

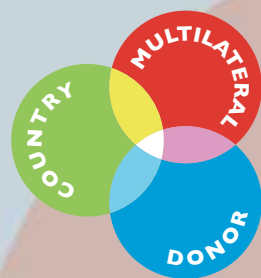
# MOPAN

Multilateral Organisation  
Performance Assessment Network

## **Institutional report**

### **World Food Programme (WFP)**

Executive Summary · 2013



MOPAN

## Executive summary

This report presents the results of an assessment of the World Food Programme (WFP) conducted by the Multilateral Organisation Performance Assessment Network (MOPAN). The MOPAN Common Approach examines organisational systems, practices, and behaviours that MOPAN believes are important for aid effectiveness. It also examines the extent to which there is evidence of an organisation's contributions to development and/or humanitarian results, and relevance to stakeholders at the country level.

WFP, established in 1961, is the largest humanitarian agency fighting hunger worldwide. It is characterised by a dual mandate to avert starvation in humanitarian crises through food assistance delivered through emergency operations that fill food gaps in the short-term, and also via programmes that promote long-term development and thereby break the deeply rooted hunger-poverty cycle.

In response to the changing and evermore global nature of the hunger challenge, WFP's Strategic Plan for the 2008-2013 period repositioned the organisation from a food aid to a food assistance agency, expanding the range of approaches and instruments WFP uses to help the food insecure, such as vouchers and cash transfers, new food products, and local purchase schemes.<sup>1</sup>

WFP relies entirely on voluntary contributions to carry out its programme of work, having no pre-existing budget generated by assessed contributions, dues, core funding or financial endowments (unlike most other UN funds and programmes). Other than for a small proportion of funding received through multi-year agreements, WFP must raise the bulk of the resources required to meet its projected needs on an annual basis.

Since 2012, WFP has been undergoing reforms to strengthen the organisation. Major change processes currently underway include a restructuring of the organisation to better align its design around strategic priorities, the strengthening of resource management at the country level, the comprehensive review of human resource core processes, development of new approaches to communication and learning, and implementation of a single, streamlined system to improve performance monitoring and reporting.

### MOPAN Assessment

The MOPAN assessment framework was adapted for organisations with a humanitarian mandate in 2011, following tests conducted with WFP. However, this is the first time that WFP has been formally assessed by MOPAN.

In 2013, the MOPAN assessment of WFP was based on information collected through a survey of key stakeholders, a review of documents, and interviews with WFP staff. The survey targeted MOPAN donors at headquarters as well as MOPAN donors, recipient governments, direct partners and peer organisations based in five countries (i.e. Ethiopia, Guatemala, Indonesia, Mozambique and Pakistan).<sup>2</sup> A total of 298

1. WFP's strategic plan for the upcoming 2014-2017 cycle maintains the organisation's focus on food assistance, but responds also to an evolving external operating environment and to lessons learned from the 2008-2013 cycle.

2. WFP programming expenses in 2012: Ethiopia (USD 358.6 million), Guatemala (USD 9.7million), Indonesia (USD 6 million), Mozambique (USD 23.1 million), and Pakistan (USD 256.2 million). According to WFP's Annual Performance Report for 2012, programming was primarily development-focused in Indonesia, but focused on relief interventions (i.e. emergency operations and protracted relief and recovery operations) in the other four countries. For detailed information on the country selection, please consult Appendix I in Volume II of this report.

respondents participated in the WFP survey (44 MOPAN donors based at headquarters, 41 MOPAN donors based in-country, 92 direct partners, 68 recipient government respondents and 53 peer organisation respondents). The document review examined close to 400 publicly available corporate documents as well as programming documents from the five surveyed countries. MOPAN also interviewed WFP staff members (45 from WFP's headquarters and 9 from country offices). This information was not coded or used formally as part of the assessment process, but rather to gain a broader contextual understanding of the organisation's systems, practices and results-related reporting.

