihood of benefits continuing after the project/programme completion or WFP leaving the context. WFP has had mixed results in its efforts to implement exit strategies or equip national bodies with the skills and structures they need to sustain results. Evaluations note that substantive handover strategies are rare, even though WFP is moving toward building up national capacity and national ownership of food and nutrition security systems. Annual Evaluation Reports from 2015 and 2016 report that evaluations found that the strengthening of government partners' capacities did not receive sufficient emphasis and lacked coherence.</p> <p>Ten evaluations/evaluative products on sustainability, with respect to WFP's preparedness for transition or handover. Specifically:</p> <ul style="list-style-type: none"> • Six syntheses point to challenges in sustainability arising from the challenging operating environments of WFP's work, but also signal limited attention to strategies for hand-over in intervention design. None of the four Country Portfolio Evaluations included in the 2016 Annual Evaluation Report found clear strategies for sustainability being implemented or significant progress towards handover where relevant. Successive Operation Evaluation Syntheses also report that WFP's operations were insufficiently geared to handover, and had not sufficiently embedded strategies for transition. • One complex emergency evaluation notes that a number of structural and institutional arrangements had potential for sustainability in future emergencies, particularly with respect to co-operation/co-ordination mechanisms in place. • One country programme evaluation found aspects of the programme to be unsustainable (e.g. the school feeding component). • Two strategic/policy evaluations refer to the challenges of ensuring programme sustainability with respect to the difficulties of putting national capacity development into practice noting that substantive handover strategies are rare and raising the challenges of ensuring sustainability by national governments assuming programme [personnel] costs to take the programme forward. 	22, 23, 32, 33, 35, 83, 84, 86, 128, 156
MI 12.1 Evidence confidence	Medium confidence
MI 12.2: Interventions assessed as having built sufficient institutional and/or community capacity for sustainability, or have been absorbed by government	Score
MI Rating	Unsatisfactory
MI score	1.5

MI 12.2 Analysis	Source document
<p>WFP's intended outcomes for strengthening institutional capacity include, in the medium term developing financially viable and well-managed national food assistance agencies and viable multi-sector partnerships to address the causes of hunger and food insecurity. Outcomes for community capacity focuses on empowering communities to design and implement efficient and effective food assistance programmes and policies. Although strengthening community institutional capacity is a focus for WFP, results have been limited thus far. The 2017 Annual Performance Report emphasises the role of the CSPs in engaging in capacity strengthening efforts to support national food security and nutrition systems. Through its "whole of society approach", WFP has strengthened the capabilities of local actors contributes to the achievement of WFP's results for augmenting local preparedness, response and resilience. Although there is positive movement toward supporting government absorption of interventions, evaluations indicate that WFP has not made the most of its partnerships to support the sustainability of its programmes.</p> <p>Seven evaluations assess the extent to which WFP has supported building national capacity. Overall, the evaluations suggest that results in this area are limited. The evaluations indicate the following:</p> <ul style="list-style-type: none"> • The Evaluation of Capacity Development Policy Update found that WFP's corporate shift to enabling food assistance supported a strategic shift toward building up national capacity and national ownership of food and nutrition security systems providing positive evidence of WFP's efforts to enhance sustainability by supporting partners' capacity and national ownership of processes. However, though shortcomings in WFP's approach to capacity strengthening overall has limited the contribution of these efforts to sustainability. • Successive syntheses report limited attention to building capacity for sustainability. Where operations were found to be sustainable, it was largely because of alignment with government programmes and capacity improvements. Nonetheless, even where operations were linked to national programmes, the operations lacked fully integrated approaches to sustainability. • One country programme evaluation notes that WFP had not adopted a strong position in focusing on development-oriented frameworks and that actions and opportunities for co-operation with national actors were underexploited. <p>The 2017 Annual Performance Report emphasises the role of the CSPs in engaging in capacity strengthening efforts to support national food security and nutrition systems. Through its "whole of society approach", WFP is strengthening the capabilities of local actors contributes to the achievement of WFP's Strategic Objectives through nurturing sustainable development at the country level, particularly in the form of progress towards SDG 2 on ending hunger and SDG 17 on partnering to achieve the SDGs, and augmenting local preparedness, response and resilience.</p> <p>Examples of work to embed institutional strengthening and promote community capacity for sustainability include:</p> <ul style="list-style-type: none"> • Country offices implementing the first wave of CSPs followed the whole of society approach in inclusive consultations throughout the zero hunger strategic review process. • In 2017, WFP launched a capacity strengthening initiative with the International Federation of Red Cross and Red Crescent Societies (IFRC) through which WFP and IFRC are jointly investing in national Red Cross and Red Crescent societies. This collaborative effort aims to demonstrate how WFP and IFRC can join forces to build robust, sustainable national societies capable of delivering on their mandates and contributing to enhanced local food security capacity. The initiative is being piloted in Burundi, the Dominican Republic, Pakistan and the Sudan. 	<p>8, 18, 23, 32, 34, 35, 37, 83, 84, 86, 89, 92, 99, 127, 156</p>

<ul style="list-style-type: none"> WFP released guidance on capacity strengthening of civil society. Intended to inform country offices' work with local partners, the guidance promotes a "beyond business as usual" approach that is less transactional, more collaborative, longer term and more focused on enhancing sustainable national solutions for achieving zero hunger than previous approaches <p>Work with partner governments has enhanced WFP's access to funding streams and national resources to support activities that are aligned with national priorities, for example, through engaging with climate finance instruments such as the Green Climate Fund and the Adaptation Fund.</p>	8, 18, 23, 32, 34, 35, 37, 83, 84, 86, 89, 92, 99, 127, 156
MI 12.2 Evidence confidence	High confidence
MI 12.3: Interventions assessed as having strengthened the enabling environment for development	Score
Overall MI Rating	Satisfactory
Overall MI score	2.5
MI 12.3 Analysis	Source document
<p>WFP has supported the adoption and implementation of laws, policies and harmonised strategies to strengthen the enabling environment for hunger solutions through advocacy, technical inputs, modelling and coaching. WFP has made progress toward enhancing policy and accountability environments. This includes development of national policy and accountability instruments in areas such as school feeding, social protection and nutrition, and disaster preparedness/risk reduction. However, WFP lacks evidence on its performance against Strategic Objectives 3 and 4, which support partnerships to achieve the SDGs.</p> <p>WFP's work to contribute to strengthening the enabling environment is assessed in seven evaluations. Although the evidence base is somewhat limited, those evaluations which do comment on the area provide examples of generally positive achievement.</p> <ul style="list-style-type: none"> The four most recent Operation Evaluation syntheses report continued progress towards valuable contributions to enhanced policy and accountability environments. This includes development of national policy and accountability instruments in areas such as school feeding, social protection and nutrition, and disaster preparedness/risk reduction. The 2016-17 Synthesis reports that WFP is increasingly adopting a role as a "solutions broker" for hunger and food security, reflected in a more systems-level view adopted by some country office management, beyond the conventional unit of the "operation". The synthesis reports that this manifests in three key capabilities: evidence generation/knowledge transfer; innovation; and convening power Three strategic/policy evaluations comment on WFP's contributions to strengthening enabling environments. The evaluations point to multiple instances where WFP has strengthened the enabling environment for food security and nutrition at country level. The evaluation of WFP's 2009 Gender Policy finds mixed achievement where in "half of relevant cases, there is evidence of an improved policy environment and improved management for development results in addressing gender issues in food security and nutrition objectives, achieved for example through participation in national policy dialogue." 	23, 32, 35, 77, 86, 89, 92, 99, 128, 156
MI 12.3 Evidence confidence	High confidence

Annex 2. List of documents

1. WFP (2016), WFP Strategic Plan 2014-17, World Food Programme
2. WFP (2016), Year in Review 2015, World Food Programme
3. WFP (2016), Annual Performance Report, World Food Programme
4. WFP (2016), Evaluability Assessment of WFP Strategic Plan 2014-17, World Food Programme
5. WFP (2005), WFP Strategic Plan (2008-13), World Food Programme
6. WFP (2016), Corporate Results Framework (2017-21), World Food Programme
7. WFP (2017), Internal Audit of WFP's Management of its Investment Portfolio, World Food Programme
8. WFP (2016), Internal Audit of WFP's Country Capacity Strengthening, World Food Programme
9. WFP (2016), WFP Strategic Plan (2017-21), World Food Programme
10. WFP (2016), Lessons Learned Toolkit for L1 and L2 emergency response October 2016, World Food Programme
11. WFP (2016), People Strategy, World Food Programme
12. WFP (2016), Policy on Country Strategic Plans, World Food Programme
13. WFP (2016), Gender Action Plan, World Food Programme
14. WFP (2015), WFP Anti-Fraud and Anti-Corruption Policy, World Food Programme
15. WFP (2017), Climate Change Policy, World Food Programme
16. WFP (2015), Evaluation Policy (2016-21), World Food Programme
17. WFP (2016), Update on Financial Framework Review, World Food Programme
18. WFP (2016), NGO Partnerships Strengthening National Capacity, World Food Programme
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38. WFP (2017), Internal control framework, World Food Programme
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41. WFP (2017), Bangladesh Country Strategic Plan, World Food Programme

42. WFP (2017), Nutrition Policy, World Food Programme
43. WFP (2016), WFP Management Plan (2017-19), World Food Programme
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45. WFP (2017), Summary review of Fit for Purpose Organisation Strengthening initiative, World Food Programme
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96. WFP (2016) Joint Evaluation of Renewed Efforts Against Child Hunger and under-nutrition (REACH) 2011-2015, World Food Programme
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137. WFP (2018) Reports by the Joint Inspection Unit relevant to the work of WFP, World Food Programme
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139. WFP (2018) Pakistan Country Strategic Plan (2018-2022), World Food Programme
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141. WFP (2018) Tunisia Country Strategic Plan (2018-2022), World Food Programme
142. WFP (2018) Revision of Turkey Interim Transitional Country Strategic Plan and corresponding budget increase (Jan-Dec 2018), World Food Programme
143. WFP (2018), HQ Division Performance Plan Template, World Food Programme
144. WFP (2018), Regional Performance Plan Template, World Food Programme
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146. WFP (2017), WFP Global Partner Perception Survey Data and Analysis Report, World Food Programme
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149. FAO (2017) Progress report on Rome-based Agencies collaboration, Food and Agriculture Organization
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154. WFP (2018), Summary evaluation report on WFP's policies on humanitarian principles and access in humanitarian contexts during the period 2004-2017, World Food Programme
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156. WFP (2018), Annual Performance Report for 2017, World Food Programme
157. WFP (2018), Internal Audit of WFP Operations in Bangladesh, Office of the Inspector General Internal Audit Report AR/17/19, World Food Programme
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165. WFP (2018), Update on the Integrated Road Map, including proposals on full cost recovery, World Food Programme
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173. WFP (2018), Grand Bargain Self-Reporting Explanatory Guidance, World Food Programme
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175. WFP (2016), WFP Knowledge Management Strategy, World Food Programme
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189. WFP (2017), Internal Audit of the Operationalisation of WFP's Enterprise Risk Management, Office of the Inspector General Internal Audit Report AR/17/13, World Food Programme
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Additional documents (external)

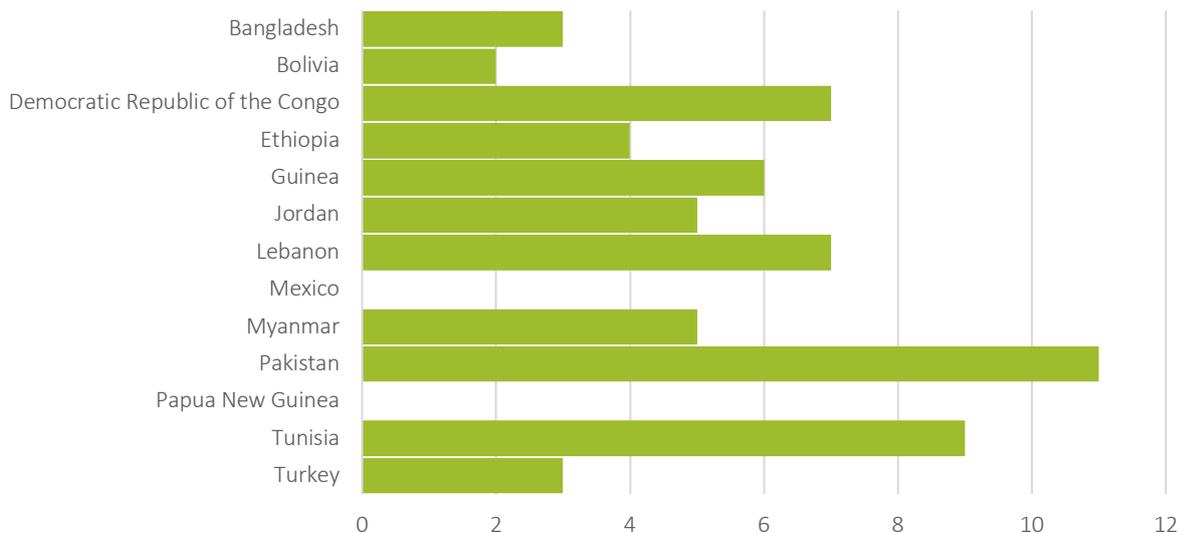
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194. JIU (2014) Analysis of the Evaluation Function in the United Nations System, UN Joint Inspection Unit, Geneva JIU/REP/2014/6
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Annex 3. Results of Mopan’s Partner Survey

