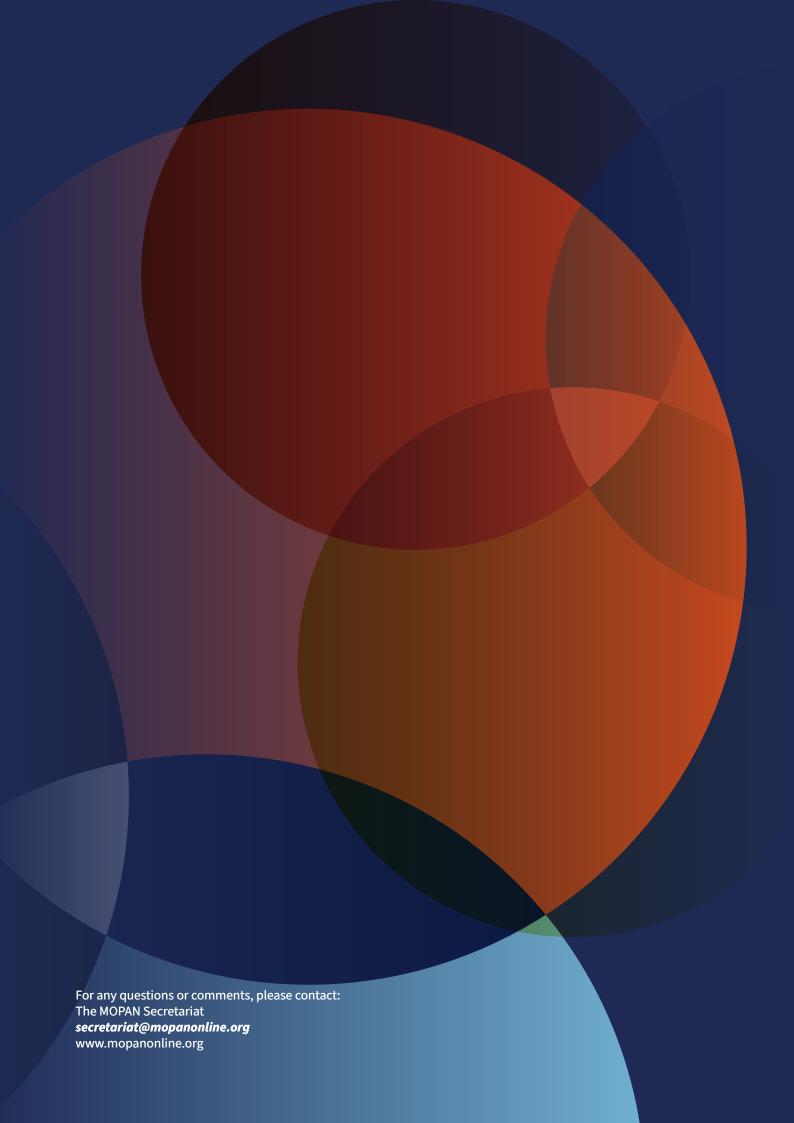
MOPAN ASSESSMENT REPORT

# World Food Programme (WFP)

MOPAN

**Published June 2024** 



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#### **EXPLANATORY NOTE**

MOPAN is the only collective action mechanism that meets member countries' information needs regarding the performance of multilateral organisations. Through its institutional assessment reports, MOPAN provides comprehensive, independent, and credible performance information to inform members' engagement and accountability mechanisms.

MOPAN's assessment reports tell the story of the multilateral organisation and its performance. Through detailing the major findings and conclusions of the assessment, alongside the organisation's performance journeys, strengths, and areas for improvement, the reports support member's decision-making regarding multilateral organisations and the wider multilateral system.

This document is published under the responsibility of the Multilateral Organisation Performance Assessment Network (MOPAN). MOPAN is an independent body that is governed by a Steering Committee composed of representatives of its member countries and served by a permanent Secretariat. The Secretariat is hosted at the Organisation for Economic Co-operation and Development (OECD) and bound by its administrative rules and procedures and is independent in terms of financing and the content and implementation of its work programme.

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#### **PREFACE**

#### **ABOUT MOPAN**

The Multilateral Organisation Performance Assessment Network (MOPAN) comprises 22 members and observers<sup>1</sup> that share a common interest in assessing the performance of the major multilateral organisations they fund.

Through its assessments and analytical work, MOPAN provides comprehensive, independent, and credible information on the effectiveness of multilateral organisations. This knowledge base contributes to organisational learning within and among the multilateral organisations, their direct beneficiaries and partners, and other stakeholders. MOPAN's work also helps members of its Network meet their own accountability needs, as well as inform their policies and strategic decision-making regarding the wider multilateral system.

FIGURE 1: MOPAN MEMBERS AS AT 1 JUNE 2024



As at 1 June 2024: Australia, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Italy, Japan, Korea, Luxembourg, the Netherlands, New Zealand, Norway, Qatar, Sweden, Switzerland, Türkiye\*, the United Kingdom, and the United States.
 \*New Zealand and Türkiye are observers.

#### ABOUT THE ASSESSMENT OF THE WORLD FOOD PROGRAMME

This report provides a diagnostic assessment and snapshot of the World Food Programme and tells the story of its performance within its mandate. This is the third MOPAN assessment of WFP, following those published in 2013 and 2017-18, and covers the period from January 2019 through to January 2024, when evidence for this assessment was completed.

WFP was assessed through a rigorous exercise, drawing on multiple lines of evidence (documentary, survey, interviews and country visits) from sources within and outside the organisation to validate and triangulate findings across 12 key performance indicators (KPIs) which are broken down into more than 220 individual indicators. The approach was collaborative, integrating the perspectives of a wide range of stakeholders in order to provide WFP as well as MOPAN Network members with a robust source of evidence-based guidance on areas for improvement to achieve enhanced organisational performance.

In 2022, MOPAN's study, Rethinking Effective Humanitarian Organisations, concluded that MOPAN needed to adapt its framework for assessing organisations working in crises to better reflect the nature of humanitarian operations – including the policy environment – and the practical requirements of working in crisis situations (MOPAN, 2022). MOPAN then worked under the guidance of a humanitarian advisory group – including MOPAN members, multilateral organisations, policy leaders and think tanks – to develop an adapted framework for multilateral organisations primarily working in crisis contexts. That framework has been applied for this assessment. The adapted framework aligns to the five MOPAN 3.1 performance areas - Strategic, Operational, Relationship, Performance Management and Results. However, the micro indicators (MIs) have been adapted to ensure that they reflect the due diligence and learning needs of MOPAN members and multilateral organisations working in crisis contexts. Accordingly, the elements to guide the rating against the MOPAN rating scale have also been adapted to fit these MIs.

WFP's assessment report is composed of two parts, the Analysis Summary and the Technical and Statistical Annex.

**Part I: Analysis Summary** is structured into four chapters. **Chapter 1**, which introduces the organisation and its context, is followed by **Chapter 2**, which presents a high-level overview of key findings. **Chapter 3** takes a detailed look at findings, and **Chapter 4** provides information about the assessment methodology and its process.

**Part II: Technical and Statistical Annex** of this WFP assessment report (2024) contains the detailed underlying analysis of each score, the list of supporting evidence documents, as well as the summarised results of the external partner survey that fed into this assessment.

A view of the Bloom Garden, United Nations World Food Programme (WFP) headquarters in Rome, Italy, on the day the WFP was awarded the Nobel Peace Prize.

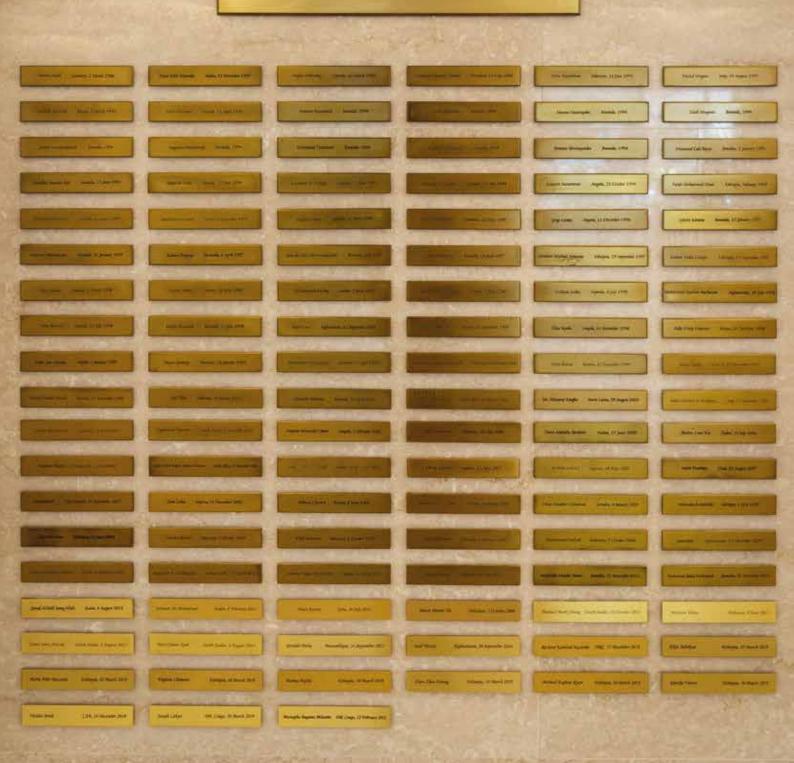
The green space, with more than 78 species and 500 individual plants, aims to be a reminder to treasure every moment in life, celebrate the beauty of humanity and diversity, and offers a spiritual and meditative experience in a serene setting for reflection, according to WFP colleague Silvia Persi, the MSDI designer and mind behind the garden.





#### IN MEMORIAM

To honour Staff members of the World Food Programme who lost their lives in service to the hungry poor



#### ACKNOWLEDGEMENTS

The MOPAN assessment of the World Food Programme was conducted under the overall strategic guidance of Suzanne Steensen, Head of the MOPAN Secretariat. Patrick Saez, Senior Advisor in the MOPAN Secretariat, peer-reviewed the report, which was prepared under the responsibility of Rachel Scott, Senior Policy Advisor.

MOPAN is grateful to Hang Nguyen from the United States and Yves Guinand from Switzerland for championing this assessment of WFP on behalf of the MOPAN membership, as well as to Okan Polat, Ömrüye Ayan and Mert Can Selver from Türkiye who acted as observers for this assessment.

The assessment was conducted in co-operation with Agulhas Applied Knowledge. Peter Grant led the assessment and is the principal author of the report. A team comprised of Valerie McDonnell-Lenoach, Dr Anne Hammerstad, Shona Warren, Mazvita Mutambirwa, Sanum Jain, Ashley Greenleaf, Noelie Hounzanme, and Logan Smith also supported the assessment and contributed to the final report. The report benefited from an external peer review, conducted by Paul Balogun and a review by Moira Reddick of the sections relating to protection from sexual exploitation, abuse and harassment.

The partner survey, an assessment component, was overseen by Cristina Serra Vallejo from the MOPAN Secretariat, who, together with Corentin Beudaert-Ugolini, also contributed to the design, implementation, administration, and finalisation of the survey.

Camille Hewitt produced the report, which was proofread by Deborah Glassman. Baseline Arts Ltd provided the layout and graphic design.

MOPAN would like to convey appreciation to Genevieve Wills, Clare Sycamore, Irfan Yar and Patricia Colbert from WFP, who co-ordinated the process including the substantive feedback on the final draft report internally.

This assessment would not have been possible without the close engagement and valuable contributions of many senior officials and technical staff from WFP and from representatives of development partners and other external partners who participated in in-depth interviews and survey.

Finally, MOPAN is grateful to all Steering Committee representatives for supporting the assessment of WFP, as well as to its member countries for their financial contributions, making the report possible.

The Memorial Wall in WFP Headquarters Rome, Italy.

On 9 October 2020, WFP was awarded the Nobel Peace Prize. As announced back in April 2021, this day will be marked every year as WFP Memorial Day. It will be an opportunity to remember, honor and celebrate the lives of our fallen colleagues on a very special date for WFP.

Photo: © WFP/Giulio d'Adamo

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Food distribution in Rusayo, Democratic Republic of the Congo (DRC).

By ensuring the availability of food, WFP and its partners help to reduce the vulnerability of affected communities, thus helping them to get back on their feet and enabling displaced people to maintain a certain dignity and stability in difficult situations.

Photo: © WFP/Michael Castofas

#### ABBREVIATIONS AND ACRONYMS

AAP	Accountability to Affected Populations	MOPAN	Multilateral Organisation Performance
ACR	Annual Country Report		Assessment Network
AFAC	Anti-fraud and Anti-corruption	MoU	Memorandum of Understanding
Al	Artificial Intelligence	NGO	Non-governmental organisation
APR	Annual Performance Report	OECD	Organisation for Economic Co-operation
CFMs	Community Feedback Mechanisms		and Development
COVID-19	Coronavirus disease	OEV	Office of Evaluation
CRF	Corporate Results Framework	PSEA	Protection from Sexual Exploitation and
CSP	Country Strategic Plan		Abuse
CSPE	Country Strategic Plan Evaluation	PSEAH	Protection from Sexual Exploitation and
DAC	Development Assistance Committee (OECD)		Abuse and Sexual Harassment
FAO	Food and Agriculture Organization	PSH	Protection from Sexual Harassment
FLA	Field-level Agreement	SDG	Sustainable Development Goals
GEWE	Gender Equality and Women's Empowerment	SEA	Sexual Exploitation and Abuse
HQ	Headquarters	SF	Staffing Framework
IASC	Inter-Agency Standing Committee	SH	Sexual Harassment
IDPs	Internally Displaced Persons	ToC	Theory of Change
IFAD	International Fund for Agricultural	UN	United Nations
	Development	UNDP	United Nations Development Programme
IFIs	International Financial Institutions	UNHCR	United Nations High Commissioner for
INGO	International Non-governmental		Refugees
	Organisation	UNICEF	United Nations Children's Fund
IT	Information Technology	US	United States
KPI	Key Performance Indicator	USD	United States Dollar
LGBT+	Lesbian, Gay, Bisexual and Transgender	VfM	Value for Money
MIs	Micro Indicators	WFP	World Food Programme



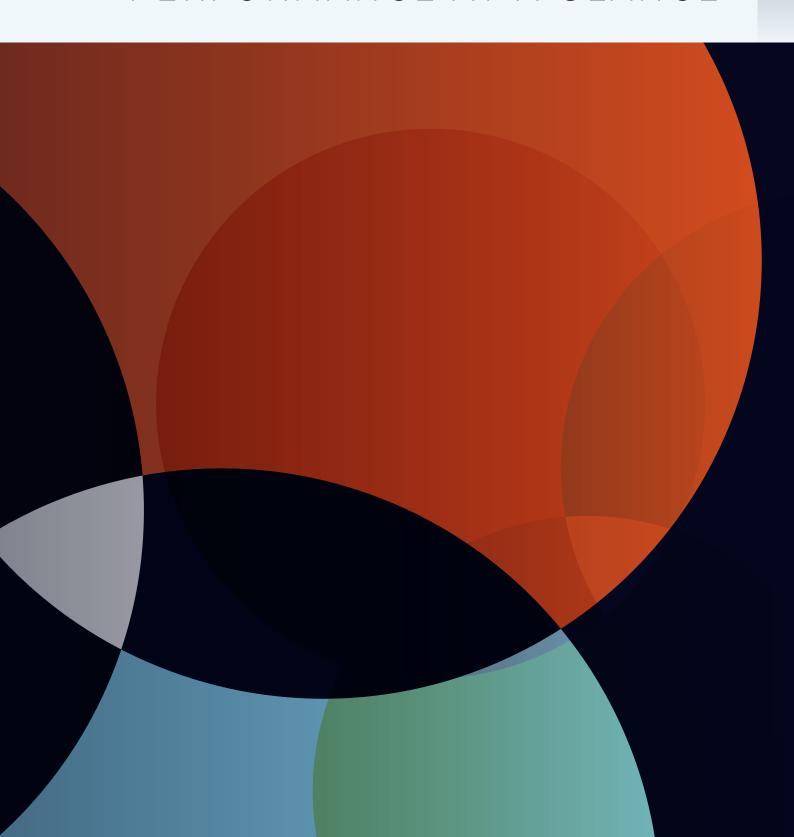
WFP-UNHAS in North Kivu and Tanganyika provinces in DRC.

In 2023, 56 special flights have been performed for high level missions, as well as to conduct medical and security evacuations. Regular runway rehabilitation works are carried out to ensure that vital humanitarian assistance could reach the country's most vulnerable people.

Photo: © WFP/ Benoit Lognone

# WORLD FOOD PROGRAMME (WFP)

PERFORMANCE AT A GLANCE





Jordan border with East Jerusalem, 20 December 2023.

A 46-truck convoy, organized by WFP and the Jordan Hashemite Charity Organization (JHCO), carried more than 750 metric tons of life-saving food into Gaza, marking the first time a direct aid convoy from Jordan has reached the Strip since the upsurge in hostilities began on 7 October. Photo: © WFP/Photolibrary

## WORLD FOOD PROGRAMME: PERFORMANCE AT-A-GLANCE

#### **OVERALL PERFORMANCE REFLECTIONS**

WFP is responding to an increasing number of global conflicts and other crises. Needs have increased as ongoing emergencies have been supplemented by new conflicts in Haiti, the Sahel, Sudan, Ukraine and, most recently, the evolving conflicts in the Middle East. In this context, WFP has responded and scaled up effectively and its programmes have grown rapidly. However, WFP is now facing steep reductions in funding, combined with a highly restrictive humanitarian space and widespread violations of international humanitarian law – pressures that are not only felt by WFP but the whole humanitarian system. WFP is facing these external challenges while also working to address internal challenges of aid diversion and a major corporate restructuring.

This MOPAN assessment of WFP is therefore about what WFP must do to stay and deliver in an increasingly challenging global environment. Our overall conclusion is that WFP has retained key strengths and has made progress since the last MOPAN assessment in 2017-18, but there is also room for further improvement. The current global context reveals some weaknesses in WFP's approach and this assessment lays out a range of areas for current and future action.

This section provides an overview of the key findings from the assessment, focusing on areas of strength and outlining issues that WFP will still need to address to ensure it remains fit for the future to fulfil its mandate of working to end world hunger and promote nutrition and food security through saving and changing lives.

#### PROGRESS SINCE THE LAST MOPAN ASSESSMENT

MOPAN's 2017-18 assessment of WFP, published in 2019, highlighted five major areas for improvement. Some progress has been made in all areas (Box 1).

The remainder of this section highlights WFP's key strengths, current challenges and areas of improvement for the future.

#### **WFP'S KEY STRENGTHS**

#### WFP demonstrates a unique capacity for humanitarian response

#### WFP is the first organisation that donors and other governments turn to when responding to a food crisis.

WFP has an unparalleled local presence, reaching into remote locations, and an impressive speed of response. WFP has scaled up rapidly and effectively to address the increasing level and complexity of crises since 2018, including in the Sahel, Ukraine, Sudan and the evolving conflicts in the Middle East. It has strong logistics, dynamic financial mechanisms to pre-fund responses, and a committed and skilled workforce with high levels of mobility, although there are challenges in staffing remote locations, especially for women. WFP has demonstrated its adaptability through its strong performance during COVID-19. This adaptability will be vital as WFP faces a challenging and rapidly changing global context.

#### WFP exercises a clear leadership role in the humanitarian community

WFP takes a clear leadership role in the response to humanitarian emergencies through its own programmes and through the Inter-Agency Standing Committee cluster mechanisms. WFP leads the clusters on emergency telecommunications and logistics and is the co-lead with the Food and Agriculture Organization (FAO) in the food security cluster. WFP leads on access negotiations in non-refugee situations and collaborates well with governments

#### Box 1. WFP's progress in areas previously Identified for improvement must be sustained

MOPAN's 2017-18 assessment of WFP identified five key areas in need of improvement. There has been progress in all areas, but more needs to be done.

- 1. WFP's new approach to partnerships has not yet been fully realised. This assessment finds that WFP has expanded its range and number of partners, including with the private sector and international financial institutions (IFIs), and now has over 1,000 NGO partners. Some national NGOs feel as though they are treated as implementing partners by WFP.
- 2. Structured workforce planning has not kept pace with other aspects of reforms this assessment concludes that workforce planning has been strengthened through a range of corporate initiatives, but problems remain in contract lengths and types, incentives for national staff and deploying staff to remote locations.
- **3.** The Corporate Results Framework (CRF) needs to be refined this assessment concludes that the CRF has been strengthened and expanded, and there is a new compendium with cross-cutting indicators, but that staff have criticised the increasing number and complexity of indicators.
- **4.** WFP's knowledge management system is not yet sufficiently integrated to support learning and improvement this assessment concludes that WFP's knowledge generation remains strong, but staff have difficulty in accessing information for decision making and knowledge management requires further investment.