MOPAN assessments provide a snapshot of four dimensions of organisational effectiveness (strategic management, operational management, relationship management, and knowledge management), and of contributions to development and/or humanitarian results. The main findings of the 2013 assessment of WFP in these performance areas are summarised below.

### Key Findings

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#### Strategic Management

In the area of strategic management, MOPAN established criteria to determine if a multilateral organisation has strategies and systems in place that reflect good practice in managing for results. Overall, the 2013 assessment found that:

- WFP's commitment to results-based management spans nearly two decades; the organisation continues to strengthen its results focus, in particular with its ongoing emphasis on improving performance monitoring and reporting. The majority of surveyed stakeholders perceived senior management's leadership and WFP's value system as strongly supporting a results orientation.
  - Although survey respondents rated WFP strong for having a corporate strategy based on a clear mandate, many of them also indicated in written comments that WFP's dual mandate is a source of some confusion and/or concern. Both of these issues have also been noted in recent independent evaluations. The document review found that the organisation's shift from food aid to food assistance has not yet been captured in WFP's mission statement and has not been adequately communicated to stakeholders.
  - WFP's results frameworks at the corporate and country levels were found to be of sound design and to generally respect results-based management standards. The results chains could be strengthened, particularly in the corporate management results framework.
  - Survey respondents rated WFP adequate or better in mainstreaming the seven cross-cutting issues assessed by MOPAN (gender equality, climate risk analysis and response, building capacities for good governance, human rights-based standards, emergency preparedness and response, protection, and HIV/AIDS) and considered its emergency preparedness and response an organisational strength. The document review concurred on most issues, but noted room for WFP to strengthen mainstreaming of gender equality in its work and the need for formal directives that require the consistent application of human rights-based standards in its development programming.
  - WFP was considered strong in both the survey and documentary assessment for its focus on humanitarian and development results in-country. Respondents highlighted WFP's contingency planning, needs assessments, and consultations with partners but noted room for improvement in the
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inclusion of beneficiaries in the design of humanitarian responses. The document review indicated that WFP's approach to contingency planning has recently been redesigned but that it is too early to assess the effectiveness of these new measures.

### **Operational Management**

In operational management, MOPAN established criteria to determine if a multilateral organisation manages its operations in a way that supports accountability for results and the use of information on performance.

Overall, the 2013 assessment found that:

- WFP's resource allocation processes were rated adequate overall by respondents and the document review. The organisation has strengthened the allocation of un-earmarked funds and has improved the predictability of its assistance to countries through advance financing mechanisms.
  - Survey respondents perceived WFP's results-based budgeting practices as adequate; the document review found that the organisation does not yet have a system in place to track allocations and disbursements from activities through to outcomes, but that it is taking steps to align its programme and management results frameworks to its budget.
  - WFP received consistently high ratings in the area of financial accountability given its strong internal and external audit functions, procurement and contract management processes, as well as strategies for managing risk. To further strengthen its performance, the organisation is developing a communication strategy that will inform staff of its anti-corruption policy and better communicate results of investigations of alleged fraud; it has also dedicated additional resources to improve timely implementation of audit recommendations.
  - WFP's use of performance information was considered adequate by surveyed stakeholders. The document review found WFP strong overall in its use of performance information; it may take some time to fully implement the organisation's 2012 programme design guidelines on using performance information in planning new interventions.
  - WFP's human resources management was considered adequate or better in most areas, and the organisation was recognised for its strong measures to ensure staff security and enforce a code of conduct. WFP's system to manage staff performance, assessed by document review only, was found to lack transparency, thus undermining the credibility of reassignment, promotion and recruitment decisions.
  - WFP was considered adequate for subjecting new initiatives to risk and benefit/impact analyses before approval; the document review noted that a corporate directive on risks to be considered and guidelines on what to include in project proposals have been rolled out but have not yet been fully institutionalised.
  - WFP does not have guidance in place to ensure that country office work plans or operational plans for projects/programmes consistently include the steps to be accomplished (with milestones, baselines and targets) to achieve the intended humanitarian/development results.
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- Survey respondents and the document review both considered WFP as strong in delegating authority to local levels. The organisation is making additional improvements in this area by further strengthening regional bureaux and empowering country offices to perform their tasks.
- WFP's approach to applying humanitarian principles in its operations was perceived as strong by survey respondents. The document review recognised the challenges in balancing a principled humanitarian stance with ensuring rapid food delivery, yet noted that further progress could be made by WFP to inform staff and provide training on implementation of the humanitarian principles during emergencies.