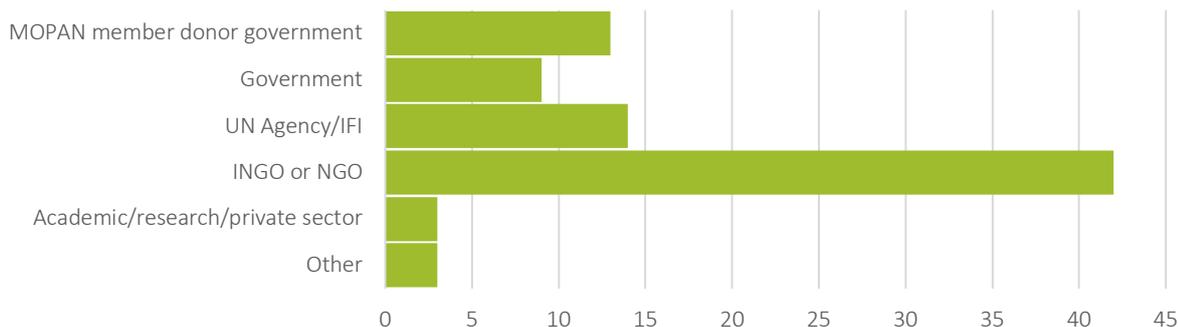
Response profile

Number of survey responses: 84

Number of survey responses by country:

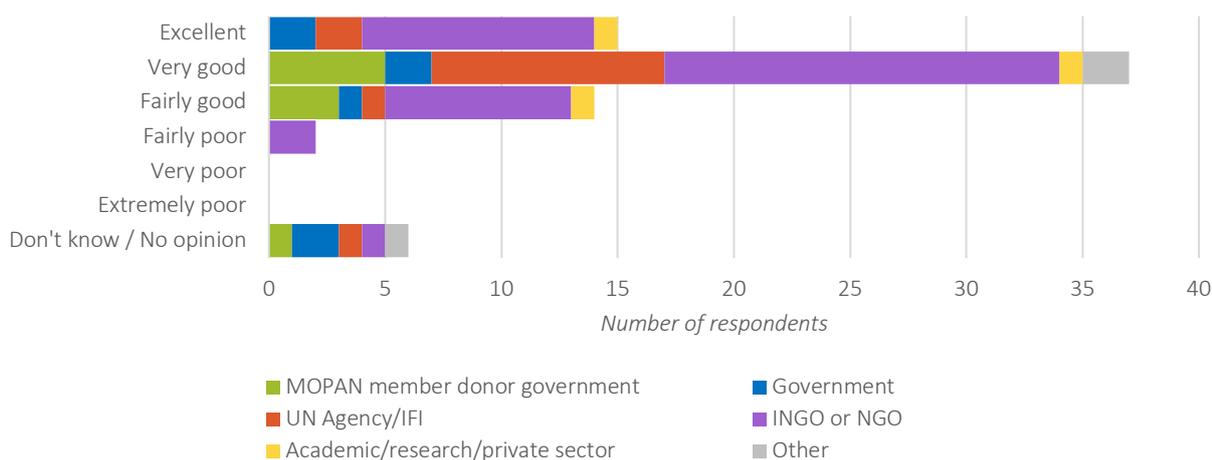


Respondent type:

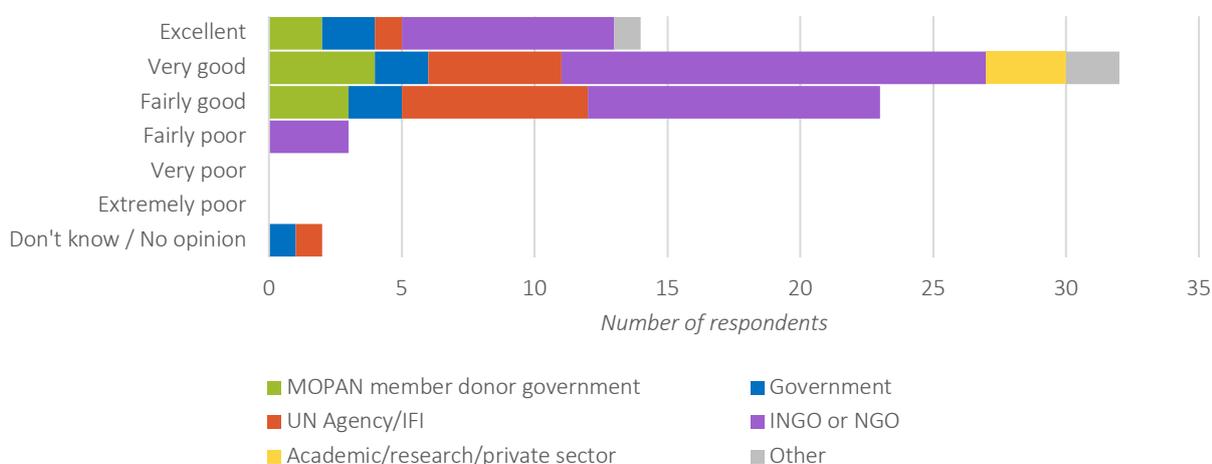


Staffing

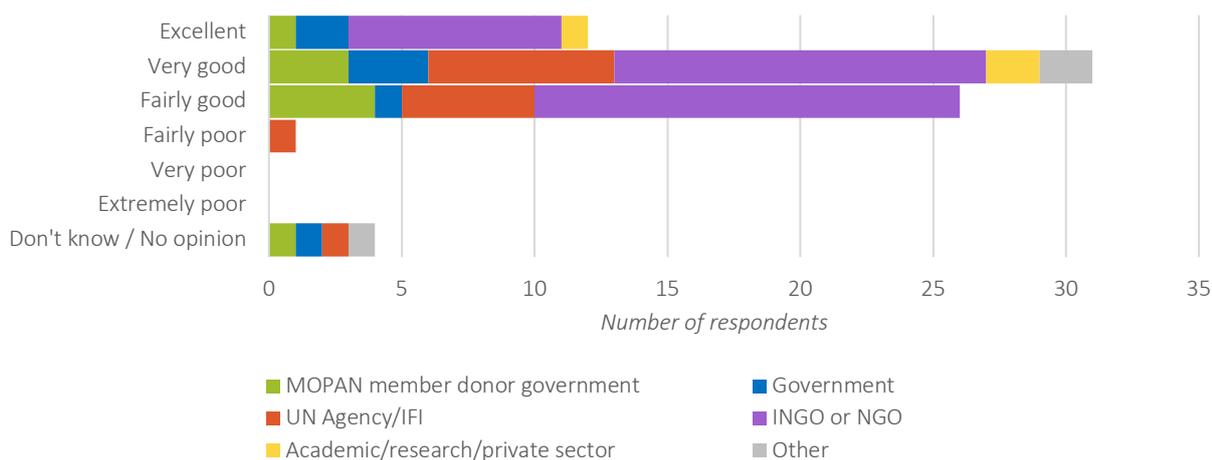
WFP has sufficient staffing to deliver results



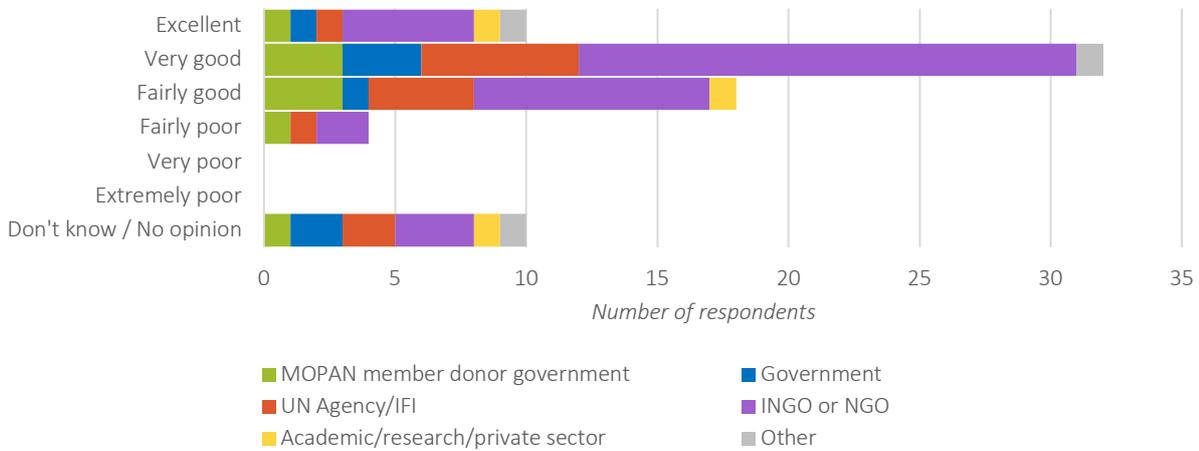
WFP has sufficiently skilled and experienced staff