WFP has not yet systematically implemented all of its cross-cutting priorities. This assessment concludes that WFP has made progress, including on gender and protection but needs to do further work particularly on environmental sustainability, child protection and disability.

Source: MOPAN (2019) MOPAN 2017-18 Assessments: World Food Programme (WFP), see https://www.mopanonline.org/assessments/wfp2017-18/WFP%20Report.pdf

and United Nations (UN) partners. It provides a range of vital, and highly appreciated common services for the humanitarian system, including the UN Humanitarian Air Service. WFP has expanded its range of cooperating partners at national and international levels. Relationships are generally strong, although some national co-operating partners feel they are only used as implementing agencies.

#### WFP has effectively decentralised its operations to country offices

Decentralisation has helped WFP work with and through country systems and actors and made its responses more context specific. Staff at country level feel empowered. The full rollout of country strategic plans (CSPs) has significantly strengthened WFP's planning and fundraising, and its ability to address cross-cutting issues. CSPs have also moved WFP towards multiannual results and more effective consultations with partners. They are supported by strong systems of design and evaluation. They are often aspirational but are accompanied by an operational plan with a more realistic financial scenario. It would be better if the public facing CSP more closely reflected forecast resource levels.

#### WFP is transparent with robust oversight functions

WFP has a strong internal culture of transparency. Staff are open about discussing issues. Almost all reports are published, including corporate planning, results and financial documents, evaluations and management responses, internal audit reports, audited annual accounts, and country level strategic plans and annual country reports (ACRs). The Inspector General is fully independent and operates rigorous internal audit and investigation functions, while

the Evaluation Office was classified as a clear leader in terms of its independent evaluation function by a 2021 peer review. Oversight and judicial bodies are adequately resourced and have been protected from current budget cuts so far in 2024. However, the Office of the Inspector General, the Evaluation Office, the Ethics Office and the Office of the Ombudsman have all been requested to implement a 10% budget cut in 2025.

#### WFP'S CURRENT CHALLENGES

#### WFP is undertaking a necessary organisational restructuring at a demanding time

WFP is undergoing a major restructuring exercise to address perceived weaknesses in the current organisational structure. The restructuring is also to respond to severe reductions in operating budgets, which could have been anticipated earlier. Management's future vision for WFP is based on its geographical presence and having an effective toolkit of skills and instruments. This seems well suited to a lower funding environment, while still retaining WFP's ability to scale up rapidly in response to crises.

The assessment finds that the restructuring is a measured approach to addressing duplication and siloed working and offers the prospect of greater clarity and reduced costs. The restructuring process and associated budget cuts have created anxiety among staff, but have been implemented rapidly, thus minimising uncertainty. Although the aims and vision of the exercise are positive, it is too early for the MOPAN assessment team to form a view on its effectiveness. However, MOPAN encourages WFP to document lessons from the restructuring to inform future organisational growth and contraction.

#### WFP is addressing the causes of very serious aid diversion incidents

In 2022, WFP was alerted by the US to a major aid diversion in Ethiopia. Food distribution had been delegated to local government authorities without adequate supervision. This is turn led to food being diverted to feed the national army fighting in the Tigray region. In Somalia, aid intended for vulnerable communities was diverted to landowners hosting internally displaced persons (IDPs). These incidents have eroded donor trust in WFP, which will take some time to rebuild. They highlighted long-term weaknesses in procedures, staff roles, transparency and effective communications with donors. To mitigate risks in the future, WFP is rolling out a comprehensive reassurance plan, however:

- The plan will add significant costs in some areas, which donors need to recognise.
- WFP needs to have frank and honest discussions with donors and the Executive Board on risk tolerance levels, given the environments in which it works and the impossibility of eliminating aid diversion completely.

#### WFP needs to do more to address severe financial challenges

WFP faces significant financial risks with declining resources, heavy earmarking and a high dependence on its top donors. There is a risk that donors may insist more and more on funding their own political priorities rather than meeting needs, which would conflict with key humanitarian principles to which WFP adheres and affect its ability to support humanitarian crises based solely on considerations of need. WFP is seeking to diversify its funding base and access new sources of finance and has developed private sector, innovative financing, and country level financing strategies, but it does not have a comprehensive corporate funding strategy. In addition, WFP does not yet have a clear strategy for planning, delivering and demonstrating value for money, which will be critical in an increasingly tight funding environment. Country offices are facing appalling choices on budget cuts within their programmes and want greater guidance from HQ to help steer them through these difficult decisions.

## WFP needs to further strengthen its implementation in the areas of protection from sexual exploitation and abuse and sexual harassment, and cross-cutting issues

WFP has improved its policies and infrastructure for protection from sexual exploitation and abuse (PSEA), and protection from sexual harassment (PSH). On PSEA, significant resources have been invested at HQ and in locations identified as high-risk, including leading inter-agency initiatives, and in a variety of training opportunities. However, in general, country offices lack the necessary resources to implement the policies or engage effectively with cooperating partners on issues of SEA. Furthermore, WFP is yet to mainstream its victim-centred approach, which was recently introduced into the normative framework for SEA, across SEA or SH prevention and response initiatives. WFP could also do better on cross-cutting issues such as mainstreaming gender and protection.

#### WFP'S FUTURE CHALLENGES

#### WFP needs to maintain its access to vulnerable beneficiaries

WFP faces growing challenges to meet the needs of those who require its support most. It is getting harder to assist a growing number of vulnerable beneficiaries in the context of more complex operating environments, shrinking humanitarian access and reduced and heavily earmarked resources. WFP will need to work together with a range of governments and other parties to maintain its funding for, and access to, those most in need, particularly in highly polarised conflict situations.

#### WFP must protect its reputation

WFP's reputation is being challenged. WFP received the Nobel Peace Prize in 2020, in recognition of the organisation's role in promoting peace and acting to prevent the use of hunger as a weapon of war. However, recent events, in relation to aid diversion and ongoing conflicts, have challenged perceptions of WFP's ability to ensure adherence to humanitarian principles and eroded relations between field staff and management. WFP is seeking to address these issues.

#### WFP needs to clarify and communicate its mandate in the context of reduced resources

Management has confirmed that both "saving lives" and "changing lives" work will continue, as WFP seeks to link resilience building work to emergency support to reduce humanitarian need, and to work across the humanitarian-development-peace nexus. MOPAN agrees that this is appropriate, building on WFP's comparative advantage and geographical presence. However, this position has not yet been communicated effectively to staff and donors, some of whom favour a focus on core humanitarian work and question whether WFP has adequate resources and the right skills, experience and business model for working effectively on resilience and with development agencies.

#### Relationships between WFP and its member states and donors need to be improved

WFP needs to come together with its member states and donors to respond to their concerns and to address issues of aid quality and governance reform. WFP is and will remain reliant on a few donors for a large share of its overall funding. It needs to strengthen its relationships at all levels with major donors and address their concerns including targeting, biometrics, aid diversion, localisation, rationalising communications lines, lack of consultation, and last-minute fundraising drives based on threats of breaks in the food distribution pipeline. WFP receives short-term and heavily earmarked funding from its donors and is therefore unable to provide a substantial volume of high-quality funding to its partners. This limits WFP's adaptability and its ability to undertake multi-year planning and use development approaches. Donors would also like to see the 2023 governance review fully implemented.

#### WFP needs to continue to address staff contract issues and incentives

WFP's employees are the organisation's greatest asset. They demonstrate extraordinary courage and flexibility in responding to emergencies, often at considerable personal cost. They are the reason that WFP is able to scale up and respond. The organisation has a strong system of duty of care for its fixed-term staff. Nonetheless, the assessment

heard a range of concerns about the uncertainty caused by short-term contracts and that incentives are not always adequate for hardship postings. Some employees in-country have concerns about whether WFP will support them when things go wrong, given the organisation's response to the aid diversion in Ethiopia when senior country managers were removed from their posts. The staff survey in 2021 demonstrated progress from 2018 on a range of staff perceptions including the effectiveness of management, but further work needs to be done.

#### WFP needs to improve communication between senior leadership and staff

As noted above, there are several areas where senior leadership could have communicated better with staff across the organisation. These include meeting the demand from country offices for guidance on how to deal with funding cuts and to clarify WFP's position on continuing with both "saving lives" and "changing lives" approaches. Senior leadership could have provided greater reassurance to staff to allay anxiety around the recent restructuring and in the wake of the aid diversion issues in country offices. The current resource reductions, which will also affect employment levels, are adding to staff anxieties.

#### WFP needs to integrate its IT systems

WFP has a proliferation of IT tools and systems that do not talk to each other, with significant efficiency losses across the organisation. This issue has been raised over many years but not resolved. The Informational and Technology Strategy 2023-26 was published in 2023 and seeks to address these concerns. The strategy highlights the increases in WFP's digital investments over recent years but notes that many initiatives have been undertaken in isolation, leading to a fragmented IT landscape with increasing costs, and technology and data initiatives that are not interoperable. The strategy recognises the need to integrate data from a variety of systems to expedite decision making. The strategy is not costed, but significant investment will clearly be required to address these issues.

#### WFP needs to give greater attention to learning, results reporting and knowledge management

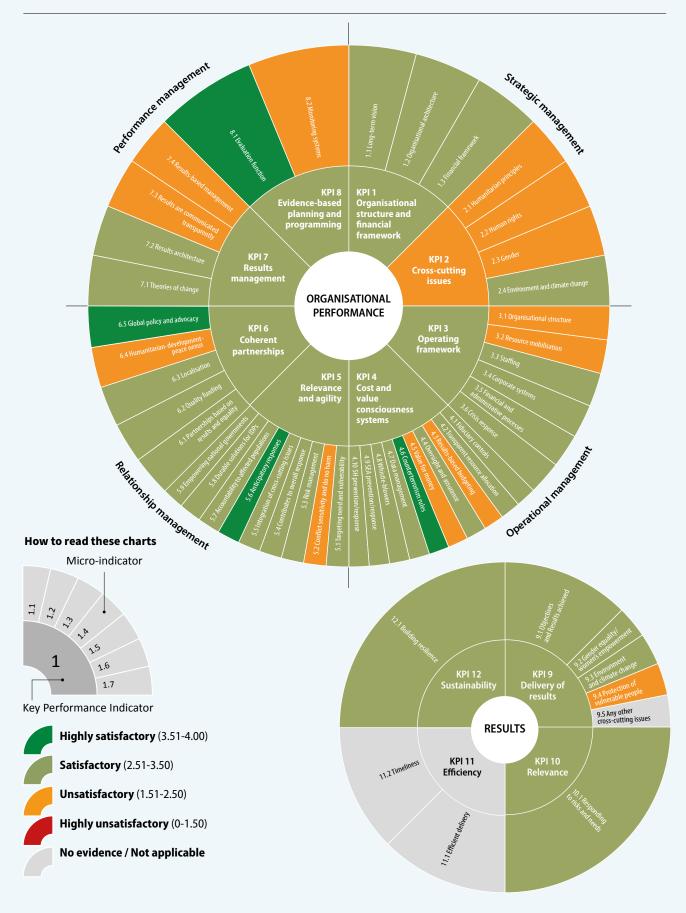
WFP has placed more focus on systems for compliance and accountability to donors than for learning and adjustments to interventions. It does not report on failure and its monitoring systems do not adequately identify poorly performing programmes. Results are reported at activity levels, but further development is needed on initiatives to monitor higher-level results, combined with more comprehensive value for money methodologies. WFP is a strong generator of knowledge but does not have effective knowledge management systems to share learning across countries or to present knowledge in a form that useful for decision makers at country level. Artificial Intelligence tools have substantial potential to bring improvements in these areas.

#### **CONCLUSION**

WFP retains substantial strengths but is facing increasing financial and operational challenges. To ensure that WFP is better placed to tackle these challenges, the MOPAN assessment team has identified a number of areas for performance improvement moving forward. MOPAN will monitor progress against these areas, including in the next assessment of WFP (Box 2).

Figure 2 summarises WFP's performance against the MOPAN assessment framework and indicators.

FIGURE 2: WFP'S PERFORMANCE RATING SUMMARY



#### Box 2. WFP's main strengths, current issues, and areas for improvement

#### **Main strengths**

- WFP demonstrates unique capacity for humanitarian response.
- WFP exercises a clear leadership role in the humanitarian community.
- WFP has effectively decentralised its organisation to empower country offices.
- WFP is transparent with robust oversight and evaluation functions.

#### **Current issues**

- WFP's organisational restructuring needs to be seen through in a challenging environment.
- WFP must assure donors that it has dealt effectively with the causes of aid diversion.
- WFP needs to address current financial challenges, which threaten the extent and flexibility of its programmes.
- WFP needs to consolidate its progress on PSEA and PSH with more resources at country level and full implementation of the victim-centred approach.

#### **Areas for Improvement**

- WFP needs to maintain its access to vulnerable populations.
- WFP must address reputational risk.
- WFP needs to clarify its mandate in the context of reduced resources.
- Relationships between WFP and donors need to be improved.
- WFP needs to continue to address staff concerns on contractual terms and incentives.
- WFP needs to improve communication between senior leadership and staff.
- WFP need to integrate IT systems, improve results reporting and knowledge management.
- WFP needs to accelerate efforts to diversify its funding base.



Refugees at Alemwach refugee camp, Ethiopia, receiving food assistance.

WFP provides food assistance to nearly 900,000 refugees in Ethiopia and also supports refugees in Somali, Gambella, Benishangul Gumuz, Oromia, SNNP and Afar regions of Ethiopia, providing refugees with cereals, pulses, vegetable oil and salt.

Photo: © WFP/Claire Nevill

#### **ABOUT WFP<sup>1</sup>**

WFP is the world's largest humanitarian agency with more than 23,000 staff, of whom 87% are field based (WFP, n.d.) It was founded in 1961 and delivered its first programme in 1963. It has a dual mandate, often summarised as "saving lives" (meeting food and nutrition needs in emergencies) and "changing lives" (building resilience in communities and addressing the root causes of hunger). It aims to bring life-saving relief in emergencies and to use food aid to promote peace, stability and prosperity for people recovering from conflict and disasters.

WFP is funded by voluntary contributions, principally from government donors. Contributions received rose steadily from USD 4.4 billion in 2013 to USD 9.6 billion in 2021 (WFP, n.d.). Global food crises led to a record contribution for WFP in 2022 of over USD 14 billion (WFP, n.d.), which was nevertheless lower than the identified budgetary needs of over USD 20 billion (WFP, 2022). WFP received 40% less in contributions in 2023 at USD 8.5 billion (WFP, n.d.), which is in line with pre-COVID-19 contribution levels. In 2022, WFP reached a total of 160 million people, representing a 25% increase from 2021 (WFP, 2023). 53% of people reached in 2022 were women and girls².

WFP is present in over 120 countries and territories, overseen by 6 regional bureaux (WFP, n.d.). WFP works with governments, other international organisations and over 1,000 NGOs around the world to implement its programmes (WFP, n.d.). In 2020, WFP was awarded the Nobel Peace Prize in 2020 "for its efforts to combat hunger, for its contribution to bettering conditions for peace in conflict-affected areas and for acting as a driving force in efforts to prevent the use of hunger as a weapon of war and conflict<sup>3</sup>." WFP's Executive Director, Ms Cindy McCain, has held the position since 5 April 2023 (WFP, n.d).



In 2022, WFP reached a total of **160 million people**, a 25% increase from 2021.



WFP is present in over 120 countries and territories, overseen by 6 regional bureaux.



As of January 2024, WFP had **23,500 staff**, more than 85% of whom are field-based.

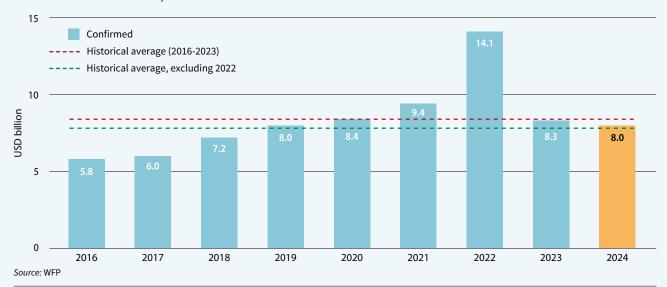


In 2023 WFP received a total of **USD \$8.5 billion** in contributions.



Cash-based transfers account for approximately 35% of WFP's total programming.

#### **CONTRIBUTIONS 2013-2023, in USD billions**



- 1. See WFP website, www.wfp.org (accessed in April 2024)
- 2. WFP Annual Report 2023.
- 3. https://www.nobelprize.org/prizes/peace/2020/wfp/facts/

TABLE 1. MOPAN MEMBER CONTRIBUTIONS TO WFP IN 2023 (as of May 2024)

Member	Contributions (USD)
USA	3 053 992 793
Germany	1 329 068 729
Canada	306 934 019
United Kingdom	290 941 716
Norway	224 592 452
Japan	208 974 498
Sweden	199 223 703
France	180 564 829
Switzerland	122 034 174
Netherlands	88 932 670
Republic of Korea	76 554 060

Member	Contributions (USD)
Australia	72 713 016
Denmark	52 488 383
Ireland	38 042 012
Belgium	33 513 997
Finland	31 068 236
Spain	26 331 084
Italy	24 716 891
New Zealand	17 825 433
Luxembourg	16 734 688
Qatar	5 401,749

Source: WFP, May 2024



Assistance to Afghani returnees from Pakistan as thousands of Afghans living in Pakistan cross back into Afghanistan after the Government of Pakistan's announcement that all undocumented Afghans must leave the country by 1 November 2023. WFP is provided emergency food assistance at border crossings and, in the first half of November, supported more than 200,000 people with fortified biscuits, in-kind food rations or cash assistance to help them cover their basic needs.

Photo: © WFP/Philippe Kropf

#### **ABOUT THIS ASSESSMENT**

This is the third MOPAN assessment of WFP, championed by Switzerland, the United States, and Türkiye on behalf of the MOPAN network. WFP was last assessed by MOPAN in 2017-18 (evaluation published in 2019). This assessment covers the period from January 2019 to January 2024, asking whether WFP is fit for purpose in a rapidly evolving global context. The assessment draws on multiple lines of evidence (documentary, survey and interviews) from sources within and outside the organisation, to validate and triangulate findings across 12 KPIs, which are in turn broken down into more than 220 individual indicators.

#### **METHODOLOGY APPLIED IN THIS ASSESSMENT**

MOPAN's 2022 study on Rethinking Effective Humanitarian Organisations (MOPAN, 2022) concluded that MOPAN needed to adapt its framework for assessing organisations working in crises to better reflect the nature of humanitarian operations – including the policy environment – and the practical requirements of working in crisis situations. MOPAN then worked under the guidance of a humanitarian advisory group – including MOPAN members, multilateral organisations, policy leaders and think tanks – to develop an adapted framework for multilateral organisations primarily working in crisis contexts. That framework was applied for this assessment. Key adaptations include:

- new crisis-specific areas, such as anticipatory action, humanitarian principles, the humanitarian-development-peace nexus, localisation and accountability to affected populations;
- increased focus on other critical areas such as procurement and staff safety and security;
- applying a crisis-specific lens to areas such as gender and preventing sexual exploitation and abuse (SEA) and sexual harassment (SH).

The adapted framework aligns to the five MOPAN 3.1 performance areas: strategic, operational, relationship, performance management and results. However, the micro-indicators (MIs) were adapted to ensure that they reflect the due diligence and learning needs of MOPAN members and multilateral organisations. Accordingly, the elements to guide the rating against the MOPAN rating scale were also adapted to fit these MIs.

#### **ABOUT MOPAN**

MOPAN is a network of 22 members that assesses multilateral organisations, shape performance standards, and champion learning and insights to strengthen development and humanitarian results and promote accountability. Capitalising on the network's unique cross-multilateral system perspective and expertise, MOPAN members work together to deliver relevant, impartial, high-quality and timely performance information as a public good through an inclusive and transparent approach. MOPAN's performance information mitigates risks, informs decision-making and supports change, helping to increase knowledge and trust among all stakeholders and ultimately to achieve a stronger and better-performing multilateral system.