### **Relationship Management**

In relationship management, MOPAN established criteria to determine if a multilateral organisation is engaging with its partners at the country level in ways that contribute to aid effectiveness. Overall, the 2013 assessment found that:

- WFP was considered adequate for taking local conditions and capacities into account during its operations. It was recognised in particular for its timely response to disasters and other rapid onset situations, for its sufficient use of local capacities and resources, and for seizing opportunities to procure food locally or regionally when cost-effective, timely and feasible. The document review observed room for improvement in WFP's programming to enhance livelihoods, which is not yet leading to the desired changes in the long-term (i.e. to increased self-reliance of targeted beneficiaries in the recovery and development phases).
- WFP was seen as a strong contributor to humanitarian inter-agency plans and appeals by surveyed respondents and the document review found that WFP plays a key role in the Consolidated Appeals Process (CAP).
- WFP was seen as making strong contributions to policy dialogue and as respectful of partner views.
- WFP's participation in the humanitarian cluster system was generally viewed as strong by survey respondents, though they noted room for improvement in the reliability of the organisation's forecasts of financial needs for the clusters it leads or co-leads. The document review noted that the organisation is actively engaged in strengthening accountability mechanisms for cluster implementation.
- WFP was considered strong for harmonising its procedures with those of its programming partners. However, in the absence of documented corporate-level data for the Paris Declaration indicators, the document review could not effectively determine the extent to which WFP's technical co-operation is disbursed through co-ordinated programmes.

### **Knowledge Management**

In knowledge management, MOPAN established criteria to determine if a multilateral organisation has reporting mechanisms and learning strategies that facilitate the sharing of information inside the organisation and with the humanitarian and/or development community. Overall, the 2013 assessment found that:

- WFP was acknowledged for having strong processes in place to ensure the independence and quality of evaluations managed by the Office of Evaluation. In terms of decentralised evaluations, the document review found that evaluation coverage and quality assurance mechanisms are not yet sufficient, but that these areas are receiving attention from senior management.
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- Survey respondents considered WFP strong in reporting on outcomes and against the results in its organisation-wide strategy. The document review commended WFP for reporting on how performance information is used to adjust its policies and strategies, but considered it inadequate in its reporting on outcomes and on its use of performance information to adjust programming at the country level. The organisation is making efforts to address some shortcomings by improving monitoring and evaluation capacities in the field.
- WFP was considered adequate for disseminating lessons learned. The document review acknowledged WFP's recent initiatives to enhance the dissemination of lessons learned, but noted that the organisation does not yet have an integrated system for knowledge management.
- WFP was seen as a transparent organisation and rated very strong for making key documents readily available to the public.

### **Humanitarian/development results and relevance to stakeholders**

In the 2013 humanitarian and development results component, WFP was rated adequate in providing evidence of progress towards organisation-wide results (KPI A), and for its contribution to country-level goals and priorities (KPI B). Survey respondents rated WFP adequate for the relevance of its objectives and programme of work to country level stakeholders (KPI C). These findings should be considered in conjunction with the findings above on WFP's systems and practices for organisational effectiveness.