WFP has sufficient continuity of staff to build relationships

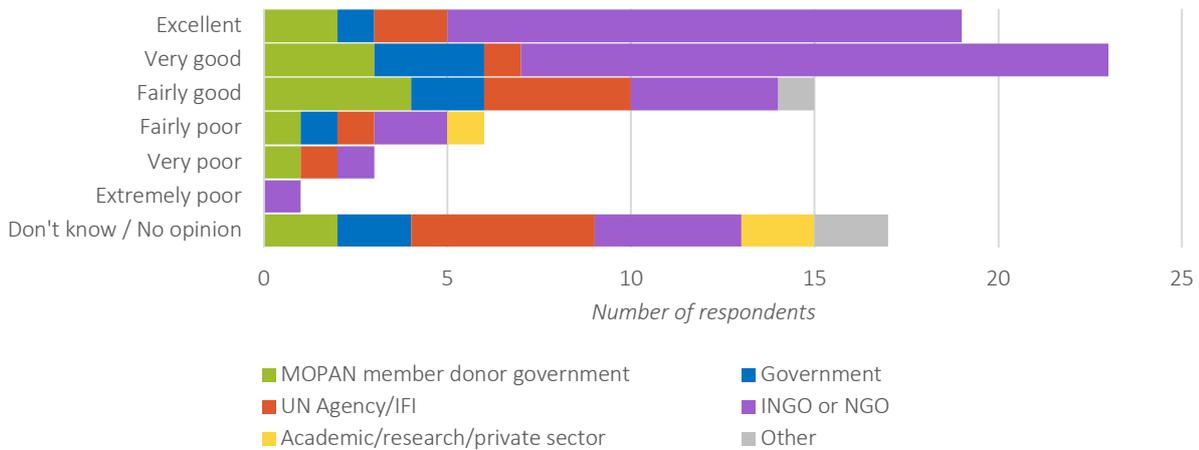


WFP staff can make critical strategic and programming decisions locally

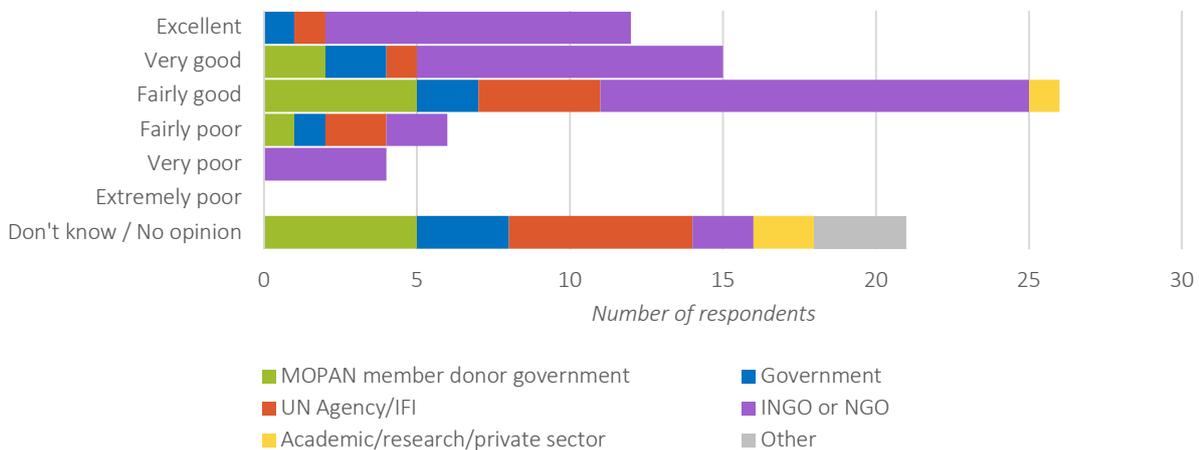


Managing financial resources

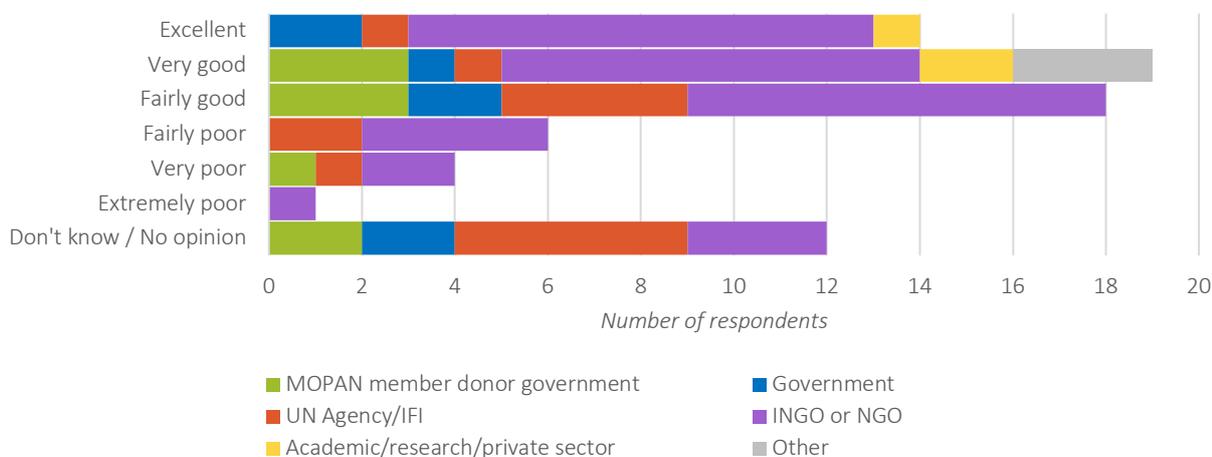
WFP provides transparent criteria for financial resource allocation



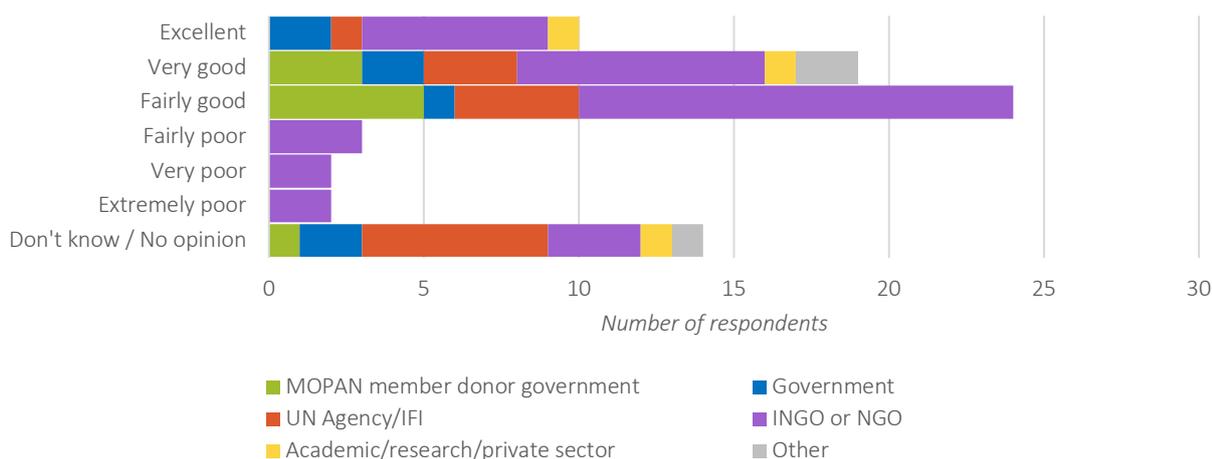
WFP provides predictable financial allocations and disbursements



WFP financial cooperation is coherent/not fragmented

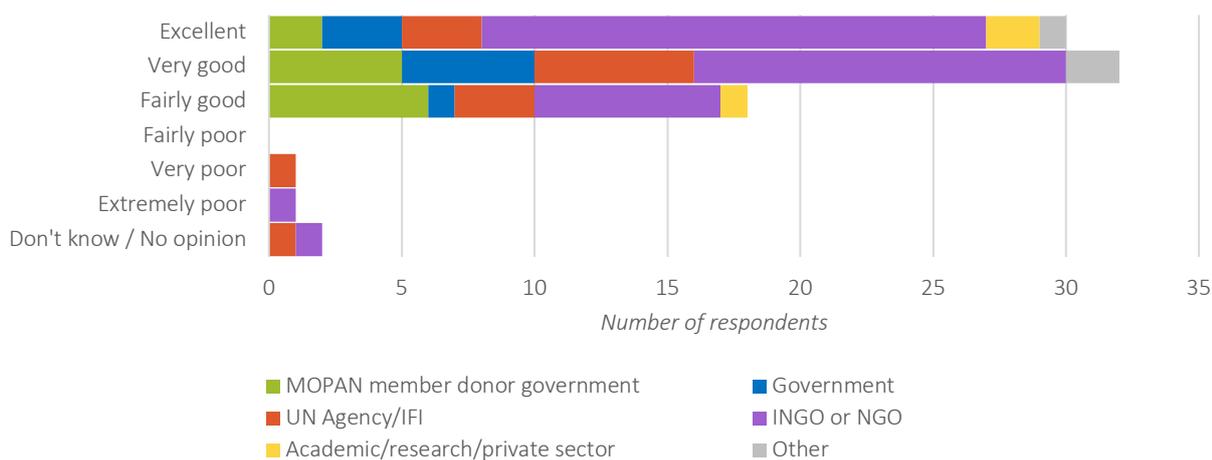


WFP has flexible resources

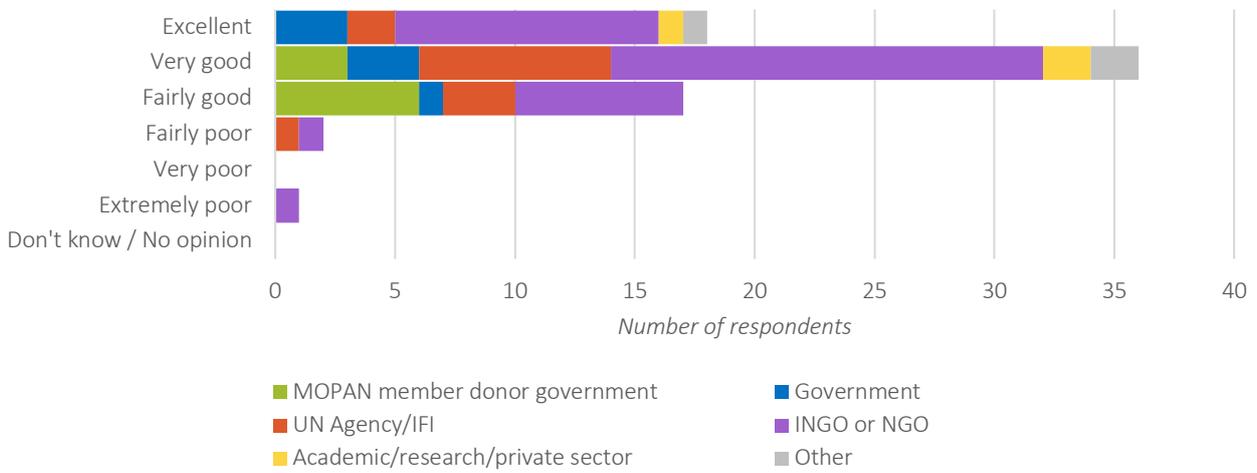


Interventions (programmes, projects, normative work)

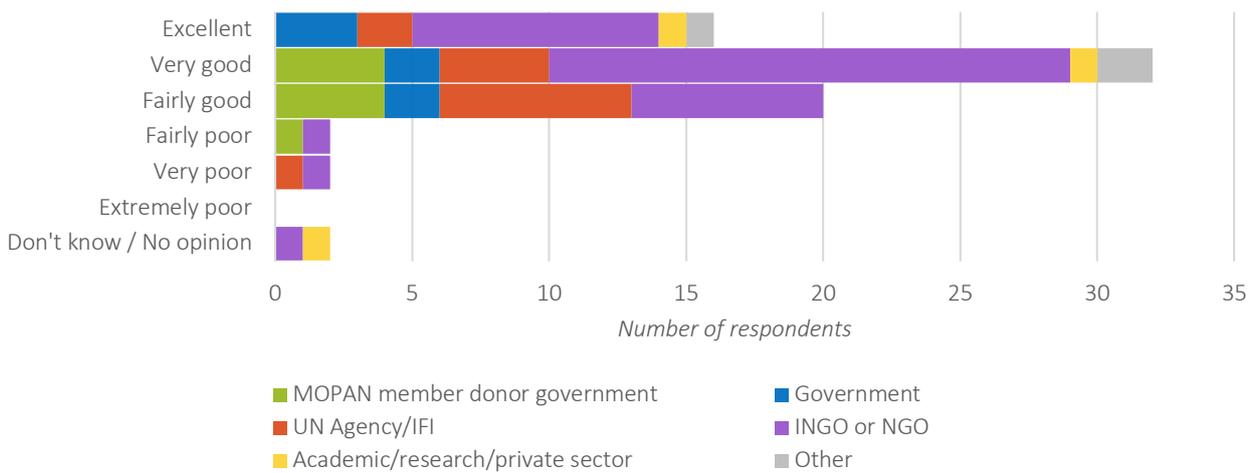
WFP interventions are fit national programmes and results of partner countries



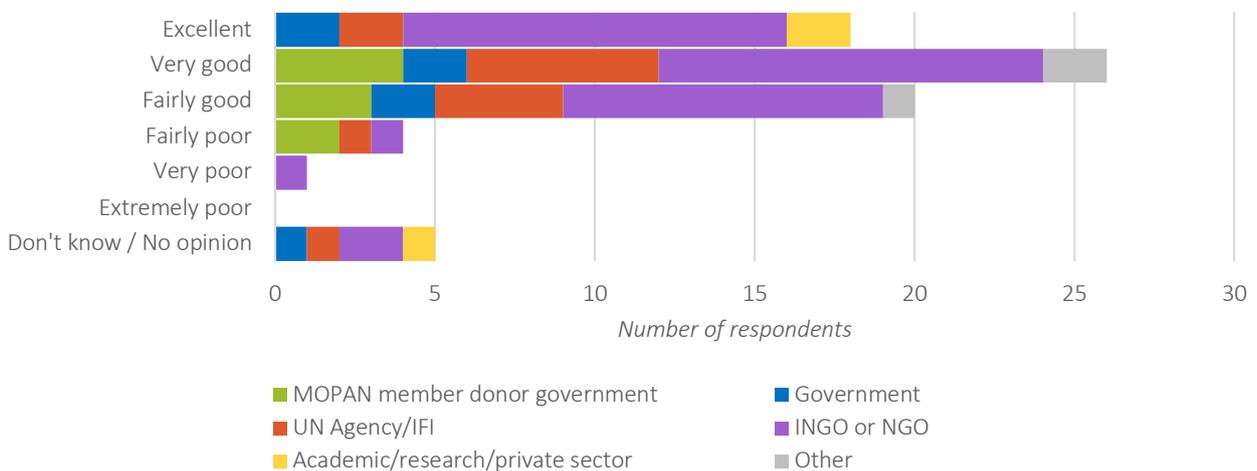
WFP interventions are tailored to the needs of the local context