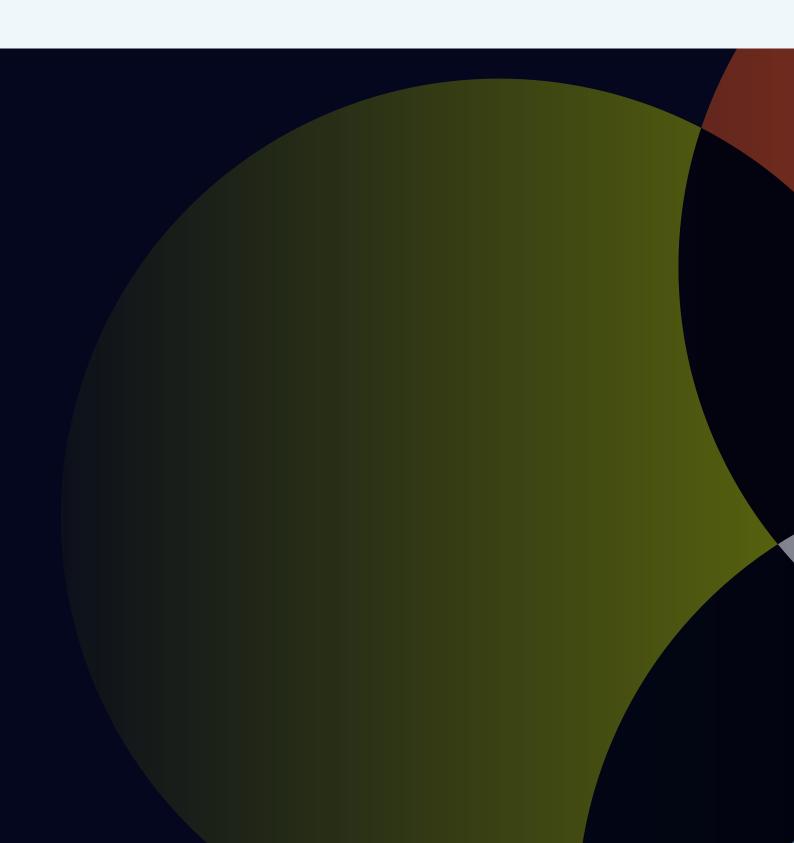
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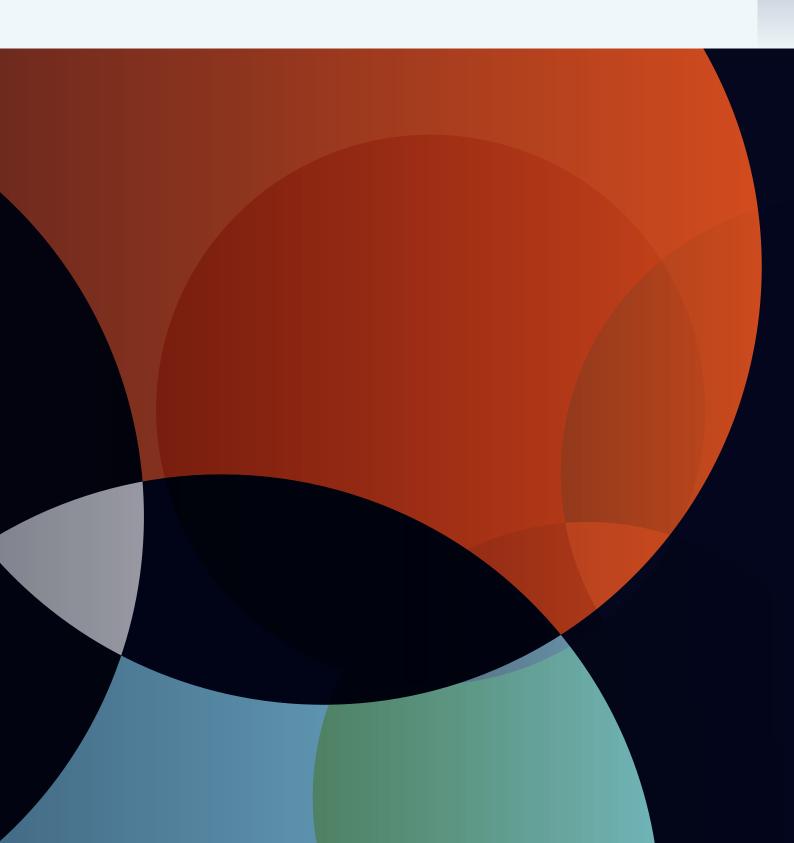


Since the beginning of the war on Gaza in October 2023, WFP has delivered more than one million food parcels to internallydisplaced families across the Gaza Strip.

Photo: © WFP/Ali Jadallah



## BACKGROUND TO THE ORGANISATION



#### **INTRODUCING WFP**

#### **Mission and mandate**

The World Food Programme was established in 1961 by resolutions of the Food and Agriculture Organization (FAO) Conference and the UN General Assembly, as an agency to provide emergency food relief to afflicted areas. It launched its first development programme in Sudan in 1963. Today, WFP is the world's largest humanitarian agency with more than 23,000 staff, of whom 87% are field based. It has a dual mandate, often summarised as "saving lives" (meeting food and nutrition needs in emergencies) and "changing lives" (building resilience in communities and addressing the root causes of hunger). WFP aims to bring life-saving relief in emergencies and to use food aid to promote peace, stability and prosperity for people recovering from conflict and disasters. In 2022, a record year of funding for the organisation, WFP reached a total of 160 million people, representing a 25% increase from 2021 (WFP, 2023). Of the total people reached in 2022, 53% were women and girls (WFP, 2023).

WFP works with governments and over 1,000 NGOs around the world to implement its programmes. Other significant UN partners include UNHCR, UNICEF, FAO, IFAD, and UNDP. In 2020, WFP was awarded the Nobel Peace Prize "for its efforts to combat hunger, for its contribution to bettering conditions for peace in conflict-affected areas and for acting as a driving force in efforts to prevent the use of hunger as a weapon of war and conflict." (The Nobel Prize, n.d.).

#### Governance and oversight arrangements<sup>1</sup>

WFP is governed by an Executive Board, comprising 36 elected member states. Of these, 18 are elected through the FAO Council and 18 through the UN Economic and Social Council.

WFP Executive Director, Ms Cindy McCain, who has held the position since 5 April 2023, was jointly appointed by the UN Secretary-General and the Director-General of the FAO. The Executive Director is appointed for one five-year term, re-appointable once for a second five-year term, and bears responsibility for the administration of WFP, overseeing the implementation of its programmes, projects, and other activities. The Senior Leadership team is made up of the Executive Director, a Deputy Executive Director and Chief Operating Officer, a Chief of Staff and three Assistant Executive Directors (WFP, n.d).

The WFP Office of the Inspector General undertakes objective and independent audits as well as investigations into suspected wrongdoing, misconduct and fraud, and advises management and the Executive Board on its findings, concerns and opportunities for improvement. The scope of work includes all programmes, systems, processes, operations and activities undertaken by WFP.

#### **Organisational structure**

WFP has grown since the last MOPAN assessment, which noted that in 2018 WFP employed approximately 17,000 people, 88% of whom were based in the field (MOPAN, 2019). As of January 2024, WFP had 23,500 staff, more than 85% of whom are field based (WFP, 2024). With its HQ in Rome, WFP is present in over 120 countries and territories with 6 regional bureaux covering Latin America and the Caribbean; Eastern Africa; Southern Africa; the Middle East and North Africa; Central Asia and Eastern Europe. WFP manages five strategically located humanitarian support hubs and a number of centres of excellence worldwide. It has an innovation accelerator based in Germany, two regional innovations hubs (in Kenya and Colombia) and four innovation units (in Jordan, Kenya, Tanzania and South Sudan).

#### **Strategic planning**

WFP is working under a four-year Strategic Plan for the period 2022-25 (WFP, 2021) and is currently undertaking a midterm review of the strategy. There is significant continuity with the previous five-year strategy and SDGs 2 (Hunger) and 17 (Partnerships) remain central to its approach. WFP is not keen to revise its strategic direction between plans, despite the changes implemented by the new management team as of April 2023. The Strategic Plan has five strategic outcomes:

- 1. People are better able to meet their urgent food and nutrition needs.
- 2. People have better nutrition, health and education outcomes.
- 3. People have improved and sustainable livelihoods.
- 4. National programmes and systems are strengthened.
- 5. Humanitarian and development actors are more efficient and effective.

These outcomes are appropriate, but very wide ranging, and do little to limit country offices from undertaking almost any humanitarian or development activity for which they have funding. The plan lays out the context of WFP's operations, which are guided by seven principles: people-centred; humanitarian-principled; country-owned; context-specific; programme-integrated; risk-informed; and evidence-driven. The plan is supported by the corporate results framework 2022-25 which provides a performance and accountability framework with comprehensive indicators to measure and demonstrate WFP's response to humanitarian needs.

Another key document is the corporate Management Plan, 2024-2026 (WFP, 2023), which operationalises WFP's strategic approach on the basis of projected budgets and is revised annually.

At country office level, the full roll out of CSPs has been a significant achievement since the last MOPAN assessment. These are aligned with the Strategic Plan and other corporate policies and guidance and take forward WFP's approach in each of its countries of operation.

WFP regularly monitors progress on its implementation of recommendations set out in the previous MOPAN report.

#### **Finances and operations**

WFP is funded by voluntary contributions, principally from government donors. WFP identifies needs-based budgets each year, which highlight the significant gap between its overall budget requirements and the funding it receives. A high proportion of WFP's funding is earmarked for specific situations, crises or activities. While both the budget and the needs have increased in recent years, the funding gap has risen in dollar terms. This is likely to continue to worsen in the context of declining donor aid budgets and rising levels of need.

WFP's income rose steadily from USD 4.4 billion in 2013 to USD 9.6 billion in 2021. Global food crises then led to a record income for WFP in 2022 of over USD 14.1 billion (WFP, 2023). In 2023, WFP's total income fell by over 40% to USD 8.5 billion, while total budgetary needs were USD 22.8 billion – a shortfall of 64% (WFP, 2024). The United States gave USD 7.24 billion in 2022, just over 50% of the total and up from USD 3.8 billion in 2021 (WFP, 2024). This fell to USD 3.05 billion in 2023 (WFP, 2024). However, the United States remained by far the largest donor in 2023 at 36% of, followed by Germany (16% of overall voluntary contributions) and Canada (4%).

Although needs continue to rise, donor contributions for 2024 are likely to remain lower than in 2022. WFP's projected operational requirements for 2024 are USD 23 billion, while the forecast contribution revenue is USD 8 billion (WFP, 2023).

16 000 Total revenue (contributions and other revenue), USD millions Total expenses 14 418 14 000 12 000 11 448 10 864 9 768 10 000 9 124 8 904 8 882 8 271 8 054 8 000 7 613 6 000 4 000 2 000 0 2021 2022 2023

FIGURE 3: WFP TOTAL REVENUE AND TOTAL EXPENSES (USD MILLIONS) FROM 2019-2023

Source: (WFP, 2020; WFP, 2021; WFP, 2022; WFP, 2023; WFP, 2024)

Contributions from WFP's top ten donors represent a high proportion of its total funding, but over the review period their dominance has declined. In 2019, contributions from the top ten donors accounted for 87% of total contributions (WFP, 2020) whereas in 2023, this fell to 78%. (WFP, 2023, p. 10). WFP has seen some expansion of income from the private sector and from IFIs over the assessment period, but these remain a small proportion of overall revenue (Table 2).



Serke Kassa, 35 a mother of five living in Tenta Wereda, Kulbit Amba village, Ethiopia, started selling soft drinks and fattening sheep following the assistance, technical support and access to micro insurance, credit and saving services aimed at protecting her food security and livelihoods in the face of shocks.

Photo: © WFP/Michael Tewelde

TABLE 2. TOP 10 WFP DONORS IN 2023 (as of May 2024)

	Member	Contributions (USD)
1	USA	3 053 992 793
2	Germany	1 329 068 729
3	European Commission	504 672 551
4	Canada	306 934 019
5	United Kingdom	290 941 716
6	Private donors	270 434 702
7	Benin	224 790 798
8	Norway	224 592 452
9	Japan	208 974 498
10	Sweden	199 223 703

Source: WFP, May 2024



WFP has recently been awarded an in-kind contribution of high-quality rice for the Rohingya refugees from Korea's Ministry of Agriculture, Food and Rural Affairs (MAFRA). After more than a month of journey, the rice donation from the Republic of Korea arrived at Chittagong Port, Bangladesh.

Photo: © WFP/Saikat Mojumder

#### SITUATIONAL ANALYSIS

#### **Changes to the operating context**

WFP's operational environment is more complex and volatile than at the last MOPAN assessment five years ago and the level of need has increased. Wars have led to an increase in the numbers of people being displaced; global food prices have risen, and climate change is leading to hotter temperatures, more severe storms and increased drought. WFP had to respond flexibly to COVID-19 and its aftermath. Long-standing emergencies in countries such as Afghanistan, Nigeria, Somalia, South Sudan, Syria and Yemen continue while new or renewed conflicts in Haiti, the Sahel, Sudan, Ukraine and, most recently, the evolving conflicts in the Middle East, have led to a sharp increase in the number of people in need of humanitarian assistance (Figure 4).

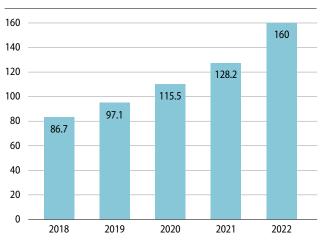
WFP estimates that in 2024, in countries where it works and where there is available data, up to 309 million people across 72 countries will be facing acute levels of food insecurity (WFP, 2024). This is an increase of almost 200 million since early 2020 (pre-COVID-19 levels). WFP's food procurement costs rose by 39% between 2019 and 2022 due to the war in Ukraine, which affected the country's wheat production and export, global inflation and supply chain disruption (WFP, 2023).

#### Shifts in the policy environment

The SDGs continue to provide the framework for WFP's operations, particularly SDG 2 (Zero Hunger) and SDG 17 (Partnerships). The World Humanitarian Summit of 2016, and the Grand Bargain agreed at that event, have led to shifts in ways of working to empower people in need and to improve the effectiveness and efficiency of humanitarian action. WFP has signed up to all the Grand Bargain commitments.

As a member of the Inter-Agency Standing Committee (IASC), WFP is the cluster lead for logistics and emergency telecommunications, and the co-lead, with FAO, for the food security cluster. WFP has a memorandum of understanding

FIGURE 4: **PEOPLE ASSISTED BY WFP FROM 2018 TO 2022** (in millions)



Source: (WFP, 2020, 2021, 2022, 2023)



WFP food reaches cyclone affected people in Rakhine, Myanmar. A family from Sittwe township enjoys lunch with food assistance provided by WFP in the immediate aftermath of Cyclone Mocha.

Photo: © WFP/Su Myat Yadanar

(MoU) with the UN High Commissioner for Refugees (UNHCR) (WFP and UNHCR, 2011) and provides food assistance in contexts where there are more than 5,000 refugees in need of support, with additional provisions covering cash assistance and data sharing. There has been an increase in the past five years in funding from IFIs, including the World Bank, which is focused on national programmes where WFP has technical and operational comparative advantages, primarily in crisis response.

COVID-19 had a profound, systemic effect on WFP, and its internal and external context. This is addressed in Chapters 2 and 3. WFP has expanded its cash programming over the past five years and cash-based transfers are currently about 35% of total programming (WFP, n.d.). This was accelerated by COVID-19 because of the benefits of being able to provide support on a remote basis. WFP is a member of a number of cash working groups and coalitions worldwide, working with governments, international organisations and civil society partners to deliver cash-based humanitarian assistance.

In 2020, WFP signed up to the OECD's Development Assistance Committee (DAC) Recommendation on the Humanitarian-Development-Peace nexus, a shift towards more coherent approaches to working between different actors in the same contexts. WFP co-leads, with the United States, the DAC-UN Dialogue on the implementation of the DAC Recommendation, which aims to foster joined-up implementation of the DAC Recommendation in fragile and conflict-affected contexts.

In 2024, WFP Executive Director, Cindy McCain, assumed the IASC Championship on Protection from Sexual Exploitation and Abuse and Sexual Harassment (PSEAH) (IASC, 2023).

#### **Organisational restructuring**

WFP is currently undergoing an extensive organisational restructuring, in the context of a challenging financial and operational situation. The new organisational structure is designed to enhance collaboration, and to improve efficiencies and effectiveness (Figure 5). The first phase of the restructuring exercise, as presented to the Executive Board at the November 2023 session, resulted in a revised top-level structure which saw a reduction in the number of HQ departments (from five to three), each headed by an Assistant Executive Director. The second phase of the exercise finalised the new divisional structure and reduced the number of divisions by 26%, from 31 to 23 (WFP, 2024). Implementation of the organisational changes from phases one and two began in February 2024. The third phase, addressing the regional configuration, began in second quarter of 2024 and is planned to be completed by the final quarter of 2024 (WFP, 2024). The organisation is also exploring the potential for economic efficiencies through further digitalisation and the expanded use of artificial intelligence, including for knowledge management.

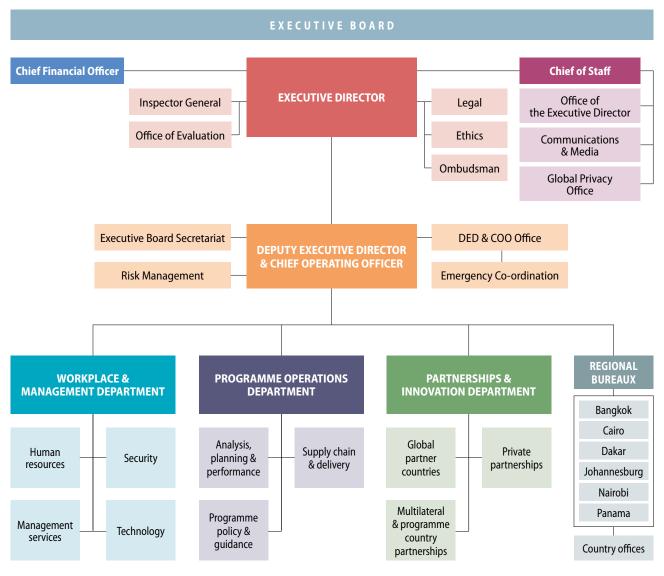


FIGURE 5: WFP ORGANISATIONAL STRUCTURE, from February 2024

Source: (WFP, 2024)

#### **PREVIOUS MOPAN ASSESSMENTS**

This is the third MOPAN assessment conducted for WFP, following those in 2013 and 2017-18. The last assessment found that the WFP had made significant progress in several areas since the MOPAN assessment in 2013, but also identified areas for improvement. The 2017-18 MOPAN assessment concluded that WFP was strengthening its capacities to respond to humanitarian and development needs. It had successfully aligned its long-term vision to the SDGs on zero hunger (SDG 2) and partnerships to support SDG implementation (SDG 17), which were consistent with its dual humanitarian and development mandate and comparative advantage. WFP was reforming to have a stronger focus at country level and to be an enabler as well as an implementer. The assessment noted that WFP had appropriate planning, budgeting, oversight and accountability mechanisms, which enabled it to deliver at country level, although these were still in the process of bedding down. WFP's management response in July 2019 endorsed the MOPAN report and included detailed responses under 24 of the MIs, including cross-cutting issues, human resources, knowledge management and sustainability. We have seen evidence of WFP referencing the MOPAN report in a range of its policy and strategy documents produced since 2019.

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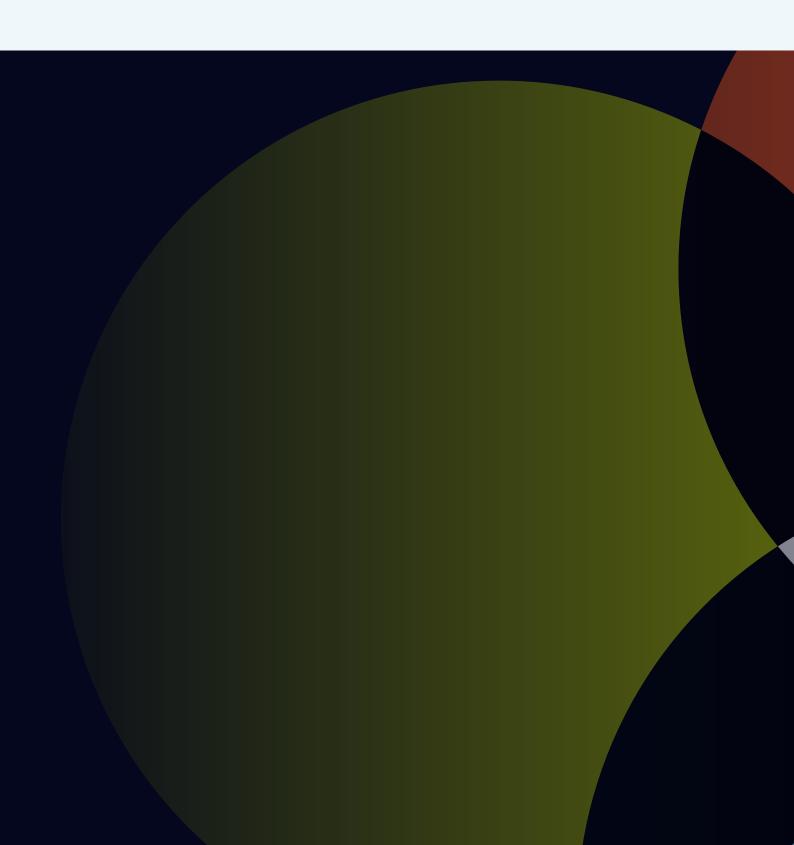
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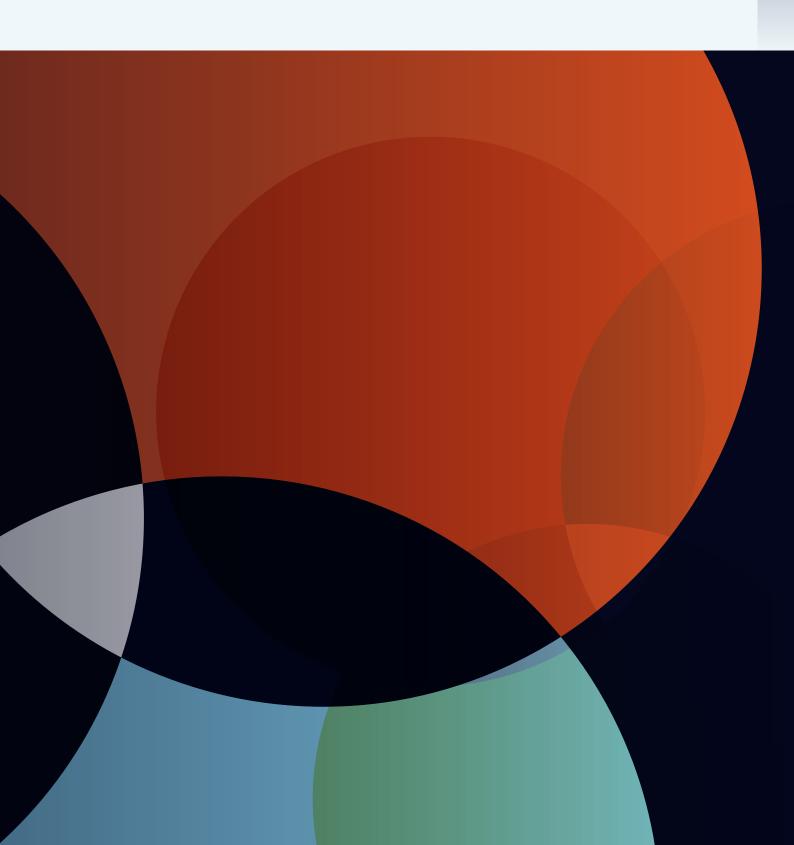
Wayanad, Kerala, India.