- Evidence of extent of progress towards organisation-wide results: WFP evaluations attest to WFP's strong performance in achieving immediate, short-term results in emergencies, but highlight challenges in assessing achievement of medium and longer-term results. Lack of available data on outcome-level results is consistently mentioned in reports and evaluations as impeding assessment of WFP's effectiveness; this finding was corroborated by the MOPAN analysis of WFP's corporate data. Nevertheless, WFP is recognised for having made considerable improvements in its organisation-wide reporting (including on outcomes) over the 2008-2013 strategic plan, and for its continued commitment to monitoring and reporting. Demonstrating clear evidence of higher level results remains challenging for organisations across the humanitarian system.

MOPAN donors at headquarters considered WFP's performance very strong in saving lives and protecting livelihoods but as adequate in its progress towards its other four strategic objectives.

- Evidence of extent of contribution to country-level goals and priorities: There is evidence across the sample of five countries that WFP is achieving its expected outputs. However, the document review noted room for improvement in WFP's reporting at the outcome level, which makes it difficult to appreciate the overall effectiveness and contribution of its programming. Overall across the five sampled countries, WFP's performance in delivering its intended results was rated adequate by survey respondents.
- Relevance of WFP's objectives and programme of work to stakeholders: Surveyed country-level stakeholders perceived WFP to be strong in responding to the key development priorities of countries in which it has field operations. They considered it adequate in providing innovative solutions to help address these challenges and adapting its work to the changing needs of countries.

## Conclusions on organisational effectiveness

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**Surveyed stakeholders reported different views on what constitutes WFP's core mandate, on the agency's recent shift to food assistance, and on the type of programming that WFP should focus on in the future.**

Nearly a quarter of survey respondents cited the organisation's mandate and its strategic shift to food assistance as areas of concern. Although WFP's dual humanitarian and development mandate dates back to its establishment in 1961, the organisation is primarily regarded as a humanitarian agency. Donors, in particular, appear concerned that WFP's recent shift to food assistance may extend the organisation further into development programming and result in a duplication of roles and responsibilities with other United Nations agencies. While some donors at headquarters suggested that WFP should concentrate nearly all efforts on its humanitarian mandate by providing assistance during emergencies, some recipient government and peer organisation respondents suggested that WFP should strengthen its development work and enhance activities in livelihood and resilience-building. Evaluations note that there is a need for WFP to clarify and better communicate its mandate in response to stakeholder concerns.

**WFP has built a strong reputation for responding quickly to emergencies, and documented evidence confirms the strength of its practices and systems for launching and sustaining humanitarian interventions.**

Stakeholders expressed confidence in WFP's capacity to deliver assistance in emergencies; their comments highlighted the organisation's logistical capabilities, expansive coverage and deep field presence as organisational strengths. The MOPAN assessment found that WFP is well-positioned to deliver assistance in emergencies and has a strong comparative advantage in humanitarian settings due to many noted strengths: WFP's strong investment and focus on emergency preparedness and response across the organisation, the reliability of needs assessments and their use to inform programming, robust security measures to protect staff, effective procurement practices, strong risk management strategies, timely response to events and disasters, harmonised procedures with programming partners, and active contribution to inter-agency plans and appeals.

**WFP's performance in implementing the seven cross-cutting themes assessed by MOPAN was generally considered adequate. Areas requiring attention include gender mainstreaming throughout WFP's work and the need for formal directives that require the consistent application of human rights-based standards in its development programming.**

Although WFP formulated a policy and action plan to improve gender equality mainstreaming following an evaluation in 2008, in practice there have been insufficient dedicated financial and human resources to ensure their implementation. As a result, there are gaps in staff capacity to translate mainstreaming efforts into practice, with few projects qualifying as gender sensitive according to the Inter-Agency Standing Committee gender marker.