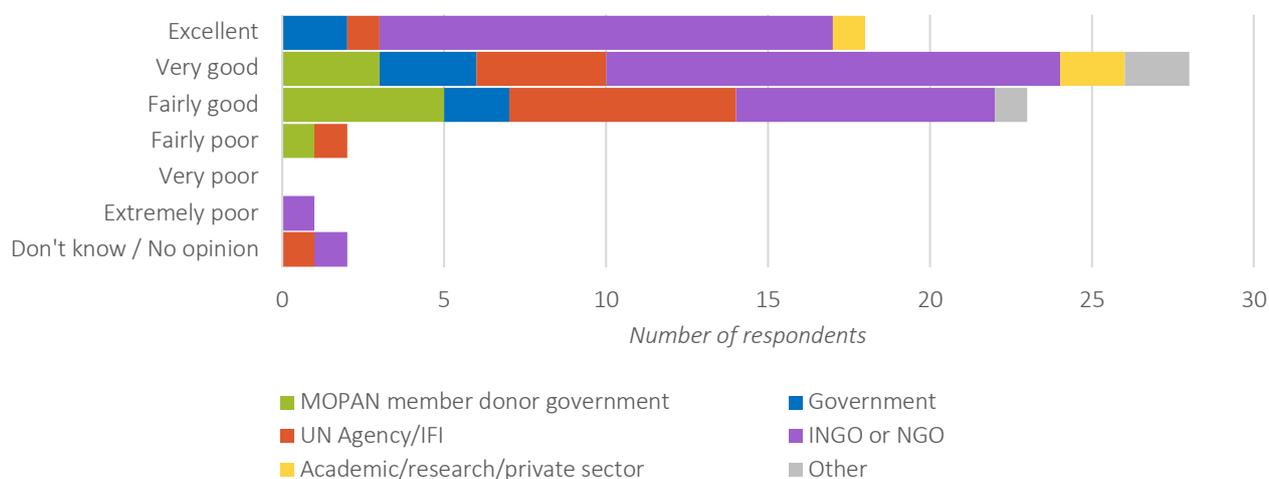
WFP interventions are based on a clear understanding of comparative advantage



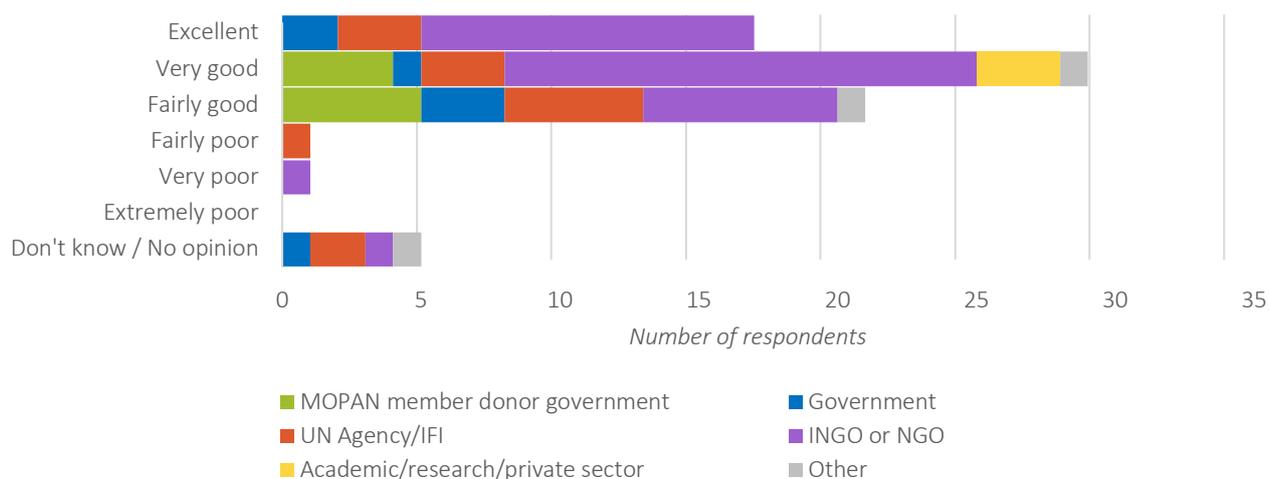
WFP can adapt or amend interventions to changes in context



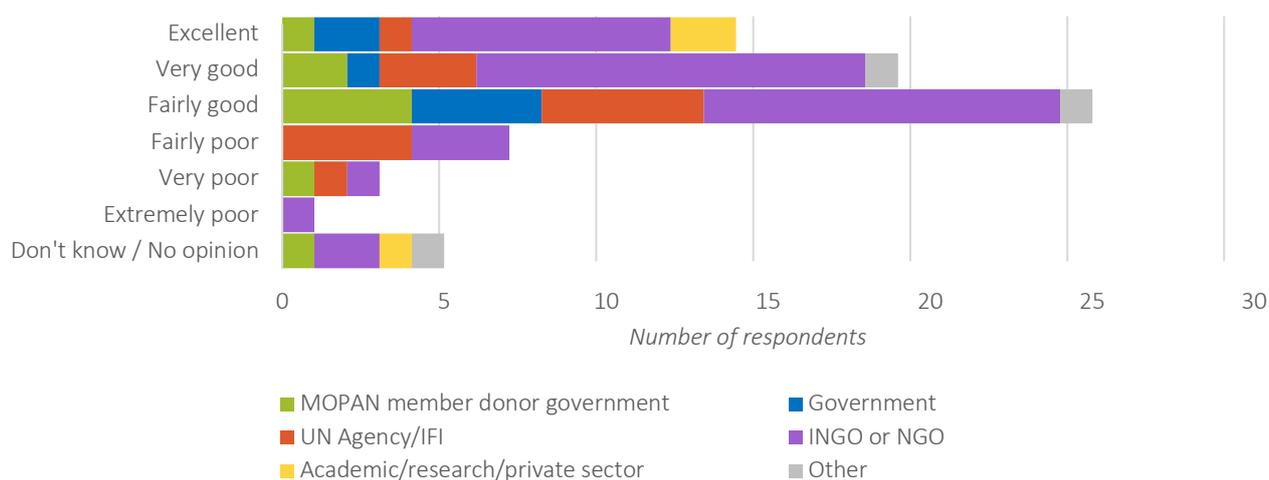
WFP interventions take in to account realistic assessments of national/regional capacities



WFP interventions appropriately manage risk in a given context

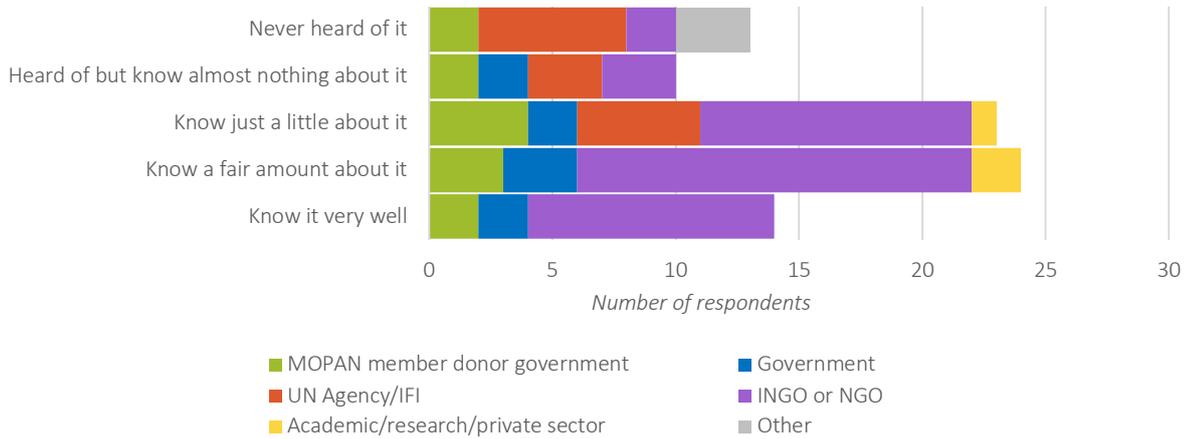


WFP designs and implements its interventions to sustain effect and impact over time

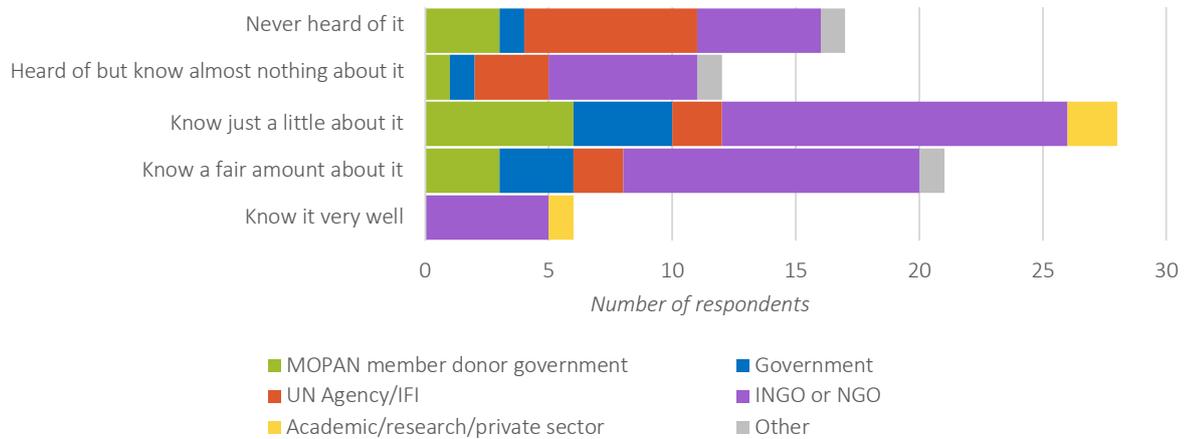


Interventions (cross-cutting issues)

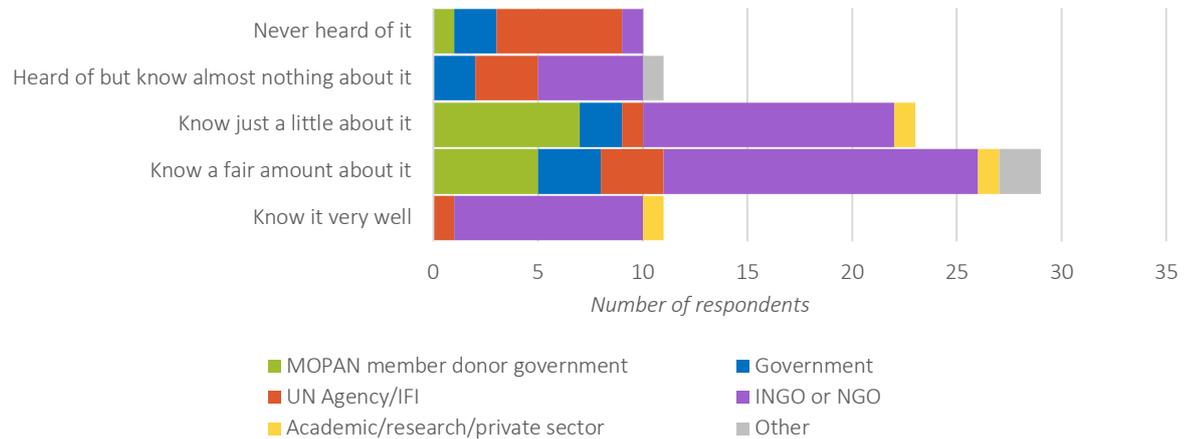
Familiarity with the gender strategy of WFP



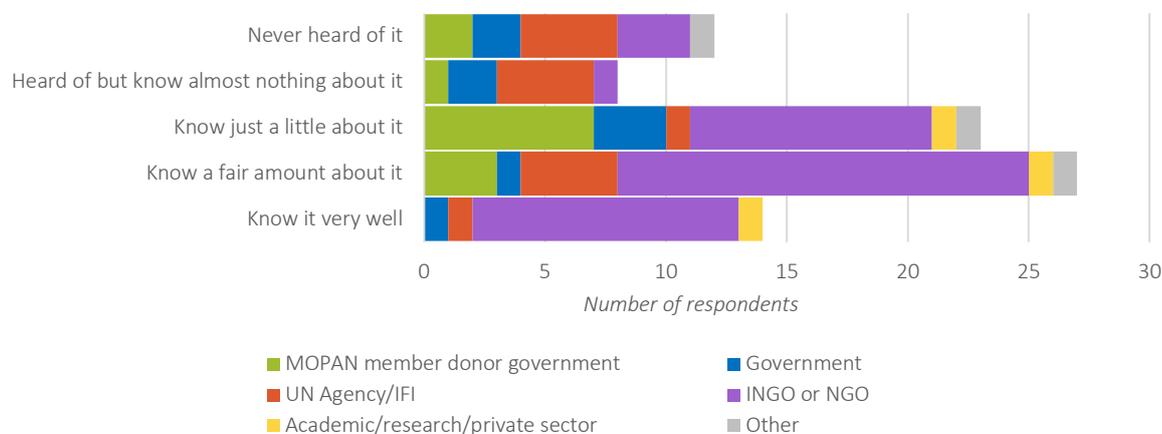
Familiarity with environmental sustainability strategy of WFP, including addressing climate change