WFP is working to improve the efficiency, accountability and transparency of India's own subsidised food distribution system, which brings supplies of wheat, rice, sugar and kerosene oil to around 800 million poor people across the country.

Photo: © WFP/Rafi P



## DETAILED LOOK AT FINDINGS



Since the last MOPAN assessment in 2017-18, WFP has scaled up in response to a rapid expansion in global crises, with budgets and staffing expanding rapidly. This was followed by significant funding reductions in 2023 and 2024, and an accompanying recalibration of the organisational structure and programming.

This chapter provides an overview of WFP's response to the issues raised in the last MOPAN; highlights WFP's key strengths; analyses the progress on WFP's restructuring exercise and other current initiatives; and outlines the challenges that WFP will need to address in the future as it faces an even more complex and challenging world.

#### WFP'S RESPONSE TO THE LAST MOPAN ASSESSMENT

The 2017-18 MOPAN assessment, published in 2019, identified four strengths and four areas for improvement for WFP (Box 3).

#### Since the last MOPAN assessment, WFP has consolidated its strengths

The new WFP Strategic Plan 2022-25 demonstrates continuity with the previous plan and maintains the strong linkages to SDGs 2 and 17. WFP's relevance and responsiveness were demonstrated in its agile response during the COVID-19 pandemic. The country level focus has continued to expand with the full rollout of CSPs, which has strengthened WFP's planning, agility, fundraising and focus on cross-cutting issues. WFP's oversight and evaluation functions continue to be independent and highly rated.

#### There is evidence of progress in all the areas for improvement, although more needs to be done

WFP has widened its **partnerships** at all levels, and now has over 1,000 NGO co-operating partners. Relationships with other UN agencies and INGOs generally remain strong. The relationship with FAO is often poor, however, despite a significant focus on collaboration between the Rome-based agencies. This arises primarily from the different mandates, skill sets, and cultures of the two organisations. There is also some competition between UN agencies, and risk of overlap, particularly with development agencies, as WFP moves more into the "changing lives" work. In addition,

#### Box 3. Previous MOPAN assessment of main strengths and areas of improvement

#### **Main strengths**

- 1. Clear and cohesive long-term vision.
- 2. Highly relevant and responsive organisation.
- 3. Increasingly better oriented to deliver results at the country level.
- **4.** Robust oversight and evaluation structures and functions.

#### **Areas for Improvement**

- 1. New approach to partnerships not yet fully realised.
- 2. Structured workforce planning lags other aspects of reforms.
- **3.** CRF needs to be refined.
- 4. Knowledge management system not yet sufficiently integrated to support learning and improvement.
- 5. No systematic implementation all cross-cutting priorities.

Source: Adapted from MOPAN (2019) MOPAN 2017-18 Assessments: World Food Programme, https://www.mopanonline.org/assessments/wfp2017-18/WFP%20Report.pdf

WFP has developed relationships with IFIs, with a particular focus on delivering social protection programming in hard-to-reach locations. Private sector partnerships have grown, but from a low level, and have particular importance for innovation. Some NGO partners feel that they are treated as implementing rather than cooperating partners and would like to be more involved in strategic discussions and decision-making.

**Workforce planning** has been strengthened since the last MOPAN. Workforce 2020 is a corporate investment initiative aimed at ensuring that WFP's workforce is appropriately managed and has the capabilities for leading and delivering on its corporate and CSPs. WFP has invested significantly in developing and implementing a people policy, involving major changes to the way in which it manages personnel. The performance and competency enhancement system (PACE) has been strengthened by adding a real-time feedback tool, which can help recognise successful performance, and by reinforcing line manager accountability. The staffing framework (SF) issued in 2021 is a new development since the last MOPAN assessment to ensure that corporate and country-level objectives drive staffing. However, WFP continues to experience challenges in staffing remote and dangerous locations, especially with regard to deploying and retaining female staff.

A **corporate results framework** (CRF) has been developed and has expanded the collection of higher-level indicators. In 2023, WFP published an indicator compendium to accompany the CRF, providing guidance for country teams and including a menu of indicators for gender equality and other cross-cutting issues, addressing concerns raised in the last MOPAN assessment. Staff complain, however, that the number of indicators continues to expand rapidly. Collection of data is seen as a burden to country offices, with the results being primarily used for producing aggregate results at corporate level, rather than for operational benefit.

There is wide recognition of the quality of knowledge and information generated by WFP, especially from evaluations, but **knowledge management** continues to be a weakness. Staff commented that they find it very difficult to access relevant information for key decisions. Knowledge transfer is often based on personal contacts. Many staff saw the potential for Artificial Intelligence to provide solutions in this area.

Progress has been made on **cross-cutting issues** since the last MOPAN, but further work is needed. WFP has made progress on gender equality and women's empowerment. The Board monitored progress on the implementation of the gender policy in December 2023. The new gender-related indicators in the CRF, including the introduction of qualitative data collection methods, is likely to enable WFP to better track the implementation of the revised gender policy and allow country offices to undertake more qualitative reporting on gender outcomes. The first year of reporting against these indicators, however, is 2024, so it is too early to assess the impact these changes will have. Partners were pleased with the implementation of protection policies, with a notable shift from protection being an "add-on" to becoming a priority. However, some gaps remain, such as the absence of a specific child safeguarding and protection policy. Awareness of the environment policy is limited within the organisation and the use of screening tools for environmental impact is not compulsory. There is limited funding for environmental sustainability action. In 2020, WFP developed its first corporate disability inclusion road map and, building on this, needs to do more to support people with disabilities.

#### WFP'S KEY STRENGTHS

#### WFP demonstrates unique capacity for humanitarian response

WFP is the first organisation that donors and other governments turn to in responding to a food crisis. WFP has an unparalleled local presence, reaching into remote locations, and an impressive speed of response. WFP has scaled up rapidly and effectively to address the increasing level and complexity of crises since 2018, including the Sahel, Ukraine, Sudan and the evolving conflicts in the Middle East. It has strong logistics, dynamic financial mechanisms to pre-fund responses and a committed, dedicated and skilled workforce with high levels of mobility although there are challenges in staffing remote locations, especially for women.

WFP has developed its mechanisms for interventions, including moving strongly towards cash-based transfers, especially during the COVID-19 pandemic. On the commodities side, WFP has well-developed food procurement policies and mechanisms. It undertakes global procurement of food with strategic stockpiles enabling it to respond rapidly to sudden-onset food crises. It also prioritises local and regional markets, including innovative mechanisms for stock pre-positioning, and works effectively to limit local market distortions.

WFP demonstrated its agility, showing strong performance during COVID-19. This adaptability will be vital as WFP faces a rapidly changing and challenging global context (Box 4).

#### WFP exercises a clear leadership role in the humanitarian community

WFP takes a clear leadership role in the response to humanitarian emergencies, through its own programmes and in the cluster system.

In terms of inter-agency support, WFP leads the clusters on emergency telecommunications and logistics and is the co-lead with FAO in the Food Security Cluster, providing dedicated staff and resources. In addition, WFP often leads on access negotiations for non-refugee emergencies and collaborates well with governments and UN partners, including UNHCR and UNICEF. WFP is the provider of a range of vital, and highly appreciated, common services for the humanitarian system, including the UN Humanitarian Air Service. WFP has expanded its range of cooperating partners at national and international levels. Relationships with the humanitarian community are generally strong, although WFP is sometimes accused of "going it alone" and some national NGOs feel they are only being used as implementing agencies rather than partners.

In terms of its own work, WFP demonstrates evidence-based programming. It invests heavily in data collection and vulnerability assessments, often as a service to the humanitarian system as a whole. The organisation uses this data and evidence effectively to meet needs, however some partners are critical of WFP for using its data dominance to maintain its pre-eminent position in humanitarian responses in some contexts.



Svria – cash based transfer beneficiary of out of school programme. Shamsah processes payment using technology provided by WFP. Her daughters didn't attend school because of the security situation in their neighborhood (Al-Joura) and were displaced for several vears.

Shamsah's main concern was her daughters' education, as she believes that knowledge and graduation from university will protect her daughters' future.

Photo: © WFP/ Carlos Munoz

#### **Box 4. WFP adapted rapidly during COVID-19**

## WFP responded strongly to COVID-19, rapidly adapting its systems and procedures and demonstrating operational flexibility.

WFP commissioned a major "Evaluation of the WFP response to the COVID-19 pandemic" published in January 2022. This evaluation, supplemented by our interviews, provides a positive picture of WFP's COVID-19 response. Overall, the evaluation found that, WFP, like most international bodies, entered 2020 unprepared for a pandemic on a global scale, but adapted swiftly to face the new demands. CSPs were revised to meet new conditions as the pandemic unfolded. In 2020, 66 CSPs were revised, and their combined budgets increased by USD 4.3 billion through COVID-19–related additional resources. This was despite the fact that country offices struggled with the budget revision process, which can involve up to 120 separate steps and take on average between four and five months, including approval.

Beneficiary targeting was adapted to needs, including through the identification of new beneficiaries and the transfer of existing beneficiaries to new forms of assistance, such as from school feeding to social protection schemes. A particular area of expansion was urban targeting, in which WFP had little recent experience. Refugees, internally displaced persons (IDPs) and resident beneficiaries in urban areas were reached in greater numbers than before the pandemic.

#### Cash programmes expanded significantly

Cash-based transfer programmes expanded significantly, with a 37% increase in the use of cash in 2020, growing to USD 2.1 billion, and a further USD 1.7 billion distributed in the first nine months of 2021. In 65 countries, WFP supported governments in scaling up and adapting existing social protection measures in response to COVID-19. The response served a record 115.6 million beneficiaries in 2020, exceeding those reached in 2019 by almost 20% (97.1 million). In all, 93% of targeted beneficiaries were reached, with a range of 84–100% across all six regions. Ninety million people were served in the first half of 2021.

#### WFP's response was internationally appreciated, and the worst risks were avoided

WFP assistance prevented any significant deterioration in the food security and nutrition status of its beneficiaries. In the context of the pandemic, this was a significant achievement. Facing physical access constraints, WFP adapted to keep the flow of communication with affected populations open, including through third-party monitoring, toll-free hotlines and call centres. Efforts were also made to maintain community feedback mechanisms, although with greater reliance on remote communication and technology than before. Areas where action was still needed included knowledge management, capacity for gender equality and accountability to affected populations. Timeliness was mixed, with delays or temporary suspensions caused by biosecurity requirements, adaptation to government restrictions, and supply chain constraints.

Despite a steep learning curve, the scaling up of WFP common services provision, including cargo and passenger transport, medical supplies and medical evacuation facilities, elicited significant international appreciation and respect. All partners highly valued the timeliness and agility of service provision.

Source: (WFP, 2022) and assessment team document review and interviews with WFP staff and partners.

WFP also engages in global policy and advocacy efforts on food security, often together with its partners. Here, the organisation uses its knowledge of current and emerging crises to highlight the needs of affected countries on behalf of the humanitarian community through its global appeals. Food systems summits are a key focus for WFP's advocacy action seeking to mobilise stakeholders to achieve the SDGs.

Finally, WFP supports other humanitarian organisations and local partners. It continuously innovates in areas such as food distribution, nutrition programmes and emergency response mechanisms. By developing and implementing best practices, WFP sets standards for other humanitarian organisations to follow. WFP also works on behalf of the global humanitarian community to invest in building the capacity of local governments and organisations to respond effectively to food emergencies. Through training programmes and technical assistance, it empowers communities to address their own food security challenges and to build resilience in anticipation of future crises.

#### WFP has effectively decentralised its operations

WFP has made substantial efforts to decentralise its operations to respond better to the diverse needs of the communities it serves. Decentralisation includes delegating decision-making authority to regional and country offices to respond quickly to emerging crises and adapt programmes to local contexts. Country directors and regional directors have the autonomy to make strategic and operational decisions based on the needs and priorities of the populations they serve, enabling them to implement programmes more efficiently and effectively.

Regional bureaux serve as hubs for co-ordination, technical support, and capacity building for country offices within their respective regions. They have grown rapidly over the past five years and elicited both positive and negative feedback from country offices during this assessment. The role of regional bureaus is currently under review within the corporate restructuring exercise and there is need to better reflect the very different needs of the different regions, especially in the context of reduced resources, as well as increasing efforts to address important cross-border issues.

Country offices are responsible for implementing WFP's programmes, managing resources, and co-ordinating with local governments, partners and communities to address food security and nutrition needs. Decentralisation at country level has helped WFP to work with and through country systems and to make its responses more context specific. Staff at country level feel empowered. WFP collaborates closely with governments, non-governmental organisations, United Nations agencies, and other partners at country level. Decentralisation enables WFP to engage in meaningful partnerships and leverage resources and expertise to enhance the impact of its programmes.

The full rollout of the CSPs has significantly strengthened WFP's planning and fundraising, and its ability to address cross-cutting issues at country level. CSPs have moved WFP towards multiannual results and more effective consultations with partners. They are supported by strong systems of design and evaluation. They are often aspirational, however, and are accompanied by an operational plan with a more realistic ambition in terms of financial resources. It would be better if the public-facing CSP more closely reflected forecast resource levels.

#### WFP is transparent with robust oversight functions

WFP has a strong internal culture of transparency. Staff are open about discussing issues and all internal audit reports and evaluations are published, alongside management responses, on the WFP website, subject to data protection concerns. WFP has effective independent oversight and audit functions that monitor and evaluate the organization's financial management, risk management, compliance with policies and procedures, and overall governance through the Office of the Inspector General, the Office of Evaluation, the Office of the Ombudsman, the Ethics Office, the Independent Oversight Advisory Committee and the External Auditor, all reporting to the Board. The Office of the Inspector General is fully independent and carries out rigorous internal audit and investigation functions. Oversight and judicial bodies are adequately resourced and have been protected from the current budget cuts, although reductions are expected in 2025. The Board will continue to monitor the adequacy of funding for oversight offices.

WFP was classified as a clear leader in independent evaluation in a 2021 peer review<sup>1</sup> and its evaluation function continues to perform well. WFP's Director of Evaluation heads an independent function and has full discretion over

evaluation selection and approval and issuance of evaluation reports to the Board. Funding for evaluations has more than doubled between 2017 and 2021. Since the last MOPAN assessment, the most important change has been the creation of the decentralised evaluation function, which has gained momentum in recent years. Evaluations support learning at programme level and within country portfolios, but there is a gap in the sharing of lessons systematically between countries.

A new evaluation policy was approved in February 2022, implemented through the Corporate Evaluations Strategy 2022 and supported by an impact evaluation strategy covering the period up to 2026. The choice of evaluation topics is appropriate, ensuring full coverage of CSPs and systematic coverage of WFP's policy and strategic commitments. Mechanisms are in place to ensure that commissioned evaluations are free from undue influence and that reporting is unbiased and transparent. There is a good response to evaluation recommendations, but learning is not fully disseminated through the organisation due to weaknesses in knowledge management systems.

#### **WFP'S CURRENT ISSUES**

#### WFP is undertaking a necessary organisational restructuring at a demanding time

WFP is undertaking a major restructuring exercise to address the weaknesses in its current organisational structure. This is in the context of severe reductions in operating budgets, which could have been anticipated earlier, particularly given trends in income over the past ten years and the extraordinary supplementary allocations received in 2022, which were never likely to be repeated. Management's future vision for WFP is based on its geographical "presence" and having an effective "toolkit" of skills and instruments. This seems well suited to a lower funding environment, while still retaining WFP's ability to scale up rapidly in response to crises. The progress on restructuring is summarised in Box 5.



WFP's resilience projects in Hamdaniya and Mosul, Ninewa help support vulnerable conflict-affected families to start and sustain successful businesses. Pastries, yoghurt, tahini, pies (kibbe), pickles, are just a few of their newly learned skills they have put to good use to create sustainable incomes.

Photo: © WFP/Sharon Rapose

#### Box 5. WFP's organisational restructuring

The first two phases of WFP's newly implemented organisational structure (which came into effect in February 2024) and the planned third phase (due for completion by the end of 2024) reflect the vision and core activities of the organisation and addresses the division of labour between HQ, regional bureaux and country offices. The organisational restructure attempts to respond to weaknesses that had previously been identified, in particular duplication and lack of coordination, and insufficient clarity of roles and responsibilities, including how advisory functions were divided between HQ departments and regional bureaux.

#### Phase one - restructuring the Rome HQ

In October 2023, WFP issued an addendum to the WFP management plan, which presented the first phase of a department-level restructure proposed to "bolster coordination, clarify roles, and streamline internal bureaucracy". This reduced the number of corporate divisions to encourage more joined up working. There are now three departments instead of five, each headed by an Assistant Executive Director. Key changes include:

- All human resource related functions and services, and support services are now consolidated into the new Workplace and Management department comprising four divisions: Human Resources; Management Services; Security; and Technology.
- The Programme Operations Department provides end-to-end programme delivery support from headquarters.
   The department comprises 3 divisions: Analysis, Planning and Performance (including CSP programme budget management); Programme Policy and Guidance; and Supply Chain and Delivery.
- The Partnership and Innovation Department drives WFP's partnership strategy, working to diversify partnerships, ranging from multilaterals to the private sector. As such, the department comprises 3 divisions: Multilateral and Programme Country Partnerships; Global Partner Countries; and Private Partnerships.
- In addition to the three departments, the Chief Financial Officer, who is the organisation's senior financial
  advisor, reports to the Executive Director. The Chief Financial Officer's Division drives effective planning,
  allocation and utilization of resources and oversees the financial cycle, from corporate planning, through
  budgeting, performance management and the recording of accounting transaction and payments to
  financial performance reporting.
- Direct reports to the Executive Director include the Deputy Executive Director and Chief Operating Officer, who oversees two divisions, the Chief of Staff, and the Chief Financial Officer, who each oversee services and offices.

#### Phases two and three - divisional structure and regional bureaux

The second phase of the exercise finalised the new divisional structure and reduced the number of divisions by 26%, from 31 to 23. Implementation of the organisational changes from phases 1 and 2 began in February 2024. The third phase, addressing the regional configuration, began in Q2 of 2024 and is planned to be completed by the final quarter of 2024. The aim of this phase is to "refine clear roles and responsibilities of HQ and regional bureaux in strategic guidance, technical support and management oversight".

Source: WFP, 2023; WFP, 2024; WFP, 2024



Yousri Saif, 32, collects his WFP food basket in a WFP food distribution point in Qataba district, Ad Dali, in Yemen.

WFP supports
nearly 13.1 million
people with food
assistance in Yemen,
prioritising areas
with the highest
rates of food
insecurity in a bid
to improve the food
security status of
the population and
prevent widespread
famine.