In its humanitarian work, which constitutes the bulk of WFP's portfolio, WFP has developed a policy, implementation approach, guidelines and training, and defined roles and responsibilities on protection to ensure the application of humanitarian principles and standards. On the development side, however, WFP's commitment to integrating human rights-based standards could be strengthened. The organisation indicates that its protection policy presents standards that are coherent with those found in the UN

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Common Statement of Understanding on Human Rights-Based Approaches to Development Co-operation and Programming (2003), and that its protection approach and guidelines are thus also applicable in development settings. While some offices have initiated measures to integrate protection standards into their development programming and have trained staff accordingly, the assessment team notes that there are currently no formal directives requiring country offices to mainstream the protection approach in their development work.

**Results-based budgeting, which remains challenging for all multilateral organisations, was identified as an area requiring improvement.**

Budgeting by results is intended to link expected or achieved results with allocations and disbursements to improve transparency, efficiency (value for money), and accountability with respect to diverse programmes.

WFP currently presents allocations and expenditures by strategic objective, but not yet by all outputs and outcomes. The organisation is committed to performance-informed budgeting and to aligning its performance planning and budgeting process fully in the coming years. In 2014, WFP will require each division or unit to articulate a results statement and to cost all contributing activities for the 2014 management plan.

**WFP is committed to results-based management and has made considerable progress in improving the quality of its results frameworks and indicators. However, the organisation is not yet able to collect sufficient data to fully report on these frameworks due to gaps in staff and partner capacity and additional challenges on the ground.**

The development of WFP's strategic results framework and associated indicators has been an iterative learning process that has required country offices to make adjustments and adaptations to keep pace with changes and new demands. While the changes in indicators over time have been positive, this has also made it difficult to compare data across years. In addition, the organisation has been unable to report on the targets for outcome indicators presented in the corporate strategic results framework as the evidence from project reporting has been limited. The organisation is working to address these issues through its 2012-2014 strategy on monitoring, evaluation and reporting. It may take some time for results of this strategy to be achieved organisation-wide, especially if further changes are made to the results framework and indicators as part of the next strategic cycle (2014-2017).

**As WFP moves to a new strategic cycle, the transition to the new strategic plan (2014-2017) will likely bring about substantial changes in WFP's systems and practices.**

The transition period, which will necessarily accompany the change from one cycle to the next, represents an opportunity for the organisation to revise and adjust procedures that go beyond the current MOPAN assessment. For example, the recently conducted rapid organisational assessment, the on-going change management process, and lessons learned from implementing the 2008-2013 strategic plan have made WFP quite aware of the weaknesses that it must address.

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## Conclusions on evidence of humanitarian and development results

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**WFP's corporate performance reports do not yet provide a holistic account of the organisation's results achievement, as the evidence base is often too limited to confidently demonstrate contributions to outcome-level change.**

Both survey respondents and the document review considered the organisation's ability to deliver immediate, short-term results during humanitarian emergencies (i.e. distributing food to those in need and saving lives) to be key strengths. However, limitations in the availability of data currently constrain the degree of confidence that can be given to conclusions on achievement of outcome and strategic objective-level change throughout WFP's programming. Challenges in measuring and reporting on higher-level results are common among organisations in the humanitarian system. The 2012 report by the Accountability and Performance in Humanitarian Action (ALNAP) on the state of the humanitarian system indicated that there are very few examples of outcome/impact evaluations of humanitarian assistance, and that humanitarian organisations are primarily reporting evidence of outputs. Nevertheless, WFP's evidence of higher-level results should improve in the coming years as the organisation continues to build capacity to monitor and report on outcomes in the field.

**At the country level, there is evidence that WFP is achieving its expected outputs and making some contributions at the outcome level. However, a number of factors affect WFP's measurement of results at the country level.**

The document review found clear evidence of the achievement of expected outputs and some evidence of contribution to outcome achievement at the country level. Across the five sampled countries, WFP's overall performance in delivering its intended results was rated adequate by surveyed stakeholders.