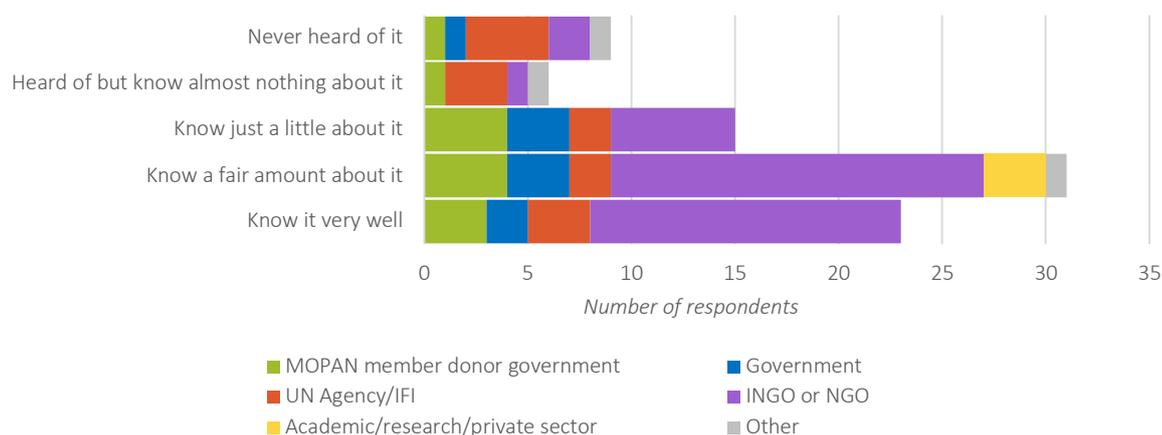
Familiarity with strategy for setting out how WFP intends to engage with good governance



Familiarity with strategy for how WFP intends to take forward its policy commitment on human rights

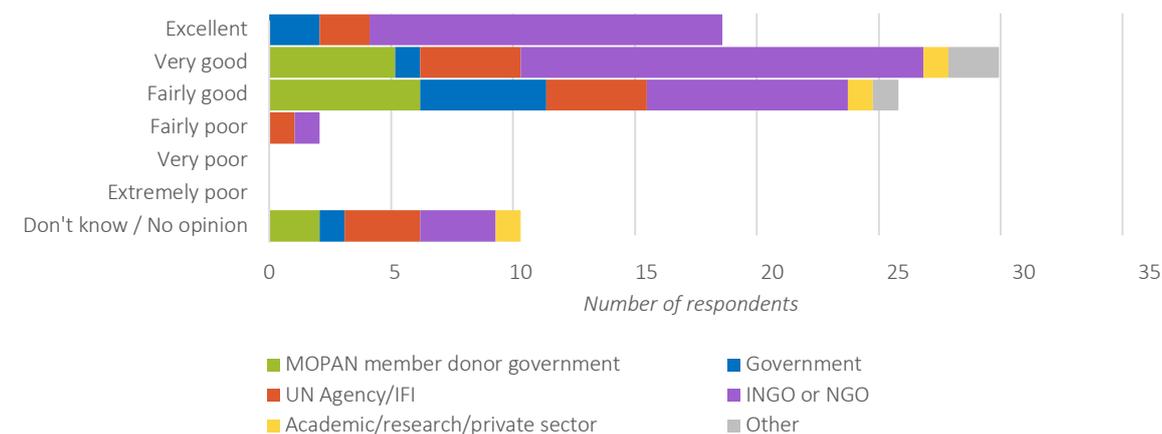


Familiarity with strategy for how WFP intends to take forward protection

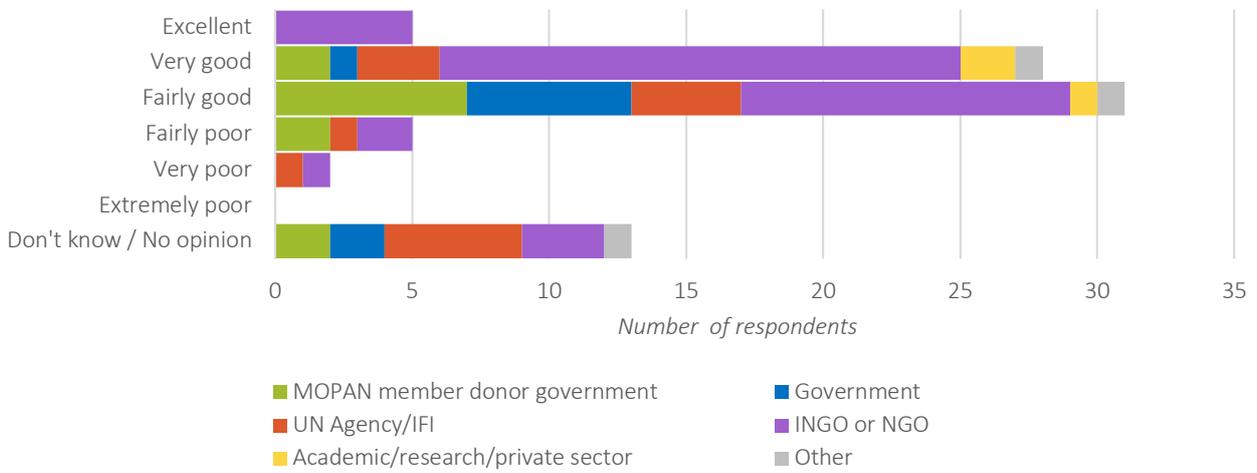


Interventions (cross-cutting issues, organisational performance)

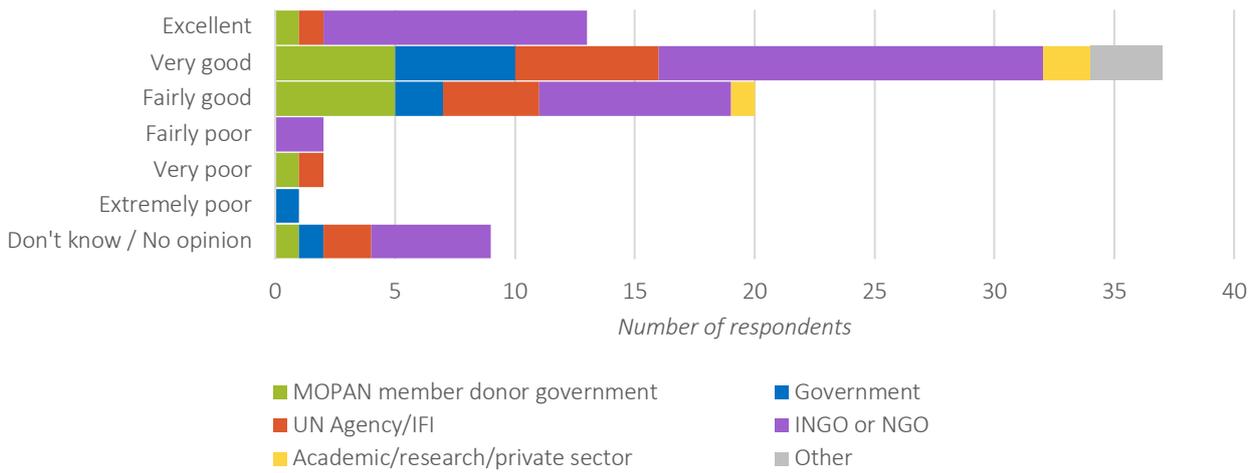
WFP promotes gender equality



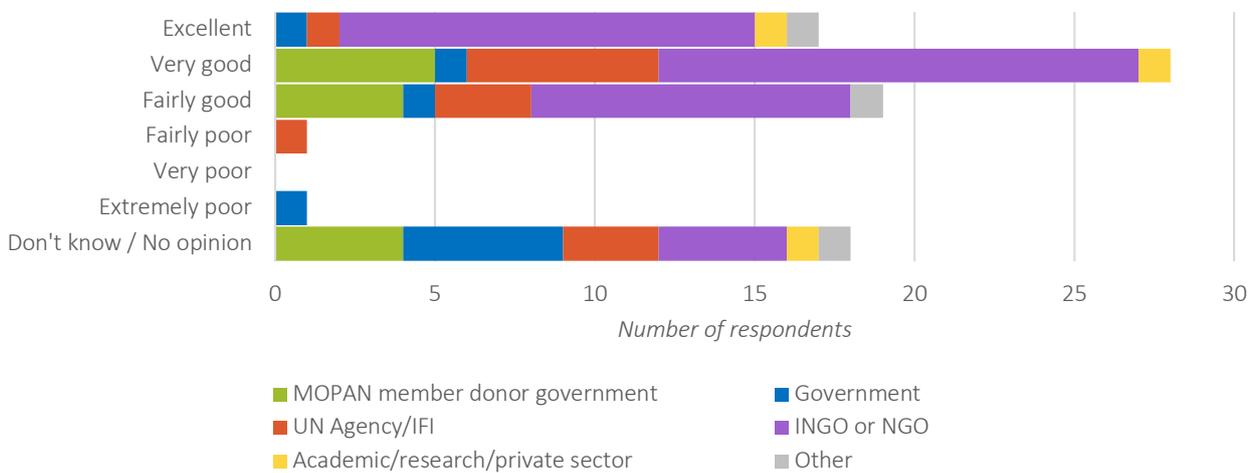
WFP promotes environmental sustainability/addresses climate change



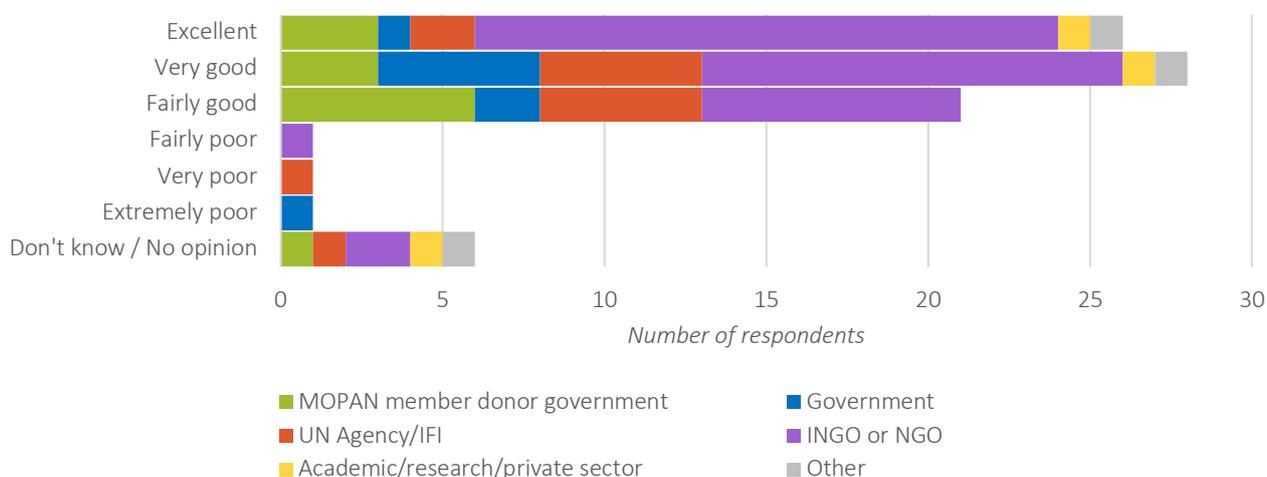
WFP promotes principles of good governance