Photo: © WFP/

Although the aims and vision of the restructuring exercise are positive, it is too early for the MOPAN assessment team to form a view on its effectiveness. The assessment has however noted that:

- The restructuring is a measured approach to addressing duplication and siloed working and offers the prospect
  for greater clarity and reduced costs. WFP's budget and staffing had increased rapidly over the last five years to
  2022, without clear planning, leading to a duplication of functions and a more siloed approach, which has been
  recognised by management.
- The restructuring process and associated budget cuts have created anxiety among staff, who have generally not been consulted. However, uncertainty has been minimised through implementing the restructuring rapidly.
- The role of regional bureaux needs clarity and reform, recognising that some regions need more technical support than others and that there is need to focus more on regional and cross border issues.
- Widespread cuts of 25% in operating budgets at HQ and regional bureaux, which were introduced in parallel
  with the restructuring, were not necessarily the best approach and WFP could instead have used the cuts to
  work differently, under a rationalised business model. This approach has subsequently been subject to review
  by WFP.
- While the restructuring has the potential to improve efficiency and reduce silos and overlaps, WFP needs to take
  care not to weaken important parts of the organisation, including those working on oversight and on crosscutting issues, through reduced staffing and budgetary resources.
- WFP is better at scaling up than scaling down and does not have a systematic approach to exit strategies.
- WFP should document lessons from this reform for future periods of expansion and contraction.

#### WFP is addressing the causes of very serious aid diversion incidents

Aid diversion in Ethiopia and Somalia has eroded donor trust in WFP, which will take some time to rebuild. The incidents highlighted long-term weaknesses in procedures, staff roles, transparency and effective communications with donors. The resulting aid suspension in Ethiopia had serious negative consequences for beneficiaries but allowed space for WFP to restructure its systems and ways of working. (Box 6).

To mitigate risks in the future, WFP is rolling out a comprehensive reassurance plan, however:

- The plan will add significant costs in some areas, through increased investment in beneficiary identity management, enhanced monitoring and tracking of food supplies from origin to destination, which donors need to recognise and fund.
- WFP needs to improve external communications and have frank and honest discussions with donors and the Executive Board on risk tolerance levels, given the environments in which it works and the impossibility of eliminating aid diversion completely.

WFP needs to improve internal communications in order to address concerns of in-country staff about whether the organisation will support them when things go wrong, given its response to the Ethiopia aid diversion incident.

#### WFP needs to do more to address severe financial challenges

WFP faces significant financial risks with declining resources, heavy earmarking and a high dependence on its top donors. Overall resources fell by 40% between 2022, which was an exceptional year, and 2023. The United States provided USD 7.2 billion to WFP in 2022, an increase of USD 3.4 billion over 2021 funding levels, but then reduced funding back to more regular contribution levels of USD 3.1 billion in 2023. As donors face increasing scrutiny of aid budgets at home, there is a risk that they may increasingly insist on funding their own political priorities rather than meeting needs, which may further limit WFP's operational flexibility. WFP is clear on the need to diversify its funding base and access new sources of finance. It has developed fundraising strategies at the country level and for the private sector, but it does not have an overall corporate funding strategy, and finding new major donors will not be easy.



Over 56%, or an estimated 7.1 million people, in South Sudan and more than 1.6 million children are suffering from malnutrition.

WFP provides lifesaving food and nutrition assistance, prioritising communities facing the highest levels of food insecurity.

Photo: © WFP/Eulalia Berlanga

#### Box 6. WFP's response to aid diversion

#### Major aid diversions uncovered in Ethiopia and Somalia

In 2022, WFP was alerted by the US government to a major aid diversion in Ethiopia. Distribution of food had been delegated to local government authorities without adequate supervision. This is turn led to food being diverted to feed the national army fighting in the Tigray region. WFP is also responding to fraud in Somalia reported in 2022, in which food aid was diverted as rental payments to landlords who were allowing IDPs to shelter on their lands. These instances highlighted long-term weaknesses in WFP's procedures and staff roles. Donors felt that the Ethiopia experience raised red flags over aid diversions and weaknesses in WFP's internal oversight mechanisms. External stakeholders argued that the fraud exposed in Ethiopia was an example of how WFP's governance system had failed to provide enough internal oversight to deter abuses of power. Donors felt that WFP failed to report to donors in a timely manner and then began over-reporting.

#### WFP launches a global reassurance project

In April 2023, the Deputy Executive Director launched a global reassurance project in order to put "end-to-end" assurance and internal control measures in place across all high-risk operations. This includes improved identity management, clarifying accountabilities where necessary, strengthening systems, streamlining processes and making sure that country offices are getting the advice and support they need. The Global Assurance Framework and Action Plan, which puts measures in place to mitigate the risks of fraud and diversion, has been implemented, with increased resources devoted to compliance. The plan rolls out additional control mechanisms to ensure that delivery is conducted to expected standards in the country, and that all control standards are complied with. To fund these efforts, the draft management plan for 2024-2026 was reviewed, and funding for activities was drawn from the programme support and administrative budget, critical corporate initiatives and funding from trust funds and other country-level sources. Sustaining these efforts will require greater support from donors, especially as WFP faces budget cuts.

#### Staff training on anti-fraud and anti-corruption

WFP has extensive mandatory training on anti-fraud and anti-corruption (AFAC). New AFAC training was updated and launched on 5 September 2023, and as of 19 April 2024 the completion rate for the training was high, at 93% completion. WFP also provides seminar-based training. The assessment team heard from a range of staff members that they are aware of the revised AFAC policy and how to report suspicions of misconduct.

Source: (WFP, 2023) and assessment team document review and interviews with WFP staff and partners.

As part of the overall reduction in funding, country offices are facing appalling choices on budget cuts within their programmes with little guidance. During 2023, WFP cut rations for millions of people in countries such as Syria, the Democratic Republic of Congo, Haiti and Yemen. In Afghanistan, people being supported by WFP fell from 13 million at the beginning of the year to 3 million at the end, driven by reductions in donor support and restrictions on employing female workers in the country. Country offices wanted guidance from HQ to help steer them through these difficult decisions, noting that ration cuts are a crude form of prioritisation and vulnerability targeting is preferred. However, WFP HQ argued that each country context is different, and that corporate guidance would not be appropriate – in hindsight, this may have been a mistake.

## WFP needs to further strengthen its implementation in the areas of protection from sexual exploitation and abuse, and sexual harassment (PSEA and PSH)

WFP has improved policies and infrastructure for protection against sexual abuse and exploitation (PSEA), and protection against sexual harassment (PSH) over the assessment period. These two issues are addressed separately under different departments, executive circulars and strategies.

On PSEA, significant resources have been invested across HQ and locations identified as high-risk, including leading inter-agency initiatives and providing a variety of training opportunities. However, in general, Country offices lack the necessary resources to implement corporate policies or engage with their own compliance processes for co-operating partners on issues of SEA. Furthermore, WFP is yet mainstream its newly introduced victim-centred approach across SEA prevention and response initiatives. Awareness-raising activities for affected populations are limited to HQ initiatives and to those country offices that have dedicated PSEA resources and capacity. WFP provides clear PSEA standards for partners but has insufficient capacity to implement and monitor due diligence processes at country-level. WFP reports publicly and regularly on SEA cases, and monitors the timeliness of responding to cases, however acknowledges that there is no embedded feedback mechanism to relevant management or involved parties. WFP also recognises that there is under-reporting across its high-risk countries, as well as across the sector.

WFP has also improved its sexual harassment approach during the assessment period, but further work is needed to foster trust in reporting mechanisms. WFP has a strong policy framework for abusive conduct, including sexual harassment, that applies to all WFP personnel. It has structures and mechanisms in place to support protection against abusive conduct, but not all of these have specific elements for protection against sexual harassment. WFP has a comprehensive training package and range of campaign activities aimed at fostering a respectful workplace and tackling the culture that leads to sexual harassment. However, feedback on provision, update, and quality of training is anecdotal and not systematically collected. There is a lack of trust in the system. The process for investigating substantiated cases is clear but slow, and there is a risk of informal management responses leading to sexual harassment issues not being appropriately escalated.

#### WFP'S FUTURE CHALLENGES

WFP faces significant risks as it looks to the future. Global crises are likely to increase further while donor resources are reducing. But WFP also has opportunities to build on its immense strengths and to develop new ways of working, in order to deliver results effectively and efficiently in a constrained financial environment.

#### WFP needs to maintain its access to vulnerable beneficiaries

WFP faces increasing challenges to meet the needs of those who most require its support. It is getting harder to assist a growing number of vulnerable beneficiaries in the context of more complex operating environments, shrinking humanitarian access, and reduced and heavily earmarked resources. WFP will need to work together with a range of governments and other parties to maintain its funding for, and access to, those most in need, particularly in highly polarised conflict situations.

Humanitarian access is restricted in a wide range of conflicts around the world. The primary responsibility for humanitarian access rests with states, but WFP often leads on access negotiations with governments and other parties and works together with UNHCR to achieve access in refugee situations. In seeking access, WFP acts in line with international law and humanitarian principles, but access is often restricted or denied by warring parties. The assessment team heard of examples of this, including in Ukraine, Sudan and the evolving conflicts in the Middle East.

#### WFP must protect its reputation

WFP's reputation is being challenged. WFP received the Nobel Peace Prize in 2020 in recognition of the organisation's role in promoting peace and acting to prevent the use of hunger as a weapon of war. However, recent events, especially in relation to aid diversion and communications around ongoing conflicts, have challenged perceptions of WFP's respect for humanitarian principles and eroded relations between field staff and management.

In its own work, WFP must demonstrate its continuing neutrality in conflicts, and its commitment to ensuring that food aid is not diverted, especially to combatants. Failure to maintain WFP's reputation could endanger staff and threaten

the organisation's ability to operate in a range of locations. WFP also needs to be clearer about whether and when it will speak out about controversial political and security issues, both as part of the UN system and on its own behalf.

#### WFP needs to clarify its mandate in the context of reduced resources

Senior leadership has confirmed that both "saving lives" and "changing lives" work will continue, as WFP seeks to link resilience building work to emergency support to more effectively deliver solutions to food insecurity. WFP is meeting humanitarian need while also targeting root causes of food insecurity in its work across the humanitarian, development, peace nexus. However, this position has not yet been communicated effectively to staff and donors, some of whom favour a focus on core humanitarian work and question whether WFP has adequate resources and the right skills, experience and business model for working effectively on resilience and with development agencies. The resulting internal debate is unhelpful to achieving coherent progress towards WFP's mission.

WFP will also need to clarify its operating model – how to deliver the two types of programmes simultaneously. The current split in programming is around 80% of resources to 'saving lives' and 20% to "changing lives". When funding declines, as in the current climate, the changing lives programmes are often hit first – ironically meaning that more people may become vulnerable and in need of emergency support. Support from IFIs to implement social protection in fragile contexts provides a potential opportunity for widening programmes and increasing resources, but this will require new ways of working that comply with the conditions associated with this type of finance. In addition, WFP could seek clarity from FAO and other agencies about how they will collaborate in terms of "changing lives"-type programming when WFP or other agencies exit areas due to lack of funding. Under one scenario, this could leave the highly insecure and difficult areas, where WFP already has a presence, to WFP alone, since donors have argued that it would not be good value for money to pay for secure compounds for multiple organisations.



Nsele, province of Kinshasa, Democratic Republic of Congo. Year 1 pupil Kabanga (6 years old) eats a meal in school distributed by WFP.

Approximately 13.5 million children in DRC need ongoing humanitarian assistance. School meals help bring and retain children (especially girls) in schools, while contributing to improving their nutritional status, growing the local economy, and reducing poverty when food is locally purchased.

Photo: © WFP/Vincent Tremeau

#### Relationships between WFP and its member states and donors need to be improved

WFP needs to come together with its member states and donors to address longstanding issues around the quality of funding, to address growing donor concerns, and to pick up on the opportunities around governance reform.

Firstly, WFP receives short-term and heavily earmarked funding from its donors and is therefore unable to provide a substantial volume of high-quality funding to its partners. Its ability to undertake multi-year planning is severely limited by the current 93% level of short-term earmarked funding. This also limits WFP's ability to adapt and to use development approaches, which require changes to its business model. There are examples of donors providing looser earmarking for other humanitarian organisations, which may provide an improved model for WFP. In addition, donors would welcome more reporting on the unearmarked funding that they do provide.

Secondly, WFP needs to strengthen relationships at all levels with its major donors. It is and will remain reliant on a few donors for a large share of its overall funding. WFP therefore needs to address these donors' concerns on issues raised during this assessment, related to targeting, use of biometrics, aid diversion, progress on localisation, clarifying communications lines, lack of consultation, and avoiding last-minute fundraising drives predicated on threats of breaks in the food distribution pipeline.

Finally, shareholders believe that WFP's governance is generally effective and transparent, but board members would appreciate a more strategic approach. A governance review in 2023 identified strengths in WFP's governance, but also weaknesses in its board procedures covering the conduct of formal and informal board sessions, production and communication of documentation, timeliness of briefings and helping board members with limited resources to participate more fully. Board members would like to see this review fully implemented, which would also provide an opportunity for some of these broader discussions.



WFP distributes emergency assistance to people who are seeking refuge in Osma Degna School in Port Sudan after conflict spilled over into Gezira State.

WFP has so far supported around 40,000 people from Gezira State who fled further east to Red Sea, Kassala, Gedaref and Blue Niles States.

In Port Sudan, people are seeking shelter across dozens of locations and public buildings, such as at Osman Degna School, where WFP carried out distributions in January.

Photo: © WFP/ Abubakar Garelnabei

#### WFP needs to continue to address staff contractual issues and incentives

Employees are WFP's greatest asset. They demonstrate extraordinary courage and flexibility in responding to emergencies, often at considerable personal cost. They are the reason that WFP is able to scale up so rapidly, and the organisation reciprocates with a strong system of duty of care for its staff. Nonetheless we heard a range of concerns about the uncertainty caused by short-term contracts, the lack of social security entitlement such as paid leave and pension, and that incentives are not always adequate for hardship postings. Some staff in-country have concerns about whether WFP senior leadership will support them when things go wrong, given that senior country staff were removed from their positions following the Ethiopia aid diversion incident.

WFP has made progress in localising key posts in country offices. However, local staff do not feel sufficiently valued or listened to, despite being WFP's institutional memory in many contexts. The 2021 staff survey demonstrated progress across a wide range of indicators from 2018, including the effectiveness of leadership and the percentage of employees feeling that all staff are treated with respect. However, 8% of staff highlighted issues of racism and 13% had experienced harassment during the past year. Less than half of staff believed that progression within WFP is based primarily on merit. Further action is required to continue to address these issues.

#### WFP needs to integrate its IT systems

Many staff commented to the assessment team that WFP has a proliferation of IT tools and systems that do not talk to each other, with significant efficiency losses across the organisation. This problem has been recognised over many years but has not been resolved. The Informational and Technology Strategy 2023-26 was published in 2023. The strategy highlights the increases in digital investment over recent years but notes that many initiatives have been undertaken in isolation, leading to a fragmented IT landscape with increasing costs, and technology and data initiatives that are not interoperable. The strategy describes a siloed digital environment and a fragmented data landscape in which data is collected by different systems which do not allow communication or integration of data either within or across countries. WFP has myriad dashboards with conflicting information that cannot be readily reconciled. This in turn leads to a reduction in confidence in the accuracy of data and the evidence base for decisions.

The strategy recognises the need to integrate data from a variety of systems to expedite decision making. It aims to deliver targeted, cost-effective solutions that are user driven and nested within a strong governance framework. The strategy outlines WFP's digital blueprint, comprised of data and enterprise architectures, designed to use IT systems to help achieve corporate strategic outcomes, As this blueprint takes shape over the next four years, it aims to boost how teams across the organisation work together through common systems. The strategy is not costed, but it is clear that significant investment will be required to address these issues.

#### WFP needs to give greater attention to learning, results reporting and knowledge management

WFP has placed more focus on systems for compliance and accountability to donors than for learning and adjustments to its interventions. WFP does not report on failure and its monitoring systems do not adequately identify poorly performing programmes, although these are highlighted by published evaluations and audit reports. Expected results are well defined at the activity and output levels but are much harder to assess in terms of outcomes and impact. Further work is needed on monitoring higher level results, building on the corporate results framework and the recent introduction of impact evaluations, combined with more comprehensive value for money approaches. WFP seeks to fund the most cost-effective way of delivering its services, but there is little evidence of rigorous value for money methodologies, which need to be developed to meet donor expectations.

There has been some progress on knowledge management since the last MOPAN assessment, but it continues to be a weakness. WFP is a strong generator of knowledge but does not have effective knowledge management systems to share learning across countries or to present knowledge in a form that useful for decision makers at country level. This is due to a wide range of issues, including systems and culture. An updated knowledge management strategy

will be launched later in 2024 which provides an opportunity to make further progress. This will include reference to artificial intelligence tools and other instruments which have substantial potential to bring improvements in these areas.

#### **OVERALL PERFORMANCE REFLECTIONS**

WFP has sustained high levels of performance in the face of increasing crises since the last MOPAN assessment and has retained key strengths. There has been progress against areas identified in the last MOPAN assessment, but further action is needed. WFP remains a central pillar of the global humanitarian system with core strengths and resources, particularly its people. Having grown rapidly, WFP is now adjusting to painful budget cuts at both global and country levels. The current restructuring exercise seeks to address duplication and siloed working. WFP is also seeking to roll out its global reassurance plan in response to aid diversion incidents such as those that occurred in Ethiopia. Continued attention is needed to roll out effective responses to sexual exploitation and abuse and sexual harassment.

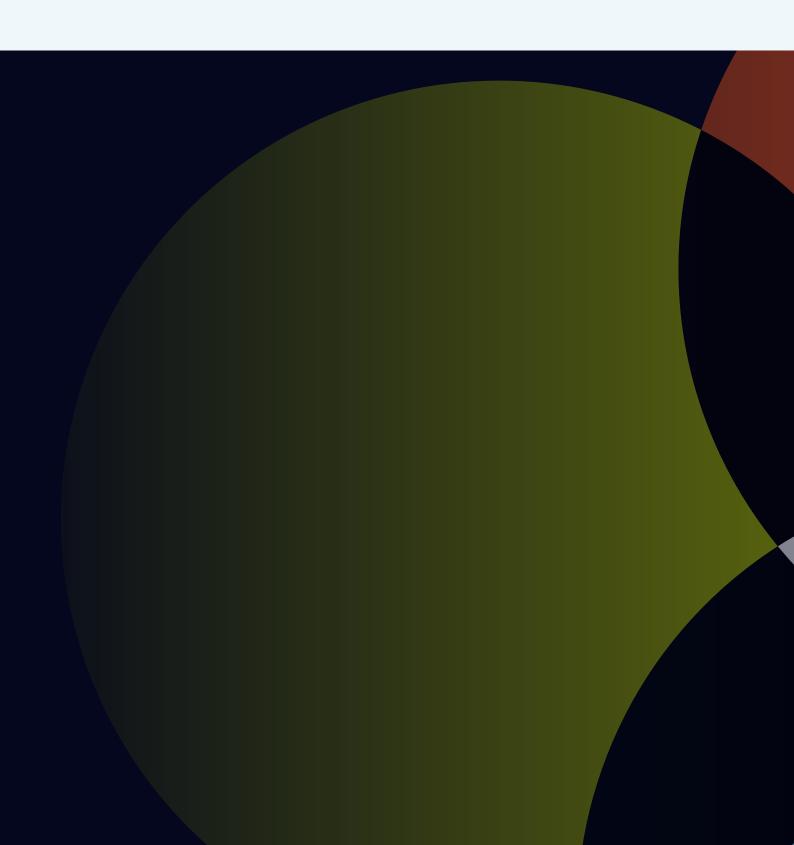
#### **FUTURE CONSIDERATIONS**

This MOPAN assessment suggests key areas of focus for WFP in the coming period, based on the findings presented in this chapter. These need to be addressed in cooperation with partners and donors.