WFP generally operates in challenging and often volatile environments (e.g. conflict or war-torn regions and countries experiencing recurrent climatic shocks) where the delivery of food or non-food items is not simple and where needs may fluctuate significantly and rapidly. For instance, it is not uncommon for the number of beneficiaries within a targeted zone to increase midway through an operation, which can seemingly reduce evidence of earlier progress. Many other factors add to the complexity of WFP's work both in delivering products and services and in measuring results: upsurge of violence limiting access to sites, disease outbreaks such as cholera, beneficiaries' inability to travel to distribution sites (e.g. inability to attend school), short duration of WFP operations, absence of baseline data in emergencies, limited capacity of implementing partners to monitor results, etc. A key challenge in capturing outcomes as well as outputs is that food, which is the main commodity provided by WFP, is only one of many factors that affect food security and nutritional status.

Country offices often have limited resources and struggle to balance the humanitarian imperative to save the most lives possible with the need to dedicate resources to monitoring and evaluation to prove the effectiveness of its programming. Nevertheless, in order to demonstrate results achievement and attract continued funding, a strong monitoring and evaluation function at the country level is necessary. Though the sample of reviewed countries was very small, there is some evidence that efforts are being made at the country level to improve monitoring and evaluation systems.

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2. These areas were: B1 Sustaining the growth of economic activities and reducing the incidence of poverty; B2 Improvement of natural resource management; B4 Building capacity of rural people to engage in local policy and programming processes.

3. Increasing household incomes for poor households involved in fisheries and marine activities; B5 Promotion of gender equality and women's empowerment; B6: Improvement of household food security and nutrition.

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## Overall MOPAN Ratings of WFP

The two charts below show the ratings on the key performance indicators that MOPAN used to assess WFP in 2013. The first chart shows the ratings on 22 indicators designed to measure organisational effectiveness (practices and systems), and the second chart shows ratings on the three indicators designed to assess WFP measurement and reporting on humanitarian and development results. The indicators were adapted to reflect WFP's dual mandate of humanitarian and development work.

### Organisational effectiveness– overall ratings

Strategic management		Survey respondents	Document review
KPI-1	Providing direction for results	4.56	5
KPI-2	Corporate strategy and mandate	4.44	4
KPI-3	Corporate focus on results	N/A	5
KPI-4	Focus on cross-cutting priorities	4.42	4
KPI-5	Country focus on results	4.58	5
Operational management			
KPI-6	Resource allocation on decisions	4.42	4
KPI-7	Results-based budgeting	4.39	2
KPI-8	Financial accountability	4.77	5
KPI-9	Using performance information	4.42	5
KPI-10	Managing human resources	4.70	4
KPI-11	Performance-oriented programming	4.45	4
KPI-12	Delegating authority	4.52	5
KPI-13	Humanitarian principles	4.70	4
Relationship management			
KPI-14	Procedures consider local conditions	4.41	4
KPI-15	Support for inter-agency plans and appeals	4.76	6
KPI-16	Contributing to policy dialogue	4.61	N/A
KPI-17	Participation in the cluster system	4.54	4
KPI-18	Harmonising procedures	4.60	5
Knowledge management			
KPI-19	Evaluating results	4.35	4
KPI-20	Presenting performance information	4.64	4
KPI-21	Disseminating lessons learned	4.25	4
KPI-22	Availability of documents	N/A	6
Legend			
Strong or above		4.50–6.00	
Adequate		3.50–4.49	
Inadequate or below		1.00–3.49	
Document review data unavailable		◆	
Not assessed		N/A	

**Evidence of WFP's contribution to development results and relevance to stakeholders  
– overall ratings**

Key Performance Indicator	Assessment Rating
KPI A: Evidence of extent of progress towards organisation-wide outcomes	Adequate
KPI B: Evidence of extent of contribution to country-level goals and priorities	Adequate
KPI C: Relevance of objectives and programme of work to country-level stakeholders	Adequate

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