WFP promotes human rights

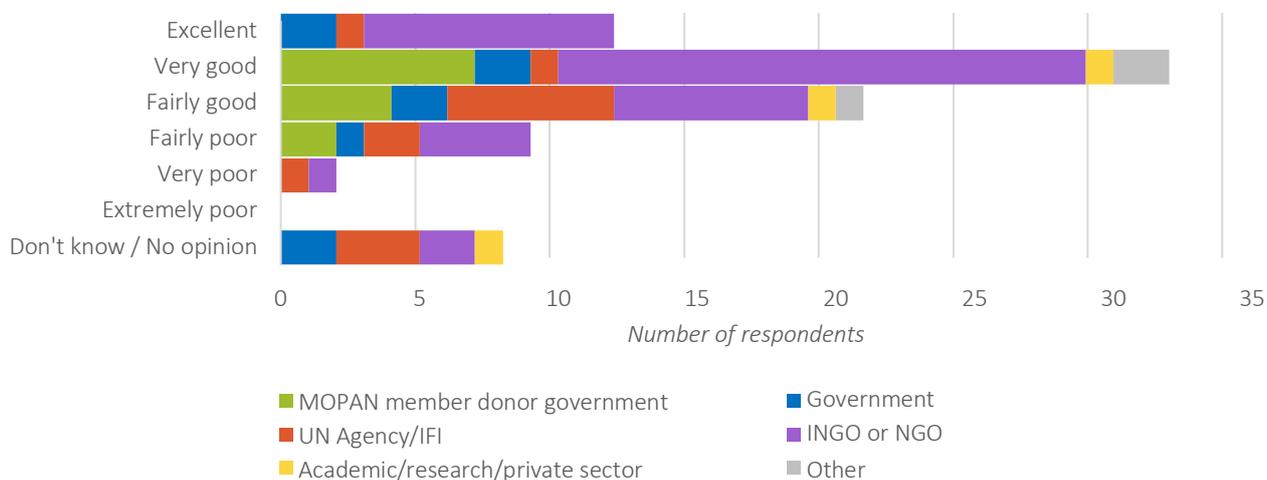


WFP promotes protection

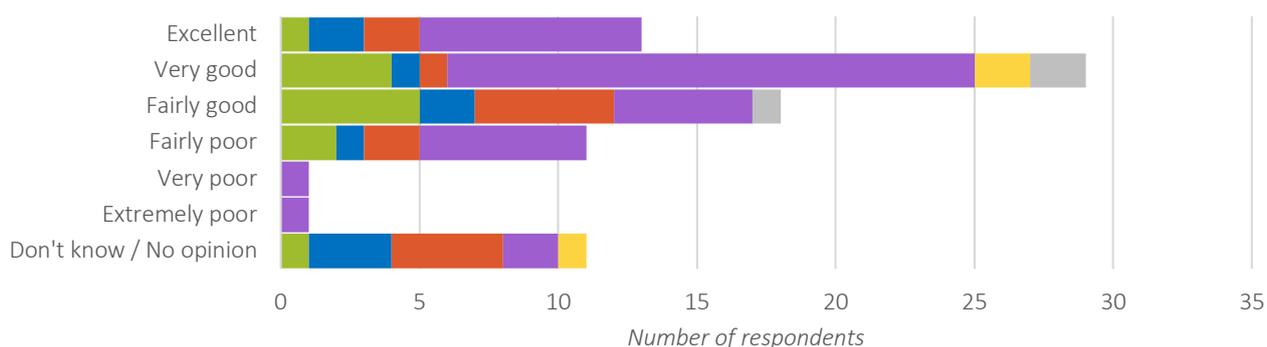


Managing relationships

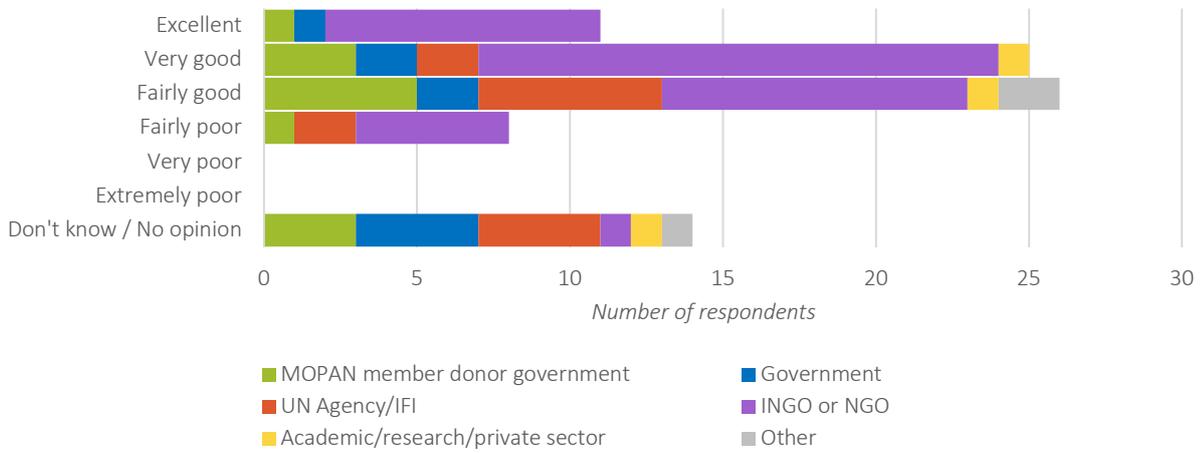
WFP prioritises working in synergy/partnerships



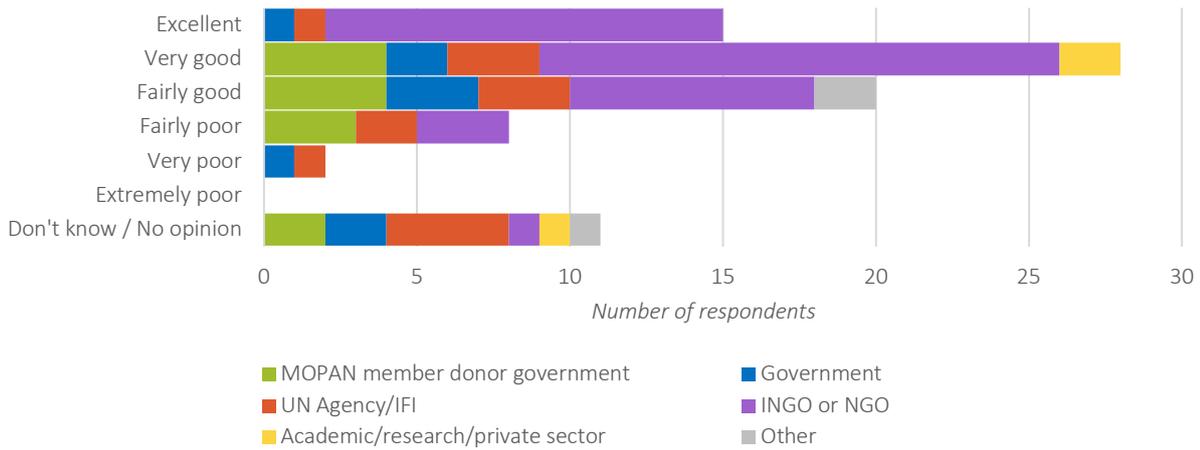
WFP shares key information with partners on an ongoing basis



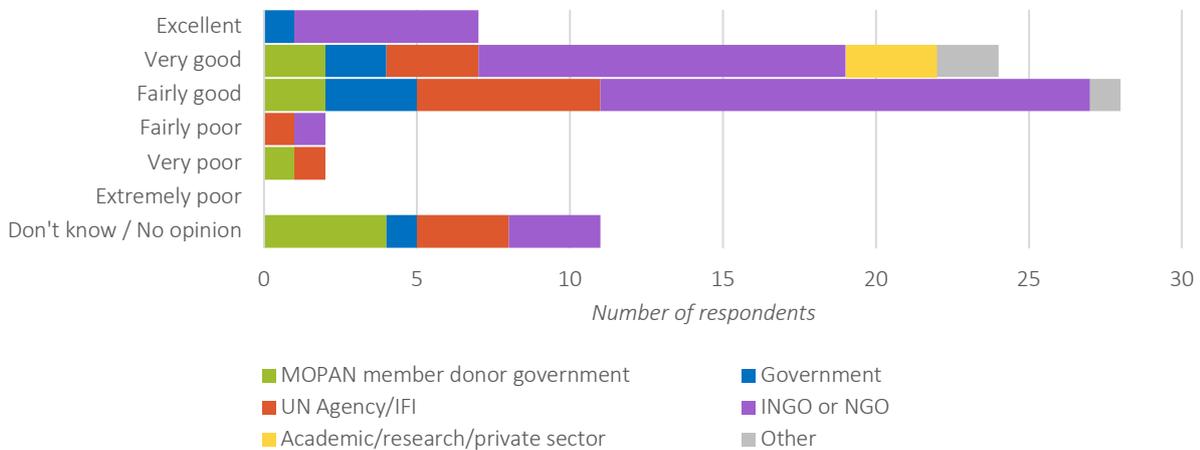
WFP uses regular review points with partners to identify challenges



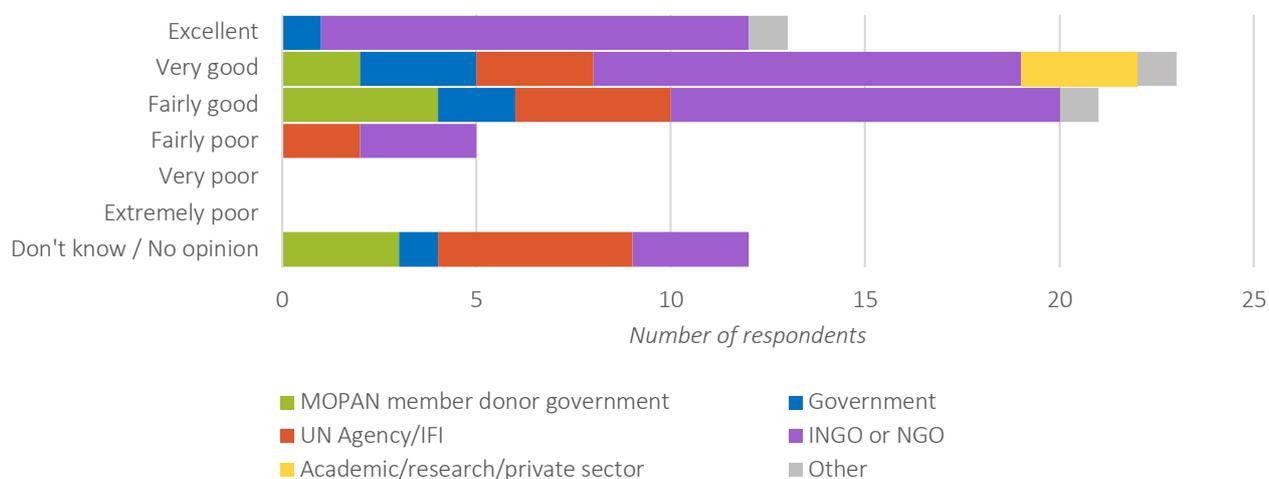
WFP organisational procedures are synergised with partners



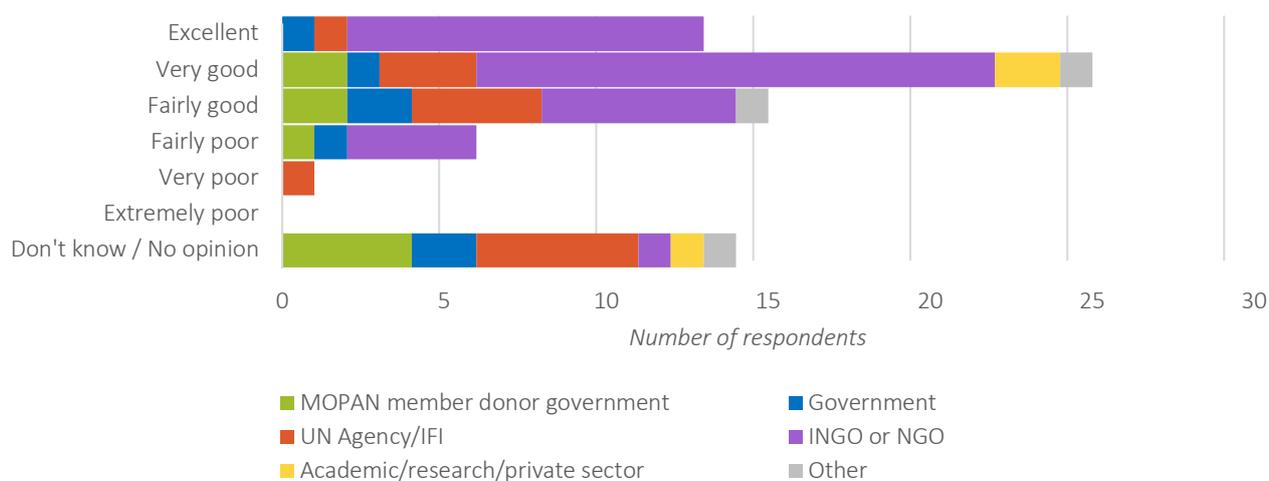
WFP provides high quality inputs to country dialogue



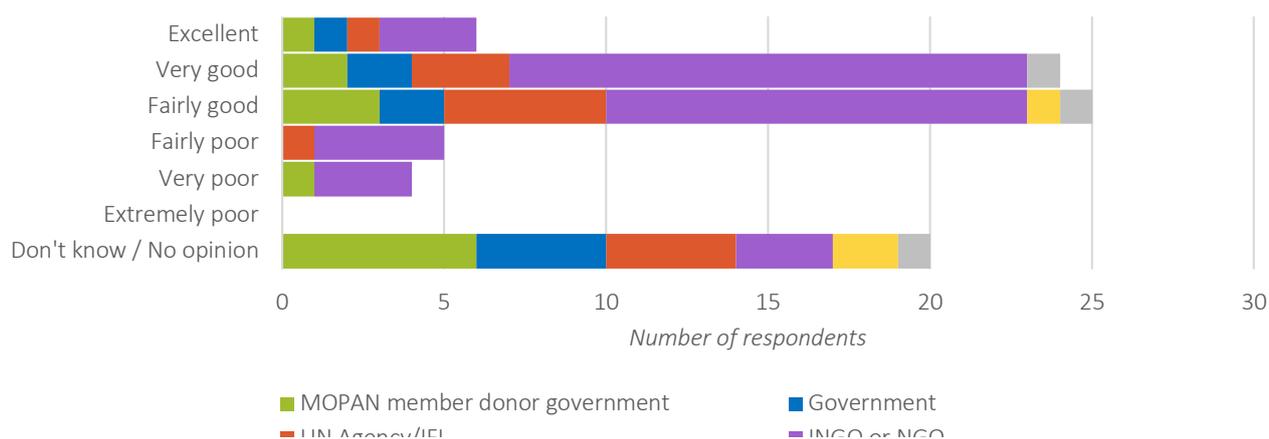
WFP views are well respected in country policy dialogue