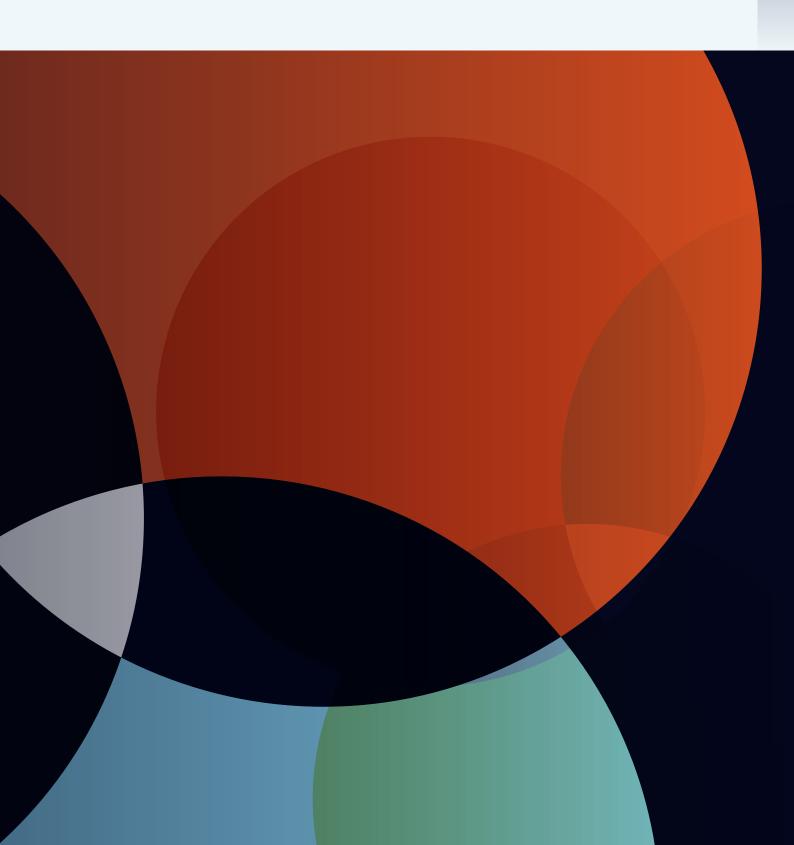
- Further follow-up to the 2017-18 assessment including addressing the proliferation of corporate indicators and focusing further on cross-cutting issues, especially environment, child protection and disability.
- Full implementation of the corporate restructuring exercise including clarifying the role and resourcing of regional bureaux.
- Continued visible commitment to neutrality in the context of global conflicts and clarity on when WFP will speak out about controversial political and security issues.
- Accelerating efforts to diversify the funding base.
- Developing new operating models for contexts with lower resources including support to government programmes and clear exit planning.
- Improving communications and relationships with major donors.
- Addressing staff contractual, incentive and career development issues, particularly those faced by national staff
  and in challenging environments and improving communication between senior leadership and staff on key
  issues challenging the organisation.
- Strengthening inter-operability for IT systems.
- Improving results monitoring at higher levels and value for money methodologies.
- Improving learning and knowledge management systems.



WFP distributes food boxes to families affected by the war in Dnipropetrovsk region, Ukraine. The boxes contain wheat flour, pasta, canned meat, canned beans, and sunflower oil, oats, salt, and sugar.



# OVERVIEW OF SCORING





Mobile Food Distribution to remote families in Socotra, Yemen. Mobile food distributions brings a lifeline to people living in remote, far away places in Socotra, for whom visiting WFP's distribution sites means having to walk miles. There are no public transport in these villages and families need to spend a lot of money to bring back their monthly rations due to the high price of fuel in Yemen.

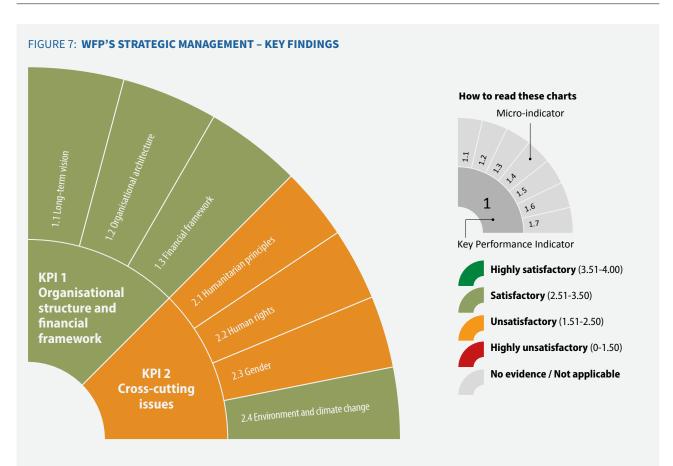
#### **SCORING WFP ON PERFORMANCE**

This chapter provides a more detailed assessment of WFP's performance across MOPAN's KPIs in five performance areas – strategic management, operational management, relationship management, and performance management and results. The chapter lists the KPIs, accompanied by their score and rating and a brief summary of findings for each. The MOPAN performance scoring and rating scales are listed in Figure 6.



The assessment's key findings draw on information from the three evidence sources: document reviews; interviews and a partner survey, which are described in chapter 4. Further analysis per micro-indicator and detailed scoring, as well as the full survey results, can be found separately in Part II: Technical and Statistical Annex of the MOPAN assessment of WFP (2024), and in an interactive format online.

#### STRATEGIC MANAGEMENT



The strategic management performance area explores whether there is a clear strategic direction in place that is geared to key functions, intended results and the integration of relevant cross-cutting priorities. This area is assessed through two KPIs.

## KPI 1: Organisational architecture and financial framework enable mandate implementation and achievement of expected results.

Satisfactory 3.00

WFP has a clear long-term vision based on its comparative advantage, which is embodied within its Strategic Plan for 2022-25. There is strong continuity with the previous plan, including alignment of WFP objectives to SDG 2 (zero hunger) and SDG 17 (partnerships). The plan covers both humanitarian and development work and allows for a wide range of programmes at country level, when funding is available. This is positive in terms of empowering country staff but does not place limits on expanding WFP's range of activities, which presents challenges when funding is reduced, including expanding and contracting the numbers of more specialist staff for non-core programmes and a lack of clarity on WFP's focus and comparative advantage.

WFP has a strong planning and financial framework that aligns with its global mission, but its allocation of resources is determined mainly by donor earmarking. WFP has a good understanding of its comparative advantage in emergencies, including its widespread presence and strong logistics. The organisation exercises leadership and works effectively within the cluster system, which is the set of structures and processes for co-ordinating humanitarian action, under the overall leadership of the UN Humanitarian Coordinator in a given country. Being involved in development work is seen as important for WFP's ability to work across the humanitarian, development, peace nexus and for resource mobilisation, but there is a real risk of competition and mandate overlap with other agencies. MOPAN supports WFP's approach to working across both 'saving lives' and 'changing lives' while noting that some staff and donors would favour a narrower humanitarian focus for the organisation and that this ongoing debate can limit effectiveness.

Since the previous MOPAN assessment of WFP (2017-18), which noted changes to WFP's organisational architecture and operating model, the organisation's budget and staff levels have expanded rapidly. This has led to some duplication of functions and a more siloed approach, where different parts of the organisation are not communicating or coordinating well together. The organisational structure has evolved as contexts and risks have changed, but without clear planning. These challenges have been recognised by management and a necessary restructuring exercise is currently underway. A Governance Review has identified the need for reform at board level, largely covering the conduct of formal and informal board sessions, production and communication of documentation, timeliness of briefings and helping board members with limited resources to participate more fully. Donors would like to see this review fully implemented.

The last MOPAN assessment noted that WFP had moved to a revised financial model, which was seen to be more realistic and transparent. WFP has a single integrated financial framework. Within individual operations, the organisation prioritises on the basis of need and invests heavily in needs and vulnerability assessments. However, it is not able to prioritise effectively between crises, due to heavy earmarking. WFP faces increasing financial challenges with declining resources and a high dependence on its top donors. In the future this could lead to worsening of the misalignment between the global distribution of humanitarian needs and the availability of funds for WFP interventions.

Over the past five years, WFP has expanded its work in anticipatory action. It has successfully managed an increasing number of concurrent crises, many of them sudden onset with rapid scale up, while seeking to prioritise resources on the basis of needs within the limits of donor earmarking.

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

Unsatisfactory 2.36

WFP has embedded a commitment to cross-cutting issues in all its planning documents, both at corporate and country level. Progress has been made in this area over the assessment period, but the indicator remains overall unsatisfactory. WFP's Strategic Plan (2022-25) specifies four cross-cutting themes that should be considered in all its programming: protection and accountability to affected populations, gender equality and women's empowerment, nutrition integration, and environmental sustainability. These four themes are given an operational focus in WFP's management plan (2024-26), but financial allocations were still being worked out at the time of this MOPAN assessment. The CRF includes core indicators for measuring the extent to which WFP is meeting these four cross-cutting commitments. The cross-cutting priorities are also addressed in CSPs. Climate change is not classified as a cross-cutting issue by WFP but is included alongside environment in the MOPAN framework.

**Humanitarian Principles:** MOPAN's assessment framework includes commitment to humanitarian principles as a key cross-cutting issue for all humanitarian organisations. One of the seven guiding principles for WFP's work, as defined in the Strategic Plan, is to be humanitarian-principled – with a related second principle of being people-centred. The other five guiding principles are for WFP to be country-owned, context-specific, programme-integrated, risk-informed and evidence-driven. WFP is engaged in humanitarian dialogue platforms that support the application of humanitarian principles. Since the last MOPAN assessment, several corporate strategies, policies and tools have been developed which explicitly mention humanitarian principles. There are, however, still gaps in the coverage of humanitarian principles in CSPs, ACRs, and WFP job descriptions for vacant positions. While adherence to humanitarian principles is emphasised in high-level documentation, training on them is not compulsory and not enough is done to track progress on how they are adhered to. WFP's CRF does not make explicit reference to humanitarian principles, nor does it provide a framework for monitoring commitment to these principles in practice.

**Protection:** WFP has made investments over the assessment period to strengthen protection systems, processes and guidance. Protection considerations are now integrated into food security analyses. WFP HQ interviewees and donors were pleased with the implementation of protection policies, with a notable shift observed from protection being an "add-on" to becoming a priority. However, some gaps remain, most important among which is the absence of a specific child safeguarding and protection policy and dedicated resourcing for this. There is also limited guidance on how to resolve protection- or human rights-related dilemmas in practice.

Accountability to affected populations: WFP sees systematic engagement with affected populations, internal and external accountability measures, and inclusion as central to meeting its strategic objectives. WFP consults with affected populations for a range of different analyses including Zero Hunger reviews, which inform CSP designs, and risk and context analyses which inform programming. WFP uses a range of mechanisms to consult with affected populations including community feedback mechanisms (CFMs), post distribution monitoring and project management committees, which include representation from diverse groups of affected populations. However, evaluation evidence highlighted the low usage of CFMs, with a very small number of complaints reported from beneficiaries relative to the size of the beneficiary population, citing possible under-reporting by cooperating partners or low levels of awareness by beneficiaries of CFMs. Some countries, notably Syria and Ukraine, have invested to improve the effectiveness of feedback mechanisms. However, donors and external stakeholders noted that WFP needs to be more creative with CFMs and should seek ways to make CFM more accessible to vulnerable groups who may, or may not, be able to call hotlines.

Gender: WFP has strengthened its work on gender, which is reflected in the new gender policy (2022). It has made progress since the last MOPAN in further developing its metrics to assess performance on gender equality and women's empowerment (GEWE). Gender analysis is being done by country offices, but more needs to be done to ensure that needs are adequately captured and reported on in programmes. While key data are disaggregated by sex, country offices are not fully able to systematically report results disaggregated by age and gender. There continues to be an over-reliance on quantitative data, although the new gender equality indicators in the 2022-25 CRF have introduced qualitative data collection methodologies and pilots are taking place to progressively mainstream their use. If rolled out, this should help address the need for WFP to track the implementation of its revised gender policy and make better use of qualitative data to enhance its reporting on gender outcomes. Additional steps are also being taken in term of qualitative reporting to evidence gender outcomes in the ACRs The gender-related indicators in the CRF allow WFP to better communicate its results in support of national SDG 5 (gender equality) targets. The executive board is being updated on progress on WFP gender policy implementation. At country level, there is positive evidence that WFP programming supports gender equality in leadership, participation, and access to resources. Evidence on resourcing for GEWE at country office level was broadly favourable, although there were concerns that financial constraints and budget cuts may negatively impact the resources available in the future.

**Nutrition integration:** WFP's 2017 nutrition policy was developed in response to recommendations from the 2015 evaluation of the 2012 nutrition policy and sought to improve nutrition as one of WFP's five strategic objectives. The policy has shifted from a reliance on product-based solutions to a holistic approach to addressing all forms of malnutrition. Work has been done to incorporate indicators to measure nutrition integration into the CRF. The 2023 evaluation of WFP's work on nutrition and HIV/AIDS noted that the nutrition policy met the majority of quality



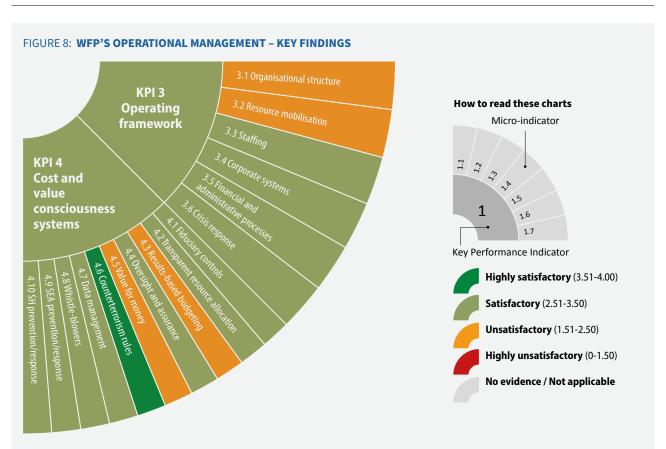
Nyirabagenzi Beatha, a member of Twitezimbere-Nyabombe cooperative, feeds her cow in Kayonza District. Rwanda.

WFP is supporting the Government of Rwanda in attaining its goal of moving the agriculture sector from a low production, subsistence-based to a marketoriented, valuecreating sector that increases rural incomes, improves the food and nutrition security and the quality of life of Rwanda's rural population.

Photo: © WFP/Arete/ Fredrik Lerneryd standards, but that its implementation was somewhat hindered by limited tools and capacity support for roll-out beyond the nutrition division. However, the evaluation also noted there were strong examples of where the policy had driven action at both the global and country levels and that WFP's approach was in line with global priorities that had shifted towards a focus on malnutrition in all its forms, a country-led approach and a renewed emphasis on prevention and treatment of wasting. The evaluation also noted that the quality of WFP's food assistance had increased since 2017 through increased use of specialised nutritious and fortified foods. Moreover, it found that since 2016, WFP funding for nutrition specific programming had increased, although implementation of long-term nutrition sensitive programming had been affected by funding availability.

**Environmental sustainability and climate change:** WFP has an environment policy (2017), but awareness of the policy is weak. The use of screening tools for environmental impact is not compulsory, there is limited funding for environmental sustainability action and not all donors emphasise it, although international finance institutions do. There is an increasing focus on climate change, with plans to refresh WFP's policy in this area. WFP implemented climate risk management solutions in 41 WFP country offices in 2022, primarily focused on insurance-based schemes for farmers to build their resilience. In 2024, WFP is aiming to access donor funding to support climate change actions and identify climate risk countries. These are important initiatives with potential for future expansion. WFP is also implementing a range of actions to green its own operations and is developing an energy dashboard to improve and monitor its carbon footprint, decarbonisation, cost savings and energy efficiency.

#### **OPERATIONAL MANAGEMENT**



The operational management performance area gauges the extent to which the assets and capacities organised behind strategic direction and intended results ensure relevance, agility and accountability. This area is assessed through the two KPIs: KPI 3 and KPI 4.

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

Satisfactory 2.68

WFP is agile and able to respond rapidly to new emergencies. It is decentralised with considerable decision-making power at country level and country office staff feel empowered. The role of the regional bureaux, however, needs to be better defined. Regional bureaux do not provide consistent oversight of field operations. They are not currently effective in enabling cross-border collaboration or engaging with regional issues in a consistent way, and there is limited regional programming. The assessment team did not observe a systematic approach for feeding back field level issues into WFP's corporate policy. Incorporating lessons from field level operations requires adequate knowledge management at multiple levels. WFP has invested in knowledge management over the assessment period, including a focus on highlighting innovation at the country level, but more needs to be done.

WFP's management plan 2023-25 acknowledged that resource requirements were outpacing the funding available, and that therefore WFP should increase its fundraising and advocacy activities to leverage partnerships and diversify funding. Anticipatory action, including forecast-based financing, will be promoted to optimize the efficient and effective use of financial resources. Earmarking is key area where WFP should strive for improvement in its funding. The assessment team notes throughout the report the constraints that earmarking places constraints on WFP's operations and flexibility. Donors earmark funding to WFP to a greater extent than they do to some other organisations. WFP should seek to negotiate less specific earmarking, moving, for example, from activity to country level earmarking, as well as strengthening its ongoing efforts to raise more unearmarked funding.

WFP has substantial fundraising and donor relations capacity, but this may require further expansion. The strategic evaluation of funding WFP's work recommended that WFP increase and sustain its efforts and allocate more budget for resource mobilisation, communications, marketing and advocacy personnel to help drive funding effort. While fundraising capacity is strong at HQ level, it is less so at country office level. WFP has sought to diversify its funding sources but is very reliant on a small number of government donors, especially the US. Private funding is limited, but significant, and individual giving is growing from a low base and more could be done to access private sector and innovative funding streams. WFP has been able to rely on its major governmental donors in the past, but a more systematic, strategic approach will be needed to address future challenges.

Despite these issues and the lack of a corporate funding strategy, WFP has been effective at raising money to respond to crises over the assessment period, reaching a peak of USD 14 billion in 2022. Like many other humanitarian organisations, it faced funding cuts in 2023, with overall contributions falling to USD 8.5 billion.

An efficient international staff rotation system ensures that there are staff at country offices with recent HQ experience, and vice versa. WFP has a strong commitment to duty of care for its staff and staff generally feel their safety is well looked after. Staff turnover remains, however, a challenge and many staff, both national and international, work on short-term or affiliate contracts. WFP is working to reduce the proportion of staff on short-term contracts through the implementation of the SF supported by one of its critical corporate initiatives and has made some progress. Employees willingness to deploy rapidly in emergencies is key to WFP's agility, but it has become harder to get employees, particularly women, to work in the most difficult settings. WFP does not yet have the right balance of skills and experience among its staff to fully pursue its "changing lives" objectives around resilience building and the humanitarian, development and peace nexus.

WFP has strong logistics systems. Food procurement is well organised with clear guidelines on purchase criteria that seek to support local and regional markets. WFP is a leader within UN Common Operations, leading the logistics cluster and providing on-demand services to other organisations on a regular basis. WFP also leads on providing

mandated services such as the UN humanitarian air service, which other organisations rely on. However, WFP has too many different IT systems that do not always talk to each other. IT systems, tools and programmes differ across country offices and regional bureaux and have low interoperability. This increases bureaucracy and reduces the efficiency of knowledge sharing.

WFP has mainstreamed risk management in line with the three lines of defence model. It has strong risk management policies for handling cash, as set out in its 2023 cash policy and supported by a "Cash Assurance Framework Technical Note". Under the 2021 AFAC Policy, all countries are required to complete fraud risk assessments. After the aid diversion issues in Ethiopia were uncovered in 2023, the 31 countries with a high risk of fraud have been prioritised, with the support of a HQ-led mission. WFP is implementing a global reassurance plan, which will roll out additional control mechanisms to ensure that delivery is conducted to expected standards, including in high-risk settings.

WFP is agile in fast-changing environments. The strategic plan requires WFP to activate and deploy employees and operational, administrative and financial resources within 72 hours of an emergency, including leadership and programmatic competencies. The organisation has demonstrated its ability to surge rapidly in a number of countries over the past five years. Staff at all levels are deployed rapidly and funding mechanisms exist to pre-fund responses to new crises pending donor approval of funds. Ultimately, however, scale up beyond initial mobilisation depends on donors providing funding.

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

Satisfactory 2.98

WFP has clear policies and guidelines on fraud and anti-corruption and its senior management has a strong ethical stance. WFP has been hugely affected by the aid diversion incidents in Ethiopia and Somalia, which highlighted weaknesses in procedures, communications and staff roles. These issues are now being actively addressed, which will increase costs for the organisation. WFP has extensive mandatory training on AFAC. Country-level self-assessments are being rolled out to all high-risk countries as a matter of urgency. WFP generally reports cases of fraud to donors but has been criticised for its poor communications with donors in the case of the Ethiopia aid diversion.

WFP is fully transparent in publishing its resource allocation decisions. It has a clear system for the allocation of core funding and seeks to make this available in a flexible way to countries facing the greatest need. Non-earmarked funding is used strategically to pre-fund emergency responses. Due to heavy earmarking, WFP has limited ability to provide direct funds to underfunded crises. There is limited cross-border and regional work, which is also limited by the earmarking of funds. There is not a widespread acceptance within WFP of results-based management as an appropriate approach for the organisation. Budgets are organised in terms of needs, broad objectives and priorities, with the "line of sight" providing links between budgets, activities, outputs and strategic outcomes.

WFP has a strong structure of independent oversight, although weaknesses were revealed by the 2023 aid diversion incidents. The office of the inspector-general is fully independent and operates rigorous internal audit and investigation functions. Oversight and judicial bodies are adequately resourced and have been protected from budget cuts to date. Recommendations from audits and reviews are followed up and there is a high level of sign-off of completed recommendations. MOPAN lessons and recommendations are acted upon by the organisation.