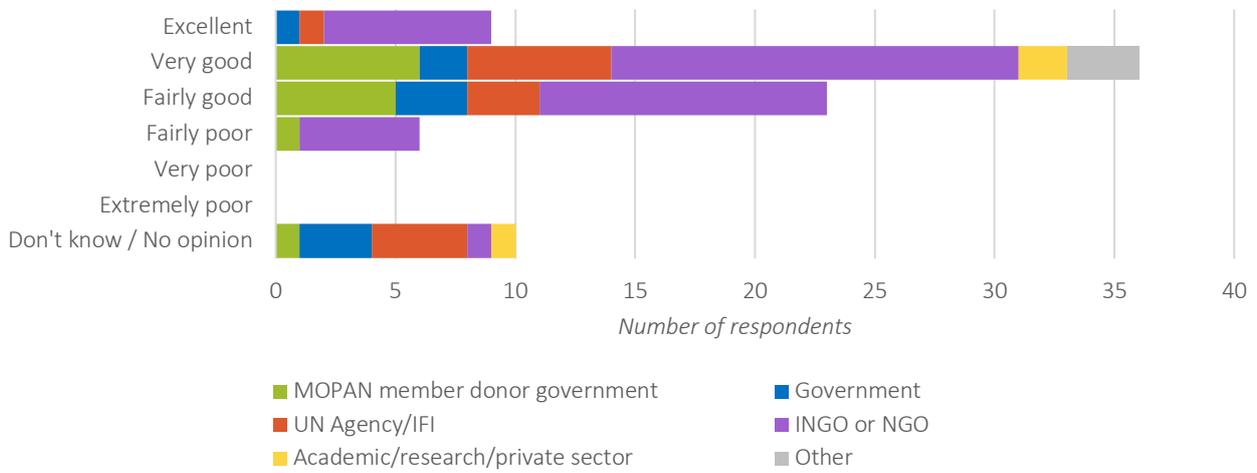
WFP conducts mutual assessments of progress with national/regional partners



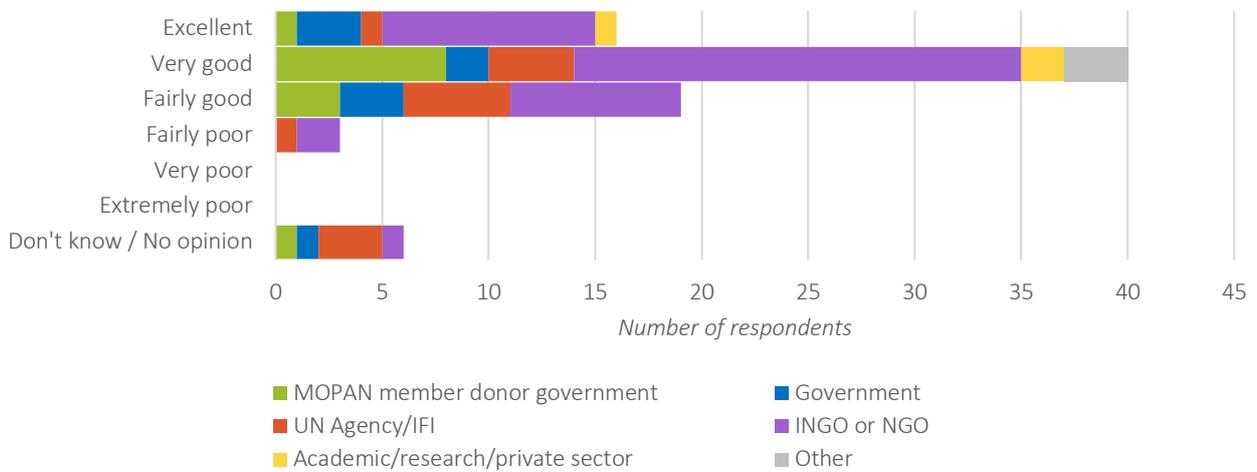
WFP organisational procedures do not cause delays for implementing partners



WFP knowledge products are useful for my work

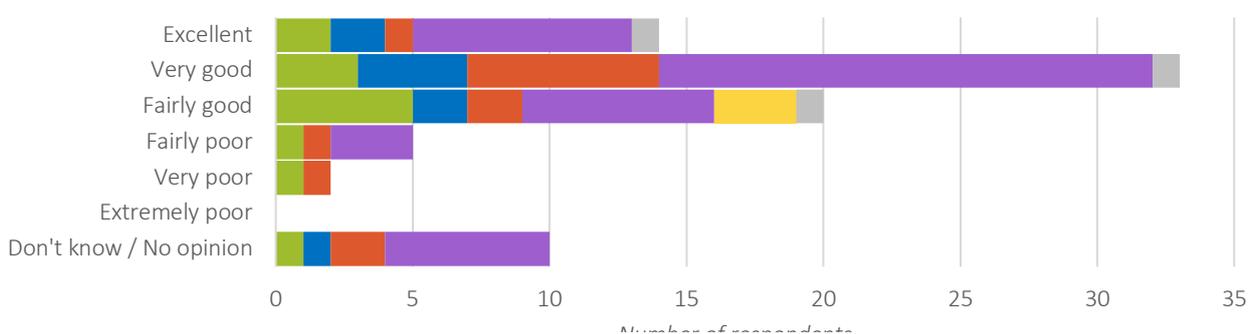


WFP knowledge products are timely

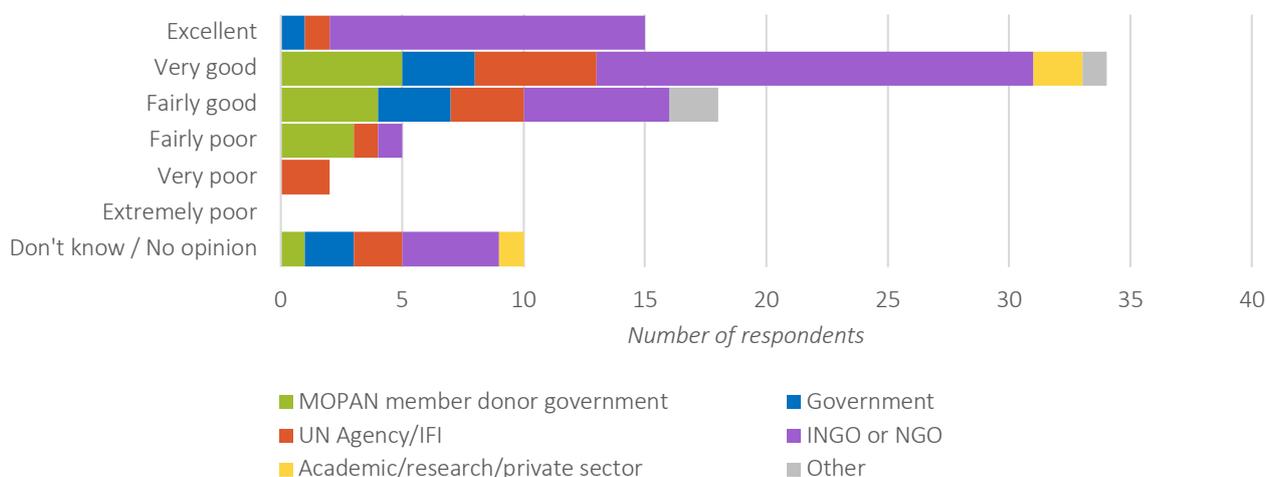


Performance management

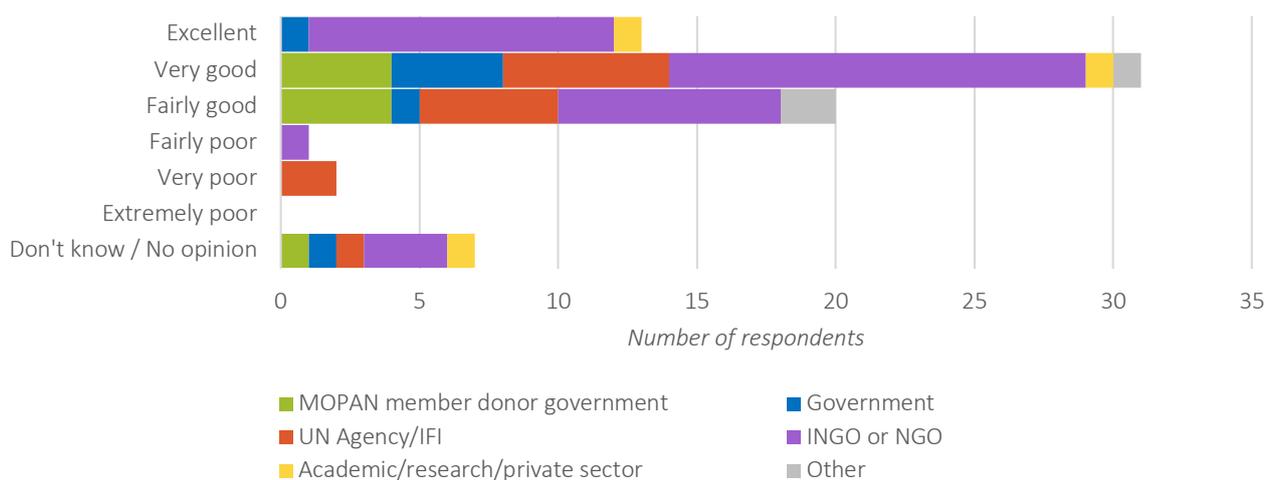
WFP prioritises as results-based approach



WFP uses robust performance data when designing and implementing interventions

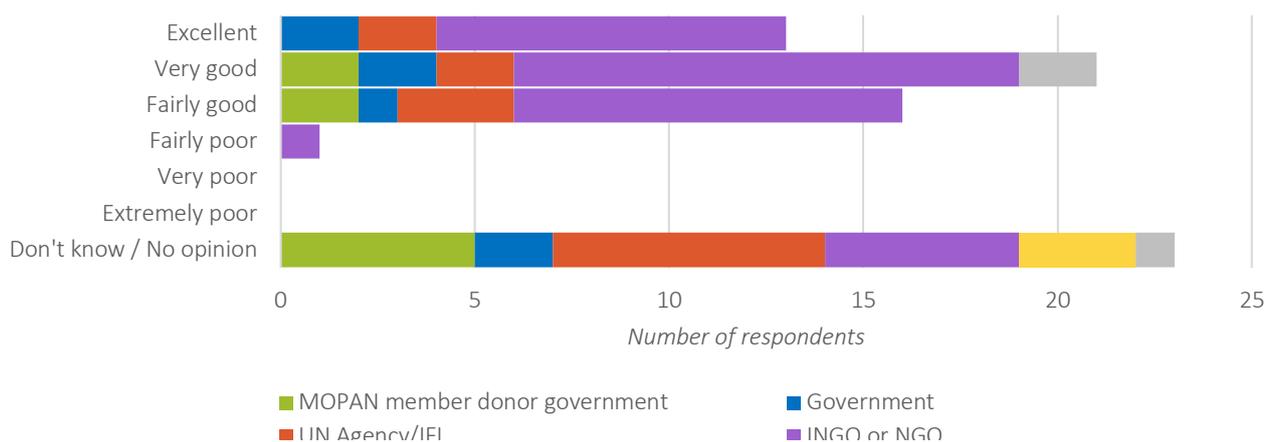


WFP bases its policy and strategy decisions on robust performance data

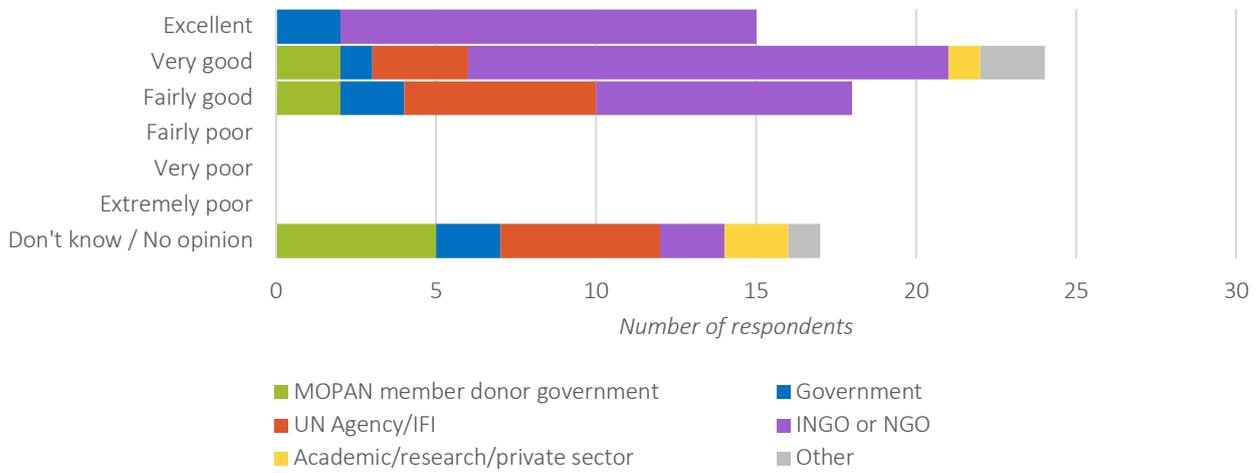


Evidence base for planning and programming

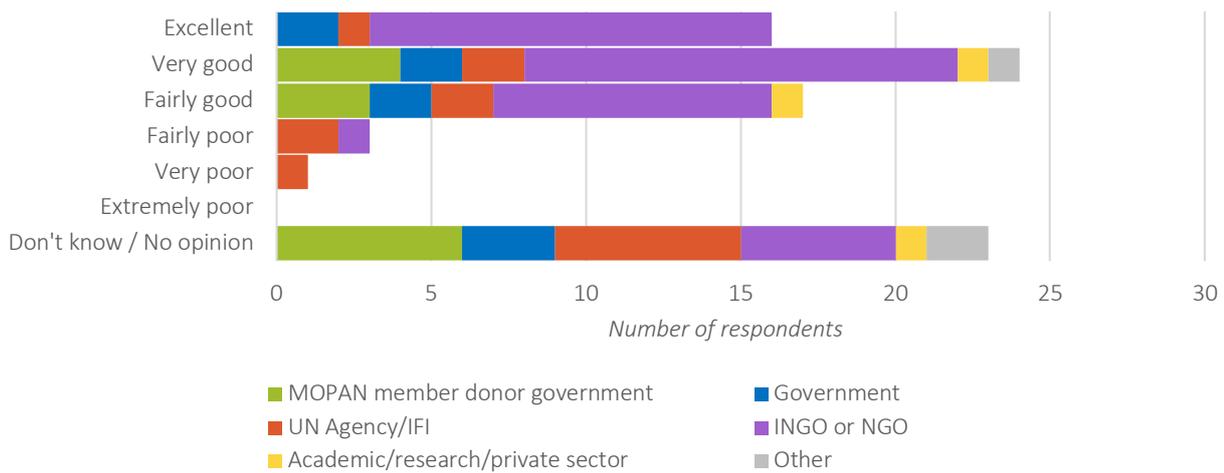
WFP has a clear statement on which of its interventions must be evaluated



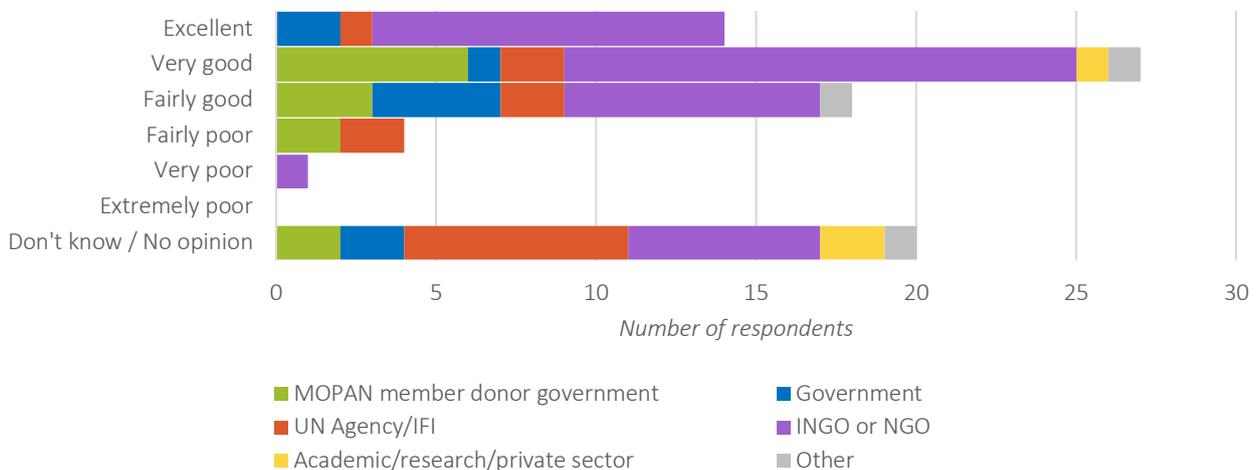
Where required, WFP ensures that evaluations are carried out



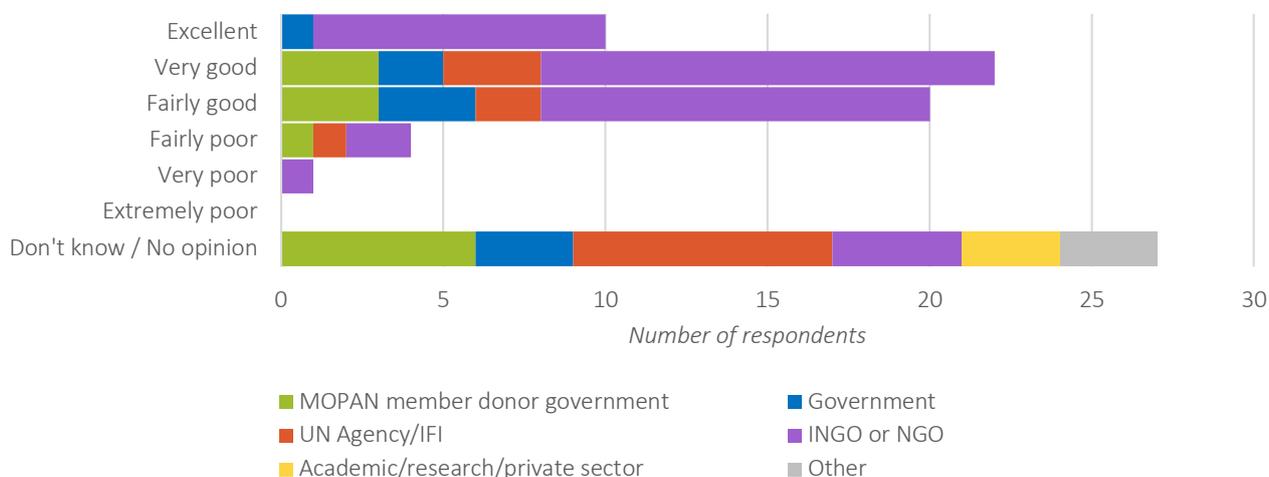
WFP participates in joint evaluations at the country/regional level



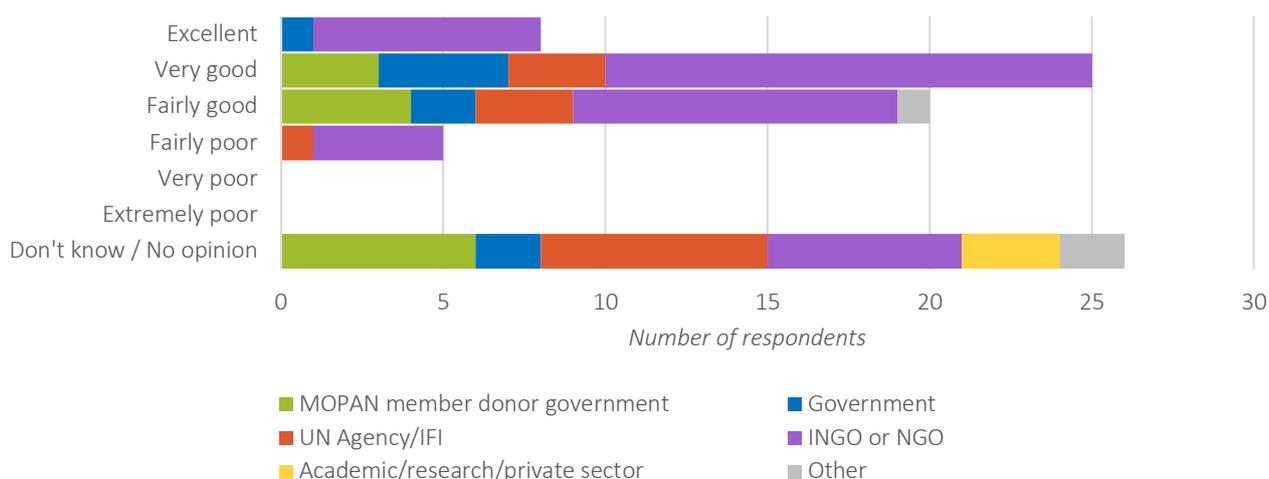
WFP intervention designs contain a statement of the evidence base



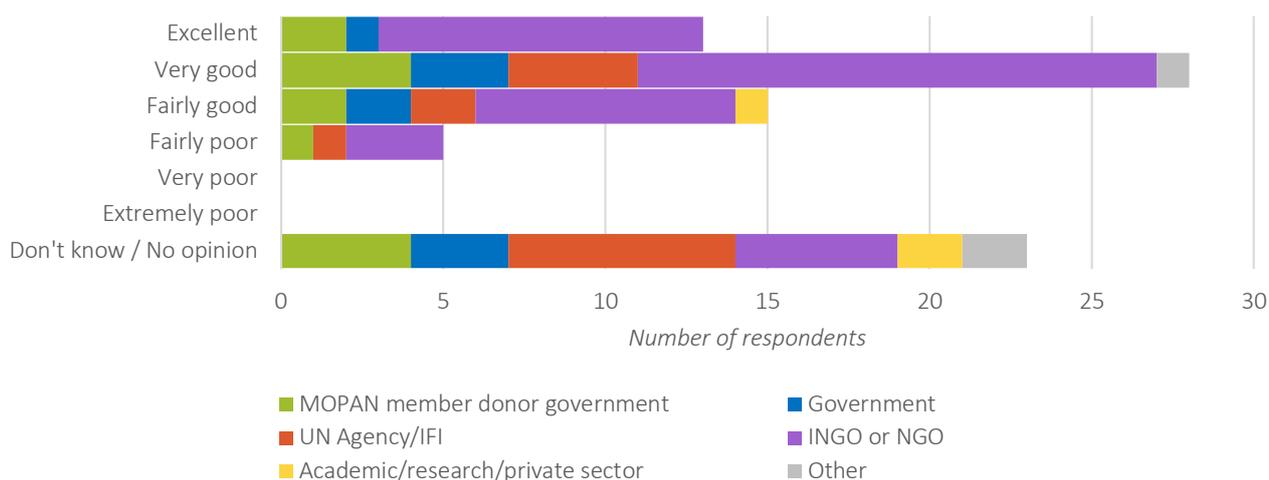
WFP identifies under-performing interventions



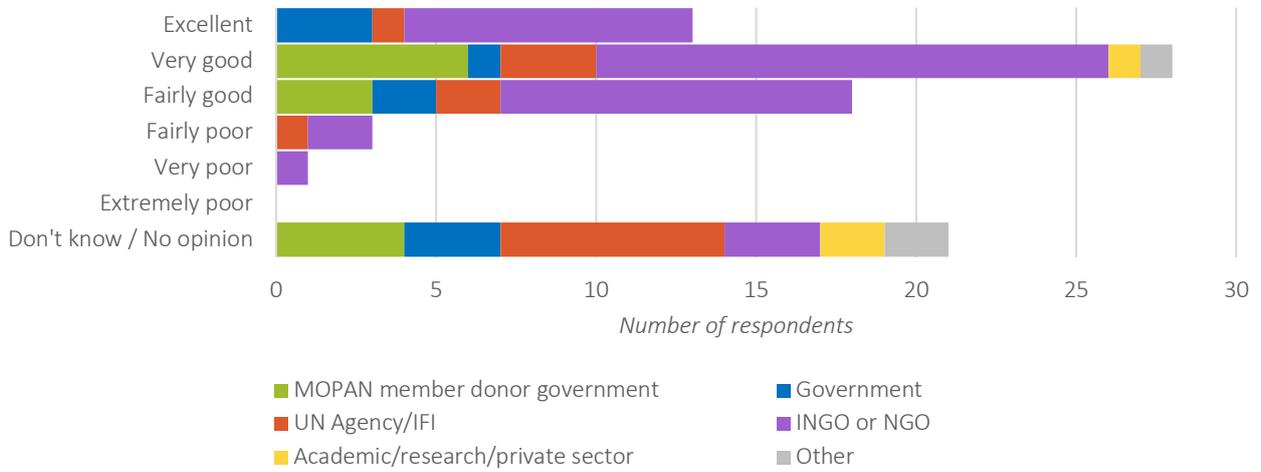
WFP addresses any areas of intervention under-performance



WFP follows up evaluation recommendations systematically



WFP learns lessons from experience rather than repeating the same mistakes





For any questions or comments, please contact:

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