WFP argues that value for money is deeply ingrained throughout its resource management processes, including planning, budget allocations, operational decision making, procurement and recruitment, but there is little evidence of explicit and comprehensive value-for-money methodologies being developed or applied. In its programming, WFP conducts some analysis of the economy of alternative approaches but does not have a fully-fledged value-for-

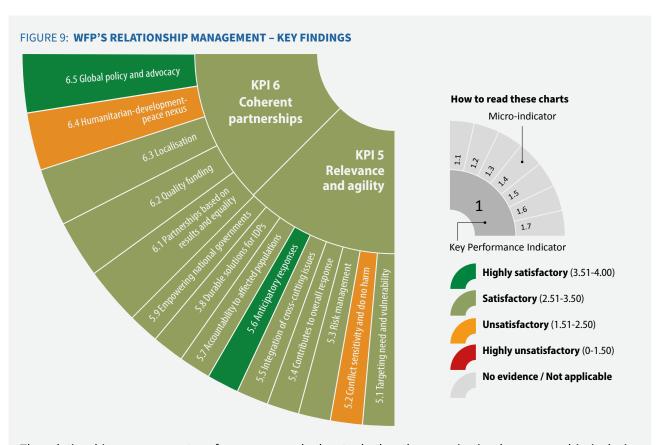
money system. WFP seeks to maximise the efficiency of its use of resources during the planning process and in its programming. Approaches to effectiveness and equity, however, are not clearly articulated in plans and programmes, although they are assessed by evaluations. The organisation has a strong commitment to reaching people in greatest need and to "Leave No One Behind", but there is limited analysis of the potential trade-offs between unit costs and reaching the most vulnerable people.

WFP is accountable to stakeholders. It complies with anti-terrorism, money laundering and other legal and sanctions related restrictions, which are considered in programming and operational decisions. WFP takes data protection seriously, with strong links to conflict sensitivity and human rights issues. WFP seeks to actively communicate its messages to affected communities and the general public and to address misinformation. WFP has a well-established whistle-blower policy and we found that there was widespread awareness of this among staff. We have, however, noted situations, including in Ethiopia, where questions were raised as to whether whistleblowing mechanisms were being used appropriately.

During this MOPAN assessment period, WFP has improved its protection from sexual exploitation and abuse (PSEA) policy framework, which is aligned to international standards and applicable to all personnel. It has demonstrated a strong contribution to inter-agency efforts to prevent and respond to SEA at HQ, country and field level, often taking a leading role in coordination of PSEA with other organisations. WFP recently embedded its victim-centred approach into its normative framework for SEA; this now needs to be strengthened and culturally embedded across the organisation. WFP's PSEA systems are stronger at HQ and regional level than at country-level. Country offices have differing levels of resources for PSEA: their reporting on policy implementation is not mandatory or enforced, and the quality of reporting and response mechanisms is variable. WFP has a high-quality suite of PSEA training for personnel and has addressed training gaps for senior staff and PSEA focal points. However, awareness-raising activities for affected populations is limited to HQ-led initiatives and to those country offices that have dedicated PSEA resource and capacity. WFP provides clear PSEA standards for partners but has insufficient capacity to implement and monitor due diligence processes. WFP reports publicly and regularly on SEA cases, and monitors the timeliness of responding to cases, however acknowledges that there is not an embedded feedback mechanism to relevant management or involved parties. WFP also recognises that there is underreporting across its high-risk countries and across the sector.

WFP has also improved its approach to protection from sexual harassment during the assessment period, but further work is needed to foster trust in reporting mechanisms. WFP has a strong policy framework for abusive conduct, including sexual harassment, that applies to all WFP personnel. It has structures and mechanisms in place to support protection against abusive conduct, but not all of these have specific elements for protection against sexual harassment. WFP has a comprehensive training package and range of campaign activities aimed at fostering a respectful workplace and tackling the culture that leads to sexual harassment. It has three different reporting options for cases of sexual harassment: informal, formal, and a middle-ground option known as "management intervention", and cases are triaged and referred to the most appropriate option. However, there is a lack of trust in the system and the victim-centred approach is yet to be embedded. The process for investigating substantiated cases is clear but slow, and there is a risk of informal and mid-way responses leading to sexual harassment issues not being appropriately escalated. WFP reports transparently on the number and nature of actions taken in response to sexual harassment in annual reporting and feeds these into mandatory inter-agency HR mechanisms such as ClearCheck.

#### **RELATIONSHIP MANAGEMENT**



The relationship management performance area looks at whether the organisation has engaged in inclusive partnerships - and to what extent - supported relevance, leveraged effective solution and maximised results. This area is assessed through two key performance indicators.

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

Satisfactory 3.03

WFP's planning and design tools generally support relevance and agility in partnerships. WFP conducts a large number of in-depth needs assessments and multi-dimensional analyses and uses these to assess the needs of the most vulnerable people and to inform planning processes, including the design of CSPs. At the time that this MOPAN assessment was being prepared, country offices were facing challenging targeting decisions, exacerbated by steep reductions in funding since 2022 and an increased number of new and protracted crises. Country offices wanted greater guidance from HQ to help with the difficult decisions that needed to be taken. Donors want WFP to use vulnerability-based targeting more widely.

WFP developed a conflict sensitivity-mainstreaming strategy in 2023, which should strengthen the organisation's application of conflict-sensitive approaches. The assessment team found a number of examples of WFP considering conflict sensitivity in its operations, although there are gaps in how it ensures conflict sensitivity is also embedded in the work of its co-operating partners.

WFP has a well-developed risk management system, which has been strengthened over the assessment period. WFP has in place a range of policies, tools and frameworks to manage risks and has a risk appetite statement setting out tolerances for strategic, financial, operational and fiduciary risks. Risk management is being strengthened in the wake of the 2023 Ethiopia aid diversion issues. A global assurance framework has been rolled out, with a particular focus on 31 countries identified as high risk. Some donors perceive that WFP's risk appetite is not well communicated and there are mixed views on whether the Ethiopian aid diversion incident has led to an appropriate tightening of risk management or tilted WFP's risk appetite too much towards risk aversion.

WFP undertakes joint needs assessments in co-operation with partner governments and other UN agencies, most notably UNHCR. WFP is also very active in the cluster system established by the UN's Inter-Agency Standing Committee, leading two clusters (emergency telecommunications and logistics) and co-leading (with FAO) the food security cluster. The CSP policy has helped to clarify where WFP can contribute to and complement the work of other agencies, although some stakeholders perceive that WFP is sometimes extending its work beyond its mandate. CSPs support multi-year planning to the extent possible with short-term funding. WFP is a strong contributor to overall response efforts of the global humanitarian system, including via the cluster system, the UN Humanitarian Air Service and the UN Humanitarian Response Depot.

WFP is active in the collection and sharing of data and participates in multiple joint assessment processes. WFP's collection and control of data helps to maintain its leading position in humanitarian responses. Evidence indicates that data protection considerations are taken seriously, and all divisions, country offices and regional bureaus are being supported by the Global Privacy Office (the main authority in WFP for personal data protection matters with advisory functions). WFP has appointed a global data protection officer and established an independent global privacy office, the first of its kind in the UN system with a dual mandate of protecting people and protecting WFP and reports directly to the chief of staff. The global privacy office serves as a technical advisor on privacy matters across WFP's diverse operational and corporate contexts, ensuring that the organization is aligned with international best practices. The global privacy office also provides support to country offices particularly on beneficiary data management and data sharing. WFP's collection and sharing of personal data has been subject to the 2018 UN Principles on Personal Data Protection and Privacy and the 2016 Guide to Personal Data Protection and Privacy, but from 26 March 2024, a new executive director's circular on data protection and privacy is in place and establishes a comprehensive normative framework applying to the processing of personal data by WFP, or on behalf of WFP, which is fully aligned with the most relevant international data protection standards.

Approval processes for CSPs actively consider cross-cutting issues. The CRF covers cross-cutting issues. Monitoring systems have not been entirely fit for purpose in terms of reporting on gender equality and women's empowerment, but steps are being taken to address this. There remain challenges in the monitoring of protection, accountability to affected populations (AAP), and environmental sustainability. WFP has various tools and guidance in place on how it will deliver on its AAP commitments, including the 2020 protection and accountability policy and associated handbook. There is some evidence of underreporting of complaints through community feedback mechanisms due to a low level of awareness on the part of beneficiaries, and there was limited evidence of programmatic adjustments made as a result of this feedback.

WFP advocates for and supports IDPs. The revised 2021 protection and accountability policy and associated Handbook give more explicit coverage to human rights considerations and the exercise of the human rights and protection of IDPs is covered in organisational systems. In the cluster system, WFP supports co-ordination efforts for IDP solutions with other UN agencies and partner governments. Resourcing for IDP situations is on an equal basis with other vulnerable groups. Partners noted that durable solutions and IDPs are cross-cutting agendas that require organisations to work together, but acknowledged there was some overlaps between agencies. Other evidence suggests that more active consideration of durable solutions for IDPs is needed by WFP.



Unloading a WFP truck in the Bulengo camp, just outside of Goma, where WFP is distributing wheat flour, thanks to a donation from USAID.

Photo: © WFP/Shelley Thakral

WFP works with a range of partners to strengthen national and system wide preparedness and early warning systems to anticipate and mitigate impacts through a timely and effective humanitarian response. The WFP Strategic Plan 2022-25 outlines the focus of WFP's work and partners' work on early warning systems and structures, although it also recognises that further investments in this area are needed (WFP, 2021). Some examples of WFP's work in this area are contained in the "Scaling up Anticipatory Actions for Food Security" report, which show how WFP is supporting early warning systems and structures (WFP, 2023). WFP scaled up its operations to cover over 3 million people with anticipatory action and last-mile early warning information in 28 countries in 2022 (WFP, 2023). There is substantial evidence at country level (WFP, 2023) demonstrating how WFP is monitoring shocks and building the capacity of government partners in early warning assessment, coordination, and documentation. A noteworthy example is WFP's work in Mozambique which has a strong element of developing early warning systems for anticipatory action. National partners value WFP capacity and system-strengthening support. However, sustainability was raised as an issue. There is also a need for WFP to have better defined procedures for working with governments, including setting out its policy and oversight requirements in such partnerships.

KPI 6: Working in coherent partnerships directed at leveraging and catalysing the use of resources.

Satisfactory 2.99

WFP recognises the importance of partnerships and has robust long-term relationships with a range of agencies at all levels. WFP depends on downstream partnerships to reach beneficiaries and has field-level agreements with over 1,000 non-government organisations (NGOs). These are results-oriented and transparent, but there is a fundamental power imbalance because WFP defines the terms. WFP works well with large INGOs, but smaller NGOs are in an unequal position and some feel that they are primarily treated as delivery partners. Co-operation with UN agencies is covered by UN agreements or memoranda of understanding, for example with UNHCR and FAO. In relation to IFIs, WFP is more of a delivery partner. Partnerships with the private sector remain limited, despite some attention since the last MOPAN assessment. WFP's programming has a strong focus on addressing the needs of vulnerable people and WFP is active in sharing data within the cluster system. WFP undertakes a range of data gathering and analysis on behalf of the broader humanitarian community, including vulnerability assessments.

WFP assesses partners on an ongoing basis in terms of their capacity to deliver programmes. It pre-selects partners to be prepared for emergencies. These trusted partners often have a long-term relationship with WFP and may receive multiple field level agreements in a given period. These agreements set out expected results and timeframes and the responsibilities of partners to comply with WFP commitments on fraud, protection, safeguarding and financial reporting. Results reporting tends to be for the benefit of WFP. The assessment team saw limited evidence of mutual criticism and learning.

WFP receives short-term and heavily earmarked funding from its donors and is therefore unable to provide a substantial volume of high-quality funding to its partners. It does provide limited multi-year and flexible funding to partners where it is able to do so. WFP provides standard levels of overhead, which are viewed as fair in comparison with other UN agencies, but they are a challenge for many cooperating partners, who argue that their expenses exceed the WFP allocation.

WFP has made progress on localisation, which was an area of concern identified under the previous MOPAN assessment (2017-18), but more needs to be done. WFP has clear commitments to localisation embedded in its planning documents, in line with the 2016 Grand Bargain, but it is unclear how far these have been implemented. WFP sometimes works through local systems, but often implements through its own processes, especially in fast-moving emergency contexts. Local partners are included in planning, but under clear WFP leadership. WFP shares risk with local partners. It is reluctant to ask partners to work where it is unwilling to deploy its own staff, but local NGOs can take a larger burden of security risks due to UN procedures which limit direct deployment by WFP staff. WFP provides extensive training for partners across a wide range of skills. Overall, WFP values its local partners and treats them with respect but is clearly in command in defining the terms of the relationships.

WFP wants to work across the humanitarian, development and peace nexus, which was identified as a weakness in the 2017-18 MOPAN assessment. It undertakes resilience and peacebuilding work as funding allows. The extent of nexus work varies by country and there is some evidence of siloed working between the different elements of the nexus. WFP has good conflict sensitivity analysis but does not work closely with peacebuilding actors or prioritise conflict-prevention activities or integrate peacebuilding objectives into its work. WFP is often a trusted partner of governments and seeks to work with government counterparts to improve their policies and capacities, including on crisis preparedness and prevention. WFP does not have a systematic approach to developing exit strategies.

WFP engages in global advocacy, often together with its partners. The Food Systems Summits are a key focus for WFP's advocacy. WFP's role in leading and supporting global advocacy efforts reflects its comparative advantage.



Mother of two Iseland Mozard attends a nutrition clinic in Trou-du-Nord, in northern Haiti, after her 9-month old boy showed symptoms of malnutrition. At the clinic, the boy was detected as "red" (severe acute malnutrition) during a MUAC (Mid-Upper Arm Circumference) measurement.

Since the start of March 2024, WFP has reached over 500,000 people through hot meals, food distributions, cash disbursements and school meals across the country.

Photo: © WFP/Sayed Asif Mahmud

### FIGURE 10: WFP'S PERFORMANCE MANAGEMENT - KEY FINDINGS How to read these charts Micro-indicator 1.1 Key Performance Indicator KPI8 Highly satisfactory (3.51-4.00) **Evidence-based** planning and **Satisfactory** (2.51-3.50) programming Unsatisfactory (1.51-2.50) **KPI 7** Highly unsatisfactory (0-1.50) Results No evidence / Not applicable management

#### PERFORMANCE MANAGEMENT

The performance management performance area assesses the existence of systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning. This area is assessed through the two key performance indicators.

KPI 7: Strong and transparent results focus, explicitly geared to function.

Satisfactory 2.63

WFP has a results architecture in place that is designed to drive an organisational focus on results, but further improvements could be made. Its 2022-25 CRF (2022) provides a performance and accountability framework that guides the planning, implementation, monitoring and reporting of WFP programming, towards the objectives identified in the 2022-25 Strategic Plan (2021). In 2023, WFP developed an indicator compendium (2023) to accompany the CRF, providing guidance on standardised indicators for country teams and reflecting action taken in response to issues raised in the last MOPAN assessment. WFP's results architecture mandates the use of standardised indicators, as well as allowing for customisation based on context and needs at country level. WFP is also progressing plans to promote the use of theories of change across the organisation, with their use at country office level voluntary rather than obligatory.

Donor representatives consulted for this assessment raised concerns about WFP's transparency and quality of communications on issues such as aid diversion and use of unearmarked funds. WFP has a strong focus on activity level reporting linked to earmarked funding but has less robust reporting at outcome and impact levels. Indicators at these higher levels have been established through the CRF and the introduction of impact evaluations. Some donors are dissatisfied with the robustness of results reporting (for example on impact), the adequacy of reporting on areas such as protection and accountability and the over-emphasis on quantitative reporting. Reporting on failure is not

part of WFP's culture, which limits the potential for remedial action. There are also concerns about the extent to which monitoring data is used to inform decision-making on programming.

As in the last MOPAN assessment undertaken in 2017-18, WFP continues to experience co-ordination challenges between its humanitarian and development programming. Knowledge management systems and lesson learning need strengthening, and it is unclear how monitoring and performance data is used to support decision-making. There was good evidence of WFP making updates to country CSPs based on CSP evaluations. However, the Synthesis of Evidence and Lessons on WFP's Performance Measurement and Monitoring from Centralised and Decentralised Evaluations (2018-21) (2023) found that, between 2016 and 2022, WFP had placed more focus on internal and external reporting for compliance and accountability to donors than on reporting for learning and programme adaptation.

KPI 8: Evidence-based planning and programming applied.

Satisfactory 2.92

WFP is committed to basing its planning and programming on evidence and invests heavily in needs- and vulnerability-assessments. It is stronger in evaluation than in monitoring. WFP was classified as a clear leader in independent evaluation in a 2021 peer review and its evaluation function continues to perform well. Both the director of evaluation and the office of evaluation are independent of other functions of the organisation and report to the executive board. A new evaluation policy was approved in 2022, supported by an impact evaluation strategy (covering the period 2019-2026) and the corporate evaluation strategy (2022-30). According to the 2022 evaluation policy, impact evaluations are demand led and the OEV has equipped itself to respond to this demand both from donors and from country offices. The choice of evaluations is appropriate and governed by the coverage norms set out in the evaluation policy. which ensures 100% coverage of WFP policies and CSPs.

Resources allocated for WFP's evaluation function more than doubled between 2017 and 2021. Since the last MOPAN assessment, the most important change has been the creation of the decentralised evaluation function. Decentralised evaluations are managed by country offices, regional bureaux and non-OEV HQ divisions in accordance with the decentralised evaluation quality assurance system. Decentralised evaluations are conducted by independent evaluators and are subject to safeguards for impartiality set out in the evaluation policy. The evaluation office is currently assessing the coverage norms of CSP evaluations in the light of budget constraints. There are no plans at present to change the coverage norms of other evaluations, although budget cuts to regional evaluation units may impact the commissioning of decentralised evaluations. There has been an increased emphasis within OEV on impact evaluations, which are beginning to be published. All evaluations are published, alongside management responses, on WFP's website. There continues to be an institutional tendency to regard evaluation as mainly an accountability tool, although there is emerging recognition of the contributions that evaluations can make to organisational learning and programme improvement. Evaluations support learning at programme level and within country portfolios, but there is a gap in the sharing of lessons systematically between countries.

WFP's monitoring system falls short on identifying, and acting in response to, poorly performing programmes or interventions. The system is calibrated mainly to report quantitative rather than qualitative data, and evaluations often note weaknesses in monitoring systems, such as poor target setting, insufficient coverage, limited human resources, weak assumptions and missing indicator definitions. These weaknesses hamper the identification of poorly performing programmes and subsequent decision-making to address poor performance. Even when poor performance does trigger an evaluation, it does not necessarily lead to programme closure.

There are continuing weaknesses in WFP's knowledge-management systems. Staff do not feel that they are able to easily access the information that they need to make key decisions. There is widespread recognition in WFP of



Afaf prepares couscous with barley and wheat flour from WFP food rations at Smara refugee camp.

Algeria has hosted refugees from Western Sahara since 1975 in what has become one of the world's most protracted refugee crises. The Sahrawi refugees are located in five camps near the town of Tindouf in Western Algeria.

At the request of the Algerian Government, WFP has been supporting the most food insecure refugees since 1986, covering basic food and nutrition needs.

Photo: © WFP/Lourdes Melendo

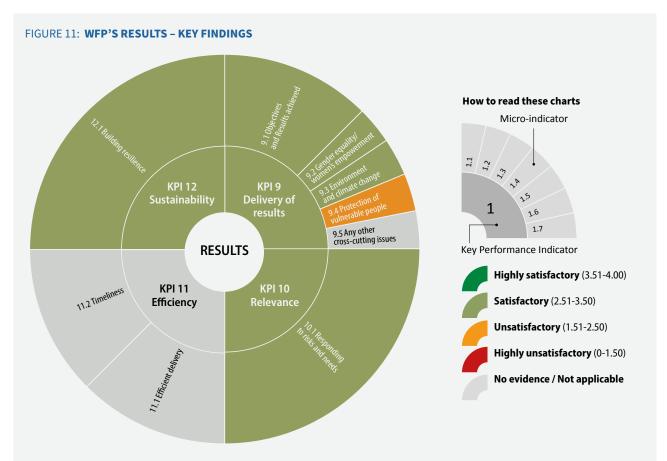
the potential value of investments in knowledge management and the potential of artificial intelligence to provide innovative solutions in this area.

WFP had remote management systems in place during the COVID-19 pandemic, with its common service provision lauded by stakeholders and partners. The shift to technology-enabled cash transfers proved a practical means of remotely supporting WFP beneficiaries. However, the usefulness of some remote management tools, such as hotlines or mobile money, may be constrained by digital access constraints, particularly for women beneficiaries.

#### **RESULTS**

#### Box 7. Limitations of the exercise to assess KPIs 9-12 on results

This analysis is based on results findings from a sample of ten WFP evaluations from 2020 to 2024. The MOPAN assessment team conducted no results assessments of specific WFP interventions but has drawn on patterns of results emerging from WFP's independent evaluations. Many of the evaluations selected for this results assessment note weaknesses in WFP's results monitoring. As a result of this and the small sample of ten evaluations used for the assessment of the results KPIs, the evidence base for these four KPIs is weak. This is particularly the case for KPI 11 on efficiency, which was often not at all or only tangentially evaluated in the sample of evaluation reports used. Due to the need to ensure that some key policy and strategic evaluations were included in the assessment sample of ten evaluations, the balance of country-level versus policy evaluations in the sample is skewed towards policy evaluations even though evaluations of CSPs constitute the majority of evaluations produced by WFP.



The results performance area explores the extent to which relevant, inclusive, and sustainable contributions to humanitarian and development results are achieved in an efficient manner. This area is assessed through four KPIs.

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

Satisfactory 2.84
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The evaluation evidence in the assessment sample suggests that WFP has achieved significant results towards the delivery of its corporate objectives and CSPs. Most of the organisation's funding is received for crisis response, and the majority of results have been achieved in this area. By comparison, there is less evidence on the delivery of outcomes on resilience building and addressing root causes. Evaluations show that WFP has targeted its assistance towards those most in need, albeit with some gaps, and has worked to ensure that no one is left behind in support of the SDGs. Insufficient funding in many contexts and for certain programme interventions has severely impacted the coverage of assistance. While the evaluations in the sample noted the increase in WFP income in recent years, they also noted that the amounts received were only a fraction of what was required, which affected the achievement of results. WFP has strong policy frameworks for normative and cross-cutting issues, but the evaluation evidence shows a mixed record on progress and suggests a systematic challenge in translating organisational-wide commitments to tangible actions at the field level.

[1]

# KPI 10: Interventions are relevant to the needs and priorities of affected people, as the organisation works towards results in areas within its mandate.

Satisfactory 3.00

Based on the evaluation evidence, WFP has made genuine efforts to ensure that its assistance is directed to those people most in need, with vulnerability used consistently as a criterion for targeting support. This is apparent from the design of CSPs and the implementation of individual projects, including monitoring evidence. The evaluations demonstrated that WFP has grappled with having insufficient funds to ensure that its food assistance was targeted to affected populations where needs are greatest. There has been a tension between prioritising crisis response and working on more long-term interventions to address resilience and root causes. In terms of inclusiveness, while there has been a strong focus on women and girls under WFP's gender policy, other vulnerable groups - such as older persons, persons with disabilities, children and youth, and LGBT+ - are only considered to a limited extent in targeting systems, with their needs therefore going unmet, which has been noted as a concern by the WFP evaluation office.

#### KPI 11: Results are delivered efficiently.

No evidence N/E

While there is some evidence from the limited sample of evaluations of WFP introducing measures to improve efficiency, including greater use of local procurement, logistical measures and improvements to the delivery of cash-based assistance, the evaluations reviewed do not reach overall judgments on cost-effectiveness or timeliness, and thus provide insufficient evidence to score this KPI. This observation reinforces the assessment conclusions about the lack of a systematically applied approach to assessing value for money.

#### KPI 12: Results are sustainable.

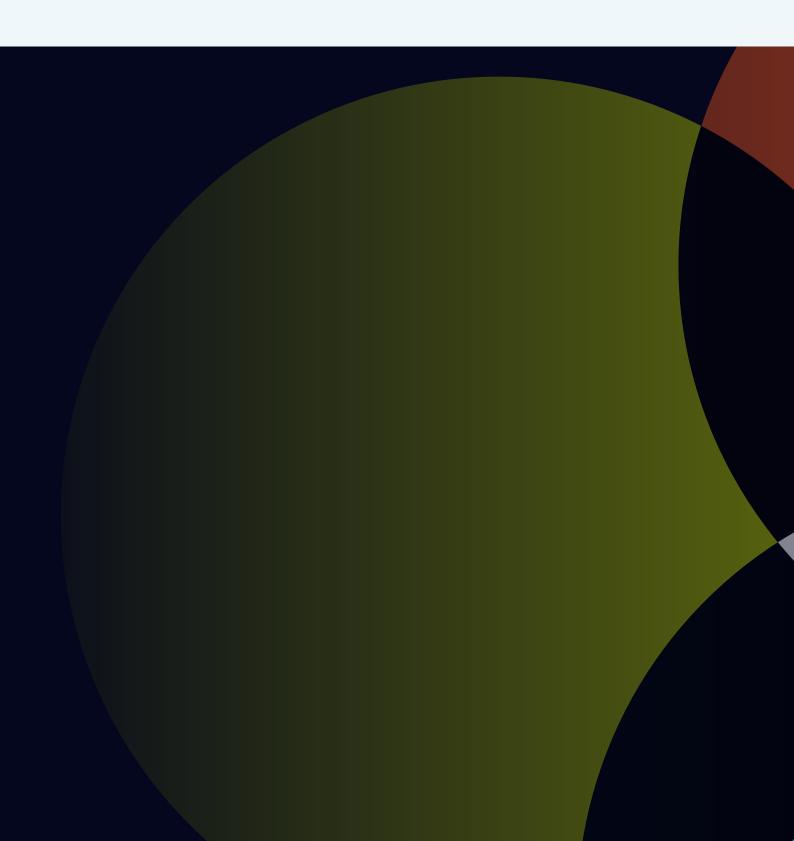
Satisfactory 3.00

The issue of sustainability, in terms of resilience building and applying the humanitarian-development-peace nexus approach, was addressed in most evaluations. All evaluations rated progress in this area as satisfactory. While some results and progress were identified, there is a significant gap between the positive way sustainability is addressed in WFP's country plans and how it is implemented through specific interventions. While satisfactory progress was noted on resilience building, the majority of evaluations found challenges in advancing the humanitarian-development-peace nexus. This problem is not unique to WFP but reflects the lack of workable models at the inter-agency level.

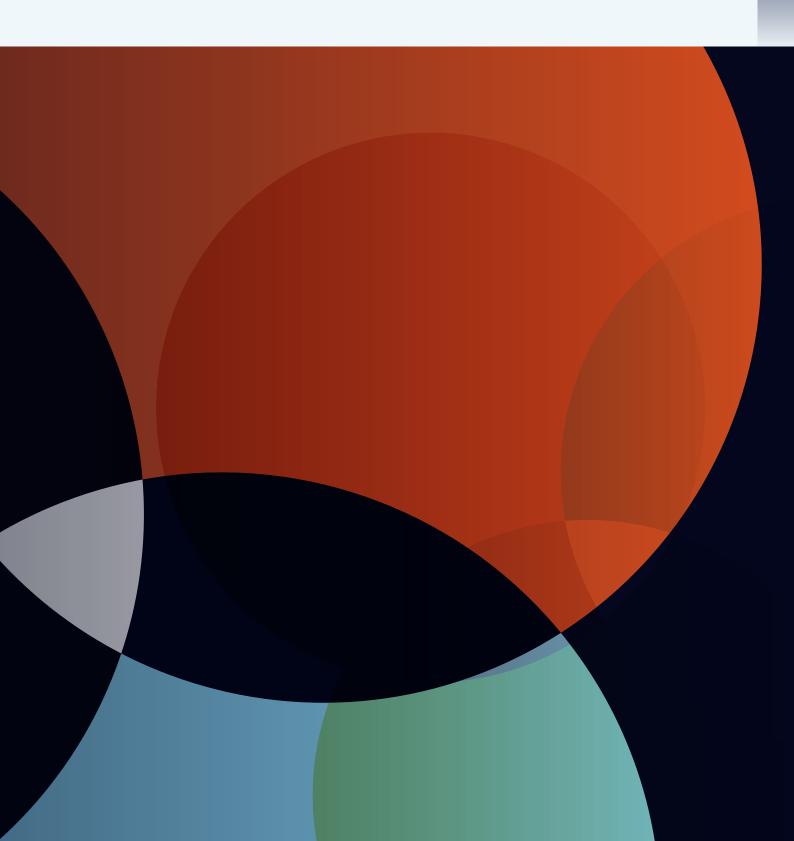
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# ABOUT THE ASSESSMENT



#### THE ASSESSMENT APPROACH

The approach to MOPAN assessments has evolved over time to adjust to the needs of the multilateral system. The MOPAN 3.1 methodology is the latest iteration, and has been used in all MOPAN assessments, including this one, since its endorsement by MOPAN members in early 2020 (MOPAN, 2020).

Following MOPAN's 2022 study, Rethinking Effective Humanitarian Organisations (MOPAN, 2022), MOPAN held consultations with major stakeholders including MOPAN members, the DAC-UN Dialogue Group and the Grand Bargain signatories which uncovered significant appetite for MOPAN to either assess, or at least to promote learning, on progress towards global policy commitments with a particular focus on organisational change management and the right business models.

An adapted framework for multilateral organisations primarily working in crisis contexts was developed and applied for this assessment. The adapted framework aligns to the five MOPAN 3.1 performance areas - strategic, operational, relationship, performance management and results. However, the MIs were adapted to ensure that they apply a crisis lens. Accordingly, the elements to guide the rating against the MOPAN rating scale were also adapted to fit these MIs.

Table 3 lists the performance areas and indicators used in the adapted framework for multilateral organisations working in crises.

TABLE 3. PERFORMANCE AREAS AND KEY PERFORMANCE INDICATORS

Performance area	Key performance indicator (KPI)
Strategic management	<b>KPI 1:</b> Organisational Architecture and Financial Framework enable mandate implementation and achievement of expected results
	<b>KPI 2:</b> Structures and mechanisms in place and applied to support the implementation of global frameworks for cross cutting issues at all levels
Operational management	KPI 3: Operating framework and human and financial resources support relevance and agility
	<b>KPI 4:</b> Organisational systems are cost- and value-conscious and enable financial transparency and accountability
Relationship management	<b>KPI 5:</b> Operational planning and intervention design tools support relevance and agility in partnerships
	<b>KPI 6:</b> Working in coherent partnerships directed at leveraging and catalysing the use of resources, and results
Performance management	KPI 7: Strong and transparent results focus, explicitly geared towards function
	KPI 8: Evidence-based planning and programming applied
Results	<b>KPI 9:</b> Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals
	<b>KPI 10:</b> Interventions are relevant to the needs and priorities of partner countries and beneficiaries, as the organisation works towards results in areas within its mandate
	KPI 11: Results are delivered efficiently
	KPI 12: Results are sustainable

#### **APPLYING MOPAN 3.1 TO WFP**

#### **Lines of Evidence**

This assessment relied on three lines of evidence: a document review, a partner survey, and staff interviews and consultations. The assessment team collected and reviewed a significant body of evidence:

**A document review:** This comprised publicly available documents as well as guidelines and policies that are "current and in force". They were limited to those in final form (not draft versions), recognised by management, and available in English. The list of documents reviewed is available in the technical and statistical annex on the MOPAN website.

**An online survey**: External partners were sent an online survey. A total of 265 partners responded to the survey. The survey was conducted for six weeks from mid-December 2023 until the end of January 2024. Key survey results are available on the MOPAN website in an interactive format.

Interviews and consultations: Interviews were undertaken between December 2023 and January 2024 as follows:

- A total of 40 interviews with WFP staff groups of which 19 were country/regional level interviews.
- A total of 21 interviews with key external partners and stakeholders.

**Country visits**: Two parallel visits, to Mozambique and South Sudan, were conducted in November 2023. The purpose of the country visits was to assess the implementation of WFP's corporate priorities and policies at country level. Country-level perspectives of progress against MOPAN's KPIs were sought, including achievements and challenges within the organisation, and form a part of the evidence underpinning the assessment report.

- A total of 23 interviews with WFP staff conducted: 14 in Mozambique and 9 in South Sudan.
- A total of 31 interviews with key external partners and stakeholders in both countries; 15 in Mozambique and 16 in South Sudan.



WFP staff register South Sudanese returnees before receiving cash assistance.

WFP provides High **Energy Biscuits** (HEB) upon arrival at the border and before their boat journey to Malakal. At the Transit Centers in Renk and Malakal, WFP has been providing food or cash assistance to the returnees as well as nutrition support to malnourished mothers and children.

Photo: © WFP/Eulalia Berlanga

#### METHODOLOGY FOR SCORING AND RATING

The approach to scoring and rating under MOPAN 3.1 is described in the 2020 Methodology Manual, which can be found on MOPAN's website.

Each of the 12 KPIs contains several MIs, which vary in number. The KPI rating is calculated by taking the average of the ratings of its constituent MIs.

#### **Scoring of KPIs 1-8**

The scoring of KPIs 1-8 is based upon an aggregated scoring the MIs. Each MI contains a several elements, which vary in number, that represent international good practice. Taking the average of the constituent scores per element, a score is then calculated per MI. 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, an aggregated score is then calculated per KPI.

#### **Scoring of KPIs 9-12**

The scoring of KPIs 9-12 is based upon a meta-analysis of evaluations and performance information, rated at the MI level and aggregated to the KPI level. For KPI 9, results against the mandate and contribution to cross-cutting results are given equal weight. KPIs 9-12 assess results achieved as assessed in evaluations and annual performance reporting from the organisations.

#### **Rating scales**

Whenever scores are aggregated, rating scales are used to translate scores into ratings that summarise the assessment across KPIs and MIs. The rating scale used under MOPAN 3.1 is shown below.

Highly satisfactory (3.51-4.00)

High evidence confidence

Satisfactory (2.51-3.50)

Medium evidence confidence

Unsatisfactory (1.51-2.50)

Low evidence confidence

Highly unsatisfactory (0.00-1.50)

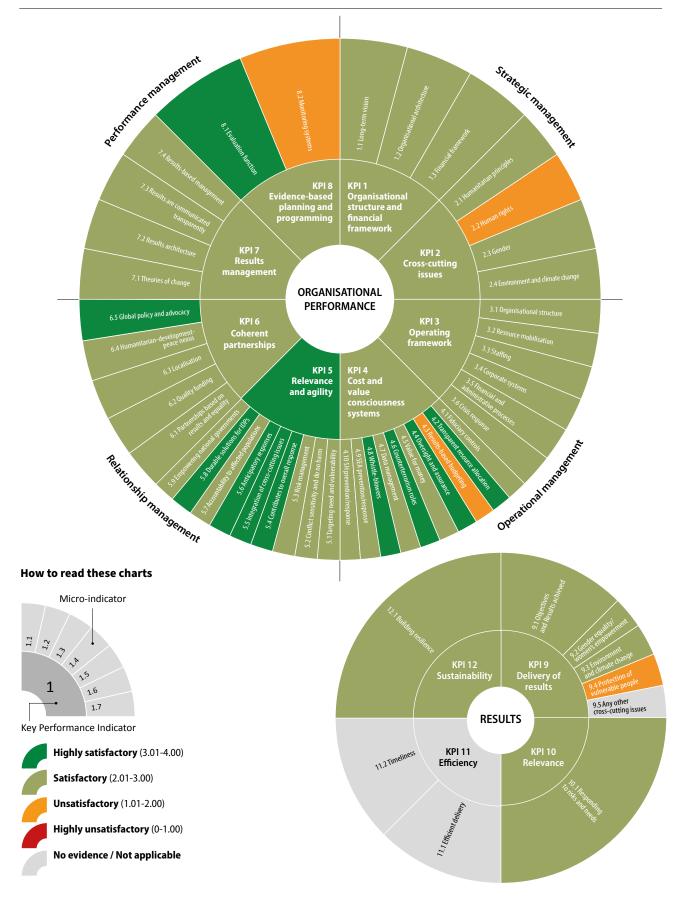
No evidence / Not applicable

A score of "N/E" means "no evidence" and indicates that the assessment team could not find any evidence but was not confident about whether or not there was evidence to be found. The team assumes that "no evidence" does not necessarily mean that the element is not present (which would result in 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.

#### **Changes to MOPAN's rating system**

MOPAN's methodology is continuously evolving, and a recent notable change concerns how ratings (and their corresponding colours) are applied based on the scores at MI and KPI levels. Compared to the pre-2019 rating scale, applied in Figure 12, the threshold for each rating has been raised to reflect the increasing demands of organisational performance in the multilateral system. The underlying scores and approach to scoring are unaffected.

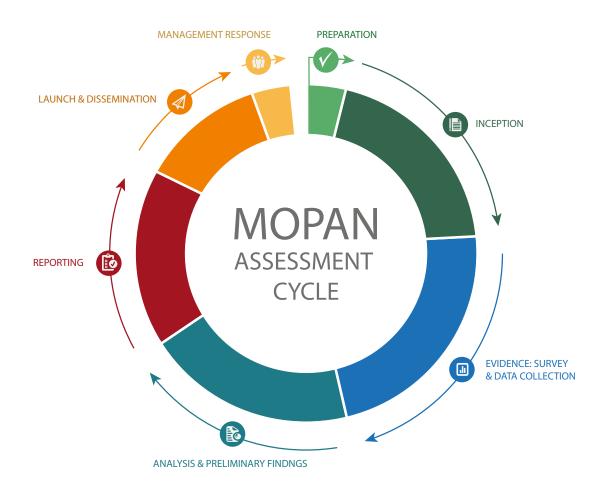
FIGURE 12: MOPAN'S 2019 RATING SCALE APPLIED TO THIS ASSESSMENT



#### **ASSESSMENT PROCESS**

MOPAN's assessment process is shown in Figure 13.

FIGURE 13: MOPAN'S ASSESSMENT PROCESS



#### **LIMITATIONS**

The assessment applies a standardised framework that provides a picture of the organisation's performance. Thus, any general strengths and limitations of the MOPAN 3.1 methodology, which are laid out in MOPAN 3.1, Section 8, apply to this assessment as well.

The assessment team had full access to WFP staff and documentation.

For this assessment, COVID-19 restrictions were no longer in place and there was no requirement for all interviews to take place virtually. The team was able to visit the Rome HQ of WFP for an inception visit and to make country visits to South Sudan and Mozambique. Remaining interviews were conducted virtually, but this was not a limitation.



The daily bread distribution continues in Ukraine with over 2 million loaves – 935 metric tons – distributed in eight cities. The top three cities are Kharkiv (284 metric tons), Sumy (117) and Poltava (109) (as of 2 May).

The WFP bread initiative that was launched in Kharkiv at the start of the crisis provides a lifeline of food assistance in this hard-hit city.

Photo: © WFP/Reem Nada

# There are a few limitations specific to this assessment of WFP

- A major organisational restructuring exercise was in progress during the period of the assessment, and it was
  too early to assess the impact of these changes.
- The country visits provided invaluable insights. Due to the availability of offices for visits, both country visits
  were made to sub-Saharan African countries. South Sudan and Mozambique demonstrate many different
  aspects of WFP's work but cannot be seen as representative of all WFP programmes worldwide in terms of their
  variety of context, or the size and nature of programming.
- The survey methodology for this assessment allowed the survey to be distributed widely but did not allow the assessment team to control the sample. It cannot calculate a conventional response rate as the team does not know the number of people to whom the organisation sent the survey. Nor can the team be sure what links the people who responded to the survey had with the organisation.
- Only a limited number of interviews were possible with external stakeholders.
- The scale and complexity of WFP's work makes it hard to comprehensively assess the full breadth of its operations.
- The MOPAN methodology does not fully capture the details of logistics systems, which are a core part of WFP's work.

While it is important to be aware of these limitations, they do not undermine the assessment team's level of confidence in the ratings and analysis of the assessment.

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- [2]

MOPAN (2020), 2020 Assessment Cycle: MOPAN Methodology, MOPAN.

# ANNEX

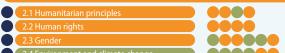
#### WFP PERFORMANCE OVERVIEW CURRENT RATING

#### Strategic management





#### **KPI 2: Cross-cutting issues**



#### **Operational management**

#### **KPI 3: Operating framework**



# **KPI 4: Cost- and value-conscious systems**



#### **Relationship management**

# **KPI 5: Relevance and agility**

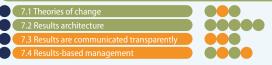


#### **KPI 6: Coherent partnerships**

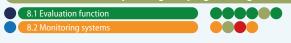


#### **Performance management**

#### **KPI 7: Results management**



# KPI 8: Evidence-based planning and programming



## **Results**

# KPI 9: Achievement of results

- 9.1 Objectives and results achieved
- 9.2 Gender equality/women's empowern
- 9.3 Environment and climate change
- 9.4 Protection of vulnerable peopl
- 9.5 Cross-cutting issues

# KPI 10: Relevance

10.1 Responding to risks and needs

#### KPI 11: Efficient delivery

- 11.1 Cost efficiency
- 11.2 Timeliness

# KPI 12: Sustainability

12.1 Building resilience

# High confidence

- Medium confidence
- Little to no confidence
- Highly satisfactory (3.51-4.00)
- Satisfactory (2.51-3.50)
- Unsatisfactory (1.51-2.50)
- Highly unsatisfactory (0.00-1.50)
- No evidence/Not applicable

